



# City of Henderson

# 2050 Comprehensive Plan

ADOPTED DECEMBER 19, 2023 | ORDINANCE NO. 2023-11-01

Kimley»Horn



# Acknowledgements

*Thank you to the community of Henderson for helping craft a unified vision for your community.*

## Comprehensive Plan Advisory Committee (CPAC)

01. Gaylon Rains	11. Vicki Murillo
02. David Chenault	12. Brant Bane
03. Trey Segura	13. Ben Jarrett
04. Austin Wright	14. Morgan Biggs
05. Christina Dobbins	15. Robert Wallace
06. Tara Free	16. Courtney Smith
07. Jamie Bowman	17. Amy Dorman
08. Chad Boatwright	18. Bill Garman
09. Shannon Bennett	19. Ryan Ellis
10. Donovan Dickeson	20. Brian Ballard

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*Vice Chair*

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*Member*

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## City Staff

01. **Jay Abercrombie**  
*City Manager*

02. **Phedra Johnson**  
*Communications and Marketing Coordinator*

# Henderson City Council



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Mayor



**Wesley Breitenberg**  
District 1



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Weatherton**  
District 2



**Henry Pace**  
District 3 and  
Mayor Pro Tem



**Melissa Morton**  
District 4



**Gina Juarez**  
District 5

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## Letter from the Mayor

*Thank you to the citizens of Henderson for making this comprehensive planning process a success. We truly appreciate your commitment to making Henderson a special place today and into 2050. The Henderson 2050 Comprehensive Plan is built on community feedback and embodies a future for Henderson that encourages a vibrant tomorrow for all to live, work, and play in our community. This shared vision, documented in this Comprehensive Plan, will be a guidebook for Henderson's elected and appointed officials to utilize as we make key decisions for our community. I have enjoyed working with you all to craft this vision for Henderson. Thank you again for all of your effort in this planning process. The future for Henderson is bright!*



**John W. "Buzz" Fullen**

**Mayor of Henderson**

# 1 Introduction



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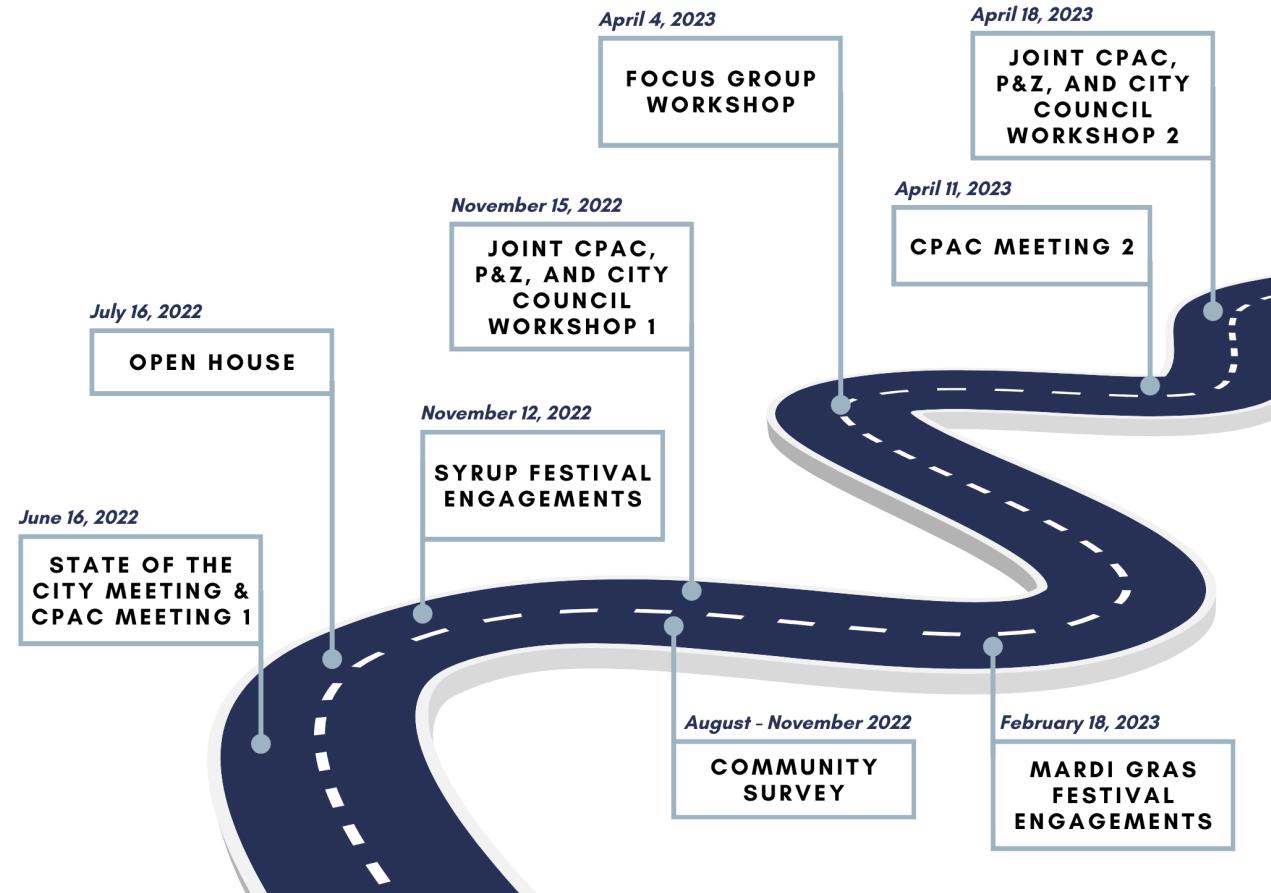
# Project Background Planning Process

A Comprehensive Plan is a guiding document that states a community's desire for the future. Typical comprehensive plans include a Land Use Strategy, Development, Infrastructure and Public Services Strategy, Economic/Fiscal Strategy, Mobility Strategy, and Strategic Investment Areas Strategy. While a comprehensive plan states the community's vision for the future, it does not constitute zoning regulations or establish zoning district boundaries. However, a comprehensive plan should be used to provide a basis for future zoning decisions. As a key document for City leadership and City staff, the comprehensive plan is also used to coordinate and guide the future establishment of development regulations. It helps guide public investments in transportation and other infrastructure improvements to aide in guiding future development.

The Henderson 2050 Comprehensive Plan acts as the City's guidebook for the location, intensity, and character of future development, and provides additional policy guidance on various elements within the City, including land uses, transportation, infrastructure, facilities, and more. The purpose of this comprehensive plan is to imagine a future Henderson in the year 2050 and to create policies and action items the City can complete in order to fulfill this desired vision for the future.

Each comprehensive plan is unique to its components and development process. The Henderson 2050 Comprehensive Plan was tailored to the community's specific needs. **Figure 1.1** illustrates the project timeline and public engagement events that took place over the planning period.

Figure 1.1 | Henderson Comprehensive Plan Project Timeline



# Henderson Today

The City of Henderson is the county seat and is close to the geographic center of Rusk County. It is home to approximately 13,092 residents within the City limits and 17,563 when the extra-territorial jurisdiction (ETJ) is included.

**Figure 1.2** displays the East Texas regional context map showing where Henderson is located. There are several highways that run through City, such as Highway 259, Highway 64, Highway 43, and Highway 79, all of which converge at an area known as the Star intersection. These highways give direct connections to other notable East Texas cities, such as Tyler, Longview, Kilgore, Marshall, Carthage, Jacksonville, and Nacogdoches.

Henderson's City limits and ETJ were utilized as the planning area for this Comprehensive Plan study and are displayed on the following page in **Exhibit 1**. The terrain in Henderson is made up of a combination of the beautiful East Texas Piney Woods, pastureland, a few lakes, rolling hills, and the meandering Shawnee Creek which runs along Willow Lake on the southeast side of the City. The historic downtown, Civic Center, and the excellent parks serve as easily identifiable places that showcase Henderson's unique character.

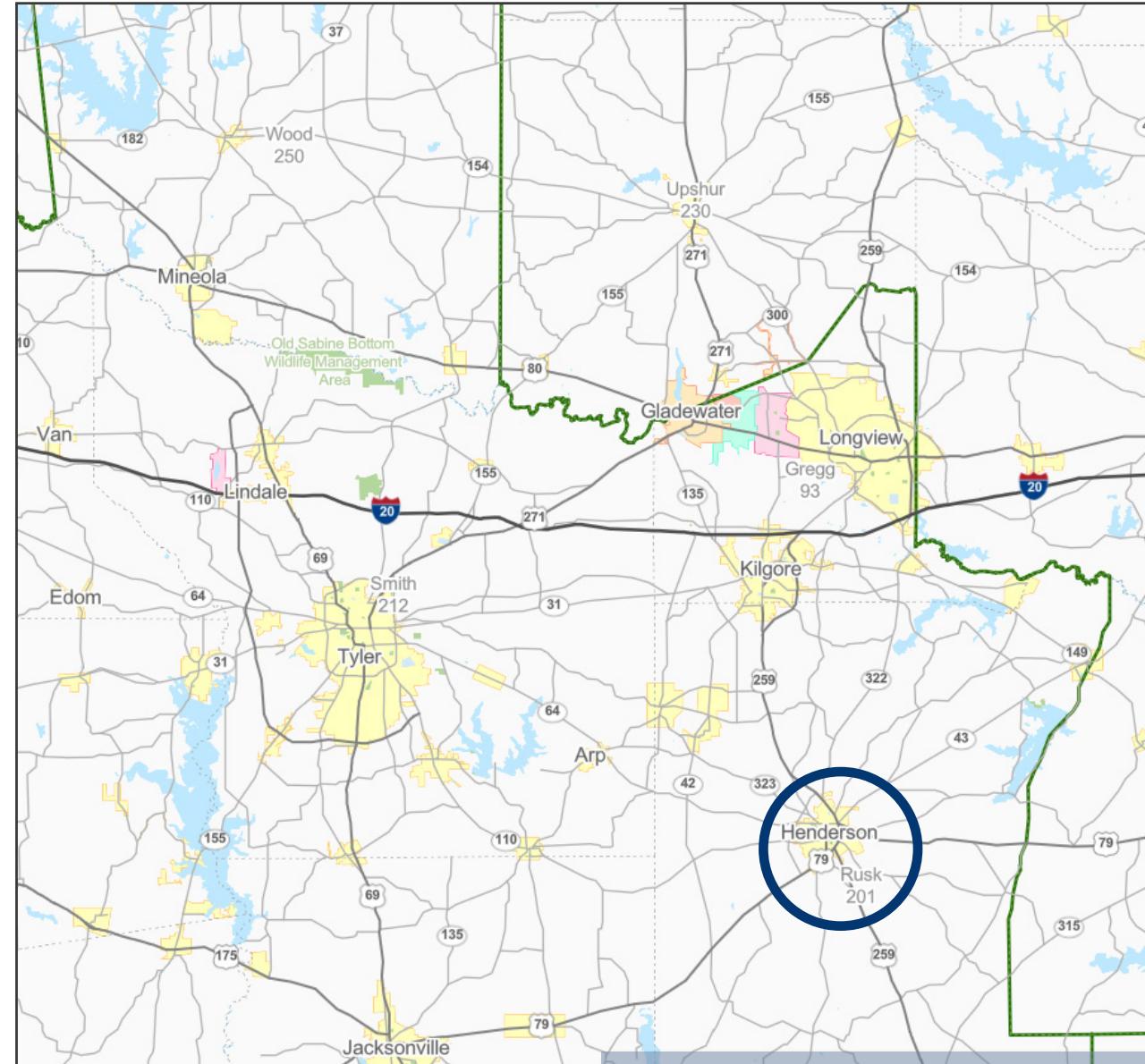
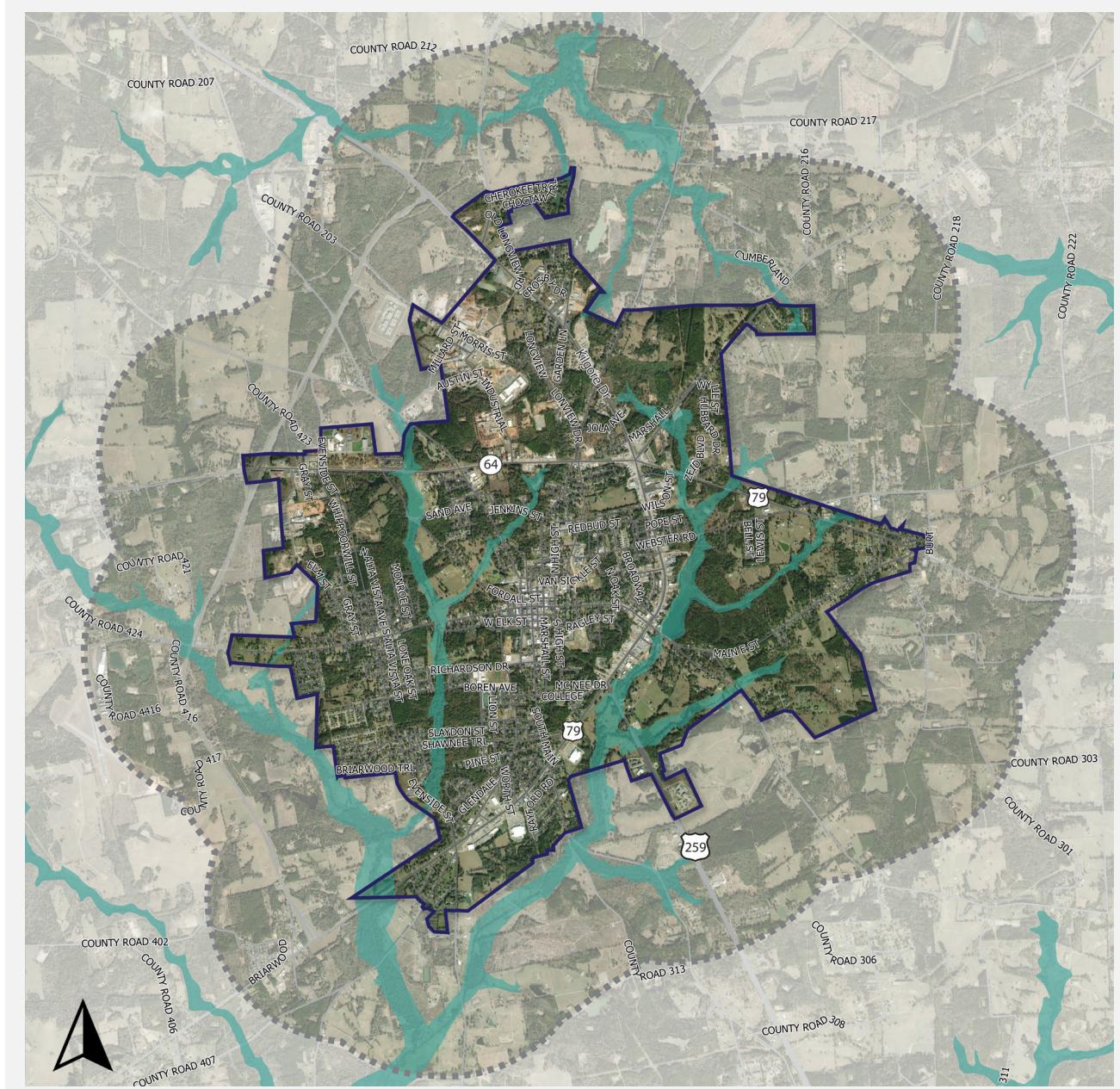


Figure 1.2 | Henderson Regional Map

# EXHIBIT 1 | Henderson Planning Area

## Legend

- City Limits
- Extra Territorial Jurisdiction
- Floodplain



# Demographic and Market Analysis

A key part of the comprehensive planning process is to understand the demographic makeup of the community. Demographics are statistical data points that describe the characteristics of a population. Examples of population-based data points include age, race, and gender. Demographic data that describes socioeconomic information include employment, education, and income. Demographics help understand the existing population in Henderson and how that might inform future recommendations and needs. The data source used for the demographic profile utilizes ESRI's Business Analyst in 2021 and the American Community Survey 5-Year Estimates for 2021.

Henderson's estimated population in 2022 for the planning area (City Limits and ETJ) is 17,563. The following graphics provide an overview of Henderson's key demographic statistics.

## Household Size

Henderson Planning Area, 2021



**2.76**

Rusk County



**2.71**

Henderson Planning Area

## Medium Household Income

Henderson Planning Area, 2021



**\$53,765**



**\$55,872**

Henderson Planning Area	Rusk County
 <b>+0.1%</b> Average Annual Growth Rate since 2010	 <b>+0.5%</b> Average Annual Growth Rate since 2010
 <b>67.5%</b> % Owner Households	 <b>77.0%</b> % Owner Households
 <b>2.71</b> Average Annual Growth Rate since 2010	 <b>2.76</b> Average Annual Growth Rate since 2010
 <b>6.1%</b> % HH with no access to vehicle	 <b>70.4</b> Diversity Index
	 <b>4.3%</b> % HH with no access to vehicle
	 <b>63.7</b> Diversity Index

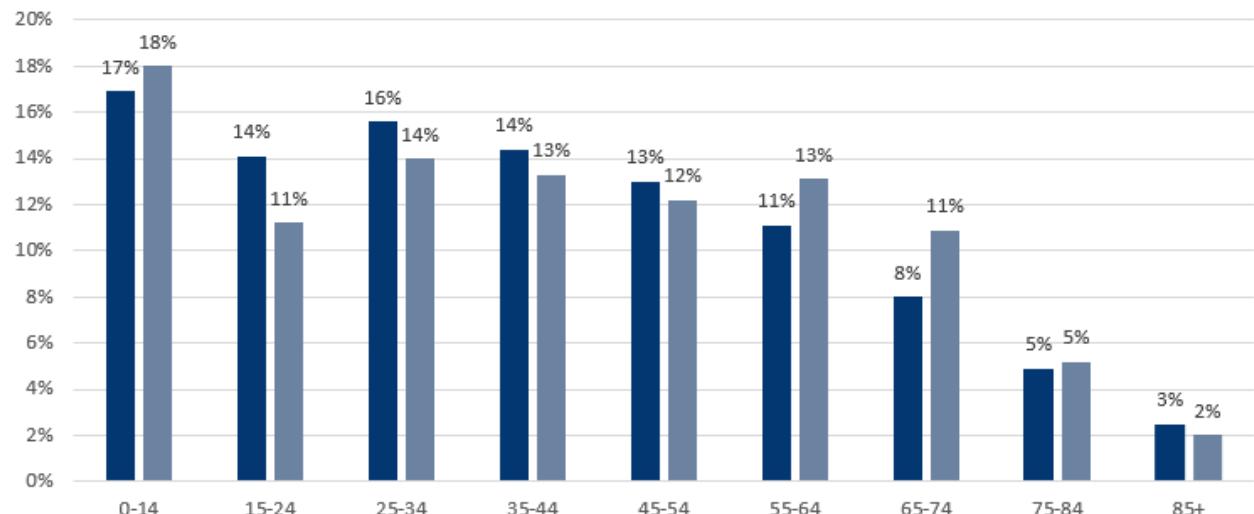
Data Source: ESRI BAO, 2021 \*Estimate Includes City Limits Only. Data Source: ACS 5-Year Estimates, 2017 - 2021

## COMPARISON OF SHARE OF POPULATION BY AGE

Henderson Planning Area, 2021  
Rusk County, 2021

Henderson  
Planning Area

Rusk County

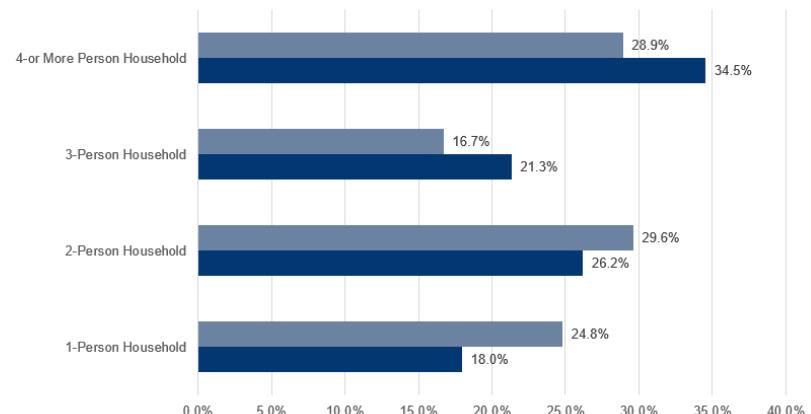


## COMPARISON OF HOUSEHOLDS BY INCOME

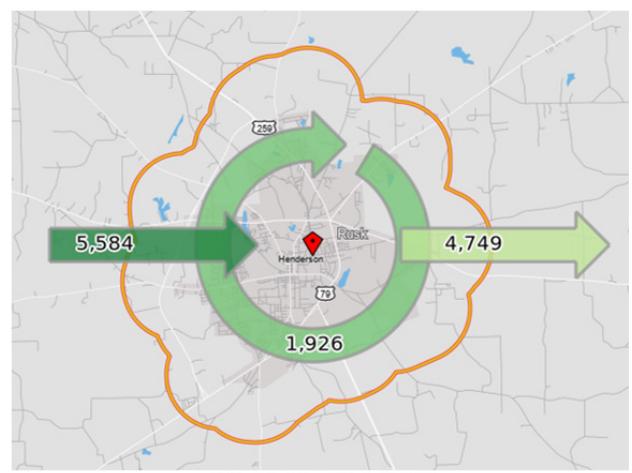
Henderson Planning Area, 2021  
Rusk County, 2021

Henderson  
Planning Area

Rusk County

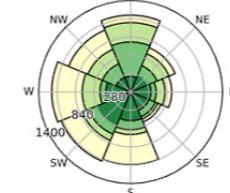


Data Source: ESRI BAO, 2021



### Commuting Patterns:

More people are coming into the Henderson Planning Area to go to work. Most commutes out of the Henderson Planning area are heading north, southwest, and west (Kilgore, Tyler, Jacksonville, Nacogdoches).



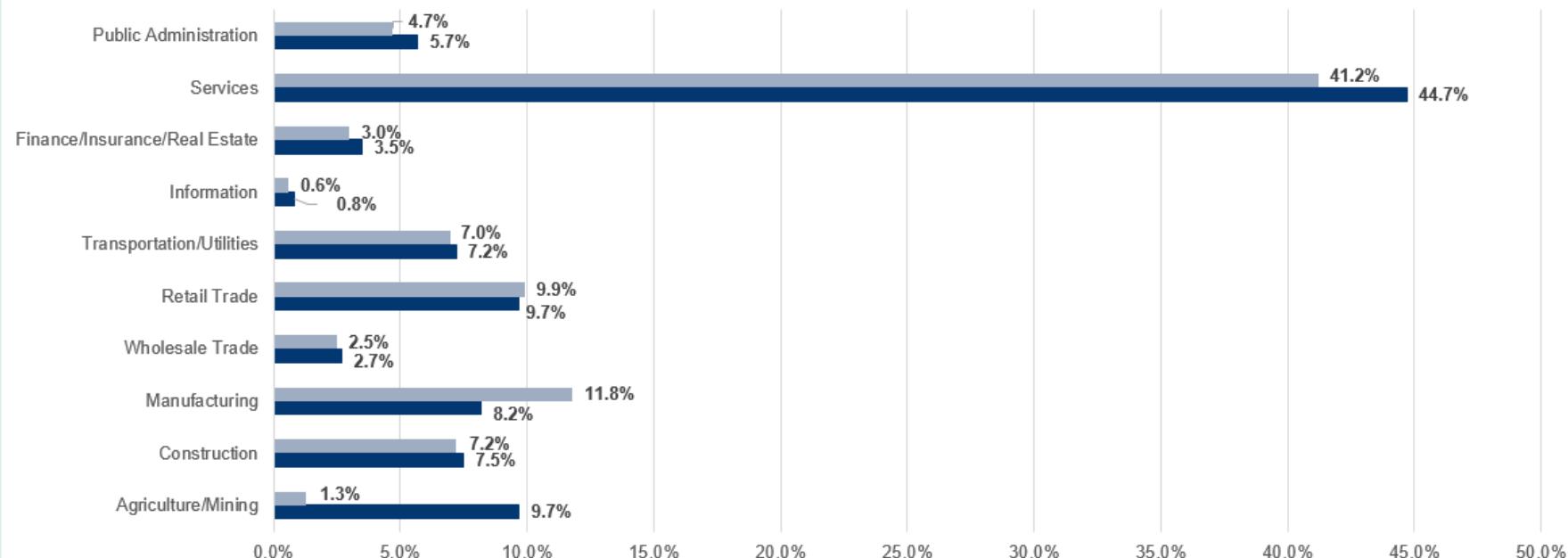
Data Source: On the Map, 2022

## EMPLOYMENT BY INDUSTRY SECTOR

Henderson Planning Area, 2021  
Rusk County, 2021

Henderson  
Planning Area

Rusk County



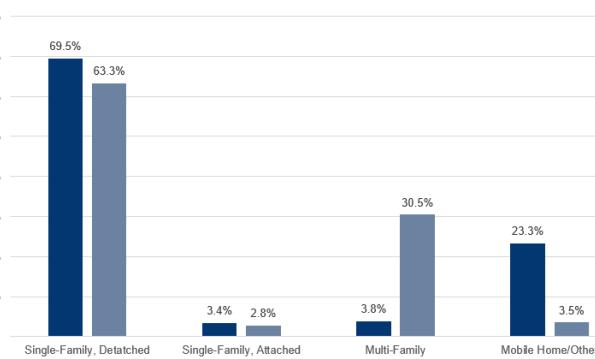
Data Source: ESRI BAO, 2021

### HOUSING UNITS BY TYPE

Henderson Planning Area, 2019  
Rusk County, 2019

Henderson  
Planning Area

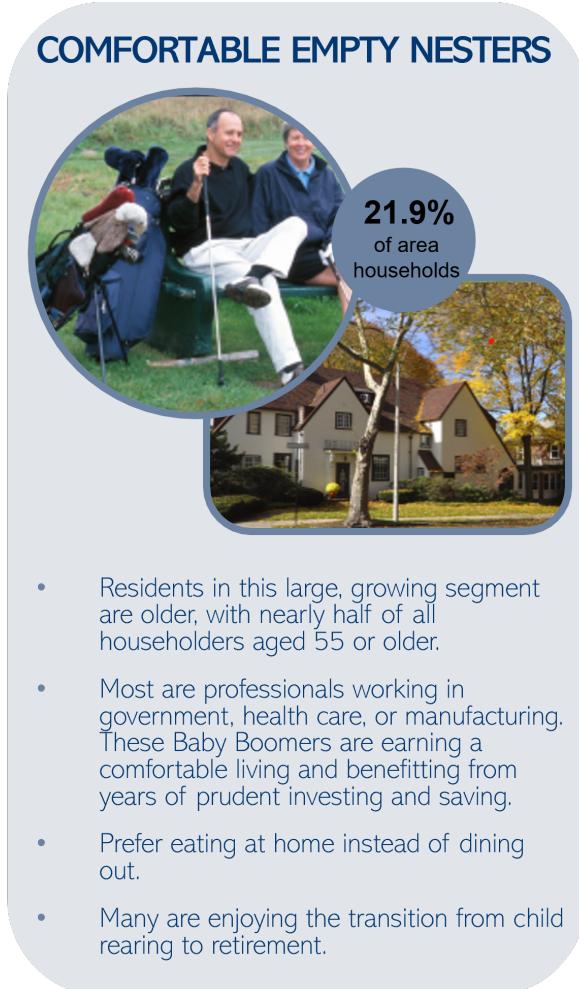
Rusk County



	HENDERSON PLANNING AREA	RUSK COUNTY
MEDIAN YEAR BUILT	1971	1978
MEDIAN HOME VALUE	\$159,774	\$170,089
OWNER-OCCUPIED	60.0%	67.3%
RENTER-OCCUPIED	28.9%	20.1%
VACANT	11.1%	12.7%

# Psychographics

ESRI (Environmental Science and Research Institute) is a demographic and mapping company that uses spatial data in a variety of ways. One example is The ESRI tapestry market segmentation. The tapestry market segmentation identifies markets in each community using geographic, socioeconomic, and demographic characteristics. This helps communities better understand their consumer market. Henderson is comprised of three main psychographic tapestries: Heartland Communities, Comfortable Empty Nesters, and Economic Bedrock. The infographic below describes the tapestry segments found in Henderson.



# Comprehensive Plan Elements

The Henderson 2050 Comprehensive Plan contains several chapters that pertain to different City priorities. The following list describes the content found in each chapter of the Henderson 2050 Comprehensive Plan.

## Chapter 1: Introduction

This chapter outlines the key facts about the comprehensive plan and the overall planning process.

## Chapter 2: Strategic Direction

This chapter details overall policy direction as the foundation upon which other policies and recommendations found in the Comprehensive Plan are in alignment. It sets the overall framework for the plan's more specific policy direction and informs stakeholders of what the plan seeks to achieve. Each of the plan's chapters includes policies that should help the City achieve its vision in a manner that is consistent with the guiding principles. The overall policy direction should be the basis for recommendations by City staff and decisions by elected and appointed officials on a variety of actions and investments that affect the future form and character of the community.

## Chapter 3: Land Use

This element acts as the anchor for most of the recommendations concerning future development in Henderson. The future land use chapter reviews the existing conditions and updates them with a place-based approach. A place-based approach utilizes placetypes to provide more flexibility for future development. This chapter will depict alternative land use scenarios presented to the public and the preferred future land use scenario that will influence future policy.

## Chapter 4: Loop 571

This chapter focuses on Loop 571 as an important future economic generator or catalyst site for the City of Henderson and details strategic areas along the corridor for land use and future development potential.

## Chapter 5: Mobility

This chapter reviews existing transportation in Henderson and updates the Thoroughfare Plan with new road classifications, proposed connections, and updated cross sections.

## Chapter 6: Infrastructure

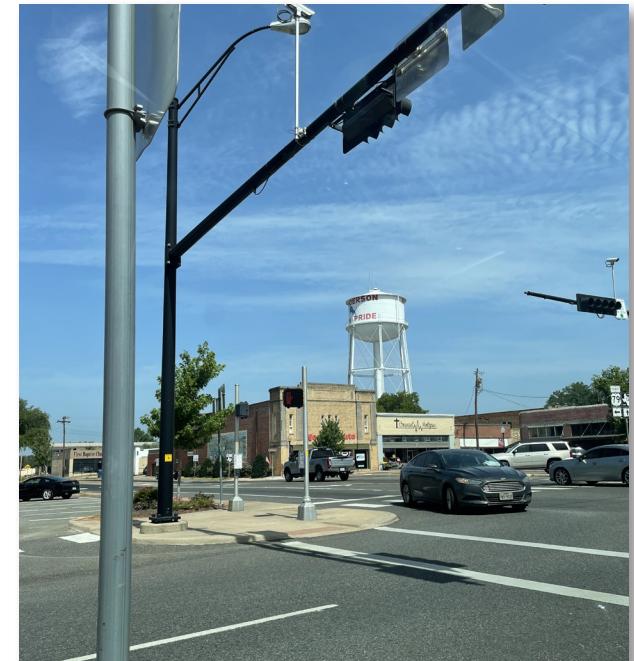
This chapter will review existing infrastructure and make recommendations on ways to focus future investment for repairs and for future growth needs.

## Chapter 7: Municipal Services and Facilities

This chapter will outline a strategic direction for municipal services and facilities.

## Chapter 8: Implementation

All the actions recommended at the end of Chapters 3 - 7 will be combined into an action matrix. This matrix will provide specifics on planning level cost, time frame, and potential partnerships.



Downtown Henderson



Henderson Comprehensive Plan Focus Group Workshop



# 2

# Strategic Direction

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# The Community's Vision

A multi-faceted public engagement program was implemented for the Henderson 2050 Comprehensive Plan. The planning team applied several engagement methods including virtual engagements, in person events, and stakeholder engagement to share the ideas and actions in the comprehensive plan with the public. In addition to the public engagement process, the project team also analyzed Henderson's demographic and economic information to understand more about who lives in the community and to inform final recommendations.

## Public Engagement Process Overview

Citizen engagement and public interest grew as the project moved forward. Many events were held from June 2022 to April 2023 to gather public opinion and solicit feedback on the focused direction of the plan. These events included numerous stakeholder interviews, an Open House, multiple Comprehensive Plan Advisory Committee meetings, a focus group meeting, and joint workshops with the Planning and Zoning Committee and the Henderson City Council. Additionally, the project team attended several local community events, including the Syrup Festival and the Mardi Gras Festival. Frequent meetings were also held with City staff and other officials.

For the project's online engagement, an online survey was created that asked the community what they thought were Henderson's top strengths, weaknesses, opportunities, and threats or challenges. The virtual engagements were hosted on the [HendersonTX2050.com](http://HendersonTX2050.com) website. In addition to the virtual engagements, the project website also contained information about the project, past meeting documentation and meeting material, and a calendar of events. To review the full public engagement process and feedback heard, please see **Appendix A**.



Open House Event



CPAC Meeting



Open House Event

## Engagement Takeaways

Below are several engagement takeaways heard throughout the public engagement process. These themes are woven into all of the Comprehensive Plan's goals, policies, strategies, and actions.

- **Balancing Growth:** The community encouraged attracting new larger commercial developments that generate new jobs and economic activity, while still preserving small town character.
- **Economic Development:** A common theme heard was creating strategies for economic opportunities in Henderson through jobs, new businesses, and activity centers.
- **Infrastructure:** The community supports implementing strategies to encourage new growth and development by expanding infrastructure, especially around the west side of Henderson along the Loop 571 corridor.
- **Community Pride and Character:** Residents love their community gathering places, such as Downtown Henderson and the City's rich park system, which help support community building and social activities. The community supports increasing festivals and events while investing in existing and new gathering places, which could help reinforce community unity.
- **Downtown:** Henderson's downtown is a huge strength and opportunity. It serves as an anchor for the community and is well loved by all. Continued expansion of new businesses is encouraged, as well as opportunities for evening and weekend activities to support Downtown activation at all times of the day and all days of the week.



Syrup Festival Event



Focus Group Workshop



Focus Group Workshop

# Vision Statement

The Vision Statement for the Henderson 2050 Comprehensive Plan is shown below. This Vision Statement details the future that is desired by the Henderson community in terms of its social, economic, and physical conditions. It is an aspirational statement. It is not intended to describe the existing situation; instead, it is carefully crafted to relay an inspiring image of the future that the community seeks achieve.

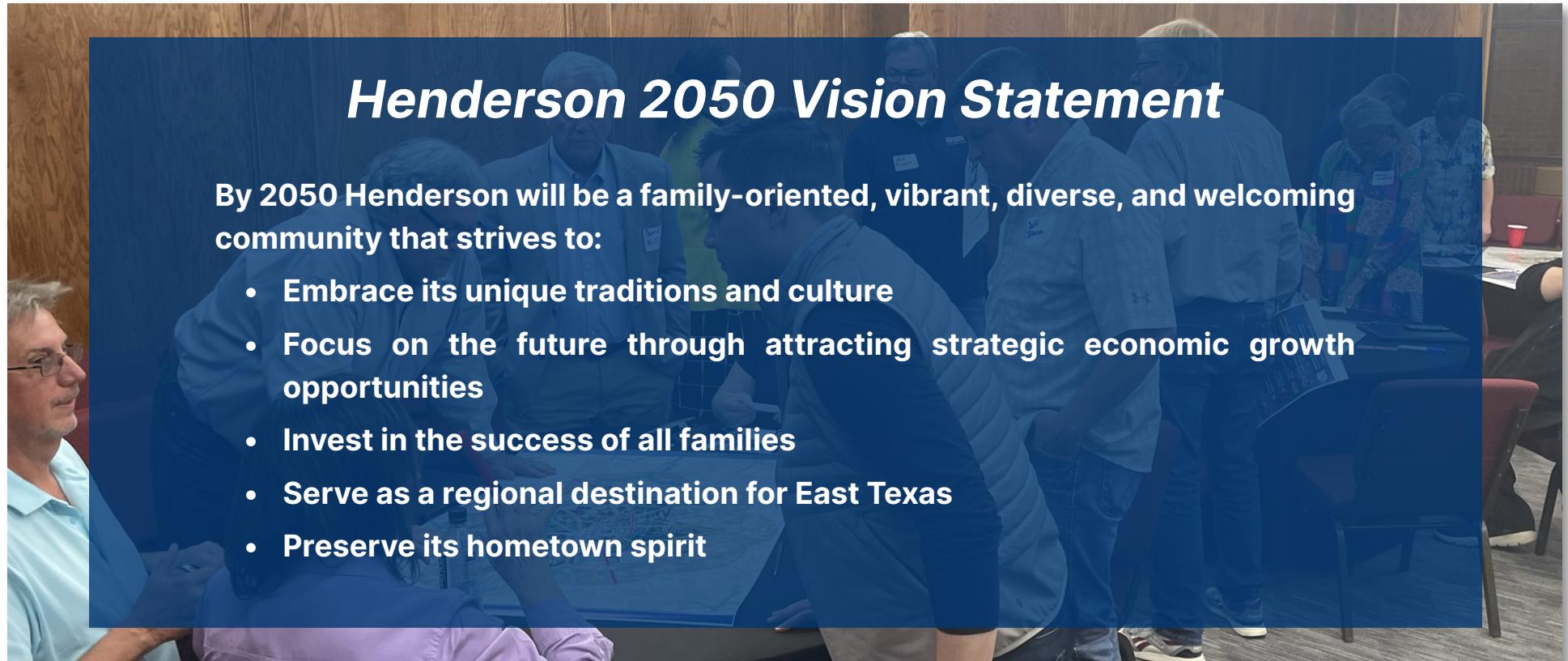
A Vision Statement should:

- Explain where the City desires to go (i.e., the result, not the process to get there)
- Be succinct and memorable
- Not be a laundry list of individual topics

## **Henderson 2050 Vision Statement**

**By 2050 Henderson will be a family-oriented, vibrant, diverse, and welcoming community that strives to:**

- **Embrace its unique traditions and culture**
- **Focus on the future through attracting strategic economic growth opportunities**
- **Invest in the success of all families**
- **Serve as a regional destination for East Texas**
- **Preserve its hometown spirit**



# Guiding Principles

Guiding Principles provide high level guidance across plan components, detailing the important general principles that should be followed in order to achieve the Vision. These Guiding Principles apply at the entire City level and shape the more detailed policies that apply to each topical area. The Future Land Use Plan, the Thoroughfare Plan, and all other strategies and action items created in this comprehensive plan represent a future Henderson community as it would exist if the Guiding Principles were implemented, and the vision is realized. As with the Guiding Principles, the Future Land Use Plan provides high level guidance and parameters for decision-makers and investors.

*To achieve our 2050 vision, Henderson will:*

1. *Support our small-town charm and core family-based values through the continued investment in family-friendly activities, easily accessible parks and open space, and an exceptional school system.*
2. *Continue to prioritize Downtown Henderson as an asset and central gathering space, by increasing parking options, retaining current businesses, and attracting new ones to the area.*
3. *Promote Henderson as a tourism destination to nearby urban centers and to the rest of the State by increasing branding and marketing opportunities for downtown and other key business locations.*
4. *Capitalize on the anticipated Loop 571 expansion by investing in new infrastructure improvements and by incentivizing strategic development along the corridor.*
5. *Attract new residential developments through partnerships with developers that offer a diversity of housing types and price ranges to support residents at all stages of their lives.*
6. *Invest in further expansion to Henderson's industrial/business park by attracting and retaining new and existing industries.*
7. *Create economic strategies and incentives to attract new businesses and jobs throughout the City.*
8. *Encourage walkability and multi-modal transportation options City-wide by providing sidewalks, hike, and bike trails.*
9. *Promote the health and vitality of Henderson's neighborhoods, businesses, and infrastructure.*
10. *Preserve the floodplain areas as natural open spaces, trails and corridors, and stormwater management assets.*
11. *Diversify entertainment options by attracting new commercial and destination related activity centers that provide activities for evening and weekends.*
12. *Create Public/Private Partnerships to increase access to high quality infrastructure.*
13. *Address Social Services needs by partnering with organizations that provide assistance and services to the local community.*
14. *Partner with local educational institutions to focus investment in existing and future educational opportunities and attract new options to the Henderson area.*



Open House Event



# 3

# Land Use

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# Introduction

Henderson's land uses vary by location and context. **Exhibit 2** details the City of Henderson's existing zoning map. Today, most of the city's commercial activity is clustered around major corridors, including the US Highway 79, TX Highway 64 thoroughfares and around the five-point intersection of SH 64, US 79, and SH 43, or as it is locally known as "the Star." Downtown Henderson, located at the center of town, is also a key activity center and economic generator for the City. Residential land uses are found nested in between large corridors and are also clustered around minor thoroughfares. Residential land uses are typically built in the form of single-family residential dwelling units with limited multifamily in central Henderson. The City also has a large industrial area in the northwest portion of town and is seeking to attract new industrial and commercial activity along the Loop 571 corridor as a key part of this comprehensive plan.

The City of Henderson obtains several spines of the FEMA 100-year floodplain, specifically on either side of Downtown. Although this floodplain limits residential and commercial development, it also provides a major opportunity for a connected park and trail network throughout the City.

## Land Use Policies

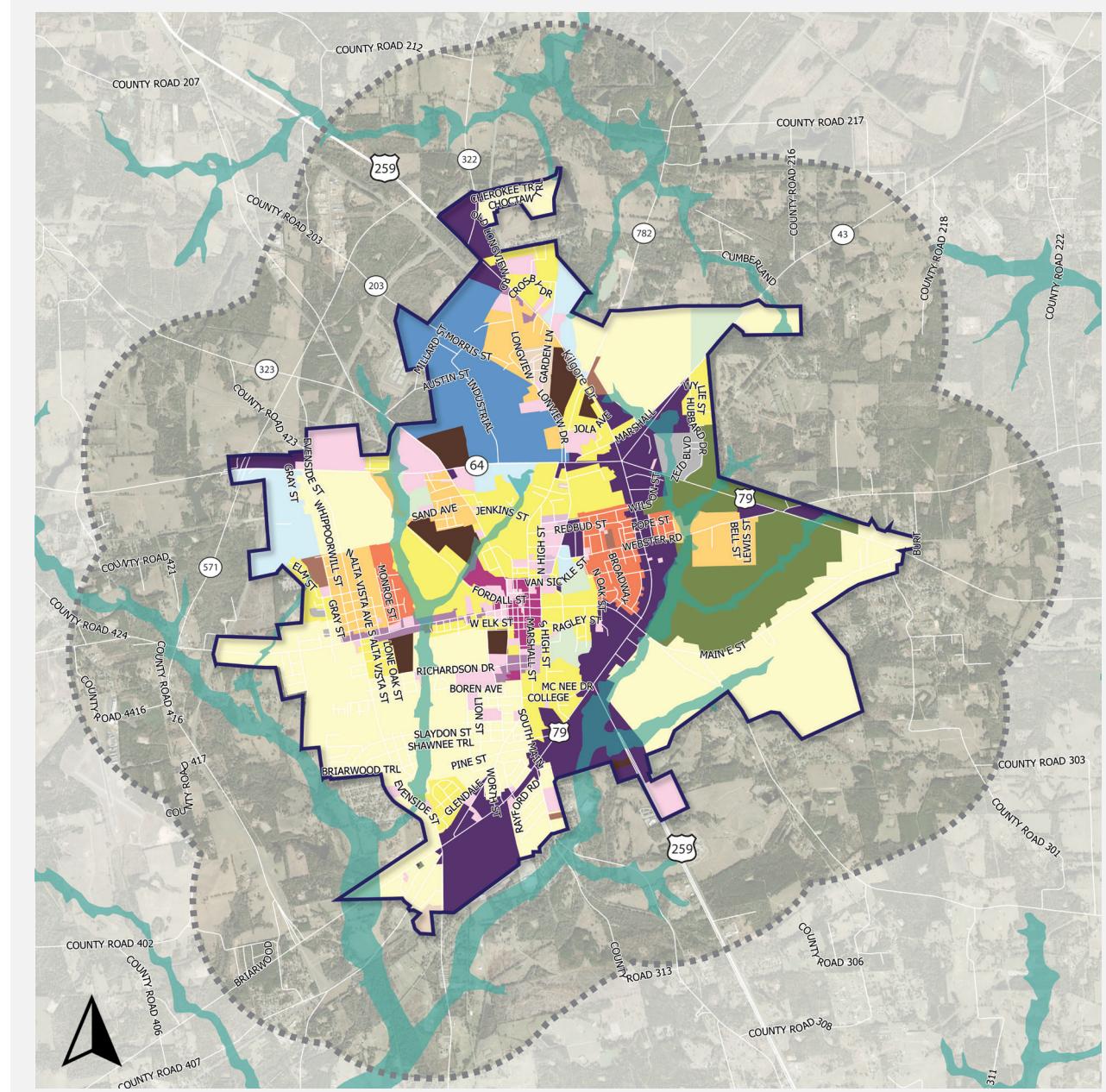
The following land use policies are intended to work in tandem with the Future Land Use Plan to create a future for Henderson that is backed by the community. These policies should be reviewed against all upgrades to the existing public realm, including development, redevelopment, and future public investments.

- The City of Henderson will utilize the Future Land Use Plan as the primary policy document for all future development and redevelopment decisions, including zoning, rezoning, development codes, land subdivisions, and all other aspects of the land development cycle.
- The City will continue to preserve historic and cultural assets found throughout the City, with a special emphasis on high-quality maintenance procedures of Downtown Henderson.
- The City will seek to limit vertical development in the floodplains, unless proper permitting is obtained, as well as other areas with steep slopes, exposure to toxins, pollutants, or other hazards that pose a threat to the ecological integrity of the affected area. Development decisions should be sustainable and work in conjunction with the ecological integrity of the City, not against it.
- Henderson will seek to attract new development that encourages businesses that provide local jobs, exciting entertainment and shopping destinations, and opportunities for existing business growth and success that will enhance the long-term economic sustainability for the City.
- The City of Henderson will implement policies and fund public improvement projects that encourage new residential developments and neighborhoods.
- If zoning decisions by City Council show a development pattern that is not in alignment with this Future Land Use Plan, the City should then review this Plan's Vision Statement, Guiding Principles, Future Land Use Plan, and/or Action Plan to see if amending the Plan is warranted.

# EXHIBIT 2 | HENDERSON ZONING MAP

## Legend

- Local Commercial
- General Commercial
- Low Intensity Industrial
- General Industrial
- Institutional
- Low Density Multiple-Family Residential
- Medium Density Multiple-Family Residential
- High Density Multiple-Family Residential
- Office Commercial
- Planned Development
- Parks and Recreation
- Low Density Single-Family Residential
- Medium Density Single-Family Residential
- High Density Single-Family Residential
- Manufactured Home
- Residential Estate
- Urban Commercial



# A Place-Based Approach to Future Land Use Planning

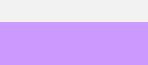
In order to encourage new land development in Henderson, the 2050 Comprehensive Plan moves away from a use-based approach to a place-based approach to foster flexibility in application and land uses for Henderson's future. Contrary to traditional future land use categories, placetypes not only describe future land uses, but also provide guidance on the scale of development, pedestrian amenities, and more. The placetypes found in the Henderson Future Land Use Plan establish overall visions for different areas of the city and encourage flexibility in design and land uses. However, the Henderson placetypes still provide specific land use guidance through categorizing future land uses in primary and secondary uses. The placetypes are intended to be adaptable enough to provide flexibility in land uses while also establishing a unified vision for the overall development pattern for Henderson.

## Placetypes

A total of nine different placetypes were created for the Henderson 2050 Comprehensive Plan. The graph on the right displays an overview of each placetype with their respective colors that will be displayed on the Future Land Use Plan.

The following pages provide a brief description of each placetype, as well as primary and secondary land use considerations and specific indicators and land use assumptions. Representative imagery is also provided to give greater detail on the inspired vision for each placetype.

## Placetype Overview

	Estate Residential
	Community Residential
	Compact Residential
	Neighborhood Commercial
	Community Commercial
	Mixed-Use Centers
	Light Industrial/Business Park
	Heavy Industrial/ Warehousing
	Downtown Henderson

## ESTATE RESIDENTIAL



### CHARACTER & INTENT

Predominantly single-family housing on large lots located on the outskirts of the community or enclaves within the city. Home sites are generally located in platted subdivisions. Residential uses are oriented to the interior of the site and may or may not include farm and livestock restrictions.

### LAND USE CONSIDERATIONS

#### Primary Land Use

Single-family detached homes

#### Secondary Land Use

Civic and institutional uses, parks, open space

#### Indicators & Assumptions

Lot size (range) minimum 2 acres

## COMMUNITY RESIDENTIAL



### CHARACTER & INTENT

Predominately single-family housing on detached lots. Homes generally located in platted subdivisions with all utilities, residential streets, and sidewalks. May contain a small number of convenience commercial businesses to support the neighborhood.

### LAND USE CONSIDERATIONS

#### Primary Land Use

Single-family detached homes

#### Secondary Land Use

Civic and institutional uses, parks, open space, small amounts of neighborhood-serving retail and office in specific locations.

#### Indicators & Assumptions

Lot size (range) typically less than 2 acres; Connected to public utilities

## COMPACT RESIDENTIAL



### CHARACTER & INTENT

Can support a variety of housing types, including small-lot single family detached, patio homes, townhomes, and duplexes in a compact network of complete, walkable streets that are easy to navigate by car, bicycle, or foot. May contain a small number of commercial businesses to support the neighborhood.

### LAND USE CONSIDERATIONS

#### Primary Land Use

Small-lot single-family detached, patio homes, townhomes, duplexes

#### Secondary Land Use

Civic and institutional uses, parks, open space, small amounts of neighborhood-serving retail and office in specific locations.

#### Indicators & Assumptions

Lot size (range) typically less than 1/2 acre

# NEIGHBORHOOD COMMERCIAL



## CHARACTER & INTENT

Neighborhood Commercial development is characterized by small, free standing buildings containing one or more businesses. Unlike larger shopping centers that may attract regional customers, Neighborhood Commercial primarily provides services for the surrounding neighborhoods and city. Business types may include restaurants, local retail, medical offices, banks, and other retail and service uses.

## LAND USE CONSIDERATIONS

### Primary Land Use

Retail and commercial

### Secondary Land Use

Civic and institutional uses, parks, open space

# COMMUNITY COMMERCIAL



## CHARACTER & INTENT

Community Commercial are developments that are larger in scale and attract regional traffic for shopping and retail needs. National retailers and grocery stores would typically be located in this placetype. Community Commercial can also obtain smaller retail or office destinations as well, such as medical offices or boutiques, but are typically anchored by several national vendors. Business types may include restaurants, national retailers, discount stores, grocery stores, fast food restaurants, and other retail and service uses.

## LAND USE CONSIDERATIONS

### Primary Land Use

Retail and commercial

### Secondary Land Use

Civic and institutional uses, parks, open space

# MIXED-USE CENTERS



## CHARACTER & INTENT

Mixed-Use Centers offer the ability to live, work, and play in one geographically compact area, with a high intensity of uses organized around nodes of activity. This placetype includes a mixture of different housing options within close proximity to the goods and services that residents use on a daily basis and may serve as an employment center and shopping destination for adjacent neighborhoods as well. Buildings typically stand two or more stories, with residences or offices located above street level storefronts. The design and scale of development in a Mixed-Use Center encourages active living through a comprehensive network of walkable, complete streets.

## LAND USE CONSIDERATIONS

### Primary Land Use

Retail, commercial, condominiums, apartments, offices, hotel, entertainment centers, service and office uses

### Secondary Land Use

Civic and institutional uses, parks, open space

## LIGHT INDUSTRIAL/ BUSINESS PARK



### CHARACTER & INTENT

The Light Industrial/Business Park placetype describes business and office-related land uses, as well as light industrial uses that require limited raw material, space, and power. Office and business park land uses should be supported by nearby retail and restaurant uses so employees can stay in town for errands.

### LAND USE CONSIDERATIONS

#### **Primary Land Use**

Business parks, technology/data centers, flex offices, office buildings, medical offices, industrial-related office uses, small scale construction shops

#### **Secondary Land Use**

Retail and office uses, civic and institutional uses, parks and open spaces

## HEAVY INDUSTRIAL/ WAREHOUSING



### CHARACTER & INTENT

Heavy Industrial/Warehousing areas provide jobs and keep people in the city. The employee per square foot of building space is usually low due to the large buildings that are typically needed for storage and logistics. This placetype is generally found near major transportation corridors (i.e., highways and railways) and may include manufacturing centers, large processing plants, warehousing, or logistics hubs.

### LAND USE CONSIDERATIONS

#### **Primary Land Use**

Manufacturing, distribution centers, logistics, warehousing, trucking, other heavy industrial uses

#### **Secondary Land Use**

Retail and office uses, civic and institutional uses, parks and open spaces

## DOWNTOWN HENDERSON



### CHARACTER & INTENT

Downtown is the traditional core of economic, entertainment, and community activity for Henderson. Downtown would also be an employment center and shopping destination for residents of surrounding neighborhoods. The design and scale of the development encourages active living, with a comprehensive and interconnected network of walkable streets.

### LAND USE CONSIDERATIONS

#### **Primary Land Use**

Retail, commercial, offices, hotels, entertainment centers, service and office uses, small lot, single-family detached homes, townhomes, duplexes, condominiums and apartments

#### **Secondary Land Use**

Civic and institutional uses, parks, open space

# Future Land Use Plan

The Future Land Use Plan should act as a tool to City staff to guide development patterns in Henderson over the next 20 to 30 years and should be flexible in nature to allow for a variety of compatible land uses. The Future Land Use Plan should not be confused with a zoning document; zoning is determined on a parcel-specific basis. The Henderson Future Land Use Plan is different in that it determines the overall vision of how land should be laid out over the next 20 to 30 years. Current and future zoning changes should be in alignment with the Future Land Use Plan and should reflect the desired intensity and form for each area under consideration. The Future Land Use Plan, pictured in **Exhibit 3** on page 31, displays how land uses should be organized in the City of Henderson in 2050.



Focus Group Workshop

The Henderson Future Land Use Plan capitalizes on key nodes and corridors throughout the city. Loop 571 is a key example of this application, as the north portion of the corridor is designated for light and heavy industrial development. Several major activity nodes have been identified in the Future Land Use Plan, including the intersection of US 259 at Loop 571, US 79 at Loop 571, and in the southeast area of Henderson along US 259. These major activity nodes should consist of a mix of land uses, including residential, retail, and other major destinations. Downtown Henderson is also recognized as its own activity destination center but is given its own placetype to fully embody Downtown's unique historic character and design.

Major commercial and industrial development is concentrated along major corridors. US 259/US 79 is a prime example of this, starting off as a major mixed-use activity center, followed by industrial and highway commercial land uses. Large retail destinations such as Walmart are currently located along this corridor.

Residential land uses are concentrated around Downtown Henderson and in between major corridors. Compact Residential is mainly found around the Downtown area where streets are gridded. New planned Suburban Residential is focused on the periphery of the City, with new Estate Residential planned in Henderson's ETJ.



Focus Group Workshop

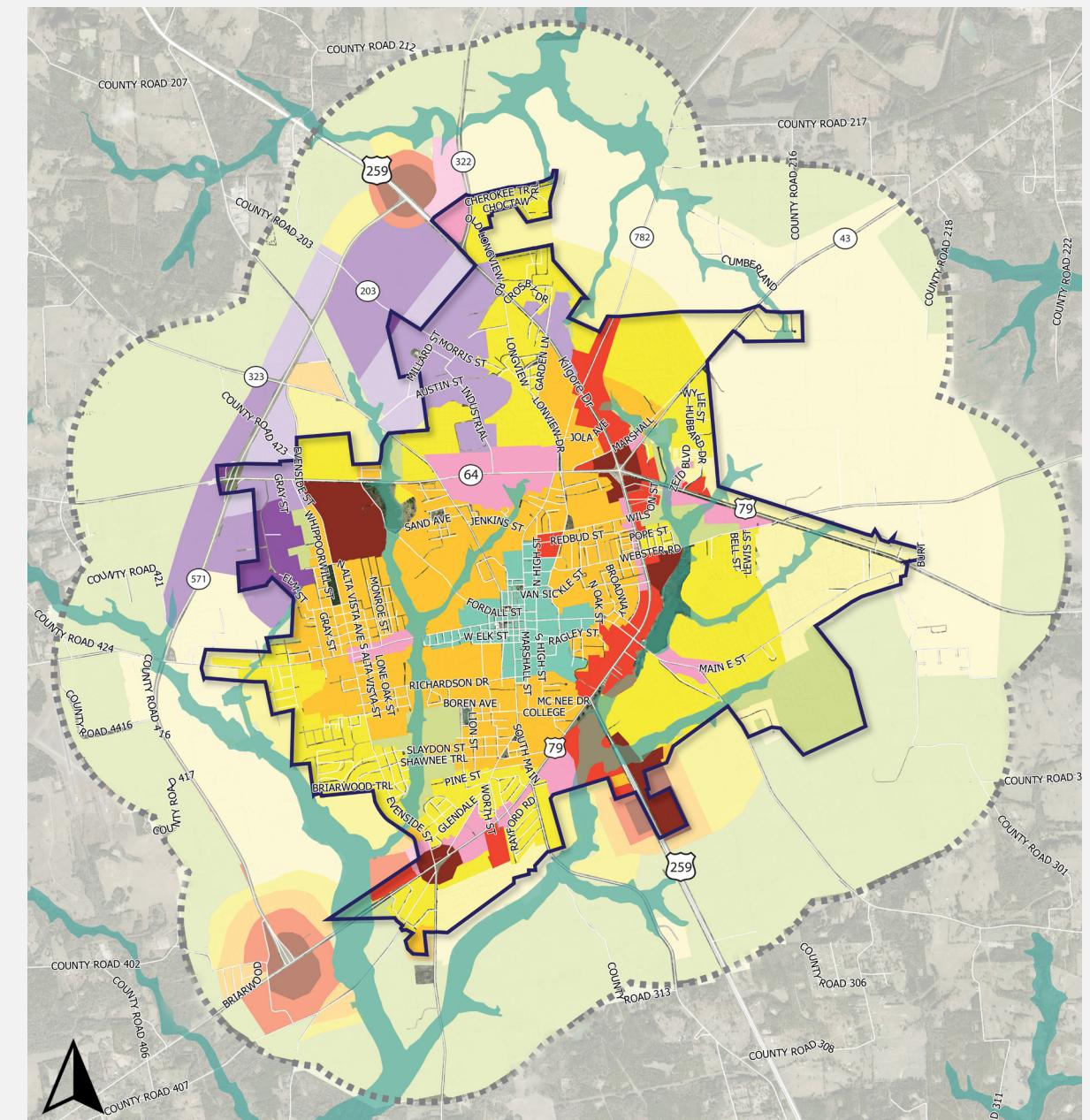
# EXHIBIT 3 | FUTURE LAND USE PLAN

## Legend

The legend consists of a vertical list of categories, each preceded by a colored square. The categories are: Estate Residential (light yellow), Community Residential (yellow), Compact Residential (orange), Downtown Henderson (teal), Neighborhood Commercial (pink), Community Commercial (red), Mixed-Use Centers (dark red), Light Industrial (light purple), Heavy Industrial (dark purple), Open Space (light green), City Limits (dark blue), Extra Territorial Jurisdiction (four black squares), and Floodplain (teal).

Category	Symbol
Estate Residential	Light Yellow
Community Residential	Yellow
Compact Residential	Orange
Downtown Henderson	Teal
Neighborhood Commercial	Pink
Community Commercial	Red
Mixed-Use Centers	Dark Red
Light Industrial	Light Purple
Heavy Industrial	Dark Purple
Open Space	Light Green
City Limits	Dark Blue
Extra Territorial Jurisdiction	Four Black Squares
Floodplain	Teal

A Comprehensive Plan shall not constitute zoning regulations or establish zoning boundaries. The Future Land Use Plan represents a vision for future land use and design.



# Development Implications

Development implication projections were analyzed for Henderson's Future Land Use Plan. The following graphics display projections for Henderson's anticipated jobs, energy usage, available retail and residential square footage, and more based on the Future Land Use Plan. These statistics, while important for the City to use as a tool to guide future development and policies, should not be taken as law. Much like population projections, the development implications are subject to change based on unforeseen events or future market changes. However, the development implications described below can still be utilized by City staff when making future land use, zoning, public services, or infrastructure improvement decisions.

**Table 3.1** describes an overview of the Future Land Use Plan development implications.

**Table 3.2** provides summary statistics for the Future Land Use Plan projects once the proposed land use mix is achieved.

**Table 3.3** provides breakdown of acreage by placetype in the Future Land Use Plan.

**Table 3.4 - Table 3.6** also provide additional implications of the Future Land Use Plan.

**Table 3.1 | Future Land Use Plan Development Implications Overview**

<b>Growth Distribution</b>	Within City limits along Loop 571 corridor; Development/redevelopment in key strategic opportunity areas (catalyst areas) within City limits and ETJ
<b>Focus Areas</b>	Downtown Henderson, Hwy 79, Loop 571 corridor, Willow Lake Mixed-Use, Gateway ETJ Nodes
<b>Infrastructure (Water, Wastewater, Drainage)</b>	Significant expansion of water / possibly wastewater (if not septic)
<b>Mobility/Transportation</b>	Multi-modal improvements (cars, bikes, pedestrians, strategic route circulator), traffic operations improvements; targeted network expansions; fill in sidewalk gaps; expand/extend trails connecting nodes together - circulator system between nodes
<b>Quality of Life (Community / Neighborhoods)</b>	Focused infill around Downtown and new residential density at nodes
<b>Floodplain/Creeks</b>	New park investments focused on strategic growth areas; type of parks based on development context (more diversity/new park types); new parks focused on local community and visitors
<b>Housing</b>	Higher density/mixed-use in nodes and lower density in between
<b>Jobs (Economic Development)</b>	Different activity/economic generators associated with each node and along the Loop 571 corridor
<b>Downtown</b>	Downtown becomes a strategic node with unique character

**Table 3.2 | Future Land Use Plan Summary Statistics**

Population	24,819
Dwelling Units	11,686
Households	10,985
Jobs	23,326

**Table 3.3 | Placetypes by Acreage**

	<b>Acres</b>	<b>% of Planning Area</b>
Estate Residential	4,445	21.2%
Community Residential	2,851	13.6%
Compact Residential	1,843	8.8%
Neighborhood Commercial	470	2.2%
Community Commercial	703	3.4%
Downtown Henderson	265	1.3%
Mixed-Use Center	454	2.2%
Light Industrial/ Business Park	795	3.8%
Heavy Industrial/ Warehousing	599	2.9%
Open Space	8,546	40.8%
<b>TOTAL</b>	<b>20,971</b>	<b>100%</b>

**Table 3.4 | Future Land Use Plan Jobs by Sector**

All Retail Employment	12,822
All Office Employment	6,306
All Public Employment	1,301
All Industrial Employment	2,896
<b>Total</b>	<b>23,326</b>

**Table 3.5 | Future Land Use Plan Building Area**

<b>Residential</b>	Large Lot Detached Single-Family Building Area	21.99 M
	Small Lot Detached Single-Family Building Area	12.24 M
	Attached Single-Family Building Area	0.67 M
	Multifamily Building Area	0.47 M
	<b>Residential Building Area Total</b>	<b>35.37 M</b>
<b>Retail</b>	Retail Services Building Area	4.35 M
	Restaurants Building Area	1.47 M
	Arts and Entertainment Building Area	1.19 M
	Other Retail Building Area	1.82 M
	<b>Retail Building Area Total</b>	<b>8.84 M</b>
<b>Office</b>	Office Services Building Area	2.01 M
	Medical Services Building Area	0.06 M
	<b>Office Building Area Total</b>	<b>2.07 M</b>
<b>Public</b>	Public Administration Building Area	0.32 M
	Education Building Area	0.73 M
	<b>Public Building Area Total</b>	<b>1.05 M</b>
<b>Industrial</b>	Transportation/Warehouses Building Area	2.67 M
	Wholesale Building Area	0.66 M
	<b>Industrial Building Area Total</b>	<b>3.33 M</b>

**Table 3.6 | Future Land Use Plan Housing by Type**

Large Lot Detached Single-Family Dwelling Units	5,193
Small Lot Detached Single-Family Dwelling Units	5,539
Attached Single-Family Dwelling Units	375
All Multifamily Dwelling Units	578
<b>Total</b>	<b>11,686</b>

## Population Projections

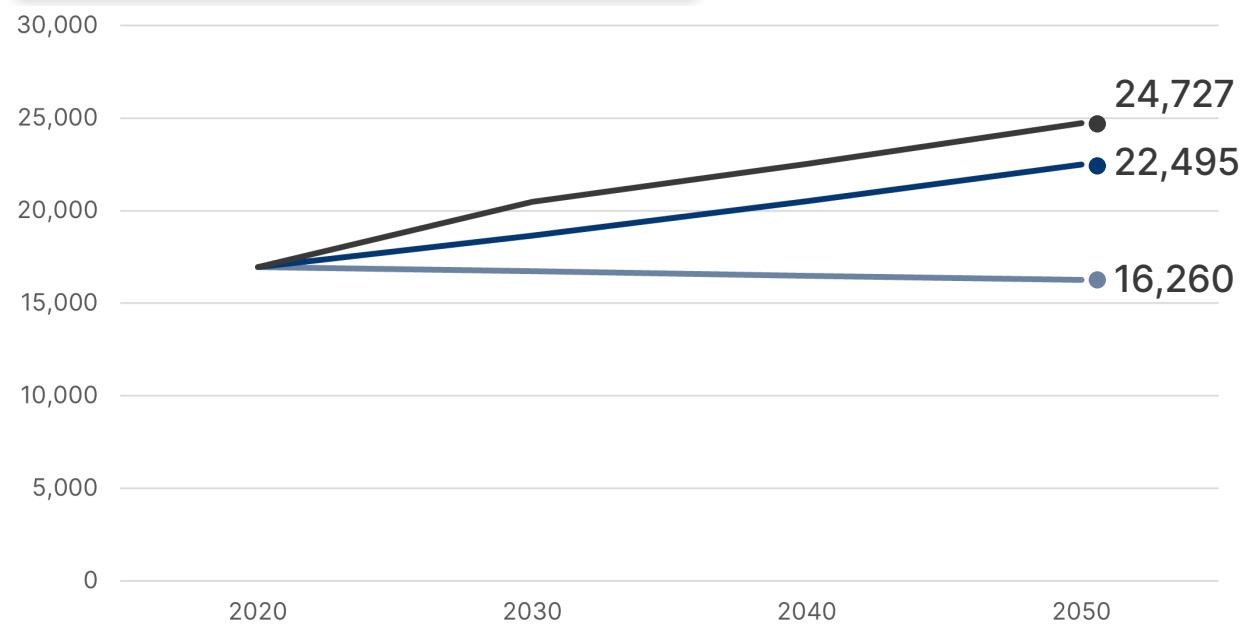
A key component of land use planning is to project a community's future population. This is important because it helps City staff understand how much land, infrastructure, and public services will be needed to support the expected population in 2050. These projections can be used to guide public improvement projects such as new roads, infrastructure, and housing. Several data sources were reviewed to create the population projections for Henderson, including Henderson's historic population growth rate, the Texas Water Development Board population projections, and Rusk County growth rates.

Population projections are meant to guide future development and public investment decisions. However, much like the development implications outlined in the previous section, Henderson's population projections should not be considered final. Rather than providing a single number to project Henderson's anticipated 2050 population, a population range was created based on the three data sources. In 2050, Henderson's population should fall somewhere between 16,260 – 24,727 people. Based on Henderson's historic population rates, the City could still be stagnant in population growth, or even lose population. However, based on regional growth projections, Henderson could anticipate a 2050 population closer to ~22,000 – 25,000 residents.

Table 3.7 | Henderson Population Projections

Year	Historic Population Growth Rate	Water Development Board Projections	Rusk County Growth Rate (Water Development Board)
2020	16,959	16,959	16,959
2030	16,723	18,633	20,481
2040	16,490	20,494	22,527
2050	16,260	22,495	24,727

Figure 3.1 | Henderson Population Projections



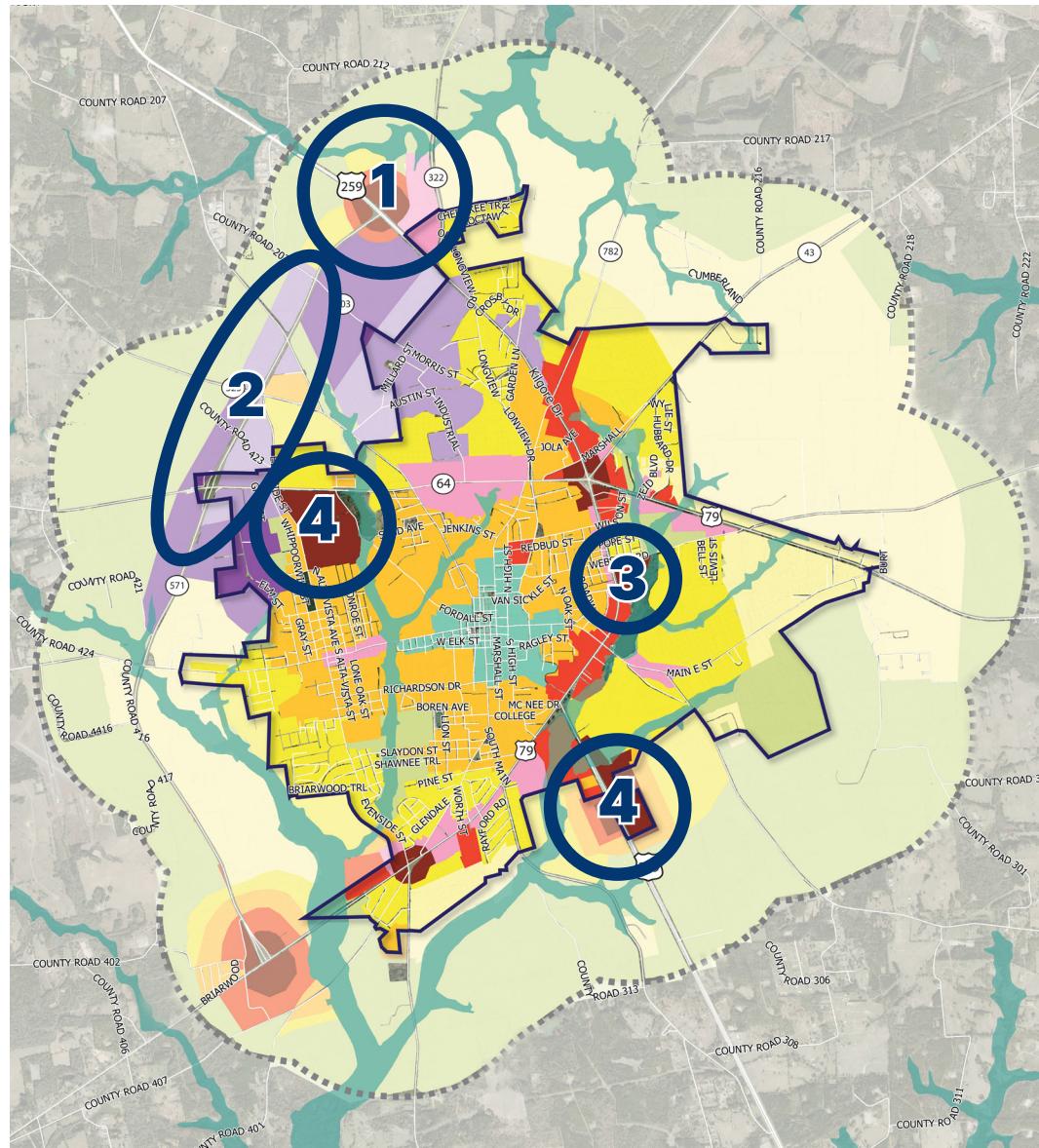
# Strategic Catalyst Sites

A catalyst site is a property or area of land that has the potential to stimulate or accelerate development once significant public investments are made. It is often located in a strategic area of the City that is ripe for attracting private investments, creating jobs, or to spur economic growth. Five catalyst sites have been identified as major development or redevelopment opportunities for the City of Henderson.

**Figure 3.2** displays the City's catalyst sites, which are listed below:

1. Northern Gateway
2. Linear Business District
3. Willow Lake Mixed-Use
4. Mixed Use Centers (two separate areas)

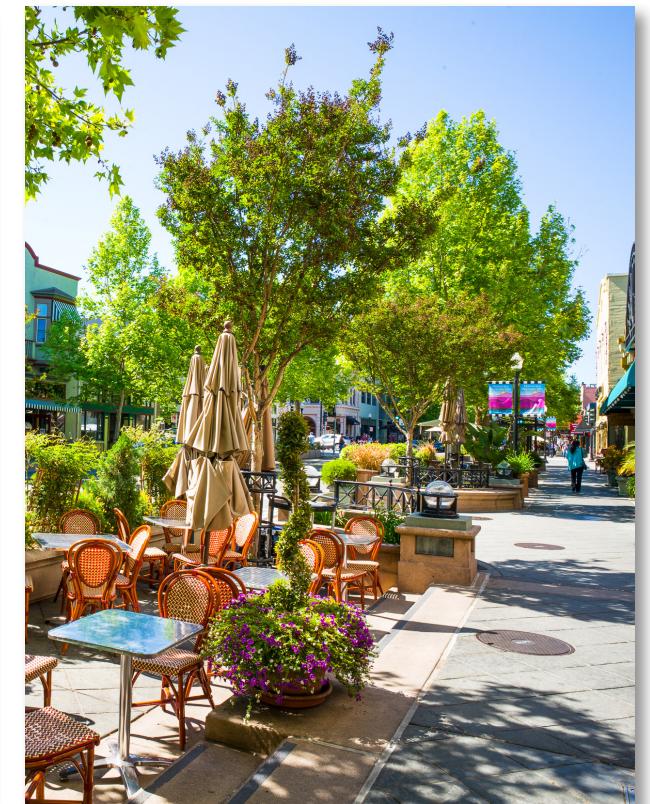
Figure 3.2 | Catalyst Sites



## Catalyst Site 1: Northern Gateway

US 259 is a major highway that brings in traffic from Kilgore and Interstate 20 into Henderson. Additionally, this area also provides access to the northern end of the Loop 571 corridor. Because of the area's ripe location and key gateway position in the City, it is recommended that this node become a key mixed-use and commercial node for Henderson. Although this node is currently outside of the City Limits, City staff should work with developers to annex land by offering development incentives, streamlining the development process, offering tax breaks, or other incentives needed for the successful implementation of this catalyst site.

*Representative Imagery*



## Catalyst Site 2: Loop 571 Linear Business District

The proposed Industrial Park and the US 259/Loop 571 Commercial Node (the catalyst site from the previous section) should be implemented complementary to each other. Because of their proximity, implementation of these two catalyst sites should work in tandem to promote a major activity center and economic generator for the City of Henderson. This can include adding multimodal connectivity options such as sidewalks between the sites, hike/bike trails, and internal street networks.

A concept for a new business park is in the works along Loop 571, between FM 2276 and SH 323/Van Buren Street. This proposed 10-acre business park, dubbed the "East Texas Regional Business Park" can act as a key industrial and office hub for Henderson. During the initial master planning of the site, it is feasible to construct over 1.2 million square feet of office and industrial space which will span across 22 buildings. The master plan also includes a half-mile trail around the existing on-site pond, and a one-mile trail around the greenbelt area. The East Texas Regional Business Park could generate new economic growth for Henderson and spur new development along the Loop 571 corridor. As the development comes in, it is encouraged that the City work with property owners and developers to incentivize adding these areas into the City limits by offering new water and sewer infrastructure.



Proposed East Texas Regional Business Park (Courtesy of Stokes & Associates)

Proposed Building in the East Texas Regional Business Park (Courtesy of Stokes & Associates)



## Catalyst Site 3: Willow Lake Mixed-Use

Willow Lake in Henderson is a City-owned lake that spans approximately 30 acres and is located just northeast of the intersection of E Main Street and US 79. The parcel the lake sits on was previously owned by the Henderson Fishing Club, and gave the City a 100-year lease, which has now expired. Historically, Lake Willow had been used for drinking water for Henderson's residents through a ground storage tank, however, this tank does not supply water today.

The vision for the area surrounding Willow Lake seeks to create a vibrant, bustling lakefront destination that attracts visitors from across Henderson to relax and enjoy the lakefront view. The lake is envisioned to be transformed into a mixed-use destination that seamlessly blends its natural beauty with modern amenities. The lake's shoreline would be lined with new restaurants, cafes, and boutique shops where visitors can dine, shop, and relax while taking in the natural beauty of the lake.

Today, existing businesses on the west side of Willow Lake face US 79. As development and redevelopment in this area occurs, it is recommended that businesses be reconfigured to face towards the lake to make the development more walkable, enjoyable, and connected to nature. Public investments can transform this lake to a community asset. These investments can include bank stabilization, green infrastructure such as rain gardens, bioswales, and permeable pavement, and public amenities including a boardwalk, trails, or hike and bike paths. Additional placemaking elements can be installed around the lake, such as parking, landscaping improvements, parks, playgrounds, gateway and wayfinding signage, and public art. The City should incorporate these amenity investments into future city funding mechanisms and capital improvement funds.

Several challenges exist on this lake that will need to be overcome in order to achieve the vision for Willow Lake. For example, obtaining legal ownership and development rights to the parcel itself will need to be explored and finalized before public improvements can be made to this lake. Additionally, the dam on the south side of the lake should be either reconstructed or removed. However, in order to do this, the City must work with adjacent property owners along the waterfront near the dam if it were to be removed. Ultimately, partnerships with property owners around the entire lake are key for this overall vision to be implemented. A solution such as creating a public improvement district (PID) around the lake could ensure implementation of the Willow Lake Mixed-Use District.

### Representative Imagery



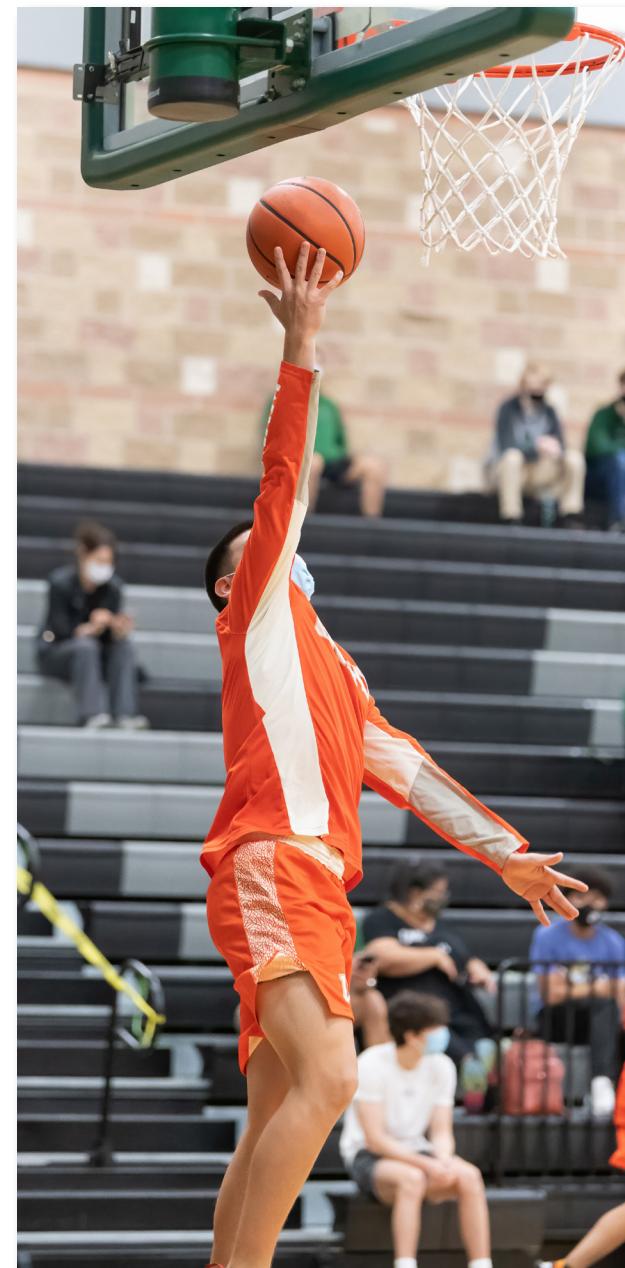
## Catalyst Site 4 & 5: Mixed-Use Centers

Catalyst site #4 consists of prime, undeveloped land that sits within the City limits. A consistent need heard throughout the public engagement process included the desire for Henderson to have a new and larger sports complex. This area is being scrutinized to determine the feasibility of that large, regional sports complex that could bring in new revenue and tourism into the City.

The final catalyst site ripe for development includes the area around the existing Henderson Sports Complex and Wylie Elementary School. This area is ripe for mixed-use development, and can include shops, restaurants, and hotels along US 259, surrounded by additional housing developments that can be supported by the nearby elementary school. US 259 is also a key southern gateway that connects visitors from Lufkin, Nacogdoches, and other southern cities to Henderson. This opportunity area can be improved with public investments through the construction of gateway signage, large retail centers, and hotels and tourism attractors.

If it is determined that the northwest catalyst site is not feasible for the construction of a sports complex, then Catalyst Site #5 could be an alternative location for that facility. Because of the presence of the existing sports complex facility located here, this presents the City with two feasible options to consider when finalizing plans for the new sports complex:

- **Option 1:** Catalyst Area #4 becomes a new sports complex. The areas surrounding the sports complex could include hotels, restaurants, and other horizontal mixed-use destinations. Catalyst Site #5 would then mainly focus on attracting new residential development.
- **Option 2:** Catalyst Area #4 becomes a low intensity horizontal mixed-use destination, with shopping destinations, restaurants, and other businesses, but would have no sports complex. A portion of Catalyst Site #4 could then support additional residential development to support the businesses that would locate here. Therefore, in Catalyst Site #5, the City could place additional investment in the expansion of the City's existing sports complex.



# Housing and Jobs

The residents of Henderson make this city unique in its character and form. Through the community engagement process, a key concept heard was the need for additional housing in Henderson. Today, the community experiences challenges attracting new housing developments because much of the undeveloped land ripe for residential development consists of large estates. Additionally, infrastructure such as water and sanitary sewer lines are not constructed in the periphery areas of the city and ETJ, creating barriers for new residential development within Henderson. It was also heard through the engagement process and market demand analysis that new jobs in Henderson exist, but businesses struggle to find housing for their employees in order to continue to spur economic development. Therefore, identifying strategies for new residential housing is seen as a key aspect of this Comprehensive Plan.

The Future Land Use Plan provides guidance on the location and intensity of new residential development. The highest density residential development placetype, Compact Living, should consist of residential dwelling units less than  $\frac{1}{2}$  acre in size. The second tier of residential housing in Henderson is Community Residential and can range between  $\frac{1}{2}$  acre to 2 acres in size. The final residential placetype is Estate Residential, which is recommended only in the periphery of Henderson's planning area in the ETJ and on the east side of town within the City limits.

In order to achieve a true mix of residential housing in each placetype, the City should support infill and new residential development projects that are diverse in lot size and density. As the City works towards the long-term goal of achieving the placetypes recommended in the Future Land Use Plan, in the interim, it is recommended that the City focus on infill development projects, specifically in the Compact Housing placetype identified in the future Land Use Plan. It is recommended that the City conduct a housing study to identify specific parcels that are ripe for infill development and greenfield development in the ETJ in order to spur new residential housing projects. Additionally, it is recommended that the City partner with developers seeking to redevelop properties that are currently underutilized, which could help jumpstart new residential development. These partnerships could consist of providing financing or other incentives to developers who are interested in working with the City on redevelopment projects.

***"In order to achieve a true mix of residential housing in each placetype, the City should support infill and new residential development projects that are diverse in lot size and density."***

*Housing in Henderson*



Attainable housing, or workforce housing, is highly desired in Henderson. This consists of the desired “missing middle” housing that consists of small lot single family homes, townhomes, and apartment complexes. Workforce housing, or attainable housing, refers to residential properties that are designed to be affordable for individuals and families who are employed within the Henderson area. These properties are often developed with the goal of providing housing for people who work in the local area, such as teachers, police officers, firefighters, and other essential workers. Workforce housing can also be subsidized by governments or non-profit organizations to help ensure that the cost of living is affordable for those who need it most. It is recommended that the City and the Henderson Economic Development Corporation incentivize a diversity in their housing stock. Below consists of a summary of programs the City can implement to incentivize the missing middle housing stock in Henderson:

- **Tax Incentives for Affordable Housing:** Offering tax incentives to developers who build affordable housing can incentivize new missing middle housing and diversify available housing stock in Henderson. This can include tax credits, exemptions, or other financial incentives that can help offset the cost of construction.
- **Community Land Trusts:** Establishing community land trusts, which are nonprofit organizations that acquire land and hold land for the purpose of creating affordable housing can help ensure that affordable housing remains attainable in perpetuity and can be a useful tool for small cities with limited resources.
- **Property Tax Abatements:** Offering property tax abatements or reduction for developers who build affordable housing or who rehabilitate existing housing can make the new housing stock more affordable. This can reduce the cost of living for residents and encourage developers to invest in the city.

*Housing and Businesses in Henderson*



## Land Use Action Plan

**Landowner Partnerships.** Work with long time property owners and estates of property owners to discuss the opportunities afforded to their properties in the Future Land Use Plan.

**Zoning Code.** Update the Henderson Zoning Code to support the desired vision and development character established in the Future Land Use Plan.

**Development Regulations.** Create updates to Henderson's development regulations to ensure consistency with the Henderson 2050 Comprehensive Plan, remove provisions or restrictions that create barriers to the development patterns and character envisioned by the plan, and provide tools and techniques to give developers and staff flexibility in designing and reviewing projects that meet the intent of the plan.

**New Housing.** Conduct a housing study to identify specific housing types and quantities necessary to support economic development initiatives and needed workforce to support those initiatives. The housing study should:

- Assess availability of housing;
- Assess needed housing types, price points and future demand;
- Identify gaps in existing housing stock;
- Identify parcels of undeveloped land that are ripe for residential development;
- Establish strategies for essential housing types necessary to support attracting desired employers to the community.

**Infill Housing.** Further partnerships with infill housing developers and consider incentives when appropriate for development of vacant properties in existing neighborhoods with a variety of quality housing types appropriate to each neighborhood/placetype.

**Housing Diversity.** Promote development of quality housing for people at all stages of their lives. Ensure zoning classifications allow for a range of housing types that meet the needs of all ages, abilities, and income levels.

**Incentivize “Missing Middle” Housing.** Take proactive measures to incentivize the highly desired “missing middle” housing in Henderson by completing the following actions:

- Establish design guidelines for missing middle housing that includes guidance for the character and form of

townhomes, duplexes, small apartment complexes, single-family for rent, and other types of housing not falling under the single-family detached unit umbrella.

- Proactively rezone undeveloped parcels falling in the Compact Housing placetype to Medium or High Density Residential. Work towards having no parcels that fall in the Compact Housing placetype are zoned Low Density Residential.
- Consider implementing a development program, such as density bonuses, tax incentives, or property tax abatements to developers who seek to build missing middle housing units in Henderson.

**Mixed-Use Zoning.** Create a mixed-use zoning classification or zoning overlay in Henderson to allow for a mix of uses in key locations.

**Character Preservation.** Encourage preservation of buildings and places that contribute to Henderson's unique character by establishing flexible standards for adaptive reuse of older buildings, and incentives when appropriate to assist property owners in upgrading older buildings to meet newer code requirements.

**Downtown Mixed-Use.** Review Downtown Zoning Standards and consider revisions that allow single use residential buildings with "retail ready" ground floor to allow changing market trends to be accommodated over time and minimize vacant ground floor spaces.

**Lake Willow Ownership and Partnerships.** Retain a land use attorney to review ownership documentation for Lake Willow. Complete the necessary steps to obtain legal ownership of the lake. Additionally, work with adjacent property owners to rally support for creating a vibrant, mixed-use lakefront around Willow Lake.

**Lake Willow PID.** Establish a public improvement district (PID) around the properties surrounding Lake Willow. Utilize this money to construct public improvements around the lake, such as reconstructing (or removing) the dam, trail and sidewalk construction around the lake, and the creation of lakefront pedestrian amenities such as benches, lighting, or wayfinding signage.

**Sports Complex.** Determine a location for the proposed Henderson Sports Complex. Advertise to developers considering locating in Henderson the plans for the sports complex and the retail and residential developments that will be needed to support this new activity.

**Catalyst Sites.** Advertise to developers and property owners the location and visions for the six catalyst sites established in this Comprehensive Plan.



# 4

# Loop 571

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# Introduction

Loop 571 is a major roadway that runs through Henderson on the west side of the City. The thoroughfare is a two-lane road that stretches for approximately five miles and serves as a bypass route for travelers and heavy truck traffic. The loop begins on the northwest side of Henderson along the US 259 corridor and continues south, intersecting with several other major roads along the way, including FM 203, SH 323, SH 64, FM 13, and terminates at its intersection with US 79 to the southwest area of the City.

Loop 571 is a crucial transportation artery for Henderson and the wider region, as it connects Henderson to other major highways and provides easy access to nearby towns and cities. This highway is a critical asset to the City and is a major focus of this Comprehensive Plan.

## Loop 571 Policies

The following policies are intended to guide future development along the Loop 571 corridor. These policies should be reviewed against all upgrades or improvements to Loop 571, including development, redevelopment, and future public investments.

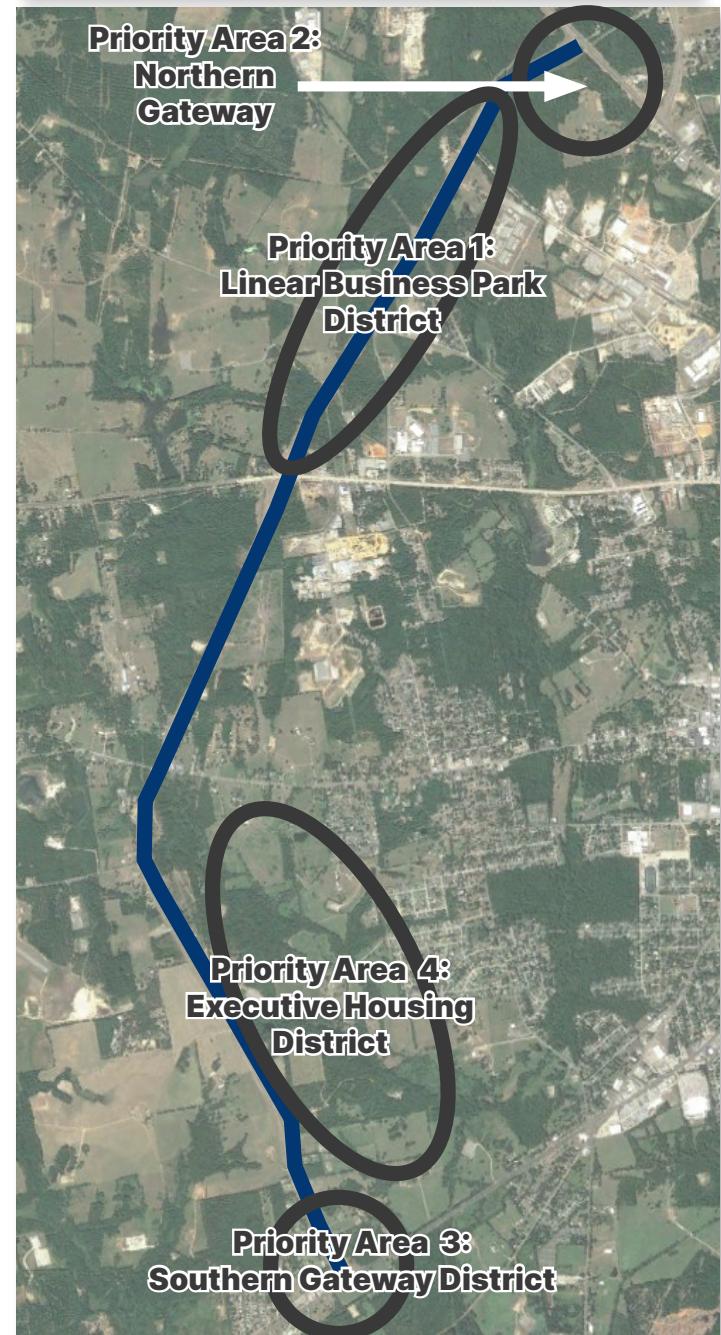
- The City of Henderson will prioritize property-owner-initiated annexations of land around the entire Loop 571 corridor.
- The City will encourage and strengthen relationships with landowners along the Loop 571 corridor in order to retain and grow Henderson's tax base.
- The City will continue to work with developers to create unique destination districts that build off existing areas of cultural or architectural distinction to attract residents and businesses.
- Maintain a strong relationship with TxDOT.
- Henderson will create and nurture positive identities for each district that differentiates them from surrounding communities, promoting unique characteristics through branding elements, unified marketing materials, and first-class development.
- The City will continue to partner with the Henderson Economic Development Corporation on projects and enhancements that will benefit Loop 571.
- The City will provide infrastructure improvements in a manner to strategically phase future development along the Loop 571 corridor and provide fiscal balance.

# Vision and Opportunities

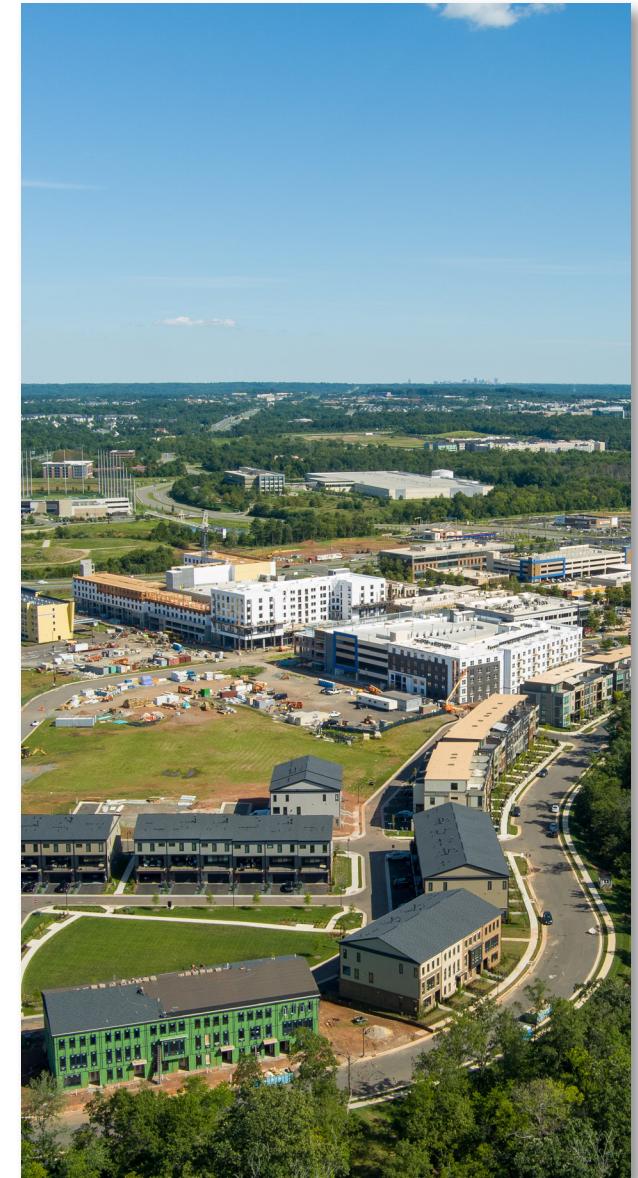
Throughout this planning process, several areas along Loop 571 were identified as catalyst or gateway areas which have the potential to create economic development activity, and are displayed in **Figure 4.1**. The distinct attributes of these districts and their position along multiple primary thoroughfares have the potential to elevate the image of Henderson to the East Texas region, as the vision becomes reality and continues to build upon its potential for the future.

The Northern Gateway, Loop 571 Linear Business District, Executive Housing District, and the Southern Gateway have been identified as strategic investment areas. While each area has contributing factors that distinguish each district, there is continued opportunity within all districts to develop the character the citizens of Henderson desire.

Figure 4.1 | Loop 571 Focus Areas



## Vision for Loop 571



## Northern Gateway District

The Northern Gateway District is located at the intersection of US 259 and Loop 571 which is just north of the city limits and within Henderson's ETJ. This Northern Gateway District is largely undeveloped, but with an abundance of capacity for future utility connections and direct connections to Kilgore and Longview, this area is prime for residential, commercial, and mixed-use development.

For more information about the vision for the Northern Gateway District, please refer to the Strategic Catalyst Site section in the last chapter of this report.

*Representative Imagery*



## Northern Gateway District Key Highlights

### District Characteristics

The Northern Gateway District is centered around the intersection of Loop 571 and US 259 and abuts SH 322 on its eastern border. While a mix of future land uses are designated throughout the district, these designations are intended to create a northern anchor that will serve the City of Henderson and potentially pull from the surrounding region as well.

### Allowable Placetypes

Mixed-Use Centers, Neighborhood Commercial, Compact Residential, and Community Residential

### Placetype Distinctions

The Northern Gateway District assigns Mixed-Use Centers in the core, and transitions to Compact Residential, Community Residential, and Neighborhood Commercial on the fringes of the district. Mixed-Use Centers are defined as places that offer the ability to live, work, and play in one geographically compact area, with a high intensity of uses organized around nodes of activity. This placetype includes a mix of different housing options within a walkable distance to the goods and services that residents use on a daily basis. It may serve as an employment hub and shopping destination for adjacent neighborhoods. Compact Residential can support a variety of housing types, including small-lot single family detached, patio homes, townhomes, and duplexes in a compact network of complete walkable streets that are easy to navigate by car, bicycle, or foot, and may also contain a small number of commercial businesses to support the neighborhood. Neighborhood Commercial is characterized by small free-standing buildings containing one or more businesses and exist to support the adjacent neighborhoods and City. Community Residential is defined as predominantly single-family housing on detached lots where the housing is located in platted subdivisions with all utilities, residential streets, and sidewalks.

### District Opportunities

As part of the public engagement process the community highlighted several opportunities for the Northern Gateway District which include:

- Attract major retail and grocer tenants to anchor the area.
- Increase the variety of housing types allowed in the area and highlight the importance of a walkable, well-connected district.
- Incorporate parks, trails, and open space as district builds out.
- Create strong gateway and wayfinding signage.

### District Anchors and Amenities

The district is largely undeveloped but should focus investment on establishing its identity as a unique district and potential job center.

## Loop 571 Linear Business District

The Loop 571 Linear Business District is located immediately southwest of the Northern Gateway District, following Loop 571 south while crossing intersections at County Road 203, FM 2276 (Old Kilgore Hwy), State Hwy 323, and State Hwy 64. Due to its prime location along this major transportation corridor, proximity to the future East Texas Regional Business Park, and greenfield development potential, this district is positioned to be an economic engine and job center for the City.

To learn more about the vision of the Loop 571 Linear Business District, review Catalyst Site 2 in the previous chapter.

## Loop 571 Linear Business District Key Highlights

### District Characteristics

The Loop 571 Linear Business District is generally located along Northern and Central portion of Loop 571 on the west side of the City. It stretches from County Road 203 to just south of SH 64. This district is located in the City limits and also within the ETJ of the City.

### Allowable Placetypes

Light Industrial/Business Park, Heavy Industrial/Warehousing, Open Space

### Placetype Distinctions

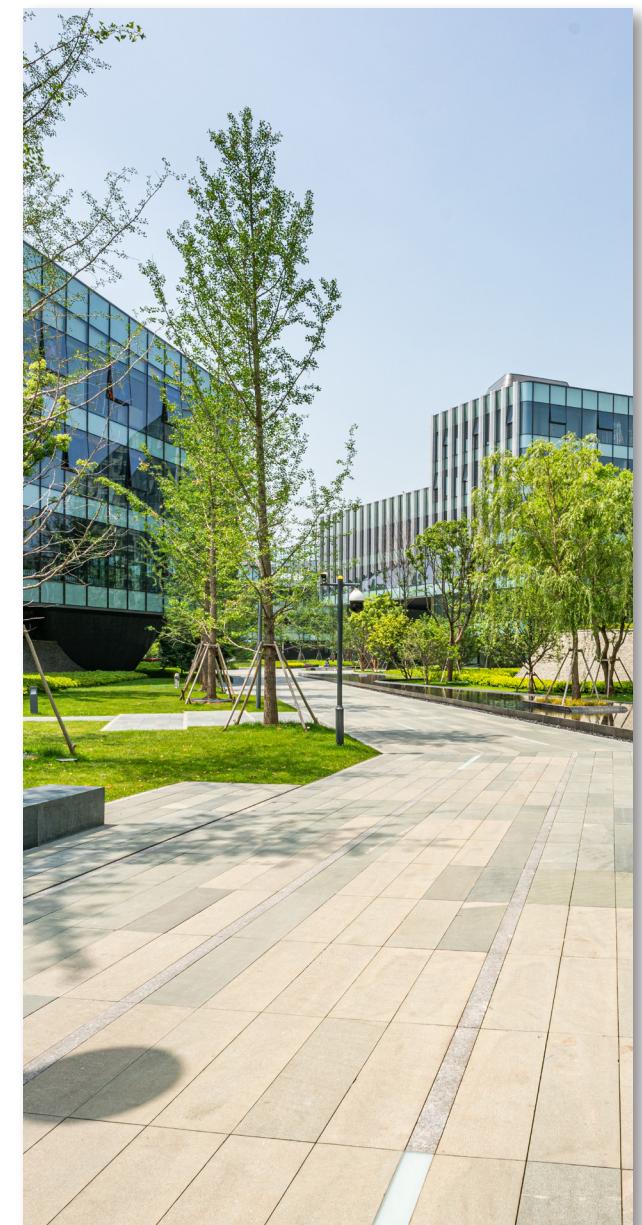
This District is solely designated as industrial, business park, and warehousing Placetype. However, please note that parks, open spaces, and public/semi-public uses are intended to be developed throughout the City and may be part of any future land use category.

### District Opportunities

As the area develops out as Industrial/Business Park, supporting uses may include neighborhood retail and in some adjacent districts residential opportunities may be present.

### District Anchors and Amenities

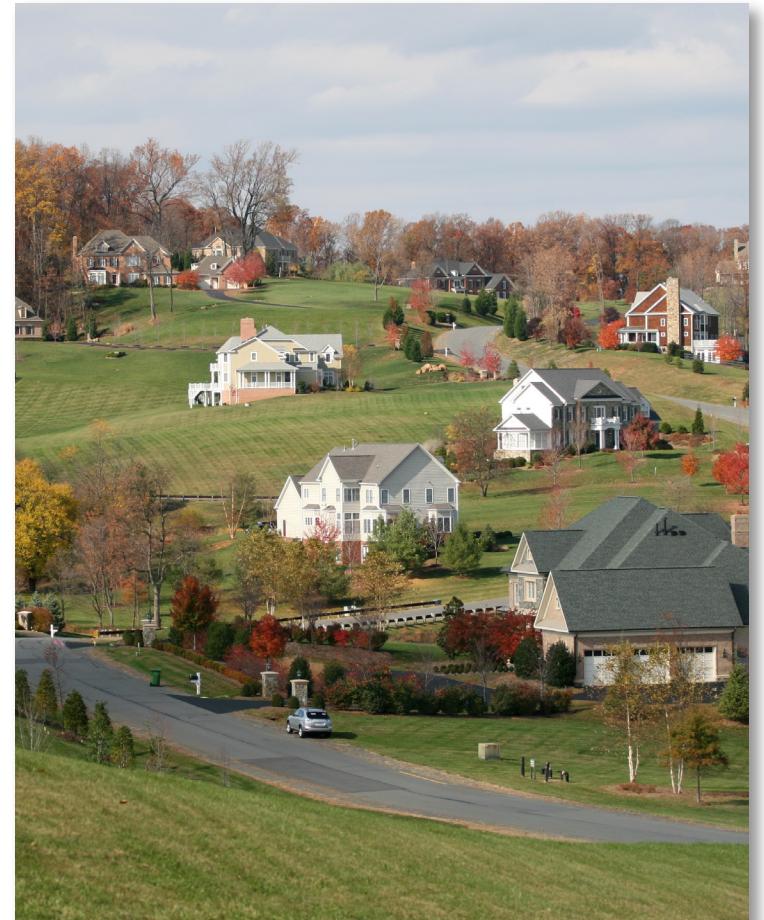
This district is undeveloped; however, the forthcoming East Texas Regional Business Park will provide a major spark to this area's future growth.

*Representative Imagery*

## Executive Housing District

The Executive Housing District is generally found along the east side of Loop 571 and just outside of the City limits on the southwestern side. This district is also located directly north of the Southern Gateway District and abuts significant floodplain on its eastern border.

### *Representative Imagery*



## Executive Housing District Key Highlights

<b>District Characteristics</b>	The entirety of this district is located in the ETJ of the City and has frontage along Loop 571. It stretches from just south of W. Main St/FM 13 and as continues southward, as it transitions into the Southern Gateway District.
<b>Allowable Placetypes</b>	Estate Residential, Parks and Open Space
<b>Placetype Distinctions</b>	This District is primarily designated as Estate Residential. However, please note that parks, open spaces, and public/semi-public uses are intended to be developed throughout the city and may be part of any future land use category.
<b>District Opportunities</b>	This district with its great location, access to Loop 571, and the nearby city center just to the east, is a prime location for large lot residential or a master-planned community, which would protect and enhance the area's rural character. The floodplain found in this district could be used to provide trails or shared use paths that connect to the surrounding trail network and could include a possible direct connection to Downtown Henderson. The floodplain could also be strategically crossed to provide additional roadway connectivity to the rest of the city.
<b>District Anchors and Amenities</b>	While this district is largely undeveloped strong partnerships with landowners and future developers could poised this district to provide middle to high income housing for the City's business professionals.

## Southern Gateway District

The Southern Gateway District is located within the southwest portion of Henderson's ETJ and is centered around the intersection of Loop 571 and US Hwy 79 South. Hwy 79 acts as direct connection to Jacksonville with smaller cities and towns in between. Future Land Uses include, Mixed-Use, Neighborhood Commercial, Compact Residential, and Community Residential which should help create a strong center of economic growth for the City.

### *Representative Imagery*



## Southern Gateway District Key Highlights

### District Characteristics

The Southern Gateway District is bounded by the extraterritorial jurisdiction boundary on the west, and the floodplain and City limit line on the east. The area is mostly undeveloped, except for the presence of some estate residential. There is a strong retail corridor approximately 1.5 miles to the east along US 79 that feeds directly into this district. Its location along two major thoroughfares and proximity to a major commercial corridor heightens the possibility for this district to become a prominent mixed-use center.

### Allowable Placetypes

Mixed-Use Centers, Compact Residential, Neighborhood Commercial, Community Residential

### Placetype Distinctions

This district is envisioned to have Mixed-Use Centers at its core and is characterized around nodes of activity and includes multiple housing types in close proximity. Buildings typically stand two or more stories with residences or offices located above street-level storefronts. This placetype encourages active living through a comprehensive network of walkable, complete streets. The district then transitions to Neighborhood Commercial, which is described as small, free-standing buildings containing one or more businesses that serves the surrounding neighborhood and city. Compact Residential and Community Residential are assigned as supporting residential elements to the Southern Gateway District and provide ample housing options for the District's future growth.

### District Opportunities

Opportunities exist to incentivize this area to developers and adjacent property owners. Although this area is not located within the Henderson City limits today, incentivizing the Southern Gateway for development opportunities could initiate the conversations needed to begin to incorporate Loop 571 into Henderson's City limits, especially on the south side of the Loop.

### District Anchors and Amenities

A mixed-use center such as the Southern Gateway could benefit from new commercial and other non-residential development. For example, a large hospital or business park development could be the economic generator needed to anchor additional developments. Once the Executive Housing District starts to develop, this area could also benefit from a large grocery store or shopping center to support the western side of Henderson.

# Loop 571 Mobility Vision

The vision for Mobility along Loop 571 will work in tandem with the Loop 571 districts established in this chapter. The goal of creating a specific mobility vision for this corridor is to ensure that as the detailed land use vision occurs, connectivity and mobility for the Loop will be on target to serve the corridor at the highest quality. Specific, phased recommendations are made for Loop 571 as new development occurs. The recommendations, which are summarized in **Figure 4.2** (Phase 1), **Figure 4.3** (Phase 2), and **Figure 4.4** (Phase 3), begin with recommending center turn lanes along undivided areas of the highway. In years further, it is recommended that medians be installed in place of these center turn lanes. Acceleration/deceleration lanes could be installed as surrounding property development warrants it, especially near heavy industrial areas for truck traffic to easily access the Loop without posing a safety threat to other vehicular traffic.

Eventually, once traffic volumes grow along this corridor, the City could consider partnering with TxDOT to completely separate the lanes, creating a divided thoroughfare. Along intersections, the City should work with TxDOT to install additional safety measures, especially around areas with heavy truck traffic. These additional safety measures could include flashing lights and eventual grade separations of intersections. To prepare for this growth, the City should require traffic impact analysis studies to the Loop for significant developments once the corridor experiences growth.

In addition to the safety and functionality of mobility along Loop 571, it is also extremely important to maintain the Loop with high quality aesthetics and landscaping. Gateway signage and local community imagery is encouraged along the corridor. It is recommended to fund and construct at least three large City of Henderson gateway signs along Loop 571 within the next ten years. These gateway signs should be located at the following intersections:

- Loop 571 at US 259/Kilgore Drive
- Loop 571 at SH 64
- Loop 571 at US 79

Figure 4.2 | Loop 571 Mobility: Phase 1

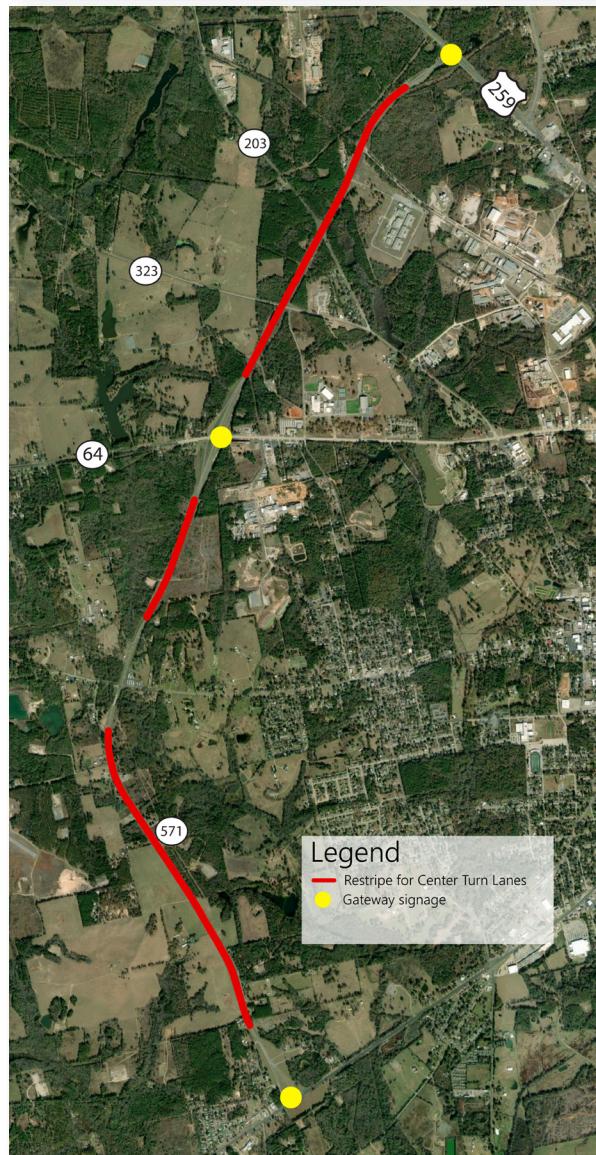


Figure 4.3 | Loop 571 Mobility: Phase 2

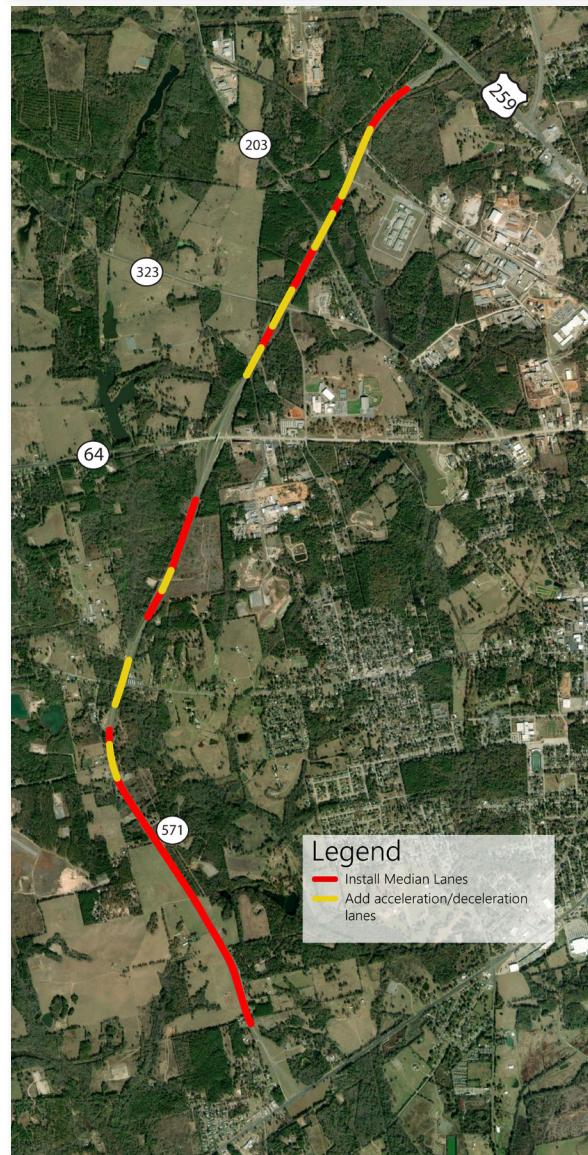
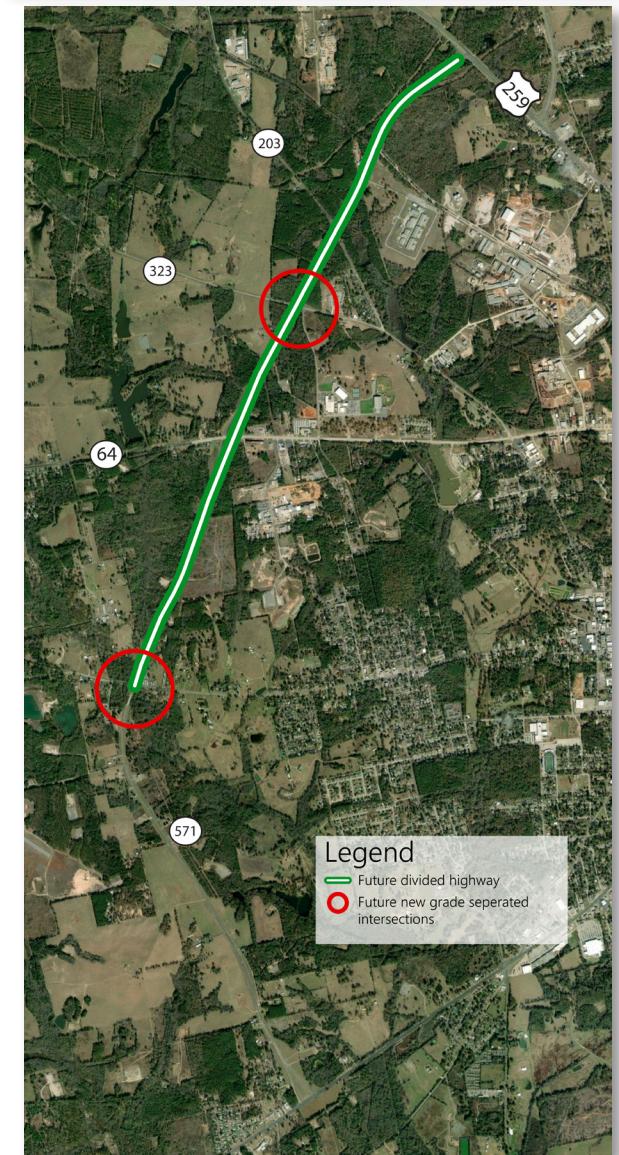


Figure 4.4 | Loop 571 Mobility: Phase 3



# Loop 571 Infrastructure Vision

## Water

**Figure 4.5** displays existing and proposed water infrastructure along the Loop 571 corridor. The vision for infrastructure along Loop 571 will expand and extend the existing water utilities along the southern portion of the Loop. The northern section of the Loop, which includes the area between US 259 and SH 64, has adequate water infrastructure already available. The current water infrastructure also includes adequate fire protection which will allow development along the Linear Business Park District and the Northern Gateway areas. The East Texas Regional Business Park is also provided water and fire protection from this existing infrastructure.

The southern section of the Loop, which includes the area between SH 64 and US 79 currently does not have water utilities available, except for a small section just south of SH 64. It is recommended that as new development occurs or is anticipated in this area (designated as the Executive Housing District and Southern Gateway), plans for expansion of water utilities should be made by the City. Of particular note, several areas along the Loop are located outside the City of Henderson's certified water service area. In particular, the west side of the SH 64/Loop 571 intersection, FM 13 intersection, and the US 79 intersection areas are certified for service by local water supply corporations. If the City desires to provide water service in these particular areas, future planning and discussions with the water supply corporations would be required. A benefit of the City providing water utilities to these particular areas would be that adequate fire flows would also be provided.

Figure 4.5 | Loop 571 Water Infrastructure Plan



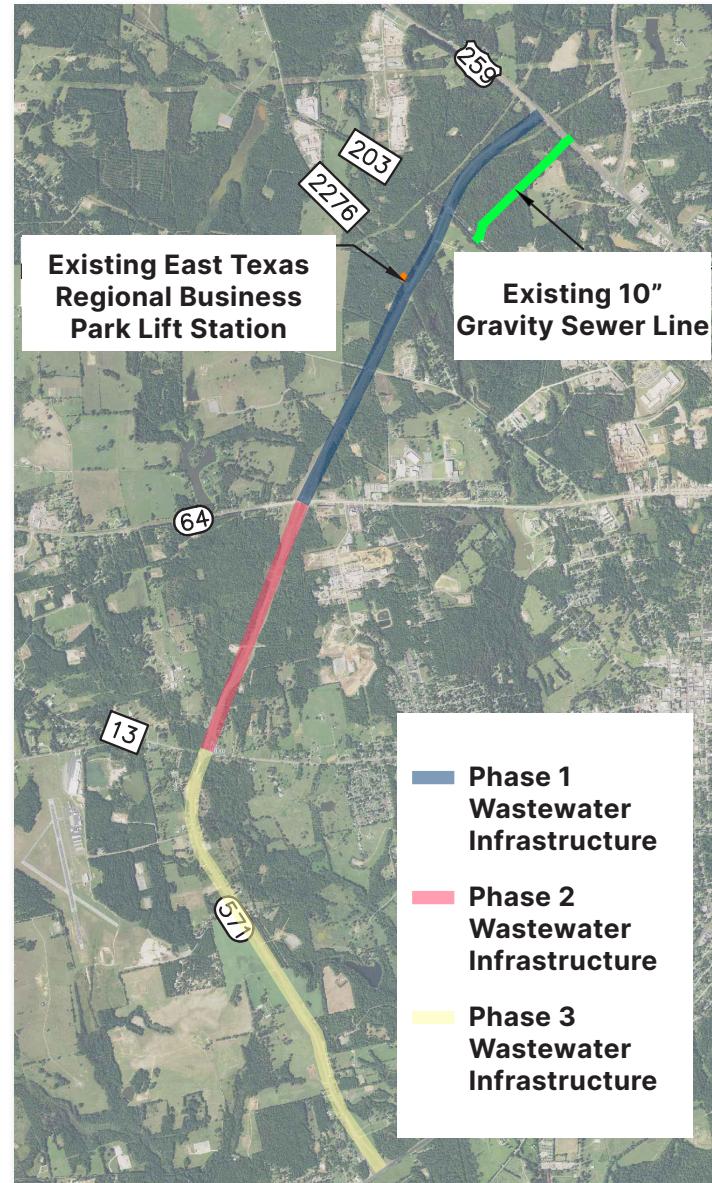
## Wastewater

**Figure 4.6** provides an overview of existing wastewater infrastructure along the Loop 571 corridor, and provides a phased prioritization plan to guide new wastewater infrastructure development. Currently, there is one lift station near the East Texas Regional Business Park, and an existing 10" gravity sewer line between US 259 and FM 203/Morris Street.

Wastewater infrastructure that would be defined as gravity sewer is currently not available along the Loop 571 corridor, although with future planning any area can be served by a combination of gravity sewer and mechanically pumped systems. The most easily serviced region is the Northern Gateway planning area since gravity sewer is located south of the intersection of the Loop and US 259 and could be extended with relative ease due to the topography.

The East Texas Regional Business Park is also served by gravity sewer, although wastewater pump stations are utilized to convey the sewer to the City's sewer collection system. Future development within the Linear Business District could utilize some of this existing infrastructure, or, at a minimum, they would provide a discharge point for mechanically pumped systems. For the remainder of the Loop corridor area, specific developments and/or businesses could be serviced by small individual wastewater pump stations that would discharge to the City's existing infrastructure if development occurs prior to the City undertaking extensive wastewater capital improvements.

Figure 4.6 | Loop 571 Wastewater Infrastructure Plan



## Loop 571 Action Plan

**District Branding.** As the Loop 571 Districts start to be annexed into the City limits, establish a unique brand for each of the identified corridors, including the Northern Gateway District, Loop 571 Linear Business District, Executive Housing District, and the Southern Gateway District.

**Strategic Annexation.** Collaborate with City leadership, property owners, and developers to create a detailed annexation strategy for the Loop 571 corridor. Focus annexation efforts in the north first, surrounding the Northern Gateway District and Loop 571 Linear Business District.

**Gateway Signage.** Fund and construct at least three large gateway signs along Loop 571 within the next ten years. Partner with the Henderson EDC to identify and secure funding for the gateway signs.

**Special Funding District.** Consider adopting a public improvement district (PID), tax increment financing district (TIF), or other special funding mechanism along Loop 571 to encourage economic development and to solidify the City's commitment to making the Loop a vibrant corridor.

**Infrastructure Phasing.** Create an infrastructure phasing plan for Loop 571. Start by collaborating with property and business owners near the Northern Gateway and Linear Business District to discuss ideas on how necessary infrastructure can be built along the corridor.

**Proactive Rezoning.** Rezone portions of the corridor that are currently in the City limits (i.e., the intersection of Loop 571 at SH 64) to align with the Future Land Use Plan.

**Future Loop 571 Zoning.** As portions of the Loop 571 corridor become annexed into the City limits, ensure that the zoning assigned to the properties are in alignment with the Future Land Use Plan.

**Loop 571 Safety.** Partner with TxDOT to identify, design, and implement safety improvements along the Loop 571 corridor and at intersections with the highest rate of crashes.

**Hike and Bike Trails.** Connect each of the districts to one another via a network of multi-use trails and ensure that they connect to other key areas throughout the city.

**Preserve Natural Landscapes and Open Space.** Partner with developers to preserve open space and portions of the existing tree canopy. Developers can contribute by planting street trees and creating parks within their developments.

**Public Spaces.** Partner with developers to create public space/plazas in each district so that residents and visitors can have a place to gather for socialization and other community events.





# 5 Mobility

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# Introduction

The City is committed to developing a mobility framework that supports efficient, safe, and multimodal transportation. This chapter establishes Henderson's Thoroughfare Plan, updates the City's cross sections, and provides staff with the building blocks needed to implement the City's overall mobility vision. **Exhibit 4** on page 65 displays Henderson's existing street network.

## Mobility Policies

The vision for mobility in Henderson seeks to achieve several goals, including those established in the Thoroughfare Plan. The following policies have been developed and should be reviewed as the City makes changes and expansions to their existing transportation network.

- The City of Henderson will continually work towards modernizing and maintaining a high-quality transportation network through aesthetic enhancements, connectivity improvements, and by increasing the availability of multimodal transportation infrastructure.
- The City will strive to create new sidewalk infrastructure and to make repairs to existing infrastructure to create a cohesive, connected network of multimodal infrastructure. To implement this, the City will establish a priority for the completion of the sidewalk network within the City limits to improve multimodal mobility and increase connectivity.
- The City will implement street designs that support multimodal transportation, including pedestrian and cyclist activity.
- Henderson will focus funding for safety improvements along major corridors and intersections that experience the highest rate of crashes.
- The City of Henderson will continue to coordinate with TxDOT, Rusk County, and other transportation authorities to maintain quality delivery of transportation infrastructure.
- The City will promote policies, projects, and programs that diversify Henderson's transportation network and reduces car dependency.
- The City of Henderson will work towards ADA compliance with all of their existing and future sidewalk infrastructure.
- Rather than focusing efforts on the construction of new streets in Henderson, the City will establish a policy to focus improvements, retrofits, and future investments on the existing street network.

# Existing Street Network

Henderson's existing roadway network consists of an intricate web of thoroughfares that serve the transportation needs of the City's residents and visitors. Henderson has several major thoroughfares that intersect through Henderson, including the "Star" intersection, which is a five-point intersection of TxDOT highways. The major east/west thoroughfares are State Highway (SH) 64, which brings traffic west of Henderson into the City. SH 64 terminates at the Star intersection and is divided into two roadways, SH 43 to the northeast, and US 79 to the southwest. US 79 also runs in the north/south direction, and intersects with the southern border of Loop 571, (south) US 259, and eventually takes a right turn in the southeast direction at the Star intersection.

There are several additional TxDOT roads running in the north/south direction, including US 259/Kilgore Drive/US 79, which is the City's major commercial corridor and passes through a large portion of the city, and several Farm-to-Market (FM) roads including SH 322, SH 323, FM 782, and FM 840.

Most of the major streets in Henderson are maintained and operated by TxDOT, including the following roadways, which are also displayed in **Figure 5.1**:

- Loop 571
- US 259
- US 79
- SH 64
- SH 43
- FM 782
- SH 322
- SH 323
- FM 13
- FM 3135
- FM 3310
- FM 840
- FM 225
- FM 2276
- FM 13/West Main Street
- North Marshall Street/Business 64
- Business 79/North Main Street/Jacksonville Drive

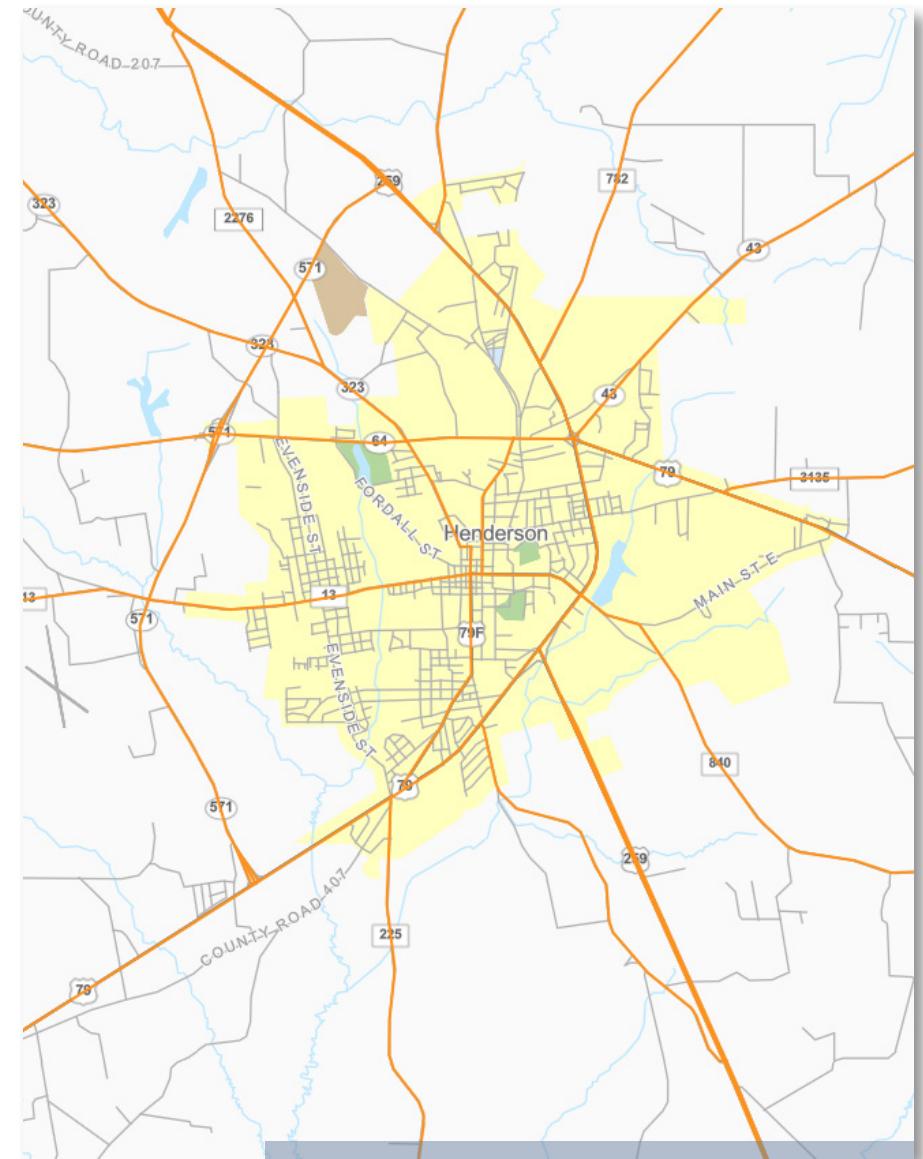


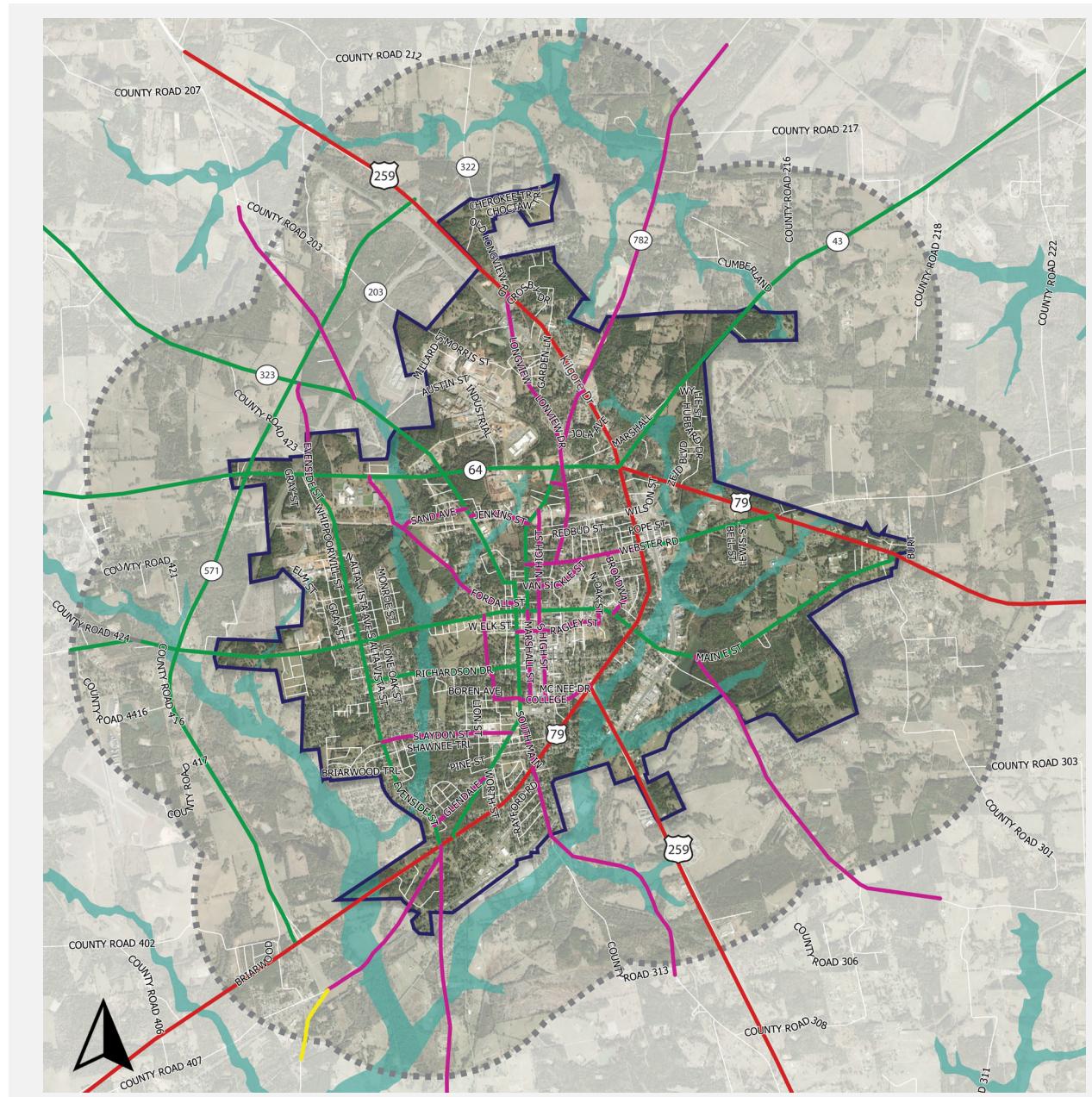
Figure 5.1 | TxDOT Roads in Henderson

## **EXHIBIT 4 | Existing Roadway Network**

## Legend

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- City Limits
- Extra Territorial J
- Floodplain

Data Source: TxDOT Statewide Planning Map



# Thoroughfare Plan

A Thoroughfare Plan is an essential tool that is used by City staff and leadership to help guide roadway alignments for future development. The Thoroughfare Plan will allow the City to preserve, protect, or acquire necessary right-of-way for the future construction of the roadway network. New roads identified in the Thoroughfare Plan are intended to support the strategies and actions established in the Future Land Use Plan. Reviewing both future land use and transportation in tandem is vital since the two factors mutually influence each other. Considering them together can lead to more effective planning and decision making.

The Henderson Thoroughfare Plan, in addition to identifying where future streets should be located, establishes a roadway hierarchy, or functional classification system, that determines the various characteristics and amenities of the City's roads, including the needed right-of-way, parkway amenities, sidewalk size, on street parking, and more. Functional classifications are a way of categorizing roads based on their intended use and design, and they provide a hierarchy of road designs that suit a range of mobility needs for users.

Within the realm of roadway design, there are two main functions that roads must serve for users: mobility and access. Mobility refers to the need to move people throughout the city, while access describes the ability to reach local destinations. The functional classification levels range from high mobility/low access (highways) to low mobility/high access (local roads). Establishing a well-defined hierarchy in a road network helps streamline the design standards for roadways within a jurisdiction, making the city easy to navigate for users. The Henderson Thoroughfare Plan establishes new standards for the updated functional classifications and provides cross sections on the following functional classifications: Principal Arterials, Minor Arterials, Collectors, and Downtown Streets. The infographic to the right describes the character and function of each functional classification.

The Henderson Thoroughfare Plan was created as part of this comprehensive planning process and is shown in **Exhibit 5** on page 67. When conducting the Thoroughfare Plan analysis, several key considerations were made to ensure the Thoroughfare Plan was in alignment with the vision and guiding principles of the Comprehensive Plan, including safety, multimodal connectivity, and street design improvements, which are detailed in the following sections.

## Henderson Thoroughfare Plan Functional Classifications

- **Principal Arterials:** Moves traffic throughout the region and brings people outside of Henderson into the City.
- **Minor Arterials:** Moves people across Henderson and sometimes adjacent communities.
- **Collectors:** Moves people between local streets and nearby destinations.
- **Downtown Streets:** Context-sensitive application to enhance the character of Downtown's uniqueness.
- **Downtown Main Street:** Key north/south and east/west collectors enhanced by Downtown's uniqueness.

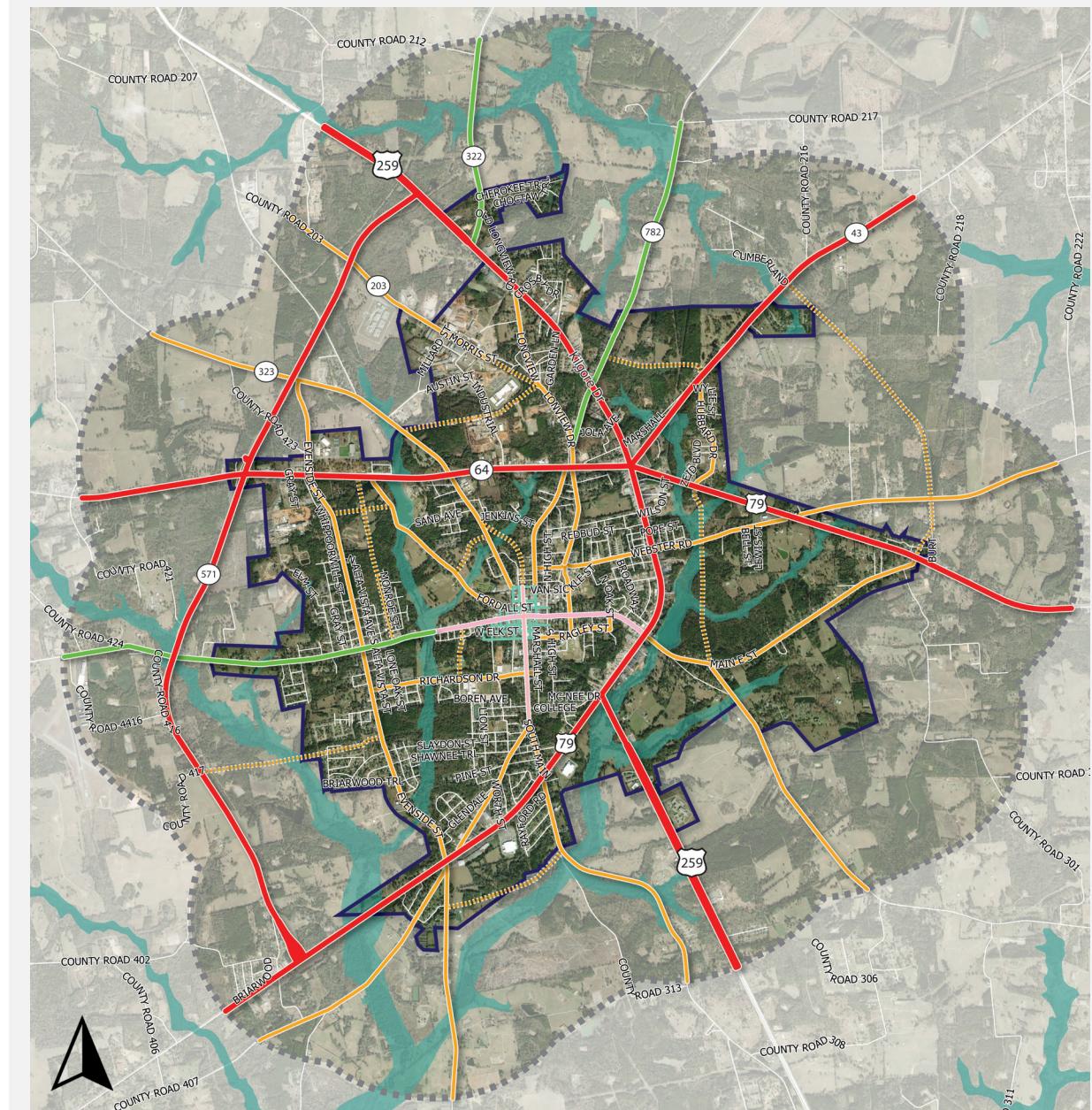
# EXHIBIT 5 | Thoroughfare Plan

## Legend

- Principal Arterial
- Minor Arterial
- Collector
- Downtown Main Street
- Downtown Streets
- City Limits
- Extra Territorial Jurisdiction
- Floodplain

Note: Dashed line indicates future facilities

The Thoroughfare Plan provides generalized locations for thoroughfares. Alignments may shift as roads are engineered to accommodate natural or developmental constraints and to meet sound engineering and urban planning principles.



# Cross Sections

Several proposed cross sections were prepared for the Henderson Thoroughfare Plan. Cross sections are a visual representation of a road based on its functional classification showing the dimensions of the driving lanes, medians, and parkway amenities. **No cross sections were prepared for Henderson's Principal Arterials and Minor Arterials since all of Henderson's streets of those functional classifications are owned and operated by TxDOT.** Since Henderson has a high volume of TxDOT roadway facilities, it is recommended that the City closely coordinate with this agency to ensure all recommendations in this chapter are implemented.

## Collectors

Collectors in Henderson consist of a combination of TxDOT operated and city-owned streets. Due to the fact that collector streets in Henderson vary in surrounding land use character and form, a context-sensitive cross section application is recommended for this street type. Several cross section options were created for this functional classification, including collectors that lie in urban, residential, and rural settings. All collectors in Henderson are recommended to obtain 60' of right-of-way (ROW), and the surrounding context of the collector will determine the most appropriate cross section. The following sections provide the proposed cross section for each collector type.

The proposed cross sections for Collectors are not in alignment with Henderson's current subdivision standards. The subdivision standards recommend 36' of minimum pavement width for collectors and arterials, and it is recommended that the standards be reduced to 34'. The City should revise their subdivision standards to accommodate for this lower pavement width minimum.

*Streets in Henderson*



## Urban Collector

Urban Collectors in Henderson obtain a ROW of 60'. This cross section is most appropriate in central Henderson, concentrated around Downtown Henderson. The cross section has two travel lanes and parallel parking on either side. A 4' landscaped buffer is recommended, followed by a 6' sidewalk on either side of the street. Examples of applicable existing street retrofits that would be suitable for this cross section include E Ragley Street, portions of Webster Road, and portions of N Marshall Drive. As areas of central Henderson develop further with new housing, shops, and activity centers, it is recommended that the City explore the Urban Collector cross section as an applicable cross section.

Figure 5.2 | Urban Collector (60' ROW)

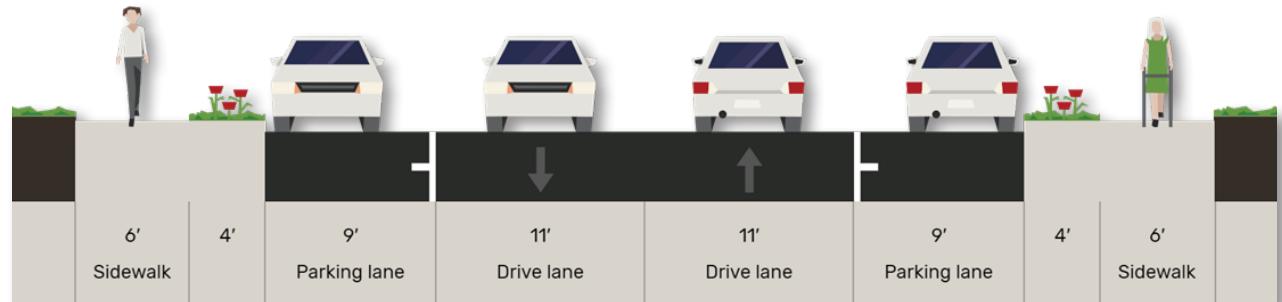


Figure 5.3 | Residential Collector with Two-Way Left Turn Lane (60' ROW)

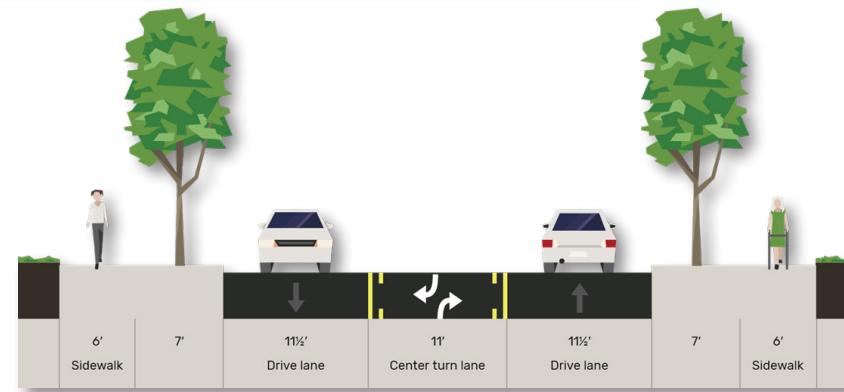
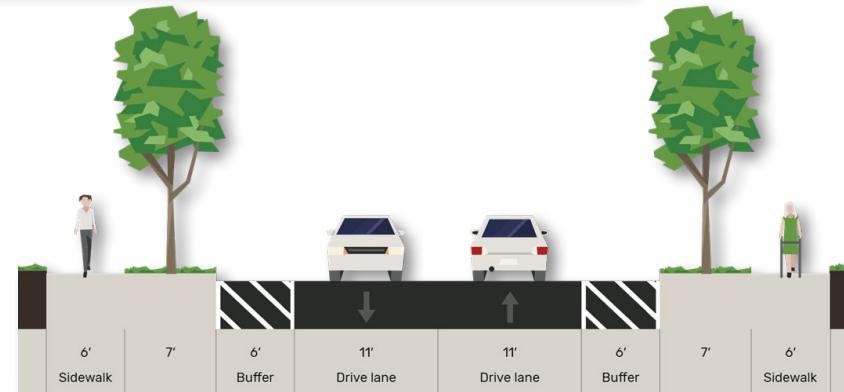


Figure 5.4 | Two-Lane Residential Collector (60' ROW)



## Rural Collector

Rural Collectors in Henderson also obtain 60' of ROW, and have 11' mainlanes with an 8' buffer on either side. The street would obtain bioswales on either side.

## Downtown Main Streets

Two cross sections were created for Henderson's Downtown Main Streets based on available or attainable ROW. The first option is a cross section for 70' of ROW, and the second has angled parking and 90' of ROW. It is recommended that the 70' ROW option for Downtown Main Streets be applied on the outskirts of Downtown Henderson, while within Downtown, the 90' ROW section will be applied. Main Street (both N/S and E/S streets) obtain the 90' Downtown Main Street cross section between N Van Buren Street on the west to S Marshall Street on the east, and from W Charlevoix Street to the north and W Elk Street on the south. Outside of that boundary, it is recommended that the 70' cross section be applied.

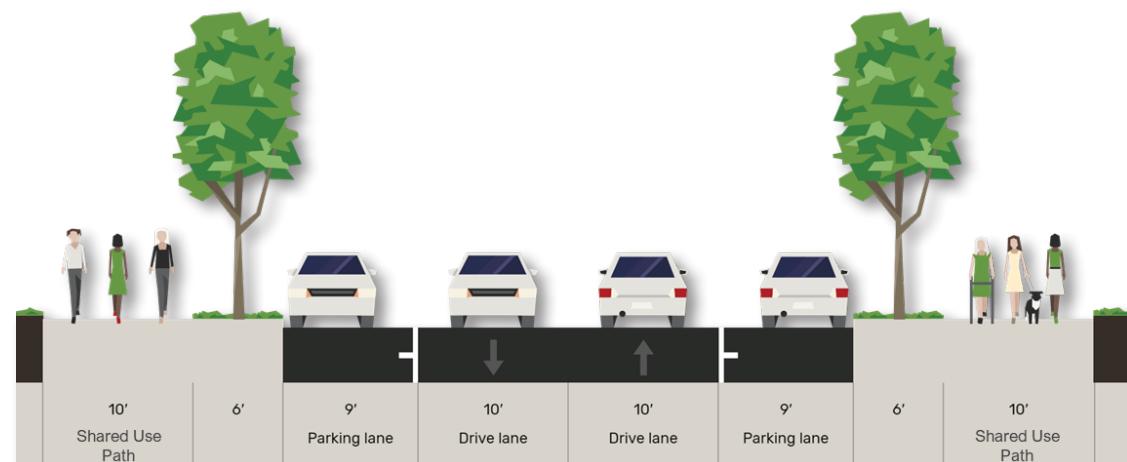
One of the major recommendations in the Thoroughfare Plan seeks to realign and extend N Main Street to meet with N Van Buren Street. This key recommendation should be incorporated into a city bond program or capital improvements plan. When this project is planned

for and incorporated into the City's budgetary documents, the City should also apply upgrades to N Main Street between E Depot Street and W Charlevoix Street to match the recommended 70' cross section in this plan.

Figure 5.5 | Rural Collector (60' ROW)



Figure 5.6 | Downtown Main Street (70' ROW)



## Downtown Streets

The remainder of Henderson's downtown streets vary in available ROW but should generally conform to the Downtown Streets cross section. The large, 16' lanes can be flexible as to meet the 32' minimum pavement width and have room for parallel parking and shared use with bicycles.

Figure 5.7 | Downtown Streets (50' ROW)



# Safety

Crashes in Henderson cluster around major intersections and along major thoroughfares. US 259/US 79 on the east side of town is a high crash location for Henderson, and most of the high crash clusters fall along this route. Five years of crash data was pulled from TxDOT's Crash Records Information System (C.R.I.S) and were analyzed for this report. Since 2018, a total of 1,241 crashes have occurred in the City. Of those, the City experienced four fatalities and 32 serious injuries. **Table 5.1** below displays Henderson's crash severity and **Exhibit 6** on the following page display's the City's crash heat map.

When creating mobility strategies for the Henderson Comprehensive Plan, these crash locations were taken into account when creating specific intersection and traffic related recommendations. An additional way the City can improve safety on their streets is to consider creating a Safety Action Plan. This plan, once in place, will allow the City to apply for Safe Streets and Roads for All (SS4A) grant funding through the US Department of Transportation. Additional grants can also be applied for through TxDOT and the FHWA.

**Table 5.1 | Crash Statistics (2018 - 2022)**

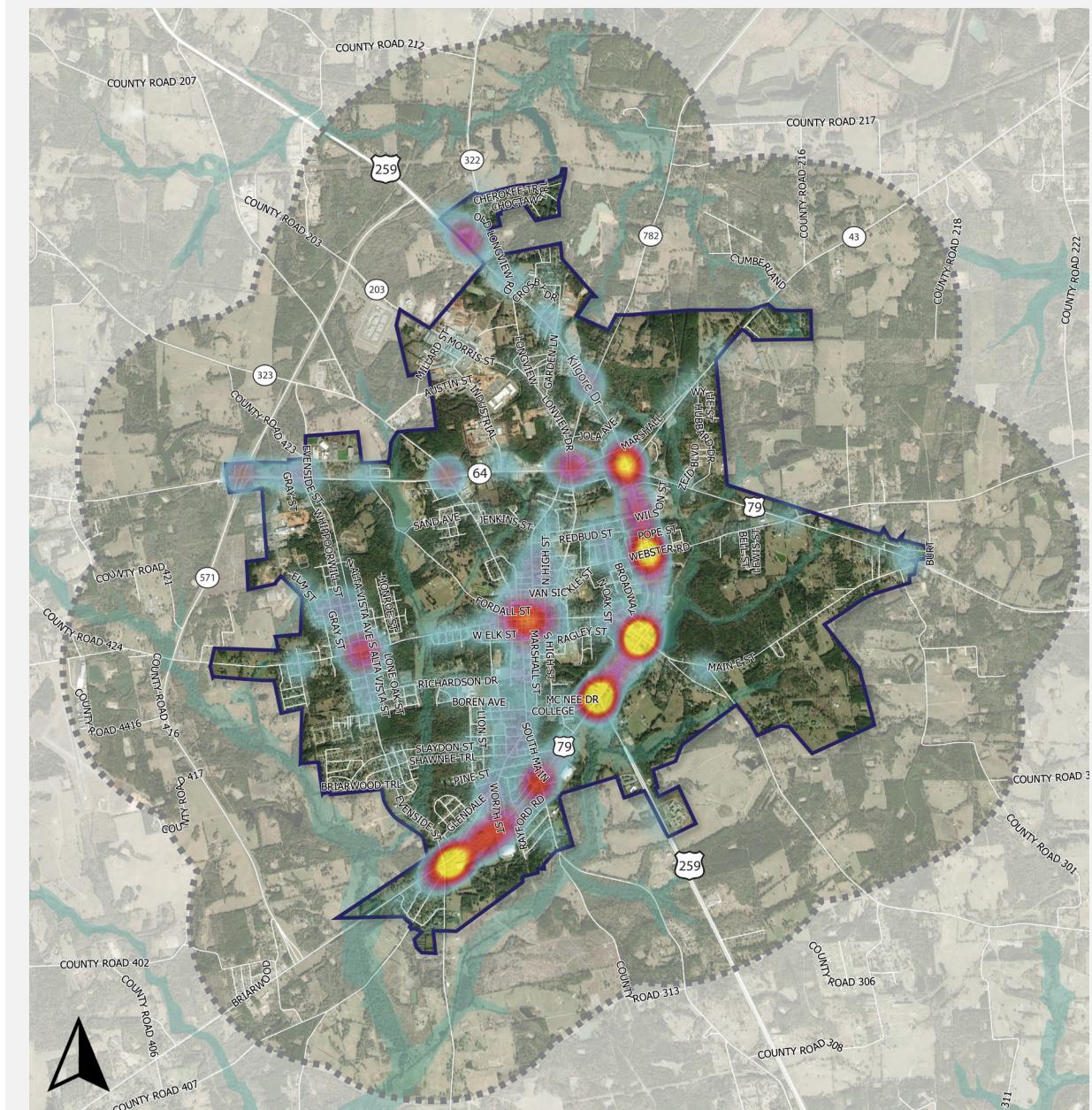
	Total
Fatality	4
Suspected Serious Injury	21
Suspected Minor Injury	84
Possible Injury	178
Not Injured	916
Unknown	38
	<b>1,241</b>

Data Source: TxDOT Crash Records Information System (2018 - 2022)

# EXHIBIT 6 | Crash Heat Map

## Legend

- High Crash Locations
- Medium Density Crash Locations
- Low Density Crash Locations
- City Limits
- Extra Territorial Jurisdiction
- Floodplain

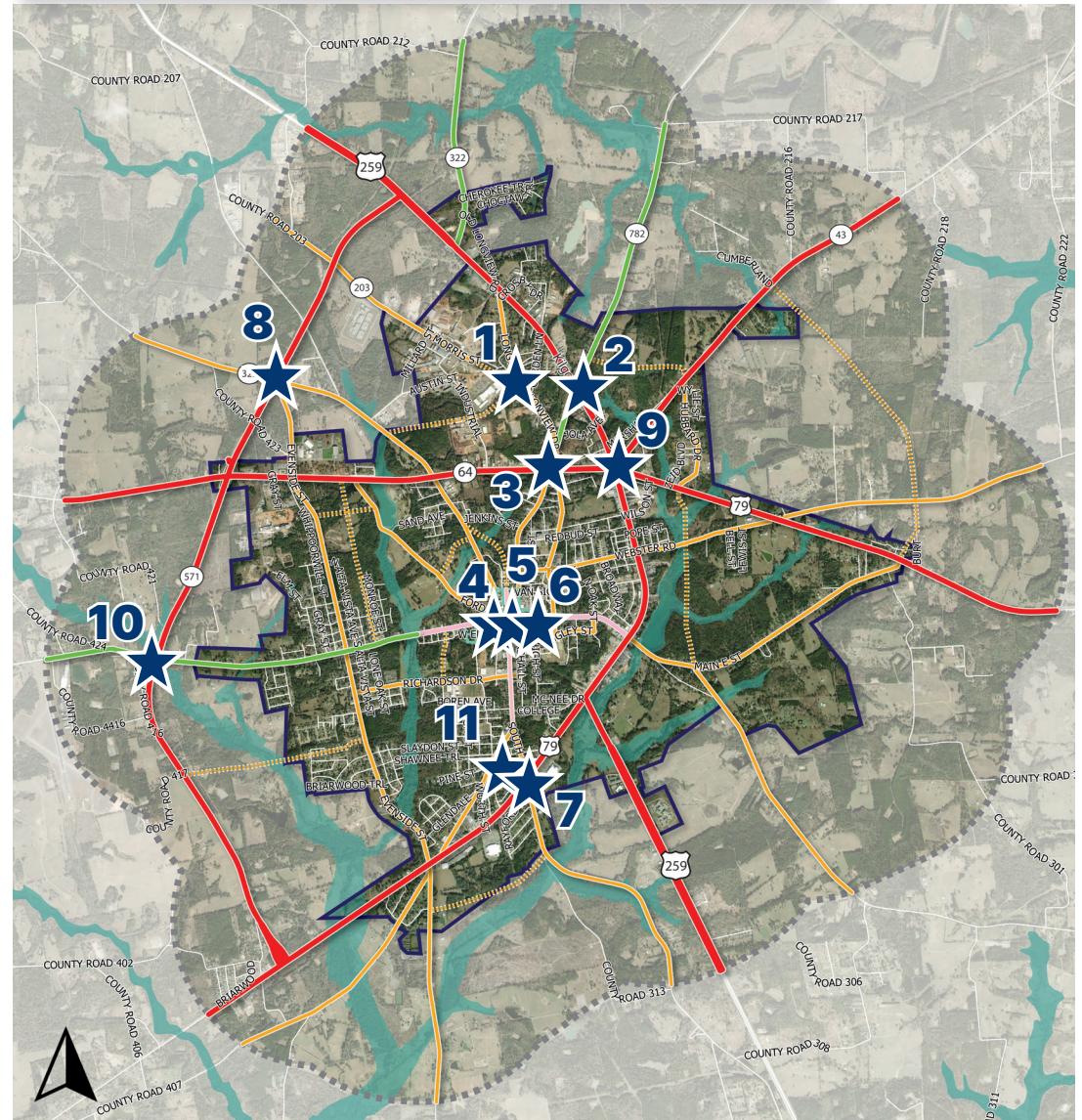


# Key Thoroughfare Plan Recommendations

## Intersection Improvements

There are several intersections identified in the Thoroughfare Plan that could benefit from additional safety improvements. Since Henderson's street network is mostly built out, the City should invest their transportation improvement funding to improving high crash intersection locations and other areas of the street network where safety improvements would be beneficial. **Table 5.2** on the following page summarizes the specific recommendations and the proposed improvements, and **Figure 5.8** to the right displays the location of the proposed improvements.

Figure 5.8 | Intersection Recommendations Map



**Table 5.2 | Intersection Improvements**

#	Intersection	Proposed Improvements
1	Morris Street	Realign of Morris Street to remove heavy trucks off of neighborhood streets.
2	Kilgore Drive and Millville Drive	This offset intersection should be realigned to a t-intersection. This would improve safety for vehicles on Millville Drive.
3	SH 64/Longview Drive/N Mill Street/N Marshall Street	This area of Henderson has several side streets all coming down to SH 64 in around the same area. This conglomeration of intersections poses a danger to vehicles turning left or right onto SH 64, which is also a high-speed roadway. It is recommended that further study is completed in this area in the form of a traffic analysis study. The goal of this study would be to identify innovative solutions to improve traffic flow and safety of this intersection. See <b>Figure 5.9</b> for the current intersection alignment (page 76).
4	W Main Street and Van Buren	It is recommended that additional pedestrian and streetscape amenities be added to this intersection, such as a rapid pedestrian flashing beacon, textured crosswalks, curb ramps, or additional traffic control devices.
5	W Main Street/E Main Street and Main Street/BUS 79	A textured or enhanced crosswalk would enhance the quality of life and promote economic development in Downtown Henderson, as this is the City's "home base" intersection of Main and Main. Additional gateway and wayfinding signage could be installed, as well as placemaking elements such as public art, benches, murals, and landscaping.
6	E Main Street and Marshall Street	This intersection experiences safety concerns as people making a southbound right could be either turning into the adjacent parking lot or turning right on E Main Street. This sometimes causes traffic related issues or near misses. Further study should also be completed at this intersection to identify solutions to these issues.
7	S Main Street/Old Nacogdoches Road and US 79	Much like the intersection of Kilgore Drive and Millville Drive, this offset intersection should be realigned to improve safety and connectivity.
8	SH 323/Loop 571 and Evenside Street	Safety concerns around this intersection have been brought up in the public engagement process. Vehicles turning from Evenside Street and from Loop 571 to SH 323 have a difficult time seeing oncoming traffic. Additional safety studies should be completed on this intersection.
9	Star Intersection	The Star intersection, which is the terminal point of five TxDOT facilities, has already been transformed from a roundabout back to a signalized intersection. However, this intersection is still one of the highest crash location in Henderson. Further study is needed to identify solutions to improve safety at the Star intersection.
10	W Main Street and Loop 571	This intersection is currently two-way stop controlled. However, this is also a high crash location. It is recommended that the City work with TxDOT to either grade separate this intersection, install flashing warning lights, or convert the intersection to a signalized intersection.
11	Jackson Drive/Shawnee Trail/Collins Street	This intersection is often confusing for vehicles passing through. The public expressed the desire to redesign this intersection to make it easier to navigate.

## N Main Street Realignment

In addition to the specific intersection improvement recommendations, another key project of the Thoroughfare Plan is to realign N Main Street. Feedback heard through the public engagement process expressed concerns with heavy truck traffic traveling through Downtown Henderson via N Van Buren Street/SH 64 and the industrial development to the north. Trucks often travel south along Van Buren Street, turn left onto W Depot Street, and south again on N Main Street. It was expressed that these heavy trucks often have difficulty clearing turning radii and pose a danger to surrounding traffic. To combat this, it is recommended that N Main Street be realigned to continue north through Downtown and join N Van Buren Street after it crosses the floodplain. This project would realign N Main Street between James Street and W Mary Street and would extend this road north and curve to the left, eventually meeting with N Van Buren Street. The picture to the right displays the proposed approximate alignment for this key recommendation.

Additionally, since this roadway is a TxDOT facility, close coordination with this agency is recommended to implement a successful realignment. Partnerships should be explored to potentially give this realigned Main Street to TxDOT for maintenance and operations, while streets like W Depot Street could be turned over to the City.

## Morris Street Realignment

It is recommended that Morris Street on the north side of Henderson be realigned to remove heavy truck traffic off of the residential street. Just northwest of this residential street are large industrial plants and logistics facilities. Currently truck traffic must pass through Morris Street to reach Longview Drive. This key project seeks to realign Morris Street to provide for better connectivity for this truck traffic, and to improve safety for the residents living in the Morris Street neighborhood.

*N Main Street Realignment*



*Figure 5.9 | Longview Drive/N Mill Street Intersection*



# Active Transportation

Active transportation is an extremely important component of transportation planning. Providing infrastructure for alternative modes of transportation can create a more equitable transportation environment in Henderson. The addition of new sidewalks and trails was heavily discussed in the public engagement process. Henderson's residents want to see new sidewalks throughout the entire town, and new trails in the floodplain to connect between their homes and the surrounding destinations.

## Sidewalks

Sidewalks in Henderson are sparse. The majority of sidewalks in Henderson can be found in Downtown. Outside of Downtown, Henderson becomes more rural and does not have very many sidewalk facilities. In order to identify high priority locations for new sidewalks in Henderson, five- and ten-minute walk sheds were created around Henderson's schools and downtown area. Funding for new sidewalk infrastructure should be concentrated in these locations, as shown in **Figure 5.10** and **Figure 5.11**.

## Trails

A trail network in Henderson should be made along the floodplain. Henderson's floodplain straddles its downtown area, and is perfectly located between neighborhoods, Downtown, and other surrounding destinations. The City's floodplain can be a great asset and a trail network should be planned and constructed in these locations. The goal of this proposed trail network should seek to connect Henderson's neighborhoods to adjacent parks, schools, Downtown, and other destinations. The proposed floodplain trail network should be designed in a way where residents can utilize these trails for utilitarian purposes, not just for recreation.

**Exhibit 7** displays the overarching objectives for the trail network. Trails can be planned through key floodplain areas near central Henderson, and connect the City's schools, parks, and Downtown to nearby neighborhoods. The City of Henderson should conduct a Trail Master Plan to identify specific alignments and associated amenities for the trail network.

Figure 5.10 | Walk Sheds around Henderson's Schools

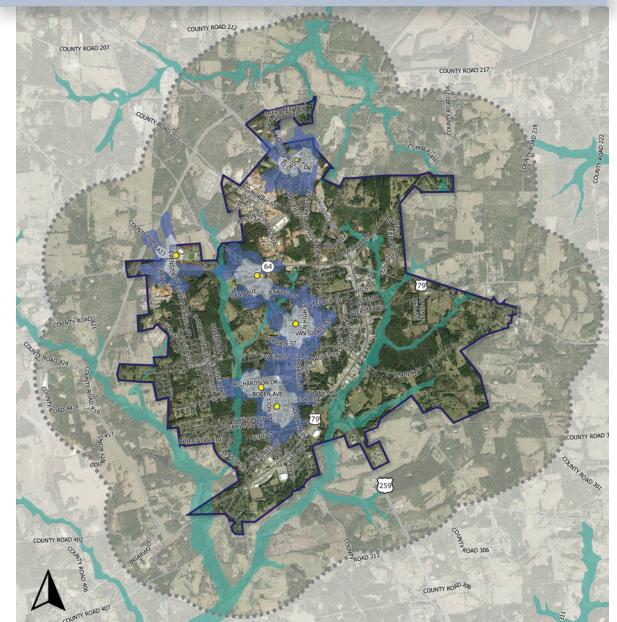
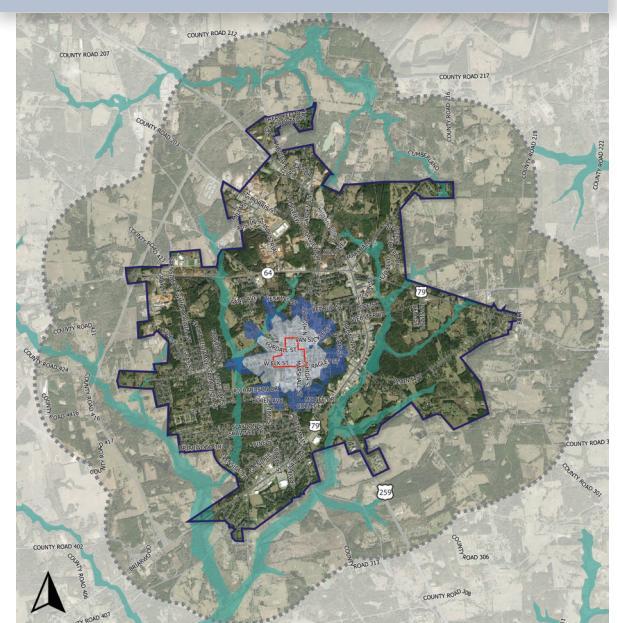


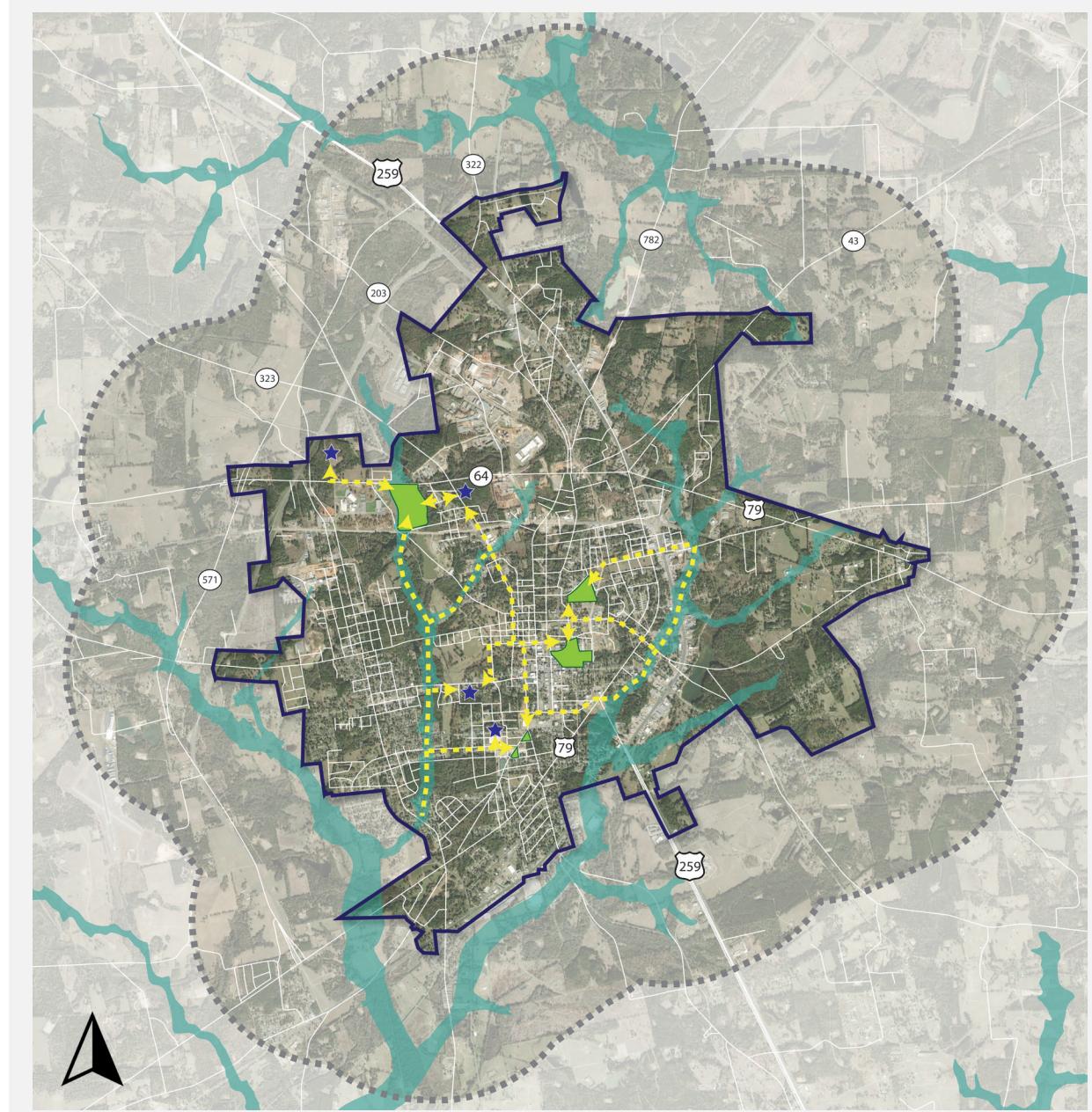
Figure 5.11 | Walk Sheds around Henderson's Downtown



## EXHIBIT 7 | Preliminary Trail Map

### Legend

- Parks
- Conceptual Trail Alignments
- Schools
- City Limits
- Extra Territorial Jurisdiction
- Floodplain



Henderson's Main Street



## Mobility Action Plan

**Thoroughfare Plan.** Adopt the Master Thoroughfare Plan and Roadway Cross Sections presented in this plan.

**Capital Improvements Plan.** Develop a Capital Improvements Plan (CIP) that reflects the roadway alignments and cross sections presented in this plan, including the closing of existing sidewalk gaps along major roads.

**Partnerships.** Coordinate with TxDOT and Rusk County on a regular basis to maintain support for transportation-related priorities that balance accessibility and connectivity within the region, and to prioritize desired maintenance and mobility improvements on their facilities.

**Maintenance.** Place an equal or higher priority on the maintenance of existing City streets over investments in the construction of new streets.

**Safety.** Partner with TxDOT to study and implement solutions to safety issues associated with the TxDOT intersections highlighted within this plan.

**Context Sensitive Streets.** Conduct further study of Downtown streets and develop appropriate cross sections for the multiple street types necessary to balance vehicular and pedestrian needs within Downtown rights-of-way.

**Downtown Parking.** Conduct an evaluation of Downtown parking supply and demand and establish recommendations for “right-sized” parking strategies that can be easily implemented by the City and Downtown Partners.

**Active Transportation.** Identify places with greatest biking and walking potential and invest in bike and pedestrian improvements to support on-vehicular modes to serve key destinations.

**Loop 571.** Evaluate the changes to the Future Land Use plan along the Loop 571 Corridor and work with TxDOT to develop phased corridor improvements that further the economic development initiatives along that corridor.

**Safety Action Plan.** Fund and conduct a Safety Action Plan on Henderson’s streets. Utilize this plan to pursue grant funding for multimodal safety-related improvements for Henderson’s streets, sidewalks, and trail network.

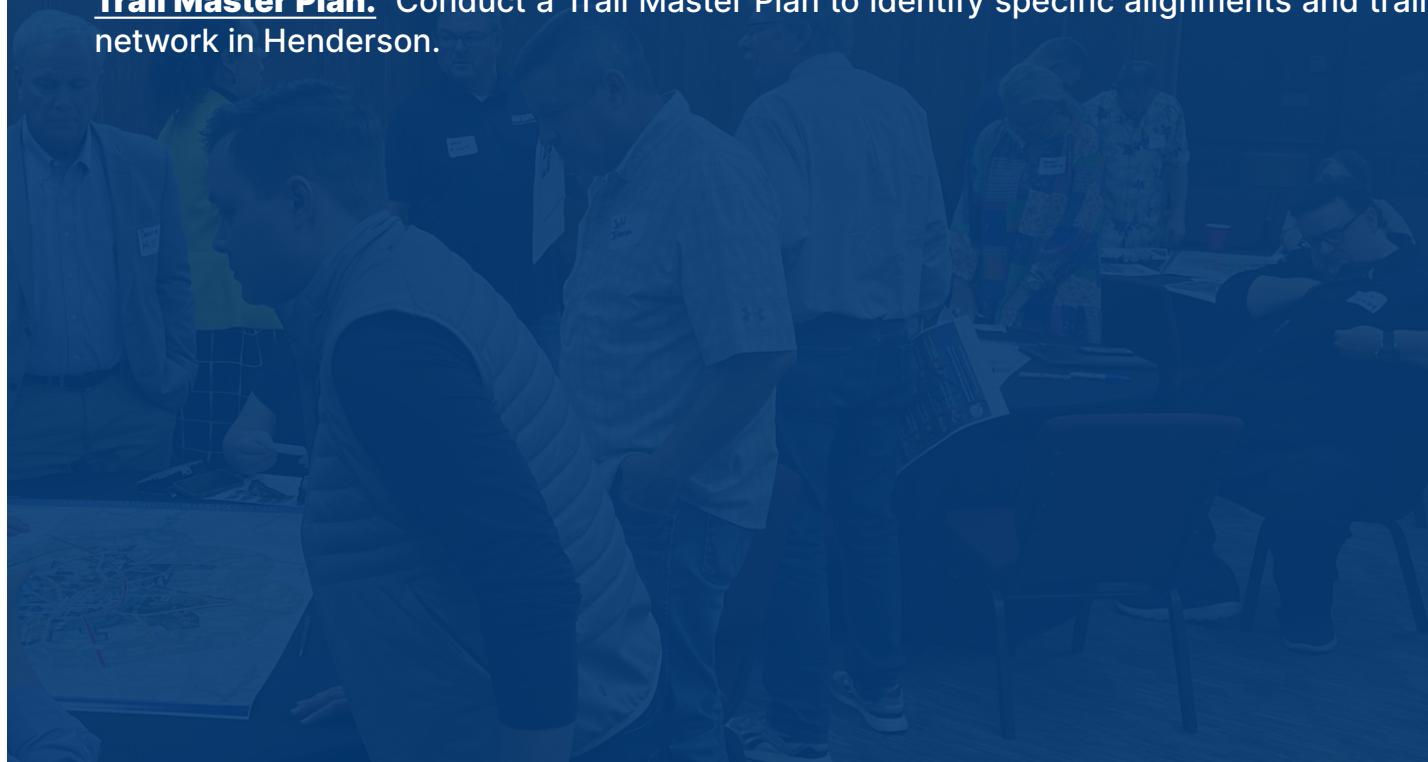
**Partnerships with TxDOT.** Partner with the local TxDOT district office to relay the Comprehensive Plan’s mobility goals, objectives, and key recommendations. Explore opportunities to partner on the intersection and safety improvement key recommendations found in this plan.

**N Main Street Realignment.** Work with TxDOT and adjacent property owners to realign N Main Street as shown in the Henderson Thoroughfare Plan.

**Intersection Improvements.** Fund and construct the 10 intersection improvements identified in this chapter. Fund preliminary concepts and traffic projections for potential realignments and create a plan for implementation and construction for these improvements. Explore opportunities such as a Capital Improvements Program or Bond Program to fund these improvements.

**Sidewalks.** Concentrate sidewalk improvements in the key locations identified in the five minute walk sheds. Once the sidewalk network is complete in these locations, move to the 10-minute walk sheds. Apply for grant programs to seek funding for these sidewalk improvements.

**Trail Master Plan.** Conduct a Trail Master Plan to identify specific alignments and trail amenities for the future trail network in Henderson.



# 6

# Infrastructure



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# Introduction

Henderson operates and maintains a network of water and sanitary sewer infrastructure that provides utility services to the residential, commercial, and industrial customers. The City maintains and replaces infrastructure on a continual basis, but due to the scale of the system and capital costs, further rehabilitation and funding sources will be needed. In addition, the development of the Loop 571 corridor will require significant infrastructure investment.

## Infrastructure Policies

The vision for infrastructure in Henderson pursues several key water and wastewater projects to ensure the vision of the Future Land Use Plan can be supported with City infrastructure facilities. Several policies are listed below for City staff and leadership to review when making decisions on new infrastructure projects:

- The City of Henderson will provide high quality utility and infrastructure services to residents and will comply to State and Federal requirements.
- The City should continue to monitor existing and anticipated water and wastewater capacity limits and expand or upgrade existing infrastructure when necessary.
- Update and maintain the City's long-range plans for water and wastewater management by addressing and prioritizing infrastructure needs, as well as identifying funding sources for proposed improvements.
- The City shall prioritize new infrastructure improvements along the Loop 571 corridor.
- The City should continually explore sustainable financial strategies for water and wastewater infrastructure investments. This includes assessing long-term funding needs, exploring grants and partnerships, and establishing fair and equitable rate structures.
- The City of Henderson will continue to monitor and strategically plan for the replacement of aging infrastructure based on life cycle expectancies of existing facilities.
- The City will support new infrastructure projects that update aging infrastructure or add new facilities to Henderson's water and wastewater system located within catalyst sites identified in this Comprehensive Plan and along Loop 571.

# Existing Water Facilities

Generally, Henderson's existing water infrastructure facilities are well-maintained and are meeting current demands. The City currently has two sources of water that include both surface water and ground water. The City's surface water treatment plant and eight water wells have a production capacity of up to 10.0 million gallons of water per day. In addition to the treatment plant and water wells, the City also has several water storage tanks to hold the City's water for distribution.

Surface water is obtained from the Sabine River and is treated by the City's 4.5 million gallon per day surface water treatment plant. To adequately plan for anticipated development occurring along Loop 571 and within other catalyst sites, it is recommended that the City plan for expansion of this surface water treatment plant to treat up to 6 million gallons of water per day. The eight water wells are located primarily on the east side of the City and contribute the remaining potable water to the City's distribution system.

The City has also secured water use rights from the Angelina and Nacogdoches Counties Water Control and Improvements District No. 1. This is surface water in Lake Striker which is located approximately 18 miles southwest of the City. The water usage rights from this source amount to approximately 7.9 million gallons per day.

There are currently several water management entities in Henderson's planning area. The City supplies water to those living generally within the Henderson City limits. Outside of the City's jurisdiction, a collection of seven Water Supply Corporations (WSC) supply water to those living in Henderson's ETJ areas. As the City continues to promote new development and annexation into the City's limits, the City of Henderson should work with the surrounding WSCs to obtain water supply rights once properties are annexed into the city.

Henderson Water Tower



# Existing Wastewater Facilities

Similar to the City's water infrastructure, Henderson's existing wastewater infrastructure facilities are also well-maintained, are meeting current demands, and have the available capacity to support new development. The City has two wastewater treatment plants that include the Northside Wastewater Treatment Plant and the Southside Wastewater Treatment Plant, and several lift stations throughout the city and ETJ. The Northside plant has a treatment capacity of 1.0 million gallons per day and the Southside plant has a treatment capacity of 3.0 million gallons per day. Both plants receive wastewater from the City's sewer collection system network that contains approximately 95 miles of pipe.

## *Existing Business in the Henderson Business Park*



# Infrastructure Demands

The City's wastewater system currently has adequate capacity for incremental growth. In particular, the Northside wastewater treatment facility is underutilized. This is beneficial for the development of the Northern Gateway area and Linear Business Park District located along Loop 571. All wastewater from these areas would be treated by the Northside facility.

The Southside wastewater treatment facility is currently at fifty to sixty percent capacity and with further growth, will require expansion. Adequate capacity is available for growth at the Southern Gateway District at Loop 571 and US 79 and adjoining areas. Future expansion of this facility should be planned by the City as the wastewater flow increases at this plant.

Water production and treatment capacity currently meet the usage demand placed on the system. The water from the wells requires minimum treatment but due to the number of individual wells, system reliability can be an issue and is particularly impacted by inclement weather. Increasing the reliance on surface water sources and treatment is recommended.

## *Existing Business in Henderson*

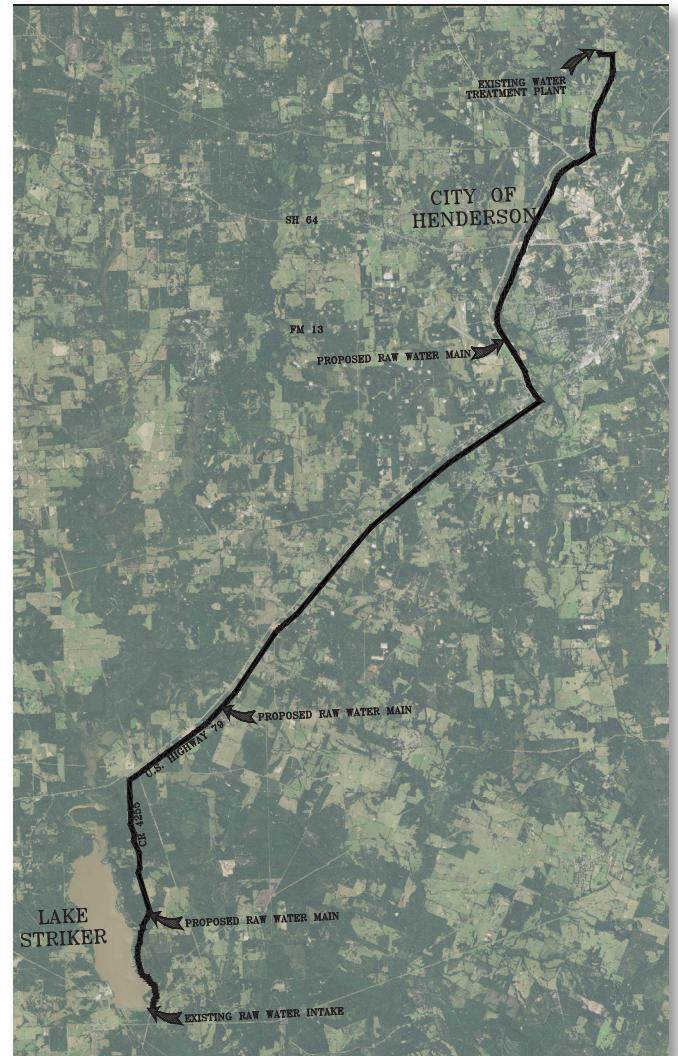


# New Water and Wastewater Infrastructure

The City should focus resources on new water and wastewater infrastructure projects that will enable Henderson to support the overall vision established in the Future Land Use Plan. Several strategic water and wastewater infrastructure projects were identified below as priority projects the City should complete over the next several years to prepare for growth and new development.

- Loop 571 Water System Expansion
  - Plan for, design, and construct a 1.0 million gallon elevated storage tank along southern section of Loop 571.
  - Install water transmission mains along Loop 571 from SH 64 to US 79 and connect to existing distribution system along US 79.
- Lake Striker Raw Water Conveyance Project (see **Figure 6.1**)
  - This project would add a new water source to the City of Henderson's water supply. The City's existing water source, the Sabine River, is nearing capacity, so this alternative water source would diversity and add capacity to Henderson's water production capacity.
  - 27 miles of 24" diameter pipe will be installed from the south end of Lake Striker to the City's existing surface water treatment plant located along SH 322 north of US 259.
  - Two raw water pumps will be constructed at the existing intake structure on the south end of Lake Striker.
  - Electrical controls and Supervisory Control and Data Acquisition (SCADA) system will be installed for operation of the raw water pumps.
- Develop new sewer infrastructure in the City's existing business park (in the northern portion of the City along Morris Street) to include sewer infrastructure along Industrial Drive, Austin Avenue, Millard Street, Morris Street and SH 323/Van Buren Street area.
- Develop wastewater infrastructure along the Loop 571 corridor (see page 59 for additional details and graphic representation).
  - Phase 1: From US 259 and SH 64
  - Phase 2: From SH 64 to FM 13/Main Street
  - Phase 3: from FM 14/Main Street to US 79

Figure 6.1 | Proposed Lake Striker Project



# Updating Existing Infrastructure

In addition to new water and wastewater infrastructure projects, the City should continue to maintain and replace aging existing infrastructure to maintain quality service levels. The City should replace existing water and sewer pipes including service lines along streets that are scheduled for improvement. Street reconstruction and repaving is scheduled annually, and all old and problematic infrastructure should be replaced prior to street work. Several key projects were also identified as

- Expand the existing surface water treatment plant capacity to 6.0 million gallons per day once new development occurs.
- Willow Lake Water Storage Tank
  - Increase ground storage tank capacity to 2.0 million gallons.
  - Install backup generator for high service pumps.
  - Reconfigure one or more water wells to supply water directly to the Willow Lake Water Plant and upgrade water distribution system to accommodate these piping changes.
- Install backup generators at Well No. 14 and Well No. 17
- Ragley Water Storage Tank
  - Install backup generator to operate Well No. 7 and high service pumps.
- Replace water main from Water Well No. 17 to Willow Lake Storage Tank (shown graphically in **Figure 6.2**)
- Upgrade and replace water and sewer mains along US 79. This would be a longer-term project but will be critical to the vision of the Future Land Use Plan and will provide the capacities needed for new development. See **Figure 6.3** and **Figure 6.4** for the location of the proposed sewer and water main line replacements along US 79.
- Wastewater Treatment Plants (both the Northside Wastewater Treatment Plant and the Southside Wastewater Treatment Plant):
  - Install SCADA system for operation and monitoring of equipment and processes at both plants and at lift stations within the collection system.
  - Rehabilitate and upgrade existing pump stations at both plants.
  - Remove abandoned digester (decommissioned tank facilities) at Southside wastewater treatment plant.
  - Upgrade disinfection system at both plants to utilize ultraviolet light to eliminate hazards with chlorine handling and storage.
  - Expand capacity at the Southside Wastewater Treatment Plant.

Figure 6.2 | Water Main Replacement from Water Well No. 17 to Willow Lake Water Plant

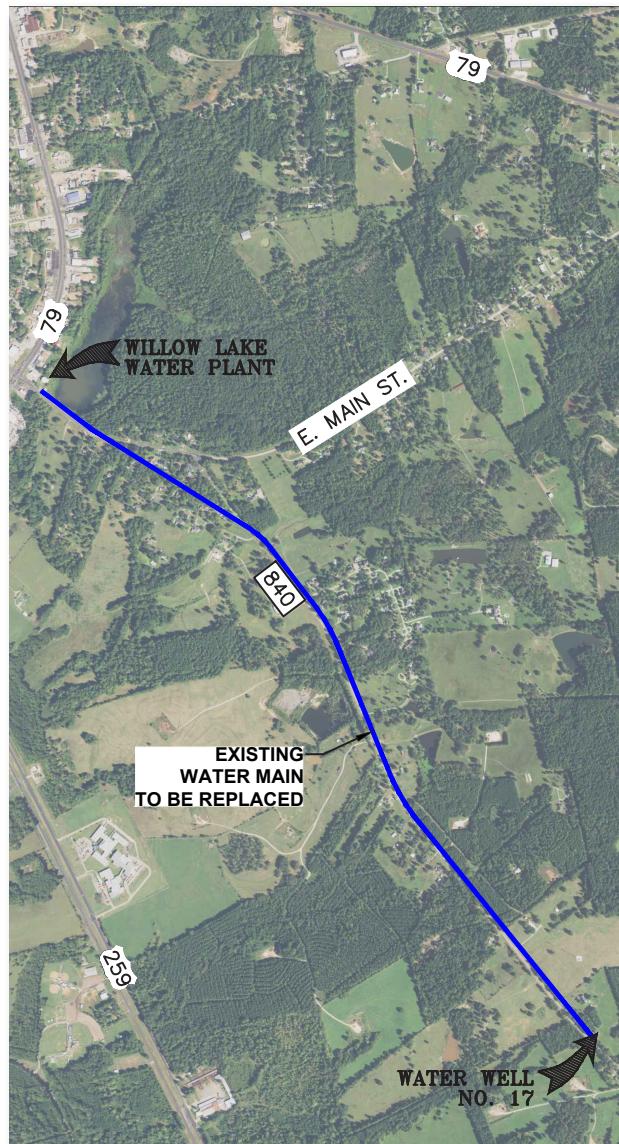


Figure 6.3 | Water Main Replacement along US 79

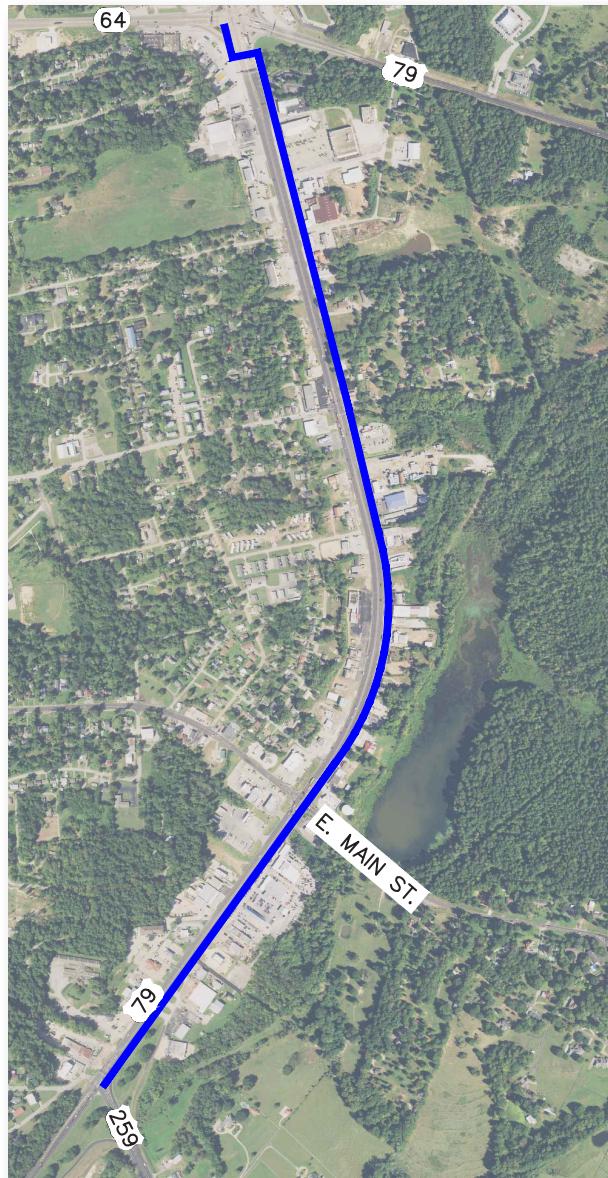
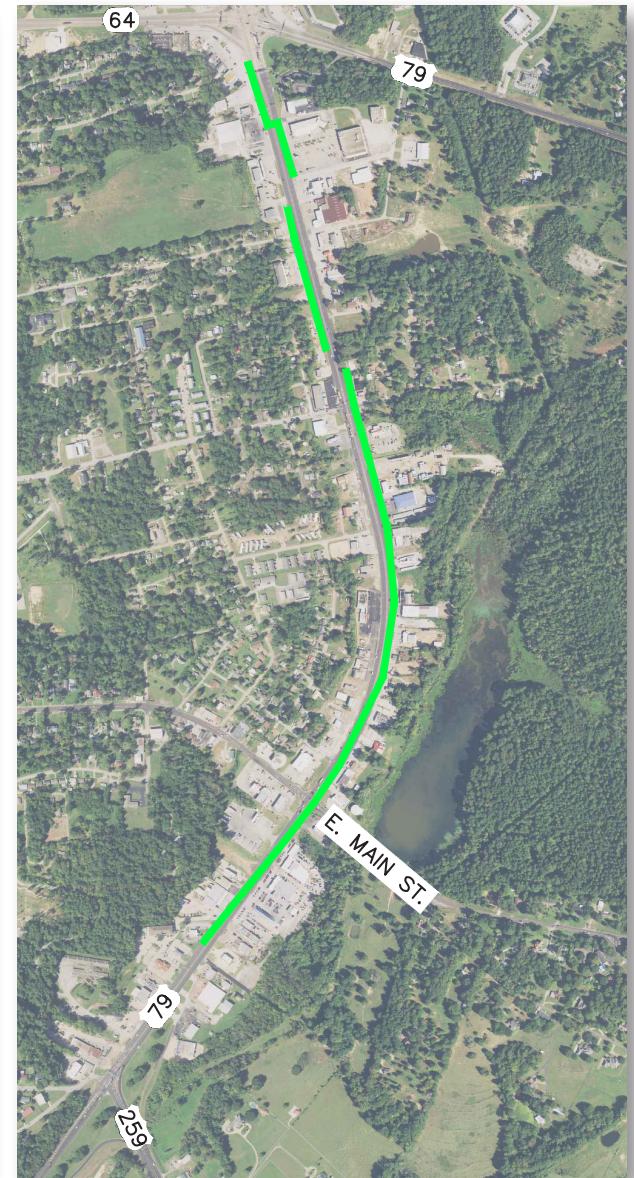


Figure 6.4 | Sewer Main Replacement along US 79



# Fiscal Strategy for Infrastructure

Water and sewer utilities should be self-sufficient by increasing funding to the water and sewer construction reserves that would be utilized for smaller capital projects. For larger capital projects, the City typically relies on bond funds or loans from the Texas Water Development Board. In addition, the City regularly applies for Texas Community Development Block Grants issued by the Texas Department of Agriculture for water and sewer projects and should continue to explore alternative funding mechanisms for new infrastructure expansion. Additional funding sources the City could apply for to assist with the expansion of the City's water and wastewater infrastructure system are summarized in the in graphic below.

**Clean Water State Revolving Fund.** The Clean Water State Revolving Fund (CWSRF) is authorized by the Clean Water Act and managed by the Texas Water Development Board. The program provides low-interest loans and grants to help communities improve their wastewater and stormwater infrastructure. The program assists municipalities with the planning, acquisition, design, and construction of various infrastructure projects, including wastewater treatment, stormwater management, and nonpoint source pollution control, with the goal of ensuring clean water availability and protecting water resources.

**Texas Water Development Fund.** The Water Development Fund (DFund) is a state funded loan program that does not receive federal subsidies and is not subject to federal crosscutters. The DFund enables the Texas Water Development Board to fund multiple eligible components in one loan, meaning cities can apply for funding that includes both water and wastewater components in a single loan. Eligible projects for this funding source include the planning, design, and construction for:

- Wells
- Retail distribution and wholesale transmission lines
- System acquisitions
- Pumping facilities
- Storage reservoirs and tanks
- Water treatment plans
- Purchase of water rights

**Drinking Water State Revolving Fund.** The Drinking Water State Revolving Fund (DWSRF) is authorized by the Safe Drinking Water Act and managed by the Texas Water Development Board. The program provides low-interest loans and grants that seek to improve city water infrastructure to ensure the provision of safe and clean drinking water. The DWSRF supports projects related to drinking water treatment, distribution systems, and other water infrastructure improvements.

**Rural Water Assistance Fund.** The Rural Water Assistance Fund (RWAF) is also managed by the Texas Water Development Board and is designed to assist rural communities (with a population of less than 50,000) to obtain low-cost financing for water and wastewater projects. Eligible projects through this program include financial assistance for the planning, design, and construction of the following:

- Water Projects
  - Improvements or construction of wells
  - Wholesale or retail water service lines
  - Desalination facilities
  - Purchase of well fields and rights to produce groundwater
  - Water projects included in the State Water Plan or a Regional Water Plan
  - Pumping facilities
  - Storage reservoirs and tanks
  - Water treatment plants
  - Acquisition of groundwater and surface water rights
- Water Quality Enhancements
  - Wastewater collection and treatment
  - Onsite or wetland wastewater treatment facilities
  - Improvements or construction of sewer treatment plants
  - Collection systems
  - Nonpoint source pollution abatement

## Infrastructure Action Plan

**Geographic Focus.** Focus new residential and commercial development to the northern sector of the City where they can take advantage of existing infrastructure that is currently underutilized.

**Loop 571 Catalyst Developments.** Implement the three-phased approach to providing infrastructure improvements to new employment centers along Loop 571 to catalyze desired development while creating a return on infrastructure investments through the form of additional tax base to be utilized for future phases on investment. Explore alternative funding sources to assist with implementation of these projects. Coordinate these plans with local developers to advertise new development opportunities along the Loop.

**Targeted Development.** Utilize infrastructure improvements as a tool to encourage developer agreements and/or voluntary annexations to that further the City's economic development initiatives.

**Aging Infrastructure.** Invest in water and sewer infrastructure updates in Downtown, older parts of the City, and other priority water and wastewater projects identified in this chapter to maintain desirability of existing develop areas and position for desired infill and adaptive reuse activities in those areas.

**Capital Improvements Plan.** Develop a Capital Improvements Plan (CIP) for water, wastewater and drainage projects in the next five years that implement this plan and catalyzes desired growth.

**Conservation/Education.** Consider voluntary water conservation / education programs for Henderson residents and businesses to emphasize the cost/benefit of utilizing existing resources more effectively rather than dedicating financial resources to expand upon existing capacities.

**Technology.** Establish partnerships to provide/improve existing and emerging technologies such as fiber optic systems, EV charging, etc. to support existing businesses and attract prospective businesses to Henderson.

**Infrastructure Plan Updates.** Update the Water, Wastewater, and other infrastructure Master Plans to align with the Future Land Use Plan and infrastructure policy direction expressed in Henderson 2050.

**Impact Fees.** Consider establishing impact fees for new developments to offset costs to upgrade water, wastewater, and drainage systems to accommodate new development.

**Alternative Funding Sources.** Explore and identify opportunities to fund new water and wastewater infrastructure projects. Consider applying for infrastructure related grants or programs to help fund implementation, such as the Clean Water State Revolving Fund, the Drinking Water State Revolving Fund, the Texas Water Development Fund, and the Rural Water Assistance Fund.

**Infrastructure Replacement along Streets.** Replace/upgrade existing water and wastewater facilities along streets in Henderson that are programmed for improvements. Street reconstruction and repaving is scheduled annually, and all old and problematic infrastructure should be replaced prior to street work.

**New Water and Wastewater Infrastructure.** Prioritize new water and wastewater infrastructure along Loop 571, in key catalyst sites, and other new priority infrastructure projects listed in this chapter.

**Lake Striker Raw Water Conveyance Project.** Continue to prioritize the Lake Striker Raw Water Conveyance Project for implementation to diversify the City's water sources and production capacity.

**Water Treatment Plant Expansion.** Expand Henderson's existing surface water treatment plant to handle a production capacity of 6.0 million gallons per day.

**Maintain Water Storage Tanks.** Maintain water storage facilities with long term maintenance contracts, including capacity improvements at the Willow Lake Water Storage Tank and the Ragley Water Storage Tank.

**Maintain Water Wells and Pump Facilities.** Continually monitor the City's water wells and pump facilities and program upgrades when necessary.

**Replace Priority Water Main Lines.** Replace the water main from Water Well No. 17 to Willow Lake Storage Tank and along US 79.

**New Wastewater Infrastructure Priorities.** Plan for and develop sewer infrastructure in key locations listed in this chapter, including along Loop 571 corridor, and in the areas surrounding the City's existing business Park (Industrial Drive, Austin Avenue, Millard Street, Morris Street and SH 323/Van Buren Street).

**Wastewater Treatment Plant Upgrades.** Program improvements to the City's two existing wastewater treatment plants to ensure quality services for Henderson's residents.



# 7 Municipal Services and Facilities

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# Introduction

Ensuring the provision and upkeep of municipal facilities and services is crucial for safeguarding the well-being and quality of life for both residents and businesses in Henderson. To ensure that services remain at a high level as the City grows, it is necessary to allocate sufficient land for public facilities. Identifying these land requirements before development takes place is essential to avoid limiting future options.

When safety services such as the police, fire department, and emergency medical services are able to provide exceptional levels of service, the community becomes safer and lower insurance rates can be maintained. Public facilities can be categorized into two types: those that require a centralized location and serve the entire municipal areas, and those that serve specific segments of the community. For example, Henderson's City Hall is a governmental building that serves the entire community, while local fire stations serve specific areas.

It is important for public facilities to be designed and built in an environmentally sensitive manner that aligns with the urban or suburban environments. They should also maintain the desired levels of service, make the most efficient use of existing infrastructure, and be cost-effective. Additionally, enhancing community facilities whenever possible and identifying areas in need of improvement are important in order to accommodate the expected growth. In addition to the community's facilities, the City of Henderson also operates their own police and fire services. Additionally, the City hosts a number of community events, including the popular annual Heritage Syrup Festival, the Christmas Parade, and the 4th of July 'Freedom Festival'.

## ***Municipal Services and Facilities Policies***

- The City of Henderson will continually provide quality municipal services to current and future residents.
- Future facility needs will be adequately planned for as new development occurs in Henderson.
- Ensure that future community facilities and amenities are constructed equitably throughout the various neighborhoods and user groups in Henderson.
- Ensure Henderson's police, fire, and EMS services adequately serve the changing community of Henderson as the population grows.
- Prepare for growth by identifying opportunities for improved city processes, programs, and organization.
- The City of Henderson as an organization will continually promote the community's diversity by offering unique ways for the community to gather, recreate, and celebrate the unique heritages and cultures found in Henderson.

# Municipal Facilities

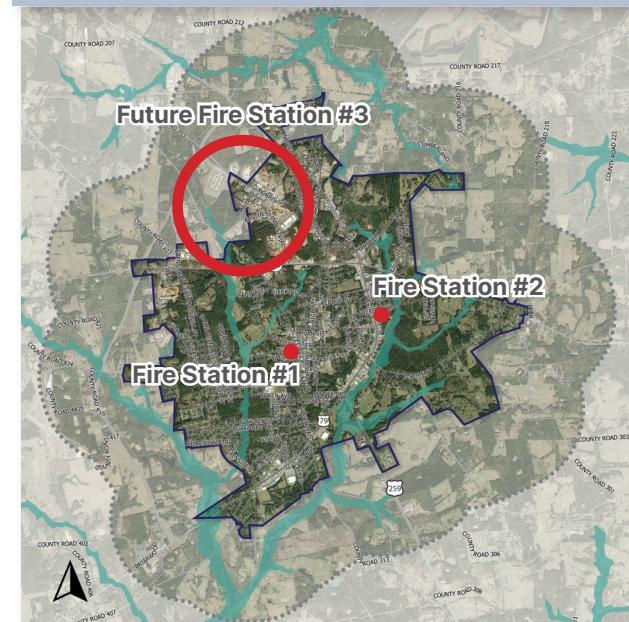
The City of Henderson provides the community with conventional municipal services and obtains several community facilities for residents and visitors to enjoy. Below describes Henderson's municipal facilities, which include:

- **Henderson Civic Center.** The Henderson Civic Center boasts a spacious and flexible event space, perfect for hosting conferences, meetings, trade shows, performances, and social functions.
- **Henderson Police Department.** The Henderson Police Department is currently housed in a single facility situated on Lake Forest Parkway, just south of the Henderson Civic Center and serves a population of approximately 14,000 and has a patrol area of 19 square miles. As the City's population grows, close monitoring will be necessary to determine the optimal timing and location for a potential second facility.
- **City Hall.** In 2022, the City of Henderson opened their new City Hall facility, which houses all city services, except for police, fire, and animal services. This recent consolidation of offices into a state-of-the-art facility helps the City maintain efficiency to serve residents and visitors.

- **Henderson Fire Station.** Henderson currently has two fire stations. As the City's population grows, close monitoring will be necessary to determine the optimal timing and location for additional facilities.
- **Rusk County Courthouse.** The Rusk County Courthouse stands as grand and historic landmark in the heart of the City. It houses various offices and courtrooms such as the district court, county clerk's offices, and others that are essential for the functioning of the local judicial system, including the district court, county clerk, and other governmental departments.
- **Rusk County Library.** The Rusk County Library is a vibrant community institution that provides invaluable resources and services to its residents. As the City population grows, close monitoring will be necessary to determine the optimal timing and location for a new library location.
- **Henderson Community Building.** The Henderson community building stands as a testament to the towns strong sense of community and commitment to its resident's well-being. Over the years it has witnessed countless weddings, graduations, reunions, and other social functions.

If the City sees growth over the next twenty to thirty years, a third fire station could be constructed around new residential development. Henderson's third fire station should be strategically aligned adjacent to the Loop 571 corridor for regional access. **Figure 7.1** below displays the approximate location for this fire station.

Figure 7.1 | Approximate Location of New Fire Station



# Community Building

Building community is a key part of the success of this comprehensive plan. The residents of Henderson originate from diverse backgrounds, ethnic groups, and cultures, and the City of Henderson wants to ensure that all voices are heard through the planning process and that no one feels left out or not included in key city decision-making. To promote this, several strategies were identified to enhance this effort for existing and future residents of Henderson.

- **Partner with local organizations:** Increase efforts to engage with local community organizations, such as leaders of religious organizations, youth organizations, Henderson ISD, local sports organizations, or neighborhood associations.
  - Partner with the Henderson ISD to create a Henderson Youth Coalition that promotes leaderships in high school students. Meet quarterly with this group with City leadership and teach them leadership skills and how to get involved in city decision-making.
  - Create a contact list of local community leaders in Henderson. Utilize this group to help spread key city news and upcoming events to boost participating and attendance.
  - Partner with Keep Henderson Beautiful or other local organizations to create a 'Yard of the Month' initiative.
- **Promote City transparency:** Increase opportunities for citizens to be more involved in city processes.
  - Host a bi-annual "Town Hall" event, either in person or virtually. The purpose of this meeting would be to promote transparency with city leadership and the community. Provide residents with updates on city processes and upcoming events.
  - Create a Henderson video series or podcast series that promotes the City of Henderson. Utilize this platform to interview City leadership and key community leaders on why they believe Henderson is a special and unique place to live.
- **Increase cultural events:** Organize new events and activities that bring residents together and showcase the unique heritage seen in Henderson. Partner with leaders of diverse groups to find out specific events they would like to see created in Henderson.
- **Promote support of local businesses:** Support small businesses in Henderson through new advertisements and incentives.
  - Create a public relations campaign to promote small and locally owned businesses located in Henderson.
  - Host a "Small Business Day" expo event that offers incentives and giveaway items to those who visit local businesses in Henderson.
  - Engage with business owners in Henderson to understand their desires for the future.

Focus Group Workshop



# Gateway and Wayfinding Features

Gateway and wayfinding signage could enhance Henderson's brand and attract new residents and visitors to stay and spend time in these special locations. Branded gateway and wayfinding features can enhance tourism through placemaking techniques and can boost sales by creating desirable advertisements. Gateway signage is a great feature to let visitors know where they are and to represent special and unique places which can further enhance local economic development. There are multiple levels and types of gateways - some representing the City as a whole or regional areas, smaller entrances and roadways, and some representing special destinations.

Larger, regional gateways should be located at key entrances into Henderson, especially along Loop 571, SH 64, US 79, US 259, and other key highways entering into Henderson. Regional gateways should primarily advertise the City's name and logo to promote a "welcome home" feel. More local wayfinding signage should be placed at smaller roads into Henderson and the general core of the city. Wayfinding signs are typically smaller than regional gateways, and should also advertise the City's name and logo, but may be designed to embody the area they are in.

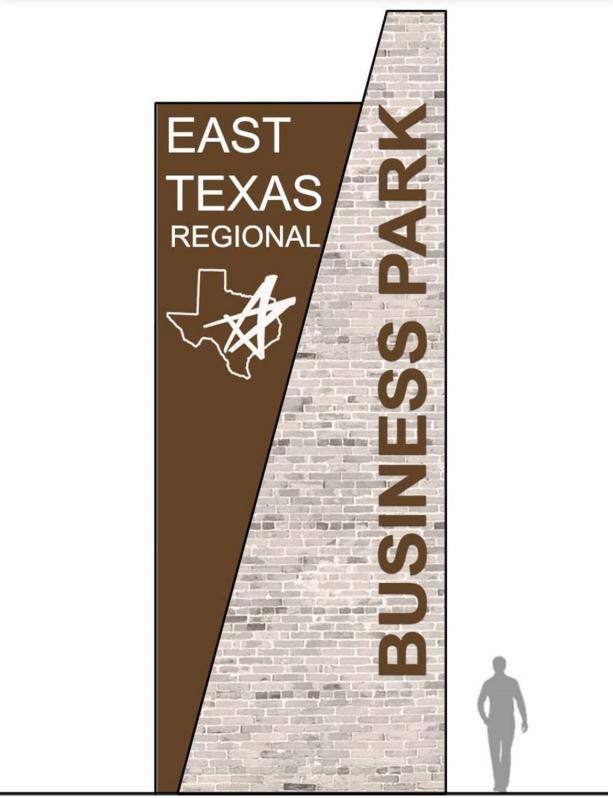
Major destinations should also have gateways and wayfinding signage but should primarily advertise the destination's name while also incorporating the City's name and logo (see **Figure 7.2** and **Figure 7.3** for an example). Destination gateways should reflect the character of the destination and let visitors know they are in a unique area. Examples can include, but are not limited to, Downtown, the proposed business park, and the Loop 571 corridor. All gateways and wayfinding signage should have a similar aesthetic, but destination gateways may incorporate special colors to reflect the area.

**Exhibit 8** on the following page displays a map of future Henderson gateway signage locations and district or destination branded wayfinding signage. The City should conduct a citywide branding assessment that establishes the look and feel of these three signage types. The Gateway and Wayfinding map should be used as a guide for future signage throughout Henderson, but exact locations of future signage can be determined through a case-by-case analysis. Branding provides an additional opportunity to support gateways, including street toppers, light pole flags, and street decorations (benches, trash cans, etc.) A branding guide should be adopted by the City, and should include guidelines for general branding, gateways, city colors, and logo usage.

Figure 7.2 | Existing District-Branded Signage in Henderson



Figure 7.3 | Proposed District-Branded Signage



# EXHIBIT 8 | Gateway and Wayfinding Features

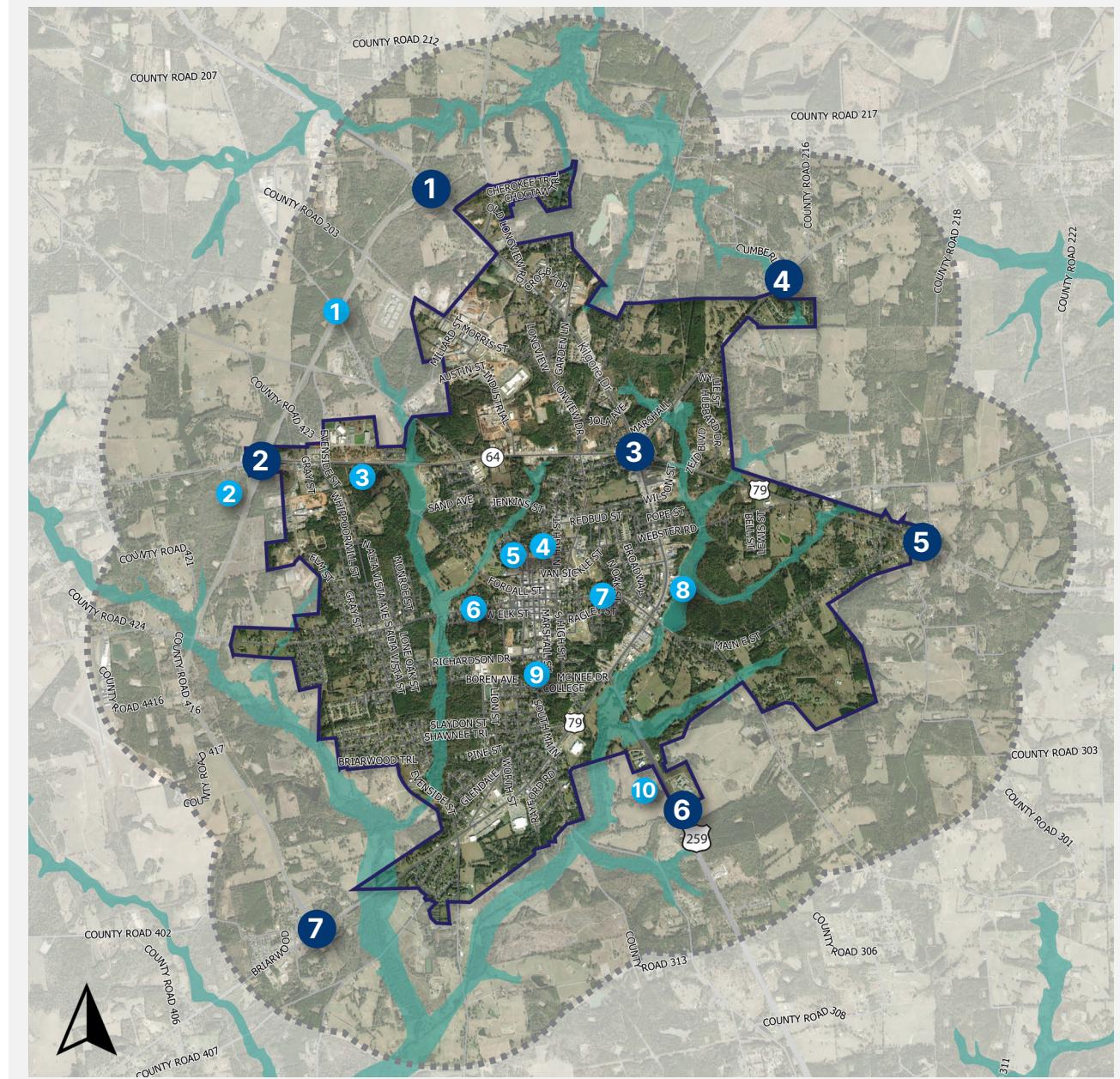
## Legend

### Gateway Signage

- 1 Loop 571 and US 259/Kilgore Drive
- 2 Loop 571 and SH 64
- 3 'Star' Intersection
- 4 SH 43 Corridor
- 5 US 79 and East Main Street
- 6 US 259 South
- 7 Loop 571 and US 79 South

### District Branding Signage

- 1 Loop 571 Linear Business District
- 2 Loop 571 Linear Business District
- 3 Catalyst Site - Potential Sports Complex
- 4 Downtown Henderson Entrance
- 5 Downtown Henderson Entrance
- 6 Downtown Henderson Entrance
- 7 Downtown Henderson Entrance
- 8 Willow Lake Mixed-Use Destination
- 9 Downtown Henderson Entrance
- 10 Mixed-Use Catalyst Site Destination



# Parks

Henderson's park system was identified as one of the biggest strengths of the community through the public engagement process. The City currently owns and operates six public parks, listed below. The City's park system is well maintained, and the parks are very popular amongst residents.

1. Fair Park
2. Fair Paws Dog Park
3. Lake Forest Park
4. Montgomery Park
5. Smith Memorial Park
6. Yates Park

As Henderson plans for growth and new development into 2050, the City should seek to have available park facilities within a 10-minute walk (or a half mile) for all residents living in the City limits. **Exhibit 9** overlays a half-mile buffer around Henderson's existing six parks and Future Land Use Plan to identify key areas that will need new park facilities in order to maintain this level of service. Four key park opportunity areas were identified through this analysis. If the City decides to construct a new park, it should be located within the four priority park opportunity areas.

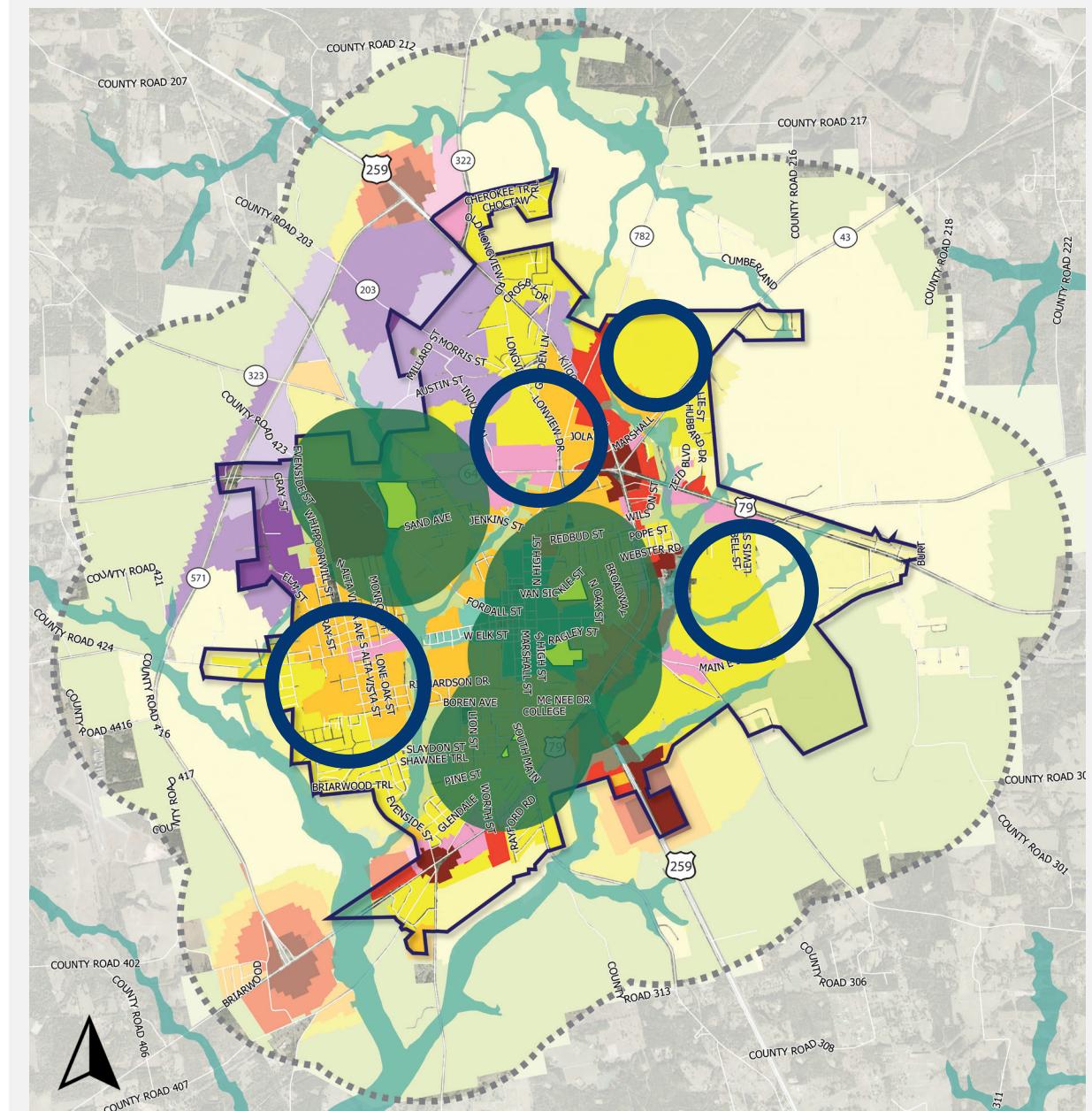
In addition to the location of new proposed parks in Henderson, several key recommendations were created for the City's existing parks. These recommendations include:

- **Amenitize Smith Memorial Park.** As new funding becomes available, invest in amenitizing Smith Memorial Park with additional shaded seating areas such as new benches and picnic tables. Additionally, construct a reflection garden and new public art installations and historic markers aimed at educating the public on General James Smith and the impact he made on Henderson.
- **Establish Willow Lake Park.** As discussed in the Catalyst Sites section of this Comprehensive Plan, the City should seek to officially take ownership and establish Willow Lake as a City park. This would increase the City's park level of service on the east side of town, and would allow the City to establish public-private partnerships with local businesses and developers to create a mixed-use park and activity center destination.
- **Continue to Maintain Quality Parks and Recreation Facilities.** The City of Henderson was often praised for their high-quality existing park and recreation facilities through the public engagement process. Frequent maintenance of the City's parks is essential to the longevity of Henderson's park facilities. The City should continue to prioritize routine maintenance for the City's park and trail facilities into the year 2050.
- **Regularly Program Lake Forest Park.** Partner with local organizations and the Henderson EDC to establish new events at the pavilion in Lake Forest Park.
- **New Playground in Lake Forest Park.** Construct a second playground in Lake Forest Park as new funding becomes available.
- **Public Art in Lake Forest Park.** Retain a local public artist to create a large public art installation or mural in Lake Forest Park (possibly near the Civic Center) to commemorate Henderson's local history.
- **Walking Trail in Montgomery Park.** Construct a walking trail in Montgomery Park around the park's periphery.
- **Partner with Henderson ISD.** Inclusive playgrounds remove barriers to promote equitable play for children of all ages and abilities. The City should create a partnership with the local school district in order to pursue funding to construct new inclusive playgrounds within existing community parks.

# EXHIBIT 9 | Park Opportunity Areas

## Legend

- Existing Park Half-Mile Buffers
- New Park Opportunity Areas



# Municipal Services and Facilities Action Plan

**Build Community.** Continue to publicize the Henderson 2050 Comprehensive Plan to build community support for the future vision of Henderson.

**Henderson Youth Coalition.** Partner with the Henderson ISD to create a Henderson Youth Coalition that promotes leaderships in high school students. Meet quarterly with this group with City leadership and teach them leadership skills and how to get involved in city decision-making.

**Community Leaders.** Create a contact list of local community leaders in Henderson. Utilize this group to help spread key city news and upcoming events to boost participating and attendance.

**Yard of the Month.** Partner with Keep Henderson Beautiful or other local organizations to create a 'Yard of the Month' initiative.

**Bi-Annual Town Hall.** Host a bi-annual "Town Hall" event, either in person or virtually. The purpose of this meeting would be to promote transparency with city leadership and the community. Provide residents with updates on city processes and upcoming events.

**Henderson Video or Podcast Series.** Create a Henderson video series or podcast series that promotes the City of Henderson. Utilize this platform to interview City leadership and key community leaders on why they believe Henderson is a special and unique place to live.

**Promote Small Businesses.** Engage with business owners in Henderson to understand their desires for the future. Create a public relations campaign to promote small and locally owned businesses located in Henderson. Host a "Small Business Day" expo event that offers incentives and giveaway items to those who visit local businesses in Henderson.

**Gateway and District Branding.** Conduct further study to identify which areas see the most traffic and would benefit most from new Gateway and District Branding features. Construct gateway signs in these locations first.

**Municipal Services and Facilities Demand.** Monitor Henderson's growth and adequately plan for new community services and facilities, such as a new fire and/or police station.

**Parks and Trails Master Plan.** Create a Henderson Parks and Trails Master Plan to ensure provision of green space, public facilities, and on-and-off street trail system as Henderson's population grows into 2050.

**Henderson Park Branding.** Create a unique City of Henderson brand specific to the City's parks, trails, and other recreational facilities. Follow the City's overarching brand, but incorporate a new logo and/or colors into this parks-specific brand. Additionally, standardize park landscaping procedures and allowed plant types to create a consistent and cohesive park and recreation brand. Once this brand has been created, construct and install new park signage and amenities that follow this brand.

**Amenitize Smith Memorial Park.** Construct new shaded seating areas such as benches and picnic tables in Smith Memorial Park. Additional amenities could include a reflection garden and new public art installations and historic markers aimed at educating the public on General James Smith and the impact he made on Henderson.

**Establish Willow Lake Park.** Once Willow Lake is under the legal authority of the City, establish Willow Lake as a City park and mixed-use activity center.

**Continue to Maintain Quality Parks and Recreation Facilities.** Continue to maintain high-quality park facilities in Henderson. Prioritize routine maintenance for the City's park and trail facilities into the year 2050.

**Regularly Program Lake Forest Park.** Partner with local organizations and the Henderson EDC to establish new events at the pavilion in Lake Forest Park.

**New Playground in Lake Forest Park.** Construct a second playground in Lake Forest Park as new funding becomes available.

**Public Art in Lake Forest Park.** Retain a local public artist to create a large public art installation or mural in Lake Forest Park (possibly near the Civic Center) to commemorate Henderson's local history.

**Walking Trail in Montgomery Park.** Construct a walking trail in Montgomery Park around the park's periphery.

**Partner with Henderson ISD.** Create a partnership with Henderson ISD to pursue funding to construct new inclusive playgrounds within existing community parks.



# 8

# Implementation

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# Introduction

Communities that succeed at implementing their comprehensive plans establish a clear vision for their future and identify the various steps necessary to achieve the vision. This section completes the Comprehensive Plan by providing the implementation techniques and priorities that address the vision, recommendations, and related policies established herein. Implementation for this plan is structured into a coordinated action program so that City leadership, staff, and other decision-makers can identify the steps that are necessary to achieve the vision for Henderson described throughout this plan.

It is also important to remember that most cities cannot afford to complete all of the desired tasks at once; therefore, it is crucial to identify the top priorities that are most important for achieving the vision. Many of the recommendations will take several years to complete, but this plan will help the City to identify the most attainable items and allocate appropriate funding in future budgets for the costlier projects.



# The Roles of the Comprehensive Plan

## A Guide for Decision-Making

The City's current physical layout is the result of past contributions from various individuals and groups. In the future, any new development such as subdivisions, homes, or facilities like schools, churches, and shopping centers will contribute to Henderson's physical appearance. The collective efforts of these developments shape how the City is perceived by its residents and visitors. For effective planning, every decision regarding new developments should be guided by a comprehensive plan. Whether it involves surfacing a street, changing a zoning ordinance, enforcing building codes, or constructing utility lines, the City should always refer to the fundamental concepts outlined in the Comprehensive Plan. Similarly, private builders and investors should also understand and align their efforts with the broader concepts and policies of the Plan, ensuring a coordinated approach to planning the City.

## Zoning and Subdivision

The typical procedures for reviewing and handling zoning amendments, development plans, and subdivision plans present valuable opportunities for putting the Comprehensive Plan into action. Each decision related to zoning,

development, and subdivisions should be carefully assessed and compared to the relevant guidelines and policies outlined in the Comprehensive Plan. However, changes to subdivision regulations can only occur when modifying the subdivision ordinance. The plan allows Henderson to evaluate proposals and requests based on an officially prepared document that has been adopted through a comprehensive planning process. If decisions are made that do not align with Plan recommendations, appropriate actions should be taken to modify or amend the Plan, ensuring consistency and fairness in future decision-making. Modifying the Subdivision Ordinance and Zoning Ordinance are two significant proactive measures that the City can undertake to implement the recommendations outlined in the Comprehensive Plan.

## A Flexible and Alterable Guide

The Comprehensive Plan for the City of Henderson is designed to be a flexible planning tool that adapts to evolving needs and circumstances. Any significant amendments to the plan should not be made without conducting a comprehensive analysis of immediate requirements and considering the potential

long-term impacts. The Henderson City Council and other officials must carefully evaluate each proposed amendment to assess its alignment with Plan's objectives and policies, as well as its potential contribution to the City's long-term well-being and vibrancy.



## Annual Review

A regular review of the Plan should be conducted yearly to assess its relevance in light of current conditions and trends. These scheduled evaluations will provide valuable insights for adjusting capital expenditures and priorities, as well as identifying any necessary changes or additions to the Plan to ensure its long-term applicability. It would be beneficial to dedicate an annual meeting of the Planning & Zoning Commission to thoroughly examine the status of and ongoing relevance of the Plan, considering current conditions. Areas that require specific attention should be examined in detail, and appropriate changes or additions should be made as needed. Through these periodic evaluations, the Plan will remain functional and continue to provide civic leaders with effective guidance in decision-making. Periodic reviews of the Plan should encompass the following considerations:

- The City's progress in plan implementation
- Community support for the Plan's goals and recommendations
- Shifts in City officials' policies and priorities
- Changes in State laws
- Changes in the conditions that formed the foundation of the Plan

## Updates and Amendments

Alongside regular annual evaluations, the Comprehensive Plan should also undergo a comprehensive and in-depth review and update every five years, or as necessary in response to significant changes. The review and update process should be initiated by the City Council, the Planning & Zoning Commission, and City staff. Valuable input on major changes should be sought from a range of diverse groups, including property owners, neighborhood organizations, civic leaders, key stakeholders, developers, merchants, and any citizens or individuals who demonstrate an interest in the City's long-term growth and development.

# Action Matrix

The following pages summarize the goals and strategies described within this plan. Each strategy has an implementation mechanism identified and a reference to the corresponding chapter, policy and goal. Action items are separated into the following categories to indicate when the City should start working to achieve the action.

## Timeframe

The timeframe column in the Action Matrix estimates how long the action item will take to complete. While every action item is important to Henderson, strategic implementation of the action items should be considered to best implement the Comprehensive Plan in a timely manner. The timing of projects can change. Long-term action items can be completed at an earlier date if funding or community support allows it. Specifically, the timeframe ranges created for the Henderson 2050 Comprehensive Plan are as follows:

- **Short-Term Action Items:** 1 – 4 Years to Complete
- **Mid-Term Action Items:** 5 – 10 Years to Complete
- **Long-Term Action Items:** 10+ Years to Complete
- **On-going Action Items:** These are actions that should be integrated into Henderson's policies, operations, and municipal services



## Financing

Funding can come from many different sources, including partnerships, organizations, grants, and long-range capital improvement plans. The actions in the Comprehensive Plan are generally grouped into four categories, ranging from \$ (relatively low cost) to \$\$\$\$ (likely to exceed \$1 million). The following are representative of total cost for each of the action items:

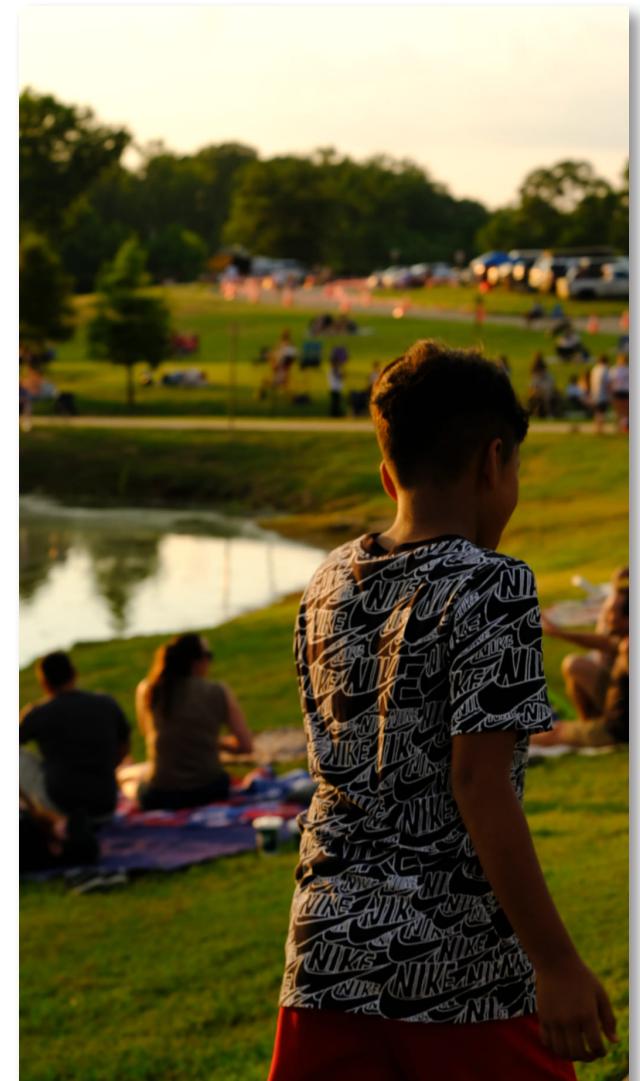
- **\$:** Up to \$150,000
- **\$\$:** \$150,000 - \$500,000
- **\$\$\$:** \$500,000 to \$1 million
- **\$\$\$\$:** More than \$1 million

## Responsible Party

This category assigns the party, entity, or group who is vital to the realization of each action and is primarily responsible for its success. The responsible party may be represented as City staff, City leadership, or other City departments.

## Partnerships

Key partners are also identified in the Action Matrix and include other organizations and entities that can help support the City of Henderson when implementing action identified in the 2050 Comprehensive Plan. The identified partners could assist with championing the action item, assist with funding, or provide a partnership to the City so that the action item is implemented successfully.



# LAND USE ACTION ITEMS

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
LU.1	<b>Landowner Partnerships.</b> Work with long time property owners and estates of property owners to discuss the opportunities afforded to their properties in the Future Land Use Plan.	On-Going	-	Community Development	Land Owners
LU.2	<b>Zoning Code.</b> Update the Henderson Zoning Code to support the desired vision and development character established in the Future Land Use Plan.	Short-Term	\$	Community Development	
LU.3	<b>Development Regulations.</b> Create updates to Henderson's development regulations to ensure consistency with the Henderson 2050 Comprehensive Plan, remove provisions or restrictions that create barriers to the development patterns and character envisioned by the plan, and provide tools and techniques to give developers and staff flexibility in designing and reviewing projects that meet the intent of the plan.	Short-Term	\$	Engineering/ Community Development	
LU.4	<b>New Housing.</b> Conduct a housing study to identify specific housing types and quantities necessary to support economic development initiatives and needed workforce to support those initiatives. The housing study should: <ul style="list-style-type: none"> <li>• Assess availability of housing;</li> <li>• Assess needed housing types, price points and future demand;</li> <li>• Identify gaps in existing housing stock;</li> <li>• Identify parcels of undeveloped land that are ripe for residential development;</li> <li>• Establish strategies for essential housing types necessary to support attracting desired employers to the community.</li> </ul>	Short-Term	\$	City Leadership/ Economic Development	Henderson EDC
LU.5	<b>Infill Housing.</b> Further partnerships with infill housing developers and consider incentives when appropriate for development of vacant properties in existing neighborhoods with a variety of quality housing types appropriate to each neighborhood/place type.	On-Going	\$\$	City Leadership/ Economic Development	Developers
LU.6	<b>Housing Diversity.</b> Promote development of quality housing for people at all stages of their lives. Ensure zoning classifications allow for a range of housing types that meet the needs of all ages, abilities, and income levels.	On-Going	\$	City Leadership/ Community Development	Henderson Housing Authority

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
LU.7	<b>Incentivize “Missing Middle” Housing.</b> Establish design guidelines for missing middle housing that includes guidance for the character and form of townhomes, duplexes, small apartment complexes, single-family for rent, and other types of housing not falling under the single-family detached unit umbrella.	Short-Term	\$	Engineering/Community Development	
LU.8	<b>Incentivize “Missing Middle” Housing.</b> Proactively rezone undeveloped parcels falling in the Compact Housing placetype to Medium or High Density Residential. Work towards having no parcels that fall in the Compact Housing placetype are zoned Low Density Residential.	Mid-Term	\$\$	Community Development	Land Owners
LU.9	<b>Incentivize “Missing Middle” Housing.</b> Consider implementing a development program, such as density bonuses, tax incentives, or property tax abatements to developers who seek to build missing middle housing units in Henderson.	Short-Term	\$	Economic Development	Land Owners/Developers/Henderson EDC
LU.10	<b>Mixed-Use Zoning.</b> Create a mixed-use zoning classification or zoning overlay in Henderson to allow for a mix of uses in key locations.	Short-Term	\$	Community Development	
LU.11	<b>Character Preservation.</b> Encourage preservation of buildings and places that contribute to Henderson’s unique character by establishing flexible standards for adaptive reuse of older buildings, and incentives when appropriate to assist property owners in upgrading older buildings to meet newer code requirements.	On-Going	\$\$	Community Development	
LU.12	<b>Downtown Mixed-Use.</b> Review Downtown Zoning Standards and consider revisions that allow single use residential buildings with “retail ready” ground floor to allow changing market trends to be accommodated over time and minimize vacant ground floor spaces.	Short-Term	\$	Community Development	
LU.13	<b>Lake Willow Ownership and Partnerships.</b> Retain a land use attorney to review ownership documentation for Lake Willow. Complete the necessary steps to obtain legal ownership of the lake. Additionally, work with adjacent property owners to rally support for creating a vibrant, mixed-use lakefront around Willow Lake.	Mid-Term	\$\$\$	City Leadership/Community Development	County/Property Owners/ Land Use Attorney

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
LU.14	<b>Lake Willow PID.</b> Establish a public improvement district (PID) around the properties surrounding Lake Willow. Utilize this money to construct public improvements around the lake, such as reconstructing (or removing) the dam, trail and sidewalk construction around the lake, and the creation of lakefront pedestrian amenities such as benches, lighting, or wayfinding signage.	Mid-Term	\$	Economic Development/Community Development	Henderson EDC
LU.15	<b>Sports Complex.</b> Determine a location for the proposed Henderson Sports Complex. Advertise to developers considering locating in Henderson the plans for the sports complex and the retail and residential developments that will be needed to support this new activity.	Long-Term	\$\$\$\$	City Leadership/Community Development	Henderson EDC
LU.16	<b>Catalyst Sites.</b> Advertise to developers and property owners the location and visions for the six catalyst sites established in this Comprehensive Plan.	Long-Term	\$\$\$\$	Economic Development	Henderson EDC

## LOOP 571 ACTION ITEMS

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
L571.1	<b>District Branding.</b> As the Loop 571 districts start to be annexed into the City limits, establish a unique brand for each of the identified corridors, including the Northern Gateway District, Loop 571 Linear Business District, Executive Housing District, and the Southern Gateway District.	Long-Term	\$\$\$	Economic Development	Henderson EDC/TxDOT
L571.2	<b>Strategic Annexation.</b> Collaborate with City leadership, property owners, and developers to create a detailed annexation strategy for the Loop 571 corridor. Focus annexation efforts in the north first, surrounding the Northern Gateway District and Loop 571 Linear Business District.	Short-Term	-	Community Development	Land Owners/ Developers
L571.3	<b>Gateway Signage.</b> Fund and construct at least three large gateway signs along Loop 571 within the next ten years. Partner with the Henderson EDC to identify and secure funding for the gateway signs.	Mid-Term	\$\$\$	Economic Development	Henderson EDC/TxDOT

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
L571.4	<b>Special Funding District.</b> Consider adopting a public improvement district (PID), tax increment financing district (TIF), or other special funding mechanism along Loop 571 to encourage economic development and to solidify the City's commitment to making the Loop a vibrant corridor.	Mid-Term	-	Community Development	Henderson EDC
L571.5	<b>Infrastructure Phasing.</b> Create an infrastructure phasing plan for Loop 571. Start by collaborating with property and business owners near the Northern Gateway and Linear Business District to discuss ideas on how necessary infrastructure can be built along the corridor.	Mid-Term	\$\$	Public Works/Engineering	
L571.6	<b>Proactive Rezoning.</b> Rezone portions of the corridor that are currently in the City limits (i.e., the intersection of Loop 571 at SH 64) to align with the Future Land Use Plan.	Short-Term	\$	Community Development/ City Leadership	
L571.7	<b>Future Loop 571 Zoning.</b> As portions of the Loop 571 corridor become annexed into the City limits, ensure that the zoning assigned to the properties are in alignment with the Future Land Use Plan.	On-Going	-	Community Development/ City Leadership	
L571.8	<b>Loop 571 Safety.</b> Partner with TxDOT to identify, design, and implement safety improvements along the Loop 571 corridor and at intersections with the highest rate of crashes.	Long-Term	\$\$\$\$	Public Works	TxDOT
L571.9	<b>Hike and Bike Trails.</b> Connect each of the Loop 571 districts to one another via a network of multi-use trails and ensure that they connect to other key areas throughout the city.	Long-Term	\$\$\$\$	Parks and Recreation	Rusk County
L571.10	<b>Preserve Natural Landscapes and Open Space:</b> Partner with developers to preserve open space and portions of the existing tree canopy. Developers can contribute by planting street trees and creating parks within their developments.	On-Going	-	Parks and Recreation/ Community Development	Developers
L571.11	<b>Public Spaces.</b> Partner with developers to create public space/plazas in each district so that residents and visitors can have a place to gather for socialization and other community events.	Long-Term	-	Community Development/ Economic Development	Developers

# MOBILITY ACTION ITEMS

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
M.1	<b>Thoroughfare Plan.</b> Adopt the Master Thoroughfare Plan and Roadway Cross Sections presented in this plan.	Short-Term	\$	City Leadership	-
M.2	<b>Capital Improvements Plan.</b> Develop a Capital Improvements Plan (CIP) that reflects the roadway alignments and cross sections presented in this plan, including the closing of existing sidewalk gaps along major roads.	Short-Term	\$	Public Works	-
M.3	<b>Partnerships.</b> Coordinate with TxDOT and Rusk County on a regular basis to maintain support for transportation-related priorities that balance accessibility and connectivity within the region, and to prioritize desired maintenance and mobility improvements on their facilities.	On-Going	-	City Leadership/Engineering	TxDOT/ Rusk County
M.4	<b>Maintenance.</b> Place an equal or higher priority on the maintenance of existing City streets over investments in the construction of new streets.	On-Going	\$\$\$	Public Services	
M.5	<b>Safety.</b> Partner with TxDOT to study and implement solutions to safety issues associated with the TxDOT intersections highlighted within this plan.	Short-Term		Public Services/City Leadership	TxDOT
M.6	<b>Context Sensitive Streets.</b> Conduct further study of Downtown streets and develop appropriate cross sections for the multiple street types necessary to balance vehicular and pedestrian needs within Downtown rights-of-way.	Short-Term	\$	Public Works	Main Street Advisory Board
M.7	<b>Downtown Parking.</b> Conduct an evaluation of Downtown parking supply and demand and establish recommendations for “right-sized” parking strategies that can be easily implemented by the City and Downtown Partners.	Mid-Term	\$\$	Public Works	Main Street Advisory Board
M.8	<b>Active Transportation.</b> Identify places with greatest biking and walking potential and invest in bike and pedestrian improvements to support on-vehicular modes to serve key destinations.	Short-Term	\$	Community Development	TxDOT

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
M.9	<b>Loop 571.</b> Evaluate the changes to the Future Land Use plan along the Loop 571 Corridor and work with TxDOT to develop phased corridor improvements that further the economic development initiatives along that corridor.	Mid-Term	\$\$\$\$	Public Works	TxDOT
M.10	<b>Safety Action Plan.</b> Fund and conduct a Safety Action Plan on Henderson's streets. Utilize this plan to pursue grant funding for multimodal safety-related improvements for Henderson's streets, sidewalks, and trail network.	Mid-Term	\$\$	Public Works/ Engineering	FHWA
M.11	<b>Partnerships with TxDOT.</b> Partner with the local TxDOT district office to relay the Comprehensive Plan's mobility goals, objectives, and key recommendations. Explore opportunities to partner on the intersection and safety improvement key recommendations found in this plan.	On-Going	-	Public Works/ Community Development	TxDOT
M.12	<b>N Main Street Realignment.</b> Work with TxDOT and adjacent property owners to realign N Main Street as shown in the Henderson Thoroughfare Plan.	Long-Term	\$\$\$\$	Public Works	TxDOT/ Landowners
M.13	<b>Intersection Improvements.</b> Fund and construct the 10 intersection improvements identified in this chapter. Fund preliminary concepts and traffic projections for potential realignments and create a plan for implementation and construction for these improvements. Explore opportunities such as a Capital Improvements Program or Bond Program to fund these improvements.	Long-Term	\$\$\$\$	Public Works	TxDOT
M.14	<b>Sidewalks.</b> Concentrate sidewalk improvements in the key locations identified in the five minute walk sheds. Once the sidewalk network is complete in these locations, move to the 10-minute walk sheds. Apply for grant programs to seek funding for these sidewalk improvements	Long-Term	\$\$\$\$	Public Works/ Community Development	TxDOT
M.15	<b>Trail Master Plan.</b> Conduct a Trail Master Plan to identify specific alignments and trail amenities for the future trail network in Henderson.	Short-Term	\$	Public Works/ Community Development	County/ TxDOT

# INFRASTRUCTURE ACTION ITEMS

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
I.1	<b>Geographic Focus.</b> Focus new residential and commercial development to the northern sector of the City where they can take advantage of existing infrastructure that is currently underutilized.	Mid-Term	\$\$\$\$	Community Development	Developers
I.2	<b>Loop 571 Catalyst Developments.</b> Implement the three-phased approach to providing infrastructure improvements to new employment centers along Loop 571 to catalyze desired development while creating a return on infrastructure investments through the form of additional tax base to be utilized for future phases on investment. Explore alternative funding sources to assist with implementation of these projects. Coordinate these plans with local developers to advertise new development opportunities along the Loop.	Mid-Term	\$\$\$\$	Public Works	
I.3	<b>Targeted Development.</b> Utilize infrastructure improvements as a tool to encourage developer agreements and/or voluntary annexations to that further the City's economic development initiatives.	On-Going	-	Economic Development	Henderson EDC
I.4	<b>Aging Infrastructure.</b> Invest in water and sewer infrastructure updates in Downtown, older parts of the City, and other priority water and wastewater projects identified in this chapter to maintain desirability of existing develop areas and position for desired infill and adaptive reuse activities in those areas.	Long-Term	\$\$\$\$	Public Works	Main Street Advisory Board
I.5	<b>Capital Improvements Plan.</b> Develop a Capital Improvements Plan (CIP) for water, wastewater and drainage projects in the next five years that implement this plan and catalyzes desired growth.	Short-Term	\$	Public Works	
I.6	<b>Conservation/Education.</b> Consider voluntary water conservation / education programs for Henderson residents and businesses to emphasize the cost/benefit of utilizing existing resources more effectively rather than dedicating financial resources to expand upon existing capacities.	On-Going	-	Community Development	
I.7	<b>Technology.</b> Establish partnerships to provide/improve existing and emerging technologies such as fiber optic systems, EV charging, etc. to support existing businesses and attract prospective businesses to Henderson.	Mid-Term	\$\$	Public Works	Developers

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
I.8	<b>Infrastructure Plan Updates.</b> Update the Water, Wastewater, and other infrastructure Master Plans to align with the Future Land Use Plan and infrastructure policy direction expressed in Henderson 2050.	Mid-Term	\$\$	Public Works	
I.9	<b>Impact Fees.</b> Consider establishing impact fees for new developments to offset costs to upgrade water, wastewater, and drainage systems to accommodate new development.	Short-Term	\$	Public Works	
I.10	<b>Alternative Funding Sources.</b> Explore and identify opportunities to fund new water and wastewater infrastructure projects. Consider applying for infrastructure related grants or programs to help fund implementation, such as the Clean Water State Revolving Fund, the Drinking Water State Revolving Fund, the Texas Water Development Fund, and the Rural Water Assistance Fund.	On-Going	-	Community Development/ Public Works	TWDB
I.11	<b>Infrastructure Replacement along Streets.</b> Replace/upgrade existing water and wastewater facilities along streets in Henderson that are programmed for improvements. Street reconstruction and repaving is scheduled annually, and all old and problematic infrastructure should be replaced prior to street work.	On-Going	-	Public Works	
I.12	<b>New Water and Wastewater Infrastructure.</b> Prioritize new water and wastewater infrastructure along Loop 571, in key catalyst sites, and other new priority infrastructure projects listed in this chapter.	On-Going	-	Public Works	
I.13	<b>Lake Striker Raw Water Conveyance Project.</b> Continue to prioritize the Lake Striker Raw Water Conveyance Project for implementation to diversify the City's water sources and production capacity.	Long-Term	\$\$\$\$	Public Works	
I.14	<b>Water Treatment Plant Expansion.</b> Expand Henderson's existing surface water treatment plant to handle a production capacity of 6.0 million gallons per day.	Long-Term	\$\$\$\$	Public Works	
I.15	<b>Maintain Water Storage Tanks.</b> Maintain water storage facilities with long term maintenance contracts, including capacity improvements at the Willow Lake Water Storage Tank and the Ragley Water Storage Tank.	On-Going	-	Public Works	

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
I.16	<b>Maintain Water Wells and Pump Facilities.</b> Continually monitor the City's water wells and pump facilities and program upgrades when necessary.	On-Going	-	Public Works	
I.17	<b>Replace Priority Water Main Lines.</b> Replace the water main from Water Well No. 17 to Willow Lake Storage Tank and along US 79.	Long-Term	\$\$\$	Public Works	
I.18	<b>New Wastewater Infrastructure Priorities.</b> Plan for and develop sewer infrastructure in key locations listed in this chapter, including along Loop 571 corridor, and in the areas surrounding the City's existing business Park (Industrial Drive, Austin Avenue, Millard Street, Morris Street and SH 323/Van Buren Street).	Long-Term	\$\$\$\$	Public Works	Henderson Business Park
I.19	<b>Wastewater Treatment Plant Upgrades.</b> Program improvements to the City's two existing wastewater treatment plants to ensure quality services for Henderson's residents.	Long-Term	\$\$\$\$	Public Works	

## MUNICIPAL SERVICES AND FACILITIES ACTION ITEMS

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
MSF.1	<b>Build Community.</b> Continue to publicize the Henderson 2050 Comprehensive Plan to build community support for the future vision of Henderson.	On-Going	-	Community Development/ City Leadership	
MSF.2	<b>Henderson Youth Coalition.</b> Partner with the Henderson ISD to create a Henderson Youth Coalition that promotes leaderships in high school students. Meet quarterly with this group with City leadership and teach them leadership skills and how to get involved in city decision-making.	Short-Term	\$	Community Development	Henderson ISD

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
MSF.3	<b>Community Leaders.</b> Create a contact list of local community leaders in Henderson. Utilize this group to help spread key city news and upcoming events to boost participating and attendance.	On-Going	-	Economic Development	Community Leaders/ Henderson Chamber of Commerce
MSF.4	<b>Yard of the Month.</b> Partner with Keep Henderson Beautiful or other local organizations to create a 'Yard of the Month' initiative.	Short-Term	\$	Economic Development	Henderson EDC/ Henderson Chamber of Commerce
MSF.5	<b>Bi-Annual Town Hall.</b> Host a bi-annual "Town Hall" event, either in person or virtually. The purpose of this meeting would be to promote transparency with city leadership and the community. Provide residents with updates on city processes and upcoming events.	Short-Term	\$	City Leadership	Henderson EDC/ Henderson Chamber of Commerce
MSF.6	<b>Henderson Video or Podcast Series.</b> Create a Henderson video series or podcast series that promotes the City of Henderson. Utilize this platform to interview City leadership and key community leaders on why they believe Henderson is a special and unique place to live.	Mid-Term	\$\$	Community Development	Henderson EDC
MSF.7	<b>Promote Small Businesses.</b> Engage with business owners in Henderson to understand their desires for the future. Create a public relations campaign to promote small and locally owned businesses located in Henderson. Host a "Small Business Day" expo event that offers incentives and giveaway items to those who visit local businesses in Henderson.	Mid-Term	\$\$	Community Development	Henderson EDC/ Henderson Chamber of Commerce
MSF.8	<b>Gateway and District Branding.</b> Conduct further study to identify which areas see the most traffic and would benefit most from new Gateway and District Branding features. Construct gateway signs in these locations first.	Short-Term	\$	Economic Development	Henderson EDC
MSF.9	<b>Municipal Services and Facilities Demand.</b> Monitor Henderson's growth and adequately plan for new community services and facilities, such as a new fire and/or police station.	On-Going	-	Community Development	

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
<b>MSF.10</b>	<b>Parks and Trails Master Plan.</b> Create a Henderson Parks and Trails Master Plan to ensure provision of green space, public facilities, and on-and-off street trail system as Henderson's population grows into 2050.	Short-Term	\$\$	Parks and Recreation	Henderson EDC
<b>MSF.11</b>	<b>Henderson Park Branding.</b> Create a unique City of Henderson brand specific to the City's parks, trails, and other recreational facilities. Follow the City's overarching brand, but incorporate a new logo and/or colors into this parks-specific brand. Additionally, standardize park landscaping procedures and allowed plant types to create a consistent and cohesive park and recreation brand. Once this brand has been created, construct and install new park signage and amenities that follow this brand.	Mid-Term	\$\$\$	Parks and Recreation/ Public Works	
<b>MSF.12</b>	<b>Amenitize Smith Memorial Park.</b> Construct new shaded seating areas such as benches and picnic tables in Smith Memorial Park. Additional amenities could include a reflection garden and new public art installations and historic markers aimed at educating the public on General James Smith and the impact he made on Henderson.	Mid-Term	\$\$\$	Parks and Recreation	
<b>MSF.13</b>	<b>Establish Willow Lake Park.</b> Once Willow Lake is under the legal authority of the City, establish Willow Lake as a City park and mixed-use activity center.	Long-Term	\$\$\$\$	Parks and Recreation	
<b>MSF.14</b>	<b>Continue to Maintain Quality Parks and Recreation Facilities.</b> Continue to maintain high-quality park facilities in Henderson. Prioritize routine maintenance for the City's park and trail facilities into the year 2050.	On-Going	-	Parks and Recreation	
<b>MSF.15</b>	<b>Regularly Program Lake Forest Park.</b> Partner with local organizations and the Henderson EDC to establish new events at the pavilion in Lake Forest Park.	On-Going	\$\$\$	Parks and Recreation/ Economic Development	Henderson EDC
<b>MSF.16</b>	<b>New Playground in Lake Forest Park.</b> Construct a second playground in Lake Forest Park as new funding becomes available.	Long-Term	\$\$\$\$	Parks and Recreation	

Action Number	Action	Timing	Conceptual Cost	Responsible Party	Partnerships
MSF.17	<b>Public Art in Lake Forest Park.</b> Retain a local public artist to create a large public art installation or mural in Lake Forest Park (possibly near the Civic Center) to commemorate Henderson's local history.	Mid-Term	\$\$	Parks and Recreation	
MSF.18	<b>Walking Trail in Montgomery Park.</b> Construct a walking trail in Montgomery Park around the park's periphery.	Long-Term	\$\$\$\$	Parks and Recreation	
MSF.19	<b>Partner with Henderson ISD.</b> Create a partnership with Henderson ISD to pursue funding to construct new inclusive playgrounds within existing community parks.	On-Going	-	City Leadership/ Parks and Recreation	Henderson ISD



