

## **REQUEST FOR BOARD ACTION**

### **HENDERSON COUNTY BOARD OF COMMISSIONERS**

**MEETING DATE:** September 8, 2009

**SUBJECT:** Continued Discussion of the Draft Etowah and Horse Shoe Communities Plan

**ATTACHMENTS:**

1. Staff Memo on Summary of Major Recommendations in the Draft Etowah and Horse Shoe Communities Plan
2. Henderson County Implemented Recommendations
3. Henderson County Land Development Code Recommendations
4. Draft Plan Maps Reflecting Recommendations
5. Staff Memo on Tax Service Districts
6. PowerPoint Presentation

#### **SUMMARY OF REQUEST:**

On July 15, 2009, the Board of Commissioners briefly reviewed the recommendations of the Draft Etowah and Horse Shoe Communities Plan. The Board of Commissioners suggested certain recommendations proposed by the Draft Plan should be amended or reorganized prior to its adoption.

As discussed at Board's July meeting, Staff met with Commissioners to identify major or significant issues in the Draft Plan. As a result of these meetings, Staff has reorganized the Draft Plan recommendations into two categories, Henderson County Implemented Recommendations and Henderson County Land Development Code Recommendations, by target date (See Attachment 1, 2 and 3). Recommendations primarily implemented by other agencies or that currently appear in the County Comprehensive Plan (CCP) or Strategic Plan are not included in the attached list. Those recommendations can be provided to the Board should the Board decide to revisit those issues.

Based on the discussions with Commissioners, staff has identified recommendations that represent capital projects and recommendations that may have broader policy implications. These 11 policy issues are identified in Attachment 1 for the Board's review. Staff has also provided the Board additional information on Tax Service Districts (See Attachment 5) to answer the Board's questions and concerns.

#### **BOARD ACTION REQUESTED:**

Staff requests the Board discuss and provide direction as to what changes are necessary with the Draft Etowah and Horse Shoe Communities Plan. If the Board is prepared to approve the plan with any applicable changes, the following motion is provided.

#### **Suggested Motion:**

I move that the Board adopt the Etowah and Horse Shoe Communities Plan with the changes noted by the Board.

**MEMORANDUM**

**TO: Board of Commissioners**  
**Steve Wyatt, County Manager**  
**Selena Coffey, Assistant County Manager**  
**Russ Burrell, County Attorney**

**FROM: Autumn Radcliff, Senior Planner**  
**Anthony Starr, AICP, Planning Director**

**DATE: August 11, 2009**

**SUBJECT: Summary of Major Recommendations in the Draft Etowah and Horse Shoe  
Communities Plan**

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This summary shows the issues that were raised by Board members that were identified as major or significant issues. After meeting with Commissioners, staff has reorganized the draft Etowah and Horse Shoe Communities Plan recommendations into two categories by target date. These categories include:

- Henderson County Implemented Recommendations (See Attachment 2)
- Henderson County Land Development Code Recommendations (See Attachment 3)

Recommendations primarily implemented by other agencies or that currently appear in the County Comprehensive Plan (CCP) or Strategic Plan are not included in the following list. Those recommendations can be provided to the Board should the Board decide to revisit those issues. Many of these recommendations were based on public input received through two public input sessions, a public hearing, surveys and e-mail correspondence with committee members and planning staff.

Texts highlighted in red on the attached tables are recommendations that are proposed to be removed provided the Board is in agreement. In the tables, staff identified those recommendations that represent capital projects.

The Board had also expressed concerns with those recommendations that have broader policy implications. Based on the discussions with Commissioners, staff has identified the following recommendations that may have broader policy implications. Depending on what other area plans recommend, staff could group some of the implementation items related to LDC changes. The Board should discuss the following 11 policy issues:

**Note: Items that are currently addressed in the CCP or Strategic Plan are not included on the following list (for example Rails to Trails).**

- N-1.2. Prohibit public waterline extensions in the Planning Area in areas designated by the Henderson County 2020 Comprehensive Plan as Rural/Agricultural Areas.

[Note: This item could be applied Countywide and the Board could still consider extensions in the Rural/Agricultural Areas on a case by case review.]

- N-2.1. Consider incorporating environmental assessments for major subdivisions into the Natural Resources Section of the Land Development Code.

[Note: If implemented, this recommendation would be a text amendment to the LDC and a new requirement for major subdivisions (11 or more lots) in the County.]

- N-2.2. Consider incorporating stricter steep slope regulations in the Land Development Code for the Etowah and Horse Shoe Communities to limit development on steep slopes.  

[Note: Due to administrative and enforcement issues, this recommendation if supported by the Board should be applied Countywide.]
- H-1.1. Consider incorporating affordable housing into new major subdivisions of 100 or more dwelling units.  

[Note: If implemented, this recommendation would be a text amendment to the LDC and a new requirement for major subdivisions (11 or more lots) in the County.]
- CCD-1.1. Consider establishing design standards for nonresidential uses in the Planning Area Overlay District.  

[Note: This could be accomplished using an overlay zoning district. Other area plans may seek similar standards.]
- CCD-1.2. Require sidewalks for all new commercial businesses along Brickyard Road to McKinney Road and along any new road frontage in areas zoned commercial.  

[Note: Encroachment agreement with NCDOT would be required. Sidewalk maintenance would be required by the County or business. Recreation service district may possibly be used to fund construction or maintenance of the sidewalks. This approach could be applied to other community plans.]
- CCD-1.5. Incorporate standards to limit light pollution.  



[Note: This recommendation could be applied Countywide. The Edneyville Community Advisory Committee is also considering a similar recommendation.]
- CFS-2.2. Consider the establishment of a multifunctional YMCA, governmental or nonprofit full service recreation facility and community center in the Planning Area (Refer to Goal CFS-2).  


[Note: Establishment of a service district is probably necessary to fulfill this recommendation (Refer to CFS-2.3).]
- CFS-2.3. Consider establishing a service district to create revenue to support recreation in the Planning Area.  



[Note: This would be the first service district for the county for a county service other than fire protection services or sewer services (Cane Creek).]
- T-2.5. Consider incorporating pedestrian friendly measures in the core of the Etowah and Horse Shoe Communities (Refer to Goal T-2).  


[Note: Encroachment agreement with NCDOT would be required. Sidewalk maintenance would be required by the County or business. Recreation service district may possibly be used to fund construction or maintenance of the sidewalks. This approach could be applied to other community plans.]
- LUD-3.1. Consider establishing a “main street,” in keeping with the character and with an overall theme unique to Etowah, along Brickyard Road.  



[Note: Staff discussed this recommendation with NCDOT and this is possible with the implementation of the Morgan Road and McKinney Road connector (See Recommendation T-2.2). Sidewalks would be maintained by the property owner of the business.]


	Henderson County Implemented Recommendations	Responsibility	Target Date
	<p><b>T-2.4. Avoid and correct situations where road names change multiple times. Specifically address the road name change at Holly Springs Road and Ray Hill Road</b> (Refer to Goal T-2).</p>	<p>Property Addressing, NCDOT, Planning</p>	<p>FY 09-10</p>
	<p><b>N-1.1. Develop and adopt an open space plan for the Etowah and Horse Shoe Communities in order to protect wetlands and flood areas, and to further regulate floodplain development.</b></p> <p>Henderson County’s 2020 Comprehensive Plan (CCP) Future Land Use Map identified possible conservation areas that include sensitive natural areas. This map should be incorporated into any open space plan in the Planning Area and used as a basis for developing the plan (Refer to Goal N-1).</p>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 11- 12</p>
	<p><b>N-1.4. Support water quality protection and restoration programs in Henderson County, which could include the addition of water quality monitoring stations throughout the Planning Area and the County.</b></p> <p>The County should consider funding a new water quality monitoring site in the Planning Area on Little Willow Creek in the Seven Falls subdivision during the development construction with the cooperation of the Seven Falls subdivision, the County, and volunteer water quality groups such as the Volunteer Water Information Network (VWIN). The County should support the efforts of the Soil and Water Conservation District to obtain grant money for the development of a Watershed Restoration Plan and to work with local landowners for the purpose of protecting water quality in the Etowah and Horse Shoe communities (Refer to Goal N-1).</p>	<p>BOC/Manager, Planning, Engineering</p>	<p>Funding FY 10-11; Ongoing</p>
	<p><b>CFS-5.2. Consider designating and managing a recycling center in the Planning Area.</b></p> <p><del>Consider locating a recycling center in the Planning Area. The County should conduct a study to assess the best possible location for a recycling center to ensure the facility is placed in a location that best serves both communities (Refer to Goal CFS-5).</del></p> <p>Note: Draft Solid Waste Plan would provide recycling through a different approach.</p>	<p>Engineering, Solid Waste</p>	<p>FY 11-12</p>
	<p><b>A-1.2. Determine the need for and possibly establish a location for a small farmers’ market in the Planning Area.</b></p> <p>A farmers’ market within the Planning Area could serve the needs of local farmers who may not have the means to travel long distances to bring their crops to market and could be incorporated into an agritourism plan to encourage tourists and those within the area to buy local produce (Refer to Goal A-1).</p>	<p>BOC/Manager, Planning, Cooperative Extension</p>	<p>FY 11-12</p>

 = Recommendations that are capital projects.

Henderson County Implemented Recommendations		Responsibility	Target Date
	<p><b>CFS-2.3. Consider establishing a service district to create revenue to support recreation in the Planning Area.</b></p> <p>According to the Tax Assessor’s Office a penny per \$100 of value (excluding personal property) applied to the tax rate will generate \$124,500 for the Planning Area. These tax monies should be used to match available grants for the construction of recreation facilities. The service district should not be established until local economic conditions improve and grant funding is available (Refer to Goal CFS-2).</p> <p>Note: See Staff memo for additional information regarding service districts.</p>	BOC/Manager, Planning, Parks & Recreation, Finance	FY 11-12
	<p><b>CFS-2.2. Consider the establishment of a multifunctional YMCA, governmental or nonprofit full service recreation facility and community center in the Planning Area</b> (Refer to Goal CFS-2).</p> <p>Note: Establishment of a service district (CFS-2.3) is probably necessary to fulfill this recommendation.</p>	BOC/Manager, Planning, Parks & Recreation	FY 12-13
	<p><del>CFS 5.1. Conduct a feasibility analysis on a regional incinerator (Refer to Goal CFS 5).</del></p>	BOC/Manager, Engineering, Solid Waste	FY 12-13
	<p><b>CFS-3.1. Increase law enforcement presence and patrol in the Planning Area.</b></p> <p>Consider conducting studies to determine the need and possible addition of a satellite patrol office in the Planning Area (Refer to Goal CFS-3).</p>	BOC/Manager, Sheriff’s Department	FY 12-13
	<p><b>N-1.2. Prohibit public waterline extensions in the Planning Area in areas designated by the Henderson County 2020 Comprehensive Plan as Rural/Agricultural Areas.</b></p> <p>The CCP’s Growth Management Strategy established the County’s growth and land use policies through 2020. This strategy is intended to direct growth to areas where essential services and infrastructure are present, and protect natural areas and key historic and cultural resources from extensive development. The areas designated as Urban Services Areas are where sewer and water infrastructure should be focused while Rural/Urban Transition Areas should be consistent with the Sewer and Water Master Plan as envisioned in the Sewer and Water Element of the CCP and should coincide with expansions of the Urban Services Areas. Sewer and water development is generally discouraged in the Rural/Agricultural Areas (Refer to Goal N-1).</p>	BOC/Manager, Planning Board & Staff	Ongoing

 = Recommendations that are capital projects.

	Henderson County Implemented Recommendations	Responsibility	Target Date
	<p><b>A-1.1. Make agriculture appealing to younger generations by creating incentives for these generations to keep farming.</b></p> <p>The local school board should be encouraged to finance horticulture curriculums at the middle and high school levels and give academic credit for participation in programs such as the 4H club or the Future Farmers of America’s Career Development Events or Supervised Agricultural Experience Program. The local community colleges should continue programs and classes to assist farmers with business planning, tax and local law, and computer skills. A farmland protection fund could be established gathering contributions for use in conservation, public education, agriculture-related training and economic development activities (Refer to Goal A-1).</p>	BOC/Manager, Soil & Water, AAC, Cooperative Extension,	Ongoing
	<p><b>A-1.3. Continue and expand educational efforts for farmers and adjoining property owners in order to create awareness about the impacts of farming on adjoining properties.</b></p> <p>Local governmental agencies should partner with local environmental and conservation groups to expand and continue to educate farmers and property owners on sustainable and environmentally responsible farming techniques. Full disclosure of Farmland Preservation Districts should be provided to prospective buyers by real estate agents and attorneys (Refer to Goal A-1).</p>	Soil & Water, AAC	Ongoing
	<p><b>A-1.4. Encourage schools to buy and use local foods.</b></p> <p>Programs such as the “Growing Minds” program created by the Appalachian Sustainable Agriculture Project (ASAP), which encourages local foods in the schools, should be promoted and implemented to incorporate local foods into the school lunch program (Refer to Goal A-1).</p>	Public Schools	Ongoing
	<p><del><b>CFS-1.1. Consider increasing school capacity at Etowah Elementary, Mills River Elementary and Rugby Middle School (Refer to Goal CFS-1).</b></del></p> <p>Note: Currently achieved with construction of area schools as part of system wide school improvements.</p>	BOC/Manager, Public Schools	Ongoing
	<p><b>CFS-2.1. Consider adding corner and/or neighborhood parks at centrally located areas in the Planning Area.</b></p> <p>Small parks in the Planning Area can serve the recreation needs of the communities as well as enhance the aesthetic appeal of commercial areas. County owned land, commercial businesses fulfilling landscaping requirements, or subdivisions fulfilling open space requirements (See Recommendation LUD-4.1) could aid in the establishment of parks (Refer to Goal CFS-2).</p>	BOC/Manager, Parks & Recreation, Planning	Ongoing
	<p><b>E-1.1. Continue to support small local manufacturing operations by avoiding regulations that would inhibit these types of businesses (Refer to Goal E-1).</b></p>	BOC/Manager, Chamber, Planning, Other Organizations	Ongoing

 = Recommendations that are capital projects.

	<b>Henderson County Land Development Code Recommendations</b>	<b>Responsibility</b>	<b>Target Date</b>
	<p><del><b>N-1.3. Incorporate water supply standards into the major subdivision regulations.</b></del></p> <p><del>As the population for the County and Planning Area increases so will the demand for public and individual water sources. Prior to development plan approval, water supply studies should be incorporated into major subdivision regulations to ensure that adequate water is available for larger subdivisions. Additionally, within these regulations, water supply standards should be monitored consistently and continuously by a third party and not directly by the owners or developer of the major subdivision (Refer to Goal N-1).</del></p> <p>Note: This item recently completed with adoption of Land Development Code amendments.</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>N-2.1. Consider incorporating environmental assessments for major subdivisions into the Natural Resources Section of the Land Development Code.</b></p> <p>These assessments should identify fragile and significant natural areas and state or federally protected animal and plant species. Developers should design subdivisions to avoid and protect significant natural areas and protected species (Refer to Goal N-2).</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>H-1.1. Consider incorporating affordable housing into new major subdivisions of 100 or more dwelling units.</b></p> <p>Affordable housing should make up 10% of housing in new major subdivisions within the Planning Area with 100 or more dwelling units. Alternative compliance can include a fee in lieu of affordable housing being incorporated into an affordable housing fund for the County (Refer to Goal H-1).</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>LUD-1.1. Maximum Residential Density: Consider eliminate the maximum densities allowed for multifamily development from all residential zoning districts in the Planning Area with the exception of the R1 Zoning District</b> (Refer to Goal LUD-1).</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>LUD-1.2. Incorporate the following zoning map changes:</b> (Refer to Appendix 1, Maps: 9; 9a; 9b; 9c) (Refer to Goal LUD-1)</p> <ul style="list-style-type: none"> <li>• Replace R-40 in the southernmost portion of the Planning Area with R3.</li> <li>• Replace all R2MH and remaining R-40 area with the R2 Zoning District.</li> <li>• Replace the R2MH zoning that surrounds the north course of the Etowah Valley Country Club with R1 zoning. This includes land adjacent to the Etowah Valley Country Club and Turnpike Road and west of Holly Springs Road.</li> </ul>	BOC/Manager, Planning Board & Staff	FY 09-10



= Recommendations that are capital projects.

Henderson County Land Development Code Recommendations		Responsibility	Target Date
<p><b>LUD-2.1. Local Commercial (LC).</b> LC zoning should be located in the following areas: (Refer to Appendix 1, Maps: 9; 9a; 9b; 9c) (Refer to Goal LUD-2)</p> <ul style="list-style-type: none"> <li>• Between Old Highway 64, Sunset Hill Drive and Oakland Hill Drive.</li> <li>• Along both sides of Morgan Road between its intersections with US Highway 64 W.</li> <li>• Along the south side of US Highway 64 West from the Horse Shoe Gap Village Local Commercial District to the existing Community Commercial Zoning District in Horse Shoe.</li> <li>• Along Brickyard Road from US Highway 64 West to its intersection with McKinney Road.</li> </ul>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 09-10</p>	
<p><b>LUD-2.2. Community Commercial (CC).</b> CC zoning should be located in the following areas: (Refer to Appendix 1, Maps: 9; 9a; 9b; 9c) (Refer to Goal LUD-2)</p> <ul style="list-style-type: none"> <li>• Add a community commercial zoning district node to the south side to the south side of US Highway 64 West between the County border and Old US Highway 64.</li> <li>• Expand areas around the existing Community Commercial Zoning District in Etowah to include additional commercial uses and property.</li> </ul>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 09-10</p>	
<p><b>LUD-3.1. Consider establishing a “main street,” in keeping with the character and with an overall theme unique to Etowah, along Brickyard Road.</b></p> <p>This area should have mixed residential and commercial uses that are compatible with the overall intent of a “main street.” It should have specific design, sign and landscaping guidelines that establish a compatible look (See Recommendations for Goal CCD-1). This Main Street should be pedestrian friendly with sidewalks (Recommendations T-2.5; CCD-1.2). Traffic mitigating and/or calming measures may be required such as rerouting trucks along a new connector between Morgan Road and McKinney Road (See Recommendations T-2.2; Appendix 1, Map 9b) (Refer to Goal LUD-3).</p> <p>Note: Staff discussed this recommendation with NCDOT and this is possible with the implementation of the Morgan Road and McKinney Road connector (See Recommendation T-2.2). Sidewalks would be maintained by the property owner of the business.</p>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 09-10</p>	



= Recommendations that are capital projects.



	Henderson County Land Development Code Recommendations	Responsibility	Target Date
	<p><b>LUD-4.1. Protect Rural Character through Open Space Regulations within the Planning Area.</b></p> <p><del>Add open space requirements to the Subdivision Regulations in the Land Development Code for the Etowah and Horse Shoe Communities. All major subdivisions with 30 or more lots would be required to comply with the Conservation Subdivision regulations, requiring 25% of the total land, excluding land in floodplain, to be left as open space. Alternatively, a developer may be permitted to pay a fee in lieu of open space at fair market value to the County. This fee would be invested within a three mile radius towards parks, recreation, open space, or as conservation easements (See Recommendation CFS 2.1) (Refer to Goal LUD-4).</del></p> <p>Note: This item mostly accomplished with recent Land Development Code amendments.</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>CCD-1.1. Consider establishing design standards for nonresidential uses in the Planning Area Overlay District.</b></p> <p>Design standards should prohibit unfinished steel or aluminum roofing and aluminum siding material and vinyl siding, and require at least 30% masonry fronts which includes stone or brick (log or timber materials may be acceptable). Where buildings are visible from the side, appropriate evergreen plantings shall be used to obscure the view from adjoining streets (Refer to Goal CCD-1).</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>CCD-1.2. Require sidewalks for all new commercial businesses along Brickyard Road to McKinney Road and along any new road frontage in areas zoned commercial.</b></p> <p>Sidewalks and walkways should take advantage of, and give access to views, open space and environmental features of the area. Whenever possible, sidewalks should be incorporated into road work or expansion (See Recommendations CFS-2.4; T-2.5; LUD-3.1) (Refer to Goal CCD-1). Maintenance would be the responsibility of the property/business owner through an LDC amendment.</p> <p>Note: Encroachment agreement with NCDOT would be required. Sidewalk maintenance would be required by the County or business. Recreation service district may possibly be used to fund construction or maintenance of the sidewalks.</p>	BOC/Manager, Planning Board & Staff	FY 09-10
	<p><b>CCD-1.3. Create new sign requirements for the Planning Area.</b></p> <p>Restrict sign height for commercially zoned areas to a maximum of eight (8) feet. Require adequate landscaping around signs to improve aesthetics of signage (See Recommendation LUD-3.1) (Refer to Goal CCD-1).</p>	BOC/Manager, Planning Board & Staff	FY 09-10



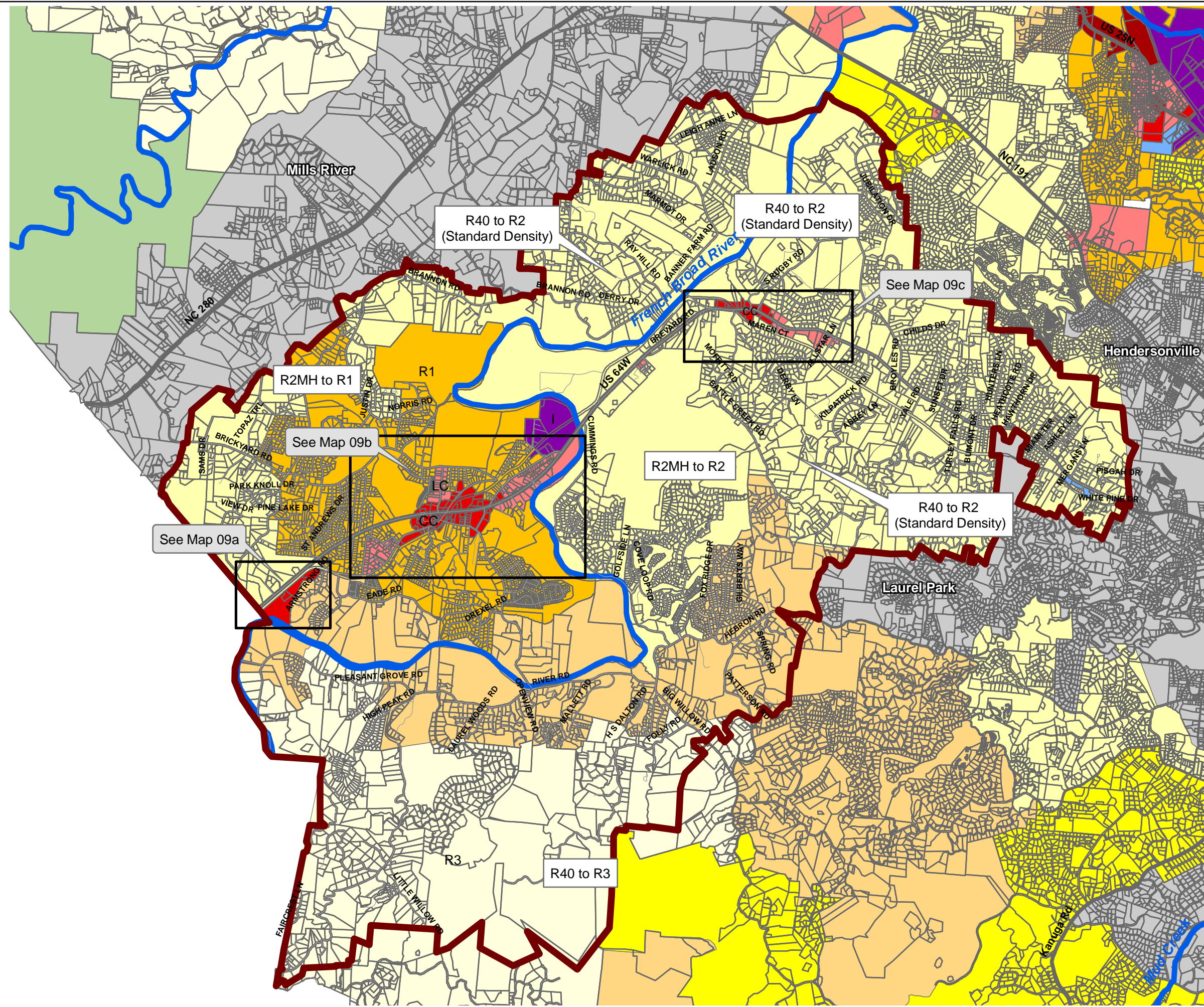
= Recommendations that are capital projects.

Henderson County Land Development Code Recommendations		Responsibility	Target Date
<p><b>CCD-1.4. Reduce front and side setbacks.</b></p> <p>Reduce front and side setbacks to zero (0) feet along Brickyard Road, from US Highway 64 to McKinney Road (or other suitable roads). Place parking along the side and rear of new commercial buildings when feasible. Note that only the standard zoning district setbacks would be reduced. Buffers (such as stream buffers and setbacks for certain types of adjacent uses and zoning districts as specified in the Land Development Code) will still be required (Refer to Goal CCD-1).</p>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 09-10</p>	
<p><b>CCD-1.5. Incorporate standards to limit light pollution.</b></p> <p>Incorporate standards that require semi-cutoff or full-cutoff lighting for major subdivisions and commercial developments within the Planning Area (Refer to Goal CCD-1).</p>	<p>BOC/Manager, Planning Board &amp; Staff</p>	<p>FY 09-10</p>	
<p><b>T-2.3. Implement better access management standards at the following locations:</b> (Refer to Goal T-2)</p> <ul style="list-style-type: none"> <li>• Along US Highway 64 West</li> <li>• Along Brickyard Road from US Highway 64 West to intersection with McKinney Road</li> </ul>	<p>Planning Board &amp; Staff, TAC, MPO &amp; NCDOT</p>	<p>FY 09-10</p>	
<p><b>N-2.2. Consider incorporating stricter steep slope regulations in the Land Development Code for the Etowah and Horse Shoe Communities to limit development on steep slopes.</b></p> <p>These regulations should be implemented to fulfill the recommendations of the “Mountain Ridge and Steep Slope Protection Initiative” released by the Mountain Ridge and Steep Slope Protection Advisory Committee of the Land of Sky Regional Council. This study encourages the cooperation of all counties in Western North Carolina to standardize its regulations concerning steep slope, ridgelines, and other environmental issues (Refer to Goal N-2).</p>	<p>BOC/Manager, Planning Board &amp; Staff, Code Enforcement</p>	<p>FY 11-12</p>	



= Recommendations that are capital projects.

# Etowah and Horse Shoe Communities Planning Area Land Use Recommendations Map



- Major Roads
  - Streets
  - Major Streams
  - Etowah and Horse Shoe Planning Area
  - Parcels
- Proposed Zoning Changes**
- Residential 4
  - Residential 3
  - Residential 2 - MH
  - Residential 2
  - Residential 1
  - R-40
  - WR
  - SW
  - O&I
  - Local Commercial
  - Community Commercial
  - Regional Commercial
  - Industrial
  - Municipal Jurisdiction



















1 inch equals 0.79 miles

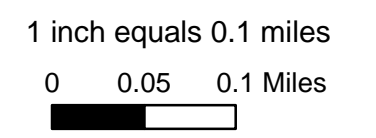
0 0.45 0.9 Miles

This map is prepared from the inventory of real property found within this jurisdiction, and is compiled from recorded deeds, plats, and other public records and data. Users of this map, are hereby notified that the aforementioned public primary information sources should be consulted for verification of the information contained on this map. The County and mapping company assume no legal responsibility for the information contained on this map.

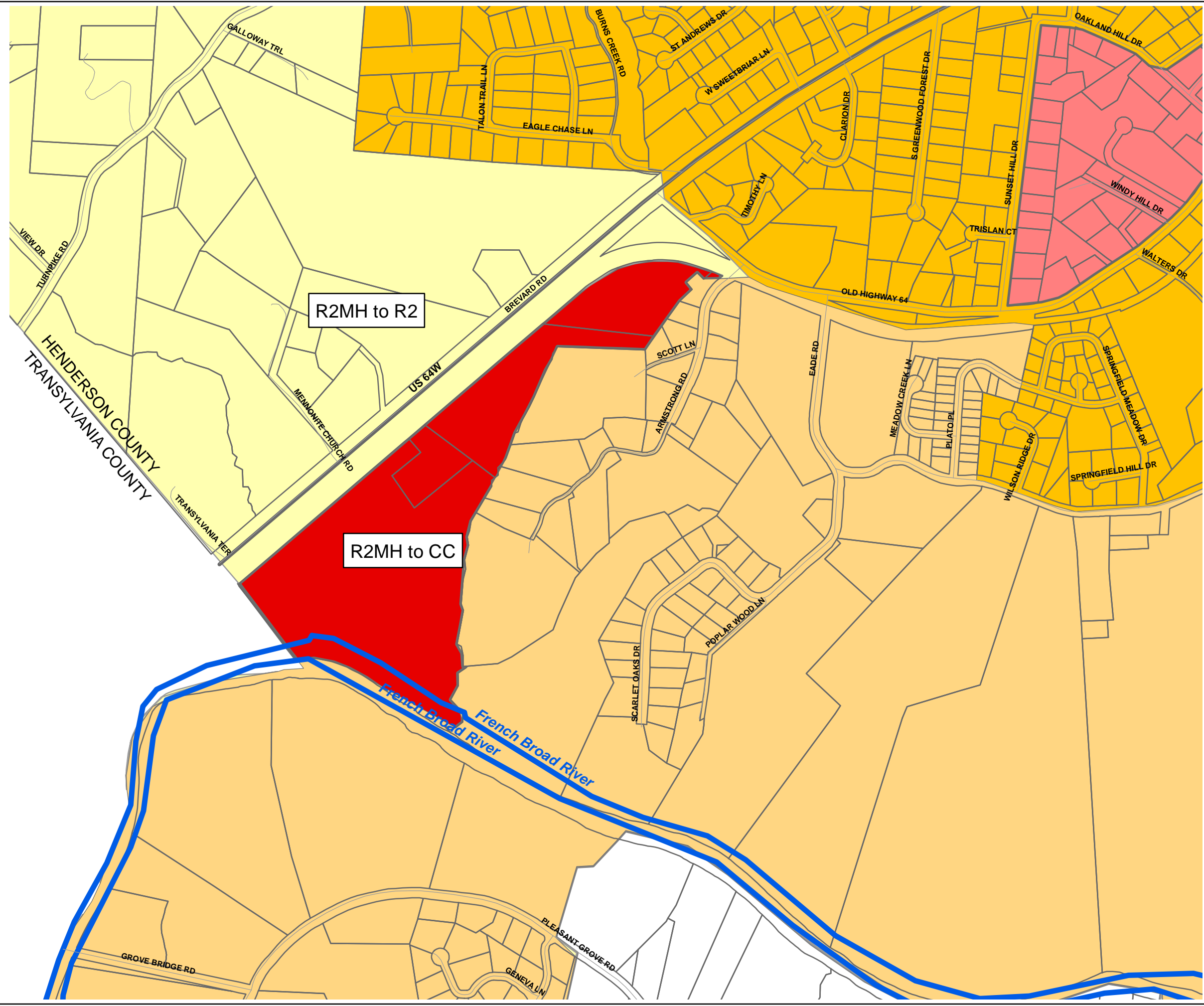
# Etowah and Horse Shoe Communities Planning Area

## Land Use Recommendations Map

-  Streets
-  Major Roads
-  Major Streams
- Proposed Zoning Changes**
-  Residential 4
-  Residential 3
-  Residential 2 - MH
-  Residential 2
-  Residential 1
-  R-40
-  WR
-  SW
-  O&I
-  Local Commercial
-  Community Commercial
-  Regional Commercial
-  Industrial
-  Municipal Jurisdiction
-  Parcels

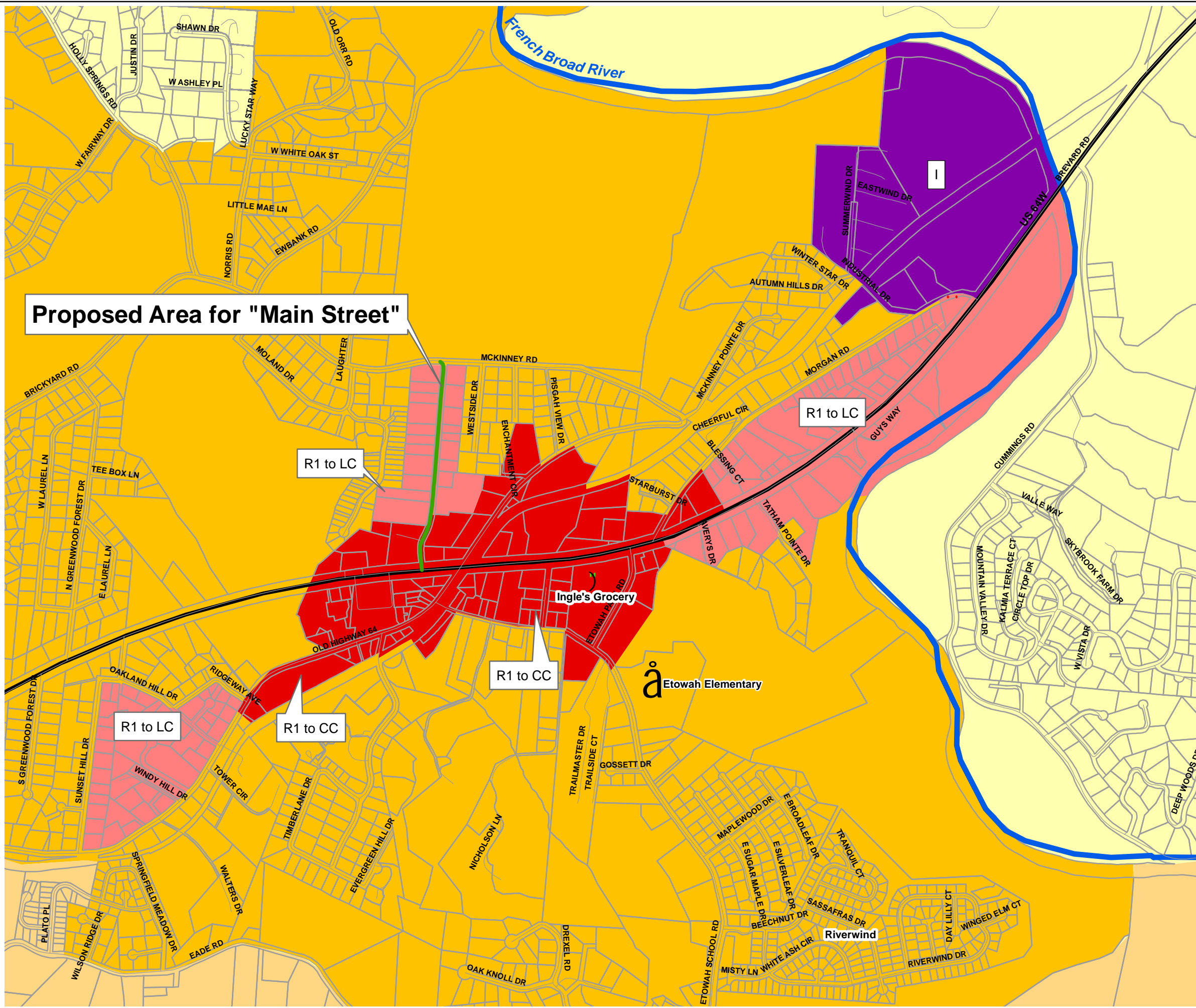


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# Etowah and Horse Shoe Communities Planning Area

## Land Use Recommendations Map



- Major Roads
- Streets
- Main Street
- Major Streams
- Etowah and Horse Shoe Planning Area
- Fire Stations

- Proposed Zoning Changes**
- Residential 4
  - Residential 3
  - Residential 2 - MH
  - Residential 2
  - Residential 1
  - R-40
  - WR
  - SW
  - O&I
  - Local Commercial
  - Community Commercial
  - Regional Commercial
  - Industrial
  - Municipal Jurisdiction
  - Parcels

1 inch equals 0.18 miles

0 0.1 0.2 Miles

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**Proposed Area for "Main Street"**

R1 to LC

R1 to LC

R1 to CC

R1 to CC

R1 to LC




















Ingle's Grocery

Etowah Elementary


Riverwind

# Etowah and Horse Shoe Communities Planning Area

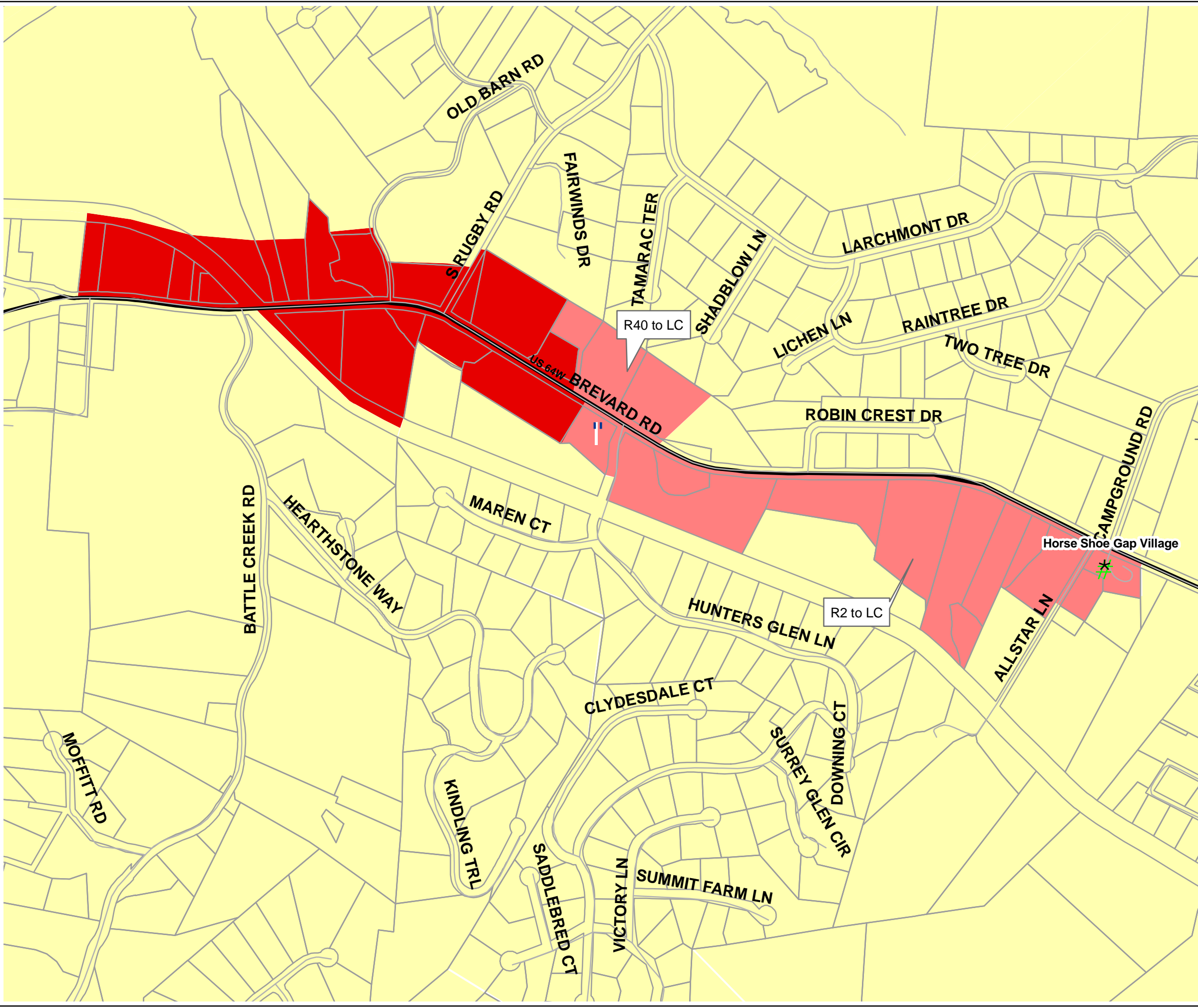
## Land Use Recommendations Map

-  Major Roads
-  Streets
-  Major Streams
- Proposed Zoning Changes**
-  Residential 4
-  Residential 3
-  Residential 2 - MH
-  Residential 2
-  Residential 1
-  R-40
-  WR
-  SW
-  O&I
-  Local Commercial
-  Community Commercial
-  Regional Commercial
-  Industrial
-  Municipal Jurisdiction
-  Post Offices
-  Parcels

1 inch equals 0.09 miles  
 0 0.05 0.1 Miles



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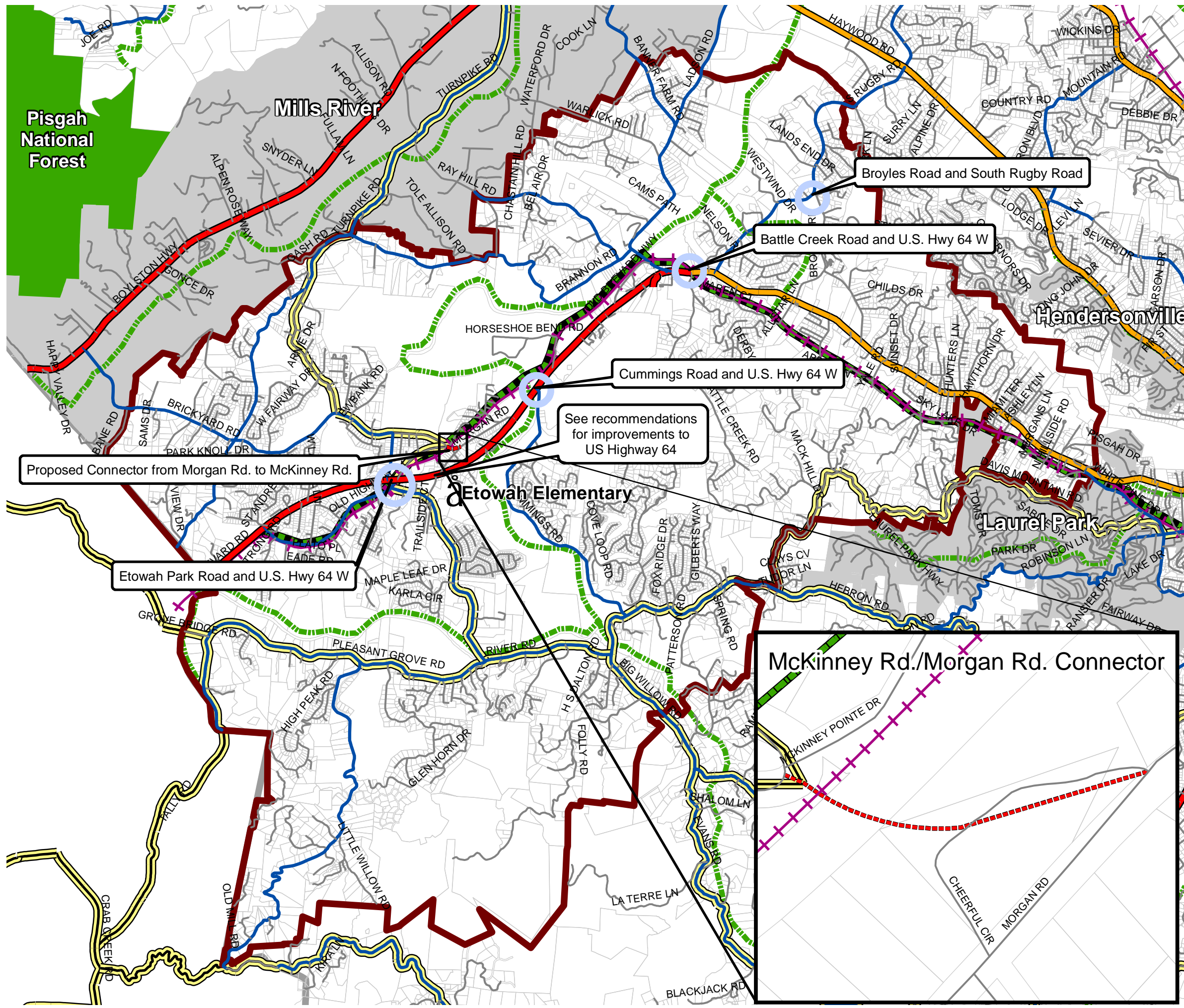


Land Use Recommendations Map



# Etowah and Horse Shoe Communities Planning Area

## Transportation Map



- Road Class**
- Thoroughfare
  - Boulevard
  - Collector
  - Local
  - + Railroad
  - Proposed Connector for McKinney Rd./Morgan Rd.
  - Bike Routes
  - Recommended Greenway
  - Proposed Apple Country Greenways
  - Etowah and Horse Shoe Planning Area
  - Parcels
  - Intersections that Need Improvements

1 inch = 0.77 miles  
 0 0.25 0.5 Miles

This map is prepared from the inventory of real property found within this jurisdiction, and is compiled from recorded deeds, plats, and other public records and data. Users of this map, are hereby notified that the aforementioned public primary information sources should be consulted for verification of the information contained on this map. The County and mapping company assume no legal responsibility for the information contained on this map.



**HENDERSON COUNTY**  
**Planning Department**

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213 First Avenue East • Hendersonville, NC 28792  
Phone 828-697-4819 • Fax 828-697-4533

**MEMORANDUM**

**TO: Henderson County Board of Commissioners**  
**County Manager Steve Wyatt**  
**Assistant County Manager Selena Coffey**  
**County Attorney Russ Burrell**  
**Recreation Director Tim Hopkin**

**FROM: Anthony Starr, AICP, Planning Director**

**DATE: September 8, 2009**

**SUBJECT: Service Districts Information**

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**What are Service Districts?** A specified area of the County where an additional property tax is levied in order to provide specified services to the area only possible by using the proceeds of the property tax.

**For what purposes can Service Districts be established?** The General Statutes specify that the Board of Commissioners may establish service districts for one or any combination of the following functions:

1. Fire protection,
2. Rescue squad or ambulance services,
3. Water supply and distribution,
4. Sewage collection and disposal,
5. Solid waste collection and disposal,
6. Recreation,
7. Watershed improvement, drainage, and water resources development projects,
8. Beach erosion control and flood and hurricane protection works, and
9. Cemeteries.

**Can a Service District be established if a function is already provided countywide?** Service Districts can be applied where the function is provided countywide, but would be provided at a higher level within the district.

**Are petitions or votes from Service District residents required?** No, simple action by the Board of Commissioners defines Service Districts.

**What must the Board of Commissioners consider when defining a Service District?** The Board must consider facts and make findings to assure: (1) the district needs and the residents of the district desire the proposed service(s), and (2) the district will be able to finance the service(s). The Service District may be created if the Board finds all of the following:

1. Demonstrable need for the services,
2. It is impossible or impracticable to provide the services countywide,
3. Services may be provided without unreasonable or burdensome taxes, and
4. Demonstrable demand within the district for the services.

**What kind of public notification and input is required?** The Board of Commissioners must hold a public hearing prior to establishing a Service District by resolution. Notice of the public hearing must be mailed to each property owner in the Service District four (4) weeks prior to the hearing and must be published one (1) week prior to the hearing.

**Can the Board of Commissioners hold a public referendum to determine if the public favors such a service district?** Not under current law. Local governments may not hold referendums unless specifically authorized by state law (ex: sales tax). Some local governments have been successful in gaining state

authorization for such a referendum by enactment of a local bill in the General Assembly. Alternatively, the Board could initiate a public opinion poll to determine public sentiment on the issue or require a petition supporting the effort of a certain percentage of voters in the proposed service district. The petition could be required prior to enacting the service district.

**Where is the applicable legislation located?** North Carolina General Statutes (NCGS) 153A-301 through 306.

**How much revenue would the service district for the Etowah – Horse Shoe area generate?** According to the Tax Assessor's Office each cent on the tax rate per \$100 of property value (excluding personal property) would generate approximately \$124,500 annually for the Etowah – Horse Shoe planning area. These annual revenues could be used to finance capital improvements for recreation facilities and operational expenses.

## Continued Discussion of the Draft Etowah & Horse Shoe Communities Plan



### Board of Commissioners Meeting

September 8, 2009

Henderson County Planning Department

## Etowah & Horse Shoe Communities Plan

### Staff Identified Policy Issues:

- **N-1.2. Prohibit public waterline extensions in the Planning Area in areas designated by the Henderson County 2020 Comprehensive Plan as Rural/Agricultural Areas.**  
[Note: This item could be applied Countywide and the Board could still consider extensions in the Rural/Agricultural Areas on a case by case review.]
- **N-2.1. Consider incorporating environmental assessments for major subdivisions into the Natural Resources Section of the Land Development Code.**  
[Note: If implemented, this recommendation would be a text amendment to the LDC and a new requirement for major subdivisions (11 or more lots) in the County.]
- **N-2.2. Consider incorporating stricter step slope regulations in the Land Development Code for the Etowah and Horse Shoe Communities to limit development on steep slopes.**  
[Note: Due to administrative and enforcement issues, this recommendation if supported by the Board should be applied Countywide.]

Henderson County Planning Department

## Etowah & Horse Shoe Communities Plan

### Staff Identified Policy Issues:

- **H-1.1. Consider incorporating affordable housing into new major subdivisions of 100 or more dwelling units.**  
[Note: If implemented, this recommendation would be a text amendment to the LDC and a new requirement for major subdivisions (11 or more lots) in the County.]
- **CCD-1.1. Consider establishing design standards for nonresidential uses in the Planning Area Overlay District.**  
[Note: This could be accomplished using an overlay zoning district. Other area plans may seek similar standards.]
- **CCD-1.2. Require sidewalks for all new commercial businesses along Brickyard Road to McKinney Road and along any new road frontage in areas zoned commercial.**  
[Note: Encroachment agreement with NCDOT would be required. Sidewalk maintenance would be required by the County or business. Recreation service district may possibly be used to fund construction or maintenance of the sidewalks. This approach could be applied to other community plans.]

*Henderson County Planning Department*

## Etowah & Horse Shoe Communities Plan

### Staff Identified Policy Issues:

- **CCD-1.5. Incorporate standards to limit light pollution.**  
[Note: This recommendation could be applied Countywide. The Edneyville Community Advisory Committee is also considering a similar recommendation.]
- **CFS-2.2. Consider the establishment of a multifunctional YMCA, governmental or nonprofit full service recreation facility and community center in the Planning Area (Refer to Goal CFS-2).**  
[Note: Establishment of a service district is probably necessary to fulfill this recommendation (Refer to CFS-2.3).]
- **CFS-2.3. Consider establishing a service district to create revenue to support recreation in the Planning Area.**  
[Note: This would be the first service district for the county for a county service other than fire protection services or sewer services (Cane Creek).]

*Henderson County Planning Department*

## Etowah & Horse Shoe Communities Plan

### Staff Identified Policy Issues:

- **T-2.5. Consider incorporating pedestrian friendly measures in the core of the Etowah and Horse Shoe Communities (Refer to Goal T-2).**

[Note: Encroachment agreement with NCDOT would be required. Sidewalk maintenance would be required by the County or business. Recreation service district may possibly be used to fund construction or maintenance of the sidewalks. This approach could be applied to other community plans.]

- **LUD-3.1. Consider establishing a “main street,” in keeping with the character and with an overall theme unique to Etowah, along Brickyard Road.**

[Note: Staff discussed this recommendation with NCDOT and this is possible with the implementation of the Morgan Road and McKinney Road connector (See Recommendation T-2.2). Sidewalks would be maintained by the property owner of the business.]

*Henderson County Planning Department*

## Etowah & Horse Shoe Communities Plan

### Questions and Discussion



*Henderson County Planning Department*