city of asheville

river redevelopment plan

prepared pursuant to grant funding
from the NC Rural Economic Development Center

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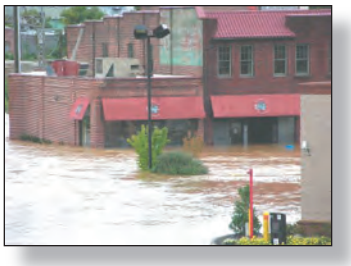
background & acknowledgements

Floods created by two consecutive hurricanes in the fall of 2004 created severe damage throughout western North Carolina. Over 200 businesses in Asheville alone suffered damage as a result of this flooding. In response to this problem, the NC State Legislature authorized planning and implementation funding to be administered by the NC Rural Economic Development Center (the Rural Center) for communities that suffered damages to small businesses due to these floods.

The City of Asheville received three separate planning grants totaling $40,000 from this allocation for the purpose of preparing redevelopment and business assistance plans for three discrete areas along the Swannanoa and French Broad Rivers.

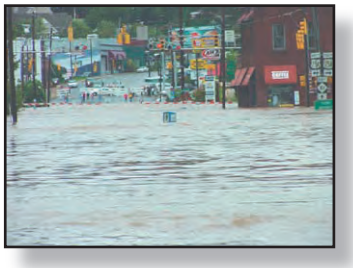
The City of Asheville would like to acknowledge the importance of these grants in the preparation of this planning document and to express its appreciation to the NC General Assembly and to the Rural Center for providing these critical resources that will greatly assist the City in addressing redevelopment and business assistance issues in these three areas.

The City of Asheville would also like to acknowledge the contribution of RiverLink to the redevelopment ideas contained in this plan. The Wilma Dykeman Riverway Master Plan, developed by RiverLink in cooperation with the City of Asheville and many others, formed the basis for the urban development patterns that could become part of the redevelopment area's future.



purpose

This redevelopment plan is intended to identify redevelopment improvements that should be undertaken by the City and its partners, including federal and state agencies, the NC Rural Economic Development Center, RiverLink, and private landowners and developers. Additionally, it is intended to provide a framework for further public discussion and decision-making regarding the redevelopment of portions of Asheville's urban riverfront. In effect, the plan "frames" the issues that have been identified in prior plans and public comments and thereby provided a focus for public input. The plan therefore begins the public process for discussions about the future of the City's urban riverfront.



setting

The City of Asheville has an established zoning district – the River District – that contains much of the City's flood prone land adjacent to the Swannanoa and French Broad Rivers. The River District is over 870 acres in size, an area more than double the size of the City's Central Business District. The area is largely floodplain (74% of the land area is in the 100 Year Floodplain; 27% of the area is in the Floodway). As a result, there are development constraints that provide limitations on where and how development can occur in the River District and in other floodplain areas in the City.

river district information

- The River District contains 873 acres - much larger than the CBD (Central Business District)
- It contains properties on both sides of the French Broad and Swannanoa Rivers
- 27% of the District is Floodway
- 74% of the District is in the 100-year Floodplain (includes the Floodway)

Asheville is centrally located in Buncombe County and is served by two interstate highways (I-40 and I-26) that intersect near the southern part of the City. It is the largest city in western North Carolina (WNC) and serves as a regional center for commerce, culture and heritage activities. Due to its location in the mountains, the City's growth is constrained by topography and by rivers. This situation requires the City to carefully manage its growth and development in order to provide for sustainable economic development to serve a growing population.

The series of illustrations on the following page gives an impression of the size of the River District. One of the Redevelopment Plan areas is illustrated in Figure 1 and is abstracted in Figure 2. The abstracted area is overlaid over a portion of Downtown Asheville in Figure 3. Over fifteen downtown blocks could be contained in this one redevelopment area.

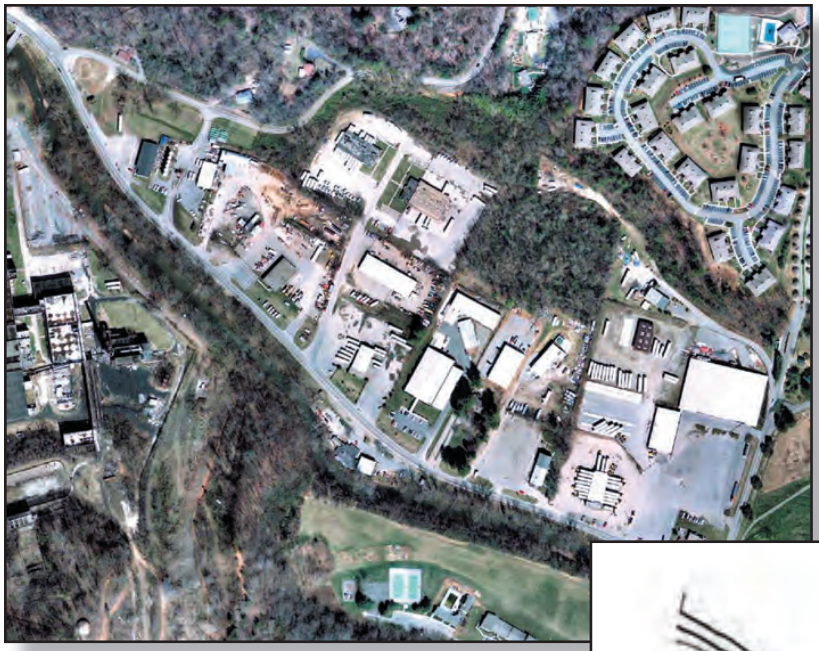


figure 1

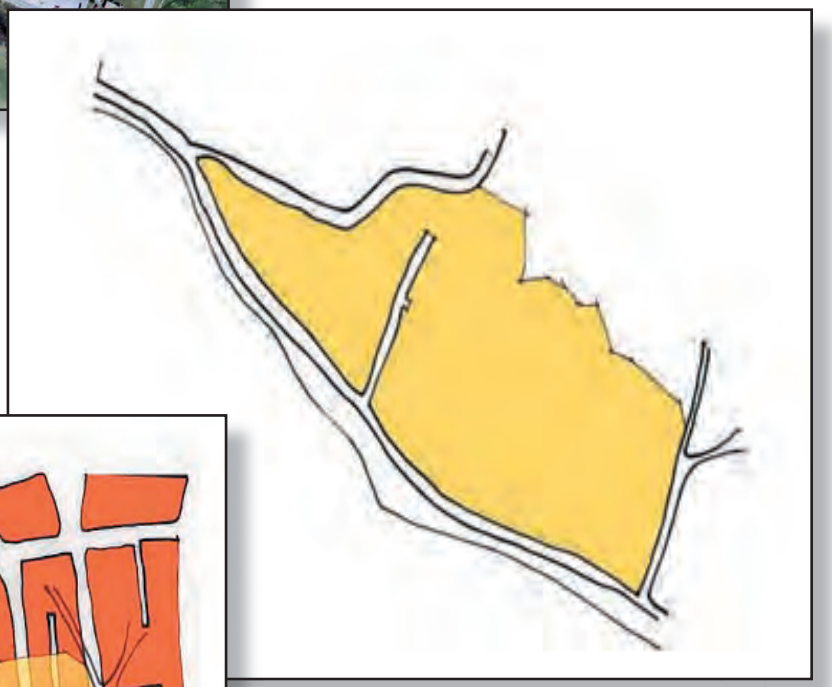


figure 2

figure 3

flood zones & river district zoning

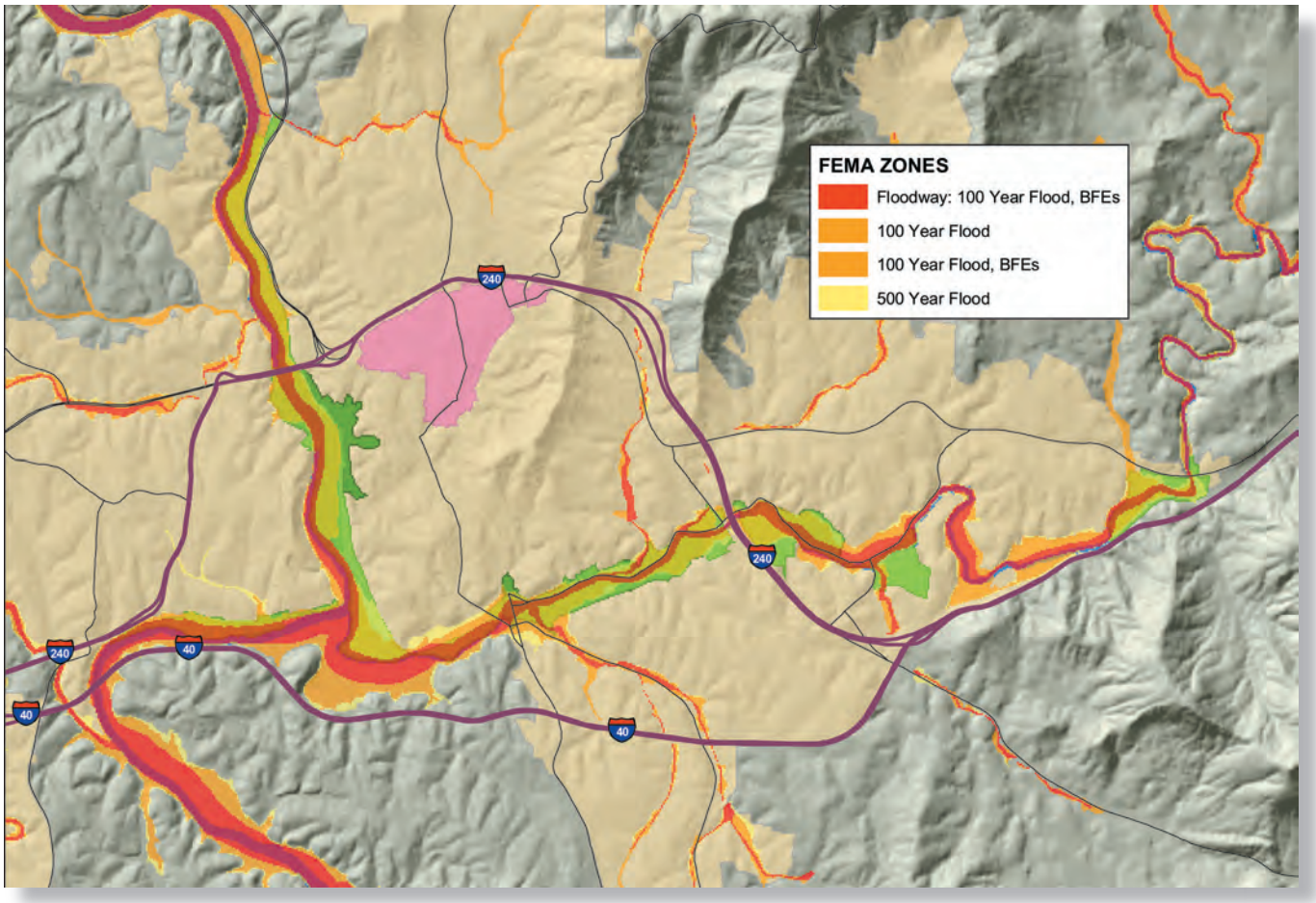
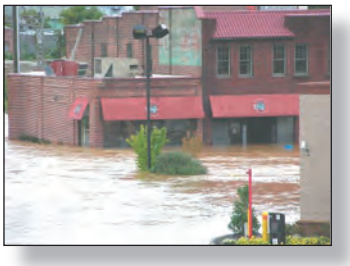


figure 4 - FEMA Flood Zones



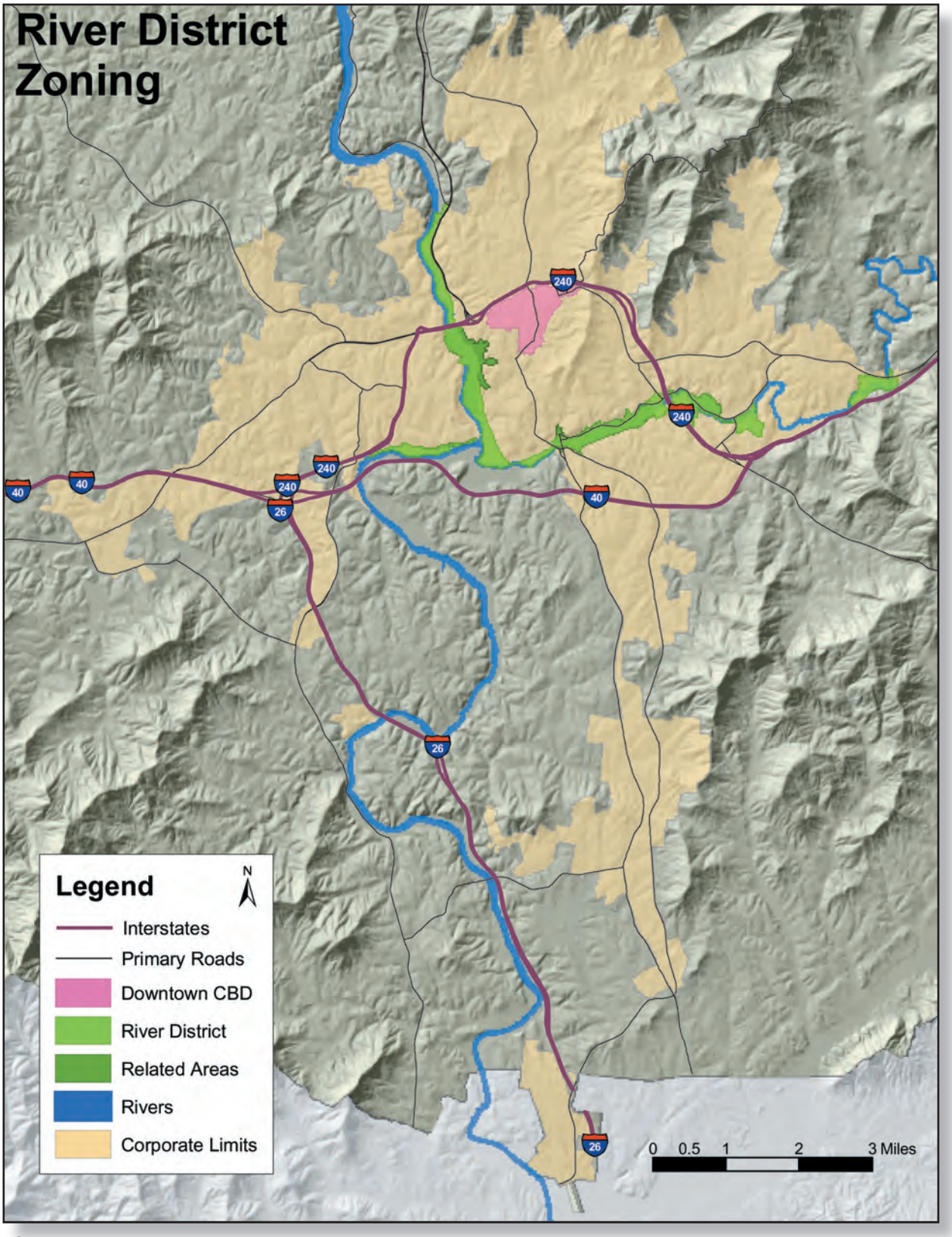


figure 5 - River District Zoning

wilma dykeman riverway master plan

The City has adopted a plan - the Wilma Dykeman Riverway Master Plan - for improving the area and the transportation corridor. The Dykeman Plan promotes the economic revitalization of the River District, promotes environmentally-sensitive redevelopment and calls for a reconfigured and redesigned road - the Wilma Dykeman Riverway - to serve the area.

The Dykeman Plan, a collaboration between RiverLink and the City of Asheville, among other donors and participants, promotes a mixed-use redevelopment of the property along the French Broad and Swannanoa Rivers, interspersed with areas of active and passive recreation. The Plan calls for the restoration of the ecological function of the riparian zone and the use of best management practices to collect and treat stormwater before it enters the rivers. Additionally, the Dykeman Plan recognizes the recreational potential of the City's two rivers and proposes a linear greenway that connects various City parks.

The Wilma Dykeman Riverway converts the existing road network along the rivers into a critical multimodal transportation corridor. In a community with increased growth and congestion, and few opportunities for new transportation corridors to disperse the added traffic, the Riverway offers a way to link the north and east parts of the City of Asheville together with a generally-flat roadway that can accommodate bicycle and pedestrian traffic for both commuter and recreational transport.

figure 6
This drawing shows a rejuvenated Cottonmill site with studio and loft buildings and a farmer's/artist's market that line a new riverway.

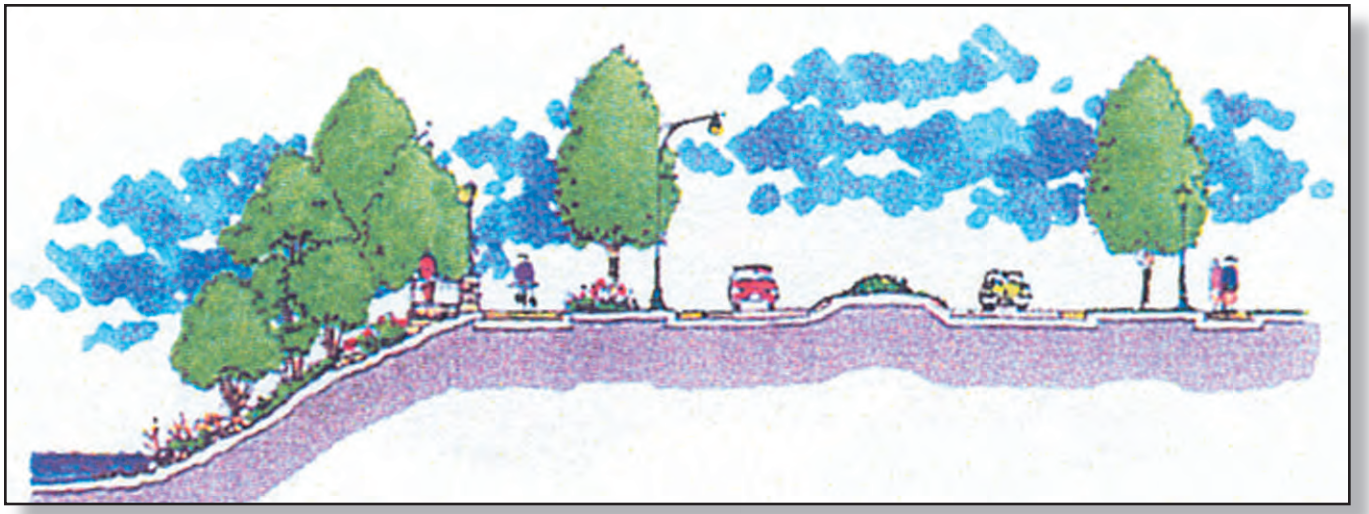


figure 7 - A typical design section for two-lane RiverWay with median.

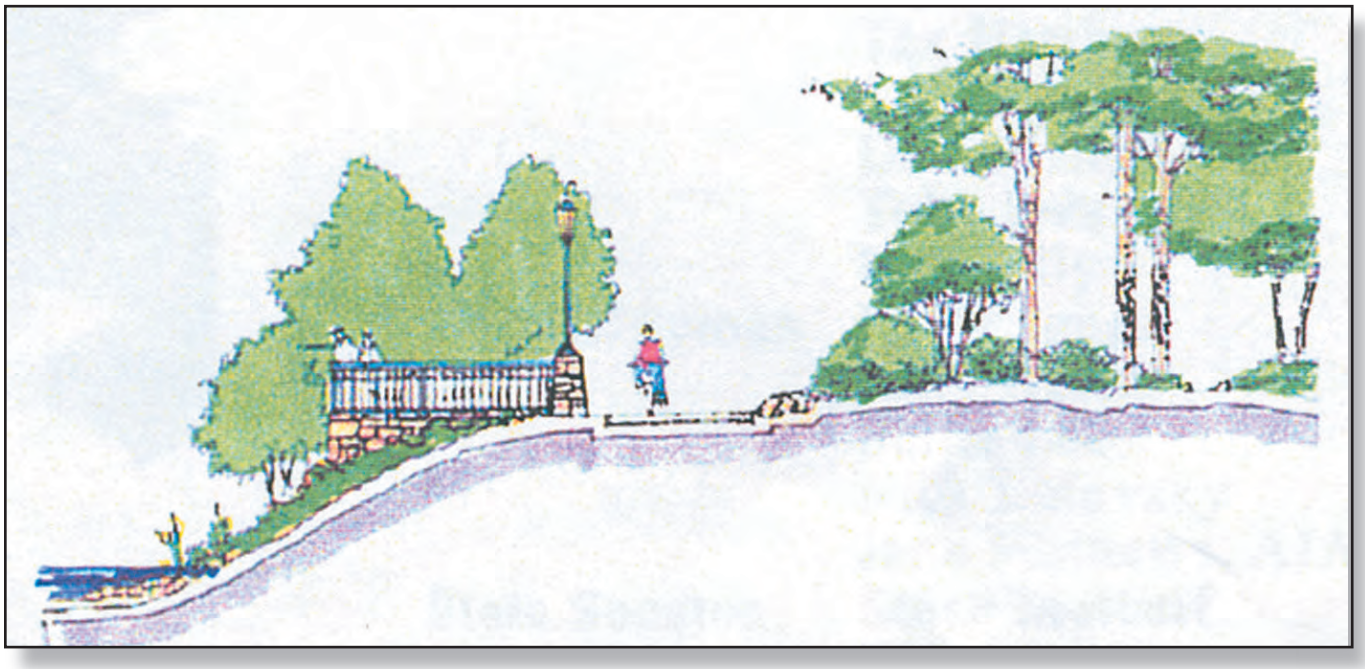


figure 8
A river overlook at a scenic vista point using the recommended landscape palette.

figure 9
The tannery building within a district of sports-related business and activities.

other plans for the river area

MHO Depot Street Development

Mountain Housing Opportunities has purchased the Depot Street block that contains the Glen Rock Hotel and City Council has rezoned this block to the Urban Place District. MHO's plans call for a mixed-use 115 unit project on two acres.

This is precisely the type of redevelopment called for in the Wilma Dykeman Riverway Plan and it supports a wide variety of Asheville's Smart Growth goals and policies. The creative architectural design of the building, and its restoration of a stream that runs through the site as a recreational amenity, exemplify the revitalization of the river area in accordance with the City's plans.

figure 10 - Depot Street redevelopment.

Biltmore Village Development Plan

This plan was prepared in May of 1992 and establishes a variety of goals ranging from preserving or reintroducing historic features (such as granite curbing, "arcade" landscaping, and brick sidewalks) to resolving traffic circulation problems to providing additional public parking. Some of the key elements of this plan include:

- Designation of employee parking on the periphery of the Village to maintain interior parking for customers and visitors
- Construct parking garages at various places in the Village
- Establish district theme signage to assist in wayfinding and to maintain the Village's unique character
- Discourage cut-through traffic on interior streets

The drawings below show the original plan for Biltmore Village and the one proposed in the 1992 Development Plan.

figure 11 - Original Plan

figure 12 - 1992 Plan

redevelopment issues

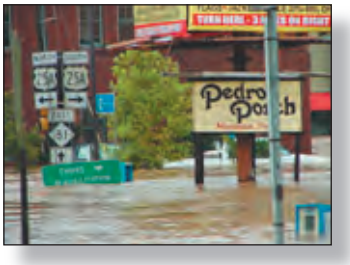
The City of Asheville has a unique opportunity to strategically redevelop its riverfront. The area has been a collecting point for a wide variety of less-desirable land uses for decades – and for good reason since the rivers themselves were where industrial waste, untreated stormwater and sewage were "straight-piped" until relatively recently (e.g., Buncombe County's first sewage treatment plant was constructed in the mid-1960s). As a result, the river area contains a great deal of undervalued property that can be converted to uses that contribute much more significantly to the City's urban character and to its tax base.

This plan identifies three key issues for redevelopment of the river area. Each is described below.

Safety - Recent floods have identified problems in the types of land uses we allow in our floodplains. Hazardous materials ended up in our rivers as flooding occurred. Residential areas were isolated by flooding. Certain uses need to be prohibited or better controlled in the River District.

Planning - Recent development has created new development pressure in the River District. Flood damage has created new opportunities for redevelopment. Development standards need to help implement the Dykeman plan.

Environmental Issues - Recent development has created new development pressure in the River District. Flood damage has created new opportunities for redevelopment. Development standards need to reflect best management practices and promote conservaion of key features.



redevelopment goals

With these issues in mind, this plan has identified several categories of redevelopment goals:

- Financial Incentives
- Regulatory Incentives
- Environmental Design
- Infrastructure and Safety

Financial Incentives

- Adaptively reuse existing buildings, especially historic ones.
- Spur private redevelopment in accordance with the Wilma Dykeman Riverway Master Plan.
- Provide public parking in the Biltmore Village Historic District.

Regulatory Incentives

- Relocate buildings from the floodway and elevate or flood-proof buildings in flood plain areas.
- Spur private redevelopment in accordance with the Wilma Dykeman Riverway Master Plan.

Environmental Design

- Create new greenway and park areas.
- Promote redevelopment that meets "best management practices" for environmentally sensitive design.
- Address stormwater volume and quality through regional solutions.

Infrastructure and Safety

- Relocate roads and associated infrastructure from the floodway, where both feasible and appropriate.
- Buy-out private property in the floodway where feasible and practical.

redevelopment areas

The Rural Center has provided the City with planning grants to study three areas of the River District. The areas are the Biltmore Village Redevelopment Area, the East Swannanoa River Redevelopment Area, and the French Broad River Redevelopment Area. Up to $700,000 of implementation money for each area may follow this grant. These three areas are illustrated on the overview map below.

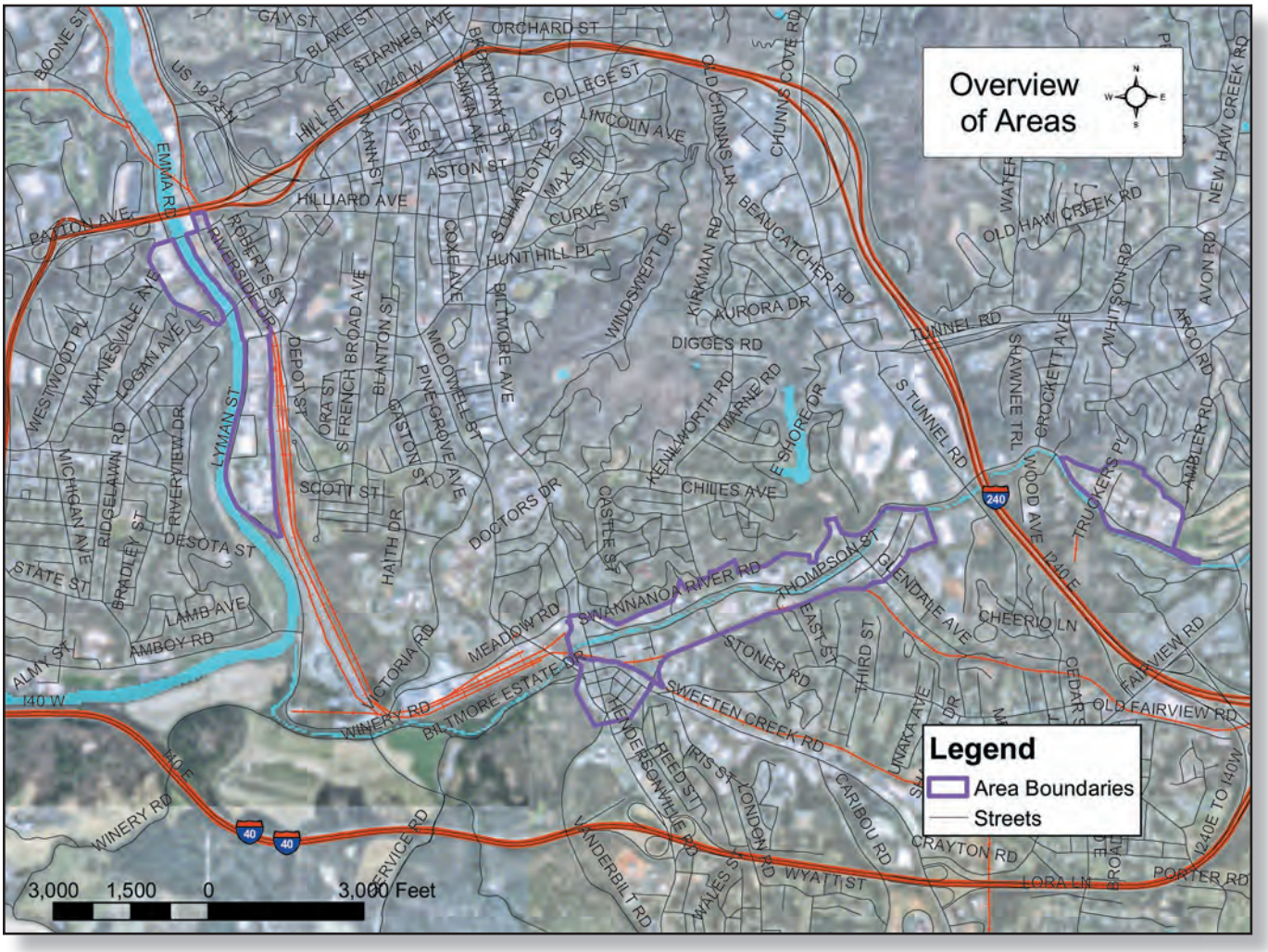


figure 13 - Redevelopment Areas

biltmore village redevelopment area

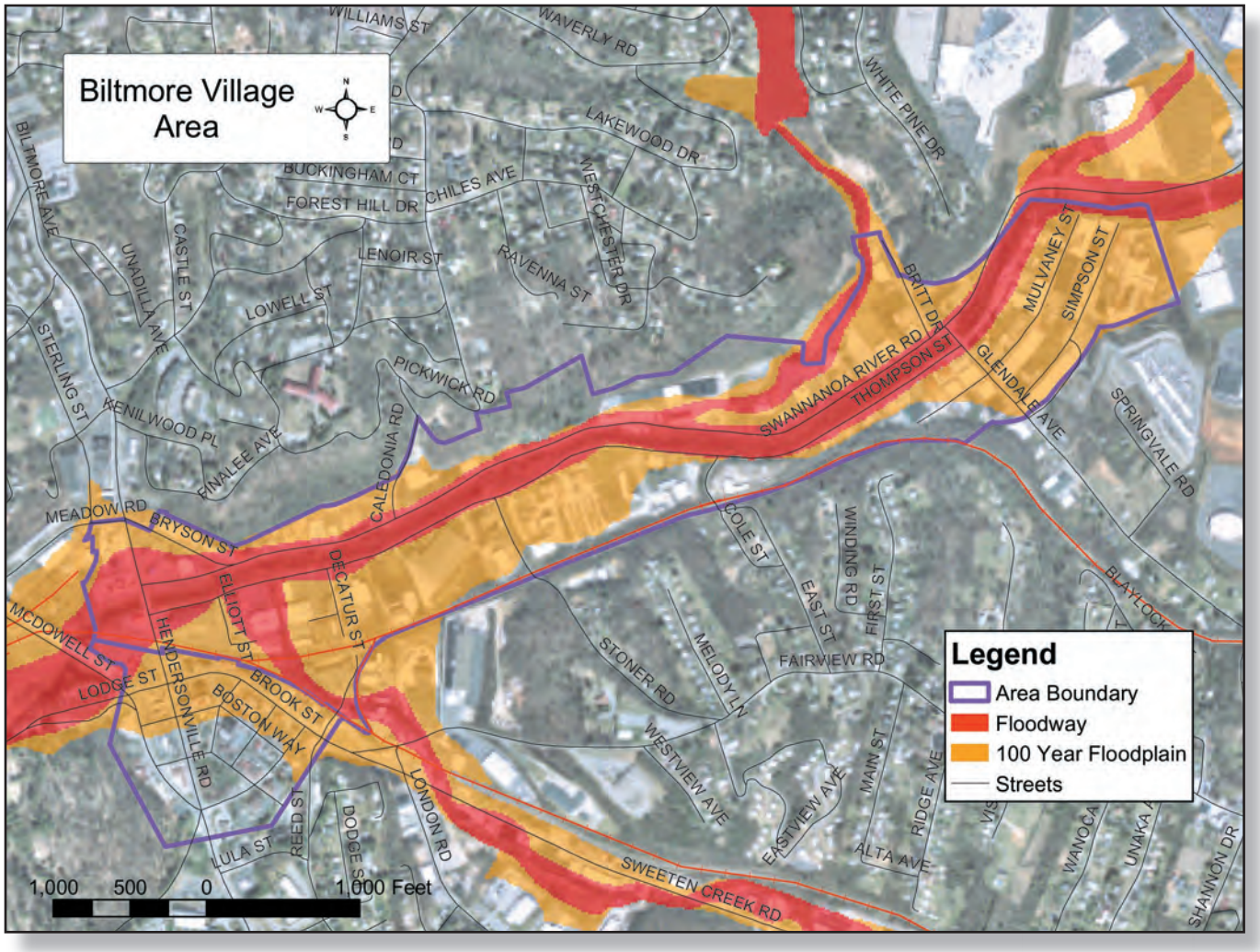


figure 14 - Biltmore Village Redevelopment Area

The Biltmore Village Redevelopment Area contains the Biltmore Village Historic District, a National Register and Local Historic District. The Biltmore Village Redevelopment Area also contains a substantial area that is underdeveloped and in some cases, vacant. This is illustrated in the following photographs and by the fact that the non-historic portion of this redevelopment area has a value of only $196,463 per acre as compared with the Historic District's value of $704,641 per acre.

Biltmore Village

Redevelopment Area Key Facts

Historic District

Acreage = 31.2

Tax Value = $23,108,000

Remainder

Acreage = 167.7

Tax Value = $32,946,800

biltmore village redevelopment area

figure 15 - Existing development in the Biltmore Village Redevelopment Area

figure 16 - Redevelopment under current zoning in the Biltmore Village Area.

biltmore village redevelopment area

figure 17 - Redevelopment under Urban Place Zoning in the Biltmore Village Area.

Urban Place zoning is more like the original Biltmore Village.

Historic District

Physical redevelopment of the Historic District is both impractical and undesirable due to its historic character. Funding to identify architecturally-appropriate ways to "floodproof" existing structures is needed in order to minimize future flood damage. Improvements to the pedestrian and vehicular traffic circulation pattern within the Historic District are needed, including sidewalks, improvements to protect historic buildings from damage caused by vehicular traffic and traffic calming to redirect cut-through traffic. Funding for an employee parking lot or deck is also needed. Finally, a variety of wayfinding and aesthetic treatments have been identified by Biltmore Village merchants. These include:

- Period street lights for all locations inside the District
- Street sign poles to match street lights
- All sidewalks bricked to match existing herringbone pattern
- Underground power to allow tree growth and keep the period
- Replant arcades of trees along Village streets
- Unified directional and informational signage attached to light poles

Figure 18 - Existing light poles.

Figure 19 - Photograph shows area of damage to the corner of the roof of All Souls Cathedral by truck traffic.

biltmore village redevelopment area issues

Physical redevelopment of the remainder of the Biltmore Village Redevelopment Area ***is*** feasible and desirable. The following illustrations show how portions of the redevelopment area could be redeveloped under two alternative patterns. Current River District zoning would tend to create a development pattern dominated by large one-story structures and surface parking lots that serve those structures (Figures 16 and 21). If the area was zoned Urban Place, a much different development pattern would occur, although it would require greater investment to accomplish (Figures 17 and 22). The comparison table below illustrates key differences between these two development patterns.

Development Pattern Comparison Table – Biltmore Village Area (Excludes Historic District)

	Existing Zoning	Urban Place Zoning
Development Potential (in square feet)*	1,826,253 sf	5,113,508 sf
Riverway Infrastructure		
Riverway Road Construction	$4,575,000	$4,575,000
Bridge Construction – East End	$974,400	$974,400
Bridge Construction – Decatur Street	$974,400	$974,400
Sidewalks	$1,067,500	$1,067,500
TOTAL	$7,591,300	$7,591,300
Greenway Infrastructure	$264,000	$264,000
Infrastructure Required to Support Development Pattern		
New Streets and Roads	$0	$7,788,000
New Sidewalks	$0	$1,239,000
New Water and Sewer	$0	$3,187,625
TOTAL	$0	$12,214,625
Tax Value of Existing Land and Development	$32,946,800	$32,946,800
Tax Value of New Development **	$182,625,300	$767,026,260
Potential Development Financing Revenue		
Tax Increment Financing – City ***	$793,296	$3,890,621
Tax Increment Financing – County ***	$883,103	$4,331,069
TOTAL	$1,676,399	$8,221,690

* Assumes FAR of 0.25 for Existing Zoning and FAR of 0.7 for Urban Place Zoning
** Assumes tax value of $100/sf for Existing Zoning and $150/sf for Urban Place Zoning
*** Excludes increased land values

Figure 20 - Koon Development Area

The Koon Development is a functionally obsolete "industrial park" located on the eastern end of the Biltmore Village Redevelopment Area south of the Swannanoa River. North of the Koon Development is another area of underutilized land as well as the terminus of Ross Creek as it emerges below the Kenilworth Lake dam and enters the Swannanoa River.

As with the area to the west, physical redevelopment is both feasible and desirable. To implement the Dykeman Plan, new bridges will have to be constructed to accommodate the one-way pairing of Swannanoa River Road and Thompson Street. This enables the road network in the Koon Development to be reconfigured. The illustrations on the following page show how alternative development patterns in this area might occur under existing zoning and under Urban Place Zoning.

figure 21 - Redevelopment of Koon Development under current zoning.

figure 22 - Redevelopment of Koon Development under Urban Place zoning.

biltmore village redevelopment needs

Architectural "Floodproofing" Retrofits. Since it is not feasible to rebuild the historic district in accordance with modern floodplain management standards, it is important to examine ways to compatibly retrofit existing buildings to minimize their vulnerability to flooding. To examine how that might occur, a local architecture and preservation firm, Harris Architects, was retained to investigate the Depot building for retrofit possibilities. This building housed the Melting Pot restaurant before the floods but remains both for sale and vacant. Their report is included as Attachment C.

This plan proposes to establish a fund to allow similar analyses to be undertaken for other vulnerable structures and a revolving low or no interest retrofit program to be established to help businesses pay for the identified retrofits. The fund would be administered by the Planning and Development Department with guidance from the Historic Resources Commission and Biltmore Village Merchants Association. Since there are no other identified resources for this program, $375,000 of Rural Center grant funding would be used to initiate the program.

Wayfinding and Traffic Circulation Improvements. The 1992 Biltmore Village Development Plan's recommendations for wayfinding signage have not been implemented and there are numerous pedestrian and vehicular traffic circulation needs that have not been able to be funded. Since there are no other identified resources for these improvements, $75,000 of Rural Center grant funding would be used to make these improvements on a priority basis determined with assistance from the Historic Resources Commission and Biltmore Village Merchants Association.

Demolition of Flood-Damaged Structure. A flood-damaged building in the Koon Development is in need of demolition. This building, illustrated in the photographs below, creates a safety and blighting problem for surrounding businesses and for the community as a whole. Efforts to effect this work through the property owner have been unsuccessful since demolition costs likely exceed the residual value of the prop-

erty. Since there are no other identified resources for this work, $250,000 of Rural Center grant funding would be used to demolish the building and prepare the site for redevelopment in accordance with the approved development pattern.

figures 23 and 24 - Pictures of flood damaged structure on Simpson Street.

east swannanoa river redevelopment area

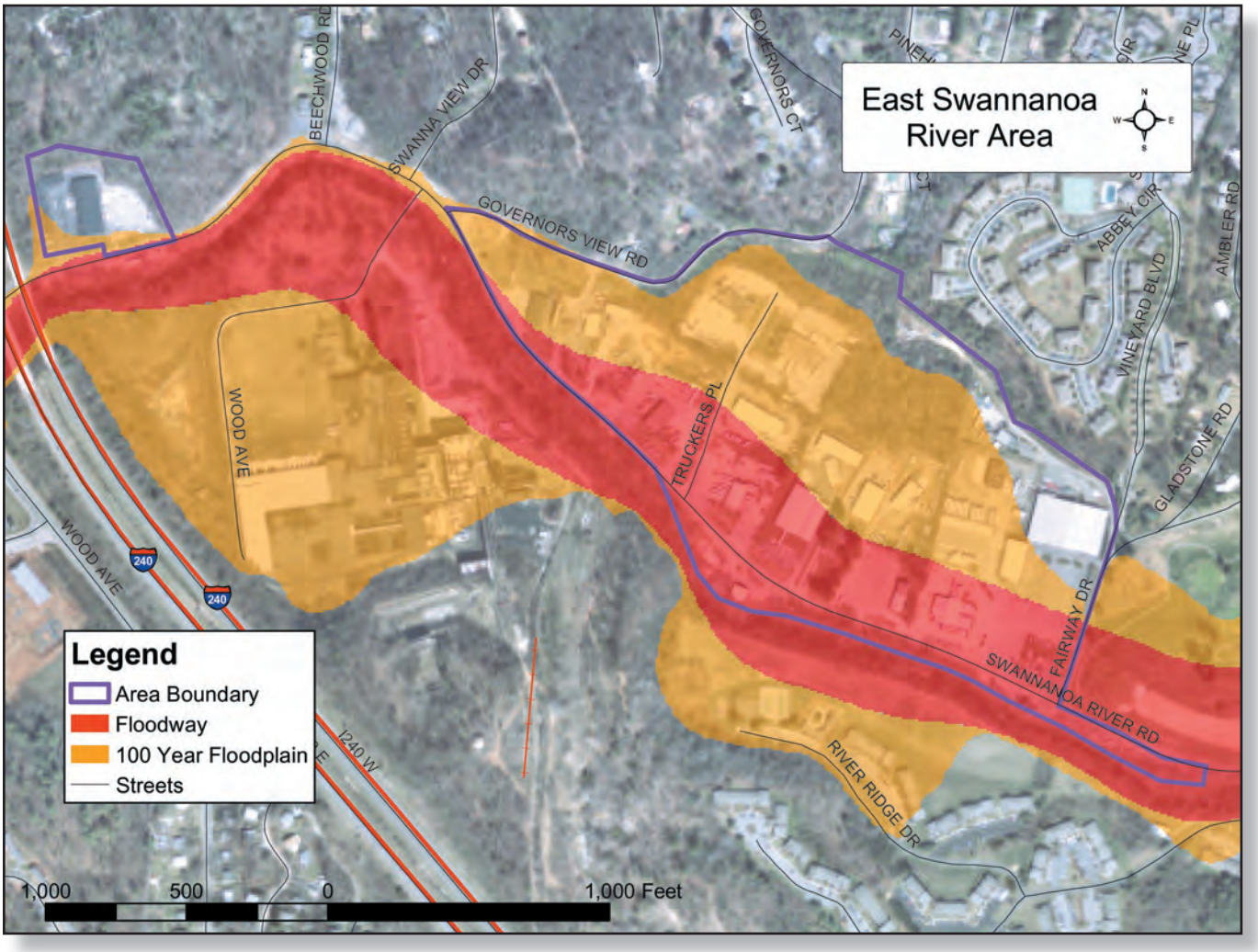


figure 25 - East Swannanoa Redevelopment Area

This redevelopment area is very underdeveloped, with a tax valuation of only $140,369 per acre despite its proximity to the major retail hub along South Tunnel Road and immediately across from the Sayles Wal-Mart. Some redevelopment has started – an Aldi grocery store has been constructed in this area. However, the redevelopment of this area is greatly complicated by the extent to which the floodway affects the property. As Figure 25 indicates, roughly one third of this area is in the floodway, including the Swannanoa River Road corridor.

East Swannanoa River Redevelopment Area Key Facts

Total Acreage = 53.4

Tax Value = $7,495,700

Ideally, development and major public infrastructure should be relocated from the floodway. This would require purchase of this property or some form of public-private partnership where the development potential of the floodway property is transferred to areas outside the floodway. Alternately, each property owner can separately pursue "no-rise certificates" from FEMA to allow floodway development, an expensive, time-consuming and risky proposition.

The existing zoning alternative (Figure 27) shows the likely result of this parcel-by-parcel redevelopment approach.

Figure 28, the Urban Place alternative, illustrates a different development pattern where the property is developed in a comprehensive fashion and the floodway is preserved as a public amenity. Swannanoa River Road would be relocated out of the floodway in this alternative. The analysis of the Urban Place alternative provided in the Development Pattern Comparison Table indicates that project development financing (PDF) has the potential to provide for some public support for the Urban Place redevelopment alternative.

figure 26 - Existing development in the East Swannanoa River Area.

figure 27 - Redevelopment of the East Swannanoa River Area under current zoning.

figure 28 - Redevelopment of the East Swannanoa River Area under Urban Place zoning.

east swannanoa river redevelopment area

Development Pattern Comparison Table – East Swannanoa River Area

	Existing Zoning	Urban Place Zoning
Development Potential (in square feet)*		
Including Floodway	581,526 sf	1,628,273 sf
Excluding Floodway	407,068 sf	1,139,791 sf
Riverway Infrastructure		
Riverway Road Construction	$1,180,000	Included in infrastructure calculations
Sidewalks	$206,500	
TOTAL	$1,386,500	
Greenway Infrastructure	$118,000	$118,000
Infrastructure Required to Support Development Pattern		
New Streets and Roads	$0	$2,464,000
New Sidewalks	$0	$392,000
New Water and Sewer	$0	$1,030,750
TOTAL	$0	$3,886,750
Tax Value of Existing Land and Development	$7,495,700	$7,495,700
Tax Value of New Development		
Including Floodway	$58,152,600	$244,240,920
Excluding Floodway	$40,706,820	$170,968,640
Potential Development Financing Revenue		
Tax Increment Financing – City **	$268,482/$176,019	$1,254,750/$878,325
Tax Increment Financing – County **	$298,875/$195,945	$1,396,796/$964,490
TOTAL	$567,357/$371,964	$2,651,546/$1,842,815

* Assumes FAR of 0.25 for Existing Zoning and FAR of 0.7 for Urban Place Zoning
** Assumes tax value of $100/sf for Existing Zoning and $150/sf for Urban Place Zoning
*** Excludes increased land values

east swannanoa river redevelopment area needs

Floodway Property Acquisition. Vacant buildings and property in the floodway in this redevelopment area are not able to be redeveloped and present safety and blighting problems for surrounding businesses and for the community as a whole. Acquisition of these properties would allow redevelopment as greenway sections or small riverside parks or would facilitate the introduction of a more desirable development pattern as called for in this plan. FEMA funding does not appear to be available for this effort and other State funding for floodway property acquisition has rightly been targeted to residential properties. Rural Center grant funding would be used to assist in the appraisal and acquisition of these properties.

figure 29

figure 30

figure 31

figures 29-31 - Potential property acquisitions in the East Swannanoa River Redevelopment area.

french broad river redevelopment area

This redevelopment area is also extremely underdeveloped, with a tax valuation of only $124,090 per acre. Unlike the Swannanoa River Road area, the floodway designation does not present a major obstacle to redevelopment. However, much of the land is in the 100-year floodplain and redevelopment will require elevation of the ground level or creative architectural solutions such as providing parking under structures elevated above the base flood elevation.

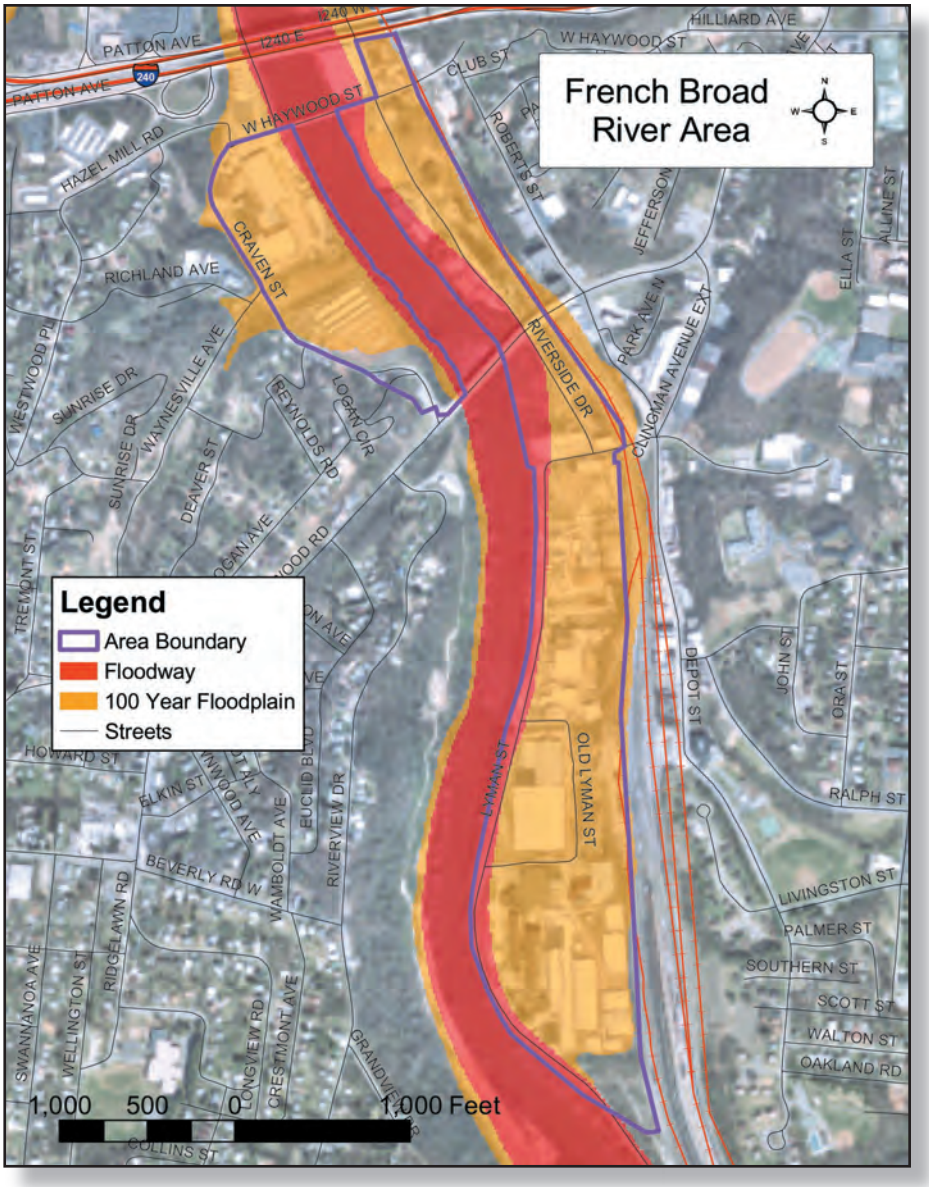


figure 32 - French Broad River Redevelopment Area

This area was carefully planned in the Wilma Dykeman Plan and its proposed development pattern approximates the Urban Place district. In fact, the MHO Depot Street redevelopment project, already zoned Urban Place, serves as the model for redevelopment in this area. Consequently, the Development Pattern Comparison Table for this area examines only the Urban Place alternative.

French Broad River

Redevelopment Area Key Facts

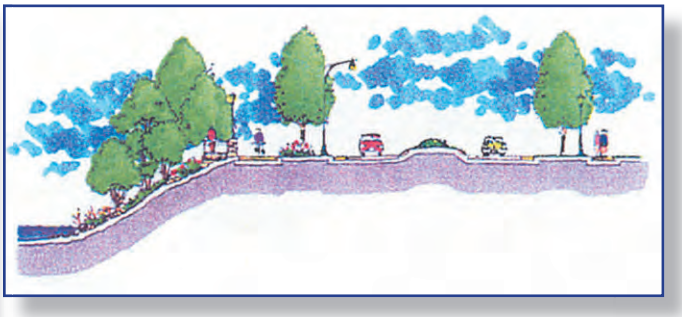
Total Acreage = 105.7

Tax Value = $13,116,300

Development Pattern Comparison Table – French Broad River Area (Includes "Stockyard" Area)

	Urban Place Zoning
Development Potential (in square feet)*	3,223,004 sf
Riverway Infrastructure	
Riverway Road Construction	$2,520,000
Sidewalks	$441,000
TOTAL	$2,961,000
Greenway Infrastructure	$252,000
Infrastructure Required to Support Development Pattern	
New Streets and Roads	$6,908,000
New Sidewalks	$1,099,000
New Water and Sewer	$2,902,375
TOTAL	$10,909,375
Tax Value of Existing Land and Development	$13,116,300
Tax Value of New Development **	$483,450,660
Potential Development Financing Revenue	
Tax Increment Financing – City ***	$2,492,507
Tax Increment Financing – County ***	$2,774,678
TOTAL	$5,267,185

* Assumes FAR of 0.7 for Urban Place Zoning
** Assumes tax value of $150/sf for Urban Place Zoning
*** Excludes increased land values



french broad river redevelopment area

The Dykeman plan contains the City's development plans for this area. This development pattern is illustrated in the following drawings.

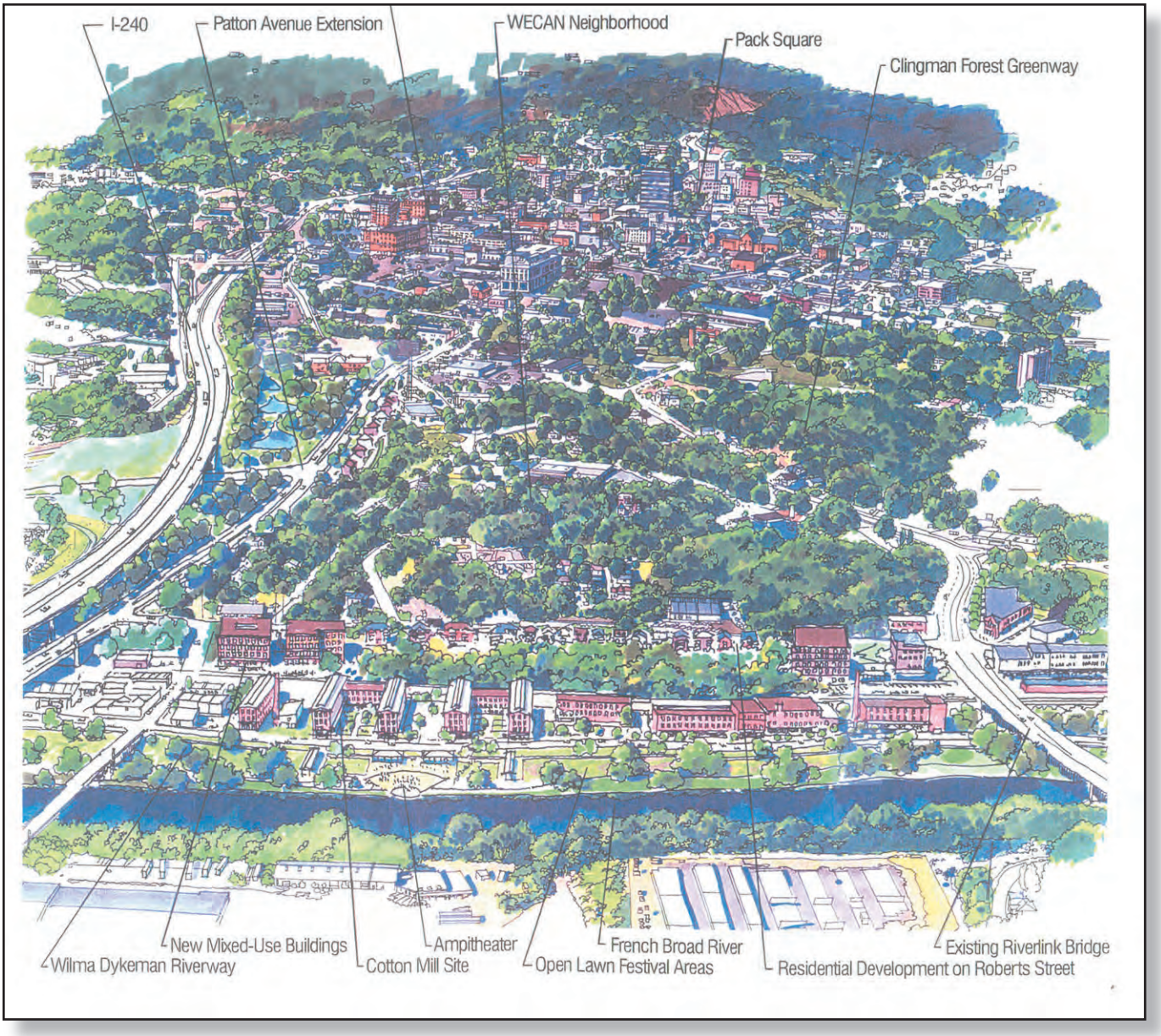


figure 33 - Perspective drawing from the Wilma Dykeman Riverway Master Plan.

figure 36 - Redevelopment of the French Broad River area as shown in Wilma Dykeman Riverway Master Plan.

figure 34 - People gather near businesses occupying renovated buildings on the Riverway.

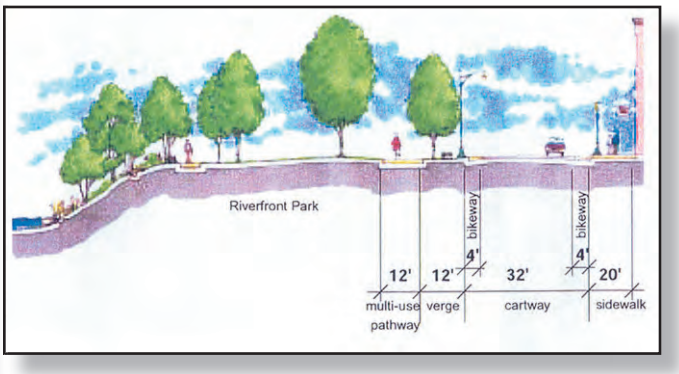


figure 35 - Typical cross section of the French Broad Riverway near a historic district.

french broad river redevelopment area

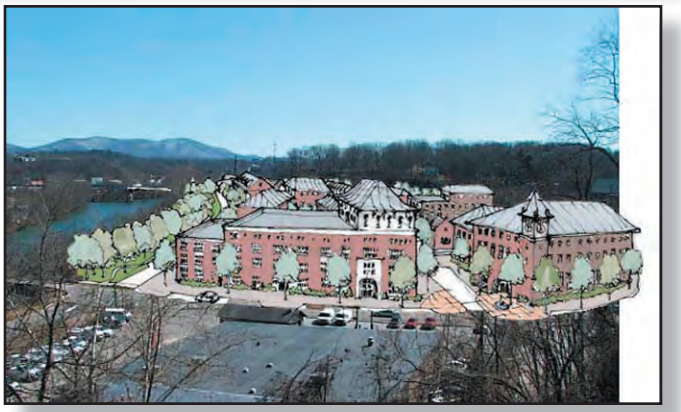
One area not explicitly covered in the Dykeman Plan is the "Stockyard Area" on the west side of the French Broad River. Alternative redevelopment plans for this area are illustrated below.

figure 37 - Existing development in the Stockyard Area along the French Broad River.

figure 38 - Redevelopment of the Stockyard area under existing zoning.

figure 39 - Photograph of existing Stockyard property.

figure 40 - Redevelopment of the Stockyard area under Urban Place Zoning.



french broad river redevelopment area needs

Greenway Development. Crucial to the implementation of the economic development objectives of the Wilma Dykeman Riverway Master Plan is the creation of a greenway in this area of the City's urban riverfront. This area is intended to serve as the focal point of river redevelopment due to its critical location between the Downtown and West Asheville business centers and its ready access from I-40. This greenway would link several City parks of regional importance and support river district redevelopment in accordance with the Dykeman Plan. Grant funding from other sources for this project is not secured and may not be available in a timely fashion to effectuate near-term redevelopment in accordance City plans. Rural Center grant funding would be used to acquire easements and construct this greenway section and to provide connections to adjoining properties. It is estimated that $650,000 will be needed to accommodate this greenway development due to the complexity of construction and property acquistion.

Project Development Financing Analysis. The City of Asheville, like all North Carolina cities, is unfamiliar with Project Development Financing (PDF) recently enacted by voters across the state. It is proposed that $50,000 of the Rural Center Funding be allocated to support an analysis of PDF options by a consultant having expertise in this type of development financing.

redevelopment improvements & funding options

This plan has identified a wide range of potential improvements to address business needs, to implement changes in development patterns and transportation facilities called for in the Dykeman Plan, and to implement changes in development patterns in the redevelopment areas not explicitly described in the Dykeman Plan. In preparing for public discussion of these ideas – and to meet the scope of work called for in the Rural Center grant – funding options must be identified in order to assess both the desirability and the feasibility of these improvements.

The City does have available a range of new funding opportunities that did not exist at the time of the Dykeman Plan approval. These opportunities include:

- A $600,000 federal transportation funding "earmark" intended to prepare environmental and engineering documents to implement portions of the Wilma Dykeman Riverway.
- Project development financing (PDF; a.k.a. tax increment financing) approved by NC voters in November 2004.
- The stormwater utility program approved by City Council with the adoption of the FY 05-06 budget.
- Grant funding from the Rural Center for improvements not able to be implemented with more traditional funding.

Other, more traditional funding opportunities include:

- City capital improvement program (CIP)
- Property assessments for public improvements such as streets and sidewalks
- FEMA funding for floodprone property acquisition
- City greenway funds
- Parks and recreation grants
- State Transportation Improvement Program (TIP)
- NCDOT discretionary funding
- City parking fund
- Private redevelopment – installed by developers

- Public-private ventures – such as sharing expenses between the City and Biltmore Village merchants

Funding ideas for several improvements identified in this plan are discussed in some detail below. Following that discussion, the Funding Option Table summarizes all identified improvements and potential funding sources.

Biltmore Village Parking Lot – A centralized off-street parking lot or parking garage has been identified as a need in Biltmore Village for some time. The current free, on-street parking fails to accommodate parking demand and results in long-term use (often by employees of Village merchants and restaurateurs) of spaces that are needed for short-term customer parking. The provision of a free off-street parking lot on the periphery of the Village, paid for by metered on-street parking, would address this problem. Purchase of a strategically-located site for the parking lot would also secure a redevelopment site for the City, allowing conversion of the lot into a parking deck and associated new development at some point in the future. The City parking fund can be used, as feasible, to implement these improvements.

Biltmore Village Architectural "Floodproofing" Program – It is not really feasible to fully "floodproof" the historic structures in Biltmore Village without destroying their architectural character. However, there are ways to make some of these structures less vulnerable to the effects of flooding through sensitive architectural retrofits. This plan proposes the use of Rural Center grant funding to identify architecturally-appropriate options for remedial "floodproofing" and to set up a low or no interest revolving loan fund to assist property owners with implementing these options.

Wilma Dykeman Riverway – The Riverway is the centerpiece of the Dykeman Plan. It is not a new transportation corridor but merely links together roadways of various names in both the State and City street network into a coherent corridor through a comprehensive design. As noted, there are City and state roads on the system, but since the

roadway will ultimately serve a regional purpose, it likely should become part of the NCDOT system at some point in the future. Consequently, the improvements should be part of the State Transportation Improvement Program (TIP), but project development financing (PDF) offers a possible way for the City of Asheville to participate in improvements to this road corridor to encourage more timely implementation. Where possible, this road should be relocated out of the floodway. The City has secured $600,000 in earmarked federal funding to plan this roadway and staff recommends application of this money to the planning of the Riverway through these three redevelopment areas.

Urban Place Streets and Sidewalks – To support an Urban Place development pattern, new public streets and sidewalks will be needed. These streets and sidewalks will form the framework for private sector redevelopment and will help distribute vehicular and pedestrian traffic throughout these areas of dense development. PDF is the most appropriate tool available to the City to support private redevelopment in the form of this Smart Growth development pattern. As part of a PDF program, formal designation of some of these redevelopment areas as community redevelopment areas may be necessary and appropriate. Rural Center funding for a PDF feasibility analysis to fund these types of improvements is proposed in this plan.

Britt Drive Park/Ross Creek Improvements – Property located at the terminus of Britt Drive has been the focus of two controversial zoning proposals. This property has been zoned for high density residential, but City Council's concerns about public safety due to the proximity of the Kenilworth Lake dam and flooding issues have forestalled residential development. City staff has explored the option of a land swap with the owners of this property. If executed, the property would be able to become part of the City's park system, providing an important mid-point park between Carrier Park on Amboy Road and Azalea Road Park to the east. Additionally, Ross Creek flows through this property and through other property to the south. Acquisition of the Britt Drive property and redevelopment opportunities for the property to the south may

allow Ross Creek to be "daylighted" and restored to proper ecological functioning. There are a variety of funding options available to achieve this goal, including environmental and parks grants and restoration as a developer-provided amenity.

Greenway Development. Crucial to the implementation of the economic development objectives of the Wilma Dykeman Riverway Master Plan is the creation of a greenway along the City's urban riverfront. The greenway would link numerous City parks of regional importance and support river district redevelopment in accordance with both this plan and the Dykeman Plan. Rural Center grant funding is proposed to be used to acquire easements and construct a section of greenway in the French Broad River Redevelopment Area. The City of Asheville will continue to pursue grant funding for the completion of this 17 mile project and opportunities for private assistance in this area, such as the Sayles Wal-Mart portion of the greenway, will be pursued.

Floodway Property Acquisition. Vacant buildings and property in the floodway are not able to be redeveloped and present safety and blighting problems for surrounding businesses and for the community as a whole. Acquisition of these properties would allow redevelopment as greenway sections or small riverside parks or would facilitate the introduction of a more desirable development pattern as called for in this plan. Rural Center grant funding is proposed to be used to acquire floodway properties in the East Swannanoa River Redevelopment Area. The City of Asheville will look for ways to partner with property owners in other areas to secure floodway properties and provide for business-supportive redevelopment of the floodway areas, such as greenways and parks.

Funding Option Table

Proposed Improvement	Potential Funding Source(s) - *Comments*
Biltmore Village Redevelopment Area	
Employee Parking Lot	Parking Fund
Architectural Design Services	Rural Center Grant
Architectural Improvements for Flood Protection	Rural Center Grant – *Set up as a revolving loan fund*
Sidewalks in Biltmore Village Historic District	Rural Center Grant
Traffic Improvements	Rural Center Grant
Wayfinding and Aesthetic Improvements	Rural Center Grant
Demolition of Flood-Damaged Structure	Rural Center Grant
New Roads and Sidewalks	Private Redevelopment - *Construction* PDF – *Construction* Property Assessment - *Construction*
Greenway	City CIP Grants Private Developer Construction
Wilma Dykeman Riverway Improvements	Federal Earmark – *Money in hand and allocated for planning purposes* State TIP – *Construction* PDF - *Construction*
Ross Creek Daylighting	Private Redevelopment – *site amenity* Clean Water Trust Fund or Other Environmental Grants Stormwater Utility
Britt Drive Park	CIP Purchase/Land Swap – *Property acquisition* Grants – *Park development* City CIP – *Park development*
East Swannanoa Redevelopment Area	
Floodway Property Acquisition, Business Relocation, and Demolition	Rural Center Grant
New Roads and Sidewalks	NCDOT – *Relocated Swannanoa River Road* State TIP - *Relocated Swannanoa River Road* Private Redevelopment – *Construction* Property Assessment - *Construction* PDF - *Construction*
Greenway	City CIP Grants Private Development Construction
Wilma Dykeman Riverway Improvements	Federal Earmark – *Money in hand and allocated for planning purposes* State TIP – *Construction* PDF - *Construction*
Floodway Park	FEMA – *Property acquisition* NCDOT – *Property donation* PDF – *Property acquisition* Grants – *Park development* City CIP – *Park development*

Funding Option Table

French Broad River Redevelopment Area	
New Roads and Sidewalks	Private Redevelopment – *Construction* Property Assessment - *Construction* PDF - *Construction*
Greenway	Rural Center Grant
Wilma Dykeman Riverway Improvements	Federal Earmark – *Money in hand and allocated for planning purposes* State TIP – *Construction* PDF - *Construction*
Creek Park	PDF – *Property acquisition* Grants – *Park development* City CIP – *Park development*
PDF Feasibility Analysis	Rural Center Grant

implementation schedule & next steps

This redevelopment plan forms the framework for public discussion and decision-making associated with the three redevelopment areas. As a consequence, a variety of implementation actions need to be identified and scheduled. These actions are listed below.

Determine desired development pattern.

- Hold public meetings with landowners and interested parties to discuss redevelopment options – Complete by October 31, 2005.
- Analyze hydrologic impacts of alternative development patterns - Complete by November 30, 2005.
- Identify zoning decisions needed to initiate implementation of the desired development pattern(s) – Complete by November 30, 2005.
- Schedule for Planning and Zoning and City Council consideration – Complete by March 31, 2006.

Identify financial incentives.

- Discuss range of financial incentives with landowners and interested parties – Complete by October 31, 2005.
- Identify financial incentives that support the desired development pattern(s) - Complete by November 30, 2005.
- Schedule for Planning and Zoning and City Council consideration – Complete by March 31, 2006.

Develop best management practices for environmentally-sensitive design.

- Schedule as part of amendments to the Standards and Specifications Manual – Complete by March 31, 2006.

Remain open to the needs of property owners with regard to development decisions.

- Entertain individual requests to rezone property and pursue development agreements and PDF development proposals during the implementation period.

Remain open to grant opportunities and similar opportunities to implement the Wilma Dykeman Riverway Master Plan.

- Pursue grant opportunities to build greenway sections, develop parks, remediate brownfields, acquire property in floodway areas, and similar.
- Pursue transportation funding to implement the Riverway and associated transportation projects.

Pursue Biltmore Village improvements, including the employee parking lot, architectural "floodproofing" program, and safety and aesthetic improvements.

- Obtain Rural Center funding - Complete by September 30, 2005.
- Hold public meetings with landowners and interested parties to discuss Biltmore Village improvements – Complete by September 30, 2005.
- Bring forward for Council consideration a range of improvement options, including funding arrangements – Complete by November 30, 2005.

Continue to implement the Riverway project.

- Program the federal earmark funds for design activities in the three redevelopment areas – Complete NCDOT coordination and consultant selection by November 30, 2005.
- Identify the project as the City's top priority TIP project.

Purchase floodway properties in the East Swannanoa area.

- Obtain funding from the Rural Center – Complete by October 31, 2005.
- Negotiate purchase of identified properties in accordance with public land purchase provisions – Complete by June 30, 2006.

Demolish flood-damaged building in the Koon Development area.

- Obtain funding from the Rural Center – Complete by September 30, 2005.
- Demolish building in accordance with Building Code provisions – Complete by October 31, 2005.

Construct Greenway in French Broad River Redevelopment Area.

- Obtain Rural Center grant committment - Complete by October 31, 2005.
- Develop design drawings and property acquisition plan - Complete by May 31, 2006 (schedule assumes cooperation by property owners).
- Acquire easements and rights-of-way - Complete by October 31, 2006.
- Construct Greenway - Complete by June 30, 2007.

Consultant analysis of PDF feasibility.

- Obtain Rural Center grant funding - Complete by September 30, 2005.
- RFP for consultant services - Complete by November 30, 2005.
- PDF Feasibility Analysis - Complete by March 31, 2006.

Conduct hydrologic analysis.

- Analyze feasibility of hydrologic studies, including Army Corps of Engineers Reconnaissance Study, to predict flooding events under various land use patterns - Complete by October 31, 2005.
- Identify participants and funding options for studies - Complete by October 31, 2005.
- If deemed feasible and necessary, pursue development of hydrologic study or studies - Completion date to be determined.

appendices

Appendix A - List of flood damaged properties in redevelopment areas

Appendix B- Photographs of flood damaged properties in redevelopment areas

Appendix C - Example of architectural analysis for “floodproofing” an historic structure

Appendix D - Current River District Zoning Regulations