REQUEST FOR BOARD ACTION

HENDERSON COUNTY PLANNING BOARD

MEETING DATE: February 17, 2011

SUBJECT: Rezoning Application #R-2010-03

PRESENTER: Parker Sloan, Planner

ATTACHMENTS: 1. Staff Report

2. Site Plan

3. Excerpt from Land Development Code, Subpart B. Conditional Zoning Districts

4. Residential One (R1) District Text

5. Industrial (I) District Text

6. Photos of Project Area

SUMMARY OF REQUEST:

Billy Corn, owner submitted rezoning application #R-2010-03 for the County to rezone approximately 2.42 acres of land, located off of Howard Gap Road (US 176), from Residential One (R1) to an Industrial Conditional (I-CD) zoning district.

Conditional zoning districts are different from traditional zoning districts because they require a site plan for the proposed use(s) of the property and certain conditions or restrictions are placed on the property based on the proposed or allowable use(s). Conditional zoning district decisions are a legislative process subject to the same procedures as traditional zoning districts (See attachment 3).

Planning staff posted the property giving notice of the Planning Board meeting on February 7, 2011. The Planning Board has 45 days from its first consideration of a rezoning application to make a recommendation to the Board of Commissioners. Thus, the deadline for a Planning Board recommendation to the Board of Commissioners regarding this application is Monday, April 4, 2011. If no recommendation is made by April 4, 2011, the application proceeds to the Board of Commissioners with an automatic favorable recommendation. Upon request of the Planning Board, the Applicant may choose to grant a 45-day extension, at which time the deadline for a Planning Board recommendation would become Thursday, May 19, 2011.

PLANNING BOARD ACTION REQUESTED:

Planning Board action to recommend that the Board of Commissioners approve, approve with modifications, table, or deny rezoning action #R-2010-03 would be appropriate.

Suggested Motion:

I move that the Board recommend approval of rezoning application #R-2010-03 to rezone the portion of the subject area to an Industrial Conditional (I-CD) zoning district based on the recommendations of the Henderson County 2020 Comprehensive Plan with the conditions listed in the staff report as modified by the Planning Board.

Henderson County Planning Department Staff Report

Rezoning Application #R-2010-03 (R1 to I-CD)

Billy Corn, Owner

1. Rezoning Request

1.1. **Applicant:** Billy Corn

1.2. **Property Owner:** Billy Corn.

1.3. **PIN:** 9670-24-2970

1.4. **Request:** Rezone Subject Area from an R1 (Residential One) zoning district to an I-CD (Industrial Conditional District).

1.5. Subject Area (See Map A)

Map A: Map of Subject Area

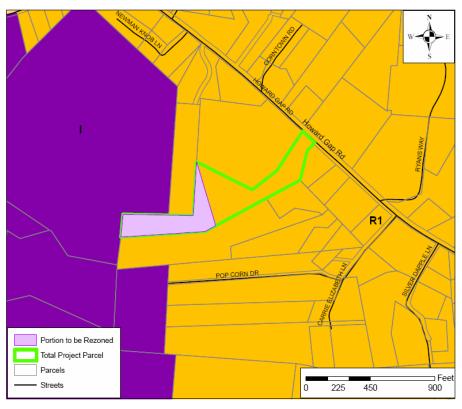
| Watch | Howard Gap Road | Howard Gap Roa

1.5.1. Size: Approximately 2.42 acres of a 6.26 acre tract of land.

1.5.2. **Location:** The Subject Area is off of Howard Gap Road (SR: 1006)

2. Current Zoning

2.1. **Application of Current Zoning:** The Subject Area is currently zoned R1 (Residential One), which was applied on September 19, 2007, as a result of the adoption of the Land Development Code (See Map B). The Subject Area was previously (prior to LDC adoption on September 19, 2007) zoned open use.



Map B: Current Zoning

2.2. **Adjacent Zoning:** To the west of the Subject Area is Industrial zoning; to the south, north, and east is Residential One (R1) zoning.

2.3. District Comparison:

- 2.3.1. **R1 Residential District One:** "The purpose of Residential District One (R1) is to foster orderly growth where the principle use of land is residential. The intent of this district is to allow for medium to high density residential development consistent with the recommendations of the Comprehensive Plan. This general use district is typically meant to be utilized in areas designated as Urban in the Comprehensive Plan" (Chapter 200A, Land Development Code §200A-27).
 - R1 requires 10 foot side and rear setbacks, maximum height 40 feet, and a standard density of four (4) units per acre (maximum density of 16 units per acre).
- 2.3.2. I (Industrial District): "The purpose of the Industrial District (I) is to foster orderly growth where the principal use of land is a mixture of industrial and heavy commercial. The intent of this district is to allow for industrial and heavy commercial development consistent with the recommendations of the Comprehensive Plan. In accordance with the Comprehensive Plan, the district will allow for and provide industrial and heavy commercial development that: (1) is compatible with adjacent development and the surrounding community; (2) will

minimize conflict between lands uses; and (3) is sensitive to its impact on surrounding land uses and the environment (natural and man-made)" (Chapter 200A, Land Development Code §200A-36).

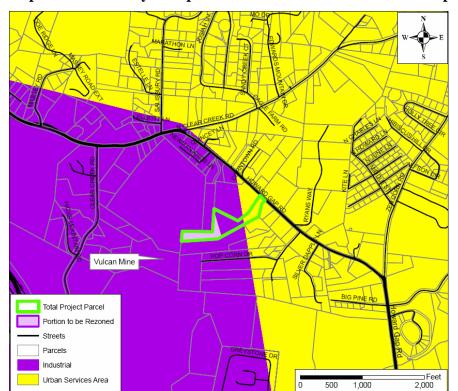
The Industrial District requires 20 foot side and rear setbacks, a maximum building height of 72 feet for principal structures, maximum impervious surface of 80%, and an unlimited maximum floor area.

3. <u>Current Uses of Subject Area and Adjacent Properties</u>

- 3.1. **Subject Area Use:** The Subject Area contains a single-family dwelling and large fenced in gravel yard for storing vehicles.
- 3.2. Adjacent Area Uses: Surrounding area lands contain residential and commercial uses.
 - 3.2.1. **To the South, North and East:** primarily single-family residences and residential subdivisions surround the project area.
 - 3.2.2. **To the West:** A mining facility owned by Vulcan Mines INC.

4. The Henderson County 2020 Comprehensive Plan (CCP)

4.1. **Urban Services Area:** The CCP Future Land Use Map identifies the Subject Area as being located in the Urban Services Area and Industrial area (2020 CCP, Pgs. 128, 129 & Appendix 1, Map 24) (See Map D).



Map D: 2020 County Comprehensive Plan Future Land Use Map

4.1.1. The CCP states that, "the County's economic development activities should be pursued within USA" (2020 CCP, Pg. 129).

- 4.1.2. The CCP states that, "the USA will contain considerable commercial development at a mixture of scales," and further, "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" (2020 CCP, Pg. 129).
- 4.1.3. The CCP states that, "Industrial development will exist within predefined zoning districts whose standards and configuration are in keeping with the surrounding community" (2020 CCP, Pg. 129).
- 4.2. **Industrial:** The CCP Future Land Use Map identifies the Subject Area as being located in an Industrial Area, a special designation within the urban services area (2020 CCP Pgs. Pgs. 136, 137 & Appendix 1, Map 24).
 - 4.2.1. The CCP states that, "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" (2020 CCP, Pg. 136).

5. Conditional Zoning Districts

Staffs position at this time is that it supports a rezoning of the project site to Industrial. However, due to the neighboring residential uses and the existing automotive towing business on site, staff thinks an Industrial Conditional Zoning district would be more appropriate. This will limit the industrial use on the project site to only towing and storage and still allow for residential use.

Conditional zoning districts are different from traditional zoning districts because they require a site plan for the proposed use(s) of the property and certain conditions or restrictions are placed on the property based on the proposed or allowable use(s). Conditional zoning district decisions are a legislative process subject to the same procedures as traditional zoning districts (See attachment 3).

According to the Land Development Code, conditional zoning districts are created for the purpose of providing an optional rezoning choice where the owner of property proposes to rezone property and, in order to, among other reasons, carry out the purposes of the Comprehensive Plan, proposes to impose special limitations and conditions on the use of the property proposed for rezoning (LDC§200A-45 - §200A-51).

The applicant, Billy Corn, is currently using the project site as a parking area for his automotive towing business. This business is not allowed in R1. A rezoning is required for the business to be permissible. Staff suggests the following conditions be imposed on the Subject Area:

- 5.1. The existing fenced area on the property shall be used for the temporary storage of vehicles associated with the property owners automotive towing business. Other commercial or automotive related uses shall not be allowed.
- 5.2. (1) Site Plan. Major *Site Plan* required in accordance with §200A-299 (Major Site Plan Review).
- 5.3. (2) Lighting. *Adequate lighting* shall be placed in areas used for vehicular/pedestrian access including, but not limited to: stairs, sidewalks, crosswalks, intersections, or changes in grade. *Lighting mitigation* required.
- 5.4. (4) Dust Reduction. Unpaved *roads*, *travelways* and/or parking areas shall be treated to prevent dust from adverse affects to adjacent properties.

- 5.5. (5) Outdoor Storage. Storage of more than four (4) *vehicles* on site for a period greater than 24 hours constitutes an *outdoor storage* (see SR 2.8 and SR 2.9 (Outdoor Storage)).
- 5.6. The remaining portion of the Subject Area that contains an existing residential home shall remain zoned for residential uses.
- 5.7. (3) Security. The operations of an automotive towing *use* shall be totally enclosed by: (1) a security fence at least eight (8) feet in height; (2) a wall at least eight (8) feet in height; or (3) a fireproof *building*. Entrances and exits should be secured and locked during non-operating hours.
- 5.8. Fencing. The existing fence does not meet the minimum screening requirements. Screen Class Three (3). A fence or wall constructed with a minimum height of six (6) feet, that is at least 75 percent *opaque*, where all spaces are evenly distributed, and with the finished side of the fence facing the adjacent property or *road*. Fences longer than 20 linear feet shall be landscaped with: a row of *shrubs* spaced a maximum of ten (10) feet apart, or a row of *evergreen trees* planted no more than 15 feet apart (see Figure 5D).
- 5.9. All required parking spaces must meet the design requirements of the Land Development Code §200A-161-165. The proposed parking spaces shall comply with the landscape design standards and off street parking provisions as outlined in the Land Development Code (LDC Article V and VI). It appears the applicant is proposing 4 parking spaces and the spaces shown on the site plan meet the requirements of the Land Development Code.
- 5.10. Any signs used on site must meet current standards of Article VII of the LDC
- 5.11. If the applicant has plans for future expansion of the existing business, all potential modification or expansions should be noted on the site plan.

6. Staff Comments and Recommendations

It is generally incumbent upon the Applicant to demonstrate an overriding justification for approving a given rezoning application. Staff encourages the Applicant to present any information that would inform the County's consideration of the proposed rezoning. Staff requests the Applicant not discuss any specific use being considered for the property. The Technical Review Committee, Planning Board, and the Board of Commissioners cannot consider any specific proposed use for the property and must only consider the range of possible uses when reviewing and making recommendations on the rezoning request.

Staff's position at this time, under the guidelines of current plans, policies and studies, is it supports the rezoning of the portion of the project site to be zoned to an Industrial Conditional District (I-CD). This based on the following:

6.1. **The 2020 CCP:** The CCP Future Land Use Map (See Map D) places the Subject Area in the "Urban Services Area" classification. The text and map of the 2020 CCP suggest that the Subject Area would be suitable for high-density residential, commercial or industrial development. The CCP indicates that the USA may be suitable for commercial development provided the development is in keeping with the surrounding community. The CCP also indicates that Industrial may be suitable for the area as the Subject Area falls within the specially designated industrial area in the USA A Industrial Conditional District can ensure that use(s) will be compatible with the surrounding community.

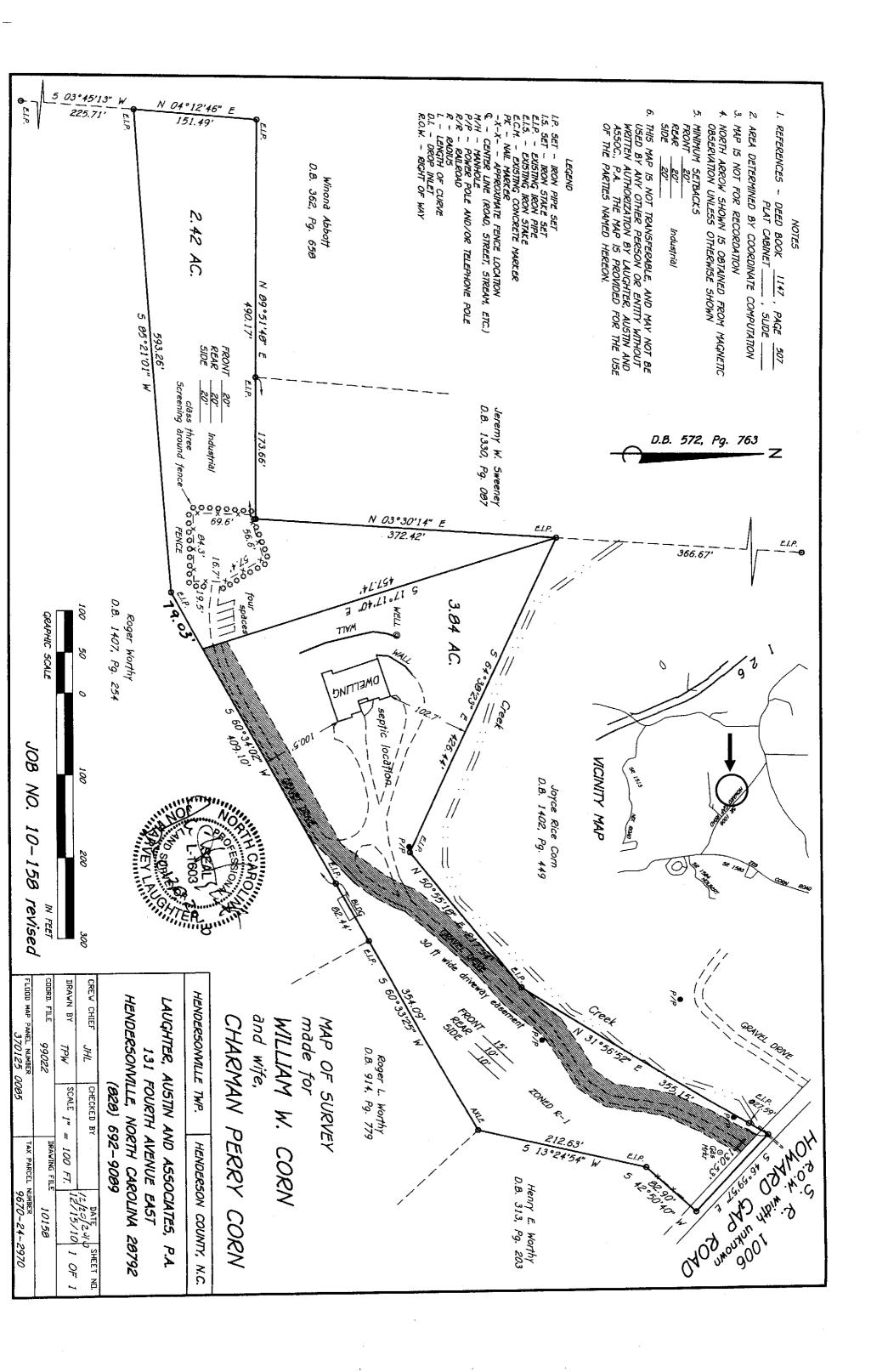
- 6.2. **Adjacent Zoning:** The Subject Area directly abuts an existing Industrial (I) zoning district to the west. If the Subject Area were to be rezoned to an Industrial Conditional District (I-CD) this property would be apart of a contiguous Industrial zoning district.
- 6.3. Conditional Zoning Districts: Applying conditions or restrictions to the Subject Area reduces and/or eliminates the impact on the surrounding community. There are circumstances in which a general use district designation allowing such a use or all uses by right would not be appropriate for a particular property though the use could, if properly planned, be appropriate for the property consistent with the objectives of the Land Development Codes conditional zoning districts, the adopted Comprehensive Plan, and adopted district.

7. Technical Review Committee Recommendations

7.1. The Henderson County Technical Review Committee considered rezoning application #R-2010-03 on February 1, 2011. During that meeting, the Technical Review Committee voted unanimously to send forward a favorable recommendation on rezoning application #R-2010-03 to rezone the Subject Area to a Conditional Industrial (I-CD) zoning district.

8. Planning Board Recommendations

8.1. To be determined



§200A-42. Reserved

§200A-43. Reserved

§200A-44. Reserved

Subpart B. Conditional Zoning Districts

§200A-45. Conditional Zoning Districts Established

Conditional Zoning Districts are created for the purpose of providing an optional rezoning choice where the *owner* of property proposes to rezone property and, in order to, among other reasons, carry out the purposes of the *Comprehensive Plan*, proposes to impose special limitations and conditions on the *use* of the property proposed for rezoning.

Conditional Zoning Districts are zoning districts in which the development and *use* of the property is subject to predetermined Chapter standards and the rules, regulations, and conditions imposed as part of the legislative decision creating the district and applying it to each individual development project. For each General Use Zoning District, there is a corresponding Conditional Zoning District (CD) which corresponds to each of the districts authorized by this Chapter as follows: R1-CD; R2-CD; R2R-CD; R3-CD; R-4-CD; OI-CD; LC-CD; CC-CD; RC-CD; I-CD; R-40-CD; WR-CD; SR-CD; and MU-CD.

Certain types of zoning districts would be inappropriate at certain locations in the absence of special conditions. Some land *uses* are of a nature or scale that may have significant impacts on both the immediately surrounding area and the entire community, which cannot be predetermined or controlled by general district standards. There are also circumstances in which a general use district designation allowing such a *use* by right would not be appropriate for a particular property though the *use* could, if properly planned, be appropriate for the property consistent with the objectives of these regulations, the adopted *Comprehensive Plan*, and adopted district. The review process established in this section provides for the accommodation of such *uses* by a reclassification of property into a conditional zoning district, subject to specific conditions, which ensure compatibility of the *use* with the use and enjoyment of neighboring properties.

Where the *applicant* for rezoning desires property to be rezoned to such a district in such situations, the Conditional Zoning District is a means by which such special conditions can be imposed in the furtherance of the purpose of this Chapter and the recommendations of the *Comprehensive Plan*. The Conditional Zoning District classification will be considered for rezoning only with the consent of the property *owner*. If, for any reason, any condition imposed pursuant to these regulations is found to be illegal or invalid or if the *applicant* should fail to accept any condition, it is the intent of this Chapter that the authorization of such Conditional Zoning District shall be null and void and of no effect and that proceedings shall be instituted to rezone the property to its previous zoning classification.

§200A-46. Plans and Other Information to Accompany Petition

Property may be rezoned to a Conditional Zoning District only in response to, and consistent with, a petition submitted by the *owners* of all of the property to be included in the district. A petition for conditional zoning must include a *site plan*, drawn to scale, and supporting information and text that specifies the actual *use* or *uses* intended for the property and any rules,

regulations and conditions that, in addition to all predetermined requirements, will govern the development and *use* of the property.

§200A-47. Approval of Conditional Zoning District

Conditional Zoning District decisions are a legislative process subject to judicial review using the same procedures and standard of review as applicable to general *use district* zoning decisions. Conditional Zoning District decisions shall be made in consideration of identified relevant adopted land *use* plans for the area, including, but not limited to, the *Comprehensive Plan*, strategic plans, district plans, *community plans*, *neighborhood* plans, corridor plans, and other land-use policy documents.

§200A-48. Conditions to Approval of Petition

In approving a petition for the reclassification of property to a Conditional Zoning District, the Planning Board may recommend, and the Board of Commissioners may request that reasonable and appropriate conditions be attached to the approval of the petition. Conditions and sitespecific standards shall be limited to those that address the conformance of the development and use of the site to County ordinances and any officially adopted Comprehensive Plan or other land use plan, that address the impacts reasonably expected to be generated by the development or use of the site. Any such conditions should relate to the impact of the proposed use on surrounding property, support facilities (such as parking areas and driveways), pedestrian and vehicular circulation systems, screening and buffering areas, timing of development, road and right-of-way improvements, water and sewer improvements, stormwater drainage, provision of open space, and other matters that the Commissioners may find appropriate or the applicant may propose. Such conditions to approval of the petition may include dedication to the County, State or other public entity, as appropriate, of any rights-of-way or easements for roads, water, sewer, or other public utilities necessary to serve the proposed development. The *applicant* shall have a reasonable opportunity to consider and respond to any such conditions prior to final action by the Board of Commissioners. Only those conditions mutually approved by the Board of Commissioners and the *applicant* may be incorporated into the petition.

§200A-49. Effect of Approval

If a petition for conditional zoning is approved, the development and *use* of the property shall be governed by the existing Chapter requirements applicable to the district's category, the approved *site plan* for the district, and any additional approved rules, regulations, and conditions, all of which shall constitute zoning regulations for the approved district and are binding on the property as an amendment to these regulations and to the Official Zoning Map.

Only those *uses* and *structures* indicated in the approved petition and *site plan* shall be allowed on the subject property. A change of location of the *structures* may be authorized pursuant to \$200A-50 (Alterations to Approval). Changes to the *site plan* layout shall not increase the number of *structures*.

Following the approval of the petition for a Conditional Zoning District, the subject property shall be identified on the Official Zoning Map by the appropriate district designation. A conditional zoning shall be identified by the same designation as the underlying general district followed by the letters "CD" (for example "OI-CD").

§200A-50. Alterations to Approval

Except as provided herein, changes to an approved petition or to the conditions attached to the approved petition shall be treated the same as amendments to these regulations or to the Official Zoning Map and shall be processed in accordance with the procedures of this Chapter.

The *Planning Director* or designee shall have the delegated authority to approve an amendment to an approved *site plan*. The standard for approving or denying such an amendment shall be that the change does not significantly alter the *site plan* or its conditions and that the change does not have a significant impact upon abutting properties. Any decision must be in writing stating the grounds for approval or denial.

For *nonresidential development*, an increase in the intensity of the development is limited to ten (10) percent of the approved *structure* size or 1,000 square feet, whichever is less. For *residential development*, increases in density are limited to ten (10) percent of the development or no more than five (5) *dwelling units*, whichever is less.

The *Planning Director*, however, shall have the discretion to decline to exercise the delegated authority either because of uncertainty about approval of the change pursuant to the standard or because Board of Commissioner consideration and public hearing is deemed appropriate under the circumstances. If the *Planning Director* declines to exercise this authority, the *applicant* may request a map amendment as permitted by this Chapter.

§200A-51. Review of Approval of a Conditional Zoning District

It is intended that property shall be reclassified to a Conditional Zoning District only in the event of firm plans to develop the property. Therefore, no sooner than three (3) years after the date of approval of the petition, the Planning Board may examine the progress made toward developing the property in accordance with the approved petition and any conditions attached to the approval. If the Planning Board determines that progress has not been made in accordance with the approved petition and conditions, the Planning Board shall forward to the Board of Commissioners a report, which may recommend that the property be classified to another district.

§200A-27. Residential District One (R1)

- A. **Purpose**. The purpose of Residential District One (R1) is to foster orderly growth where the *principal use* of land is residential. The intent of this district is to allow for medium to high-density *residential development* consistent with the recommendations of the *Comprehensive Plan*. This general *use district* is typically meant to be utilized in areas designated as Urban (USA) in the *Comprehensive Plan*.
- B. **Density and Dimensional Requirements**. Each *use* allowed in this district shall, at a minimum, conform to the following requirements (in the case of a nonresidential *use* the *residential density* requirements shall not apply). In some cases a specific *use* may be required to meet the Supplemental Requirements as set forth in §200A-63 (Supplemental Requirements).

Table 2.1. R1 Density and Dimensional Requirements					
(1) Residential Density (units/acre)		(2) Standard	4		
		(3) Intermediate	8		
			16		
(5)Yard Setbacks (feet)	Front or Right-of-Way (ROW)	Local	15		
		Collector	20		
		Thoroughfare	35		
		Boulevard	50		
		Expressway	60		
		Freeway	90		
	Side				
	Rear				
(6) Maximum Height (feet)					

(1) Residential density shall be calculated utilizing the entire acreage of a tract of land. Under this scenario, residential density shall be determined based on the following formula:

Lot size x allowable units per acre = permitted dwelling units

The following example assumes a 5 acre tract with an allowable density of 4 units/acre:

5 acres x 4 units per acre = 20 permitted dwelling units

The maximum residential density for portions of the tract with a slope of 60 percent or greater (where such slope areas of the tract account for ten (10) percent or more of the tract) shall be one-half ($\frac{1}{2}$) the eligible density.

- (2) Standard residential density shall be applied:
 - a. On a *lot* existing at the time of the initial adoption of this Chapter, where there is not adequate area to comply with the applicable standard *residential density* requirement;
 - b. To single-family residential uses; and
 - c. To multifamily residential uses with fewer than five (5) units.

- (3) Intermediate residential density shall be available when individual dwellings would be served by both: (1) a municipal water supply system and (2) a sewage disposal system (of the following types: municipal, approved public, or approved community) which meet the requirements of applicable local or state authorities having jurisdiction thereof.
- (4) Maximum residential density shall be available to applicants proposing five (5) or more dwellings in any combination of the following unit types (duplexes, triplexes, quadraplexes and multifamily dwellings with five (5) or more units and specifically excluding single-family units) where:
 - a. A total of at least five (5) units would be permitted by standard residential density, and
 - b. Such dwellings are generally served by both: (1) a *municipal water supply system* and (2) a *sewage disposal system* (of the following types: municipal, approved public, or approved community) which meet the requirements of the local or State authorities.
- (5) Accessory structures shall be located in side or rear yards and shall be setback a minimum of ten (10) feet from any property line.
- (6) Maximum height may be exceeded in multifamily developments as detailed in §200A-63 (Supplemental Requirements) SR 1.6. (Dwelling, Multifamily, Five (5) or More Units), provided such developments do not exceed 50 feet in height.

§200A-36. Industrial District (I)

- A. **Purpose**. The purpose of the Industrial District (I) is to foster orderly growth where the *principal use* of land is a mixture of industrial and heavy commercial. The intent of this district is to allow for *industrial* and heavy *commercial development* consistent with the recommendations of the *Comprehensive Plan*. In accordance with the *Comprehensive Plan*, the district will allow for and provide *industrial* and heavy *commercial development* that: (1) is compatible with adjacent development and the surrounding community; (2) will minimize conflict between land *uses*; and (3) is sensitive to its impact on surrounding land *uses* and the environment (natural and man-made).
- B. **Density and Dimensional Requirements**. Each *use* allowed in this district shall at a minimum conform to the following requirements. In some cases a specific *use* may be required to meet the Supplemental Requirements as set forth in §200A-63 (Supplemental Requirements).

Table 2.10. I Density and Dimensional Requirements					
Maximum Impervious Surface (%)			80		
Maximum Floor Area (sq ft)			Unlimited		
Yard Setbacks (feet)	Front or ROW	Local	20		
		Collector	30		
		Thoroughfare	40		
		Boulevard	50		
		Expressway	50		
		Freeway	60		
	Side		20		
	Rear		20		
***	72				



View of subject area looking west.



View of drive way into subject area looking east.