

2010

The 2030 Comprehensive Development Plan

City of Henderson, North Carolina



Adopted
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(Resolution 10-09)



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Mission of the Comprehensive Plan: The comprehensive plan was developed to:

- Guide decision-making on land use through implementation of the city’s development ordinances in a manner that is consistent with the plan.
- Create an overall vision for the community that outlines the type, intensity, and location of development that is appropriate for the city, and that takes advantage of local and regional assets in order to promote economic prosperity.
- Develop a plan that targets areas for specific types of development (ex. residential, commercial, industrial, institutional, etc.) in order to promote more coordinated and compatible land use patterns.
- Take advantage of Henderson’s location and assets, including retail centers and transportation corridors, in defining the type and location of development that should take place in the future.
- Assess the current and future infrastructure needs (water, sewer, natural gas, etc.) of the community and make recommendations that promote better coordination of land use and capital improvements.
- Consider how land use planning and development impact and support the Henderson tax base in order to evaluate the city’s ability to provide for community services.
- Identify community assets (ex. Kerr Lake and the Regional Water System, Vance-Granville Community College, Maria Parham Medical Center) and seek out new opportunities for community development that capitalize on those assets.
- Identify community weaknesses and specific actions to combat those weaknesses that draw on lessons learned and best practices from other cities and towns.
- Address the need for decent, affordable housing for all members of the community, with a focus on promoting homeownership and creating practicable financing options.
- Inventory local and regional historic, cultural, and recreational assets and identify the unmet needs for community facilities, parks, trails, and other cultural and recreational uses.
- Identify ways to improve the quality of life for all residents in the community through education and training, public safety enhancements, and community improvements.

Special Thanks: The City of Henderson wishes to thank the many residents, city and county officials, business leaders, and civic organizations that contributed to the planning process.

1 Introduction

1.1 Purpose and Scope

The 2030 Comprehensive Plan is the comprehensive development plan for the City of Henderson. It lays out the city’s vision for the future and strategic courses of actions to achieve that vision. The plan is a policy document that guides day-to-day decisions and the framework for the city’s growth management program. The plan will not predetermine development decisions, but will guide the decision-making process. It will shape decisions on land use, public improvements, and any other aspect of land development.

The comprehensive plan is a road map that gives local officials directions for moving the community towards its desired future. That future is defined through policy statements and maps that include a community vision, guiding principles, goals and policies, and a future land use map. Implementation tools such as development regulations and incentive programs, administrative procedures, capital improvement planning, and others are the vehicle, or the means, the city will use to realize its vision.

The scope of the plan is comprehensive because it focuses on a broad range of issues, applies to a wide geographic area, and covers a long time frame, 15 to 20 years. The comprehensive plan takes a broad look at the community related to trends in the region and their implications on local land use and service needs. Implementation focuses on a narrow range of issues (land use, transportation, or redevelopment) or small geographic area (a parcel, neighborhood, or corridor) and on short-term (within 5 years) actions or solutions. Implementation is also when city officials and other stakeholders will invest financial, physical, and human resources.

1.2 Authority to Plan

Chapter 160A, Article 19 of the NC General Statutes allows larger municipalities to plan and regulate development for up to two miles beyond their city limits. State law requires that zoning be based on a comprehensive plan, and that zoning decisions contain a written statement on plan consistency. To decide plan consistency, city

decision-makers must find that a proposed development will either advance the city towards its long term vision or implement one or more of the plan policy.

1.3 Planning Area

The geographic planning area includes all of the city’s current planning jurisdiction, the city limits and extraterritorial jurisdiction (ETJ) boundary, plus an extended area. The extended area include adjacent lands where development in the next 10 to 15 can directly impact city services; and therefore, should be considered in the city’s long range plans. The Future Land Use Map depicts the planning area identified during the planning process.

Why Plan?

A few good reasons to plan:

- A good, clearly articulated plan forms the basis of a community's vision of its future. Without it, regulatory controls can be legally challenged as arbitrary.
- A good plan ensures that a community can provide services like police, fire, and solid waste collection efficiently while maintaining a relatively low tax rate for its citizens.
- A good planning process involves a wide variety of citizens and interests. Once a community reaches consensus, the vision created in the plan can make future decision-making easier and less politically charged.
- Federal and state programs sometimes require communities to adopt a plan as a condition to receive funding from or participate in the program. A well-crafted plan with extensive public input can help bring additional financial and technical resources to help implement the plan.

Source: [NCAPA Citizen Planner Training Manual, America Planning Association.](#)

1.4 Users of the Plan

The 2030 Comprehensive Plan is to be used by anyone interested in the development of Henderson—both inside and outside of city government. Local officials will use the plan to prepare departmental work plans, capital improvement budgets, and development regulations and programs and to decide development proposals. Developers and landowners will reference the plan to gauge local support for development proposals before submitting applications. Citizens will evaluate development decisions for consistency with the community vision.

In addition to this planning document, users should also consult the Vance County Comprehensive Transportation Plan and any other regulation, program, map, or plan adopted to manage growth and development. If used appropriately, the comprehensive plan will add certainty and efficiency to the decision-making process.

1.5 Overview of the Planning Process

The planning process began when the Board of Commissioners appointed the Land Use Planning Committee in early 2007. The committee comprised of city and ETJ residents, City staff, members of appointed boards, and other stakeholders. With technical assistance from the NC Division of Community Assistance (DCA), the steering committee's task was to prepare a draft of the plan. The draft was presented to the Planning Board for review and consideration. Finally, the proposed plan was submitted to the Town Board, and was adopted as the official comprehensive development plan by Resolution 10-09 on May __, 2009.

The plan making stage of the process is represented under steps 1 through 4. It was a participatory process that addressed three fundamental questions as they relate to

growth and development: (1) Where are we today; (2) Where do we want to be tomorrow; and (3) How do we get there. Where Henderson is today was addressed under steps 1, 2, and 3 of the process. Step 1 involved evaluating baseline data indicating existing trends and conditions that influence community land use and service needs. Step 2 identified community concerns and preferences for growth expressed during a participatory public input process. Under step 3, key issues were identified based on an analysis of community strengths, weaknesses, opportunities, and threats implied from the background study and public input process. Within the context of the key issues, the plan recommendations were developed as the framework for implementation.

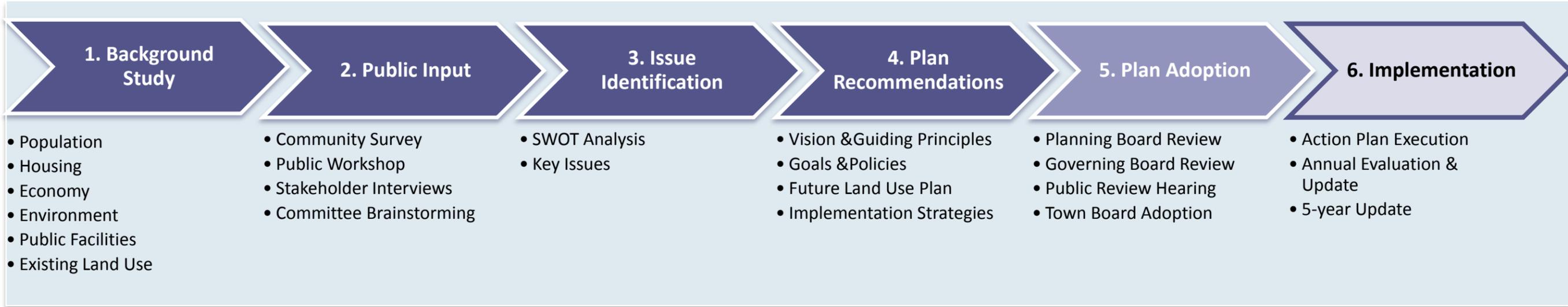
Plan recommendations are based on conditions existing at the time the plan was prepared; and over time, these conditions may evolve in a way that renders certain elements of the plan outdated or irrelevant. Therefore, implementation must be a continuous program of actions to evaluate and update the plan to reflect current conditions.

The implementation phase (step 6) began when the plan was adopted and will continue over the 20-year life of the plan. Municipal departmental work plans, capital improvement budgets, administrative procedures, development regulations, and other tools will all advance the goals and policies in the plan. The complete planning process is illustrated in

Figure 1-1.



Figure 1-1: Steps in the Planning Process



1.6 Public Input

Public input was pursued throughout the plan-making process to ensure that the perspectives of a broad cross-section of the community were considered. The steering committee, who prepared the plan, was composed of residents, city officials, and other likely users of the plan. To identify community concerns and needs for the future, a survey was mailed to city water customers—400 of which was completed and returned. A public workshop, stakeholder interviews, and brainstorming exercises were held to supplement the survey. A full summary these efforts are presented in a report available from the Henderson Planning Department.

Public input was achieved during adoption process as both the Planning Board and Board of Commissioners considered the initial draft at public meetings. Before formal plan adoption, a public input meeting was held for additional citizen input on the plan. While public input was critical to plan development and adoption; it is essential to successful implementation. No single entity has the financial, physical, or human resources to meet all of the city’s needs alone. Many issues can only be resolved through collaboration and cooperation. To establish the partnerships needed to achieve the community’s goals, there must be a strong commitment from the city and its implementation partners; a commitment that can only be achieved with public buy-

in; buy-in that can only be gained through meaningful public education and involvement.

1.7 Organization of the Plan

The comprehensive plan articulates the policies and strategies that will lead the city towards its long range vision for the future. This introductory chapter gives an overview of the purpose and scope of the plan and describes the planning process. A demographic and economic profile of the community and the physical profile of land is Chapters 2 through 4. Key issues and opportunities for growth are identified in Chapters 5. The goals and policies that will guide decision-making and be the framework for implementation is presented in Chapters 6 through 8.

Chapter 6 includes broad statements of the community’s vision and guiding principles and more targeted statements of goals and policies. Chapter 7 presents the Future Land Use Map, which is the blueprint for where future development and conservation should take place. Chapter 8 proposes implementation strategies to ensure that the policy proposals in the plan are realized. Plan consistency will be defined by the extent to which land use and public improvement decisions advance the city towards its long range goals or implement one or more goal or policy recommendations.

The official comprehensive plan and future land use map will be maintained in the Henderson Planning Department. Any copy of the plan and maps posted on the City's website or otherwise distributed to the public may not contain the most amendments. Users of the plan should consult with planning staff before submitting specific development proposals.



2 Community Profile

2.1 Area History

The city of Henderson was named for Leonard Henderson, the first Supreme Court Justice in North Carolina. The first settlers of the area began in 1785 with the establishment of homesteads and farms.

Henderson was chartered in 1841 and became the Vance County Seat in 1881. The growth of what is now the city centered on the development of the Raleigh and Gaston Railroad in the late 1830s, which provided Henderson with convenient access to the surrounding area and new economic development opportunities.

Through the mid- to late-1800s, businesses developed along what is now Garnett Street and warehouse and shipping facilities sited along the railroad. This established Henderson as an ideal location for a tobacco market, which was officially established in 1872.

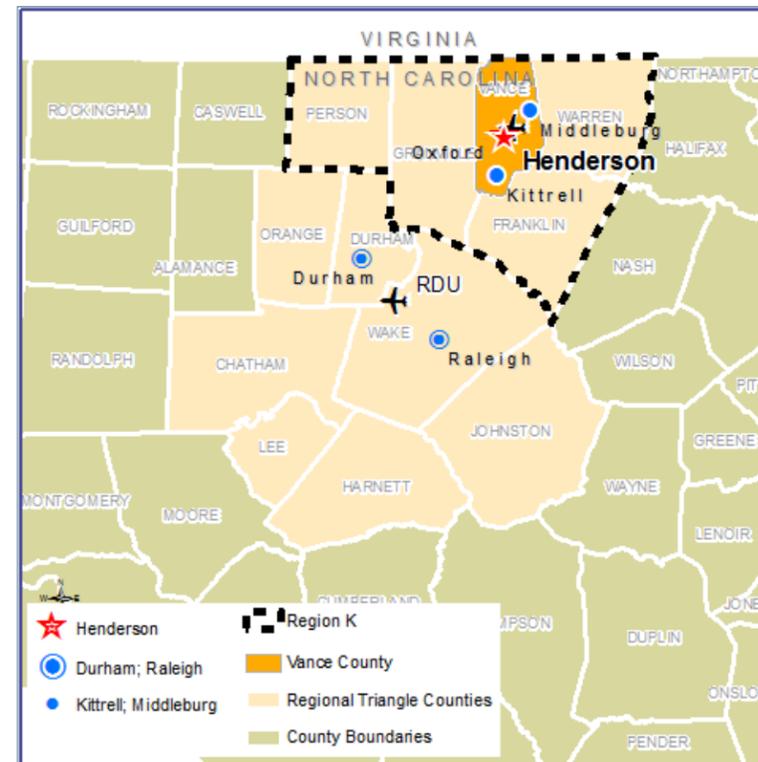
By 1880, Henderson included a block of brick buildings, five tobacco factories, three warehouses, three cotton gins, approximately twenty mercantile stores and two newspapers. Despite devastating fires in 1870 and 1885, Henderson continued to thrive as a center for the tobacco and textile industries through the 1950s and 60s; and Henderson strength as a manufacturing center grew as plants continued to locate in the city. Over the last twenty years Henderson experienced a downturn in manufacturing with the closing of many plants that were once the engine for employment and economic growth in the city. However, other employment sectors have emerged and increased over the past two decades, including retail trade, education and health care services, and transportation and utilities.



Garnett Street, 1918
Source: City of Henderson

Today, Henderson has developed a niche market of furniture retailers. The Henderson Central Business District was recognized for its historic significance in 1987 with its listing on the National Register of Historic Places. As a Main Street community and with the adoption of the comprehensive plan, the city is poised to take advantage of its historic assets, downtown amenities, convenient location, and access to infrastructure and services to be a center for living, working, and playing in Vance County.

2.2 Regional Profile



Henderson is in the heart of Vance County. With an estimated 2007 population of 16,315, it is the county’s largest city and the only one with a population over 5000. The county is bordered to the north by the Virginia state line and by Warren County to the east, Franklin County to the south, Granville County to the west.

Vance County is in Region K, one of 17 Council of Government (COG) regions in the state. The Kerr-Tar Council of Government provides member units of governments in Vance, Person, Granville, Warren, and Franklin

Counties with land use, economic development, and transportation planning. Economically, the county is tied to the 13-county Research Triangle Economic Development region of the state.

Henderson is easily accessible to major employment, transportation, and recreation centers in the region. Durham is approximately 36 miles southwest on I-85 and Raleigh, the state capital, is 40 miles south down US 1 (Capital Boulevard). RDU

International Airport and the Research Triangle Park area is a highly accessible to Henderson and Kerr Lake State Recreation Area just north. This makes Henderson attractive to families, retirees, employers, and commuters.

2.3 Population Growth

2.3.1 Historical Population Growth (1970-2007)

Table 2-1 experienced relatively flat population growth in Henderson since 1970. From 1970 to 1980, the city’s population fell slightly but the county grew by over 12 percent. Between the decennial census years of 1970 and 2000, Henderson grew by 17 percent while the county grew by 33 percent. Consequently, Henderson’s share of the county total population fell from 42 percent to 37 percent.

Figure 2-1: Population Growth: 1970 to 2007

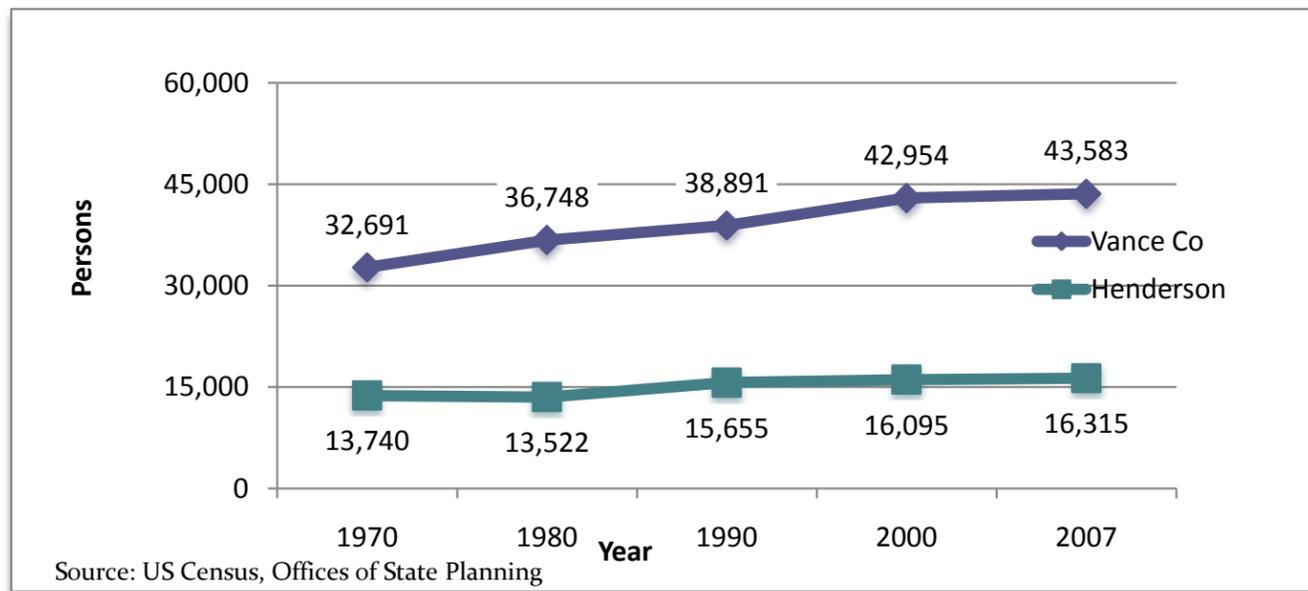


Table 2-1 shows that Henderson grew at a rate that were much lower than the county and state averages between 1990 and 2000. While the city grew by 2.8 percent, the county and state grew by 21 and 10 percent respectively. Block group data from the 2000 census indicates that between 5000 and 6000 persons lived in the ETJ. This suggests that recent growth and development located around the perimeter of the city

limits. Although development on the fringe of the city does not contribute to the municipal tax base, it can place a burden on public schools, streets, water, and sewer and other facilities located in or maintained by the city.

Table 2-1: Population Change 1990-2007

	1990	2000	% Chg. 1990 - 2000	2000-07	% Change 2000 - 07
Henderson	15,655	16,095	2.81%	16,315	1.37%
Vance County	38,891	42,954	10.45%	43,583	1.46%
North Carolina	6,632,448	8,046,816	21.32%	9,069,398	12.71%

Source: US Census, 1990 and 2000; Office of State Planning, 2007

2.3.2 Projected Population Growth (2010-2030)

Projecting future populations for municipalities is challenging and inexact. Local population growth is largely dependent on regional economic conditions and there is potential for future annexations. The projections in

Table 2-2 for Vance County and North Carolina is provided by the Office of State Planning. Henderson’s projections assume it will capture the midrange of its historical share of the county population (39 percent) from 1950 to 2000.

The Office of State Planning projections indicate that Vance County will grow by 6,903, or to 49,857 residents between 2000 and 2030. If Henderson captured 39 percent of that growth, its population will grow by 2,692 residents to 18,787 in 2030. This translates to 36 new households annually and 1,090 by 2030 based on the city’s 2000 Census average household size of 2.47.

Table 2-2 Population Projections 2010-2030

Census Year	Henderson	Vance County	North Carolina
2000 census	16,095	42,954	8,046,813
2010 (projected)	17,507	44,890	9,450,494
2020 (projected)	18,484	47,395	10,850,228
2030 (projected)	19,444	49,857	12,274,433

Source: State Data Center (State and County), DCA (Henderson)

2.4 Population Profile

The population profile describes selected demographic characteristics of Henderson based on 2000 census data. Although the data is dated, it was the most recent and detailed information at the city level. As the 2010 census data is published, the population profile should be reviewed to identify new trends and evaluate their likely impact on land use and development needs.

2.4.1 Age Composition

Henderson’s population is getting older as illustrated by the increase in the median age from 34.4 years in 1990 to 35.5 years in 2000. This trend is expected to continue over the next several years as “baby boomers” grow older and live longer. An aging population will fuel demand for social services such as healthcare, transportation, and recreation, and may lead to a shift in housing choices as older residents look to reduce property maintenance responsibility.

The data in **Table 2-3** shows that retirement aged adults 65 years or older, at 16 percent, was the largest segment of the population. The population of working adults age 45 to 54 years and school-age children 5 to 9 year age categories grew by 35 percent and 22 percent respectively between 1990 and 2000. The population in the 60

to 64 year age category decreased the most at 21 percent. The number of young adults age 25 to 34 fell by almost 12 percent.

Table 2-3: Age Composition from 1990 to 2000

Age Group	Population			% of Total Population	
	1990	2000	% Change	1990	2000
Total population	15,655	16,095	2.8	--	--
Under 5 years	1199	1,244	3.8	7.7	7.7
5 to 9 years	1062	1,298	22.2	6.8	8.1
10 to 14 years	1112	1,269	14.1	7.1	7.9
15 to 19 years	1163	1018	-12.5	7.4	6.3
20 to 24 years	1079	1017	-5.7	6.9	6.3
25 to 34 years	2,369	2,088	-11.9	15.1	13.0
35 to 44 years	2,056	2,218	7.9	13.1	13.8
45 to 54 years	1441	1,954	35.6	9.2	12.1
55 to 59 years	742	702	-5.4	4.7	4.4
60 to 64 years	826	652	-21.1	5.3	4.1
65 and over	2606	2,635	1.1	16.6	16.4
Median Age (yrs.)	34.4	35.5	3.2%		

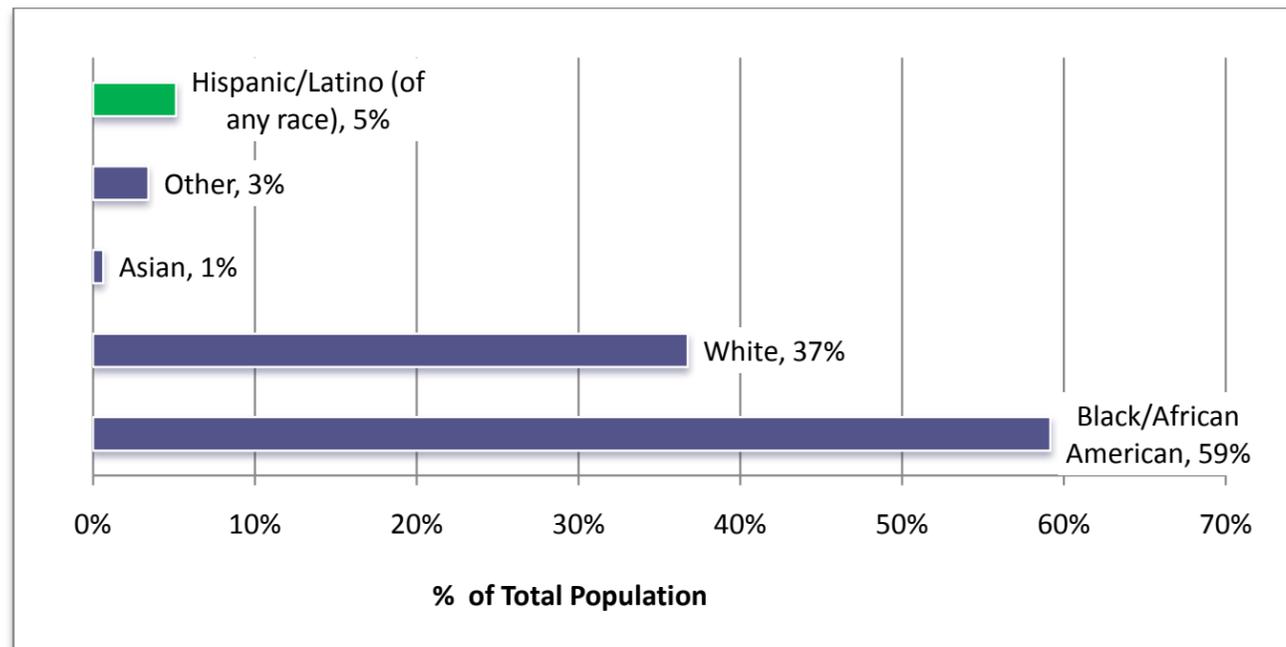
Source: US Census, 1990 and 2000

2.4.2 Race Composition

The 2000 Census data in **Figure 2-2** shows that Henderson is a racially diverse community relative to the statewide population. Blacks, at 59 percent, made up the

majority, Whites made up 37 percent, and persons of other races made up 4 percent of the population. Whites made up almost 73 percent of the state population. Hispanics persons of any race represented 5 percent of the city population compared to 6 percent statewide.

Figure 2-2: Racial Composition of Henderson Population

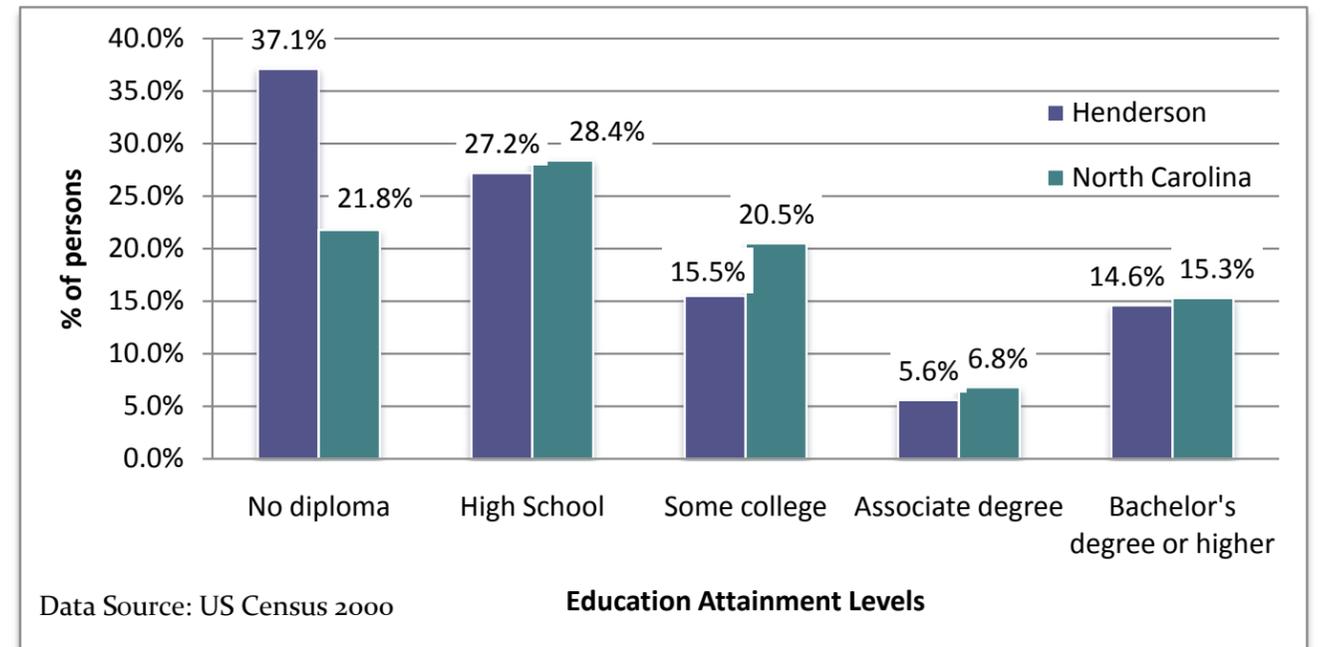


Source: United States Census, 2000

2.4.3 Educational Attainment

In 2000, more than 37 percent of Henderson’s population age 25 years or older did not have a high school diploma compared to 22 percent statewide (see Figure 2-3). Most jobs in the region will call for at least a high school diploma; but the highest paying jobs demand education or training beyond high school. An appropriately skilled and trained workforce is attractive to prospective employers. Persons without at least a high school diploma are at a significant disadvantage when competing in the regional job market.

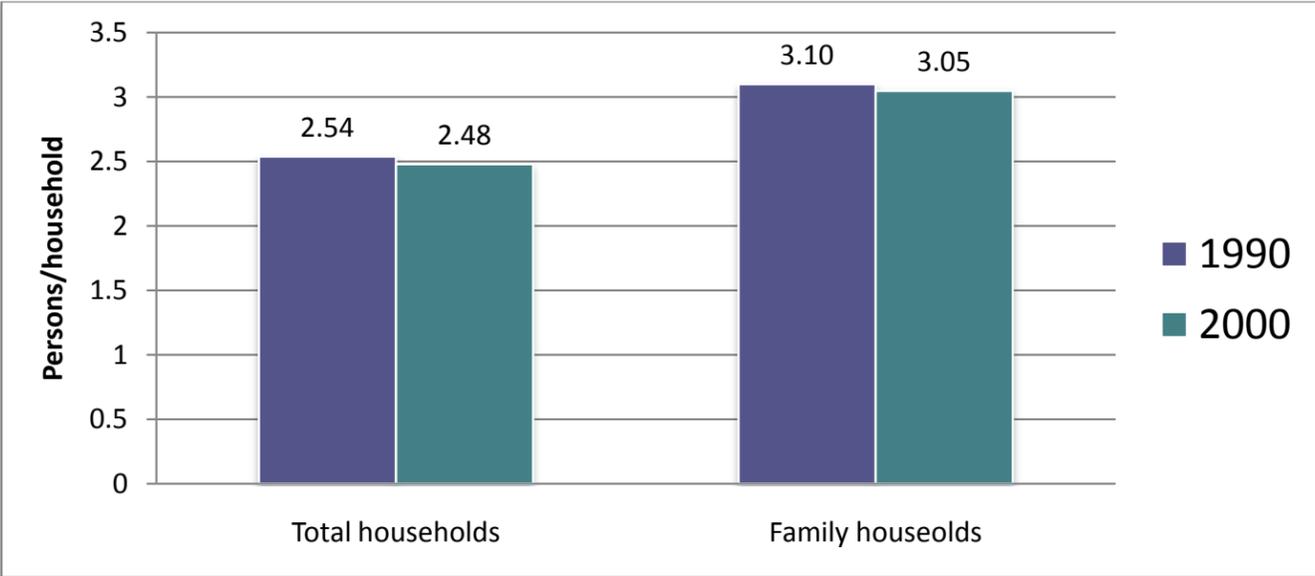
Figure 2-3: Educational Attainment of Persons 25 years or Older



2.4.4 Households

A household consists of all persons living in a housing unit and is useful for estimating future land use and service needs. Figure 2-4 shows that the average household size in Henderson is getting smaller; a trend that will probably continue as the population ages and families get smaller.

Figure 2-4: Average Household and Family Size



Household Type	Households		As a % of total households	
Total Non-family households	1,765	2,192	29.0%	34.4%
TOTAL HOUSEHOLDS	6,084	6,369		

Source: U.S. Census, 1990 and 2000

Table 2-4 shows that most Henderson households were family households in 2000, but the percent of nonfamily households rose from 29 to 34 percent of total households between 1990 and 2000, mostly because more people lived alone.

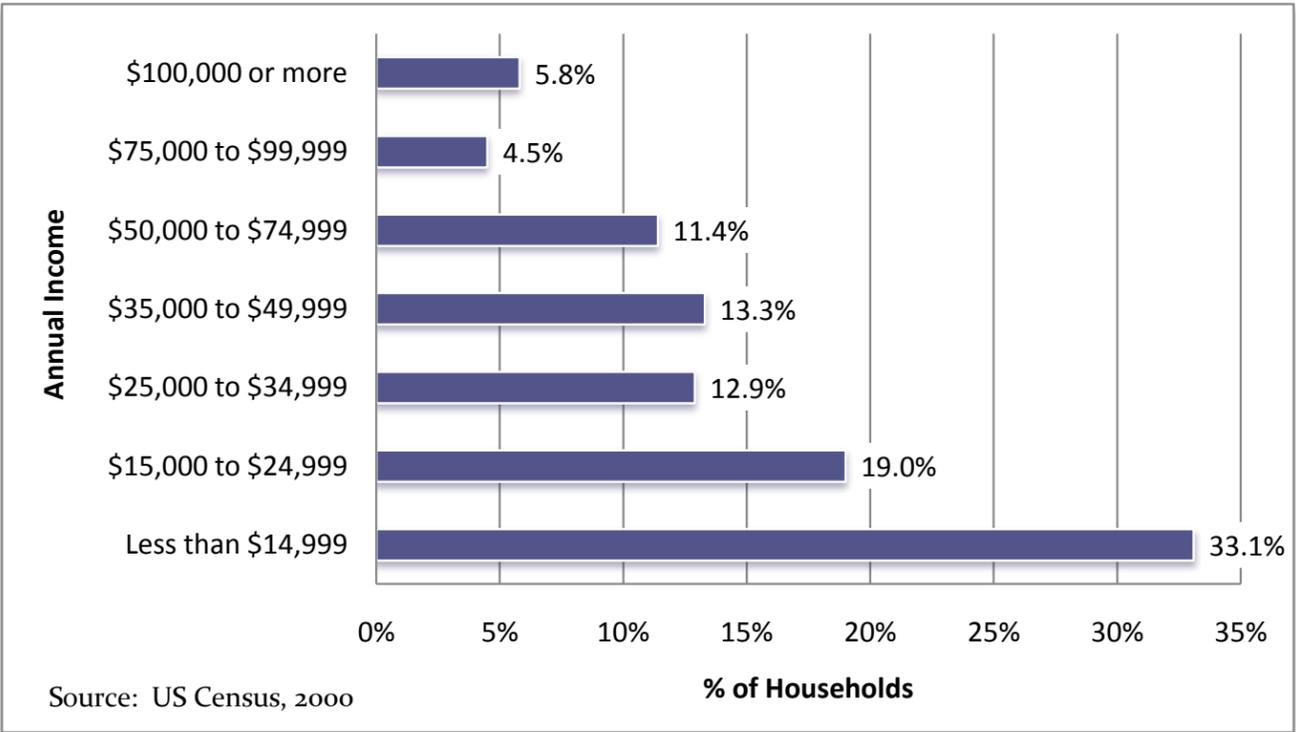
Table 2-4: Households Composition

Household Type	Households		As a % of total households	
	1990	2000	1990	2000
Married couple family	2,602	2,272	42.8%	35.7%
Single female family	1,520	1,630	25.0%	25.6%
Single male family	197	275	3.2%	4.3%
Total Family Households	4,319	4,177	71.0%	65.6%
Living alone	1,599	1,984	26.3%	31.2%
Not living alone	166	208	2.7%	3.3%

HOUSEHOLD INCOME AND POVERTY

The 2000 census reported that the median household income in Henderson (\$23,745) was just 61 percent of the state median household income of \$39,184. Also, Figure 2-5 shows that roughly 1 of 3 households in Henderson earned less than 39 percent (below \$15,000) of the state median income.

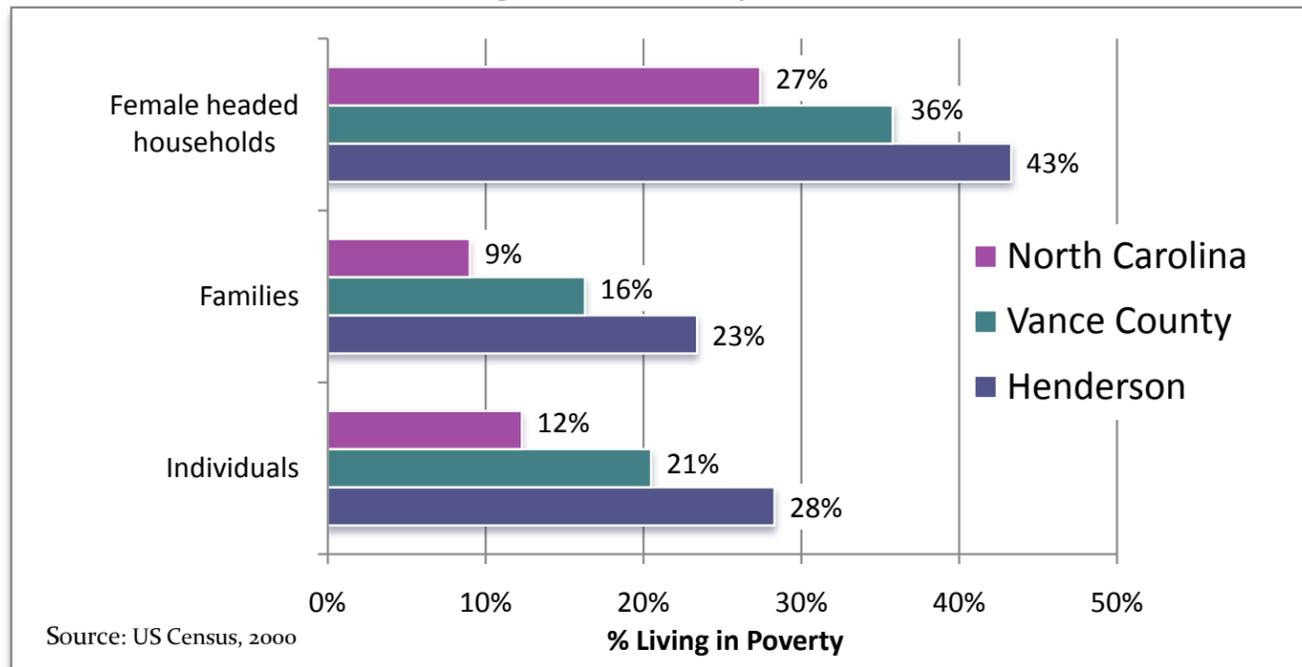
Figure 2-5 Annual Household Income in 1999



The 2000 census data shown in Figure 2-6 illustrates that the poverty rate in Henderson was higher than the state average at every level. Henderson’s poverty rate

for individuals was 28 percent compared to the state average of 12 percent. For families, it was 23 percent in Henderson compared to 9 percent statewide. Single female headed households were most at-risk with a poverty rate of 43 percent. Families living in poverty need help just to meet basic living needs.

Figure 2-6 Poverty Levels



2.5 Employment

2.5.1 Labor Force Characteristics

The civilian labor force is defined by the US Census as nonmilitary persons 16 years or older who are either workers or actively unemployed. **Table 2-5** shows that 54 percent of eligible persons participated in the city’s labor force in 2000 compared to 64 percent statewide. Workers comprised 91 percent of the city’s labor force and the unemployment rate was 5.3 percent. Retirees, homemakers, and full-time students were among those eligible who did not participate in the labor force.

Table 2-5: Civilian Labor Force in 2000

	Henderson		Vance County		North Carolina	
	Total	Pct.	Total	Pct.	Total	Pct.
Persons 16 yrs. or older	12,278	--	32,491	--	6,290,618	--
Civilian Labor Force	6,636	54.0	19,876	61.2	4,039,732	64.2
Workers	6,067	91.4	18,228	91.7	3,824,741	94.7
Unemployed	569	8.6	1,648	8.3	214,991	5.3

Source: US Census, 2000

2.5.2 Employment by Industry

Table 2-6 shows that about 62 percent of Henderson workers were employed in three industrial sectors: Manufacturing; Education, health, and social services; and Retail trade. By comparison, only 50 percent of state workers were employed in the top three sectors. The 2000 Census does not reflect the loss of manufacturing jobs during the early to mid-2000s. Diversifying the employment based will make the city less dependent on a few employers, and will mitigate the impact that an economic downturn in one industry can have on the local economy.

Table 2-6: Percent of Workers by Industry in 2000

Industrial Sector	Henderson	Vance County	North Carolina
	%	%	%
Manufacturing	26.0	27.9	19.7
Educational, health and social services	22.7	18.1	19.2
Retail trade	13.8	14.5	11.5
Arts/entertainment/ recreation/accommodation and food services	6.6	5.4	6.9
Public administration	6.4	5.4	4.1
Construction	4.6	6.8	8.2
Other services (except public administration)	3.9	4.1	4.6
Finance, insurance, real estate	3.7	3.6	6.0
Wholesale trade	3.4	3.1	3.4
Professional, scientific, management, administrative, and waste management services	3.3	3.8	7.7
Information	2.4	2.1	2.3
Transportation / warehousing,/utilities	2.1	3.4	4.6
Agriculture, forestry, fishing and hunting, and mining	1.2	1.7	1.6
Source, US Census, 2000			

2.5.3 Commuting Patterns

The 2000 census reported that 57 percent of Henderson workers traveled outside the city limits to their place of work and the average travel time was about 20 minutes. The community survey indicated that Raleigh, Durham, and the RTP area was also a major source for employment of city workers. This suggests that most workers worked elsewhere in Vance County or in an adjacent county. Henderson can be a major employment center for residents and a “bedroom” community for the Research Triangle area.

2.6 Economic Conditions

Each of the state’s 100 counties is assigned a tier designation by the NC Department of Commerce based on their relative level of economic distress. The 40 most distressed counties are assigned a Tier 1 status; the next 40 most distressed counties are assigned a Tier 2 status, and the 20 least distressed counties are assigned a Tier 3 status. Vance County is consistently rated a Tier 1 county under the system. While conditions within individual municipalities in a county sometimes vary, the 2000 census data on income and poverty indicate that the economic climate in Henderson is consistent with that of a Tier 1 county.

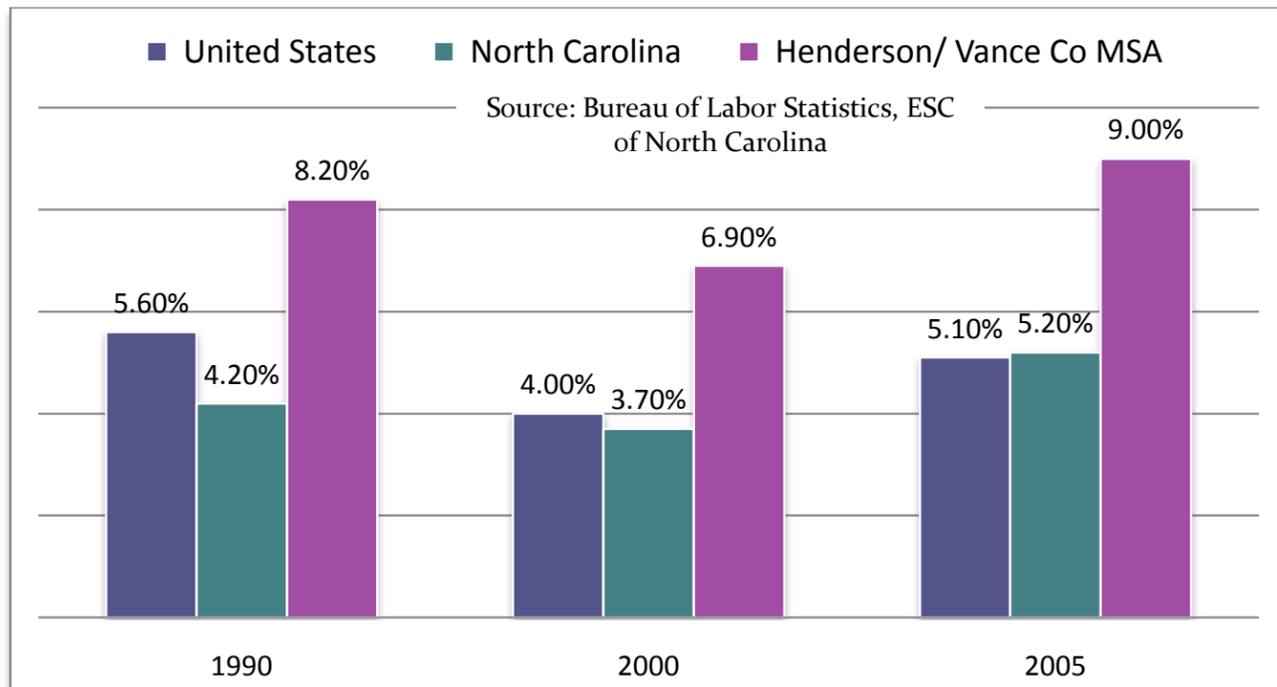
The global nature of the economy makes it important to look at economic development in a regional context. Although Vance County is a Tier 1 county, the Research Triangle Region is performing well compared to other regions in the state. The region’s economic future appears to lie within knowledge-based industries based on the areas long range strategic plans. The region has already developed a niche in the following industries:

- Pharmaceuticals
- Biological Agents/Infectious Diseases
- Agricultural Biotechnology
- Pervasive Computing
- Advanced Medical Care
- Analytical Instrumentation
- Nanoscale Technologies

- Automotive Parts Manufacturing
- Logistics and Distribution

The unemployment rate in Henderson is typically higher than the state and national averages, at least since 1990. However, Figure 2-7 illustrates that the difference in unemployment rates for the Henderson/Vance County MSA and state rose from 2.4 points in 1990 to 3.9 percent in 2005. In 2005, Vance County unemployment rate ranked as second highest of North Carolina’s 100 counties.

Figure 2-7: Unemployment Rates from 1990-2005



2.7 Housing

2.7.1 Housing Characteristics

Table 2-7 shows that the city added 425 units to its housing stock between 1990 and 2000. The percent of owner-occupied units dropped from 52 percent to 47 percent of total units and the vacancy rate increased from 7 percent to almost 8 percent. The

median rent in the city more than doubled and the median housing value increased by almost 50 percent, but was still below the state average of over \$108,000.

Table 2-7: Housing Characteristics in 1990 and 2000

	1990	2000
Total housing units (#)	6,446	6,871
Total occupied units (#)	6,017	6,332
Owner-occupied (%)	52%	47%
Renter-occupied (%)	48%	53%
Vacancy Rate (%)	6.7%	7.8%
Median Rent (\$)	\$180	\$436
Median House Value (\$)	\$50,800	\$75,100

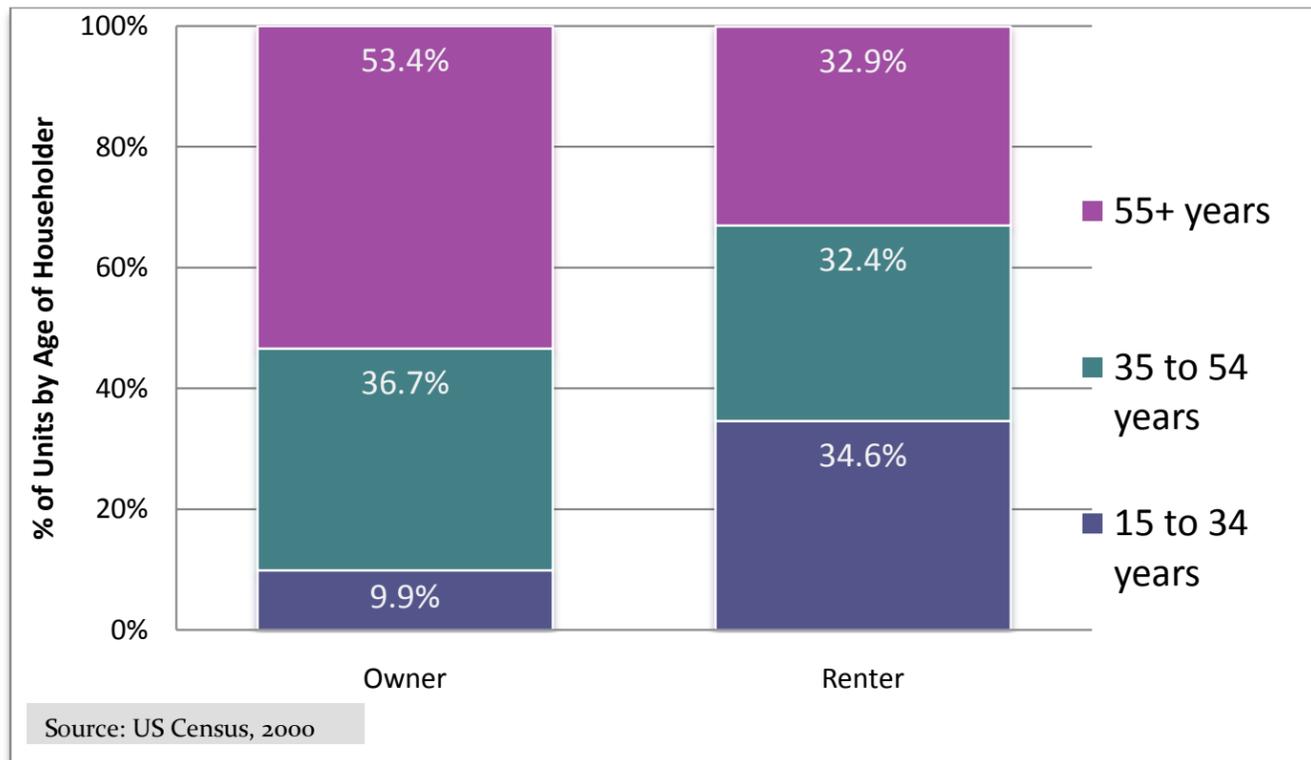
Source: United States Census

2.7.2 Homeownership

From 1990 to 2000, owner-occupied housing units dropped from 52 percent to 47 percent of total units. Although the city recognizes that rental housing is needed in the community, but is concerned by the apparent trend away from homeownership. Because homeowners are less transient than renters and are likely to invest more in property maintenance than landlords, homeownership helps to stabilize neighborhoods and maintain property values.

Figure 2-8 illustrates that young families are less likely to own their homes. In 2000, householders under 34 years of age owned less than 10 percent of owner-occupied housing units while 53 percent were owned by householders 55 years or older.

Figure 2-8: Housing Occupancy Status by Age of Householder



2.7.3 Housing Type

Table 2-8 shows that most of the city’s housing units (70 percent) in 2000 were single-family detached dwellings; however, that is a drop from 74 percent in 1990. Townhomes and apartment complexes accounted for almost 90 percent of the units added from 1990 to 2000.

Table 2-8: Housing Units by Type: 1990 and 2000

	2000		1990		Units added (1990 to 2000)
	# Units	%	# Units	%	
Single-family, detached	4,845	70.5%	4,799	74.2%	46
Townhomes	216	3.1%	67	1.0%	149
Duplexes	587	8.5%	518	8.0%	69
Apartments (3 to 9 units)	650	9.5%	707	10.9%	-57
Apartment Complexes (10+ units)	317	4.6%	103	1.6%	214
Manufactured home or other	256	3.7%	273	4.2%	-17
Total units	6,871	100.0%	6,467	100.0%	404

Source: US Census, 1990, 2000

2.7.4 Age of Housing

The 2000 census reported that the median year housing units in Henderson were built was 1969; so most were older than 30 years. Figure 2-9 shows that over 38 percent of total housing units were built before 1960 or were more than 40 years old.

The age of a housing unit has a significant effect on maintenance requirements, which adds to housing costs. Plumbing, roofing, and other structural elements of housing have a fixed lifespan. Without proper maintenance, aged housing units are prone to structural disrepair and visual blight. Though older homes are more vulnerable to deterioration if not properly maintained, historic homes in established neighborhoods give Henderson its distinct character.

Figure 2-9: Year Housing Units Were Built as of 2000

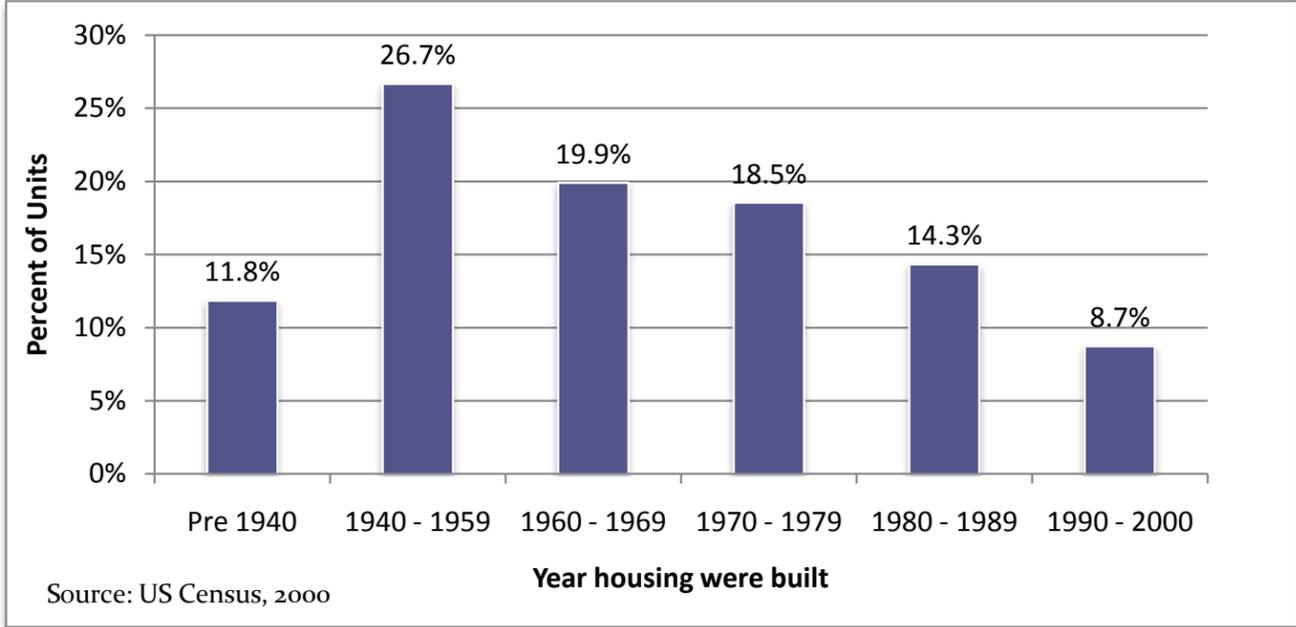


Table 2-9: Pct. of Household Income Spent on Housing in 2000

	Henderson		North Carolina	
	Renter-Occupied	Owner-Occupied	Renter-Occupied	Owner-Occupied
Less than 30 percent	45%	74%	56%	73%
30 percent or more	42%	25%	33%	26%
Unknown	13%	1%	11%	1%

Source: United States Census, 2000

2.7.5 Housing Affordability

A generally accepted threshold of affordable housing is for a household to spend no more than 30 percent of its annual income on housing costs—rent or mortgage, property taxes, insurance, and utilities. Households that exceed this threshold are considered by HUD to be cost burdened and not able to meet other basic living costs (food, clothing, healthcare, and transportation) independently. As shown in **Table 2-9**, 42 percent of renters were at or above the affordability threshold compared to 33 percent of renters statewide. In contrast, only 25 percent of homeowners exceeded the affordability threshold.

3 Physical Profile

This chapter describes physical features that can limit the development capacity of land. The information will be one of many tools used to identify land that are appropriate for future development or conservation. The maps inserted into this chapter were prepared from data compiled from federal, state, and local government sources at varying degrees of accuracy. They are intended solely for planning purpose and should not substitute for on-site surveys and engineering studies.

3.1 Environmental Resources

The Environmental Resource Map (Map 3-1) displays critical natural features that either perform a valuable environmental function or pose a significant threat to life or property if not managed properly.

3.1.1 Topography & Slope

Topography refers to the slope and elevation of land and is indicated on the map by the 5-foot contours produced by the US Geological Survey. Henderson is located in the Piedmont region of North Carolina. Elevations range from 300 feet to 525 feet above sea level. Areas of steep slopes greater than 15 percent are rare in the planning area.

3.1.2 Flood Hazard Areas

Most of the special flood hazard areas in the planning area are in the 100-year floodplain, although land outside the floodplain can be flood prone. Property in the 100-year floodplain has a 1 percent chance of flooding in any given year and stands a 26 percent chance of flooding during the life of a 30-year mortgage. Therefore, the 100-year floodplain is the standard used by the National Flood Insurance Program (NFIP) to determine the need for flood insurance. The City participates in the NFIP, which allows homeowners, renters, and businesses to buy flood insurance at affordable rates. The 100-year floodplain shown on the Environmental Resource Map was mapped by FEMA.

3.1.3 Wetlands

Wetlands help preserve or improve water quality, protect wildlife and vegetative habitats, control flooding and soil erosion, and provide recreation and education opportunities. Wetlands in the planning area are mostly concentrated in small ponds. Development of regulated wetlands must be identified and permitted under federal or state wetland protection laws. The probable wetlands indicated on the Environmental Resource Map are based on the National Wetlands Inventory.

3.1.4 Watersheds

A watershed is the land area that drains into a single water body such as a creek, lake, or river. The NC Water Supply Watershed Act applies to the watersheds of reservoirs identified as a source of public drinking water. The Anderson Creek (Kerr Lake) Watershed displayed on Map 3-1 is a class WS-III Watershed subject to the development standards outlined in Table 3-1 below.

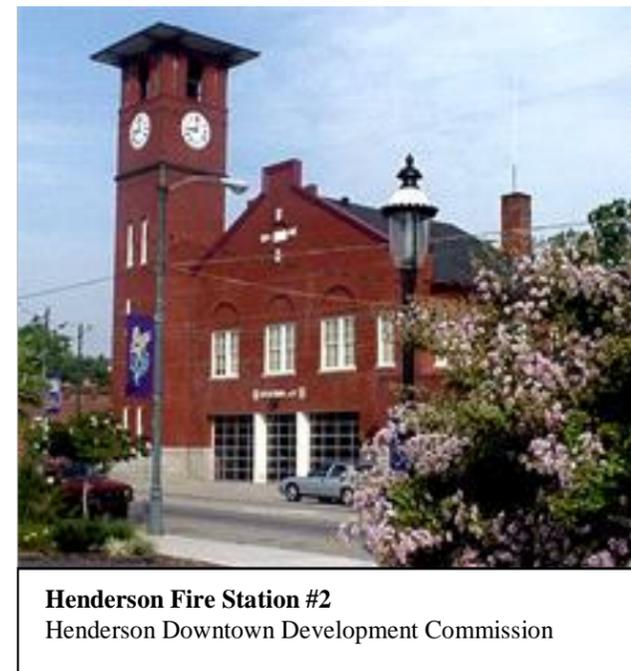
Table 3-1: WSWS Development Standards

Development Standards	Critical Area	Balance of Watershed
Dischargers	General Permits	Domestic and Non-process Industrial
Development density		
Low density option	1 du/ac or 12% built-upon area	2 du/ac or 24% built-upon area
High density option	12-30% built-upon area (Must control the 1" storm)	24-50% built-upon area (Must control the 1" storm)
10/70 option	Not allowed	Allowed
Residual applications	No new sites	Allowed
Landfills	No new landfills	No new discharging landfills

Agricultural BMPs	Required	NOT required
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3.1.5 Severe Soils

The “severe soils” shown on the Environmental Resource Map were identified by the USDA Soil Survey for Vance County as “very limited” for commercial or residential land uses. The USDA defines “very limited” soils as having properties or site features that are so unfavorable or so difficult to overcome that special design, significant increase in construction cost, or possibly increased maintenance are required.



Henderson Fire Station #2
Henderson Downtown Development Commission

3.2 Historic Resources

Historic preservation promotes sustainability through the reuse of existing buildings, sites, and infrastructure. Through adaptive reuse (adapting historic buildings for new uses) the city can reduce fiscal and environmental toll of growth since extending water and sewer to new development is generally more costly than serving existing development with existing infrastructure. Plus, redevelopment of existing buildings disturbs less of the natural landscape than new construction.

Historic preservation is an important economic development tool for communities. Historic properties give Henderson a unique “sense of place” that can attract heritage tourism, defined by the National Trusts as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present.” The Travel Industry Association of America found that people who engage in historic and cultural activities spend more, do more, and stay longer than other U.S. travelers. As a Main Street community, historic preservation is a key component of the city’s downtown revitalization and economic development efforts.

Historic resources are defined as districts or sites that are valuable to the development, heritage, or culture of the city, state, or nation. Properties on the national register are eligible for state and federal tax credits if preserved to federal guidelines. Property on a local listing can be protected from demolition and neglect only by local ordinance.

Although the city has no local registry of historic resources, it does have 1 district and 9 individual sites on the National Register of Historic Places. The lone district, the Henderson Central Business Historic District, covers a 16 square block area along Garnett Street from Church to Young Streets. It contains 128 structures, 97 of which are contributing. Historic resources in the planning area are listed in **Table 3-2** and shown on Map 4-2

Table 3-2 National Register Listing of Historic Resources

Resource Name	Address	Historic Significance	Historic Function	Current Function	Year Listed
Henderson Central Business Historic District	Garnett St. from Church to Young Sts.	Person, Event, Architecture/ Engineering	Agriculture, Trade, Gov't, Transportation	Commerce/ Trade, Gov't	8/24/1987
Ashland	N of Henderson on Satterwhite Point Rd.	Person, Architecture/ Engineering	Residential Single Dwelling	Residential Single Dwelling	3/14/1973
Henderson Fire Station and Municipal Building	Garnett and Young St.	Architecture/ Engineering	Gov't (Fire Station)	Gov't (Fire Station)	8/10/1978

Library and Laboratory Building--Henderson Institute Historical Museum	Rock Spring St.	Event	Education	Recreation and Culture	11/29/1995
Mistletoe Villa	Young Ave.	Architecture/Engineering	Residential Single Dwelling	Banquet Facility	8/10/1978
Parham, Maria, Hospital (Maria Parham Apartments)	406 S. Chestnut St.	Health/Medicine	Health Care	Residential Multi-Family	9/2/1994
Stone, Daniel, Plank House	Address Restricted	Architecture/Engineering	Religious Structure	Religious Structure	7/12/1984
Vance County Courthouse	Young St.	Event, Architecture/Engineering	Gov't (County Courthouse)	Gov't (County Courthouse)	5/10/1979
West End School	1000 S. Chestnut St.	Event	Education (school)	Residential Multi-Family	2/2/2005
Zollicoffer's Law Office	215 N. Garnett St.	Person, Architecture/Engineering	Commerce/Trade	Commerce/Trade	6/13/1978

Source: Henderson Downtown Development Commission

3.3 Existing Land Use

The distribution of existing land uses in the City's planning jurisdiction (city limits and ETJ) are shown on **Map 3-2** and summarized by acreage in **Table 3-3**. The use of

each parcel was identified from tax parcel data compiled from the Vance County GIS Department and DCA verified land use in selected areas by a visual windshield survey.

Table 3-3: Summary of Existing Land Use

Land Use Categories	Planning Jurisdiction		Henderson		ETJ	
	Acres	% of total	Acres	% of total	Acres	% of total
Residential	3,549	20.6%				
Single-family	2,784	16.10%	1,614	37.60%	1,170	9.00%
Two-family	6	>1.0%	6	0.10%	-	0.00%
Manufactured home	207	1.20%	19	0.40%	189	1.50%
Townhomes	19	0.10%	13	0.30%	6	0.00%
Apartments	158	0.90%	138	3.20%	21	0.20%
Manufactured home park	375	2.20%	41	1.00%	334	2.60%
Commercial	982	5.70%	780	18.20%	202	1.60%
Industrial	1,264	7.30%	305	7.10%	959	7.40%
Institutional	318	1.80%	141	3.30%	177	1.40%
Utility	133	0.80%	22	0.50%	111	0.90%
Recreation	391	2.30%	171	4.00%	221	1.70%
Total developed	6,638	38.40%	3,249	75.80%	3,389	26.10%
Forest/Open Space	3,425	19.80%	371	8.70%	3,053	23.50%
Agricultural	4,298	24.90%	8	0.20%	4,290	33.00%
Rural residential	1,213	7.00%	28	0.60%	1,185	9.10%
Vacant	1,696	9.80%	632	14.70%	1,063	8.20%

Land Use Categories	Planning Jurisdiction		Henderson		ETJ	
	Acres	Percentage	Acres	Percentage	Acres	Percentage
Total undeveloped	10,631	61.60%	1,040	24.20%	9,591	73.90%
TOTAL ACREAGE	17,269	100.00%	4,289	100.00%	12,980	100.00%

Source: Vance County GIS Department and DCA Staff , 2007

3.3.1 Residential

Residential was the largest category of developed land in the planning area. Single-family residential accounted for almost 80 percent of all residential uses. Early residential development occurred in a traditional neighborhood setting with a grid street pattern and within short walking distance of downtown. Density ranged between 4 to 6 dwellings per acre. Many single-family dwellings on the periphery of downtown have been converted for office, retail, or other transitional commercial uses. In later years, most residential development were in subdivisions or other planned developments at suburban densities from 1 to 3 dwellings per acre.

3.3.2 Commercial

Almost 80 percent of commercial land use in the planning area is sited in the city limits. Generally, commercial development concentrated in three distinct areas.

- The Central Business District (CBD) holds most of the earliest commercial development in the city. The CBD has a mix of specialty retail, restaurants, and other small businesses. As the county seat, downtown is also the center of government activity and for attorneys, realtors, and other professional services that require easy access to government services.
- Later, community and neighborhood commercial strip development located near and along Raleigh Road and Dabney Road. Fast food restaurants, grocery stores, auto repair shops, and similar businesses located along these corridors.
- New commercial activity has concentrated mainly near the interchanges of Interstate 85 at Dabney Road and at Andrews Street. Community or regional shopping centers anchored by “big box” retail and other highway-oriented businesses tend to locate in these areas.

3.3.3 Industrial

Roughly 74 percent of the industrial acreage in the planning area was in the ETJ or outside the city limits. Early industrial development located between Raleigh Road and Vanco Mill Road in the southern part of the planning area. Other industrially developed areas are near the Highway 1-Bypass and north of the Highway 158-Bypass.

3.3.4 Institutional

Public, quasi-public, and civic uses such as libraries, hospitals, post office, schools, cemeteries, and religious institutions were identified as institutional. Henderson’s historic downtown is the center of city, county and federal government offices. Most institutional uses were integrated into downtown and larger commercial districts.

3.3.5 Utilities

These parcels contained infrastructure that distributed utility service to the community or region. This include includes electric substations, water storage and treatment facilities, sewer treatment plants, and other utility infrastructure. It does not include administrative offices or utilities that serve a single neighborhood or lot. Utilities accounted for 2 percent of developed land in the planning jurisdiction.

3.3.6 Recreation

Recreation land uses were applied to parcels occupied by playgrounds, ball fields, walking trails, and other facilities used for recreation, education, or leisure activities. Other than golf courses, private facilities such as fitness centers were classified as commercial uses. Recreation accounted for 5.9 percent of developed land in the planning area.

3.3.7 Undeveloped Land Uses

Undeveloped parcels existed mainly in a natural state or were mostly disturbed. Overall, undeveloped land covered about 62 percent of the planning area, but only 10

percent was in the city limits. Undeveloped land will be the most likely source of new development and tax base over the life of the plan.

- **Agricultural:** Agricultural lands were used for farming (crop or animal production), commercial plant nurseries, and similar activities. This was the largest land use in the planning area.
- **Rural Residential:** These lots were greater than 5 acres in size and occupied by a single-family home or manufactured home. These lots are generally served by on-site water and sewer systems and generally do not have access to the full range of municipal services. These lots were almost exclusively located in the ETJ.
- **Forest/Open Space:** This category of land use consisted of lots that were at least 5 acres in size but was in a mostly a natural or vegetative state. It was the second largest category of land use in the planning area. Significant public improvements may be required to extend utilities and services to support development on these lots.
- **Vacant Lots:** These were unimproved parcels of 5 acres or less in size. Vacant lots were typically scattered within established neighborhoods or commercial districts and near existing public water and sewer infrastructure. Undeveloped land in the city limits mostly consist of vacant lots.

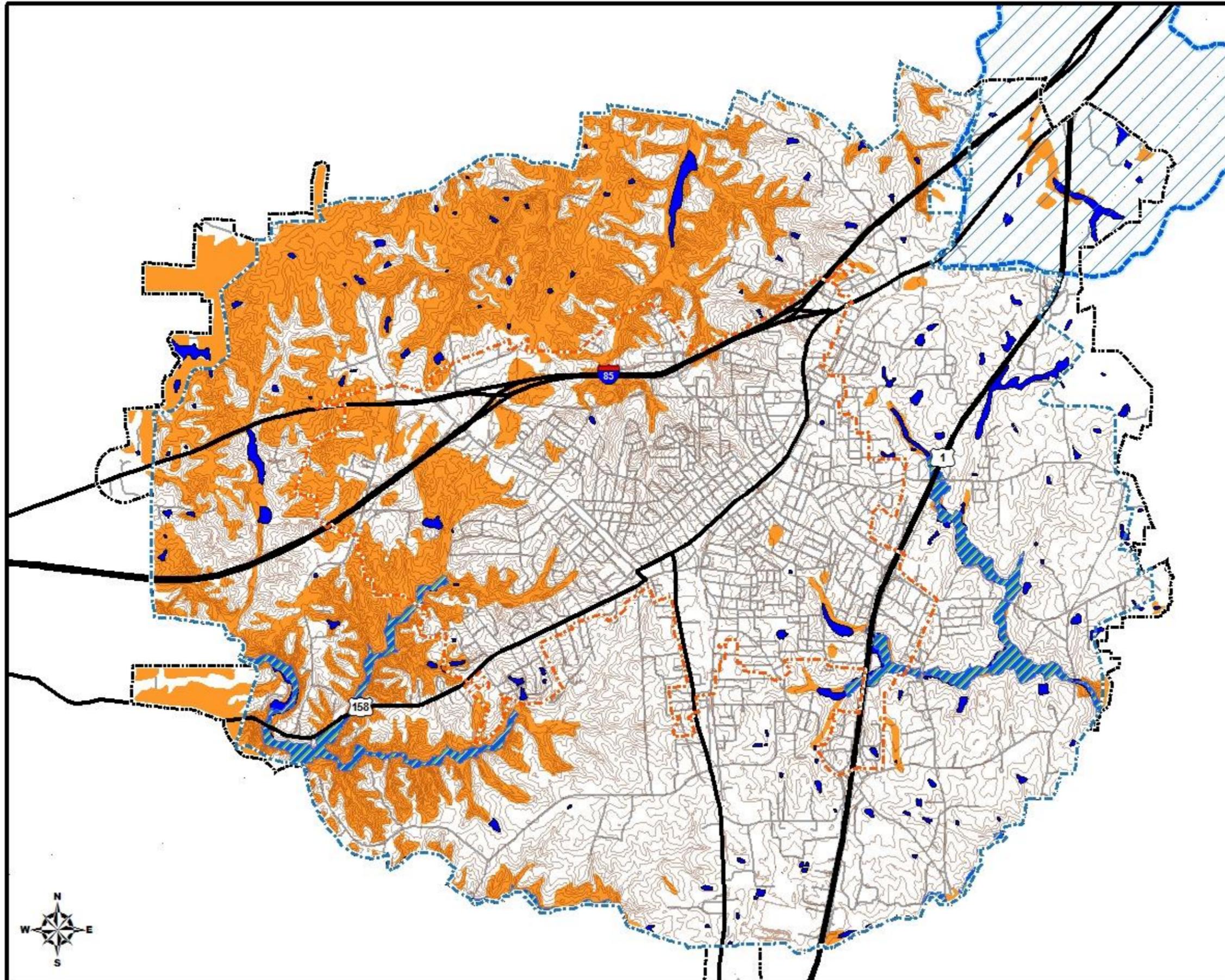
3.4 Development Suitability

The development suitability map (**Map 3-3**) was prepared as a tool to identify land suitable for future development or conservation. Land deemed most suitable for suburban or urban scale development was within 1000 feet of existing or planned public utilities and services, was mostly undeveloped or underdeveloped, and was outside environmentally sensitive areas. In total, 6,484 acres in the planning area was identified as suitable for development under these criteria.

The suitability map does not guarantee that land is appropriate for development nor does it prevent development of land not shown as suitable. Ultimately, private market conditions and city land use policies will determine what land is developed.



Map 3-1: Environmental Resource Map



City of Henderson, NC 2030 Comprehensive Plan



Adopted
May 10, 2010
(Resolution 10-09)

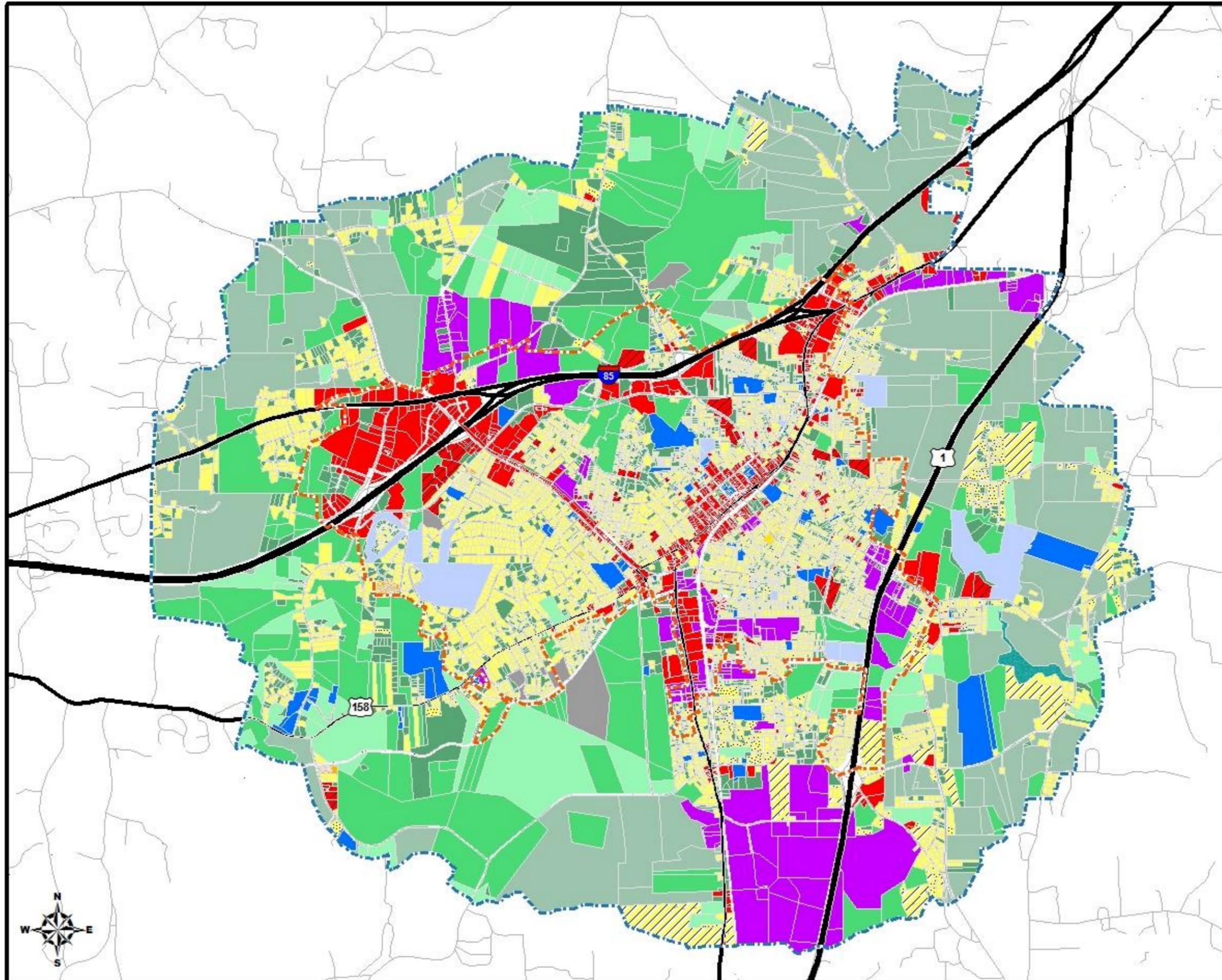
Environmental Resource Map

Legend

- Primary Growth Area
- Secondary Growth Area
- Extended Growth Area
- 5 feet Contours
- WSIII-PA Watershed
- 100-year Floodplain
- Wetlands
- Severe Soils

NOTE: This map was prepared with data from various government sources.

Map 3-2: Existing Land Use Map



City of Henderson, NC 2030 Comprehensive Plan



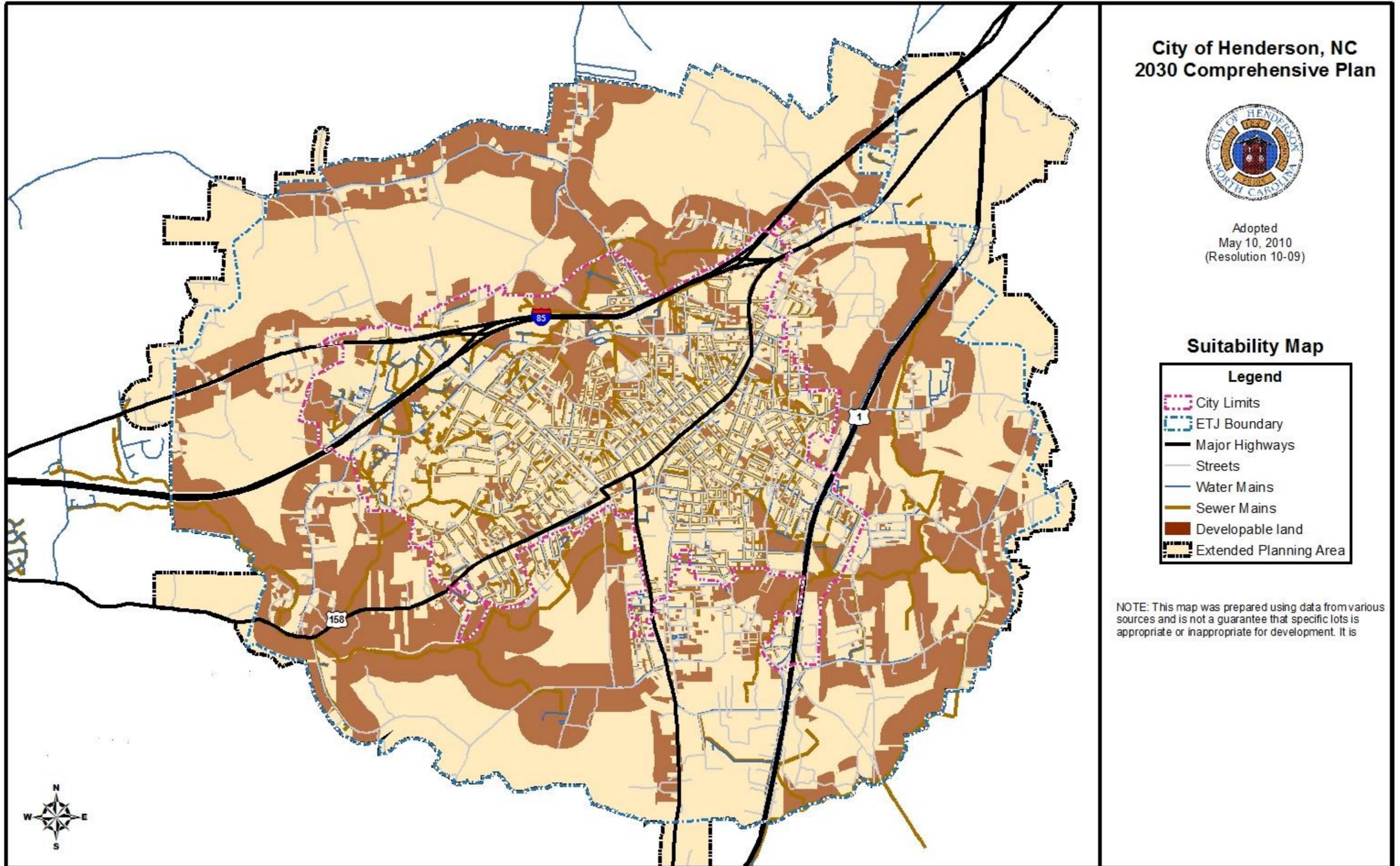
Adopted
May 10, 2010
(Resolution 10-09)

Existing Land Use Map

Legend	
	City Limits
	ETJ Boundary
Existing Land Uses	
	Single-family Residential
	Two-family Residential
	Townhome
	Multifamily
	Manufactured Home
	Manufactured Home Park
	Commercial
	Industry
	Institutional
	Utility
	Recreation
	Forest/Open Space
	Agricultural
	Rural Residential
	Vacant
	Water

NOTE: This map was prepared based on data provided by the Vance County GIS Department in December, 2007

Map 3-3: Development Suitability Map



4 Public Services & Facilities

This chapter centers on selected public facilities and infrastructure needed to support development and provide amenities to enhance the quality of life of residents. Services provided by the City include public water, sewer, parks and recreation, and street maintenance. The City has a supportive role for services like public schools and library services.

4.1 Schools

Public schools are administered by the Vance County Board of Education. However, the City can support development of schools in the planning area. For instance, the City can reserve sites for planned schools during the subdivision review process if those sites are reflected in the comprehensive plan. Eight public schools were identified in the vicinity planning area:

- Aycock Elementary School (ETJ)
- Clark Street Elementary School
- LB Yancey Elementary School (ETJ)
- EM Rollins Elementary School
- Pinkston Elementary School (ETJ)
- Eaton-Johnson Middle School
- Henderson Middle School
- Southern Vance High School

4.2 Libraries

The H. Leslie Perry Library, located at 205 Breckenridge Street, opened in the middle of 2006. It was constructed mostly with private donation raised by the Embassy Square Foundation. The library has several meeting rooms and other facilities for community meetings and state of the art technology for everyday library use of County residents.

4.3 Parks and Recreation

The City maintains several park facilities that host a variety of athletic events and recreational programs for residents of all ages. The following is a list of parks categorized based on the National Recreation and Parks Association (NRPA) definitions for urban parks.

Neighborhood Parks: Neighborhood parks provide active recreation activities such as field and court games, playground apparatus, picnic areas, etc. These parks generally serve a single neighborhood or area of the city. Neighborhood parks can be developed jointly with public schools. Twelve neighborhood parks in the planning area were identified:

- Chestnut Street Park (tennis, basketball)
- King Daughters I Park (tennis, picnic area, playground)
- King Daughters II Park (playground)
- Jackson Street Park (playground, basketball)
- Jaycee Park (picnic area)
- Owen-Davis Park (playground, basketball)
- South Henderson Park (football, softball/baseball)
- North Henderson Park (soccer, softball/baseball)
- Rollins Park (softball/baseball, tennis)
- Pinkston Park (basketball)
- Kennamental Park (softball)
- Eaton-Johnson Park (softball/baseball)

Community Park: These facilities provide a mix of active recreational activities such as athletic complexes, swimming pools, and similar activities; and natural areas for passive recreation activities such as walking trails and picnic areas. Park sites may be developed around water bodies for intense recreation development. These facilities may serve several neighborhoods or the whole community. There were two community parks identified in the planning area:

- Aycock Recreation Center has an aquatics center, walking track, and softball/baseball complex.

➤ Fox Pond Park has a small pond, tennis courts, softballs fields, volley ball, and nature trails.

Regional Park Reserve: These parks primarily offer nature or passive outdoor recreation activities such as observing nature, wildlife habitat conservation, or natural resource management. They offer some degree of active recreation such as fishing, swimming, hiking, and picnicking. These parks have diverse or unique natural resources such as lakes, streams, marshes, and forests.

The Kerr Lake State Recreation Area—located just north of the planning area by Interstate 85—fall under this category. Built around Kerr Lake (a 50,000-acre engineered lake with over 850 miles of shoreline), park facilities allow for boating, fishing, hiking, swimming, camping, picnicking and other active recreation activities.

Special Use Facilities: Special use facilities, such as golf courses, marinas, zoos, and nature centers, offer specialized or single-purpose recreation activities. These facilities may be developed within local or regional parks. The Henderson Country Club is a private special use facility with an 18-hole golf course. No public special use facilities are developed in the planning area.

Greenways (Linear Parks): Greenways are linear corridors of connected trails and natural areas. Greenways may follow built or natural corridors such as utility, street, or railroad rights-of-way, stream corridors, or floodplains. Greenways are used for hiking, biking, walking, and jogging modes of recreational travel. Greenways can have a transportation function if it links neighborhoods to local and regional destinations. Currently, no greenways are formally established in the planning area.

Table 4-1 describes standards for park in urban areas as suggested by the NRPA. They can be used as a guideline to evaluate community park and recreation needs.

Table 4-1: NRPA Recommended Parks, Recreation, and Open Space Standards

Park Types	Service Area	Desirable Size	Acres/1000 population
Neighborhood Park	¼ to ½ mile radius, a single neighborhood, up to a population of 5000	15+ acres	1 to 2 acres
Community Park	Several neighborhoods, up to a 1 to 2 mile radius.	25+ acres	5 to 8 acres
Regional Park Reserve	Serves several communities within 1 hour or more driving time	1000+ acres, enough to encompass the resource to be preserved	Variable
Special Use Facility	No standard defined	Variable depending on desired size	Variable
Greenways (Linear Park)	No standards defined	Enough width to protect resource and provide maximum use	Variable

Source: Roger A. Lancaster, Recreation, Park, and Opens Space Guidelines, National Recreation and Park Association

4.4 Public Water and Sewer

Map 4-1 shows the approximate location of public water and sewer lines in the planning area. The City of Henderson extends public water and sewer to most of the planning area. Small pockets of the planning area are in the Kittrell Water Association or Kerr Lake Regional Water System service area.

4.4.1 Public Water System

There are three basic components to the public water system are water supply, water treatment, water storage, and water distribution.

- **Supply and Treatment:** Kerr Lake Regional Water System treats and supply water to the Henderson Water System. Water is pulled from Kerr Lake and treated at the treatment plant on Fleming Road. The plant has a treatment capacity of 10 million gallons per day (mgd); 6 of which are allocated to Henderson and 4 divided between Warren County and the City of Oxford. Plans are to expand the capacity of the water treatment plant to 20 mgd by 2020.
- **Water Storage:** The City has 2 elevated water tanks with a combined storage capacity of 1.5 million gallons. The oldest tank was built in 1953 near the intersection of Williams Street and Chavasse Avenue. The second tank, built in 1996, is located off US Highway 1 near Bearpond Road. Each tank has a water storage capacity of 750,000 gallons.
- **Distribution System:** The City owns several miles of water lines that range in size from three-fourths of an inch to 36 inches in diameter. Lines are made of ductile iron, cast iron, polyvinyl chloride (PVC) or asbestos cement pipes.

4.4.2 Public Sanitary Sewer

The City delivers wastewater from properties on the public sewer system to the Nutbush Creek Wastewater Treatment Plant owned by the Kerr Lake Regional Water System. Once properly treated, sewerage is discharged into Nutbush Creek under the National Pollutant Discharge Elimination System (NPDES) Permit. The permitted daily capacity of the Nutbush Creek plant is 4.1 million gallons.

4.5 Transportation Systems

The transportation system is designed to move people, goods, and services locally and regionally. Mostly, it consists of streets and highways, rail, and air infrastructure. The city's long range transportation needs, identified in the Vance County Comprehensive Transportation Plan (CTP), should be consulted along with the comprehensive development plan when making land use and public improvement decisions.

4.5.1 Streets and Highways

Streets have both a mobility and land access function in the hierarchy of an urban street network. Streets with mainly a mobility function such as expressways and

arterials are at the highest end of the hierarchy. Streets with mainly a land access function such as collector and local streets are at the lowest end of the hierarchy. The categories below are modeled on those adopted by NCDOT for urban streets and highways.

- **Expressways** carry large volumes of traffic over long distances (statewide or interstate) at the highest rate of speed. They are controlled access, multi-lane highways with little or no access to adjacent lots. Access to these streets is controlled from above or below grade exit ramps. These streets are sometimes referred to as major arterials. These streets include I-85 and US 1 Bypass.
- **Arterials** provide the next highest level of service with some degree of control access to nonresidential traffic. These streets may provide for travel within the county or between adjacent counties or regions of the state. Direct driveway access to residential properties is typically limited. These streets are often designated as US Highways or State routes. Andrews Street (US 39) and Garnett Street (Highway 158 Bus) are examples of arterial streets in the planning area.
- **Collector Streets** such as Dabney Drive provide a level of service at a lower speed for shorter distances than arterials. They *collect* traffic from local roads and distribute it to arterials or other collector streets and provide access to commercial and high-density residential land uses.
- **Local streets** consist of all roads not defined as arterials or collectors. Their primary function is to provide driveway access to lots with little or no through traffic. Travel distances are typically less than 1 mile with design speeds of 20 to 30 mph. Most subdivision streets and frontage roads are local streets.

Historically, streets have been oriented towards the automobile and other modes of motorized travel. However, interest in accommodating alternate modes of travel such as walking and biking is growing as indicated in the Vance County CTP.

Street Levels of Service (LOS):

Streets should operate at a minimum LOS level depending on their function. Streets at the highest end of the hierarchy should function at the highest LOS level (at higher speeds; with fewer access points). The LOS defined in **Table 4-2** can be used to identify

deficiencies in the local street network. LOS levels range from “A” (least congested) to “F” (most congested).

provide service to both domestic and international destinations. Freight air service is also available out of RDU.

Table 4-2 Street Level of Service Levels

LOS	Traffic Characteristics
A	Free flow of traffic with minimal delay at intersections
B	Stable flow of traffic with queues developing occasionally at traffic lights. Some traffic may have to wait through one red light.
C	Near stable flow of traffic, Occasional delays of more than one red signal.
D	Approaching unstable flow. Substantial delays (waiting through two cycles of the traffic signal) during short periods of the peak hour.
E	Unstable flow. Road or intersection is operating at capacity during entire peak hour. Would include stop and go movements on the highway.
F	Forced flow with jammed intersections causing drivers to wait through more than two cycles of a traffic signal.

Source: Federal Highway Administration

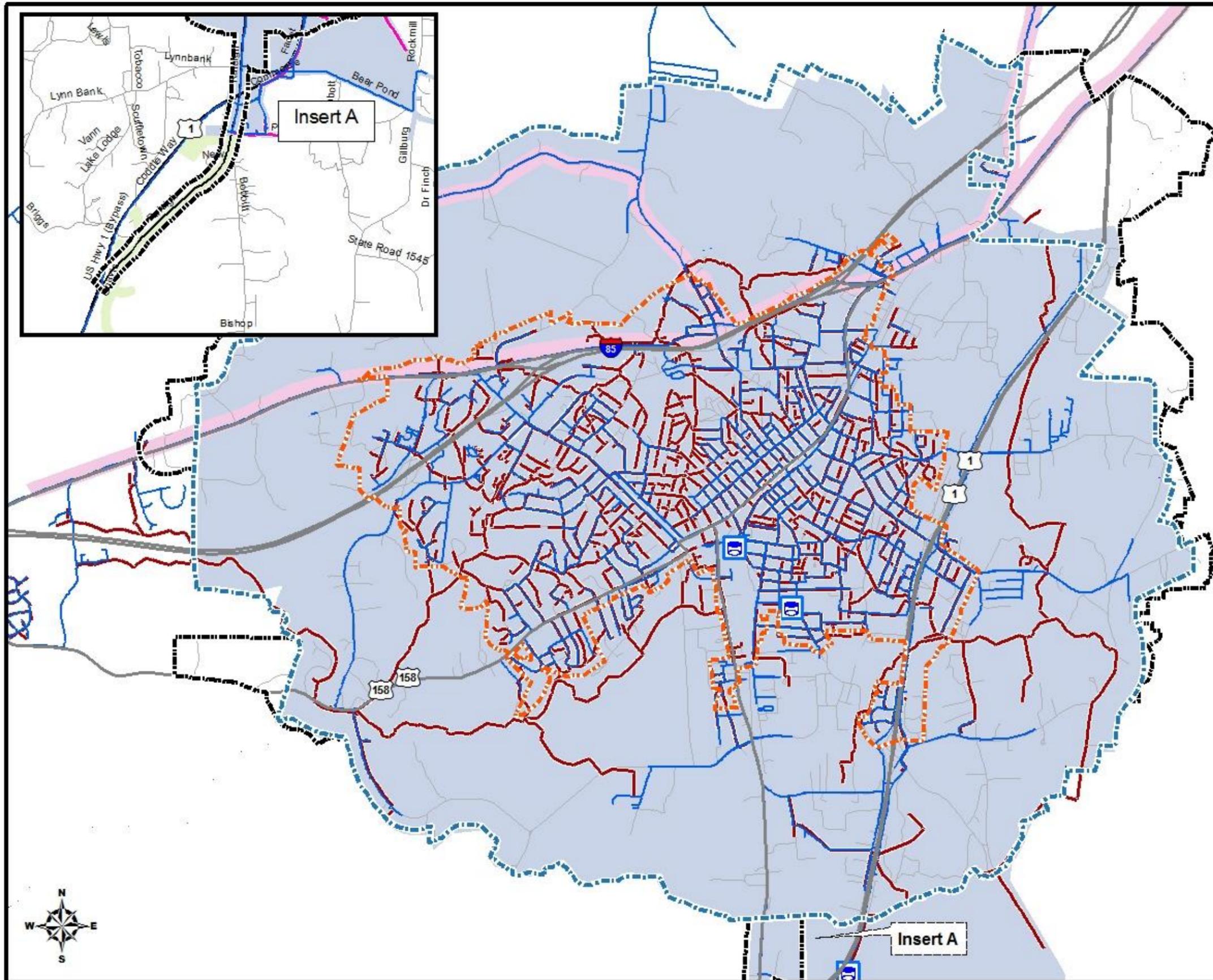
4.5.2 Rail Transportation

The city is divided from north to south by the CSX railroad. Freight traffic is operated by CSX Railroad and piggy back service is available in Rocky Mount, NC, approximately 54 miles east of Henderson. A portion of the proposed Southeast High Speed Rail Corridor from Raleigh to Petersburg VA is planned along the CSX rail line, with a planned stop in Henderson. One of the major challenges facing the city is to maintain safe and convenient access across the railroad tracks.

4.5.3 Air Transportation

Henderson is within an hour drive of the Raleigh-Durham International Airport (RDU). The airport is served by several major and regional passenger airlines that

Map 4-1: Public Water & Sewer Map



City of Henderson, NC 2030 Comprehensive Plan



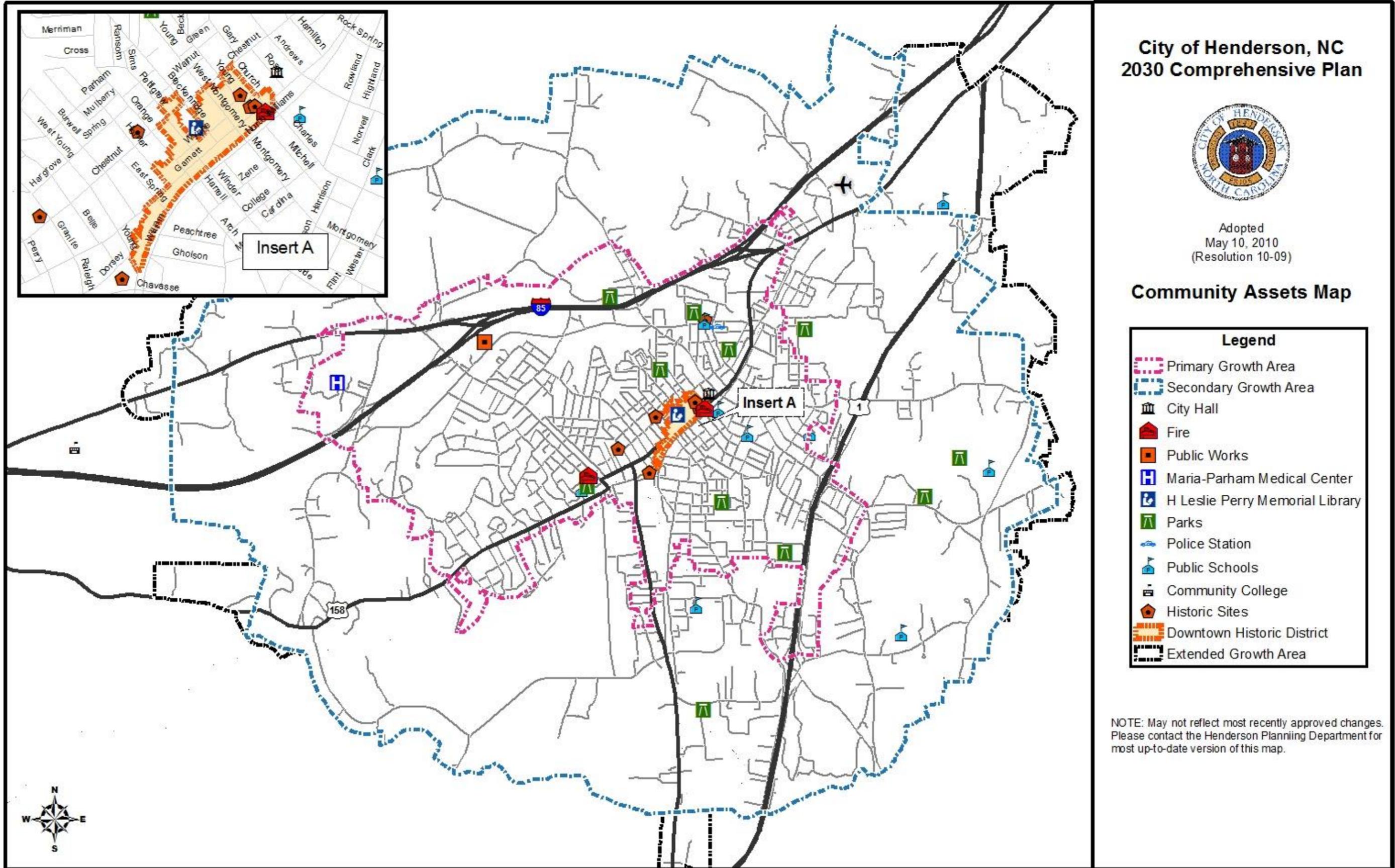
Adopted
May 10, 2010
(Resolution 10-09)

Public Water & Sewer Map

Legend	
	Primary Growth Area
	Secondary Growth Area
	Water Tank
	City of Henderson
	Kerr Lake RWS
	Kittrell Water Association
	Extended Growth Area

NOTE: Water and Sewer data was provided by the City of Henderson and downloaded from the nconemap.com website. The location of water and sewer lines are

Map 4-2: Community Assets Map



**City of Henderson, NC
2030 Comprehensive Plan**



Adopted
May 10, 2010
(Resolution 10-09)

Community Assets Map

Legend

- Primary Growth Area
- Secondary Growth Area
- City Hall
- Fire
- Public Works
- Maria-Parham Medical Center
- H Leslie Perry Memorial Library
- Parks
- Police Station
- Public Schools
- Community College
- Historic Sites
- Downtown Historic District
- Extended Growth Area

NOTE: May not reflect most recently approved changes. Please contact the Henderson Planning Department for most up-to-date version of this map.

5 Issues & Opportunities

This chapter explains the context within which the policy recommendations in the plan were formulated. It includes a SWOT analysis of the community assets (strengths and opportunities) and liabilities (weaknesses and threats) identified during the public input efforts initiated early in the planning process. It also defines the key issues that must be addressed over the next 5 to 15 years.

5.1 Community Assets & Liabilities

Community strengths and opportunities are characteristics or conditions to be preserved or pursued, and community weakness and threats are characteristics or conditions to be eliminated, improved, or diminished. They were the inspiration for the vision and guiding principles presented in Chapter 6.

Community Strengths and Opportunities	
<ul style="list-style-type: none"> ➤ Regional location: Proximity to the Research Triangle provides convenient access to cultural, employment, and shopping opportunities in the region. ➤ Regional Transportation: Location on major highways, rail, and proximity to RDU International Airport. ➤ Kerr Lake: water supply, recreation, tourism, residential development. ➤ Kerr Lake Regional Water Authority ➤ Land cost for industrial development 	<ul style="list-style-type: none"> ➤ Community Facilities: Including public library, local airport, Maria Parham Hospital, Vance/Granville Community College, and the YMCA. ➤ Job training programs through community college ➤ Regional Hub: Opportunity for industrial development ➤ Active citizens interested in bettering the community ➤ Funding priority for many federal and state programs.

Community Weaknesses and Threats	
<ul style="list-style-type: none"> ➤ Perceived high crime rate ➤ Availability of quality jobs ➤ Overall community appearance ➤ High taxes and fees 	<ul style="list-style-type: none"> ➤ Restricted countywide access to services ➤ Loss of young adult population ➤ Common vision and leadership ➤ Qualifications of local workforce

5.2 Key Issues

The key issues identified in the plan revolved around six themes: housing and neighborhoods, public service and facilities, environmental resources, economic development, land use and development, and good governance. The goals, policies, and implementation strategies were designed around the key issues.

5.2.1 Housing & Neighborhood Issues

Sustainable communities offer safe and affordable housing choices for all residents. New housing can be an economic stimulus for commercial centers by creating new consumers, and can be an employment base for industry. Additionally, adequate housing helps stabilize neighborhoods and prevent a declining tax base. The principles of livable neighborhoods support a mixture of housing forms, sizes, prices and densities, and promote social interaction and pedestrian connectivity to shopping, parks, schools, civic activities, and other amenities.

Issues related to housing and neighborhoods were among the most identified concerns that emerged from the public input efforts. Most survey respondents rated neighborhood improvements as “very important” or “important”. It was also a prominent concern of the steering committee. Housing and neighborhood issues centered mostly on affordability, conditions, ownership, and safety.

Related Issues

- Neighborhood preservation and improvement
- Housing conditions
- Low rate of homeownership
- Tenant /landlord relationship
- Low to moderate income housing

5.2.2 Public Services & Facilities

Maintaining a high level of public services at a reasonable cost helps make communities livable and provide amenities that enhance the quality of life of residents. Quality education, recreation, libraries and cultural resources are amenities that can distinguish one community for families deciding where to live. Additionally, adequate transportation, water and sewer, storm water management, and other utilities are needed to sustain quality development. The cost of utilities is a significant expense for municipalities and can add significantly to housing costs.

The City offers a range of services that support development, including water, sewer, public safety, recreation, and street maintenance. The City has a joint or support role in other services like schools, libraries, and maintenance of State roads. Additionally, transportation and water supply are regional issues that must be addressed by multiple jurisdictions.

Related Issues

- Cost of water and sewer
- Available water supply
- Enhanced public safety
- Quality public services
- Transportation
- Quality school system
- Crime prevention
- Recreation opportunities
- Effective social service programs

5.2.3 Environmental Resources

Environmental concerns centered on various elements of built and natural environs that contribute to the character and aesthetics of the community. A safe, clean, and attractive environment can lure residents and businesses, and is therefore an important economic development tool. For example, Kerr Lake is a valuable water resource and can attract high-end residential development. Also, inappropriate development of environmentally sensitive lands threatens public health and safety. In many cases, development is regulated by federal and state law, and the City is obligated to ensure that development adheres to those laws.

Related Issues

- City appearance and beautification
- Abandoned buildings and properties
- Preservation of Kerr Lake

5.2.4 Economic Development

Economic development activities add to the local employment and tax base. Most communities cannot fund services solely from the residential tax base. The cost to serve residential uses typically exceeds the amount of revenue they generate through property taxes and fees. On the other hand, commercial and industrial development ordinarily produces more revenue than the costs to serve to them. Also, industrial development improves the local job prospects for residents, which reduces transportation costs, and expands the local customer base during normal business hours.

By adding land uses that are less expensive to serve and creating positive revenue streams, the City can keep property tax rates down and yet deliver a high level of public services. Since property taxes are a significant expense to many householders, lower tax rates and utility bills reduce total housing costs, and makes housing more affordable. In summary, sustainable economic development also helps to address affordable housing and neighborhood issues.

Related Issues

➤ Quality jobs for residents	➤ Expanded local tax base
➤ Job training	➤ Support for local businesses
➤ Qualified workforce	➤ A coordinated economic development strategy
➤ Industrial development	➤ Downtown vitality

5.2.5 Land Use & Development

Land use and development issues relate to compatibility between land uses and allocating sufficient land to accommodate community service demands. Effective land use planning allows harmonious transitions between various land uses, ensures that adequate transportation and infrastructure capacity is available to accommodate development, and establishes connectivity between neighborhoods and places of work, commerce, and recreation.

When weighing land use proposals, decision-makers must consider the overall needs of the community, the impact on infrastructure capacity, and if the use will promote economic growth and protect residential areas from any adverse impacts. Land use decisions must also consider the fiscal toll development will have on local resources.

Related Issues

➤ Preserving historic resources	➤ Building and zoning code enforcement
➤ Growth management	➤ Infill development & reuse of vacant buildings
➤ Land use compatibility	➤ Available land for industry
➤ Distribution of growth	

5.2.6 Good Governance

The concept of “good governance” relates to how open and responsive the decision-making process is to the public and how efficiently public resources are expended. The

One of the key features of Good Governance, according to the United Nations, is that the decision-making process is participatory, inclusive, transparent, responsive, efficient, and equitable.

In the context of growth management, governance refers to how land use and development decisions are made. It requires that the public be well-informed and involved in the decision-making process, decisions be rational and fair to everyone, and that public resources be used efficiently and effectively. These principles are frequently reflected in the General Statutes planning enabling legislation.

Related Issues

➤ Vision and leadership	➤ Community involvement and education
➤ Fair and equitable tax structure	➤ Planned growth and public improvements
➤ Human relations	➤ Relationship between city and county

6 Vision and Goals

This chapter defines where the community wants to be in 20 years. The statements in this chapter combine to form the policy framework for the implementation tools the City uses to manage growth and development in the planning area.

6.1 Community Vision For 2030

The following vision statement was built on the community strengths, weaknesses, opportunities, and threats identified in Chapter 5.

In the year 2030,

- Henderson will offer all the convenience of a large city but retain a home town feel.
- Henderson will continue to be a culturally diverse community that is proud of its heritage.
- Henderson will offer retail, recreational, and cultural opportunities for citizen and for tourists from around the world.
- Downtown will be vibrant with a variety of residential, shopping, and cultural activities.
- Residents will live in attractive neighborhoods with quality housing for citizens of all income levels.
- Henderson will have innovative industries that provide quality jobs for its citizens and ensure the economic vitality of the community.
- Henderson will be a livable community with attractive development and quality services and amenities.

Key Definitions

Vision: A broad statement that describes what the community wants to become and look like in the future. All planning efforts will be directed towards advancing the community vision.

Guiding Principles: These core values will apply to future land use and development decisions. They form context within which future decisions will be made.

Goals: Statements that describe desired outcome on a specific issue or concern.

Policies: Provide general guidance for future courses of action to advance community goals.

6.2 Guiding Principles

The following six guiding principles provide general guidance for future decision-making.

- **Citizen Involvement.** Citizens will be an integral part in shaping our community and will be fully engaged in community affairs. Individual differences will be valued and respected. Young people will be nurtured and encouraged to achieve their full potential.
- **Economic Vitality.** Henderson will have a diverse economy that provides a strong tax base and offers quality jobs and opportunities for investment. Henderson will have a vibrant downtown with a combination of housing and commercial activities.
- **Livable Neighborhoods.** Henderson will have safe and attractive residential areas with a variety of housing options and residents will have access to quality services and amenities. Housing will represent an investment for citizens in the community and the quality of life for their families.
- **Convenience.** Citizens will have convenient access to recreation, services, and work both in the community and the region.
- **Sustainable Development.** Henderson will support development that accommodates the needs and desires of all citizens, enhance the natural beauty of Henderson, and sustain the economic prosperity of the community. Henderson will offer quality public safety, utilities, and other municipal services in a manner that is fiscally and environmentally sound.
- **Environmental Resources.** Henderson will protect its natural and historic assets in a manner that will enhance the quality of life of citizens and the prosperity of the city.

6.3 Community Goals & Policies

The goals and policies in this section evolved from the broad perspectives of the community vision and guiding principles. Although the goals and policies centers on a specific theme, they do not operate separately and in many cases they overlap. For example, the City cannot effectively address affordable housing without addressing the cost of public utilities.

6.3.1 Housing & Neighborhoods

Goal 1: Create and maintain livable neighborhoods that provide quality housing and living environments for people of all ages and income levels, and for families and people living alone.

Policy 1.1: Revitalize and preserve neighborhoods

Policy 1.2: Create livable neighborhoods

Policy 1.3 Pursue public and private partnerships

Policy 1.4 Provide affordable housing options for diverse population

Policy 1.5 Remove barriers to homeownership

Policy 1.6 Attract retirees and commuters to Henderson

6.3.2 Public Services & Facilities

Goal 2: To provide public services efficiently and equitably so that a high quality of life for residents are sustained and the current and future needs of development are satisfied.

Policy 2.1: Extend public services at an affordable costs

Policy 2.2: Maintain sufficient public infrastructure capacity

Policy 2.3: Promote public safety in neighborhoods

Policy 2.4: Provide quality recreation and other public services for all age groups

Policy 2.5: Support location of public schools in Henderson

Policy 2.6: Maintain a safe and convenient multi-modal transportation system

6.3.3 Economic Development

Goal 3: To create a diverse economy that provides local employment opportunities that pays a living wage and that helps the City sustain a high level of public services.

Policy 3.1 Support development of a qualified workforce

Policy 3.2 Provide residents with access to quality jobs

Policy 3.3 Implement a coordinated economic development strategy

Policy 3.4 Recruit industrial development

Policy 3.5 Support development of local businesses

Policy 3.6 Promote vitality of downtown

6.3.4 Land Use & Development

Goal 4: To provide compatible mix of land uses that provide suitable locations for residents to live, work, shop, and play and promote the principles of sustainable development.

Policy 4.1 Historic preservation

Policy 4.2 Implement “Smart” growth management program

Policy 4.3 Promote land use compatibility

Policy 4.4 Provide balanced distribution of growth (places to live, work, play, and shop)

Policy 4.5 Create walkable communities through land use design

6.3.5 Environmental Resources

Goal 5: To preserve and protect the quality of valuable natural resources and habitats, and enhance the physical appearance of the City for the enjoyment and benefit of the public.

- Policy 5.1 Enhance the aesthetic value of the built environment
- Policy 5.2 Mitigate natural hazards
- Policy 5.3 Preserve critical natural and cultural resources and wildlife habitats

6.3.6 Good Governance

Goal 6: To establish a participatory implementation program that is inclusive, transparent, and responsive to the public and relevant stakeholders; that manages local resources efficiently; and distributes the cost and benefits of growth equitably.

- Policy 6.1 Planned growth and public improvements
- Policy 6.2 Positive intergovernmental relationships
- Policy 6.3 Vision and leadership
- Policy 6.4 Community involvement and education
- Policy 6.5 Fair and equitable tax structure
- Policy 6.6 Positive human relationships
- Policy 6.7 Efficient delivery of services
- Policy 6.8 Maximize use of municipal resources
- Policy 6.9 Plan evaluation and update

7 Future Land Use Plan

The Future Land Use Plan is a blueprint for future development over the next 15 to 20 years. It is a map of where the community wants to develop but it is not a prediction. It is not a zoning map nor does it require a specific property be rezoned, but is a tool used when evaluating future rezoning petitions. The future land use plan is presented in a textual (land use categories) and map (Map 7-1 and Map 7-2) formats.

7.1 Land Use Categories

The Land Use Categories describes the type and intensity of future land uses, and is the legend to the Future Land Use Map. The land use categories set location criteria future land uses, and parameters for development standards to be incorporated into the implementation program. The land use definitions integrate the goal and policies of each key issue.

7.1.1 Priority Growth Areas

Priority growth areas are designated to establish preferences for where future growth should locate. The greatest priorities will be given to locations that allow the most efficient use of land, require the least amount of expenditures on public services, and add to the local tax base. The three priority levels for future growth are defined below

- **Primary Growth Area:** The primary growth area includes land within the urban core of Henderson. Development in the primary growth area should be served by existing or planned water and sewer lines, streets, and other public improvements, and will contribute to the municipal tax base.
- **Secondary Growth Area:** These areas are largely undeveloped but may face urban development pressures within the next 5 to 10 years. Development in these areas may not have access to existing infrastructure, but may be incorporated into the primary growth areas as public services are extended.
- **Extended Growth Area:** Land within the extended growth area may face development pressure in the next 10 to 20 years. As primary growth areas are extended, secondary growth area may be extended into these areas.

7.1.2 Conservation Areas

Conservation areas designate lands that may require special design controls and other safeguards to preserve a natural or historical resource or to protect property and public safety.

Agricultural Conservation

Valuable farmland, forestlands, and other agricultural resources are classified under this category. Desirable land uses include agricultural, forestry, and fishing activities and compatible residential uses at densities of 1 dwelling unit per 5 or more acres. These lands are viewed as important community assets that should be preserved. Extending municipal services to these lands may not be feasible or desirable.

Development criteria:

- Density: 1 dwelling per 5 or more acres
- Soils suitable of agricultural uses or on-site water and sewer systems
- Conservation design standards

Natural Resource Areas

Land with critical natural resources or hazards where ordinary development practices would likely cause environmental damage or threaten public safety were designated under this category. Development of adjacent land may also require special design considerations.

Lands within the 100-year floodplain, water supply watersheds, and regulated wetlands are included in this designation. Development will be designed to protect open space or nature or wildlife preserves, and to provide space for passive recreation activities.

Cultural and Historic Resource Areas

Land with existing or potential national or local register historic sites and properties are designated under this category.

7.1.3 Residential

Urban Density

Urban density development may include a variety of single-family and multifamily housing at urban-scale density. Secondary uses include recreation (parks, playgrounds, club houses), and limited institutional and public uses that benefit of residents.

Development criteria:

- Urban density: 4 or more dwellings per acre
- Compatible infill development
- Traditional neighborhood design concepts.
- Public water and sewer available
- Access from local streets; collector streets for townhome or multifamily complexes.

Suburban Density

Development in this category may include detached single-family or two-family residential development at suburban densities. Complementary uses that may be allowed are neighborhood parks and amenities that primarily benefit area residents.

Development criteria:

- Suburban density: Between 2 and 4 dwellings per acre
- Compatible infill development
- Access from local streets
- Public water and sewer available
- Pedestrian friendly design

Rural Density

Rural density areas will accommodate residential development where public water, sewer, and other municipal services may not currently be available, but may be extended within 5 to 10 years. The primary uses in these areas are detached single-family development at rural densities. These outlying areas should retain their rural character but may be considered for more intensive development as public services become available.

Development criteria:

- Rural density: Between 1 and 2 dwellings per acre
- On-site water and sewer may be allowed on suitable lands
- Access from local streets

7.1.4 Institutional and Public

This category is for land used by or on behalf of a public or quasi-public organization to provide a service to the community such as government offices, libraries, police and fire stations, post offices, public infrastructure and facilities, and cemeteries. Public and private schools and hospitals are also included under this designation.

7.1.5 Parks and Recreation

This designation applies to existing and planned sites for public parks with active or passive recreation activities such as ball fields (football, baseball, softball, soccer, etc.); basketball and tennis courts; golf courses, sports complexes and multi-use centers; and walking and biking trails.

7.1.6 Commercial

Commercial areas are intended for activities that will provide goods and services to the public, create economic opportunities for citizens, and expand the municipal tax base.

Neighborhood Commercial

These areas provide convenient shopping opportunities for the everyday needs of residents in nearby neighborhoods. Acceptable uses will have limited impact on adjacent residential areas especially in terms of lighting, signage, traffic, odor, noise, and hours of operation. Architectural and site design (scale, materials, color, lighting, landscaping, etc.) should be compatible with nearby neighborhoods.

Development criteria:

- Access to collector streets
- Compatible infill development
- Public water and sewer available or planned
- Pedestrian connectivity to adjacent neighborhoods.
- Gross floor area of 30,000 to 150,000 square feet on 3 to 15 acre sites.

Community Commercial

This designation allows for a wide range of retail, office and service-oriented activities that serve the community and surrounding areas. Small-scale institutional and public uses are also appropriate in these areas.

Development criteria:

- Controlled access to arterial or collector streets.
- Compatible infill development
- Public water and sewer available or planned
- Pedestrian-friendly internal design
- Connectivity to adjacent development
- Gross floor area of 100,000 to 350,000 square feet on 10 to 40 acre sites.

Regional Commercial

This category applies to large concentrations of commercial uses that serve a regional market, such as major shopping centers, stand-alone big-box retail, and other automobile-oriented commercial uses.

Development criteria:

- Controlled access from arterial or collector streets
- Proximity to major highway interchanges
- Public water and sewer available or planned
- Gross floor area of 150,000 on a 25- or more acre site.

7.1.7 Mixed-Uses

The various mixed-use categories are intended to create higher density, pedestrian-friendly environments where the variety of uses enables people to work, play, and shop within proximity to where they live.

Mixed-Use Community

A mixed use community designation will allow for planned, unified developments with some combination of retail, offices, light industrial, recreation, or residential uses in the same building or on the same site, in a safe pedestrian-friendly environment.

Development criteria:

- Unified site development
- Minimum 5 acre sites
- Walk able design features
- Public water and sewer available or planned.

Downtown District

This designation allows for a mix of residential, public, institutional, and commercial activities and community events in the historic downtown district. The purpose is to allow downtown to retain its traditional role as the retail, civic, and cultural center for Vance County. Development standards and guidelines should preserve downtown's historic character.

Development criteria:

- Flexible design standards
- Compatible infill development
- Historic design guidelines

Transitional Area

This category allows for a moderate intensification of land uses between expanding commercial districts and existing residential neighborhoods. The intent is to protect the historic or existing residential qualities of an area while allowing for increased flexibility in the use of the land. Therefore, development standards will allow the well-planned conversion of single family homes to low intensity office and retail uses. Professional offices, bed and breakfasts, personal care and day care facilities, and art studios are examples of uses that may be allowed as a special or conditional use.

7.1.8 Industrial Areas

The two industrial categories provide suitable locations for manufacturing, warehouse, distribution, wholesale, waste-related services, and selected heavy commercial activities that provide local employment opportunities and generate tax revenue.

Heavy Industrial

This category is intended for industrial uses with activities, because of health, safety, and environmental impacts such as noise or odor, are best segregated or buffered from other uses. These activities may involve outdoor operations as part of the manufacturing process.

Development criteria:

- Access from collector streets or arterial streets.
- Access to freight rail service
- Public water and sewer available or planned
- Buffer and screening from adjacent land uses.

Light Industrial

Light industrial activities are wholly confined within an enclosed building, no hazardous gases or chemicals are processed, and no noxious noise, smoke, vapors, fumes, dust, glare, or odor are emitted.

Development criteria:

- Access to collector streets or arterial streets
- Public water and sewer available

7.1.9 Special Focus Areas

Redevelopment Areas

Redevelopment areas include sites or districts experiencing blight or deterioration and require special strategies for redevelopment or revitalization. They may include:

- commercial areas experiencing significant loss of retail, office, or related residential activity;
- residential neighborhoods where dwelling units are in a marked state of deterioration or experiencing a high vacancy rate; or
- Abandoned or underused industrial sites suitable for Brownfield redevelopment or adaptive reuse.

Gateway Corridors

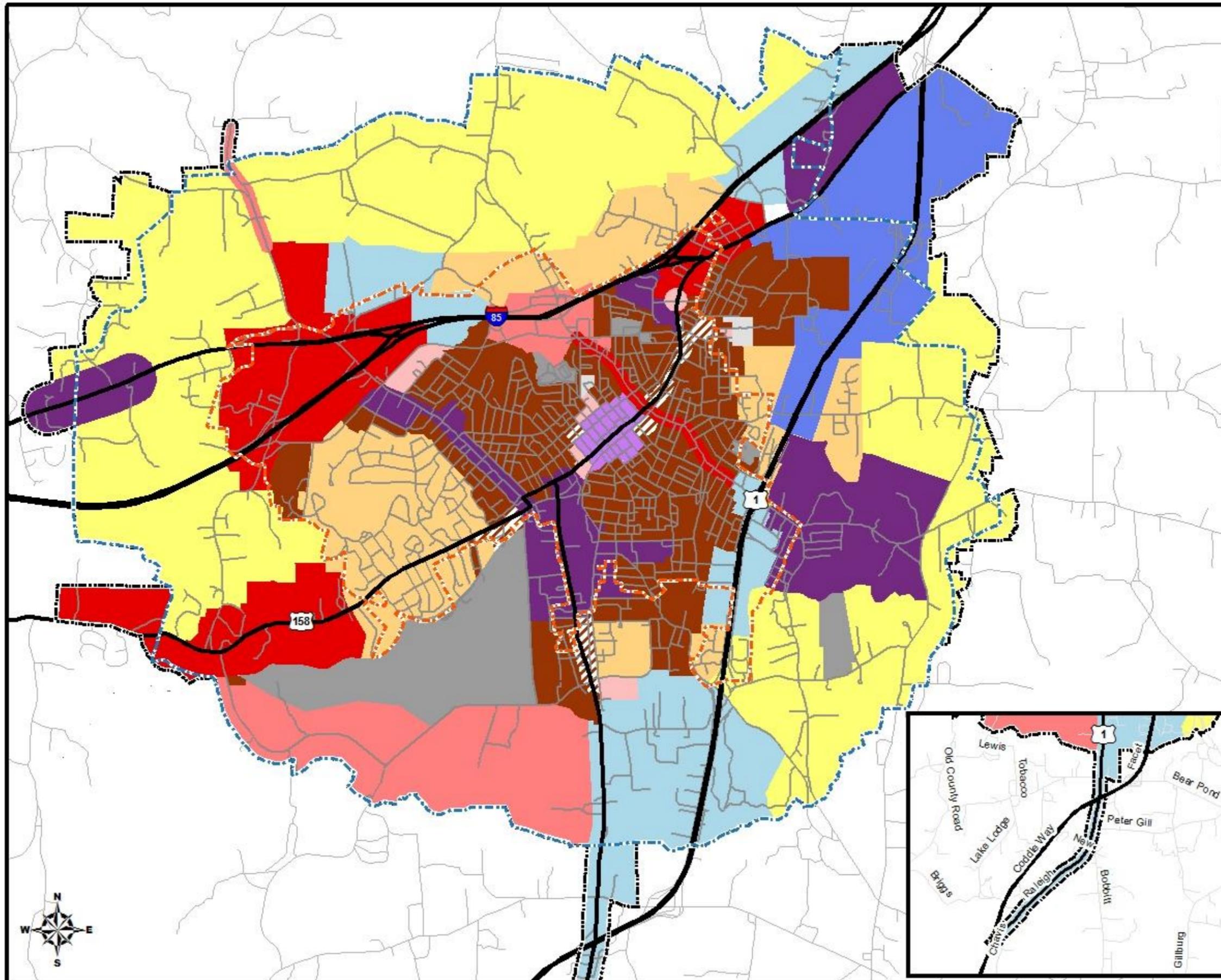
Gateway corridors are designated as primary entrances into the city or into downtown. They announce the arrival to a special place or create a positive image of the city. Development may be subject to one or more following urban design controls:

- Signage and building design
- Streetscape improvements
- Landscaping and site design

7.2 Future Land Use Map

Map 7-1 shows the desired location of future land use categories and **Map 7-2** special focus areas and overlay districts. Boundaries on the map are approximate and may be adjusted to accommodate existing parcel lines and development patterns. Exact boundaries of development and conservation areas will be designated by zoning, subdivision, and other development regulations. The City Planning Department will maintain the official map, including future amendments.

Map 7-1: Future Land Use Categories



**City of Henderson, NC
2030 Comprehensive Plan**



Adopted
May 10, 2010
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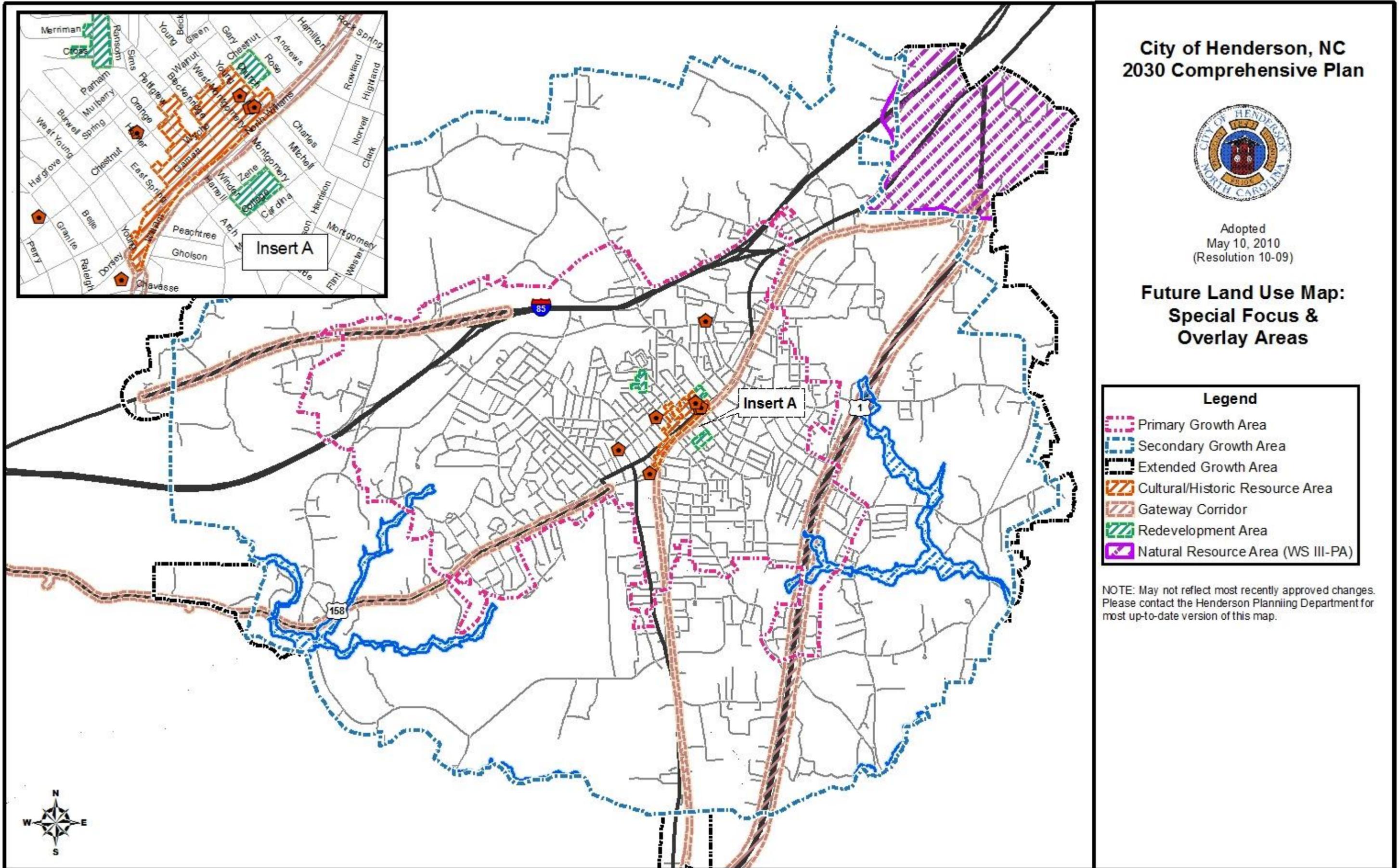
**Future Land Use Map:
Land Use Categories**

Legend

- Primary Growth Area
- Secondary Growth Area
- Extended Growth Area
- Agricultural Conservation
- Urban Density
- Suburban Density
- Rural Density
- Institutional and Public
- Parks and Recreation
- Neighborhood Commercial
- Community Commercial
- Regional Commercial
- Mixed Use Community
- Downtown District
- Transitional Area
- Light Industrial
- Heavy Industrial

NOTE: May not reflect most amendments. Please contact the Henderson Planning Department for most up-to-date version of this map.

Map 7-2: Future Land Use-Special Focus & Overlays



**City of Henderson, NC
2030 Comprehensive Plan**



Adopted
May 10, 2010
(Resolution 10-09)

**Future Land Use Map:
Special Focus &
Overlay Areas**

Legend	
	Primary Growth Area
	Secondary Growth Area
	Extended Growth Area
	Cultural/Historic Resource Area
	Gateway Corridor
	Redevelopment Area
	Natural Resource Area (WS III-PA)

NOTE: May not reflect most recently approved changes. Please contact the Henderson Planning Department for most up-to-date version of this map.

8 Implementation Strategies

8.1 Overview

Implementation is a program of actions that will implement the policy recommendations articulated under Chapters 6 and 7. This chapter outlines a strategy for how the city will advance towards its vision and address its key issues. The program is designed to ensure that future actions will be consistent with the goals and policies advanced in the plan. Many tools are available to implement the plan, some of which are described briefly below.

8.2 Key Implementation Tools

Development Codes

Development codes are regulatory tools adopted by local ordinance to permit or restrict development activity. They institute standards and procedures for new development and redevelopment within the city's planning jurisdiction. Zoning regulates land use and development of a specific lot. Subdivision regulations establish a process for dividing parcels into 2 or more lots and design standards for public improvements. Others codes may regulate storm water management, flood protection, and watershed protection.

Coordination and Partnership

Plan implementation must be a collaborative effort by key decision-makers inside and outside city government. Public service providers of recreation, schools, utilities, highways, economic development agencies and others all have an interest in how the city develops. Through interlocal and joint use agreements, local governments can combine resources and eliminate duplication of services. State and federal funding and technical assistance programs can be pursued to leverage local resources. The City regularly participates in regional planning efforts such as the county transportation planning process, economic development, and water supply planning. Coordination and partnerships may be appropriate to leverage local resources or when the city cannot act alone.

Small Area Plans

Small area plans focus on subareas of the community such as a neighborhood, downtown, or special corridors; target narrowly defined issues such as public improvements, recreation, transportation, or economic development; or focus on short-range implementation strategies of up to 5 years. Small area plans are built on the broad policies of the Comprehensive Plan.

Administrative Procedures

Administrative procedures are adopted to establish a decision-making process that ensures development proposals are consistent with the plan policy recommendations, timely and efficient, and fair to all parties involved. Administrative procedures are often set by regulations in development codes.

Incentive Programs

Incentive-based programs aim is to induce private development or redevelopment consistent with City policy. Incentives are commonly used to stimulate downtown revitalization, economic development, and affordable housing. Examples may include tax incentives, technical and financial assistance programs, streamlined permitting processes, or incentive-based zoning.

Budgeting & Annual Work Plans

The Comprehensive Plan establishes priorities to develop annual departmental budgets and work plans. Capital budgets and work assignments should be based on priorities outlined in the Action Plan.

8.3 Plan Evaluation & Update

The Comprehensive Plan is based on conditions existing at a specific point in time. Over time, new issues or opportunities will emerge that will require the city to adjust its priorities. Shifts in political or economic climates, new state or federal law, and other unforeseen changes may require an update of the plan. Therefore, a continuous plan evaluation and update program should be incorporated into plan implementation so that the city can respond appropriately to these changes.

8.3.1 Annual Evaluation

An annual plan evaluation program determines if a plan update is needed. Activities should measure:

- If the plan is having the desired effects
- If the resulting development is consistent with the Plan
- Changes community values or conditions
- Changes in state or federal mandates or programs
- Progress on implementing the Action Plan
- New programs to help implement the plan

8.3.2 Annual Progress Report

An annual report that contains the results of the plan evaluation activities should be produced. The report should be used to help develop the annual capital budgets and departmental work plans. The report should also recommend:

- New policies or modifications to existing policies should be adopted?
- Any needed revisions to the Future Land Use Plan
- Adjustment to the Action Plan, including removing, revising, or adding action items.

8.3.3 Annual Plan Update

A formal process should be established to amend the plan on an annual basis. The process should be similar to that used to adopt the original plan, and should provide opportunities for public input and involvement. Amendments should be based on the recommendations in the progress report and may be appropriate when:

- New opportunities to implement a policy is identified
- Community goals or priorities have changed
- State or federal law requires an update.

8.3.4 Five-Year Plan Evaluation and Update

A full evaluation and update of the plan should occur every five years. This will ensure the plan remains relevant to changing times and an effective guide for decision-making. In addition to the items listed under the annual progress report, the comprehensive update should:

- Update the baseline trends and conditions
- Revisit the community vision, goal, and policy recommendations

8.4 Action Plan

The Action Plan is a list of public and private actions that will put the plan policies into effect. These actions may include capital improvement projects, changes to development regulations, or adopting new incentive programs, development procedures, and other tools. Table 8-1 is the Action Plan as adopted on May 10, 2010. The official Action Plan will be maintained in the Planning Department.

The Action Plan is not an exhaustive list of actions to implement the plan. New actions may be added to or subtracted in response to unforeseen funding or other opportunities. If an action item is not funded within the recommended timeframe, it should be shifted back for later implementation or considered for removal from the Action Plan. Adjustments should be considered during annual plan evaluation and update. The Action Plan provides the following details.

- **Targeted Goals/Policy:** The goal towards which an action item is targeted.
- **Action Item:** A specific action or project that will implement one or more of the policies listed under the targeted goal.
- **Timeframe:** The timeframe to execute an action item—immediate (0 to 2 years), medium (2 to 5 years), and long-term (5 to 10 years). On-going indicates that a proposed action should be continuous.
- **Priority:** The priority level for allocating resources between competing actions or projects. High priority indicates resources should be secured and allocated immediately. Medium priority items indicate that resources should be actively pursued when secured. Desirable indicates that an action item should be pursued as new resources are available.

- **Lead Party:** The city board or official responsible for coordinating efforts to execute an action item. This party will identify potential funding and staffing needs and coordinate with implementation partners.
- **Potential Partners:** These are outside parties that have a mutual interest in pursuing a specific action or with resources (financial or technical expertise) to help complete an action item.
- **Resources Needed:** The staffing, financial, and other resources needed to execute an action item.

Table 8-1: Action Plan Matrix

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
<p>Housing & Neighborhoods</p> <p>Goal 1: Create and maintain livable neighborhoods that provide quality housing and living environments for people of all ages and income levels, and for families and people living alone.</p> <p>Policies</p> <ol style="list-style-type: none"> 1. Revitalize and preserve neighborhoods 2. Create livable neighborhoods 3. Pursue public and private partnerships 4. Provide affordable housing options for diverse population 5. Remove barriers to homeownership 6. Attract retirees and commuters to Henderson 	Implement neighborhood revitalization program <ul style="list-style-type: none"> • Prepare revitalization plans for targeted neighborhoods • Pursue implementation funds (fines, delinquent taxes, grants, etc.) • Implement plans 	Immediate, Ongoing	High	Redevelopment Commission,	Neighborhood groups, Planning Dept., City Board, CDBG, Code Enforcement, Co. Tax Office	Staff support, expertise Funding, CDBG, Stimulus
	Establish neighborhood livability standards for: <ul style="list-style-type: none"> • Appearance • Safety (traffic, environmental, and personal) • Minimum housing standards • Amenities 	Ongoing	High	Planning Board, Police, Fire, Code Enforcement.	Planning Dept, Engineer, City Board, Neighborhood Groups, Cleanup Henderson, Neighborhood Watch, NCDOT	Expertise, Staff, Funding
	Reduce insurance premiums by maximizing points under the Community Ratings System (flood) and Fire Insurance rating programs.	Ongoing	Medium	Fire Chief	Engineer	Staff,
	Pursue strategies to create multi-tier (nonsubsidized) rental housing market.	Long	Desirable		Developers, Realtors	
	Encourage upgrade and maintenance of rental housing	Immediate, Ongoing	High	Code Enforcement	Landlords, Police, Neighborhood Groups	
	Establish homeownership program for low to moderate income families.	Ongoing	Medium	Planning Dept.	HUD, CDBG, Housing Finance, Gateway, Habitat	Section 8, CDBG,
	Support development of model neighborhoods for first-time homebuyers	Ongoing	Desirable	City	Developers	
	Develop incentive program to attract young professionals, teachers, and police officers.	Long	Medium	ED Dir.	Realtors, Bd. Of Ed, Police Chief, Hospital	

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
	Market City’s assets (proximity to lake & RTP, services, amenities, etc.)to retirees and commuters.	Immediate	Medium	ED Dir.	Co. Tourism Bd., State Tourism, Chamber	Grants, Expertise
	Pursue partnerships with nonprofits, neighborhood groups to provide affordable housing and neighborhood redevelopment	Ongoing	High	Citywide	Habitat, Housing Authority, Gateway, County, HUD, CDBG	
	Prepare press initiatives target to retirees	Immediate	High	City Mgr.	Co. tourism, ED Dir.	
<p>Public Services & Facilities</p> <p>Goal 2: To provide public services efficiently and equitably so that a high quality of life for residents are sustained and the current and future needs of development are satisfied.</p> <p>Policies</p> <ol style="list-style-type: none"> 1. Extend public services at an affordable costs 2. Maintain sufficient public infrastructure capacity 3. Promote public safety in neighborhoods 4. Provide quality recreation and other public services for all age groups 5. Support location of public schools in Henderson 6. Maintain a safe and convenient multi-modal transportation system 	Preserve a secured rail crossing at Andrews Street to keep businesses viable.	Long	High	Planning Dept.	ED Dir., DT Coordinator.	Funding
	Develop a bicycle and pedestrian master plan(sidewalks, greenways, bike paths)	Long	Medium	Planning Dept.	COG, NCDOT	Expertise, funding
	Establish levels of service standards for public facilities and infrastructure	Immediate	High	Engineer	Planning Dept.	Expertise
	Implement community policing programs in neighborhoods	Ongoing	High	Police Dept., Neighborhood Watch		
	Reserve right-of-way for planned streets and other public improvements.	Ongoing	High	Planning Dept., Developers		
	Prioritize public improvements to land within the urban growth area	Ongoing	High	City, County, Utilities	School Bd.	
	Work with other public entities to reserve or acquire land for school sites or other public uses in Henderson	Ongoing	High	City Mgr., BOC,	School Bd.	
	Incorporate walking and biking design standards in infrastructure improvements and land use design	Immediate, ongoing	High	Planning Dept.	Grant writer, Biking Group	Funding

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
<p>Economic Development</p> <p>Goal 3. To create a diverse economy that provides local employment opportunities that pays a living wage, and that helps the City sustain a high level of public services.</p> <p>Policies</p> <ol style="list-style-type: none"> 1. Support development of a qualified workforce 2. Provide residents with access to quality jobs 3. Implement a coordinated economic development strategy 4. Recruit industrial development 5. Support development of local businesses 6. Promote vitality of downtown 	Zone suitable locations within city limits for industrial and commercial activities	Ongoing	High	Planning Bd.	Planning Dept., BOC	Expertise
	Prepare annexation/etj extension plans for areas suitable for business and industry	Immediate	High	Planning Bd.	Planning Dept., BOC, County	
	Advocate County comprehensive zoning outside City's jurisdiction	Immediate, Ongoing	High	Planning Bd.	County Commissioners and officials	
	Sponsor a forum to discuss perspectives on economic development in Vance Co/Research Triangle Region.	Medium	Desirable	City Mgr., County Mgr., Eco Dev.	County	
	Establish policies to assist development of sites for industries that pay a living wage to employees	Ongoing	High	Eco Dev.		
	Work with county partners to establish a county-wide economic development organization and strategy.	Ongoing	High	Eco Dev.	VGCC	
	Develop a marketing strategy to attract visitors and employers to Henderson	Ongoing	High	Eco Dev., DT, Chamber	Realtors, Developers	
	Identify economic development opportunities related to proposed high speed rail station	Long	High	Planning Dept., Eco Dev.	Chamber, DT, Co. Tourism	
	Implement downtown tax incentive and abatement incentive program	Medium	Medium	Main Street	Local Rep, BOC	Authority
	Provide funding for downtown façade program	Ongoing	High	Main Street	BOC	Funding
	Support completion Hope VI, Zene Street, and other ongoing redevelopment projects.	Ongoing	High	Main Street		
	Continue to support the Henderson Main Street Program	Ongoing	High	BOC		
Use historic preservation as incentive for	Ongoing	High	Main Street			

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
	economic development					
	Support job training programs for workers displaced by business or plant closings	Ongoing	High	VGCC	Kittrel Jobs Corp, Joblinks	
	Consider economic development impact in planning public facilities and infrastructure decisions	Ongoing	High	ED, City		
	Install historic markers at designated landmarks and districts	Medium	Desirable	HPC	SHPO	
	Maintain appearance of Interstate 85 Exit					
Land Use & Development Goal 4: To provide compatible mix of land uses that provide suitable locations for residents to live, work, shop, and play and promote the principles of sustainable development. Policies <ol style="list-style-type: none"> 1. Historic preservation 2. Implement “Smart” growth management program 3. Promote land use compatibility 4. Provide balanced distribution of growth (places to live, work, play, shop) 5. Create walkable communities through land use design 	Develop zoning incentives for compatible infill development and reuse of old or historic buildings	Ongoing	High	Main Street, Planning Dept.	Planning Bd.	
	Establish administrative procedures that consider development proposals consistency with Comprehensive Plan	Immediate, Ongoing	High	Planning Board	Planning Dept.	
	Update development codes to reflect Future Land Use Plan	Medium, Ongoing	High	Planning Board, Planning Dept., Code Enf.		
	Prioritize future annexation and etj extension areas	Ongoing	High	Planning Dept.		
	Develop land conservation plan for the proposed Southeast High-Speed Rail Corridor.	Medium	Medium	Planning Bd., Planning Dept.	DENR, NCDOT,	
	Adopt or amend land compatibility design standards for development	Medium, Ongoing	Medium	Planning Bd., Planning Dept.		
Environmental Resources Goal 5: To preserve and protect the quality of	Develop corridor plans for designated Gateway Corridors.	Medium	High	Planning Bd., Planning Dept.	Garden Club, Sanitation, Appearance	

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
valuable natural resources and habitats and enhance the physical appearance of the City for the enjoyment and benefit of the public. Policies 1. Enhance the aesthetic value of the built environment 2. Mitigate natural hazards 3. Preserve critical natural and cultural resources and wildlife habitats					Com	
	Implement water conservation measures for development near Kerr Lake	Ongoing	High	BOC, Regional Authority, Water Dept.	Fed Parks, DENR	
	Establish program to clean-up dilapidated and abandoned properties	Ongoing	High			
	Continue to enforce and support nuisance abatement regulations	Ongoing	High	Code Enf., Police Dept.		
	Pursue Brownfield development of contaminated sites	Ongoing	High	Redev Authority, Econ Dev.	EPA, DENR	
	Establish standards that minimize adverse environmental impacts on natural and wildlife habitats	Ongoing	High	Planning Dept., County Building	Code Enforcement	
	Establish education program to promote incentives to preserve historic resources.	Immediate	High	HPC, Main Street		
	Adopt local historic preservation ordinance and program	Ongoing	Medium	HPC		
Good Governance Goal 6: To establish a participatory implementation program that is inclusive, transparent, and responsive to the public and relevant stakeholders; that manages local resources efficiently; and distributes the cost and benefits of growth equitably. Policies	Work with county to accelerate collection of delinquent taxes	Immediate, Ongoing	High	City Mgr., Tax Collector	BOC, CC	
	Identify ways to consolidate city/county government or services	Medium	High	Mayor, City Mgr.	BOC, CC	
	Explore new funding mechanisms for municipal services, i.e. impact fees, land dedications, grant programs, service districts, etc.	Immediate, Ongoing	High	City		
	Develop online development information base	Medium, Ongoing	Desirable	IT Coordinator		

Targeted Goal/Policies	Action Item	Timeframe	Priority	Lead Party	Potential Partners	Resources Needed
1. Planned growth and public improvements 2. Positive intergovernmental relationships 3. Vision and leadership 4. Community involvement and education 5. Fair and equitable tax structure 6. Positive human relationships 7. Efficient delivery of services 8. Maximize use of municipal resources 9. Plan Evaluation and Update	Actively participate in regional planning efforts, including the Rural Planning Organization	Ongoing	High	Citywide		
	Pursue opportunities to leverage municipal resources.	Ongoing	High	Citywide		
	Annually review and evaluate plan implementation	Immediate Ongoing	High	Planning Bd.	Planning Dept., City	Staff support
	Prepare annual progress report	Immediate, Annually	High	Planning Bd.	Planning Dept., City	Staff support
	Amend the plan annually	Immediate, Ongoing	High	Planning Bd.	Planning Dept., City staff	Staff support
	5-year plan update	Long	High	Planning Bd.	Planning Dept., City staff	Staff support