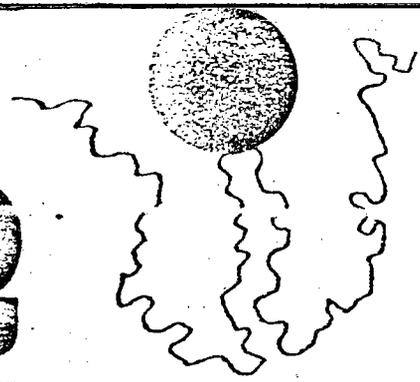


American Institute of Architects



Robert H. H. R.

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R/UDAT PROGRAM

The Urban Planning and Design Committee of the American Institute of Architects has been sending urban design assistance teams to various American cities since 1967.

The Hendersonville Team is the 23rd such team to be invited into a specific area to deal with environmental, rural and urban problems which range in scale from a small town to a region and in type from public policy to urban blight and housing.

The teams respond to the problems as defined by the local AIA Chapters and their sponsors from the community leadership.

Each Regional/Urban Design Assistance Team is specially selected to include professionals experienced in dealing with the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people...presents its analysis from a fresh perspective...offers its recommendations...perhaps a new approach for planning or for action is the result.

OBJECTIVES

The objectives of the R/UDAT PROGRAM are to:

- * Improve the physical environment throughout the nation;
- * Illustrate the importance of design in urban planning;
- * Dramatize problems of urban design;
- * Stimulate public action; and
- * Give national support to local AIA Chapters in their efforts to improve their own communities.

The aim is not to offer a complete nor final plan; but, with a fresh look by experienced outsiders, to give new impetus and perhaps new directions for community action; to make clear and comprehensive recommendations which are professionally responsible as well as politically and economically feasible and publicly understandable.

THE VISIT

The request for a R/UDAT team was approved in August. In September, William A. Gould, AIA, AIP, the Hendersonville R/UDAT Team Chairman, made a reconnaissance visit to Hendersonville to discuss the details of the team's visit. A team was organized and sent extensive background material in advance of the November 1 - November 4, 1974, visit. The team met with governmental officials on the City, County, State, and Federal level, civic leaders, organizations, businessmen and numerous interested citizens. The team surveyed the City by car and on foot.

With this information, the team engaged in intensive work sessions including analysis of existing studies, plans, budgets, and other data which culminated in this November 4th public presentation.

SPONSORSHIP

The request to the AIA was made by the City of Hendersonville Board of Commissioners, local planning coordinator appointed by the State of Tennessee, and the Middle Tennessee Chapter of the American Institute of Architects.

The financial support for the expenses of the R/UDAT visit has been provided by the City of Hendersonville.

THE TEAM

William A. Gould, AIA, AIP - Team Chairman, Architect, Planner, Teacher, Cleveland, Ohio, Principal of the firm of William A. Gould and Associates, Architects and City Planners. Primarily involved in the management of multi-disciplinary teams in formulating land use and environmental policies and programs and solving problems of urban development.

Daryl J. Butcher, Economist, Recreation Planning and Development Consultant, McLean, Virginia.

Senior Vice President of Economic Research Associates, a national scale economic consulting firm, concerned with the marketability, financial feasibility, and economic impact of development projects. Involved in areas of urban redevelopment, historical preservation and reuse, public facilities, transportation, recreation, and tourism.

Gerald J. McLindon, RIBA, ASLA Teacher, Planner, Consultant, Baton Rouge, Louisiana.

Dean of the School of Environmental Design at Louisiana State University, Consultant on Urban and Rural Planning and Environmental protection. Recipient of many national and local awards for his contributions in the field of environmental planning.

William J. Voelker, III, NCARB Architect, Designer, Peoria, Illinois.

Design Associate for Phillips Swager Associates, Architects-

Engineers-Planners. Designer of commercial, public, educational and health facilities. Responsible for master planning and university and airport expansion.

Ilhan Zeybek-Oglu, TMOB Teacher, Architect, Design Critic, Cambridge, Massachusetts.

Assistant Professor of Architecture, Graduate School of Design, Harvard University and Principal in the firm of Solomita, Zeybek-Oglu & Associates, Inc. Designer of education and conference centers, and major exposition facilities.

ACKNOWLEDGMENT

The R/UDAT visit was coordinated by William Jordan, Neil Bass, and Julian Norman, Nashville Chapter AIA; Ron Cooper, Tennessee State Planning Office; A. Charles Kimbrough, Mayor, Hendersonville; L. W. Oliver, III, City Manager, Hendersonville; William C. Boyers, Chairman, Hendersonville Regional Planning Commission; and Elbert Jones, Jr., Hendersonville Planning Administrator.

Valuable assistance was also provided by the Nashville Chapter of AIA, various state, county, and city departments and agencies.

An important contribution to the R/UDAT study was the active interest and participation of the civic leaders and citizens of Hendersonville and Sumner County, especially Judy Ayers, President, Hendersonville League of Women Voters, along with the local Chamber of Commerce.

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PRESENTATION OUTLINE

A. BACKGROUND AND INTRODUCTION

I. History of Hendersonville

A. Rural to Urban Area Character

B. Rapid Growth of Area Population

1940 - 4,700

1950 - 5,150

1960 - 6,000

1970 - 21,000

1975 - 25,000

1980 - 38,000

1990 - 60,000

C. Reasons for Growth

1. Rural Setting

2. Old Hickory Lake

3. Accessibility to Metro Nashville

4. Availability of Low Cost Land

5. Development Activity

6. Lower Property Tax

7. Bussing Issue

D. Problems of a Maturing City is Accelerated

1. Annexation

-- Instant growth from Village of 500
population to City of 17,500 persons

2. Form of Government had to be resolved.

3. Reaction time to City Services Demands

-- Elected City Officials

-- Professional Staffing

-- Citizen Participation

-- Stimulus

-- Improvement Program

- Elected Officials

- Professional Staffing

- Consultants

- Citizens

-- Coordination with other Jurisdictions

- Operating and Capital Budgets
- Financing
 - Federal
 - State
 - County and Special District
 - City
 - . Taxes
 - . Assessments

I. History of Hendersonville (Continued)

E. Observations of City Character

1. Major Economic and Political influence has been Construction and Real Estate Industry

2. Changing Character of City and Life Style
Rural to Urban

- Population Growth
- Density
- Congestion
- Need for Services

3. Three Communities

-- North of Main Street

- Younger Residents
- Less Affluent Residents
- Newer Residents
- Multi-Family Housing Area
- Industrial Area

-- West of Drakes Creek

- Older Residents
- More Affluent Residents
- Longer Residency
- Single Family Residential Area
- Commercial and Service Area

-- East of Drakes Creek

- Oldest Residents
- Most Affluent Residents
- Large Lot Residential Area

F. Need for Effective Planning for Growth

1. Recognition of Lead Time Required

2. Determination of Goals and Objectives of City

- Character
- Growth
- Level of Service

-- Survey and Analysis

-- Plan Development

- Citizen Input

-- Adoption

4. Enforcement

G. Hendersonville Record for Planning

1. Conflict and Controversy

2. Communication and Information Dissemination

3. Citizen Participation

4. Local Control and Coordination

-- Sanitation District

-- County School Board

B. Develop a Transportation Plan for Hendersonville
(Internal, External)

1. Should include all modes of movement.

(a) Expressway

(b) Thoroughfares

(c) Local Streets

(d) Mass Transit Services - Rapid Transit to CBD
Nashville, Airport, etc.

(e) Pedestrian and Bike Systems

2. The relation of Hendersonville to Nashville and other regional quarters is key to growth.

(a) The regional transportation plan is administered by other State, and Multi-County Agencies.

(b) Map shows current alternative routes to link up Hendersonville with Nashville, CBD, Airport, Opryland, and other job areas.

(c) The City must continue to lobby in its interest to see that the present system is improved and the by-pass is built.

3. Because growth has brought tremendous volumes of automobile traffic, ease of access to jobs, shopping and recreation has been reduced. Until solutions are implemented, this will continue to be a major factor in limiting growth and a constant annoyance to residents.

4. The team is also suggesting the improvement of the internal circulation flow to be implemented in advance of the by-pass system.

(a) Major points of the internal system is to link up the interchanges of the by-pass to major north, south arterials into the community.

- (b) Reduce the congestion of Gallatin Road retail/commercial strip by:
 - (1) Service type and by-pass roads surrounding the commercial center.
 - (2) Consolidation of curb cuts and entry points in Gallatin frontage.
 - (3) Coordinate and collect the high intensity uses to minimize conflicts; Ex: Undue traffic concentrations at points removed from the major highway.
 - (4) This can be done by having creative subdivision regulations, site plan reviews, etc., new road construction.
- (c) Improve local and secondary street capacity by:
 - (1) Improved street design standards in subdivision areas.
 - (2) Increase lane width, curbs, and gutter design where appropriate.
 - (3) Use of shorter streets and cul-de-sacs would be helpful in minimizing heavy through traffic on what should be quiet residential streets.

I. History of Hendersonville (Continued)

H. Search for Identity

1. Need

- Basic Need of Identity and Belonging
- Focus
- Civic Pride
- Promotion

2. Response

- Communications
- Theme
- Signing Program

- Visual Symbol
- Town Hall and Recreation Center
- Town Center

3. How

- Citizen Input and Participation

II. Urgent Problems Facing City's Development

- A. Excellent progress by city on provision of Public Safety Services

- B. Solution to School Problems Responsibility of County
 - Overcrowding
- C. Water Distribution and Sewer Disposal under control of Utility District
- D. Need for advanced planning and coordination between agencies.

III. Charge of R/UDAT Team

- A. Identify city's problems
- B. Clarify and restate problems in planning context
- C. Evaluate Opportunities/Barriers impeding on the city's ability to achieve possible problem solutions
- D. Offer suggestions leading to probable problem solutions

IV. KEY ISSUES

Based on two days of personal observation, discussions with over 55 interested citizens representing many diverse attitudes and review of previous surveys and studies, the Key Issues identified will be discussed tonight.

- C. Develop and attract industry, and office type employment centers.
 - 1. Purpose is to create a balanced viable city where one can live, play and work.
 - 2. From a direct tax revenue point of view, industry may not be as attractive as residential and commercial development given Hendersonville tax structure.
 - 3. However, services required by the City are substantially less, and the indirect benefits are substantial.
 - 4. Burdens placed on the transportation systems will also be less, shorter trips to and from work for the residents.
 - 5. By-pass interchange will be attractive for auto and truck oriented uses.
 - 6. Alternative development of the interchange area would logically be retail/commercial, or office/park development.
 - 7. Office Park development of this area will restrict and concentrate the retail use to Gallatin Road.
 - 8. Office Park development takes advantage of the amenities of Hendersonville:
 - (a) Good highway access.
 - (b) Close to managerial and secretarial labor market.

- (c) Adequate land for off-street parking.
 - (d) Available and attractive amenities like parks, water views, and landscape.
 - (e) Available supportive services - lawyers, business services, etc.
 - (f) Heavier industries that relate to rail distribution and trucking could also be attracted; however, the labor market in Hendersonville is not as directly compatible and the wage structure has been established by G. E. and DuPont.
5. In considering the long term development of the City, major consideration has been given to mass transit systems -- both internally and externally.
- (a) Rail transit to Nashville as part of the Regional Transit Plan -- may be using the existing rail lines.
 - (b) Kiss and ride/park and ride municipal lots strategically placed for bus collection points, car pooling, etc.
 - (c) An intercity bus line to and from the town center.
 - (d) Eventually a bus system to mass transit as an alternate to the auto will conserve energy, heavy auto congestion and pollution. All tend to improve internal movements.
 - (e) Ferry to DuPont?
6. Pedestrian, Bike and other slow moving systems must be emphasized.
- (a) Encourage subdivision designs, walkway systems, incorporation of bicycle to link up to schools, to town center, to other community centers.
 - (b) Although traditional sidewalks have not been built in Hendersonville, they must now be considered -- along streets and elsewhere as means to move children to schools, people communications.
7. Services to Commerce (Ex: Industry) must also be considered if the community is to sustain a viable industrial and commercial base.
- (a) Rail service is available.
 - (b) Truck Service Routes on interstate and arterials to facilities.
 - (c) Further consideration of a city/county airport for private industry, aircraft, and scheduled flights.

D. Develop an awareness of Urban Beautification Programs:

1. A key issue - the definition (ex., image of the community).
2. Urban beautification is defined as visually improving the physical quality of the town.
3. People's senses are stimulated--soothed or offended by what they see, hear, feel, and touch.
4. Frustrations are high:
 - (a) Articulating the problem
 - (b) Finding reasonable solutions
 - (c) Developing effective implementation strategies
5. Some successful and necessary programs:
 - (a) Sign ordinances are essential.
 - (b) Design signage to increase the effectiveness of business advertising and reduce visual pollution.
 - (c) Some signage is obviously a hazard.
 - (d) Architectural design review committees to review building plans and site plans. Use professional architects, artists, and landscape architects.
 - (e) Street tree and landscape program to reflect structure of the City--a joint venture--by City government and private enterprise, especially in public owned areas--streets, parks, and along shore lines.
 - (f) Local Garden Clubs, Chamber of Commerce and Service Clubs should encourage efforts.
 - (g) Grant awards, prizes, certificates to beautification efforts of individuals and companies.
 - (h) Along with Beautification Programs, Historic preservation efforts of structures, places, and monuments.
 - (i) Zoning and Subdivision regulations should provide incentives in densities for open space planning, playgrounds, and landscaping.
 - (1) Reduced building to land coverage--with landscape areas.
 - (2) Covered off-street parking.
 - (3) On-site amenities such as pools, sculpture, art work, etc.
 - (4) Use of construction materials that are better than average for sound and noise insulation.
 - (5) Saving of existing trees, collecting storm water, development should fit the topography.
 - (j) Extensive Public Communication Program to the citizens, the builders and construction industry.

E. Develop a Parks and Recreation Program and Facilities

1. As a maturing city, with instant growth - the time to develop programs is critical. A quality of life is sought.
2. Lake for boating and fishing or watersports.
3. A class room for environmental studies on the change from chance.
4. A new Recreation Board has been formed and should be encouraged to develop a range of activities.
5. Bike ways around the lake neighborhoods as a sports activity and an alternative means of transportation -- connections to schools, parks, stores -- the landscape identification.
6. New parks, athletic fields, golf courses, etc., should be considered. Subdivisions should provide sufficient park space in new developments.
7. Community center meeting and activity facilities should be built possibly in/near town center.
8. Meeting facilities for service clubs, Chamber, Rotary, Sertoma, Garden Clubs, YMCA, YWCA, Boy Scouts, etc., should be provided.
9. Summer recreation programs for families. Special activities for children.
10. The Parks and Recreation program is important. the continuation and enhancement of amenities that will provide a quality of life to satisfy all residents.
11. The economic impact will be:
 - (a) It will serve to maintain the property value and attract future residents who are seeking like life styles.
 - (b) It will cost money through increased taxes, property or sales, to pay for land purchases, operational costs, and capital improvements.

F. Some other development, and thoughts that came out of our interviews and discussions.

1. Senior Citizen Housing
2. Storm water drainage system to curb pollution of the lakes and reduce flooding.
3. Others

G. Redevelop the central businesses of the City of Hendersonville and create an identity of a Town Center.

1. The principal reason for our visit was to evaluate the feasibility of redeveloping and creating a new Town Center.
2. By far the greatest concern voiced in Hendersonville is the sprawling, uncontrolled strip of retail development. Use of land that is essential to the health of the community - a reality - something to be viewed as an asset, but--
3. It has created tremendous functional and aesthetic problems.
4. One choice more realistic is to build a new retail-commercial center around the interchanges of a new by-pass -- get a fresh start.
5. The economic consequences to the City should be abandonment and deterioration of the city business section.
6. The most practical and sensible approach for the future would be to create an opportunity to renew and add on to the strip with the real Town Center.
7. The following drawings reflect some of the thoughts and ideas of the team in the redevelopment of the existing strip:
 - (a) The redevelopment of the existing commercial would be principally reorganization of parking, of screening. Common curb cuts and entry points into the area and sign/lighting control.
 - (b) Orient the auto traffic and access to the Center to collector roads (already begun) north and south of the retail area and Gallatin Road.
 - (c) Develop a horizontal E. W. pedestrian minibus system for the shopper to move between various separate ownerships. Thus we have choice of auto access or pedestrian movement.
 - (d) Implementation of this program is a combination of:
 - (1) Public guidance through zoning subdivision, etc., and capital improvements
 - (2) Private commitment of owners, merchants to joint, cooperative association

8. The Town Center Concept is to be a:
 - (a) Mixed uses as suggested by Hammer, Sibler, George Report.
 - (b) Some residential
 - (c) Some service and specialty shops.
 - (d) Municipal service such as meeting rooms, City Hall.
 - (e) Recreation facilities, marina, beach.
 - (f) Meeting rooms for civic organization.
 - (g) All set against lake as key feature.

9. The Urban space created by these mixed uses and the lake is the Town Center - reflecting Hendersonville's life style.
 - (a) The space is large in some respect for civic activities, parades, concerts, speeches, etc.
 - (b) The space is pedestrian in scale, no cars within it.
 - (c) Space has 24-hour life - day/night.
 - (d) Possible hotel as part of the development.

10. Depicted as the only place in Town where everyone wants to come.
 - (a) Social
 - (b) The promenade
 - (c) The place to meet, to talk
 - (d) The place for communication and debate of important issues of the day.
 - (e) The teen-ager
 - (f) The young family
 - (g) The elderly
 - (h) Some sections all weather interiors.
 - (i) Programmed activities by the Recreation Department:
 - (1) All Shows
 - (2) Plays
 - (3) Band Concerts
 - (4) A Cultural Center
 - (5) Traveling Exhibits
 - (6) A Movie Theatre
 - (7) Music Festivals

(j) A place to put Hendersonville on show.

The financing of this complex can be handled with a variety of organization types.

- (a) A non-profit or profit community corporation could undertake to T. C. as a business venture.
- (b) More holders could be citizens of Hendersonville to raise capital.
- (c) The City could act as a catalyst - by paying for certain planning and surveying costs.
- (d) City could be the chief tenant
 - Instead of building a City Hall, or library or cultural center
 - Rent space and finance through industrial bonds
 - City could own this land and lease it to corporation
- (e) Or a reverse of the process - the City could build and own the Town Center and lease to community groups - become the landlord - hotel, retail, housing

These are ideas -- not solutions -- that must be explored in detail by an active, committed business oriented group -- task force program if you will. Since the City wants it, they should finance the start up of this, then bring the total community into this activity -- as possible owners.