

## VI. Locally Identified Needs

### A. Sidewalk Needs and Requests collected in the Pedestrian Plan Update Process, 2003/2004

Based on the Pavement Condition Survey completed in August of 2004 and cost estimates of Public Works staff for utilizing the new City Sidewalk crew for construction, there are almost 27 million dollars in identified sidewalk construction needs within the City. This includes 122.49 miles of new sidewalk linkages, ADA compliance needs, and identified maintenance/upgrade needs. The City saw about 20 miles of sidewalk built since the last sidewalk inventory in 1999 by new development and City efforts. Continuing at that rate would take the City of Asheville over 30 years to complete the sidewalk construction identified in this plan, without addressing future maintenance needs not yet identified.

Need	Unit Cost with City Sidewalk Crew	Estimated Total Cost
Needed linkages remaining from 1999 Plan	108 miles @ \$26.30/ Linear Foot	\$ 14,997,312.00
Poor sidewalk replacement	11.63 mile @ \$26.30/LF	\$ 1,614,988.00
Non-compliant sidewalk	2.86 miles @ \$26.30/LF	\$ 397,151.00
Removal/relocation of obstacles	Utility pole spacing @200' @\$10,000/pole, (assuming all obstructions are poles)	\$ 9,672,960.00
Replacement of non-compliant ADA ramps	226 ramps @ \$1,000/each	\$ 226,000.00
<b>Estimated Total:</b>		<b>\$ 26,908,411.00</b>



*Pedestrian  
along  
Leicester  
Highway*



*Pedestrian  
along  
Broadway*

**1. The following list forms the basis for a “master list” of sidewalk requests and identified needs from the Update process.**

This list was developed from:

- Citizen emails or phone calls to City staff,
- Comments from the March, 2004 Community Forum hosted by the Bicycle and Pedestrian Task Force,
- Comments from the Task Force membership,
- On-going concerns identified from the 1999 Pedestrian Plan, and
- Safety and connectivity concerns identified by City staff.

This list of *local roadway* needs should be evaluated regularly to see which projects may be pursued either as a new project or special funding request, which projects can be included in the scope of work for the sidewalk crew, and which may be improved incidentally as part of road maintenance or improvement projects. Sidewalk and other pedestrians needs that are located on *state roads* must be recommended for the Priority Needs List or TIP through the MPO process and/or brought to the attention of the local Division 13 office.

This list should be updated and new requests from the public added on a regular basis so that no concerns or requests “fall through the cracks.” Needs are listed by area and in alphabetical order (order does not indicate any designation of priority), and not all requests will necessarily warrant a pedestrian facility (see section G, Recommended Criteria).

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**CENTRAL ASHEVILLE**

- **Hilliard Road** – connect missing segments. This will complete an important pedestrian thoroughfare through the southern section of Downtown.
- **Livingston Street** – Complete missing segment in front of the ABCCM Doctor’s Medical Clinic and the Reid Center to the sidewalk at Beech Hill (which connects to South French Broad) and to McDowell Street. At this location is a curve in the road that reduces motorists’ ability to see and avoid pedestrians. It also is a high pedestrian area because of the Reid Center, the ABCCM facility, and a transit stop.
- **McDowell Street** – Missing sidewalk segments along this important thoroughfare that serves a variety of medical offices, adjacent neighborhoods and Asheville High School. This is alternate US25 and may be eligible for NCDOT funds as well.
- Victoria Road near the Hospital entrance and in front of several Doctors offices. Should include a crosswalk to Livingston.
- **Continued improvements to crosswalks and signals in the downtown business district. All CBD crosswalks should be highly visible and clearly designated. All CBD traffic signals should consider pedestrian traffic and provide adequate accommodation and timing for people with disabilities.**

## EAST ASHEVILLE

- **Avon Road/Haw Creek Road** – Construct with TIP E-4814 project and City Enhancement Application for '04.
- **Beverly Road/E. Hawthorne Road** – Design to connect with Azalea Park Greenway connection and the proposed Riverway at Swannanoa River Road.
- **Fairview Road** – Complete segment from Sweeten Creek to Westview with new waterline, continue study of pedestrian connection to River Ridge Shopping area.
- **Kenilworth Road** – Sidewalk connection from Tunnel Road to Aurora, linking neighborhood to Tunnel Road, transit stops and the Mall.
- **Onteoria and School Roads** – Sidewalk segments to connect neighborhood to Elementary School.
- **Trinity Chapel Road** – Sidewalk connection from Haw Creek to Beverly Road. This project already has the needed right-of-way for sidewalk construction and will be the first project constructed by the new City sidewalk Crew (In Sidewalk Crew Scope of Work List ).
- **Tunnel Road** – Connection from Bus Station to sidewalk in the tunnel. Sidewalk on both sides from tunnel to existing segments; Continue improvements at crossings.
- **Tunnel Road (East)** – From Haw Creek Road to Beverly Road and from Beverly road, through Oteen to Riceville Road.
- **Riceville Road** – connecting Tunnel Road (US70) to Evergreen Apartments.
- **South Tunnel Road** – Complete missing segments to connect with shopping areas and bus stops.
- **Swannanoa River Road** – from south Tunnel Road along Swannanoa River to Fairview Road; from Fairview Road to Gashes Creek Road; and from Gashes Creek Road to Tunnel Road (US70). This could be a sidewalk or a combination sidewalk or greenway trail designed to complement/incorporate the proposed Riverway design. This sidewalk would serve the new Wal-Mart development and provide an important connection from South Tunnel Road to residential and commercial areas adjacent to Swannanoa River Road.
- Glendale Avenue -- from Fairview Road to Swannanoa River Road connects neighborhoods to existing commercial areas and the future Riverway.

## NORTH ASHEVILLE

- **Beaverdam Road** – Construct from Merrimon to Kimberly Ave (providing safe pedestrian thoroughfare to Asheville Catholic and Jones schools), to Beaverdam YMCA, to Elk Mountain Scenic Highway and “The Timbers” residential area.
- **Edgewood Road** – Complete segment from Barnard to CVS on Merrimon and from Merrimon up the hill to Kimberly Avenue and existing sidewalk section near Westall.
- **Lakeshore Drive** – Priority segment from Merrimon to Lakeview Road (this segment was the location of pedestrian fatality), and eventually sidewalk segments should continue to Elkwood Avenue. Note: this is a popular segment for walking because of the adjacent neighborhoods and the connection to Beaver Lake and the Merrimon corridor.

- **Macon Avenue** – Sidewalk facility requested.
- **Merrimon Avenue/ US25** – Upgrade existing sidewalks and construct missing segments (from WT Weaver to King Street and from Fenner to Larchmont on the west side of Merrimon). Improvements to Merrimon are currently on the TIP as unfunded but there may be opportunity to work with NCDOT at the Division level to identify and address safety issues along this corridor.
- **Merrimon Avenue/ US25 (northwest of Beaverdam Road)** – Segment to connect new library to existing sidewalk north and south; and from Westwood (Beaver Lake) to Elkwood (to Woodfin).
- **Mount Vernon Circle** – Long standing request from residents for sidewalks to tie in to Lake Shore Drive.
- **Norwood Avenue** – Complete missing segment from Woodward to Farrwood.
- **Country Club Road from Kimberly Avenue to Griffing Boulevard**
- **Groveswood Road from country Club Road to the GPI Property**

## SOUTH ASHEVILLE

- **Brevard Road/191 from Rocky Ridge Road to Ridgefield Boulevard** – Sidewalk segments to connect hotels/motels with Biltmore Square Mall and other shopping areas.
- **Caribou Road** – Sidewalk for this major thoroughfare connecting multiple neighborhoods with Sweeten Creek Road.
- **Hendersonville Road** -- On PNL, some segments completed by new development and public works. Asheville Transit improving crosswalks in connection with transit stops; Still need to address underdeveloped segments. This corridor continues to be a long-standing, top priority.
- **Long Shoals Road** – Install sidewalks within City jurisdiction and connecting to OverLook (see below) and US25
- **Overlook and Springside** – connecting Biltmore Park and the Oak Forest subdivision, Estes Elementary, Valley Spring Middle School and TC Roberson High. This is a densely populated residential area within walking distance of several schools, but no sidewalks. There is a special need here for the progressive education program at Estes Elementary that serves wheelchair bound children. This group frequently loads busses to travel one block to Asheville Manor (assisted living care) on Long Shoals for a regularly scheduled program, or to travel two blocks to Lake Julian Park. If there were a sidewalk on Overlook and crossing to the park, they could eliminate the need to drive this short distance.
- **Rock Hill Road** – Key connection between US25/Hendersonville Road and US25A Sweeten Creek Road, adjacent neighborhoods and transit stops. Also, the section between Liberty House and the BP Gas station sees significant wheelchair traffic and people in wheelchairs are forced to travel in the roadway because there is no other facility.
- **Sweeten Creek Road** – TIP U-2808 as multi-lane facility in past years, but does not include sidewalks at this point.

## WEST ASHEVILLE

- **Amboy Road/Short Michigan** – Continued implementation of Enhancement Grant to improve crossings and construct sidewalk connections to French Broad River Park Phases I-IV and the Hominy Creek to Amboy Road Greenway Connector.
  - **Dorchester Avenue** – Sidewalk from Haywood Road to existing sidewalk on Burton Street (to Patton) and serving a residential area.
  - **Leicester Highway** – Sidewalk connection from Patton Avenue to Ascension Drive.
  - **Mitchell Avenue and Druid** – Sidewalk connection between Haywood Road and Patton Avenue and serving a residential area.
  - **North Louisiana** – Sidewalk from Patton Avenue to the Emma Community (Hazel Mill road and Sky View Terrace). This area serves a large population of transit dependent residents.
  - **Patton Avenue** – Sidewalk from Regent’s Park to Haywood Road (has received \$150,000 in partial funding from NCDOT).
  - **Vermont Avenue** – Sidewalk from Haywood Road to Davenport. Existing sidewalk along this corridor are in poor condition because of tree roots. Action to build/restore sidewalks along this corridor may require removal of some street trees and this may be met with mixed response from the neighborhood.
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## 2. Priority Sidewalk Projects for FY 2005

City staff from the Public Works and Engineering Departments, including transportation services and traffic engineering, determined the following project priorities in order of assignment for the “sidewalk crew” for the coming year:

- 1) Fairview Road from Westview to just west of London Road. Project is designed and majority of right-of-way is in place. This project will be built with a combination of locally allocated funds (“62 funds”) and “fee-in-lieu” funds.
- 2) Trinity Chapel Road from Old Haw Creek to New Haw Creek. This sidewalk will connect with new sidewalk being planned as part of a 2003 Enhancement Grant, and connect to a school. This project will be constructed with “fee-in-lieu” funds.
- 3) Patton Ave. from Regent’s Park to Leicester Highway, funded with \$150,000 from NCDOT in combination with “fee-in-lieu” funds.
- 4) New Haw Creek Road and Avon Road will be two critical segments in the Haw Creek Neighborhood. Right-of-way is in place the length of Avon Road and partially along New Haw Creek Road. Project will be constructed with NCDOT Enhancement funds.

- 5) Beaverdam Road sidewalk from the North Asheville Animal Hospital to Kimberly – funded by NCDOT – and from Kimberly to Elk Mountain Scenic highway – funded by “fee-in-lieu”. R-o-w acquisition will be along the section difficult south of Kimberly Avenue.
- 6) Merrimon Avenue from Fenner to Larchmont and from King to W.T. Weaver Boulevard. Missing sidewalk segments force pedestrians and wheelchairs to walk out into the roadway in high traffic areas.

**3. Recommended for Consideration in the next programming process:**

The following areas are recommended for City Engineer review when appropriate to program additional projects for the new sidewalk crew. This will depend on completion of the priority projects already identified and funds available.

- A) Livingston Street at the Reid Center
- B) Missing segments along Hilliard Avenue
- C) Missing segments along Hendersonville Road

## B. Identified Pedestrian Signal Needs

### 1. New pedestrian signals or pedestrian signal improvements needs requested for NCDOT consideration:

- Amboy Road @ Short Michigan to French Broad River Park. A new sidewalk, crosswalk, and pedestrian signal is planned for this area as part of a 2003 Enhancement Grant request.
- Biltmore Avenue @ Hilliard
- Biltmore Avenue @ Charlotte Street
- Charlotte Street @ College (part of College Street redesign and the installation of a traffic circle)
- College @ Woodfin (also part of College Street redesign)
- Haywood Road @ Vermont and Sandhill Road
- Haywood Road @ Patton Avenue \*
- Haywood Road @ Brevard Road
- Haywood Road @ Louisiana Avenue
- Hendersonville Road @ West Chapel Road
- Hendersonville Road @ Wal-Mart Entrance \*
- Hendersonville Road @ Mills Gap Road
- Hilliard @ Clingman
- McDowell Street @ Asheville High School
- Merrimon @ WT Weaver Boulevard (mounted but still hazardous)
- Patton Avenue @ Louisiana/North Louisiana
- Patton Avenue @ Florida Street
- Tunnel Road @ Haw Creek Road
- Tunnel Road @ I-40 exit 55
- Tunnel Road @ Riceville Road (mounted but not operating)
- South Tunnel Road @ Mall Entrance \*
- South Tunnel Road @ Overlook Village
- South Tunnel Road @ Swannanoa River Road (Lowe's)

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\*These intersections were identified by Asheville Transit previously for their relationship to bus stops and the City requested assistance from the NCDOT Division Office. The City installed three of the identified pedestrian signals at Biltmore Avenue and Victoria, East Tunnel Rd and Riceville Rd, and at Montford and Hill Street with transit funds. The Division Office committed to installing these others listed above through Small Urban or other funds, but have not yet done so.

\*\*NCDOT has installed a new signal system along Tunnel and South Tunnel Roads that includes pedestrian signals at 4 of 11 crossing locations. Pedestrian activated signals at all signalized intersections would create a more desirable and safer pedestrian environment with minimal impacts to traffic progression.

### **C. Pedestrian Crossing improvements identified by the Public in the Pedestrian Plan Update Process:**

- Central Avenue @ Woodfin (by the YMCA) – improved visibility of crosswalk and “yield to pedestrian” signage. There are crosswalks here which are not very visible. This area is currently under study by city traffic engineering staff.
- Charlotte Street @ 240 on/off ramps, @ Chestnut, @ Hillside, and @ Edwin Place should be re-stripped for visibility.
- Merrimon Avenue @ Gracelyn – improved (or activated) pedestrian signal phasing.
- Merrimon Avenue @ WT Weaver – improved phasing and crosswalk visibility from Greenway to sidewalk at Boston Pizza. A high pedestrian traffic area.
- Merrimon Avenue Corridor from 240 to Beaverdam Road. In addition to the concerns over the safety of the WT Weaver and Merrimon Crosswalk, the crosswalk striping along the length of Merrimon is worn and not very visible to motorists.
- Montford @ Cherry Street – improved visibility of crosswalk.
- US25 @ Pack Square – ACCESS, an agency devoted to improving the lives of people with disabilities raised a concern about increasing the timing for crossing the street at Pack Square. This crosswalk has a “countdown mechanism” and is actually maximized for pedestrian timing.

### **D. Crosswalk improvements identified by City staff (some of which are pending work orders):**

- Merrimon @ Annandale and Coleman (upgrade)
- McDowell at Asheville High (upgrade)
- Patton & Haywood
- Montford at Park, school, and Cherry Street to high visibility striping
- Flint & Starnes
- Chestnut Street various needs
- Haywood Road various needs
- Biltmore Avenue at South Charlotte St

## **E. ADA Compliance Needs and Curbscuts:**

226 Non-compliant curb-cuts mapped as part of the Pavement Construction Report (PCR), should be replaced with compliant curb-cuts as part of new development or City projects. Public Works has a policy that if they gets a specific request or is working in an area, the public works crew will go ahead and upgrade curb-cuts. Since 1999, Public works has replaced or installed 220 curb-cuts for ADA compliance and improved accessibility. Map of curb-cuts which need to be replaced, repaired or upgraded is included in the Maps section of this report.

All new sidewalk construction developed under the City's Standards and Specifications Manual and all new Greenways developed under NCDOT Bicycle Design Guidelines meet or exceed the Federal requirements for compliance under the American with Disabilities Act. The PCR identified existing sidewalk facilities that are not wide enough (less than 48") or which have periodic barriers (such as utility poles, newspaper boxes, etc.) to render them non-compliant. When these areas are redeveloped, repaired or upgraded, the City will ensure that they come into ADA compliance as well.

## **F. Greenway Needs:**

### 2004 - 2006 PLAN NEEDS (3 Years)

#### Land Protection:

Swannanoa River (Azalea Road Park to Riverbend)  
French Broad River (Webb Park north to Broadway area)  
Note: Work with NCDOT Re: I-26 Connector Area  
Glenn Creek Extension to Kimberly Ave  
French Broad River (Amboy Road to Hominy Creek)  
Hominy Creek (From Frch Broad River to Rhododendron Creek)  
Rhododendron Creek  
Haw Creek (including link to Swannanoa)  
Link between Clingman Forest and Haywood Road

#### Corridor Master Plans (including Wilma Dykeman Riverway)

Swannanoa River (Azalea Road Park to Riverbend)  
Glenn Creek Extension and Kimberly Ave  
Haywood Road (including link with Clingman Forest)  
French Broad River (Amboy Road to Hominy Creek)  
Hominy Creek (French Broad River to Rhododendron)  
Rhododendron Creek  
French Broad River (Webb Park to Broadway area)

#### Design Development

Swannanoa River (Azalea Road Park)  
Clingman Forest  
Richmond Hill (internal trail system)  
French Broad River (Amboy to Hominy Creek)  
Swannanoa River (Azalea Road P ark to River Bend)  
Haywood Road (including link to Clingman Forest)

#### Construction & Development

Reed Creek  
Swannanoa River (Azalea Road Park)  
Clingman Forest  
Richmond Hill (internal trail system)

### 2007 – 2010 PLAN NEEDS

#### Land Protection

Swannanoa River (Riverbend to French Broad River)  
Reed Creek Extension to French Broad River  
Ashland Ave./McDowell St. – On Road (Patton Ave to Swannanoa)  
Beaverdam Road (Woodfin to the East)  
Haw Creek (If necessary)  
Others not completed in 2004-2006 Phase

#### Corridor Master plan

Glenn Creek Extension and Kimberly Ave  
Ashland Ave/McDowell St. (Patton to Swannanoa)  
Reed Creek Extension to French Broad River  
Swannanoa River (Riverbend to French Broad River)  
French Broad River (Webb Park to Broadway area)  
Haw Creek (including link to Swannanoa River)

#### Design Development

Glenn Creek Extension and Kimberly Ave  
Hominy Creek (French Broad River to Rhododendron)  
Rhododendron  
Reed Creek Extension to French Broad River  
French Broad River (Webb Park to Broadway area)  
Haw Creek (including link to Swannanoa River)

#### Construction & Development

Glenn Creek Extension and Kimberly Ave  
Swannanoa River (Azalea Road Park to Riverbend)  
French Broad River (Amboy Road to Hominy Creek)  
Hominy Creek to Rhododendron  
Rhododendron  
Haywood Road (including link to Clingman Forest)

## G. Recommended Criteria for Pedestrian Facility Prioritization Process

When it comes to pedestrian facilities, Asheville has more requests and needs than annual financial and staffing resources can respond to. An interdepartmental team of City staff met to identify criteria for prioritizing City investment in sidewalks – both for maintenance and upgrades and for new construction. The team consisted of representatives from the Planning, Public works, Parks and Recreation, Engineering, and Police Departments as well as City Development. The goal of this process was to establish a list of criteria which would help in determining where City resources would go the farthest and have the most impact.

It is important to be aware that in addition to need, projects must be chosen because of their feasibility. Often the City will receive a valid request for a pedestrian improvement only to face barriers in obtaining right-of-way, designing around topographical constraints or other engineering issues. In all cases, City staff must apply criteria to determine the projects most suitable for City investment on an on-going basis. There are six criteria areas identified for measuring project impact and priority:

- (1) Zoning jurisdiction;
- (2) Proximity to Schools, Parks, and Community Centers;
- (3) Proximity to Transit Stops;
- (4) Needed linkages that complete a pedestrian thoroughfare or address a safety concern;
- (5) Feasibility of construction; and
- (6) Major Thoroughfares and Connector Roads.

**1. Priority zones:** Sidewalks are required in all zoning districts, but these districts are zoned to promote mixed-use, multiple families or high-density development, and pedestrian and transit access. Areas within these zoning designations should be walkable:

- CBD – Central Business District
- NB – Neighborhood Business District
- UV – Urban Village
- Inst -- Institutional
- River – River District
- CB1 – Community Business District 1
- CB2 – Community Business District 2
- RM-16 – Residential Multi-Family High Density

**2. Proximity to Community Destinations:** These are community resources that attract pedestrian traffic and that should be accessible and safe to citizens, particularly the elderly and children. A buffer area of less than or equal to a 1/2 mile radius around these points should provide safe connections to these destinations:

Asheville City Schools,  
Buncombe County Schools within the City limits,  
UNCA,  
A-B Tech,  
City Parks and Community Centers  
County libraries

**3. Within 1/10 mile of transit stops:** A buffer area of 1/10 mile denotes areas where sidewalk is needed to support and connect with our City's transit system meeting intermodal and transportation demand management planning goals.

**4. Where there are missing segments of a pedestrian thoroughfare or an identified safety concern:** Many of our major thoroughfares or connectors have partial sidewalk coverage. For example, a sidewalk may exist for a block only to suddenly end, placing a pedestrian in a hazardous situation, such as along Hendersonville Road, Hilliard Avenue, and Edgewood Road. To be effective, the pedestrian network must be contiguous and continuous. Missing segments of sidewalk should be developed to complete the pedestrian network.

**5. Feasibility of Construction:** A project should have several characteristics to be determined as feasible:

- Where right-of-way for a sidewalk is available or easily obtained
- Scope and cost of project are within current budget allocation
- Sidewalk crew capability/availability, or
- Where project is on a State Road and may be eligible for Department of Transportation funding assistance and within NCDOT right-of-way.

In some cases, the City Engineer must determine to contract some portions of a project out and let City crews build other portions, depending on the specific situation.

**6. Major thoroughfares and connectors:** These are transportation corridors that provide connectivity between areas of the City, linking residential areas to commercial areas or institutional areas, or providing major north-south or east-west routes.

Beaverdam Road	New Leicester Highway.
Brevard Road	North Louisiana Avenue and Louisiana Ave.
Broadway	Overlook Road
Caribou road	Patton Avenue
Charlotte Street	Rock Hill Road
Edgewood Road	Sand Hill Road/Olney
Fairview Road	Springside Drive/Overlook Road
Gerber Road	Swannanoa River Road
Haywood Road	Sweeten Creek Road
Haw Creek Road	Tunnel Road and South Tunnel Road
Hilliard Avenue	US 25 –
Kimberly Ave./Edwin Place	Merrimon Avenue
Lakeshore Drive	Broadway,
Long Shoals Road	Biltmore Avenue,
Martin Luther King Drive	Hendersonville Road
Mills Gap Road	

**NOTE:**

- Maps indicating locations of priority zones, thoroughfares, and proximity areas are included in the Maps Section of this report.
- Utilizing the proposed criteria should not exclude projects which have already been identified through the 1999 Plan and that the City is already working on. The 1999 Pedestrian Plan identified “Critical Pedestrian Needs” that were, “identified by volunteers and meet the criteria of being in close proximity to high pedestrian generators.” As a result, many of these needs have been addressed or are in the process of being address at the local level by the City Engineering and Public Works Departments, and/or have been included in State and Local planning efforts.