# **REQUEST FOR BOARD ACTION**

# HENDERSON COUNTY PLANNING BOARD

# MEETING DATE: January 18, 2018

SUBJECT:	LDC Text Amendment (TX-2018-01), ZBA Procedures and Sign Regulations
PRESENTER:	Autumn Radcliff, Planning Director
ATTACHMENTS:	<ol> <li>Draft Text Amendments (TX-2018-01)</li> <li>Sign Amendments</li> </ol>

# **SUMMARY OF REQUEST:**

The County Attorney has requested that the following text amendments to bring the Land Development Code (LDC) into compliance with State Statues and the supreme court ruling concerning sign regulations. These amendments include: changes to the Zoning Board of Adjustments (ZBA) quasi-judicial proceedings, excluding variances, which now only require a majority vote and not a four-fifths vote; and amending the sign regulations so that the LDC restrictions are not based on the sign content. The draft text amendments to these sections are attached for the Boards review.

## **Suggested Motion:**

I move that the Planning Board make a recommendation on the proposed text amendments to the Board of Commissioners, and

I move that these proposed amendments are consistent with the County's Comprehensive Plan.

# LDC Draft Text Amendments (TX-2018-01) Amendments to ZBA Procedures and Sign Regulations (as requested by the County Attorney)

# **Recommended changes are highlighted in red.**

## LDC Text Amendment A: Amend Zoning Board of Adjustment (ZBA) Procedures.

**Issue:** G.S. 160A-388 requires that quasi-judicial proceedings for variances require a four-fifth vote. All other quasi-judicial proceedings conducted by the Zoning Board of Adjustment (ZBA) require a majority vote. As requested by the County Attorney, this provision should be clarified.

**Recommendation**: Clarify the required four-fifths vote for variances and a simple majority vote for all other quasi-judicial proceedings.

## § 42-305. Henderson County Zoning Board of Adjustment

- B. Membership. Five (5) regular members and five (5) alternate members appointed by the Board of Commissioners. Members shall be citizens of Henderson County and shall serve without pay. Alternative members may serve on individual matters based on a regular member's temporary disqualification. Vacant seats and disqualified members are not considered in calculating a 4/5 vote or majority vote if there are no qualified alternates.
- H. Decisions. The concurring vote of four-fifths (4/5) of the members of the Zoning Board of Adjustment shall be necessary to reverse any order, requirement or determination of the approving official or agency, or to decide in favor of the *applicant* on any matter upon which it is required to pass under this Chapter, or to affect any variation of this Chapter. The concurring vote of at least four of the five members (or four-fifths) of the panel of the Zoning Board of Adjustment (ZBA) hearing the matter shall be necessary to grant a variance. A majority of the panel of ZBA shall be required to decide any other quasi-judicial matter which it is required to pass under this Chapter. On all *appeals*, applications and other matters brought before the ZBA Zoning Board of Adjustment, said Board shall inform those making *appeal* or application of its decisions and the reasons therefore. Such notification shall be in writing.

#### § 42-306. Henderson County Water Quality Board

E. Decisions. The concurring vote of the majority four fifths (4/5) of the members of the Water Quality Board shall be necessary to reverse any order, requirement or decision of the *Water Quality Administrator*. The same majority four-fifths (4/5) vote shall be necessary to decide in favor of the *applicant* on any matter upon which the Water Quality Board is required to pass under any sections of this Chapter which relate to *water supply watershed* protection or to affect any variation of those sections of this Chapter which relate to *water supply watershed* protection. On all *appeals*, applications and other matters brought before the Water Quality Board, said board shall inform in writing all parties involved of its decisions and the reasons therefore.

#### § 42-307. Henderson County Flood Damage Prevention Board

E. Decisions. The concurring vote of the majority four fifths (4/5) of the members of the Flood Damage Prevention Board shall be necessary to reverse any order, requirement or decision of the *Floodplain Administrator*. The same majority four fifths (4/5) vote shall be necessary to decide in favor of the *applicant* on any matter upon which the Flood Damage Prevention Board is required to pass under any sections of this Chapter which

relate to flood damage prevention or to affect any variation of any sections of this Chapter which relate to flood damage prevention. On all *appeals*, applications and other matters brought before the Flood Damage Prevention Board, said board shall inform in writing all parties involved of its decisions and the reasons therefore.

# § 42-356. Special Use Permits

A. H. Quasi-judicial Proceeding. The concurring vote of the majority a four fifths (4/5) of the members of the *ZBA* shall be necessary to grant the permit. Vacant seats and disqualified members are not counted in computing the simple majority. Any approval or denial of the request must be in writing and be permanently filed with the office of the *ZBA* and with the *Zoning Administrator* as a public record.

# LDC Text Amendment B: Sign Regulation Amendments.

**Issue:** In Reed v. Town of Gilbert, the Supreme Court held unanimously that Gilbert's Sign Code, which treats various categories of signs differently based on the information they convey, violates the First Amendment. The Court concluded that the sign categories in this case are based on content because they draw distinctions based on the message a speaker conveys. The court stated that temporary directional signs are "no greater an eyesore" and pose no greater threat to public safety than ideological or political signs.

**Recommendation**: Amend the sign regulations and some of the definitions to prevent a violation of the First Amendment. See proposed changes to the definitions below and the attached LDC excerpt, Article VII, Sign Regulations.

Sign, Ground. A freestanding or monument *sign*, flush to the ground, and not elevated upon poles/stanchions or attached to a *building/structure*.

## Sign, Monument. See ground sign.

Sign, Electronic Message. A *sign* which displays changeable information and is composed of a series of lights that may be changed automatically through electronic means, including LED displays. All messages shall be visible for a minimum of three (3) seconds and shall not play video. These will not be deemed to constitute changeable copy of *animated signs*.

# ARTICLE VII SIGN REGULATIONS

# §42-204. General

The requirements set forth in this Article shall be complied with in addition to any other general or specific requirements of this Chapter. The regulations of this section shall apply to all *signs* and *sign structures* erected, placed and/or maintained within the County, except as otherwise noted. The standards set forth in this Article are established in order to: (1) allow for the legitimate needs for identification of activities and commerce within the County; (2) improve the aesthetic quality of the County; (3) reduce intrusions on adjacent property; (4) protect property values; and (5) minimize undue distraction to motorists. These requirements in no way relieve a *sign* of having to meet all local, state and federal laws pertaining to the erection of that *sign*.

# Subpart A. General Sign Standards

## §42-205. General

The *sign* standards of this subpart provide requirements and standards applicable to all other subparts and sections within this Article.

## §42-206. Prohibited Signs

The following are prohibited signs. Signs:

- A. Placed in the public *right-of-way* (except as erected for governmental purposes);
- B. Resembling and/or obscuring traffic signals;
- C. Obstructing access to drives, doors, walks, windows, fire escapes or fire escape routes;
- D. Which are *animated* and/or *flashing* (as defined by this Chapter);
- E. On the surface of lake/river water (except those navigational and warning signs);
- F. On *vehicles* parked and located for the purposes of displaying such a *sign*, where such *vehicle* is either a part of the *sign* or *sign structure*; and
- G. Billboards (an outdoor advertising sign 380 square feet in area or greater).

## §42-207. Permit Requirements

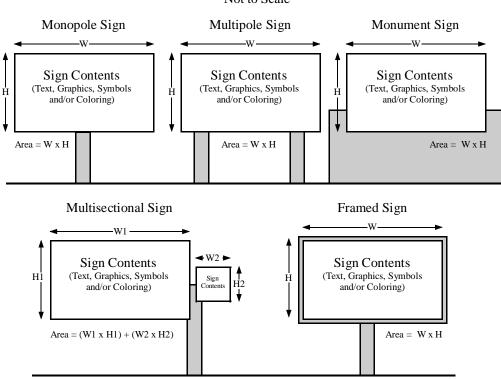
A sign permit shall be required for all nonexempt *signs* in accordance with the provisions of this Article (See §42-353 (Sign Permits)).

## §42-208. Sign Placement

Signs shall be placed a minimum of 15 feet from edge of pavement or from back of curb (as applicable), and shall be located out of the *road right-of-way*. *Signs* are not permitted in a *sight visibility triangle*. *Signs* that are placed in the *road right-of-way* may be removed and disposed of, without notice, by authorized *County* personnel.

#### §42-209. Sign Area Determination

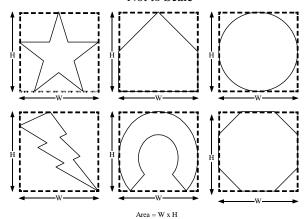
*Sign* area shall be the product of the maximum vertical distance (from the highest point to the lowest point on the *sign* face) and the maximum horizontal distance (across the *sign* face) (see Article XIV (Definition) for the definition of "Sign"). *Sign* area shall be calculated by the *Zoning Administrator* in accordance with Figures 7A and 7B.



# Figure 7A. Sign Area Determination

Not to Scale

Figure 7B. Sign Area Determination for Nonrectangular Signs Not to Scale



# §42-210. Lighting Standards

Lighting mitigation shall be required as defined by this Chapter for all signs.

# §42-211. Property Address Signs

A *sign* indicating the address of a property shall be provided as required by and in accordance with Chapter 142 of the Henderson County Code, *Property Addressing*.

§42-212. Reserved
§42-213. Reserved
§42-214. Reserved
§42-215. Reserved
§42-216. Reserved

# Subpart B. Exempt Sign Standards

# §42-217. General

The *sign* standards of this subpart identify exempt *signs* and provide requirements and standards for exemption.

# §42-218. Exempt Sign Standards

The following *signs* are permitted in all districts (unless otherwise indicated), and shall not require a *sign* permit as long as in conformance with the applicable standards. All exempt *signs* may have one (1) or two (2) faces (unless otherwise indicated). No exempt *sign* shall be internally illuminated in excess of six (6) foot candles (measured at ground level at any point within the property, and installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways). Lighting of *signs* shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from the adjacent roadways.

A. Agricultural Sign.

(1) Maximum Area. Thirty two (32) square feet per face.

(2) Maximum Height. Ten (10) feet.

B. Commemorative Sign.

(1) Maximum Area. Eight (8) square feet per face.

(2) Maximum Height. Eight (8) feet.

C. Construction Sign.

(1) Maximum Area. Thirty-two (32) square feet (total square footage for all faces).

(2) Maximum Height. Ten (10) feet.

(3) Removal. Such signs shall be removed upon completion of construction.

D. Directional Sign.

(1) Maximum Area. Six (6) square feet per face.

- (2) Maximum Height. Three (3) feet.
- E. Flags/Insignia.
  - (1) Maximum Number Permitted. One (1) corporate flag is permitted per *lot*. Flags or insignia of any nation, state, county, city, organization (religious, civic or fraternal), educational facility or cultural facility are not limited in number.
- F. Governmental Sign.
- G. Home Occupation Sign.
  - (1) Maximum Number Permitted. One (1) freestanding *sign* and one (1) attached *wall sign* at the entrance of the *home occupation* are permitted.
  - (2) Maximum Area. Six (6) square feet per face.
  - (3) Maximum Height. Three (3) feet.
- H. Outdoor Advertising Sign.
  - (1) Maximum Area. Ten (10) square feet per face.
  - (2) Maximum Height. Five (5) feet.
  - (3) Permitted Districts. Permitted in all districts except residential zoning districts.
- I. Political Sign.
  - (1) Removal. Such *signs* shall be removed within the seven (7) day period following of the primary, general or run-off elections or referendum. (Primary election winners or those involved in run-off elections shall be allowed to leave *signs* up between the primary and the general election or until the run-off is held).
- J. Property Identification Sign.
  - (1) Maximum Number Permitted. One (1) sign per lot frontage.
  - (2) Maximum Area. Six (6) square feet per face.
  - (3) Maximum Height. Three (3) feet.
- K. Real Estate Sign.
  - (1) Maximum Number Permitted. One (1) sign per lot frontage, on the lot for sale.
  - (2) Maximum Area. Six (6) square feet (for *lots* of less than five (5) acres) or 32 square feet (for the sale of *subdivision lots* where the original *tract* is greater than five (5) acres).
  - (3) Removal. *Signs* placed for the sale of *subdivision lots* shall be removed when 90 percent or more of the *lots* have been sold.
- L. Regulatory Sign. (i.e. Warning, Safety, Railroad Signs; regulated by the Manual on Uniform Traffic Control Devices (MUTCD))
- M. Religious Institution Sign.
  - (1) Maximum Area. Thirty-two (32) square feet per face.
  - (2) Maximum Height. Ten (10) feet.

- N. Temporary Event Sign.
  - (1) Maximum Number Permitted. Three (3) per event.
  - (2) Maximum Area. Six (6) square feet per face.
  - (3) Maximum Height. Three (3) feet.
  - (4) Removal. Such signs shall be removed within three (3) days of final event.
- O. Temporary Sign.
  - (1) Maximum Area. Thirty-two (32) square feet per face (*residential zoning district*); 72 square feet per face (nonresidential zoning district).
  - (2) Maximum Height. Ten (10) feet (*residential zoning district*); 18 feet (*nonresidential zoning district*).
  - (3) Removal. Such *signs* shall be temporary in nature, no longer than 30 days per occurrence and only once per calendar year per *lot of record*.
- P. Vehicle Sale Sign (Private).
  - (1) Maximum Number Permitted. One (1) *sign* per *vehicle* and a maximum of two (2) *vehicles* per property, applying only to noncommercial sales.
- A. Flags/Insignia.
- B. Off Premise Sign.
  - (1) Maximum Area. Ten (10) square feet per face.
  - (2) Maximum Height. Five (5) feet.
  - (3) Permitted Districts. Permitted in all zoning districts.
- C. On Premise Sign in Residential and Local Commercial Zoning Districts.
  - (1) Maximum Area. Sixteen (16) square feet per face.
    - (2) Maximum Height. Eight (8) feet.
- D. On Premise Sign in Commercial, Office Institutional and Industrial Zoning Districts (excluding the local commercial zoning district).
  - (1) Maximum Area. Thirty-six (36) square feet.
  - (2) Maximum Height. Eight (8) feet.
- E. Temporary Sign.
  - (1) Maximum Area. Thirty-two (32) square feet per face (*residential* and *local commercial zoning district*); 72 square feet per face (*nonresidential zoning district* excluding the *local commercial zoning district*).
  - (2) Maximum Height. Ten (10) feet (*residential* and *local commercial zoning district*); 18 feet (*nonresidential zoning district* excluding the *local commercial zoning district*).
  - (3) Removal. Such *signs* shall be temporary in nature, no longer than 30 days per occurrence and only once per calendar year per lot of record.

# Subpart C. On-Premise Sign Standards

# §42-219. General

The *sign* standards of this subpart provide requirements for *signs* based on the general *use district* in which they are located. This subpart provides general standards for all *signs* within a general *use district* as well as *sign* specific standards for certain types of *signs* associated with certain *uses* or types of development. The following standards shall be in effect to provide appropriate signage for *uses*, and compliance therewith is required for the erection of a new *sign*.

# §42-220. Residential and Local Commercial Zoning Districts

The following sign regulations shall apply in residential and local commercial zoning districts.

- A. Freestanding Signs. Freestanding *signs* are permitted where intended to identify entrances to a community, *single-tenant development*, or *multi-tenant development* and shall adhere to the following standards.
  - (1) Sign Type. *Monument* or *Ground signs* only are permitted.
  - (2) Maximum Number by Sign Type.
    - a. Community Identification Entrance Sign. One (1) *double-faced* or two (2) single-faced freestanding *signs* is/are permitted per community entrance (but shall be placed at to no more than two (2) entrances).
    - b. Single-Tenant Development Sign. One (1) freestanding *sign* is permitted per *lot*. One (1) additional freestanding *sign* is allowed for corner or *double-fronted lots*.
  - (3) Maximum Area. Thirty-two (32) square feet per face.
  - (4) Maximum Faces. Two (2) faces per sign.
  - (5) Maximum Height. Ten (10) feet.
  - (6) Illumination. Lighting of *signs* shall not exceed six (6) foot candles, measured at ground level at any point within the property, and shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.
- B. Attached Signs. *Attached signs* are permitted where intended to identify nonresidential *uses* within a community, *single tenant development*, or *multi tenant development* and shall adhere to the following standards.
  - (1) Sign Type. Window, wall, suspended, *awning* and *changeable copy* (as part of a permanent *sign*) *signs* only are permitted.
  - (2) Sign Clearance. Any *attached sign* projecting 12 inches from a wall shall have a minimum nine (9) foot clearance over sidewalks and 14 foot clearance over *roads*, drives and *alleys* (no projection is allowed in any *right-of-way*).
  - (3) Maximum Area. Ten (10) percent of any wall area fronting a *road* and/or *building facade*, up to a maximum of 250 square feet.
  - (4) Illumination. Lighting of *signs* shall not exceed six (6) foot candles, measured at ground level at any point within the property, and shall be installed in such a

manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.

- C. Prohibited Signs. *Portable, animated* and *flashing signs* and *outdoor advertising signs* are prohibited in *residential zoning districts*.
- D. *Electronic Message Sign. Electronic message sings* are allowed with a special use permit in the *residential* and *local commercial zoning districts*.

## §42-221. Office, Institutional, and Commercial Zoning Districts

The following *sign* regulations shall apply in office institutional, commercial, and industrial districts (excluding the *local commercial zoning district*):

- A. Freestanding Signs.
  - (1) Sign Type. *Monument* or *Ground ground signs* only are permitted when the *sign height* is 18 feet or less. *Pole, monument* and *ground signs* are permitted when the *sign height* is greater than 18 feet.
  - (2) Maximum Number by Sign Type.
    - a. Single-Tenant Development Sign. One (1) freestanding *sign* is permitted per lot. One (1) additional freestanding *sign* is allowed for corner or *double-fronted lots*.
    - b. Multi-Tenant Development Sign. One (1) *double-faced* or two (2) single-faced *signs* is/are permitted per development entrance (but shall be placed at to no more than two (2) entrances).
    - c. Office Institutional and Commercial Subdivision Entrance Sign. One (1) *double-faced* or two (2) single-faced *signs* is/are permitted per *subdivision* entrance (but shall be placed at to no more than two (2) entrances).
  - (3) Maximum Area. Seventy-two (72) square feet per face. Where a *sign* is located within 500 feet of the *right-of-way* line of Interstate 26 the maximum area shall be 200 square feet per face.
  - (4) Maximum Faces. Two (2) faces per sign.
  - (5) Maximum Height. Eighteen (18) feet. Where a *sign* is located within 500 feet of the *right-of-way* line of Interstate 26 the maximum height shall be 75 feet (as measured from the *road* grade of the interstate).
  - (6) Illumination. Lighting of *signs* shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.
- B. Attached Signs.
  - (1) Sign Type. All attached signs are permitted.
  - (2) Sign Clearance. Any *attached sign* projecting 12 inches from a wall shall have a minimum nine (9) foot clearance over sidewalks and 14 foot clearance over *roads*, drives and *alleys* (no projection is allowed in any *right-of-way*).
  - (3) Maximum Area. Ten (10) percent of any wall area fronting a *road* and/or *building facade*, up to a maximum of 250 square feet.

- (4) Illumination. Lighting of *signs* shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.
- C. Prohibited Sign. Portable, animated and flashing signs are prohibited.
- D. Electronic Message Sign. Electronic message sings are allowed.

## §42-222. Industrial Zoning District

The following sign regulations shall apply in Industrial Districts.

- A. Freestanding Signs.
  - (1) Sign Type. All freestanding *signs* are permitted.
  - (2) Maximum Number by Sign Type.
    - a. Single-Tenant Development Sign. One (1) freestanding *sign* is permitted per lot. One (1) additional freestanding *sign* is allowed for corner or *double-fronted lots*.
    - b. Multi-Tenant Development Sign. One (1) *double-faced* or two (2) single-faced *signs* is/are permitted per development entrance (but shall be placed at to no more than two (2) entrances).
    - c. Industrial Subdivision Entrance Sign. One (1) *double-faced* or two (2) single-faced *signs* is/are permitted per *subdivision* entrance (but shall be placed at to no more than two (2) entrances).
  - (3) Maximum Area. Seventy-two (72) square feet per face.
  - (4) Maximum Faces. Two (2) faces per *sign*.
  - (5) Maximum Height. Eighteen (18) feet. Where a *sign* is located within 500 feet of the *right-of-way* of Interstate 26 the maximum height shall be 75 feet (as measured from the *road* grade of the interstate).
  - (6) Illumination. Lighting of *signs* shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.
- B. Attached Signs.
  - (1) Sign Type. All *attached signs* are permitted.
  - (2) Sign Clearance. Any *attached sign* projecting 12 inches from a wall shall have a minimum nine (9) foot clearance over sidewalks and 14 foot clearance over *roads*, drives and *alleys* (no projection is allowed in any *right-of-way*).
  - (3) Maximum Area. Ten (10) percent of any wall area fronting a *road* and/or *building facade*, up to a maximum of 250 square feet.
  - (4) Illumination. Lighting of *signs* shall be installed in such a manner that the source of light (the bulb) is shielded and not visible from adjacent roadways.
- C. Prohibited Sign. Portable, animated and flashing signs are prohibited.
- D. Electronic Message Sign. Electronic message sings are allowed.

# Subpart D. Off-Premise Sign Standards

# §42-223. General

The *sign* standards of this subpart identify districts in which *outdoor advertising signs* are permitted and provide requirements and standards therefore. The following standards shall be in effect to provide appropriate outdoor advertising signage (except for those *signs* which are exempt or prohibited by this Article), and compliance therewith is required for the erection of a new *outdoor advertising sign*.

# §42-224. Commercial and Industrial Districts, Urban Service Area

*Outdoor advertising signs* are permitted only in commercial and industrial districts where they are located in the Urban Service Area (USA) as identified by the *Comprehensive Plan. Outdoor advertising signs* shall be classified based on size and include: *Outdoor Advertising Signs* Type A, B and C (see Table 7.1).

Table 7.1. Outdoor Advertising Sign Requirements					
Outdoor Advertising Sign	Square Feet Permitted	Maximum Height (ft.) <sup>2</sup>	Minimum Setback (ft.) <sup>3</sup>	Spacing (linear ft.)	
Type A	0 to 72	25	10	1,000	
Type B	>72-300	35	20	1,000	
Type C	>300-3801	35	20	1,000	

1 Signs greater than 380 square feet are considered billboards and are not permitted in the County.

2 Maximum height shall be measured from the existing *road* grade to the uppermost point on the *sign structure*. 3 Minimum *setback* shall be measured horizontally form the adjacent edge of *right-of-way* to the nearest edge of

Minimum *setback* shall be measured horizontally form the adjacent edge of *right-of-way* to the nearest edge of the *sign structure*, provided that no part of the *sign* or *sign structure* shall encroach upon a public *right-of-way*. Where property abuts more than one (1) *road*, *signs* shall be set back an equivalent distance from each *road* no less than the minimum *setback* required.

*Outdoor advertising signs* shall be spaced so that such *outdoor advertising sign* (or its *structure*) is placed no closer to the next *outdoor advertising sign* (or its *structure*) or any existing adjacent residence than the minimum spacing distance required (see Table 7.1). Spacing shall apply to *outdoor advertising signs* located on either side of a *road*. The minimum distance between *signs* or between a *sign* and a residence shall be measured horizontally between the nearest points on either *structure*. If, because of terrain, vegetation or practical difficulties, a point-to-point accurate measurement cannot be obtained, the *Zoning Administrator* may extend any point of measurement to a logical corresponding location and measure from this point. Using the extended measuring method a variation of five (5) percent is acceptable for the purpose of this Article.

The minimum distance between a *sign structure* and a residence shall not be less than 1,000 feet, except:

- A. Where the adjacent residence is a *nonconforming use*;
- B. Where the *sign* was erected after the original effective date of this Article (May 21, 1986, as amended) and predates a residence, the *sign* shall not be nonconforming because of distance from the residence;

- C. Where the *sign* was erected prior to the effective date of this Article (May 21, 1986 as amended) and duly registered, the *sign* shall not be nonconforming because of distance from another *sign* or a residence; or
- D. Where the topography obscures the *sign* from sight by the residents of the dwelling.

The spacing requirement may be reduced by up to 25 percent where the topography obscures the sign from sight by the residents of the dwelling.

§42-225. Reserved

§42-226. Reserved

§42-227. Reserved

# Subpart E. Sign Maintenance

# §42-228. Sign Maintenance

Maintenance requirements must be observed for all *signs* visible from any *public road* or highway within the jurisdiction of this Chapter. A *sign* in a state of disrepair shall be considered in *violation* of this Chapter. A *sign* shall be in a state of disrepair and require maintenance where the *sign* and its *structure* are:

- A. More than 20 percent covered with disfigured, cracked, ripped or peeling paint or poster paper (or any combination of these conditions);
- B. More than 15 degrees from the perpendicular as a result of bent/broken *sign* facing or supports, and/or loose appendages/struts;
- C. Obscured from the *road*/highway from which it is to be viewed by weeds, vines or other vegetation growing on it; and/or.
- D. To be illuminated, but are only partially illuminated.

# §42-229. Reserved

- §42-230. Reserved
- §42-231. Reserved