

# 5

## Community Facilities

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## Vision Statement

Hendersonville will create a legacy of public facilities and efficient management of public services that supports a safe, healthy, attractive and fiscally sustainable community. Public safety facilities will expand to protect a growing population and business base. Parks and recreation facilities will grow to serve developing areas while improving connections to existing neighborhoods.

### Section 5.1. Purpose

The Community Facilities Element provides an analysis of Hendersonville's existing public facilities and services such as schools, parks, and public safety, and identifies community needs in each area. This element provides a vision to efficiently use public facilities, meet long-term public safety needs, and provide residents with ample park and recreation opportunities.

Primary components of this element include:

1. An inventory of open space areas, recreational resources, and designations of access points to open space areas and resources
2. An analysis of forecasted needs, policies for managing and protecting open space areas and resources, and implementation strategies to acquire additional open space areas and further establish recreational resources
3. Policies and implementation strategies designed to promote a regional system of integrated open space and recreational resources and a consideration of any existing regional open space plans
4. Recommendations to improve the City's public safety facilities and services
5. Recommendations to improve the City's utilization and efficiency of services and facilities

### Section 5.2. Issues and Opportunities

#### Fire Department

- The City of Hendersonville is currently served by one fire station, located at 851 North Main Street (see Map 5.2a). The City contracts with adjacent fire departments to serve areas beyond the 2.5 mile radius from the existing station.
- Hendersonville has a Fire Insurance Rating of 4, representing a good standing with its services in relation to the community being served.
- Medical calls represent the highest proportion of Fire Department calls. Hendersonville's aging population will result in continued increases in medical calls.
- A report from the North Carolina Office of the State Fire Marshall in 2008 recommended additional fire stations to keep pace with community growth. The Fire Department plans to construct one additional station east of I-26.



Hendersonville Fire Station



## Police Department

- Hendersonville is served by one police station, located at City Hall (see Map 5.2a).
- As growth continues, staff will evaluate the need to expand police services and add additional police facilities if necessary. In the event that additional facilities are needed, the City should make a concerted effort to co-locate the new facility with existing City facilities.
- Citizens perceive an increase in crime as the community grows.



City Hall

## Parks and Recreation

- The Comprehensive Plan Survey included several questions regarding parks and recreation. An analysis of responses indicated:
  - General satisfaction with the quality of recreation facilities, although some indicated a need for a greater number and variety
  - A lack of utilization of City parks and recreation facilities, particularly the Oklawaha Greenway and the Whitmire Activity Center
  - A greater level of utilization of Jackson Park, which is a County park
  - A significant desire for more biking and walking paths
  - A desire by some for fitness trails, a dog park, an indoor pool, local parks and playgrounds
- Participants in public meetings expressed a need for additional parkland in Hendersonville, particularly neighborhood parks.
- In December 2007 Henderson County Parks and Recreation Department completed a facilities needs assessment and published a report. As part of the facilities needs assessment, the county conducted five public input sessions and two follow-up meetings with the Recreation Advisory Board and staff. The input sessions identified the following needs:
  - Soccer Complex
  - Recreation Center
  - Greenways
  - Additional Parks
  - Maintenance
  - Handicap & Special Needs Accommodations
  - Dog Park
- Citizens at public meetings cited a need for more activities for children.
- Table 5.2a classifies Hendersonville's public parks based on park categories developed by the National Recreation and Park Association. Map 5.2b depicts the service area of each park based on the NRPA classifications.
- Since Community Parks often function as Neighborhood Parks as well, Map 5.2a applies both Neighborhood and Community Park service areas to these parks.
- Based on NRPA criteria, ideally all portions of a community should be within a short drive (0.5 to 3 miles) of a Community Park, and within a 5- to 10-minute walk of a Mini Park and/or Neighborhood Park. As indicated on Map 5.2b, central portions of Hendersonville are generally well-served by both Community and Neighborhood Parks. Outlying parts of the City and ETJ are within Community Park service areas but are not within a half mile of a park. Areas northeast of I-26 are not within a

Community or Neighborhood Park service area.

- City-owned property on Balfour Road represents an opportunity for roughly 60 acres of new parkland and recreational amenities (see Berkeley Mills Park on Map 5.2b).
- Areas within the FEMA 100-Year Floodplain represent opportunities for new parkland as well as connections between parks and neighborhoods (see Map 5.2b).
- Table 5.2b contains an inventory of recreational facilities in Hendersonville, compares them to national standards, and projects future needs based on various growth scenarios. Although these standards are the most recently available, they were created in 1995. They may not reflect current and/or local needs accurately, so this table is intended only as a general guide and a starting

point for a more thorough, localized recreation level of service analysis.

- As indicated in Table 5.2b, Hendersonville is generally well-served by recreational facilities with the exceptions of volleyball courts and playgrounds.
- County and School District facilities contribute significantly to local recreational needs. However, County facilities must be shared with a broader geographic area. School District facilities are available only when school activities are not in session, and usage fees apply in some cases.
- Annexation of additional residential areas will increase demands for recreational amenities.

Table 5.2.a: Descriptions of NRPA Park Classifications Found in Hendersonville

NRPA Classification	Description	Size Criteria	Service Area Radius	Hendersonville Parks *
Mini Park	<ul style="list-style-type: none"> <li>• Provides limited amenities to isolated areas</li> </ul>	1 acre or less	0.25 mile (5-minute walk)	Lenox Park, Keith Park, Rotary Park
Neighborhood Park:	<ul style="list-style-type: none"> <li>• The basic unit of the park system and a recreational and social focus for a neighborhood.</li> <li>• Focused on informal active and passive recreation.</li> </ul>	At least 5 acres; optimally 5 to 10 acres	0.25 to 0.5 mile (5- to 10-minute walk)	Boyd Park, Toms Park, Edwards Park, Sullivan Park, King Memorial Park
Community Park	<ul style="list-style-type: none"> <li>• Serves broader purpose and area than neighborhood parks.</li> <li>• Meets community-based recreation needs.</li> <li>• Preserves unique landscapes and open spaces.</li> </ul>	30 to 50 acres	0.5 to 3 miles (1.75 miles used for Hendersonville)	Jackson Park (County), Patton Park

\*All parks listed are City-owned except Jackson Park

Source: J. Mertes J. Hall; Park, Recreation, Open Space Greenway Guidelines, NRPA 1995 and Recreation, Park Open Space Standards Guidelines, NRPA 1983



- Assuming that the City annexes the entire ETJ, the City could anticipate a need for a recreation center by the time the ETJ is fully built out. Full build-out could occur by 2030 if the ETJ maintains its current share of the County's population.
- Other anticipated needs include additional volleyball, basketball and tennis courts, playgrounds and picnic shelters.

**Table 5.2b: Recreation Facility Needs Analysis**

Note: This table utilizes 1995 national recreation standards, that may not accurately reflect current, local recreation needs. This analysis is intended only as a general guide and a starting point for a more thorough, localized recreation level of service analysis.

Facility	NRPA Standard	Existing Conditions				2030 Projected City Conditions <sup>1</sup>		Full Build-Out of ETJ <sup>2</sup>		
		City Facilities	County Facilities (Jackson Park)	School Facilities	Total Facilities	2007 Population	Projected Population	Additional Facilities Needed	Projected Population	Additional Facilities Needed
Swimming Pool	1 per 20,000	1			1	12,747	18,060	0	30,804	0
Volleyball Court	1 per 5,000				0	12,747	18,060	3	30,804	6
Basketball Court	1 per 5000	4			4	12,747	18,060	0	30,804	2
Softball Diamond	1 per 5,000			6	6	12,747	18,060	0	30,804	0
Baseball Diamond	1 per 5000	3	9	3	15	12,747	18,060	0	30,804	0
Tennis Court	1 per 2,000	4	8	2	14	12,747	18,060	0	30,804	1
Soccer Field	1 per 10,000		3	2	5	12,747	18,060	0	30,804	0
Football Field	1 per 20000	1		4	5	12,747	18,060	0	30,804	0
Recreation Center	1 per 20,000				0	12,747	18,060	0	30,804	1
Playground	1 per 1000	5	3	3	11	12,747	18,060	7	30,804	19
Large Pavilion/ Group Shelter	1 per 2000	3	4		7	12,747	18,060	2	30,804	8
Track	1 per 20,000			1	1	12,747	18,060	0	30,804	0

1 Assumes that the City maintains its current share of the County population.

2 Assumes that the City annexes the existing ETJ and all developable land is developed according to the Future Land Use Plan described in Chapter 8.

Source of Standards: NRPA: J. Mertes J. Hall; Park, Recreation, Open Space Greenway Guidelines; 1995 and Recreation, Park Open Space Standards Guidelines; 1983

## Section 5.3. Goals and Strategies

### Goal 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.**

#### Strategy CF-1.1.

**Encourage co-location of new community facilities.** Locating separate community facilities on the same site and within the same building can save taxpayer dollars on construction, site acquisition, and building maintenance. The savings also may create opportunities for improved facilities and amenities.

##### Action CF-1.1.1

Locate any new City facilities on the same site, where feasible and appropriate.

##### Action CF-1.1.2

Explore future opportunities for shared facility locations between the City, County, and School District.

#### Strategy CF-1.2.

**Continue to encourage joint use of existing community facilities, as well as usage of these facilities by community organizations.** Joint use will reduce the need for expensive new facilities, and will increase the amenities available to the public.

##### Action CF-1.2.1

Coordinate facility and event planning between the City and School District to identify opportunities to share recreation and meeting facilities.

##### Action CF-1.2.2

Work with the County and School District to explore additional joint use opportunities with existing administrative and maintenance facilities.

#### Strategy CF-1.3.

**Encourage location of community facilities in mixed-use community centers with excellent multi-modal access.** Schools, libraries and other civic buildings can act as anchors of mixed-use community centers, providing support for retail, office, and residential uses.

##### Action CF-1.3.1

Work with community service providers such as the School District to identify locations in areas targeted for development or redevelopment as Neighborhood or Regional Activity Centers, as identified on the Future Land Use Map in Chapter 8 (Map 8.3b). These locations are planned as walkable, mixed-use centers that are located along major thoroughfares and transit routes.

#### Case Study: Mason Community Center

The Community Center in Mason, Ohio is an indoor public recreation and activity center, completed in 2003, which offers over 150,000 square feet of recreational and leisure facilities, equipment and programs.

The Community Center is attached to Mason High School, the result of a unique partnership between the City and School District. The School District built the facility, while the city operates and manages it.

The design of both the High School and Community Center as a single structure, as well as the sharing of resources between the two jurisdictions, saved taxpayers about \$12 million and enabled the City to provide a state-of-the-art facility. The facility won a Partnership Award from the NRPA.









## Goal CF-2.

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

### Strategy CF-2.1.

**Establish new Fire and Police substations to service growing areas east of I-26.** I-26 represents a significant barrier to police and fire coverage, and areas east of I-26 are the most likely part of the City to experience growth. Furthermore, Hendersonville's aging population will likely increase Fire and EMS demand over time.

#### Action CF-2.1.1

Identify and secure locations for a new Police substation and Fire Station east of I-26. Encourage co-location of facilities to save taxpayer dollars.

### Strategy CF-2.2.

**Maintain acceptable staff/population ratios and response times for emergency services.**

#### Action CF-2.2.1

Continuously monitor and evaluate staff, equipment and facility resources with respect to the volume, type and geography of calls for service as well as changing technology and socio-economic conditions.

### Strategy CF-2.3.

**Coordinate with adjacent Fire/EMS service providers to maximize facility and staff investments.** Hendersonville currently contracts with adjacent fire departments to serve areas within the City beyond a 2.5 mile radius of its station. Although the Fire Department must strive to service all areas of the City, coordination with adjacent departments will help to avoid duplication of services.

#### Action CF-2.3.1

Monitor and update contracts with adjacent fire departments as needed to avoid duplication and maximize efficiency of facilities and staff.

### Figure 5.3a: Crime Prevention Through Environmental Design (CPTED)

CPTED is a design approach that eliminates or reduces criminal behavior and at the same time encourages people to "keep an eye out" for each other. Below are the basic principles of CPTED.

- 1. Natural Surveillance** - A design concept directed primarily at keeping intruders easily observable. Promoted by features that maximize visibility of people, parking areas and building entrances: doors and windows that look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; adequate nighttime lighting.
- 2. Territorial Reinforcement** - Physical design can create or extend a sphere of influence. Users then develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. Promoted by features that define property lines and distinguish private spaces from public spaces using landscape plantings, pavement designs, gateway treatments, and "CPTED" fences.
- 3. Natural Access Control** - A design concept directed primarily at decreasing crime opportunity by denying access to crime targets and creating in offenders a perception of risk. Gained by designing streets, sidewalks, building entrances and neighborhood gateways to clearly indicate public routes and discouraging access to private areas with structural elements.
- 4. Target Hardening** - Accomplished by features that prohibit entry or access: window locks, dead bolts for doors, interior door hinges.

Source: [www.cpted-watch.com](http://www.cpted-watch.com)

**Strategy CF-2.4.**

**Complement and coordinate Police service improvements with community design efforts to encourage a safe, walkable community.**

**Action CF-2.4.1**

Work with Fire and Police officials in efforts to design pedestrian-friendly streets in order to ensure that street designs meet the needs for emergency vehicle movement.

**Action CF-2.4.2**

Integrate Crime Prevention Through Environmental Design principles (see Figure 5.3a on previous page) into neighborhood design guidelines. Educate residents about principles that they can apply to existing homes, such as keeping vegetation trimmed to maintain natural supervision in a front yard.

**Strategy CF-2.5.**

**Encourage community outreach and activities that promote public safety.**

**Action CF-2.5.1**

Organize Walk-to-School days at appropriate locations during which parents are encouraged to walk their children to school.

**Action CF-2.5.2**

Support programming of public parks as described in Strategy CF-4.2 in order to increase park utilization and supervision.

**Goal CF-3.**

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

**Strategy CF-3.1.**

**Balance investment in new park space and amenities with anticipated maintenance resources.**

**Action CF-3.1.1**

Continue to allocate funds and maximize efficiency to ensure adequate staffing and equipment to maintain parks.

**Strategy CF-3.2.**

**Update existing equipment and facilities in parks as needed to meet safety and accessibility standards.**

**Action CF-3.2.1**

Continuously monitor the condition of existing equipment, along with maintenance and replacement schedules.

**Action CF-3.2.2**

Replace outdated and unsafe equipment as necessary, based on recommendations by organizations concerned with playground safety (see Figure 5.3b).

**Action CF-3.2.3**

Ensure that all new equipment and playground design conforms to modern playground safety standards (see Figure 5.3b).



### Figure 5.3b: Playground Safety Organizations and Standards

The following organizations are concerned with playground safety in the US:

- NPSI - National Playground Safety Institute
- CPSC - US Consumer Product Safety Commission
- ASTM - American Society for Testing and Materials International
- IPEMA - International Playground Equipment Manufacturer's Association
- NPCAI - National Playground Contractors Association
- NPPS - National Program for Playground Safety

The following are primary sources for playground safety documents and standards:

- CPSC Publication #325, 1997 -- Handbook for Public Playground Safety
- ASTM F1487-05 - Standard Consumer Safety Performance Specifications for Playground Equipment for Public Use
- ASTM F1291 - Method to Test Impact Attenuation of Safety Surfacing for Playgrounds
- ASTM F1951 - Method to Test Accessibility of Safety Surfacing for Playgrounds
- ASTM F2049 - Guide for Fencing / Barriers for Playgrounds
- ASTM F2075 - Engineered Wood Fiber Safety Surfacing
- ASTM F2373 - Play Equipment for Children Under the Age of Two

#### Strategy CF-3.3.

**Support volunteer groups that maintain parks or park features that cannot be supported by City maintenance resources.** Some park enhancements desired by the community, such as dog parks, additional park furniture or landscaping, may exceed the City's maintenance resources. In this case, volunteer organizations may be needed to maintain these enhancements.

#### Action CF-3.3.1

Supply equipment and/or expertise to volunteer groups that agree to maintain parks or park elements.

#### Action CF-3.3.2

Oversee volunteer activities to avoid duplication of work or conflicts with City operations.

### Goal CF-4.

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

#### Strategy CF-4.1.

**Create a strong theme and brand for parks in order to increase their awareness and visibility.**

#### Action CF-4.1.1

Create consistent imagery and logos to be used in park signs, the City's website, and informational brochures.

#### Action CF-4.1.2

Develop a park facility brochure to promote awareness of City and County parks.

#### Strategy CF-4.2.

**Support programming of parks with cultural events and recreational programs.** Programming of parks increases park utilization and awareness while also promoting a sense of community. Strategy CR-2 in Chapter 4 provides detailed recommendations for cultural event programming while the actions below address recreational and other community events.

#### Action CF-4.2.1

Coordinate with the Henderson County Parks and Recreation Department, schools and private athletic organizations to program and manage athletic events in Hendersonville parks.

**Action CF-4.2.2**

Provide detailed information on the City's website about park facilities and amenities in order to assist event planners.

**Strategy CF-4.3.**

**Promote Jackson Park and Patton Park as focal points in the City and County park systems.** Although Jackson Park is a County-operated park, its central location in Hendersonville makes it function as a community park for the City. Patton Park is the largest City park and complements Jackson Park with its amenities. Both Jackson Park and Patton Park should be focal points in park promotional efforts.

**Action CF-4.3.1**

Coordinate park branding efforts with Henderson County.



Patton Park (top) and Jackson Park (bottom)

**Action CF-4.3.2**

Coordinate with Henderson County when identifying space for cultural events.

**Action CF-4.3.3**

Highlight Jackson Park and Patton Park in promotional efforts as community parks for the Hendersonville community.

**Goal CF-5.**

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

**Strategy CF-5.1.**

**Develop a Park and Recreation Master Plan that identifies needs for recreation amenities, establishes a desired level of service and makes detailed recommendations for recreation improvements.** Although this Comprehensive Plan provides general guidance and benchmarks in improving park and recreation resources, a detailed Master Plan will more specifically identify community needs for amenities and level of service. The results of the 2007 Henderson County Parks and Recreation survey and the Comprehensive Plan survey will provide a basis for determining community needs in the plan.

**Action CF-5.1.1**

Include elements that address all strategies and actions under this goal.

**Strategy CF-5.2.**

**Evaluate park facilities to determine usage and redesign or replace underutilized facilities.** Community preferences change with time and demographic change, so some recreational facilities may no longer be needed. Replacement of these facilities with popular amenities, such as dog parks, will save valuable parkland and

prevent wasted maintenance expenses. The evaluation of facilities should be integrated as a component of the Parks and Recreation Master Plan.

**Action CF-5.2.1**

Gauge utilization of existing facilities through public input meetings, interviews and/or focus groups that involve citizens, recreation staff and representatives of athletic organizations.

**Strategy CF-5.3.**

**Establish Level of Service standards to continuously measure how well the City is meeting community recreation needs.** National standards from groups such as the National Recreation and Parks Association are helpful as a starting point in parks and recreation planning, but actual preferences for amenities vary between communities. Community-specific benchmarks are needed to accurately reflect the quality of the City's parks and recreation. Level of Service standards should be developed as part of the Parks and Recreation Master Plan process and continually refined over time as community preferences change.

**Action CF-5.3.1**

Identify desired numbers of each type of recreation amenity per population or households, based on an analysis of national standards, comparable communities and community input.

**Action CF-5.3.2**

Periodically conduct surveys of park users to assess park needs and desires.

**Strategy CF-5.4.**

**Develop detailed recommendations for new park acquisitions, improvements to existing parkland, and replacement of underutilized equipment.**



Patton Park playground

**Action CF-5.4.1**

Develop concept plans and cost estimates.

**Action CF-5.4.2**

Identify implementation resources and integrate with capital improvement planning and department work programs.

**Action CF-5.4.3**

Integrate these recommendations as a component of the Parks and Recreation Master Plan.

**Strategy CF-5.5.**

**Ensure that new parks are designed as safe environments for users.** Proper design of park equipment, playfields and walkways can help to prevent injuries and promote public safety.

**Action CF-5.5.1**

Ensure that new equipment meets modern safety requirements, as described in Strategy 3.2

**Action CF-5.5.2**

Consider public safety and natural surveillance when designing new

parks. Site planning should address issues such as lighting, location and visibility of amenities and relationship to surrounding land uses.

#### Action CF-5.5.3

Ensure that drainage patterns in parks direct stormwater away from recreational use areas such as playfields and walkways.

### Goal CF-6.

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

#### Strategy CF-6.1.

**Encourage community open-space or play areas in new or redeveloped residential neighborhoods.**

##### Action CF-6.1.1

Incorporate recreational amenity requirements and/or incentives in the Planned Residential Development District.

##### Action CF-6.1.2

Maintain open space set-aside standards and incentives in the Planned Residential Development District.



Neighborhood park in new development

#### Strategy CF-6.2.

**Develop existing City-owned vacant parcels within existing neighborhoods into pocket parks and gathering places.**

##### Action CF-6.2.1

Develop parks on City-owned vacant parcels that serve areas that are not already within ½ mile of a Neighborhood or Community Park (see Map 5.2a).

#### Strategy CF-6.3.

**Acquire and develop parkland within environmentally sensitive areas such as stream corridors in order to increase parkland.** Environmentally sensitive areas are found throughout the City (see Map 5.2a) and provide a potential means of expanding parkland into poorly served areas. See Goal NR-1 in Chapter 3 for detailed recommendations.

### Goal CF-7.

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

#### Strategy CF-7.1.

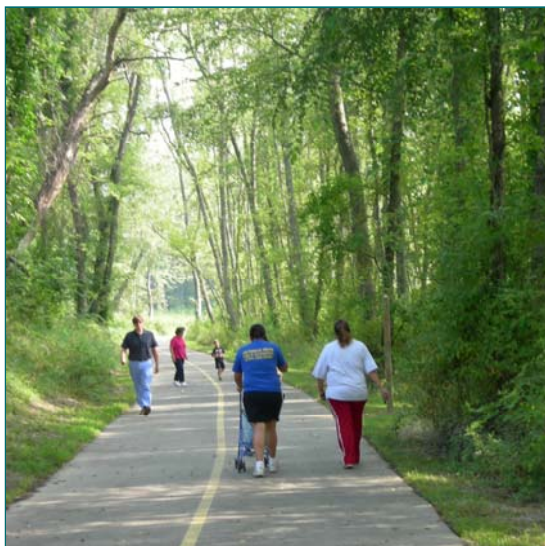
**Create “park streets” that extend parks into neighborhoods by utilizing unique signage, landscaping, street trees and pedestrian path treatment.**

##### Action CF-7.1.1

Designate “park street” routes along key streets leading to and from parks and greenway access points (see Map 7.3a in Chapter 7 for proposed greenways).



“Park Street” example: This Seattle street has been transformed by narrowing the pavement and replacing portions of the former roadbed with rain gardens  
Source: City of Seattle Public Works



Oklawaha Greenway

#### Action CF-7.1.2

Coordinate “park street” efforts with stormwater management improvements by utilizing these streets as demonstration projects for alternative, low-impact street design as described in Strategy WR-2.3 in Chapter 6.

#### Strategy CF-7.2.

**Preserve and expand the public greenway system as a means of connecting neighborhoods to parks and increasing recreational amenities and open space.** Greenways are a component of a community’s green infrastructure that can serve the purposes of habitat protection, stormwater management, and pedestrian mobility. Map 7.3a in Chapter 7 indicates locations of planned greenways in Hendersonville.

#### Action CF-7.2.1

Construct trails along stream corridors, particularly major streams such as Mud Creek that provide broad connectivity to parks and neighborhoods.

#### Action CF-7.2.2

Design and place amenities so as to minimize impact on natural systems. Promote passive activities such as wildlife observation, walking and hiking in highly sensitive areas.

#### Action CF-7.2.3

Connect local greenways with regional planned greenways including those planned by Henderson County (see Map 7.3a).

#### Action CF-7.2.4

Work with the Apple Country Greenway Commission to prioritize greenway segments and pursue funding for property acquisition, conservation easements and construction.

#### Action CF-7.2.5

Pursue rails-to-trails opportunities as they arise. An example is the Norfolk-Southern rail line, which could provide a potential greenway link to Brevard.

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