

CITY OF HENDERSONVILLE

LAND USE & TRANSPORTATION PLAN

HENDERSONVILLE, TENNESSEE
2009

MAJOR THOROUGHFARE PLAN & GENERAL LAND USE FRAMEWORK

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THE CITY OF HENDERSONVILLE
DEPARTMENT OF PLANNING & DEVELOPMENT

URBAN RESOURCE GROUP
A DIVISION OF KIMLEY-HORN & ASSOCIATES





HENDERSONVILLE LAND USE & TRANSPORTATION PLAN

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HENDERSONVILLE LAND USE & TRANSPORTATION PLAN

Introduction

Chapter I



Introduction

The City of Hendersonville Land Use & Transportation Plan represents a blueprint for the preferred settlement patterns, design qualities, and transportation systems that should be encouraged in the community. The land use element of the plan serves as the foundation for the City's future comprehensive planning efforts and the transportation element of the plan functions as the City's Major Thoroughfare Plan. The Comprehensive Land Use & Transportation Plan is the culmination of a comprehensive and collaborative planning process that included local residents, business owners, property owners, representatives of state and federal agencies, local groups, elected officials, public utilities, and city staff.

The Plan is organized into seven chapters:

1. An introduction to the Land Use & Transportation Plan including why the plan is needed, why land use and transportation should be analyzed together, the study area, and the planning process.
2. A review of existing conditions including the natural environment, the built environment, and current studies that may influence implementation of the Plan.
3. A general land use plan for influencing the pattern, type, and intensity of development envisioned for the City.
4. A detailed analysis of key focus areas for implementing the community's vision.
5. An overview of transportation planning best practices and an outline of roadway, bicycle, pedestrian, and transit solutions that ensure safe and efficient operation of the future transportation network.
6. A discussion of complete streets and shifting from automobile dependency to a balanced, multi-modal transportation system.
7. An action plan full of recommendations, responsible agencies, and a timeline for inviting success through implementation of the Land Use & Transportation Plan.

Building the Case For Urgency

For most of its history, Hendersonville remained a small farming community concentrated around Drakes Creek and Main Street. The area grew rapidly in the twentieth century as a result of the development of Old Hickory Lake. The City incorporated in 1969, as a bedroom community to Nashville. Since incorporation, the City has continued to grow at a strong pace. The population of the City grew 20.7% between 1990 and 2000 and an additional 15.8% between 2000 and 2007. This rapid rate of growth has produced many effects. Growth has moved steadily outward from the traditional center of the city. Many pockets of the city, including Walton Ferry Peninsula and Indian Lake Peninsula, are close to build out. Congestion on the City's roads is worsening and residents are facing longer commutes and heightened infrastructure and public service costs.

The City has recognized that it cannot support this suburban style development pattern indefinitely. Many of the remaining undeveloped areas have steep slopes, making development and the provision of infrastructure challenging. Future expansion is also limited because of geographical constraints. The City is bounded on the south by Old Hickory Lake, (Metro) Nashville and Goodlettsville to the west, and Gallatin to the east.

The City must determine how to ensure adequate facilities and services are available to serve new growth while maintaining the quality of life desired by its residents. The Land Use & Transportation Plan offers insight into managing the type, intensity, and appearance of growth and successfully influencing travel behavior in the study area.

The timing of this plan is critical for several reasons. First, the transitioning economy has naturally slowed the pace of growth and development across the country. The City has the opportunity to not only "catch up" to the growth that has been taking place, but to proactively position itself in front of the next wave of growth and development.

Additionally, several regional planning efforts are underway that affect the City of Hendersonville, including the Nashville MPO's Long Range Transportation Plan (LRTP) update, the Tri-County Land Use & Transportation Study and the Northeast Corridor Study. Through the adoption of the Land Use & Transportation Plan, the City has a chance to influence the type, intensity, and appearance of development as well as the type and number of future transportation projects planned and funded in the City.

Finally, the City has recently undertaken a number of local planning efforts, including Hendersonville Tomorrow, the Town Center Master Plan and the Bike Ped Master Plan. The Land Use & Transportation Plan should incorporate the goals of these initiatives and serve as a catalyst to the completion of these efforts.

Why Combine Transportation and Land Use in One Plan?

Transportation is one of the most important services overseen by government. It connects citizens with their jobs, schools, and other community activities and allows the movement of goods and services between buyers and sellers — in other words, it facilitates commerce and has the potential to promote community. Yet in most American cities, the transportation system is disconnected from community goals and the community fabric. This is most evident in the relationship between transportation and land use.

Transportation and land use have a complex and intertwined relationship. The location, size, and intensity of land use are often influenced by transportation. Roads, trails, and paths facilitate the distribution of trips by providing access between residential, commercial, and industrial uses. However, transportation facilities also can limit land use through lack of connections. At the same time, the distribution and density of land use types can limit the types, capacities, and usage of different modes of transportation. Identifying how transportation and land use influence each other produces several benefits including:

- the impacts to sensitive land uses (such as environmentally-sensitive areas) can be minimized when facilities identified for transportation investments are located after considering appropriate land use patterns and development intensities for the area.
- prime locations for development can be stimulated if transportation investments consider available capacity or appropriate mobility options.

- complementary activities can be placed next to existing or planned transportation infrastructure, making the most of land use opportunities and dedicated transportation investments.
- the quantity and location of travel demand can be influenced by land use decisions, highlighting the factors (i.e., trip generation, trip length, and travel mode) that influence the efficiency of a proposed transportation system.
- combining specific streetscape design elements can transform transportation corridors from vehicle-dominated thoroughfares into community-oriented streets that safely and conveniently accommodate all modes of travel.

The inherent connection between land use and transportation has prompted a genuine commitment by the City to combine planning processes that traditionally have been completed in relative isolation. The Hendersonville Land Use & Transportation Plan provides the vehicle for one comprehensive planning process that results in shared recommendations. This plan will ensure that Hendersonville is ready to accommodate anticipated future growth as part of the regional transportation system.

Study Area

The City of Hendersonville, Tennessee is located along the southern border of Sumner County, just 18 miles northeast of downtown Nashville. The southern half of the City is surrounded by Old Hickory Lake, which separates the City from its two neighboring counties of Davidson and Wilson. Major east west connectors in the City include US 31E (Main Street), Highway 386 (Vietnam Veterans Blvd) and SR-174 (Long Hollow Pike). Major north south connectors include Center Point Road, SR- 258 (New Shackle Island Road), Indian Lake Blvd, Walton Ferry Rd, and Saundersville Rd.

The study area is approximately 50 square miles in size and includes the Hendersonville city limits, the Hendersonville planning region, and the Hendersonville urban growth boundary. The City has zoning and subdivision control in both the city limits and the planning region, while the urban growth boundary area is regulated by Sumner County.

Map 1 to the right shows the study area for this plan.

Planning Process

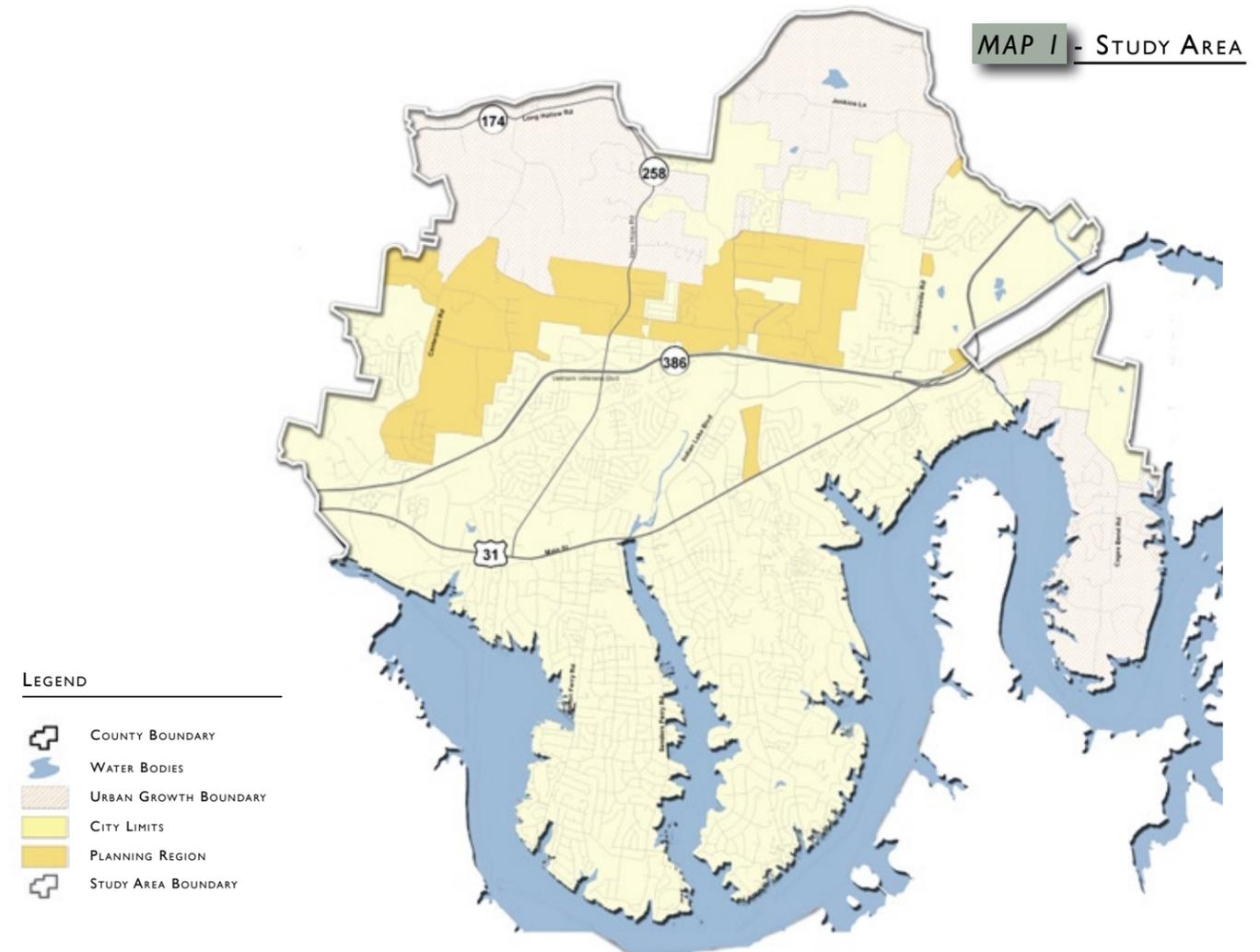
Transparency and collaboration provided the core strategies for establishing trust among the participants of the planning process. Elected officials, the steering committee, the consultant team, and other participants in the planning process began working together early and continued to do so throughout the development of the Plan. This resulted in a shared learning environment and timely communication among participants. Those most directly affected by the project (residents and business owners in the community) were treated respectfully and continually assured their input mattered and would have an affect on the outcome. Major elements of the planning process included:

Orientation and Kick-Off

The project began with an initial “discovery phase.” This time was used for early exploration including field visits within the study area, understanding of regional activities and influences, appreciation for local issues and opportunities facing the community, and formulation of a partnering philosophy that would build transparency into the planning process.

Representatives of the project team also led two formal project kick-off meetings, one with the steering committee and one with the general public, on January 20, 2009 to describe the planning process and explain opportunities for community involvement.

The project team was committed to an open, equitable, and inclusive planning process that resulted in grassroots community support for the vision and recommendations contained in the Plan.



Steering Committee

A Steering Committee for the Land Use & Transportation Plan was appointed by the City of Hendersonville to provide direct oversight and counsel to the planning process. Those on the steering committee represented a broad base of local interests, viewpoints, and concerns for the study area. This group quickly served as the conduit between the consultant, city staff, elected officials, and citizens living in the study area for developing a successful plan. Membership on the committee included representatives from homeowner associations, the League of Women Voters, utility providers, the planning commission, and city boards including Beautiful Hendersonville and Industrial Development.

Public Questionnaire

To help identify perceived needs in the community, a questionnaire was presented to the Steering Committee at their first meeting as well as made available to the general public throughout the week-long charrette. Approximately 80 residents completed the questionnaire, responding to questions about quality of life, transportation improvements, land use, and desired needs and improvements in the City. Resident responses were incorporated into the land use and transportation recommendations detailed later in this plan.

Public Design Charrette

An integral part of this planning process was a week-long public design charrette that took place January 20-25, 2009 at the Hendersonville Public Library Community Room. A public design charrette provides an intensive workshop environment in which planning and design ideas are generated, filtered, and discussed openly by participants. A multi-disciplinary team of community planners, landscape architects, transportation planners, and engineers was assembled for the event. This group worked together with staff, citizens, and stakeholders to build consensus for a vision that would accommodate future growth in the study area. Over the course of the seven-day event, more than 100 participants visited the design studio to observe and take part in focus group meetings, offer feedback, and put forward their vision for the project. In total, there were nine (9) focus group meetings held during the event on the following subjects:

- Land Use
- Transportation-Traffic
- Transportation-Bicycle/Pedestrian/Transit
- Public Infrastructure
- Economic Development
- Environment/Parks/Open Space/Greenways
- Housing & Real Estate
- Historic & Cultural Resources
- Town Center



Images Captured at the Seven-Day Design Charrette

