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#### 11.1 INTRODUCTION

Lake Lure's natural assets, such as lakes, tree-covered mountains, and priceless viewsheds, have attracted visitors to the area for nearly two hundred years. Throughout the past decade, Lake Lure has experienced a significant increase in demand for land, specifically for single-family residences. As the town has attracted more visitors, many have subsequently purchased homes in the area for vacation and/or investment purposes while others have relocated permanently to Lake Lure. Similarly, continued tourism interest has increased the demand for seasonal housing and commercial services. Both of these factors have contributed to Lake Lure's growth and have had an impact on land use. Through proper growth management and land use planning, development can maintain its course without jeopardizing the quality of the environment or the quality of life for residents and visitors.

## 11.2 Inventory and Existing Conditions

The Town of Lake Lure encompasses 8,850 acres. The two largest bodies of water, Lake Lure (720 acres) and Bald Mountain Lake (51 acres), occupy a total of 771 acres. A high percentage of the remaining 8,079 acres of land in the town is undeveloped or is unable to be developed. The vast amount of undeveloped land includes properties that contribute significantly to Lake Lure's natural environment and character. However, the majority of this land is not protected from future development. This subsection provides detailed descriptions of development patterns within the town, and since many development-related concerns are associated with subdivisions beyond the town limits, those issues are also noted.

#### Land Use and Development within Lake Lure's Jurisdiction

While Lake Lure is developed primarily for residential uses, commercial and civic uses are also significant components of the land-use mix. The Existing Land Use Map (Figure #6A) reveals this as well as the presence of some unique uses, such as a camp (i.e., Lurecrest). There are several uses that the community has expressed a desire or need for, so the range of uses could be expanded over time. The following describes the existing land use pattern in more detail. Included at the end of this section is the current Existing Zoning Map (Figure #7) that is a reflection of the existing and potential development pattern as envisioned prior to this planning process. Table 11.2 provides a summary of the zoning districts and the total land area associated with each district.

## Residential Development

#### **Single-Family Residential**

As previously mentioned, Lake Lure's land use type is mainly single-family residential. The majority of land



Lake views from single-family homes are highly sought after by Lake Lure property owners and visitors.

within the town's corporate boundaries is zoned for single-family residential. (See Figure #7, Existing Zoning Map) The current zoning maps suggest that Lake Lure will maintain predominately single-family residential pattern of development.

The impact of residential development has been raised as an issue recently. The increase in single-family residential development has caused concern that scenic views and other sensitive areas could be negatively affected. Interestingly, according to the survey, nearly 50% of the respondents think Lake Lure should slow its residential development pace, as opposed to 30% who preferred to retain the current pace of development. The community has expressed a need to address negative development impacts, particularly in The survey indicated nearly 87% of the subdivisions. respondents agreed on the need to develop better guidelines regarding residential subdivision development. These items were also emphasized in the community meetings, stakeholder interviews, and steering committee meetings. The town has created and implemented subdivision regulations to control single-family residential development within its jurisdiction. These regulations address a variety of standards from roadway to drainage for design, requirements.

The second home market in Lake Lure is a major force behind the town's continued growth, housing demand, and economy. According to Multiple Listing Services, only 22.1% of the occupied housing in Lake Lure was owned by a full-time resident (classified as someone who resides in Lake Lure five months or longer per year). Many of these homeowners live in Lake Lure at various times throughout each year, but maintain a primary residence elsewhere. Despite the amount of time the home is utilized, it is important in terms of land use, as a large percentage of Lake Lure is developed for single-family housing.

Questions have been raised about the definition of residential uses, as many homes are rented to visitors spending a week or two at a time in Lake Lure on vacation. Utilization of property in this manner is very different from the traditional use of single-family homes. In the R-1 zone, for example, renting a single-family residence is not permitted. This is a problem because renters often create problems for nearby homeowners such as undesired noise, parking problems, etc.



Single-family residential is the primary land use in Lake Lure. Large homes, such as this one, are commonly found on the lakefront.



Homeowners build in areas of extreme topographic conditions to capture views of the lake.

Currently, there is a lack of clarity in or enforcement of current regulations.

#### **Multi-Family Residential**

Other than single-family detached homes, housing choices in Lake Lure are limited. While the vast majority of attached housing is in the form of condominiums located mostly within Rumbling Bald Resort, multi-family developments have recently been completed. Additionally, future developments will include multi-family units. For example, developers of Bald Mountain at Lake Lure are proposing 120 units (multi-family and duplex). However, according to the survey results, there is a great deal (over 74%) of opposition to multi-family homes. As housing prices and property values rise, a lack of housing choices reduces opportunities for workforce housing in the town.

## **Commercial Development**

The range of uses found within Lake Lure is reflective of its long history as a resort community and vacation destination. Included in the set of uses are several types of lodging, other service-oriented uses and tourism-related uses. Among them are a large hotel (the Lake Lure Inn), lodges, bed-and-breakfast establishments, time-share units, golf clubs and outdoor adventure guide businesses.

Most of the commercial development in Lake Lure is concentrated in the town center, where a variety of restaurants and a few stores can be found. (See Figure # 7, Existing Zoning Map) These businesses benefit from proximity to the Lake Lure Inn, the beach, and the municipal buildings. Other commercial development in town has consisted mainly of small retail in key locations along the major routes. Until recently, these commercial businesses met only a few of the needs of most frequently residents. who travel to Rutherfordton, Hendersonville and other nearby cities to shop. In 2005, Ingles, an Asheville-based grocery store chain, opened a grocery store on the west side of NC-9 just inside the town limits giving residents a more convenient shopping option.

Most of the recent commercial development has occurred along segments of US-64/74A and NC-9. They have gravitated to these major roadways as such routes carry the most traffic (potential patrons), provide easy access and offer terrific visibility. In addition, the available parcels of land are easier to develop as they are relatively flat and are close to available



A multi-family development in Lake Lure: apartments located near the Ingles grocery store.



Commercial land use has been developed along Lake Lure's roadways. There is an opportunity to cluster commercial services and retail in commercial notes to avoid commercial strips along road corridors.

infrastructure. As a result, the pattern of commercial development is taking on a linear, or "strip," pattern. The occasional fruit and vegetable stand, once one of a few commercial establishments located along the roadside, is now flanked by real estate offices, small convenience stores and restaurants, and other service-related businesses.

In addition to affecting the character of these corridors, this pattern of development can increase left turns and have a negative impact on traffic flow. Through the survey, community meetings, and CPSC meetings, community members demonstrated interest in small retail and other commercial development; however, over 86% of survey respondents agreed that it should be concentrated in a few designated areas. A majority of the respondents opposed the conventional shopping center and "strip" development along roadway corridors.

Commercial lakefront development is another land use concern. The encroachment of commercial land uses along the lakefront could be accommodated under existing regulations. However, additional commercial development on the lakefront would detract from Lake Lure's beauty and potentially could decrease the environmental quality of the lake. Of those surveyed, 83.6% cited the need to limit commercial development on the lakefront; however, 61% of the respondents do favor lakefront restaurants. Lakefront commercial establishments require a minimum of 100 feet of lake frontage.

Commercial development is discussed at greater length in the Economic Development section.

#### Civic Uses

Civic uses serving Lake Lure's small population are located within and near the town limits (see Figure #3, Community Facilities Map). Within the town are a number of civic uses, including the offices and support facilities of various town departments located primarily in the town center. On the western edge of town along Memorial Highway are the town hall and police department occupying a single building. Adjacent to this building is the visitors' center, which houses the youth center. Within this area are several of the town's recreational facilities, such as the town marina and Morse Park, which are described in more detail in the *Parks and Recreation* section. In the heart of the town center, behind the arcade building, is the town's maintenance facilities that include two buildings and



Another example of commercial development along Lake Lure's roadways.

outdoor storage. Other civic uses include the library, such as the one located on Bills Creek Road.

While it is appropriate for many of the municipal uses to be located in the town center to reinforce it as the heart and focal point of the community, some civic uses may be better located elsewhere. A library is an example of a civic use that can be located in a place (or places) that maximizes access for all citizens in its service area. As is the case for Lake Lure, such locations are not always the geographic center or town center. The town maintenance facility is another civic use that can and should be located outside of the town center, as the land values and potential opportunities would suggest a better use. As development in Lake Lure continues, civic uses will likely continue to be both concentrated in the town center and distributed around town, depending on the purpose and/or service area of each.

For more information about the town's services and facilities, see the *Community Services and Facilities* section.

#### Mixed-Use

Currently, Lake Lure lacks mixed-use development as a component of the development pattern. This refers to multiple uses within a single development or even the same structure. Ideally, the mix includes both residential and non-residential uses. For example, a two-story building could have a residential use on the second floor and a commercial use on the first floor. Lake Lure has an R-4 zoning district that allows for single-family dwellings and offices in the same development but does not provide options for flexible design that can integrate residential and non-residential uses in a seamless manner (e.g. co-exist within the same building).

#### **Educational Facilities**

The Town of Lake Lure currently does not have a designated public or private school located within the town limits. Rutherford County School's most current facilities plan, Rutherford County School Strategic Plan, does not indicate a need for a school in Lake Lure within the next four years. Through the community input process, participants expressed support for a private school or charter school. Many were interested in attracting a special use school to Lake Lure. The possibility of attracting a school focused on the natural environment, outdoor adventure recreation and/or specialty crafts and trades is thought to be worthy of future consideration.

Table 11.1: Acreage by Zoning District

District	Name	Total	% of total
		Acres*	acreage in
			town*
CG	Commercial General	103.2	1.1%
CN	Commercial Neighborhood	11.9	0.1%
CSC	Commercial Shopping	14.0	0.1%
	Center		
CTC	Commercial Town Center	16.9	0.1%
GU	Government	268.1	2.9%
L-1	Lake	818.6	8.8%
Lake	N/A	72.1	.8%
M-1	Reserved Mountainous	314.0	3.4%
R-1	Single-Family Residential	859.0	9.2%
R-1A	Single-Family Residential	1636.3	17.5%
R-1B	Single-Family Residential	610.6	6.5%
R-1C	Single-Family Residential	539.0	5.8%
R-1D	Single-Family Residential	188.4	2.0%
R-2	General Residential	140.9	1.5%
R-3	Resort Residential	3489.0	37.3%
R-4	Residential / Office	99.5	1.1%
S-1	Scenic Natural Attraction	166.7	1.8%
Total		9348.2	100%

<sup>\*</sup>Data provided by *North Carolina Division of Community Assistance* and is consistent with zoning data from Rutherford County.

Table 11.2: Acreage by Land Use

Land Use	Acres*	% of total acreage in town*
Rural	3492	43%
Rural Residential	444	6%
Residential	2389	29%
Resort Residential	1622	21%
Multi-Use	77	1%
Commercial	39	0%
	8063	100%

<sup>\*</sup>Data provided by Rutherford County GIS. Data excludes roadways and lakes.



This is an entrance to a residential neighborhood that is representative of newer developments outside of the town limits.

# Land Use and Development Outside of Lake Lure's Jurisdiction

Development pressures are of concern beyond Lake Lure's corporate boundary as changes in the development pattern in these county-controlled areas are affecting Lake Lure. Subdivisions are being created in the higher elevations, boasting home sites with spectacular views toward the lake. Residents and citizens value the natural beauty from vantage points within Lake Lure's jurisdiction, but such development outside of Lake Lure has the potential to alter existing viewsheds. Lake Lure's regulations are not applicable to areas beyond its current jurisdiction. This also applies to "holes," or enclaves, within Lake Lure's jurisdiction, currently not within the corporate limits of the town.

## 11.3 Summary of Issues and Opportunities

- There continues to be a high demand for single-family housing in Lake Lure and surrounding communities. This demand has fueled the growth of residential subdivision development in Lake Lure and surrounding areas.
- There is potential for future development to occur along steep slope areas and have an impact on scenic viewsheds.
- Though limited, there is potential for commercial development (e.g. restaurants) to encroach along the lakefront.
- The impacts of single-family residences being utilized as vacation rentals along the lake front are a concern to many citizens, especially those with homes in close proximity to these rental properties.
- Commercial developments are stretching out along major roadways and lack concentration in any one specific area within town (except town center).
- There is a need to preserve open space as development pressures increase and the amount of undeveloped land is reduced.
- There are underutilized public buildings and facilities that occupy key parcels that are more suitable for commercial development or more intensive uses.
- A majority of recent development that has adversely affected Lake Lure's viewsheds lie beyond the town's limits. Therefore, the developments are not subject to Lake Lure's regulations.
- Currently, the zoning regulation does not accommodate a mixeduse development pattern created by a range of residential and non-residential land uses in the same development.
- There is a lack of commercial services that the community has expressed a desire for, such as small-scale retail, restaurants, performing arts center and healthcare services.

# 11.4 Goals, Objectives and Policies LU Goal 1: Land uses coincide with long term vision

Objective LU-1-1: Direct future development to support the development patterns reflected and proposed in the Comprehensive Plan. (See Figure #8, Future Land Use Map.) The Future Land Use Map is an interpretation of the Final Concept Plan, indicating the land use pattern that might be realized as the plan is implemented over time. It is intentionally not parcel-specific. It is provided as a tool to guide decisions regarding future development and redevelopment. Each specific development / redevelopment proposal should be evaluated against it to determine if the proposal is consistent with the general intent of the Comprehensive Plan.

## Policy LU-1-1.1:

Create zoning districts or modify existing zoning districts to accommodate uses as indicated in Comprehensive Plan, specifically the Final Concept Plan and the Future Land Use Map. Table 11.3 summarizes the land use areas shown on the Existing Land Use Map and indicates the appropriate zoning district(s) to be used to accommodate the range of uses envisioned in each area.

- (1) Create a mixed-use zoning district and promote mixed-use developments within specified nodes in areas as suggested in the *Final Concept Plan and Supporting Development Scenarios* section.
- (2) Zone the specified mixed-use nodes (specialty and service) and the local commercial nodes to allow for a greater mixture of uses in these areas. This will allow for development of residential and non-residential (commercial) within the same development, including a vertical mixture (typically residential on the second floor and retail on the first floor.
- (3) Allow flexibility in zoning / land use decisions that would support the long-term preservation of locally-defined historic

structures / properties. (See Community Appearance.)

## Policy LU-1-1.2:

Modify the zoning map to be consistent with the land uses indicated on Figure 8, the Future Land Use Map, and to reflect new districts developed to accommodate the range of uses specified in the plan for key areas.

## Policy LU-1-1.3:

Improve development regulations to preserve open space.

- (1) Evaluate current regulations and identify the most appropriate minimum open space requirements that should be incorporated.
- (2) Develop specific open space standards, such as minimum amount and minimum percent to be improved for access/use, and modify the district standards accordingly.

#### Policy LU-1-1.4:

Concentrate commercial development in designated nodes. (See Figure 8, Future Land Use Map).

- (1) Rezone the Town Center area for development in more compact form. Development of the Town Center in a compact form results in an arrangement of buildings, streets and public spaces that maximizes utilization of the land. For example, buildings have multiple stories that are situated in close proximity to streets and each other. Open space and parking is limited to small spaces that do not interrupt the built environment.
- (2) Provide for commercial development through zoning near lake access points. Such commercial developments may include restaurants, retail, etc.
- (3) Rezone the commercial services node and neighborhood to the mixed-use districts.

#### Policy LU-1-1.5:

Attract a special-use school

- (1) Evaluate potential locations for a special-use school.
- (2) Make known the availability of sites suitable for special-use school and support interested entities in the acquisition and rezoning, if any, of selected site.

### Policy LU-1-1.6:

Attract a performing arts program.

- (1) Evaluate potential locations for a performing arts center.
- (2) Make known the availability of sites suitable for a performing arts center and support interested entities in the acquisition and rezoning, if any, of selected site.

## Policy LU-1-1.7:

Attract healthcare services

- (1) Initiate and maintain communication with healthcare providers (e.g. Rutherford Hospital) to provide a health care facility, pharmacy, visiting nurse service, and medical offices. Relay to providers that the community is highly interested in their services and offer town assistance on efforts to locate such facilities in Lake Lure.
- (2) Identify potential sites, such as suggested in the service commercial node (see Final Concept Plan) for healthcare services. The specific site of the service commercial node should be easily accessible to the population of Lake Lure and is located along a major thoroughfare providing convenient access.

## Policy LU-1-1.8:

Maximize utilization of land in commercial nodes for commercial uses by relocating public buildings



Condominiums in the town center add to the area's mixture of uses.

to appropriate sites that are less suitable for commercial development.

- (1) Evaluate sites for potential relocations of public facilities.
- (2) Relocate public facilities, such as the town's maintenance facility, and other identified locations (see *Community Services and Facilities section*).

## Policy LU-1-1.9:

Develop overlay zone for the scenic byway segment of US-64/74A and NC-9. An overlay district is superimposed over one or more general-use zoning designations for a particular purpose, such as protecting scenic viewsheds, for example.

- (1) Define a scenic overlay area for the scenic byway segment of US-64/74A and NC-9 that continues to protect the character, and scenic quality of the current scenic byway. Refer to the Final Concept Plan to determine general geographic boundaries suggested for parameters of scenic overlay.
- (2) Develop and adopt Scenic Byway Overlay District with standards to preserve the scenic qualities of the Black Mountain Rag Scenic Byway (US-64/74A and NC-9). Standards should address, at a minimum, landscaping, tree preservation, building setback, driveways, parking and lighting.

Objective LU-1-2: Restrict development in specific areas within Lake Lure

#### Policy LU-1-2.1:

Establish overlay zoning district to restrict development above 1,500-feet elevation. *In addition to reducing the amount of development at elevations, this will protect viewsheds, vegetation, and steep slopes.* 

- (1) Clearly define the standards for development in this area, and develop and adopt the overlay district. Regulations need to address all factors that have a direct impact on the quality of development at this highly visible elevation: tree protection/area of disturbance maximums, building height, development density, etc.
- (2) Modify the Official Zoning Map to reflect the addition of this new overlay district. *Use the 1,500-foot contour as the line delineating the boundary of the district.*
- (3) Educate property owners of the benefits of a 1,500-foot protection line. *Promote public involvement to improve surveillance and aid enforcement.*

## Policy LU-1-2.2:

Limit future commercial development along the lake front. Two approaches: 1) Adjust zoning in this area to ensure commercial development will not be permitted along lakefront; or, 2) Increase the setback requirements of future commercial development from lake's shore line.

#### Policy LU-1-2.3:

Study the impacts (e.g. economic, quality of life, etc.) of vacation rentals, particularly those along the lakefront, to determine the need for controls (e.g. additional regulations) or other measures to ensure that the value and enjoyment of all lakefront properties are maintained, and adopt controls for vacation rentals as determined by the study recommendations. Once regulatory controls have been put in place, the Town should then study the effects of those controls and of the impacts of residential vacation rentals on single-family residential zoning districts. Should those studies indicate that the objectives of the regulatory controls are not being achieved, it is the desire of Council and the intent of the Comprehensive Plan that future ordinance(s) be enacted to further regulate and if necessary, prohibit residential vacation rentals in the R-1, R-1A, R-1B, R-1C, R-1D, R-2, and M-1 zoning districts and to amortize them in such districts for a appropriate period of time. (Amended 11-10-09)

## LU Goal 2: Growth and development beyond current town limits is managed to have a positive impact on the community and be consistent with adopted goals

Objective LU-2-1: Maintain a consistent approach to development and sensitivity to the natural environment and the town's character.

#### Policy LU-2-1.1:

Establish an extra-territorial jurisdiction (ETJ) to ensure that developments in areas adjacent to the town boundaries do not adversely impact the town.

- (1) Map potential ETJ boundaries using a set of criteria that include ridgelines, drainage areas, etc.
- (2) Engage in conversations with Rutherford County, adjacent communities and state to communicate ETJ boundary concept.
- (3) Apply adopted regulations, including signage and subdivision regulations, to the area within the established ETJ.

#### Policy LU-2-1.2:

Consider extending ETJ into the unincorporated enclaves within Lake Lure's jurisdiction if the town determines that such extension would result in a more consistent development pattern town-wide. This extension would close the "holes" in the jurisdictional area.

**Table 11.3: Proposed Land Use and Zoning Conversion** 

Land Use Area (on Future Land Use Map)	Recommended
	Zoning
Very Low Density Residential Area to be developed, if developed at all, for very low density residential uses due to characteristics such as relative distance from primary transportation routes making these areas less accessible, steep slopes, and higher elevations.	R-1D***
Residential Area that is currently developed for single-family residential uses or will likely be developed for primarily single-family residential uses. Other uses may include a limited amount of residential amenities provided for the use and enjoyment of the residents of the neighborhood (e.g., small parks and open spaces, trails, clubhouses, pools, tennis courts). While most residential units are and will likely be detached units, a limited amount of attached units are possible with a conservation subdivision approach, an alternative to conventional single-family development in that it preserves open space in conjunction with creating a more compact form of development.	R-1, R-1A, R- 1B, R-1C
Resort Residential While predominantly residential, this area is characterized by a range of residential uses with an array of resort amenities. The residential units include detached, attached, and multi-family units mostly in the form of single family homes, townhouses, and condominiums. Such units are typically designed for either full- or part-time residency and/or rental vacation homes. Overall, the density is low (gross density) as only a percentage of gross land area is devoted to residential uses; residential uses are complemented by recreational uses that are common to resort development, such as golf courses. In addition, other resort-oriented uses, such as clubhouses, pools, marinas, spas, office, restaurants, and commercial hospitality uses (e.g., hotels, motels, and lodges), are likely included in the mixture of uses.	R-3
Residential/Office  Area that exists along the US-74A/US-64/NC-9 corridor where a predominantly residential pattern of development has been converted over time into office and other small commercial uses. Residential and office uses are likely to continue in this area fronting this roadway.	R-4***
Governmental  Area devoted to governmental and civic uses. This is where governmental functions are and should be concentrated. Over time, additional space can and should be created in this area to accommodate growing governmental functions through building expansions and infill development.	GU
Open Space Areas currently—and to be—devoted to open space uses, including parks that are designed for passive recreational activities. The planned state park, which lies within the town limits and includes a portion of Chimney Rock Park that is to become part of the state park, is included in this open space area.	S-1
Recreational****  Areas that include properties owned by the town that are designed and used primarily by the public for active recreational uses. These facilities are may be maintained and operated by the town or other entities.	GU
Camp/School****  Area that is and may continue to be used for special purposes, such as education, that is in keeping with the character of and vision for the town. Camps owned and operated by scouts, churches, and similar organizations as well as schools intended for special training or interests are envisioned for this area. However, some residential and lodging uses may be components of these areas.	R-2**
Mixed-Use Specialty Commercial  A mixed-use area that accommodates a wide range of commercial and residential uses. Similar to the scale and composition of the centers of small towns in the Carolinas, this is the location for specialty retail stores (typically under 10,000 square feet per tenant space), restaurants, services, hotels, offices. As development and redevelopment occurs, this area will likely buildings 2 stories and higher, organized around small civic spaces, such as formal greens and courtyards. The first floor of most buildings will be devoted to commercial uses while residential uses could occupy upper floors. The exact mixture (amount and location of specific uses) will be determined by market demand.	CTC

Mixed-Use Service Commercial****	C-1, CG, CSC
A mixed-use area that accommodates a wide range of commercial and residential uses. Unlike the specialty	
commercial area, the mixture of uses in this area will be more horizontal (uses separated into different	
buildings), and the commercial uses will tend to be more service-oriented and accommodate tenants with	
greater floor area requirements (i.e., greater than 10,000 square feet). Open space and connections between	
uses will be emphasized, but the configurations of each will differ from the specialty commercial. The exact mixture (amount and location of specific uses) will be determined by market demand. Typically, this type of	
commercial node would accommodate approximately 100,000 to 300,000 square feet of commercial space	
and serve an area that lies within a 3 to 5 mile radius. Additionally, this commercial space will serve a	
population ranging from 40,000 to 150,000, with a 50,000 population average. (source: <i>Urban Land Use</i>	
Planning)	
Local Commercial	CN*
Areas in which local services are clustered to meet the needs of residents in the immediate vicinity.	
Typically, this type of commercial node would accommodate approximately 30,000 to 100,000 square feet	
of commercial space and serve an area that lies within a 1.5 mile radius. Additionally, this commercial	
space will serve a population ranging from 2,500 to 40,000, with a 10,000 population average. (source:	
Urban Land Use Planning)	

<sup>\*</sup>This district may require modifications to expand the range of uses to include complementary uses that are suitable for a mixed-use environment. Standards shall control scale.

<sup>\*\*</sup> This district may require modifications to reduce the range of uses to exclude uses that are more suitable for other locations and districts.

<sup>\*\*\*</sup>Overlay districts may be developed to provide an additional layer of design standards to maintain specific aesthetic and/or character-defining qualities in the same areas where this district is utilized.

<sup>\*\*\*\*</sup>A new district may be required.