

# City of Hendersonville, Text Amendment Application

12/5/24

Summary information provided in online form, below.

## **Proposed change:**

Summary of proposed changes listed below; detailed PDF document will be e-mailed to Matt Manley, Community Development Department

Adds the following options for lot creation (Sec. 3.03):

- Flag Lots, Reduced Pole (including Multiple Flag Lots)
- Small Lot Option

Modifies existing Flag Lot standards to allow calculation of Lot Area to include flag pole area (Sec. 8.02)

Adds definitions for the following terms (Sec. 9.01):

- Flag Lot, Reduced Pole
- Lot Area
- Small Lot Option

## **Reason for change:**

Sec. 3.03

Workforce Housing and Affordable Housing are City priorities, so Reduced Pole Flag Lots and Small Lot Option allow greater site feasibility and flexibility for small footprint housing on individual lots at lower price points. Shallow setbacks improve building placement feasibility on narrow and/or long/deep urban lots. The change is also key for fee-simple lot and home mortgage financing, plus water and sewer utility connection requirements (City of Hendersonville Utilities policy only allows a utility easement crossing of one other property).

Sec.8.02

Removing this clause will reduce confusion and improve fairness and consistency for calculating lot area for Flag Lots and Reduced Pole Flag Lots.

Sec. 9.01

Adding these definitions adds clarity and predictability for the use of these configuration options for small affordable lot and housing development.

**Section 11-4 Standards.** The advisability of amending the text of this Zoning Ordinance or the Official Zoning Map is a matter committed to the legislative discretion of the City Council and is not controlled by any one factor. In determining whether to adopt or disapprove the proposed amendment to the text of this Ordinance or the Official Zoning Map, the City Council shall consider the following factors among others:

**a) Comprehensive Plan Consistency. Consistency with the Comprehensive Plan and amendments thereto.**

Applicant Response:

These text amendments support several elements of the Gen H Comprehensive Plan (Aug. 1, 2024) as follows:

- Pg. 74-76 notes 20-year population and housing projections (2025-2045), with a low estimate of 2,000 housing units, or 110 units/year needed in that timeframe. City and County permitting data indicates the potential for higher population and resulting housing demand. Henderson County data indicates a potential demand for 5,400 housing units, or 270 units/year needed, while City of Hendersonville data indicates a potential demand for 16,000 housing units, or 800 units/year. Reduced Pole Flag Lots and Small Lot Option lots have the potential to create thousands of housing units through small, incremental projects across broad geographic areas of the city. Additionally, the UNC School of Government Development Finance Initiative (DFI) conducted a housing needs assessment for the City of Hendersonville and noted on November 18, 2024 that the City likely needs 10,000 units over the next 5 years, or 2,000 units/year.
- Pg. 78-79 notes an inventory of land within City limits as Underdeveloped (71%) and Undeveloped (16%). Reduced Pole Flag Lots and Small Lot Option lots are proven tools in creating abundant, affordable housing in urban infill areas with these land typologies.
- Pg. 86 has the following heading: What Kind of Development Should Be Supported? Survey respondents noted "Housing (in various forms)" as the top-listed response.
- Pg. 287 lists Implementation Project topics including "Abundant Housing Choices". Specific projects within this topic include:
  - o Project 2.03: Explore code provisions in the new UDO (Project 4.01) to diversify housing stock to promote life cycle housing and more neighborhood age diversity
  - o Project 2.05: Support development proposals that mix subsidized housing with market-rate housing

Reduced Pole Flag Lots and Small Lot Option lots both have the potential support more diverse housing stock and more diverse housing price points due to their lower costs per unit for both land and buildings.

**b) *[misspelled on form Compatibility]* Compatibility with surrounding uses. Whether and to the extent which the proposed amendment is compatible with existing and proposed uses surrounding the subject property.**

Applicant Response:

These text amendments stem from development concepts for a specific subject property (534 Fleming St., Hendersonville, NC 28379; PIN: 9568682752) and the proposed small home cluster for this site (Medical, Institutional, Cultural – MIC zoning district) would be compatible with its surrounding context as follows: dental office to north of site, cottage cluster and apartment to south of site, fraternal order lodge campus (Elk’s Lodge) to west of site, apartment complex and church parking lot to east of site.

More generally, the application of Reduced Pole Flag Lots and Small Lot Option lots across the city in zoning districts that allow single-family detached homes would be compatible with zoning districts that have existing or proposed residential uses.

**c) Changed conditions. Whether and the extent to which there are changed conditions, trends or facts that require an amendment.**

Applicant Response:

“Trends or facts” that require the amendment are detailed under item a of this application (Comprehensive Plan Consistency), notably the city’s need for thousands of additional housing units over the next 5-10 years.

“Changed conditions” have likely resulted from Hurricane Helene, which has damaged and destroyed thousands of homes across WNC. As of Nov. 27, 2024, FEMA reported 752 displaced persons sheltering in 325 hotel rooms across Henderson County. And the Hendersonville Housing Authority reported that 48 out of its 375 units, 13% of units, were lost in the storm. (“FEMA extends hotel stays for the displaced, but longer-term solution is elusive”, Hendersonville Times-News, 11/27/24). These numbers, paired with pre-storm housing demand, illustrate the need for more housing of all types at all price points.

Reduced Pole Flag Lots and Small Lot Option lots are two tools to quickly and flexibly create permanent and attainable housing in preferred growth areas (i.e. avoiding natural hazard and agricultural areas) identified by the Comprehensive Plan.

**d) Public Interest. Whether and the extent to which the proposed amendment would result in a logical and orderly development pattern that benefits the surrounding neighborhood, is in the public interest and promotes public health, safety and general welfare.**

Applicant Response:

Reduced Pole Flag Lots and Small Lot Option lots are a logical development tool for small, urban infill sites that are otherwise difficult to develop with larger residential typologies like tract-home subdivisions or large multi-family buildings. They offer a lot-configuration tool to create fee-simple lots with homes that are easily bank-financed and have the urban design potential for Cottage Development layouts.

**e) *[misspelled on form Public facilities.]* Public facilities. Whether and the extent to which adequate public facilities and services such as water supply, wastewater treatment, fire and police protection and transportation are available to support the proposed amendment.**

Applicant Response:

Reduced Pole Flag Lots and Small Lot Option lots encourage the efficient use of limited urban land and can achieve greater efficiencies of scale than conventional development for public facilities (i.e. water and wastewater) and public services (i.e. police, fire, public transit). When homes on these types of lot configurations are built in urban areas with existing infrastructure, including sidewalks and close proximity to jobs and services, alternatives to driving like walking, bicycling, and transit become more feasible. Trip-generation may be the same or increase, but transportation mode-choice alternatives also increase with urban

infill development. Provision of services like water/wastewater and trash/recycling can occur via shared or master metering for utilities and clustered waste bins or dumpsters similar to multi-family residential sites.

**f) Effect on natural environment. Whether and the extent to which the proposed amendment would result *[misspelled on form reult]* in significantly adverse impacts on the natural environment including but not limited to water, air, noise, stormwater management, streams, vegetation, wetlands and wildlife.**

Applicant Response:

Reduced Pole Flag Lots and Small Lot Option lots encourage the efficient use of limited urban land, limiting impacts to outlying “greenfield sites” compared to traditional development patterns. And greenfield sites tend to be natural areas that provide wildlife habitat and “ecosystem services” (i.e. wetlands that mitigate flooding and filter stormwater) or prime agricultural lands.

By their nature, these two lot-configuration options tend to develop in urban infill areas that have been previously developed because of their location away from natural hazard areas (i.e. floodplains, steep slopes) and proximity to existing utility and transportation infrastructure (i.e. existing water and wastewater lines, existing streets and sidewalks).

**Duplicate information, unformatted (kept as confirmation of receipt)**

**Zoning Ordinance Text Amendment**

Thank you for filling out the form. Your application has been submitted.

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Date:

12/5/2024

Section of Ordinance proposed to be changed:

Subdivision Ord.: Sec. 3.03, Sec.8.02, Sec. 9.01

Proposed change:

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Reason for change:

Sec. 3.03 Reduced Pole Flag Lots and Small Lot Option would allow greater site feasibility and flexibility for small footprint housing on individual lots at lower price points. Shallow setbacks improve building placement feasibility on narrow and/or long/deep urban lots. The change is also key for fee-simple lot and home mortgage financing, plus water and sewer utility connection requirements (City of Hendersonville Utilities policy only allows a utility easement crossing of one other property). Sec.8.02 Removing this clause will reduce confusion and improve fairness and consistency for calculating lot area for Flag Lots and Reduced Pole Flag Lots. Sec. 9.01 Adding these definitions adds clarity and predictability for the use of these configuration options for small affordable lot and housing development.

Applicant Name:

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**Official Use:**

Date Received:

Received By:

Fee Received:

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