REQUEST FOR BOARD ACTION

HENDERSON COUNTY TECHNICAL REVIEW COMMITTEE

MEETING DATE: Tuesday, January 7, 2014

SUBJECT: Draft Land Development Code (LDC) and Minimum Housing Code Text

Amendments (TX-2013-02)

PRESENTER: Autumn Radcliff, Senior Planner

ATTACHMENTS: 1. LDC Draft Text Amendments

2. Minimum Housing Code Draft Text Amendments

SUMMARY OF REQUEST:

With the adoption of the Land Development Code (LDC) on September 19, 2007, the Board of Commissioners directed staff to prepare annual updates to the LDC to prevent it from becoming outdated. This annual review is intended to prevent the need for a large overhaul of the entire code in the future. Trends and new issues are regularly emerging that require periodic updates to LDC text.

The proposed text amendments are based on the recommendations from the Henderson County Regulations Review Advisory Committee (RRAC), new federal and state laws pertaining to communication towers and strengthening the improvement guarantee requirements as requested by the County Attorney.

The Henderson County Planning Board has been discussing the draft text amendments for several meetings and appointed a subcommittee to review the Table of permitted and Special Uses as recommended by the RRAC. At its meeting on December 19, 2013, the Planning Board voted unanimously to send forward a favorable recommendation on the draft LDC and Minimum Housing Code text amendments (TX-2013-02).

The TRC must review and make a recommendation on the proposed text amendments prior to the Board of Commissioners holding a public hearing.

Planning Staff will briefly discuss each draft text amendment at the TRC meeting.

Suggested Motion:

I move that the TRC recommend approval of the attached Land Development Code and Minimum Housing Code text amendments to the Board of Commissioners with any modification as discussed by the Committee.

2013 LDC Draft Text Amendments

(Includes Annual LDC Amendments and

Recommendations from the Regulation Review Advisory Committee (RRAC))

Recommended changes are highlighted in red.

LDC Text Amendment A: Reduce the Agricultural Signage Restrictions.

Issue: The RRAC recommended that the regulations for agriculture signage be reduced, particularly those relating to direct sale of local agriculture products. As related to agriculture signage, the current LDC standards permit outdoor advertising signs, directional signs and agricultural produce signs in all zoning districts. Agriculture produce signs are exempt signs. All exempt signs may have one or two faces and may be illuminated per specific standards. Sign size and height regulations are based on sign type.

Recommendation: Remove the word produce (as shown below) so all types of agricultural signs is exempt and increase the maximum area to thirty-two (32) square feet per face.

Amend applicable section below.

§42-218. Exempt Sign Standards

- A. Agricultural **Produce** Signs.
 - (1) Maximum Area. Twenty (20) Thirty-two (32) square feet per face.
 - (2) Maximum Height. Ten (10) feet.

LDC Text Amendment B: Reduce Front Setbacks in Commercial Zoning Districts.

Issue: The RRAC stated the right-of-way setbacks were burdensome to commercial development and recommended reducing the front setbacks. The current LDC standards determine the front or right-of-way setback based on the County and NCDOT road classification. The road classification is determined by the general characteristics of mobility, accessibility and access.

Recommendation: Reduce the current front or right-of-way setback for each road classification in existing commercial districts.

Amend Tables 2.3, 2.8 and 2.9 in applicable sections below.

§42-33. Local Commercial District

Local Commercial District							
Table 2.7. LC Density and Dimensional Requirements							
(1) Pagidantial Dangita	(2) Standard	4					
(1) Residential Density	(3) Maximum	16					
Maxii	Maximum Impervious Surface (%)						
(4)	30,000 or						
(4)	loor Area (sq ft)	10,000					
		Local	25 10				
	Front or ROW	Collector	25 10				
		Front or	Front or	Front or	Thoroughfare	35 20	
(5) Yard Setbacks (feet)		Boulevard	4 5 30				
(3) Tara Selbacks (feet)		Expressway	5540				
		Freeway	6045				
		10					
	Rear	10					
Maximum Height (feet) 40							

§42-34. Community Commercial District

Table 2.8. CC Density and Dimensional Requirements							
(1)	16						
Mo	ous Surface (%)	80					
(80,000 or 30,000						
		Local	2010				
Yard Setbacks (feet)	Front or ROW	Collector	25 10				
		Thoroughfare	35 20				
		Boulevard	4530				
		Expressway	5540				
		Freeway	6045				
		10					
	10						
	50						

§42-35. Regional Commercial District

Table 2.9. RC Density and Dimensional Requirements						
(1)	16					
Mo	ous Surface (%)	80				
	Unlimited					
		Local	15 10			
	Front or ROW	Collector	30 10			
		Thoroughfare	40 20			
Yard Setbacks (feet)		Boulevard	50 30			
Tara Seibacks (leet)		Expressway	5040			
		Freeway	6045			
		10				
	_	10				
Maximum Height (feet)						

LDC Text Amendment C: Expand Permitted Business Uses in Certain Zoning Districts.

Issue: The RRAC recommended permitted uses be reviewed and expanded where possible in the zoning districts.

Recommendation: Expand the existing uses allowed in certain zoning districts. At the request of the Planning Board, a subcommittee was established to review the Table of Permitted and Special Uses (PUT). Below is an excerpt of the PUT with the amendments recommended by the Planning Board.

Amend Table of Permitted and Special Uses as indicated below.

§42-62. Table of Permitted and Special Uses

	GENERAL USE DISTRICT P=Permitted; S=Special Use Permit											
USE TYPE	R1	R2	R2R	R3	R4	OI	MU	LC	CC	RC	I	SR
4. RECREATIONAL USES												
Camp	SP	P	P	P	P	P	P	P	P	P		4.3
Campground	S	S	S	S	S							4.4
Miniature Golf Course or Driving												
Tees/Ranges (operated for commercial												
purposes)	S	S	S	S	S	S		P	P	P		4.11
Recreational Vehicle Park	S	S	S	S	S			P	SP			4.18
Riding Stables	P	P	P	P	P		P	P	P			4.19
Shooting Ranges, Indoor			S	S	S			S	S	S	S	4.21
5. EDUCATIONAL AND INSTITUTIONAL USES												
Ambulance Services	P	P	P	P	P	P	P	P	P	P	SP	5.2
Place of Assembly, Small	S	S	S	S	S	P	P	P	P	P	S	5.17
6. BUSINESS, PROFESSIONAL, AND PERSONAL SERVICES												
Tire Recapping				S	S					P	S	6.12
7. RETAIL TRADE												
Landscaping Materials Sales and Storage			S	S	S		P	S	P	P	S	7.8
Motor Vehicle Sales or Leasing								S	S	P		7.10
Open Air Market	S	S	S	S	S		P	S	S	P		7.11
Produce Stand	P	SP	P	P	P	P	P	P	P	P		7.13
9. TRANSPORTATION, WAREHOUSING AND UTILITIES												
Self-Storage Warehousing			S	S	S	S	P	S	P	P		9.7
10. MANUFACTURING & INDUSTRIAL USES												
Sawmill			P	P	P						P	10.17
11. TEMPORARY USES												
Circuses, Carnivals, Fairs, Religious Services												
(or similar types of events)	<u> </u>		S	PS	PS			P	P	P	P	11.2
12. TEMPORARY STRUCTURES												
Portable Storage Container	P	P	P	P	P	P	P	P	P	P	P	12.1

LDC Text Amendment D: Simplify Recreational Facility Uses.

Issue: The LDC contains several uses listed in the Table of Permitted and Special Uses (PUT) for various recreational uses that could be combined into one or two specific use types.

Recommendation: Combine several existing recreational uses into one new use type to cover general recreational facilities. The new use "recreational facilities" will have a new definition and supplemental requirements (SR). The definitions and SR's for the other listed recreational uses will be removed. The "common area recreation and service facilities" and "governmental recreational facilities" uses will remain unchanged in the PUT.

Amend Table of Permitted and Special Uses as indicated below.

§42-63. Table of Permitted and Special Uses

	GENERAL USE DISTRICT P=Permitted; S=Special Use Permit											
USE TYPE	R1	R2	R2R	R3	R4	OI	MU	LC	CC	RC	I	SR
4. RECREATIONAL USES												
Recreational Facilities (Indoor/Outdoor)	S	S	S	S	S	S	S	S	P	P	S	4.#
Athletic Field, Non-commercial	P	P	P	P	P	P	P					4.2
Indoor Recreational Facilities (Bowling												
Alley, Skating Rink, Bingo Games, Indoor												
Miniature Race Tracks)							P	P	P	P		4.9
Outdoor Recreational Facilities	S	S	S	S	S				S	S	S	4.15
Physical Fitness Center	S	S	S	S	S	S	P	P	P	P	S	4.17
School (Sports Instructional)						₽	₽	P	₽	₽		4.20
Sporting and Recreational Facilities	S	<u>\$</u>	S	S	S	S	<u>\$</u>	S	₽	₽	S	4.23
Swim and Tennis Club	₽	₽	₽	₽	₽	₽	₽	₽	₽			4.24

Add a new definition and supplemental requirements (SR) for "recreational facilities" as follows. The specific SR number will be determined if the amendments are adopted.

Recreational Facilities (Indoor/Outdoor). A recreational facility that is outdoors and/or indoors and which may include: public or private operations, playing fields (soccer, baseball, etc.), courts (basketball, tennis, etc.), swimming pools, batting cages, shuffleboard areas, bowling alley, skating rink, bingo games, miniature race tracks (remote control only) and/or other such uses that fit the intent of this Chapter as determined by the Zoning Administrator. A recreational facility shall, for purpose of this Chapter, not include go-cart tracks (a recreational motor sports facility), golf courses, miniature golf courses, driving tees or driving ranges.

SR 4.#. Recreational Facilities

- (1) Site Plan. Major *Site Plan* required in accordance with §42-331 (Major Site Plan Review).
- (2) Lighting. Adequate lighting shall be placed in areas used for vehicular/pedestrian access including, but not limited to: stairs, sidewalks, crosswalks, intersections, or changes in grade. Lighting mitigation required.
- (3) Perimeter Setback. One hundred (100) feet (equipment, machinery and/or mechanical devices shall not be placed within 200 feet of a *residential zoning district*. All *structures* shall be 100 feet from a *residential zoning district* property).

- (4) Structure. For activities which present potential safety hazards (batting cages, baseball fields, driving tees, etc.) fencing, netting or other control measures shall be required.
- (5) Solid Waste Collection. The facility shall provide a suitable method of solid waste disposal and collection consisting of either private collection from individual *uses* or the *use* of dumpsters (installed and/or operated to meet all local and state statutes, ordinances and regulations (including Chapter 165 of the Henderson County Code, Solid Waste) and thereafter certified by the Department of Public Health). Where dumpsters are used, Screen Class One (1), Two (2) or Three (3) shall be provided consistent with the requirements of §42-182 (Screen Classification)).
- (6) Public Address/Loud Speakers. Public address and loud speaker systems shall not be operated before 8:00 a.m. or after 12:00 midnight.
- (7) Hours of Operation. For outdoor uses, 6:00 a.m. to 12:00 midnight.

LDC Text Amendment E: Communication Facilities Amendments.

Issue: In 2012, federal legislation was passed concerning the placement of wireless telecommunication support facilities. In 2013, state legislation (S.L. 2013-185) amended several general statutes to conform state law to the federal legislation. The legislation requires state and local governments approve minor modifications under certain thresholds. The burden of proof is on the local government to demonstrate that a modification does not comply with these thresholds.

Recommendation: Amend the LDC standards for communication facilities to comply with federal and state regulations as indicated below.

§42-63. Supplemental Requirements to the Table of Permitted and Special Uses

SR 9.3. Communication Facilities

- (1) General Standards.
 - c. Minor Modifications. Minor modifications are permitted and include any of the following:
 - 1. Increasing the existing vertical height of the structure by less than ten (10) percent or less than the height of one additional antenna array to the tower with separation from the nearest existing antenna not to exceed twenty (20) feet.
 - 2. Increasing the tower by twenty (20) feet or less in width or no more than the width of the support structure at the level of the new appurtenance (except where necessary to shelter the antenna from inclement weather or to connect the antenna to the tower via cable).
 - 3. Increasing the existing equipment compound by 2,500 square feet or less.

§42-348. Category One (1) or Two (2) Communication Facility Permits

B. Permit Issuance. The *Communication Facilities Administrator* shall issue permits. No permit shall be issued until a communication facility *site plan* has been reviewed and approved by the *Communication Facilities Administrator*. The permitting process for communication permits complies with *NCGS* 153A-349.51A, including all federal and state requirements, and should be interpreted as such.

§42-349. Category Three (3) Communication Facility Permits

B. Permit Issuance. The Zoning Board of Adjustment (*ZBA*) shall grant the permit and the *Communication Facilities Administrator* shall issue permits. No permit shall be issued until a communication facility *site plan* has been reviewed and approved by the *Communication Facilities Administrator*. No *Communication Facility Permit* Three (3) shall be issued without the approval of the *ZBA* in accordance with the requirements and procedures set forth in this subsection. The permitting process for communication permits complies with *NCGS* 153A-349.51A, including all federal and state requirements, and should be interpreted as such.

LDC Text Amendment F: Improvement Guarantee Amendments

Issue: Current LDC improvement guarantees regulations do not provide the County with an adequate mechanism for covering costs associated with completing required improvements (includes associated costs with administration, construction and project management) if the applicant is unable to complete the project.

Recommendation: As per the County Attorney's request, the following amendments are proposed for the improvement guarantees section. At the request of the Planning Board, staff forwarded the proposed text amendment to several engineers with knowledge and experience in developing cost estimates for improvement guarantees. The responses received were incorporated below at the recommendation of the Planning Board. County Staff recommendations not supported by the Planning Board are highlighted in gray below for the Boards consideration.

Subpart E. Subdivision Improvement Guarantees

§42-115. General

Where the required improvements have not been completed, prior to the submission of the *final plat* for approval, the approval of said *plat* shall be subject to the *applicant* guaranteeing the installation of the improvements within thirty (30) months two (2) years provided the following: Plans, specifications, quantities, unit costs and estimated total costs shall be provided by the *applicant* to the *Subdivision Administrator* together with a schedule indicating time of initiation and completion of the work, as a whole or in stages and any required fee. Cost estimates must be prepared by a professional engineer, professional land surveyor or landscape architect at the *applicant's* expense. The *applicant* shall guarantee the installation of such improvements by either of the methods described below:

- A. Filing a performance or surety *bond* or an irrevocable standby letter of credit in the amount of 125 percent of the cost to complete the work as determined by cost estimates. Portions of the guarantee may be released as work progresses.
- B. Depositing or placing in escrow a certified check or cash in an amount equal to 125 percent of the cost to complete the work as determined by cost estimates amount. Portions of the guarantee may be released as work progresses.
- A. A minimum of 25 percent of the required on-site improvements (based on total project cost that the applicant is guaranteeing) is in place. The required improvements shall include rough grading for all proposed roads that are part of said *improvement guarantee*.
- B. All required Federal, State and Local permits for the development must be issued with copies provided to the Subdivision Administrator (includes any required U.S. Army Corps of Engineers permits, NCDENR permits, water supply and distribution system permits, wastewater collection and treatment system permits, approvals for the extension of electrical power service and other necessary utilities, and all applicable Federal and State permits).
- C. All associated design plans and construction specifications for the required improvements (i.e. roads, bridges, water and sewer infrastructure, stormwater infrastructure, pedestrian infrastructure, etc.) including the design engineer's release of such approved plans are submitted to the *Subdivision Administrator*.

§42-116. Cost Estimate Standards

Plans, specifications, quantities, unit costs and estimated total costs shall be provided by the *applicant* to the *Subdivision Administrator*. Cost estimates shall:

- A. Be prepared by a professional engineer licensed in N.C., or certified by a professional land surveyor or landscape architect who is routinely engaged in cost estimates and licensed in N.C., at the *applicant's* expense. Water and sewer system infrastructure improvements shall be prepared by a professional engineer licensed in N.C. at the *applicant's* expense.
- B. Provide a schedule for initiation and completion of work.
- C. Include separate estimates for roads, bridges, water and sewer infrastructure, stormwater infrastructure, pedestrian infrastructure, utilities (including electrical power, natural gas and communication lines), etc. consistent with the approved design plans construction specifications.
- D. Include separate estimates for any off-site infrastructure improvements such as roadways, stormwater system, water system, sanitary sewer system, etc are required to be included in the improvement guarantee.
- E. Include all Federal and/or State mitigation fees due but not paid at the time of the execution of the improvement guarantee. Proof of payment for remediation fees shall be provided to the Subdivision Administrator.
- F. Include all professional engineering and land surveying fees associated with the bidding and award, construction contract administration and engineering certifications associated with the development of the infrastructure for the proposed development.

§42-117. Improvement Guarantee Instrument

- A. Amount of Guarantee. The improvement guarantee shall be in the amount of 125 percent of the cost to complete the work as determined by cost estimates.
 - Staff Recommendation Not Supported by Planning Board. For subdivisions of thirty-four (34) or fewer lots, the improvement guarantee shall be in the amount of 125 percent of the cost to complete the work as determined by cost estimates. For subdivisions of thirty-five (35) or more lots, the improvement guarantee shall be in the amount of 150 percent of the cost to complete the work as determined by cost estimates.
- B. Guarantee. The applicant shall guarantee the installation of such improvements in an amount equal to the improvement guarantee cost to complete the work as determined by cost estimates amount by either of the methods described below.
 - (1) Filing a performance or surety *bond* or an irrevocable standby letter of credit.
 - (2) Depositing a certified check or cash.
- C. Release of Funds. Portions of the improvement guarantee may be released as work progresses, provided the following:
 - (1) The applicant submits a new cost estimate as described in §42-117A (Amount of Guarantee) detailing the work that has been complete and the work that is remaining. The amount remaining under the improvement guarantee shall meet or exceed the cost of the remaining improvements.
 - (2) Funds shall not be released if the property is in violation of any laws until the violations are remedied to the satisfaction of the charging party.

(3) A total of not more than four (4) requests for release of funds shall be allowed. The first request for release is eligible when twenty-five (25) percent of the work is completed. The second and third request for release is eligible when fifty (50) percent and seventy-five (75) percent of the work is completed. The fourth and final release is eligible upon completion of all required improvements listed in the improvement guarantee. The release of funds must include a professional Engineer's statement certifying that the work has been satisfactorily completed.

§42-118. Amount and Terms of Guarantee; Time Limits

All guarantees shall be accompanied by a written agreement (performance agreement) specifying the terms and the amount of the guarantee. Following receipt of an improvement guarantees application, the Subdivision Administrator shall review all application materials taking into consideration the amount and terms of the guarantees for improvements, including time of initiation and completion of the work. The Planning Director shall have the authority to approve all improvement guarantee applications. The Planning Director may also, upon proof of difficulty, grant an extension of completion dates set forth in its approval for a maximum of one (1) additional year, but the time between initiation and the completion of the required improvements shall not exceed two (2) years. If the improvements are not completed within the two (2) years the applicant shall be in breach with the requirements of this section and the improvement guarantee and any and all monies and accrued interest shall be forfeited by the applicant. If the Planning Director has found that the applicant has made a good faith effort in completing the required improvements within the two (2) years, the County may allow the applicant to execute a second improvement guarantee. Said agreement must be in the form of cash on deposit equal to 125 percent of the cost of the remaining improvements. The County shall assess an administrative fee equal to ten (10) percent of the new improvement guarantee monies. The amount of the guarantee shall be sufficient to provide adequate funds to the County to ensure, in the case of default, the installation of all required improvements uncompleted at the time of default. All guarantees for improvements shall comply with applicable statutory requirements and shall be satisfactory to the County Attorney or Staff Attorney as to form, sufficiency and manner of execution. Guarantees employing lending institutions shall require that those banking corporations be licensed to do business in North Carolina.

- A. Approval. All guarantees shall be accompanied by a written agreement (performance agreement) specifying the terms and the amount of the guarantee. The *Planning Director* shall have the authority to approve all improvement guarantee applications taking into consideration the amount and terms of the guarantees for improvements (including time of initiation and completion of the work).
- B. Temporary Access and Construction Easement. The applicant shall provide temporary access and permanent construction easements for all infrastructure improvements.
- C. Amount and Terms. The amount of the guarantee shall be sufficient to provide adequate funds to the County to ensure, in the case of default, the installation of all required improvements uncompleted at the time of default. All *improvement guarantees* shall comply with applicable statutory requirements and shall be satisfactory to the County Attorney or Staff Attorney as to form, sufficiency and manner of execution. Guarantees employing lending institutions shall require that those banking corporations be licensed to do business in North Carolina and be from a national association or FDIC registered group.

The following terms shall be stated in the performance agreement:

(1) The applicant shall be provided 15 days to identify a new security provider or prove alternate security where the security provider is in default, bankruptcy, or

- otherwise determined to be insolvent by the County after which time the County may redeem the improvement guarantee.
- (2) The applicant shall provide the County with specific benchmarks for completion of work and, as a term of the agreement, should the applicant fail to meet the self-imposed benchmarks the County may redeem the improvement guarantee.
- (3) If in violation of any other provision of this Chapter 42, Henderson County Land Development Code, where the applicant has been notified of the violation, and the applicant has been provided the period for remediation authorized by the approving agency, and where applicant is in continued violation, the County may consider this to be a breach of the agreement and call the improvement guarantee to prevent further violation of Chapter 42, Land Development Code.
- D. Time Limits. The *improvement guarantee* is valid for a period of eighteen (18) months one (1) year from the date of execution.
 - Staff Recommendation Not Supported by Planning Board. Leave the current one (1) year validation period and not increase to eighteen (18) months for simplicity and since one year should be sufficient time.
- E. Extensions. The *Planning Director*, upon proof of difficulty, may grant an extension for a maximum of one (1) additional year. Improvements not completed within thirty (30) months two (2) years shall be in breach with the requirements of this section and the *improvement guarantee* and any and all monies and accrued interest shall be forfeited by the *applicant*.
- F. Second Improvement Guarantee. If the *Planning Director* has found that the *applicant* has made a good faith effort in completing the required improvements within the thirty (30) months two (2) years, the County may allow the *applicant* to execute a second *improvement guarantee*. Said agreement must be in the form of cash on deposit equal to the cost as described in §42-117A (Amount of Guarantee) of the remaining improvements. The County shall assess an administrative fee equal to ten (10) percent of the new *improvement guarantee* monies.

§42-119. Violations and Penalties

If an *applicant* of a *subdivision* is in *violation* of any County regulations (including Soil Sedimentation and Erosion Control Permits) the County will not release the *improvement guarantee* prior to the expiration date unless the violations are corrected.

The County may charge for the cost for construction and project administration for any *improvement guarantee* that is executed.

§42-120.	Reserved
§42-121.	Reserved
§42-122.	Reserved
§42-123.	Reserved

2013 Minimum Housing Code Draft Text Amendments (Includes Recommendations from the Regulation Review Advisory Committee (RRAC))

Recommended changes are highlighted in red.

<u>Minimum Housing Code Text Amendment A: Exempt Agricultural Workforce Housing Requirements.</u>

Issue: The RRAC stated that the minimum housing code regulations restricts agriculture workforce housing options. The RRAC recommended the minimum housing code be reviewed to reduce and/or exempt agricultural workforce housing requirements specifically for seasonal housing accommodations.

Recommendation: Exempt agricultural workforce housing that is currently complying with federal housing standards or used for seasonal workforce housing.

Amend applicable section below.

§48-1 General

F. Exemptions. This code shall exempt agricultural workforce housing that is regulated under federal law and seasonal agricultural workforce housing that is not occupied on a year-round basis. The County shall forward any complaints received on agricultural workforce housing to the appropriate federal agency and shall investigate any complaints that a seasonal agricultural workforce housing unit is occupied as a permanent, year-round residency.