Village of Flat Rock, North Carolina

Comprehensive Land Use Plan
Village Council

Robert V. Staton, Mayor
Nick Weedman, Vice Mayor
David H. Bucher
Ron Davis
Don Farr
Jimmy Chandler
Jim Wert

Village Clerk - Michelle Parker
Deputy Village Clerk - Martha M. Orr
Village Administrator/Zoning Administrator - Judy M. Boleman

Village Planning Board

Jan Partin, Chair
Larry Blair, Vice Chair
Bill Boswell, Secretary
Kathy Brady
Lee Luebbe
Park Rayfield
Michael Thompson

Village Land Use Plan Committee

Jan Partin, Chair
Jimmy Chandler
Don Farr
Charles Kuykendall
Park Rayfield
Lee Luebbe
Anne Coletta
Judy Boleman

The planning committee gratefully acknowledges the help and advice of the following people in the research, writing and review of this plan:

Autumn Radcliff, Interim Planning Director, Henderson County Planning Department
Marcus A. Jones, PE, Henderson County Solid Waste and Environmental Programs Division
Megan Piner, MPA, Henderson County Solid Waste and Environmental Programs Division

Uncredited photos used throughout the plan were graciously donated by Historic Flat Rock, Inc., Judy Boleman, Ron Partin and Anne Coletta.

Assistance provided by:

[Logo]

This plan was adopted by the Village Council on July 11, 2013.

Comprehensive Land Use Plan 2013
Table of Contents

INTRODUCTION ........................................................................................................ 1
  What Is A Comprehensive Land Use Plan? 1
  How Will This Plan Be Used? 1
  How This Plan Relates To The 1998 Comprehensive Land Use Plan. 1
  How This Plan Relates To The 2004 Strategic Growth Master Plan. 1
  How This Plan Was Created. 2
  How The Plan Is Organized. 2

OUR VISION .............................................................................................................. 3
  What Is The Character Of Flat Rock? 3

HOW FLAT ROCK GOT ITS NAME. ................................................................. 3
  What Are Flat Rock’s Vision And Mission For The Future? 3

ACTION ELEMENTS .......................................................................................... 4
  Historic Preservation 11
  Intergovernmental Coordination 21
  Land Use 4
  Open Space & Recreation 9
  Transportation 13
  Utilities & Waste 17

FUTURE LAND USE ......................................................................................... 23
  Future Land Use Categories 23

IMPLEMENTATION ........................................................................................... 26

SOURCES ............................................................................................................. 27
The great flat rock, a large outcrop of relatively flat granite, was the site of Cherokee trading and a gathering place for both Native Americans and early American traders. Located today on the site of the Flat Rock Playhouse, the great flat rock is the source of the Village name and an unmistakable landmark.
INTRODUCTION

What Is A Comprehensive Land Use Plan?

A community can undertake many types of planning activities. One of the most important planning activities is the creation of a comprehensive land use plan. This type of plan is focused on the existing land uses and how a community lives on, moves around, and uses the land. Uses, roads, utilities, recreation, environmental space and impacts, and alternative transportation are topics common to such a plan.

How Will This Plan Be Used?

As a comprehensive guide laying out how the Village wants to develop in the future, the Plan will be used to inform decisions made by the Village and those investing in the Village. It provides the information needed for Village staff to assist developers and boards, as well as information the Planning Board and Village Council will need to help them make land use decisions. The Land Development Ordinance, a consolidated set of regulations that prescribe standards for the development, subdivision and use of land, is based on and tied to a comprehensive plan.

Citizens interested in expanding a business or just concerned about where and how the Village is likely to grow in the future will want to be familiar with this plan. It is a living document that needs to be updated often, preferably every five years, and reviewed annually to remain an accurate description of what the Village wants and needs. Village staff will maintain the latest updates and information.

How This Plan Relates To The 1998 Comprehensive Land Use Plan.

This plan rewrites and replaces the 1998 Comprehensive Land Use Plan. While that plan served our purpose when it was adopted, it quickly became outdated and under used. This Comprehensive Plan will be updated regularly and continuously to provide guidance for citizens, developers, and Village leaders.

How This Plan Relates To The 2004 Strategic Growth Master Plan.

This Plan is a companion to the 2004 Strategic Growth Master Plan. Whenever there is a conflict between the vision and actions in this Plan and those in the 2004 plan, this Plan shall govern.
How This Plan Was Created.

This Comprehensive Land Use Plan was developed by the Village Land Use Plan Committee with editing and writing assistance provided by Carol Rhea with the Orion Planning Group. The committee spent hours researching and discussing materials relevant to the future of the Village and wrote reports chronicling their findings. Public input methods were discussed including surveys, workshops, and stakeholder meetings. In lieu of additional public input sessions the committee felt that the results of all of the previous public input sessions as well as still relevant plans such as the 2004 Strategic Growth Master Plan could be used to guide their work during the development of the Land Use Plan and that the public hearing held by the Village Council would be sufficient to generate input specific to this Plan.

How This Plan Is Organized.

This Plan is composed of four main sections: 1) Our Vision, 2) Actions, 3) Future Land Use, and 4) Implementation. Each of these sections is critical to the overall plan and to understanding how the Village perceives and plans for land uses now and in the future.

The Vision guides the overall plan and is a statement of what Flat Rock residents value and want to protect in the Village. The Actions focus on six topics that make up and influence land use and the development of land. Each topic has a goal that ties into the Vision and establishes a framework for the actions that follow. Actions are included with each topic that lay out specific steps or actions the Village can take to achieve the stated goal. Some topics also include objectives, which organize the actions and act as sub-goals. The Future Land Use section establishes a fairly specific guide for where particular land uses will be encouraged in the future. The Village’s Land Development Ordinance, not this plan, actually regulates land use within the Village. The Implementation section takes each action included in the Plan and specifies expected outcomes, measures of progress, time frames, and potential partners for each action statement.

Vision - It reaches beyond the thing that is, into the conception of what can be. Imagination gives you the picture. Vision gives you the impulse to make the picture your own.

Robert Collier
OUR VISION

What Is The Character Of Flat Rock?

From its roots as a summer residence of Charleston town home and plantation owners to its current identity as a small quiet village featuring low density quality homes, Flat Rock offers a high quality of life. A mild four season climate in a mountain setting, forested areas of large trees and native plants balanced by open vistas have provided the inspiration for how Flat Rock has developed through the years and is the foundation for our future as evidenced in this Plan.

How Flat Rock Got Its Name.

Flat Rock is built around a tremendous outcrop of granite that is said to have been the site of Cherokee Indian gatherings as well as a site used by early traders. The main rock is mostly flat and large portions remain exposed on the grounds of the Flat Rock Playhouse. Thus the community became known as Flat Rock.

What Are Flat Rock’s Vision And Mission For The Future?

Flat Rock desires limited growth managed consistently with its character and complementary to existing development.

Nearly all of the land within the Village is held in private ownership. The Village respects ownership rights and believes in limiting regulations and mandates on individual properties.

Striking a proper balance between managing growth and property rights will require cooperative partnerships, proactive involvement with new development, preemptive planning and vigilant monitoring.


ACTIONS ELEMEENTS

The focus of this plan is on those elements that impact the use and development of land within the Village of Flat Rock. Six specific topics were chosen: Land Use, Open Space & Recreation, Historic Preservation, Transportation, Utilities & Waste and Intergovernmental Coordination. Each of these topics is covered in detail below starting with a goal statement and narrative and ending with specific objectives and actions that the Village should pursue to help it reach the goal. When put together, the goals help to fulfill the Village Mission Statement and move the Village closer to its vision.

Land Use

Goal: Maintain current land use patterns and densities within and adjacent to the Village with a focus on limiting non-residential development, encouraging single-family detached residential uses, and encouraging the conservation of open space.

According to North Carolina State Data Center estimates, Flat Rock had a population of 3,114 permanent residents in 2010 increasing to 3,159 by 2011— a growth rate of nearly 1.5% for the year. As this indicates, Flat Rock is growing and will continue to grow requiring people to spread out across the landscape. This spread-out pattern of development breaks up open spaces, forests and farm land and can result in degradation of scenic and environmental quality. Since open space is integral to the history and overall feel of the Village, the loss of open space will also seriously impact Village character.

Of the approximately 5,200 acres of land in Flat Rock, about 22% (1,154 acres) is still undeveloped. A small amount of the undeveloped land is mountainous with some undevelopable slopes of more than 60%. Some acres are also located in unbuildable flood plains. Floodplain maps are maintained in the office of the Village Administrator. Much of the remaining acreage, however is located in large tracts of land under single ownership. This remaining buildable acreage could support significant residential development, especially following the installation of public sewers.

The primary land development tool within the Village is the Land Development Ordinance. Adopted in 2010 and amended in 2012, it provides controls on future development to help ensure that what is built is an asset to the Village. In order to remain relevant, however, the ordinance must be evaluated periodically and updated as needed to deal with new issues and better address the interests of the Village.

Flat Rock Population Projections

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>3,114</td>
</tr>
<tr>
<td>2020</td>
<td>4,189</td>
</tr>
<tr>
<td>2035</td>
<td>6,535</td>
</tr>
</tbody>
</table>

Source: Henderson County Planning Department
Flat Rock was originally settled as a low density, large tract residential village. Many of the homes were seasonal summer homes belonging to wealthy Charleston planters and businessmen. Over the years the homes and land have changed hands many times. Some have been preserved, some have been demolished, and some sit on much smaller tracts as lands around them were subdivided and sold for housing development. The increasing cost of maintaining these estates and homes makes them attractive for such subdivision and the possible adaptive reuse as inns, offices, and businesses. This is a concern among villagers since the legacy of historic properties and low density rural lot sizes have helped to maintain the quiet, secluded feel of the Village.

The vast majority of the land in Flat Rock is currently residentially zoned or developed. Single-family homes on parcels greater than 40,000 square feet of land (R40 zoning) are the norm. If all of the developable land was built out according to current zoning requirements, and persons per household as reported by the 2010 US Census of Population and Housing remained constant, the total build-out population for Flat Rock would be 6,535. However, there are a few multifamily and mixed-use districts scattered throughout the Village, which have been accounted for in the build-out projection.

With a median age of more than 60 years, as reported by the US Census in the 2010 Census of Population and Housing, Flat Rock is largely a village of older professionals and retirees. Its citizens are active and still value the quality of life afforded by detached single-family homes. When last surveyed in the mid-2000s, residents had no interest in allowing or pursuing contemporary retirement communities, including life care communities that can be found nearby.

There is limited commercial activity within the center of the Village along Greenville Highway where approximately 14 acres are commercially zoned. Other commercial uses can be found scattered among the residential areas, including small shops, historic inns, and bed and breakfast inns. The Northeastern quadrant of the Village includes the most diverse mixture of uses with residential development of varying densities, mixed commercial, recreational and lodging uses.

A 2004 citizen survey showed that 64% of respondents felt that the amount of commercial development in Flat Rock is “about right.” Thirteen percent felt that more commercial is needed, and 23% felt that there is currently too much commercial development in Flat Rock. Of those who would like to see additional commercial development in Flat Rock, the top desires expressed, in order, were small restaurants (74%), specialty retail (44%), bed and breakfast inns (44%), professional offices and services (38%), and convenience grocery (31%). There are currently 5.89 acres of undeveloped commercial acreage in the Village.
Objective: Protect the low density and quiet feel of Flat Rock. Actions:

1.1 Continue R40 zoning to permit low-density residential use.

1.2 Obtain Extraterritorial Jurisdiction on the southern boundary of the Village and southwest of Little River Road.

1.3 Protect residents from slope hazards by continuing to enforce current Village standards for slope development.

1.4 Continue to manage the Land Development Ordinance that would allow the Village to manage mountain ridge development.

1.5 Preserve historic properties and features throughout the Village however possible including through tax incentives.

Objective: Limit the extent of non-residential development.

Actions:

1.6 Maintain the Village Center as the heart of the Village and the location of most non residential uses.
LAND USE WITHIN THE VILLAGE

The following series of maps indicates land use within three distinct sections of the Village. Yellow indicates residential uses, red indicates private historic properties, green indicates undeveloped properties, blue indicates water and all other colors indicate all other uses, specifically commercial properties, camps, government properties, and Connemara National Historic Site.

Note: The section maps are not to scale.
Open Space & Recreation

Goal: Maintain and enhance quality, meaningful open space and recreational opportunities.

To a large degree, the character of Flat Rock is dependent upon the amount and location of its open spaces. The vast majority of this open space is held in private ownership as part of large estates and remnant farms. Some of the open space serves an important function as floodplains that provide storage for stormwater during significant rain events and some protects sensitive slope areas.

It is no wonder that Village residents like their open spaces. Open spaces define the Village and are an integral part of its character. The 2004 Citizen Survey showed that 69% of respondents would recommend incentives for encouraging individual property owners permanently to preserve open space on their properties. Fifty-six percent favored the preservation of open space through land purchase or purchase of development rights. Approximately 500 acres in the Village are now protected by conservation easements or government ownership.

Clustered subdivisions, currently permitted in the Land Development Ordinance, allow homes on smaller lots, requiring a minimum amount of open space to be permanently preserved. Clustering helps preserve open spaces and maintain Village character, especially if required open space promotes and helps to protect agricultural lands, view corridors, environmentally important land, parkland, historic properties, and street corridors.

The Village of Flat Rock is close to the City of Hendersonville and is surrounded by plentiful recreational opportunities. Still, 50% of residents in the May 2010 survey favored a network of trails as their primary recreational enhancement to permit walking and hiking.

Carl Sandburg National Historic site pasture
Historic properties may offer future additional recreational opportunities. Despite tax incentives to maintain historic character, the cost of maintenance and repair will likely cause some of these properties to be sold and developed. These tracts may offer the Village opportunities to establish other recreational sites. Encouragement of land donation for such purposes will be an avenue worth pursuing.

Parks and recreational venues attract users from Flat Rock, Hendersonville, and the other areas throughout Henderson County and the broader region. For this reason future facilities may be planned, constructed and maintained collaboratively. This will require close participation of Flat Rock with the appropriate planning board for Henderson County.

**Objective: Protect Village character by preserving open space.**

**Actions:**

2.1 Continue to include provisions in the Land Development Ordinance that maintain open spaces and encourage recreation/open space areas in new subdivisions.

2.2 Preserve open space by educating property owners about the benefits of tax incentives and estate planning.

2.3 Maintain close contact with the Carolina Mountain Land Conservancy for assistance in preserving farm, forest and natural lands.

**Objective: Maintain and enhance recreational opportunities within the Village.**

**Actions:**

2.4. Maintain a detailed long range multi-use trails plan.

2.5. Coordinate with and support Henderson County efforts to provide active recreation opportunities for Village residents including parks and biking paths.
Historic Preservation

Goal: Preserve the unique history of Flat Rock by protecting historic sites from destruction, inappropriate reuse and development, and the encroachment of incompatible land uses.

The Village of Flat Rock has a unique and historic sense of place that has long drawn admiration and investment. Its special charm dates back over two centuries and has over those centuries drawn fascinating and varied people from self-sufficient pioneers to Charleston planters to modern day families and retirees from around the world. Few small towns can claim the many and varied assets possessed by Flat Rock. Flat Rock can claim many historic structures – of which a large number are well over 100 years old. It can also claim a national historic site, Connemara, the former home of Carl Sandburg, which is situated on 264 scenic acres. Furthermore, the Village possesses scenic byways, beautiful tree-canopied lanes and roads, a critically acclaimed theater, the first Episcopal church in western North Carolina, and the oldest still-operating inn in North Carolina. A number of our roads date back to pioneer days, and even further back to trails made by the Cherokee Indians. Flat Rock was placed on the National Register of Historic Places as the Historic Flat Rock District in 1973.

All of these treasures as well as those unnamed contribute to the quaintness, beauty, history, and uniqueness that give Flat Rock its charm. This unique charm needs to be preserved and even enhanced for the many people who will reside here in future generations.

Objective: Maintain a strong focus on preserving historic open spaces, historic properties, features and vistas.

Actions:

3.1 Focus on protecting our historic landscape features, not just structures, such as beautiful stone columns and quaint fences.

3.2 Pursue historic landmark designations.

3.3 Work with Historic Flat Rock, Inc. to educate Village residents on the benefits of adding preservation easements on their historic homes and/or their properties.

3.4 Encourage Historic Flat Rock, Inc. in its efforts to recognize historic preservation and property beautification efforts within the Village. Continue to update the Land Development Ordinance and Historic Landmark Ordinance to ensure they are protecting historic resources, character, and landscapes and ensure their diligent administration and enforcement.
3.5 Encourage Historic Flat Rock, Inc. to continue to save endangered historic buildings and associated lands.

3.6 Maintain a good, close working relationship with Historic Flat Rock, Inc. to ensure the Village retains its charm and history for generations to come.

**Objective:** *Remain vigilant in maintaining the beautiful tree-canopied byways, vistas and lush vegetation that are essential to the character of the Village.*

**Actions:**

3.7 Invest in maintaining the health of our hemlocks and other native vegetation, especially along our scenic byways.

3.8 Be diligent in future dealings with the North Carolina Department of Transportation (NC- DOT) to ensure that road improvements and new intersections preserve the tree canopy and roadside vegetation to the maximum extent practicable.

3.9 Keep up with any possible future NCDOT plans that could impact historic byways.

3.10 Pursue additional scenic designations.

3.11 Encourage Duke Energy to move toward placing all utility lines underground, especially along our scenic byways.

3.12 Continue to advocate for the protection of the views and vistas around the Carl Sandburg Home National Historic Site including encouraging the addition of acreage around the property when available.
Transportation

Goal: Maintain and improve transportation infrastructure and choices within the Village that respect and reinforce Village character.

Few public lands affect the character and perceived quality of a place as significantly as roads. Moving from one place to another along public roads we experience not only the physical characteristics of the road itself, but develop opinions about places adjacent to the roads and the communities in which they exist. Flat Rock is traversed by many two lane roads. They thread through forests, wend around hills and rocks, and rise and fall to the tempo of the land. Roadways are graced by historic homes, private drives, inns, rhododendrons, and quaint stores. Travelers enjoy views of Connemara, Glassy Mountain, lakes, ponds and streams, and the big flat rock that gave the Village its name. Our roadways help tell our story. They encourage us to slow down, breathe deeper, and relax. They beckon travelers to stop and stay a while.

All public roads within the Village are owned and maintained by NCDOT, except for Village Center Drive and private roads within several subdivisions. In the 1990s, the state had plans to widen Greenville Highway, the major north-south road through the Village. Designated US 25, this road carried a lot of through traffic projected to increase in coming years. Greenville Highway, however, is a scenic byway and signature road within the Village. Widening would destroy the tree canopy, roadside vegetation, historic features and ambience that characterize it from one end of the Village to the other. Realizing this, Village leaders worked with NCDOT to reroute traffic by designating Spartanburg Highway as federal highway US 25 and redesignating Greenville Highway as state highway NC 225. The Village has a critical, vested interest in making sure that future improvements to Greenville Highway and other roads within the Village respect the character of the Village, especially our unique history, trees and scenic vistas.

While most of the focus on transportation within the Village has been on moving automobiles, there is increasing demand and need for a transportation network that addresses the needs of cyclists and pedestrians as well. On-road facilities such as sidewalks and bicycle lanes and routes are needed in strategic places. Off road greenways and multi-use trails would improve recreational opportunities and help residents and visitors experience Flat Rock the way early settlers did.

Objective: Work closely with allied partners to ensure that existing and future facilities will meet the needs of Flat Rock’s citizens.

Actions:

4.1 Work in close association with the North Carolina Department of Transportation (NC-
DOT) continually to improve area roadways and transportation systems for vehicles, bicyclists, and pedestrians consistent with Village policy and planning goals.

4.2 Appoint representative(s) of elected officials and volunteers to represent Flat Rock to the French Broad River Metropolitan Planning Organization’s Transportation Committee, the Henderson County Transportation Advisory Committee and all other transportation related committees, agencies and government bodies.

4.3 Monitor the condition of existing Village roads for needed repair and improvement, resurfacing and other maintenance activities as necessary. Report any such needs to the appropriate NCDOT Division for resolution.

4.4 Work with NCDOT to select roadway cross sections that incorporate bicycle lanes, multiuse paths, sidewalks, and traffic calming features as needed for given roadways

**Objective: Protect the beauty of Village roadways.**

**Actions:**

4.5 Continue to promote scenic byway preservation through the Tree Preservation Ordinance and other tree and native vegetation preservation regulations.

4.6 Work with residents to eradicate invasive, non-native vegetation such as kudzu.

4.7 Support the Kudzu Control Committee and Village-provided kudzu control services throughout the Village.

**Objective: Create and expand alternative transportation systems and existing bike routes.**

**Actions:**

4.8 Develop sidewalks and multi-use trails using best management practices that are cost effective and harmonious with the natural environment for the enjoyment of residents and tourists.

4.9 Support the Greenways Committee and charge them to develop and maintain a greenways, trails and sidewalks master plan that:

   a. Identifies current utilities, roads and drainage easements on which portions of the greenway could be located.
b. Requires portions of planned greenways located within proposed subdivisions to be developed and reserved by the developer.

c. Connects to greenways in adjacent jurisdictions whenever possible.

d. Creates a system for identifying and marking vegetation along greenways to educate users on the natural flora and fauna present in the area.

e. Identifies changes that are needed to Village policies to enhance sidewalk, trail and bicycle lane features of all future development.

f. Encourages utilities to include trail easements in their negotiations for utility easements.
PLANNED TRAILS, PATHS AND SIDEWALKS
Utilities & Waste

Goal: Maintain adequate utilities and waste disposal options to meet the needs of Village residents while minimizing adverse impacts of utilities and waste on community appearance, environmental quality and safety.

A reliable source of good drinking water and proper sanitation are requirements for a healthy, vibrant community. As communities evolve from low density to more urban density development patterns, private wells and septic systems are necessarily replaced with public systems, and backyard disposal of rubbish is replaced with solid waste collection and central disposal. Public water and sewer lines can follow growth or lead it. Knowing where capacity is in existing lines and where future lines are planned is critical to the Village and its desire to manage growth and its impacts. Careful monitoring of solid waste issues is also vital to growth of a healthy community, balanced with environmental concerns for water and the conservation of landfill space.

Flat Rock does not currently own or maintain any utility systems. The city of Hendersonville is the sole provider of public water within the Village and provides water to most of the homes. There are still an undetermined number of wells in the more rural areas. Water pressure has been a concern in the Village and there are several pump stations located in the Village to help alleviate the situation. Several developments such as Woodhaven have semi-private water systems.

There are some households on the City of Hendersonville public sewer system, mostly located on or off of Greenville Highway, but most treatment is provided by privately owned septic systems. At this point, there is no plan by Henderson County to extend the sewer system further into the Village. Onsite wastewater works extremely well for most residents and a public wastewater system would be costly. This does not rule out the possibility of future opportunities to connect to a public system. In the meantime, the Village should focus on helping residents to maintain private systems by providing education in conjunction with the Henderson County Health Department.

Duke Energy provides electricity to the Village and natural gas is provided by PSNC Energy to most areas. The impact of electric distribution lines on the landscape and appearance of neighborhoods is a great concern of our residents. While the Land Development Ordinance has been updated to cover these issues, further delineation and clarification may be needed to ensure that all concerns are addressed. In addition, the use of electricity to provide outdoor lighting of private property and street lights can be very intrusive and, while lighting is addressed in the Land Development Ordinance it will continue to be a concern and should be further reviewed.

Improper lighting can cause light pollution and light trespass. Light pollution, which is any adverse effect of manmade lighting, often occurs when light is directed skyward or at angles above the
horizon. Light trespass, a form of light pollution, occurs when light falls where it is not needed or wanted such as on neighboring properties or within a road corridor. Another negative affect of bad lighting is glare. Glare occurs when a source of light within the visual field is sufficiently brighter than the levels to which the eyes are adapted. With a population of older residents in the Village, this could be a safety issue.

The International Dark-Sky Association (IDA), created to promote quality outdoor lighting in order to preserve the night-time sky, is in the process of creating a new model lighting ordinance. This ordinance should be reviewed by the Village when considering amendments to the Land Development Ordinance to better control light pollution and light trespass. The IDA also provides a list of IDA-approved dark sky friendly lighting products.

Currently the Village has a stormwater management plan that is enforced by Henderson County. Storm water is generated by rainfall running off undeveloped land, paved surfaces, roof tops, and grassed areas. Pollutants including oils, fertilizers, pesticides, herbicides, soil and trash are carried by stormwater onto adjacent properties and into creeks and lakes. Polluted runoff is our nation’s number one threat to clean water and poses a threat to the continued health of the Village’s creeks and wetlands. Although this is currently addressed in the Land Development Ordinance, suggestions for low impact stormwater design could be expanded to areas other than new development and guidelines could be provided. For further information, refer to North Carolina Department of Water Quality’s Stormwater BMP (Best Management Practices) Manual for Low Impact Design.

The improper disposal of solid waste can affect environmental quality and community character within the Village. Rubbish, old appliances, hazardous waste, construction and demolition materials, and yard waste are all part of the waste stream that Henderson County and its municipalities must control.

Flat Rock does not provide any solid waste services, but the Village is part of the Henderson County Solid Waste Plan, update of which was approved by the Village Council in July 2012. All regular waste removal within the Village is provided by private haulers, but the county will provide recycling material collection for special events on a request basis. Henderson County has not met the state goal for 40% reduction in landfill tonnage and is currently trying to increase recycling and actively looking for a site for yard waste composting. The Village can assist the county with its goal by encouraging the reduction of solid waste, increasing its participation in recycling through education, and supporting composting.
**Objective: Ensure the provision of adequate public utilities.**

**Actions:**

5.1 Maintain up-to-date records of planned future utilities expansions.

5.2 Work with the City of Hendersonville to maintain adequate water pressures for fire fighting and daily use.

5.3 Work with Henderson County Environmental Health to provide education and information to Village residents about the proper maintenance and repair of private wells and septic systems.

**Objective: Minimize adverse impacts related to utilities.**

**Actions:**

5.4 Continue to require all future distribution lines to be located underground in new developments.

5.5 Work with utility providers to underground existing distribution lines for electric, cable, telephone and fiber optic wherever practical.

5.6 Evaluate the Village’s lighting standards against new model regulations to determine whether or not changes are needed to protect the health, safety and welfare of Village residents.

5.7 Review Best Management Practices for Low Impact Design (LID) and recommend changes to the Land Development Ordinance as necessary to require LID for stormwater systems.

5.8 Meet with Duke Energy and determine their future plans to underground utilities.

**Objective: Reduce the volume of solid waste disposed of in landfills by Village residents.**

**Actions:**

5.9 Promote recycling at Village-sponsored events by requesting blue recycle barrels from the county.

5.10 Encourage organizers of events not sponsored by the Village to coordinate with the county for recycling collection.
5.11 Promote recycling by providing educational and operational materials for residents at the Village Hall.

5.12 Include recycling articles and information in the Village newsletter.

5.13 Explore investing in 90 gallon recycling containers for Village residents to promote more recycling.

5.14 Promote Henderson County’s hazardous waste disposal facilities and events to help ensure the safe disposal of these wastes.

5.15 Continue the Shred Program for Flat Rock residents and businesses.
Intergovernmental Coordination

**Goal:** Maintain and promote intergovernmental coordination and cooperation as a means of addressing land development issues in order to safeguard and promote the interests of Flat Rock.

- The Village of Flat Rock has legal boundaries, but the impacts of and opportunities presented by growth do not. Stormwater, state roads, land use, utilities, parks, open space, and waste collection are issues that routinely cross our borders and require us to work with our jurisdictional neighbors. To safeguard and promote its land development interests, the Village interacts on a regular basis with various agencies, groups and committees representing the region as well as county, state and federal government as follows:

- Flat Rock coordinates with the National Park Service to ensure that the interests of both the Village and the Carl Sandburg Home National Historic Site are coordinated and addressed as needed.

- The State of North Carolina owns, maintains and plans for nearly all roads within the Village. The Village of Flat Rock offers input and tracks many NCDOT activities. As part of road Planning, the Village also works with the French Broad River Metropolitan Planning Organization (MPO), a regional transportation group composed of representatives from local governments. Stormwater and flooding require the Village to interact with Henderson County, NC Emergency Management, and the Federal Emergency Management Agency (FEMA).

- Protecting the trees and wooded areas that are a significant part of our character requires us to work with the North Carolina Forest Service.

- Protecting wildlife and habitat means we must interact with the NC Wildlife Resources Commission, the US Fish and Wildlife Service, and the US Army Corps of Engineers as needed.

- The Land-of-Sky Regional council is involved with a number of initiatives that impact or have the potential to impact land development within Flat Rock. This is one group with which the Village has regular and frequent contact.

- The Henderson County Planning Department is responsible for planning in all unincorporated areas of the county. It is important to carefully plan and coordinate uses in the places where their jurisdiction and ours abut. Likewise, it is equally important that the Village interacts on a regular basis with the county zoning administrator and county engineer on land development-related issues.
• The Local Government Committee for Cooperative Action (LGCCA) meets quarterly (Jan, April, July, Oct) at the Henderson County Historic Courthouse. This committee is made up of representatives from each municipality (mayor and one other elected official) in Henderson County, as well as the county (county commission chair and one other), and was created to provide a forum for leaders to discuss relevant issues and share information between jurisdictions.

**Actions:**

6.1 Maintain and strengthen relationships with local, regional, state and federal agencies.

6.2 Promote opportunities for Village residents to participate in projects and activities that have the potential to impact land development within the Village, including attending public workshops and hearings.

6.3 Initiate meetings with other governments as needed to inform them of Village projects and to engage in meaningful dialogue on land development-related topics of interest to the Village.

6.4 Maintain a list of intergovernmental contacts kept on file by the Village Administrator.

6.5 Maintain regular contact as needed between the Village Administrator and the Henderson County Manager, as well as other city and town managers.
FUTURE LAND USE

Henderson County is projected to continue to grow over the next 25 years and Flat Rock is expecting to accommodate some of that growth. However, it is the intent of Village residents and leaders to maintain the qualities that make Flat Rock such a desirable community. That includes maintaining current land use patterns. Because no significant land use changes are expected or encouraged, the Village Zoning Map reflects not only current land use but future land use patterns for the term of this Plan. For that reason, the Zoning Map is included herein and serves as the Future Land Use Map.

Future Land Use Categories

The following descriptions apply to the categories shown on the Zoning Map.

The R-40 district is principally for low-density, single-family residential development on large lots, open space and limited public and semi-public uses that are compatible with the low density residential character of the district. Minimum of approximately 1 acre lots.

The R-20 district is principally for low-density, single-family residential development on half acre lots, open space and limited public and semi-public uses that are compatible with the low-density residential character of the district. Minimum of approximately 1/2 acre lots.

The R-20-MH is principally for low-density, single-family residential development, open space and limited public and semi-public uses that are compatible with the low density residential character of the district. The district is associated with residential areas that have been developed with a mix of traditional single-family dwellings and manufactured or mobile homes.

The R-10 district is principally for medium-density residential development, single-family, open space and limited public and semi-public uses that are compatible with the medium density residential character of the district. It has access to public water and sewer systems, and to thoroughfares and existing development patterns that have higher densities and intensities of use. Minimum of approximately 1/4 acre lots.

The P-A district is a district in which the principal use is for performing arts uses. The purpose of this district is to protect the existing performing arts uses in the district and promote future development and uses that are compatible.

The C-1 commercial district is principally for limited commercial activities. The purpose of this district is to provide concentrated areas for limited commercial retail sales and services for residents and visitors to the Village.
**The N-P district** is the site of the Carl Sandburg Home National Historic Site, a unit of the National Park System administered by the National Park Service, U.S. Department of the Interior. Its stated purpose is “to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.” (NPS organic act, 16 USC 1.)

**The R-C district** accommodates conference center facilities developed in a manner that is compatible with the existing residential character within the district.

**The H-I Historic Inn District** is principally for historic inn lodging facilities and landscapes. It is the intent of this district to protect the unique character and historic integrity of the inn and its natural landscape settings; provide for the future developmental needs of the facility to remain an economically productive establishment; and to safeguard the residential character of 38 adjacent properties.

**The M-F district** is principally for multifamily residential development. The construction, expansion or reconstruction of multifamily dwellings shall conform to the maximum density of eight units per acre, based upon the buildable acreage; and shall have access to and utilize a municipal water and municipal sewage disposal system.

**The M-L district** is principally for lodging facilities. It is the intent of this district to protect the character and integrity of the lodging facilities; to provide for the facilities to remain an economically productive establishment; and to safeguard the residential character of adjacent properties.

**The GCPS district** is principally for the administration of government. The primary purpose of this district is to provide for governmental functions and services for residents and visitors to the Village. An additional purpose of the district is to provide facilities for use by civic and other nonprofit, public service organizations.

**The Residential Planned Unit Development Conditional Overlay District (RPUD-COD)** provides a creative and aesthetic approach for residential development to be incorporated within a single site plan. Development within this district provides a level of residential density suited to the district in which it is located and the capacity of the land and utilities available at the site.

**The Commercial Planned Unit Development Conditional Overlay District (CPUD-COD)** provides a creative and aesthetic approach for commercial development to be incorporated within a single site plan.
IMPLEMENTATION

Implementation of the Comprehensive Land Use Plan will be guided by a separate Implementation Plan prepared and maintained by the Village Planning Board. The Implementation Plan will exist as a companion to this plan and will be reviewed by the Planning Board at least two times per year. Copies of this plan may be obtained from the Village Administrator.

*Hazard Mitigation Plan*, 2011, Henderson County.


*Scenic Byways Study*, 2012, Carolina Mountain Land Conservancy.

*Solid Waste Management Plan*, Update 2012, Henderson County.

*Subdivision Roads - Minimum Construction Standards*, January 2010, NCDOT.

*Traffic Study re the Channelization Island at Entrance to Singleton Centre*, 2012, Mattern and Craig Consulting Engineers.