



**2030**

# Hendersonville Comprehensive Plan

## Executive Summary



## What is a Comprehensive Plan?

A Comprehensive Plan is an important tool for local government decision makers, citizens, and developers that provides:

- An analysis of development opportunities and constraints.
- A road map for where, how, and when the community should grow.
- A public participation process that creates consensus and promotes civic involvement.
- Policies that promote sustainable and high-quality development that preserves and enhances quality of life and minimizes environmental impact.

## How is a Comprehensive Plan used?

City staff and policy makers can use the plan as a framework to guide zoning amendments, planned development reviews, capital improvements, and greenspace acquisition. Developers can use the plan to identify where various forms of development will be supported by the City. Citizens can use the plan to understand how growth will affect them, and identify ways in which they can contribute to the betterment of the community.

A Comprehensive Plan is also a valuable legal instrument in supporting efforts to manage growth and increase community quality of life. Although the State of North Carolina does not mandate the preparation of a Comprehensive Plan, the state's General Statutes state that zoning must be "in accordance with a comprehensive plan" (G.S. 160A-383).

## What are the policies of the Comprehensive Plan?

The Comprehensive Plan articulates the City's vision for future growth and development with vision statements, goals, strategies and implementation actions in seven topical areas. The Comprehensive Plan goals for each topical area, listed below and on the facing page, are long-term ends toward which decisions, programs and activities will be directed to implement this plan.



**PH-1.** Maintain and enhance older neighborhoods so that they retain their value and viability in the face of demographic and market changes.

**PH-2.** Encourage a wide range of housing types and price points in order to meet the diverse and evolving needs of current and future residents, match the housing supply with the local workforce, and promote diverse neighborhoods.

**PH-3.** Promote safe and walkable neighborhoods.



**NR-1.** Preserve environmentally sensitive areas in order to protect life and property from natural hazards, protect water resources, and preserve natural habitat.

**NR-2.** Provide a variety of quality open space, distributed equitably throughout Hendersonville, that can be used for recreational opportunities and aesthetic enhancements.

**NR-3.** Reduce the ecological footprint of developed and developing areas in order to reduce the impact on natural resources, create a healthy, sustainable community and reduce energy costs.

**NR-4.** Preserve Hendersonville's agricultural resources in order to maintain a rich heritage and promote locally-grown food.



**CR-1.** Preserve the viability and individuality of Hendersonville's historic neighborhoods in order to maintain their role in supporting community pride, livability and identity.

**CR-2.** Expand historic preservation outreach and education in order to promote historical awareness among Hendersonville citizens and attract interest from visitors.

**CR-3.** Support and expand opportunities to build a vibrant arts and cultural presence in Hendersonville in order to boost quality of life and economic activity.

**CR-4.** Promote downtown as Hendersonville's central gathering place and a focal point for niche retailers and entertainment, cultural and civic uses.



**CF-1.** Maximize the utilization of community facilities as community focal points in order to promote sound stewardship of taxpayer dollars and afford increased quality in facilities.

**CF-2.** Maintain and enhance public safety levels of service to match existing and future community needs and support economic growth.

**CF-3.** Maintain existing parks to a standard that upholds a positive community image and ensures continuing safety of recreation equipment.

**CF-4.** Promote parks to citizens and visitors to increase utilization and awareness and advertise the community's assets.

**CF-5.** Expand and adjust park amenities to match community needs and expectations.

**CF-6.** Encourage that a park and/or accessible open space are available within a ten minute walk of each neighborhood.

**CF-7.** Link parks to neighborhoods in order to increase park utilization and supplement the park system.



**WR-1.** Preserve the quality and quantity of the City's water supply.

**WR-2.** Understanding that communities and the natural environment located downstream are dependent on clean water, strive to preserve the quality of water as it flows through Hendersonville.



**TC-1.** Develop a multi-modal transportation system that encourages pedestrian and bicycle usage in order to promote pedestrian safety, reduce vehicle miles travelled and encourage community interaction.

**TC-2.** Develop a bicycle infrastructure that encourages bicycling as a form of transportation and recreation.

**TC-3.** Provide a safe and efficient roadway system that meets adequate vehicular level-of-service requirements in order to support business activity and residential quality of life.

**TC-4.** Promote an integrated mass transit system that addresses local and regional needs.

**TC-5.** Enhance key gateways to the community in order to present a positive first impression and increase civic pride.

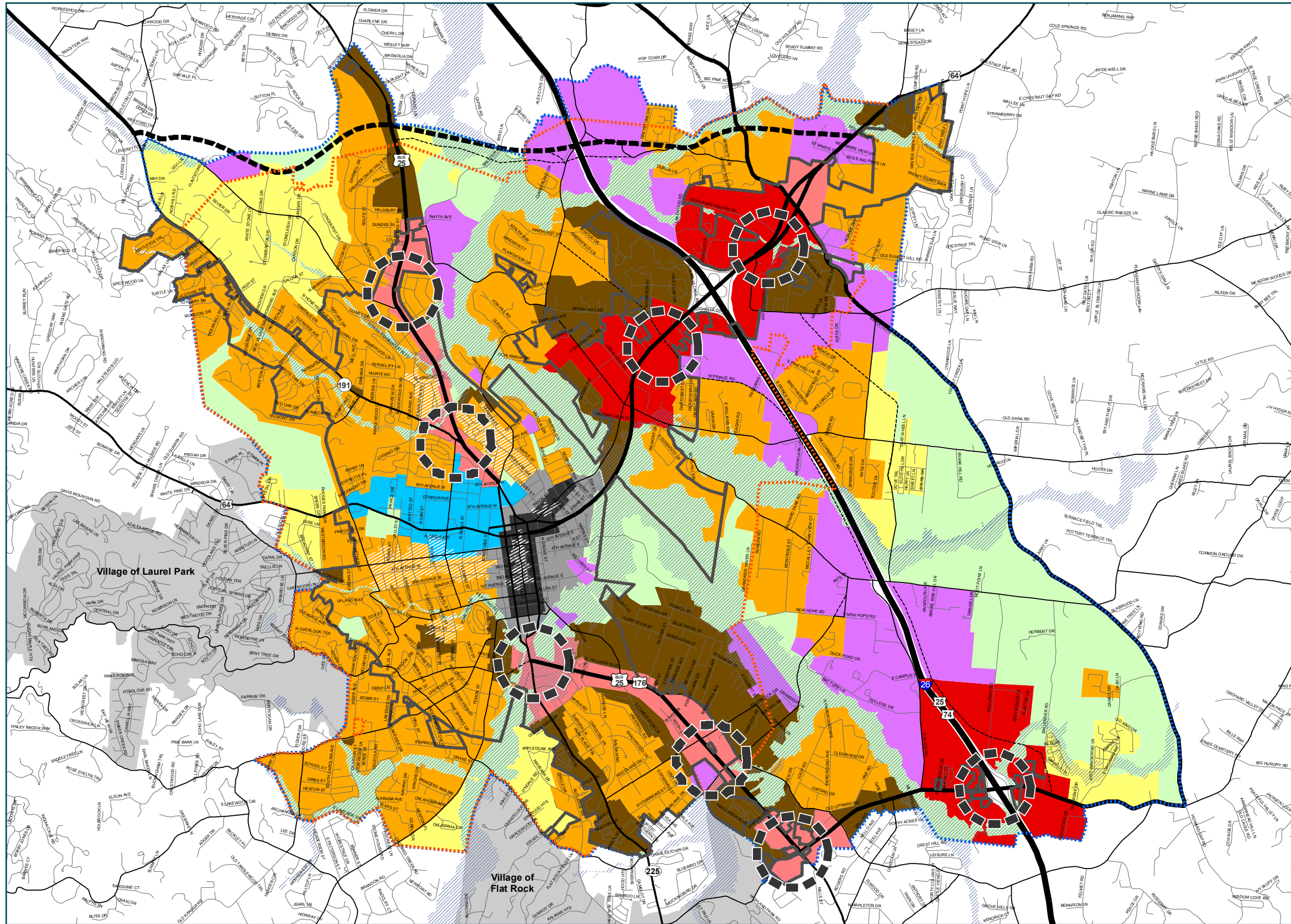


**LU-1.** Encourage infill development that utilizes existing infrastructure in order to maximize public investment and revitalize existing neighborhoods.

**LU-2.** Discourage development in areas needed for protection of natural and agricultural resources and protection of citizens from natural hazards.

**LU-3.** Promote orderly development, annexation and expansion of Hendersonville's Extra-Territorial Jurisdiction (ETJ).

**LU-4 - LU-13.** Future Land Use Goals (see following pages).



- Legend**
- City Limits
  - Extra Territorial Jurisdiction
  - Proposed ETJ Expansion
  - Historic Districts
  - 100-Year Floodplain
  - Roadway Classifications**
  - Boulevard
  - Freeway
  - Major Thoroughfare
  - Minor Thoroughfare
  - Proposed Expressway
  - Potential Minor Thoroughfare
  - Future Landuse Categories**
  - Business Center
  - Regional Activity Center
  - Downtown Core
  - Downtown Support
  - Urban Institutional
  - Neighborhood Activity Center
  - High Intensity Neighborhood
  - Medium Intensity Neighborhood
  - Low Intensity Neighborhood / Agri
  - Natural Resource / Agricultural
  - Activity Node

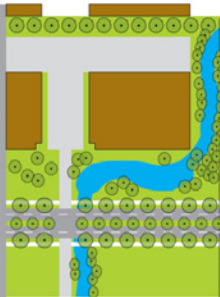
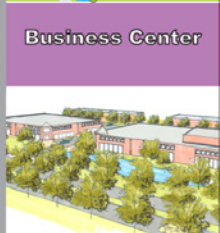
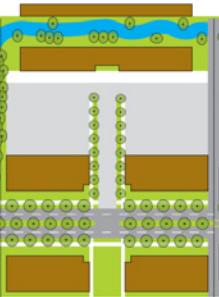
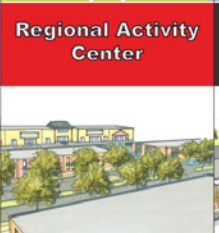







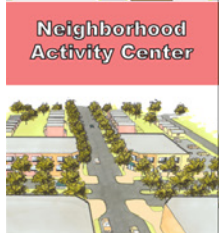
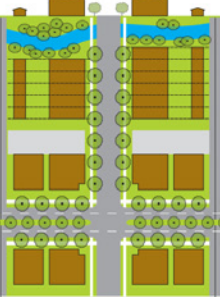
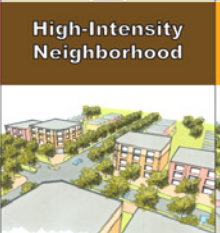

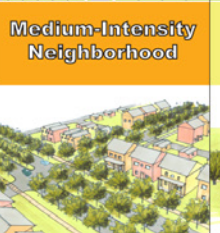

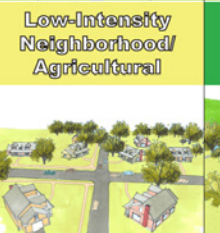




Sources:  
City of Hendersonville  
Henderson County  
USGS

March 2009

# Future Land Use Summary Table



FUTURE LAND USE CATEGORY NAMES AND ILLUSTRATIONS	GOAL	RECOMMENDED LAND USES	DEVELOPMENT GUIDELINES
 <p><b>Business Center</b></p> 	<p>Create an employment corridor along I-26 that supports the growth of Hendersonville as a business destination. Create a campus-like, mixed-use environment that includes office, research and low-impact industrial uses, as well as supportive retail amenities.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Offices</li> <li>Research facilities</li> <li>Educational centers</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Supportive retail and services along major thoroughfares</li> <li>Restaurants</li> <li>Light manufacturing</li> <li>Multi-family residential</li> <li>Mixed-use brownfield redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>Moderate front setbacks and appropriate landscaping</li> <li>Pedestrian connections to multi-use pathways and between uses</li> <li>At least 30% open space in new developments greater than five acres</li> <li>Facade articulation and windows to break up large facades</li> <li>Mitigation of negative visual/environmental impacts on residential areas</li> </ul>
 <p><b>Regional Activity Center</b></p> 	<p>Meet the large-scale retail needs of Hendersonville residents while encouraging mixed-use, walkable design through redevelopment and infill projects.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Community/regional retail sales and services</li> <li>Restaurants</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Multi-family residential</li> <li>Offices</li> <li>Public and institutional uses</li> <li>Pedestrian amenities</li> </ul>	<ul style="list-style-type: none"> <li>Facade articulation to mitigate bulk of large buildings</li> <li>Hiding of large parking lots with outlot structures</li> <li>Pedestrian connections to parking and other buildings/properties</li> <li>Activity Nodes                             <ul style="list-style-type: none"> <li>Multi-story, mixed-use buildings encouraged</li> <li>Placement of new buildings close to the street encouraged</li> </ul> </li> <li>Location of parking to the side or rear of buildings</li> <li>Pedestrian connections to surrounding neighborhoods</li> </ul>
 <p><b>Downtown Core</b></p> 	<p>Maintain, enhance, and grow Downtown as a vibrant, mixed-use gathering place and cultural center, with an emphasis on retail, arts and entertainment uses. Maintain a highly urban, pedestrian-focused environment through building and streetscape design.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Neighborhood retail sales and services</li> <li>Restaurants</li> <li>Arts, cultural and entertainment establishments</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Multi-family residential</li> <li>Live-work units</li> <li>Offices</li> <li>Public and institutional uses</li> <li>Pedestrian amenities</li> </ul>	<ul style="list-style-type: none"> <li>Continuous "street wall" with buildings adjacent to the sidewalk</li> <li>Rear parking or limited side parking only</li> <li>Storefront windows and facade articulation</li> <li>Traffic calming</li> <li>Improved connection between Downtown and the Seventh Street Historic District.</li> </ul>
 <p><b>Downtown Support</b></p> 	<p>Support the Downtown retail core and create a transition between Downtown Core and adjacent residential neighborhoods.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Offices</li> <li>Single-family attached and multi-family residential</li> <li>Live-work units</li> <li>Public and institutional uses</li> <li>Arts and entertainment establishments</li> <li>Structured or underground parking</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Retail</li> <li>Parks and plazas</li> </ul>	<ul style="list-style-type: none"> <li>Minimal front setback</li> <li>Rear or limited side parking only</li> <li>Facade articulation</li> <li>Traffic calming</li> <li>Ground-floor storefronts and/or architectural detailing on parking structures</li> </ul>
 <p><b>Urban Institutional</b></p> 	<p>Create a cohesive, well-defined urban campus for medical and educational institutions, with supportive office, service and residential uses, that is integrated with Downtown.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Public and institutional uses</li> <li>Offices</li> <li>Structured or underground parking</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Single-family attached residential</li> <li>Multi-family residential</li> <li>Live-work units</li> <li>Limited retail and services</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Downtown Support</li> <li>Encouragement of neighborhood master-planning that links hospital with offices, services and Downtown</li> </ul>
 <p><b>Neighborhood Activity Center</b></p> 	<p>Concentrate retail in dense, walkable, mixed-use nodes located at major intersections in order to promote a sense of community and a range of services that enhance the value of Hendersonville's neighborhoods.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Neighborhood retail sales and services</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Offices</li> <li>Multi-family residential</li> <li>Live-work units</li> <li>Public and institutional uses</li> <li>Pedestrian amenities (plazas, outdoor seating, etc.)</li> <li>Mixed uses</li> </ul>	<ul style="list-style-type: none"> <li>Minimize parking in front of buildings</li> <li>Human-scale buildings with storefront windows on ground floors and facade articulation</li> <li>Pedestrian connections to parking and other buildings/properties</li> <li>Activity Nodes                             <ul style="list-style-type: none"> <li>Multi-story, mixed-use buildings encouraged</li> <li>Placement of new buildings close to the street</li> <li>Location of parking to the side or rear of buildings</li> </ul> </li> <li>Pedestrian connections to surrounding neighborhoods</li> <li>Traffic calming</li> </ul>
 <p><b>High-Intensity Neighborhood</b></p> 	<p>Encourage low-maintenance, high-density housing that supports Neighborhood and Regional Activity Centers and downtown and provides a transition between commercial and single-family development. Promote walkable neighborhood design that creates attractive and functional roadway corridors and multi-family residential neighborhoods.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Single-family attached and multi-family residential</li> <li>Planned Residential Developments</li> <li>Open space</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Public and institutional uses</li> <li>Offices and retail along thoroughfares</li> <li>Recreational amenities</li> </ul>	<ul style="list-style-type: none"> <li>Eight or more units per gross acre</li> <li>Placement of non-residential and higher-density residential buildings close to major roadways and Activity Centers</li> <li>At least 60% open space in new residential developments greater than three acres</li> <li>Architectural guidelines to ensure compatibility between different land uses</li> <li>Walkable neighborhood design</li> </ul>
 <p><b>Medium-Intensity Neighborhood</b></p> 	<p>Provide a transition between High- and Low-Intensity Neighborhood areas, while providing a wide range of housing formats and price points. Promote walkable neighborhood design and compatible infill development in new neighborhoods and as a means of preserving and enhancing existing neighborhoods.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Single-family attached and detached residential</li> <li>Open space</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Limited multi-family residential along roadways designated as Boulevards or Major Thoroughfares</li> <li>Planned Residential Developments</li> <li>Local public and institutional uses</li> <li>Recreational amenities</li> </ul>	<ul style="list-style-type: none"> <li>Two to eight units per gross acre</li> <li>At least 60% open space in new developments on three or more acres</li> <li>Architectural guidelines to ensure compatibility between different housing types</li> <li>Walkable neighborhood design</li> </ul>
 <p><b>Low-Intensity Neighborhood/Agricultural</b></p> 	<p>Provide large-lot, low-density housing options and protect existing low-density neighborhoods.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Single-family attached or detached residential</li> <li>Open Space</li> <li>Agricultural</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Local public and institutional uses</li> <li>Recreational amenities</li> </ul>	<ul style="list-style-type: none"> <li>One to two units per gross acre</li> <li>At least 60% open space in new developments</li> </ul>
 <p><b>Natural Resource/Agricultural</b></p> 	<p>Create an interconnected network of green infrastructure that preserves environmentally sensitive areas, protects water resources through low-impact stormwater management, provides floodwater storage, provides community open space and recreational opportunities, and preserves agricultural resources.</p>	<p><b>Primary</b></p> <ul style="list-style-type: none"> <li>Open space</li> <li>Recreational amenities</li> <li>Low-impact stormwater management facilities</li> <li>Flood storage</li> <li>Agricultural</li> </ul> <p><b>Secondary</b></p> <ul style="list-style-type: none"> <li>Utilities other than stormwater management</li> <li>Single-family attached/detached structures</li> <li>Cemeteries</li> </ul>	<ul style="list-style-type: none"> <li>Preservation/restoration of natural hydrology</li> <li>Low-Impact Development principles encouraged</li> <li>Development of non-motorized pathways to connect neighborhoods, businesses, parks, and regional greenways</li> <li>Residential uses limited to one unit per gross acre or less with at least 60% open space</li> </ul>

**How to Use this Table**

This table is a quick-reference summary of the Comprehensive Plan recommendations for each land use category shown on the Future Land Use Map. Below is an explanation of Primary/Secondary Use terminology and how to apply the recommendations to zone change review. More details can be found in the text of the Land Use and Development Chapter.

**Primary and Secondary Uses**

- Primary:** Preferred land uses that should occupy the majority of acreage and/or building floor area within a Future Land Use category's boundaries at full community build-out.
- Secondary:** Permitted in combination with Primary Uses as part of mixed-use development plans. Stand-alone secondary uses may be permitted on a case-by-case basis through planned development, special use or conditional use procedures.

**Zone Change Review Criteria**

In addition to determining whether a zone change application demonstrates a clear public purpose, the City should consider the criteria listed below. These criteria help to ensure that zone changes will promote the health, safety and general welfare of the public.

- Consistency with the Goal, Recommended Land Uses, and Development Guidelines of the applicable Future Land Use Plan category
- Consistency with all other applicable Goals of the Comprehensive Plan
- Compatibility between the requested use or zoning district and the prevailing uses in the surrounding area
- Whether the requested use or zoning district benefits the surrounding neighborhood and general public or a small area and only one or a few landowners
- Whether the design of the requested use (or available design standards and guidelines associated with the requested zoning district) mitigates potential conflicts between uses
- Potential impacts on environmentally sensitive areas (if applicable)
- Potential impacts on agricultural resources (if applicable)
- Potential impacts on certified historical properties and historic districts (if applicable)
- Potential impacts on area access and traffic patterns
- Adequacy of public services and facilities for water supply, wastewater treatment, fire and police protection, and transportation to support the requested use or zoning district
- Adequacy of public parks, recreation and educational facilities to support the requested use or zoning district

**For more information contact:**

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