

# Agenda for Regular Meeting Worksession Buncombe County Planning Board February 19, 2024

### Meeting will be at the Board of Commissioners' Chambers, 200 College Street Asheville, NC 28801

- Call to Order
- Announcements Nancy Waldrop
- Roll Call of Board Members
- Approval of Agenda
- Approval of Minutes February 5, 2025
- Comprehensive Plan Implementation Worksession (ZPH2023-00038 Module 1: Short Term Rentals-Review of proposal
  - Purpose of Worksession
    - Planning Board members review the staff proposed text amendment language and come to a consensus regarding Planning Board requested changes
    - Planning Board members approve the proposed process and meeting schedule
- Adjourn

Public Comment will not be taken at this meeting. Comments regarding the short term rental text module can be emailed to <u>planninginfo@buncombecounty.org</u> for distribution to the Planning Board.



#### **Notice of Meeting Location-February 19, 2023**

This notice is for your information only; there is no required response or action If you have any questions about this special meeting, please call **828-250-4830** or e-mail **planninginfo@buncombecounty.org** 

Notice is hereby given that the Buncombe County Planning Board will hold their February 19, 2023 meeting at the Buncombe County Board of Commissioners' Chambers, at 200 College Street. *This meeting will be a work session and public comment will not be taken.* 

#### Buncombe County Planning Board February 5, 2024 Special Called Work-Session Minutes

The Buncombe County Planning Board met on February 5, 2024, at 200 College St., Asheville, NC 28801

Planning Board members present were Nancy Waldrop-Chairperson, Ken Kahn-Vice Chair, Tim Collins, Billy Taylor, Mike Fisher, Anthony Coxie, Eric Robinson and John Noor.

Also, present were Terri Rogers, Gillian Phillips, Shannon Capezzali, Planning Staff; Rafael Baptista, James Shelton, Strategy & Innovation Staff; Nathan Pennington-Planning Director; and Curt Euler, County Attorney.

#### Call to Order

Chair Ms. Waldrop called the meeting to order at 9:33 am.

#### Announcements

Mr. Pennington shared that this Board is compiled of volunteers who make recommendations to the Board of Commissioners. Ken Kahn made a motion to restrict public comment during the meeting, seconded by Tim Collins, and passed unanimously.

#### **Roll Call of Board Members**

Complete.

#### **Approval of Agenda**

Mr. Kahn made a motion to approve the agenda, seconded by Mr. Fisher, and passed unanimously.

#### Approval of Minutes (January 22, 2024)

Mr. Kahn made a motion to approve the January 22, 2024, meeting minutes, seconded by Mr. Fisher, and passed unanimously.

#### **Comprehensive Plan Implementation**

#### ZPH2023-00038 Module 1: Short-Term Rentals

Nathan Pennington introduced the concept of the meeting and invited the Board to ask questions throughout. The discussion included review of the proposed timeline for the STR topic reminder of the Board's previous discussions and January public listening session, and proposed tentative schedule for the text amendment review process. Also discussed was information provided to the Board, and current court cases happening in the State regarding regulation of short-term rentals. Mr. Baptista explained what data the Strategy and Innovation department had obtained from the AirDNA data service regarding short-term rentals, indicated that this type of data is complicated to collect, and hard to capture, and that there appears to be approximately 6,000 STRs in the county.

Mr. Pennington discussed housing supply issues, how supply relates to the proposed regulations, and other issues with Short Term Rentals that were not related to supply or affordability. These included

nuisances, community character, health and safety issues, and the use of non-habitable structures as lodging.

Mr. Pennington also shared the following topics with discussion amongst Board members:

- non-conformities (grandfathering) of current units of STR's
- Summarized proposed STR regulatory concepts
- Development types which would prohibit STR's
- Creating special requirements for STR's in permitted districts
- Transferring deed ownership would end the Grandfathering status, and possible amortization options

A PowerPoint has been attached to these meeting minutes of the topics of discussion made by Mr. Pennington.

Ms. Waldrop indicated that the next Planning Board meeting would be another work session for the Board and will be held on Monday, February 19, 2024. Ms. Phillips requested that the Board decide whether to allow public comment at the next work session, as they would already be holding a public listening session some time in March. Mr. Noor requested that individuals with questions about the discussion email comments to staff to share with the Planning Board members.

Mr. Kahn made a motion to not have public comment at the next February 19 work session, seconded by Mr. Collins, and passed unanimously.

#### Adjourn

Mr. Taylor made a motion to adjourn the meeting seconded by Mr. Collins. The meeting adjourned at 11:35 A.M.



### MODULE 1 - SHORT TERM RENTALS

Presented by

### Planning & Development Department

#### **PURPOSE OF MEETING:**

- 1. Board members to review the proposed text amendment language and come to a consensus regarding changes.
- 2. Board members approve process and meeting schedule

#### **AGENDA:**

- 1. Comprehensive Plan guidance
- 2. Purpose of this text amendment
- 3. Housing supply
- 4. AirDNA data follow-up from last meeting
- 5. Text Amendment process and timeline
- 6. Current issues with STRs
- 7. Review of language and Board decisions

# AGENDA ITEM: COMPREHENSIVE PLAN

## COMP PLAN DATA

#### Your biggest concerns about the future of Buncombe County?

402 people - tourism development changing the character and experience of the county

#### Your biggest concerns for housing?

894 people - housing is not affordable

411 people - there are not enough choices of housing types to meet the needs of different households

#### Your biggest concern about the growth of tourism?

605 people - housing costs will continue to increase and make it hard for residents to afford to stay

532 people - more housing will be used for 2nd homes and STRs leaving fewer options for residents

423 people - the county will feel more like a vacation destination than a community for locals

#### Which direction should the County take to provide affordable housing?

1,495 people – protect neighborhoods that currently have affordable housing from redevelopment

## COMPREHENSIVE PLAN DIRECTION

\*GEC - Policy 7: Increase housing options and improve housing affordability for all residents. Explore protections for existing affordable housing, with...emphasis on manufactured home parks...

\*GEC - Action 4: Expand and protect affordable and accessible housing choices. Support a mix of housing types within growth areas to accommodate the projected demand for long-term rental and owner-occupied housing...

\*GEC - Action 5: ...mitigate the loss of year-round housing to short-term rentals.

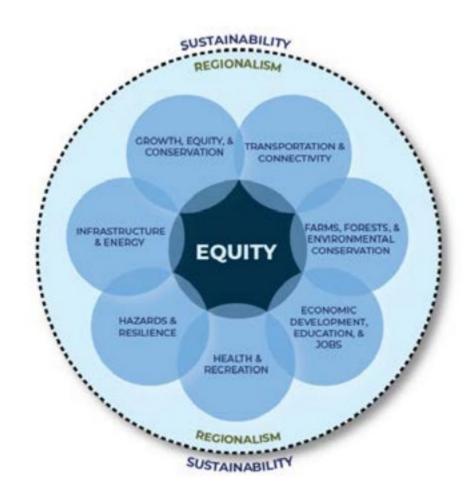
## PURPOSE OF THIS TEXT AMENDMENT

- 1. Protect community character
- 2. Mitigate the impact of STRs on housing stock (loss of units)
- 3. Create more long-term rental and owner-occupied housing opportunities
- 4. Reduce conflicts associated with STRs in neighborhoods
- 5. Prioritize new housing stock for long-term rentals and ownership
- 6. Maintain separation between residential neighborhoods and transient uses

Regulating STRs will help to reduce the loss of overall housing supply at all price points to help address the housing shortage.

## **PURPOSE OF AN EQUITY ANALYSIS**

Purpose: Explore how the land use decision impacts the most vulnerable populations in the community.



# AGENDA ITEM: HOUSING SUPPLY

## HOUSING SUPPLY

6,768 # of total units needed to close the housing gap (Dogwood Bowen report)

- More housing is needed for all income levels
- ➤ When housing is converted to a STR it removes a dwelling unit from the rental or ownership market
- Regulation of STRs is just one tool the Comprehensive Plan has directed the County to use to reduce the loss of housing

## **TEXT AMENDMENT MODULES**



## HOUSING

#### \$90,300

 Area median income (AMI) for a family of 4 in Asheville Metro Area. 50% of families in earn more, 50% of families earn less

#### **Rent Burdened**

 HUD recommends families pay no more than 30% of income toward housing costs (mortgage, rent, utilities, insurance, etc.) to avoid being "rent burdened"

#### \$2,258

 Maximum monthly housing cost for the median family to avoid rent burden

A home that costs \$336,000 would be the maximum price that the median family could afford without being rent burdened\*

#### \$68,000

• 80% AMI for a family of 4. Threshold for HUD "affordable housing" programs. Also known as the "low-income limit."

#### **Affordable Housing**

 Housing priced to be affordable to lowincome families that would not make them rent burdened (paying less than 30% of income toward housing costs)

#### \$1,700

 Maximum affordable monthly housing cost for low-income families

A home that costs **\$250,000** would be the maximum affordable price that low-income families could afford to avoid rent burden\*

#### \$68,000 - \$108,360

 This income range is 80% - 120% AMI for a family of 4 and is generally considered to be "middle income."

#### **Middle Income Families**

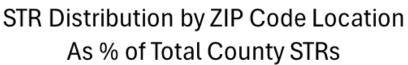
 Families whose earners are teachers, tradespeople, first responders, and health care workers and are the heart of the local and national economy

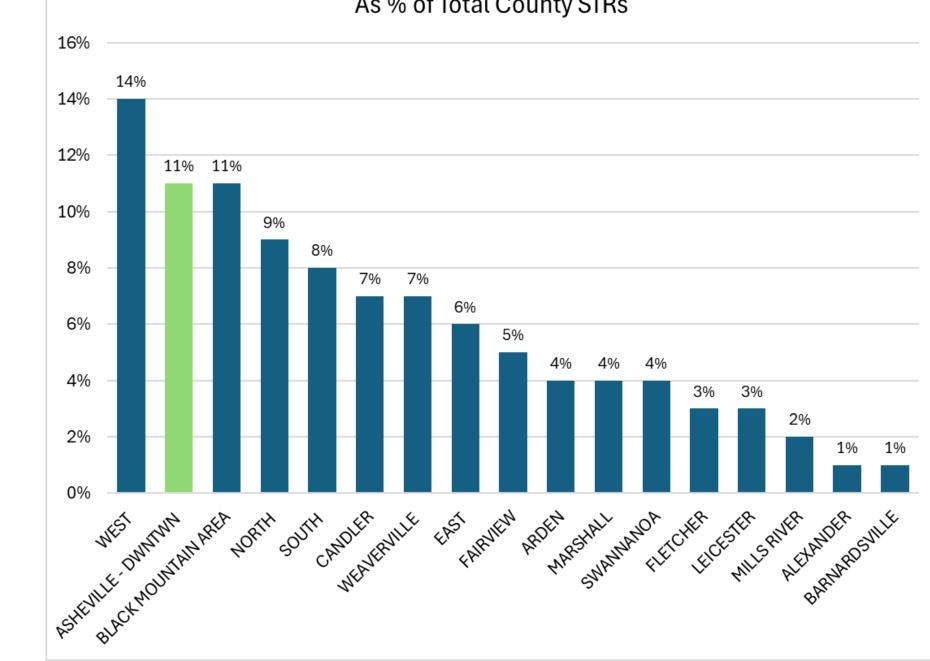
#### \$1,700 - \$2,709

 Range of affordable monthly housing cost for middle income families

Homes that cost between \$250,000 and \$405,400 are "affordable" to middle income families\*

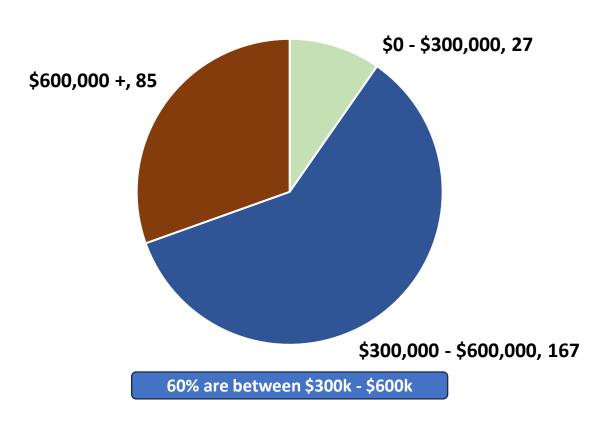
# AGENDA ITEM: DATA



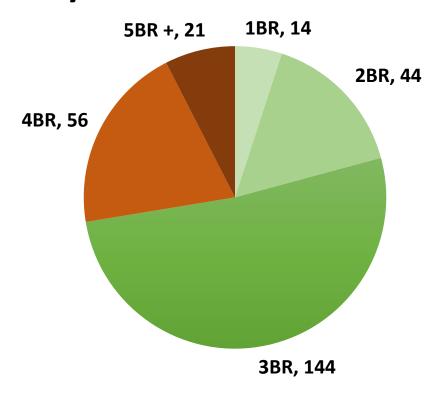


## **FOR-SALE UNITS**

# Homes for Sale By Listing Price Range



## Homes for Sale By Number of Bedrooms



AirDNA lists these properties as investment opportunities for people to buy as STRs

# AGENDA ITEM: REVIEW PROCESS

## TEXT AMENDMENT PROCESS

#### **COUNTY STAFF**

- Look to Comprehensive Plan for guidance
- Research
- Draft proposal
- Technical Committee review
- Present to stakeholders
- Introduce to Planning Board

#### PLANNING BOARD

- Review staff proposal
- Discuss proposal
- Create Board recommendations
- Public Hearing

#### **BOARD OF COMMISSIONERS**

- Review and discuss recommendations of staff and Planning Board
- Public Hearing

# AGENDA ITEM: CURRENT STR ISSUES

Housing Shortage **Environmental Health** Neighborhood **Violations** Character STR **ISSUES Building Code** violations Complaints Affordability

Staff have considered multiple issues related to STRs:

## RESIDENT COMPLAINTS

- 1. Large events and parties
- 2. Parking
- 3. Trash
- 4. Lost short-term renters driving around the neighborhood
- 5. Too many short-term rentals in established neighborhoods
- 6. Guest activity and noise (unruly guests)
- 7. Change in neighborhood character from increased STRs
- 8. Overuse of private driveways and private roads
- 9. Blocked/insufficient driveways reducing emergency response time

## **AGENDA ITEM:**

Review of language

# How will existing STRs be treated?

- Units in the unincorporated areas can apply for a zoning permit to establish their grandfathering status.
- Notification will be sent in property tax bills notifying property owners of the change.
- Existing STR-owners will be able to apply for the permit through the County's permitting portal.
- Applicants will provide documentation showing that the property has been used as a STR for two consecutive nights within the last 180 days.

# Grandfathering

#### **SUMMARY OF PROPOSAL**

Pre-existing STR's which do NOT meet requirements can continue operating:

- 1. Provide a zoning permit process to grant legal, non-conforming status to pre-existing STRs.
- To maintain grandfathering structure must be rented as a STR for a minimum of 2 nights every 180 days.
- 3. Non-conforming STRs that are transferred by deed shall end the grandfathering status

#### **ORDINANCE LANGUAGE**

Nonconforming short-term rentals and short-term rental complexes. All uses which were established and in continuous use as a short-term rental prior to the adoption of the Short-Term Rental Text Amendment adopted on -INSERT DATE OF ADOPTION -, shall be considered legal, non-conforming short-term rentals and short-term rental complexes and shall be allowed to remain in operation based on the following conditions: In order for the legal non-conforming use to be recognized the property owner shall apply for a Zoning Compliance Permit for the existing short-term rental. Written documentation shall be provided proving that the use was pre-existing within the last 180 days since the adoption of the Short-Term Rental Text Amendment. Approval of the Zoning permit shall establish the use as a legal non-conforming use on the subject property. To maintain the legal, non-conforming status the structure must be rented for a minimum of two nights every 180 days. Short-term rentals in which the property is transferred by deed shall lose their legal, nonconforming status and shall be required to meet the current ordinance standards.

## **Zoning Districts**

#### **SUMMARY OF PROPOSAL**

1. Limit use of homes for STRs to commercial districts and Open Use:

<b>Zoning District</b>	Special Requirements	Special Use Permit (SUP)
NS	1 or 10 units	_
CS	1 or 10 units	-
PS	1 or 10 units	-
CR	1 or 10 units	-
EMP	1 or 10 units	-
OU	-	3 to 10 units

## **Overlay Districts**

#### **SUMMARY OF PROPOSAL**

Limit use of homes for STRs in the Steep Slope/High Elevation and Protected Ridge Overlay Districts to up to 2 units in the following districts:

Zoning District	Special Requirements	
NS	1 or 2 units	
CS	1 or 2 units	
PS	1 or 2 units	
CR	1 or 2 units	
EMP	1 or 2 units	

## **Definition**

#### **SUMMARY OF PROPOSAL**

- 1. Clarify definition of STR to allow only single-family detached units to be rented short-term.
- 2. Lower max. gross floor area that a single unit can be for a STR.
- 3. Clarify definition of STR it includes those rented 2 30 days.

#### ORDINANCE LANGUAGE

DEFINITION: Short-term rental means a detached dwelling unit with an individual heated gross floor area not to exceed 4,000 square feet, which is rented for periods of at least two (2) days and no greater than 30 days to tenants, including but not limited to tourists, visitors, vacationers, or similar transients. Short-term rentals which are adjacent to each other, either on the same lot or on separate lots, and under common ownership or management shall be considered a common development. A development consisting of more than ten (10) short-term rental units shall be considered a hotel or motel for purposes of this ordinance.

## **Definition**

#### **SUMMARY OF PROPOSAL**

Create a definition of detached structure.

#### ORDINANCE LANGUAGE

DEFINITION: Detached structure means a building in which walls and roof are independent of any other building, surrounded by open space on all sides, and containing only one individual use, such as a single-dwelling unit or single-business unit.

## **Habitable Structures**

#### SUMMARY OF PROPOSAL

Clarify that STR permits cannot be issued for RVs, trailers, sheds, and other non-habitable structures or vehicles.

#### ORDINANCE LANGUAGE

Temporary uses. Short-term rentals are not permitted within structures that are not approved for permanent habitation, including but not limited to travel trailers, RV's, sheds and other accessory structures, vehicles, or tents.

## **Prohibited Developments**

#### SUMMARY OF PROPOSAL

Prohibit short-term rentals in developments that receive a county incentive, such as a PUD, COD, density bonus program, etc.

#### ORDINANCE LANGUAGE

Development Types. Short-term rentals shall not be located within a Community Oriented Development, a Planned Unit Development, a Conservation Subdivision, an Alternative Path Hillside Subdivision, or any other County program that provides development incentives through density bonuses, and/or the varying or waiving of standards. This shall not apply to Planned Unit Developments which disclosed in their application that the intention was for units to be short-term rentals.

## **Manufactured Home Parks**

#### SUMMARY OF PROPOSAL

Prohibit short-term rentals in Manufactured Home Parks.

#### ORDINANCE LANGUAGE

Manufactured Home Parks. Short-term rentals shall not be located within a manufactured home park.

#### **SUMMARY OF PROPOSAL**

Create Special Requirements for STRs in permitted districts

#### ORDINANCE LANGUAGE

#### **ENVIRONMENTAL HEALTH STANDARDS**

Waste. The property owner shall provide capacity for a weekly accumulation of solid waste and recycling on site through the provision of acceptable containers. Containers must be serviced weekly.

Bathrooms. Short-term rentals shall provide a complete bathroom in every dwelling unit.

Occupancy. Short-term rentals served by private septic systems shall not be advertised to accommodate more than two guests per bedroom approved for the septic system.

#### **SUMMARY OF PROPOSAL**

Create Special Requirements for STRs in permitted districts

#### ORDINANCE LANGUAGE

#### **SAFETY STANDARDS**

Parking. Parking shall be at least one space for every two guest rooms. Parking areas containing more than four spaces shall be visually screened with a vegetative buffer from adjoining residential uses.

Addressing. The County-approved E-911 street address of the dwelling unit, including the road name, shall be prominently displayed on the front of or at the entrance to the structure so as to be clearly legible from the street on which the property fronts. Numerals shall be at least three inches in height and a contrasting color to the background on which they are applied. If the structure is situated so that the address cannot be clearly seen from the street, the address shall also be displayed at the end of the driveway or easement nearest the access street

#### **SUMMARY OF PROPOSAL**

Create Special Requirements for STRs in permitted districts

#### ORDINANCE LANGUAGE

#### **SAFETY STANDARDS**

#### Access.

- a. Driveways and access roads. Short-term rentals which are accessed from a driveway and/or access road that is greater than 150 feet in length and less than 10 feet in width shall obtain Fire Marshal approval.
- b. Shared driveways. Short-term rentals which are accessed from a shared private driveway shall require a shared access agreement from the adjacent property owner of the shared driveway approving the use of the driveway for the purpose of a short-term rental, which shall be recorded at the Register of Deeds office.

#### **SUMMARY OF PROPOSAL**

Create Special Requirements for STRs in permitted districts

#### ORDINANCE LANGUAGE

#### **OTHER STANDARDS**

Management. The owner or operator of the short-term rental shall be located within a 50-mile radius of the short-term rental during the time that it is occupied.

Management contact information shall be provided to the Buncombe County Planning and Development Department, and shall be posted on the site in an exterior location that is visible and accessible.

Events. Short-term rentals shall not be used for hosting of events or gatherings of more than 10 people, except when they have also received approved permits for an event center.

#### **SUMMARY OF PROPOSAL**

Create Special Requirements for STRs in permitted districts

#### ORDINANCE LANGUAGE

#### OTHER STANDARDS

Buffering. Lots containing three or more short-term rentals shall be buffered against any adjacent residential uses based on the standards in Section 78-667 Buffering and Landscaping.

*Spacing.* Short-term rentals located on the same parcel of land shall have a minimum distance between rental units of 20 feet.

Signage. Freestanding signage shall be shown on the submitted plan and shall not exceed ten square feet in surface area. Only one freestanding sign is allowed.

## Other Feb. 5 Discussion

- **1. PROPOSAL:** Discuss Homestays as a unique use and standards within the vacation use group of Module 2.
- 2. Require an advertising sign for the rental to reduce lost renters

## STR MEETING TIMELINE

#### **COMPLETED:**

**DECEMBER 18** – Introduce Board to STR topic

JANUARY 22 – Public Listening Session

**FEBRUARY 5** – Board work session

#### **UP NEXT:**

**FEBRUARY 19** - Board work session — review staff proposal (TODAY)

MARCH 4 – Board work session – review proposed ordinance changes

MARCH 18 – Public Listening session at ABTech

**APRIL 1** – Finalization of language

**April 15** – Public Hearing at ABTech

**TBD** – Introduce Commissioners to STR text amendment

TBD - Board of Commissioners Public Hearing (ADOPTION)

STAFF PROPOSAL SUMMARY		STAFF PROPOSED ORDINANCE LANGUAGE	NOTES
Limit the use of dwelling units for STRs to commercial zoning districts (NS, CS, EMP, PS, CR). In Open Use District, allow grouped complexes of STRs as a Special Use Permit .		PERMITTED USE TABLE: Short-term rental, up to 2 units: Permitted with Special Requirements in NS, CS, EMP, PS, CR; Short-term rental, 3 to 10 units: Permitted with Special Requirements in NS, CS, EMP, PS, CR, and with a Special Use Permit in OU	
		STEEP SLOPE OVERLAY TABLE: Short-term rental, up to 2 units: Permitted with Special Requirements in NS, CS, EMP, PS, CR	
		PROTECTED RIDGE OVERLAY TABLE: Short-term rental, up to 2 units: Permitted with Special Requirements in NS, CS, EMP, PS, CR	
Clarify the definition of short-term rental to allow only single-family detached units to be rented short-term.		perinition: Short-term rental means a detached dwelling unit with an individual heated gross floor area not to exceed 4,000 square feet, which is rented for periods of at least two (2) days and no greater than 30 days to tenants, including but not limited to tourists, visitors, vacationers, or similar transients. Short-term rentals which are adjacent to each other, either on the same lot or on separate lots, and under common ownership or management shall be considered a common development. A development consisting of more	
Lower the maximum gross floor area that a single unit can be for a short-term rental.			
Clarify the definition of a short-term rental to state that it includes those which are rented for a minimum of two nights and no greater than 30 days.		than ten (10) short-term rental units shall be considered a hotel or motel for purposes of this ordinance.	
Create Special Requirement (SR) standards for short-term rentals in the commercial areas where they are allowed.	ENVIRONMENTAL HEALTH STANDARDS	<b>Waste.</b> The property owner shall provide capacity for a weekly accumulation of solid waste and recycling on site through the provision of acceptable containers. Containers must be serviced weekly.	
		Bathrooms. Short-term rentals shall provide a complete bathroom in every dwelling unit.  Occupancy. Short-term rentals served by private septic systems shall not be advertised to accommodate more than two guests per bedroom approved for the septic system.	
	SAFETY STANDARDS	Parking. Parking shall be at least one space for every two guest rooms. Parking areas containing more than four spaces shall be visually screened with a vegetative buffer from adjoining residential uses.	
		Addressing. The County-approved E-911 street address of the dwelling unit, including the road name, shall be prominently displayed on the front of or at the entrance to the structure so as to be clearly legible from the street on which the property fronts. Numerals shall be at least three inches in height and a contrasting color to the background on which they are applied. If the structure is situated so that the address cannot be clearly seen from the street, the address shall also be displayed at the end of the driveway or easement nearest the access street	
		Access. a.Driveways and access roads. Short-term rentals which are accessed from a driveway and/or access road that is greater than 150 feet in length and less than 10 feet in width shall obtain Fire Marshal approval. b.Shared driveways. Short-term rentals which are accessed from a shared private driveway shall require a shared access agreement from the adjacent property owner of the shared driveway approving the use of the driveway for the purpose of a short-term rental, which shall be recorded at the Register of Deeds office.	
	OTHER STANDARDS	<b>Management.</b> The owner or operator of the short-term rental shall be located within a 50-mile radius of the short-term rental during the time that it is occupied. Management contact information shall be provided to the Buncombe County Planning and Development Department, and shall be posted on the site in an exterior location that is visible and accessible.	
		<b>Events.</b> Short-term rentals shall not be used for hosting of events or gatherings of more than 10 people, except when they have also received approved permits for an event center.	
		<b>Buffering.</b> Lots containing three or more short-term rentals shall be buffered against any adjacent residential uses based on the standards in Section 78-667 Buffering and Landscaping.	
		Spacing. Short-term rentals located on the same parcel of land shall have a minimum distance between rental units of 20 feet.	
		<b>Signage.</b> Freestanding signage shall be shown on the submitted plan and shall not exceed ten square feet in surface area. Only one freestanding sign is allowed.	

Grandfathering for non- conforming pre-existing STRs		Nonconforming short-term rentals and short-term rental complexes. All uses which were established and in continuous use as a short-term rental prior to the adoption of the Short-Term Rental Text Amendment adopted on -INSERT DATE OF ADOPTION -, shall be considered legal, non-conforming short-term rentals and short-term rental complexes and shall be allowed to remain in operation based on the following conditions: In order for the legal non-conforming use to be recognized the property owner shall apply for a Zoning Compliance Permit for the existing short-term rental. Written documentation shall be provided proving that the use was preexisting within the last 180 days since the adoption of the Short-Term Rental Text Amendment. Approval of the Zoning permit shall establish the use as a legal non-conforming use on the subject property.	
	To maintain legal, non-conforming status	To maintain the legal, non-conforming status the structure must be rented for a minimum of two nights every 180 days.	
	Non-conforming STRs that are transferred by deed shall end the grandfathering status	Short-term rentals in which the property is transferred by deed shall lose their legal, nonconforming status and shall be required to meet the current ordinance standards.	
Prohibit short-term rentals in Manufactured Home Parks.		Manufactured Home Parks. Short-term rentals shall not be located within a manufactured home park.	
Prohibit short-term rentals in developments that receive a county incentive, such as a PUD, COD, density bonus program, etc.		<b>Development Types.</b> Short-term rentals shall not be located within a Community Oriented Development, a Planned Unit Development, a Conservation Subdivision, an Alternative Path Hillside Subdivision, or any other County program that provides development incentives through density bonuses, and/or the varying or waiving of standards. This shall not apply to Planned Unit Developments which disclosed in their application that the intention was for units to be short-term rentals.	
Create a definition of detached structure.		<b>DEFINITION:</b> Detached structure means a building in which walls and roof are independent of any other building, surrounded by open space on all sides, and containing only one individual use, such as a single-dwelling unit or single-business unit.	
		<b>Temporary uses.</b> Short-term rentals are not permitted within structures that are not approved for permanent habitation, including but not limited to travel trailers, RV's, sheds and other accessory structures, vehicles, or tents.	