



# EAST FLAT ROCK COMMUNITY PLAN

Adopted May 7, 2018





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Henderson County Partnership for Economic Development  
North Carolina Natural Heritage  
United States Department of Agriculture Farm Service Agency



## EXECUTIVE SUMMARY

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The Henderson County 2020 Comprehensive Plan (hereinafter “Comprehensive Plan”) was adopted on July 6, 2004 (as amended through September 16, 2009). The Comprehensive Plan identified the need to plan for individual communities within the County. The community planning areas were prioritized based on anticipated growth and relation to the Growth Management Strategy (established by the Comprehensive Plan).

The East Flat Rock Community Plan is a community-specific comprehensive plan outlining goals related to:

- Natural and Cultural Resources
- Agriculture
- Housing
- Community Facilities and Public Services,
- Transportation
- Economic Development
- Land Use and Development
- Community Character and Design

The purpose of the East Flat Rock Community Plan Advisory Committee, as outlined by the charter, was to serve as an advisory role to the Board of Commissioners whereby it would recommend Planning Area specific policies. The Committee formed recommendations and action strategies for each element of the Plan based on input solicited from the public, County staff, and relevant experts. The following is a summary of the Plan’s recommendations and action strategies:

### **3.1: Natural and Cultural Resources**

- **Protect land quality and access within the EFR Planning Area.**
  - Support conservation efforts in the Green River Game Lands.
  - Encourage open space through voluntary conservation and development design practices.
  - Encourage increased access to the Green River Game Lands. The County should work with the appropriate State agencies to promote the area for recreation and explore opportunities for additional access to the game lands.
  - Encourage the protection of surrounding land and water resources that may not be within the East Flat Rock boundary. There are many important natural resources in the County that have a direct impact on health and quality of life within East Flat Rock. The County should support those efforts and related recommendations in adjacent community plans.
- **Create incentives/opportunities for preservation of historic and cultural sites within the EFR Planning Area.**
  - Encourage the preservation and adaptive reuse of historic structures in downtown East Flat Rock. Where practical and cost effective, the County should support redevelopment efforts.
  - Work with the Henderson County Historic Resource Commission to help identify important historical sites and preservation opportunities.

### **3.2: Agricultural**

- **Support existing farms by providing public education as a means of supporting farmers and protecting farmland.**
- **Reduce farmland loss within the Planning Area.**

### **3.3: Housing**

- **Improve development standards for manufactured homes and existing manufactured home parks within the East Flat Rock Planning Area.**
  - Consider suspending new manufactured home parks within the East Flat Rock Planning Area for a period of time, within all legal and jurisdictional means.
  - Work with manufactured home park owners to encourage improvements to existing manufactured home parks to enhance the health, welfare, and safety of residents.
    - i. Pave any existing unpaved internal roads.
    - ii. Ensure safe and adequate utility connections
    - iii. Provide acceptable trash collection services
    - iv. Provide landscaping and buffering
  - Better promote the voluntary removal program for abandoned or dilapidated manufactured homes. The County has an existing program that provides financial assistance for the voluntary removal of dilapidated manufactured homes. Provide education materials on the program through County website, newsletters, and social media.
- **Expand and diversify housing options within the East Flat Rock Planning Area.**
  - The County should continue to encourage a mix of housing options in the East Flat Rock planning area that accommodate a range of income levels. The East Flat Rock Planning Area's housing mix is not congruent with the mix of the rest of the county. When possible and appropriate, the county should seek to encourage development in the planning area that would help its housing mix reflect the county's as a whole.
  - The County should encourage high-density housing development when possible as an affordable alternative to mobile home parks.

### **3.4: Community Facilities and Public Services**

- **Consider providing sidewalks in commercially zoned areas.**
- **Support extensions of public water and sewer lines into East Flat Rock.**
- **Community facilities and public services should be strategically located in area identified as local commercial, industrial, and or office institutional.**
- **Improve level of service of existing and proposed parks.**
- **Form a community and regional greenway network connecting public recreational facilities within the East Flat Rock area.**

### **3.5: Transportation**

- **Improve the transportation network in the East Flat Rock Planning Area.**
  - The County, through its involvement in the French Broad River MPO, should prioritize projects within the East Flat Rock Planning Area in accordance with Plan goals.

- Improve identified intersections based on recommended studies. The conditions of the following intersections pose automobile, bicycle, and pedestrian safety concerns and should be studied and improved:
  - i. Blue Ridge Road and Spartanburg Highway
  - ii. Spartanburg Highway and Upward Road
- Facilitate safer automobile movement and alleviate traffic stacking issues near Hillandale Elementary during school peak hour traffic.
- The County, through its involvement in the French Broad River MPO, should prioritize bicycle projects within the East Flat Rock Planning Area in accordance with Plan goals.
- Review public transit periodically to identify service provision changes or increases.

### **3.6: Economic Development**

- **Direct commercial and industrial growth to areas where community facilities and public services are present or anticipated.**
- **Support industrial development within the East Flat Rock Planning Area.**
  - Work with the Henderson County Partnership for Economic Development and others to promote Industrial/Commercial Development in the East Flat Rock Planning Area.
  - Support existing businesses and industries.
  - Expand manufacturing training opportunities available at Blue Ridge Community College to provide a more competitive workforce.
  - Support workforce housing options in the County.
  - Support Dana Community Plan recommendations for industrial and commercial growth near Interstate 26 and Upward Road.
- **Address economic development in the East Flat Rock Planning Area.**
  - Revitalize Downtown East Flat Rock into a destination for shopping and dining.
  - Create East Flat Rock gateway entrances on Spartanburg Highway and Upward Road.

### **3.7: Land Use and Development**

- **Residential Two (R2):** Replace Estate Residential (R-40) zoning with Residential Two Rural (R2R) zoning west of Greenville Highway within the “island” of East Flat Rock. In addition, replace a small section of Residential One (R1) on the western edge of the existing R40 district with R2. (See Map 7). Note: Keep existing LC zoning at intersection for Greenville Highway (US 25 S) and Erkwood Drive.
- **Residential Two (R2).** Replace existing R1 with R2 west of US 25, south of Tabor Road, east of GE facility and north of the highway interchange with Spartanburg Highway and US 25.
- **Residential Two (R2).** Replace R1 west of Spartanburg Highway, south of West Blue Ridge Road, and bounded by the Planning Area Boundary to the west.
- **Community Commercial (CC).** To encourage increased commercial development, expand the existing CC zoning along Spartanburg Highway to two parcels wide on the east and west sides of the highway. Also connect the CC zoning south of Roper Road to the existing CC near the interchange at Spartanburg Highway and US 25. This will replace R1.
- **Office/Institutional (O/I).** Replace R40 with O/I south of West Blue Ridge Road and west of Rocky Fork Road. This area includes Hillandale Elementary and Flat Rock Middle School.

### **3.8: Community Character and Design**

- **Promote development compatible with the historic character of the East Flat Rock Planning Area.**
  - Identify community character features and involve community organizations in the promotion of their preservation or enhancement. Publish and distribute to interest groups (developers, neighborhood associations, community action groups, land conservation agencies, etc.) maps of community features that should be preserved or enhanced, including any areas preferred for acquisition. Community organizations should publicize and seek support for preservation and enhancement of identified community character features.
  - Adopt lighting regulations for nonresidential uses in the East Flat Rock Planning Area. The County should adopt lighting regulations to mitigate the negative impacts of lighting and preserve the Planning Area's rural character and natural setting. Lighting mitigation standards should be enforced to prevent light from nonresidential property from shining onto residential property.
  
- **Establish Design Standards**
  - Establish design standards for nonresidential uses. Design standards should be established to ensure nonresidential development is unified and cohesive, consistent with the rural character and natural setting of the Planning Area. The following standards should apply to nonresidential uses/developments (excluding industrial uses/developments) containing more than 15,000 square feet of floor area:
    - i. Façade Materials. No unfinished block or plywood shall be permitted on any façade facing a public street. Decorative block is permitted on a façade facing a public street. Natural materials (brick, stone (native and manufactured), wood (clapboard/shingles), stucco, etc.) are preferred on façades. Materials which are not preferred for façades include: light gauge vinyl siding, unpainted aluminum siding, wood composition board, and asphalt shingles. Fluorescent/neon finishes should be avoided.
    - ii. Articulation. Vertical and horizontal articulation (bump ins/outs) shall be required where any blank wall (those without windows and doors) facing a public street exceeds 50 feet in length. Blank walls should be avoided by using windows/doors, trellises, arcades, material changes, awnings or other similar features.



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## **SECTION 1: INTRODUCTION TO THE PLANNING AREA**

### ***Purpose***

County officials, local organizations, and the community at large developed the Henderson County 2020 Comprehensive Plan (hereinafter “Comprehensive Plan”) adopted July 6, 2004 (as amended through September 16, 2009). A principal recommendation of the Comprehensive Plan is the detailed study of individual communities within the County. The East Flat Rock Community Plan (hereinafter “EFR Community Plan”) is a community-specific comprehensive plan that outlines future goals related to Land Use and Development, Community Character and Design, Natural and Cultural Resources, Agriculture, Housing, Community Facilities and Public Services, Transportation, and Economic Development.

### ***Process***

The plan development process began with the adoption of the EFR Community Plan Advisory Committee Charter by the Board of Commissioners on January 5, 2015 and appointment of the committee in the spring of 2015. The Committee consisted of ten (10) community residents and two (2) ex-officio members representing the Henderson County Planning Board (serving as a liaison to the Board), Village of Flat Rock, and the City of Hendersonville. The Committee’s purposes were to advise the Board of Commissioners by recommending policies specific to the EFR Planning Area. The Committee met for the first time on August 11, 2015.

The Committee gathered public input through two public input sessions and a mailed survey that went to every listed property owner in the planning area. The County held the initial public input session on November 9, 2015 at the Hillandale Elementary School. Approximately 80 community residents participated in the meeting by discussing the strengths of, concerns for, and 15-year vision for the community.

The Committee held monthly successive meetings following the initial public input session during which the Committee reviewed each of the Plan’s elements. The Committee formed recommendations and action strategies for the Plan elements based on input from the public, County staff, and relevant experts.

The County held a second public input session on December 12, 2016 to allow residents to comment on the Plan. The Committee then held its final meeting to review the public input and finalize the Plan on January 10, 2017. The Committee presented the Plan to the Planning Board at a joint meeting held March 16, 2017.

### ***Planning Area Boundary***

The Planning Area is located in the south central area of Henderson County and includes 4,602 acres of land (2% of the County acreage). The Planning Area’s northern boundary is adjacent to the City of Hendersonville. The eastern boundary traverses Interstate 26. Much of the western boundary is bordered by the Village of Flat Rock. The southern boundary is defined by the Green River Game Lands (See Map 1, Planning Area Boundary).

## ***Historical Overview, Community Beginnings***

The purpose of the following section is to provide a brief history of the East Flat Rock area and highlight land use patterns and traditions that have shaped this community into what it is today.

The Eastern Continental Divide is located in East Flat Rock. In the 1600s, the Cherokee and Catawba Indians designated areas west of the Divide to the Cherokee and east of the Divide to the Catawba. Prior to the French and Indian War, the French claimed areas west of the Divide and the British claimed areas east of the Divide.<sup>1</sup>

East Flat Rock was the location of part of the Saluda Path. Settlers used this as a major route from South Carolina to Virginia. The trail was located near modern day West and East Blue Ridge Rd., Crest Rd., and Upward Rd.<sup>2</sup>

According to land deeds, the earliest landowner/settler in the plan area was Abraham Kuykendall in 1788. Other notable early settlers prior to the 1830s included John Justus Jr. and descendants; and families with the surnames of Anders, Cagle, Capps, Case, Fortune, Jones, Stepp, Tabor, and Ward.<sup>2</sup>

**Figure 1. Early Residents of the East Flat Rock Area**



In the 1830's, Mitchell King of Charleston, S.C., and other plantation owners began buying land for summer estates from early settlers. Some early settlers and summer visitors brought slaves with them. The early settlers were self-sustaining farmers and until the 20<sup>th</sup> century, much of East Flat Rock was farm land.<sup>2</sup>

In the late 20<sup>th</sup> century, Hendersonville annexed much of the traditional community of Barker Heights, as well as other areas of East Flat Rock. Perry H. Walker began buying land in the late 1890's, and urged Frank and Herbert Wilcox to invest money to build a textile mill. The Skyland Hosiery Co. opened in 1907 with a mill

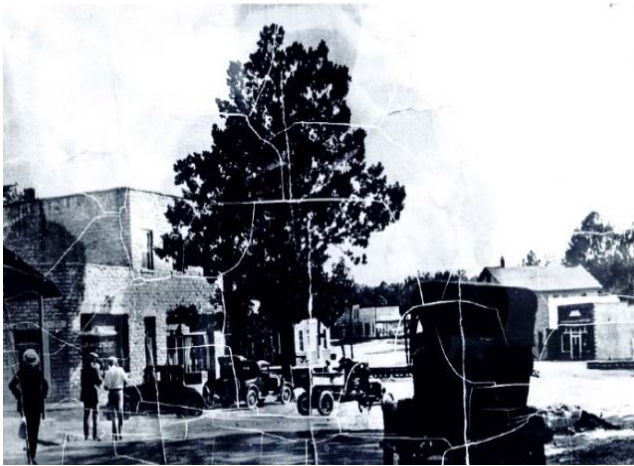
and 25 houses for workers, creating a mill town. The mill was the first in Henderson County., later known as the "Mill Hill."<sup>2</sup>

East Flat Rock continued to grow with the times. The East Flat Rock Post Office was established in 1908. By 1914, there was a lumber plant, stores, a barber shop, meat market, cannery, and around 600 residents. By the 1920's, there was a bank, drug store and around 1,500 residents. East Flat Rock became a municipality in 1926 with Carroll P. Rogers as its first mayor. The city paved streets and brought in water lines. When the Great Depression hit, East Flat Rock was left with a great deal of debt, so the city officially dissolved in 1950.<sup>2</sup>

<sup>1</sup> "Southeast Tribes." Interactives. United States History Map. Indians. Accessed December 31, 2015. <http://www.learner.org/interactives/historymap/indians6.html>.

<sup>2</sup> Giles, Jennifer Jones.

In 1925, East Flat Rock gained a new school, designed by Erle Stillwell. The \$75,000.00 investment (\$1,017,154.00 when adjusted to current value) provided 14 classrooms, a library, an office for the principal, Bessie Steedman, and an auditorium capable of seating 500. The school remained in use until 1993. After a period of vacancy, the building was eventually renovated for use as senior apartments, for which it is still used today.<sup>3</sup>



**Figure 2. East Flat Rock near modern day W. Blue Ridge and Lamplighter Ln.**

East Flat Rock was also the site of Henderson County's only Rosenwald School.<sup>4</sup> The Rosenwald Schools were established when Booker T. Washington approached Julius Rosenwald, one of the owners of Sears, Roebuck and Co., to build rural schools for African American children living in the segregated south with no access to education. This led to the development of over 5,300 schools, shops, and teacher's homes across 15 states between 1912-1932.<sup>5</sup> Henderson County's Rosenwald school was simply named "East Flat Rock School", and was located on Mine Gap Rd., about half a mile from Roper Rd.<sup>6</sup> According to Jennifer Jones Giles, a local historian, remnants such as the well, chimney and steps can still be seen at the site.<sup>7</sup>

Oscar Meyer founded the Hendersonville Airport in 1932 in Barker Heights. It was a hub for barnstorming pilots. The Hendersonville Squadron of the Civil Air patrol was based at the airport for many years. The WNC Air Museum was founded in 1989. Also notably is the Blue Ridge Fire Department founding date in 1958, and the National Guard Armory's founding in the 1960's in East Flat Rock.<sup>2</sup>

<sup>3</sup> "East Flat Rock Shows Signs of Substantial Growth." *The Hendersonville News*, March 8, 1925.

<sup>4</sup> "Surveyed Rosenwald Schools in North Carolina." Surveyed Rosenwald Schools in North Carolina. January 24, 2005. Accessed December 31, 2015. <http://www.hpo.ncdcr.gov/rosenwald/rosensurvey.htm>.

<sup>5</sup> "Rosenwald Schools Initiative - National Trust for Historic Preservation." Preservationnation.org. Accessed December 31, 2015. <http://www.preservationnation.org/rosenwald/>.

<sup>6</sup> "Surveyed Rosenwald Schools in North Carolina." Surveyed Rosenwald Schools in North Carolina. January 24, 2005. Accessed December 31, 2015. <http://www.hpo.ncdcr.gov/rosenwald/rosensurvey.htm>.

<sup>7</sup> Giles, Jennifer Jones. "Henderson Heritage." Henderson Heritage. Accessed December 31, 2015. <http://hendersonheritage.com/east-flat-rock/>.

## SECTION 2: DEMOGRAPHICS

### Demographic Trends Demographic Trends

**Population and Growth.** Demographics and current trends for the Planning Area were derived from United States Census data (1990, 2000, and 2010 Census Tract) and Henderson County government data. The Census identified the number of households by Census Tract. Planning Area demographic estimates were extrapolated by comparing Henderson County government residential structure data to Census Tract household data.

In 2013 the Planning Area contained 5% of the County’s population (5,414 persons of the total 107,583 persons) (See Table 2.1). The Planning Area contains 2% of the County’s total acreage.

<b>Table 2.1. Planning Area Population, Persons and Households 2010</b>	
<b>Persons</b>	5,414
<b>Households</b>	2,707
<b>Persons/Household</b>	2.0

Source: Census data (2010 County)

The Planning Area experienced population growth in the 10-year period from 1990 to 2000 (See Table 2.2). Data extrapolations indicate the Planning Area experienced a 31% increase in population between 1990 and 2000. In comparison, Henderson County experienced a 31.5% increase in population during the same period (See Tables 2.2 and 2.3).

The number of households within the Planning Area grew at a rate (18.3%) that exceeded County growth (9.6%) during the 10-year period from 1990 to 2000. The rate of household growth also exceeded population growth for the County during the same period. The average persons per household decreased within the Planning Area during this 10-year period, but remained similar to that of the County in both 1990 and 2000 (See Tables 2.2 and 2.3).

<b>Table 2.2. Planning Area Population, Persons and Households 1990 to 2000</b>	
	<b>Percent Change (%)</b>
<b>Persons</b>	33.1
<b>Households</b>	18.3
<b>Persons/Household</b>	2.1

Source: Census data (1990 and 2000 Census Tract)

<b>Table 2.3. Henderson County Population, Persons and Households 1990 to 2000</b>	
	<b>Percent Change (%)</b>
<b>Persons</b>	31.5
<b>Households</b>	9.6
<b>Persons/Household</b>	2.0

Source: Census data (1990 and 2000 County).

Data indicate the Planning Area slowed in growth, with population shrinking by 6.1% during the period from 2000 to 2010. The County continued to grow with a 20.7% increase in population during the period from 2000 to 2010. Average persons per household remained stable in both the Planning Area and County (See Tables 2.4 and 2.5).

<b>Table 2.4. Planning Area Population, Persons and Households 2000 to 2010</b>	
	<b>Percent Change (%)</b>
<b>Persons</b>	-6.1
<b>Households</b>	4.9
<b>Persons/Household</b>	2.0

Source: Census data (2000 and 2010 Census Tract)

<b>Table 2.5. Henderson County Population, Persons and Households 2000 to 2010</b>	
	<b>Percent Change (%)</b>
<b>Persons</b>	20.7
<b>Households</b>	20.9
<b>Persons/Household</b>	2.0

Source: Census data (2000 and 2010 County)

**Age of Population.** The population (national, state, county and Planning Area) is composed primarily of residents aged 35 to 64, and secondarily of those aged 20 to 34 (See Figure 2.1 and Table 2.8). School-aged children (aged 19 or younger) make up 19% of the population in the Planning Area, slightly lower than the percentage of school-aged children in the County (22.4%). Additionally, 22.4% of the County’s population is aged 65 or older, while only 19% of the Planning Area population is this age or older (See Table 2.6).

<b>Table 2.6. Planning Area Age of Population 2010</b>							
	<b>Age</b>						
	<b>&lt;5</b>	<b>5 to 14</b>	<b>15 to 19</b>	<b>20 to 34</b>	<b>35 to 64</b>	<b>65 to 74</b>	<b>75+</b>
<b>Planning Area</b>	211	542	263	991	2381	480	502
	4%	10%	5%	18%	44%	9%	10%

Source: Census data (2010 U.S., State, County and Census Tract)

The Planning Area has seen the most significant population growth for ages 75+ (11.6% change). Other age groups showing significant increase include those 35 to 64. Between 2000 and 2010, the number of persons age 20 to 34 declined by 18.8% and children under 5 declined by 73.5%.

<b>Table 2.7. Planning Area Age of Population 2000 to 2010</b>				
<b>Age</b>	<b>2000</b>	<b>2010</b>	<b>Net Change</b>	<b>Percent Change (%)</b>
<b>Under 5</b>	367	211	-155	-73.5
<b>5 to 14</b>	704	542	-161	-29.7
<b>15 to 19</b>	355	263	-91	-34.8
<b>20 to 34</b>	1177	991	-186	-18.8
<b>35 to 64</b>	2154	2381	227	9.5
<b>65 to 74</b>	593	480	-113	-23.5
<b>75+</b>	443	502	58	11.6

Source: Census data (2000 and 2010 Census Tract).

**Population Race and Ethnicity.** The population in the County and Planning Area is predominantly White (See Table 2.10). The Planning Area includes a smaller percentage of Hispanics/Latinos (of any race) than the County (3.3% versus 9.8%). The Census asked respondents to identify race and ethnicity. Respondents reporting their ethnicity as Hispanic or Latino does not directly depict their reported race category.

<b>Table 2.8. Planning Area Race and Ethnicity 2013</b>					
<b>Place</b>	<b>White</b>	<b>Black/African-American</b>	<b>Other*</b>	<b>Two or More Races</b>	<b>Hispanic/Latino (Any Race)</b>
<b>Henderson County</b>	91.2%	3.3%	3.2%	1.9%	9.8%
<b>Planning Area</b>	86.3%	4.0%	8.0%	2.4%	2.2%

\*Other includes: American Indian, Alaska Native, Native Hawaiian, Asian, other Pacific Islander, and some other race.  
Source: Census data (2010 County and Census Tract).

**Population Income and Poverty.** The 2013 median household income for the Planning Area is \$39,862, while the County median is \$44,815 (See Table 2.9).

<b>Table 2.9. Planning Area Median Household Income 2010</b>	
<b>Place</b>	<b>2013</b>
<b>Henderson County</b>	\$44,815
<b>Planning Area</b>	\$39,862

Source: Census data (2000 and 2010 County and Census Tract).

The Census Bureau defines poverty level based on income, family size, and family composition. In Census poverty thresholds for 2013, households with two (2) adults and two (2) children were in poverty when their income was \$23,624 or less. In 2013, approximately 15.2% of Planning Area households and 14.1% of County households had incomes below poverty level (See Table 2.10).



<b>Table 2.10. Planning Area Poverty Status 2013</b>				
<b>Place</b>	<b>Income in 2009 <u>Below</u> Poverty Level</b>		<b>Income in 2009 <u>at or Above</u> Poverty Level</b>	
	<b>Persons</b>	<b>Percent</b>	<b>Persons</b>	<b>Percent</b>
<b>Planning Area</b>	823	15.2%	4592	84.8%
<b>Henderson County</b>	15,169	14.1%	92,414	85.9%

Source: Census data (2010 U.S., State, County and Census Tract)

**Demographic Projections**

Demographic projections were derived from Census data (1990, 2000 and 2010 County and Census Tract Data) and Henderson County government data. The Census identified the number of households by Tract. Demographic estimates were extrapolated by comparing Henderson County government residential structure data to Census Tract household data.

Trends indicate the Planning Area will continue to experience population growth in the 15-year period from 2013 to 2025 (See Table 2.11). Data indicate the Planning Area will experience a 12.4% increase in population by 2025. In comparison, Henderson County will likely experience an 18.9% increase in population during the same period (See Tables 2.11 and 2.12).

<b>Table 2.11. Planning Area Growth 2010 to 2025</b>				
<b>Year</b>	<b>2013</b>	<b>2025</b>	<b>Growth 2013 to 2025</b>	<b>Percent Change 2013 to 2025 (%)</b>
<b>Persons</b>	5,415	6,084	670	12.4

Source: Census data (1990, 2000 and 2010 Census Tract)

<b>Table 2.12. Henderson County Growth 2010 to 2025</b>				
<b>Year</b>	<b>2013</b>	<b>2025</b>	<b>Growth 2013 to 2025</b>	<b>Percent Change 2013 to 2025 (%)</b>
<b>Persons</b>	107,583	127,933	20,350	18.9

Source: Census data (1990, 2000 and 2010 County)

# SECTION 3: EAST FLAT ROCK COMMUNITY PLAN

## 3.1: NATURAL AND CULTURAL RESOURCES

### Sensitive Water Resources

**River Basins and Watersheds.** The Eastern Continental Divide (ECD) is the boundary which separates the Gulf of Mexico and Gulf of St. Lawrence drainage basins from the drainage basins that flow directly into the Atlantic Ocean. Until 1763, the official end of the Seven Years' War (French and Indian War), the ECD represented the boundary between British and French colonial possessions. Those lands to the west of the ECD, claimed by the French, were lost to the British in the war.

The ECD passes through the County and Planning Area (See Figure 3.1.1). This boundary separates two river basins (the land surface drained by streams and creeks flowing into one another, eventually into a single large river). The Planning Area consists of 1,692 acres (36%) in the Broad River Basin and 3,028 acres (64%) in the French Broad River Basin.

The Broad River Basin includes the Upper Green River Watershed (See Figure 3.1.1). The Green River Watershed is a heavily forested watershed with excellent water quality and healthy streams. This area of the County has been known for its pristine waters and is the head waters to a number of sub-watersheds (See Figure 3.1.2).

Figure 3.1.1. Planning Area Watersheds

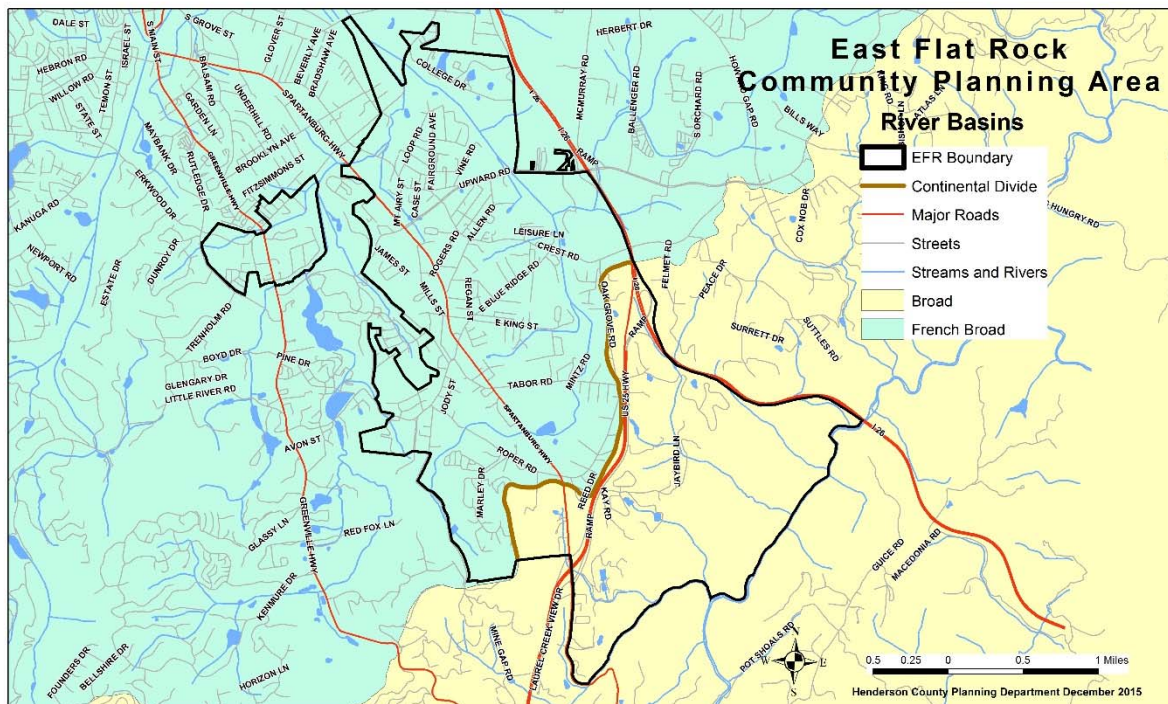
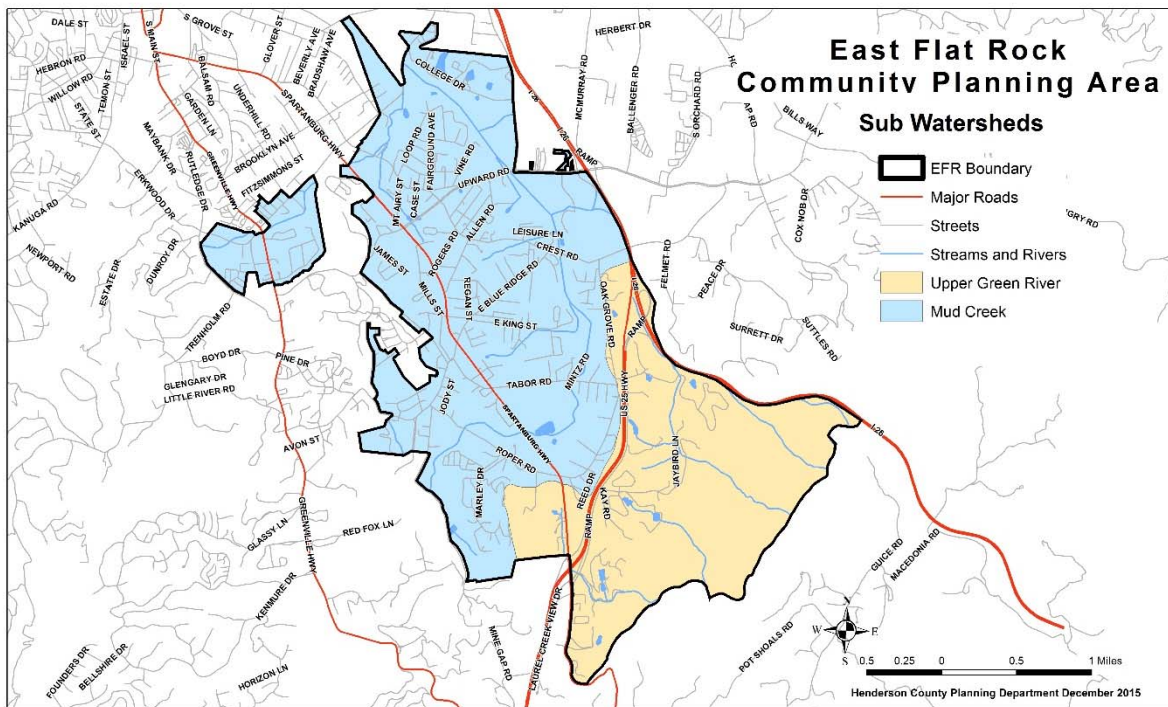


Figure 3.1.2. Planning Area Sub-Watersheds



**Stream Classifications.** The US Clean Water Act (specifically Section 303(d)) requires states list waters that do not meet established quality standards. The Bat Fork River appears on the North Carolina Division of Water Quality’s (NCDWQ) 2014 list of North Carolina Impaired Waters. The Bat Fork is listed as a Class C impaired stream. According to the NC Department of Environmental Quality:

“Under the federal Clean Water Act, **impaired waters** are rivers, lakes, or **streams** that do not meet one or more water-quality standards and are considered too polluted for their intended uses.”

The Volunteer Water Information Network (VWIN) monitors one (1) site in the within EFR, the Bat Fork Creek at Tabor Road.

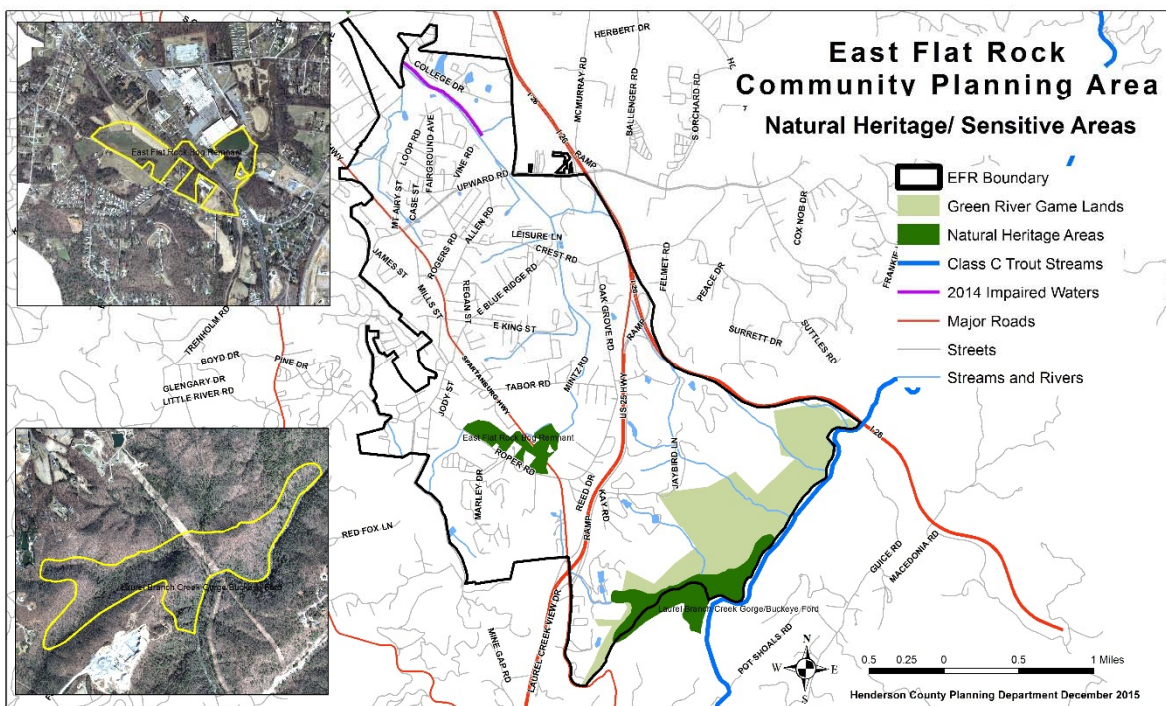




Streams become degraded by altering the stream and surrounding area (removal of riparian vegetation, channelization, dikes, and other alterations); and adding contaminants to the stream including sediment (from disturbed stream banks, unpaved roads, and others), polluted storm water runoff (primarily in more urbanized areas), wastewater discharges, potential hazardous spills, pesticides, and stream access by livestock.

NCDWQ also classifies streams based on their ability to support trout propagation and survival on a year-round basis (known as “Trout Waters”). There are 52 miles of perennial streams in the Planning Area and there are no classified trout waters.

**Figure 3.1.3. Sensitive Natural Areas**



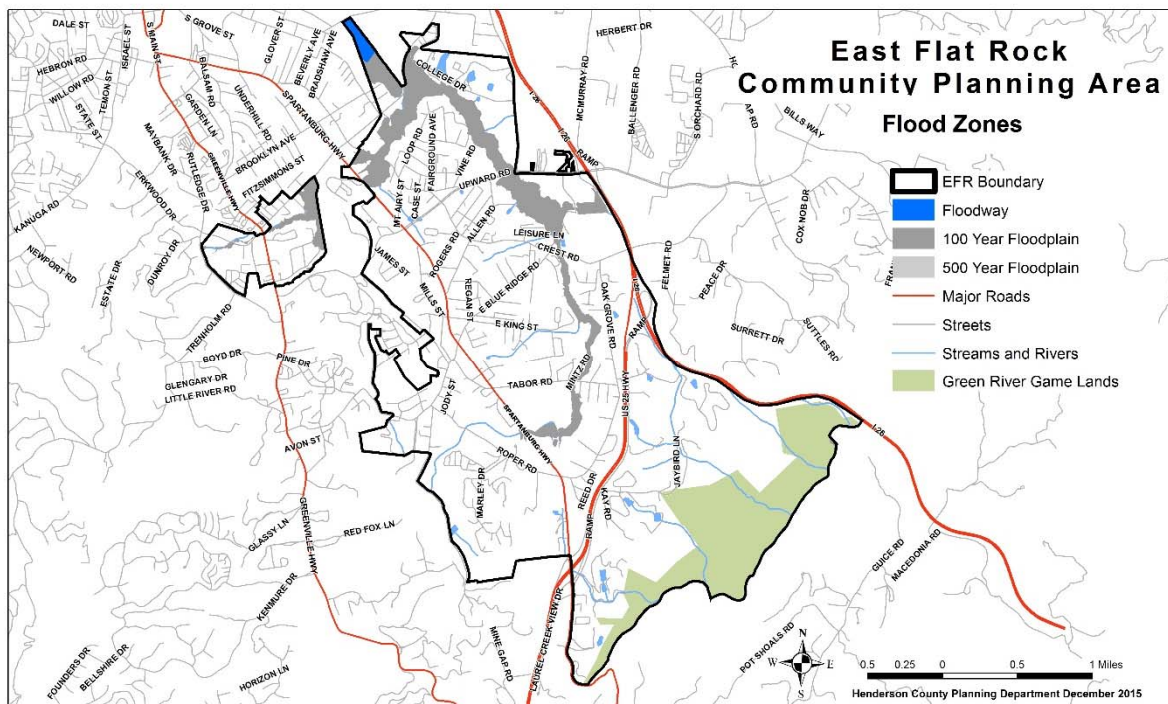
**Flood Lands.** Planning Area floodplains and floodway are principally located within the northern areas of EFR. A floodway includes the stream channel and the adjacent areas that carry the deepest and fastest waters associated with a flood event. A 100-year floodplain is defined as having a 1% chance of flooding in a given year while the 500-year floodplain is defined as having a 0.2% chance of flooding in a given year. The Planning Area has 18 acres located in the floodway and 339 acres are in 100-year floodplain, this is about 7.56% of all the land in the Planning Area. There are 0 acres in the 500-year floodplain (See Table 3.1.1 and Figure 3.1.4).



Table 3.1.1. Planning Area Flood Lands		
Flood Designation	Total Acreage	Percent of Planning Area (%)
Floodway	18	0.38
100-Year Floodplain	339	7
500-Year Floodplain	0	0
<b>Total</b>	<b>357</b>	<b>7.56</b>

Source: Henderson County Flood Damage Prevention data (2014).

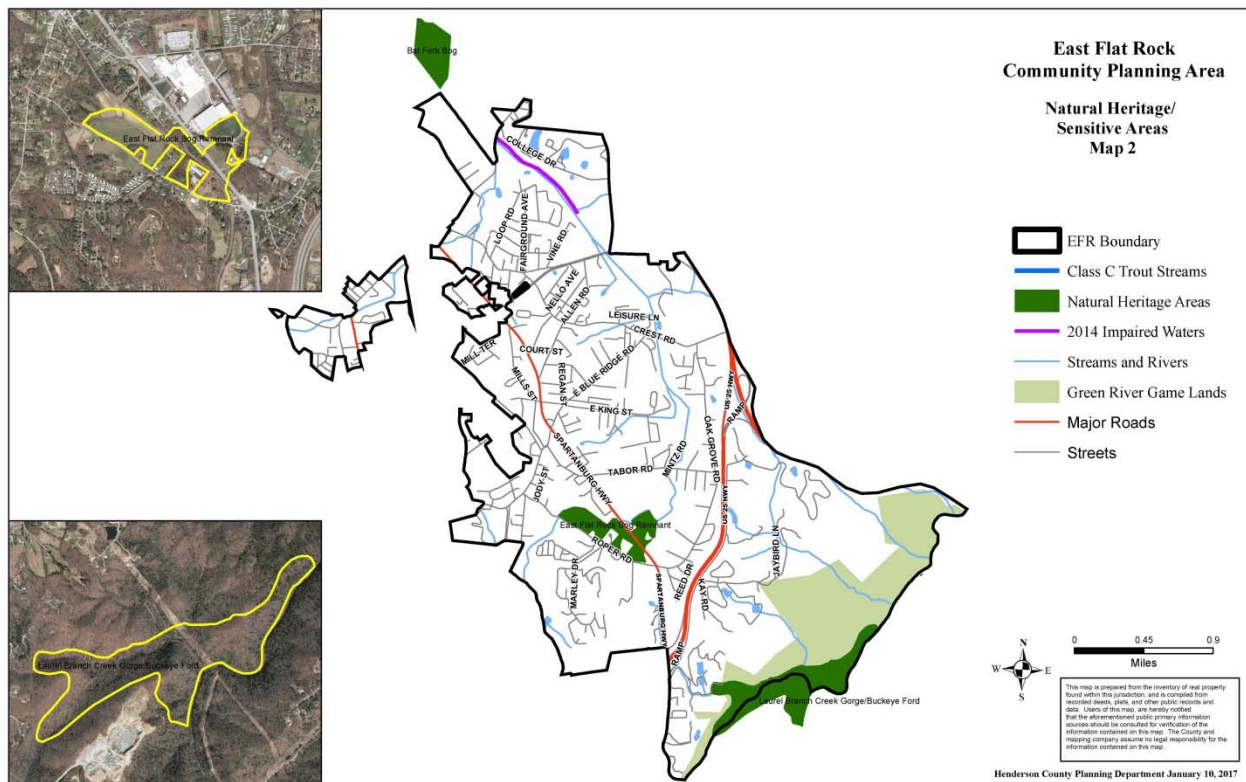
Figure 3.1.4. Planning Area Flood Lands



The Flood Damage Prevention regulations of the LDC: (1) do not restrict development in the 500-year floodplain, (2) limit development in the 100-year floodplain (in terms of fill and structure elevation), and (3) prohibit fill or placement of structures in the floodway.

**Wetlands.** Wetlands are defined by soil saturation and plant and animal life. Wetlands include swamps, marshes, and bogs. The Planning Area contains approximately 447 acres of palustrine wetlands (dominated by trees, shrubs, persistent emergent’s (species that remain standing during the period between growing seasons), emergent mosses, or lichens). These wetlands contain a number of grass-like plants (cattails, bulrushes, saw grass, sedges) and true grasses (reed, manna grasses, slough grass, and whitetop).

Figure 3.1.5. Planning Area Wetlands



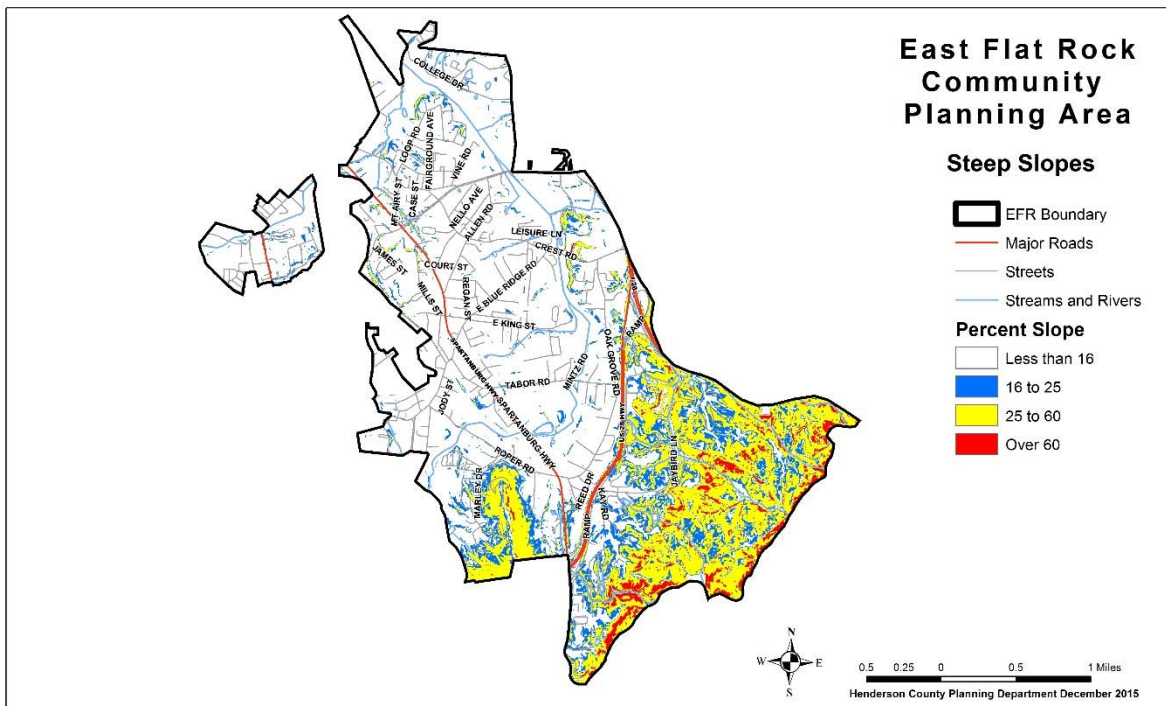
**Sensitive Land Resources and Protected Species**

**Steep Slopes.**

The Planning Area also contains steep slopes (See Figure 3.1.6). The LDC reduces density by one-half (½) for those portions of a tract with a slope of 60% or greater (where such slope areas of the tract account for 10% or more of the tract).



Figure 3.1.6. Planning Area Slope



**Environmentally Sensitive Sites.** The Planning Area contains environmentally sensitive sites that are designated as Significant Natural Heritage Areas by North Carolina Natural Heritage Program (See Map 2, Sensitive Natural Areas). These include:

Laurel Branch Creek Gorge/Buckeye Ford. The privately owned site (Duke Power Company) is a site that harbors an excellent example of a Rich Cove Forest. This site is significant due to the presence one of the best stands of basswood seen in the country. Longstalk Sedge (State Special Concern).

East Flat Rock Bog Remnant A 58-acre site listed as a Significant Natural Heritage Area by the North Carolina Natural Heritage Program. This site is categorized as class C meaning a “Regionally significant natural areas contain natural elements that may be represented elsewhere in the state by better quality examples, but which are among the outstanding examples in their geographic region of the state. A few better examples may occur in nationally or state significant natural areas. Regions consist of an area the size of about five counties.”

**GE/Shepard Farm Superfund Site.** General Electric (GE) has operated a manufacturing facility and a waste disposal site of approximately 141 acres since 1955. The site has been on the Superfund since 1994 because of contaminated groundwater and soil resulting from waste handling practices. All responsible parties have investigated site conditions and taken steps to clean up the site. Currently, contamination does not threaten people living and working near the site. The site is evaluated every five years to ensure that contamination does not spread into neighboring areas.



**Green River Game Lands.** The game lands, owned and managed by the North Carolina Wildlife Resources Commission, contain 14,308 acres across Henderson and Polk Counties. The purpose of the game lands is wildlife conservation and management. Hunting, fishing, and trapping are permitted. Trails are also available to hikers throughout the year (they should only be used on Sundays during hunting season (mid-September through mid-May)). Henderson County contains 2,850 acres (approximately 20%) of the game lands. The Planning Area contains 18% (518 acres) of the Henderson County portion of the game lands (See Figure 3.1.3, Sensitive Natural Areas).

**Trends.** Land resources in the Planning Area are limited. Approximately 13,144 acres of the Planning Area's 36,933 acres (35.6%) are vacant. Development trends and future pressures, if not properly managed, could negatively affect these limited resources.

### **Cultural and Historical Resources**

As mentioned above, following the Civil War, the African American community in East Flat Rock decided to withdraw from their current churches in order to pursue the development of their own. African American members from both Mud Creek and St. John in the Wilderness withdrew to start Mud Creek Baptist in 1867. While the original building was located in Bonclarken, the church moved to its present location in East Flat Rock during the 1930's.<sup>8</sup>

The Society of Necessity's cemetery is also still intact in East Flat Rock, as shown in the picture below. The Society still maintains the grounds and honors the history of that land.

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<sup>8</sup> Helsley, Alexia Jones., and George Alexander. Jones. *A Guide to Historic Henderson County, North Carolina*. Charleston, SC: History Press, 2007.





The East Flat Rock school, discussed in the History section, remained in use as an educational facility until 1993. After a period of vacancy, the building was eventually renovated for use as senior apartments, for which it is still used today.<sup>9</sup>

### *Natural and Cultural Resources Goals and Objectives*

#### **Goal N1. Protect land quality and access within the EFR Planning Area.**

##### **N1.1. Support conservation efforts in the Green River Game Lands.**

##### **N1.2. Encourage open space through voluntary conservation and development design practices.**

**N1.3. Encourage increased access to the Green River Game Lands.** The County should work with the appropriate State agencies to promote the area for recreation and explore opportunities for additional access to the game lands.

**N1.4. Encourage the protection of surrounding land and water resources that may not be within the East Flat Rock boundary.** There are many important natural resources in the County that have a direct impact on health and quality of life within East Flat Rock. The County should support those efforts and related recommendations in adjacent community plans.

#### **Goal N2. Create incentives/opportunities for preservation of historic and cultural sites within the EFR Planning Area.**

**N2.1. Encourage the preservation and adaptive reuse of historic structures in downtown East Flat Rock.** Where practical and cost effective, the County should support redevelopment efforts.

**N2.2. Work with the Henderson County Historic Resource Commission to help identify important historical sites and preservation opportunities.**

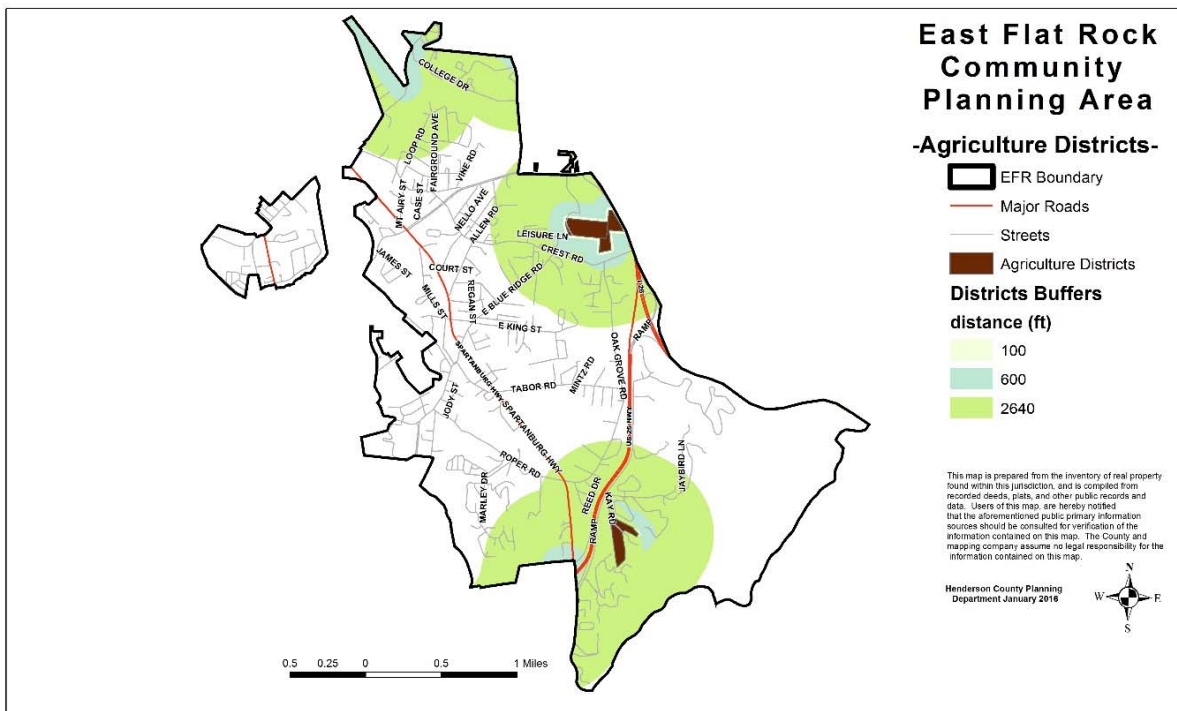
<sup>9</sup> "East Flat Rock Shows Signs of Substantial Growth." *The Hendersonville News*, March 8, 1925.

**3.2: AGRICULTURE**

**Existing Agriculture Lands and Production**

Approximately 517 acres (1.5%) of the Planning Area is agricultural land (horticultural and forestlands are included in this category).<sup>10</sup> Data used to identify the amount of land in agriculture include: (1) United States Department of Agriculture data (2015 Farm Services Agency and 2012 Census of Agriculture data); and (2) Henderson County data (2015 tax parcel and voluntary agricultural district data).<sup>11</sup> (See Figure 3.2.1 for EFR Agriculture Districts and 3.2.2 for FSA Farmland)

**Figure 3.2.1 Voluntary Agriculture Districts**

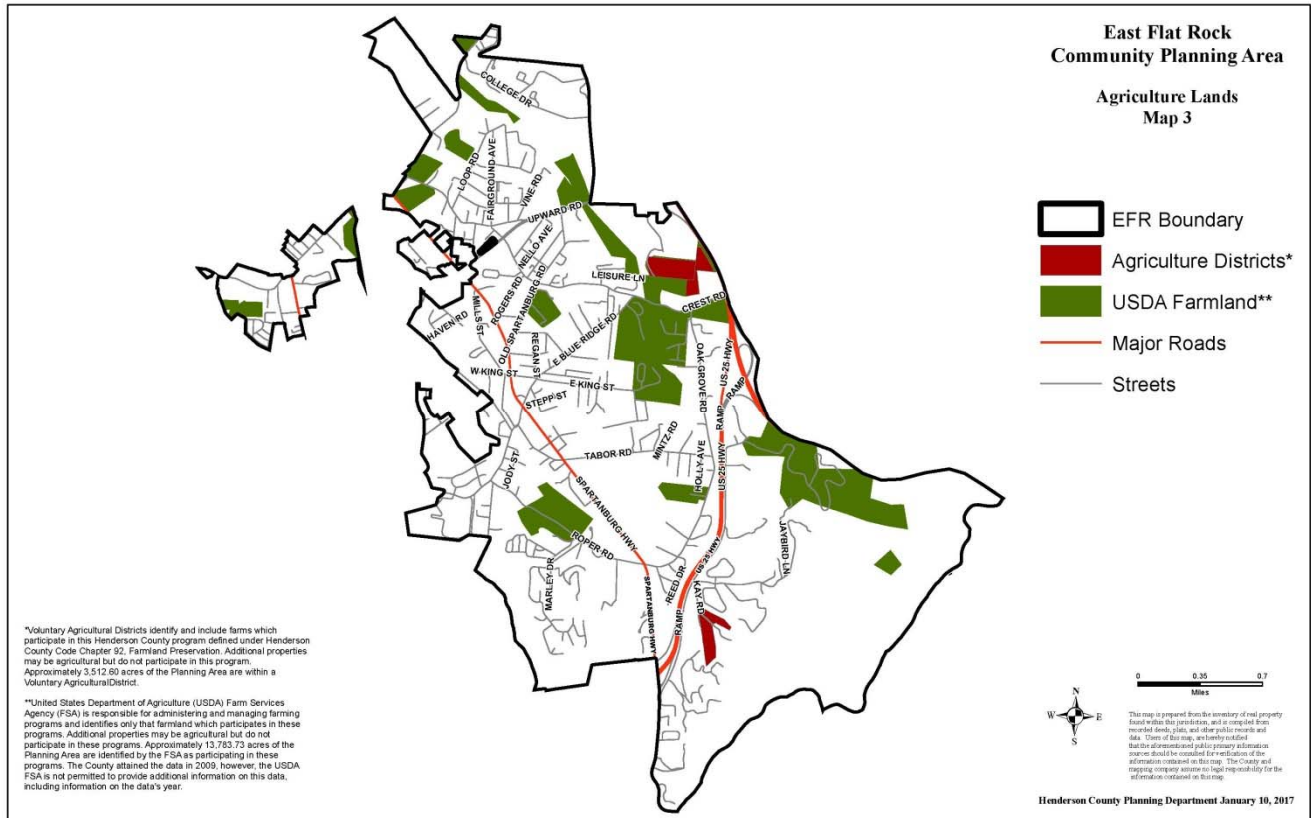


The Planning Area contains a small portion of the County’s agricultural lands. Roughly 11 percent of the planning area is in agriculture which is 1.4 percent of all agricultural lands in the County. (See Table 3.2.1)

**Figure 3.2.2 Agriculture Lands**

<sup>10</sup> Actual acreage in agricultural land may be higher or lower than data indicates.

<sup>11</sup> United States Department of Agriculture (USDA) data include Farm Services Agency (FSA) program (conservation, loan, credit and disaster) data and Census of Agriculture data (conducted each five (5) years). Henderson County data include tax parcel data (all land classified as “present-use value”, “agriculture-horticulture” and “forestland”) and voluntary agricultural districts (all active participants in the program).



Place	Acreage		Percent of Total Acreage in Agricultural Lands
	Agricultural Lands	Total	
<b>Henderson County</b>	35,752	240,099	15%
<b>Planning Area</b>	517	4,720	11%

Source: USDA FSA data (2015) and Henderson County data (tax parcel and voluntary agricultural district (2015)).

Recent trends indicate farmers are diversifying crops and products to remain competitive. County production ranks as follows:

Apple Production-( $\$31$  M): 1<sup>st</sup> in State Annually

Nursery, Greenhouse, & Floriculture-( $\$43$  M): 2<sup>nd</sup> in State Annually

Vegetable Production-( $\$25$  M): 3<sup>rd</sup> in State

Dairy and Livestock-( $\$10$  M): 8<sup>th</sup> in State



In terms of cash receipts, the County was the second most lucrative in the State in terms of revenues from nursery, greenhouse, and floriculture generating just under 43 million dollars in 2012. The County was the 3<sup>rd</sup> most lucrative in the State in terms of cash receipts for vegetable production (2012) and 8<sup>th</sup> in the State in terms of total cash receipts from dairy and livestock (2012). Most notably, Henderson County is the 1<sup>st</sup> in the State for Apple production with 31 million dollars at 30 million bushels.

The County is active in preserving its agricultural prominence. In 1991, the County adopted a Farmland Preservation Ordinance to: (1) encourage voluntary preservation and protection of farmland from nonfarm development; (2) increase awareness of local farm locations; (3) educate the public about local farms; and (4) recognize the importance of agriculture to the economic and cultural life of the County. The ordinance established the voluntary agricultural district program requiring purchasers of subdivided properties (within a specified distance of district lands) be notified of nearby district designations. The ordinance does not regulate the conversion of farms into developed lands.

In 2009, the County expanded the program to include the enhanced voluntary agricultural district which offers an increased set of incentives for landowners to restrict development for a ten (10) year period.

The County also participates in a present use value taxation program where it taxes eligible lands on the present use value instead of the market value. Present use value (the value of the land in its current use) is only applied to agricultural, horticultural, or forestland. Not all agricultural land is eligible and must meet requirements related to: (1) time of application, (2) ownership, (3) size, (4) income, (5) management, and (6) any other requirement established by North Carolina General Statutes. This program reduces property tax burden, ultimately reducing development pressure.

Finally, the County has provided in the Land Development Code (LDC) a 5% density bonus for those conservation subdivisions preserving active agricultural lands.

### **Agriculture in East Flat Rock**

The agriculture industry in Henderson County has long been a tradition. Agriculture was initially a tradition to provide resources for individual families. Throughout history, agriculture began to develop outside of the realm of individual family consumption to a method of marketing and selling to surrounding communities. In the late 1800's, the first railroad in the County was built, with the first steam engine arriving in the original Hendersonville Depot in 1879. Agricultural growers soon thereafter began expanding their markets, hauling apples and other produce into nearby communities in South Carolina. Although agriculture began to expand within Henderson County in the early 1900's, the EFR

planning area has had limited agricultural production because of increased residential and commercial development.

The East Flat Rock community planning area faces limitations in agricultural production however there are a few viable farm operations. Most of the farming in East Flat Rock is in commercial vegetable production. Much of this land is leased from the property owners for agriculture purposes.

**Trends.** Trends show declining agricultural lands in the County. According to the USDA Census of Agriculture, the County has seen an estimated 40% decline in total agricultural acreage during the 20-year period between 1987 and 2012 (See Table 3.2.3).

Table 3.2.3. Henderson County Agricultural Census Data							
Place	Acreage by Census Year*					Percent Change	
	1987	1992	1997	2002	2007	2012	Total (%)
<b>Henderson County</b>	59,232	52,281	44,511	48,619	37,947	35,752	-40

\*The acreage included herein may not include all land actively involved in agriculture as the Census of Agriculture is a survey based on individual responses. Information available from the FSA indicates additional acreage not included by the Census. Source: USDA Census of Agriculture (1987, 1992, 1997, 2002, 2007 and 2012).

Agricultural lands are declining because of: (1) parcellation, (2) scattered development pattern, (3) farmers’ inability to compete successfully for land because of increased land value, (4) the loss of farmers due to age and lack of heirs interested in continuing farming, and (5) the economic hardships of farming.

Once agricultural land is developed, its agricultural value is reduced significantly if not permanently lost. Agricultural lands are lost piece by piece to development because of parcellation (when a farm is divided multiple times into smaller tracts that are more easily sold and developed). Parcellation is part of the problems created by scattered development (occurring adjacent to existing agricultural lands). Scattered development makes farming more difficult in that farming practices and effects (dust, smells, sprays, noise, etc.) may be difficult to mitigate and can cause tension between neighboring residential uses and the farm. Individuals associated with the development may also negatively affect the farm through their own activities including trespassing, vandalism and theft. Adjacent development may result in increased property values making it more difficult for farmers to compete successfully for valuable agricultural land.





The overall decline in agricultural land is also the result of selling farms to developers. A farmer's age and lack of heirs combined with the economic hardships of farming often results in the sale of farms. In 2012, the average age of a Henderson County farmer was 58.5 (USDA Census of Agriculture). Given the aging population, this issue will likely remain a cause of agricultural land loss. Development trends and future pressures, if not properly managed, may negatively affect agriculture.

### ***Agricultural Goals and Objectives***

**A.1. Support existing farms by providing public education as a means of supporting farmers and protecting farmland.**

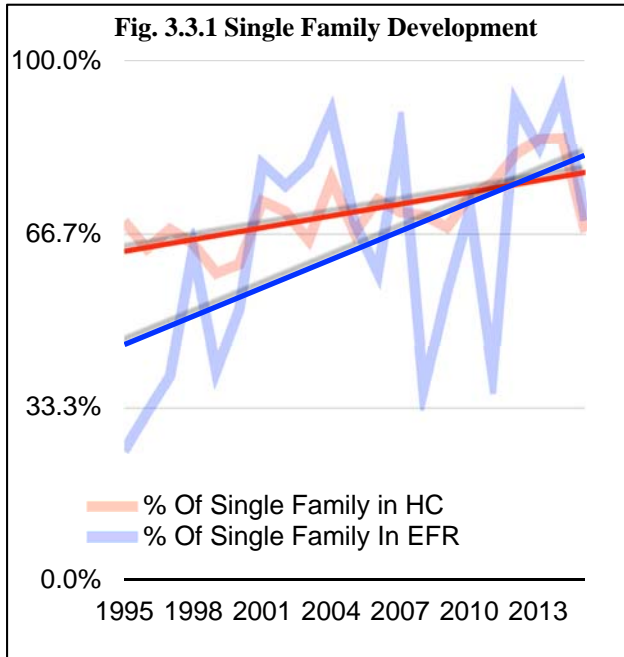
**A.2. Reduce farmland loss within the Planning Area.**



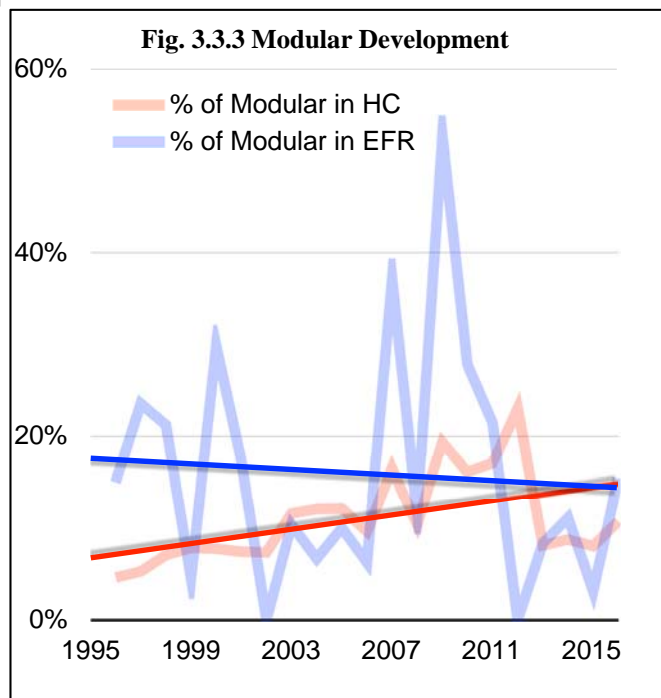
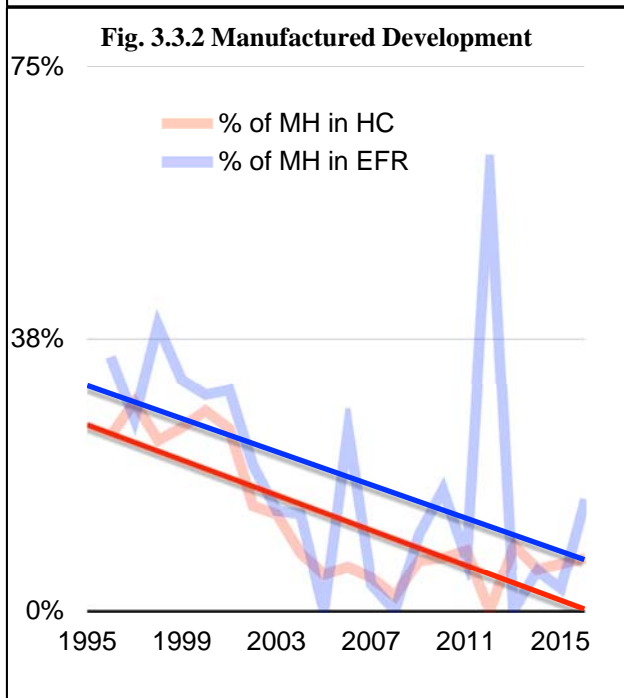
**3.3: HOUSING**

**Existing Housing Stock.** The Planning Area contains 2,077 permanent residential units with the oldest existing permanent residential unit built in 1850. Over a quarter of these permanent units were built or placed between 1991 and 2011 (with the greatest amount of residential development occurring during the 10-year period from 2001 to 2011).

**Planning Area Housing Year Built by Type, 1995-2015**



From 1995 to 2015, a steady decline in the number of manufactured homes placed in both the Planning Area and the County occurred. (Figure 3.3.2) Single family unit type showed significant increase through 2015 when compared to the County. Finally, while new Modular homes have increased throughout the County, they have slowly declined in East Flat Rock. (Figures 3.3.1 and 3.3.3) What this suggests is that, while the Planning Area may have a large share of the County’s Manufactured and Modular Housing (discussed below), this trend is steadily declining.

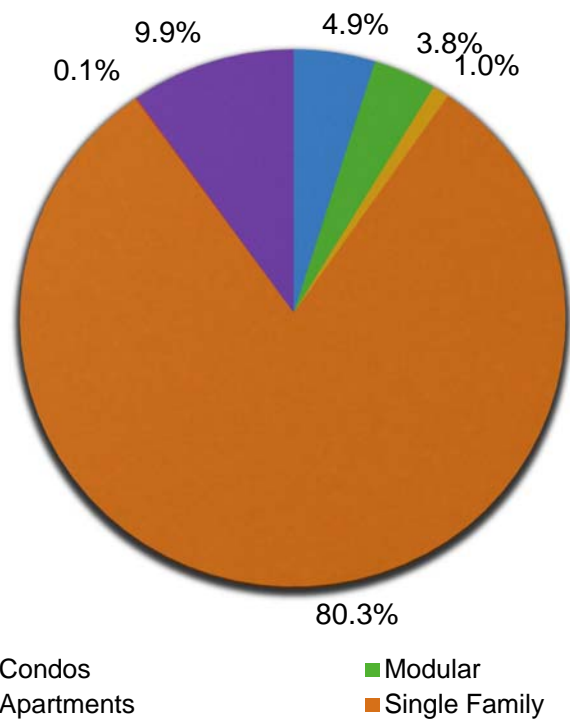




**Planning Area Housing Share**

The Planning Area contains 4.75% of all permanent residential units in the County. The predominant permanent residential unit in both the Planning Area and County is traditional “site built” single-family residences. Data indicates site built single-family residences account for 80.3% of all County residential units and 77.3% of all Planning Area residential units (See Figures 3.3.4 and 3.3.5, and Table 3.3.1). The Planning Area holds a larger percentage of both Manufactured and Modular homes, however.

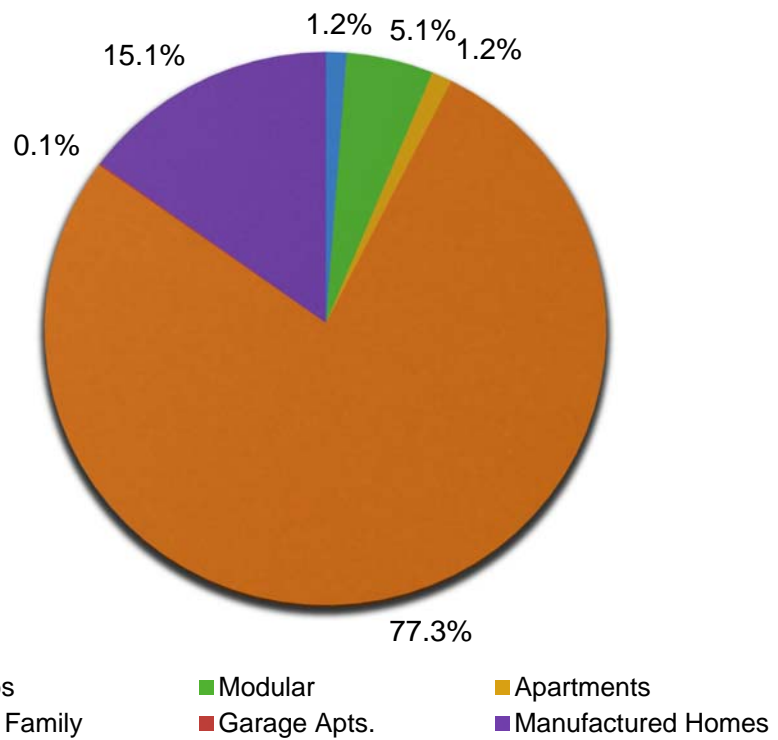
**Fig. 3.3.4 Henderson County Housing Share**



**Table 3.3.1 Henderson County and EFR Comparison**

	Henderson County	East Flat Rock
<b>Apartments</b>	1%	1.2%
<b>Condos</b>	4.9%	1.2%
<b>Garage Apts.</b>	0.1%	0.1%
<b>Modular</b>	3.8%	5.1%
<b>Single Family</b>	80.3%	77.3%
<b>Manufactured Homes</b>	9.9%	15.1%
<b>Total</b>	100%	100%

**Fig. 3.3.5 EFR Housing Share**



**Approved Residential Lots.** The Planning Area currently contains 447 vacant lots located within zoning districts which permit the placement of single family and other types of residences, with a total of 776.8 acres available for residential development. The average size for these lots is around 1.7 acres, meaning that each vacant lot could hold 1 or 2 residences, depending

on the zoning. This does not, however include the density gained when new development is of apartments or duplexes; the number of individual housing units could potentially be much higher.

**Housing Tenure.** Housing tenure in the Planning Area and County varies a fair amount. Within the Planning Area, approximately 73.7% of occupied structures are owner occupied and 26.3% are renter occupied (See Table 3.3.2).

<b>Table 3.3.2. Planning Area Occupied Residential Structures by Tenure Type 2014</b>					
<b>Place</b>	<b>Total Occupied Residential Structures</b>	<b>Owner Occupied</b>		<b>Renter Occupied</b>	
		<b>Percent (%)</b>	<b>Total</b>	<b>Percent (%)</b>	<b>Total</b>
<b>Henderson County</b>	45,534	73.7	33,544	26.3	11,990
<b>Planning Area</b>	2,164	61.2	1,324	38.8	840

Source: Census data with extrapolations by Henderson County Planning Staff.

Housing tenure indicates that, within the County, approximately three (3) in four (4) housing units are owner occupied, whereas in the Planning Area only around three (3) in five (5) housing units are owner occupied (See Table 3.3.2).

**Affordable Housing.** The Department of Housing and Urban Development (HUD) is the agency responsible for federal housing programs. HUD defines housing as “affordable” when a household earning at or below 80% of the area median household income puts no more than 30% of its income toward a mortgage payment or rent. Within this group are those households with low income (income equivalent to between 51 and 80% of the area median household income), very low income (income equivalent to between 31 and 50% of the area median household income), and extremely low-income (income equivalent to less than 30% of the area median household income). A household paying more than 30% of its gross income for housing costs is “cost burdened”. A household paying more than 50% of its gross income for housing costs is “extremely cost burdened”.

Housing affordability determination by HUD typically accounts for mortgage payment and other monthly housing costs (taxes, insurance, and utilities). Tables 3.3.3 and 3.3.4 provide affordable housing price estimates.

<b>Table 3.3.3. Henderson County Housing Affordability for Low and Median Income Households 2013</b>			
<b>Henderson County Household Income</b>	<b>Income</b>	<b>Monthly Income</b>	<b>Affordable Monthly Housing Payment*</b>
<b>Median Income</b>	\$53,046	\$4,421	\$1,326
<b>Low Income</b>	\$27,054 - 42,437	\$2,255 - 3,536	\$677 – 1061

<b>Table 3.3.4. East Flat Rock Housing Affordability for Low and Median Income Households 2013</b>			
<b>EFR Household Income</b>	<b>Income</b>	<b>Monthly Income</b>	<b>Affordable Monthly Housing Payment*</b>
<b>Median Income</b>	\$39,862	\$3,322	\$997
<b>Low Income</b>	\$20,330 - 31,890	\$1,694 - 2,658	\$508 – 797

\*Price determined based on HUD recommendations that no more than 30% of monthly income go toward a housing payment. Source: Census data (2010 County and 2010 Block Group), Henderson County parcel data (2011), and Department of Housing and Urban Development (HUD) Affordability Calculator.

In 2013, a County household earning \$53,046 was a median income household. A median income household could afford a monthly housing payment of \$1,326. In East Flat Rock a household earning \$39,862 was considered median income. This meant they could afford a monthly housing payment of \$997.

In 2013, a County household earning \$42,437 or less was a low-income household. A household earning at the top of this category could afford a monthly housing payment at a maximum of \$1061. By contrast, a household in East Flat Rock earning \$31,890 would be considered at the top of the low-income classification, and could afford a monthly housing payment of only \$797.

The Planning Area’s median household income (\$39,862) is approximately 24.9% lower than the median household income for the County. Planning Area median income is much lower, therefore an affordable housing payment for a Planning Area median income household is also lower.

**Trends.** The Planning Area is experiencing an expansion of its housing stock. Trends show a slight increase in the number of houses built/placed over the past 10 years. Housing affordability could be an issue in the Planning Area and the County as housing costs remain high and incomes remain stagnant. Ensuring an adequate stock of affordable housing in the future depends largely on future incomes and housing costs.

**Housing Goals and Objectives**

**Goal H1. Improve development standards for manufactured homes and existing manufactured home parks within the East Flat Rock Planning Area.**

**H1.1. Consider suspending new manufactured home parks within the East Flat Rock Planning Area for a period of time, within all legal and jurisdictional means.**

**H1.2. Work with manufactured home park owners to encourage improvements to existing manufactured home parks to enhance the health, welfare, and safety of residents.**

1. Pave any existing unpaved internal roads.
2. Ensure safe and adequate utility connections
3. Provide acceptable trash collection services
4. Provide landscaping and buffering

**H1.3. Better promote the voluntary removal program for abandoned or dilapidated manufactured homes.** The County has an existing program that provides financial assistance

for the voluntary removal of dilapidated manufactured homes. Provide education materials on the program through County website, newsletters, and social media.

***Goal H2. Expand and diversify housing options within the East Flat Rock Planning Area.***

**H2.1. The County should continue to encourage a mix of housing options in the East Flat Rock planning area that accommodate a range of income levels.** The East Flat Rock Planning Area’s housing mix is not congruent with the mix of the rest of the county. When possible and appropriate, the county should seek to encourage development in the planning area that would help its housing mix reflect the county’s as a whole.

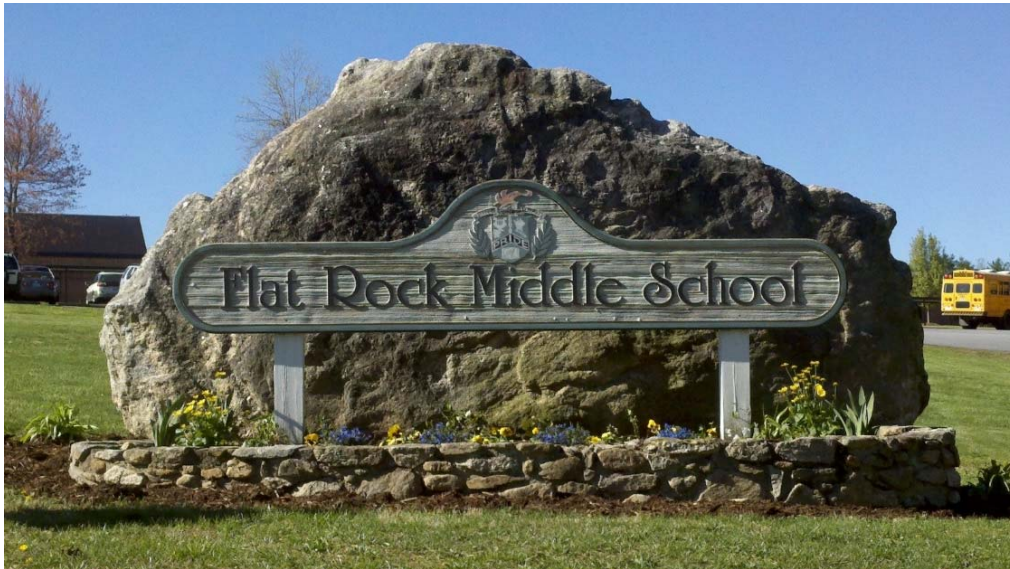
**H2.2. The County should encourage high-density housing development when possible as an affordable alternative to mobile home parks.**



**3.4: COMMUNITY FACILITIES AND PUBLIC SERVICES**

**Public Schools**

The Planning Area falls within Flat Rock Middle and East Henderson High School district. The Planning Area contains Hillandale Elementary School.



Planning Area Schools are expected to remain within state capacity through the 2015-2016 school year. The Henderson County Early College and Hendersonville Elementary currently exceed capacity. (See Table 3.4.1 and 3.4.2).

**Table 3.4.1**

School	Members	Capacity	Availability
East High	920	1065	145
Hendersonville High	765	797	32
North High	1084	1170	86
West High	1105	1120	15
Balfour Education Center	171	225	54
HC Early College	195	160	-35
<b>Total</b>	<b>4240</b>	<b>4537</b>	<b>297</b>

**Table 3.4.2**

School	Members	Capacity	Availability
Atkinson	378	408	30
Bruce Drysdale	523	544	21
Clear Creek	522	648	126
Dana	577	648	71
Edneyville	461	512	51
Etowah	402	564	162
Fletcher	487	648	161
Glenn C. Marlow	556	606	50
Hendersonville	431	408	-23
Hillandale	593	722	129
Mills River	540	722	182
Sugar Loaf	419	648	229
Upward	462	533	71
<b>Total</b>	<b>6351</b>	<b>7611</b>	<b>1260</b>

**Recreation**

**East Flat Rock Park.** The County currently operates one (1) park in the Planning Area. East Flat Rock Park is located near the intersection of Blue Ridge Road and Spartanburg Highway. The facilities at East Flat Rock Park include a large shelter, gazebo, grills, restroom, playground, swings, walking trail, playing field, and basketball court. (See Map 5, Recreation and Multi Modal Transportation)

**Libraries**

The Planning Area does not contain a library. The County currently has six (6) branch libraries throughout the County. The nearest branches include: Main Branch (Hendersonville), Edneyville Branch, and Green River Branch.

**Emergency Services**



**Fire Protection.** The Planning Area contains the Blue Ridge fire district (See Figure 3.4.1). The Blue Ridge Volunteer Fire and Rescue Department, located off of

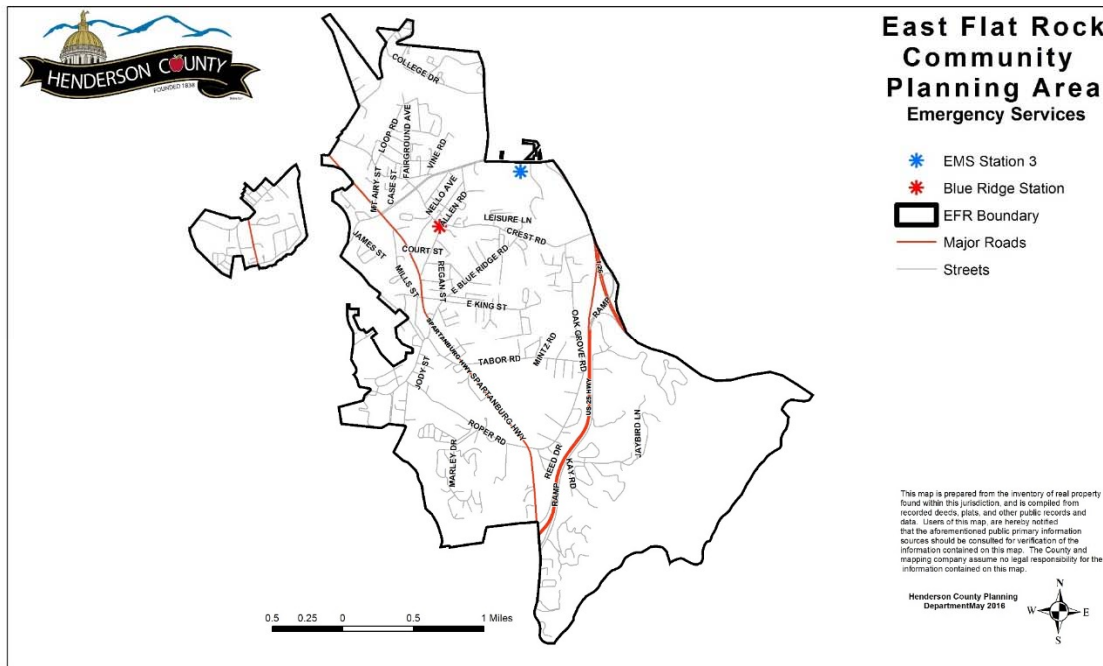
Spartanburg Highway, serves the Planning Area.



**Emergency Medical Services (EMS).** The Planning Area contains EMS Station 3.



Figure 3.4.1. Planning Area Emergency Services



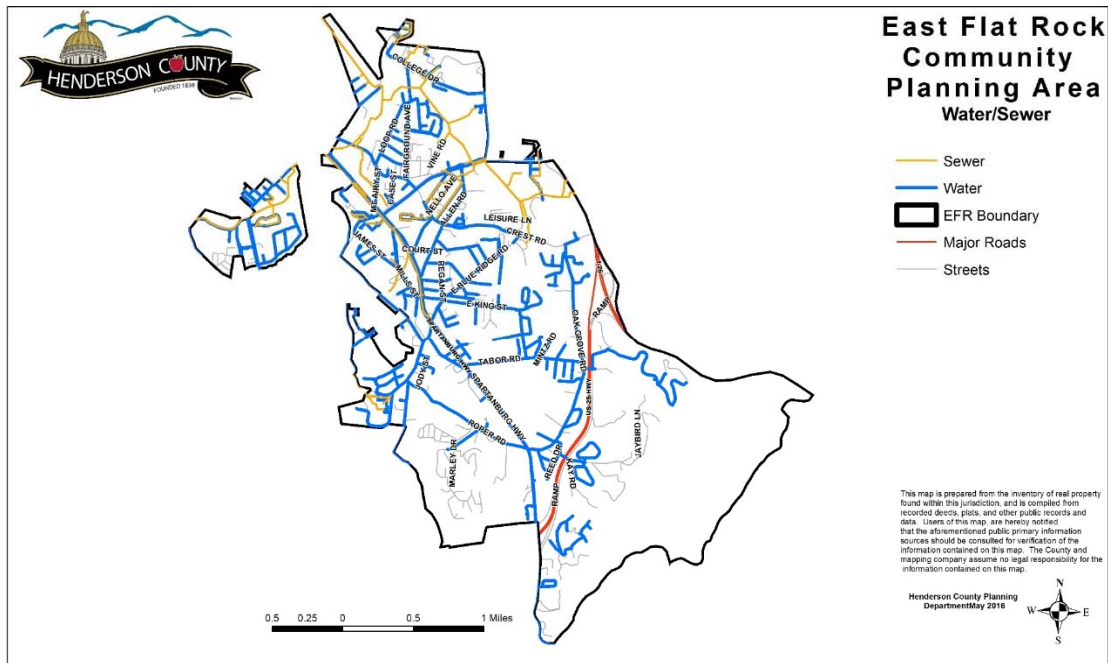
**Law Enforcement.** There is no satellite Sheriff’s Office in the Planning Area. The Sheriff’s Department covers the Planning Area by allocating one (1) patrol officer within the general area 24 hours a day. Two (2) additional officers and one (1) supervising officer patrol the entire County. The 911 Emergency Center, servicing the entire County, has four (4) workers per 12-hour shift. Eighteen (18) employees work at the detention center, located in the City of Hendersonville.

**Public Water and Sewer**

**Public Water.** The City of Hendersonville supplies public water to portions of the Planning Area. (See Figure 3.4.2). Other limited private water systems may also exist. Private companies generally maintain the infrastructure for these systems, often supplying water through community wells.



Figure 3.4.2. Planning Area Water and Sewer



**Public Sewer** The City of Hendersonville provides public sewer to portions of the Planning Area.

**Solid Waste** There are approximately 30 private municipal solid waste haulers in Henderson County. The County contracts with Waste Management to transfer construction/demolition and municipal solid waste from the Stoney Mountain Transfer Station to a landfill in Palmetto, South Carolina.

**Recycling** Planning Area residents may drop off recyclables at the Stoney Mountain Landfill. Recyclables are sent to private companies located in Greenville, South Carolina. Individual private waste collection companies may transport certain recyclables to Asheville, North Carolina as well. The County employs an Environmental Programs Coordinator whose responsibility it is to examine improvements to and expansion of the existing recycling program.

**Trends**

As the Planning Area continues to develop, demand for and on public services and community facilities will increase. Proper management of development is necessary to ensure community facilities and public services remain adequate in the future.

**Community Facilities and Public Services Goals and Objectives**

- Goal C.1 Consider providing sidewalks in commercially zoned areas.**
- Goal C.2 Support extensions of public water and sewer lines into East Flat Rock.**
- Goal C.3 Community facilities and public services should be strategically located in area identified as local commercial, industrial, and or office institutional.**
- Goal C.4 Improve level of service of existing and proposed parks.**
- Goal C.5 Form a community and regional greenway network connecting public recreational facilities within the East Flat Rock area.**



### 3.5: TRANSPORTATION

**North Carolina Department of Transportation (NCDOT) Public Roads.** NCDOT maintains the majority of public roads in the state (including over 79,000 miles of roadway and some 77% of the entire public road system). Most state departments of transportation do not maintain the majority of public roads and instead delegate road maintenance authority to municipalities and/or counties. Henderson County does not currently maintain any roads for public purpose.

**Regional Planning Process.** NCDOT coordinates much of its transportation planning efforts for the County through the French Broad River Metropolitan Planning Organization (MPO). Henderson County is part of this MPO which also includes Buncombe and Haywood Counties and the municipalities within each of the three (3) counties. Henderson County, like all local governments in the MPO, participates in the preparation and prioritizing of project lists for the:

- (1) “Comprehensive Transportation Plan for French Broad River MPO and Rural Areas of Buncombe, Haywood and Henderson Counties” (hereinafter “Comprehensive Transportation Plan”) which serves as a vision for the future transportation system (adopted January 18, 2008);
- (2) “Transportation 2040: The Long Range Multi-Modal Plan for Buncombe, Haywood, and Henderson Counties” (hereinafter “Long Range Multi-Modal Plan”) which identifies transportation improvements and programs to be carried out over the next 25 years; and
- (3) “Transportation Improvement Program” (hereinafter “TIP”) which lists projects proposed for the next seven (7) years.

Beyond the MPO process, Henderson County also works directly with NCDOT engineers (district and county) to provide feedback on and track progress of projects within the County.

Henderson County also has an appointed Transportation Advisory Committee (TAC). The TAC is comprised mostly of MPO representatives who meet regularly to: (1) discuss local transportation issues; (2) receive updates from the NCDOT district engineer regarding TIP and secondary road project progress; and (3) take public input regarding transportation related concerns and issues.

**Regional Transportation Network Challenges.** The regional transportation network faces challenges in that it is: (1) rural, (2) isolated from a major urban center, (3) under development pressure, and (4) restricted by scarce financial resources. The following are the major issues for the region:

Shortfall in Revenues. A shortfall in revenues needed to implement an adequate pavement rehabilitation program and make needed improvements to roads, highways and bridges.

Addition of Substandard Roads. State maintenance funds are fiscally impacted when already substandard roads are added to the maintained roadway inventory.

Lack of Transportation Services. There is a need for transportation services to ensure mobility and reasonable access for all age and income groups. This needs to be addressed despite limited funding sources, extensive travel distances and high regional operating and fuel costs.

Lack of Bicycle and Pedestrian Facilities. There is a need for bicycle and pedestrian facilities to provide safer environments and better connectivity for non-motorized travel.

**Recommended Potential Improvements to Roadway Facilities.** The Metropolitan Transportation Plan list the expansion of Interstate 26 with additional lanes from Exit 54 to Exit 44. This project has a 4 year window and an estimated cost of \$79.5 million. Also, a greenway is listed from Jackson Park to the Blue Ridge Community College. Estimated project cost is just under \$2 million.

The Comprehensive Transportation Plan, Long Range Transportation Plan (Metropolitan Transportation Plan) and Transportation Improvement Program do not propose any additional roadway facility improvements in the planning area.

**Vehicle Crashes.** Vehicle crashes may indicate congestion problems and/or be associated with the physical characteristics of a roadway. Inadequate turn bays, sight distance, pavement width and traffic control devices can all contribute to a vehicle crash.

**Bike Routes.** NCDOT designated bike routes in the Planning Area include all or portions of: US Highway 176 (segment of Route 8 – Southern Highlands Cross-State Route), US Highway 225, Old US Highway 25 (SR 1265), Mountain Page Road (SR 1846) and Anderson Road (SR 1105) (See Map 5, Recreation and Multimodal Transportation). These designated bike routes contain no dedicated bike facilities (bike lanes or paved shoulders) because most of these roads: (1) are rural in nature, (2) have a low volume of traffic, (3) lack adequate shoulders, and (4) have poor geometrics. NCDOT cautions route users that these roads do not contain special accommodations. The most heavily traveled road segments include “Share the Road” signs.

Painted bike lanes along road shoulders may be added when a roadway is widened, geometrics are improved, or road resurfacing is scheduled. The designation of a bike facility (bike lane) should occur during the design phase for a planned improvement to a road.

**Public Transportation.** The Apple Country Public Transit, and existing fixed-route transit system, serves the County (See Map 5, Recreation and Multimodal Transportation). The four (4) routes operate on weekdays between the hours of 6:30 a.m. and 6:30 p.m. Eligible citizens of the County (senior citizens and disabled persons living within  $\frac{3}{4}$  miles of a fixed route) may use paratransit (rural van service) upon request. Paratransit is available during the same operation days/hours as the fixed-route service. Federal and State grants and County and municipal contributions fund the transit system.

## ***Transportation Goals and Objectives***

### ***Goal T1. Improve the transportation network in the East Flat Rock Planning Area.***

- T1.1. The County, through its involvement in the French Broad River MPO, should prioritize projects within the East Flat Rock Planning Area in accordance with Plan goals.
- T1.2. Improve identified intersections based on recommended studies. The conditions of the following intersections pose automobile, bicycle, and pedestrian safety concerns and should be studied and improved:
  1. Blue Ridge Road and Spartanburg Highway
  2. Spartanburg Highway and Upward Road
- T1.3. Facilitate safer automobile movement and alleviate traffic stacking issues near Hillendale Elementary during school peak hour traffic.
- T1.4. The County, through its involvement in the French Broad River MPO, should prioritize bicycle projects within the East Flat Rock Planning Area in accordance with Plan goals.
- T1.5. Review public transit periodically to identify service provision changes or increases.

**3.6: ECONOMIC DEVELOPMENT**

Economies are the result of two elements: (1) the physical element (natural resources, climate, and infrastructure (buildings, roads, utility provision) among others); and (2) the human element. People provide the economy with energy to develop and the necessary intelligence to maximize its potential. Future economic development with the Planning Area depends upon its workforce, employment opportunities, and employment projections. While reliable data does not exist for the planning area alone, a look at the state of the County’s economic data paired with a look at the assets and risks of the planning area provides a snapshot of where the planning area is in terms of economic development.

**Workforce**

The workforce includes employed and unemployed workers aged 16 years or older. The county’s workforce has shown significant growth since 2010. As shown in Figure 3.6.1, the number of people participating in the labor force seems to dip substantially and rise during the summer, which may be explained by the strong emphasis on tourism and hospitality industry in our county.

**Figure 3.6.1 Henderson County Workforce**



**Unemployment**

Unemployment is a significant concern given current economic conditions. According to Employment Securities Commission data, unemployment has significantly decreased since 2010, though projections mentioned later in this section may suggest that those finding employment are taking positions with wages that are substantially lower than what the same people may have earned before 2008. (See Figure 3.6.2)

**Figure 3.6.2. Henderson County Unemployment Rate**



**Employee Skills.** In the current job market, an individual’s employment opportunities are increased or diminished based upon that individual’s skill set and skill level. Skills provide the competitive edge for job seekers, and represent a combination of education, training, and work experiences.

**County Employment by Major Industry Group.** According to the Employment Securities Commission, Henderson County experienced a 5.5% decrease in total employment from 2010 to 2016. The largest industry providing jobs in Henderson County is the Service-Providing industry, followed by Education and Health Services, and finally Goods-Producing. It is worth noting that, out of these high-employment industries, only one (Manufacturing) provides a living wage for a 2 working parent with 1 child, according to the MIT Living wage calculator determination for Henderson County.<sup>12</sup> Every industry but Leisure and Hospitality, however, does pay a living wage for a single adult with no children.

An economic assessment report done for the county in 2015 tends to align with the NCESC data; while some industry groups are defined differently, Manufacturing, Health Care, Education, and Services are all reporting very similar employment and wages for these sections.<sup>13</sup>

This is an important consideration for economic development as it suggests that while people may be able to afford working here on their own, they likely are unable to settle down and start a family in this county. It is also important to point out that, according to projections from the NCESC, the industries that do pay higher wages are on the decline in our county.

<sup>12</sup> <http://livingwage.mit.edu/counties/37089>

<sup>13</sup> <http://www.hendersoncountync.org/agendas/October%2021,%202015/DI.B.pdf>



**Figure 3.6.3. Henderson County Average Wage by NCEC Major Industry Group 2015**

Industry	Establishments	Average Employment	Total Wages	Average Weekly Wage	Total Taxable Wages
Goods-Producing	555	7,986	\$360,904,716.00	\$869.08	\$174,708,443.00
Natural Resources and Mining	55	1,020	\$28,284,819.00	\$533.27	\$19,910,986.00
Construction	364	1,695	\$61,265,069.00	\$695.09	\$37,018,371.00
Manufacturing	136	5,271	\$271,354,828.00	\$990.01	\$117,779,086.00
Service-Providing	2,261	26,967	\$891,755,561.00	\$635.93	\$437,978,310.00
Trade, Transportation, and Utilities	600	6,787	\$210,142,606.00	\$595.43	\$113,571,797.00
Information	34	299	\$11,676,488.00	\$751.00	\$6,043,951.00
Financial Activities	265	973	\$46,108,339.00	\$911.30	\$18,724,604.00
Professional and Business Services	492	3,014	\$103,963,756.00	\$663.34	\$62,272,042.00
Education and Health Services	357	9,228	\$364,125,254.00	\$758.82	\$140,177,537.00
Leisure and Hospitality	246	4,173	\$68,474,411.00	\$315.56	\$56,020,195.00
Other Services	240	1,010	\$26,553,810.00	\$505.59	\$16,402,153.00
Public Administration	29	1,486	\$60,710,897.00	\$785.68	\$24,766,031.00

### Trends

The Planning Area has several significant advantages in the current economy. First are its advantages of connectivity. The Planning Area has four significant roadways that travel through the Planning Area. NC 225, I-26, US 176, and US 25 all run through the Planning Area and offer a variety of options for travel to and from the area. Additionally, the connectivity offers one of the County's most interconnected local road networks with a variety of direct access to Hendersonville and significantly larger municipalities. Economic development opportunities and the Planning Area's existing commercial and industrial businesses make it more attractive to potential future development. The Planning Area contains a "downtown" area that would make for an excellent development opportunity as well, given sufficient focus and energy can be dedicated to the area. The planning area is also home to many small and local businesses already, which could be supported and expanded in the future.

The County Economic Assessment tends to agree with the regional projections shown below, with one notable exception being Manufacturing. While the Report uses past data to display trends in employment rather than presenting projections, it still suggests that Health Care and Service jobs are increasing in our area. Manufacturing has also shown a trend of declining, though recent years have shown a modest

improvement of about 1% per year in regards to Manufacturing employment, which can likely be attributed to the efforts of the Henderson County Partnership for Economic Development.<sup>14</sup>

The report groups industries differently than most other data sources, which makes it a little challenging to compare service industry trends to the regional projections provided by the state, but overall, it would appear that service industry jobs are also seeing a fairly consistent increase in our county.

State Projections provided below deal with our region, rather than our county specifically. This data is included for two reasons. Firstly, this information is only available at the regional level from any reliable source. What's more, according to the Economic Assessment, 59% of Henderson County's residents commute out of the county for work. This suggests that an awareness of economic trends in the surrounding areas is important to consider when examining the impact on County residents.

**Employment Projections.** The Employment Securities Commission provides projected employment by major industry group for a four (4) county area (Henderson, Buncombe, Madison, and Transylvania). Figure 3.6.4 shows the jobs most likely to decline based on their Standard Occupation Code. Figure 3.6.5 shows the alternative: jobs that are most likely to increase over the next decade.

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<sup>14</sup> <http://www.hendersoncountync.org/agendas/October%2021,%202015/DI.B.pdf>

**Figure 3.6.4. Regional Occupational Decline Projections**

Standard Occupation Code (SOC)	2012	2022	Net Change	Annual Openings Total	% Change	Median Annual Wage
Farmers, Ranchers, and Other Agricultural Managers	4,862	3,766	-1,096	78	-22.5%	n/a
Farmworkers and Laborers, Crop, Nursery, and Greenhouse	1,024	810	-214	31	-20.9%	\$18,303
Paper Goods Machine Setters, Operators, and Tenders	317	243	-74	3	-23.3%	\$38,722
Data Entry Keyer's	295	222	-73	4	-24.7%	\$26,784
Sewing Machine Operators	585	518	-67	3	-11.5%	\$20,734
Molding, Core making, and Casting Machine Setters, Operators, and Tenders, Metal and Plastic	356	304	-52	4	-14.6%	\$27,159
Extruding and Drawing Machine Setters, Operators, and Tenders, Metal and Plastic	283	239	-44	6	-15.5%	\$33,125
Prepress Technicians and Workers	184	143	-41	5	-22.3%	\$39,357
Information and Record Clerks, All Other	261	228	-33	6	-12.6%	\$35,516
Postal Service Mail Carriers	689	656	-33	24	-4.8%	\$52,299
Industrial Truck and Tractor Operators	817	785	-32	19	-3.9%	\$31,315
Multiple Machine Tool Setters, Operators, and Tenders, Metal and Plastic	162	132	-30	3	-18.5%	\$35,051
Grinding, Lapping, Polishing, and Buffing Machine Tool Setters, Operators, and Tenders, Metal and Plastic	193	164	-29	4	-15%	\$29,360
Railroad Conductors and Yardmasters	75	48	-27	2	-36%	n/a
Electrical and Electronic Equipment Assemblers	462	436	-26	6	-5.6%	\$24,502
Cutting, Punching, and Press Machine Setters, Operators, and Tenders, Metal and Plastic	295	269	-26	2	-8.8%	\$28,383
Switchboard Operators, Including Answering Service	292	267	-25	5	-8.6%	\$24,565
Extruding, Forming, Pressing, and Compacting Machine Setters, Operators, and Tenders	340	315	-25	9	-7.4%	\$33,787
First-Line Supervisors of Production and Operating Workers	1,306	1,283	-23	18	-1.8%	\$50,880
Drilling and Boring Machine Tool Setters, Operators, and Tenders, Metal and Plastic	113	91	-22	2	-19.5%	\$19,363
Coating, Painting, and Spraying Machine Setters, Operators, and Tenders	268	247	-21	5	-7.8%	\$33,477

**Figure 3.6.5. Regional Occupational Increase Projection**

Standard Occupation Code (SOC)	2012	2022	Net Change	Annual Openings Total	% Change	Median Annual Wage
Food Preparation and Serving Workers, Including Fast Food	8,386	10,354	1,968	517	23.5%	\$17,945
Home Health Aides	3,949	5,661	1,712	246	43.4%	\$19,551
Registered Nurses	6,788	8,200	1,412	273	20.8%	\$57,989
Retail Salespersons	9,582	10,792	1,210	449	12.6%	\$20,941
Nursing Assistants	4,278	5,300	1,022	183	23.9%	\$22,855
Secretaries and Administrative Assistants, Except Legal, Medical, and Executive	5,027	5,985	958	156	19.1%	\$29,156
Waiters and Waitresses	6,582	7,527	945	411	14.4%	\$18,186
Cooks, Restaurant	3,432	4,260	828	151	24.1%	\$20,403
Carpenters	2,512	3,320	808	112	32.2%	\$32,208
Customer Service Representatives	3,792	4,477	685	171	18.1%	\$25,277
Maids and Housekeeping Cleaners	3,421	4,058	637	132	18.6%	\$18,646
Construction Laborers	1,537	2,051	514	84	33.4%	\$25,296
Bookkeeping, Accounting, and Auditing Clerks	3,457	3,969	512	83	14.8%	\$32,518
First-Line Supervisors of Food Preparation and Serving Workers	2,338	2,836	498	116	21.3%	\$33,359
General and Operations Managers	2,886	3,381	495	104	17.2%	\$85,542
Personal Care Aides	834	1,324	490	55	58.8%	\$21,076
First-Line Supervisors of Office and Administrative Support Workers	2,533	3,020	487	109	19.2%	\$43,191
Childcare Workers	2,323	2,803	480	116	20.7%	\$20,009
First-Line Supervisors of Construction Trades and Extraction Workers	1,364	1,842	478	63	35%	\$49,604
Landscaping and Grounds keeping Workers	3,198	3,662	464	127	14.5%	\$23,311
Laborers and Freight, Stock, and Material Movers, Hand	3,476	3,917	441	152	12.7%	\$23,999
Receptionists and Information Clerks	2,374	2,804	430	107	18.1%	\$25,102
Office Clerks, General	4,433	4,843	410	134	9.2%	\$26,018
Heavy and Tractor-Trailer Truck Drivers	2,603	3,011	408	83	15.7%	\$36,860
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	3,368	3,774	406	104	12.1%	\$21,939

These projections suggest a substantial loss in both agricultural and manufacturing related jobs in the region. As mentioned above, manufacturing is one of the only industries in the area that provides, on average, a living wage for normal size families.

According to State projections, these jobs will be replaced largely by Retail and Service industry jobs. Healthcare jobs will also see a substantial increase in this region if these trends hold true. The average wages for the jobs we will be losing are, in general, much lower than the average wages in jobs we will be gaining over the next decade.

### ***Economic Development Goals and Objectives***

***Goal E1. Direct commercial and industrial growth to areas where community facilities and public services are present or anticipated.***

***Goal E2. Support industrial development within the East Flat Rock Planning Area.***

- E2.1. Support workforce housing options in the County.**
- E2.2. Support existing businesses and industries.**
- E2.3. Expand manufacturing training opportunities available at Blue Ridge Community College to provide a more competitive workforce.**
- E2.4. Support workforce housing options in the County.**
- E2.5. Support Dana Community Plan recommendations for industrial and commercial growth near Interstate 26 and Upward Road.**

***Goal E3. Address economic development in the East Flat Rock Planning Area.***

- E3.1. Revitalize Downtown East Flat Rock into a destination for shopping and dining.**
- E3.2. Create East Flat Rock gateway entrances on Spartanburg Highway and Upward Road.**





**3.7: LAND USE AND DEVELOPMENT**

**Existing Land Use and Development and Current Zoning.** The Planning Area contains various land uses as classified by the County Tax Assessor’s Office (See Figure 3.7.1).

The principal class of Planning Area land is governmental mainly because of the Green River Game Lands which is owned by the State of North Carolina. Single family residential is a close second. Together all residential land uses (including single-family and other) comprise 37 percent or 1,969 acres of all lands within the Planning Area. About 15 percent of land is classified as vacant. About 2.49 percent of the all land use is considered multi-family residential.

**Figure 3.7.1. Land Classification**

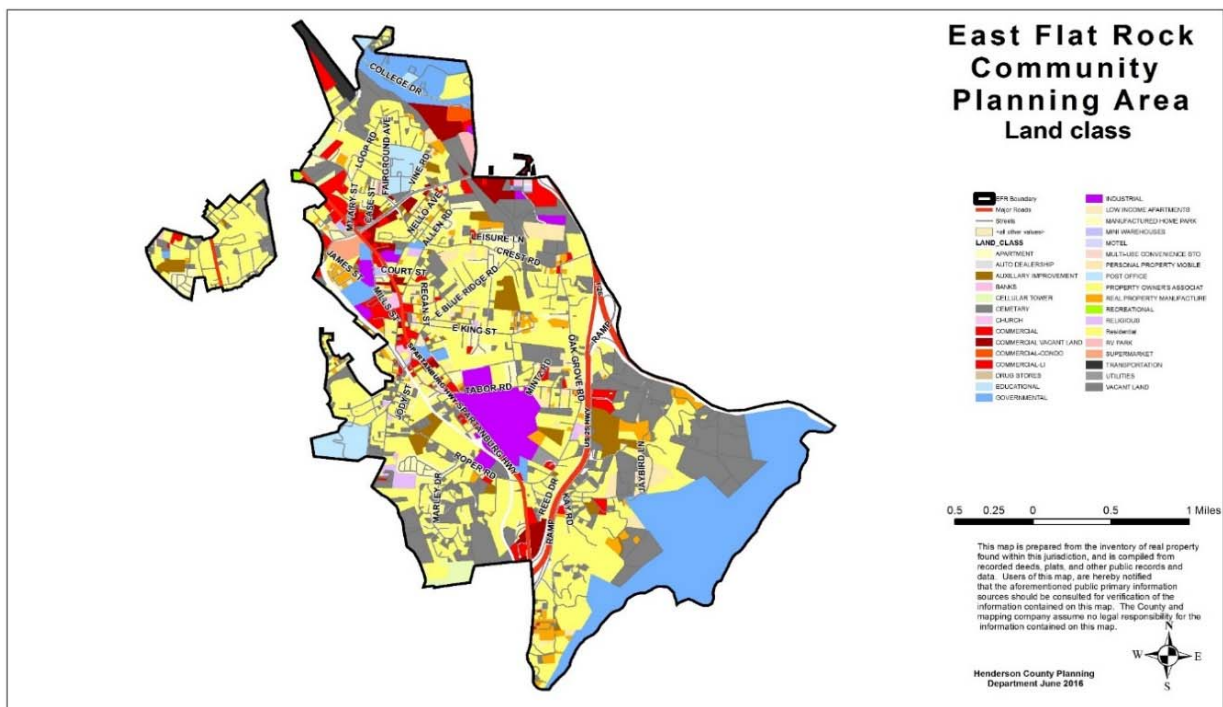


Table 3.7.1. Acreage by Land Use Classification

Land Use Classification	Approx. Acres	Percent of Total (%)
APARTMENT Total	8.05	0.14
AUTO DEALERSHIP Total	6.55	0.12
AUXILLARY IMPROVEMENT Total	118.08	2.09
BANKS Total	2.17	0.04
CELLULAR TOWER Total	34.53	0.61
CEMETARY Total	0.83	0.01
CHURCH Total	26.66	0.47
COMMERCIAL Total	152.92	2.71
COMMERCIAL VACANT LAND Total	143.14	2.54
COMMERCIAL-CONDO Total	9.95	0.18
COMMERCIAL-LI Total	40.74	0.72
DRUG STORES Total	1.81	0.03
EDUCATIONAL Total	98.46	1.74
GOVERNMENTAL Total	1636.68	<b>29.00</b>
INDUSTRIAL Total	172.91	3.06
LOW INCOME APARTMENTS Total	4.07	0.07
MANUFACTURED HOME PARK Total	148.85	2.64
MINI WAREHOUSES Total	4.95	0.09
MOTEL Total	2.87	0.05
MULTI-USE CONVENIENCE STO Total	2.41	0.04
PERSONAL PROPERTY MOBILE Total	141.83	2.51
POST OFFICE Total	0.27	0.00
PROPERTY OWNER'S ASSOCIAT Total	8.93	0.16
REAL PROPERTY MANUFACTURE Total	124.10	2.20
RECREATIONAL Total	69.47	1.23
RELIGIOUS Total	24.16	0.43
RESIDENTIAL-DUPLEX Total	32.00	0.57
RESIDENTIAL-MODULAR Total	44.72	0.79
RESIDENTIAL-MULTI RESIDEN Total	1.51	0.03
RESIDENTIAL-SINGLE FAMILY Total	1586.61	<b>28.11</b>
RESIDENTIAL-TOWNHOUSE Total	10.17	0.18
RES-LEASEHOLD Total	30.92	0.55
RV PARK Total	12.58	0.22
SUPERMARKET Total	15.69	0.28
TRANSPORTATION Total	32.25	0.57
UTILITIES Total	8.48	0.15
<b>VACANT LAND Total</b>	<b>883.63</b>	<b>15.66</b>
Total	5643.95	

**Residential Land Use and Development.** Approximately 74 percent of the Planning Area is zoned residential (See Table 3.7.3).

**Commercial and Industrial Land Use and Development.** The Planning Area contains 347 acres in commercial use and 143 acres considered commercial vacant.

**Vacant Lands.** Vacant lands account for approximately 16 percent or 884 acres of Planning Area classified lands.

The Planning Area includes twelve (12) zoning districts (See Map 7 and Table 3.7.2). Zoning districts include seven (7) residential, three (3) commercial, industrial, and surface water zoning districts.

**Table 3.7.2. Current Zoning Composition**

Zoning	Acres	Percent
R1	1985	43.13%
R2R	549	11.93%
R4	524	11.39%
I	342	7.43%
CC	328	7.13%
RC	292	6.35%
R3	233	5.06%
O&I	192	4.17%
R-40	131	2.85%
LC	26	0.56%
<b>Total</b>	<b>4602</b>	

**Residential Build-Out Scenario.** The Planning Area provides a low to mid density residential development pattern. Existing residential zoning districts contains lots which have an average density (the number of residential dwelling units divided by total acreage in lots) of one (1) unit per every fourteen (1.6) acres (See Table 3.7.3).

Projecting future development in the Planning Area involves considering existing conditions and applying specific assumptions. The following apply to the residential build-out scenario provided herein:

- (1) Existing zoning boundaries remain unchanged;
- (2) Existing lot configuration remains unchanged;
- (3) Standard density (which does not account for higher densities available through conservation efforts or development of multifamily structures) is applied;
- (4) Special subdivision regulations, when applicable, are assumed to be used to maximize density;
- (5) Development is assumed to include both principal and accessory residences to maximize density;
- (6) Existing site-specific conditions and limiting factors (topographical considerations, a parcel’s ability to provide adequate water supply or sewage disposal systems, or deed restrictions, restrictive covenants or conservation easements) are unknown and are not considered; and

(7) Commercial and office institutional zoning districts, while permitted various types of residential development, are assumed to be developed into nonresidential uses (commercial or office institutional).

Build-out scenarios should be used for informational purposes only and are not intended to accurately predict the future development or population of the Planning Area.

**Table 3.7.3. Existing Residential Zoning, Lots, Residences, and Density**

Zoning	Density	Existing Residences	Acres	Percent	Unbuilt Potential
CC	16	159	1985	43.13	31760
I	n/a	35	549	11.93	n/a
LC	4	28	524	11.39	2096
O&I	4	23	342	7.43	1368
R1	4	2087	328	7.13	1312
R2R	1	146	292	6.35	292
R3	0.66	20	233	5.06	153.78
R4	0.2	0	192	4.17	38.4
R-40	0.92	182	131	2.85	120.52
RC	16	78	26	0.56	416
				<b>Total</b>	<b>37,557</b>

**Table 3.7.4. Build Out Scenario**

<b>Zoning</b>	<b>Total Acreage of Lots</b>	<b>Total Number of Residences</b>	<b>Density (Units per acre)</b>
CC	327.90	159	0.48
I	342.02	35	0.10
LC	26.24	28	1.07
O&I	192.10	23	0.12
R1	131.73	2087	15.84
R2R	1983.20	146	0.07
R3	549.38	20	0.04
R4	233.28	1	0.00
R-40	524.41	182	0.35
RC	292.67	78	0.27
<b>Total</b>	<b>4602.92</b>	<b>2759.00</b>	<b>0.60</b>

**Land Use Trends and Zoning Application.** The East Flat Rock Planning Area is fortunate to have a mixture and land classifications and zoning districts. There are a number of areas that are poised for future development and growth. The Upward Road interchange with Interstate 26 is a priority for development. Commercial growth is suitable for main roadways including Upward Road and Spartanburg Highway.

As development occurs there will be an increased need for transit and pedestrian connections along with intersection improvements and roadway expansion.

The availability of public water and sewer within the Planning Area will also make it appealing to development. The City of Hendersonville provides public water service within most of the planning area. The availability of public water and sewer are key components of future growth especially for high density residential and commercial uses.

**Land Use and Development Goals and Objectives****Goal LUD1. Residential Zoning District Map Amendments.**

- LUD1.1. Residential Two (R2):** Replace Estate Residential (R-40) zoning with Residential Two Rural (R2R) zoning west of Greenville Highway within the “island” of East Flat Rock. In addition, replace a small section of Residential One (R1) on the western edge of the existing R40 district with R2. (See Map 7). Note: Keep existing LC zoning at intersection of Greenville Highway (US 25 S) and Erkwood Drive.
- LUD1.2. Residential Two (R2).** Replace existing R1 with R2 west of US 25, south of Tabor Road, east of GE facility and north of the highway interchange with Spartanburg Highway and US 25.
- LUD1.3. Residential Two (R2).** Replace R1 west of Spartanburg Highway, south of West Blue Ridge Road, and bounded by the Planning Area Boundary to the west.

**Goal LUD2. Commercial, Office Institutional and Industrial Zoning District Map Amendments.**

- LUD2.1. Community Commercial (CC).** To encourage increased commercial development, expand the existing CC zoning along Spartanburg Highway to two parcels wide on the east and west sides of the highway. Also connect the CC zoning south of Roper Road to the existing CC near the interchange at Spartanburg Highway and US 25. This will replace R1.
- LUD2.2. Office/Institutional (OI).** Replace R40 with OI south of West Blue Ridge Road and west of Rocky Fork Road. This area includes Hillandale Elementary and Flat Rock Middle School.



### 3.8: COMMUNITY CHARACTER AND DESIGN

**Preserving Community Character and Accommodating Development.** Preserving the character of the Planning Area will become more challenging given that the community will continue to experience pressure to develop. The Planning Area is fortunate to have a rich history and a bright future. Many areas within the Planning Area are in a good position for increased commercial development. Access to Interstate 26, existing commercial corridors and available land are three main factors that will influence future growth in the area. With growth comes challenges. One challenge will be balancing future growth with the existing character of the neighborhood. One way to help with the challenge is to incorporate design standards. There are existing design standards within the current Land Development Code and the East Flat Rock Committee has recommended some minor additional standards.

**Existing Design Standards.** Rural community character is impacted by residential and nonresidential (commercial, office institutional and industrial) uses and developments. The LDC provides limited regulations that address landscaping, buffering, and signage. Many of the existing nonresidential developments and uses in the Planning Area were developed prior to the implementation of these regulations and were not required to conform to these standards. Any new development must comply with any requirements outlined in the LDC, and include:

Buffers: required to separate industrial, commercial (including office institutional), and residential development.

Parking Lot Landscaping: required where ten (10) or more spaces are proposed (the amount of plant material increases for each additional five (5) parking spaces).

Planting Strip: required where parking is proposed within 20 feet of the property line.

Street Trees: required where a major subdivision of land occurs.

Screening and Fencing: required for specific nonresidential uses

Prohibited Signs: include signs (1) placed in the right-of-way; (2) resembling and/or obscuring traffic signals; (3) obstructing access to drives, doors, walks, windows, fire escapes or fire escape routes; (4) which are animated and/or flashing; (5) on the surface of lake/river water; (6) on vehicles parked and located for the purposes of displaying such sign, where such vehicle is either a part of the sign or sign structure; and (7) billboards (380 feet in area or greater).

Sign Area and Height Limitations: determined based on sign type and applicable zoning district.

**Photo Rendering for Future Development.** The East Flat Rock committee selected two (2) sites in the planning area to perform photo renderings to demonstrate how these areas might look if developed in the future (See Figure 3.8.1.). The committee did not make recommendations to address specific design standards, but the photo renderings is a good example of how new non-residential development can support the community's unique character.

**Figure 3.8.1. Downtown East Flat Rock and Upward Road**







**Community Character and Design Goals and Objectives****Goal CCD1. Promote development compatible with the historic character of the East Flat Rock Planning Area.**

- CCD1.1. Identify community character features and involve community organizations in the promotion of their preservation or enhancement.** Publish and distribute to interest groups (developers, neighborhood associations, community action groups, land conservation agencies, etc.) maps of community features that should be preserved or enhanced, including any areas preferred for acquisition. Community organizations should publicize and seek support for preservation and enhancement of identified community character features.
- CCD1.2. Adopt lighting regulations for nonresidential uses in the East Flat Rock Planning Area.** The County should adopt lighting regulations to mitigate the negative impacts of lighting and preserve the Planning Area's rural character and natural setting. Lighting mitigation standards should be enforced to prevent light from nonresidential property from shining onto residential property.

**Goal CCD2. Establish Design Standards**

- CCD2.1. Establish design standards for nonresidential uses.** Design standards should be established to ensure nonresidential development is unified and cohesive, consistent with the rural character and natural setting of the Planning Area.

The following standards should apply to nonresidential uses/developments (excluding industrial uses/developments) containing more than 15,000 square feet of floor area:

- 1. Façade Materials.** No unfinished block or plywood shall be permitted on any façade facing a public street. Decorative block is permitted on a façade facing a public street. Natural materials (brick, stone (native and manufactured), wood (clapboard/shingles), stucco, etc.) are preferred on façades. Materials which are not preferred for façades include: light gauge vinyl siding, unpainted aluminum siding, wood composition board, and asphalt shingles. Fluorescent/neon finishes should be avoided.
- 2. Articulation.** Vertical and horizontal articulation (bump ins/outs) shall be required where any blank wall (those without windows and doors) facing a public street exceeds 50 feet in length. Blank walls should be avoided by using windows/doors, trellises, arcades, material changes, awnings or other similar features.