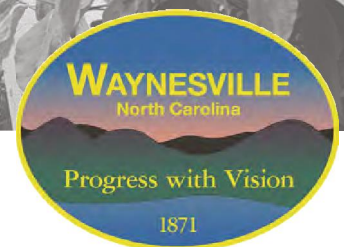


# WAYNESVILLE 2035

PLANNING WITH PURPOSE



July 2020

COMPREHENSIVE LAND USE PLAN

# ACKNOWLEDGMENTS

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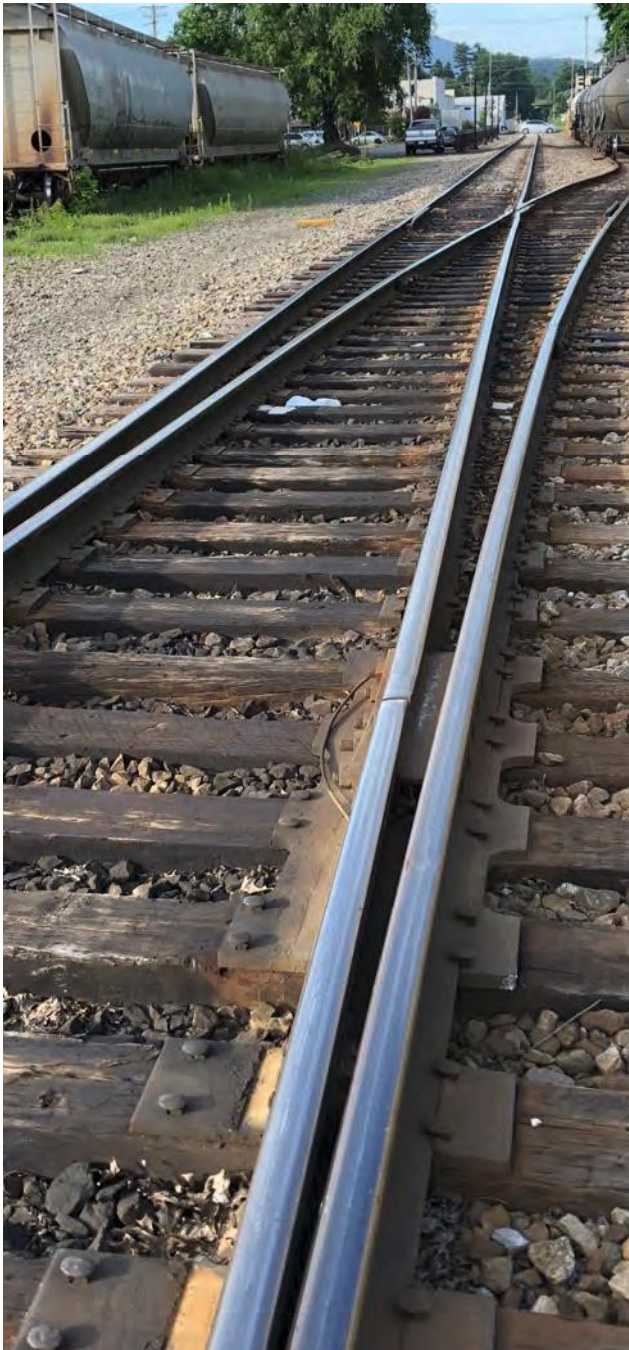


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1

# INTRODUCTION



Rail Line through Frog Level

*Waynesville 2035: Planning with Purpose*

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*Waynesville: Our Heritage, Our Future, Town of Waynesville 2020 Land Development Plan*

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## PURPOSE

*Waynesville 2035: Planning with Purpose* updates the *Waynesville: Our Heritage, Our Future, Town of Waynesville 2020 Comprehensive Land Development Plan*, to serve as a guideline for community decision making into the future. It is intended to be used by the town staff, the Board of Aldermen, and other Town Boards and Commissions as they make decisions about resources and land use in accordance with North Carolina General Statutes. It is also intended as a reference document for the public at large and for those investing in land and development within Waynesville. This document lays out strategies and recommendations to accomplish community goals over a 15 year planning horizon.

The plan should be reviewed and may be amended periodically in response to land use trends, changes in populations, or to facilitate evolving Town goals. *Waynesville 2035: Planning with Purpose* will leverage the successes of the past to enhance future potential of the Town.

## BACKGROUND

Waynesville, known as the “Gateway to the Smokies” is located off the US Routes 23 and 74 (the Great Smoky Mountains Expressway). The Town is a popular destination for visitors to Western North Carolina, and at more than 10,000 residents, is the largest town in North Carolina west of Asheville. It is the county seat for Haywood County. The Town has a strong historical heritage, vibrant arts community and diverse culture.

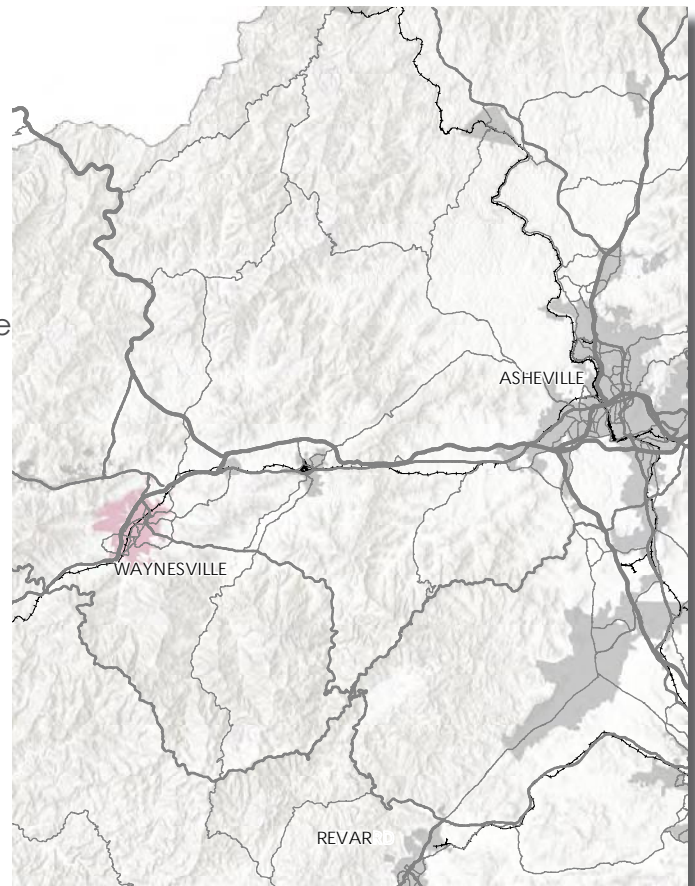
Waynesville has a rich history of community planning. The 2002, *Waynesville: Our Heritage, Our Future, 2020 Comprehensive Land Use Plan* was adopted after a two-year planning effort. That planning process established a forward-thinking standard for development and growth that:

- Implemented Smart Growth principles.
- Promoted multi-modal transportation.
- Recommended controlled infrastructure expansion through the adoption of an Urban Services Boundary.
- Encouraged mixed-use development.
- Protected the Town's natural and historic resources.

To implement the objectives of the 2002 Land Use Plan, the Town updated its Land Development Standards (zoning regulations) in 2003, 2009 and 2011.

In 2018, the Town initiated an update to the current plan in order to keep it relevant and reflect the current needs and desires of the Town with a new future planning horizon of 2035.

Waynesville's Regional Context





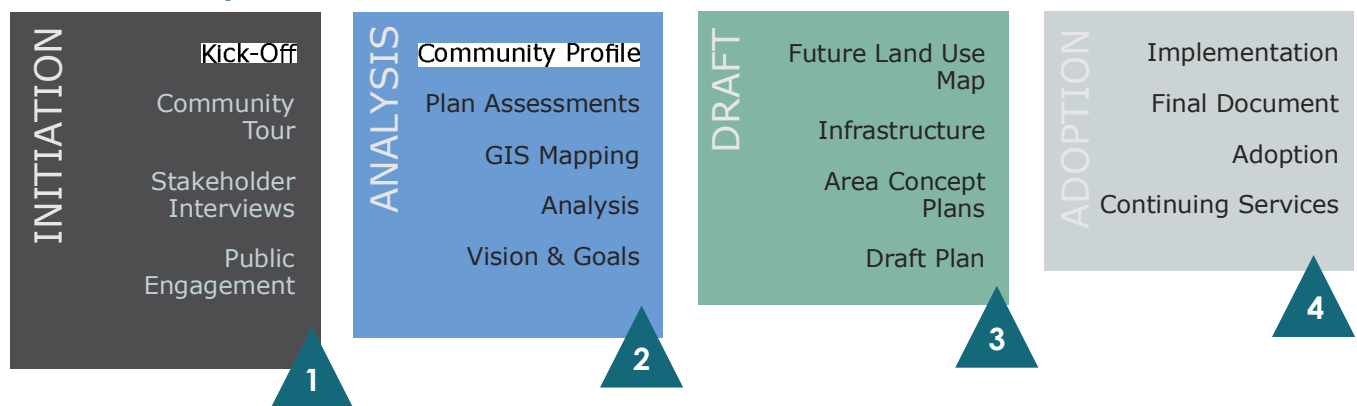
## PLANNING PROCESS

In action, planning with purpose is accomplished by addressing and analyzing existing conditions and making implementable recommendations for the future. Topics include:

- Land Use & Development
- Housing & Neighborhoods
- Economic Development
- Transportation & Connectivity
- Recreation, Cultural and Natural Resources
- Utilities & Infrastructure

The plan update began in early 2018 following a 4-phase process illustrated below. The early phases included listening to staff and stakeholders and an analysis of existing conditions. Diverse methods of public engagement were implemented to ensure community support and buy-in. The Plan includes community-wide recommendations, the future land use map, and conceptual scenarios for areas targeted for potential redevelopment areas. Staff and community leaders, already accustomed to using the Comprehensive Land Use Plan when making development decisions, were asked to evaluate the plan for its practical application and usefulness.

### Plan Development



## Summary of Input

The love for and commitment to Waynesville shown by residents, business owners, and visitors provided no shortage of input, guidance, and review throughout the development of the Plan. The Plan is a reflection of the values and desires of the community and the plan's recommendations and implementation strategies are influenced by the comments received.

The engagement strategy combined traditional and online methods including:

- Stakeholder group interviews

- Steering committee meetings

- Web presence through the Development Department portal

- Public online survey

- Public visioning workshop (sponsored by Haywood County Board of Realtors)

- Public open house to reveal the plan

- Public hearings for adoption

- Public meetings held at the Pigeon Community Center, Waynesville Recreation Center, Waynesville Fire Department, and Folkmoot

Staff conducted further outreach with advisory Boards and Commissions.

### Steering Committee

Town Aldermen appointed a steering committee of individuals from diverse backgrounds to provide guidance and make decisions related to this plan's vision, goals, and recommendations. The steering committee met throughout the process and participated in other public events.

### Stakeholder Groups

Early in the process, stakeholder groups consisting of in-town and regional professionals from the following sectors were interviewed:

- Real Estate



Stakeholder Group Meeting



Steering Committee activity





Social Services and Housing

Economic Development, Tourism and the Arts

Town and County staff

Real estate professionals shared that people, including many retirees, are moving to Waynesville because of the high quality of life. Buyers are attracted to Waynesville's recreation and fitness opportunities, access to natural features such as the Great Smoky Mountains National Park and hiking trails, and the Town's greenways. Moderately priced housing is quickly sold, creating a high demand for new housing and rental opportunities.

Social services professionals shared that Waynesville has a growing homeless and "working-poor" population. Local agencies such as Mountain Housing Opportunities and Habitat for Humanity are finding that they cannot meet the demand of qualified applicants for housing, and the creation of new projects is difficult because of land costs and geographical constraints. Another concern identified is the need for increased mental health and substance abuse resources, particularly as it relates to opioid addiction.

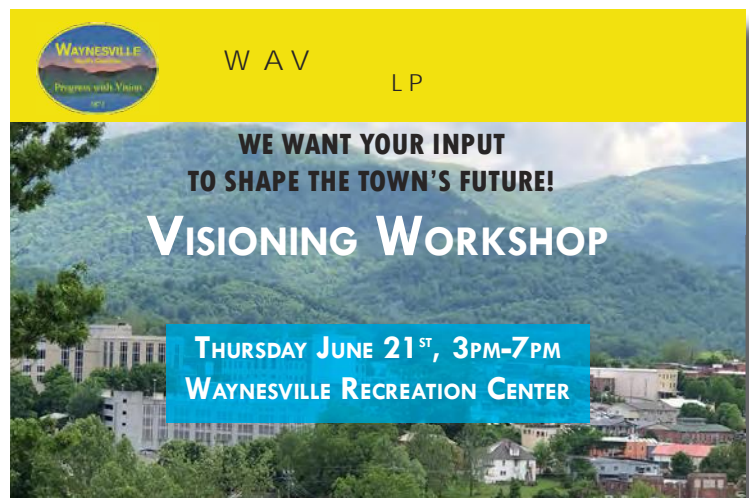
The Economic Development professionals, which included Waynesville's major employers, shared concerns about being able to recruit and retain employees with advanced training and professional skills. Nursing is an area particularly difficult to find staffing. A shortage of entry-level workforce was also a concern and related back to a lack of housing and mental health and substance abuse resources. Tourism and the arts are an important sector of Waynesville's economy, and these businesses rely on seasonal and entry level employees. Healthcare and workforce preparedness and education were therefore identified as critical areas for growth. Stakeholders noted that the Town should encourage the expansion of broadband internet in support of these sectors as well as local businesses.



Workshop Activity: Keep, Toss, Create

### Visioning Workshop

On June 21, 2018, the public was invited to a visioning workshop at the Waynesville Recreation Center. The workshop, made possible by a S G A G secured by the Haywood County Board of Realtors, was attended by at least 85 people who signed the attendance log. The workshop was an open house-style event with ten activity stations, which were designed to inform attendees about the plan as well as to gather input on specific topics that affect Waynesville.



Visioning Workshop Flyer

Stations included:

A Comprehensive Plan background

A project overview that framed potential issues, outlined economic trends, and existing land use

A “keep/toss/create” station that allowed attendees to identify areas they love, areas that need work, and areas where they would like to see something created

A transportation and mobility station illustrating existing transportation conditions and proposed improvements.

A station that highlighted Waynesville’s natural resources, utility network and urban services boundary

A visual preference station that asked attendees to place a dot next to preferred images depicting different styles of development

A station for attendees to validate goals and objectives from the current land use plan and add new goals

A station that invited attendees to sketch ideas for downtown, Hazelwood, and Frog Level

A survey station where attendees could take the online survey

The workshop and online survey contained visual preference exercises related to design, aesthetics, recreation, housing, and density. Responses showed preferences for:

Protected bike/pedestrian infrastructure

Richland Creek greenway expansion

Improving ADA compliance with the town’s pedestrian infrastructure

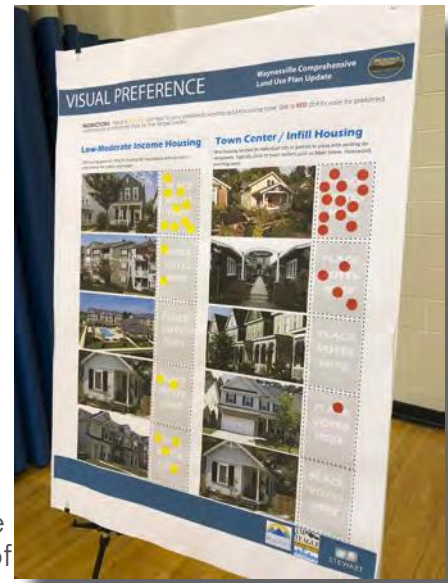
Keeping Waynesville a walkable community

Development-related comments included concerns about a large apartment project and a desire for more downtown infill development.

Participants demonstrated support for improvements to the commercial areas of Frog Level, downtown Hazelwood, and the Waynesville Plaza. The Steering Committee notes that the workshop attendance was limited and mostly attended by older citizens.

### Pigeon Center Community Meeting

The Pigeon Community Multicultural Development Center hosted a meeting to discuss the Land Use Plan, parks planning and historic preservation on August 16th, 2018. The meeting provided an overview of a study of the Town’s Historic Preservation Commission to document African-American resources within Waynesville. The Pigeon Community Center and Dix Hill Cemetery were identified as community resources for possible listing on the National Register.



Preferred development types exercised from visioning workshop



Additionally, important stories and history were collected and will be used in creating a historic marker in a park that the Town is developing within the neighborhood. Issues of housing, inclusionary zoning, and infrastructure were also discussed.

### Project Website

The Town created a link to the Comprehensive Land Use Plan Update on the Development Services Department website. There, the public could track the Plan's progress, review meeting summaries, survey results, and see notices for upcoming meetings and maps with convenient 24/7 access.

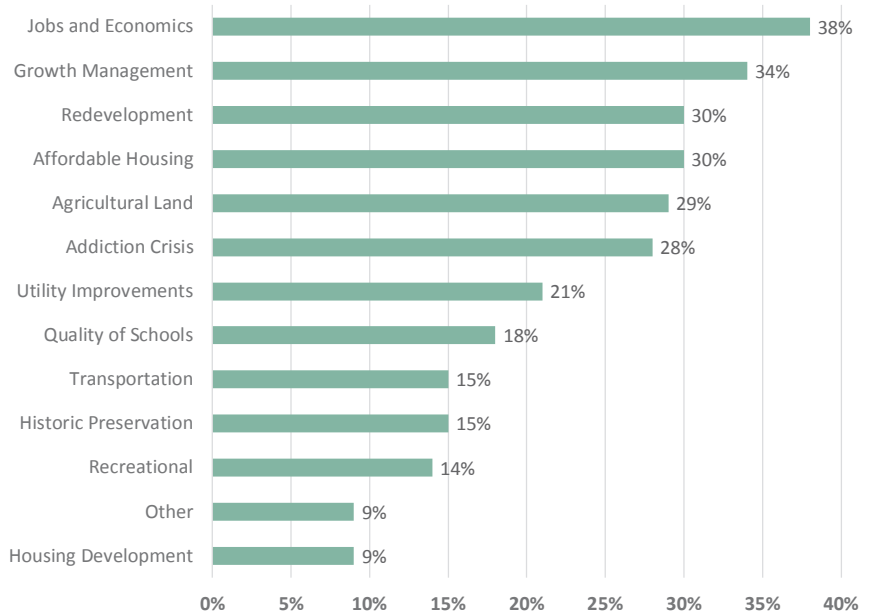
### Online Survey

368 individuals (over 3% percent of the community over 18 years old) took an online survey offered in June and July 2018. The survey was designed to gather information on community priorities related to land use, conservation, mobility and more. These responses from people living and working in Waynesville and its extraterritorial jurisdiction (ETJ) provided another viewpoint shaping the goals and objectives of this plan.

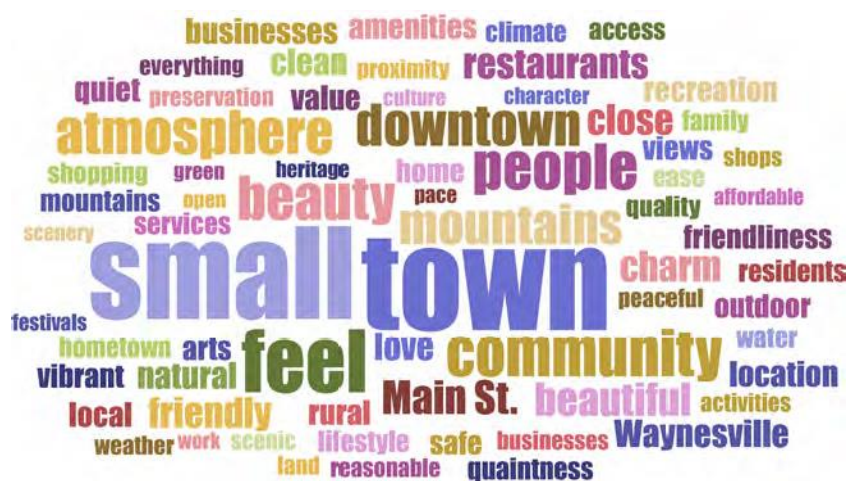
Based on survey results the top four issues were jobs and economics, growth management, redevelopment and affordable housing.

The Public Policy Institute (PPI) of Western Carolina University provided a detailed analysis of the Survey Monkey results. View the full analysis in the Appendix.

### MOST PRESSING ISSUES FACING WAYNESVILLE



Results from a survey conducted by Dr. Todd Collins and students from the Public Policy Institute at Western Carolina University



Survey results indicated that **Waynesville's "small town friendliness" was what folks valued most** and was the primary reason people stay, move, or visit the Town.



### Draft Plan Neighborhood Meetings

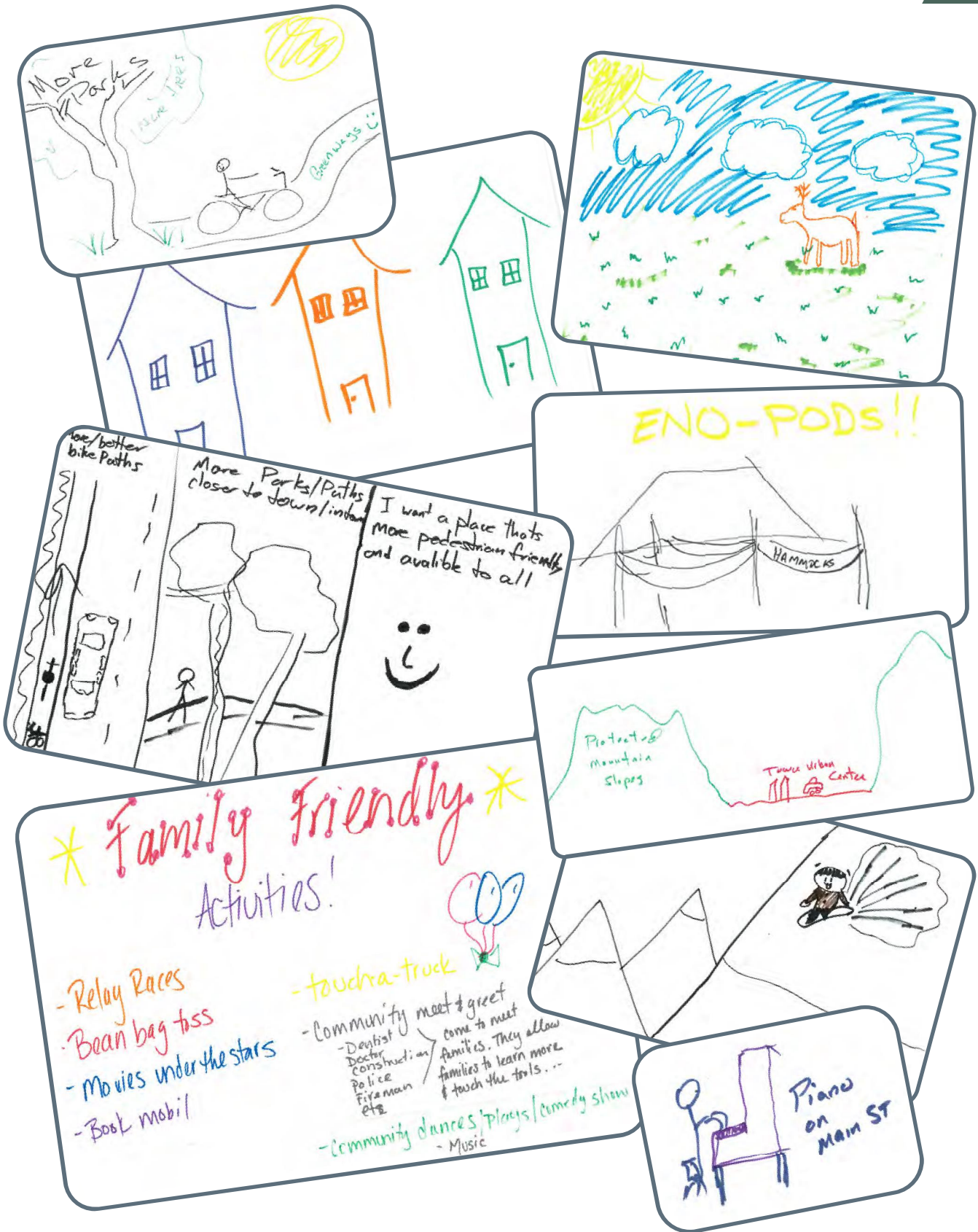
Town planning staff held public meetings during the month of April 2019 at the Recreation Center, the Fire Department, and Folkmoot. These meetings allowed the public to review and provide feedback on draft recommendations in an informal setting.

Comments from these public meetings included the following:

- Maintain what is valuable to Waynesville aesthetic and what is valuable for the community.
  - Balance and manage growth (Avoid becoming Asheville or Atlanta).
  - Keep Waynesville beautiful.
  - We need housing, but we need housing with mindfulness.
  - There is a sense of Waynesville that we do not want to lose.
  - Concern over density, and keep in mind why people move to Waynesville.
  - Promote local businesses and shops.
  - New development should meet the Waynesville character. Architectural design is important.
- Good planning and economic development
  - Need jobs and industry to support families and want our children to be able to stay here
  - Put high density where we can.
  - Need to ensure infrastructure planning for commercial and residential
  - Need jobs that are not just geared towards the service industry
  - Concern over providing housing and services for all ages
- Protect the environment and provide flexibility
  - Respect steep topography
  - Respect land owner decisions and expectations
  - "Agrihoods" not just for the wealthy, build for the middle class
  - Support for greenways along Richland and Raccoon Rd.
- Neighborhoods, historic preservation, arts and culture
  - Concern for the historic preservation of the Bethel corridor and Pigeon gap (interested in conservation / preservation)
  - How do arts and community inclusion play a part in the plan?
  - Bring unkempt buildings up to a better standard and use in Frog Level
  - We want to see Waynesville grow and preserve its historic character.



Neighborhood meetings were held in the spring of 2019 to share draft recommendations and gather input on changes needed.



Kids weighed in on ideas for the Town at the Open Streets community event at Folkmoot in May of 2019



## PLAN STRUCTURE

The Waynesville 2035 plan is divided into 7 chapters. Each of the chapters is described in the graphic below.

### INTRODUCTION

1

This chapter provides an introduction to the plan and includes a description of the plan's purpose, background information, an overview of the planning process and a summary of input.

### VISION & GOALS

2

The vision statement and goals of the plan are outlined in this chapter. Under each goal are objectives that clarify the goal statements. The vision, goals and objectives helped to frame all recommendations in the plan.

### RECOMMENDATIONS

3

This chapter includes the Future Land Use Map, area descriptions, and policies and strategies that are organized by topic area and meant to guide decisions.

### ACTION PLAN

4

The 2035 Action Plan contains specific, actionable steps Waynesville can take to meet the goals and vision identified during this planning process.

### COMMUNITY PROFILE

5

Demographic data is provided to detail trends in the Waynesville area. This chapter also includes a summary of strengths, weaknesses, opportunities and threats as well as an assessment of previous plans.

### EXISTING CONDITIONS

6

This chapter provides an analysis of the current conditions in Waynesville. Existing land use is summarized as well as environmental constraints, development suitability, infrastructure and natural and cultural resources.

### APPENDIX

7

This chapter includes detailed survey results, market analysis, a transportation plan assessment and existing conditions analysis and copies of maps.



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# VISION GOALS



Folkmoot Center

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to reflect on the big picture.

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the goals establish a baseline for measuring success.

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in town. The goals address a

through the process which is to be

the Town of Waynesville.



## VISION STATEMENT

The 2020 Land Development Plan, its vision statement and its smart growth framework, has worked well for the Town. Many goals and objectives laid out have been accomplished, and the Land Use Map and Urban Services Boundary created the basis for effective policies. The purpose of this Plan is to build on that success and to continue to work towards social, environmental, and economic benefits as envisioned in 2002 when the original plan and vision statement (below) were adopted.

W: O H O 2020 L P

*-Adopted April 23, 2002*

Waynesville's vision is preserving its heritage and inviting the future through quality planning for living today and tomorrow. Our mission is to preserve and promote our neighborhoods, open spaces, vistas, natural and cultural resources, and historic places. We will achieve this through planning mixed-use developments, aesthetic infrastructure design for economic prosperity, healthy community and family-life, education, and the arts for public enjoyment. Waynesville will be regarded as the model town for the twenty-first century.

However, the Steering Committee and staff felt that while the overall vision for the community had not fundamentally changed, the vision statement could be improved. There was consensus that the vision statement for the updated plan should encompass new needs and concerns looking forward, should be more concise and easier to understand, and should provide a fresh take on the good intentions of the original. There was also a desire to be "true to Waynesville" and who we are as a community, by keying on common values and what the community hopes to encompass through the plan's adoption.

O V T 2035 W P

**Waynesville will enable the growth of a vibrant, healthy, and successful community - to our history, small-town culture and heritage; to the changing aspirations and needs of all our citizens; on the principles of smart growth; of the gift of our rivers and creeks, farmland and mountain vistas; and to the opportunities presented in regional preservation, arts and education, economic development, and land use initiatives.**

## GOALS & OBJECTIVES

Six over-arching goals were developed from the previous plan, community input, and guidance from the Steering Committee and consultants. Objectives help to clarify the goals and provide a framework for policy recommendations, strategies and detailed action steps to implement the plan in Chapters 5 and 6.

### Goal 1: Continue to promote smart growth principles in land use planning and zoning.

Create walkable and attractive neighborhoods and commercial centers.

Encourage infill, mixed-use and context-sensitive development.

Promote conservation design to preserve important natural resources.

Reinforce the unique character of Waynesville.

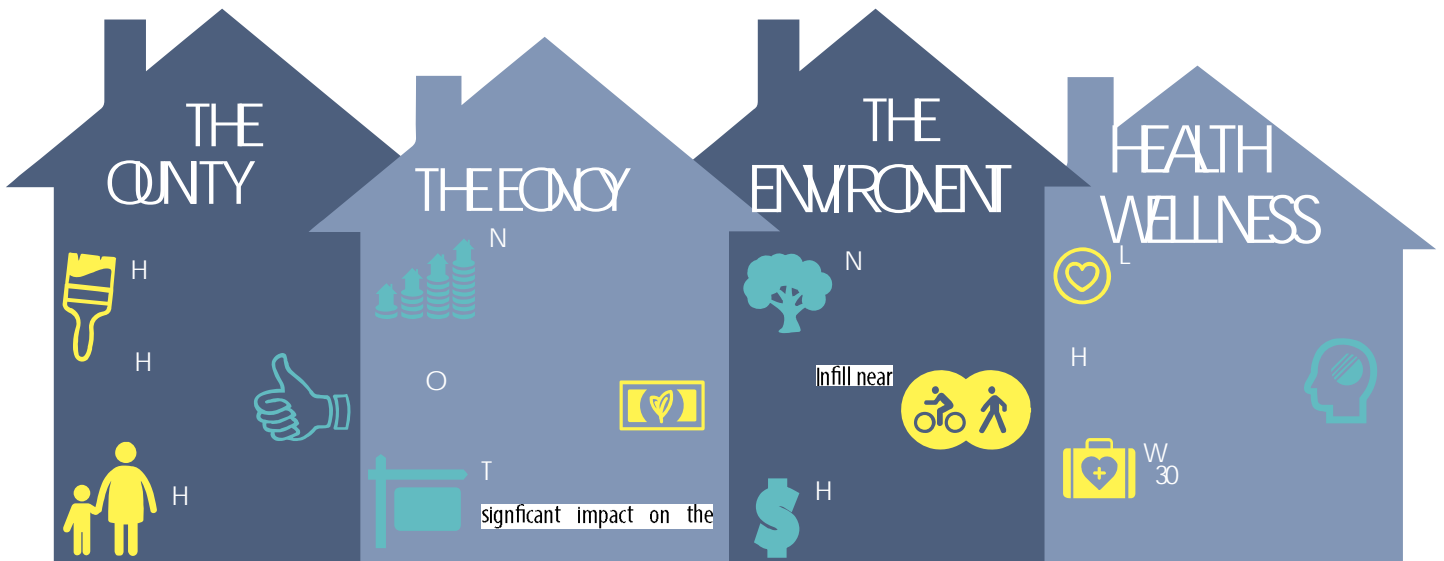
**Smart growth** is an approach to development that encourages a mix of building types and uses in walkable centers and prioritizes infill over urban sprawl that could have negative impacts on natural systems.

### Goal 2: Create a range of housing opportunities and choices.

Encourage new housing inside Waynesville's city limits and Extraterritorial Jurisdiction (ETJ)

Promote a diverse housing stock including market rate, workforce housing and affordable options that appeal to a variety of households

#### HOUSING IS KEY



The graphic above illustrates the importance of housing to the success of the Town of Waynesville and the myriad impacts that housing options and home ownership can have on the community, the economy, the environment and health.

### Goal 3: Protect and enhance Waynesville's natural resources.

Conserve open space and farmland by promoting infill and encouraging development in the urbanized areas of town.

Protect and enhance water quality and forests.

Encourage park and greenway development to protect watersheds and improve access to open space.

Protect rural lands, iconic views and mountain vistas.

Continue to engage in and promote best management practices related to energy use, efficiency and waste management.

### Goal 4: Protect and promote Waynesville's cultural resources.

Invest in preservation, restoration and promotion of Waynesville's history.

Integrate art within the Town's public realm.

Encourage collaboration among local cultural and heritage organizations and artists to enrich our community with events and education.

### Goal 5: Create opportunities for a sustainable economy.

Strengthen Waynesville's current and future workforce through education and training.

Promote the growth of existing local businesses and Waynesville's "maker economy."

Promote Waynesville's downtown districts, inns, restaurants, and reputation as the "Gateway to the Smokies."



Historic Frog Level District



Greenhill Cemetery



Historic Shelton House

Encourage creatively designed, mixed-use, walkable centers and commercial districts that appeal to residents and visitors.

Support the Town's Parks and Recreation Master Plan and develop recreational facilities and a greenway system that appeals to neighborhood and regional users.

Work with local agencies to address the housing shortage, promote a "living wage," and increase Waynesville's medical, health and wellness resources that serve all ages.

Support 21st century technology and infrastructure by broadening the availability of high-speed internet, modernizing wireless communication facilities, and promoting green building and the use of solar and wind technologies.

## **Goal 6: Create an attractive, safe and multi-modal transportation system.**

Provide an interconnected transportation network of roadways, greenways, freight mobility, bicycle routes, and sidewalks that improves safety and strategic access for all users.

Coordinate with NCDOT on roadway improvement projects, particularly those along South Main, North Main, Russ Avenue, Pigeon Road and Dellwood Road.

Work with regional and local businesses and planning agencies to develop public transit opportunities that connect users to local destinations, educational centers, and jobs.

Support development of the Richland Creek greenway and regional greenway connections between Waynesville, Asheville and other Haywood County and Western Carolina destinations.

Ensure citizenry has access to recreational, health and wellness, and medical services.

3

# REOENATIONS



**Purposeful land use planning is required for a successful, well managed community. This land use plan includes policies and recommendations for town-wide land use, development, utilities, transportation, and conservation.**

## FUTURE LAND USE MAP

The Future Land Use Map (FLUM) and recommendations that follow envision a Waynesville that continues to maintain its character, environmental protections, sustainable growth, and diversity. The Future Land Use plan is the result of considering all the factors facing a town including housing, the natural environment, economic health and sustainability, cultural and historic resources, recreation, wellness, multi-modal mobility, and more.

Adoption of the 2020 Land Development Plan, committed the Town to

Planned “Smart Growth”

Redefinition/reexamination of transportation planning as it has been handled in the past

Controlled infrastructure expansion

Encouragement of the mixing of uses where appropriate

Protection of the community’s valuable natural resources

This plan reiterates the Smart Grown Principles in its policies and recommendations, refining them to reflect current times.

The 2002 Future Land Use Map categorized land use into eight designations. The updated FLUM on page 25 adds two additional designations to better reflect the community goals. The designations are broad brush, not parcel specific as in the Zoning map. A character description of each designation and accompanying image are shown on pages 26-27.

This plan adds two new future land use designations: Residential Conservation which encourages cluster development in areas with steep slopes, woodlands, or sensitive water resources, and Downtown Core Mixed-Use which describes a combination of urban residential and business district mixed-use areas with a predominance of early and mid 20th century construction (e.g. Main Street, Hazelwood and Frog Level).

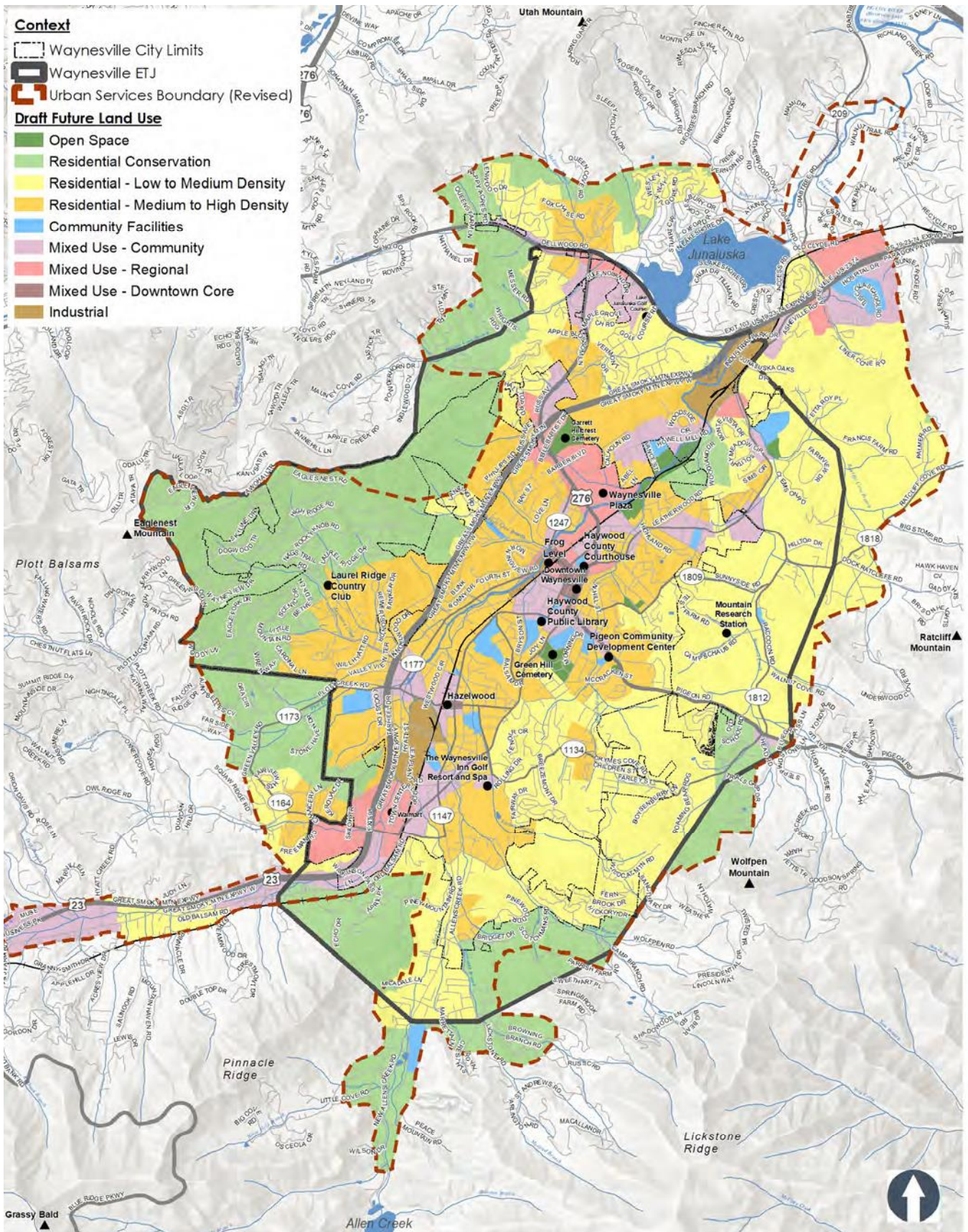
Additional updates include changing Low to Medium Mixed Use to Community Mixed Use and Medium to High Density Mixed Use to Regional Mixed Use.

- Smart Growth
1. Mix land uses
  2. Take advantage of compact building design
  3. Create a range of housing opportunities and choices
  4. Create walkable neighborhoods
  5. Foster distinctive, attractive communities with a strong sense of place
  6. Preserve open space, farmland, natural beauty, and critical environmental areas
  7. Strengthen and direct development towards existing communities
  8. Provide a variety of transportation choices
  9. Make development decisions predictable, fair, and cost effective
  10. Encourage community and stakeholder collaboration in development decisions

**The Future Land Use Plan is a representation of the intended growth pattern based on the community’s collective vision balanced with the availability of infrastructure and conservation of the natural environment.**



# Draft Future Land Use Map



## FUTURE LAND USE DESIGNATIONS



### Open Space

This designation is best suited for environmentally sensitive (floodplain, steep slopes) or preserved lands or passive recreational uses. In most instances, such land is to be preserved in its natural state or minimally developed for an intended recreational use. These areas should be well-connected to schools and neighborhoods. Passive use neighborhood and community parks, greenways, trails, community centers and cemeteries are found here.



### Residential Conservation

Best suited for low density residential development that is clustered or of a conservation design. Generally these areas contain steep slopes and / or working agricultural lands. These areas may have narrow streets and may or may not to be connected to water and sewer utilities. Low Impact Development (LID) techniques should be encouraged to reduce stormwater runoff and development should be clustered away from resources.



### Residential - Low to Medium Density

This designation should be located within the urban service boundary. The roadway network is not likely to accommodate higher density development. Types of development include:

- Single family uses at average densities of 3-4 units/acre, occasional small-scale attached housing types
- Compatible development such as educational, civic, and faith-based uses, as well as parks, etc.



### Residential - Medium to High Density

Located on lands suitable for higher density residential development that are readily accessible and where utilities are available. Uses are the same as those in the low/medium category above but with increased densities generally five to ten units per acre (5-10 units /acre) with some higher density in the Urban Residential zoning district and/or with Special Use Permits. Development should provide sidewalks or multi-use paths and connect to parks, schools, and commercial areas. Types of development include:

- Patio homes
- Townhomes
- Bungalow courts
- Multifamily

### Mixed Use - Downtown Core

The Downtown Core mixed use designation encompasses the central business districts and is characterized by pedestrian-oriented commercial uses that may be mixed vertically or horizontally with office and residential and is surrounded by traditional residential pattern neighborhoods of single-family and small multifamily structures. These areas are connected to municipal utilities, typically on grid street network with access to transit, parks, and civic uses. Site redevelopment and infill is encouraged on underutilized parcels.



### Mixed Use - Community

This designation is intended for nodes of activity areas on major streets and thoroughfares incorporating commercial retail and office, light industrial, employment centers and institutional uses to serve the community. Residential single and multifamily development of medium densities may be vertically or horizontally integrated with the commercial. These areas will likely have access to municipal utilities and development should be connected to transit and pedestrian ways. Scale of these areas should vary based on context.



### Mixed Use - Regional

Major nodes of activity located on major thoroughfares or adjacent to highways include commercial, lodging, entertainment, manufacturing, warehousing, tech-flex, research and development, health care facilities and light industrial uses. Uses draw visitors from the town and adjacent communities. They typically require high visibility, high traffic counts, connectivity to the region, and are sited on larger parcels. Being visible, new development should consider architectural style, building materials, and screen landscaping. Medium to high density multifamily residential may be appropriate. Connection to utilities and access management is a priority.



### Community Facilities

Community facilities are institutional-type land uses operated by a public or semi-public organization which serve the community as a whole. Depending on the intensity, these uses may appropriately be incorporated into the higher density residential and mixed use districts. Types of development include:



- Government centers
- Educational institutions
- Hospitals and medical centers
- Cultural centers (e.g. Faith-based uses, Folkmoot)

### Industrial

This encompasses lands with access to strong roadway and/or rail networks located on large lots with room for expansion. Reuse of existing facilities is encouraged. The impact of noise, dust, vibration, odor, should be minimized with screening and fencing when adjacent to dissimilar uses. These areas are located in the southwestern Hazelwood area and north in the vicinity of Exit 103. Giles Chemical has a presence in Frog Level. Types of development encouraged include research and development, clean manufacturing, tech-flex, warehousing and distribution centers, microbreweries, and makerspaces.



## LAND USE & DEVELOPMENT

By implementing the 2020 Land Use Plan through the Land Development Standards (“LDS”), Waynesville has grown in an orderly manner within the established urban services boundary (USB) for two decades. Looking toward 2035, the Town continues its commitment to compact and smart growth, an urban services boundary, and directing more intense development away from steep slopes and outlying agricultural lands towards existing developed areas and roadway corridors. The urban suitability map illustrates which areas are most suitable for development and those which are not.

This land use approach provides a more efficient return on investment for infrastructure, but will require re-investment into existing developed areas. Three concepts are provided to re- envision existing commercial areas with mixed-uses, infill design, and greenway and roadway connectivity. These were identified during the planning process and are provided below with recommendations supporting goals for land use and development.

### LU-1: Limit sprawl and promote a sustainable land development pattern.

#### A. Create walkable and attractive neighborhoods and commercial centers.

- Encourage walkable, mixed-use developments along major thoroughfares and within central business and regional center districts. Policies and codes should promote urban form, context, and an attractive public realm (block size, minimal setbacks, active frontages, streetscape). Development “nodes” should promote public interaction, transportation accessibility, and use of existing infrastructure.
- Allow small-scale restaurants, retail and services within planned developments.
- Encourage personal, professional services, restaurants and neighborhood retail within designated mixed-use areas and corridors.
- Strive for nodal development around intersections as opposed to linear strips adjacent to roadways. New commercial should connect to residential areas whenever possible with pedestrian and bicycle facilities and should be accompanied by road and site design that supports traffic safety (such as turning lanes, access management, parking).

Candidate intersections for mixed-use nodes and/or gateway treatments designed to their context, include:

- US 23 (Asheville Highway) and Ratcliff Cove;
  - Raccoon Road and US276;
  - Dellwood Road and Russ Avenue (US276);
  - The Great Smoky Mountains Expressway (“GSME” 23/74) and Russ Avenue;
  - The GSME and Eagle’s Nest Road/Elysinia;
  - The GSME and Plott Creek Road;
  - The GSME and Hyatt Creek Road;
  - Howell Mill Road and Vance Street;
  - Howell Mill Road and Russ Avenue; and
  - Brown Avenue, Allen’s Creek Road, and South Main
  - Hazelwood and Elysinia Avenues
- New development or redevelopment, including commercial buildings, within,

or adjacent to, residential areas should mimic the scale, and design of residential patterns.

**B. Restrict development intensity in rural areas and areas with important natural resources.**

- Encourage only low density or cluster/conservation development in areas with sensitive natural resources.



Potential for new development in the vicinity of Old Balsam Road south of the Smoky Mountain Expressway

**C. Direct medium to high density and mixed-use development to within the revised urban service boundary and major thoroughfares.**

- Update LDS and zoning map to permit residential development that is consistent with the future land use map.

**D. Limit Town water and sewer services to within the urban services boundary (USB).**

- Only allow extension of utilities beyond the established USB under specific circumstances (see detail about USB policies).

**LU-2 Encourage infill and context-sensitive development**

**A. Promote infill with more flexible zoning along the Great Smoky Mountain Expressway and existing Regional Center Districts.**

- Update LDS to allow designs that are sensitive to existing context and protect views from major roads.
- Ensure flexibility in zoning for small-scale manufacturing and flex-tenant uses in certain areas. Since opportunities for large-scale industrial development are limited, re-use of former manufacturing space for other uses is important and supports local entrepreneurs, crafts people and industries.

**B. Promote redevelopment along the railroad and planned greenway corridor.**

- Preserve industrial uses along the railroad corridor.
- Create an overlay district or policy for track-adjacent or greenway-adjacent development to allow more housing and mixing of uses (including industrial along the railroad).
- New sites for multifamily, duplexes, accessory dwellings along the railroad corridor should meet the following criteria (map included in the Appendix):

Located within 500 ft of railroad track

Minimal visual and traffic impacts on existing single family development

Re-use of under-utilized industrial or commercial properties

**C. Create a range of housing opportunities and choices.**

- Promote mixed density and product types in new residential Development.
- Strengthen multi-family design standards and buffer requirements to ensure compatibility with adjacent residential. Attention to site layout, access, setbacks, scale, design and materials should complement adjacent development.

### LU-3 Promote conservation design in new residential developments

#### A. Allow conservation or cluster development design as an alternative to large lot subdivisions or other development in areas designated Residential Conservation.

- Conservation design should reduce cut and fill slopes, follow the natural contours of the land, apply low-impact stormwater design, and preserve open space or sensitive habitats (e.g., water features, woodland stands, meadows).
- Update the LDS to provide flexibility in density, setbacks and unit types to preserve views and agricultural lands on the edges of town. This approach should allow new development to meet current low density designations while creating open space by clustering of structures.

### LU-4 Reinforce the unique character of Main Street, Frog Level, and Hazelwood Central Business Districts

#### A. Provide access to a variety of amenities and services for current and future residents, visitors and workers including retail, employment, and recreation.

#### B. Maintain the “Downtown Character” that distinguishes these areas from other commercial areas.

- Require compatibility in siting, scale, massing, materials and detail, and enforcement of design standards within historic districts (this does not imply that all new development should replicate historic structures).
- Update Historic Guidelines for store frontages and commercial buildings.
- Update the LDS' Table of Permitted Uses to extend select CBD uses into other activity nodes and reinforce neighborhood character.
- Encourage uses that generate commerce focused on arts, crafts, food /brew specialties, supporting “the maker economy,” in addition to retail.

#### C. Connect downtown Waynesville, Frog Level, and Hazelwood with surrounding neighborhoods, schools, trails and parks.

- Enhance the pedestrian environment by reducing curb cuts from main thoroughfares (access from side streets or alleys), and providing visible, safe crosswalks.
- Enhance urban gateways through redevelopment, landscaping, outdoor seating where feasible, signage and improved pedestrian facilities.
- Install directional wayfinding signs to central business districts, to public parking options, and to greenway and parks connections.
- Implement streetscape improvements to visually connect Frog Level with Main Street and promote visitor activity between the two areas along Depot, Miller, Commerce and Welch Streets.

- Improve visual and physical connection to Richland Creek, including opportunities with private development to create connections through alleys and structures to sidewalks and greenways, and consider additional trail spurs along the street to increase visibility and use

**D. Support development of mixed uses and mixed use buildings that incorporate shopping, dining, lodging, residential, small industries, offices, and studios.**

- Expand Business Districts at their edges by continuing their form and scale, applying mixed-use zoning to transition into adjacent residential districts.
- Define entrances into CBDs through Wayfinding, gateway treatments, crosswalk enhancements, decorative lights, and other streetscape elements.
- Continue small-scale placemaking in public places, including public art and historical markers reflecting the Town's heritage and culture.
- Promote mixed-use of buildings, including housing opportunities in upper stories within CBDs. Encourage adaptive reuse of structures to suit new needs such as housing and office space. Permit public uses of rooftop spaces.

**E. Build on recent public realm improvements (parking lot, public art) in Hazelwood.**

- *Expand the character of Hazelwood westward toward the expressway with streetscape improvements from the expressway to the railroad, including street trees, sidewalks, and gateway features.*
- *Allow for mixed-use along Elysinia and Hazelwood Avenue between the railroad and expressway.*
- *Redevelopment should employ village-style, form-based characteristics including building orientation, pedestrian facilities, screening of parking and loading areas, and signage.*
- *Encourage mix of uses including retail, residential, office, manufacturing and small industry.*

**F. Encourage the redevelopment of Waynesville Plaza to a walkable mixed-use center incorporating retail, office, multifamily, and open space.**

- *Redevelopment at the intersection of Howell Mill Road and Russ Avenue should be oriented to the street with parking behind, and a streetscape that creates a defined entry into Waynesville.*
- *Improve access to and from Russ Avenue and create a new connection to Howell-Mill Road and West Marshall Street, enhancing connectivity and providing an internal street system.*
- *Support opportunities to "green" the floodplain by replacing impervious surfaces with greenspace along the Richland Creek as an amenity and stormwater management practice.*

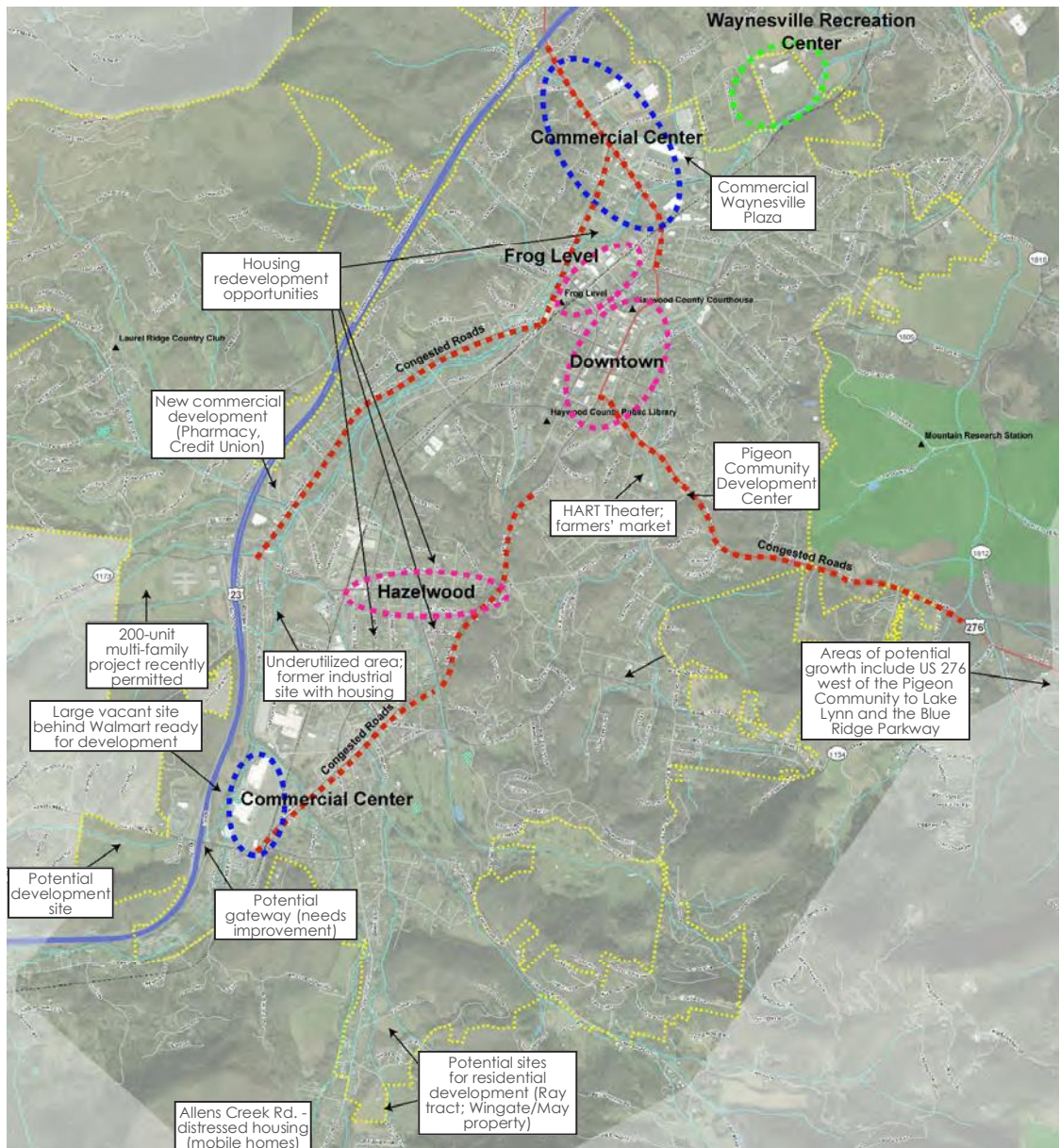
**G. Encourage community and stakeholder collaboration in land use decisions.**

- *Consider updates to LDS processes to promote collaboration between staff, elected officials, developers, and citizens.*

## INFILL DEVELOPMENT & REDEVELOPMENT CONCEPTS

One of the goals that emerged during the planning process is the desire to expand on the success of Main Street by envisioning redevelopment potential in other areas. Target areas have the potential for new investment, infill and growth:

- Waynesville Plaza (Russ Avenue) is a high-occupancy commercial center with steady business, national and local retailers, and a theater.
- Frog Level is within walking distance of Main Street, bisected by the railroad, and has an industrial heritage and historic structures. This business district presents an opportunity for mixed-use development and attractive storefronts.



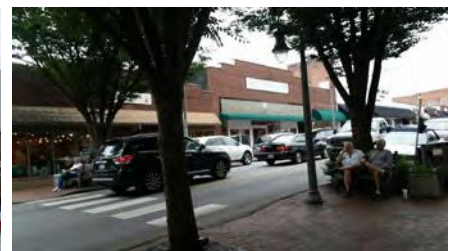
Consolidated results map from steering committee exercise



- Hazelwood, once the downtown for a unique Town, is now the southern gateway to Waynesville. It is surrounded by traditional, affordable neighborhoods, and contains under-utilized industrial and commercial space.

Proposed concepts leverage each area's strengths and increase housing and job opportunities. The scenarios reflect recommendations for compact /infill development, mixed uses, increased density, housing options and connectivity for all modes. Note that the illustrations are conceptual and not intended to be a representation of any proposed development or specific plan.

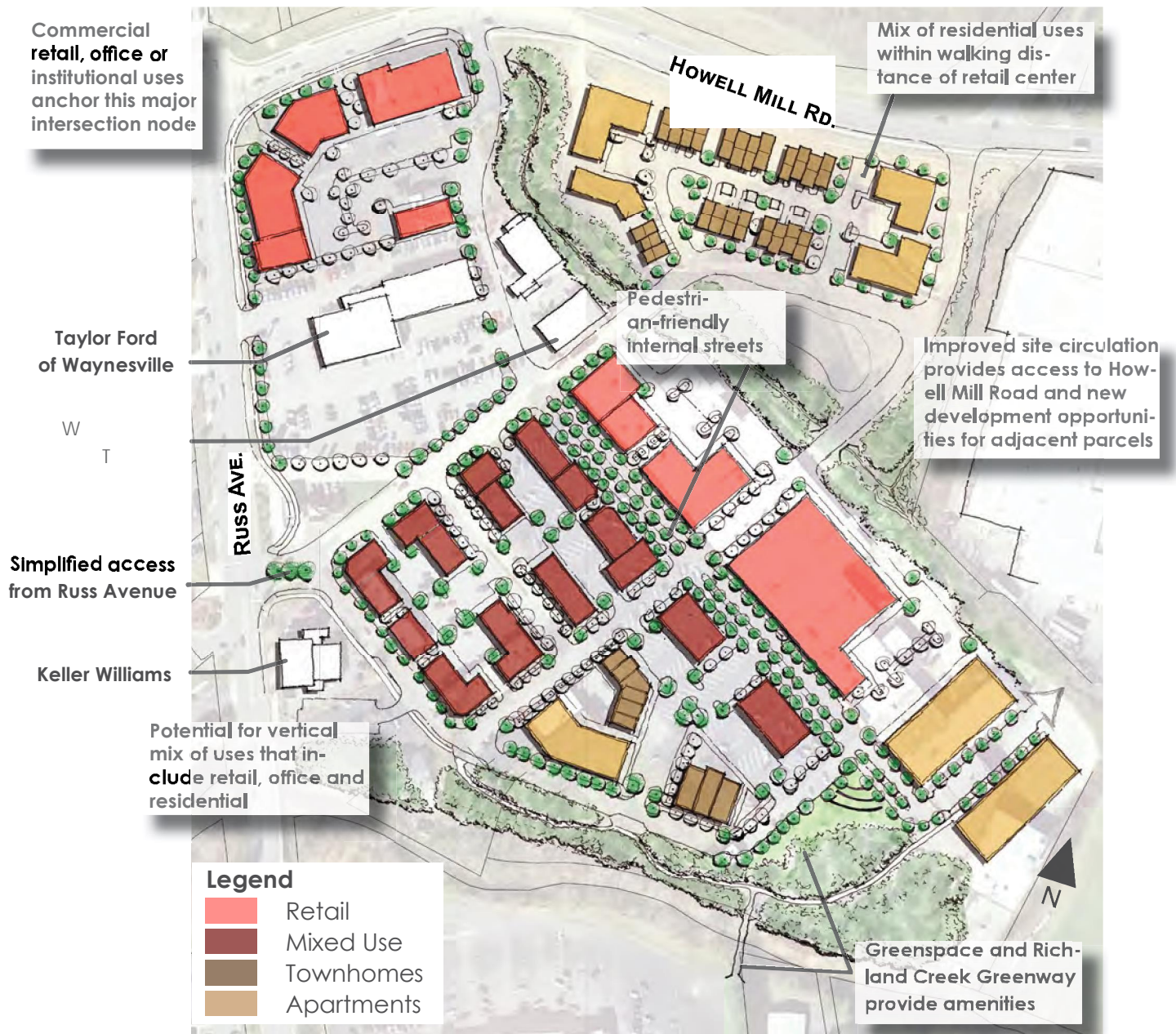
Main street provides the example for amenities with attention to design desired in the target areas, including: interaction of storefronts with a sidewalk, landscaping and shade trees, screened and strategic parking, and a mixture of large and small retail, restaurants, galleries, and residential uses.



Scenes from Main Street

## WAYNESVILLE PLAZA

Directly north of downtown, Waynesville Plaza is an auto-oriented shopping center of two individual ownerships. The Plaza is adjacent to Richland Creek and proximate to Howell Mill Road, but is only connected by Russ Avenue. The proposed concept calls for reconfiguring retail, adding mixed use and residential options, and creating new community spaces. Circulation is improved with new connections to Howell Mill Road and West Marshall Street (with a greenway link). Concept also recommends that parking areas are more pedestrian-friendly (e.g. trees, sidewalks, and accessibility), the creation of greenway connections, and implementation of cohesive architectural and signage design.





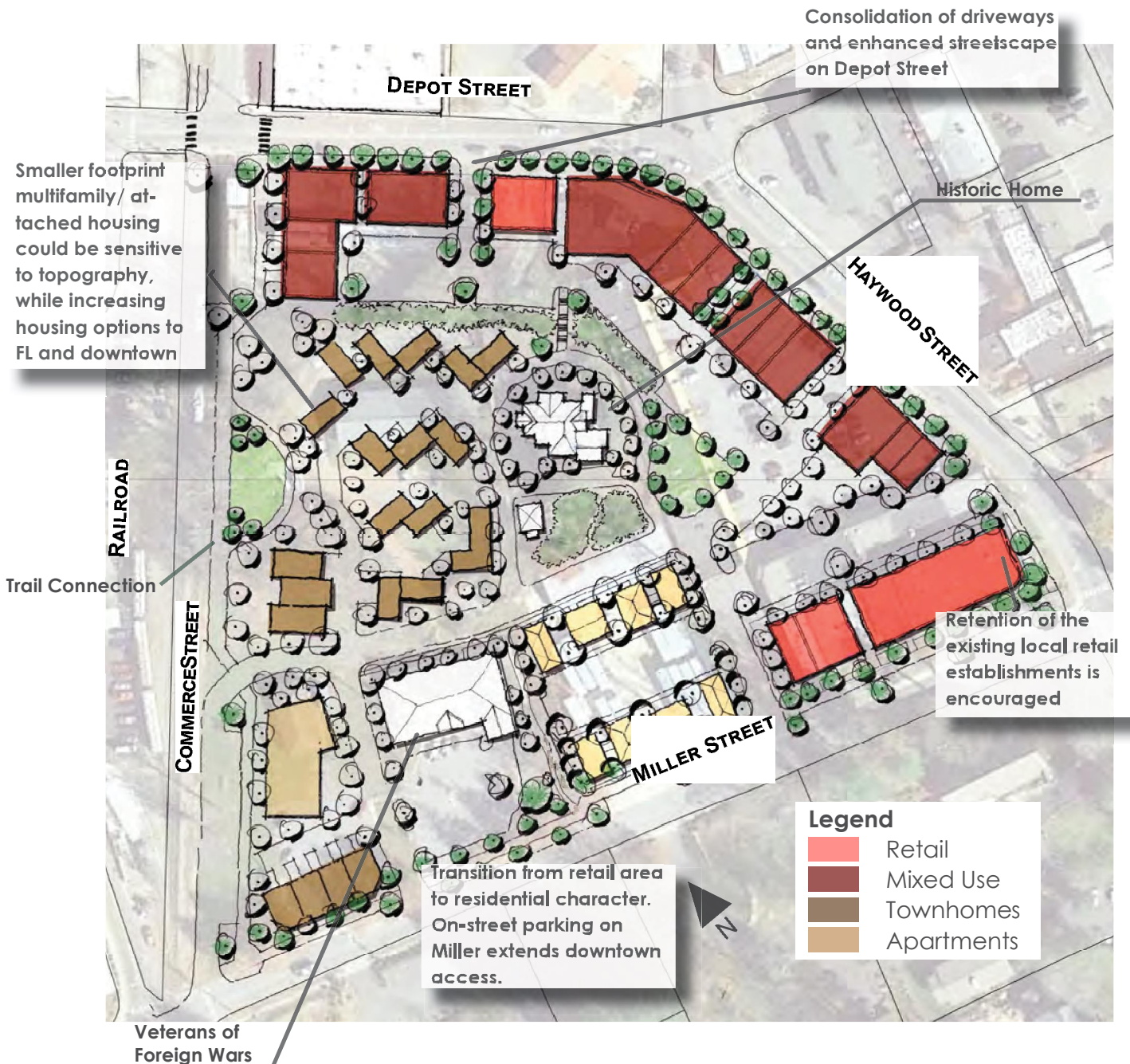
Above: The large impervious surface provides opportunities for infill development at Waynesville Plaza main shopping center to create additional commercial and residential spaces. Infill could create a Main Street feel similar to Waynesville's historic downtown.



Above: Main Street Waynesville draws citizens and visitors with its welcoming, pedestrian-scale design. The inviting storefronts create a prime location for festivals and gatherings.

## FROG LEVEL DISTRICT

Frog Level is the low-lying area of Depot and Commerce Street developed around the railroad and is an historic district recognized on the National Register. The rail is still active. Current development includes a number of historic structures housing commercial, industrial, institutional, and residential. The proposed design utilizes strategic infill development and streetscape improvements as well as a more cohesive transition to nearby residential neighborhoods. It includes railroad track adjacent development and the compatible integration of diverse and multiple uses in an urban mixed-use form.

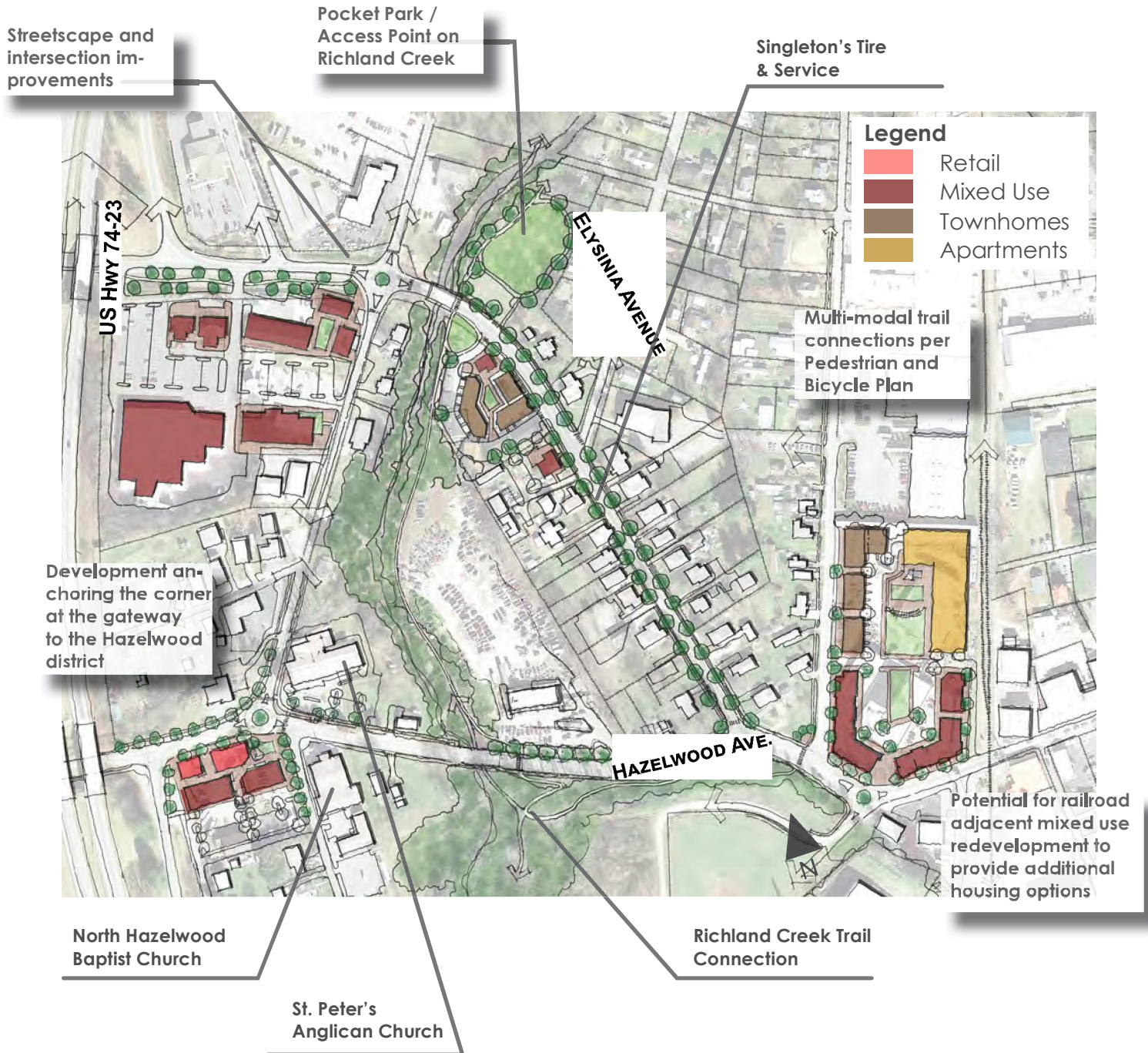




Shops on Miller Street between Frog Level and Downtown

## HAZELWOOD GATEWAY

Exit 100 from US Highway 74/23 serves as one of the primary access routes to downtown Waynesville. However, the Hazelwood Avenue corridor does little to convey a sense of arrival to visitors and lacks connection to Browning Branch or Richland Creeks. This proposed concept plan formalizes the Hazelwood Gateway through streetscape improvements including two new roundabouts, vegetative screening of high-intensity uses, and connections to the creeks. A new, mixed use area with residences on the western side of the rail road contributes to place-making along the corridor and creates new commercial opportunity.





A mix of use types in Hazelwood.



## HOUSING & NEIGHBORHOODS

As Waynesville and the western North Carolina region continue to grow, particularly in an environment where cost of living out-paces wages, the need for quality housing choices for all persists. This Plan focuses attention and prioritizes resources for options at all levels. Investment in housing can yield social and economic returns that strengthen the Town of Waynesville as a desirable place to live for all.

### HN-1 Increase the availability of affordable and workforce housing

#### A. Support safe, affordable housing to rent and own at median price points.

- Partner with Haywood County, Habitat for Humanity, Mountain Projects, Inc., Waynesville Housing Authority and other housing providers to provide safe, affordable housing to rent or own.
- Maintain and participate in the Haywood County affordable housing assessment and rental market study, and housing strategy.

Quantify cost-burdened households

Estimate current and future demand for affordable and workforce housing

Examine the impact of short-term housing rentals on housing availability

#### B. Provide Town infrastructure incentive grants for affordable and workforce housing.

#### C. Support the creation of a housing trust fund and public incentive grants for infrastructure to create affordable or workforce housing.

### KEY TERMS

“Workforce housing” refers to housing that is affordable to workers and close to employment centers. Often the term refers to employees considered essential to communities such as public servants, police and fire personnel, teachers, and those in the service industry.

“Affordable housing” is the term used to describe housing that a household can obtain for 30% or less of its income.

“Housing choice vouchers (HCV)” are administered locally, but are funded through United States Department of Housing and Urban Development (HUD). The HCV is the federal government’s major program for assisting low-income individuals, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market.

“Public housing” is housing managed by local housing agencies such as the Waynesville Housing Authority (WHA) for low-income residents.

“Living wages” provide for basic necessities such as food and housing expenses as well as economic mobility.



**D. Partner with Mountain Projects and other nonprofit organizations to support low-income residents.**

- Educate residents regarding affordable, workforce and subsidized housing opportunities

**Currently, 63% of housing is single-family detached units<sup>1</sup>.**

This lack of diversity coupled with low rental vacancy rates (1.6%), and very little new housing stock since the Great Recession (1%) has created a need to actively work toward increasing availability of both market-rate and affordable housing.

<sup>1</sup> 2016 ACS

**HN-2 Increase the availability of multifamily and mixed-income housing**

**A. Focus higher-density, mixed-use development, including residential development where there is walkable access to services, shopping, and other amenities.**

- Candidate locations include the redeveloping districts of Frog Level, Hazelwood, Waynesville Plaza and in the vicinity of Main Street. Encourage flexibility, including higher density housing types in other mixed use and commercial areas.
- Create cohesive and architecturally distinctive multifamily residential being mindful of the size, scale, and context of the surrounding neighborhood.
- Redevelopment of government-owned property, such as the Historic Haywood hospital site, that is vacant or underutilized through public/private partnerships.
- Encourage the reuse / repurposing of well-located, properties for affordable or mixed-income housing.
- Consider updates to the LDS to allow, by-right, mixed-income housing with accompanying special requirements and ensure code allows multi-family and single-family attached housing with appropriate accompanying densities.
- Consider adopting inclusionary zoning practices that encourage the construction of affordable and workforce housing through incentives and density bonuses for projects that include the construction of affordable and/or workforce housing.

**HN- 3 Evaluate impact of short-term rentals on housing affordability and neighborhoods.**

**A. Consider LDS updates that define and manage how and where short-term rentals are allowed. Consider cottage development options within the LDS to allow small footprint or “tiny-home,” development.**

**B. Allow accessory dwelling units (i.e. garage apartments and “granny flats”) in all districts.**

## ECONOMIC DEVELOPMENT

Jobs and economic growth were identified as the most pressing issues that Waynesville faces today. Waynesville and the former Town of Hazelwood have a history of successful industry and tourism which allowed for sustained economic growth and employment. As larger scale manufacturing decreased, and the impacts of the 2008 recession carried forward, the Waynesville housing, retail and manufacturing sectors stagnated. In 2015, the Town's economy began rebounding, particularly in the area of tourism. However, the planning process revealed that the public recognizes that Waynesville's economy must grow in a balanced way that creates multiple opportunities for job growth beyond just services related to tourism and retail.

Several areas of opportunity for economic growth were identified in stakeholder discussions. Healthcare needs are growing as Waynesville and Haywood County's population grows and as the "baby boom" generation retires to the area or is aging in place. Additionally, entrepreneurship is growing as a new generation of creative business people are starting brewing, soda-making, restaurants, olive oils, soaps, and other goods and services which have tremendous potential to expand

### ED-1 Strengthen Waynesville's existing and future workforce

- A. Coordinate closely with Haywood County Board of Education, Haywood Community College, and Western Carolina University to match job needs from employers with job training programs.**
- B. Work in partnership with local agencies to increase housing options and increase substance abuse and mental health treatment and counseling opportunities.**
- C. Promote and increase Waynesville's medical, health and wellness resources that serve all ages.**

### ED-2 Support the growth of local businesses

- A. Support existing, and recruit additional, industry and business types that are projected to grow in the region and pay higher wages.**
- B. Work with regional efforts to enhance broadband services to expand on-line marketing and business potential.**
- C. Support local farmers markets and special events that both connect local farmers and crafts people to markets, while providing attractions for visitors.**
- D. Broaden the availability of high speed internet and modernize wireless communication facilities by participating in regional planning efforts and public/private partnerships.**

**AVERAGE EARNINGS BY INDUSTRY**

Industry Title	2014 Employee Estimate	2024 Employee Estimate	Net Change	% Change	Annualized Growth Rate	Haywood 2017 Avg. Weekly Earning
Leisure and Hospitality	9,363	10,973	1,610	17.2	1.6	\$312.97
Accommodation and Food Services	7,914	9,411	1,497	18.9	1.7	\$377.22
Food Services and Drinking Places	6,484	7,859	1,375	21.2	1.9	\$293.50
Professional and Business Services	<b>4,707</b>	<b>5,624</b>	<b>917</b>	<b>19.5</b>	<b>1.8</b>	<b>\$886.56</b>
Trade, Transport., and Utilities	<b>10,592</b>	<b>11,420</b>	<b>828</b>	<b>7.8</b>	<b>0.8</b>	<b>\$922.48</b>
Construction	3,208	3,902	694	21.6	2.0	\$771.06
Health Care and Social Assistance	<b>8,990</b>	<b>9,673</b>	<b>683</b>	<b>7.6</b>	<b>0.7</b>	<b>\$833.68</b>
Educational Services	7,002	7,527	525	7.5	0.7	\$647.89
<b>Professional, Scientific, and Technical Services</b>	<b>2,525</b>	<b>3,029</b>	<b>504</b>	<b>20.0</b>	<b>1.8</b>	<b>\$886.56</b>

The table above shows average earnings by industry and projected growth (Source: NC Department of Commerce). Industries with higher projected growth rates and wages should be the focus of recruitment programs.

**ED-3 Focus new business recruitment strategies**

**A. Continue to work closely with the Haywood County Chamber of Commerce, Asheville Chamber of Commerce, Haywood County Tourism Development Authority, and other regional partners**

- Promote a healthy, open dialogue with this partnership to make sure Waynesville continues to be a player for new, expanding, or relocating businesses
- Encourage a “Responsible Regionalism” approach to economic development by coordinating with the greater region
- Provide information to enable updates to the Haywood Economic Development Council website to highlight available sites and buildings in Waynesville

## ED-4 Support the continued growth of tourism in Waynesville

### A. Encourage creatively designed, mixed-use, walkable centers.

- Design for walkable commercial districts and pedestrian infrastructure that appeals to residents and visitors.
- Implement updates to streetscapes along and around Main Street.

**B. Promote Waynesville as a destination through the Tourism Development Authority, highlighting its downtown districts, historic bed and breakfasts inns, restaurants, and local reputation for hospitality as the “gateway to the Great Smoky Mountain Park” in support of our growing tourism industry.**

**C. Promote festivals, programs and events organized by historical and cultural organizations.**

**D. Support the Town’s Parks and Recreation Master Plan and Greenway Feasibility Study to develop recreational facilities that appeal to regional and neighborhood users.**



Informal seating and planters in downtown Waynesville are examples of furnishings that should be common in pedestrian areas to invite visitors to linger.

## ED-5 Promote small and independent businesses, entrepreneurship, and the maker economy

**A. Support Waynesville’s “maker economy” of craft, art, brewing, furniture making, and other small, local manufacturing.**

- Leverage the low vacancy rate (2%) in downtown to create business opportunities in Frog Level and Hazelwood.
- Promote the construction of a dedicated makerspace within Waynesville to assist small businesses owners and entrepreneurs.
- Actively educate residents on the tools available through Haywood Community College's Small Business Center and the Chamber of Commerce's Business Incubator
- Support events that celebrate local and regional makers and artists, such as Farmer’s Markets, Craft Fairs, Art Walks and the Folkmoot International Festival.

**B. Support the year-round growth of Folkmoot as the cultural arts center of WNC.**

## **WHAT'S A MAKER SPACE?**

"Makers' Spaces emerged across the world in the last decade born out of a Do-it-Yourself (DIY) philosophy coupled by innovative technologies. These spaces located in communities, large and small, foster creative, sharing of products, services and ideas. Some maker communities are partnered with established education or business organizations and help drive the start ups and encourage entrepreneurship. The Frog Level and Hazelwood districts are perfect locations to grow this movement. There is an abundance of underutilized commercial and industrial structures that can be repurposed (adaptive reuse) to accommodate these studios, workshops and live-work spaces if the costs are competitive in these sometimes not fully finished spaces.

The maker movement contribution to Frog Level and Hazelwood could serve to further catalyze revitalization and extend the experience of visitors to Main Street. The spaces must be developed with the principles for a walkable, cohesive mixed-use district and as suggested in the concepts on previous pages.

## TRANSPORTATION & CONNECTIVITY

Planning of multimodal transportation requires a coordinated effort involving local, regional, state, federal and other entities. Multi-modal transportation includes automobiles, transit and freight vehicles, pedestrians, cyclists, and other types of transportation (such as wheelchairs, segues, scooters, etc.) that move people and/or goods. The impact of transportation infrastructure on land use, economic development, recreation, and employment should be considered in all contexts.

### STREETS

Planners and engineers must consider the need and purpose of a transportation project and how it may equally address safety, mobility, and the preservation of scenic, aesthetic, historic, environmental, and other community values. This requires a purposeful effort by the Town to work collaboratively with other agencies, citizens and property owners as part of the design process. Goal of roadway planning should be the safe, efficient movement of people (regardless of mode of travel), safety, and overall improvement of public space.

### **TC-1 Use roadway projects for community development – Improvements in streets should improve adjacent land values and aesthetics, and create economic opportunities.**

#### **A. Prioritize the design of each street to complement surrounding neighborhood land use and tailored to fit the environment for which it is being built.**

- Monitor NCDOT projects and leverage funding for local goals through the French Broad River Metropolitan Planning Organization (FBRMPO).
- Ensure that NCDOT understands Town plans for adjacent land use along thoroughfares such as Russ Avenue, North and South Main Street.
- Continue to facilitate discussions between NCDOT and the public to address concerns related to project impacts and develop links to, or a page of, information on local transportation projects.
- Partner with NCDOT for new gateway elements, especially planned roundabouts to foster a sense of place for residents and visitors as they travel into Waynesville.
- Develop external street connections at Waynesville Plaza and work with business owners to make parking areas more pedestrian-friendly.
- Provide residents with mobility options by making sure neighborhoods are walkable and connected by transportation corridors. Encourage connectivity and include sidewalks and/or greenways as part of new commercial and major residential development.

#### **B. Use data-driven analysis (traffic, pedestrian and/or bicycle studies) to manage transportation decisions. Consider lowering the LDS threshold for Traffic Impact Studies.**

#### **C. Conduct a sign inventory along Waynesville streets to identify areas that lack**

**Manual of Uniform Traffic Control Devices standard compliance and determine whether new signs are needed. Coordinate existing signage with regional wayfinding signage.**

**D. Implement short-term, low cost demonstration projects to highlight the feasibility of transportation infrastructure improvements and gain support for more permanent measures.**

## **TC-2 Improve the local street network**

**A. Continue to allocate Town funding and/or Powell Bill funds for small scale community-supported transportation improvements.**

**B. Re-evaluate roadway design standards in the LDS to accomplish multi-modal goals while being sensitive and realistic within Waynesville's mountain topography.**

- *Evaluate roadway standards to reduce impacts on the natural environment and improve conditions for pedestrians and bicyclists, allowing for alternative street standards for areas with steep topography.*
- *Evaluate narrower lane widths to deter unsafe behavior. New or redesigned streets with speeds under 45 miles per hour could have a default lane width of 10 feet; this can be flexible (e.g. increasing the lane width for high bus or freight traffic, or for emergency vehicle accessibility).*

**C. Develop a "Smart Roads" framework, a metric for roadway network planning by modes, using Level of Service (LOS) evaluations to decide which roads should prioritize different travel modes (such as transit, bicycle, pedestrians, freight, cars) and update the Town's street classification system accordingly.**

**D. Implement a proactive approach to stormwater management using available rights-of-way to expand vegetated areas to capture and filter excess rainwater as part of the Town's stormwater utility function.**

## GREENWAYS

Greenways can increase a community's physical activity, improve water quality in streams, shorten commute times, and boost real estate value and business investment. The Town has demonstrated a commitment to adding miles to the greenway network, with plans in place for a continuation of the Richland Creek Greenway that will ultimately traverse the entire length of Waynesville.

### **TC-3 Implement the 2010 Comprehensive Pedestrian Plan in designated greenway corridors.**

#### **A. Continue to design and implement shared use pathways according to the NCDOT Bicycle Facilities Planning and Design Guidelines, with equal or more progressive designs to accommodate both pedestrians and cyclists.**

- *Update the Town's LDS to state that trails shall be 8-14 ft wide (instead of 6-14); 8 ft wide can be allowed in short, constrained sections, 10 ft wide is standard, but 12 ft or 14 ft wide pathways are preferred in high volume areas or near parks and schools.*
- *Ensure all roadway crossings along greenway routes are properly marked and designed with current pavement marking and signage standards to ensure safety, comfort, and effectiveness of this network*
- *Ensure that all cost estimates include pavement marking and signage costs and maintain an up-to-date cost estimation tool for multimodal design*
- *Require all greenway easement agreements on private property to specify adequate room for both the construction and maintenance of the trail.*
- *Use available easements as a preliminary trajectory for greenways such as unopened, platted rights of way, utility and sewer easements for cost-effective routing in accordance with the Greenway Feasibility study.*

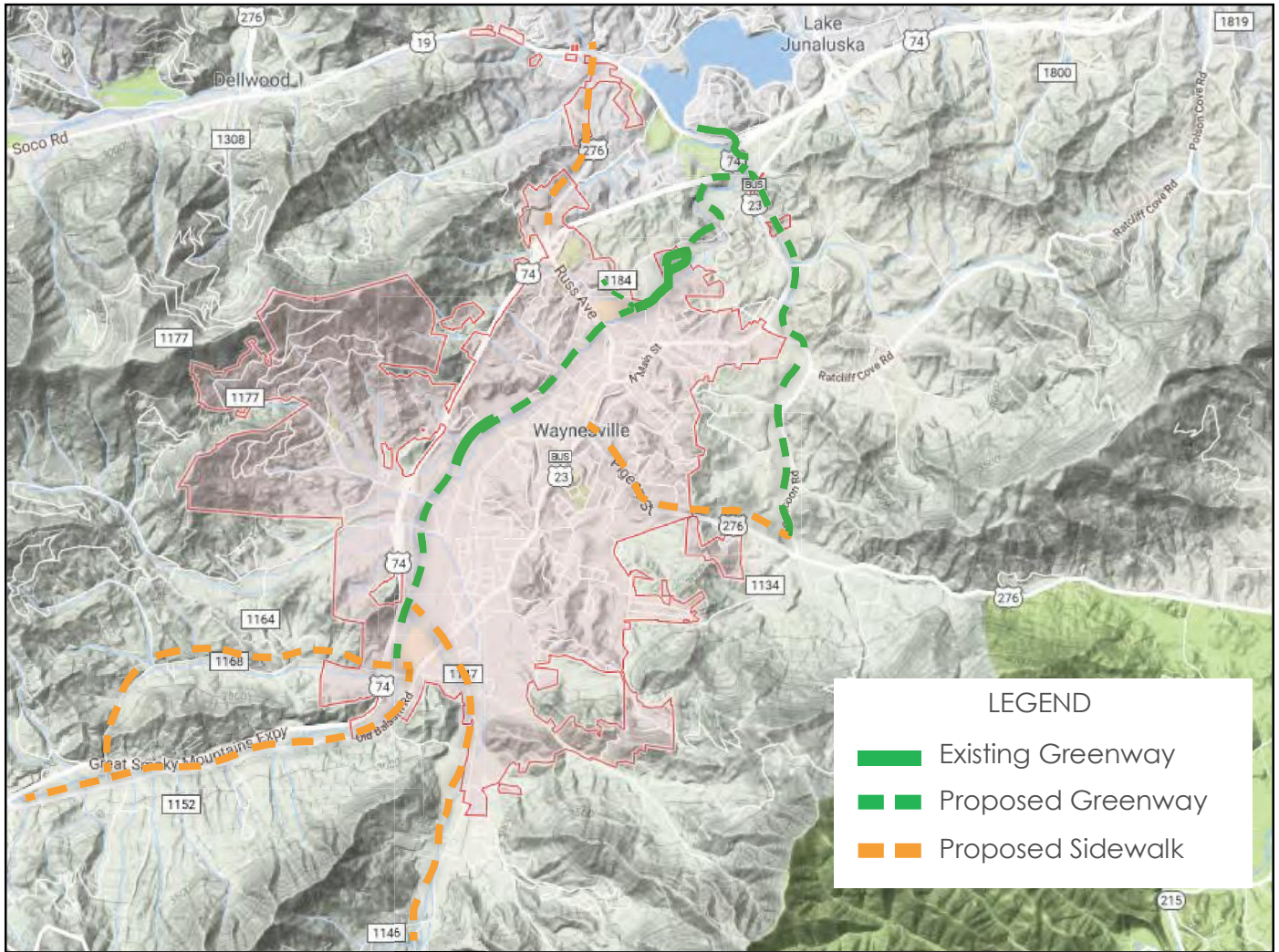
#### **B. Continue to fund the planning, design, and construction of the Richland Creek Greenway.**

- *Pursue funding for new feasibility studies for greenways along Raccoon Creek, Allen's Creek, and connecting the Recreation Center, the Town's new property along Woodland Drive, and the Waynesville Industrial Park.*
- *Consider connecting Waynesville Plaza, the Richland Creek Greenway, and West Marshall Street with the construction of a new pedestrian bridge.*
- *Coordinate greenway and greenway connection planning with redevelopment such as the Mountain Creek Plaza, improvements to the Waynesville Plaza, and Russ Avenue or South Main.*

#### **C. Conduct a feasibility study on the Raccoon Creek Greenway that will service Junaluska Elementary School and help with water quality efforts.**



### Greenway & Sidewalks (Proposed)



Excerpt from the 2010 Waynesville Pedestrian Plan

### 3 REOPENATIONS

## BICYCLES & PEDESTRIANS

As the region plans for and develops greenways, it is important to also invest in a network of on-road bicycle and pedestrian infrastructure to enable safe access to and from off-road facilities. Waynesville should continue its commitment to bicycling and walking as a commonplace form of transportation as well as an enjoyable recreational activity. While not everyone rides a bicycle, everyone is a pedestrian. Pedestrian safety should be an early consideration in every transportation and development decision, whether it is parking, landscaping, speed limits, or roadway design.

### TC-4 Support bicycling and walking as a viable modes of transportation

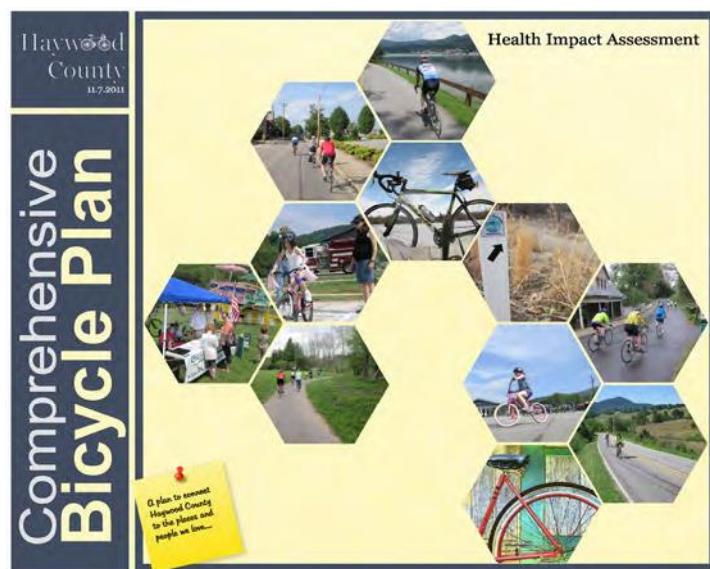
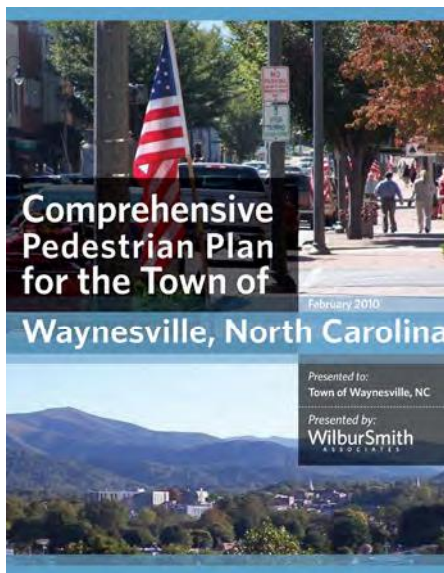
**A. Maintain own policies in support of bicycling infrastructure, such as the provision of bicycle parking by the Town and as part of new development.**

**B. Invest in Bicycling infrastructure as part of new NCDOT and local projects, including connections to greenways, bikelanes, and shared lane markings (sharrows).**

**C. Prioritize pedestrian safety, connectivity and accessibility through LDS standards for sidewalks, accessibility, street trees and vegetation.**

- *Conduct a comprehensive sidewalk condition survey to prioritize infrastructure improvements and adhere to ADA accessibility standards and the Town's ADA Transition Plan.*
- *Where opportunities arise in the roadway design process, ensure pedestrian refuge islands, bulb-outs, and reduced curb radii are programmed and installed on improvement and repaving projects to improve pedestrian safety*
- *Consider lowering speed limits where pedestrian activity is high.*

**D. Update the Comprehensive Bicycle and Pedestrian Plan as a combined plan which includes updated roadway, greenway and other infrastructure information.**



The Waynesville Comprehensive Pedestrian Plan and the Haywood County Comprehensive Bicycle Plan were adopted in 2010 and 2011, respectively.

## TRANSIT, EMERGING TECHNOLOGIES, & PARKING

The French Broad River Metropolitan Planning Organization (MPO) and Land of Sky Rural Planning Organization (RPO) allocate substantial funding for improvements to rural and small-town transit service. Haywood County established a fixed-route bus system in 2019. Land-of-Sky Regional Council Transportation Demand Management works to promote information and opportunities for transit access and regional connections including ride-sharing. Bus-stops, park and ride areas, and education are needed to support these efforts. Additionally, new technology may bring autonomous vehicles (AVs) and micro-mobility options like electric scooters and bikeshare programs that should be addressed for their infrastructure needs, potential, and impacts.

### TC-5 Support Haywood County Transit

- A. Prioritize the addition of fixed-route bus service both within Waynesville and regionally by advocating for its funding and implementation.**
- B. Prioritize pedestrian infrastructure along designated bus routes and insure adequate facilities, including signage and seating, at transit stops.**

### TC-6 Prepare for micro-mobility and autonomous vehicles (AVs)

- A. Draft a preliminary permitting process for bicycle and e-scooter rentals so that the Town is prepared if a pilot program is launched.**
  - *Research existing data and case studies to weigh pros and cons from cities and towns that have implemented micro-mobility programs*
- B. Monitor advances in autonomous vehicles and planning resources in preparation for the potential impacts of AVs.**
  - Ensure that Public Services can maintain and update traffic control devices (signage and striping), which influences AVs' ability to communicate and respond to the built environment.
  - Develop specific curbside AV pickup and drop-off policies in different places.

### TC-7 Rethink parking in Waynesville

- A. Identify sensible yet innovative approaches to parking policy, infrastructure, pricing, and enforcement for all vehicular types.**
  - *Conduct a parking study to evaluate and monitor parking demand, particularly around the Central Business Districts, and revisit parking requirements within the LDS. Modify as needed*
    - Re-evaluate minimum requirements may to accommodate visitor and shared parking needs in new residential developments over a certain threshold.
    - Evaluate driveway spacing standards for residential uses and consider requiring alley loaded lots and on-street parking in certain circumstances.
  - *Evaluate and improve wayfinding signage and/or education to encourage utilization of existing public parking.*

## RECREATION, CULTURAL & NATURAL RESOURCES

The location, geography, and other physical characteristics within and around Waynesville have drawn people to the Town for generations. The heart of the Town sits in a valley along Richland Creek between the Plott Balsams to the west and the Great Balsam Mountains to the east. Views from town extend up the forested mountain sides to peaks that exceed 5,000 feet. As the Gateway to the Smokies, Waynesville is the social, commercial and historic center for the area, and is the largest municipality west of Asheville.

Preserving vistas and access to the out-of-doors is a priority for the residents and stakeholders that participated in public input for this plan. The following recommendations conserve and protect the visual and ecological integrity of the landscape and encourage development and site design that respect natural assets.

### REC-1: Provide adequate access to parks and open space

#### A. Maintain and enhance existing parks and improve access to open space through implementation of the Parks and Recreation Master Plan and LDS Standards.

- Partner with public and private entities to provide public open space in underserved areas of town. Neighborhood Parks such as those being developed at Chestnut Park and Calvary/Craven provide important public greenspace that enhance surrounding areas.
- Prioritize sidewalk and greenway projects that improve access to parks.

#### B. Continue to require open space reservation in new development and revisit LDS regulations to ensure open spaces are contextually adequate, consistent with community goals, and easy to understand and apply as part of development approvals.

- Areas with unique natural features on the urban rural fringe may need a higher amount of passive open space to fit into the surrounding environment or as part of Conservation Subdivision Design.
- Clarify civic space vs. open space requirements in new developments.



Improving access to multiple types of open spaces and amenities can improve the quality of life enjoyed by existing and future residents of Waynesville.

**C. Allow public art and historic markers as an option to fulfill civic space requirements as part of new development in industrial districts, along the railroad corridor, and designated gateways.**

**D. Develop neighborhood parks to provide convenient greenspace and recreational opportunities in residential areas.**

**REC-2: Be stewards of the natural environment through land use planning and site design**

**A. Conserve open space and farmland by promoting infill and encouraging development in the urbanized areas of town.**

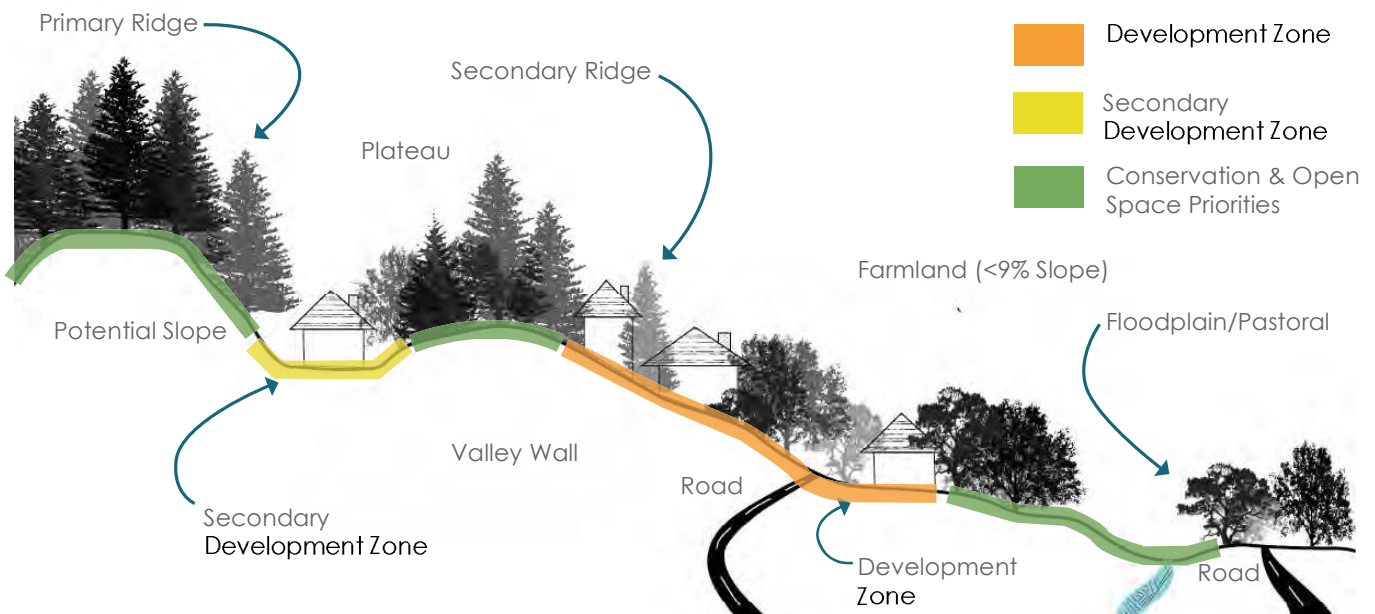
- Promote the re-use and redevelopment of existing commercial and residential areas through zoning tools such as flexible standards, conditional districts, and special use permits.
- Discourage utility extension outside of the defined Urban Services Boundary (USB)

**B. Limit disturbance and protect ridgelines and slope areas over 2,900 feet in elevation with continued enforcement of hillside development and steep slope standards.**

- Discourage clear cutting and mass grading, especially on slopes visible from public rights-of-way, and design residential streets and neighborhoods with the contours of the land to reduce cut and fill on slopes.

**C. Promote the use of natural species in all landscape and buffer requirements, and in public parks, greenways, streetscapes, and municipal facilities.**

**VALLEY & RIDGE CLUSTER DEVELOPMENT**



On the edges of Waynesville, valleys extend into the mountains with views of agricultural lands along floodplains. In these areas development should be clustered near the valley wall near a existing or newly planted tree-line. Pasture lands on the valley floor could be preserved as open space in the foreground. Steeper slopes and primary and secondary ridges should be preserved to avoid landslides and impacts to views.

**C. Encourage conservation design for areas on the urban fringe with high value natural resources such as steep slopes, views and vistas, agricultural lands and/or important habitat.**

- Utilize the conditional zoning option to allow for creative design appropriate for Residential Conservation areas.
- Amend the LDS to allow for cluster or conservation option in the Residential Conservation and Low to Medium Density areas on the Future Land Use Map and associated zoning districts. This option could allow for narrower lot widths and lower minimum lot sizes, and flexibility in roadway and parking standards, in exchange for higher amounts of open space.

Prioritize reservation of primary conservation areas such as steep slopes (greater than 25%), view sheds, vistas, floodplain, stream corridors and buffers, mature forest, areas adjacent to Natural Heritage Natural Areas (NHNA), wetlands, and unique habitats, etc.

**D. Protect and enhance the Town's forests.**

- Encourage/ require tree preservation along road frontages and streams through enforcement of landscaping and buffer requirements.
- Develop the Town arboretum and continue local forestry practices within public areas and parks to preserve and enhance our urban forest, with an emphasis on native species.

### REC-3: Protect and connect unique features, parks and trails

**A. Protect rural lands, iconic views and mountain vistas.**

- Work with local Land Trusts and conservation programs using land conservation and agricultural easements and other tools.

**B. Think of greenways, parks and open space as a system of green infrastructure that protects environmentally sensitive areas, that provides stormwater and flood management, and promotes urban forestry.**

- Encourage interconnected open space preservation with new subdivisions to facilitate safe passage for wildlife and enjoyment for residents.
- Identify and inventory outstanding scenic landscapes, areas, views, heritage trees and other features which define the character of the Waynesville area and work to conserve areas identified as natural assets, including:

Plott Creek Valley, Eagles Nest Mountain (especially at elevations over 3,000 ft), land adjacent to and connections to public lands and the Pinnacle Ridge Natural Heritage Natural Area (NHNA) on the south side of Town, the Richland Creek floodplain and important wildlife corridors.

**C. Manage and green the floodplain.**

- Revisit the Town's Flood Hazard Mitigation Ordinance to discourage fill in the 100 year floodplain, require a minimum structural elevation, flood proofing and

mitigation projects, and monitor areas within the 500 year floodplain projections on the Flood Insurance Rate Map.

## REC-4: Protect and enhance gateway features

### A. Pursue targeted public art, beautification projects, landscape plantings and streetscape improvements in the rights-of-way of major gateways to town.

- *Specific Recommendations for Major Gateways include:*

US23 / Great Smoky Mountains Expressway: Evergreen plantings and stonework could be located on the south side of the expressway and define the approach into Waynesville. Trees in these areas could increase the canopy in the riparian area of Richland Creek, which would have benefits related to capturing and storing stormwater upstream of town.

Russ Avenue: Street improvements should improve conditions for pedestrians. New development should be oriented towards the street and buildings brought close to intersections. Street trees should provide shade to pedestrians and buildings should have architectural details, depth and transparent facades.

US276 (Main Street and Pigeon Street): Pedestrian scale lighting and crossing improvements should be implemented at key locations. Opportunities for public art including sculpture and murals should be evaluated. New development should mimic the urban form of Downtown with multi-story buildings, architectural details and parking located behind buildings.

South Main/Hyatt Creek Road and North Main: tie gateway features into roundabouts and streetscape elements in conjunction with NCDOT roadway improvements. Encourage extension of sidewalks, thru connections between new developments, street trees and plantings, buildings brought close to the street, and screening of parking lots and storage areas.

### B. Encourage preservation of mature forests and foreground meadows as open space along secondary gateways and in developing areas. In areas of redevelopment, encourage new pedestrian facilities, street trees, consolidation of driveways and screening of parking lots and storage areas.

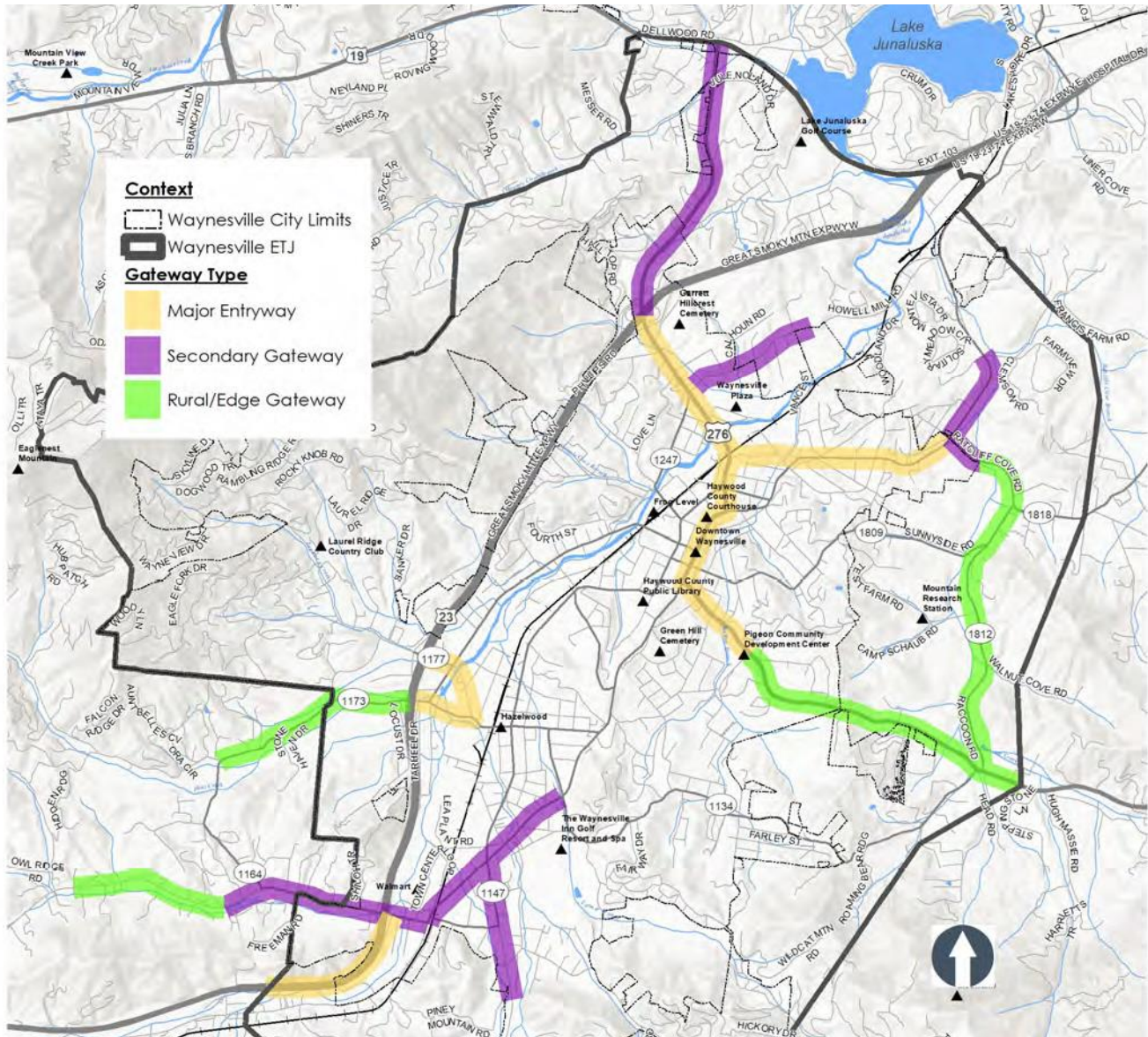
- *Specific Recommendations for Secondary Gateways include:*

Allens Creek Road: New development should mimic the small-scale, residential form of this corridor. The existing sidewalk should be repaired and extended toward the Town boundary.

Howell Mill Road: New development should be sensitive to the existing residential in the area and respect topography. New residential development should be designed to limit impacts on views from Howell Mill Road. Heritage trees should be preserved, particularly along property lines and steep slopes. Agricultural fields should be preserved as open space, a community garden or commons. New homes should front open space where possible.

Asheville Highway / Ratcliff Cove Road Area: Building masses should be concentrated near intersection. Parking and service areas should be located in

3 REOPENATIONS



The map above shows important gateways into Waynesville. Types of gateways and recommendations are outlined below.

- **Major Gateway:** These corridors are primary entrances into Waynesville along major corridors. Targeted public art, beautification projects, landscape plantings and streetscape improvements within the rights-of-way should be considered for these corridors. New development should be oriented to the street, buildings should have architectural details, transparent facades with depth. Buildings should be brought close to intersections and parking should be located behind buildings. Street trees, improved pedestrian crossings and pedestrian scaled lighting should be part of roadway improvements and/or new development.
- **Secondary Gateways:** These corridors are located along areas prime for new development or redevelopment. In areas of new development encourage preservation of heritage trees, mature forests and foreground meadows as open space. In areas of redevelopment encourage new pedestrian facilities, street trees, consolidation of driveways and screening of parking lots and outdoor storage areas.
- **Rural/Edge Gateways:** These gateways mark the transition from urbanized areas to agricultural and natural areas surrounding Town. These corridors' development intensity should be limited using conservation design that preserves viewsheds and sensitive natural areas by clustering development away from natural resources.



rear of buildings and/or screened. Setbacks and landscaping should increase along Ratcliff Cove Rd farther away from Asheville Highway.

Russ Avenue (North of GSM Expressway): New development should improve the standardization of the streetscape and include sidewalks and street trees. Development should be scaled to manage topography and minimize mass grading of hillsides.

**C. Limit intensity of development and encourage cluster or conservation design along rural gateways.**

- *Specific Recommendations for Rural Gateways include:*

Raccoon Road, east Pigeon Street, Hyatt Creek Road and Plott Creek Road west of GSM: Preserve viewsheds and valuable natural resources as amenities by clustering development away from these features. Locate and design buildings and employ landscape plantings to minimize visibility from public roads. Cluster mixed uses at key intersections or close to the GSM.

**REC-5: Protect and improve water quality through managing stormwater, encouraging Low-Impact Development (LID) techniques and targeted restoration activities.**

**A. Protect the Richland Creek Watershed through park and greenway development, the enforcement of buffers, stormwater and land disturbance regulations.**

- *Monitor and regulate stormwater and implement best management practices and education according to the Town's Phase II Stormwater Plan.*
- *Consider implementing a stormwater fee to help mitigate water quality and flooding impacts of impervious surfaces and to assist with implementation of the Plan, including activities such as storm drain maintenance, street sweeping, urban forestry, stream bank restoration, development of rain gardens and*

**WATERSHED RESTORATION ACTIVITIES**

Planting vegetation in riparian areas can help stabilize stream banks, reduce stream temperatures and improve water quality. The Haywood Waterways Association has partnered with the Town and landowners to conduct restoration activities, including riparian plantings, livestock exclusion fencing and installation stormwater collection devices in the Richland Creek and Hyatt Creek watersheds.



**Why use LID?**



**WHAT IS LOW-IMPACT DEVELOPMENT?**

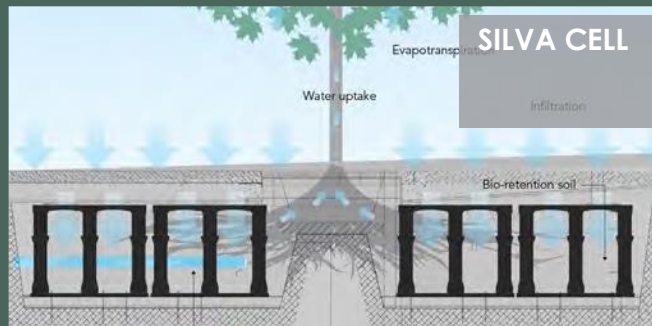
Low impact development (LID) is an innovative stormwater approach with a basic principle that is modeled after nature. LID's goal is to mimic a site's pre-development hydrology by using techniques to infiltrate, filter, store, and evaporate runoff close to its source. LID is viewed as a more environmentally sound technology and a more economically sustainable approach to addressing urbanization.



**PERMEABLE PAVERS**



**BIORETENTION**



**SILVA CELL**



**GREEN STREETS**

Source: lid-stormwater.net

swales, and preservation of greenspace within Town parks, greenways, and other rights-of-way.

**B. Continue partnership with Haywood Waterways Association and other entities to monitor and improve water quality.**

- Identify opportunities for tree planting on public lands, rights-of-ways and in coordination with large land owners.
- Identify opportunities for stream and riparian area restoration along Richland Creek and its tributaries.
- Partner to preserve land along Richland Creek for greenways, neighborhood parks and fishing access.

**C. Encourage the utilization of Low-Impact Development techniques to the maximum extent possible.**

- Where possible, avoid development of steep slopes (i.e. >25%) to reduce erosion and potential land slides.
- Encourage incorporation of low impact development techniques such as pervious pavements, silva cells, bioretention areas and green roofs in new development and redevelopment.
- Provide Low Impact Development guidance/best practices for industrial, commercial, and residential projects and allow for alternative street design for very low-density residential areas.

**REC-6: Promote best management practices in energy efficiency and waste management.**

**A. Continue to engage in and promote best management practices related to clean vehicles and fleet management, energy efficiency, collection and processing of solid waste, recycling, and vegetation debris, and the elimination of blight and litter.**

**B. Promote green buildings and the use of solar and wind technologies.**

- Consider green building certification for new town-owned buildings and promote educational opportunities for builders to improve energy efficiency of buildings during major retrofits or new construction.
- Continue alternative fuel vehicles as part of fleet updates and participation in the Clean Air Campaign.
- Study cost/benefit and feasibility of solar and wind energy installations on town-owned buildings and sites.

**REC-7: Protect and promote Waynesville’s historic and cultural resources**

**A. Seek opportunities for public space improvements within historic districts.**

- Implement streetscape improvements and updates along Main Street and in

*Frog Level.*

### **B. Continue to invest in Historic Preservation**

- *Maintain an active Historic Preservation Commission and promote applications to the National Register and Local Landmark programs, educational events that promote Waynesville's history and encourage private property owner participation in historic preservation.*
- *Seek state and federal grants/funds and target projects that enhance historic resources, such as:*

Update the Waynesville Study List

Conduct study and application for National Register designation for the Love Lane Neighborhood.

Pursue additional research on Dix Hill Cemetery

Restoration of the Spring House gazebo at Sulphur Springs Park

Other projects identified by the Historic Preservation Commission

Update the Town of Waynesville Design Review Guidelines for Historic properties and districts and the process for certificates of appropriateness.

### **C. Support collaboration between local cultural institutions, artists and organizations to educate Waynesville residents about our unique heritage**





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## INFRASTRUCTURE & SERVICES

The Town of Waynesville provides a variety of infrastructure and services to support development within the town including water and sewer, waste management, electrical power, and stormwater control. Maintaining adequate services to support the desired growth pattern is the principle focus of the recommendations in this chapter.

### IS-1 Continue to carefully plan for water and sewer utility needs.

#### A. Limit extension of urban services beyond the revised Urban Services Boundary (USB).

- Prioritize system expansion to sustain existing development and direct growth to targeted areas and away from sensitive habitats.
- Consider exceptions to the USB on a case-by-case basis for:

Civic uses

Economic development

Conservation subdivisions

Improving resiliency of utility system (e.g. water loops)

Special situations including (NCDOT needs)

Environmental, health and safety concerns

#### B. Promote an efficient wastewater collection system by discouraging pump stations in new development.

#### C. Execute plans for upgrades to the sewer plant.

#### D. Use the USB to exercise context sensitive planning and zoning compliance in the extraterritorial jurisdiction (ETJ).

#### E. Encourage only very low density development (cluster-type or large-lot single family) in rural areas and/or areas outside of the USB.

### IS-2 Improve public safety coverage.

#### A. Focus police, fire and emergency service improvements within the USB.

### IS-3 Improve broadband and wireless availability

#### A. Coordinate with regional internet infrastructure providers of to enhance high speed internet to areas outside of the core of downtown.

#### B. Continue policies of co-location and permitting of wireless facilities and towers.

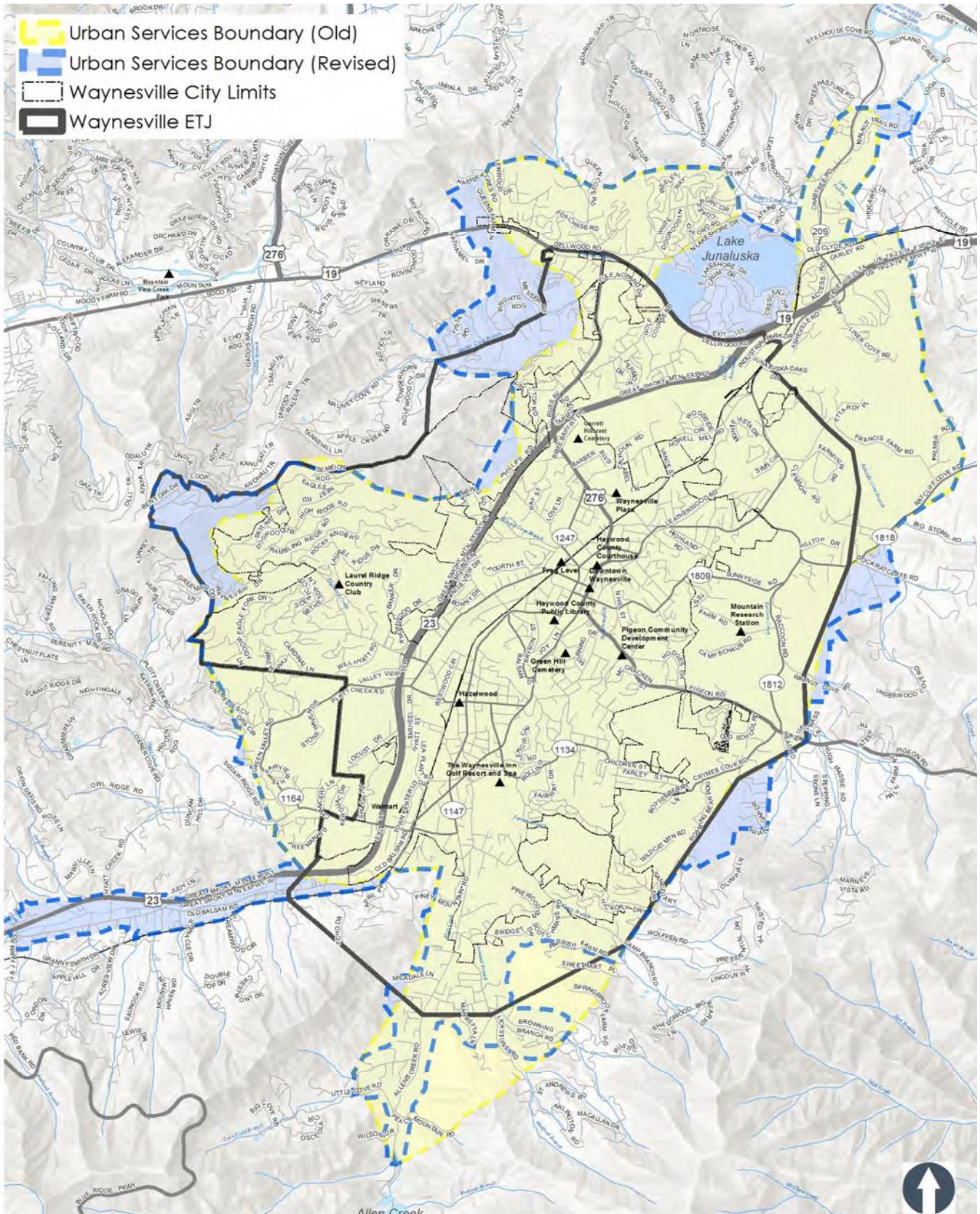
**The Urban Services Boundary (USB) is a growth management tool** that limits the extent to which the Town will extend water and sewer services. This limits the intensity of development in rural area surrounding the town and helps to preserve agriculture, sensitive habitats and mountain views and vistas.

The USB was established in 2002 with the adoption of the 2020 Land Use Plan and is meant to be re-evaluated periodically. During this planning process the USB was updated.

The revised USB has been brought in near areas where steep slopes and ridges exist and development would impact these resources. It was also extended in some areas. Two major areas where the USB has been extended are along Mauney Cove Road and along the GSM Expressway. Much of these areas is still included in the Rural land use classification.

Overall the USB has increased by 10%. From 19.5 square miles to 21.6 square miles.

# Urban Services Boundary - Updated



4



# 2035 ACTION PLAN



T 2035 A P

**specific, actionable steps**

W

**goals and vision identified during this planning process. Each step will involve collaboration between local and regional stakeholders such as town staff, elected officials, appointed boards, residents, community leaders, businesses and non-governmental organizations.**



The recommendations in Chapter 5 are distilled into discreet actionable items in this section. The proposed actions provide strategies to accomplish the community's goals and vision. The 2035 Action Plan is designed as a tool for making decisions about land use, transportation, the investment of resources and use of public funds. The Town Aldermen, Planning Board, Town departments including Development Services, Public Services, and Parks and Recreation will consult the Plan, as will those in the development community, non-profits, and regional agencies.

The success of the Comprehensive Land Use Plan will be measured in part by the application and practice of the recommendations and actions. The Town should review the action plan periodically to see if priorities still align with the community goals. That review is a time to check actions off the list and shift priorities as necessary.

### AGENCIES AND PARTNERS

The Comprehensive Land Use Plan is intended to be implemented over several years during which boards, commissions, and staff may change. It is important to identify the organization taking the lead on a specific action and list the partners needed to accomplish that task. The partners may not always be governmental organizations. Business groups, major employers, non-profits and others are needed to stay on task and assist with resources. A list of agencies and abbreviations is shown in the adjacent sidebar.

It is important to note that the goals and actions outlined on the matrix on the following pages are for consideration only, and do not constitute an obligation on any organization's part to lead or even participate in any given activity.

### TIME FRAME

The following action steps are assigned approximate time frames for implementation which may vary based on economic influences and other factors:

Ongoing: Tasks that may be implemented in a series of incremental steps or tasks that are ongoing, continuous efforts.

Quick Wins: Tasks that could be undertaken immediately and/or implemented within twelve months of the Plan's adoption.

Short-Term Opportunities: Tasks that could be initiated within 0-3 years of the Plan's adoption.

Medium-Term Opportunities: Tasks that are on a 2-5 years time-frame after the Plan's adoption.

Long-Term Opportunities: Tasks that are on a 5+ years after the Plan's adoption.

### Primary Agencies

BA	Board of Alderman
PB	Planning Board
ZBA	Zoning Board of Adjustment
CC	Chamber of Commerce
DS	Development Services
PS	Public Services
PR	Parks and Recreation
HPC	Historic Preservation Commission
AC	Arts Commission
HC	Haywood County
NCDOT	NC Department of Transportation
HEDC	Haywood Economic Development Council
WHA	Waynesville Housing Authority
DW	Downtown Waynesville Association
SC	Southwestern Commission
LS	Land of Sky Regional Council
FBRMPO	French Broad Regional Metropolitan Planning Organization
LNGO	Local Non-governmental Organization
SMHP	Smoky Mountain Housing Partnership
HCC	Haywood County Community College
TDA	Tourism Development Authority
SC	Southwestern Commission



G	A	L A	T
	<p>U</p> <p>U : H A</p> <p>R S</p>	S P A	S
	<p>2 U infill and new housing opportunities within the Town</p> <p>Provide flexibility in housing type and dimensional requirements to support infill</p> <p>S</p>	S P A	S
G	<p>3</p> <p>staff, elected officials, developers and citizens.</p> <p>S P S</p> <p>R A P P E T R R P A T A :</p> <p>U L S G S 0</p>	S P A A	S



G	A	L A	T
G 2:	<p>P</p> <p>GS E a unified natural appearance and screen back</p>	S P A	S
	<p>2</p> <p>Maintain a land supply database that identifies potential infill areas for mixed use and</p> <p>LS S R HT W H H H</p>	S HE WHA SHP	S
	<p>3. Create an Infill Action Plan that identifies key infill :</p> <p>Specific recommendations to ensure</p> <p>L T</p>	S HE	S
	<p>L U S</p>	S PS	O



G	A	L A	T
G3: P	R  E  U  S R G TP G	S PR	S
	2  E S 2 I U H S L with the State Historic Preservation Office.	S HP	O
	3  I P R P P H  U P P  P P E S P S S P	S PR	L
	I  I  P L I  U H W	S PS	S



G	A	L A	T
P  G:	I  S  P I option to fulfill civic space requirements in  I  S	W S PR	
	2 S pedestrian enhancements, wayfinding and signage,	W S PR	L
G5:	S W E  P H H  education in medical fields; and to expand H  L W U W  T W	T A H E H	O
	2 S G W E T A	T A H E H	O
	3 S  P W A T  S E  R LS T W	T A H E H	O



G	A	L A	T
<p>1</p> <p>200</p> <p>PP</p> <p>GS</p> <p>R</p> <p>G</p> <p>L</p> <p>W</p> <p>financial commitments, and working with local</p>		<p>PR S N</p> <p>OT H</p> <p>P</p> <p>O</p> <p>H G</p> <p>H</p> <p>W</p> <p>A</p>	<p>O</p>
	<p>2</p> <p>S H G</p> <p>P P R</p> <p>G H T</p>	<p>PR T</p> <p>W</p> <p>V</p> <p>L</p> <p>H</p>	<p>O</p>
	<p>3</p> <p>P</p> <p>S</p> <p>T</p> <p>NOT</p>	<p>ST</p> <p>W</p> <p>V</p> <p>L</p> <p>RPO H</p>	
	<p>P</p> <p>NOT STIP P P</p> <p>P NOT STIP</p> <p>R POT</p> <p>planning efforts to make sure Town officials</p> <p>NOT</p> <p>A</p> <p>NOT</p>	<p>S NOT</p> <p>R PO</p> <p>T</p> <p>W</p> <p>H</p>	<p>O</p>



A		L A	T
G:	<p>A S P I</p> <p>LS R LS</p>	<p>A S PW N OT</p>	<p>S 202</p> <p>OR 2</p>
	<p>2 S H T H</p> <p>plan for a fixed-route bus system in the</p> <p>S</p> <p>AA</p> <p>along the fixed route and host several public</p> <p>H</p>	<p>A S PW RPO H P</p>	<p>S</p>
	<p>3 I</p> <p>Work with community to design traffic and</p>	<p>A RPO N OT</p>	<p>S 2020202</p> <p>O</p>
	<p>O O S E A</p> <p>Vehicular traffic can be rerouted effectively to</p> <p>V A S A S S</p>	<p>A RPO</p>	<p>O</p>





A		L A	T
G:	<p>P A V AV</p> <p>I</p> <p>T</p> <p>E W P S</p> <p>maintain sufficient traffic control devices. AV AV O</p>	<p>S RPO R</p>	<p>O</p> <p>HWA</p> <p>NOT</p>
	<p>2 R P W</p> <p>Study the potential for street retrofits to</p> <p>S</p> <p>as street trees, wayfinding, and bulb-outs.</p> <p>Update Unified Development Ordinance</p>	<p>A S PW NOT</p>	

5

# COMMUNITY PROFILE



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**influence the plan's policies and**

# POPULATION & HOUSING

## Population

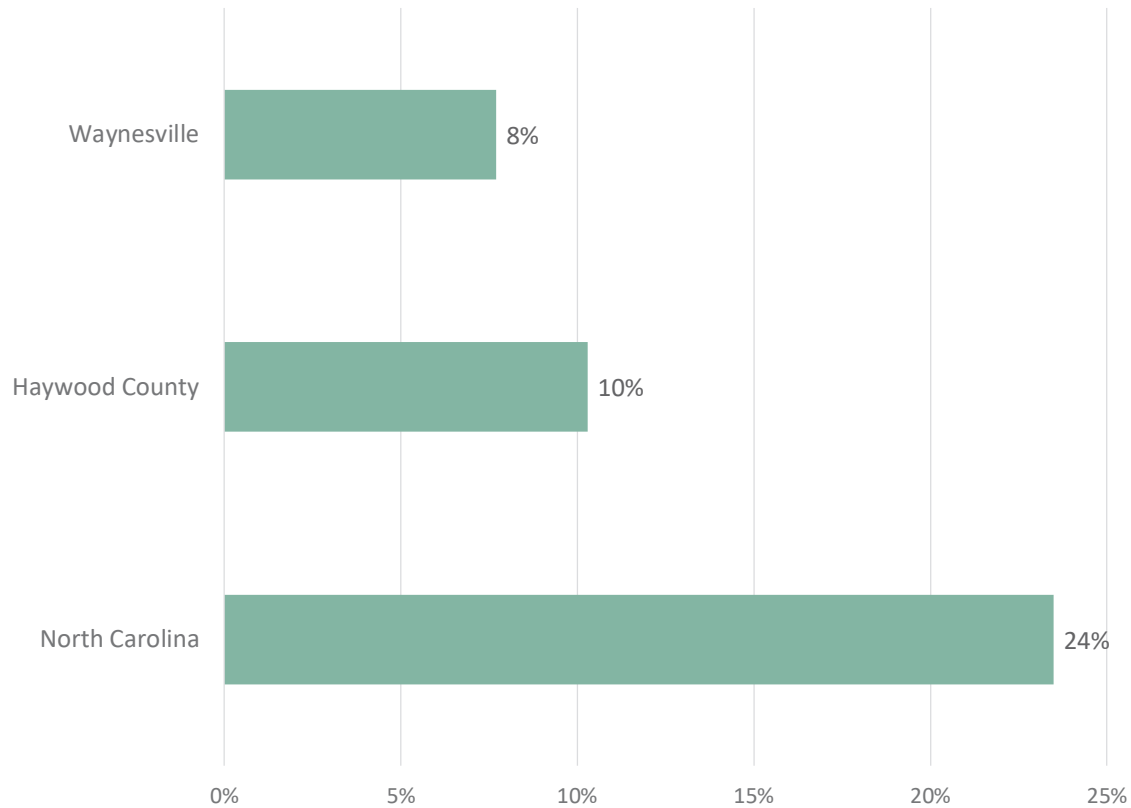
Western North Carolina continues to be a desirable place to live, work, and play, and Waynesville is no exception. Between 2000-2016, Waynesville’s population has grown approximately 8 percent and Haywood County 10 percent.

In 2016, the largest age group was 60+ years, suggesting that people stay (or move to Waynesville) when they retire. The next largest groups were age 15 or less and the 25-34 year age cohort, respectively.

According to 2016 American Community Survey (ACS) data, the median age in Waynesville was 48.3 years, slightly higher than Haywood County (47.2) and around 25% higher than North Carolina (38.3).

The median age in Waynesville is **48.3 years**, slightly higher than Haywood County (47.2), and 25% higher than NC (38.3).

### POPULATION GROWTH COMPARISON 2000-



Source: US Census Bureau (2016 ACS)

## Housing

The number of housing units in Waynesville has grown nearly 25 percent between 2000 and 2016, representing an increase of approximately 1,155 units. However, of that total, only 1 percent were built since 2010.

The lack of new housing stock has caused rental rates and real estate prices to rise significantly, resulting in a need for workforce and affordable housing. The ACS data from 2016 reveals median rent to be approximately \$725 dollars per month. Anecdotally, in 2019, it is not uncommon to hear of manufactured homes or single-bedroom apartments renting for \$800- \$1000 dollars per month.

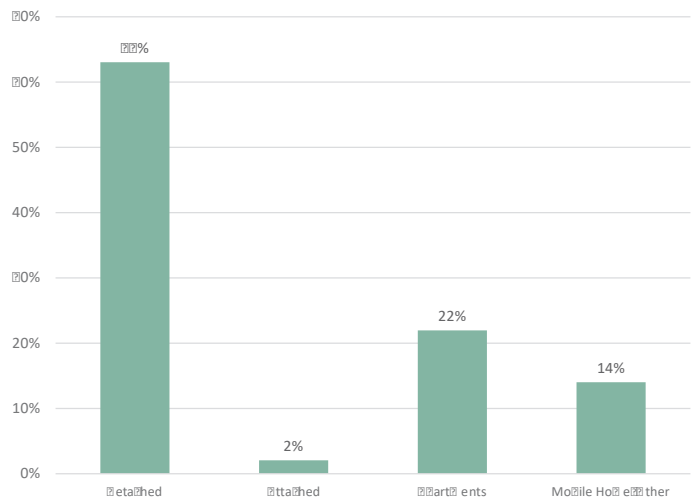
More of concern is that 40 percent of individuals paying rent are paying 35 percent or more of their annual household income on housing. Twenty-three percent of single-family home owners are paying more than 35 percent of their annual household income on housing. When a family pays more than 30% of household income toward housing, they are considered "cost burdened." Among single-family home owners, 23.2% are paying more than 35% of their annual household income on housing.

## HOUSING GROWTH

Out of a total of 5,900 housing units, only 1 percent have been built since 2010.



## HOUSING BY TYPE



Source: US Census (2016 ACS)

## What is Affordable Housing?

Federal guidelines classify a household as “low-income” if it makes less than 80 percent of the median income in the local area. The federal Department of Housing and Urban Development (HUD) defines an affordable dwelling as one that a household can obtain for 30 percent or less of its income. HUD considers families who pay more than 30 percent of their income for housing “cost burdened” and recognizes these families “may have difficulty affording necessities such as food, clothing, transportation and medical care.” So, a dwelling is considered “affordable” for low-income families if it costs less than 24 percent

## Housing Value

After the 2007-2008 recession, the median home value in Waynesville dropped by \$15,000, but has been growing steadily since 2013. Increases in housing value are due to a variety of factors but includes limited new housing product and the fact that Waynesville serves as a center for housing for the greater region. Demand for seasonal homes in Waynesville and Haywood County as a whole has also led to increases in housing value and concerns over availability of affordable housing for a wide range of income levels.

# \$211,250

Median home value in the Town

Source: MLS, February, 2019

## Housing Preference

In 2016, over 60 percent of Waynesville residents lived in single-family detached homes. Apartments were the second-most common type of housing units, followed by mobile homes and attached single-family homes (townhomes, etc.).

Visioning workshop attendees who represented an older population expressed a preference for single-family attached and detached housing over multi-family housing. For the low-to-moderate income housing visual preference exercise, attendees selected two-story detached single-unit dwellings as their preferred style with two-story attached single-unit dwellings as the next preferred style of residential development. Denser, multi-family apartment complexes received almost no votes as the preferred style of low to moderate income housing.

For town center/infill housing, attendees overwhelmingly preferred small, craftsman-style bungalow visuals over more suburban style single-family dwellings. Single-story “bungalow

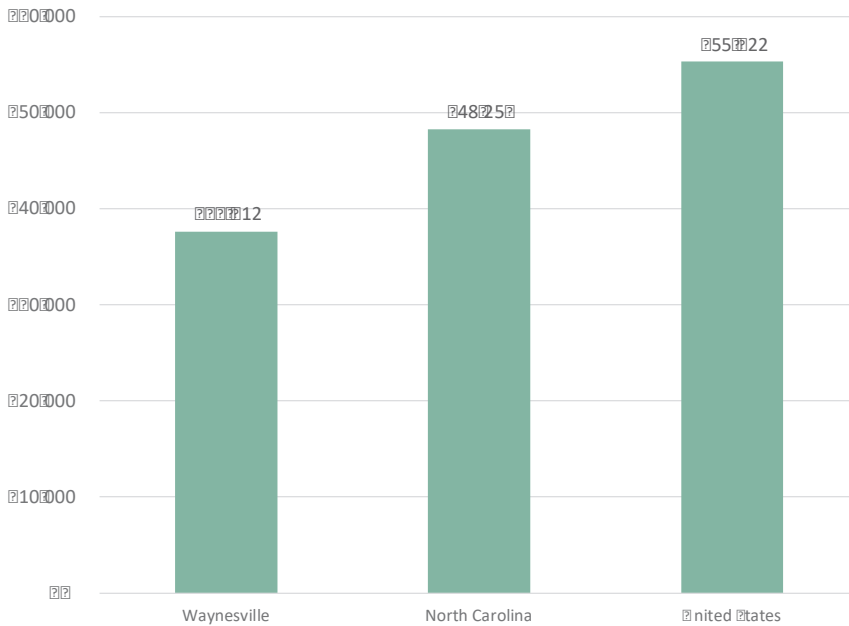


Images preferred by visioning workshop participants included homes with front porches and craftsman style.

court” style apartments were second-most popular based on visual preference.

The median household income in Waynesville (\$37,612) is lower than that of the county, state, and nation. Unemployment is low, but the Town’s poverty rate (23.1%) is relatively high compared to North Carolina.

**MEDIAN HOUSEHOLD INCOME**



Source: US Census Bureau (2016 ACS)

**EMPLOYMENT**

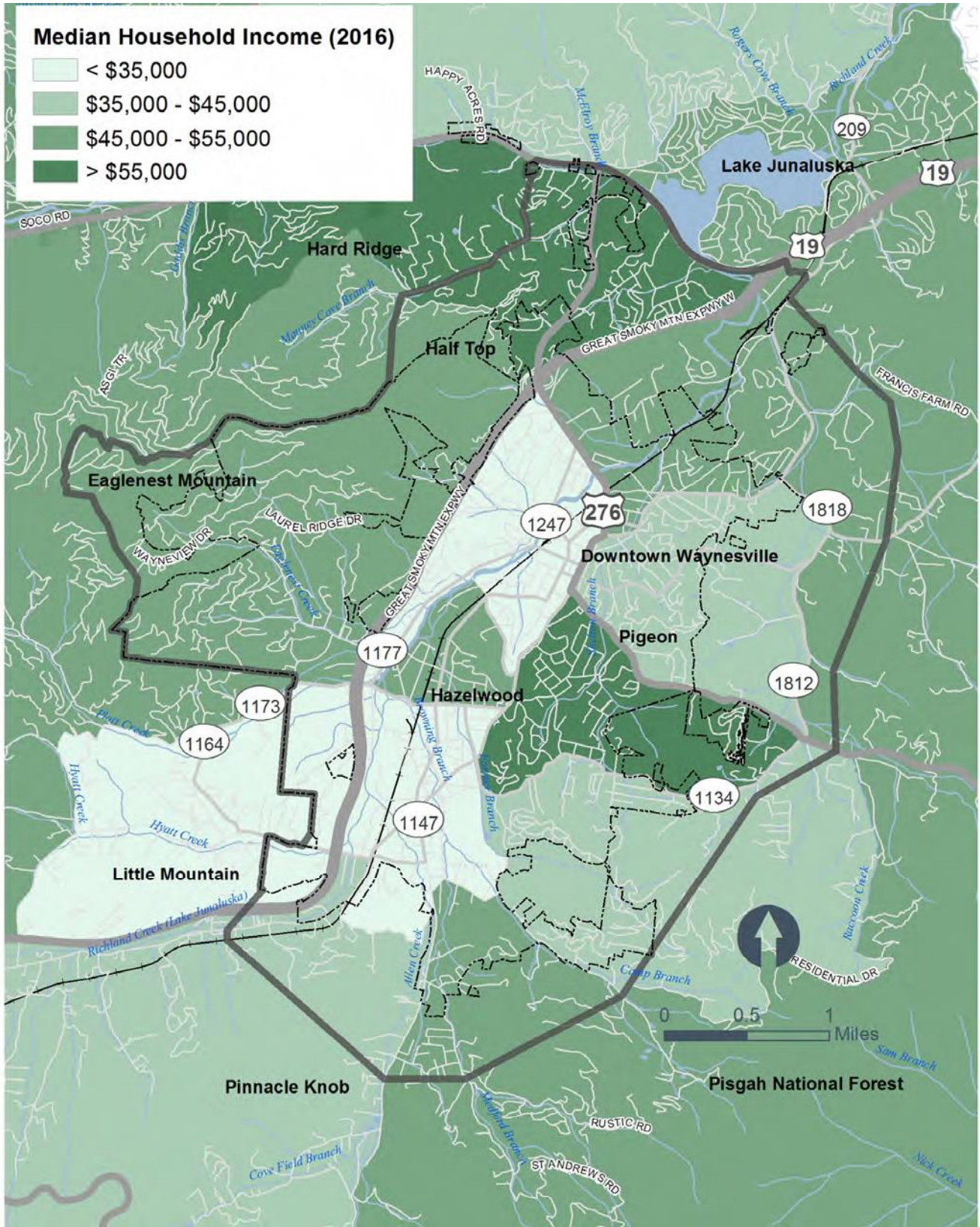
According to the ACS survey, the largest employment sectors in Waynesville in 2016 were Education, Healthcare, and Social Assistance Services, followed closely by Retail Trade.

The top 5 employers in the Waynesville area are:

- Haywood County School System
- Ingles Markets
- Haywood Vocation Opportunities, Inc.

TOP 3 INDUSTRIES

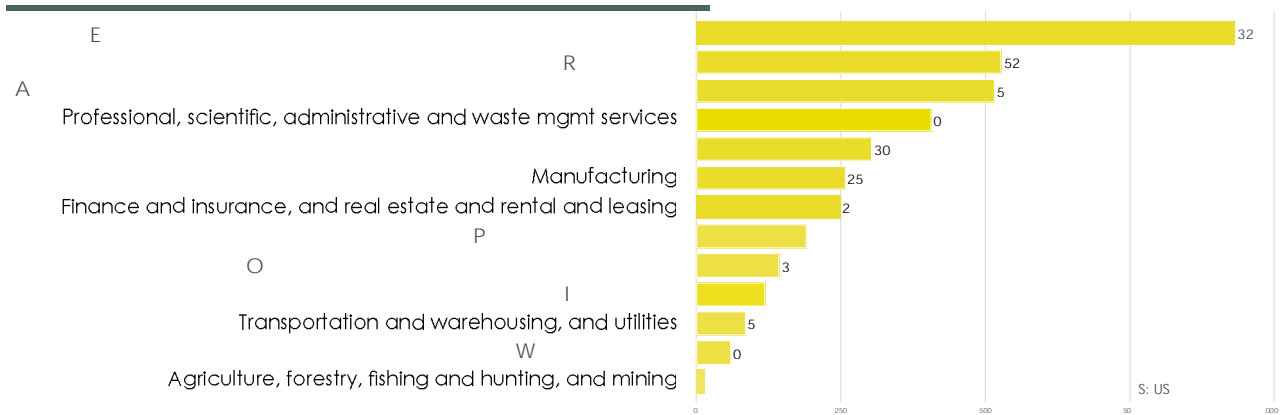




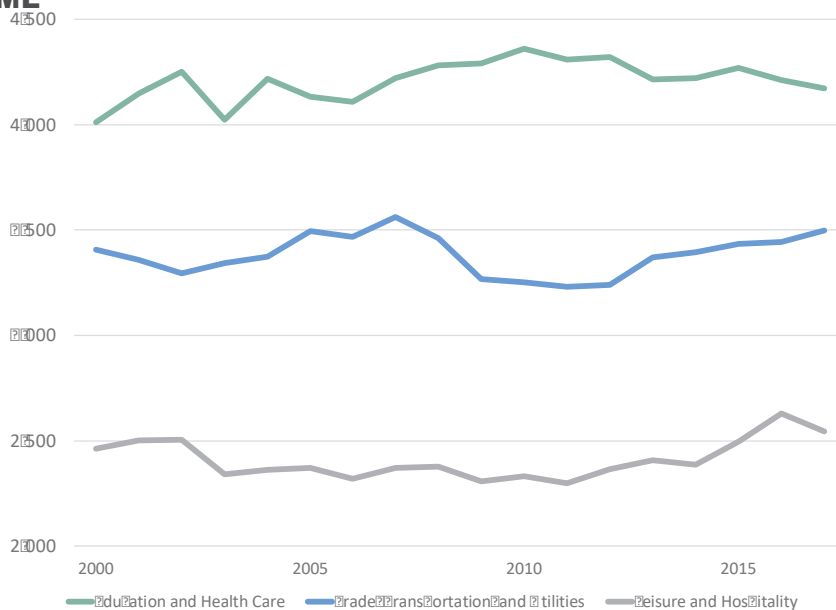


Employment projections for the region show that industry types projected to grow the most include leisure and hospitality; accommodation and food services, construction, and professional, scientific, and technical services. Weekly wages for some of those growth areas however, are low. Industries with average weekly wages over \$700/week in Haywood County include education and health services, local government, health care and social assistance, professional and business services, and professional, scientific, and technical services.

EMPLOYMENT BY SECTOR IN 2016



**EMPLOYMENT TRENDS OVER TIME**



Waynesville's unemployment rate is lower than the State (5.1%) and Nation (4.7%).

Source: NC Commerce LEAD, 2016

**INDUSTRIES EXPECTED TO GROW IN THE REGION**

Industry Title	2014 Employee Estimate	2024 Employee Estimate	Net Change	% Change	Annualized Growth Rate	Haywood 2017 Avg. Weekly Earning
Leisure and Hospitality	9,363	10,973	1,610	17.2	1.6	\$312.97
Accommodation and Food Services	7,914	9,411	1,497	18.9	1.7	\$377.22
Food Services and Drinking Places	6,484	7,859	1,375	21.2	1.9	\$293.50
Professional and Business Services	4,707	5,624	917	19.5	1.8	\$886.56
Trade, Transport., and Utilities	10,592	11,420	828	7.8	0.8	\$922.48
Construction	3,208	3,902	694	21.6	2.0	\$771.06
Health Care and Social Assistance	8,990	9,673	683	7.6	0.7	\$833.68
Educational Services	7,002	7,527	525	7.5	0.7	\$647.89
Professional, Scientific, and Technical Services	2,525	3,029	504	20.0	1.8	\$886.56

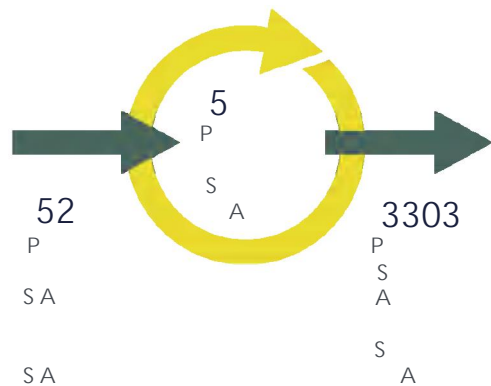
**Commute Patterns**

More people “in-commute” to Waynesville than “out-commute” and remain in Waynesville for work. The high rate of in-commuting could be due to relatively high housing values and rents inside Waynesville compared to other locations.

In 2015, the top places people who live in Waynesville travel for work are:

1. Waynesville (24%)
2. Asheville (11%)
3. Canton (4%)
4. Sylva (4%)
5. Maggie Valley (2%)

**WORKFLOW PATTERNS**



A few examples of other locations to where workers out-commute from Waynesville include Hendersonville, Lake Junaluska, Knoxville, TN, Cherokee, Woodfin, Cullowhee, Weaverville, and

## ECONOMIC DEVELOPMENT

The Haywood Economic Development Council and the Haywood Chamber of Commerce work together to promote and attract local businesses. In 2018, they contracted with the City of Asheville Chamber of Commerce to market industrial sites and commercial properties. This new relationship is intended to broaden Waynesville and Haywood County's outreach.

..."Mayor Brown said that economic incentives wouldn't transform the town overnight. When companies look to locate, first and foremost they look for a good workforce, a cheap and steady power supply and convenient transportation."  
  
*Source: Smoky Mountain News, October 2017*

Waynesville and Hazelwood have a history of manufacturing and lost many jobs as manufacturing shrunk nationally. Hazelwood in particular was known for its industrial strength and was home to the "Junaluska Leather Co., Unagusta Manufacturing Co., and the Waynesville Furniture Company when it incorporated in 1905. The Dayton Rubber Company, which became Dayco, was vital to the war effort, and other industries such as Wellco, UnAugusta and Lea Furniture, were situated to take advantage of the railroad and a skilled industrial work force. By 1995, when Hazelwood merged with Waynesville, most of the industries had closed, leaving behind industrial properties and warehouse space served by valuable infrastructure: water, sewer, power, railroad, and road networks.

Today, Giles Chemical is the leading manufacturer of epsom salts in the United States and has expanded to take advantage of under-utilized industrial space to build a new headquarters, and locate needed warehousing in Waynesville. Similarly, Southern Concrete is also expanding operations, re-using property adjacent to the railroad corridor. The Dayco site was redeveloped with the EPA Brownfield program as a regional shopping destination that hosts Wal-Mart, Best-Buy, and other major retailers. Smaller

manufacturing such as the Sunburst Trout Company, the Hazelwood Soap Company, Boojum Brewing, and the Waynesville Soda Jerks represent new and creative companies that are carrying on the community's legacy of manufacturing, and are marketing directly to consumers. While the Town has seen a loss in the industrial sector from what it used to be, industrial and commercial properties, particularly along the railroad corridor, are creating new opportunities and are a valuable economic resource for the future generation of manufacturing.

Additionally, Waynesville is still known as a source for fine furniture, crafts, and the arts. The central business districts of Main Street, Frog Level and Hazelwood provide venues for consumers and tourists to interact with artists, craftsmen, restaurants and retail. These areas are vital for tourism and are themselves economic generators by attracting visitors from outside of Waynesville. These downtown districts offer studio and retail space for "makers" that draws in business regionally and nationally,









bringing dollars into the Waynesville economy.

Critical to a successful economy is support for local citizenry of all ages by providing a high quality of life. "Quality of life" that is "true to Waynesville" includes good schools, work force training opportunities, parks and recreation facilities, healthcare resources, and strong neighborhoods with a variety of housing options that support a workforce. The Plan update team used ArcGIS ESRI Business Analyst to gather data that depicts "geodemographic segmentation." This is a statistical classification technique to identify consumer traits of a population and to identify markets. Results of this analysis is found in Appendix B.

### MARKET ANALYSIS

A retail market analysis was completed to identify the types of businesses that could be most successful in the area. In this assessment, **leakage** happens when residents spend money outside of their community. **Surplus** occurs when more money is spent inside of town (by both residents and visitors). As a popular tourist destination and shopping destination, Waynesville has a large surplus of some types of retail. However, the community is losing money in that people go outside of Waynesville for clothing, accessories, building and garden materials and other supplies.

#### TOWN-WIDE RETAIL SURPLUS AND LEAKAGE

 <p><b>\$77.1 million</b> General Merchandise Stores</p>	 <p><b>\$9.2 million</b> Furniture and Home Stores</p>	 <p><b>\$30.9 million</b> Food services and drinking places (including restaurants, breweries)</p>
 <p><b>\$341,000</b> Clothing and accessories</p>	 <p><b>\$68.3 million</b> Food and beverage stores (including grocery)</p>	 <p><b>\$2.2 million</b> Building materials, garden equipment, and supply</p>

Waynesville has a surplus in some types of retail and leakage in clothing and accessories and building materials. Surpluses are likely due to the high number of tourists and residents of surrounding areas that visit town for shopping and restaurants.

Two focus areas which could address this leakage and which represent opportunities for redevelopment, are Russ Avenue and the Waynesville Plaza, and the commercial areas of Hazelwood.



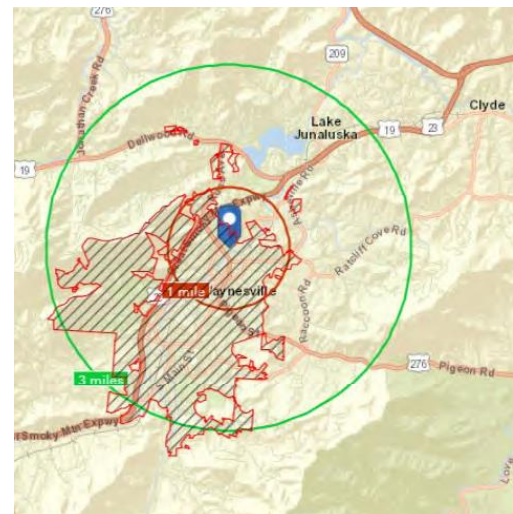
Waynesville Plaza

### Russ Avenue Trade Area (Waynesville Plaza vicinity)

Waynesville Plaza and the Russ Avenue corridor south of the Great Smoky Mountains Expressway have long been a commercial retail, office and entertainment center, as well as a “gateway” into Waynesville for travelers on the Expressway. New developments such as Ingles, Publix, Chick-Fil-A, and Starbucks reflect the desirability and visibility of Russ Avenue as a commercial corridor. NCDOT is planning an upgrade to Russ Avenue that will improve safety, install sidewalks, crosswalks, and landscaping, and which will promote better access points into adjacent properties. Adjacent property owners can take advantage of the roadway project to make decisions regarding future development and redevelopment, and could maximize the use of property with infill, driveway and parking lot connections among property owners and to the roadway network, coordinated sidewalks, landscaping, signage and other design features.

In the Primary Trade Area (PTA) for Waynesville Plaza (1-mile radius), there is a total population of 3,570 residents, with a per capita median income of \$34,123. The Secondary Trade Area (STA) (3-mile radius) has a total population of 16,012 residents, with a per capita median income of \$30,634. The gap in clothing and accessories syncs with public input about the challenges of finding sporting goods and outdoor clothing.

RETAIL SURPLUS AND LEAKAGE- RUSS AVENUE		
<b>General Merchandise Stores:</b> PTA: \$5.02 million STA: \$69 million	<b>Furniture and Home Stores</b> PTA: \$7.99 million STA: \$9.7 million	<b>Food Services and Drinking Places</b> PTA: \$21.4 million STA: \$27 million
<b>Clothing and Accessories:</b> PTA: <b>\$3.5 million</b> STA: \$1 million	<b>Food and Beverage stores (inc. Grocery)</b> PTA: \$47 million STA: \$74 million	<b>Building materials, garden equipment, and supply</b> PTA: \$3.5 million STA: \$10 million



Waynesville Plaza Trade Area

### Hazelwood Trade Area

Hazelwood's history as a company town for major industry influenced the type of housing and commercial development, and created a mixed-use development pattern in which industry, commercial and residential properties were close together. It also is close to the Great Smoky Mountains Expressway and a "gateway" area. However, Hazelwood is not as visible from the Expressway and has divided expressway access between two exits which can be confusing for visitors. It does have an added advantage in that the Folkmoot Center, Hazelwood Elementary School and two golf courses are accessed from these exits.

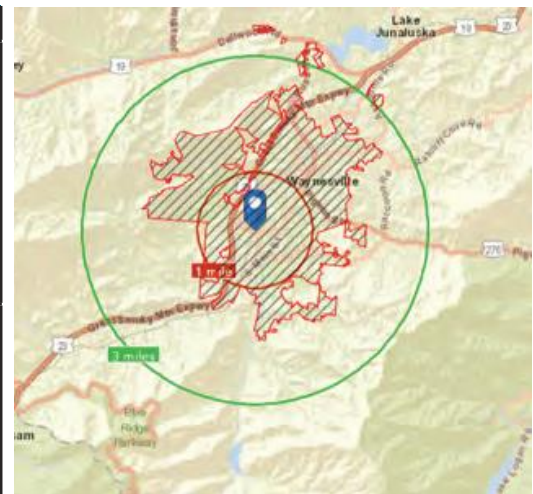


Hazelwood Avenue businesses

Additionally, the Folkmoot Center is beginning year round programming to provide cultural arts and entertainment activities to serve locals and visitors. The Hazelwood Trade area could improve market opportunities through wayfinding signage to/from the Expressway, improved streetscape and sidewalks, and re-investment in the Hazelwood business district to expand retail, restaurant and other commercial space within existing commercial properties and corridors.

In the Primary Trade Area (PTA) for Hazelwood (1-mile radius), there is a total population of 4,119 residents, with a per capita median income of \$26,188. The Secondary Trade Area (STA) (3-mile radius) there is a total population of residents, with a per capita median income of \$30,634.

RETAIL SURPLUS AND LEAKAGE- HAZELWOOD		
<b>General Merchandise Stores:</b> PTA: \$69.9 million STA: \$62.7 million	<b>Furniture and Home Stores</b> PTA: \$1.7 million STA: \$6.3 million	<b>Food Services and Drinking Places</b> PTA: \$9.1 million STA: \$24.7 million
<b>Clothing and Accessories:</b> PTA: \$104,598 STA: \$2.6 million	<b>Food and Beverage stores (inc. Grocery)</b> PTA: \$18.8 million STA: \$54.5 million	<b>Building materials, garden equipment, and supply</b> PTA: \$3.1 million STA: \$5.4 million



Hazelwood Trade Area

## Estimated Day Population and Tourism

It has been estimated that the daytime population in Haywood County increases from 56,603 people in January to over 60,053 in July due to an influx in day visitors and overnight visitors (Source: SYNEVA Economics). It is estimated that tourism revenues in 2017 reached \$182.27 million for Haywood County (Source: Visit North Carolina).

### ESTIMATED DAYTIME POPULATION

	July (max)	January (min)
<b>Resident Workers</b>	48,808	48,808
<b>In-Commuters</b>	5,606	5,606
<b>Overnight Visitors</b>	3,669	1,424
<b>Day Visitors</b>	1,970	765
<b>Total</b>	60,053	56,603

Source: SYNEVA Economics based on annual residents, employment and in-commuters: U.S. Census Bureau, 2017-population and 2015-commuting; Overnight visitors: Monthly rooms sold from STR Destination Report, Haywood County TDA 2017 and 2017 North Carolina Regional Travel Summary, Mountain Region, Economic Development Partnership of North Carolina; Day visitors: Extrapolation from North Carolina Regional Travel Summary, Mountain Region, Economic Development Partnership of North Carolina

## Second Home Ownership

Second home ownership rates in Haywood County and Waynesville are significant. Of 22,871 single-family parcels in Haywood County, 21.8 percent or 4,995 units qualify as belonging to a second-home owner<sup>1</sup>. For comparison, Florida is the state with the highest number of second-home owners, representing 10.1 percent of the total or 2,316 parcels. Similar trends exist for the Town and the ETJ. Twelve percent of single-family parcels in the Town of Waynesville and in the Town's ETJ qualify as belonging to a second-home owner. Florida is also the leading location of owners' primary addresses in these areas followed by North Carolina and South Carolina.

### ESTIMATED DAYTIME POPULATION

	Number of Parcels	Percent of Total
<b>Total parcels</b> (single-family dwelling, building value >\$10K)	22,871	100%
<b>Owner address in Haywood County</b>	17,173	75.1%
<b>Owner address within 40-mile radius</b> (to limit rentals)	703	3.1%
<b>Owner address outside Haywood County and 40-mile radius</b>	4,995	21.8%

Parcel Source: Haywood County Land Records/GIS Department, August 2018

<sup>1</sup> A single-family parcel must have a single-family dwelling with a building value greater than \$10,000. For a parcel to qualify as belonging to a second-home owner, the parcel owner's primary address must be outside Haywood County and beyond a 40-mile radius from the county.

## STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS

Engaging participants in a series of exercises to identify the strengths, weaknesses, opportunities and threats facing Waynesville in 2018, was a key part of the process to update the Comprehensive Land Use Plan. Many of the strengths are familiar from the 2020 Plan, but due to changes in the economy, politics, and other internal and external pressures, new weaknesses and threats have emerged that need to be addressed. The opportunities for the Town are bright and recommendations incorporated in this Plan are meant to take advantage.

<p style="text-align: center;"><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• historic neighborhoods and architecture</li> <li>• iconic views, geographic and natural features</li> <li>• Folkmoot, Hart Theater and the Arts community</li> <li>• control of municipal utilities</li> <li>• greenway system and parks</li> <li>• land development ordinance supports quality development and design</li> <li>• partnership with Asheville Area Chamber of Commerce and Haywood County</li> <li>• mixed-use corridors and Regional Center Districts</li> <li>• Main Street, Frog Level, and Hazelwood Business Districts</li> </ul>	<p style="text-align: center;"><b>WEAKNESSES</b></p> <ul style="list-style-type: none"> <li>• limited assisted living and nursing facilities for an aging population</li> <li>• poverty and a growing homeless population</li> <li>• lack of housing options for all income levels and lifestyles</li> <li>• lack of resources to address opioid crisis and substance abuse</li> <li>• gaps in pedestrian facilities</li> <li>• broadband not always available</li> <li>• workforce preparedness, technical training opportunities could be expanded</li> </ul>
<p style="text-align: center;"><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• strong retail growth</li> <li>• numerous redevelopment and infill sites</li> <li>• build differently on flood prone/floodplain sites</li> <li>• low impact development to manage stormwater</li> <li>• emerging market for specialty agriculture, including farm to table industry and new crops (i.e. herbs, hemp, etc.)</li> <li>• increase density (multifamily housing) to maximize use of sites</li> <li>• consider railroad corridor for development potential</li> <li>• NCDOT improvements along Russ St., S. Main St., N. Main St. and Pigeon St.</li> <li>• proximity to the Blue Ridge Parkway, Great Smoky Mountains National Park, and Interstate</li> <li>• proximity to Western Carolina University and Haywood Community College</li> <li>• regional trail planning initiatives</li> </ul>	<p style="text-align: center;"><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• many areas ripe for redevelopment are located in floodplain</li> <li>• potential for loss of land for industrial development due to other types of development pressure</li> <li>• desire to develop on steep slopes</li> <li>• costs to update sewer plant</li> <li>• speculative land and housing sales that drive prices up</li> <li>• growth in short-term rentals that could diminish housing inventory</li> </ul>



## PLAN ASSESSMENT

There are several adopted plans and studies prepared by the Town of Waynesville and other governmental agencies that inform the Comprehensive Land Use Plan. Each contains goals, policies, and recommendations related on topics including but not limited to land use, transportation, and economic development.

These plans will work in tandem with, the recommendations and implementation strategies in the *Waynesville 2035: Planning with Purpose* comprehensive planning document.

### Waynesville: Our Heritage, Our Future 2020 Land Development Plan (2002)

The Comprehensive Land Use Plan was intended to guide the Town of Waynesville through the year 2020 and community decision makers have used the plan to support land use decisions. Of the numerous action steps, key successes included:

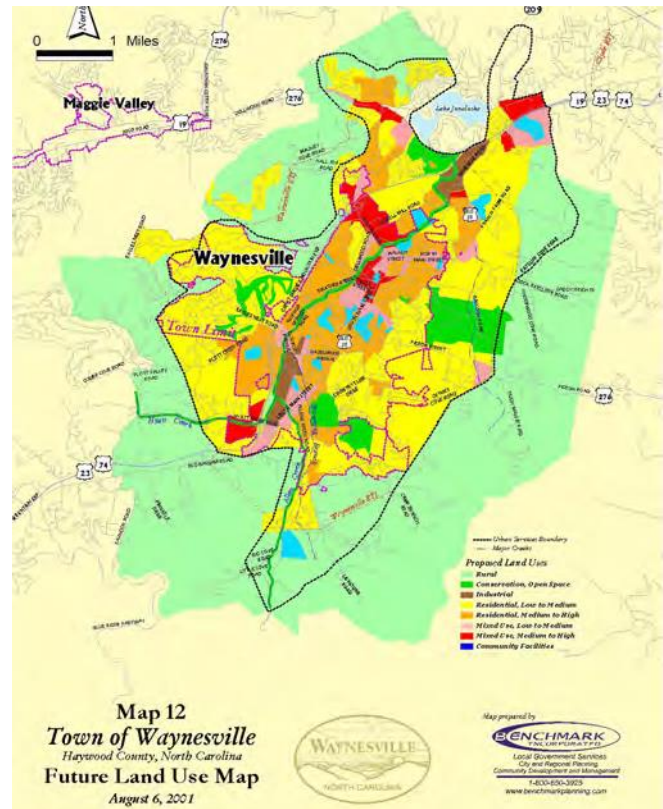
- Informed revisions to the zoning ordinance, development ordinances, and zoning map to include steep slope protections, and, higher density residential, and other proposed changes.

- Establish standards to encourage mixed-use and infill development and retirement communities.

- Concentrate commercial and industrial development in nodes and along transportation corridors.

- Adopt an Urban Services Area and develop policies limiting water/sewer expansion outside it.

- Improve the transportation infrastructure to improve mobility, connectivity, safety, and aesthetics.



### 2020 Land Development Plan Work Program /Score Sheet

Chapter 5 of the previous Land Development Plan contained a twenty-year Work Program that set forth a schedule of actions to achieve the goals, objectives, and vision which the

community had established for itself. A similar implementation matrix for Waynesville 2035 can be found in Chapter 5.

## Waynesville Land Development Standards

Included in the 2020 Land Development Plan Work Program were multiple recommendations on implementing the Goals of the 2020 Plan through revisions to development regulations. After the 2020 Plan was adopted, the Town updated its zoning ordinances, subdivision regulations and design guidelines in accordance with the goals and recommendations of the Plan. The Land Development Standards now provides a unified ordinance that regulates how land is developed within Waynesville and its Extra Territorial Jurisdiction. It was first adopted in 2003, was updated in 2009 and 2011, and is found in the Municipal Code of Ordinances as Appendix A (<http://www.waynesvillenc.gov/code-of-ordinances>).

The Land Development Standards divide the community into neighborhood districts, each with its own “purpose and goal” statement that is tailored to neighborhood characteristics and desired development pattern. Each of the neighborhood districts is then grouped into zoning categories, with each zoning category having density, lot standards, and a proscribed set of allowable uses. The purpose of this approach is to protect and sustain neighborhood character and to identify areas for higher or lower density. In keeping with Smart Growth Principles, residential uses are allowed in all of the Town's commercial districts except for the Commercial-Industrial district.

The Land Development Standards also include “overlay districts” which provide additional regulations to particular areas. The designated floodplains, shown on the 2012 Flood Insurance Rate Maps, provide additional construction requirements and limitations within Special Flood Hazard areas. Three historic overlay districts - Main Street, Frog Level, and Spread Out - which are listed on the National Register, have historic guidelines that must be followed for new development and redevelopment. Nine mixed-use overlay districts allow select commercial uses along transportation corridors within residential districts. These create transitional areas between residential neighborhoods and commercial districts:

- **Dellwood Residential Medium Density MXO** – A 1,000-foot wide corridor centered on Russ Avenue from U.S. Highway 23/74 to Jules Noland Drive and Dayton Drive.
- **Francis Cove Residential Low Density MXO** – A corridor of adjacent properties along Pigeon Road from Old School Road to Bluegrass Lane.
- **Hazelwood Urban Residential MXO** – A corridor consisting of properties located on the west side of South Main Street from Virginia Avenue to Mississippi Avenue.
- **Love Lane Neighborhood Residential MXO** – Most of the properties fronting Dellwood City Road from Chestnut Park Drive to Arnold Heights plus three properties north of Paralee Lane.
- **Main Street Neighborhood Residential MXO** – Two properties at corner of Richland and

Goodyear Streets.

- **Ninevah Neighborhood Residential MXO** – A corridor of properties at the corner of Country Club Drive/Crymes Cove Road and Oakdale Road.
- **Raccoon Creek Neighborhood Residential MXO** – A corridor consisting of the properties north of Asheville Highway from Piccadilly Drive to Hillside Terrace.
- **South Waynesville Residential Medium Density MXO** – A corridor of properties along Old Balsam Road from 120 Old Balsam Road to Skyland Road (the westernmost portion of the town’s jurisdiction) and a property located on the Great Smoky Mountains Expressway.
- **Walnut Street Neighborhood Residential MXO** – Properties along streets of Walnut, West Marshall, North Main, and Wall Streets and along Nelson Park Drive and Woolsey Heights.
- **East Waynesville Neighborhood Residential MXO** – Properties along Broadview between North Main and Overbrook.

This neighborhood based approach is the foundation for the Town's land development regulations and has proven successful for the Town. The future land use map in this revised

**RESIDENTIAL ZONING DISTRICTS**

District Category	District Name
<b>Residential- Low Density (RL)</b>	Country Club Residential - Low Density (CC-RL) Eagles Nest Residential - Low Density (EN-RL) Francis Cove Residential - Low Density (FC-RL) Hall Top Residential - Low Density (HT-RL)
<b>Residential- Medium Density (RM)</b>	Chestnut Park Residential - Medium Density (CP-RM) Dellwood Residential - Medium Density (D-RM) Howell Mill Residential - Medium Density (HM-RM) South Waynesville Residential - Medium Density (SW-RM)
<b>Neighborhood Residential (NR)</b>	Allens Creek Neighborhood (AC-NR) Love Lane Neighborhood (LL-NR) Main Street Neighborhood (MS-NR) Ninevah Neighborhood (N-NR) Pigeon Street Neighborhood (PS-NR) Plott Creek Neighborhood (PC-NR) Raccoon Creek Neighborhood (RC-NR) Sulphur Springs Neighborhood (SS-NR) Walnut Street Neighborhood (WS-NR)

**NON-RESIDENTIAL AND MIXED USE ZONING DISTRICTS**

District Category	District Name
Urban Residential (UR)	East Waynesville Neighborhood (EW-UR) Hazelwood Neighborhood (H-UR) Howell Mill Road (HM-UR)
Neighborhood Center (NC)	North Main Street Neighborhood Center (NM-NC) Pigeon Street Neighborhood Center (PS-NC) Raccoon Creek Neighborhood Center (RC-NC)
Business District (BD)	Central Business District (CBD) Hazelwood Business District (H-BD) South Main Street Business District (SM-BD)
Regional Center (RC)	Dellwood/Junaluska Regional Center (DJ-RC) Hyatt Creek Regional Center (HC-RC) Russ Avenue Regional Center (RA-RC)
Commercial Industrial (CI)	Commercial-Industrial (CI)

plan carries on that neighborhood framework but identifies those areas where density could be amended (increased or decreased) in order to be consistent with existing land use, realistic in development goals, better protect slopes and mountain vistas, and to increase density and housing opportunities in neighborhoods closer in to the Town’s business districts and commercial areas.

**Haywood County Affordable Housing Assessment**

In 2016 Haywood County created a task force to examine affordable housing issues. The Affordable Housing Assessment provided a baseline evaluation of the need for and availability of affordable housing in Haywood County. Key findings included:

- **Need for Housing Diversity:** Haywood County’s population growth is dependent on immigration and a supply of housing, in a range of income categories, and will be needed to attract new residents, including young families. Single family homes constitute the majority of the county’s housing supply (72.6%); followed by mobile homes (18.3%). Only 7.4% of housing units are in multifamily units.
- **Aging Population:** By 2030 29% of the county’s population will be age 65 or older. These households, especially those on fixed incomes, may face issues with housing affordability and accessibility.
- **Poverty and Low Income Renters:** An estimated 15.8% of the county’s population lives below the poverty level (approximately 9,210 persons). Nearly 1/3 (27.2%) of children under the age of 18 and 7.7% of those over the age of 65, live below the poverty level. Nearly

half of renters (46.3%) have household incomes below \$25,000.

- **Housing Cost Burden:** Housing is said to be “affordable” when housing costs are 30% or less of household income. Households that pay 30% or more of their household income in rent are said to have a “housing cost burden”. Over half of all renters report paying 30% or more of their household income in rent. In Haywood County over half of all renters, and 35% of homeowners, are “housing cost burdened”.
- **Home Values and Home Prices Increasing:** The median home value for the county is expected to rise 25% between 2015 and 2020. The median sale price of a home in the county rose 17% between April 2015 and 2016.
- **Strong Residential Market and Shrinking Supply:** Rental vacancy rates are very low and prices are high, with two bedroom units averaging \$964/month in the Asheville metropolitan region. The supply of homes for sale in Haywood County has decreased in recent years and houses below \$200,000 are in short supply.
- **Seasonal Housing Impacts Affordability:** In 2010 there were 9,391 vacant units in Haywood County (26.9%) of the total. The number of vacant units exceeds the total number of rental units in the county. The majority of vacant units (60.5%) are seasonal homes.

## Transportation Plans

### NCDOT State Transportation Improvement Program (STIP)

The 2018-2027 NCDOT State Transportation Improvement Program, or STIP, is NCDOT's data-driven, multi-year schedule for its transportation projects. Projects in the STIP include highway, bridge, public transit, bike, pedestrian, railroad, and other improvements.

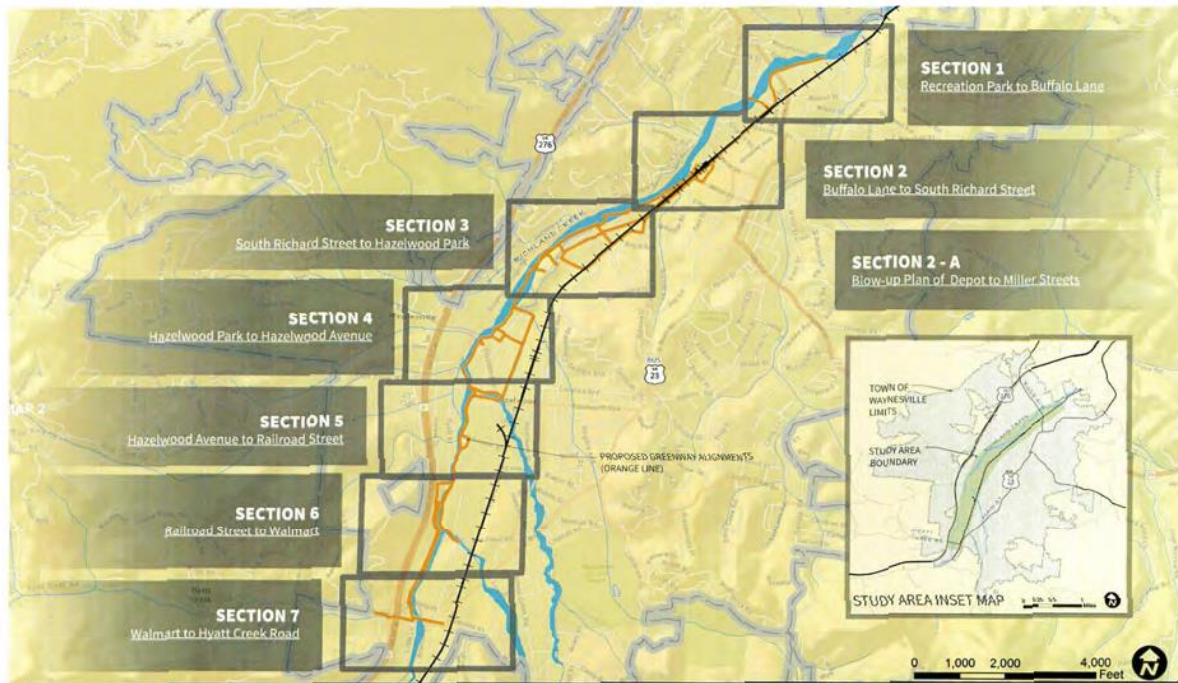
The NCDOT projects for Haywood County include bridge replacements, I-40 maintenance, and a few roadway improvements in Waynesville. Russ Avenue and South Main Street will see major construction in 2022 and beyond, while Brown Avenue will see school safety improvements. Several new roundabouts are planned for both North and South Main Street, and Hazelwood will see pedestrian safety improvements near the elementary school. For more information on TIP projects in Waynesville, see the Appendix.

### Corridor Studies and Long Range Transportation Plans

Corridor studies have been conducted for Russ Avenue, South Main Street and North Main Street. Other improvements and needs were identified in the Comprehensive Pedestrian Plan and County Bike Plan. Many of the recommendations in these plans include improvements to gateways and the construction of new pedestrian and bicycle facilities.

The French Broad River MPO is the planning organization in charge of transportation planning in a five-county region that includes the Town of Waynesville. A Metropolitan Transportation Plan (MTP) is a fiscally constrained plan that identifies how multi-modal transportation will be managed and operated, and recommends projects for the STIP. Often, projects included in the MTP are pulled from supporting plans like the Pedestrian Plan. Projects are prioritized, and

money is programmed for plans such as transit, roadway improvements, greenways, multi-use paths, sidewalks, and other upgrades and amenities. For more information on transportation plans, see the Appendix.



The greenway feasibility study from 2017 recommended a route for a greenway and connections through the heart of Waynesville utilizing the Richland Creek corridor and on-street multi-use paths.

### Greenway Feasibility Study (2017)

The Greenway Feasibility Study examined opportunities and constraints within the study area to determine the most feasible and preferred alignment for a greenway trail along Richland Creek. The study area included Richland Creek, Frog Level Historic District, Waynesville Middle School, and Hazelwood Park and is approximately 3.25 linear miles. Preferred routes were chosen based on project goals, existing conditions, opportunities and constraints. The plan calls for a connected greenway from just south of Lake Junaluska to Hyatt Creek Road.

### Other Plans

See the Appendix for more information on additional plans including the GroWNC Regional Plan, Opt-In Regional Vision, Waynesville Systemwide Parks Master Plan 2017-2026, Bikes in Beds, Blue Ridge Bike Plan, the Haywood County Comprehensive Bicycle Plan, MountainWise Health Impact Assessment for Western North Carolina, and the Waynesville Comprehensive Pedestrian Plan.

These plans influence the Land Development Standards and current and future projects by:



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# EISTING ONITIONS



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## EXISTING LAND USE

The mapping of existing land use is different from the Zoning map or the Future Land Use designation of an area. It is a reflection of what is actually occurring on a given parcel and land use trends. The predominant land uses in Waynesville by acreage are single-family residential, and vacant land (undeveloped land, e.g. agricultural or without a structure). Rural residential, defined as a residential parcel greater than 5 acres in size, also represents a significant amount of total existing land use within the Town. Waynesville lost over 1,000 acres of pasture between 2008 and 2017 according to USDA Cropscape Landcover Data (2008, 2017) for the Waynesville area and 326 acres of land have been newly developed during the same period. Agriculture still contributes to the economy and cultural heritage of Haywood County.

The more dense residential areas are located in the heart of Waynesville in the vicinity of Main Street, Frog Level, and the Hazelwood district. Density decreases in a radial pattern closer to the limits of the extraterritorial jurisdiction (ETJ), where slopes become steeper, and in areas outside of the Urban Services Boundary.

Commercial areas are concentrated on Russ Avenue, downtown Waynesville, South Main Street, and at the interchange of the Great Smoky Mountain Expressway and Hyatt Creek Road.

Land use issues and trends in the area include:

- Lack of existing housing stock for the workforce

- Need for redevelopment in some existing, distressed commercial centers

- Unfavorable view of proposed multifamily and high density construction

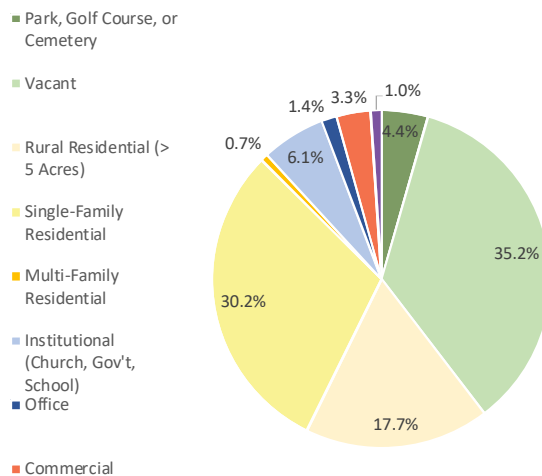
- Desire to protect the rural character in some areas of town (i.e. valleys that are or were once farmland)

- Need to avoid hillside areas that have been identified as susceptible to slope failures.

- Continued support for compact development and redevelopment in the core, especially in underutilized commercial areas

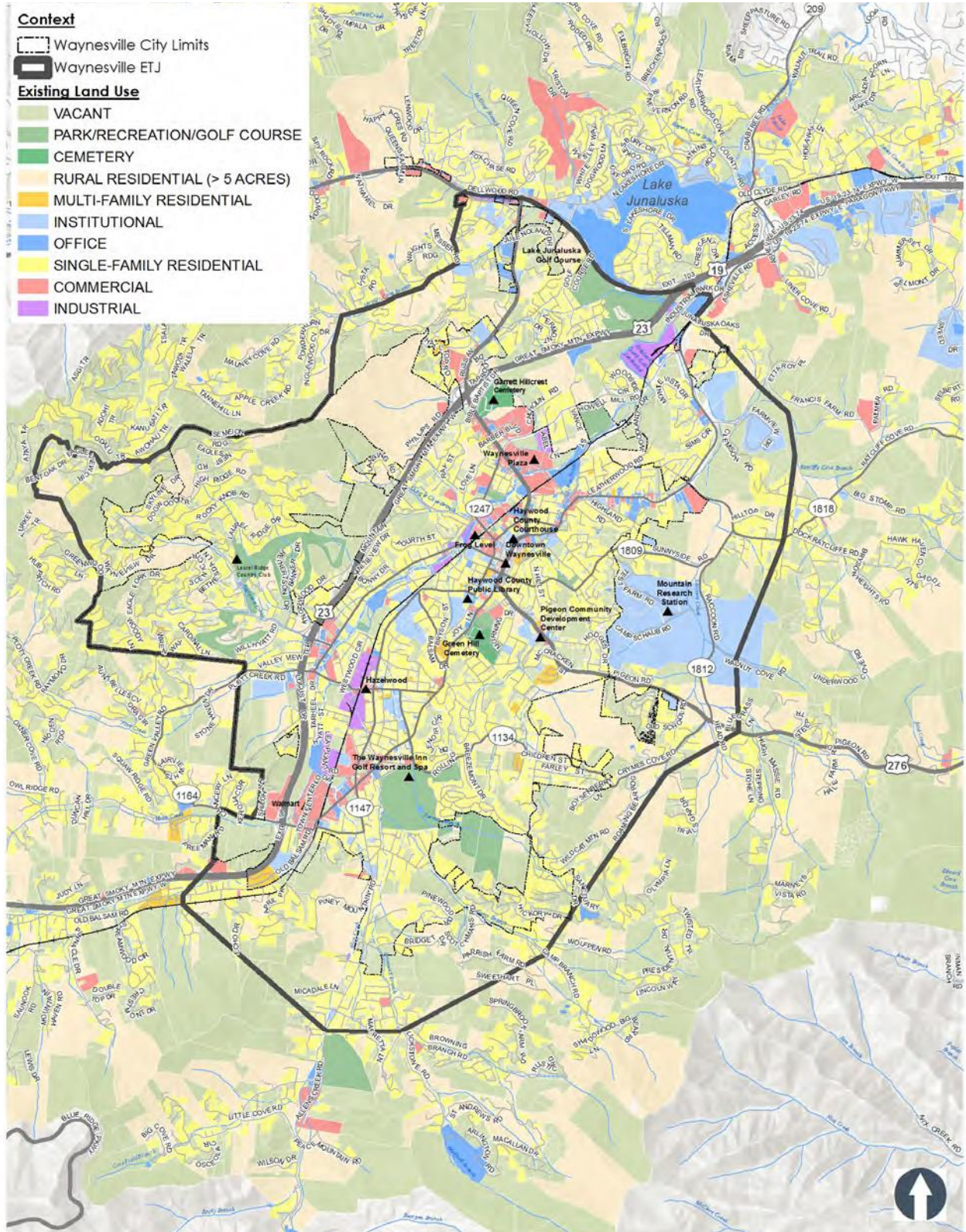
**Commercial land uses only make up approximately 3.3% of study area.** These uses typically provide more tax revenue than the cost of providing services.

### EXISTING LAND USE BY CATEGORY





**EXISTING LAND USE MAP - WAYNESVILLE AREA**





## Land Supply

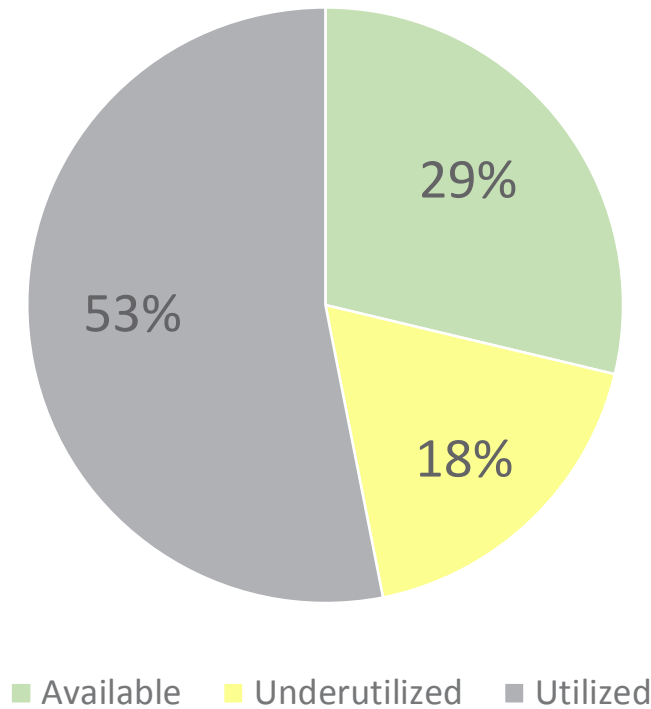
An analysis of the land supply using data derived from Haywood County tax records divided land into three categories: Available, Underutilized, and Utilized.

- **Available** land can be vacant land or land currently used for farming purposes, but lacks a significant on-site structure.
- **Underutilized** parcels are those that have a low structure value to land value ratio. Although some land identified as underutilized might already be developed, the potential for redevelopment may benefit the owner and the community.
- **Utilized**, or “built” lands are those that have structures such as homes, businesses, churches, or schools with a higher structure to land value ratio.

The analysis indicated that nearly 47% percent of land in Waynesville’s ETJ is either available or underutilized. The greatest amount of “available” land is primarily on the urban fringe and much of this land has significant development constraints including steep slopes, floodplains, limited utilities and poor road access.

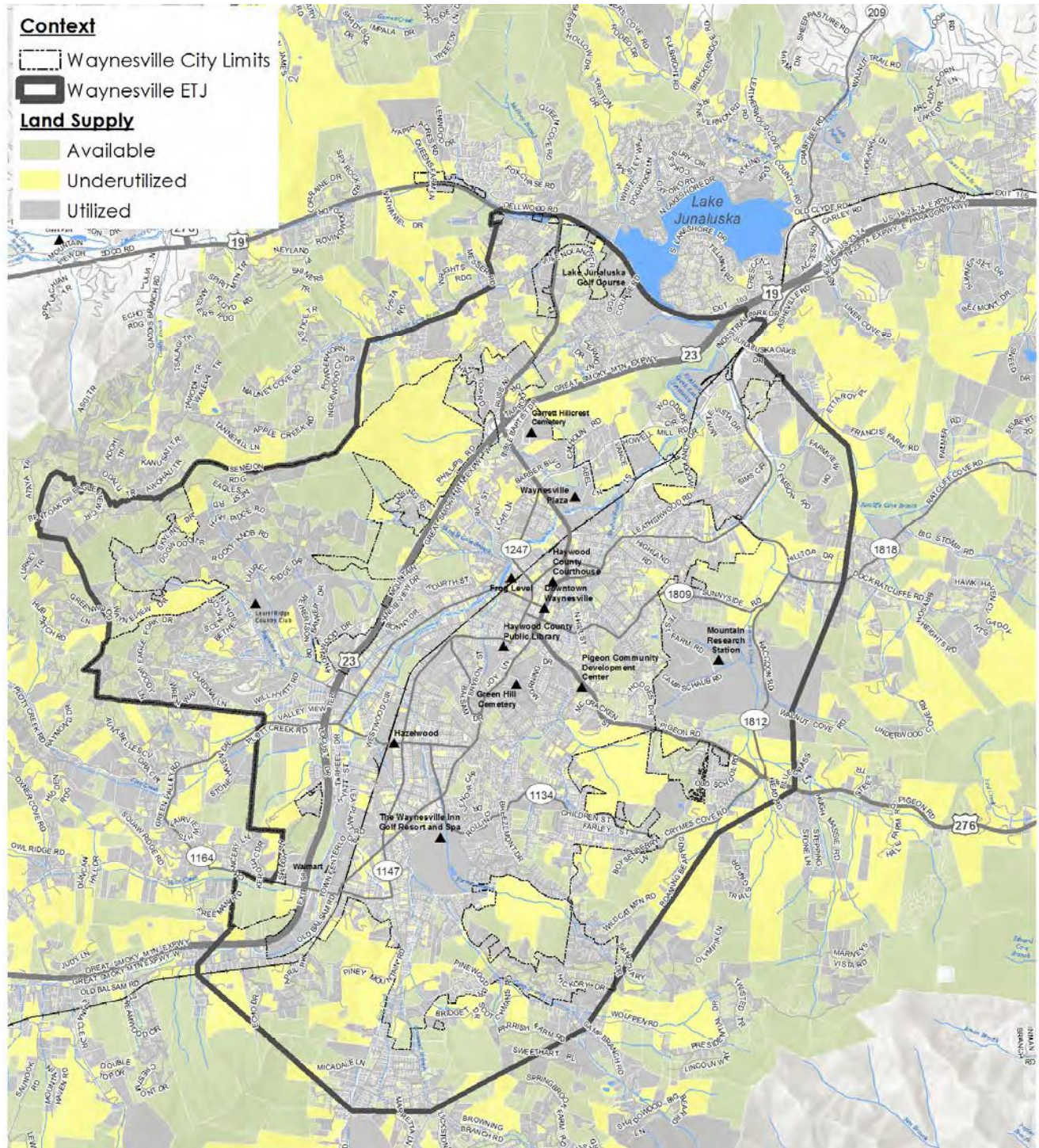
**Over half of the land area in Waynesville’s Extraterritorial Jurisdiction (ETJ) is developed.**  
 Vacant or Available land is limited and redevelopment may be more prevalent in the future.

### LAND SUPPLY SUMMARY





**LAND SUPPLY IN THE WAYNESVILLE AREA**



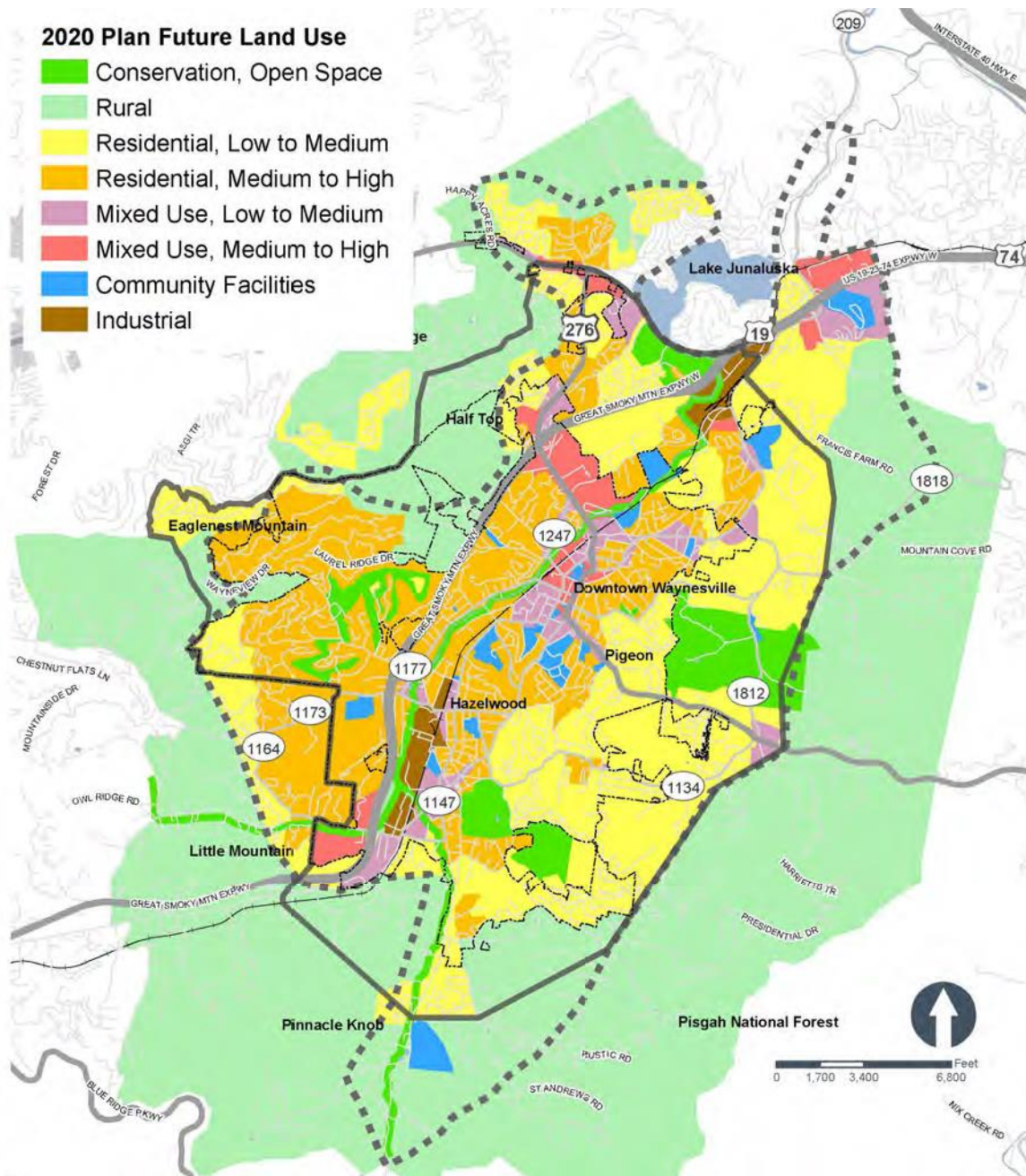
Source: Haywood County Tax Office



# ADOPTED POLICY & REGULATIONS

## Adopted Future Land Use Map (2002)

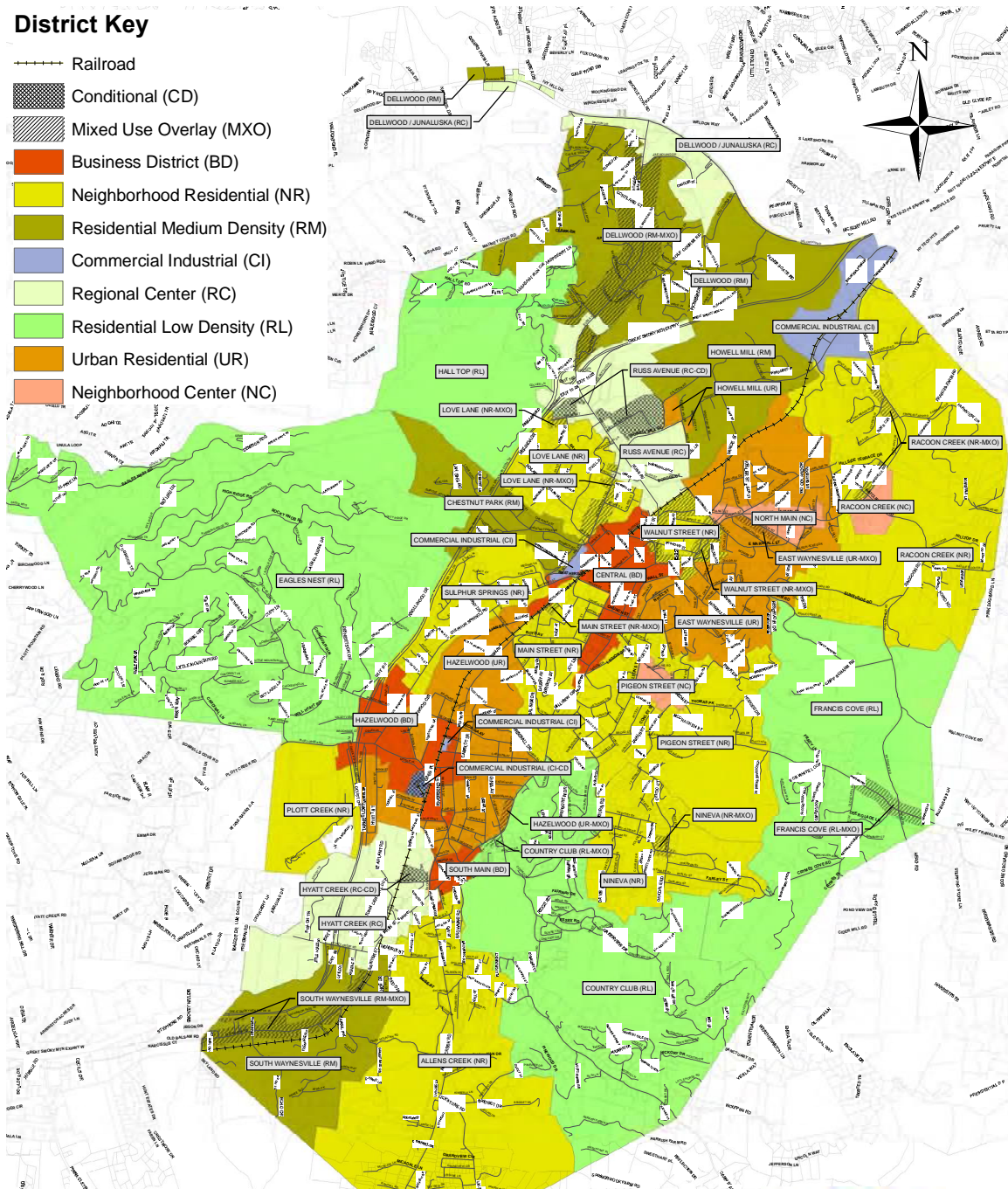
The Waynesville: Our Heritage, Our Future, 2020 Comprehensive Land Use Plan included the Future Land Use Map adopted in 2002. Community decision use the recommendations in the plan and on the map (below) to determine appropriate use of land and expenditure of resources.





## 2018 Zoning

Further implementation of the land use plan occurs with the adoption of Land Use Ordinances and amendments to the Town Zoning Map. The Zoning Map below is from November 2018.





## SLOPES & FLOODPLAIN

A large portion of Waynesville lies within the 100-year floodplain of Richland Creek and its tributaries. About 13% of the Town's 1,200± incorporated acres lie within this area. That includes major portions of the Town's nonresidential (commercial and industrial) land uses. Together the uses within the 100-year floodplain account for 18.6% (\$223M) of the town's assessed value. Additionally, many areas within Waynesville have steep slopes and are located on protected ridgelines, limiting development due to cost or environmental impact.

### Floodplains

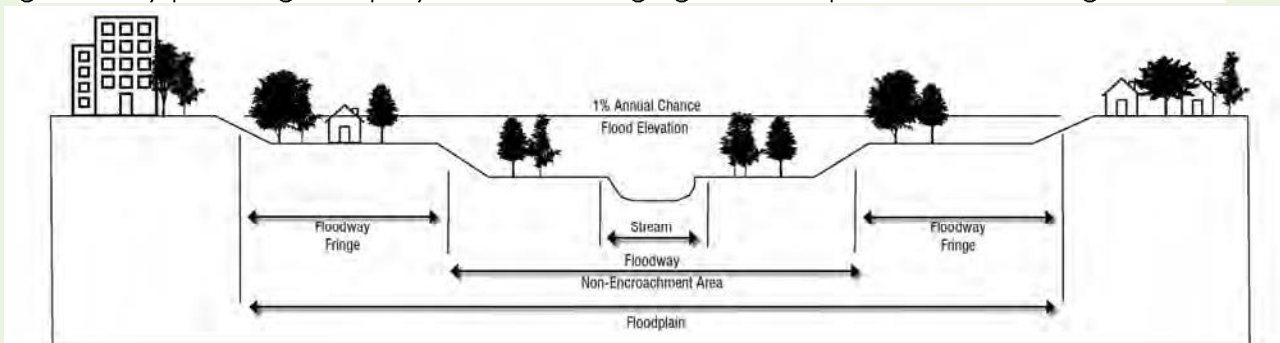
Haywood County and the Town of Waynesville are subject to the Flood Insurance Rate Maps (or "FIRMs") that were adopted on April 3, 2012 as the official maps. These maps were developed by the State of North Carolina Floodplain Mapping Program under a cooperative agreement between the State of North Carolina and the Federal Emergency Management Agency (FEMA). The maps provide an estimation of flood levels and hazards for events having a one percent chance of being equaled or exceeded in any given year, or "the base flood."

The FIRMs delineate those areas within the Town's jurisdiction that are within the:

- *Floodway - which includes the channel of a river or watercourse and the adjacent land areas that must be reserved in order to accommodate the base flood without cumulatively increasing the flood elevation more than one foot.*
- *"100 year" floodplain - which includes those areas susceptible to flooding during a base flood event; and*
- *"500 year" floodplain - which includes those areas susceptible to flooding during an event that exceeds the projected base flood and have a 0.2% chance of occurring in any given year.*

Together, the floodway and 100-year floodplain make up the Special Flood Hazard Area or regulatory floodplain in which the Town must enforce the flood hazard prevention ordinance. These regulations prohibit construction or encroachment into the floodway and require construction or structures within the 100 year floodplain to be elevated to one foot above the projected base flood elevation along with other requirements.

Any development within the floodplain that increases impervious surfaces and reduces the amount of area for rain and/or flood waters to be absorbed or retained can increase the risk for elevated flood levels within the watershed system. The Town's stormwater management ordinance, stream buffer and setback requirements, and parks and greenway planning also play roles in managing the floodplain and reducing hazards.

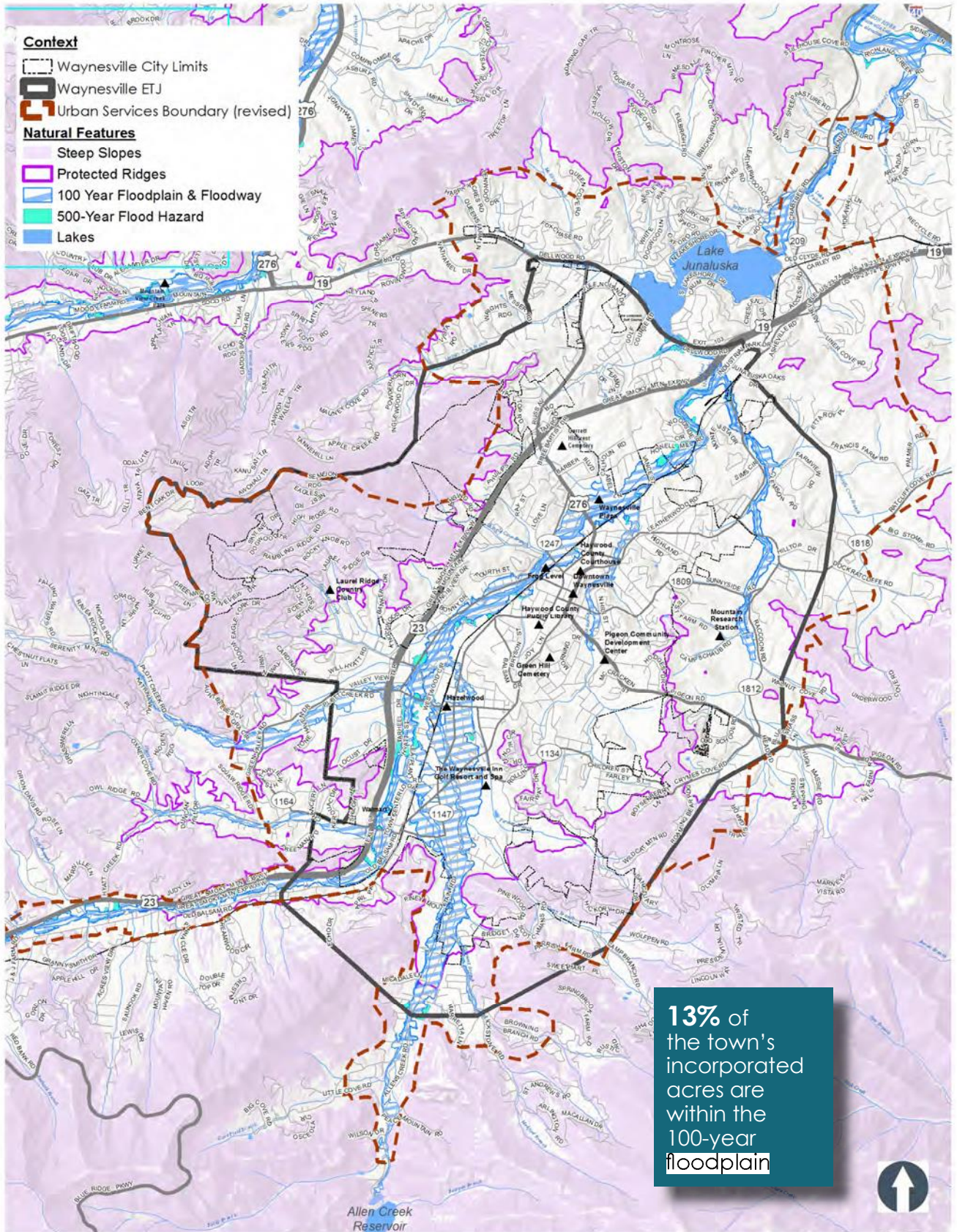


The floodplain, which includes the floodway and floodway fringe, has a 1% annual chance of flooding. While this may not seem concerning, consider that over the typical lifespan of a nonresidential structure (~100 years), there is a 63.4% chance of experiencing at least one 100-year flood.





### SLOPE AND FLOODPLAIN MAP



**13%** of the town's incorporated acres are within the 100-year floodplain





## LAND SUITABILITY

A land suitability analysis was conducted using GIS data to identify areas economically and environmentally suitable for development. The analysis factored in:

- Developed areas
- Proximity to utilities
- Locations of existing commercial and services
- Parcel size
- Environmental constraints (i.e. floodplain and slope)

Suitability categories refer to the capacity of land to support a type of land use based on attributes that make the area more or less attractive for future growth. In the “Development Suitability Map”:

Green indicates high suitability for development based many factors including topography, transportation access, availability of utilities

Yellow indicates a medium suitability, and

Orange to red areas are generally slopes above 25%, located outside of the urban services boundary, and with limited points of access.

Basic findings from the suitability analysis include:

Lands within the Town limits and adjacent valley floors are most suitable for development.

The Town's interchanges along the Great Smoky Mountain Expressway (US 23) are suitable for development.

North Russ Avenue and Allens Creek Road (both areas identified by the Town as potential growth areas) are highly suitable for development.

Many areas suitable for development, including the Plott Creek area on the west and Francis Cove on the east have valuable cultural and natural resources, accordingly any development activities should be carefully orchestrated to preserve assets.

Many areas where land is available, on Waynesville's periphery are less suitable for development, mainly due to the presence of steep slopes and distance from utilities.

This analysis informed adjustments to new the Future Land Use Map and recommended changes to the urban services boundary as shown in Chapter 5.

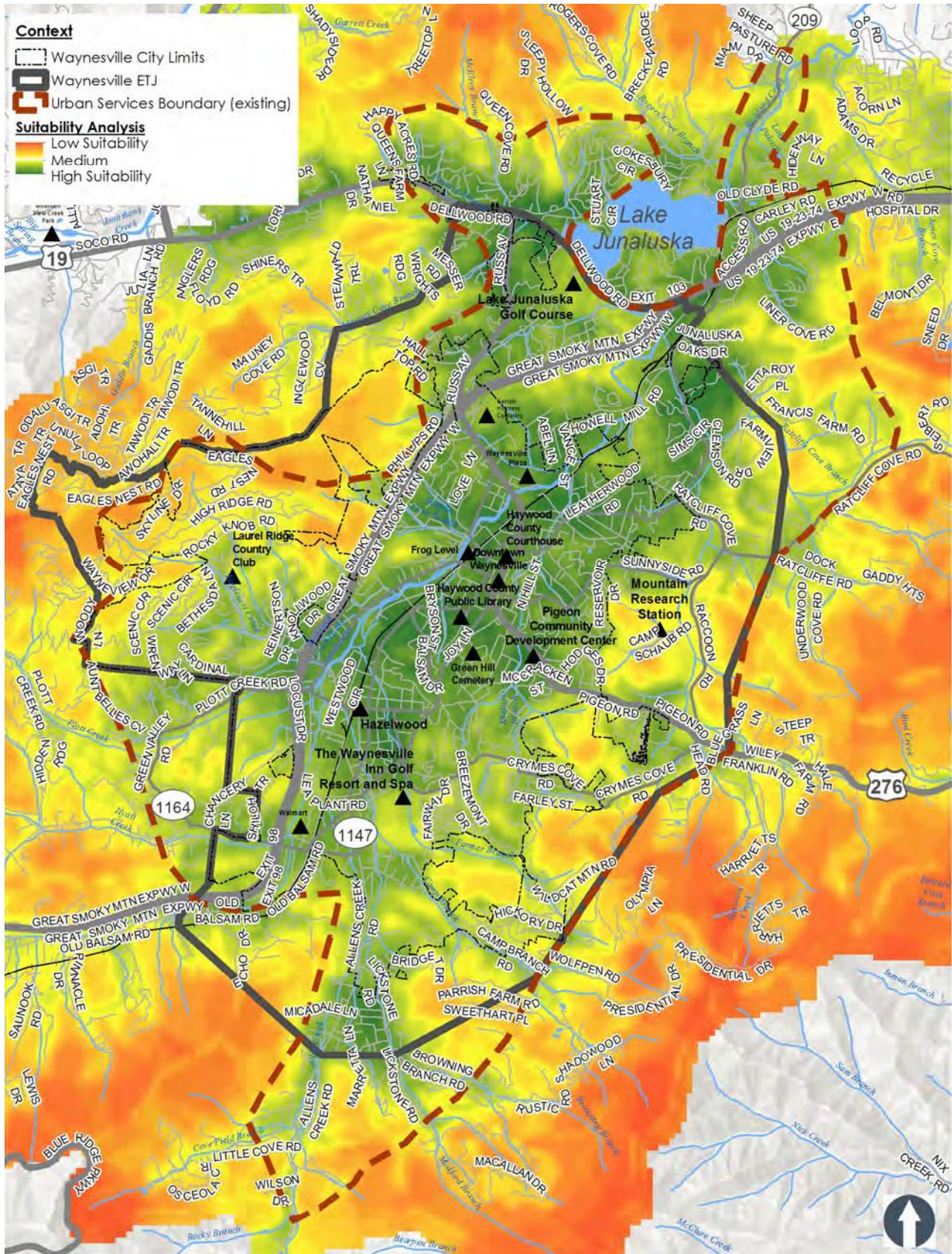
### Development Suitability Factors

The following environmental and economic factors were used to analyze development suitability.

- Identify land with concentrations of residential development
- Identify lands proximal to sewer
- Identify lands proximal to municipal limits
- Identify lands near existing commercial development
- Identify lands near schools and parks



DEVELOPMENT SUITABILITY MAP





# INFRASTRUCTURE

## Urban Services Boundary and Smart Growth

The 2002 Land Development Plan established an Urban Services Boundary (USB). The Urban Services Boundary limits “urban sprawl” and promotes infill development by establishing a planned growth area where utilities, water and sewer, and urban services will be provided. Developing in areas with existing utilities results in more efficient and cost-effective provision of infrastructure. Since the USB was established, Waynesville has not provided utilities outside of the boundary area except in special situations. These include improving resiliency of the utility system (water loops, etc.) for the NCDOT welcome center and rest area on Hwy 23/74, and for environmental reasons.

## Water and Wastewater (Sewer)

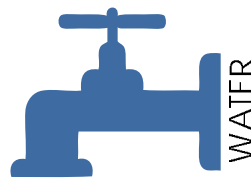
Water and sewer lines primarily fall inside the USB with some exceptions for water, as noted above. The town operates a water plant along Richland Creek with a permitted capacity of 8 million gallons per day (MGD). Average daily withdrawal is 3.45 MGD. Additional loops and connections could improve the resilience of the water system and help maintain water quality. The town also operates a sewer plant and is working with an engineering firm and the State on Capital Improvements. The plant has a permitted capacity of 6 MGD and average usage is 4 MGD.

Growth is expected along the North Russ Avenue corridor and Allens Creek Road. Both of these areas are already served by utilities, but may require upgrades depending on the amount of development and the type of infrastructure. Adequate capacity exists for additional industrial development and for infill development in the downtown area.

Topographical constraints are inhibiting factors when providing water and sewer infrastructure and much of the service area has slopes exceeding 25%. Topography is also a benefit in that most areas drain toward existing gravity sewer lines so the town has been able to provide sewer service without a need for pump stations, resulting in fewer capital expenditures to replace stations.

Looping and connecting water lines is an important industry-standard practice that ensures chemicals added to drinking water are effectively disbursed. Water lines that are not interconnected require more flushing, as the added chemicals will no longer be effective after long periods of inactivity.

### WATER AND SEWER USAGE AND CAPACITY



G

TOWN'S PERMITTED CAPACITY  
3.45 MGD IS AVG DAILY USE

G

CURRENT CAPACITY OF EXISTING  
INFRASTRUCTURE

G G



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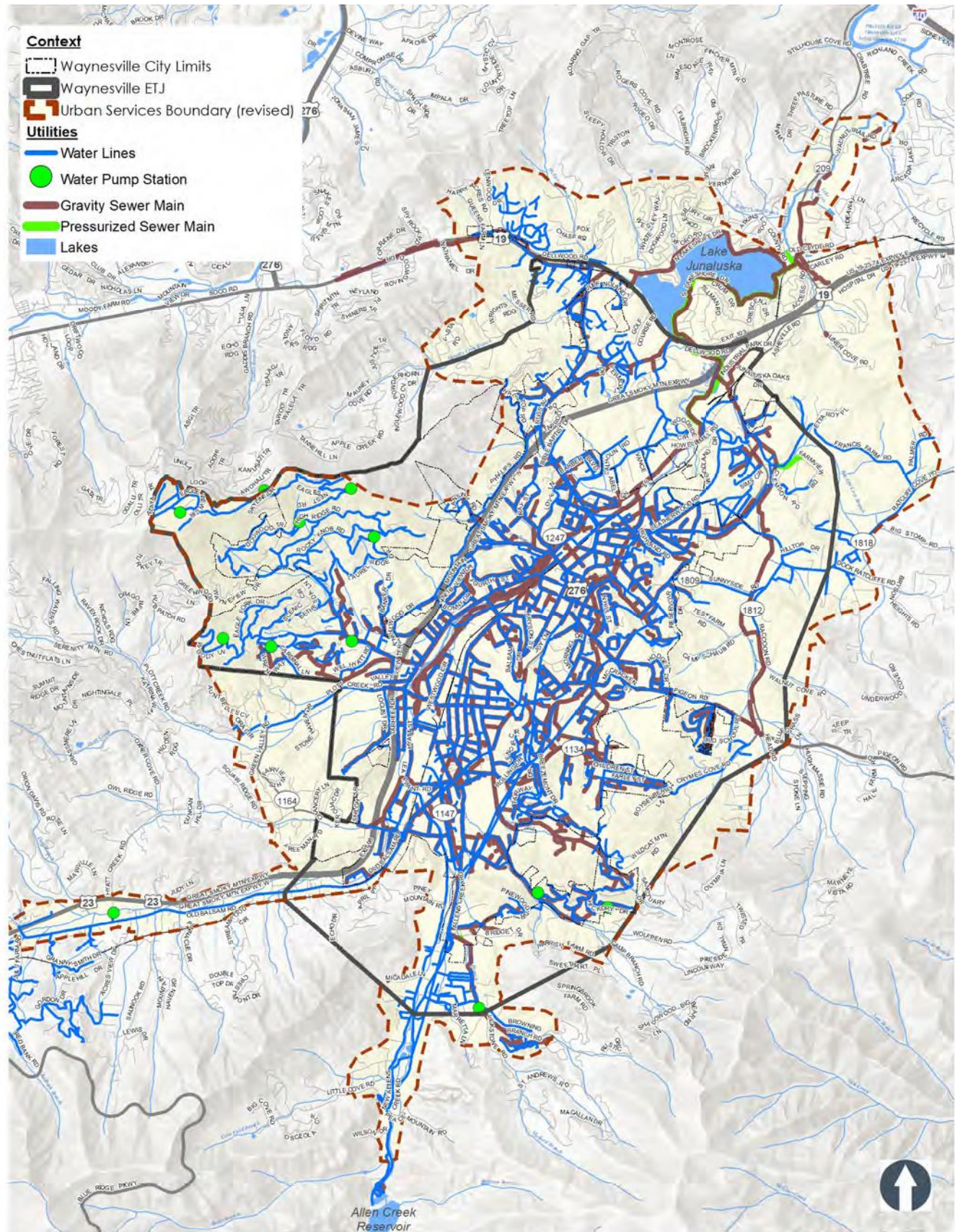
WASTEWATER TREATMENT  
CAPACITY  
6 MGD AVG DAILY USE

0

PUMP STATIONS  
IN THE SEWER  
SYSTEM



### URBAN SERVICES BOUNDARY AND SYSTEM MAP





## Transportation System

The Town of Waynesville is expected to continue to grow, accompanied by more people driving along its roads and in search of more convenient ways to travel. The Town is a member of the French Broad River Metropolitan Planning Organization (FBRMPO) which provides regional transportation planning services and is within the NC Department of Transportation Division 14. Waynesville strives to meet the Smart Growth principles of creating walkable neighborhoods and in providing a variety of transportation options that accommodate all users – from freight to transit, to automobile to pedestrian, cyclists and wheelchair dependent people. Because Waynesville is constrained environmentally by the Richland Creek watershed and mountainous terrain, it maximize capacity of existing local and state rights-of-ways to promote accessibility and efficiency.

Since the 2002 Comprehensive Plan, the Town has worked with the FBRMPO and NCDOT on corridor studies to improve existing infrastructure. North Main, South Main and Russ Avenue Plans have resulted in significant roadway improvement projects being funded that will improve safety and roadway capacity:

(U-5888) roadway re-alignment and conversion of intersection to a roundabout at North Main and Walnut Street;

(U4712) roadway improvement, access management and partial widening of South Main Street between downtown and Hyatt Creek Road

(U-5839) roadway improvement, access management and widening of Russ Avenue from the Expressway to Main Street which is also designated US Highway 275.

Waynesville also is studying roadway improvement on Russ Avenue from the Expressway to Dellwood Road, and along Brown Avenue in front of the Waynesville Middle School (U-5548), and working with Haywood County and the Tourism Development Authority to improve directional or “wayfinding” signage.

In 2010, the Town completed a Comprehensive Pedestrian Plan which identified goals for pedestrian connectivity and greenways. Each year through Powell Bill, local general funds, and grants and local fundraising, the Town implements portions of the plan with construction of greenways and sidewalks. In 2017, the Town completed the greenway feasibility study for the Richland Creek Greenway from Will Hyatt Road to the Recreation Center, and in 2020 is continuing trail alignment from the Recreation Center to the Industrial park, connecting to Lake Junaluska. This positions Waynesville's greenway system to connect to regional planning efforts to develop a multi-jurisdictional trail system known as the “Hellbender.” For more information on Waynesville's transportation planning efforts see the Appendix.



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## Solid Waste Management

The Town of Waynesville's Public Services Department provides curbside waste and recyclable pickup service on a weekly basis to residential customers and public areas. Commercial waste services include dumpster collection. Waste is transferred to the White Oak Landfill which is owned and operated by Haywood County. Mixed recyclables are collected in blue bags available for purchase at grocery and retail stores. Items accepted for recycling include aluminum and steel cans, paper, cardboard boxes, plastic bottles, glass and used electronics. Yard waste is collected on the first full and third week of the month. Sanitation Services operates a vacuum truck for leaf collection in the fall from mid-October to mid-January each year. Street debris cleaning also is important to keep storm drains clear and is part of the Town's main goals for stormwater management.

## Stormwater Control

The Town operates a municipal separate storm sewer system (MS4) that is regulated under the Environmental Protection Agency's Stormwater Phase II Final Rule. The Town has implemented a stormwater ordinance that requires the management of post-development stormwater runoff to meet state and federal requirements. The ordinance protects water quality and is targeted at managing and minimizing effects of development by implementing controls to erosion and sedimentation and requiring the completion of stormwater Best Management Practices (BMPs) in new development and redevelopment projects. The goal of stormwater control is to protect property that could be impacted by the quality or quantity of runoff caused from development, and to prevent pollutants from getting into the Richland Creek watershed.

## Broadband Internet

There is a lack of consistent access to high speed internet in some areas of Town. Broadband is essential to residents, institutions, and businesses to access and utilize online markets and resources.

Efforts to fulfill the 2002 Plan goal to make Waynesville a wired community is on-going. In late 2017, ECC Technologies held a summit assessing broadband infrastructure, gaps, and more for officials in the Counties of Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain and the Eastern Band of the Cherokee Indians. Land of Sky Regional Council also is working on a statewide "build-out map" and survey for residents of Madison, Buncombe, Haywood, Henderson, and Transylvania Counties. Waynesville representation in regional discussions and efforts should continue.





**BROADBAND AVAILABILITY MAP**



The map above shows the number of fixed residential broadband providers. Though a number of providers are present in the Town of Waynesville, this map does not factor in exact location of infrastructure or cost of service provision. Source: Federal Communications Commission

## PARKS, OPEN SPACE, & NATURAL RESOURCES

Within 5 miles of Waynesville's Extraterritorial Jurisdiction (ETJ) there are over 42,000 acres of parks, public land and conservation areas. Additionally, the NC Department of Agriculture and Consumer services maintains a test farm east of Waynesville comprising nearly 400 acres.

### Parks and Greenways

Waynesville Recreation Center is the Parks and Recreation Department's most heavily used facility. The 2017 Parks Master Plan as well as the *Richland Creek Greenway Feasibility Study* represent efforts to continue the Town's commitment to providing quality recreational options.

Waynesville offers a full program of activities for all ages at the Waynesville Recreation Center and the Armory Recreation Center. The Town is also working to develop neighborhood parks such as Chestnut Park. Improving existing parks, building greenways, encouraging recreation facilities and open space in new development and improving access to local and regional parks can help improve recreational opportunities for Waynesville residents.

#### Parks and Open Space Statistics



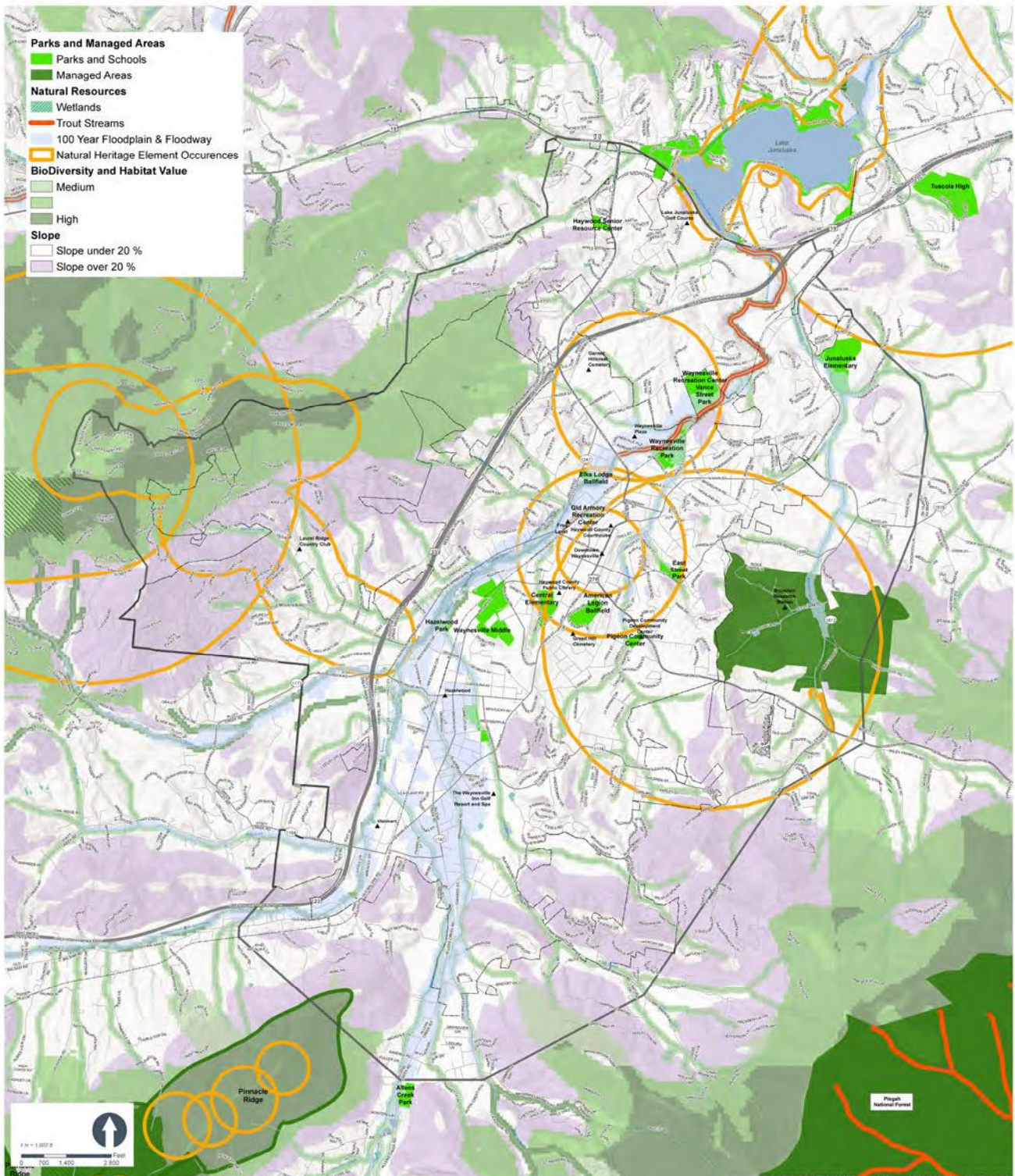
SOURCE: HAYWOOD COUNTY TAX DEPARTMENT, TOWN OF WAYNESVILLE GREENWAY FEASIBILITY REPORT, FBRMPO, NCNHP MANAGED AREAS DATASET, NCWRC



The Waynesville Greenway Trail System includes 4.8 miles of on-road and off-road greenways that link the Waynesville Recreation Center to Lake Junaluska.



# PARKS AND NATURAL RESOURCES MAP



## Natural Environment

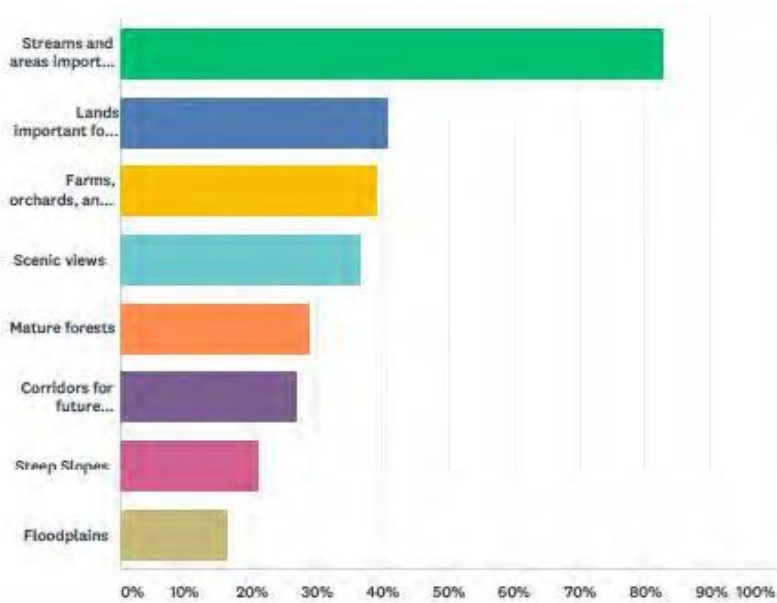
According to the NC Wildlife Commission, the western, southern, and eastern edges of Waynesville are important wildlife corridors. The area south of Waynesville is the second highest priority conservation area outside of the Great Smoky Mountains National Park.

Plott Creek, Eagle's Nest Mountain, and Pinnacle Ridge have Natural Heritage Element Occurrences (NHEOs) nearby. These areas rank high in biodiversity and are likely home to rare species. Pinnacle Ridge, is a designated Natural Heritage Natural Area (NHNA). These are the best examples of natural habitats that remain in the state. In and around Waynesville, endangered species include the northern long-eared bat, the eastern hellbender, the southern pygmy salamander, as well as the northern saw-whet owl.

Conservation should be made a priority and special care taken when development takes place in these areas. Specific policy recommendations on preserving Waynesville's natural resources can be found in Chapter 5.

Additional environmental resources include agricultural lands, forested views, Raccoon Creek, Richland Creek (a state-designated trout stream), and nearby Lake Junaluska (to the north) and Lake Logan (to the southeast) are both used by residents for recreation.

Preservation Priorities



Responses to the survey conducted as part of the plan indicate that there is a preference for preserving streams and areas important for water quality, lands important for habitat and biodiversity, farms and working agricultural lands and scenic views.

**There are 36 Natural Heritage Element occurrences and 3 designated Natural Heritage Natural Areas near Waynesville.**

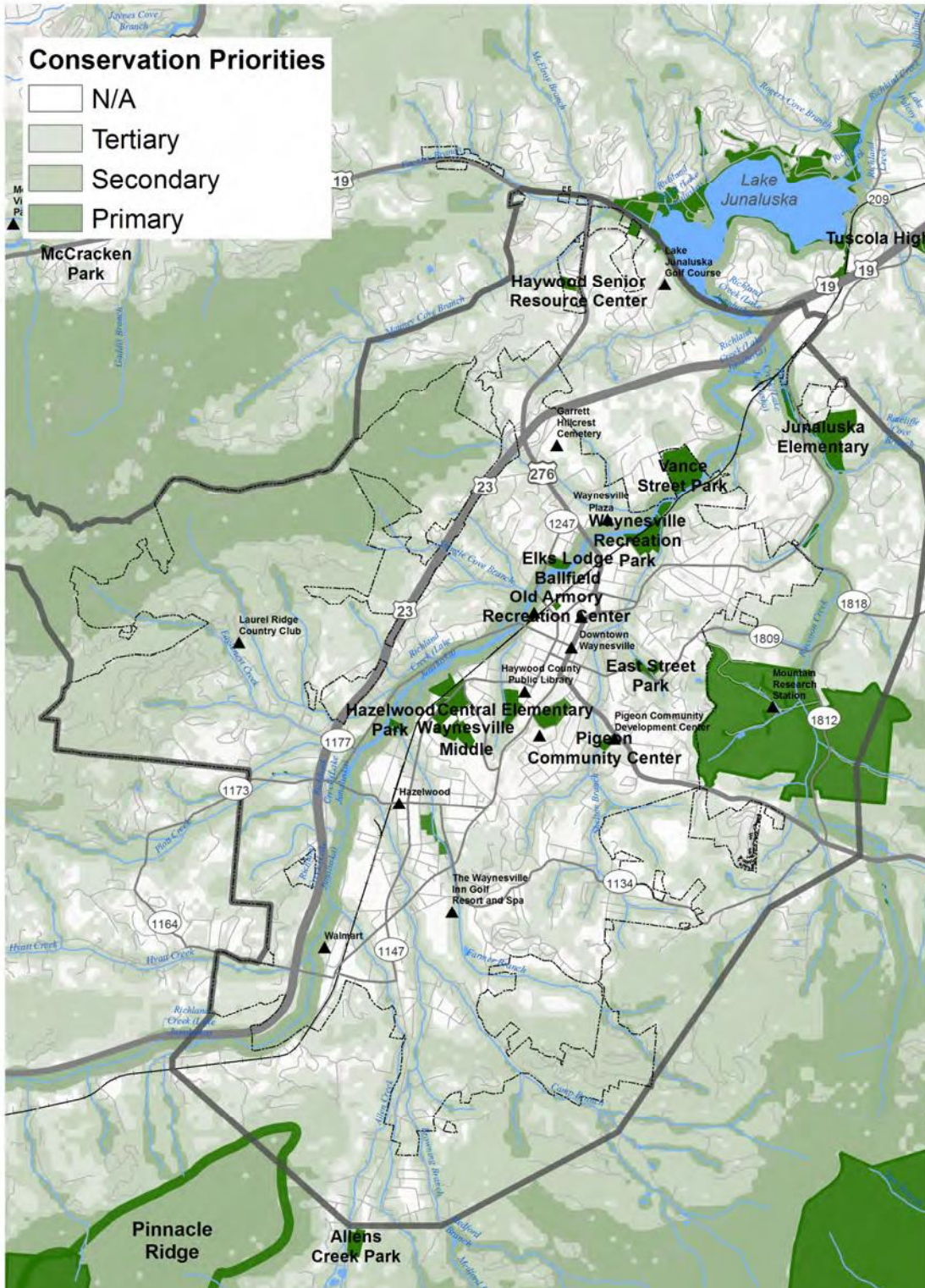
(Source: NC Conservation Planning Tool, Within 2 miles of Waynesville's ETJ)



Northern Saw-Whet Owl  
Source: NCWC



**CONSERVATION PRIORITY AREAS**



Conservation Priority Areas (CPA) show valuable areas where lower density development should be clustered away from and respectful of environmentally sensitive areas and important natural views. These areas can overlap with land that is identified as available or undeveloped and could become resources for stormwater and floodplain management or an amenity in new development.



## HISTORIC & CULTURAL RESOURCES

Culturally, Waynesville is known for its history, music, dance, crafts and visual arts that connect its residents to the Appalachian Mountains. Waynesville's current comprehensive plan notes the importance of preserving the Town's heritage through historic preservation and the promotion of its cultural resources.

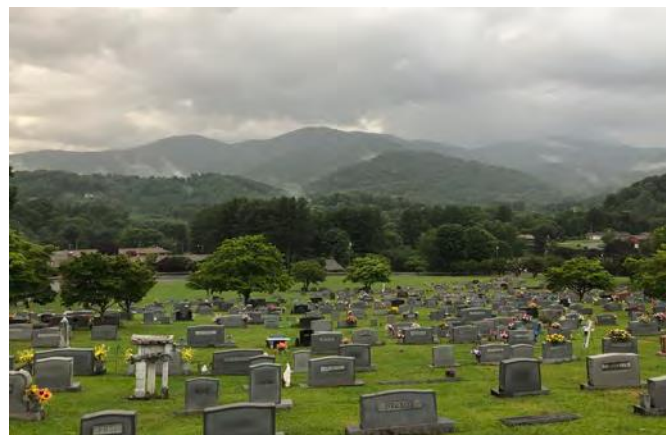
Waynesville has a rich history that dates back to 1809 when Colonel Robert Love, a veteran of the Revolutionary War, deeded 17 acres to create a County seat for Haywood County in a community known as "Mount Prospect." He named the new town Waynesville in honor of Mad Anthony Wayne. By the mid-1800s Waynesville was a center for tourism and trade. William Holland Thomas was born in Waynesville in 1805 and became the legal agent and "white Chief" of the Cherokee, served as a North Carolina State Senator from 1848-1860, and formed the Thomas Legion which was the largest single military unit raised in North Carolina during the Civil War. The last recorded shot of the Civil War was fired on May 9, 1865 in Waynesville. Waynesville was incorporated in 1871 and became known as the "Gateway to the Smokies" with a rich architectural fabric of inns, boarding-houses, neighborhoods and the commercial areas of Frog Level and Main Street. In 1995, the Towns of Hazelwood and Waynesville merged into one community.

National Register Plaque  
Downtown



The Waynesville Historic Preservation Commission is established by Town Ordinance and the Town is a recognized Certified Local Government that meets the criteria of the 1980 Historic Preservation Act. The Commission carries out multiple responsibilities on behalf of the Town to preserve historic resources, including:

- Inventory resources (conduct surveys and studies);
- Conduct educational programs;
- Cooperate with State and Federal governments on historic preservation;
- Prepare and recommend preservation in the Comprehensive Land Use Plan;
- Recommend restoration and preservation of properties;
- Recommend Historic Landmarks; and





- Review projects involving designated historic properties and historic districts for “Certificates of Appropriateness.”

Designated historic structures and sites are scattered throughout the Town, and currently there are 4 National Register Historic Districts:

- Frog Level Historic District (2003)
- Main Street Historic District (2005)
- Spread Out Historic District (2010)
- Greenhill Cemetery Historic District (2018)

The Historic Commission works with local property owners voluntarily to pursue historic designation of sites within the Town and in coordination with the State Historic Preservation Office. They also are responsible for reviewing construction projects within historic districts or those involving designated historic properties in accordance with the Waynesville, North Carolina Design Review Guidelines which were adopted in 2013.

**NATIONAL REGISTER LISTINGS IN WAYNESVILLE**

Building/District Name	ID	Date of Listing
Boone-Withers House	HW0009	7/21/1983
Citizens Bank and Trust Company Building	HW0011	3/14/1991
Frog Level Historic District	HW0046	8/28/2003
Green Hill Cemetery	HW0634	5/31/2018
Haywood County Courthouse	HW0002	5/10/1979
Alden and Thomasene Howell House	HW0136	4/22/2003
Charles and Annie Quinlan House	HW0013	9/7/2005
Clyde H. Ray, Sr. House	HW0016	10/22/1996
Masonic Hall	HW0010	6/9/1988
Shelton House	HW0003	1/31/1979
Frank Smathers House	HW0072	7/10/1998
<b>(former) United States Post Office Building</b>	HW0012	3/14/1991
Dr. J. Howell Way House	HW0004	9/11/1980
Waynesville Main Street Historic District	HW0161	12/16/2005
Windover Inn	HW0017	01/25/2018



### NATIONAL REGISTER HISTORIC DISTRICT & INDIVIDUALLY LISTED PROPERTIES



National Register Listings are those properties included in the “National Register of Historic Places (NRHP), a federal program administered by the National Park Service. Properties must go through a nomination process and be recommended for listing by the State Historic Preservation Office and approved by the Federal National Register Committee.

#### LOCAL LANDMARKS IN WAYNESVILLE

Building/District Name, Date of Listing
Clyde Ray House, 224 Love Lane, 06-10-97
R.D. Gilmer House, Suyeta Park Drive, 06-10-97
Judge Frank Smathers House, Smathers Street, 04-14-98
Grady Honeycutt Building, 313 Depot Street, 05-09-00
Charles U. Miller House, 53 Walnut Street, 12-12-00
J.B.S. McIntosh Building, Main Street, 12-12-00
Citizens Bank and Trust Co. Building, Main Street, 05-08-01
Rotha House, Pigeon Street, 10-09-01
J.B. Henry Warehouse, 33 Commerce Street, 05-14-02
The Thomasine Woolsey Howell House, 129 Woolsey Heights, 08-13-02
The Atkins House, 421 Grimball Drive, 01-28-03
Charles and Annie Quinlan House, 274 S. Main Street, 06-07-04
The Windover Inn, 40 Old Hickory Street, 06-22-10





Local Landmarks are structures designated by the Town as historically significant and worthy of protection through local property tax credits. These properties also have to go through a nomination process and are approved by the Town's Board of Aldermen.

Historic and cultural preservation is important to Waynesville for many reasons:

1. **Economic Development:** Historic preservation protects Waynesville's unique identity and the architectural and neighborhood context that makes Waynesville a wonderful place to live and visit. Waynesville's rich inventory of historic "bed and breakfasts" and inns draw visitors for overnight stays, and the shopping districts of Main Street, Frog Level and Hazelwood are destinations because of their historic streetscape and store fronts. Heritage tourism is a growing sector of the tourism economy because it conveys a unique community identity to visitors who seek an experience they cannot find elsewhere.
2. **Quality of life:** Visitors and residents get a sense of a community's self-image through its buildings, landscapes and history. The Historic Preservation Commission has had great success with the annual Greenhill Cemetery Tour, speaker series, and other educational efforts because there is an interested audience in residents and visitors for the excellent stories that make up Waynesville's past.
3. **Sustainability:** Buildings constructed prior to the 1950s used long-lasting materials and if properly maintained may outlast more recent construction. Maintenance of existing neighborhoods and infrastructure is less costly than outward development. Rehabilitation and revitalization create jobs and tend to rely more on local labor and purchases for materials. Keeping historic buildings in use also keeps them out of landfills. Reuse and recycling of buildings and building materials is at the heart of historic preservation.



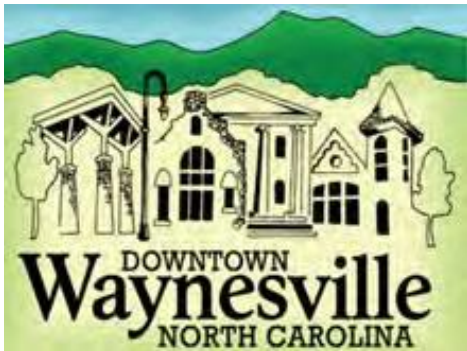
Haywood's Historic Farmers Market was established in 2008 as a producer-only market, featuring produce, meats, dairy, honey and heritage crafts sourced from Haywood or an adjacent county. Crafts featured at the market are also carried in local stores and include pottery, woodworking and other hand-made goods. The market creates a direct market between local farmers, crafts people and consumers.

## Public Art

The Town of Waynesville's Public Arts Commission consists of appointed volunteers who raise funds to integrate artwork into the streetscape of Waynesville. Public art enhances the Town's streetscape while telling the rich story of Waynesville's natural and social history. The central Business Districts of Frog Level, Main Street and Hazelwood host most of the installations, but the Arts Commission would like to extend the inclusion of art into new development and along Waynesville's gateway corridors.



## Downtown Waynesville



The Downtown Waynesville Association manages revitalization activities and events within the municipal service district that serves Main Street and the historic downtown area. The DWA was created in 1985 and qualified for the North Carolina Main Streets Program and established the municipal service district in 1986. Their goal is preserving and sustaining the social, cultural, economic and historic role of the downtown as the center of the Waynesville community. Every year the DWA organizes a variety of fun and inviting events in the downtown such as music and square dances, the Church Street Arts Festival and other festivals, the Christmas Parade, Trick or Treating on Main and other special events. DWA also works with the Town on enhancing and maintaining a beautiful streetscape that include native species, art installations, and places for the public to sit and enjoy.



Waynesville's walkable Main Street.



## FolkMoot

FolkMoot “is a nonprofit 501(c)3 organization that fosters the vibrancy of many cultures into one community. FolkMoot programs are based on cultural exchange and designed to build global relationships, foster cultural understanding and develop community prosperity.” It was founded by Waynesville surgeon Dr. Clinton Border, who saw an English folk festival while traveling, and thought such a festival would be perfect for Western North Carolina, which has its own rich history of dance. Since in 1984, FolkMoot USA has brought folk dance from all over the world to Waynesville and Western North Carolina. FolkMoot has brought dance groups from England, Germany, Holland, Ireland, Turkey, Mexico, Puerto Rico, Japan, the Netherlands, France, India, and others, over 200 countries since its beginnings.

In 2002, the FolkMoot Friendship Center was established in the former Hazelwood Elementary School, contributing to the renovation and preservation of the historic school building and expanding FolkMoot's programming. This includes local art and dance classes, international dinners, performances and other activities. FolkMoot continues its work to provide a popular festival that brings in visitors once a year, and has established itself as a local community cultural center throughout the year.

## Haywood Arts Council

Since 1977, the Haywood County Arts Council (HCAC) has supported the growth of the arts throughout the region, providing support for local creative artists and expanding opportunities for audiences, including pre-K through community college students. The Arts Council maintains a gallery and exhibition space on Main Street and offers educational programs, performances, and events that support its mission to “promote artists, art education, and innovation in art. The vision of the HCAC is a community involved in the arts.” HCAC has been the impetus for the creation of other arts organizations. The Smoky Mountain British Brass Band, Voices in the Laurel, and Haywood Crafts Associates and the Downtown Association all have roots in the Arts Council.



## HART Theatre and Historic Shelton House

Another “spin-off” organization from the Arts Council is the Haywood Regional Arts Theatre (HART) which was created in 1984. HART is now a recognized and successful community theater with two performance spaces and a restaurant. They host an annual season of plays, musicals, dinner-theater, and performing arts.

The HART Theater shares its location with the Historic Shelton House which is the home of the Museum of North Carolina Handicrafts. Built in 1875, the Shelton House was owned by Stephen Shelton who was the Sheriff for Haywood County, fought in the Civil War and was active in the civic life of Waynesville. The house was added to the National Register in 1979 as the first site in Haywood County listed in the NHRP. In 1977, the Museum of North Carolina Handicrafts was

**HART** Theatre





## EXISTING CONDITIONS

established in the house by Mary Cornwell. Today the house, barn and grounds continue to provide a collection of heritage crafts, agricultural exhibits, and connect today's crafters and artisans to the public, as well as hosts the Haywood Farmer's Market.

### Pigeon Community Multicultural Development Center

Nearby HART Theater and Shelton House, the Pigeon Community Multicultural Development Center is located in the former Pigeon Street School. The school served African-American elementary school students before desegregation in Haywood County in 1967 and is another historic property and structure being preserved and re-used by a local non-profit for the benefit of the community. The mission of the Pigeon Community Multicultural Development Center is "to strengthen harmony among the residents of our county and its communities. To achieve this we help re-establish the long standing tradition of community as family. We foster intentional inclusiveness to create a holistic quality of life. As we serve we recognize and give glory to God."



Today, the Center hosts after-school programs and a summer enrichment program for children, dinner for seniors, programs for veterans, and exercise and other classes for everyone. The Board and Executive Director Lin Forney provided leadership in researching, documenting and sharing the history of African-Americans' contributions to the history of Waynesville and its economy and development.

These organizations support and contribute to a wealth of local artists, businesses and performers that are vital to making Waynesville the special community that it is.



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# APPENI



**APPENDIX A: SURVEY  
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# APPENDIX A: SURVEY ANALYSIS



## Public Policy Institute

### Western Carolina University 2018 Waynesville Strategic Planning Survey Report

The Public Policy Institute (PPI) of Western Carolina University was contacted by the town of Waynesville, NC, to review survey data provided by the town. This survey was administered online by the town and open to the public at large. While the PPI was not involved in the data collected, we are happy to provide this summary of the 368 responses to the survey.

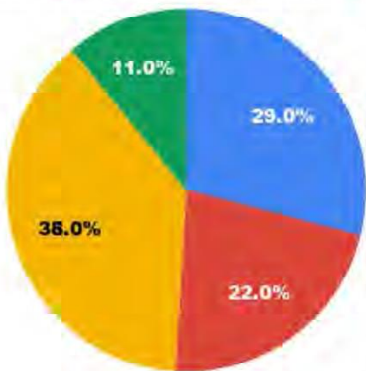
#### I. SURVEY METHODS & SAMPLE DEMOGRAPHICS

Working with Jackie Turner of Stewart (a planning, design, and engineering firm with offices in Raleigh, Durham, and Charlotte), Waynesville opened an online survey to the public as part of its strategic planning process. Respondents completed several items including demographic questions, such as their age, income, and length of residence, and substantive questions about their opinions on the needs in the town, future development, and other planning issues.

Of the 368 respondents to the survey, the plurality of respondents (40%) were above 60 years-old, 28% were between 30 and 44, and 25% of respondents were between 45 and 59. A smaller group, about 6%, were under 30 years-old. The three largest respondent-groups based on income included 67 respondents (18.4%) that reported earning between \$100,000 and \$149,999, another 66 respondents (18%) reported earning between \$50,000 and \$74,999, and the third largest group (54 residents or 14%) reported earning between \$25,000 and \$49,999.

**Length of Residency for Year-round Respondents**

1-5 years    6-10 years    11-20 years    21+ years



As to residency, the clear majority of respondents (over 91% or 292 respondents) reported living in Waynesville for more than six months a year. Twenty-six respondents reported living in town for less than six months a year. For those living in the area for more than six months a year, the largest number (38%) had lived in the area between 11 and 20 years, another 29% for less than five years, 22% between 6 and 10 years, and 11% for 21 years or more, as displayed in the figure to the left.



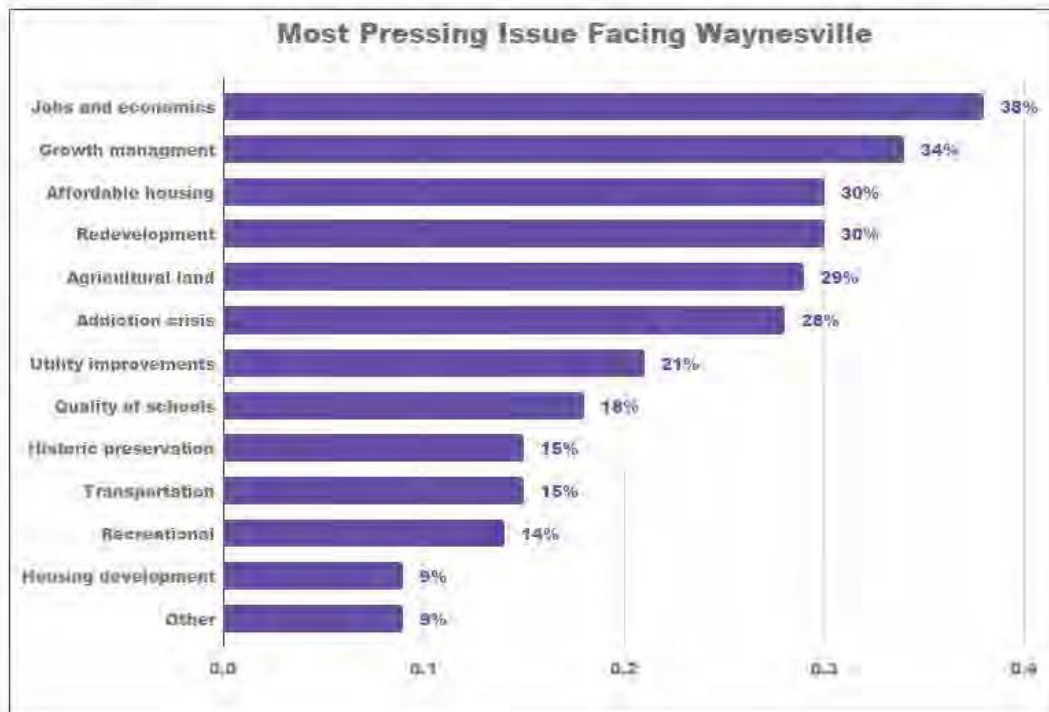


## II. SURVEY RESULTS

The survey asked many substantive questions including what is the most pressing issue facing Waynesville, where and what types of growth should be the focus of the Town, types of housing that should be promoted, and issues about services and infrastructure.

### A. Pressing Issues

Respondents were asked to select what they believe to be the most pressing issue facing Waynesville. For this question, respondents had the option of selecting three choices from a list of 11 potential issues or the respondents could write in an issue if it was not included in the predefined list. As displayed in the bar graph below, the issue most often selected by respondents was jobs and economic growth, which was selected by 38% of all respondents. Other often selected categories included growth management and controlling urban sprawl (34%), affordable and workforce housing (30%), redevelop distressed commercial and residential properties (30%), protection of agricultural lands and open spaces (29%), and addressing the addiction crisis (28%).



Thirty-five respondents selected something other than the issues provided in the predefined list and wrote their own issue. These 35 answers varied greatly without a clear trend and some were rephrasing of an issue on predefined list, such as one respondent that wrote in “addressing the issues of addiction.” Overall the top six “pressing issues” may be of importance as over one-fourth of the respondents listed these in their choice of three.

**B. Growth, Development, & Housing**

Several questions for respondents targeted issues of economic development, town growth, and housing. Respondents were asked where residential development and growth should occur from a list of six predefined choices or the respondent could select “other” and write an open-ended response. Respondents could select as many answers as they wanted. As the table to the right displays, most respondents felt that growth should occur away from sensitive environmental resources (66%), where infrastructure already exists (63%), and in parts of towns ready for redevelopment (60%). The open-ended responses to this question varied greatly for the 40 respondents that wrote something other than a predefined category and there was not a clear trend

Area for Growth	Number	Percentage of Respondents
Away from Sensitive Environmental Resources	244	66%
Where infrastructure (water & sewer) exists	213	63%
In Sections of Town Ready for Redevelopment	222	60%
Near Existing Shopping and Services	138	38%
Other	40	11%
Anywhere/Everywhere	33	9%
Near Major Intersections	32	9%

Two other questions asked about the preferred types of affordable or workforce housing that should be promoted and what types of residential neighborhoods a respondent favored. For both of these

questions respondents were provided with pictures representative of different types of housing and neighborhoods of various densities. For the workforce/affordable housing question, respondents selected one choice from five different pictures of varying housing types. These photos included representations of single-family housing, manufactured homes, less dense apartments, denser multi-floor apartments, and townhomes. Most respondents (247 or 68% of all respondents) selected small, single-family housing as the preferred type. The accompanying picture is displayed to the left.



*Photo example provided in the survey of “Small Single-Family Housing”*

Concerning residential neighborhood density, respondents were offered a selection of three photos of three different neighborhood types. The respondents could select one of the photos as their preferred type of neighborhood for new residential development. Most respondents (198 residents or 54% of all respondents) selected the photo representing a medium density residential neighborhood. Almost one-third (118 respondents or 32%) selected the photo depicting a “very low density residential” neighborhood and the other 14% of respondents (49) selected a photo displaying a “traditional town grid,” which was denser. The photo example of the top choice (“medium density residential”) is displayed below.



*Photo example provided in the survey of a "Medium density residential" neighborhood. "Small Single-Family Housing" selected by most (54%) of survey respondents*

### C. Limiting Development & Protection of Open Spaces

Several questions also asked respondents about their opinions on protecting open spaces and limiting development. One question asked respondents whether they agreed or disagreed that sensitive natural areas should be protected from development. A majority (63%) "strongly agreed" that natural areas should be protected, while another 24% "agreed" with this statement. Eight percent indicated they were "neutral" to protecting sensitive areas and about 4% either "disagreed" or "strongly disagreed" that sensitive natural areas should be protected.

Respondents were also asked what types of areas should be protected, if any. Respondents could select up to three areas that the respondent felt should be preserved or conserved for open spaces by Waynesville. A large majority of respondents (83%) said that streams and areas important for water quality should be protected. The three other highest areas deemed in need of protection, as indicated by the table below, included areas important for habitat and biodiversity (41%), agricultural areas (39%), and scenic views 37%.

Type of Area to Protect	Number	Percentage of Respondents
Streams and Areas Important for Water Quality	306	83%
Lands Important for Habitat and Biodiversity	151	41%
Farms, Orchards, and Working Agricultural Lands	145	39%
Scenic Views	136	37%
Mature Forests	107	29%
Corridors for Future Greenways and Trails	100	27%
Steep Slopes	79	21%
Floodplain	61	17%

Respondents were also asked which one type of open space they most wanted to protect from development and were provided photo examples of each type of open space. There were seven predetermined types of areas that the respondents could choose from in their answer. The three most often selected open areas deemed worthy of protection included "streams / rivers" (33%),

“ridgeline” (27%), and “woodland” (19%). The example photos from the survey are included below:



*Photo example provided in the survey of a “stream/river”*



*Photo example provided in the survey of “woodland”*



*Photo example provided in the survey of a “ridgeline”*

**D. Infrastructure Focus**

Residents were also asked which three public services they thought should be of the highest priority. The respondents were provided a list of eight services or infrastructure items and were allowed to pick the three that they believed were of the highest priority. As the table below displays, almost

Services of the Highest Priority	Number	Percentage of Respondents
Parks, Greenways, Trails	179	49%
Public Safety (Police, Fire, EMS)	173	47%
Roads and Transportation	157	43%
County Schools (K-12)	154	42%
Open Space Preservation	142	39%
Water and Sewer	126	34%
Broadband Service	105	29%
Affordable/Subsidized Housing	66	18%

half (49%) of respondents included parks, greenways, and trails in their top three services or infrastructures of importance. Forty-seven percent of respondents indicated that public safety services were important, 43%

included roads and transportation, and 42% included county schools.



### E. Open-ended Responses

Lastly, two open-ended questions were included asking respondents what they valued most about Waynesville and another place to add any additional feedback to the Waynesville staff and elected officials. The PPI staff reviewed all the comments in these two sections and categorized each response to look for general trends. Some of the responses covered more than one category, so the numbers presented in the tables below do include multiple responses and thus the percentages may add up to more than 100%.

In total 337 respondents left a comment on what they liked best about Waynesville. When asked this question, 49% of those that left a comment noted that they most appreciated the “small town feel” of Waynesville. For example, one respondent commented on “The small-town environment and the beauty of the location” as what was most liked. Others commented that town is a good mix of small town with amenities, such as one respondent that wrote that Waynesville had “small town charm” with “a lot of conveniences of a larger city.” Other respondents (22%) noted the geographic location as ideal, such as one person that liked the “views around every bend.” Others (15%) also stressed the importance of the downtown area, as one person commented they liked Waynesville’s “vibrant downtown, shopping areas and it’s a smart growth community.”

<b>What Respondents Like Most about Waynesville</b>	<b>Number</b>	<b>Percentage of Respondents to This Question (337 Total)</b>
Small Town Feel	165	49%
Geographical Location	73	22%
Downtown	50	15%
People	39	12%
Other	37	11%
Safety	16	5%
Quality of life	17	5%
Weather	13	4%

As to the final open-ended question concerning other feedback, 216 people took the time to add some comment. The statements were wide ranging but common issues mentioned in this area include the need to develop urban standards and limit urban sprawl (70 respondents), the need for more parks and public areas (24 respondents), and the need for improved roads (21 respondents). Again, these topics varied greatly and we encourage those interested to review the open-ended comments.

## Community Strengths

In response to the open-ended question: *what respondents value most about Waynesville*, the response was as follows.

“...49% noted that they most appreciated the “small town feel” of Waynesville. One respondent commented on “The small-town environment and the beauty of the location” as what was most liked. Others commented that town is a good mix of small town with amenities, such as one respondent that wrote that Waynesville had “small town charm” with “a lot of conveniences of a larger city.” Other respondents (22%) noted the geographic location as ideal, ... “views around every bend.” Others (15%) also stressed the importance of the downtown area -- “vibrant downtown, shopping areas and it’s a smart growth community.”

## Community Concerns

“Respondents were asked to select what they believe to be the most pressing issue facing Waynesville. With three choices from a list of 11 potential issues, the issue most often selected by respondents (38%) was jobs and economic growth. Other selections included growth management and controlling urban sprawl (34%), affordable and workforce housing (30%), redevelop distressed commercial and residential properties (30%), protection of agricultural lands and open spaces (29%), and addressing the addiction crisis (28%).”

The survey also included one open-ended question which allowed respondents to address concerns and provide additional comments for Town staff and the project team. Out of 216 responses, 70 included a comment that stated a need for urban standards and to limit urban sprawl.

## Community Preferences

The visioning workshop and online survey both contained visual preference exercises related to design, aesthetics, recreation, housing, density, and more. When asked the preferred type of affordable, workforce housing, or low-to-moderate income housing, attendees primarily selected two-story detached single-unit dwellings as their preferred style with two-story attached single-unit dwellings as the next preferred style of residential development. Denser, multi-family apartment complexes received almost no votes as the preferred style of low-moderate income housing.

On the survey, over 68 percent of respondents selected small, single family homes as their preferred affordable or workforce housing type. Quite a distance behind were townhomes (14.92%), workforce housing duplexes/quadplexes (10.5%), apartments (4.14%), and manufactured homes (2.21%).

Very low density residential was the most preferred density/ neighborhood development type, with over 54 percent of respondents making that selection. Following closely behind was medium density residential (32.33%). A traditional, town grid-type development was selected the

**PREFERRED AFFORDABLE/  
WORKFORCE HOUSING 68.23%**





least frequently (13.42%).

For town center/infill housing, attendees overwhelmingly preferred small, craftsman-style bungalow visuals over single-family dwellings more suburban in appearance or dwellings with

### PREFERRED INFILL DEVELOPMENT TYPES

Town Infill - Commercial



Town Infill - Housing



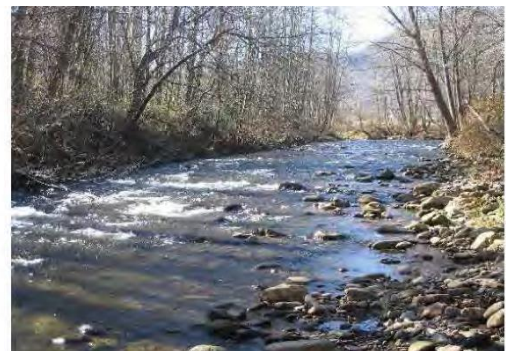
less square footage. Single-story garden apartments received the second highest number of votes based on visual preference for town center/infill housing.

When asked about goals for housing, respondents selected “Provide different housing types including traditional single family, multi-family, nontraditional units that include rental and for sale units” as a preferred recommendation over “Provide affordable housing options” and “Provide housing options for aging in place.”

A disconnect seemed to exist among Workshop attendees regarding how to define low-to-moderate income housing and the implications for creating more affordable housing stock in Waynesville. Additionally, many attendees seemed concerned about the possible construction of public housing and/or Section 8 dwellings and not only confused the two but also perpetuated misconceptions about how such programs operate. The community profile of Waynesville and Haywood County housing appears in Chapter 3, where there also is an explanation of the differences in housing classification.

With regard to open space conservation, streams/rivers was the type of open space respondents chose most frequently to protect from development. That was closely followed by ridgelines (26.8%), woodlands (19.06%), farmland (11.05%), undeveloped land at the edges of town (7.46%), and orchards (2.49%).

### OPEN SPACE TO PROTECT



## APPENDIX B: TAPESTRY SEGMENTATION PROFILE

Below are descriptions of the most popular geodemographic groups in Waynesville. "Tapestry is a geodemographic segmentation system that integrates consumer traits with residential characteristics to identify markets and classify US neighborhoods. Neighborhoods with the most similar characteristics are grouped together, while neighborhoods with divergent characteristics are separated. Internally homogeneous, externally heterogeneous market segments depict consumers' lifestyles and life stages. Tapestry Segmentation combines the "who" of lifestyle demography with the "where" of local geography to create a classification model with 67 distinct, behavioral market segments."

Source: <https://doc.arcgis.com/en/esri-demographics/data/tapestry-segmentation.htm>

### SMALL TOWN SIMPLICITY

The Small Town Simplicity group makes up 44.3% of Waynesville's population. They are both young families and senior householders that have community ties. They live a down to earth and semi-rural lifestyle, with television for entertainment and news. Emphasis is on convenience for both young parents and senior citizens. Common hobbies are those such as online computer games, renting movies, indoor gardening, and/or hunting and fishing. Finances are kept simple and debt is avoided—1 in 4 households is below poverty level.

#### KEY TRAITS:

Median age: 40.8 ~ Median household income: \$31,500 ~ Average household size: 2.26 ~ 67% have high school diploma or some college ~ labor force participation rate lower at 52%

#### THE NEIGHBORHOOD:

Small towns or semi-rural neighborhoods mostly outside of metropolitan areas.

Homes are a mix of older single-family houses, apartments, and mobile homes. Half of all homes are owner-occupied.

Median home value is around \$92,300, about half the US median

Half of householders are aged 55 years or older and households are predominantly single-person.

44.3%

Of Population in  
Waynesville







## ROOTED RURAL

This group makes up 18.2% of the population in Waynesville. Many residents live in many of the heavily forested regions of the country, this group is heavily concentrated in the Appalachian mountain range as well as in Texas and Arkansas. Nearly 9 of 10 residents are non-Hispanic white. This group enjoys time spent outdoors, hunting, fishing, or working the garden. Family time is also important: time watching TV with a spouse or with pets is spent. These communities are heavily influenced by religious faith, traditional gender roles, and family history. They like to buy American made products.

### KEY TRAITS:

**Median age: 45.2 ~ Median household income: \$42,300 ~ Average household size: 2.48 ~ Do-it-yourself mentality ~ Thrifty shoppers than use coupons frequently and buy generic goods ~ Far-right political values on religion and marriage**

### THE NEIGHBORHOOD:

80% of homes are owner-occupied and are primarily single family.

Market is dominated by married couples, few with children

A high proportion of the housing stock is for seasonal use

Homes values are

**18.2%**

Of Population in  
Waynesville



## RURAL RESORT DWELLERS

Rural Resort Dwellers make up 14.2% of the Waynesville population. They are a small market that survived through the Great Recession. Many are located in areas where the change in seasons supports a variety of outdoor activities. Many workers in this group are postponing retirement or returning to work to maintain their current lifestyles. They have simple tastes but are very passionate about their hobbies.

### KEY TRAITS:

**Median age: 54.1 ~ Average household size: 2.22 ~ close to retirement**

### THE NEIGHBORHOOD:

Housing is owner-occupied, single family homes, with some mobile homes

Strong market for second homes; over half of the housing units are vacant due to a high seasonal vacancy rate.

42% of households consist of married couples with no children, 28% of households are single person

**14.2%**

Of Population in  
Waynesville



## OLD AND NEWCOMERS

The Old and Newcomers group make up about 12.9% of the population in Waynesville. The focus of this group is more on convenience than consumerism. Composed of neighborhoods in transition, populated by renters who are just beginning their careers or retiring. Folks in this group are still in college or taking adult education classes. They support charity causes and are environmentally conscious.

### KEY TRAITS:

**Median Age: 39.4 ~ Average household size: 2.12 ~ 31% have a college degree ~ Lower unemployment rate at 5.1% ~ Median household income: \$44,900 ~ Labor force participation rate of 62.6%**

### THE NEIGHBORHOOD:

Metropolitan city dwellers

Predominantly single households with a mix of married couples with no children

55% of homes are renter-occupied

45% of housing units are single-family, 45% are multi-unit buildings in older neighborhoods, built before 1980.

**12.9%**

Of Population in  
Waynesville



## MIDLIFE CONSTANTS

Midlife Constants are about 5% of the population in Waynesville. This group is seniors, at or approaching retirement, with below average labor force participation and above average net worth. Located predominantly in metropolitan areas, but also live outside the central cities in smaller communities. Their lifestyle is more country than urban.

### KEY TRAITS:

**Median Age: 47 ~ Average household size: 2.31 ~ Median household income: \$53,200 ~ unemployment lower at 4.7% ~ prefer to buy American and natural products ~ 63% have a high school diploma or some college**

### THE NEIGHBORHOOD:

Older homes (most built before 1980) found in the suburban periphery of smaller metropolitan markets.

Primarily married couples, but a growing share of singles.

Settled neighborhoods. Residents have lived in the same house for years.

Single-family homes, less than half still mortgaged.

Median home value of \$154,100

**5%**

Of Population in  
Waynesville





## APPENDIX C: TRANSPORTATION PLAN ASSESSMENT

In order to maintain the quality of life for which Waynesville is recognized while supporting future growth, the Town must plan for future transportation needs.

The railroad helped connect Waynesville to the rest of the region in the early 1900s and created opportunities for agriculture, forestry and tourism. The downtown area, and the Frog Level commercial area, became the center of transportation for the town. As the automotive industry took hold and North Carolina's roadway network expanded, the railroad declined in importance, and development began to expand to new corridors and more distant residential tracts. By 1950, passenger train service to Waynesville was discontinued. Today, Waynesville's proximity to Interstate 40 and the Great Smoky Mountains Expressway (Hwy 23/74) is more important than its connection to the railroad, with easy links to Asheville, Knoxville, and Atlanta; making it a very convenient location for regional travel.

The Town works with NCDOT to plan improvements on major thoroughfares so that projects met the needs of the community overall. The Town conducted corridor studies for North Main, South Main and Russ Avenue which informed the NCDOT designs. The studies promote connectivity, support active modes of transportation and encourage streetscape that is aesthetically pleasing. Subsequent meetings facilitated by the Town on the Russ Avenue project have resulted in changes to NCDOT designs that decreased the proposed footprint of roadway improvements through the Spreadout Historic District (along Walnut Street) and to extend sidewalk north of the Expressway. Similar efforts for North and South Main Street have produced new gateway elements, roundabouts and medians and improved sidewalk connectivity and landscaping.

Similar efforts to design streetscapes for South and North Main Street have produced new gateway elements (e.g. roundabouts, medians) and improved pedestrian connectivity and accessibility.

Meanwhile, the Town is determined to turn existing greenway plans into reality, extending the greenway on a parallel track along Richland Creek to create



NCDOT is developing a number of new roundabouts along Waynesville's Main Street, working with the community to develop the most appropriate design alternative for each site. These can serve as attractive and efficient gateways.

a backbone for a bicycle and pedestrian network. As property and funding become available, the Town is constructing trail segments in a concerted effort to develop this multimodal corridor. The Town is also active on a regional level, participating in the Haywood County Greenways Council and supporting regional trail connections with Buncombe County and other localities. Regional trail initiatives of Land-of-Sky Regional Council and the Southwestern Commission present on-going opportunities to connect Waynesville with other communities, to the benefit of residents, businesses, and visitors.



New sections of the expanding Richland Creek Greenway are designed for both functional transportation and recreation uses. They highlight the scenic appeal of the creek and its tributaries, while connecting to parks, neighborhoods, and the town's sidewalk system.

The Town completed an ADA Self-Assessment & Transition Plan, whereby all municipal buildings were analyzed by a third party to see if any changes were necessary to improve accessibility for all users, especially those with disabilities. These efforts continue making sure that Waynesville is a Town that everyone can enjoy. A complete sidewalk network allows for effective movement throughout the Town, but is ultimately only functional if people can safely access their destinations.

Haywood County has developed a wayfinding sign system with variations on a consistent theme for each Town in the County.



Wayfinding signs can reinforce an area's defining history and culture. These signs will feature different animal motifs for each community, with an elk for Maggie Valley, a cardinal for Clyde, a bear for Canton, and a plott hound for Waynesville.

The Town of Waynesville has endorsed the design and is looking forward to improved motorist and pedestrian directional orientation that comes from a distinct and effective wayfinding sign system. Wayfinding signs also give districts and destinations a much-needed boost, and help the public find parking, improve traffic flow, and ease the transition between car, pedestrian, and transit use.

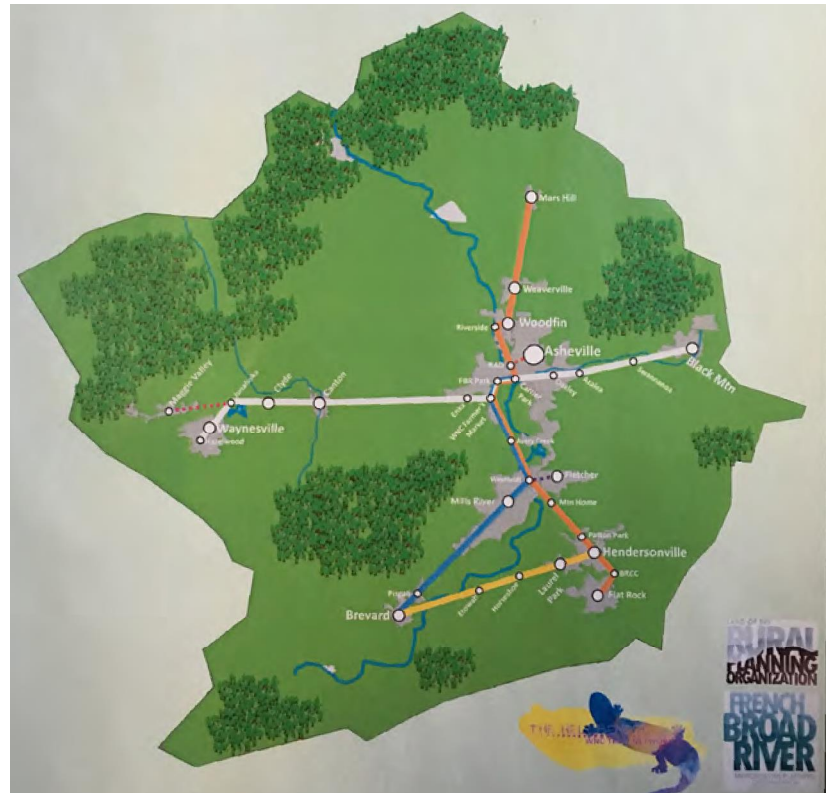
To implement the greenway feasibility study, the Town is planning trail alignments strategically, identifying path orientation in cooperation with landowners, available rights-of-way or unopened rights-of way, and where the trail can connect with neighborhoods, commercial centers, schools and parks.



The plan should spur economic investments throughout Waynesville, providing residents, developers, and entrepreneurs with opportunities to leverage this connectivity for economic opportunity. In addition, trail development will create areas for streambank restoration and public access to Richland Creek and its tributaries as part of watershed management.

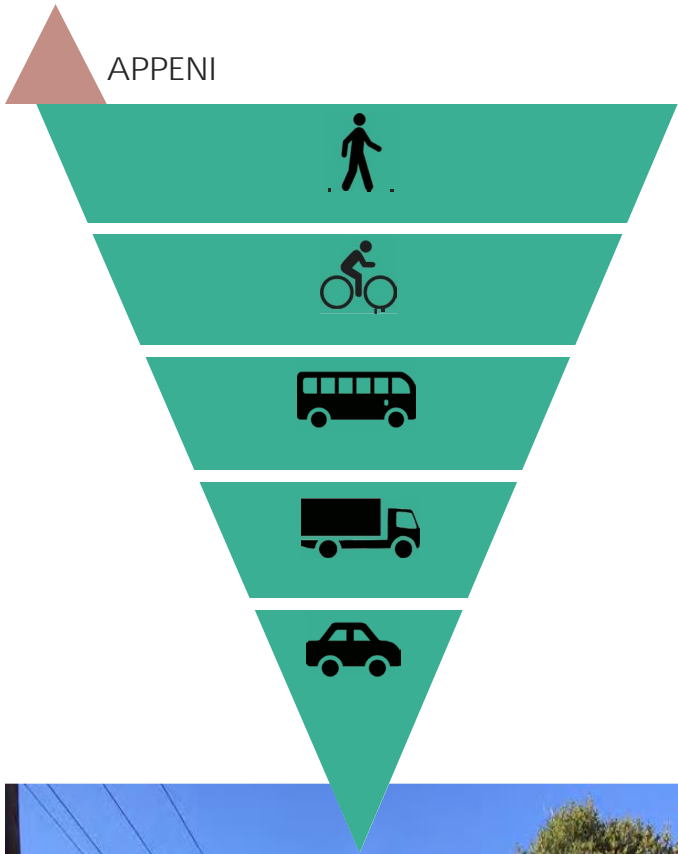
The success of Waynesville's greenway system may influence support for additional trail connections and further investment in other projects like the Pigeon River Greenway, the Lake Junaluska trail, and even a regional trail system that could connect multiple counties. This will take continued initiative, championing, financing, commitment and partnership so that greenways continue to be considered in overall transportation planning.

Waynesville is well-positioned to further develop its active transportation environment. A robust sidewalk network and local support for bicycling can translate to improvements in connectivity and accessibility. Bike lanes, sidewalks and trail connections are part of the Russ Avenue, North Main and South Main roadway improvements, and sidewalk infrastructure is being expanded in accordance with the 2010 Pedestrian Plan through both Town Powell Bill investments and NCDOT programming. The 2013 Comprehensive Haywood County Bicycle Plan lays out recommendations for on-street and off-street bicycle infrastructure improvements.



The town may see increase interest in transit and in emerging trends. Haywood Transit, a program of Mountain Projects, Inc. is working with the French Broad River MPO to implement fixed-route service that will provide scheduled mobility around Waynesville and Canton with connections to Buncombe County and Asheville. Reliable service to employment centers and neighboring towns can improve residents' economic prospects and help relieve roadway congestion at peak hours. Electronic scooter companies that allow users to rent scooters in urban areas are seeking new markets as trail, sidewalk and bicycle infrastructure is developed in urbanizing areas. Such new modes of travel will require consideration in regulation, design, and parking as they emerge. However, they can also alleviate parking demand and serve a wide range of citizens and visitors.

Waynesville is situated at the western terminus of the long-term regional vision for trail connectivity in WNC known as the Hellbender Regional Trail Network. Linking the Town's greenways to a broader system will enable bicycle commuting, recreational tourism and "trail town" economic development, and new races and events.



Many of Waynesville streets are two lanes, with a sidewalk along one side. The Town should make sure that drivers are adhering to the 20mph speed limits to maintain these streets' safety and functionality.

Transportation in Waynesville twenty years from now might look different than it does today. The NCDOT widening of the Smoky Mountain Expressway, sections of I-40, and Jonathan Creek Road will enable more efficient freight movement around Waynesville and keep commuter traffic moving. Meanwhile, automated vehicles (AVs) could offer improvements to efficiency and safety, and enhance regional transportation networks. As NCDOT projects on South Main and Russ Avenue are completed, Waynesville's roadways and intersections will be much safer for all users, which is the ultimate goal. New roundabouts limit conflict points, center medians require safer turning movements, and pedestrians will have shorter crossings and sidewalks that meet state standards and ADA requirements.

As the Town invests in new transportation projects, safety and accessibility are primary objectives, enabling safe connections to schools, parks, and all that the community has to offer. Multimodal accommodations and connections should always be considered in design, recognizing that diversified transportation options give people choice in their movement and benefit the entire community.

Roadway corridors are also gateways into Waynesville's commercial and residential areas. The Town desires to integrate landscaping, wayfinding signage, and other treatments to create entry features. The Arts Commission would like to identify opportunities for public art installations within transportation corridors and at gateways into Town.



## 2035 French Broad River MPO Long-Range Transportation Plan (LRTP)

The 2035 French Broad River MPO Long-Range Transportation Plan (LRTP) in effect for Haywood County includes a significant element related to pedestrian and bicycle transportation, including several references to policy initiatives at the state and federal level. Chapter 3 focuses on pedestrian and bicycle usage and crash statistics throughout Buncombe, Haywood, and Henderson Counties and references to various funding programs.

Tier II projects (2016-2025) include:

\$1 million for region-wide projects including signs, shared lane markings, and bicycle lane striping.

\$7 million for region-wide bicycle and pedestrian elements of highway projects.

\$1.8 million for region-wide infrastructure improvements to provide bicycle and pedestrian access to transit.

Tier III projects (2026-2035) include:

\$10 million for implementation of municipal/county bicycle, pedestrian, and greenway plans.

\$6.5 million for repaving and widening of rural roads to accommodate bicyclists and pedestrians.

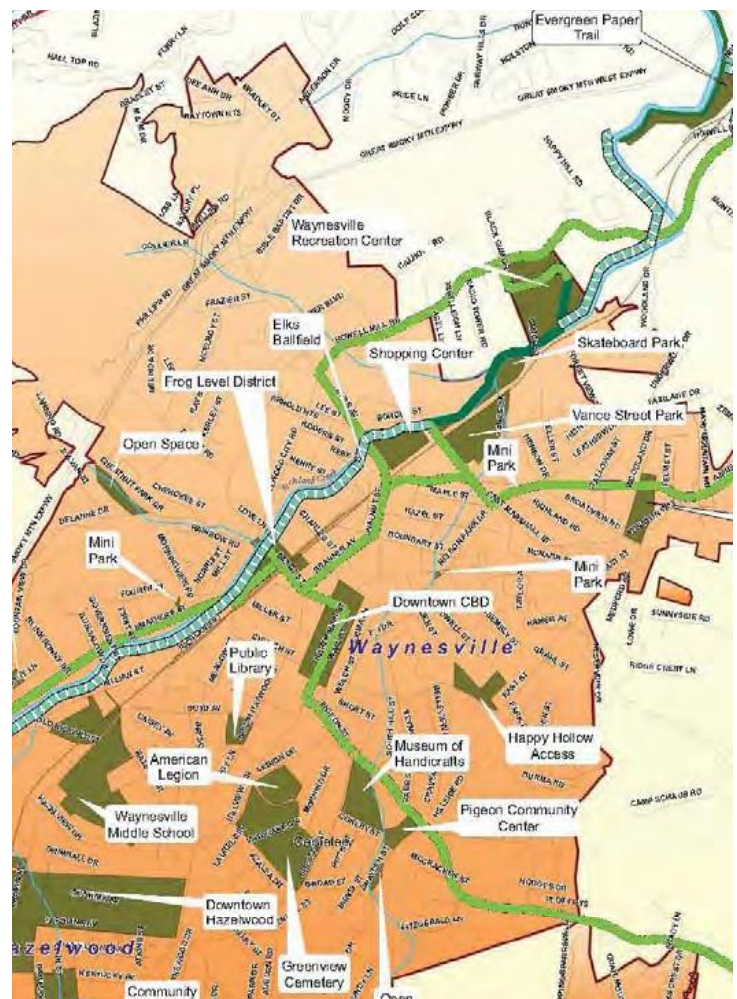
\$1 million for bicycle signage, sharrows, and bike lanes.

## Comprehensive Pedestrian Plan (2010)

The Waynesville Comprehensive Pedestrian Plan focuses on providing convenient, safe pedestrian access while linking neighborhoods to destinations and promoting a sustainable and vibrant lifestyle.

Key recommendations from the Plan include:

- Support Safe Routes to School (SRTS) efforts to educate and expand infrastructure.



Source: 2010 Comprehensive Pedestrian Plan

The 2010 Comprehensive Pedestrian Plan recognized the value of greenways and recommends that the Town of Waynesville actively acquire ownership interest in properties within floodways along corridors planned for greenway expansion.



- Extend Richland Creek Greenway and consider expansion along Raccoon Creek.
- Develop and implement a plan to remove sidewalk obstructions, improve sidewalk maintenance, add missing sidewalk links, and provide end-of-trip amenities at major destinations that incorporates public art.
- Adopt regulations that require developments to incorporate sidewalks along pedestrian corridors and require dedication of right-of-way as needed.
- Require sidewalk construction on both sides of thoroughfares and arterials and one side of local residential streets as well as require sidewalk and/or greenway connections between adjacent businesses.
- Improve safety and aesthetics to create a more pedestrian-friendly environment through improved signaling and markings, design improvements, wayfinding, and development of urban design standards.
- Invest in more distinguished wayfinding signage along the greenway and surrounding roads to inform residents and visitors of access points and general information.

## **Bike in Beds: How to Maximize Bicycle Tourism in Haywood County and WNC (2015)**

In 2015, the Haywood County Tourism Development Authority (TDA) and Southwestern Commission developed *Bikes in Beds: How to Maximize Bicycle Tourism in Haywood County and WNC*, in an effort to capitalize on the rapidly changing and growing bicycle tourism industry. The report states that “While there are no greenways in Western North Carolina that have the same draw as the Virginia Creeper Trail in Virginia or Swamp Rabbit Trail in South Carolina, there is some potential to attract low stress riders. Each community should work toward developing facilities and strategies to attract all types while capitalizing on their unique attributes for specific bicyclists.”

The report lists the economic benefits of bicycle tourism and lists several recommendations:

A greenway connecting Waynesville to Canton, which it estimates could attract thousands of visitors to Haywood County each year and generate up to \$1 million in annual tourism expenditures, serving as a regional attraction for visitors. Families and other groups looking for low-stress cycling excursions without vehicle traffic would enjoy the trail. The cost of constructing the proposed Haywood County greenway is estimated at \$9 million, but could result in increased property values.

Mountain bike trails. The mountainous terrain and large amount of public land in Haywood County provide potential for the development of additional high quality trails that can attract visiting mountain bikers. There is a large network of Forest Service roads in the region that could be promoted to attract the growing number of cyclists looking for gravel road rides and gravel grinder events.

A Scenic Bikeways program to fuse recreation, transportation, and the economic benefits of bicycle tourism.



### US 276—Pigeon Road / Cruso Road

Short-/Long-term investment Estimated Cost: \$1 - 47 million \*

**Context:** Route is a two-lane route through rolling terrain from Waynesville to Bethel, with a mix of residential, commercial, and agricultural uses. From Bethel, US 276 winds its way to the Blue Ridge Parkway.



Length: 6.5 - 13.5 miles

**Influences:**

- Downtown Waynesville
- Bethel Community & Schools
- Blue Ridge Parkway connection
- Connections to other recreational routes
- Campgrounds

**Recommendations:** *Short-term*—add share the road signs & climbing shoulders where possible between Waynesville & Bethel. *Long-term*—FBRMPO long-range plan identifies 6-mile \$47 million project from Waynesville to NC 215.



US 276—Pigeon Road was consistently mentioned as one of the corridors that presents the most challenges for bicyclists in terms of feeling safe next to high-speed traffic on a narrow two-lane road.



### US 276—Russ Avenue

Short-term investment Estimated Cost: \$22+ million \*

**Context:** The Russ Avenue corridor study recommended bicycle lanes from US 23/74 to downtown Waynesville for this commercial corridor. Cross street improvements were not evaluated for bicycle facilities.



Length: 5.9 miles

**Influences:**

- Connectivity between Maggie Valley & Waynesville
- Commercial land uses along Russ Avenue
- Local street connections to greenway & parks
- Need for various Complete Streets components identified in corridor study

**Recommendations:** *Short term* FBRMPO Long Range plan identifies 2016-2025 as timeframe for corridor study implementation (\$22 million). *Long-term*—Conduct similar study from US 23/74 to US 276 / US 19—Dellwood Road.



A corridor study for US 276—Russ Avenue identified several improvements, including the addition of bicycle lanes, a completed network of sidewalks, landscaped medians and local street / parking area connectivity.



The Haywood County Bike Plan recommended improvements to the primary corridors through Waynesville. NCDOT is planning for bike lanes along Russ Avenue, which should address some of these concerns, as well as some concerns about intersection safety.

80% of survey respondents in Haywood County support greenways that connect parks to schools.

### US 23 Business: S. Main Street—Waynesville

Short-/Long-term investment Estimated Cost: \$21 million \*

**Context:** Route is under study for section between Ninevah Road and US 23/74 interchange. The corridor consists of neighborhoods and commercial uses from downtown Waynesville to shopping centers at US 23/74.



Length: 2.2 miles

**Influences:**

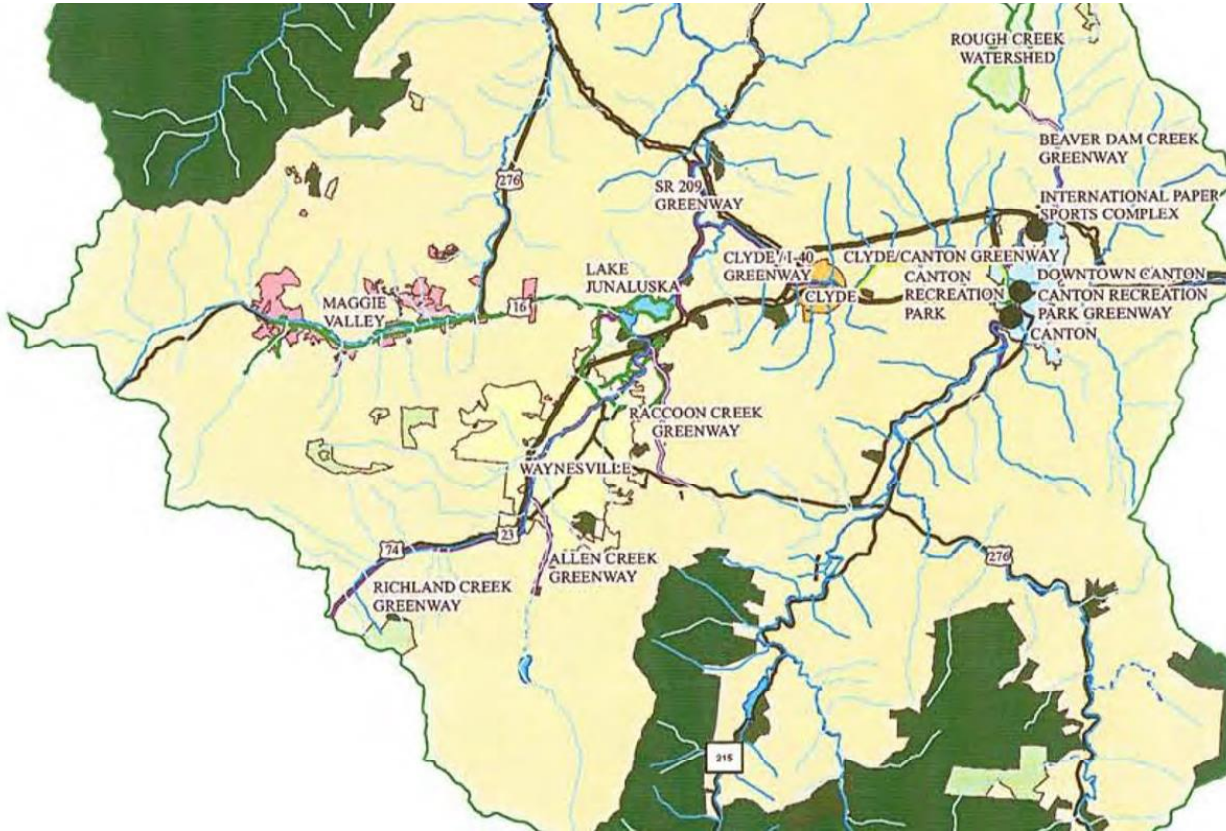
- Downtown Waynesville & Hazelwood
- West Waynesville shopping district
- Connections to recreational routes, Haywood Hub & Blue Ridge Parkway (State Bicycle Route 2)
- Railroad tracks & Allens Creek.

**Recommendations:** *Short-term*—Add Share the Road signs & designate as bicycle route. *Long-term*—Install bicycle lanes consistent with NCDOT Complete Streets cross section for Urban/Suburban Main Street (Urban/Suburban Avenue if 4 lanes).



US 23 Business—S. Main Street is under analysis for potential improvements from Ninevah Road to the US 23/74 interchange, which is a busy street with numerous commercial driveways and turning conflicts.





The Haywood County Parks & Recreation Master Plan highlights several possible locations for future greenways, including Allen Creek, Richland Creek, Raccoon Creek, and SR 209 in Waynesville.

## MountainElements: A MountainWise Health Impact Assessment for Western North Carolina

This 2015 eight-county health impact assessment (HIA) is designed to help the region share success stories and evaluate proposed planning and policy actions around the built environment, with recommendations based on the region's context and heritage. The goal of the project is to merge planning with health, focusing on economic growth, job creation, mobility, access to nature, creating healthy conditions for citizens of all ages and abilities, and making sure future generations have a place to grow and prosper.

One of the HIA's seven major themes is that "active transportation can improve physical activity rates . . . [and] making walking, bicycling, and transit use accessible increases physical activity and participation."

Priority recommendations include:

- Linking recreational opportunities to communities via active transportation networks - connecting parks, rivers, and greenways.

- Ensuring new development constructs adequate active transportation infrastructure.





Collecting baseline count information for pedestrians and bicyclists around key areas for future comparison.

Secondary recommendations include:

Educating children about active transportation benefits and laws.

Ensure NCDOT follows ADA and AASHTO guidelines with all roadway projects.

*The continued push toward improving infrastructure for active transportation, like walking trails and bike lanes, will incentivize biking and walking, thereby increasing physical activity rates and the associated health benefits.*- Mountain Elements Health Impact Assessment (2015)

## GroWNC

This plan highlights the goal of increasing transportation choices and providing for non-motorized transportation as a means to accelerating the economic potential of the region.

Support watershed protection efforts that preserve the integrity of the region's critical watersheds (i.e. sustain and enhance water quality) by establishing, restoring, and promoting streamside protection areas.

Direct growth to areas where transportation infrastructure exists, preserving key ecological corridors that could accommodate greenways, which serve as recreational and transportation corridors.

Identify areas throughout the region for targeted infrastructure investments.

Ensure the region remains a premier destination for recreation and tourism.

Coordinate with NCDOT and FBRMPO to improve pre-NEPA environmental screening of transportation projects.



GroWNC states that “bicyclists can coexist with other modes on the road, and additional facilities are not always necessary or appropriate. However, adding facilities can improve safety and increase bicycle use throughout the region,” and that “the presence of sidewalks is less likely in areas further from downtowns, and rural areas often lack any pedestrian facilities. Even in areas with pedestrian infrastructure, gaps in the network, connectivity and access issues, substandard design, and poor maintenance is often a problem.”

Key transportation recommendations include:

Improve pedestrian and bicycle connectivity between neighborhoods and community destinations. This was the second-most important outcome of GroWNC overall, an “ingredient critical to achieving a number of other desired outcomes, including many not directly associated with transportation.”

Use the MPO/RPO process to advance pedestrian and bike priorities and increase funding levels for pedestrian and bike projects in the TIP.



Expand pedestrian and bicycle data collection. Assess current gaps, barriers, safety hazards, and usage.

Retrofit existing neighborhoods and commercial centers to include safe pedestrian facilities. Include these facilities in new developments as well.

Preserve and improve existing pedestrian and bicycle facilities to create safe routes to transit centers, bus stops, schools, and other key community destinations. Identify and eliminate gaps, barriers, and safety hazards.

Enhance coordination of ongoing greenway planning and implementation.

Improve communications between NCDOT and local communities on greenway and bicycle plans as well as planned road improvements.

Identify local funding sources to support bicycle and pedestrian needs.

Work with NCDOT on better pedestrian/bicycle integration through implementation of state and local complete street policies.

Increase the amount of secure bicycle parking in commercial centers.

Include a public health component in local comprehensive, land use, and transportation plans.

## Opt-In Regional Vision

The Southwestern Commission, in partnership with the Appalachian Regional Commission and the NCDOT, produced a regional vision for seven WNC counties. Opt-In was predicated on evaluating the regional utility of a major highway corridor and calls for the development of compact downtowns with a variety of transportation choices including biking and walking.

The Opt-In Vision states that “existing roads should be made more pedestrian friendly through the addition of sidewalks, bicycle lanes, crosswalks, good lighting, and other amenities. Traffic calming, tree planting, and landscaping initiatives can also create a safer and more pleasant experience for pedestrians and bicyclists. On-street parking, reduced building setbacks, and sidewalk shops can also improve the pedestrian experience.”

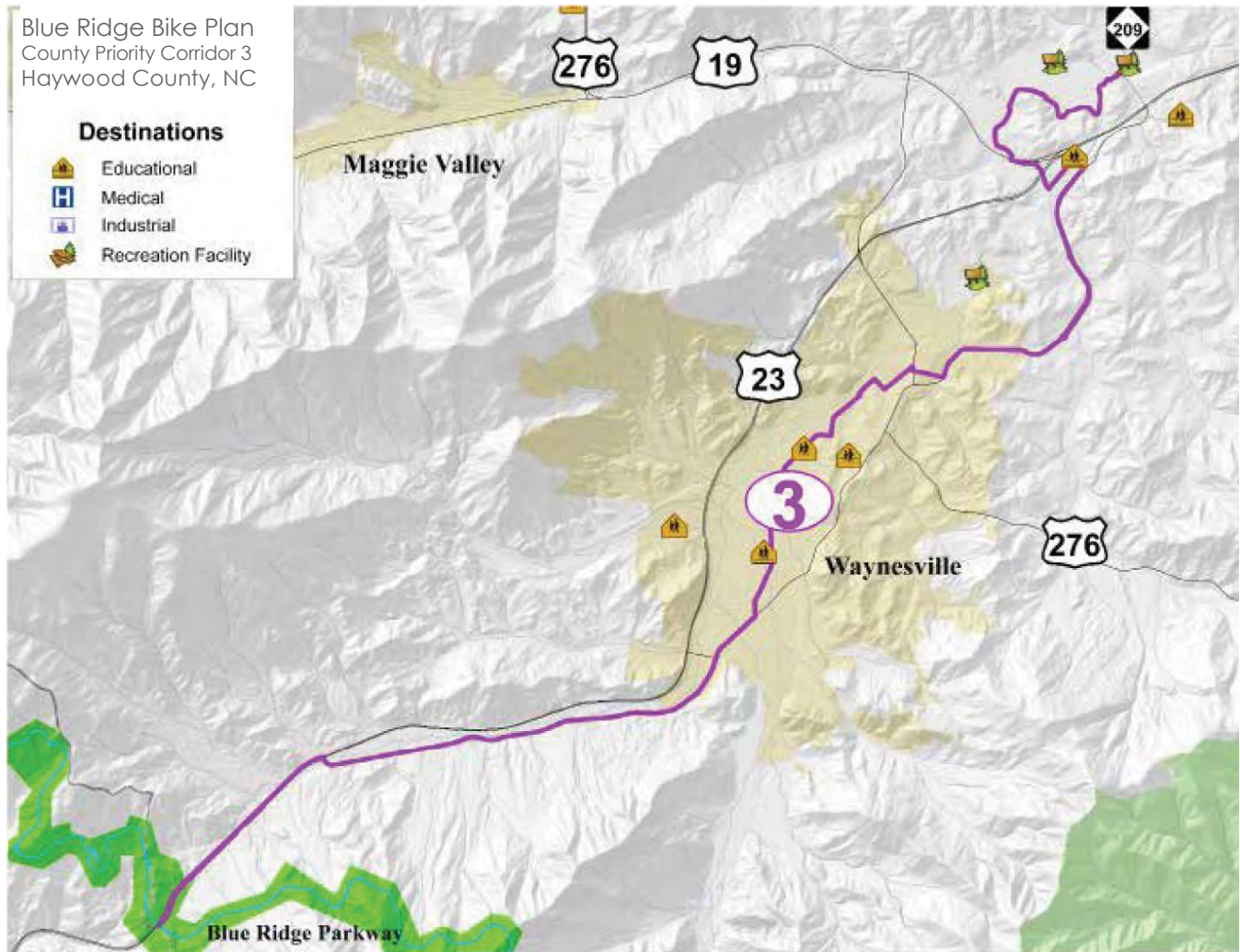
For the region, there exists a strong consensus that it is important to increase walking, biking, and public transportation choices within existing towns. This is seen not only as a quality-of-life issue but also as a way to increase the towns’ vitality and their ability to attract younger talent to the region, thus linking transportation with land use and economic priorities.

The Opt-In Vision also supports incorporating NCDOT Complete Streets Design Guidelines in town transportation plans, ensuring streets enable convenient, comfortable, and safe travel and access by those walking, bicycling, driving automobiles, riding public transportation, or delivering goods.

Ongoing implementation of trails and greenways “should be a priority to position the region as a leader in recreation and wellness.” Towns should prioritize pedestrian and bikeway projects for funding through the French Broad River MPO.

## Blue Ridge Bike Plan (2013)

This plan was developed by the Land of Sky Regional Council for a seven-county region and the municipalities within them. This planning effort was developed to address safety, connect



The Blue Ridge Bike Plan identified this corridor as a priority for bicycle improvements, suggesting that a main arterial with adequate bicycle facilities could function to connect residents and the region to their destinations, and catalyze overall functionality of the system.

destinations, address dangerous roads and intersections, and develop recommendations communities can use to improve conditions.

Relevant recommendations included:

- Develop a 12-mile on-road route that runs through downtown Waynesville and connects the Blue Ridge Parkway to Lake Junaluska
- Form bike advocacy groups in each county
- Support bicycle parking through ordinance requirements
- Organize Bike-to-Work events
- Develop and implement local greenway plans





## Roadways Overview

Many of Waynesville's roads are in good condition and the Town is appropriately connected via a system of state- and Town-maintained streets that navigate the mountainous terrain. Most streets branch out from the primary corridors of US Route 276 and US Route 23 Business, whose crossings form the heart of Waynesville. The Town has some congestion during peak rush hours, but the current system functions well. With recent changes to Howell Mill Road and Asheville Road, NCDOT has demonstrated a commitment to improving these key accessways. NCDOT has also designed roadway improvements for several more streets in Waynesville, including Russ Avenue and South Main Street.

Russ Avenue is a five lane undivided roadway with a continuous two-way left turn lane. It is well-used during business hours, but patterned with multiple driveways, which has a dramatic effect on traffic operations due to the absence of any access control. These driveways serve to increase congestion, lower level of service, and decrease safety.

The improvements slated for Russ Avenue mostly entail access management and new bicycle lanes. The new configuration will be a 4-lane, curb and gutter roadway with turn lanes at key intersections, and a landscaped median along the majority of the road. All new NCDOT construction will incorporate accessible curb ramps and minimum sidewalk widths. The new bike lanes are not buffered or protected, however, which will limit people's perception of safety and discourage most riders from using the facility.



















## 2018-2027 NCDOT State Transportation Improvement Program (STIP).

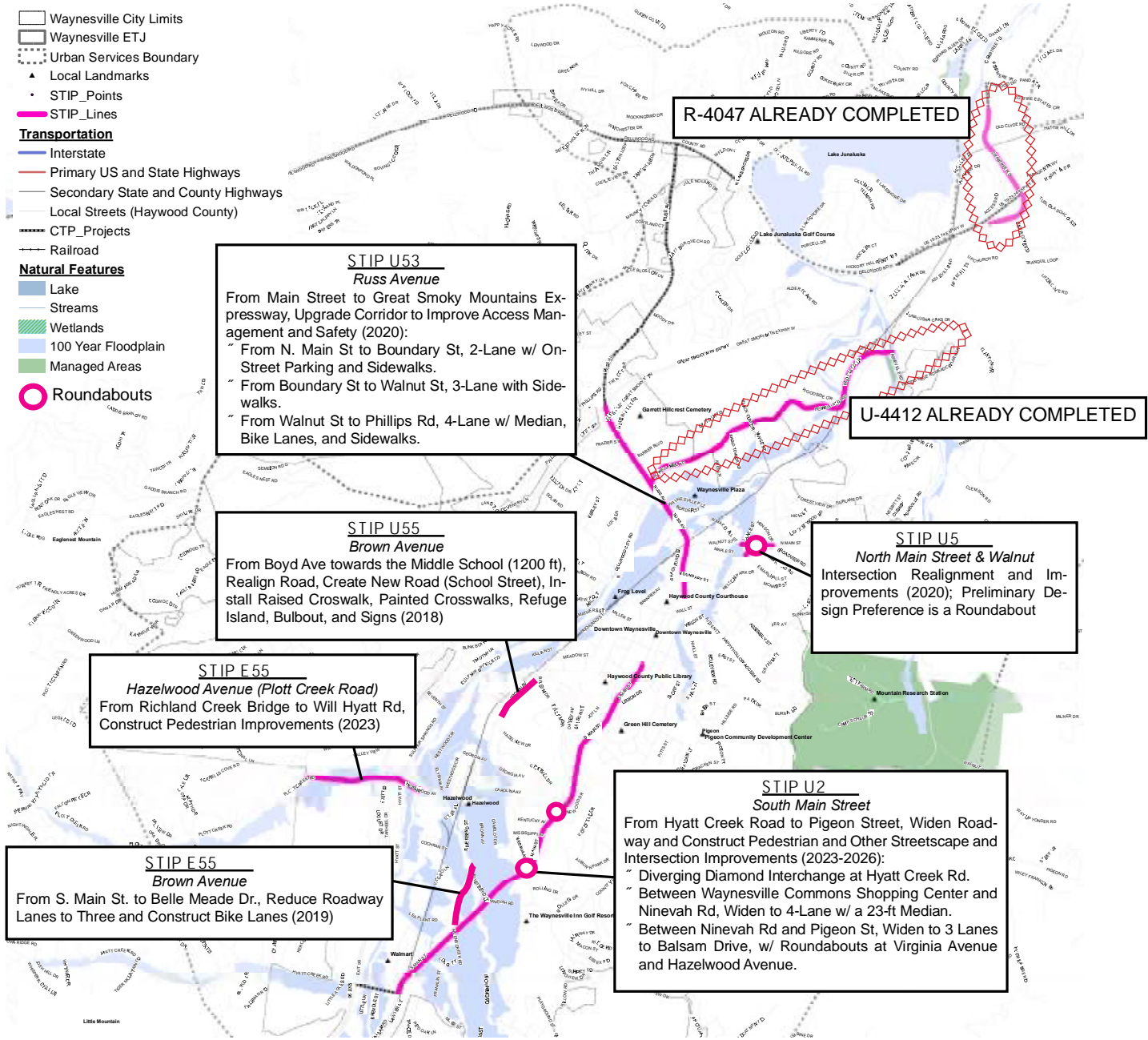
The North Carolina Department of Transportation's STIP is NCDOT's data-driven, multi-year schedule for its transportation projects. A community's project(s) may be included in the STIP after the community scores projects against NCDOT goals. Projects in the STIP include highway, bridge, public transit, bike, pedestrian, railroad, and other improvements.

The NCDOT projects for Haywood County mostly include bridge replacements, I-40 maintenance, and a few roadway improvements in Waynesville. Russ Avenue and South Main Street, for instance, will see major construction in 2022 and beyond, while Brown Avenue will see a road diet and school safety improvements. Several new roundabouts are planned for both North and South Main Street, and Hazelwood will see pedestrian safety improvements near the elementary school.

The most effective investments for Waynesville's transportation system are those that link residential areas and employment centers to other attractions, such as schools, parks, cultural and historic sites, downtown, and greenways. These planned STIP projects will affect Waynesville's roadway capacity for a long time.

# NCDOT's STIP Projects in the Waynesville Area

-  Waynesville City Limits
-  Waynesville ETJ
-  Urban Services Boundary
-  Local Landmarks
-  STIP\_Points
-  STIP\_Lines
- Transportation**
-  Interstate
-  Primary US and State Highways
-  Secondary State and County Highways
-  Local Streets (Haywood County)
-  CTP\_Projects
-  Railroad
- Natural Features**
-  Lake
-  Streams
-  Wetlands
-  100 Year Floodplain
-  Managed Areas
-  Roundabouts



	2019	2020	2021	2022	2023
U53 R A		ROW			
U55 A P					
E55 A			E		
U2 S S		ROW			
U5 N SW					
E55 H A			E	ROW	





# Russ Avenue Corridor Study

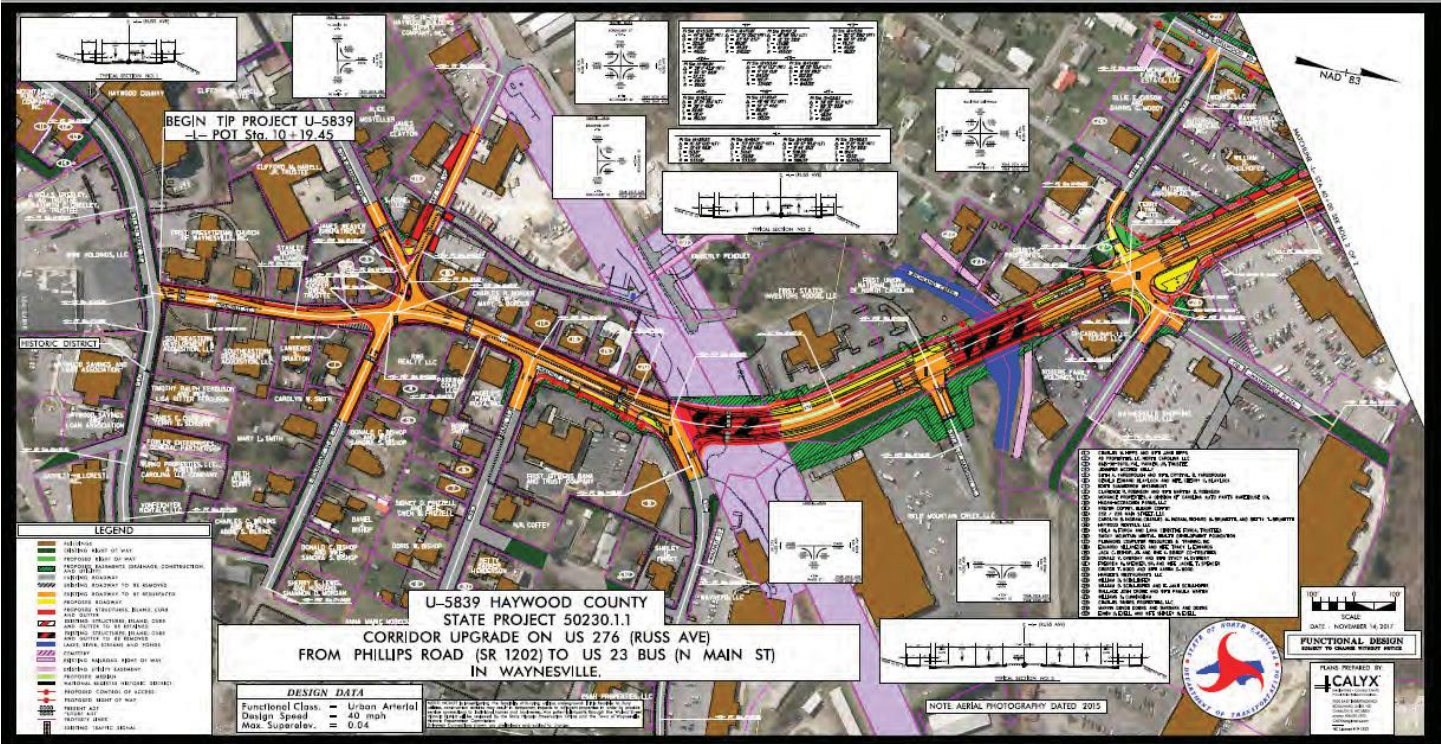
The 2010 Russ Avenue Corridor Study recommends several key connectivity improvements for the Waynesville Shopping Center area, which could provide additional transportation connectivity benefits:

Construct a new street to connect the Shopping Center directly to Howell Mill Road.

Construct a bridge over Richland Creek to connect the Shopping Center to Marshall Street. This bridge should be of sufficient length to allow for a greenway underneath the structure.

These connector streets could help alleviate vehicular traffic congestion along Russ Avenue, and facilitate a more comfortable pedestrian experience by giving people a calmer, lower speed option.

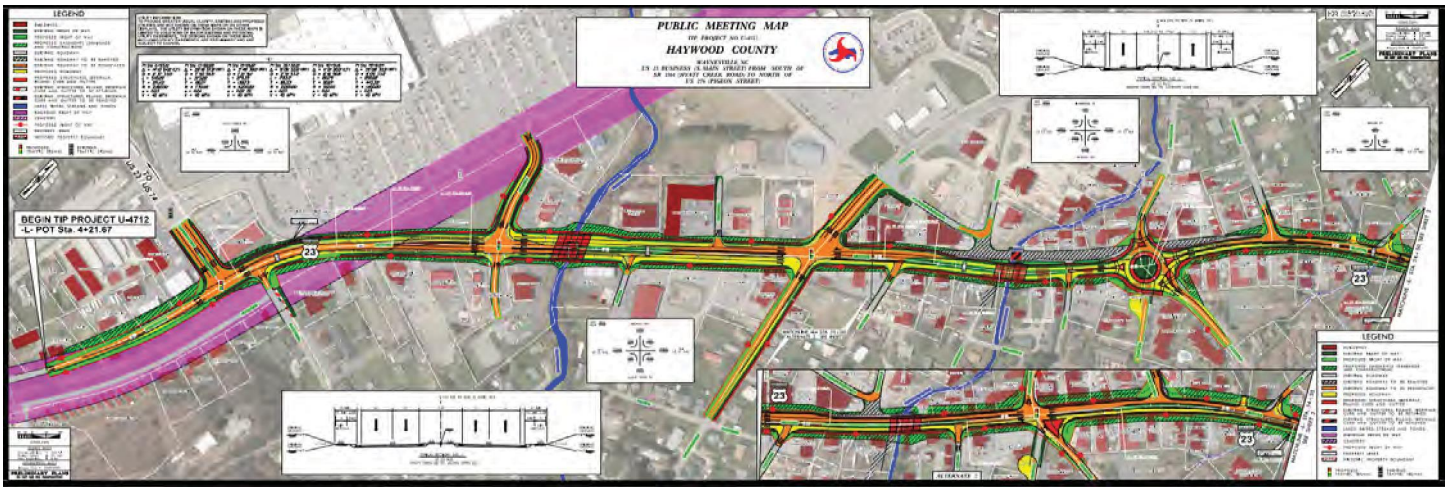
## NCDOT's STIP Project U-5839 (Russ Avenue Improvements)



## South Main Street Improvements

NCDOT is also planning for improvements to South Main Street, with a widened roadway, new sidewalks, roundabouts, and access management. This area historically had storefronts, complete neighborhoods, and somewhat more urban complexity than it does today. The Town is working to restore this part of town to a more functional space, and is leveraging NCDOT's plans to improve walkability and form - trading vacant parking lots with landscaped

## NCDOT's STIP Project U-4712 (South Main Street Improvements)



sidewalks. South Main Street's viability as a successful commercial corridor should improve with better pedestrian accessibility and resulting infill investments, linking more appropriately to the grid of adjacent neighborhood streets by creating better protected intersections for cars, bikes, and pedestrians to cross. In the past, NCDOT and municipalities have designed streets for efficiency, maximizing vehicular movement, which would often induce speeds that were incompatible with surrounding land use. New methodologies and guiding principles are now dictating that streets are going to have to bring speed down to what is appropriate for their context and enabling safe behavior from all users.

### 2040 Metropolitan Transportation Plan (MTP) (2015)

The French Broad River MPO is the planning organization in charge of transportation planning in a five-county region that includes the Town of Waynesville. A Metropolitan Transportation Plan (MTP) is a fiscally constrained plan that identifies how the multi-modal transportation will be managed and operated. Oftentimes, projects included in the MTP are pulled from supporting plans like a Pedestrian Plan. Projects are prioritized, and money is programmed for plans such as transit, roadway improvements, greenways, multi-use paths, sidewalks, and other upgrades and amenities.

Projects within the 20-year planning horizon for the Town include:

- Widening NC 209 around the Lake Junaluska area.
- Russ Avenue Corridor Improvements.
- Construction of sidewalk on Russ Avenue.
- A realignment of Brown Avenue.
- Road diet and complete streets improvements along Brown Avenue.
- Pedestrian improvements on Hazelwood Avenue.



## APPENDIX D: TRANSPORTATION EXISTING CONDITIONS ANALYSIS

### History

This chapter describes Waynesville's current transportation opportunities and challenges with an emphasis on promoting health, wellness, and accessibility.

The Town of Waynesville is expected to continue to grow over the years, inevitably accompanied by more people driving on its roads, more people in search of convenient ways to travel around the town, and more demand for transportation amenities. In order to maintain the quality of life for which Waynesville is recognized while supporting future growth, the Town must plan for future transportation needs.

The railroad helped connect Waynesville to the rest of the region in the early 1900s and created opportunities for agriculture, forestry and tourism. The downtown area, and the nearby Frog Level commercial area, became the center of transportation for the town. As the automotive industry took hold and North Carolina's roadway network expanded, the railroad declined in importance, and development began to expand to new corridors and more distant residential tracts. By 1950, passenger train service to Waynesville was discontinued. Today, Waynesville's proximity to Interstate 40 and the Great Smoky Mountains Expressway is more important than its connection to the railroad, with easy links to Asheville, Knoxville, and even Atlanta; making it a very convenient location for regional travel by automobile.

### Context

According to a Federal Highway Association (FHWA) report, in 1969 about half of all students in the U.S. walked or bicycled to school. Today, fewer than 15 percent of all school trips are made by walking or bicycling. Many take a bus, but up to half of all school children go to and from school in a private automobile. The shift of student walking and bicycling trips to auto trips has contributed to many problems that local communities are now struggling to address:

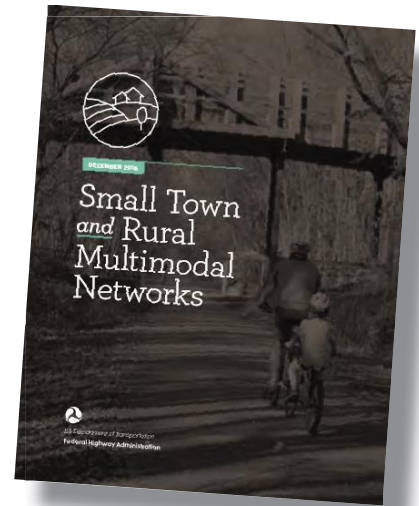
- Increased traffic congestion, especially around schools;
- A perceived decrease in pedestrian safety, especially on routes to school;
- Poor air quality around schools and related health problems for children such as asthma;
- Childhood obesity and related health problems such as type-2 diabetes.

Various partnerships to improve bicycle and pedestrian safety are underway throughout the region, most notable of which is the Haywood Greenways Coalition, an effort to expand the

*The community's desire for the development of walking trails, as well as the preservation of public open space, was expressed in the survey and at the public workshops. Based on this need for walking trails and greenways, a greenway master plan should be developed and opportunities for greenway development should be sought. Source: Waynesville Transit Authority's Master Plan (2012)*

regional system of trails. Also, most towns in the area are actively evaluating opportunities for smaller, more localized greenway facilities, and bicycle infrastructure is being actively evaluated by NCDOT with all new roadway construction projects. The construction of multimodal transportation infrastructure is a key goal of the Town of Waynesville, and NCDOT continues to adapt to a more determined multimodal approach to the state's transportation system.

In 2016, The FHWA developed the Small Town and Rural Multimodal Networks Report as a resource and idea book intended to help small towns and rural communities support safe, accessible, comfortable, and active travel for people of all ages and abilities. It provides a bridge between existing guidance on bicycle and pedestrian design and rural practice, encourages innovation in the development of safe and appealing networks for walking and bicycling in small towns and rural areas, and shows case studies and visual examples of appropriate facilities.



A few thoughtful additions can significantly expand the number of residential areas with access and can connect directly to more commercial corridors. Having access points throughout various neighborhoods and onto main thoroughfares will incentivize people to bike and walk to their destination. By building greenways, bike lanes, and sidewalks, communities make it easier for people to incorporate active living into their everyday life. There are many approaches and solutions to the health crises in our communities, but a primary goal is to make it easy to be physically active - people shouldn't have to get in a car and drive someplace for exercise. Cities and towns should help make it easy for their residents, by encouraging the right type of development and investing in equitable infrastructure. If people are able to simply walk out their front door and take their family on a neighborhood adventure outing, possibly to a small community park to play and visit with other neighbors, they will do so frequently. But if destinations are not well-connected to the people they serve and if driving is the only feasible mode of travel, achieving regular daily exercise becomes much more difficult.

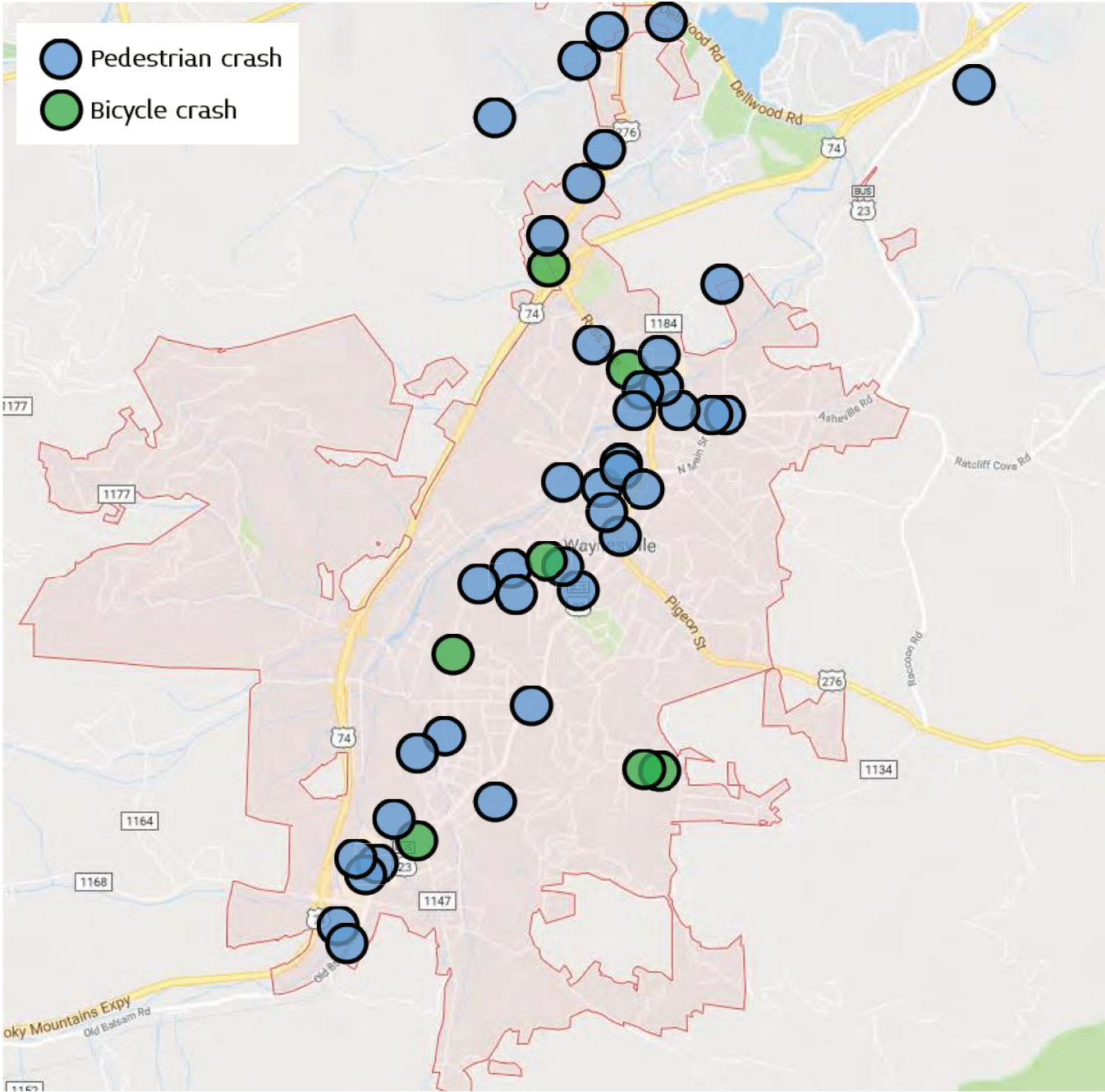
A 2013 study in Canada found that for every dollar spent constructing a multi-use trail, at least \$2 are avoided in health care costs. Similarly, walkable and bikeable communities have become more valuable and stimulate economies through increased property values, job creation, local spending, and tourist spending. Transportation infrastructure improvements can thus have an impact on our physical, social, occupational, and environmental health.



Waynesville's downtown features several alleyways that easily connect Main Street to Wall Street, linking pedestrians to nearby additional parking.



### NCDOT Waynesville Area Bicycle & Pedestrian Crash Map (2007-2015)



There are no clear patterns in the crash data for Waynesville’s bicyclists and pedestrians. Planned improvements to South Main Street and Russ Avenue should alleviate the worst constraints by including new sidewalks and bike lanes. This map indicates that safety is less of an issue in residential neighborhoods, away from the core transportation and business corridors. Access management is helpful for improving pedestrian safety (because cars turn at intersections instead of across the sidewalk). Waynesville should continue to monitor vehicular crashes of all types and make assessments about which roadways are dangerous and what can be done to slow speeds and reduce the number of crashes overall.

There are local streets throughout the city with low traffic volumes and low travel speeds; these networks are foundational to a bicycling system and popular with recreational riders. Additionally, the practice of constructing wider (10'-12') greenways and multi-use paths is effective for suburban areas where bicycle traffic is not heavy; these paths are appropriate for both pedestrians and bicyclists, providing safe and comfortable infrastructure for users where striping and painting on-road bicycle facilities may not be feasible. However, many of the higher traffic volume streets are not designed to safely accommodate bicyclists, and a number of parks and neighborhoods are not adequately connected by infrastructure to safely accommodate pedestrians or bicyclists; these conditions present opportunities to improve Waynesville's quality of life and safe streetscape.

Waynesville's older commercial areas and neighborhoods are designed with a grid pattern and are well-suited for walking and bicycling. Newer developments, however, have followed a branching pattern up the steep hillsides, which poses more of a problem for bicycle and pedestrian access because many of these communities are only accessible from one key roadway - navigating the residential streets is sometimes hard to do because the winding streets feature many dead ends and rarely connect to one another in a straightforward or intuitive way. Even if a destination is nearby, the distance to reach it by bike or on foot is often prohibitive. Such conditions can be improved by constructing greenways, and by creating off-road connections between cul-de-sacs and nearby streets.



**ADA Compliance Includes:**

- Accessible curb ramps with detectable warnings;
- Smooth transitions;
- Running slopes of under 8.3%, or a 1:12 gradient;
- The "WALK" signals allow time for a safe crossing and are at a height of 42 inches.

**ROADWAYS**

Many of Waynesville's roads are in good condition and the Town is appropriately connected via a system of state- and Town-maintained streets that navigate the mountainous terrain. Most streets branch out from the primary corridors of US Route 276 and US Route 23 Business, whose crossings form the heart of Waynesville. The Town has some congestion during peak rush hours, but the current system functions well. With recent changes to Howell Mill Road and Asheville Road, NCDOT has demonstrated a commitment to improving these key accessways. NCDOT has also designed roadway improvements for several more streets in Waynesville, including Russ Avenue and South Main Street. A summary of the Corridor studies for these streets is in Chapter 2.

As more communities seek better balance between cars and people, context-based street design has gained prominence among transportation engineers, planners, public





New roundabouts on both ends of Main Street are planned through NCDOT's STIP. Waynesville can coordinate to include public art and gateway elements.

officials, and citizens. Indeed, NCDOT has redirected funding and prioritization to linking best practices in planning and engineering to follow its own Complete Streets and Vision Zero policies. In walkable neighborhoods and town centers, streets are public spaces that serve multiple social and economic functions, which contribute to the beauty and character of a community. Such thoroughfares should include main streets, boulevards, avenues, and local streets designed for slower traffic speeds.

When the Town of Waynesville modifies an existing street, it is valuable to understand what the community wants the surrounding to become and then design the street so that it enhances that vision and serves as a catalyst. Distinct and historic neighborhoods are sometimes destroyed when a roadway's vehicular speeds and the support for regional through traffic are too high. Waynesville's roadway plans must take into consideration many things—including placemaking, whether people will walk or bicycle, the target speed, topography and right-of-way constraints, shade and landscaping, and stormwater drainage—before we even think about redesigning a street. Waynesville can take an active approach to street design, where future roadway cross-sections are matched to the context and what people want the place to be.

Metrics and the data behind them can influence additional project spending. Identifying how many people are using the greenway system and counting cars at particularly busy intersections can help justify capital improvement funding and help the Town quantify its investments in infrastructure. Performance measures allow public agencies to align their decisions at each phase of project development and delivery with established community goals. Performance measures, generally, can be interpreted to mean the data inputs used when:

- Undertaking long-range planning efforts
- Selecting projects to fund

Performing an alternatives analysis—an evaluation of all reasonable options for a transportation project

Considering specific elements when finalizing a project's design

Evaluating the outcomes of a built project—the focus of this document

Displaying the current state of a system, as with a dashboard

Conventional transportation measures focused on automobile movement and have resulted in projects that expand roadway capacity and speed at the expense of safety.

## GREENWAYS

Public input from this plan's various meetings and feedback from surveys and previous plans have shown that Waynesville residents want greenways. It's important that the town continue to pursue funding for these systems, as they meet many needs: recreational, health, transportation, environmental, aesthetic, and even economic. A new greenway can simultaneously increase a community's physical activity, improve water quality in streams, shorten commute times, and boost real estate value and business investment. The Town has already demonstrated a commitment to adding miles to the greenway network, with plans in place for a continuation of the Richland Creek Greenway that will ultimately traverse the entire length Waynesville.

Design principles for shared use pathways and sidepaths take both pedestrian and bicyclists' needs into account. Bicyclists need more space for two-way operation, especially when pedestrians also use the facility; this is why these paths are wider than standard sidewalks. A pathway that accommodates both types of users should be 10-foot wide at minimum; (8-foot is allowed in short, constrained sections) but 12-foot or 14-foot wide pathways are preferred in high volume areas or near parks and schools.

The Haywood County Comprehensive System-wide Parks and Recreation Master Plan was completed in March 2007. The plan noted the need for additional greenways, linear parks, and bike facilities throughout the County - survey respondents listed greenway trails as the second-most desired facility after neighborhood parks. 80.8% either strongly agreed or agreed that they would be in favor of greenway development to interconnect parks with school facilities.

It also recommends planning a network of bike trails, bike lanes and shared roadways to enhance connectivity, provide a viable alternative means of transportation, and promote recreational opportunities. The plan states that "any future roadway construction



Richland Creek Greenway





project in the county should include provisions to accommodate pedestrian and bicycle travel . . . bike racks (sheltered ones at schools and other high potential use areas) should be installed at all publicly owned facilities across the county."

Importantly, survey respondents indicated a willingness to support increasing financial investment in parks and recreation facilities - about 60% support. Respondents stated that the county should consider grant money, participation fees, and bonds. Additionally, the plan recommends partnerships with private sector organizations and businesses to secure donations, joint-use agreements, access through private lands, and funding. Generally, "commitment of funding for maintenance of new facilities should be a priority."

Both the Blue Ridge Bike Plan (2016) and Canton's Bicycle & Pedestrian Plan (2018) reflect a vision for a continuous greenway system that would link Waynesville to Canton by traversing Richland Creek, Lake Junaluska, and the Pigeon River. This vision, if implemented, could bolster new tourism and economic development activity, while improving the transportation and recreation options of residents throughout Haywood County. Meanwhile, the Haywood Greenways Coalition is re-energized with a plan to develop the Hellbender Trail, which would link Waynesville all the way to Asheville and beyond. Coupled with the Fonta Flora Trail (which will link McDowell County communities), someone from Waynesville could ride a bike safely and comfortably along a paved trail all the way to Morganton! It's important for the Town to demonstrate support for these initiatives and plan ahead by creating a viable greenway system within its limits; Waynesville can become a leader and inspire other small towns throughout the region to follow.



This proposed greenway would loosely follow Raccoon Creek from Howell Mill Road, along Asheville Road, Ratcliff Cove Road, and Raccoon Road all the way to Pigeon Road. Sidewalks should also be completed on Pigeon Road to connect this greenway to downtown Waynesville.



The Town of Waynesville's 2017 Systemwide Park Master Plan provides guidance on selecting primary corridors for greenway trails, which include a focus on Richland Creek and Raccoon Creek. That plan also emphasizes the need for greenways to link existing and planned park facilities, forming a continuous recreational system that is accessible by all.

## Economic Impacts of Greenways

Greenways have been demonstrated to attract new business, increase tourism, enhance property values, and help promote a strong local economy. Many studies show increased property value and faster home sales near greenways. For example, homes near greenways were estimated to increase approximately 5% in value due to proximity to the trail.

A study of Greenville County's Swamp Rabbit Trail shows that the trail has generated approximately \$6.7 million for area businesses in 2013 - an excellent example of the positive influence greenways can have on a community's economy. Travelers Rest, SC, attracted more than half a million walkers, joggers and bicyclists in one year. Additionally, the number of businesses in their three-block business district increased from four to 60 after the trail was constructed.

Based on local tourism expenditure data and visitor profiles for Western NC, Bikes in Beds (Haywood County TDA and Southwestern Commission's report on bicycle tourism in the region) estimated that bicycle tourism accounts for roughly 2% of total trips to Rutherford County and generates more than \$3 million in annual expenditures by visitors. The report lists these bicycle tourism numbers for the region:

- \$14 million estimated total impact of bicycle tourism in Western North Carolina.

- \$150,000 to \$170,000 estimated visitor spending per year from the Blue Ridge Breakaway.

- \$500,000 estimated economic impact of the 2014 Lake Logan Multisport Festival.

- 91.5 million Americans went biking in 2013.

- 33 percent of cycling tourists staying overnight.

- \$76 spent per day of overnight stay and \$50 per day trip.

- 2.8 people in the average group of cyclists.

Nearby Asheville, NC, was able to provide incentives for a large California brewery to build their eastern factory, distribution center, and taproom in the city. The brewery chose its location partly because it was adjacent to the French Broad River and an anticipated greenway connector. In exchange for NCDOT Complete Streets improvements and city concessions, the company designed and built the greenway segment during facility construction. Now, trail users can easily walk right up to the taproom after exercising and the city has valuable new tax revenue.

For information about NCDOT's goal of maximizing economic competitiveness, return on investment, and employment opportunities by creating walkable and bikeable communities, visit: <http://www.walkbikenc.com/pillars-of-plan/economy>



# BICYCLES

## Bicycle Lanes

A bicycle lane is defined by AASHTO as a “portion of roadway that has been designated for preferential or exclusive use by bicyclists by pavement markings and signs. It is intended for one-way travel, usually in the same direction as the adjacent traffic lane.” The bicycle lane is the most common application for dedicated bicycling facilities and typically ranges in width from four feet to six feet, adjacent to a motor vehicle lane. This width does not include the width of the gutter pan as it is not usable space for a bicyclist.

Four foot wide lanes are only appropriate on low-speed streets where there is not as much discrepancy in the speed of the bicyclist versus the speed of the motorist. On higher speed facilities, the width should be greater (5 feet on 35 mph to 45 mph streets; 6 feet on streets with speed limits greater than 45 mph).

Currently, Waynesville does not have any bike lanes, but NCDOT is planning for some along a portion



MUTCD’s R4-11 sign is preferable to “Share the Road” signs because it states that bicyclists have legal precedent for using the entire travel lane.

HWA P H

LEAST PROTECTION

MOST PROTECTION



**Signed Routes (No Pavement Markings)**

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A

wayfinding guidance to bicyclists

traffic.



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OS

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vehicle traffic with a vertical ele



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rated from traffic, but intended for



of Brown Avenue, reallocating pavement width by means of a “road diet”.

### Shared Lane Markings (“Sharrows”)

The use of shared lane markings has become more popular on streets where adding a bicycle lane or shoulder is not feasible or planned. A shared lane marking is defined by AASHTO as a “pavement marking symbol that indicates an appropriate bicycle positioning in a shared lane, which is a lane of traveled way that is open to both bicycle and motor vehicle travel.”

Shared lane markings send other messages to bicyclists and motorists: 1) That a bicycle has a right to use the lane and the lane should be shared; 2) Positions a bicyclists in a travel lane with on-street parking in a location where they can avoid opening car doors; and 3) Positions a bicyclist in a travel lane without on-street parking in a location where they are not squeezed out or riding along the right edge of pavement.

Special care should be taken when marking a shared lane. MUTCD recommends a 10-foot or 11-foot distance from the center of the marking to the curb face when on-street parking is present. However, local conditions may vary and necessitate placing the marking further out into the travel lane or in the middle of the travel lane.



A bright, highly visible pedestrian crossing can make a big difference in establishing a safe, connected sidewalk network.

## PEDESTRIANS

### Pedestrian Accessibility

Connectivity is essential if non-motorized transportation is to be a viable and desirable option. Town streets should be designed to provide connectivity that meets all travel needs, especially people walking - after all, everyone is a pedestrian at some point in their day.

Sidewalks in Waynesville are prevalent in most areas of town, and currently provide a suitable level of accessibility and connectivity. The major thoroughfares all have pedestrian accommodations, and most outlying streets and residential neighborhoods are safe enough to not need sidewalks on all occasions. Many lower-occupancy streets are also low speed (20mph) and have sidewalks on at least one side.

With Waynesville's topography, narrow roads are common, and it is acceptable to only have sidewalks on one side outside of the major corridors. Many residential neighborhoods do not have sidewalks, but the curves and hills create a low enough design speed that walking on the pavement is not uncomfortable or unsafe.

Some areas in need of sidewalk infrastructure include the entire length of Hyatt Creek Road. A sidewalk here would enable residents to safely walk into town for work and to reach the commercial sector of South Main Street. Connecting to another sidewalk along Old Balsam



According to a report by Active Living Research for SRTS, of the recommended 60 minutes of daily activity, on average 16 minutes (25%) can be achieved simply by walking or biking to school.

Road would provide a complete pedestrian loop for this part of town, improving safety dramatically and positively affecting the health of users. It is unlikely that a multi-use path along Old Balsam Road would be feasible due to right-of-way and topographical constraints, but this is a priority corridor for sidewalk improvements. Sidewalks are only needed on one side of each of these roads.

Creating a walkable Waynesville means much more than providing sidewalks and trails. Walkable communities take into consideration the following attributes in order to encourage walking as a preferable mode of transportation:

**Convenience:** The walk must be direct and convenient. Having to move around barriers or go out of the way will discourage walking.

**Aesthetics:** The environment should be attractive and interesting – highlighting community assets, great architecture, nature, public art, etc.

**Activity:** In addition to being attractive, pedestrian routes should be activated by adjacent uses. Walking one block past surface parking or blank walls feels much longer than walking one block fronted by restaurants, storefront windows, and outdoor dining.

**Safety:** One must feel safe walking in Waynesville - safe from traffic and safe from criminal activity. Walking when there are “eyes on the street” from adjacent uses provides a greater sense of security than walking along empty streets or along streets with poor visibility. Open sight lines and buffers from the roadway are critical.

**Comfort:** The walk needs to be comfortable. Access to shade when it is hot and sunshine when it is cool.

### Pedestrian Access Routes

Downtown street activity should continue to be encouraged, as both the display of merchandise and outdoor dining contribute to a business district’s vibrancy and visual attractiveness. These types of activities engage the pedestrian and invite people to linger, wander, and enjoy Main Street. At least five feet of sidewalk should be maintained unobstructed by permanent or temporary obstacles and protruding objects such as benches, bike racks, fire hydrants, planters, and utilities. The brick sidewalks, street trees, and wooden benches along Main Street all contribute to the comfort of people walking downtown. Waynesville should continue to invest in these amenities and strive to replicate that feeling

along all commercial corridors, especially areas of higher density.

### Alternative Pedestrian Facilities

Given budget limitations, the Town of Waynesville may find opportunities to explore other options for pedestrian facilities in a manner that addresses required technical elements of design but is cost-effective. The common design manuals often demonstrate the ideal standard, but this is not always possible given an area's context. Improvements can sometimes be constructed at 1/10th the cost of traditional curb, gutter and sidewalk designs, which is why it is important to consider these options before embarking on more costly improvements. Alternative facilities, such as painted pedestrian lanes or simple markings are suitable for low speed, low volume streets where motorists and pedestrians are already sharing the road space. An example in Waynesville is the striped pedestrian path on Wall Street, which provides an acceptable level of comfort for anyone walking, but there is no grade separation or buffer. Alternatives such as shoulders converted into labeled multi-use trails could be an interim measure before full-scale sidewalk construction or a link between greenways alongside a street. Gravel sidewalks and pathways without curbs can provide a minimum amount of safety for pedestrian travel without requiring extensive design work or implementation costs.

## TRANSIT

Passenger rail service is not available in Western North Carolina, though recent NCDOT studies have indicated a long-term goal of linking major municipalities along an east-west corridor, with ultimate intended connectivity throughout the state. The only rail lines operating in the Town of Waynesville are Norfolk Southern lines, which are used for freight between industrial destinations. There are currently active spurs off Howell Mill Road and in Hazelwood. There are no more than one or two trains a day, a few days a week. If ever this line is decommissioned, it could provide an ideal greenway route, linking Waynesville to Asheville, Sylva, Canton, Clyde, Bryson City, and beyond for recreational bicycle riding. Indeed, the scenic river corridors and relatively level terrain would make for a trail comparable to the Virginia Creeper, which has helped spur economic development along its length and at its termini. In addition, many commuters could use the trail to get from town to town for work (with the line passing directly through the heart of these communities, with easy access to employment centers). Walkers and joggers would also make use of a trail through town, as it would connect all sectors in Waynesville. Another alternative is to explore the idea of a rail-with-trail, which adds a paved multi-use trail alongside the rail line and within the existing easement. This option is far more expensive, requiring new bridges and clearing a new pathway altogether.

Recently, Haywood County Transit has initiated plans for fixed-route bus service between towns and their commercial sectors. Mountain Projects is assessing the feasibility of two proposed routes - one through Waynesville and one through Canton and Clyde, linking up in the middle at a transfer hub in Clyde, providing cross-county transportation. Each route will have one bus making a continuous loop that's about an hour long, with a fare of \$1 a trip. Municipal staff, elected officials, and business representatives are providing input on this exciting new service, which will ultimately connect Waynesville residents to large employers, public services, and business districts within Haywood County.

Effective transit systems are vital for communities and their regional connections. By exploring creative and innovative solutions to mobility through public transportation, Waynesville can



promote economic competitiveness, environmental sustainability, and improve the quality of life. This can involve broad and collaborative engagement with transit users, transportation providers, public and private industry associations, nonprofit organizations, private organizations, and federal partners.

Waynesville can position itself as a Town that welcomes public transportation expansion by planning for accommodating infrastructure. Such planning can promote the availability of transportation options such as transit bus service, express bus routes, and light rail for Waynesville residents and can guide roadway development towards improved accessibility for all users and establishing a standard of accessibility and service. Increased and publicized demand for public transportation services can support such expansion in Waynesville.

## BIKESHARE & E-SCOOTERS

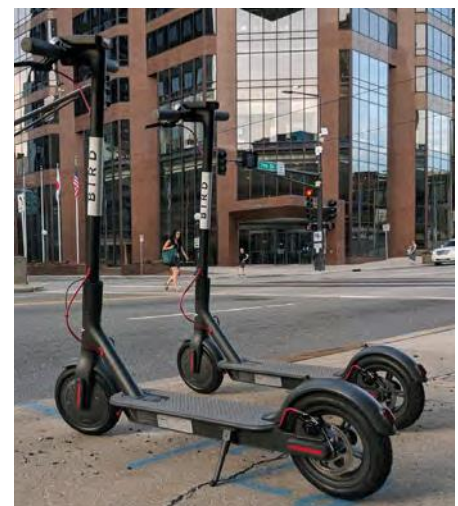
Waynesville is not ideally suited for any type of bike- or scooter-sharing system, but may want to consider exploring options for new regulations and establishing a framework for permitting. Electric-assisted bicycles and scooters may help address local topographic barriers to regular biking in Haywood County, while capitalizing on recent trends and making the service accessible to a wider variety of potential users, especially if bus service expands in Haywood County. The following are some of the core elements that may frame a bike share pilot permit, if Waynesville ever decides to test an electric bike or scooter system.

Limit the system to a modest fleet size of about 20-60 bicycles at launch. Starting small will help operators and the Town manage any issues that may arise and prevent them from becoming major problems. This fleet limit should be divided equally among all permitted operators and distributed in defined geographic areas.

Service should be allowed throughout Waynesville, but target bicycle distribution to activity centers and transit connections. Operators should be required to regularly rebalance a majority of their bikes to activity centers, helping ensure reliable service in Waynesville's densest and most vibrant neighborhoods and minimizing the scattering of isolated bicycles throughout residential areas. Well-stocked hubs contribute to both service reliability and orderliness. Designated preferred parking areas (painted areas or bike racks) can be installed to help keep walkways clear.

Waynesville must make sure to only use a pilot program with bikes or scooters that are GPS-enabled and trackable in real-time. Accurate location data is critical to assessing operator compliance with parking and rebalancing requirements, while the data collected from trips taken by users can also help the Town better understand where people ride and how best to invest in new or improved infrastructure. Indeed, a pilot program may provide enough user data to plan for future bike lanes and greenways.

System growth should be based primarily on operator compliance with permit requirements. Operators will be allowed to grow their fleets over time if they demonstrate they can abide by the Town's requirements.



Town of Waynesville funds should not be spent to own or operate bike- or scooter-share. Operator fees will help the Town recover costs associated with permit review, administrative oversight, bike/scooter hub installation, and data collection and analysis

Having scooters and bicycles used throughout Waynesville could help change the perception that roads are only for cars, particularly on low volume, low speed facilities (one of the Town's objectives in the 2010 Pedestrian Plan).

## PARKING

### Street Parking

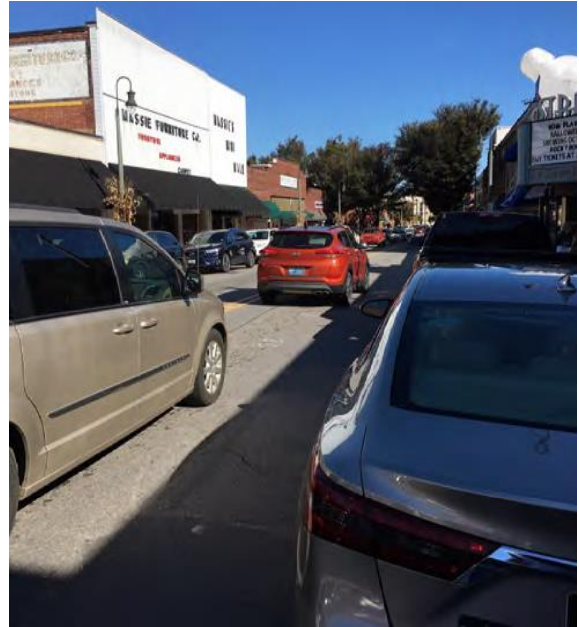
Waynesville has designated on-street parking spaces along Main Street, Hazelwood Avenue, Virginia Avenue, Academy Street, Wall Street, Commerce Street, Miller Street, Montgomery Street, Depot Street, and several others, with parking allowed on most residential streets as well. However, there are no metered spaces at all within the town limits; the most in-demand spaces downtown have 3-hour limits between 8am-6pm (except Sundays), but there are currently no paid parking meters in town. Waynesville's on-street parking downtown is often full or near capacity, heightening the perception that there are not enough parking spaces. However, there are options to park a block away from Main Street and numerous business parking lots without restrictions. It is important for Waynesville to assess which it deems less desirable: public backlash against having to pay for parking, or negative perceptions of a lack of parking.

Waynesville could consider charging for curb parking so there are always one or two open spaces on every block, spending the resulting revenue to pay for added public services along the metered blocks so that stakeholders benefit. Some towns use parking meter revenue to provide free wi-fi on the street, pressure wash the sidewalks, plant new street trees, and remove graffiti every night. Investing the money back into the metered street creates the political will to charge the right price for on-street parking.

Waynesville could also pursue removing off-street parking requirements, which can have a big effect, even in the short run, because it allows for the adaptive re-use of older buildings and more infill development.

### Parking Lots

Waynesville has several free surface parking areas and a large parking garage on Branner Avenue, which is also free. That garage and the primary public lot on Wall Street have a walkway and alleys to connect pedestrians directly to Main Street.



During any given weekday, Waynesville's downtown parking is usually at optimal capacity (high demand, but with at least 10% available). This demonstrates the commercial viability of Main Street and indicates that as development continues, the Town may need to consider priced parking or additional lots near commercial corridors.





Pedestrian circulation through parking lots is an essential element of walkability and can make the difference between a resident walking to a store or getting into a car for a short trip. Zoning should include requirements for pedestrian-friendly circulation to and from the front doors of places of business, and development review should include an assessment of pedestrian access and safety through vehicular areas in private developments, including attention to the standards for curb ramps, crosswalks, and driveways. Waynesville's zoning ordinance should be as specific as possible regarding pedestrian facility requirements for new construction and redevelopment. Developers should be told up front about expectations for pedestrian facilities that not only meet minimum requirements but enhance the pedestrian experience. Requirements may vary by zoning district, size of development, and functional classification and design features of the road the development abuts.

### Bicycle Parking

Waynesville has installed bike racks throughout the town, but should consider a more systematic approach to adding more. There is an opportunity to rely on public demand and business support to influence placement locations and prioritization.



5

## AUTONOMOUS VEHICLES

While the private automobile yielded a 20th century dominated by suburban expansion, prevalent autonomous vehicle (AV) technology has the potential to support and promote denser, more urban development for the foreseeable future. AVs also have the potential to improve the safety and efficiency of transportation systems, reduce vehicle emissions, and improve the mobility of transportation-disadvantaged populations. However, AVs may also reinforce urban sprawl by reducing the monetary and perceived costs of travel. Proactive steps will be required for planners and policy makers to capitalize on the opportunities while mitigating the challenges.



AVs will also affect the built environment in a number of ways, including new right-of-way designs, changes to access management practices, reconsideration of signage and signalization, new models for pedestrian and bicycle networks, and reductions in demand and changes to the location of parking. A sustainable AV future can be made possible through thoughtful visioning, quality planning, and smart investment. This transformative technology can change our community for the better. The Town of Waynesville should continually monitor advances in the technology and explore the need for new policies and plans.



Indeed, Waynesville may need to rethink its streetscape overall, with reallocations of right-of-way for alternative modes, recognizing that AVs offer an opportunity to “right-size” roads at the human scale. Building upon the complete streets movement, AVs offer the potential for road diets that reallocate space previously used for automobiles back to human-powered and active travel modes. Waynesville has already demonstrated support for multimodal transportation, and may soon begin to experiment with new roadway typologies that provide prioritized accommodation to these modes. Right-of-way reallocation also holds the potential to provide new space for green infrastructure (public parks, landscaping, and stormwater management), public gathering places, and other features that can help achieve various community goals. Waynesville can also seek opportunities to pilot transit-specific applications of AV technology, with fully autonomous transit routes on public roads across the country.



These efforts showcase the power of AV technology to provide transit services that provide accessibility to underserved portions of communities.

<https://www.transportation.gov/sites/dot.gov/files/docs/policy-initiatives/automated-vehicles/320711/preparing-future-transportation-automated-vehicle-30.pdf>

**RESOURCES & REFERENCES:**

[https://www.researchgate.net/publication/285579311\\_An\\_Assessment\\_of\\_Tax\\_Revenues\\_Generated\\_by\\_Homes\\_Proximate\\_to\\_a\\_Greenway\\_The\\_Context](https://www.researchgate.net/publication/285579311_An_Assessment_of_Tax_Revenues_Generated_by_Homes_Proximate_to_a_Greenway_The_Context)

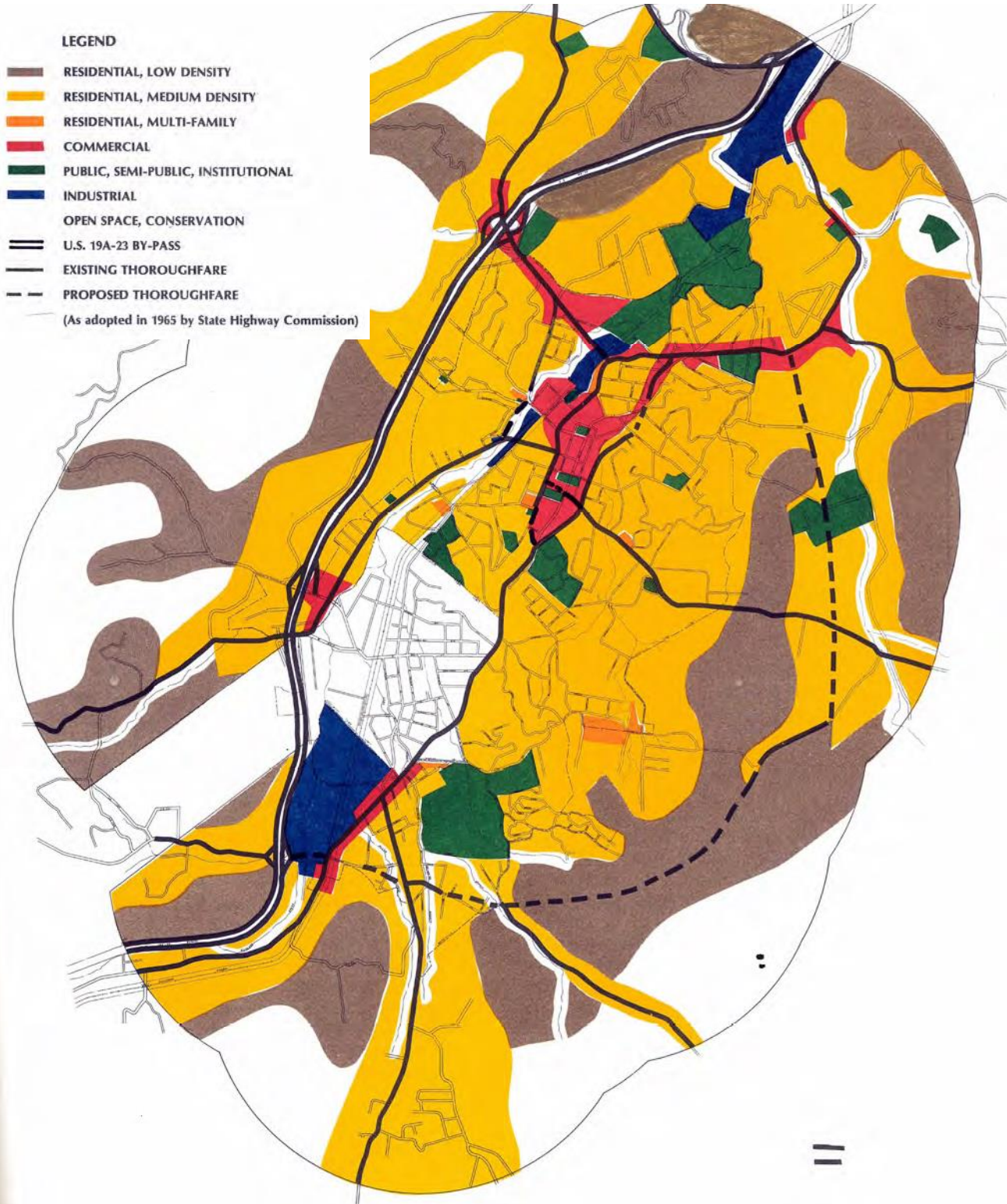
<http://www.documentcloud.org/documents/404182-srt-20impact-20study-20year-201.html>



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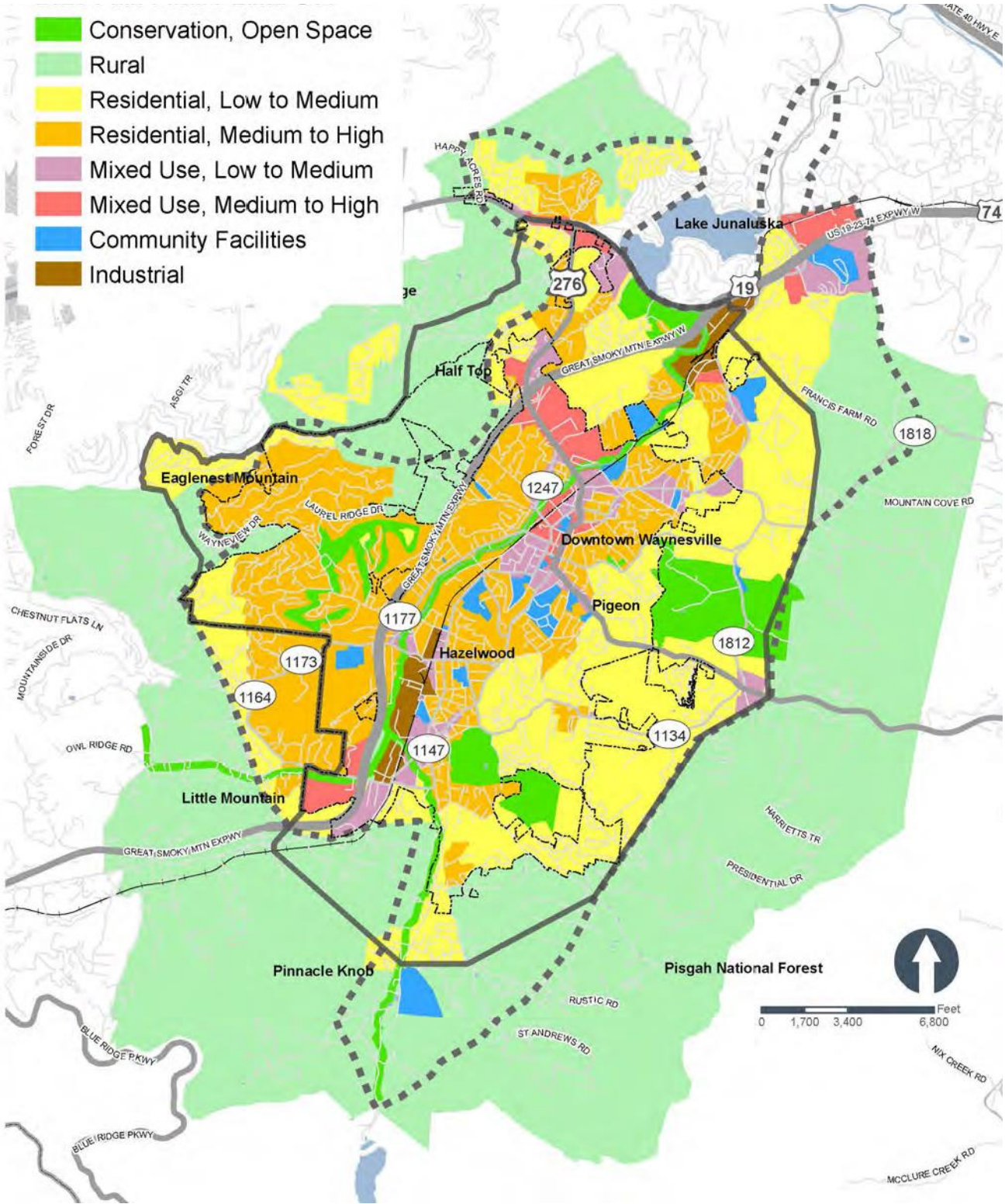
# APPENDIX E: MAPS

## 1976 Future Land Use Map

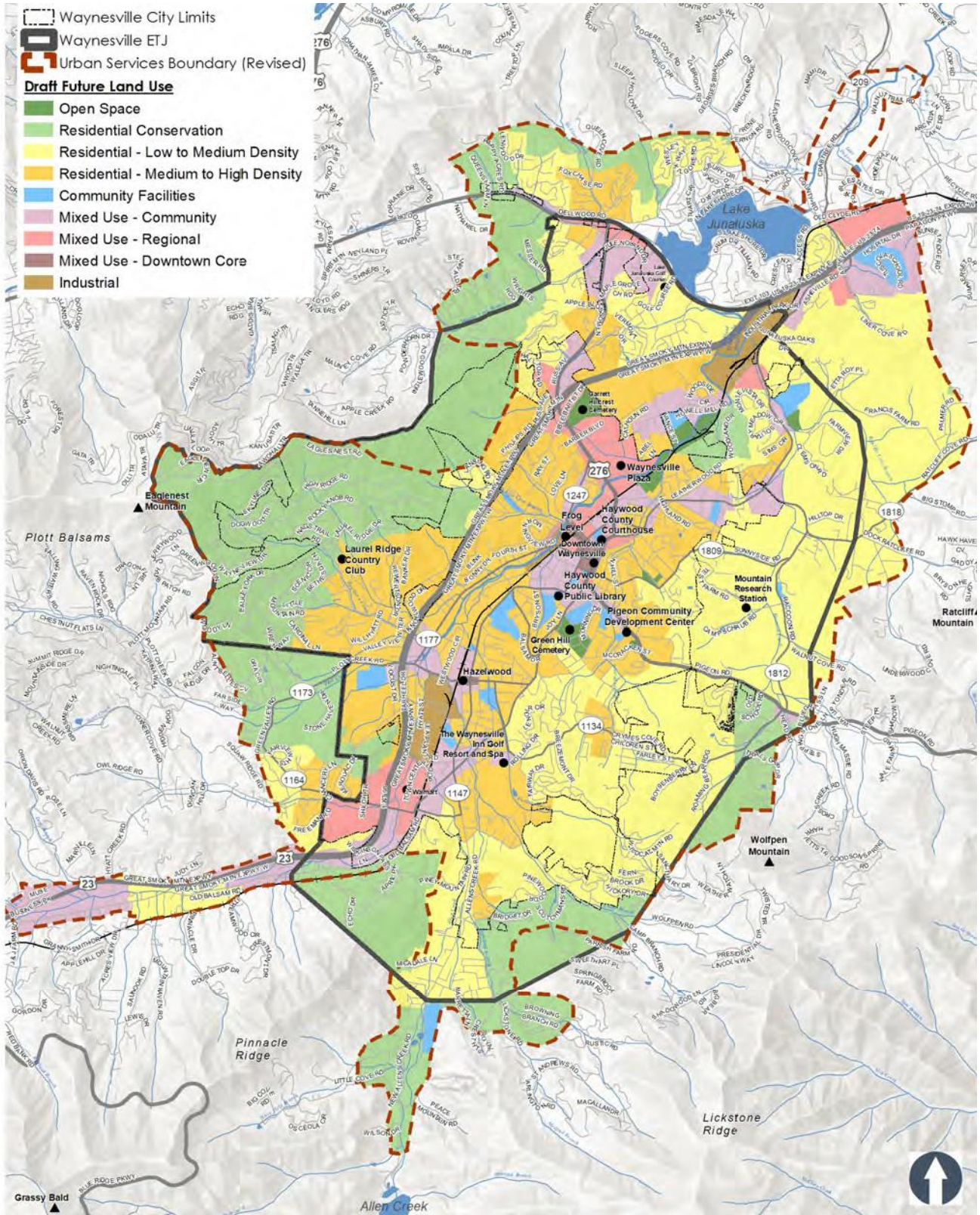




### 2002 Future Land Use Map (From Old 2020 Plan)

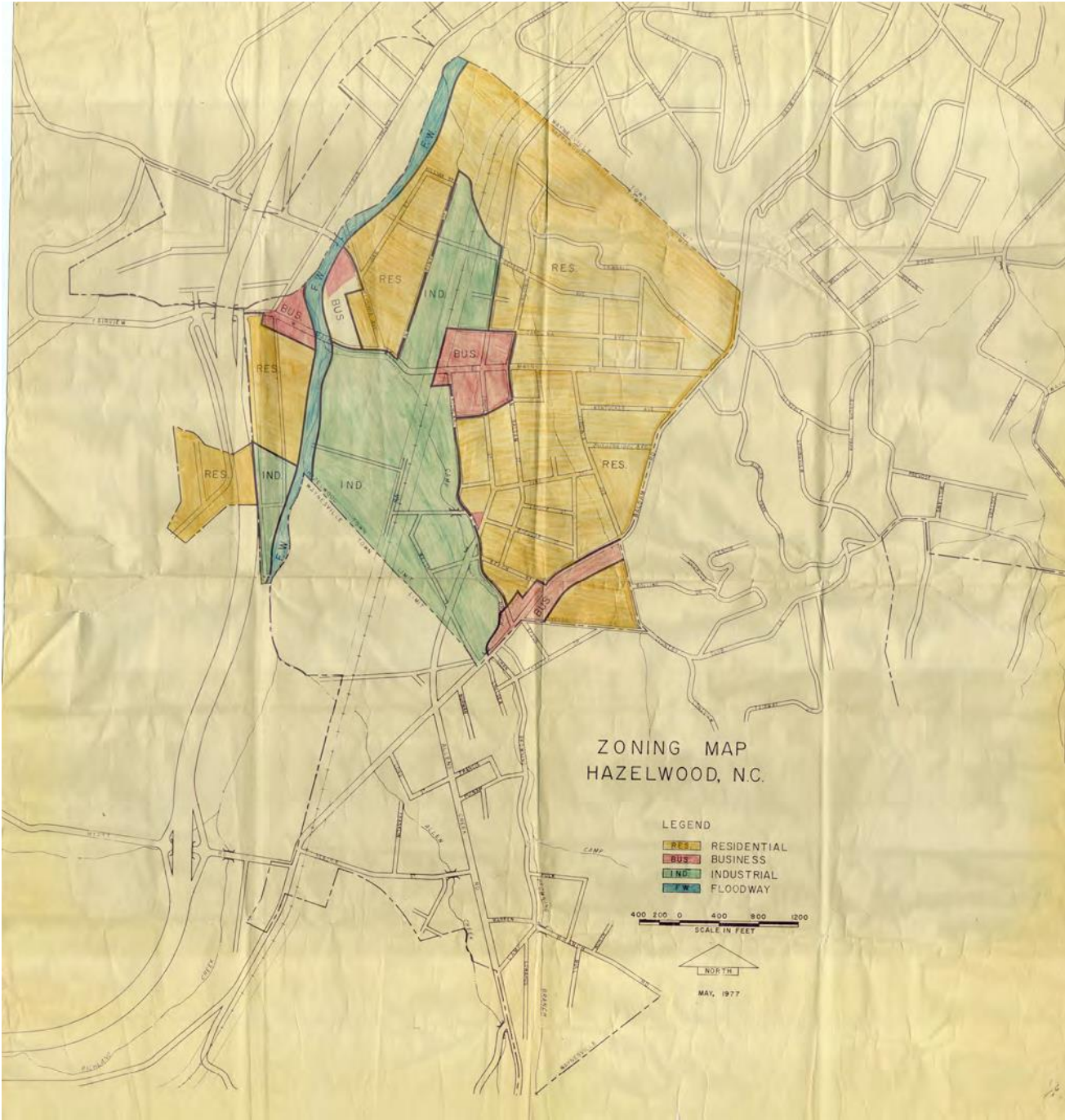


# Future Land Use Map





# 1977 Hazelwood Zoning Map

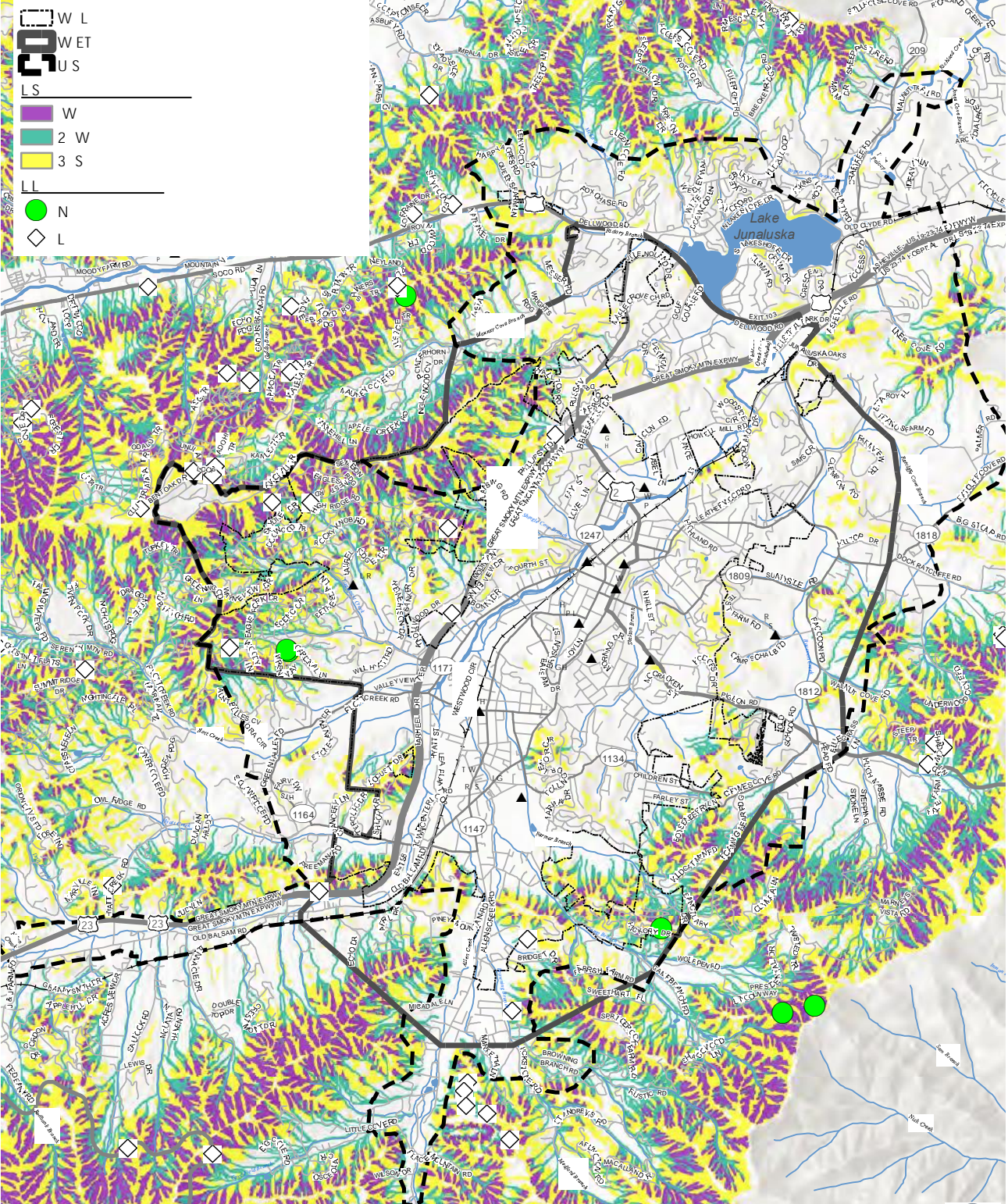








# Landslide Map



## APPENDIX F: GLOSSARY

The Glossary of terms below is provided to aid in understanding the Comprehensive Plan by defining terms that may be unfamiliar to readers. This glossary is not intended as an instrument of enforcement or policy. Additional information is available online; see website hyperlinks.

**Affordable Housing:** According to Federal guidelines, housing that a household can obtain for 30% or less of its income.

**Conservation Development:** An alternative form of subdivision design that focuses on environmental stewardship and preservation of land through configuration of lots that results in open space or linkages among open spaces within and outside a development's boundaries.

**Existing Land Use:** How land is currently used by parcel as determined from tax parcel records.

**Floodplain:** An area of low-lying land adjacent to a watercourse that is subject to flooding.

**Infill:** Development of a vacant or partially developed parcels that are surrounded by, or in close proximity to, areas that are substantially or fully developed

**Land Supply:** Vacant or available land and underutilized land that could accommodate additional development. Land supply is determined by an analysis of the ratio of the value of structures on a parcel compared to the value of land within the parcel. Land supply does not take into account environmental constraints or the owner's intentions for the parcel, such as generational desire to continue land as a working farm.

**Living Wage:** A wage that a worker must earn to afford basic necessities, without public or private assistance, as based on the local cost of living.

**Metropolitan Planning Organization (MPO):** As defined by the U.S. Census Bureau, a local governmental unit with legal jurisdiction over an urbanized area with a population of more than 50,000. Within their jurisdiction, MPOs provide government service planning such as transportation and land use planning.

**Mixed Use:** The use of a building, a set of buildings, or a specific area for more than one land use (i.e. commercial and residential).

**Multimodal:** A combination of more than mode of transportation. A multimodal transportation system caters to users of multiple modes (i.e. cars, transit, walking or biking).

**Natural Heritage Element Occurrence (NHEO):** Documented occurrences of rare species. This data is representative of historical and recent occurrences. The [NC Natural Heritage Program](#) collects this information and makes it available via the Natural Heritage Data Explorer and the Conservation Planning Tool.

**Natural Heritage Natural Area (NHNA):** These areas are unique habitats that are of local, regional, state, national, or global significance. They represent the best and most intact versions of a particular natural community and/or habitat. The [NC Natural Heritage Program](#) collects this information and makes it available via the Natural Heritage Data Explorer and the Conservation Planning Tool.

**NCDOT:** The North Carolina Department of Transportation.



**Nodal Development/Node:** A growth pattern that concentrates development within strategic spots to create nodes or activity centers. An alternative to strip development.

**Redevelopment:** Any proposed expansion, addition, or major change to an existing building, structure, or parking facility.

**Reuse:** Redevelopment or rehabilitation of an existing building or set of buildings for any use(s) other than the present use(s).

**Streetscape:** The natural and built environment of a street including but not limited to paving, lighting, plantings, stormwater management, furnishings, utilities, and transportation facilities.

**Strip Development:** A growth pattern that is characterized by highly auto-oriented commercial development arranged in a line, usually along a major roadway.

**Suitability:** The capacity of land to support a type of land use based on various environmental and economic attributes.

**Tactical Urbanism:** A planning approach that uses small-scale, short-term, and low-cost installations that facilitate community building and allow projects or policies to be tested.

**Viewshed:** Area within view from an specific observation point.

**Vision Zero:** Vision Zero is a multi-national road traffic safety project that aims to achieve a highway system with no fatalities or serious injuries involving road traffic.

**Workforce Housing:** Any form of housing that is affordable for households with an earned income that is insufficient to secure quality housing in reasonable proximity to the workplace.

### Additional Web Resources

[American Planning Association](#)

[Department of Housing and Urban Development](#)

[Urban Land Institute](#)

[National Association of City Transportation Officials \(NACTO\)](#)

