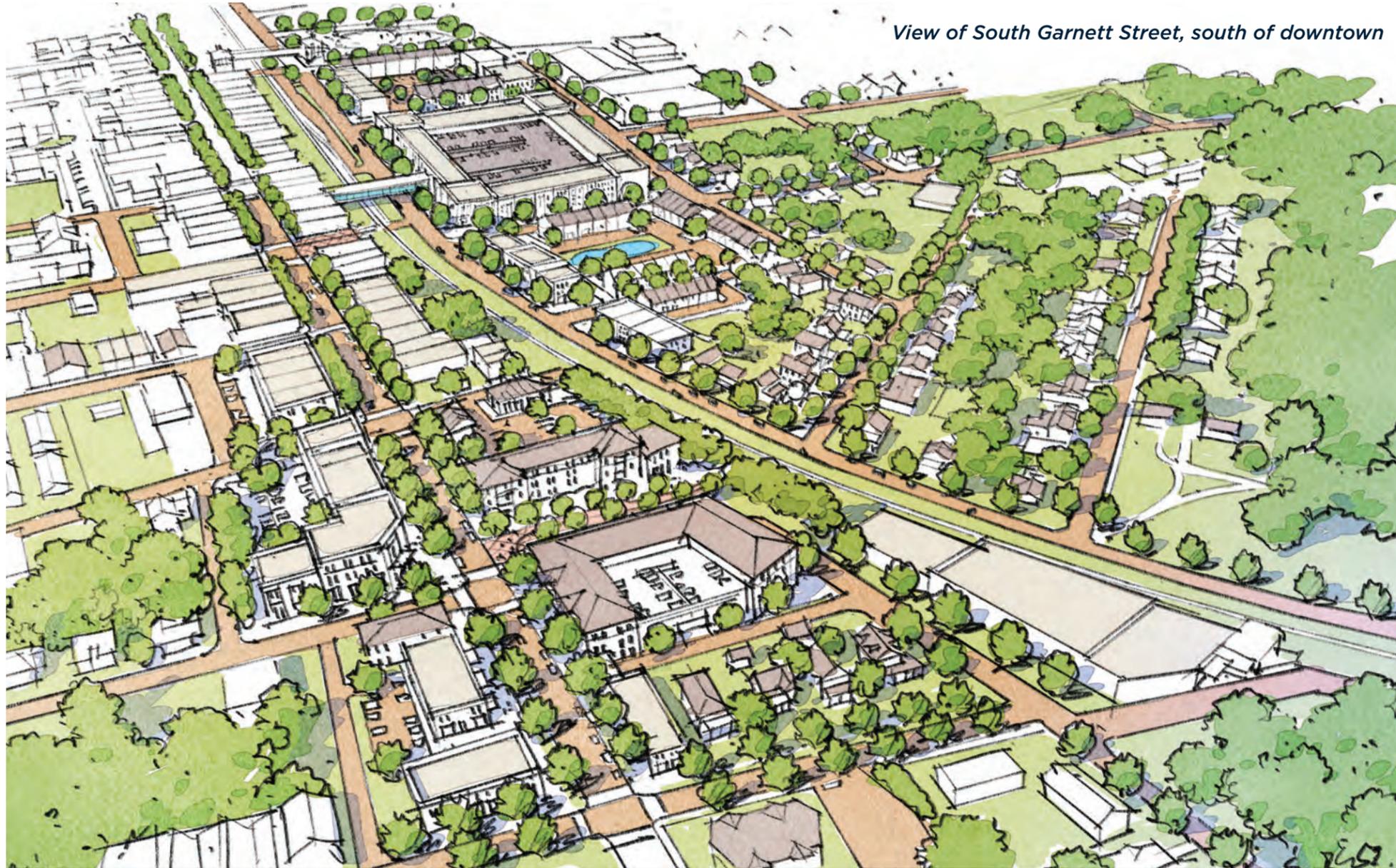


# Henderson

## Typology: Downtown



View of South Garnett Street, south of downtown

### VISION

Use transit-oriented development to knit together neighborhoods, support vulnerable residents, increase multimodal connectivity, and restore downtown Henderson.



Today

South Garnett Street

## MARKET READINESS

5 = Strongest; 1 = Weakest

### Current Market Strength



Residential



Office



Retail



Hotel

Recent development in Henderson has primarily concentrated near the I-85 corridor. Development activity within the study area has lagged, however there has been some recent developer interest in the reuse of existing buildings. The railroad tracks create a barrier between downtown and historically lower-income communities in west Henderson. Regional passenger rail service can serve as a catalyst to bring more investment to downtown Henderson and revitalize its core.

### Existing Development Demand Projection (20 years)



**400 units**  
(No-Build = 75 units)

Residential



**50,000 sq. ft.**  
(No-Build = 0,000 sq. ft.)

Office



**65,000 sq. ft.**  
(No-Build = 35,000 sq. ft.)

Retail



**80 rooms**  
(No-Build = 0 rooms)

Hotel

The development demand projections are estimates of the development activity that may occur by 2042 if a passenger rail station is built in this study area. The demand projections are based on historic development patterns, pipeline development projects, and a qualitative assessment of the future real estate market dynamics for each study area. The projections are not calibrated to the actual development capacity of the study area as determined by current land availability, current local zoning regulations, etc.

# TOD Vision Plan

## Legend

-  Retail/commercial or office building
-  High-density office/commercial mixed-use building
-  Low-density multi-family residential building
-  Residential-based mixed-use building
-  Townhomes
-  Single-family residential
-  Existing building
-  Trail/greenway
-  Parks/open space

Potential new neighborhood scale commercial and offices uses along Garnett Street

Additional pressure will be placed on existing streets due to the closure of street crossings along the S-line through downtown. A roundabout at Charles St will allow multi-modal traffic to safely access downtown from neighborhoods to the southeast.

Encourage infill development along Garnett Street

Recommended rail crossing for consideration as part of future capital investments. A pedestrian bridge provides the parking facility and mobility hub to the train station fronting Garnett St. This project was not evaluated in the FEIS.

**BIG IDEA:** Recommended rail crossing for consideration as part of future capital investments by the Town of Henderson. Connection creates multiple pedestrian and bicycle connections across the tracks and Williams Street to maintain access into downtown from the neighborhoods southeast. This project was not evaluated in the FEIS.

**BIG IDEA:** Leverage the new park & current investments southeast of the railroad tracks to anchor new development.

**BIG IDEA:** Create a parking structure with direct access into the station building that also supports future residential based transit-oriented development near the station

Potential for mix of housing types transitioning from higher density residential uses near the core of the station area to lower density housing (including town homes) as it gets closer to existing single-family neighborhood.



Recommended rail crossing for consideration as part of future capital investments.

**BIG IDEA:** Expand the footprint of downtown to the south along Garnett Street.

A roundabout at Young Ave will allow multi-modal traffic to safely access downtown from neighborhoods to the southwest.

Potential new residential based mixed-use development to anchor the south end of downtown.

\* This plan illustrates one potential development scenario that demonstrates principles of transit-oriented development. This concept does not demonstrate planned or programmed land development or infrastructure projects, unless otherwise indicated.

# Built Form & Development Recommendations - Henderson

The below table summarizes the key elements of the built form that are best practices applicable to this typology. The table summarizes which of these elements are already in place within the current regulatory tools and zoning, what is not in place and which elements are in progress. For applicable elements, a policy recommendation or action item is recommended.

 Already in Place

 In Progress

 Not in Place

Built Form Needs	Status	Policy Recommendation/Action Item
<b>Building &amp; Architectural Character</b>		
Ensure that building siting, massing, and architectural elements are consistent with and contextually sensitive to surrounding Downtown Henderson architecture and historic character, specifically prevalent along Garnett Street.		Follow City's Historic District design standards
Orient buildings close to and fronting streets, specifically along Garnett Street (core downtown) and Williams Street, primary intersections and open spaces within Downtown, such as the potential civic plaza at the intersection of Garnett Street and Montgomery Street, and adjacent transition areas to preserve the integrity of Downtown's character.		Amend the Comprehensive Plan to reflect this requirement in the TOD areas
Design the ground floors of buildings to engage the street with transparent façades (fenestration) and active uses.		Update the Zoning Code to reflect this requirement in the TOD areas
Outside of Downtown and immediate transition areas, encourage more variable building setbacks to provide space for front yards, open space, and a more expansive streetscape environment.		Update the Zoning Code to reflect this requirement in the TOD areas
Where appropriate, encourage building design that is complementary to, or takes design cues from, existing historic or culturally-significant architectural features, including the scale and form of historical development patterns and the prevailing architectural styles of Downtown Henderson (e.g., façade treatments, materials, roof and window treatments, etc.)		Follow City's Historic District design standards
Protect and enhance the existing visual character and integrity of Downtown by maintaining significant viewsheds of significant downtown landmarks (e.g., signature buildings along South Garnett Street).		Amend the Comprehensive Plan to reflect this requirement in the TOD areas
For buildings located on corners at primary intersections—such as the intersections of Garnett Street with Montgomery Street, and other perpendicularly-aligned streets to Garnett Street or at gateways to the mobility hub area at the intersection of Garnett Street and Montgomery Street, incorporate distinctive form variations that accentuate the building's prominent and visible location and can serve as a gateway to the mobility hub area (e.g., additional building height relative to surrounding buildings, distinctive rooftops and rooflines, distinctive façade treatments, variations in building geometry, locating seating areas and outdoor dining spaces at street corners).		Update the Zoning Code to reflect this requirement in the TOD areas
Discourage large-scale, auto-oriented commercial uses and strip center development within the Downtown area.		Follow Comprehensive Plan and Zoning Code guidance
<b>Height, Massing &amp; Development Transitions</b>		
Encourage building heights of up to 3 stories to complement the existing height and intensity of buildings in the Downtown area; consider heights of up to 6 stories (maximum 70') on a case-by-case basis around the mobility hub and on primary streets.		Follow Zoning Code guidance
Provide transitions in height and massing between higher-intensity development and lower-scale residential neighborhoods, such that buildings “step down” in height and scale in the vicinity of smaller-scale residential neighborhoods.		Update the Zoning Code to reflect this requirement in the TOD areas
Break up the horizontal and vertical massing of buildings through approaches such as: <ul style="list-style-type: none"> <li>• variations in façade elements, modulation of rooflines;</li> <li>• dividing single building mass/facade into multiple buildings to create a diversity of building facades (such as façade treatments of “downtown” buildings along N. Main Street between Vine Street and Mason Street), especially on long blocks;</li> <li>• variations in building form and massing, such as step-backs and terracing within upper floors.</li> </ul>		Update the Zoning Code to reflect this requirement in the TOD areas
Distinguish the base, middle, and upper floors of building to create a human-scaled environment at street level. Incorporate changes in façade materials, cornice lines, and varied window treatments, as appropriate to the architecture and the Downtown Henderson context.		Update the Zoning Code to reflect this requirement in the TOD areas
Incorporate variations in form and massing into building design—such as step-backs and terracing—to create visual interest and variety, allow for sunlight at street level, and establish usable outdoor terraces.		Update the Zoning Code to reflect this requirement in the TOD areas
Establish consistent building frontages along streets closest to the mobility hub by minimizing the space between buildings closest to the mobility hub; transition to lower intensities on blocks located further from the mobility hub.		Follow Zoning Code guidance
<b>Infill Development and Adaptive Reuse</b>		
Promote and celebrate the downtown's history by encouraging the preservation and/or adaptive reuse of historic structures – commercial uses within existing ground floor spaces and residential and/or professional office retrofits within upper floors.		Follow Comprehensive Plan guidance
Expand the downtown footprint to the north and south as well as towards east of the railroad tracks. Allow for limited commercial/mixed-use as well as low- to medium-density infill residential uses along Garnett Street, Williams Street as well as along the other perpendicularly-aligned streets within the expanded Downtown areas.		Follow Zoning Code and Future Land Use map guidance
Promote appropriately-scaled infill residential uses, which may include townhomes, duplexes, accessory dwelling units, and similar housing types that are compatible with existing residential neighborhood character and use.		Update the Zoning Code to reflect this requirement in the TOD areas
Encourage affordable housing options and a mix of housing types, including senior housing.		Follow Comprehensive Plan guidance
Add neighborhood-serving commercial uses to frame the new civic space/park on the east side of the railroad tracks at the intersection of Williams Street and Montgomery Street.		Update Comprehensive Plan
Extend and connect the street network as new development occurs, including establishing an interconnected street grid within large parcels.		Update the Zoning Code and amend the Comprehensive Plan to reflect this requirement in the TOD areas
Incorporate courtyards, plazas, and other small green spaces as part of new development to serve existing and future residents as well as business needs.		Update the Zoning Code to reflect this requirement in the TOD areas

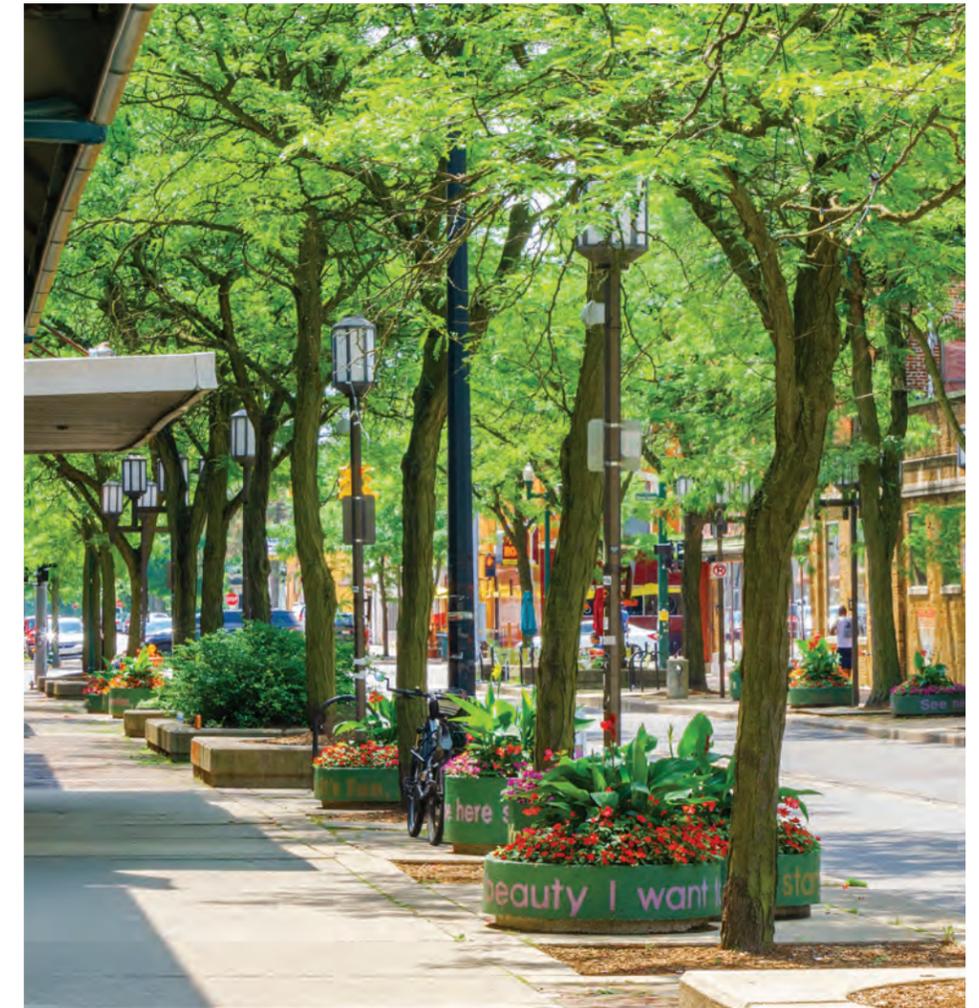
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# Built Form & Development Recommendations - Henderson

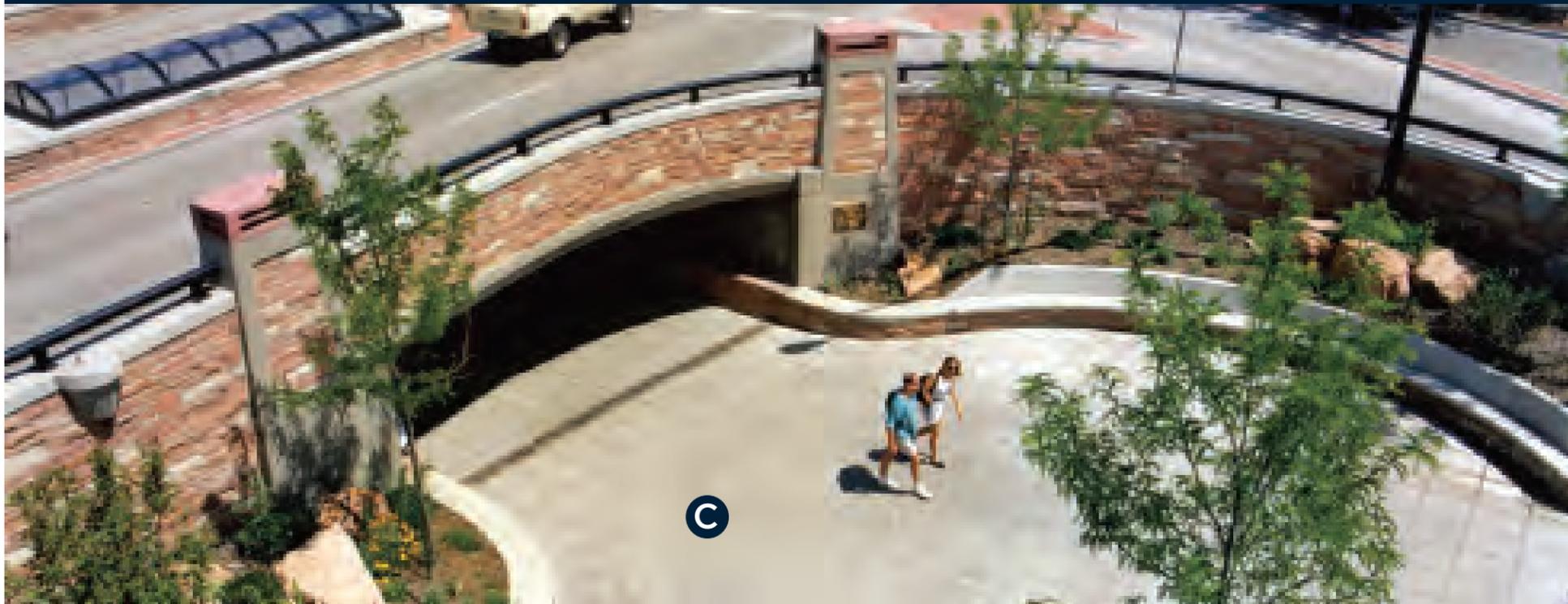
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Built Form Needs	Status	Policy Recommendation/Action Item
<b>Multimodal Transportation &amp; Parking</b>		
Provide on-street, parallel parking on streets in the vicinity of the mobility hub, specifically along Garnett Street, Williams Street, Montgomery Street, and other east-west-aligned streets.	✔	Follow Zoning Code guidance
Locate off-street surface parking area at the rear and side of buildings while meeting Americans with Disabilities Act (ADA) requirements for accessible parking.	✔	Follow Zoning Code guidance
Where feasible, incorporate parking structures into new development, specifically within the existing off-street parking lot adjacent to the potential mobility hub. Parking structures should be wrapped and concealed by active building frontage, to foster a comfortable and active pedestrian environment. Require design considerations, such as architectural screening and/or landscaping, to conceal garage entrances where visible.	✘	Update the Zoning Code to reflect this requirement in the TOD areas
Screen off-street surface parking and parking structures areas from surrounding land uses, utilizing trees, landscaping, and architectural treatments as visual buffers.	✔	Follow Zoning Code guidance
Explore opportunities for shared parking arrangements between multiple lots, uses or buildings.	✘	Amend the Comprehensive Plan to reflect this requirement in the TOD areas
Consider shared and consolidated driveway access, where possible, for pedestrian safety, shared parking access, and to maintain the integrity of the streetscape.	✘	Update the Zoning Code to reflect this requirement in the TOD areas
Incorporate improved spaces for mobility hub (bus pull-ins, shared mobility infrastructure, bicycle parking, etc.) near the mobility hub area.	✘	Amend the Comprehensive Plan to reflect this requirement in the TOD areas

## Precedent Image Examples of Built Form Recommendations



# Open Space



Today Henderson's street network provides multiple at-grade crossings along the S-Line. The proposed alignment severs many of these connections - resulting in several disconnected street blocks through the heart of downtown. Preserving and enhancing access to downtown via rail crossings is critical to maintaining equitable access to opportunity, jobs, services, and cultural activities for neighborhoods to the southeast. This change will affect how people navigate and circulate in Henderson and it presents an opportunity to reconsider the use of public space in these areas.

Maintaining access across the tracks is of critical importance to residents and business owners in Henderson. This concept explores new grade-separated crossings in addition to those recommended in the S-Line's 2010 Environmental Impact Statement (SEHSR Tier II DEIS Study). These proposed crossings will be further evaluated and vetted with NCDOT. City staff will also need to coordinate on topics including feasibility, cost, funding, construction, and maintenance. The concepts shown on this page illustrate new, grade-separated pedestrian crossings (bridges and tunnels) at Montgomery Street and Orange Street, and illustrate a tunnel and pedestrian connection proposed in the FEIS document to connect Peachtree Street to Burwell Avenue.

## A. MONTGOMERY STREET S-LINE CROSSING

Montgomery Street is a critical street for circulation within downtown Henderson. It connects the new Williams St & Montgomery Street Park (currently under construction) to Garnett Street and Kings Daughters Park to the north of downtown. Additionally, an "art walk" is proposed along Zene Street along with a bicycle path/route that would circulate around Henderson.

## B. TUNNELS

Creating tunnels underneath the railroad presents a number of design challenges and opportunities. The primary advantage of tunnels is that they allow for continuous motion as people travel through the, and if well-designed they will not function as a barrier to people on either side. The tunnel design should primarily focus on create a space that feels safe and comfortable to all users. The space should be wide enough so that all potential users (e.g.: cyclists, golf carts) and circulate through while considering other important factors like stormwater management infrastructure, lighting, and aesthetics. Additionally, due to the depth below grade, it will be necessary to construct ADA-compliant ramps to allow people to access the tunnel from street level. These ramps will require space to construct, and thus will provide an opportunity for green space. The landscape design should consider shade trees and other vegetation along with CPTED (Crime Prevention Through Environmental Design) best practices.

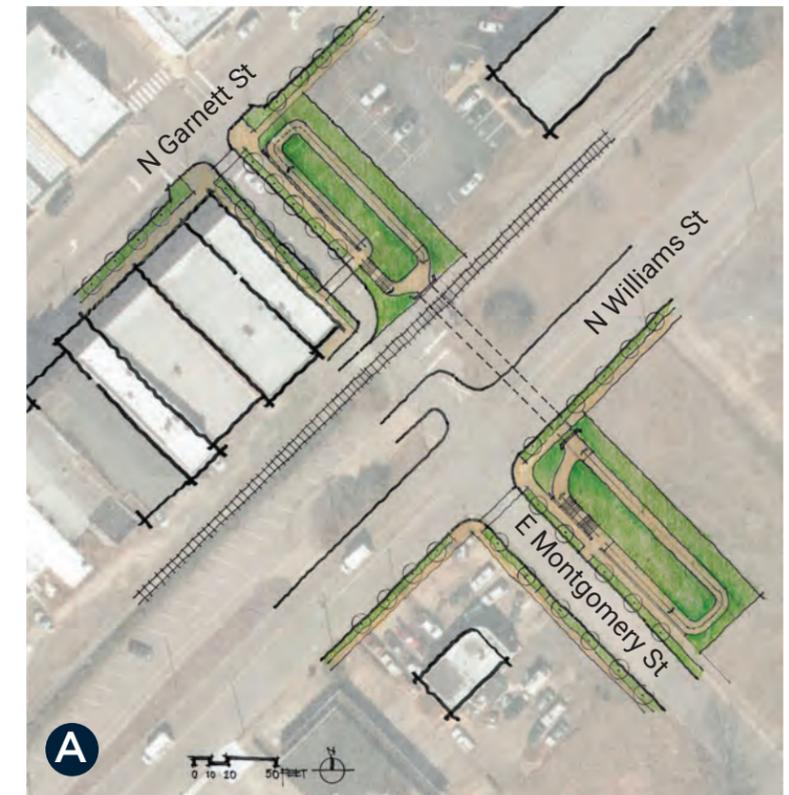
## C. BRIDGES

Pedestrian and bicycle circulation across the S-Line can also be provided with pedestrian bridges. These bridges are commonly used in North Carolina, and NCDOT has approved their construction in other locations, including Kannapolis and Charlotte. The primary advantages of a bridge are its more predictable cost and increased visibility. The design should also consider the area around the foot/landing on each side, as these spaces are opportunities to create inviting public plazas that are attractive to users. Bridges also create some challenges - notably they can function as a barrier due to the time it takes people and cyclists to ascend/descend using stairs and/or an elevator. The maintenance costs and responsibility for a public elevator would also need to be determined.

## E. Montgomery St (Bridge)



## E. Montgomery St (Underpass)



# Open Space

**Orange St to Arch St (North -Underpass)**



**Orange St to Arch St (South-Underpass)**



**Peachtree St to Burwell Ave (Underpass)**



**B. ORANGE STREET S-LINE CROSSING**

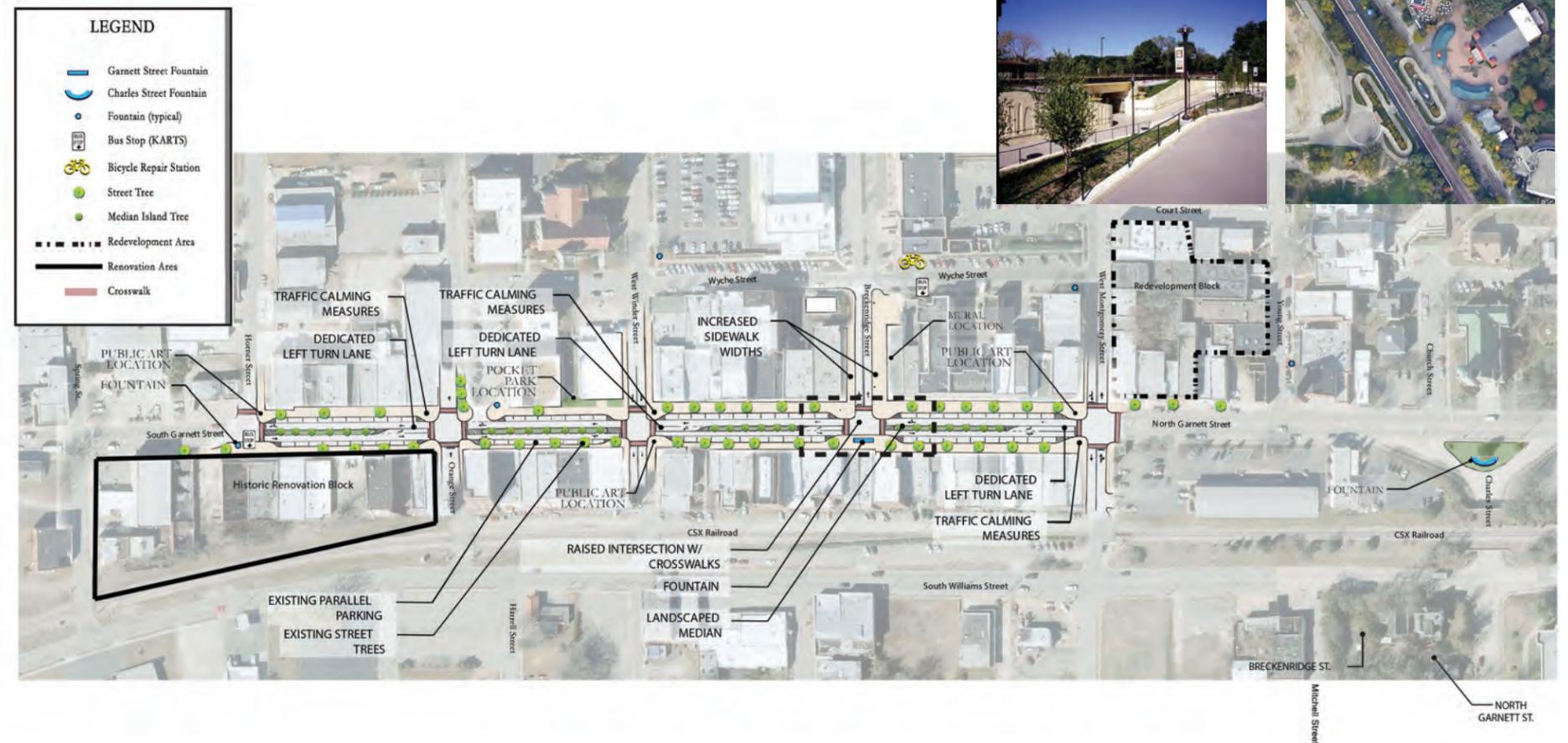
Creating a grade-separated crossing opportunity in the area around Orange Street and Winder Street is challenging. The distance between Garnett Street and Williams Street in this area about 200 feet, and existing historic buildings limit the amount of space available to use adjacent land. Orange Street was selected in order to create an even spacing of crossing opportunities and due to some existing, vacant land that can be used for bridge or tunnel approaches. The concept shown here illustrates two options near Orange Street that use vacant properties along South Garnett Street to provide a tunnel or bridge to the southeast side of South Williams Street.

**PEACHTREE STREET - BURWELL AVENUE TUNNEL**

This project is identified in the 2015 FEIS. The concept shown here illustrates one example of how it could be constructed. The concept supports the proposed development northwest of the tracks (along South Garnett Street) and provides an important circulation option on the southern end of downtown. Additionally, this concept supports the Henderson bicycle route, which would use this crossing.

**KEY PROJECT ELEMENTS**

- Create grade-separated pedestrian crossings at Montgomery Street and Orange Street using tunnels or bridges.
- Use the space for ramps or structural foundations as opportunities to create inviting spaces with greenery for pedestrians.
- Use existing ROW where possible.



# Catalytic TOD Sites

## Opportunity Sites

Seven sites within the Henderson mobility hub area have been identified as strong candidates for supporting TOD.

### **A** 215 S Garnett St (former First National Bank building)

The City has actively sought to redevelop the property, with its most recent efforts dating back to 2019. The 0.1-acre property has also been identified as a potential site for Henderson's S-Line station. Local economic development strategies and zoning updates make the site a critical redevelopment priority, while taking into account ways to incentivize local developer buy-in. This momentum and the tools being developed to support redevelopment make the site a clear first mover.

Parcel number: 1973-58-6136

### **B** 215 W Montgomery St

The approximately 2.9-acre property consist of nine publicly-owned parcels. The site surrounds the Henderson Police Station and contains two surface parking lots, but is otherwise vacant and primarily comprises of undeveloped greenspace. The property is also adjacent to City Hall, McGregor Hall, and Perry Memorial Library. The City of Henderson is advancing plans to transform the lot on Williams St. and Montgomery St. into a park, which will be an amenity for the entire town and make the surrounding parcels more appealing for private development.

Parcel numbers: 1973-59-4043; 1973-58-5914; 1973-58-6821; 1973-58-2963; 1973-58-3809; 1973-58-3894; 1973-58-4747; 1973-58-5706; 1973-58-3958

### **C** 405 and 407 S Garnett Street (former Abagayles Books property)

The City currently owns a 0.15-acre lot near the southeast corner of the E Orange Street and S Garnett Street intersection. The property currently comprises of a surface lot.

Parcel number: 1973-57-1776; 1973-57-1754

### **D** O Harrell Street

The 0.15-acre lot is located near the southeast corner of the E Orange Street and S Garnett Street intersection. The property currently comprises of a surface lot and is located near one of the proposed multimodal pedestrian crossings. The site provides an opportunity to facilitate TOD through additional mixed-use storefronts that contribute to the historic downtown's character.

Parcel number: 1973-57-4505; 1973-57-5339

### **E** O Charles St

The 1.3 acre property sits between Mitchell and Charles Streets a block from the railroad. It sits between two small single family residential blocks and is across from Henderson's Jr High School. Acquired by the City in February 2023, it currently contains an unpaved parking lot. The site will benefit from inclusion on the proposed bicycle network, which includes a Charles St-specific bicycle path, and offers prime land for park redevelopment.

Parcel number: 1973-68-9213; 1973-68-8322

### **F** 120 Young Street

The 0.4-acre property sits at the corner of Young and Court Streets. Located across from the Vance County Finance & Administration building, the property formerly housed the Embassy Cultural Center. Currently vacant, the property was acquired by the City in February 2023 and provides an opportunity for mixed-use redevelopment that can hold government offices and/or complement surrounding retail and private office space.

Parcel number: 1973-68-0829; 1973-58-8886

### **G** 251-265 Mitchell Street

The 1.35-acre site sits between Mitchell Street and Charles Street and sits across Mitchell Street from the new Montgomery & Williams Street Park. The property was recently acquired by the City and provides an opportunity for infill development the complements the adjacent single family homes.

Parcel number: 1973-68-9213; 1973-68-8322



# Catalytic TOD Sites - ACTION PLAN

The City has already been active in acquiring infill development sites and attracting private investment into the downtown area, as seen through the Henderson Tobacco Warehouse redevelopment project. As that project and other infill projects are delivered and stabilized, the City can capitalize on this development activity to position catalytic sites in the mobility hub area to support TOD.

## Near-Term (12-18 months)

- Collaborate with City of Henderson and Vance County to:
  - Develop downtown economic development strategy;
  - Identify space needs for City and County departments, which could serve as institutional anchor tenants for new office space.
- Identify funding needs for the station, parking, and bike/ped improvements.
- Ensure zoning updates in UDO will allow for desired uses in downtown Henderson.
- Continue to assemble properties within the mobility hub area, especially in downtown Henderson, to support TOD.
- Actively participate in the S- Line mobility hub study.

## Mid-Term (2-5 years)

- Investigate establishing a suite of financing and regulatory tools to incentivize private development in the downtown core.
  - Financing tools, such as bonds, grants, loans, and tax abatements, can offset predevelopment costs, as well as establish permanent financing for TOD and affordable housing.
  - Regulatory tools, such as density bonuses and expedited permitting, can be used to support TOD and affordable housing in downtown Henderson.
- Establish a special taxing district, such as Business Improvement District or Municipal Service District, to provide services and programs to make the area more attractive for private investment.
  - Henderson-Vance County Downtown Development Commission (DDC) can serve as the steward to administer the district.
- Monitor market conditions for possible sale/joint development of City-owned properties.

## Long-Term (5+ years)

- Release an RFQ/RFP to redevelop key catalytic sites in the station area, such as the former First National Bank building and police station site, to attract private developers and facilitate P3 or joint development partnerships.
- Continue to monitor market conditions in order to reposition underutilized City-owned sites to attract TOD-supportive uses and development typologies, such as multifamily rental and retail.



# Grants Funding Database

## Federal

- Federal Historic Preservation Tax Incentives Program
- Opportunity Zone
- Community Development Block Grants (CDBG) (includes Building Demolition funds)
- INFRA Grants program
- Federal Historic Tax Credits

## State

- State Rural Grants - Building Reuse (includes Vacant Building and Existing Building grants)
- State Transportation Improvement Program (STIP)
- Historic Preservation Tax Credits

## Local

- Obligation Bond
- Capital Reserve
- Powell Bill



**View Online Eligible Grants Dashboard**  
←----- (click here)

# Henderson Policy Recommendations

1. Amend the Comprehensive Plan to include visionary recommendations for Downtown Henderson related to transit-oriented development.
2. Update the Zoning Code to include additional standards to facilitate high-quality, denser, taller transit-oriented development.
3. Update the Zoning Code to allow flexibility in various transit-oriented uses downtown and facilitate the development of functional and attractive open space/streetscape environments.
4. Increase staff capacity for planning support.