





# PART 2

Where We Want To Go

Using This Plan

Outcomes

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Future Land Use

Future Land Use Map

Future Land Use Character Areas

Sub-Area Maps and Descriptions

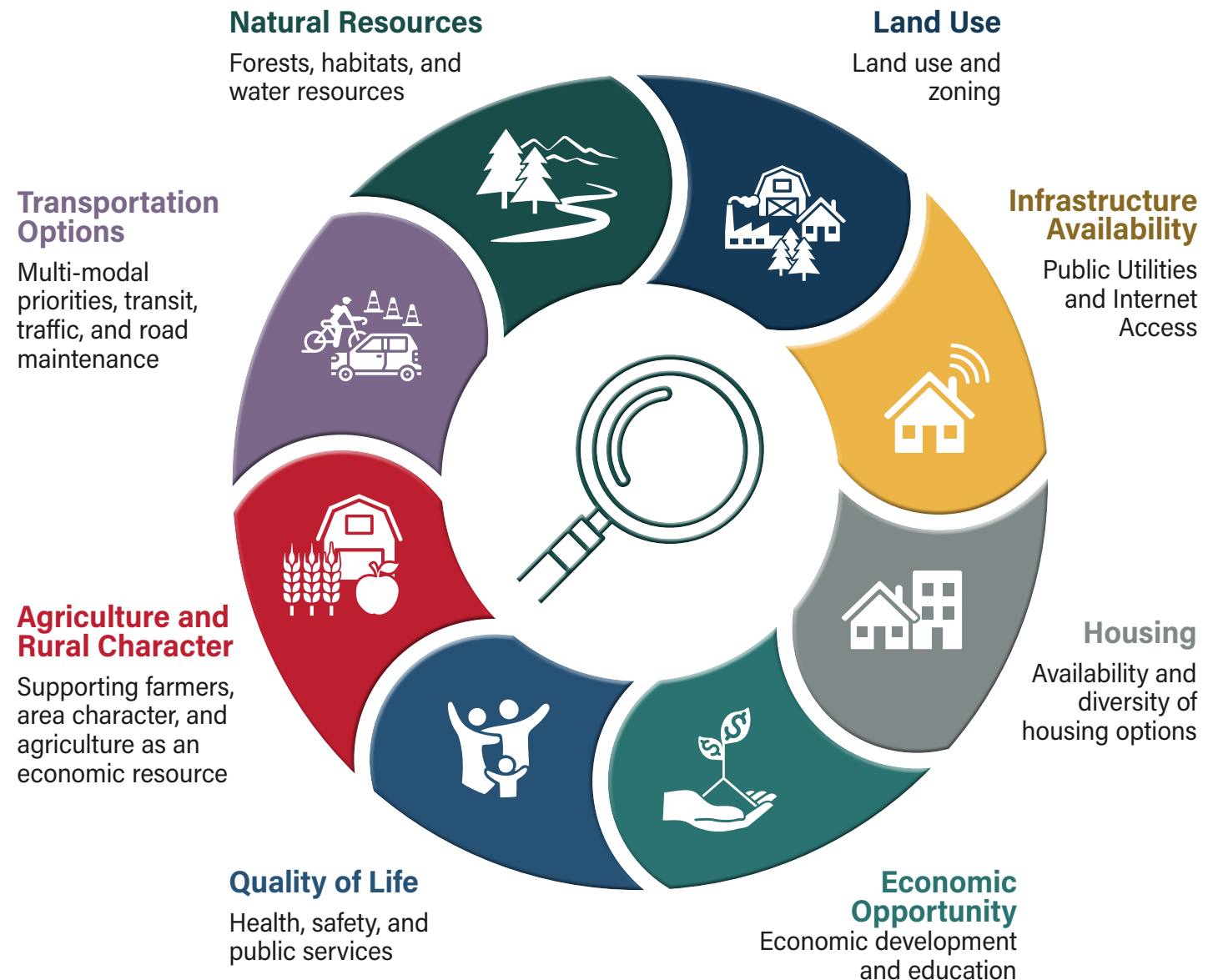


# WHERE WE WANT TO GO

## USING THIS PLAN

### PLAN TOPICS

Derived from the background analysis, public engagement, and emerging issues, these eight topics will be addressed directly through plan recommendations. To illustrate the interrelated nature of the recommendations, a system of icons representing these themes will be used throughout the recommendations section. These eight topic areas influenced the plan goals.



# PLAN STRUCTURE

Recommendations are organized under three primary outcomes. Within those three outcomes are eight goals that specify how the outcomes will be achieved.

Each goal contains recommendations, which are the policies that will guide decision-making, and actions.

## OUTCOMES

1

### Intentional Land Use

Make intentional land use decisions that preserve agriculture, rural character, and natural resources with the *Future Land Use Map* as a guide.

2

### Connectivity

Connect and serve the community by ensuring transportation, communication, and utility infrastructure is safe, efficient, and accessible.

3

### Opportunity

Improve livability for all residents through economic development, housing availability, and healthy, safe living.

## PRIMARY TOPICS



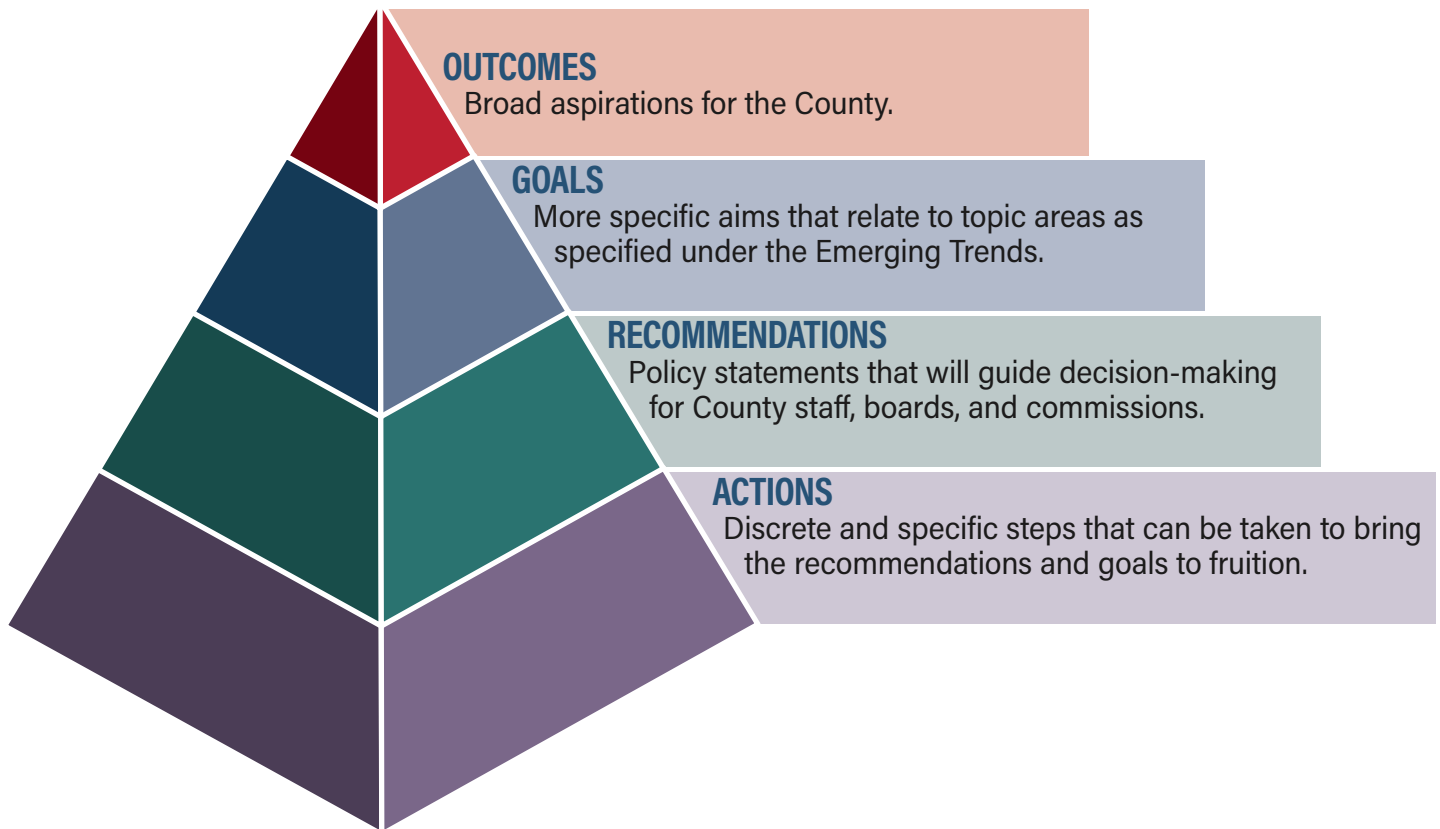
## OUTCOMES

The plan consists of eight goals organized by Intentional Land Use, Connectivity, and Opportunity outcomes supporting the County vision. The outcomes provide a bigger picture of how each goal, recommendation, and action step form the County's ideal 2045.

The goals describe the future condition of the County and recommendations provide more detail with measurable desired action steps. Each action is to be considered in the short, medium, or long-term suggesting regulatory changes, investment, and partnership recommendations. Recommended actions are cross-functional and support the guiding values established at the start of the planning process. Actions are intended as guidance for the County over the next 20 years and should be evaluated appropriately prior to implementation.



# WHERE WE WANT TO GO



## 2045 GOALS

### WHAT ARE GOALS?

From the eight topic areas defined previously (page 34), direct and actionable goals were developed. These eight goals each correspond to a specific topic area, demonstrating the logical flow between area of concern and desired resolution. The goals are the overarching desires of the County as derived from the public engagement and analysis process. In the recommendations section, these goals are shown with detailed recommendations, which are the policies that will guide decision-making and actions or the discrete steps to accomplish the plan and achieve the goals. Here in this graphic, the goals are presented with the icon of the topic area they represent.

### RELATIONSHIP TO OUTCOMES

Each goal may correspond to and accomplish multiple outcomes. Land use issues are interconnected and often are reliant upon other decisions to satisfy the goal. In order to fully understand how this plan will affect each issue, all outcome sections should be read to account for the overlap.

## OUTCOME 1: INTENTIONAL LAND USE



Coordinate development near existing community anchors.



Protect and conserve rural character and agriculture.



Improve resiliency of the natural and built environments.



## OUTCOME 2: CONNECTIVITY



Prioritize multi-modal transportation options and connectivity.



Create a reliable, connected utility and communication network.



## OUTCOME 3: OPPORTUNITY



Stimulate innovative economic development initiatives, entrepreneurship, and local businesses.



Diversify housing choices and increase availability.



Promote healthy living, public safety, and access to education.





# 2045 GROWTH FRAMEWORK

WHERE and HOW growth occurs will impact whether housing, transportation, agricultural, and open space goals can be met. The 2045 Growth Framework that was developed as a result of the community vision, situates growth in the most appropriate areas (i.e. connected to utilities & adequate road networks). This can protect rural character and reduce the cost of services. The following graphics compare the “growth as usual” historical development patterns, with the framework laid out through the outcomes, goals, recommendations, and actions in this plan.

## GROWTH PATTERN AS USUAL

### OVERVIEW

#### What do we lose when we stick with the current strategy?

- Open space and farmland is likely replaced with low density residential subdivisions
- Demands for services and overall cost of services increases
- Traffic is exacerbated due to widespread strip development along 2 lane road corridors and low density housing
- Housing diversity is limited; including limited long-term rentals, price variety, and housing type options
- Land is not preserved for future employment

### OPEN SPACE

Most of Henderson County's vacant land is zoned for moderate densities of development and will absorb much of the future growth.



AGRICULTURAL & OPEN SPACE GOALS WILL BE DIFFICULT TO MEET



### HOUSING

Developers continue to build at low densities on remaining vacant land.



HOUSING SUPPLY IS NOT DIVERSE.



### TRANSPORTATION

Land uses continue to be largely separated outside of Hendersonville and downtown areas, reflecting suburban-style land use patterns.

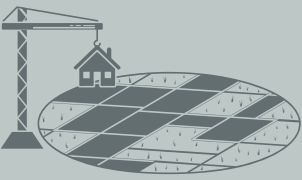

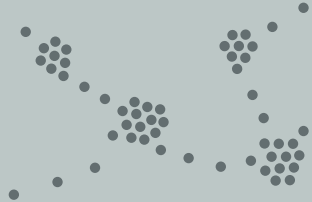








TRANSPORTATION & MOBILITY GOALS CANNOT BE MET



To help explain how this 20 year plan incorporates multifaceted land use concerns and opportunities, visualize this preferred framework when reviewing the *Future Land Use Map* and Character Areas on the following pages.

## 2045 COMPREHENSIVE PLAN GROWTH FRAMEWORK

OVERVIEW	OPEN SPACE	HOUSING	TRANSPORTATION
<p><b>What could we gain with a new strategy?</b></p> <ul style="list-style-type: none"> <li>Infrastructure guides growth and development to areas that are appropriate</li> <li>Farmland and natural resources are conserved</li> <li>Development is focused where utilities and services exist, which reduces demand for services in rural areas where provision is costly</li> <li>Less traffic on inadequate roads</li> <li>Housing options are provided that fit community character</li> <li>Land is preserved for future employment growth which continues to create a diverse tax base and can help keep residential taxes low</li> </ul>	<p>Land use policies carefully steer growth to designated nodes and corridors.</p> 	<p>Developers build at higher densities in nodes and along corridors that are suited for this type of growth.</p> 	<p>A well-integrated system of nodes and corridors allows Henderson County to grow in ways that make significant progress on its priorities possible.</p> 
	 <p>AGRICULTURAL &amp; OPEN SPACE GOALS <i>BECOME POSSIBLE</i></p> 	 <p>HOUSING SUPPLY IS <i>ABLE TO DIVERSIFY</i></p> 	 <p>TRANSPORTATION &amp; MOBILITY GOALS <i>BECOME POSSIBLE</i></p> 



# FUTURE LAND USE

## FUTURE LAND USE MAP

Although the 2045 *Comprehensive Plan* is a holistic document, an important feature is the *Future Land Use Map*. The *Future Land Use Map* helps guide the County on land use decisions, transportation, transit, investments in infrastructure and civic spaces, investments and incentives in housing, neighborhoods, and job centers. The value of the *Future Land Use Map* is its prescriptive nature and clarity in where these resources can be invested in Henderson County. The map recommends land uses for all unincorporated areas of the County based on community input, existing conditions, growth analysis, and the Plan's vision.

The map and associated policies are meant to guide growth and development as well as land use regulations in the County planning jurisdiction (outside of municipal limits and Extra-territorial Jurisdictions).

Each color-coded land use category is described on the following pages and represents Character Areas that have similar allowable uses, design characteristics, and density recommendations. Character areas are not zoning districts. One Character Area can represent more than one zoning district. This will be decided during the implementation of plan recommendations prior to rezoning. Recommendations that will be included in the remainder of the *Comprehensive Plan* will elaborate on strategies to help implement the *Future Land Use Map*.

### Highlights

- *Directs future residential development toward areas with existing infrastructure and utilities*
- *Encourages commercial, mixed-use, and economic development in key locations and corridors*
- *Recommends reduced density in strategic agricultural production areas*
- *Guides development away from natural resources, sensitive habitats, and conservation areas*

**MAP IS UNDER GIS TOPOLOGY CONSTRUCTION.  
PLEASE DIRECT ANY QUESTIONS TO THE PLANNING DEPARTMENT.**



# FUTURE LAND USE

## FUTURE LAND USE CHARACTER AREAS

The *Future Land Use Map* was designed using seven different Character Areas to visualize development and growth. It is important to note that Character Areas, as shown on the *Future Land Use Map*, are not zoning districts. Character Areas share similar allowable uses, design characteristics, and density recommendations. One Character Area may represent or be located within more than one zoning district. For example, the Community Center Character Area and Neighborhood Anchor Character Area can both be found in areas zoned for commercial development. The residential Character Areas include a variety of dwelling types and density ranges. The County Land Development Code defines specific density requirements and other requirements for development. Any new zoning districts resulting from this plan will be based upon the Character Areas but will require in-depth analysis and further public feedback.

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# AR AGRICULTURE / RURAL

Agriculture/Rural areas are important for their ability to support diverse agricultural activities. Development in these areas should be uses that do not interfere with agricultural production or drastically change the rural landscape. There are also areas that are significantly constrained due to steep slopes, few road networks, and limited access to infrastructure including broadband and cellular service. Forestry management, agriculture, very low density residential, outdoor recreation, and tourism are expected uses in these areas.

**Where:** In and around concentrations of working agricultural lands. Also includes areas in and around conservation areas, steep mountain ridges and on the edges of the County

**Density:** The majority of the areas will have a maximum allowable density of one unit per acre and the environmentally sensitive areas will have a maximum allowable density of one unit per five acres (gross density)

**Uses:** Forestry, very low density single family residential, outdoor recreation/tourism, and agriculture of all types including row crops, orchards, greenhouses, production and distribution facilities, agritourism operations, and some rural businesses

**Utility Access:** Varies



# FUTURE LAND USE

## OSC OPEN SPACE AND CONSERVATION

Open Space and Conservation areas include protected areas like state and federal lands, parks, and properties with conservation easements. This designation aims to protect sensitive ecological areas as well as facilitate compatible uses like outdoor recreation (including camps) and forestry.

**Where:** Remote area of the County, parks and large conservation easements

**Uses:** Conservation, outdoor recreation, forestry, agriculture

**Utility Access:** None



## TA TRANSITIONAL AREA

Transitional Area encompasses residential areas of limited density. Conservation subdivisions should be encouraged in these areas to provide and protect open space.

**Where:** Outside the core of the Utility Service Area and working agricultural lands

**Density:** The maximum allowable density range is two to four units per acre (gross density)

**Uses:** Single family residential, potentially some appropriately sized multi-family as part of planned developments, agricultural uses

**Utility Access:** Varies





## IA INFILL AREA

Infill Area consists of residentially focused areas that include a mix of housing types inside subdivisions and planned developments. These areas should have an improved transportation network and accommodate a variety of home options. Universal design that allows aging-in-place should be encouraged where appropriate.

**Where:** Found near existing municipalities and existing development. Inside the defined Utility Service Area

**Density:** The maximum allowable density range is four to eight units per acre (gross density)

**Uses:** A mix of types, including single family, townhomes, and apartments where appropriate

**Utility Access:** Served by utilities



## NA NEIGHBORHOOD ANCHOR

Neighborhood Anchors are small concentrations of commercial, residential, and civic uses in more rural areas centered around structural anchors like schools, churches, and/or crossroads. These areas typically follow a development pattern where commercial uses are clustered directly adjacent to a crossroads, surrounded by residential development and agricultural uses. Developments that accommodate the ability to live, work, and play without commuting, are encouraged here.

**Where:** Typically found at intersections of State Roads or thoroughfares

**Uses:** Small services and retail, churches, fuel stations, light industry, mix of residential types including small-scale multi-family

**Utility Access:** Utilities are typically not necessary due to the small-scale of development, but may be necessary for some development types





# FUTURE LAND USE

## CC COMMUNITY CENTER

Community Centers are larger commercial nodes that serve broader geographic areas than Neighborhood Anchors. These areas typically have higher concentrations of nonresidential uses and commercial services that contribute to the tax base. However, mixed-use development is also encouraged, especially to offer multi-story units that provide commercial use on the bottom and residential units or office space above.

**Where:** Typically found at intersections of State Roads or thoroughfares in areas near residential development that can be served by the commercial uses

**Uses:** Medium to large-scale retail, services, restaurants, some offices, businesses, light industry, and institutional uses. Mix of housing including single-family homes, townhomes, and apartments

**Utility Access:** Typically served by water and potentially sewer



## EI EMPLOYMENT AND INDUSTRY

Employment and Industry areas offer job-generation, site-ready parks, accessible road networks, and utilities. Industries come in many different forms including manufacturing, agriculture, distribution, office, research and development (R&D), etc. The design of development sites in these areas should be tailored to be compatible with other nearby uses.

**Where:** Strategic areas with highway and utility access, large available parcels

**Uses:** Agricultural uses including processing facilities and large-scale greenhouses, office and light-to-heavy industrial, as appropriate

**Utility Access:** The majority of these areas will be served by utilities







*View of Main Street in Hendersonville*

# FUTURE LAND USE

## UTILITY SERVICE AREA & URBAN GROWTH BOUNDARY MAP

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# GROWTH MANAGEMENT STRATEGIES

## UTILITY SERVICE AREA DEFINITION

The *Utility Service Area (USA)* shown on the *Future Land Use Map* represents an area intended to be served by utilities and other urban services by 2045. The original line also accounts for the existing services as well as the relative feasibility of sewer extension from sewer providers (City of Hendersonville, *Metropolitan Sewerage District (MSD)*, Etowah, and proposed Edneyville). During plan adoption, the *USA* boundary was altered to no longer reflect current service areas. Areas with existing utilities have the potential to accommodate the majority of growth within the horizon of this plan. Of note, although the County has representation on the Board of Directors of *MSD* and communicates with other service providers, the County does not have any direct control regarding the extension of any water or sewer. When the sewer line is built at the Justice Academy and Edneyville Elementary, the County will be in control of extension and maintenance of those lines. The *Utility Service Area* boundary should be amended

whenever this occurs for plan consistency. The County encourages future development of water and sewer in coordination with the City of Hendersonville within the unincorporated areas.

## URBAN GROWTH BOUNDARY DEFINITION

The *Urban Growth Boundary* borders the incorporated municipal boundaries of the towns, cities, and villages within Henderson County. The boundary concept was created by the Board of Commissioners during their review of the draft plan in 2023. The purpose of the boundary is to identify where the municipalities are expected to focus growth accommodation and continue to direct development for the next 20 years.

The urban growth boundary is the priority area where growth should first be directed. Areas with existing services is the second priority for middle housing and economic development due to the feasibility of such development.



Mt. Pisgah communications tower for electric and internet utilities  
Photo Credit: Exploring Chatt



Encouraging redevelopment of existing buildings, like in older downtowns, prevents the need to develop farmland  
Photo Credit: Wisconsin State Journal



# FUTURE LAND USE

## SUB-AREA MAPS AND DESCRIPTIONS

### EAST

OBJECTIVE: FOCUS DEVELOPMENT WITHIN THE USA & PROTECT AGRICULTURAL LANDS.

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- 1 Policies discourage major subdivisions in agricultural areas.
- 2 Although no longer part of the *USA* boundary, there is planned sewer expansion in the Edneyville/US-64 area, which is a good place to focus commercial activity along the corridor. Sewer enables *conservation subdivisions* that cluster development away from important natural resources and are designed to reduce impacts on existing agriculture.
- 3 Community Centers on US-64 accommodate nonresidential development close to the City of Hendersonville.
- 4 The traditional rural centers of civic and commercial activity are reinforced through the employment areas and Neighborhood Anchors in Edneyville, Dana, and East Flat Rock.
- 5 Transitional Areas around Dana are limited to areas near existing subdivisions.
- 6 Some areas within the Agriculture/Rural Character Area are identified by topographical constraints and lack of public utilities, including broadband and cell service, that would limit development. Lower density would be required.



*Grandad's Apples*  
Photo Credit: Sam Dean Photography

## CENTRAL

*OBJECTIVE: SUPPORT COMMERCIAL AND EMPLOYMENT CENTERS AROUND I-26.*

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- 1** Strategic areas are reserved for commercial and employment areas near US-25 and I-26. These employment centers have the potential to provide local jobs and balance the County tax base in order to keep residential taxes low.
- 2** Commercial and mixed-use areas along Asheville Highway encourage infill and redevelopment to serve this area.
- 3** Infill Areas around Hendersonville are located to take advantage of access to utilities. Encouraging housing here will allow people to live near industry and services, reducing how long residents have to travel to reach destinations.
- 4** Residential development should transition to lower densities farther away from I-26 in more rural areas. Policies like city annexation in exchange for utility access should be limited to the Utility Service Area to better define the edge of suburban growth while preserving farms and rural character.
- 5** Contiguous agricultural lands between Hendersonville, Dana, and Edneyville should remain intact. Within the Recommendations section, policies and programs are prescribed that may help conserve farmland and reduce development pressure here.

# FUTURE LAND USE

## WEST

*OBJECTIVE: FOCUS GROWTH IN UTILITY SERVICE AREA AND ALONG TRANSPORTATION CORRIDORS WHILE PROTECTING RURAL CHARACTER AND STEEP SLOPES NEAR CRAB CREEK ROAD AND JETER MOUNTAIN ROAD.*

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- 1 Residential infill planned near US-64 and municipalities.
- 2 Potential for “trail-oriented development” in key locations along the Ecusta Rail Trail.
- 3 The Etowah community vocalized pressure from new residential growth. This area is served by an existing private sewer system and has potential for future expansion, but there are no plans at this time.
- 4 The plan envisions that low density residential should be limited to existing development near Hendersonville so that rural character remains along Crab Creek Road. Steep slopes to the north and public lands, such as Dupont State Forest, to the south, inhibit additional development.
- 5 Agricultural/Rural areas assist in the preservation of natural resources and rural character.





## SOUTH

*OBJECTIVE: PRESERVE THE UPPER GREEN RIVER WATERSHED, SENSITIVE DEVELOPMENT NEAR OUTDOOR CAMPS, AND MIX OF SMALL-SCALE COMMERCIAL AND RESIDENTIAL NEAR TUXEDO.*

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- 1 The Upper Green River Watershed contains a mix of conservation land and Agricultural/Rural areas.
- 2 The rural character of productive agriculture, forestry land, and outdoor camps can be insulated from surrounding growth pressures.
- 3 Low density residential should be limited to areas where appropriate, and include locations near existing residential developments since public utilities are not anticipated in this area.
- 4 Designated Neighborhood Anchors reflect the location of historical businesses and provide future entrepreneurship and local business opportunities.
- 5 Some areas with existing industry and employment centers can be strategically expanded to minimize adverse effects in environmentally sensitive areas.