

2020 GROWTH MANAGEMENT STRATEGY

Introduction

The overarching purpose of this *Comprehensive Plan* is to serve as a generalized guide for future development, particularly the development of land, as well as the development of attendant infrastructure and services. Critical to that purpose is the establishment of appropriate land use policies which will serve as the foundation for future land use decision-making, and from which other policy areas such as economic development, housing, and natural resources management will draw guidance.

The *2020 Growth Management Strategy* (“GMS”) Element of the Comprehensive Plan establishes the County’s growth and land use policies through the year 2020. The GMS is similar in nature to the *1993 Comprehensive Land Use Plan* in that it contains recommendations for future land use, as embodied in Map #24, *Future Land Use Map* (Appendix I). However, this element is referred to as the “Growth Management Strategy” in recognition of its more expansive relationship to a broad range of issues which are addressed herein and in the preceding elements.

The GMS is intended in part to satisfy Goal 1.1 of the *Henderson County Strategic Plan* which calls for the development of a Growth Plan. It is also intended to coordinate existing plans and policies of Henderson County Government; the relevant plans and policies of municipalities within the county and adjacent governmental entities; the relevant plans and policies of federal, state, and regional governmental entities; and the relevant plans and policies of non-governmental entities.

Public Input

65.4% of the Citizen Survey respondents strongly agreed that, “...the County should have policies and regulations that help to manage growth and development.”

Furthermore, there was also strong agreement that:

- Agriculture and open space should be protected.
- Growth should be shaped through the provision of services, and industrial sites should be protected.
- Growth should be directed away from floodplains.
- Large commercial development should be located where sewer and water services are present; such development should be environmentally responsible.
- Development should be visually attractive and should respect the rural / scenic character of the county.

The Community Meeting participants were equally supportive of growth management policies. 32.25% of all comments fell within the Growth Management Primary Category, making it by far the largest topic of conversation at the Community Meetings. The following were the most relevant comments of participants:

- Value agriculture/ rural landscape; desire protection / preservation / enhancement...8.2% of all comments
- Desire growth, but approve of current measures to manage and regulate growth, including zoning; want additional measures to manage growth; desire consistency and stability in zoning...5.9% of all comments
- Regulate placement of commercial land uses; protect residential communities from the negative impacts of commercial land uses...5.7% of all comments
- Regulate placement of industrial land uses; protect residential communities from the negative impacts of industrial land uses...3.6% of all comments

It should also be pointed out that 2.5% of all Community Meeting comments *oppose* zoning and other burdensome regulations that impose the will of others at the expense of private property rights.

Designing our Future Community Vision Ballots generated the following results:

- Ensure future growth is planned, attractive, controlled, and environmentally responsible...36.8% of votes.
- Develop countywide land use plan and laws to enforce it...35.8% of votes.
- Maintain our small town atmosphere...18.8% of votes.
- Ensure environmental goals are included in County's growth and development plan...8.6% of votes.

The 1993 *Comprehensive Land Use Plan* questionnaire ranked the need for zoning controls as the *second* most important issue facing the county at the time.

Recommendations & Action Strategies

Recommendation GMS-01: Direct growth to areas where essential services and infrastructure are present, and protect sensitive natural areas and key historic / cultural resources from extensive development.

Future growth is constrained by the ability of existing services to meet the demand imposed by such growth. The factors most immediately relevant to the consideration of future growth are sewer and school capacity. Other important factors include water, recreation, emergency medical services, libraries, and other similar features. Population and development densities should vary throughout the county in accordance with the availability of services and infrastructure such as public water and sewer and with the developability of the land. Dense concentrations of development should be directed to locations where essential services and infrastructure may be provided more efficiently.

Map # 11, *Sewer Service Areas and Districts* (Appendix I) depicts the extent of the Cane Creek Sewer District and the coverage area of the Mud Creek Sewer Service Agreement in Henderson County. Together, they constitute the area of Henderson County that would be serviceable by sewer without either relying heavily upon pump stations to overcome gravity or establishing new service districts with treatment facilities to service drainage basins far from the urban core. The exception to this is the Etowah community, which could be serviced by the Cane Creek district via an interceptor line following the French Broad River. A private sewer provider currently services the Etowah community. This map also depicts those areas that are currently serviced by sewer. Areas that are currently serviced by a public water supply system (or private system in the case of much of the Etowah community) are depicted on Map # 10, *Water Service Areas* (Appendix I). County development policies and regulations will direct growth to areas currently serviced by sewer and water infrastructure and to areas that could effectively and efficiently be serviced by sewer and water infrastructure in the future. Sewer and water infrastructure development will be based upon a *Countywide Sewer & Water Master Plan* as envisioned in Section 3, *Sewer and Water Element* of this Comprehensive Plan.

Map # 03, *Percent Slope* (Appendix I) illustrates the slope characteristics of the county. Map # 09, *Sensitive Natural Areas* (Appendix I) reflects sensitive natural areas such as slopes, streams, floodplains, and other features. The risks of and challenges to development in these areas are discussed in some detail in the *Natural Resources Element*. The reader will note that there is a strong correlation between the more gently sloped areas of the county and those portions of the county that are serviced by sewer and water, and that those areas lying outside of the sewer service districts are generally characterized by steep slopes and poor soils. County development policies and regulations will steer development away from steeply sloping areas as well as those features depicted on Map # 09, as was recommended in Section 3, *Natural Resources Element*.

Map # 32, *Residential Density* (Appendix I) depicts varying degrees of existing residential density across the county. Map # 05, *Current Land Use* and Map # 06, *Current Land Use I-26 Corridor* show the distribution of a broad range of current land uses. Map # 08, “Committee of 100” *Recommended Industrial Development Zones* indicates those areas that are potentially suitable for future industrial development. By comparing these maps to maps 03, 09, and 11 the reader will note that the highest residential densities, the majority of existing commercial and industrial land uses, and the majority of proposed future industrial land uses lie primarily within the urban core of the county where sewer and water services either exist or are possible and where topographical features can support such development. Development policies and regulations will continue to make efficient use of existing and future infrastructure and will protect the rural qualities of areas not served by infrastructure by encouraging the further concentration of commercial, industrial, and intense residential development within the urban core of the county.

A. Manage land uses according to the Growth Management Strategy and the Future Land Use Map.

When the preceding considerations are viewed together, three geographically distinct levels of developability emerge: the *Urban Services Area (USA)*, the *Rural / Urban Transition Area (RTA)*, and the *Rural / Agricultural Area (RAA)*. The County’s development policies and regulations will shape the pattern and intensity of future growth in a manner that is consistent with the characteristics of each of these areas. The *Growth Management Strategy* is depicted on Map # 20, *Growth Management Strategy* (Appendix I) and summarized below.

Urban Services Area (USA)

The following is a description of the patterns of development envisioned within the USA.

1. The Urban Services Area is that area within which most urban services and urban-scale development is currently concentrated, and within which such development should generally be concentrated through the year 2020.
2. Growth and development will be proactively managed through extensive planning. Much of the USA falls within municipal planning jurisdictions and will be managed by those jurisdictions. Land use planning for areas falling within the County’s jurisdiction should be comparable and compatible in its approach and intensity with planning conducted within the various municipal jurisdictions.

3. Wide ranges of residential densities will exist. Over the long term, land use regulations and policies should favor higher density development, consistent with natural constraints and the availability of urban services. At the same time, policies and regulations should protect existing less-intensely developed communities.
4. The USA will contain considerable commercial development at a mixture of scales: *Local, Community, and Regional*, as defined below. In particular, all *Regional Commercial* development should be concentrated here. Commercial development will exist within predefined zoning districts whose standards and configuration are in keeping with the surrounding community.
5. The USA will contain virtually all existing and future industrial development and will be the focus of future economic development activities. Industrial development will exist within predefined zoning districts whose standards and configuration are in keeping with the surrounding community.
6. The County's economic development activities should be pursued within USA.
7. Substantial investments in affordable housing development should occur within the USA.
8. Public schools should be developed within the USA whenever possible.
9. Development within the USA should be accessible by roads which are developed to urban standards, with capacities to accommodate increasingly complex volumes of traffic. Access along roads should be managed appropriately.
10. Most public investments in transit and greenways should be focused upon the USA through 2020.
11. New development should be designed with pedestrian, bicycle, and vehicle access in mind.
12. Transportation planning should be conducted within a regional framework, with active participation by all units of local government within the Urban Services Area.
13. Land use planning should acknowledge the presence of sensitive natural areas such as floodplains, wetlands, areas of excessively steep topography, and other natural and cultural assets, and should strive to protect these areas from development that would damage them or diminish their integrity.
14. Sewer and water infrastructure investments should be focused within the USA first and foremost. Priority should be given to economic development sites, commercial districts, dense residential areas, schools, and existing areas prone to septic failure within the USA. Investments in sewer and water infrastructure outside of the USA should be made cautiously.
15. The precise extent of the USA and the Rural / Urban Transition Area (RTA; see below) should be periodically reviewed in light of any changes in sewer and water

capacity or other factors. As urban densities within the USA and development pressures within the RTA increase and as sewer and water capacities within the RTA are developed, areas of the RTA should be pulled in to the USA, and allowable densities substantially increased.

16. Farmland protection measures should be aggressively pursued within the USA.

Rural / Urban Transition Area (RTA)

The following is a description of the patterns of development envisioned within the RTA.

1. The RTA is currently rural in character, with existing pockets of limited higher density residential and commercial development. Slopes vary across the RTA, although the area can be considered to be generally developable. The primary factor preventing urban development in the RTA is the absence of sewer and water service. The RTA will continue to experience extensive development over the operational timeframe of this Comprehensive Plan.
2. Population and residential densities should be generally lower than the more urban population densities found within the USA and should be generally in keeping with topography, septic limitations, and school and transportation capacities. Land development ordinances in the RTA should strive for a *general, average* density of 5 or fewer acres per residential dwelling unit. Actual densities as defined by zoning requirements should vary across the RTA according to constraints and community characteristics. As infrastructure is expanded and becomes available, the R2 and the R2MH zoning district (if both water and sewer services are present) should have an average density no more than 2 units per acre.
3. At the same time, it should be recognized that growth has steadily increased in the RTA during the preceding decade and that the RTA will remain in a state of transition and will absorb much of the development pressure in the USA. As such, it will be necessary to allow for more dense development where appropriate.
4. Land uses should be regulated via rigorous regulations in much the same way as in the USA, albeit at lower densities.
5. Land use policies and regulations will encourage moderate to low-density residential development that is consistent with a rural setting, with more dense residential development around defined Community Service Centers. Community Service Centers are located at key nodes / intersections and traditional locations and within predefined zoning districts whose standards and configuration are in

- keeping with the surrounding community and which minimize congestion and sprawl (see definition below).
6. Clustering and conservation design will be encouraged with the intent of maintaining a rural environment, protecting sensitive natural areas, and reserving land for future development with the expansion of the USA.
 7. Commercial development and *Community Facilities* (see definition below) will be encouraged within defined Community Service Centers (see definition below). Commercial development will be at *Local* and *Community* scales (see definitions below), while *Regional* Commercial development will be generally discouraged within the RTA.
 8. At the present time, most of the RTA does not have sewer or water services, with the exception of Etowah. Future expansions of sewer and water infrastructure into the RTA should be consistent with the *Sewer and Water Master Plan* as envisioned in the *Sewer and Water Element* of this Comprehensive Plan and should be timed to coincide with deliberate expansions of the USA.
 9. The Open Use Zoning district covers much of the RTA. While the basic structure of Open Use Zoning may remain, certain established residential communities should be protected with more traditional zoning.
 10. Additionally, the Open Use Zoning district in the RTA should be modified to limit commercial development outside of commercially zoned areas and should be modified to impose maximum density requirements generally consistent with conditions in the area.
 11. Public economic development investments should be focused within the USA, although economic development activities may take place within the RTA in limited form, within properly zoned areas. Most Industrial and Regional Commercial land uses should be discouraged, except in limited circumstances.
 12. Land use planning should acknowledge the presence of sensitive natural areas such as floodplains, wetlands, areas of excessively steep topography, and other natural and cultural assets, and should strive to protect these areas from development which would damage such resources or diminish their integrity.
 13. Substantial incentives should be incorporated into the County's land development ordinances in order to encourage the protection of sensitive natural areas and key farmland.
 14. Farmland protection measures should be aggressively pursued within the RTA.
 15. The precise extent of the USA and RTA should be periodically reviewed in light of any changes in sewer and water capacity or other factors. As urban densities within the USA and development pressures within the RTA increase and as sewer and

water capacities within the RTA are developed, areas of the RTA should be pulled into the USA and allowable densities substantially increased.

16. Limited public transportation within the RTA should be focused on defined Community Service Centers.

Rural / Agriculture Areas (RAA)

The following is a description of the patterns of development envisioned within the RAA:

1. The RAA covers those portions of the county that are predominantly rural and are characterized by low-density residential development with substantial land areas devoted to agriculture and undeveloped lands. Land use policies will seek to retain that character.
2. Slopes are typically steep, often exceeding 10%, with significant areas greater than 20%.
3. Most sections of the RAA are so far from sewer services as to make their extension largely impossible. Land development regulations should recognize this by not permitting densities that would require sewer services or introduce traffic capacity problems and by encouraging densities that are consistent with steep slopes, poor septic capacities, and sensitive topography.
4. Densities should be considerably lower than that of the USA or the RTA. The suitability of land within these regions of the county should be a principal consideration in determining developmental densities and segregation of incompatible land uses. Land development ordinances in the RAA should strive for a *general, average* density of 1½ or more acres per residential dwelling unit, but due to topography and land use constraints, some areas in the RAA should have densities of 1 unit per 5 or more acres. Actual densities as defined by zoning requirements should vary across the RAA according to constraints and community characteristics.
5. Extraordinary care should be taken in these areas to preserve their rural character and to protect valuable farmlands as well as environmental and cultural resources. Farmland protection measures should be aggressively pursued within the RAA.
6. Land use planning should acknowledge the presence of sensitive natural areas such as floodplains, wetlands, areas of excessively steep topography, and other natural and cultural assets, and should strive to protect these areas from development which would damage such resources or diminish their integrity.

7. The Open Use Zoning district covers much of the RAA. While the basic structure of the Open Use Zoning district may remain, certain established residential communities should be protected with more traditional zoning.
8. Open Use Zoning in the RAA should be modified to limit commercial development outside of commercially zoned areas and modified to impose maximum density requirements generally consistent with the characteristics of the area.
9. Commercial development and *Community Facilities* will be directed to defined *Community Service Centers* (see below), which are located at key nodes / intersections and traditional locations, and within predefined zoning districts whose standards and configuration are in keeping with the surrounding community and which minimize congestion and sprawl. Commercial development will be of a *Local* and *Community* commercial nature, and most *Industrial* and *Regional Commercial* land uses should be prohibited. Economic development activities will be largely discouraged in the RAA.
10. Sewer and water development (including private waste treatment, or “package” plants) in the RAA should be generally discouraged.
11. Only very limited, formal, project-based affordable housing development should take place.
12. Limited public transportation within the RAA should be focused to defined *Community Service Centers* (see below).

Map #24, *Future Land Use Map* (Appendix I) builds upon Map # 20, *Growth Management Strategy* mentioned above. The County’s land development policies and regulations will be designed to bring about the generalized vision of future development that is depicted on the *Future Land Use Map*. The *Future Land Use Map* is not intended to provide precise, parcel-level detail concerning future land use. Rather, it is intended to serve as a general guide for important infrastructure development, zoning, and other decisions.

The *Future Land Use Map* is intended to be dynamic and continually evolving with changing conditions. It should be revised upon adoption of Community Plans envisioned in Section 4 and revised upon adoption of the *Countywide Industrial / Commercial Zoning Study* envisioned in the *Economic Development Element*. Also, it should be revised to reflect other important documents such as the schools, recreation, transportation, sewer / water, and economic development master plans envisioned within this Comprehensive Plan.

The various land use categories depicted upon Map # 24, *Future Land Use Map* are explained below.

Conservation:

This category includes land areas that are intended to remain largely in their natural state, with only limited development. Such areas should be targeted for protection through regulations and incentives. Conservation areas are lands that generally exhibit any of the following characteristics:

1. Sensitive natural areas such as steep slopes, floodplains, major wetlands, forest reserves and wildlife conservation areas, and key watersheds
2. Areas of historic and archeological significance
3. Local, state or federally-managed natural areas
4. Areas managed for agricultural or forestry land uses
5. Other areas yet to be defined

Community Service Centers:

Community Service Centers are intended to be intensive, efficient, defined concentrations of mixed services that meet the needs of the surrounding community and defined service areas. *Community Service Centers* are appropriate for a mixture of commercial uses scaled to the service area in question; residential uses of varying densities depending upon available services; and *Community Facilities* such as schools, parks, community centers, and other similar *Community Facilities*. The mixture and intensity of land uses contained within *Community Service Centers* are intended to be appropriate within the context of the surrounding community and intended service area.

Community Service Centers should also be properly controlled by appropriate aesthetic standards, access management standards, and other appropriate development control measures.

Community Service Centers are located in unified development concentrations at intersections of selected thoroughfares and in central locations that are convenient to nearby residential development so as to minimize problems associated with “strip” commercial development. *Community Service Centers* should be priority targets of investments for sewer and water, public transportation, greenways, other general road improvements, and other appropriate infrastructural improvements.

Numerous *Community Service Centers* are identified on Map # 24, *Future Land Use Map*. Other *Community Service Centers* throughout the county remain to be identified via the Community Planning process envisioned in Section 04, and by the *Countywide Industrial / Commercial Zoning Study* envisioned in the *Economic Development Element* of this Comprehensive Plan.

The following are descriptions of general land uses that should be located within *Community Service Centers*.

Community Facilities: See Current Land Use Definition of Community Facility in Appendix IV, Glossary.

Local Commercial areas are located within defined Community Service Centers. They serve small market areas and are intended to be located within the residential neighborhoods that they serve. They contain a range of commercial uses that can be safely intermixed with residential uses. They are pedestrian-friendly areas that typically generate fairly low traffic volumes and can be located along minor residential streets. Public utilities are strongly encouraged but not necessarily required. The range of uses permitted within a Local Commercial area should be compatible with available utilities and infrastructure. They include a variety of retail sales and services, public and private administrations, offices and all other uses done primarily for sale or profit on a local or neighborhood scale. They should be compatible with adjacent development and the surrounding community and should minimize congestion and sprawl.

Community Commercial areas are located within defined Community Service Centers. Though still pedestrian-friendly, they are larger centers serving larger market areas and are situated at logical intersections along major roads. With proper project design, residential uses can also be included within Community Commercial areas. Public utilities are generally required. They should include a variety of retail sales and services, public and private administrations, offices and all other uses done primarily for sale or profit on the local and community level. They should be compatible with adjacent development and the surrounding community and should minimize congestion and sprawl.

Regional Commercial areas are located within defined Community Service Centers. Regional Commercial areas can overlap with Industrial areas given proper design. While internally pedestrian-friendly on a project basis, they are

intended to service a regional market area. As such, they generate high volumes of traffic and are located along major roadways. Public utilities are required. They should include a variety of retail sales and services, public and private administrations, offices and all other uses done primarily for sale or profit on the local, community, and regional level. They should be compatible with adjacent development and the surrounding community and should minimize congestion and sprawl.

Commercial and Community Facilities uses are not represented individually on the *Future Land Use Map*. Rather, they are depicted in generalized form within defined Community Service Centers. It is intended that the *Countywide Industrial / Commercial Zoning Study* and Community Plans (See Section 5) will define the scale of commercial uses that will occur in these and future Community Service Centers. Whenever practical, the *Future Land Use Map* should be updated to depict commercial and community facilities land uses as Community Plans and other land use and master planning documents are developed.

Industrial:

See the Current Land Use Definition of *Industrial*, in Appendix IV, Glossary. Most defined industrial areas should lie within the Urban Services Area, and in other areas on a very limited basis. Most industrial uses should be segregated from other uses with the exception of Regional Commercial uses. Industrial areas depicted on Map # 24, *Future Land Use Map* are derived from existing industrial zoning districts, as well as from those area depicted upon Map # 8, “Committee of 100” *Recommended Industrial Development Zones*. It is intended that the *Countywide Industrial / Commercial Zoning Study* and Community Plans will further refine the location, extent, and intensity of future industrial areas.

B. Consolidate existing land development ordinances into a single *Land Development Code*.

All Henderson County land development ordinances should be consolidated into a single Land Development Code. This will include the Zoning, Subdivision, Manufactured Home Park, Water Supply Watershed, and other ordinances. The purpose of a consolidated Land Development Code (often referred to as a Unified Development Ordinance) is to provide for better coordination across related development ordinances, to reduce redundancies and conflicts, to improve and

streamline the plan review and permitting process, and to provide for a regulatory structure that is generally well organized and understandable to the user public.

C. Revise County land development regulations as per the following...

In the process of developing the *Land Development Code*, the following items will be incorporated into it and into the *Official Zoning Map*, as necessary. Note that should the County elect *not* to develop a Land Development Code the County will nonetheless modify its Zoning Ordinance and Zoning Map as follows:

1. Open Use Zoning districts covering RTA and RAA areas will be modified as per the aforementioned changes regarding density and commercial and industrial uses.
2. Open Use Zoning within the USA will be eliminated and replaced with more rigorous zoning regulations.
3. New high-density residential zoning districts will be created and applied within the USA as well as in / around Community Service Centers within the RTA.
4. New mixed-use commercial districts will be created and applied in *Community Service Centers* throughout the county.
5. New zoning districts and Open Use district density requirements will manage density by regulating overall, project-wide density rather than by simply setting a minimum lot size. The total numbers of units within a given area can work out to be the same on a given project. However, taking the project density approach gives the developer the flexibility to adjust setbacks and lot sizes to fit various needs, from adjusting for topography to creating affordable lots. It is a more land-efficient way of controlling overall community density.
6. Identify new permitting and rezoning procedures that allow for design flexibility or negotiations among parties in order to improve project design. Existing Henderson County permitting and rezoning procedures do not allow for this. Rezoning in particular can be a messy and painful “all or nothing” process under the existing framework. Among other things, the following should be considered:
 - I. Expanded use of conditional and special use procedures. Such procedures should be developed with care to minimize undue or arbitrary discretion, to create clear and understandable expectations, and to avoid a process that is overly burdensome to the applicant.
 - II. Broader range of allowable uses with more substantial design standards for industrial, commercial, and dense residential uses.

7. Identify and act upon ways to improve the quality of recreational spaces provided for in County ordinances, and identify and incorporate measures into County ordinances that allow for the procurement of publicly accessible recreational space through the development process.
8. Identify and incorporate access management standards and requirements.
9. Identify and incorporate measures to enhance the walkability of new development.
10. Consider incorporating mechanisms into County land development ordinances that link public school capacity and school facility development plans envisioned in the *Long-Range Public School Facilities Master Plan* (see Section 3, *Public Schools Element*) to the land development permitting process.
11. Review zoning requirements to ensure that on-farm sales, farm-related bed and breakfasts, agri-tourism related businesses, and other secondary agriculture-related operations are permitted where appropriate.
12. Maintain current County land development regulations which contain provisions that allow developers to create “open space” developments whereby a portion of the project is permanently set aside from development, and the development potential from that portion is transferred to the remaining area to be developed.
13. Incorporate generous conservation design incentives and standards into land development codes. Such incentives will allow increased development density in exchange for the conservation of floodplains, steep slopes and protected mountain ridges, sensitive natural areas such as key habitats and wetlands, agricultural land, historic sites and structures, and other important sites and features.
14. More generally, voluntary land clustering and compact design principles will be incorporated into the Development Code. Such principles encourage walkability, reduce infrastructure and development costs, allow for the realization of conservation objectives, reduce vehicle travel distances and times, and allow developers to reserve areas for future development when allowable density increases as a result of an expansion of the USA.
15. Should the State of North Carolina enable local governments to do so, Henderson County should consider establishing a Transfer of Development Rights (TDR) program.
16. Maintain current Protected Mountain Ridge requirements and improve enforcement.
17. Incorporate Flood Hazard Prevention requirements (Section 3, *Natural Resources Element*, Action Strategy N-01.A).

18. Identify and incorporate Sedimentation and Erosion Control standards and requirements (Section 3, *Natural Resources Element*, Action Strategy N-02.D).
19. Identify and incorporate Stormwater Management standards and requirements (*Natural Resources Element*, Action Strategy N-02.E).
20. Maintain and clarify existing 30-foot stream setback requirements and streamside vegetation requirements as described in the *Natural Resources Element* of this Comprehensive Plan.
21. Incorporate new zoning districts that allow for higher density development to be applied in areas where services are provided.
22. Allow accessory dwelling units – with standards – in all residential zoning districts to expand the range of affordable rental units. Such units are commonly referred to as granny flats, garage apartments, and carriage house.
23. Ensure that future regulations do not unnecessarily impede the development of nursing homes and other types of care facilities.
24. Identify and incorporate provisions that limit the placement of pre-1976 manufactured homes within the county; standards that improve the quality, design and maintenance of manufactured home parks; and aesthetics standards for individual manufactured homes on individual lots.
25. Tighten existing requirements and consider developing an assistance program to reduce the number of junked or abandoned manufactured homes and vehicles located throughout the county.
26. Develop and incorporate minimum housing standards.
27. Identify and incorporate improved signage, lighting, and landscaping requirements for all non-residential development.
28. Identify and incorporate limited architectural design standards for non-residential development.
29. Identify and incorporate mechanisms that would establish protections for historic sites. The precise method of protection must vary with the type of historic resource in question. For example, zoning overlays could be established that protect cemeteries from inappropriate development, whereas incentives and other tools may be more appropriate for the protection of historic structures.
30. Create stronger linkages between the County’s rezoning process and this Comprehensive Plan as called for in Section 04.

Recommendation GMS-02: Coordinate planning with the county’s municipalities and other governments within the region.

As the county continues to grow and develop, the need for more sophisticated coordination between Henderson County and municipalities therein will become more pronounced. Coordination is necessary in order to minimize the costs of infrastructure development, to explore opportunities for joint action, and to minimize unnecessary redundancies in the provision of services.

Also, coordination is necessary to ensure that municipal and County land use plans take into consideration the land use plans of adjacent jurisdictions in order to minimize conflict and ensure smooth transitions across jurisdictions. In particular, the implications of potential municipal annexations should be accounted for. Section 4 of this Comprehensive Plan will establish a schedule for the development of Community Plans. Municipal leaders, planning boards, and planning staff should be actively involved as partners in Community Plan development whenever possible and appropriate.

Finally, this Comprehensive Plan calls for a broad range of more detailed planning documents covering such issues as schools, sewer and water, recreation, housing, and others. Although municipal involvement in the development of those documents is discussed elsewhere within this Comprehensive Plan, it should be reiterated here that municipal participation is *absolutely critical* to the successful implementation of those necessary planning documents. Perhaps most important is municipal participation in the development of – and commitment to the implementation of – the *Sewer & Water Master Plan* called for in Action Strategy SW-01.A of Section 3, *Sewer and Water Element* and the *Long-Range Public School Facilities Master Plan* called for in Action Strategy PS-01.A of Section 3, *Public Schools Element*.

Henderson County will take a leadership role in bringing the county’s municipalities to the table to implement all aspects of this Comprehensive Plan.

D. Present the Henderson County 2020 Comprehensive Plan to the county’s municipalities, and obtain their support and suggestions for improvement.

Proper implementation of this Comprehensive Plan requires that the county’s municipalities understand and generally support its Recommendations and Action Strategies. Following the adoption of this Comprehensive Plan, the County will present it to each of the municipalities, obtain their suggestions for improvements, and pursue their support for its implementation.

E. Develop a Joint Land Use Planning Program with the municipalities, administered through the LGCCA.

The LGCCA has functioned well as a forum for the discussion of issues of importance to multiple jurisdictions within the county. Generally speaking, that forum has been restricted to elected officials. Governments should explore opportunities to expand the LGCCA to create formal, regular discussions at the Planning Board and Staff level. Also, Section 4 of this Comprehensive Plan will establish a schedule for the development of Community Plans across the county.

Other Action Strategies

F. Study the use and application of impact fees and other alternative revenue sources in order to support service provision and to reduce the impacts of growth upon the property tax rate.

