

8

Land Use and Development

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Section 8.1. Purpose

The Land Use and Development Element analyzes existing development patterns and recommends land uses and development standards for future growth and redevelopment in all areas of the City and Extra-Territorial Jurisdiction (ETJ). This element also recommends areas for future expansion of the ETJ. The framework for land use policies and decision making in this element reflects the vision statements, principles and strategies of all elements of this Plan.

The major components of this element include:

1. Mapping and analysis of existing land use patterns
2. Summary of community input regarding land use issues during the planning process
3. Creation of a Development Framework and growth management strategy that identifies areas for future growth and expansion of the ETJ, as well as redevelopment
4. Designation of land use and development categories for all portions of the City and proposed ETJ that reflect Comprehensive Plan principles and strategies and include:
 - General intent
 - Location description
 - Recommended primary and secondary land uses
 - Guidelines for density and urban design

Vision Statement

Land use and development in Hendersonville will serve as a regional model for sustainable growth through the promotion of infill development, reinvestment in existing neighborhoods and greenfield development that occurs in concert with planned infrastructure improvements as a means to create jobs and preserve and enhance Hendersonville's small-town character.

Section 8.2. Issues and Opportunities

Existing Development Patterns

- Map 8.2a illustrates existing land uses in Hendersonville and surrounding areas, based on land use and building code information provided by Henderson County. Table 8.2a includes the percentage of the ETJ and City that each land use occupies.
- Map 8.2a and Table 8.2a indicate that Hendersonville is primarily a residential community, and employment-intensive uses such as industrial and office are relatively scarce.
- The majority of retail uses are concentrated along US-64 near its interchange with I-26.

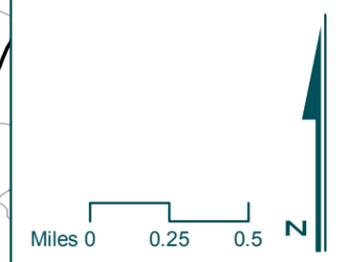
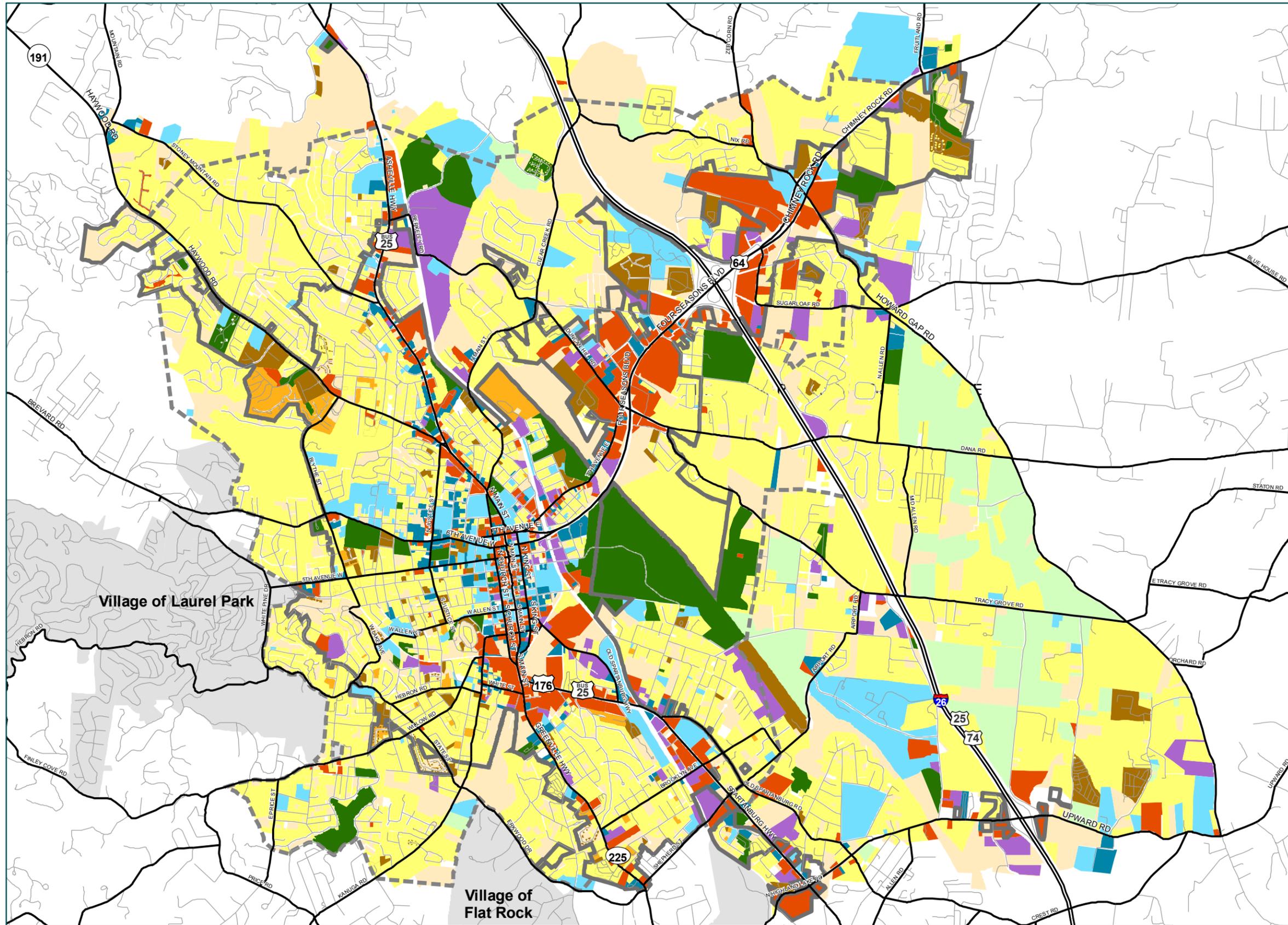
Table 8.2a: Existing Land Use Acreages and Percentages of ETJ/City

Land Use	Acres	Percentage
Single Family Residential	3,924	42.0%
Vacant	1,480	15.9%
Right of Way	1,060	11.4%
Retail	715	7.7%
Parks / Open Space	625	6.7%
Public/Institutional	442	4.7%
Multi-Family Residential	373	4.0%
Industrial	303	3.2%
Office	204	2.2%
Two Family Residential	155	1.6%
Agricultural	54	0.6%

**Map 8.2a:
Existing Land Use**

Legend

- City Limits
- Extra Territorial Jurisdiction
- Existing Land Use Categories**
- Agricultural
- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Public/Institutional
- Office
- Retail
- Industrial
- Parks / Open Space
- Vacant
- Insufficient data



Sources:
City of Hendersonville
Henderson County

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Table 8.2b: Existing Zoning

Zoning Title	Acres	% of City/ETJ	Description
C-1 Central Business	63.3	0.7%	Concentrated central core of retailing and services, offices and residential uses under special conditions.
C-1SU Central Business Special Use	0.8	0.0%	Identical to C-1 except that a Special Use Permit is required.
C-2 Secondary Business	287.9	3.1%	Accommodates existing developments of mixed commercial and light industrial uses.
C-2SU Secondary Business Special Use	7.4	0.1%	Identical to C-2 except that a Special Use Permit is required.
C-3 Highway Business	1047.6	11.2%	Facilities to serve persons traveling by automobile and local residents.
C-3SU Highway Business Special Use	19.4	0.2%	Identical to C-3 except that a Special Use Permit is required.
C-4 Neighborhood Commercial	15.9	0.2%	Provides for the most frequent daily needs of residents of an immediate neighborhood.
CMU Central Mixed Use	147.2	1.6%	Stresses sensitivity to urban design, pedestrian environment, urban open spaces and streetscapes. Higher density residential is permitted provided the facilities are adequate.
DHH Druid Hills Historic Overlay District	28.7	0.3%	Designed to establish a local historic district with added requirements to achieve a certificate of appropriateness.
GHMU Greenville Highway Mixed Use	101.2	1.1%	Mix of medium density residential development in conjunction with compatible commercial development.
GHMU-SU Greenville Highway Mixed Use Special Use	1.8	0.0%	Identical to GHMU except that a Special Use Permit is required.
HHH Hyman Heights Historic Overlay District	42.2	0.5%	Designed to establish a local historic district with added requirements to achieve a certificate of appropriateness.
HMU Highway Mixed Use	197.4	2.1%	Mix of medium density residential development in conjunction with compatible commercial development.
I-1 Industrial	528.8	5.7%	Industrial activities that may be considered a nuisance. Intended to preserve areas exhibiting industrial potential.
MIC Medical, Institutional, Cultural	80.4	0.9%	Established primarily for medical, institutional and cultural uses.
MIC-SU Medical, Institutional, Cultural Special Use	10.3	0.1%	Identical to MIC except that a Special Use Permit is required.
MSH Main Street Historic Overlay District	12.9	0.1%	Designed to establish a local historic district with added requirements to achieve a certificate of appropriateness.
PCD Planned Commercial	253.2	2.7%	Shopping centers and retail establishments larger than 50,000 square feet in conjunction with residential uses. A Special Use Permit is required.
PID Planned Institutional	31.1	0.3%	Public or quasi-public uses or institutions in which the floor area of all structures exceeds 50,000 square feet. A Special Use Permit is required.
PMD Planned Manufacturing	14.8	0.2%	Accommodates planned manufacturing developments for which a special use permit has been issued.
PRD Planned Residential	536.3	5.7%	Accommodates planned residential developments for which a special use permit has been issued.
R-6 High Density Residential	407.3	4.4%	Intended for areas in which the principal use of land is to permit high-density residential development.
R-6SU High Density Residential Special Use	1.2	0.0%	Identical to R-6 except that a Special Use Permit is required.
R-10 Medium Density Residential	297.2	3.2%	Intended for areas in which the principal use of the land is for single-family residences; Minimum lot is 10,000sf.
R-15 Medium Density Residential	3618.3	38.8%	Areas in which the principal use of land is for medium-density single-family residences; Minimum lot is 15,000sf.
R-20 Low Density Residential	1418.7	15.2%	Intended for areas in which the principal use of the land is for low density residential or agricultural purposes.
R-40 Estate Residential	103.6	1.1%	Accommodates single-family dwellings in an area characterized by extremely low density.
RCT Residential Commercial Transition	15.7	0.2%	Provides a more orderly transition of older residential and transitional areas to commercial redevelopment.
UR Urban Residential District Classification	7	0.1%	Promotes an environment of diverse uses at a higher than normal density to focus on pedestrians.
UV Urban Village	37	0.4%	Create mixed use development that are economically vital, pedestrian-oriented and contributes to place-making.
Total	9334.6	100.0%	



Single-Family Home in Hendersonville

- Commercial development has altered the appearance of US-64 and other major thoroughfares in the City and has encroached upon adjacent residential neighborhoods.
- Although a significant amount of vacant land remains, most vacant land is located outside the City. Remaining vacant parcels in the City are relatively small and fragmented.
- There are currently two active brownfield sites in the City: The Grey Hosiery Mill at 400 North Grove Street and the former Baxter Oil at 619 Spartanburg Highway.
- Table 8.2b describes the City's zoning districts and the percentage of the City and ETJ they occupy on the Hendersonville Zoning Map.
- The distribution of zoning districts in the City mirrors the existing land use mix. The largest zoning district is R-15, followed by R-20 and C-3.

Growth Management

- Map 8.2b depicts locations of greenfield development opportunities in Hendersonville and surrounding areas. Greenfield development opportunities include vacant or agricultural parcels, or single-family parcels greater than five acres.
- Table 8.2c indicates the acreage of development opportunities as well as the degree to which they are fragmented into smaller parcels (less than five acres). Smaller, fragmented



Greenfield development opportunity in Hendersonville

- parcels can increase the financial difficulty of development.
- As Table 8.2c indicates, nearly two-thirds of the development opportunity acreage is located in the ETJ.
- Development opportunities in the City are relatively limited and fragmented into smaller parcels, although the ETJ contains larger contiguous parcels.
- Significantly larger development opportunities can be found north and east of the ETJ.
- Approximately 987 residential units have received approval from the City but have yet to be built.
- Participants of Steering Committee and public meetings expressed support for annexation and growth, provided that growth is commensurate with infrastructure availability.
- There is a need to redevelop properties including brownfields.

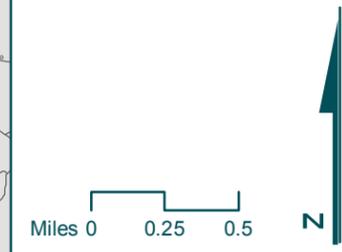
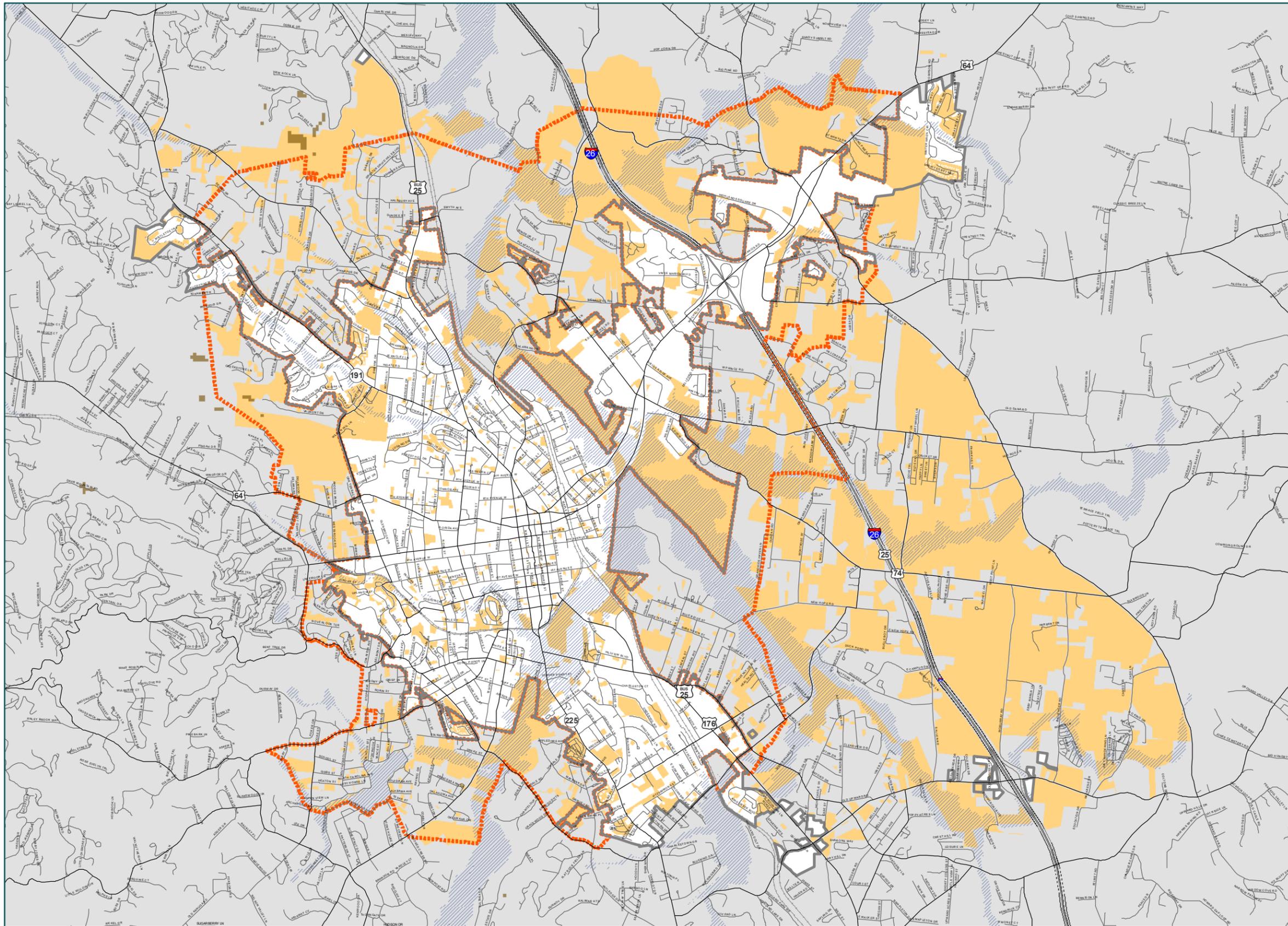
Table 8.2c: Development Opportunity Acreage

	Total Acreage	Fragmentation: Parcels Less Than 5 Acres	
		Acres	% of Total Acreage
City	892	569	36%
ETJ	1,651	1,348	18%
City and ETJ	2,543	1,917	25%

**Map 8.2b:
Development Framework**

Legend

-  City Limits
-  Extra Territorial Jurisdiction
-  Slopes 30% or greater
-  100-Year Floodplain
-  Development Opportunities
(includes vacant land, agricultural land, and single-family residential properties greater than five acres)



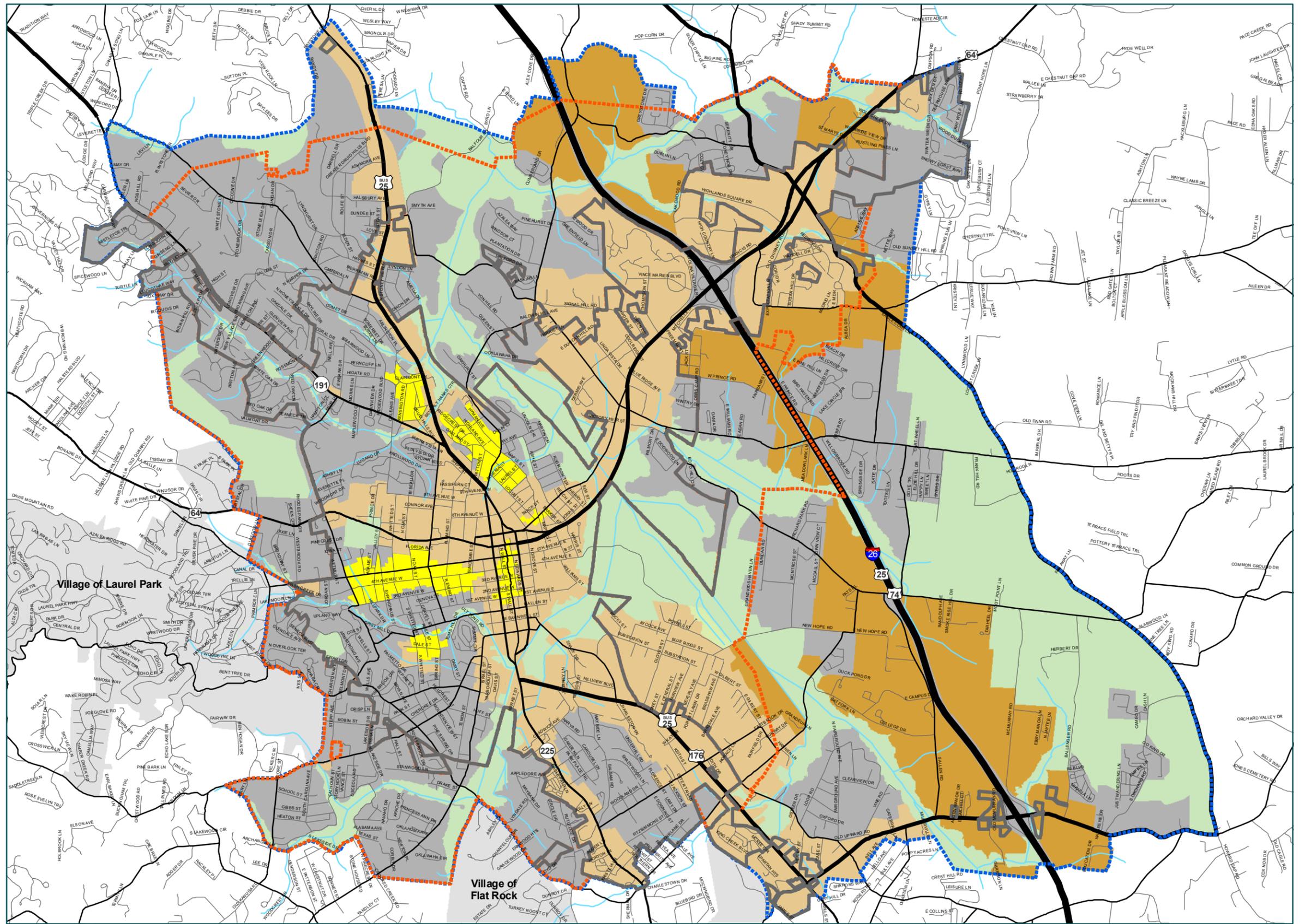
March 2009

Source:
City of Hendersonville
Henderson County

Map 8.3a: Growth Management

Legend

-  City Limits
-  Extra Territorial Jurisdiction
-  Proposed ETJ Expansion
-  Freeway
-  Boulevard
-  Major Thoroughfare
-  Minor Thoroughfare
-  Stream
-  Historic Preservation
-  Priority Growth Areas
-  Natural Resource/Agricultural
-  Priority Infill Areas
-  Preservation/Enhancement



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March 2009

Sources: City of Hendersonville, Henderson County, USGS



- Citizens desire mixed-use development patterns that place complementary uses closer together, encouraging walking and biking and reducing vehicle miles travelled.
- Citizens support increased density in focused areas, particularly Downtown.

Urban Design

- Citizens commented during the planning process that improved design standards and design review are needed to improve the appearance and walkability of development.
- There is strong support among Hendersonville citizens for green building and site development practices that maximize energy and water efficiency and respect the natural features on a site. Examples include LEED (Leadership in Energy and Environmental Design) for New Construction and Low-Impact Development.

Coordination

- Citizens perceive a lack of coordination between the City and County governments.
- Henderson County's Comprehensive Plan recommends industrial development areas along I-26 between the Upward Road interchange and the area around the proposed Balfour Expressway.

Section 8.3. Goals and Strategies

Growth Management

The following goals and strategies establish an overall growth management strategy for the City of Hendersonville. The Hendersonville growth management approach encourages infill development that maximizes use of existing infrastructure, preservation of natural and agricultural resources, and fiscally responsible growth. This section refers to Map 8.3a, which identifies:

- **Priority Growth Areas (orange):** Areas that are considered a high priority for expansion of the ETJ, annexation, and extension of infrastructure and services
- **Priority Infill Areas (beige):** Areas that are considered a high priority for the City to encourage infill development on remaining vacant lots and redevelopment of underutilized or underdeveloped properties
- **Preservation/Enhancement Areas (gray):** Developed areas in which few significant changes are expected, or undeveloped areas that are not considered a high priority for growth. The City should respond to development or redevelopment in these areas by maintaining and enhancing existing neighborhood character and maintaining consistency with Comprehensive Plan goals and strategies.
- **Historic Preservation Areas (yellow):** National or local historic districts in which the City should uphold policies that preserve historic integrity and character
- **Natural Resource/Agricultural Areas:** Areas in which the City

Table 8.3a: Residential Buildout Analysis Based on Future Land Use Plan

	Proposed Gross Density (units per acre)	Development Opportunity Acreage (excluding approved subdivisions)	Buildout Housing Units	Buildout Population
Growth in Residential Future Land Use Categories				
Low Intensity Neighborhood/Ag.	1 to 2 (1.5 used)	128	638	1,346
Medium Intensity Neighborhood	2 to 8 (5 used)	567	850	1,794
High Intensity Neighborhood	8 or greater (10 used)	194	1,936	4,084
Total			3,424	7,225
Growth from Approved Subdivisions			987	2,083
2008 City/ETJ Population				21,497
Buildout Population				30,804

should discourage development and promote the preservation of environmentally sensitive features and agricultural resources

Table 8.3a provides additional information to inform the growth management component of the Comprehensive Plan. This table demonstrates the impacts of the proposed Future Land Use Plan (described in the following section) in terms of population and housing growth. As Table 8.3a indicates, a full buildout of the existing ETJ under the proposed Future Land Use Plan will add approximately 3,424 housing units and 7,225 people. Combined with growth from already approved subdivisions, this will result in a total ETJ buildout population of 30,804, a 43% increase from the 2007 population.

Infill development: Development that takes place within existing neighborhoods, making maximum use of the existing infrastructure instead of building on previously undeveloped land.

-Centers for Disease Control and Prevention, Healthy Places Terminology.

Examples of opportunities for infill development include:

- Scattered vacant lots
- Underutilized commercial properties

Goal LU-1.

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

Strategy LU-1.1.

Encourage infill development and redevelopment in areas planned for high-intensity development, as indicated by the “Priority Infill Areas” on Map 8.3a.

Action LU-1.1.1

Review zoning standards in the High-Intensity Neighborhood, Neighborhood Activity Center, Regional Activity Center, Downtown Core, Downtown Support, and Urban Institutional areas and revise as necessary to enable compatible infill projects.

Strategy LU-1.2.

Enhance areas surrounding infill projects in order to incentivize and leverage the benefits of infill development. The City can both incentivize and leverage infill development by prioritizing infrastructure improvements and



Property Maintenance Code enforcement efforts in areas surrounding infill projects. Enhancement of areas adjacent to an infill project benefits the infill developer by creating a more attractive location for prospective residents or businesses. These efforts also leverage the benefits of infill by extending the impact to a broader area, thus encouraging additional infill and/or reinvestment.

Action LU-1.2.1

Elevate the priority of needed maintenance projects such as street and sidewalk repaving and water line replacements, as well as minor enhancements such as new sidewalks and street trees, in areas surrounding infill projects.

Action LU-1.2.2

Implement code enforcement monitoring of a neighborhood during infill project construction, if code violations are present.

Goal LU-2.

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

Strategy LU-2.1.

Implement strategies under Goal NR-1 for the preservation of environmentally sensitive areas.

Strategy LU-2.2.

Implement strategies identified under Goal NR-4 for the preservation of agricultural resources.

Goal LU-3.

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

Strategy LU-3.1.

Expand the City's ETJ to include land expected to experience significant growth pressure. Areas immediately east and west of I-26, along the proposed Balfour Expressway, and along US-64 east of I-26 include significant amounts of vacant land that are or will be highly accessible. These areas are also within the Urban Service Area boundary as recommended by the Henderson County 2020 Comprehensive Plan. Including these areas in the ETJ will allow the City to ensure that future development conforms with City planning requirements and will not conflict with Comprehensive Plan goals.

Action LU-3.1.1

Expand the eastern boundary of the ETJ to include land on both sides of the I-26 corridor from the proposed Balfour Expressway to Upward Road, as indicated on Map 8.3a.

Action LU-3.1.2

Expand the northern boundary of the ETJ to include land adjacent to the proposed Balfour Expressway, as indicated on Map 8.3a.

Action LU-3.1.3

Expand ETJ boundaries northeast along both sides of US-64, as indicated on Map 8.3a.

Strategy LU-3.2.

Annex developed and developing areas in a contiguous manner that promotes fiscal responsibility for the City. Annexation of areas within the ETJ will help to prevent taxing inequities that occur when residents along the periphery of the City utilize City streets, parks, and other non-direct facilities and services without providing revenue to support them. Furthermore, contiguous, responsible annexation will help to avoid the inefficiencies and confusion of City

services that can occur with satellite annexations and isolated, unincorporated pockets.

Action LU-3.2.1

Discourage satellite annexations unless they significantly advance Comprehensive Plan goals and strategies.

Action LU-3.2.2

Encourage annexation of unincorporated pockets in order to create a contiguous City boundary and maximize efficiencies with City services.

Strategy LU-3.3.

Encourage annexations that improve the land-use balance in the City of Hendersonville. A balanced mix of land uses helps to ensure a stable tax base. The City's current mix of uses is relatively lacking in office and industrial uses. Encouraging annexation of areas planned as Business Center will help to improve the land use mix while adding local employment opportunities as well.

Action LU-3.3.1

Encourage annexations of areas planned as Business Center in order to address the current lack of office and industrial uses in the City.

Strategy LU-3.4.

Promote fiscal responsibility for the City with the expansion of infrastructure and services.

Action LU-3.4.1

Continue to require adequate public facilities for new development projects. Require developers to offset increased public costs when existing public infrastructure is inadequate.

Strategy LU-3.5.

Minimize negative impacts from growth and land use changes on existing land uses. Some zoning map changes and other

development applications may create short-term incompatibilities with existing neighborhoods, even if they are consistent with the Future Land Use Plan. It is critical that City officials consider the full range of impacts of all development applications, in addition to conformance with the Future Land Use Plan.

Action LU-3.5.1

Consider a full range of short- and long-term impacts when reviewing zone change applications and other proposals that introduce land use changes. When reviewing zone change applications, the City should consider whether applications demonstrate a clear public purpose as well as the criteria listed in Figure 8.3a.

Action LU-3.5.2

Adopt zoning amendment review standards that formalize the considerations of Action LU-3.5.1.

Strategy LU-3.6.

Update the Zoning Code to ensure conformance with the Comprehensive Plan. The Zoning Code is the City's primary regulatory tool in implementing the Comprehensive Plan. Amendments to the Zoning Code and Map will be necessary to reflect Comprehensive Plan recommendations and ensure orderly growth and development.

Action LU-3.6.1

Conduct a comprehensive review of the Zoning Code and Map to identify and prioritize necessary changes, including but not limited to:

- New districts
- Amendments to existing districts
- Amendments to review procedures and general provisions

- Landscaping and urban design guidelines and standards



Figure 8.3a: 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.

1. Consistency with the Goal, Recommended Land Uses, and Development Guidelines of the applicable Future Land Use Plan category
2. Consistency with all other applicable Goals of the Comprehensive Plan
3. Compatibility between the requested use or zoning district and the prevailing uses in the surrounding area
4. 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
5. Whether the design of the requested use (or available design standards and guidelines associated with the requested zoning district) mitigate potential conflicts between uses
6. Potential impacts on environmentally sensitive areas (if applicable)
7. Potential impacts on agricultural resources (if applicable)
8. Potential impacts on certified historical properties and historic districts (if applicable)
9. Potential impacts on area access and traffic patterns
10. 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
11. Adequacy of public parks, recreation and educational facilities to support the requested use or zoning district

Future Land Use Plan

The following goals and strategies expand upon the growth management goals and recommend preferred land use mixes and development guidelines for all areas of the City, existing ETJ and proposed expansion of the ETJ. The goals and strategies correspond to the Future Land Use categories identified on Map 8.3b and the Future Land Use Summary Table (Table 8.3c).

A Future Land Use plan is a set of long-term policies, like the remainder of the Comprehensive Plan, that will guide the City's land use decisionmaking. It is not a zoning map and therefore has no regulatory power. Decisions regarding future zoning map and text amendments will rely on the Future Land Use plan, in addition to the criteria described under Strategy LU-3.5, for policy guidance.

The Future Land Use plan applies the Transect approach, as developed by Duany Plater-Zyberk & Company. The Transect is a continuum of development form and density that illustrates how the qualities of a community vary from the community core to its edge. In this plan, the Transect is a useful means of illustrating the preferred form of development for each Future Land Use category and showing how each category relates to the larger community. Each category in Table 8.3c includes a conceptual site plan and rendering that illustrate the desired development form.

Table 8.3b provides the acreage and percentage of the proposed ETJ expansion occupied by each Future Land Use category. The Future Land Use plan strives to achieve a balanced mix of uses, consistent with Strategy LU-3.3.

In addition to a goal statement, each future land use category includes the following elements:

- **Location on the Future Land Use Map** describes the rationale behind each category's locations on the Future Land Use Map (Map 8.3b). Since the boundaries on the Future Land Use map are not set in stone, these guidelines will provide additional assistance with decisions that affect locations of land uses.
- **Primary recommended land uses** provides general guidance (not an exhaustive list) for 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 recommended land uses** provides general guidance (not an exhaustive list) for uses that are 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.
- **Development guidelines** provide guidance for development form and density, including building setbacks, parking location, building design and units per acre.

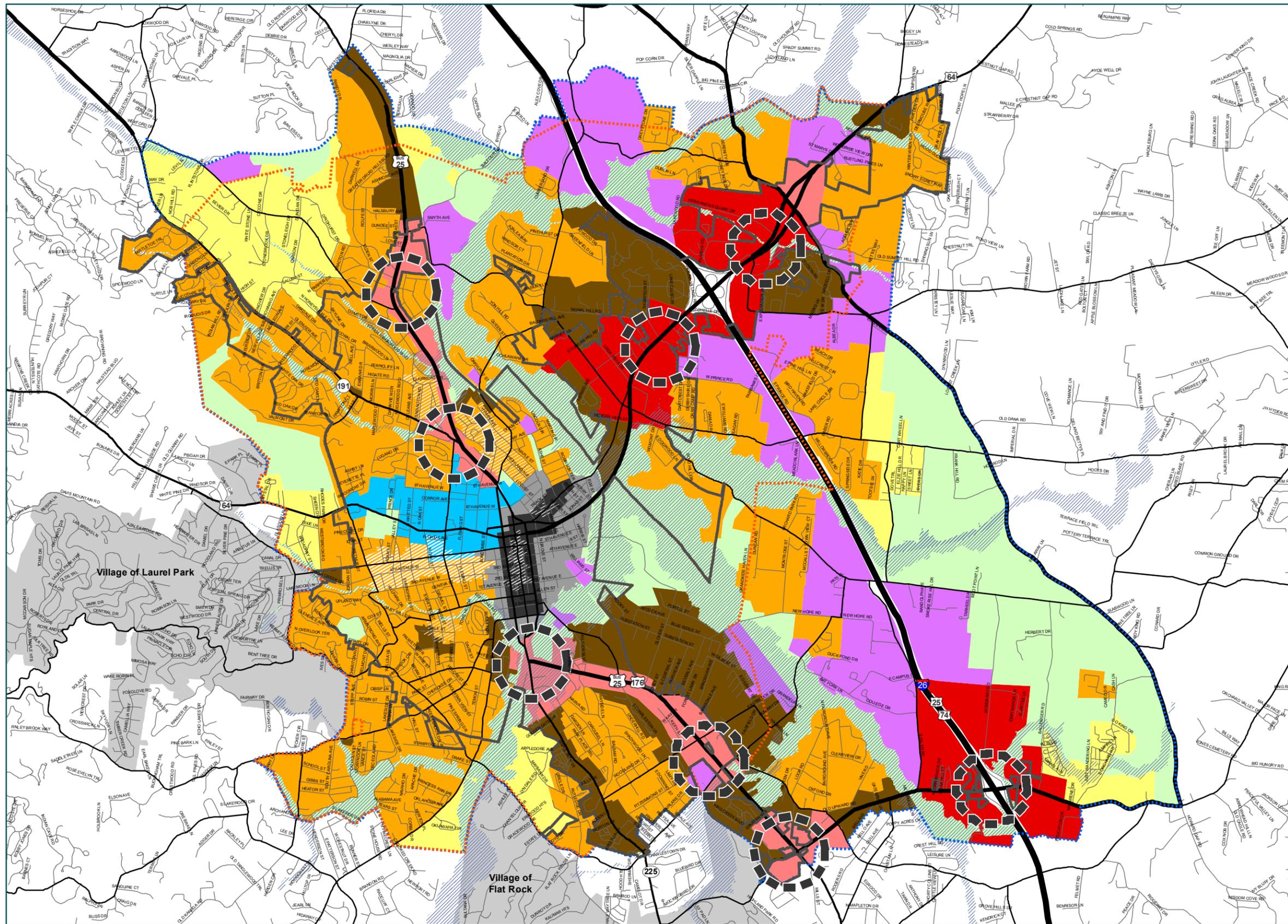
Activity Nodes: The Neighborhood Activity Center and Regional Activity Center categories include additional design guidance for "Activity Nodes", which are locations identified on Map 8.3b that are planned as high-density, pedestrian-friendly community focal points. Although downtown will be Hendersonville's primary urban focal point, the Activity Nodes will act as "satellite" nodes that bring the benefits of urban, mixed-use development and walkable design to neighborhoods and regional retail centers outside of downtown. Activity nodes encourage mixing of neighborhood or regional retail with other complementary uses within a five to 10-minute walking radius. Roadway and site design will create distinctive "centers" that serve as community gathering spots and create a unique sense of place.

Table 8.3b: Acreage of Future Land Use categories

	Acres	Percentage of Proposed ETJ
Downtown Core	115	0.9%
Downtown Support	178	1.3%
High Intensity Neighborhood	1,360	10.2%
Business Center	1,470	11.0%
Low Intensity Neighborhood / Agricultural	1,028	7.7%
Medium Intensity Neighborhood	4,363	32.7%
Natural Resource / Agricultural	3,143	23.6%
Neighborhood Activity Center	532	4.0%
Regional Activity Center	933	7.0%
Urban Institutional	218	1.6%

**Map 8.3b:
Future Land Use**

- Legend**
- City Limits
 - Extra Territorial Jurisdiction
 - Proposed ETJ Expansion
 - Historic Districts
 - 100-Year Floodplain
- Roadway Classifications**
- Boulevard
 - Freeway
 - Major Thoroughfare
 - 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 / Agricultural
 - Natural Resource / Agricultural
- Activity Node



Sources:
City of Hendersonville
Henderson County
USGS

March 2009

Table 8.3c: Future Land Use Summary Table

FUTURE LAND USE CATEGORY NAMES AND ILLUSTRATIONS	FUTURE LAND USE CATEGORY NAMES AND ILLUSTRATIONS									
	Business Center	Regional Activity Center	Downtown Core	Downtown Support	Urban Institutional	Neighborhood Activity Center	High-Intensity Neighborhood	Medium-Intensity Neighborhood	Low-Intensity Neighborhood/Agricultural	Natural Resource/Agricultural
GOAL	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.	Meet the large-scale retail needs of Hendersonville residents while encouraging mixed-use, walkable design through redevelopment and infill projects.	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.	Support the Downtown retail core and create a transition between Downtown Core and adjacent residential neighborhoods.	Create a cohesive, well-defined urban campus for medical and educational institutions, with supportive office, service and residential uses, that is integrated with Downtown.	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.	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.	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.	Provide large-lot, low-density housing options and protect existing low-density neighborhoods.	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.
RECOMMENDED LAND USES	<p>Primary</p> <ul style="list-style-type: none"> Offices Research facilities Educational centers <p>Secondary</p> <ul style="list-style-type: none"> Supportive retail and services along major thoroughfares Restaurants Light manufacturing Multi-family residential Mixed-use brownfield redevelopment 	<p>Primary</p> <ul style="list-style-type: none"> Community/regional retail sales and services Restaurants <p>Secondary</p> <ul style="list-style-type: none"> Multi-family residential Offices Public and institutional uses Pedestrian amenities 	<p>Primary</p> <ul style="list-style-type: none"> Neighborhood retail sales and services Restaurants Arts, cultural and entertainment establishments <p>Secondary</p> <ul style="list-style-type: none"> Multi-family residential Live-work units Offices Public and institutional uses Pedestrian amenities 	<p>Primary</p> <ul style="list-style-type: none"> Offices Single-family attached and multi-family residential Live-work units Public and institutional uses Arts and entertainment establishments Structured or underground parking <p>Secondary</p> <ul style="list-style-type: none"> Retail Parks and plazas 	<p>Primary</p> <ul style="list-style-type: none"> Public and institutional uses and services Offices Structured or underground parking <p>Secondary</p> <ul style="list-style-type: none"> Single-family attached residential Multi-family residential Live-work units Limited retail and services 	<p>Primary</p> <ul style="list-style-type: none"> Neighborhood retail sales and services <p>Secondary</p> <ul style="list-style-type: none"> Offices Multi-family residential Live-work units Public and institutional uses Pedestrian amenities (plazas, outdoor seating, etc.) Mixed uses 	<p>Primary</p> <ul style="list-style-type: none"> Single-family attached and multi-family residential Planned Residential Developments Open space <p>Secondary</p> <ul style="list-style-type: none"> Public and institutional uses Offices and retail along thoroughfares Recreational amenities 	<p>Primary</p> <ul style="list-style-type: none"> Single-family attached and detached residential Open space <p>Secondary</p> <ul style="list-style-type: none"> Limited multi-family residential along roadways designated as Boulevards or Major Thoroughfares Planned Residential Developments Local public and institutional uses Recreational amenities 	<p>Primary</p> <ul style="list-style-type: none"> Single-family attached or detached residential Open Space Agricultural <p>Secondary</p> <ul style="list-style-type: none"> Local public and institutional uses Recreational amenities 	<p>Primary</p> <ul style="list-style-type: none"> Open space Recreational amenities Low-impact stormwater management facilities Flood storage Agricultural <p>Secondary</p> <ul style="list-style-type: none"> Utilities other than stormwater management Single-family attached/detached structures Cemeteries
DEVELOPMENT GUIDELINES	<ul style="list-style-type: none"> Moderate front setbacks and appropriate landscaping Pedestrian connections to multi-use pathways and between uses At least 30% open space in new developments greater than five acres Facade articulation and windows to break up large facades Mitigation of negative visual/environmental impacts on residential areas 	<ul style="list-style-type: none"> Facade articulation to mitigate bulk of large buildings Hiding of large parking lots with outlet structures Pedestrian connections to parking and other buildings/properties <p>Activity Nodes</p> <ul style="list-style-type: none"> Multi-story, mixed-use buildings encouraged Placement of new buildings close to the street encouraged Location of parking to the side or rear of buildings Pedestrian connections to surrounding neighborhoods 	<ul style="list-style-type: none"> Continuous "street wall" with buildings adjacent to the sidewalk Rear parking or limited side parking only Storefront windows and facade articulation Traffic calming Improved connection between Downtown and the Seventh Street Historic District. 	<ul style="list-style-type: none"> Minimal front setback Rear or limited side parking only Facade articulation Traffic calming Ground-floor storefronts and/or architectural detailing on parking structures 	<ul style="list-style-type: none"> Similar to Downtown Support Encouragement of neighborhood master-planning that links hospital with offices, services and Downtown 	<ul style="list-style-type: none"> Minimize parking in front of buildings Human-scale buildings with storefront windows on ground floors and facade articulation Pedestrian connections to parking and other buildings/properties <p>Activity Nodes</p> <ul style="list-style-type: none"> Multi-story, mixed-use buildings encouraged Placement of new buildings close to the street Location of parking to the side or rear of buildings Pedestrian connections to surrounding neighborhoods Traffic calming 	<ul style="list-style-type: none"> Eight or more units per gross acre Placement of non-residential and higher-density residential buildings close to major roadways and Activity Centers At least 60% open space in new residential developments greater than three acres Architectural guidelines to ensure compatibility between different land uses Walkable neighborhood design 	<ul style="list-style-type: none"> Two to eight units per gross acre At least 60% open space in new developments on three or more acres Architectural guidelines to ensure compatibility between different housing types Walkable neighborhood design 	<ul style="list-style-type: none"> One to two units per gross acre At least 60% open space in new developments 	<ul style="list-style-type: none"> Preservation/restoration of natural hydrology Low-Impact Development principles encouraged Development of non-motorized pathways to connect neighborhoods, businesses, parks, and regional greenways Residential uses limited to one unit per gross acre or less with at least 60% open space

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.

1. Consistency with the Goal, Recommended Land Uses, and Development Guidelines of the applicable Future Land Use Plan category
2. Consistency with all other applicable Goals of the Comprehensive Plan
3. Compatibility between the requested use or zoning district and the prevailing uses in the surrounding area
4. 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
5. Whether the design of the requested use (or available design standards and guidelines associated with the requested zoning district) mitigates potential conflicts between uses
6. Potential impacts on environmentally sensitive areas (if applicable)
7. Potential impacts on agricultural resources (if applicable)
8. Potential impacts on certified historical properties and historic districts (if applicable)
9. Potential impacts on area access and traffic patterns
10. 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
11. Adequacy of public parks, recreation and educational facilities to support the requested use or zoning district

Goal LU-4.

Natural Resource/Agricultural Areas:
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.



Strategy LU-4.1.

Locations on the Future Land Use Map:

- The FEMA 100-year Floodplain
- Slopes greater than 30%
- Areas designated as Protected Ridges, pursuant to the State of North Carolina Mountain Ridge Protection Act of 1983
- Wetlands, as identified by the National Wetlands Inventory
- Existing City and County parks
- Existing cemeteries
- Water and wastewater treatment and storage facilities
- Areas planned for agricultural preservation
- Areas affected by the City's 50-foot stream buffer requirements

Strategy LU-4.2.

Primary recommended land uses:

- Open space
- Recreational amenities
- Low-impact stormwater management facilities
- Flood storage
- Agricultural uses

Strategy LU-4.3.

Secondary recommended land uses:

- Utilities other than stormwater management
- Single-family attached and detached structures
- Cemeteries

Strategy LU-4.4.

Development guidelines:

- Preservation and restoration of natural hydrology
- Encouragement of Low-Impact Development principles, as described under Strategy WR-2.3
- Development of non-motorized pathways to connect neighborhoods, businesses, parks, and regional greenways
- Residential uses limited to one unit per gross acre or less with at least 60% open space



*Natural resources in Hendersonville:
 Oklawaha Greenway (top),
 wetland (bottom)*

**Goal LU-5.**

Low-Intensity Neighborhood/ Agricultural: Provide large-lot, low-density housing options and protect existing low-density neighborhoods.

Strategy LU-5.1.**Locations:**

- Existing neighborhoods zoned as R-40 and R-20
- Neighborhoods and vacant land on the periphery of the extended ETJ

Strategy LU-5.2.**Primary recommended land uses:**

- Single-family attached or detached residential
- Open Space
- Agricultural

Strategy LU-5.3.**Secondary recommended land uses:**

- Local public and institutional uses
- Recreational amenities

Strategy LU-5.4.**Development guidelines:**

- One to two units per gross acre
- At least 60% open space in new developments, with density bonuses for greater percentages of open space



Single-Family homes fronting on common open space, at densities comparable to Low-Intensity Neighborhood



Goal LU-6.

Medium-Intensity Neighborhood:
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.

Strategy LU-6.1.

Locations:

- Existing neighborhoods zoned R-15, R-10, and R-6, including residential historic districts
- Existing or planned neighborhoods that reflect the same densities as the R-15, R-10 and R-6 zoning districts (Two to eight units per gross acre)
- Undeveloped properties that are surrounded by or adjacent to the above neighborhoods

Strategy LU-6.2.

Primary recommended land uses:

- Single-family attached and detached residential
- Open space

Strategy LU-6.3.

Secondary recommended land uses:

- Limited multi-family residential along roadways designated as Boulevards or

Major Thoroughfares on the Future Land Use Map

- Planned Residential Developments
- Local public and institutional uses
- Recreational amenities

Strategy LU-6.4.

Development guidelines:

- Two to eight units per gross acre
- At least 60% open space in new developments on three or more acres
- Architectural guidelines to encourage compatibility when different housing types abut one another (e.g. similar building height, massing, roof pitch, and rhythm of windows and façade detailing)
- Encouragement of walkable neighborhood design, as described under Goal PH-3 in Chapter 2



Single-family homes at densities comparable to Medium-Intensity Neighborhood

**Goal LU-7.**

High-Intensity Neighborhood.
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.

Strategy LU-7.1.**Locations:**

- Existing or planned high-density housing neighborhoods (greater than eight units per acre)
- Priority infill development areas where high-density development is desirable and/or expected, including:
 - Boulevard and Major Thoroughfare corridors near Neighborhood Activity Centers
 - Areas surrounding Regional Activity Centers
 - Neighborhoods near Downtown, excluding historic neighborhoods
 - Neighborhoods between Jackson Park and US-176

Strategy LU-7.2.**Primary recommended land uses:**

- Single-family attached and multi-family residential
- Planned Residential Developments
- Open space

Strategy LU-7.3.**Secondary recommended land uses:**

- Public and institutional uses
- Offices and retail along thoroughfares
- Recreational amenities

Strategy LU-7.4.**Development guidelines:**

- Eight or more units per gross acre
- Placement of higher-intensity uses (e.g. office or higher-density residential) close to Boulevards and Major Thoroughfares, and/or adjacent to Neighborhood and Regional Activity Centers
- At least 60% open space in new residential developments greater than three acres
- Architectural guidelines to encourage compatibility between different land uses (e.g. similarities in building height, massing, roof pitch, and rhythm of windows and façade detailing)
- Encouragement of walkable neighborhood design, as described under Goal PH-3 in Chapter 2



Example of High-Intensity Neighborhood development

Goal LU-8.

Neighborhood Activity Center:
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.



Strategy LU-8.1.

Locations:

- Major intersections along existing local commercial corridors (US-25 and US-176)
- Emerging neighborhood activity center at US-64 and Howard Gap Road

Strategy LU-8.2.

Primary recommended land uses:

- Neighborhood retail sales and services

Strategy LU-8.3.

Secondary recommended land uses:

- Offices
- Multi-family residential
- Live-work units
- Public and institutional uses
- Pedestrian amenities (plazas, outdoor seating, etc.)
- Mixed uses



Example of a mixed-use Neighborhood Activity Center

Strategy LU-8.4.

Development guidelines:

- Minimal parking in front of buildings (no more than one to two rows) along thoroughfares, with remainder of parking located to the side or rear
- Encouragement of buildings that are designed at a human scale, maximizing window coverage on ground floors and utilizing façade articulation
- Provision of pedestrian connections to parking and other buildings/properties

Activity Nodes:

- Encouragement of multi-story, mixed-use buildings with retail on ground floors and office/residential on upper floors
- Placement of new buildings close to the street along thoroughfares (less than 20 feet from right-of-way)
- Location of all parking to the side or rear of buildings or in a garage encouraged
- Improved pedestrian connections to surrounding neighborhoods
- Inclusion of traffic calming improvements (described under Strategy TC-1.4 in Chapter 7) with redevelopment projects

**Goal LU-9.**

Regional Activity Center: Meet the large-scale retail needs of Hendersonville residents while encouraging mixed-use, walkable design through redevelopment and infill projects.

Strategy LU-9.1.**Locations:**

- Commercial areas surrounding the US-64/I-26 and Upward Road/I-26 interchanges

Strategy LU-9.2.**Primary recommended land uses:**

- Community and regional retail sales and services
- Restaurants

Strategy LU-9.3.**Secondary recommended land uses:**

- Multi-family residential
- Offices
- Public and institutional uses
- Pedestrian amenities

Strategy LU-9.4.**Development guidelines:**

- Mitigation of bulk of large buildings through façade detailing and window coverage
- Hiding of large parking lots (more than one double-row deep) from thoroughfares with outlot structures

- Provision of pedestrian connections to parking and other buildings and properties

Activity Nodes:

- Encouragement of multi-story, mixed-use buildings with retail on ground floors and office/residential on upper floors
- Placement of new buildings close to the street along thoroughfares (less than 20 feet) encouraged
- Location of all parking to the side or rear of buildings or in a garage encouraged
- Improved pedestrian connections to surrounding neighborhoods



Example of a Regional Activity Center



Goal LU-10.

Downtown Core: 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.

Strategy LU-10.1.

Locations:

- Main Street
- 7th Avenue
- Portions of Church Street and King Street

Strategy LU-10.2.

Primary recommended land uses:

- Neighborhood retail sales and services
- Restaurants
- Arts, cultural and entertainment establishments

Strategy LU-10.3.

Secondary recommended land uses:

- Multi-family residential
- Live-work units
- Offices
- Public and institutional uses
- Pedestrian amenities

Strategy LU-10.4.

Development guidelines:

- Continuous “street wall” with buildings adjacent to the sidewalk
- Rear parking or limited side parking only
- Window coverage and façade articulation on storefronts
- Development and maintenance of traffic calming improvements
- Improved connection between Downtown and the Seventh Street Historic District

Strategy LU-10.5.

Create a 24-hour environment that supports an expanding residential base in the downtown. Encourage services such as convenience shops, drug stores, and specialty food stores that support downtown housing.



Main Street in Downtown Hendersonville (courtesy HHPC)

**Goal LU-11.**

Downtown Support: Support the Downtown retail core and create a transition between Downtown Core and adjacent residential neighborhoods.

Strategy LU-11.1.**Locations:**

- Area between Downtown Core and Jackson Park
- Transitional areas between Downtown Core and neighborhoods to the north, south, and west

Strategy LU-11.2.**Primary recommended land uses:**

- Offices
- Single-family attached and multi-family residential
- Live-work units
- Public and institutional uses
- Arts and entertainment establishments
- Structured or underground parking

Strategy LU-11.3.**Secondary recommended land uses:**

- Retail
- Parks and plazas

Strategy LU-11.4.**Development guidelines:**

- Minimal front setback
- Rear or limited side parking only
- Façade articulation
- Development and maintenance of traffic calming improvements
- Ground-floor storefronts and/or architectural detailing on parking structures



Example of Downtown Support development



Goal LU-12.

Urban Institutional: Create a cohesive, well-defined urban campus for medical and educational institutions, with supportive office, service and residential uses, that is integrated with Downtown.

Strategy LU-12.1.

Locations:

- Area surrounding Pardee Memorial Hospital

Strategy LU-12.2.

Primary recommended land uses:

- Public and institutional uses
- Offices
- Structured or underground parking

Strategy LU-12.3.

Secondary recommended land uses:

- Single-family attached residential
- Multi-family residential
- Live-work units
- Limited retail and services

Strategy LU-12.4.

Development guidelines:

- Similar development standards to Downtown Support
- Encouragement of neighborhood master-planning that links hospital with offices, services and Downtown
- Development and maintenance of traffic calming improvements

**Goal LU-13.**

Business Center: 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.

Strategy LU-13.1.**Locations:**

- Most of I-26 frontage
- Areas around the Blue Ridge Community College
- Existing, older industrial properties.

Strategy LU-13.2.**Primary recommended land uses:**

- Offices
- Research facilities
- Educational centers

Strategy LU-13.3.**Secondary recommended land uses:**

- Supportive neighborhood retail and services along major thoroughfares
- Restaurants
- Light manufacturing, fabrication and distribution if designed to be compatible with office uses
- Multi-family residential
- Redevelopment and adaptive reuse of older industrial structures near Downtown into uses that complement adjacent land use categories

Strategy LU-13.4.**Development guidelines:**

- Moderate front setbacks and appropriate landscaping
- Encouragement of pedestrian connections to multi-use pathways and between uses
- At least 30% open space in new developments greater than five acres
- Requirement of façade articulation and window coverage to break up large facades
- Mitigation or avoidance of negative visual and environmental impacts on residential areas



Corporate office building, an example of a Business Center use



Strategy LU-13.5.

Work with partners to attract businesses to planned Business Center locations.

Action LU-13.5.1

Work with the Henderson County Partnership for Economic Development and other economic development organizations to market Hendersonville as a business destination.

Action LU-13.5.2

As Business Center areas are annexed into the City of Hendersonville, develop an economic development policy that governs the use of tax incentives. Utilize incentives only for projects that clearly further the goals and strategies of the Comprehensive Plan and whose benefits clearly outweigh the costs of the incentives.

Action LU-13.5.3

Work with the Henderson County Partnership for Economic Development and other economic development organizations in packaging incentives and overcoming development obstacles for economic development projects that meet the City's Comprehensive Plan goals.

Strategy LU-13.6.

Preserve adequate land supply for long-term job growth and economic development.

Action LU-13.6.1

Proactively annex land planned as Business Center starting with areas located adjacent to I-26 first.

Action LU-13.6.2

Rezone property to Business Center designations to prevent unplanned and incompatible development.

Strategy LU-13.7.

Extend essential public infrastructure to support industrial growth in planned areas.

Action LU-13.7.1

Extend water and sewer lines to existing industries that are willing to annex into Hendersonville.

Action LU-13.7.2

Construct access and service roads as planned on the Thoroughfare Plan map to gain better and more efficient access to areas planned as Business Center.

Action LU-13.7.3

Develop a business park at a strategic location with all necessary roadway, water, sewer, power and telecommunications infrastructure as a means to create competitive shovel-ready sites in cooperation with the city's development partners and in-line with a well thought-out development and marketing strategy.

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