close the gap

greenway access pedestrian



Fiscal Years 23-24

July 1, 2022 - June 30, 2024

GAP Annual Report
City of Asheville

THE CITY OF ASHEVILLE

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A Note Regarding Tropical Storm Helene

Dear Community,

This annual report looks back on Fiscal Years 2023 and 2024 (FY23 and FY24) which ran from July 1, 2022 to June 30, 2024. This was before Tropical Storm Helene upended our lives in Asheville, shifting our landscapes, needs, and work priorities.

The damage and loss created in our community by Helene underscores the critical need for infrastructure investments that will make Asheville more liveable today and more resilient in the future.

Helene further highlights the importance of our City's transportation goals and initiatives outlined in the Greenway, ADA, and Pedestrian (GAP) Plan.

Though rebuilding will take years, Helene has provided us with an opportunity to build back better. As sidewalks are rebuilt, we will work diligently to fill in gaps and bring facilities up to ADA compliance. As we repair our beloved greenways, we will work to ensure that they can better withstand future extreme weather. Investments in multimodal infrastructure, such as our greenways and sidewalks, that we build to be accessible for all users, will allow us as a City to reduce the greenhouse gas emissions contributing to extreme weather events.

While our commitment to these improvements remains stronger than ever, we acknowledge that priorities and near-term goals may shift as we address the immediate needs of our community.

The strength and unity our community has shown in the face of this adversity is truly inspiring. We look forward with hope to the things dedicated staff and engaged community members can continue to accomplish together.

Sincerely,
City of Asheville Transportation Staff

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List of Abbreviations

ADA	Americans with Disabilities Act
APS	Accessible Pedestrian Signals
CBD	Central Business District
CIP	Capital Improvement Program
DSD	Development Services Department
FBRMPO	French Broad River Metropolitan Planning Organization
FHWA	Federal Highways Administration
FY	Fiscal Year
G.O. Bond	General Obligation Bond
NCDOT	North Carolina Department of Transportation
PAR	Public Access Route
PROWAG	Public Right-of-Way Accessibility Guidelines
ROW	Right-of-Way
SSDM	Standard Specifications and Details Manual
STIP	State Transportation Improvement Program
TIF	Technical Infeasibility Form
UDO	Unified Development Ordinance

Executive Summary

Purpose of the Annual Report

In October 2022, the City Council adopted the GAP Plan, which was produced through the Close the GAP Planning Process. This plan provides updates to the City's Greenway Master Plan (G), ADA Transition Plan (A), and Pedestrian Master Plan (P) in one comprehensive document. These plans were combined because Asheville's overall pedestrian network will be stronger when the three aspects – greenways, ADA accessibility, and pedestrian networks -- are considered and planned simultaneously. The GAP Plan identifies greenway, accessibility, and pedestrian networks for our community as well as programs and policies to support the expansion of these networks.

GAP Plan Implementation was one of the City's Organizational Work Plan projects identified for FY23 and FY24. This work is continuing in FY25 and beyond.

This document is a report on implementing the GAP Plan thus far. Annual reports are an opportunity to provide progress updates, highlight accomplishments, and identify needs for future improvements. This annual report encompasses Fiscal Years 2023 and 2024 to account for the transition to a yearly reporting cycle moving forward and is the first of many that will be produced annually.

The City is federally required to track and annually report on its ADA Transition Plan[1] progress.

[1] *The Americans with Disabilities Act (ADA) of 1990 is a civil rights law prohibiting discrimination based on someone's disability. Title II of the Act requires cities and towns to have a plan to make accommodations for everyone. The overall goal of the ADA Transition Plan within the Close the GAP Plan is to remove barriers in Asheville's public rights-of-way so that pedestrians with disabilities can fully participate in programs, services, and activities that the City has to offer. Examples of public rights-of-way include public streets, sidewalks, road crossings and pedestrian signals, greenways, bus stops, and on-street parking.*

GAP Plan-Related Infrastructure Highlights

- 385 curb ramps brought into ADA compliance or to the maximum extent feasible on NCDOT & City roadways
- 3,650 square yards of existing sidewalk improved on NCDOT & City roadways
- More than $3.2 million spent on ADA-related improvements to the public ROW
- 15 new pedestrian signals installed by NCDOT
- 1,430 square yards of NEW sidewalk constructed by NCDOT
- Completion of NCDOT project #BL-0005 which filled a sidewalk gap on Broadway St.
- NCDOT's US-25 resurfacing project resulted in more than 140 curb ramp improvements and a 4- to 3-lane conversion of Merrimon Ave. from W.T. Weaver Blvd. to Midland Rd.
- City / NCDOT coordination to widen the sidewalk along the north side of Amboy Road bridge, connecting the Wilma Dykeman Greenway with other pedestrian facilities on the west side of the French Broad River
- Pedestrian safety upgrades at the Patton Ave./ Haywood Rd. intersection that included upgraded curb ramps, the installation of high-visibility crosswalks, and the installation of pedestrian signal push buttons

Other Key Highlights from FY23 & FY24

- Completed a pilot project with Deep Walk to assess ADA barriers in the public right-of-way on several corridors in the CBD
- Expanded the number of locations and volunteers for the annual bike/ped count program
- Installed seven permanent Eco-Counters along City greenways to collect user volume data
- Developed a Transportation Department Equity Plan
- Continued project development collaboration with NCDOT including corridor improvements, safety projects, and installation of pedestrian signals at various locations

Identified Challenges to Implementation

- Annual ADA-related spending does not currently put the City on track to meet its 40-year implementation schedule for achieving ADA compliance
- Lack of dedicated funding sources for implementation of Pedestrian and ADA priority projects
- Limited staff capacity and the need for a dedicated full-time ADA Coordinator
- Methods for tracking Plan Implementation progress and spending investments need to be refined in future years
- No system currently in place to track ADA and Pedestrian improvements resulting from private development

GAP Plan Action Items Progress Report

The Action Plan

The GAP Plan is an action-oriented plan. Chapter 10 of the GAP Plan organizes the 55 recommended actions under 10 goals related to: equity, the greenway network, improving ADA compliance, the pedestrian network, project development, policy, funding, tools, safety, and multimodal integration. Each of these action items comprises at least one "project" on its own; many action items can be broken down further into multiple projects. The sum results of these actions are the key to achieving the Close the GAP vision where "Asheville is a place where vibrant, safe, and comfortable streets and greenways give everyone the opportunity to walk to their destinations and to enjoy the convenience and health benefits of walking."

Some of these items will have a finite timeline for completion, while others will be ongoing efforts to undertake and revisit each year. It is not expected that Transportation Staff will have the capacity to work on every action item every fiscal year. Each fiscal year, the Transportation Planning Division of the Transportation Department spends time discussing, coordinating, and prioritizing action items with other departments to implement the GAP Plan strategically.

The Appendix at the end of this report contains a chart that summarizes progress made on each of the action items in the GAP Action Plan.

Implementation

Note: The fiscal year of the City of Asheville starts on July 1 of every calendar year. So, for example, FY23 began on July 1, 2022, and ended on June 30, 2023.

FY23: City Council adopted the GAP Plan in October 2022. Transportation Planning staff spent the second half of FY23 organizing and leading two-hour, department-specific workshops to identify and prioritize Action Plan items for implementation in FY24. Transportation staff held nearly a dozen department-specific workshops, including one with NCDOT. These workshops helped clarify departmental capacity and potential overlap with other projects.

FY24: Transportation Planning staff identified 14 action items to begin implementing in the near-term based on discussions during the department-specific workshops. Most of these action items will require ongoing efforts each year; however, several have seen significant progress towards completion and/or are considered completed. Table 1 provides a status update for each action item prioritized in FY24.

PROGRESS KEY
⍰ = Not Started (Work on the action item has not begun.) ◐ = In Progress (The activity is in planning, development, or implementation.) ⭘ = Completed or Ongoing (The action has a clear endpoint and has been reached, or work occurs annually.)

Table 1 - GAP Plan Action Items Identified as FY24 Priorities

Goal	Action #	Action Item	Progress
1. Equity *Close the GAP network implementation results in a walkable and accessible community for all, no matter where you live or who you are.*	**1.1**	Develop a City of Asheville definition for Transportation Equity and metrics to evaluate the equity impact of transportation projects.	⭘
2. Greenway Network *City of Asheville residents and stakeholders travel along the greenway network on existing and new types of greenways.*	**2.2**	Increase the amount and quality of greenway / natural surface trail information available to users through signage and online data by installing accessible trail markers.	⍰
3. Pedestrian (ADA) Network *Using Close the GAP's ADA Transition Plan as a guide, the City of Asheville's pedestrian network is ADA compliant to the maximum extent feasible.*	**3.5**	Track and report on ADA Transition Plan progress to document the removal of barriers from the transportation network.	◐
4. Pedestrian Network *Using Close the GAP as a guide, the pedestrians in the City of Asheville can walk from home (however one defines home) to key destinations along a network of streets comfortable for people who walk.*	**4.1**	Use Close the GAP as a guiding plan to create a complete pedestrian network.	⭘
	4.2	Complete projects in the Close the GAP high priority network to increase the number of people walking for transportation and recreation in Asheville.	⭘
	4.3	Use Close the GAP priority project lists to initiate new projects into the project development process yearly to keep a steady stream of projects in development.	⭘
	4.7	Develop a plan/ program and schedule for routine sidewalk maintenance scans along high priority corridors to ensure that routes remain accessible. This program may include specifics on less costly sidewalk repair methods such as patching, crack-filling, wedging, flexible pavement applications, mud-jacking, and grinding/cutting (beveling).	⭘

5. Project Development *Using Close the GAP as a guide, the City of Asheville has increased capacity to deliver quality pedestrian projects.*	**5.1**	Coordinate City of Asheville and NCDOT resurfacing projects to accelerate Close the GAP and complete street project implementation. Work with departments and agencies to ensure that ADA upgrades are planned and budgeted for in resurfacing projects (e.g., right of way acquisition, curb ramp design, signal upgrades). Identify a source of matching funds to partner with NCDOT to leverage their resurfacing projects to complete full corridor ADA upgrades.	🟠
	5.5	Continue project development collaboration with NCDOT by continuing the City / NCDOT monthly Pedestrian Working Group.	🟠
6. Policy *Using Close the GAP as a guide, the City of Asheville has updated and new policies to guide pedestrian and greenway network development.*	**6.2**	Using the detailed review of the City's SSDM included with Close the GAP, update the SSDM to facilitate pedestrian network implementation. Expand the number and types of pedestrian-oriented tools available in the SSDM.	◐
7. Funding *The City of Asheville has identified adequate, consistent, and wide-ranging funding sources to implement the Close the GAP Network.*	**7.1**	Increase the general fund annual allocation for Close the GAP network implementation.	◐
	7.2	Increase the general fund annual allocation for ADA Transition plan implementation.	◐
8. Tools *Using a variety of existing and new technology and communication tools, the City of Asheville and its residents and stakeholders are informed about Close the GAP implementation progress and can interact with the City to request / share emerging needs.*	**8.1**	Update the Asheville App (or similar) where records, City responses, and actions taken are visible to the public and data from the App can assist with City decisions.	🟠
	8.2	The City is required to track and annually report on its ADA Transition Plan progress. Working with the City's IT / GIS departments, develop a systematic project tracking system for data entry when corridors are evaluated for detailed ADA compliance, as well as uploading ADA design checklists, inspection forms, and Technically Infeasible Forms (TIFs).	◐
	8.5	Develop a single landing portal / communication dashboard (such as the dashboard used to report on bond project process) to provide Close the GAP project development updates and information, communication about the development process, and project engagement opportunities.	◐
	8.6	To build the case for active transportation funding and program expansion, expand the City's regular pedestrian counting systems and practices to include point in time counts as well as permanent counts.	🟠

9. Safety *As a result of implementing pedestrian safety best practices, pedestrian crashes in the City are significantly reduced.*	**9.4**	Review crash data collection reporting issues and develop a plan to improve the reporting system for better safety evaluations.	🟠
10. Multimodal Vision *Close the GAP is integrated with other multimodal plans and programs to reach the City's overall multimodal vision.*	**10.3**	Develop an updated policy to address the use of e-devices (scooters, ebikes, One-wheels, etc.) on public streets, sidewalks, and greenways.	◐

Project Highlights and Priority Project Status Updates

Overview

In addition to the Close the GAP Action Plan, the GAP Plan provides prioritization lists for greenway, ADA improvement, and pedestrian projects. It updates the City's 2013 Greenway Master Plan, defines desired greenway corridors in Asheville, assigns typologies to the various greenways in the City's current and future network, and identifies the City's current top 10 priority greenway projects.

ADA improvement and pedestrian project prioritization lists were developed using a scoring methodology considering destination + equity, safety, connectivity, and public input. This methodology serves as the foundation of the Plan's "corridor approach," which is an effort to upgrade all pedestrian facilities in the public right-of-way by developing projects to address sections of public corridors in an organized fashion. These detailed prioritization lists for top-ranked ADA and Pedestrian Plan projects include specific road segments, assigned prioritization scores, current funding statuses, next steps in project development, proposed project descriptions, pedestrian and ADA needs, and ADA condition ratings. The ADA priority projects are distinguished as sections of roadways where sidewalks ***currently exist*** but need improvement; the Pedestrian priority projects focus on locations where ***new sidewalks are needed***. The order of prioritization does not necessarily mean the order of construction, but inclusion in the GAP Plan's list indicates an identified need and desire for pedestrian improvements to be made. City staff regularly consult these prioritization lists when programming future projects on City-owned roadways and working with partners like NCDOT to fund and develop projects beyond City-owned roadways. Prioritization lists can be found in the Appendix of this report.

Greenway, ADA improvement, and pedestrian projects are implemented either by the NCDOT or the City of Asheville, usually dependent on which agency maintains ownership over the specific corridor. At the City level, the Public Works and Capital Management Departments are responsible for managing and implementing capital projects related to greenways, accessibility, and pedestrian improvements. The Transportation Department provides guidance and input on programming projects for future funding. Additionally, improvements to the public ROW can result from private development. While private development-led improvements that occurred in FY23 and FY24 are not captured in this report, Transportation staff are currently working with the Development Services Department (DSD) to capture this information in future reports. DSD processes permits, performs inspections, maintains records and helps customers navigate the development process.

At the time the GAP Plan was developed, Asheville's pedestrian network included approximately 188 miles of sidewalk. The total centerline miles for City of Asheville-maintained streets is 409 miles, and the total centerline miles for NCDOT-maintained roadways (excluding Interstate highway segments and ramps) is 110 miles. These numbers illustrate just how many gaps currently exist in the city's pedestrian network and further highlight the need to expand the number of safe and connected pedestrian facilities.

Since the GAP Plan was adopted in FY23, many of the projects listed in this section of the report do not appear on the ADA improvement and pedestrian project prioritization lists because they were

programmed prior to the development of the GAP Plan. As the City develops and updates its CIP and the 2024 G.O. Bond transportation projects list, more of the projects reported here will align with the GAP Plan's identified priority projects.

Progress on ADA improvement projects and other Transition Plan items are addressed in the ADA Transition Plan section of this report.

Greenway Projects

The City of Asheville currently manages approximately nine miles of greenways and continues to expand its greenway network with projects that will soon move into the construction phase.

The life cycle of a greenway project often moves through the following stages:

Guiding Plan Development → Feasibility Study → Preliminary Engineering → Design → ROW Acquisition → Construction → Maintenance

This report provides updates on greenway projects that either finished construction in FY23 or FY24 or continued forward progress through one of the stages mentioned above. Table 2 provides status updates on any projects involving the GAP Plan's top 10 greenway priorities, while Table 3 provides status updates on other greenway projects also identified in the GAP Plan.

Table 2 - Status Updates for Top 10 Priority Greenway Projects

Greenway Projects - Top 10 Priority Projects		
Project Name	**Project Description**	**GAP Plan Priority Ranking**
Swannanoa Greenway	PROJECT ONE: Design, engineering, and permitting for Phase 1 of the Swannanoa Greenway extension wrapped up in FY24. The section begins at the eastern end of Thompson Street at Glendale Road and terminates at the intersection of Bleachery Road and Swannanoa River Road. Construction began in Fall 2024 (FY25) on Phase 1 of the Swannanoa Greenway extension; however, the construction timeline was heavily impacted by Tropical Storm Helene, and a new estimated completion date has not yet been established. PROJECT TWO: A feasibility study funded and managed by the FBRMPO kicked off in Fall 2023 (FY24) and wrapped up in Fall 2024 (FY25). The study identifies a preferred alternative alignment for the greenway segment starting at the intersection of Lyman Street and Amboy Road and ending at Biltmore Avenue.	**1**
Reed Creek Greenway	A feasibility study for expansion of the greenway to the north and south began in FY24 and wrapped up in FY25. A presentation of the study recommendations was given to the Planning & Economic Development Commission in September 2024. The next step is to fund design and engineering of the northern section with partial construction funded by the 2024 bond.	**3**
Wilma Dykeman Greenway Extension fka French Broad River Greenway North / NRADTIP	Preliminary design and engineering began in Spring 2024. The City has contracted with TranSystems for preliminary engineering for an approximately one-mile section of greenway that will extend the existing Wilma Dykeman Greenway northward. This section of greenway will ultimately link the City's existing greenway on the east side of the French Broad River with the Town of Woodfin's greenway beginning near the intersection of Riverside Dr. and Broadway St. This project is managed by NCDOT, since a large portion of the project area is within the Future I-26 Connector project footprint.	**4**

Table 3 - Status Updates for Remaining Active Greenway Projects

Additional Greenway Projects	
Project Name	**Project Description**
French Broad Greenway (Karen Cragnolin Park)	RiverLink led the design and construction of a greenway segment that now bridges the gap between French Broad River Park and Carrier Park. Construction was completed in August 2023 (FY24).
Nasty Branch Greenway	Design and permitting of the Nasty Branch Greenway began in FY24 and continued into FY25.
Depot Street Connector	This is part of the larger "Greenway Connectors" project. Design, permitting, easement acquisition, and public outreach wrapped up in FY24. A contract for construction was approved by City Council in late October 2024 (FY25).
Southside Connector	This is part of the larger "Greenway Connectors" project. Design, permitting, easement acquisition, and public outreach wrapped up in FY24. A contract for construction was approved by City Council in late October 2024 (FY25).
AVL Unpaved Pilot Projects (Natural Surface Trails)	Azalea Park and French Broad River West natural surface trails are two pilot projects developed and funded as a result of the AVL Unpaved Alliance which is a community-supported initiative, led by Asheville on Bikes, Pisgah Area SORBA, and Connect Buncombe. These trails will connect to the city's existing transportation network, helping people increase mobility and move away from car dependency.

Pedestrian Projects

Asheville's pedestrian network includes approximately 190 miles of sidewalk on both NCDOT-owned and City-owned roadways. New sidewalk construction primarily occurs through three channels: City-led projects, NCDOT-led projects, and private development. City-led projects are typically funded through the General Fund or General Obligation Bond Funds. NCDOT-led projects are typically implemented through NCDOT STIP Projects or NCDOT's Spot Safety Projects program. Depending on the type and scale, private development projects can be required to construct new sidewalks if none exist based on the zoning standards for the project.

The life cycle of sidewalk projects is very similar to the life cycle of greenway projects. While many new sidewalk construction projects are currently in the project pipeline, only the ones listed in Table 4 completed construction in either FY23 or FY24.

Table 4 - Pedestrian Projects Completed in FY23 or FY24

Completed Pedestrian (New Sidewalk) Projects - City of Asheville		
Project Name	**Project Description**	**GAP Plan Pedestrian Priority Project**
Onteora Boulevard Sidewalk	Starting at Raleigh Road and ending at Lincoln Avenue, this new 0.4-mile sidewalk provides connectivity to the existing sidewalk that leads to Oakley Elementary School and Fairview Road.	-
Linwood Crump Shiloh Community Center	Construction of .17 miles of new sidewalk, accessible ramps, and crosswalks enhancing pedestrian safety along Brooklyn Road and Hampton Street and connecting the Community Center to the Shiloh Community Garden.	-
Completed Pedestrian (New Sidewalk) Projects - NCDOT		
Project Name	**Project Description**	**GAP Plan Pedestrian Priority Project**
Hendersonville Rd. @ Overlook Rd.	Construction of approximately 500 linear feet of new sidewalk on the west side of Hendersonville Road, extending the sidewalk to the intersection with Overlook Road.	**3.E**
Tunnel Road Pedestrian Improvements	Construction of new sidewalk and curb ramp upgrades between the east end of Beaucatcher Tunnel and Old Chunns Cove Road on the north/east side of Tunnel Road, filling a sidewalk gap.	**4.D**
Broadway Street Pedestrian Improvements	Construction of new sidewalk and crossing improvements on the west/south side of Broadway Street from Riverside Drive to I-26 NB exit ramp, creating a continuous sidewalk connection from Riverside Drive into downtown Asheville.	**5.C**

ADA Self-Evaluation & Transition Plan For the Public Rights-of-way

ADA Self-Evaluation & Transition Plan Update

The City of Asheville is federally required to report on its progress in removing accessibility barriers in the public rights-of-way and achieving ADA compliance. In order to better understand where barriers to accessibility exist, City staff and the GAP Plan project consultants completed an ADA Self-Evaluation which ultimately informed the ADA Transition Plan. The City's ADA Self-Evaluation for the Public Rights-of-Way was divided into two sections:

- Infrastructure Self-Evaluation
- Programs and Practices that Impact Accessibility in the Public Rights-of-Way

The ADA Transition Plan chapter of the GAP Plan states: “As the Transition Plan is implemented, compliant corridors and individual compliant elements will be removed from the expected Transition Plan improvements. At the end of each year, the City will complete a program review and an annual update report summarizing completed actions and describing any changes in conditions. The report enables tracking of progress in removing accessibility barriers and achieving ADA compliance.”

City of Asheville ADA Coordinator

One of the ADA Title II requirements is appointing an ADA Coordinator. As of this report and since 2022, the City’s Risk Manager (Brad Stein) has also served as the City’s ADA Coordinator.

Grievances, Inquiries, and Referrals

In accordance with Title II of the ADA, public entities with 50 or more employees must have a grievance procedure. The City’s ADA webpage is housed within the Finance and Management Services Department and contains links to the City’s Title II Request for Reasonable Accommodation Form, Title II Grievance Form, Title II Appeal Form, and Title II Authorization for Release of Medical Information Form.

Additionally, interested and/or concerned individuals can send comments and concerns directly to the City’s ADA Coordinator as well as submit concerns via the City’s Asheville App platform. The Asheville App allows users to notify the City about issues, including ADA-related issues, that need the City’s attention and then track the results of their requests.

Existing Pedestrian Infrastructure in the Public ROW

Asheville's ADA Transition Plan covers the public right-of-way throughout the entire city. The GAP Plan identified the following as existing infrastructure on both City and NCDOT roadways as of 2022:

- 187.5 miles of sidewalk
- 9.06 miles of greenways and/or trails
- 3,683 existing curb ramps and up to 500 potential missing curb ramps
- 146 traffic signal push buttons
- 42 designated accessible parking spaces
- 677 bus stops (58 with accessible boarding and alighting areas)
- 276 traffic signals (34 maintained by the City)

FY23 & FY24 spending on ADA-related improvements

Based on the results of the City's ADA Self-Evaluation, the GAP Plan project consultants estimated the costs associated with providing ADA accessibility within the entire jurisdiction for City-maintained facilities (which includes sidewalks on NCDOT-owned roadways) to be $101,274,000. The ADA Self-Evaluation and Transition Plan document provides details on the methodology used to develop these cost estimates. The document also provides an approximate annual cost breakdown to be utilized as a planning tool for determining future annual funding needs, acknowledging that it is not feasible to immediately remove all barriers to access at one time.

Through the ADA Self-Evaluation and Transition Plan document, the City set a 40-year implementation schedule for achieving ADA compliance to the maximum extent feasible for 100% of its accessibility features.

The ADA Transition Plan and Pedestrian portion of the GAP Plan list priority projects based on the scoring methodology used in the corridor approach assessment. The ADA priority projects are distinguished as sections of roadways where pedestrian facilities ***currently exist*** but need improvement; the Pedestrian priority projects are locations where ***new pedestrian facilities are needed***. Only the highest-ranking projects made it onto these lists, but we can assume all existing pedestrian infrastructure has some level of accessibility deficiency. Projects are broken down by street ownership - NCDOT or City. Many streets appear on both lists; however, the projects / improvements each list calls for are different. There are 60 identified ADA priority projects on NCDOT roadways, and 39 ADA priority projects on City-owned roadways.

ADA improvements in the public ROW are funded and constructed through three primary entities: the City of Asheville, the NCDOT, and private development:

- **City of Asheville** - The City brings its pedestrian facilities into ADA compliance through ongoing City operations (street resurfacing which includes upgrading curb ramps, annual ADA and sidewalk repair and rehabilitation budget line items) as well as through programming specific projects into its CIP.
- **NCDOT** - ADA improvements are typically implemented through NCDOT STIP Projects, SPOT Safety Projects, and planned resurfacing projects. These projects often incorporate the improvement of sidewalks, curb ramps, signals, parking, and bus stops as identified in the scope.

- **Private development** - Depending on the type and scale, private development projects can be required to upgrade existing sidewalks and curb ramps to meet current ADA and zoning standards.

During FY23 & FY24, the City invested approximately $1.5 million in ADA-related improvements to the public ROW, and NCDOT invested approximately $1.73 million, together totaling a little more than $3.22 million. Table 5 breaks these improvements down by annual maintenance or specific capital project for City-specific spending.

Table 5 - Summary of City of Asheville ADA-related Spending (FY23 & FY24)

Project Name	# of curb ramps improved	Square yards of previously existing sidewalk improved	Square yards of driveway aprons improved	ADA-related spending	GAP Plan ADA Priority #
Annual maintenance (resurfacing, sidewalk rehabilitation and replacement, curb ramp updates)	60	1,541	433	$868,147	4.K, 4.L, 5.R*
Broadway Public Safety Station	2	351	118	$97,000**	6.E
Grant Center Improvements	2	500		$102,400	-
Vermont Avenue Sidewalks	14	690	370	$426,231	-
Totals	**78**	**3082**	**921**	**$1,493,778**	

**Projects included ADA improvements on segments of College Street, Fairview Road, and Hill Street.*
***Included installation of a pedestrian hybrid beacon*

Table 6 provides a summary of the specific ADA-related improvements made by NCDOT which are further detailed by project name and investment amount in Table 7.

Table 6 - Summary of NCDOT ADA-related Improvements (FY23 & FY24)

# of curb ramps improved	Square yards of previously existing sidewalk improved	# Transit stops improved
307	568	1

Table 7 - Summary of NCDOT ADA-related Spending (FY23 & FY24)

Roadway / Project Name	Project Limits	ADA-related spending	GAP Plan ADA Priority #	Project Description
Merrimon Ave / Biltmore Ave	US25 Resurfacing - Midland Dr to S Market St	$275,457	2.C, 2.D, 4.A, 4.C, 4.F, 5.A, 6.B, 6.D	Resurfacing project that included typical curb ramp updates and also implemented a 4:3 roadway conversion including bi-directional bike lanes from W.T. Weaver Blvd. to Midland Ave.
Patton @ Haywood	Ped Upgrades @ Patton & Haywood Rd Intersection	$134,826	2.E, 3.G, 4	Pedestrian safety improvements / ADA upgrades at intersection
Smokey Park Hwy @ DMV	Ped Upgrades @ Smoky Park Hwy & Old Haywood Rd	$34,942	3.G	Pedestrian safety improvements / ADA upgrades at intersection
Overlook Rd	US25 & Overlook Rd Intersection	$146,647	3.D	Completed sidewalk connection, constructed ADA-compliant curb ramps and transit pad
Broadway Sidewalk	Broadway St from Riverside Dr to I-26W Ramp	$263,823	5.H (ADA), 5.C (Ped)	Completed sidewalk connection and constructed ADA-compliant curb ramps
Amboy Rd	Amboy Rd Bridge @ Lyman St	$56,453	9.A (ADA), 9.L (Ped)	Widened the existing 2 foot wide sidewalk on the north side of the bridge to 5 feet
Doctor Dr Ped Signals	US25 & Doctors Dr	$29,364	2.A	Curb ramp upgrades
Buncombe Curb Ramps	NC-146 / Long Shoals	$668,460	5.D, 5.E	Curb ramp upgrades
	US 19/23 / Sand Hill / Asbury		3.F	Curb ramp upgrades
	Brevard Rd.		6.A	Curb ramp upgrades
	Haywood Rd.		5.I, 6.F	Curb ramp upgrades
	Clingman Ave.		7.A	Curb ramp upgrades
	Broadway (W.T. Weaver to Magnolia)		6.E	Curb ramp upgrades
	Hendersonville Rd.		5.C	Curb ramp upgrades
	Tunnel Rd.		1.A	Curb ramp upgrades
	Charlotte St & I-240 interchange		3.E	Curb ramp upgrades
Tunnel Road Ped Upgrades	Tunnel to NC81	$119,163	3.B, 5.B (ADA), 4.D (Ped)	Installation of ped signals, sidewalk, ramps, and high-visibility crosswalks
		Total:	**$1,729,135**	

ADA Action Items Progress Report

This section of the GAP Plan Annual Report provides a progress update on the specific methods and schedule for removing existing barriers in policies and programs related to the public rights-of-way that were included in the City's ADA Self-Evaluation. Table 8 provides the implementation schedule for removing barriers to accessibility currently present in City policies and programs that are listed in the ADA Transition Plan section of the GAP Plan. Many of these methods align with the action items detailed in Chapter 10 of the GAP Plan, as noted in the "Corresponding Action Item #" column.

PROGRESS KEY
⍰ = Not Started (Work on the action item has not begun.)
◐ = In Progress (The activity is in planning, development, or implementation.)
● = Completed or Ongoing (The action has a clear endpoint and has been reached, or work occurs annually.)

Table 8 - ADA Transition Plan Implementation Schedule - Policy & Program

***Year 1 = FY24**

****** = Identified Priority for FY25 (see Table 10)**

Method ID#	Details	Schedule (Target Date)	Corresponding Action Item #	FY24 Status
1	Develop ADA Design Checklist and Submission Requirements	Year 1*	3.1	⍰
2	Update Asheville App (or similar) where records, City responses, and actions taken are visible to the public.	Year 1	8.1	●
3	Update the Asheville Standards Specifications and Details Manual (SSDM). See Appendix 12 of the Close the GAP companion plan for detailed update needs.	Year 1	6.2	◐
4	Update the Unified Development Ordinance (UDO). See Appendix 12 of the Close the GAP companion plan for detailed update needs.	Years 1 - 5	6.1	◐
5	Develop a GIS process for tracking ADA Transition Plan and documenting ramp compliance for corridor work, including design checklist, inspection form and Technically Infeasible Forms (TIFs)	Year 1	**8.2****	◐
6	Develop official sidewalk maintenance plan document and associated policy. Develop a schedule for a maintenance scan and repair process at regular intervals.	Years 1 - 5	**4.7****	●
7	Develop checklist for accessible meetings and special accommodations for public meetings (need policy and process). Include internal process and funding for sign language interpreters and other accommodations requests.	Year 1	8.3	◐
8	Develop interdepartmental "ADA grievance" and request database.	Year 1	N/A	⍰
9	Develop a publicly accessible parking space request policy, program and website.	Year 1	8.4	⍰

10	In order to better address ADA compliance during resurfacing (to include full ADA upgrades that may require additional right-of-way), develop a process for advanced project planning to integrate and coordinate overlapping ADA Transition Plan and Capital Projects along planned resurfacing routes.	Years 1 - 5	5.1 / 5.2	◐
11	Develop systematic rights-of-way process to maximize ability to achieve ADA compliance.	Years 1 - 5	5.2	?
12	Develop ADA Training Programs and Requirements for: • Designers, reviewers, field inspectors, consultants and contractors • Technical Infeasibility Form training • Work Zone Traffic Control for designers, reviewers and field inspectors	Years 1 - 5	3.1 / 3.3	?
13	Develop, adopt and require Technically Infeasible Forms for ADA Design and Inspection.	Year 1	**3.2****	◐
14	Keep it Clear Sidewalk Policy and Campaign: Create rapid response program and campaign to enforce clearing of encroachments (trash cans, vegetation, signs, snow removal, etc).	Years 1 - 5	4.5	?
15	Implement Work Zone Traffic Control guidance per the Close the GAP Accompanying Document: Pedestrian Accommodations in Work Zones Design Guidance and Checklist.	Year 1	6.5	?
16	Explore Franchise Agreement with utility companies to address work that impacts accessibility within the public rights-of-way.	Years 1 - 5	**6.4****	◐
17	Seek matching funding for NCDOT resurfacing projects in order to upgrade entire Pedestrian Access Route (PAR) vs intersection curb ramps.	Ongoing	5.1 / 5.5 / 7.4	●
18	Update City policy on closing curb ramps to reflect the FHWA Guidance – See Appendix D of the GAP Plan for more information.	Year 1	6.2	◐
19	Continue meetings with the Close the GAP ADA Focus Group and form an official Advisory Committee to provide guidance on ADA Transition Plan implementation, input on priorities such as APS locations and can weigh in on technically infeasible ramp designs, and transportation project reviews across the city.	Year 1	3.4	?
20	Update inventory of on-street ADA parking spaces to match PROWAG.	Years 1 - 5	N/A	◐
21	Collaborate with NCDOT on advanced planning for future resurfacing projects to seek additional funding to achieve full PAR upgrades and compliance on high-priority corridors.	Ongoing	5.1 / 5.5 / 7.4	●
22	Advocate with NCDOT leadership to include signal equipment modification during ramp upgrades to provide push buttons and ensure compliant ramps and push button placement.	Ongoing	4.6 / 5.1 / 5.5	●
23	Advocate with NCDOT leadership to modify policies for installation of APS in order to comply with PROWAG.	Ongoing	4.6 / 5.1 / 5.5	●
24	Advocate with NCDOT to expand requirements for provision of an accessible PAR through construction zones on NCDOT roads.	Ongoing	5.5	●

Future Planning

Challenges

ADA Coordinator Position

Transportation Staff, along with other internal City departments, continue to advocate for a full-time ADA Coordinator position as funding allows.

ADA coordinators play a crucial role in ensuring that municipalities comply with the Americans with Disabilities Act and other related disability rights laws. Their responsibilities often include:

1. **Compliance Monitoring**: Ensuring that all municipal facilities, programs, and services are accessible to individuals with disabilities. This involves regular inspections and assessments to identify and address barriers.
2. **Policy Development and Implementation**: Creating and updating policies and procedures to comply with ADA requirements. This can include developing guidelines for accommodating citizens with disabilities.
3. **Training and Education**: Providing training to municipal staff and officials about ADA requirements and best practices for accessibility. This helps ensure that all employees are aware of their responsibilities under the law.
4. **Complaint Resolution**: Handling complaints from residents regarding accessibility issues. This involves investigating concerns, proposing solutions, and working to resolve issues in a timely manner. They are responsible for ADA complaint or grievance tracking and outcome documentation.
5. **Public Outreach**: Engaging with the community to inform them about their rights under the ADA and the services available to them. This can include organizing public forums, distributing information, and collaborating with disability advocacy groups.
6. **Accessibility Planning**: Working on plans and projects to enhance accessibility in public spaces and services, such as parks, buildings, and transportation systems.
7. **Resource Management**: Managing resources and budgets related to accessibility improvements and accommodations. This might include overseeing contracts for accessibility upgrades or assistive technology.
8. **Legal and Regulatory Knowledge**: Staying informed about changes in ADA regulations and other relevant laws to ensure that the municipality remains compliant.

In essence, an ADA Coordinator would ensure that the City meets legal requirements for accessibility and inclusion, while also helping to progress ADA project improvements throughout the city.

Funding

Each fiscal year, the City publishes a five-year CIP that is included in the annual budget document. Prior to FY22, the City utilized two dedicated funding sources for pedestrian-related improvements: *Neighborhood Sidewalks* and *Streets and Sidewalks*. In FY22, the CIP presented three new funding sources in addition to the two aforementioned sources: *Sidewalk Rehabilitation & Replacement*, *Pedestrian Plan Projects*, and *ADA Infrastructure Improvements*.

Although the GAP Plan was adopted in FY23 (October 2022), the additional funding allocated in the FY22 budget that was adopted in June 2021 advances several items within its Action Plan. Action Items #7.1 and #7.2 in the GAP Action Plan specifically recommend increasing the General Fund annual allocation for Close the GAP network and ADA Transition Plan implementation.

Table 9 provides a breakdown of the General Fund amounts, sources, and classifications (ADA or Pedestrian) in each fiscal year's CIP, starting with the FY22 budget. As previously noted, **ADA** refers to updating existing sidewalks, while **Pedestrian** refers to constructing new sidewalks.

Table 9 - General Fund Sources for ADA and Pedestrian Improvements by Fiscal Year

Fund Name	Classification	FY22	FY23	FY24
Sidewalk Rehab & Replacement	ADA	$250,000	$250,000	x
ADA Infrastructure Improvements	ADA	$150,000	$150,000	x
Neighborhood Sidewalks	Ped	$405,000	--	$430,000
Pedestrian Plan Projects	Ped	$200,000	$250,000	x
Pedestrian Improvements	Combined	x	x	$650,000
Total		**$1,005,000**	**$650,000**	**$1,080,000**

Beginning in FY24, the CIP defines the *Neighborhood Sidewalks* and *Pedestrian Improvements* funding sources:

- *Neighborhood Sidewalks* - This funding supports the installation and maintenance of sidewalks in residential neighborhoods. Locations are identified in collaboration with neighborhood groups and residents.
- *Pedestrian Improvements* - This project includes funding for sidewalk maintenance and repair, ADA infrastructure improvements, and implementation of other pedestrian projects prioritized by the GAP Plan.

ADA & Pedestrian funding overall decreased from FY22 to FY23 but increased from FY23 to FY24. However, the two dedicated ADA funding sources were replaced by the *Pedestrian Improvements* funding source in FY24 which can be used for both ADA-related improvements and pedestrian-related

improvements. The City should continue to carefully track spending on and increase annual General Funds for ADA-related improvements.

The City's ADA Self-Evaluation and Transition Plan set a 40-year implementation schedule for achieving ADA compliance to the maximum extent feasible for 100% of its accessibility features. The ADA Transition Plan provides planning-level cost estimates, based on the results of the Self-Evaluation, associated with providing ADA accessibility within the entire jurisdiction for City-maintained facilities in the public ROW. The total estimated cost is **$101,274,000**. This total amount is likely an underestimation due to the nature of planning-level cost estimates and does not account for inflation, though it does include contingencies.

During FY23 & FY24, the City invested approximately **$1.5 million** in ADA-related improvements to the public ROW, and NCDOT invested approximately **$1.73 million**, together totaling a little more than **$3.22 million**.

*To remain on track with the 40-year implementation schedule, and acknowledging the limitations of these calculations, an average annual investment of at least **$2.5 million** is needed to bring both City and NCDOT facilities into with the ADA, pursuant to the City's ADA Transition Plan.*

Transportation Equity & Anti-Displacement

Multimodal facilities such as sidewalks, bicycle facilities, multi-use paths, and greenways play key roles in supporting healthy and resilient communities through enhanced safety and increased transportation options. Staff acknowledge there is a complex relationship, and often tension, between modifying the built environment through constructing multimodal improvements and neighborhoods' concerns over displacement due to potential increases in property values and housing costs. Staff recognize the growing need to identify anti-displacement strategies so that infrastructure projects focused on improving safety and accessibility for vulnerable populations continue to be programmed and implemented.

Looking Ahead to FY25

Action Items Prioritized for Implementation in FY25

Table 10 provides a list of the action items the Transportation Planning Division has identified and prioritized for implementation in FY25. Initial work on several action items might have occurred in FY24, and staff decided to continue a prioritized focus on them in FY25. Additionally, many of the prioritized action items for FY24 require ongoing attention or have not been completed.

Table 10 - GAP Plan Action Items Prioritized for Implementation in FY25

Goal	Action #	Action Item
1. Equity *Close the GAP network implementation results in a walkable and accessible community for all, no matter where you live or who you are.*	**1.2**	Using Close the GAP and neighborhood input as a guide, prioritize sidewalk gaps and other pedestrian facilities in high need areas as identified using the GAP prioritization criteria.
2. Greenway Network *City of Asheville residents and stakeholders travel along the greenway network on existing and new types of greenways.*	**2.3**	Use greenway intercept surveys to track and report on commuting trips and physical activity.
3. Pedestrian (ADA) Network *Using Close the GAP's ADA Transition Plan as a guide, the City of Asheville's pedestrian network is ADA compliant to the maximum extent feasible.*	**3.2**	Develop and begin using a technical infeasibility form for design and inspection to document how and why it is technically infeasible to meet ADA requirements during a development project. Develop a publicly accessible portal to house technical infeasibility documents.
4. Pedestrian Network *Using Close the GAP as a guide, the pedestrians in the City of Asheville can walk from home (however one defines home) to key destinations along a network of streets comfortable for people who walk.*	**4.6**	Using guidance from Close the GAP, improve the number and quality of pedestrian roadway crossings across the City.
	4.7	Develop a plan/ program and schedule for routine sidewalk maintenance scans along high-priority corridors to ensure that routes remain accessible. This program may include specifics on less costly sidewalk repair methods such as patching, crack-filling, wedging, flexible pavement applications, mud-jacking, and grinding/cutting (beveling).
5. Project Development *Using Close the GAP as a guide, the City of Asheville has increased capacity to deliver quality pedestrian projects.*	**5.6**	Continue to work with NCDOT on integration of pedestrian, bicycle, greenway facilities in accordance with the evolving NCDOT Complete Streets process.
	5.7	Review the Close the GAP project lists and project status and form consensus in advance of the next round of major transportation system projects to advocate for and submit through the FBRMPO/NCDOT SPOT Process.

6. Policy *Using Close the GAP as a guide, the City of Asheville has updated and new policies to guide pedestrian and greenway network development.*	**6.2**	Using the detailed review of the City's SSDM included with Close the GAP, update the SSDM to facilitate pedestrian network implementation. Expand the number and types of pedestrian-oriented tools available in the SSDM.
	6.4	Working with the City's legal department (and other departments as needed), investigate utility agreements to reduce utility obstructions in the Public Access Route (PAR). Strengthen enforcement to ensure that utility company work within the public right of way is ADA compliant.
	6.6	Update the Neighborhood Sidewalk program using Close the GAP as a guide. Include neighborhood greenways and alternatives to sidewalks (see accompanying GAP Plan document: Pedestrian Accommodations in Work Zone Design Guidance and Checklist).
7. Funding *The City of Asheville has identified adequate, consistent, and wide-ranging funding sources to implement the Close the GAP Network.*	**7.1**	Increase the general fund annual allocation for Close the GAP network implementation.
	7.2	Increase the general fund annual allocation for ADA Transition plan implementation.
8. Tools *Using a variety of existing and new technology and communication tools, the City of Asheville and its residents and stakeholders are informed about Close the GAP implementation progress and can interact with the City to request / share emerging needs.*	**8.2**	The City is required to track and annually report on its ADA Transition Plan progress. Working with the City's IT / GIS departments, develop a systematic project tracking system for data entry when corridors are evaluated for detailed ADA compliance, as well as uploading ADA design checklists, inspection forms, and Technically Infeasible Forms (TIFs).
	8.5	Develop a single landing portal / communication dashboard (such as the dashboard used to report on bond project process) to provide Close the GAP project development updates and information, communication about the development process, and project engagement opportunities.
9. Safety *As a result of implementing pedestrian safety best practices, pedestrian crashes in the City are significantly reduced.*	**9.1**	Using strategies in and implementing projects from Close the GAP, reduce number of pedestrian crashes of all injury types.
	9.4	Review crash data collection reporting issues and develop a plan to improve reporting system for better safety evaluations.
10. Multimodal Vision *Close the GAP is integrated with other multimodal plans and programs to reach the City's overall multimodal vision.*	**10.2**	As noted in the City's SSDM, incorporate additional Complete Streets Design Guidance to standardize complete streets element selection, context considerations and design details for elements that enhance the quality of the pedestrian experience and the balancing of all modes within the City's right-of-way.
	10.3	Develop an updated policy to address the use of e-devices (scooters, ebikes, One-wheels, etc.) on public streets, sidewalks, and greenways.

Anticipated Projects in FY25

Many City-led greenway, ADA improvement, and pedestrian projects will conclude, continue, or kick off in FY25. Some of these projects are listed in Table 11 below:

Table 11 - Anticipated City-led Greenway, ADA Improvement, and Pedestrian Projects in FY25

Project Name	Phase	Project Type	GAP Plan Priority
Swannanoa Greenway (Phase I)	Construction	Greenway	1
Nasty Branch Greenway	Construction	Greenway	-
Greenway Connectors	Construction	Greenway	-
Reed Creek Greenway Extension - North	Design & Engineering	Greenway	3
Wilma Dykeman Greenway Extension	Design & Engineering	Greenway	4
Patton Avenue Sidewalk Accessibility Improvements	Construction	ADA	1.A
Carter - Ann - Patton Stormwater Improvements	Construction	ADA	1.A
Coxe Ave. Streetscape Project	Design	ADA / Pedestrian	5.D (ADA); 4.B (Ped)
New Leicester Highway Sidewalk*	Construction	Pedestrian	1.A
West Patton Avenue Sidewalks*	Construction	Pedestrian	2.A
Airport Road Sidewalks*	Construction	Pedestrian	5.E
Johnston Boulevard Sidewalks*	Construction	Pedestrian	7.J
New Haw Creek Road Sidewalk*	Construction	Pedestrian	-

**While these are NCDOT-owned and maintained roadways, the City leveraged 2016 Bond funding for design, engineering, ROW acquisition, and construction of new sidewalk facilities on them.*

Appendix

Full Action Plan Progress Report For FY23 & FY24

PROGRESS KEY
? = Not Started (Work on the action item has not begun.) ◐ = In Progress (The activity is in planning, development, or implementation.) ● = Completed or Ongoing (The action has a clear endpoint and has been reached, or work occurs annually.)

	ACTION ITEM	PROGRESS	NOTES
Goal #1: Equity			
Close the GAP network implementation results in a walkable and accessible community for all, no matter where you live or who you are.			
1.1	Develop a City of Asheville definition for Transportation Equity and metrics to evaluate the equity impact of transportation projects.	●	Transportation Dept. developed internal equity goals and metrics.
1.2	Using Close the GAP and neighborhood input as a guide, prioritize sidewalk gaps and other pedestrian facilities in high need areas as identified using the GAP prioritization criteria.	◐	Staff continues to engage neighborhoods and rely on the GAP scoring criteria, including equity, to implement projects.
1.3	Work with various City departments and Buncombe County to develop neighborhood stabilization plans to address pedestrian needs and gentrification concerns.	?	No work towards this action item occurred in FY23/24.
Goal #2: Greenway Network			
City of Asheville residents and stakeholders travel along the greenway network on existing and new types of greenways.			
2.1	Secure funding for and develop a neighborhood greenway implementation guidebook that incorporates Close the GAP recommended plan elements (See Chapter 5).	?	No work towards this action item occurred in FY23/24.
2.2	Increase amount and quality of greenway / natural surface trail information available to users through signage and online data by installing accessible trail markers.	?	No work towards this action item occurred in FY23/24.
2.3	Use greenway intercept surveys to track and report on commuting trips and physical activity.	◐	Planning for a greenway intercept survey to be completed in FY25 was started in FY24.
2.4	Enhance City's communication efforts about trail closures, detours, and maintenance projects. Integrate greenways closures with the City's alert system. Use newly improved Traffic Control guidance to identify on-street rerouting for greenway closures due to construction or weather events	◐	Trail closures and detours are communicated to the public. Staff clarified who is responsible for producing these notifications.
2.5	Develop an ongoing greenway maintenance scan schedule for greenway corridors to ensure that routes remain accessible.	●	Parks and Recreation staff regularly conducts greenway maintenance scans, and associated maintenance.

Goal #3: ADA Network

Using Close the GAP's ADA Transition Plan as a guide, the City of Asheville's pedestrian network is ADA-compliant to the maximum extent feasible.

3.1	Develop an ADA Design Checklist and Submission Requirements to include detailed elevations with ADA measurements. Set criteria less than maximum values to accommodate construction tolerances (variations).	?	No work towards this action item occurred in FY23/24.
3.2	Develop and begin using a technical infeasibility form for design and inspection to document how and why it is technically infeasible to meet ADA requirements during a development project. Develop a publicly accessible portal to house technical infeasibility documents.	◐	Staff began meeting to better understand different departments' current processes and forms. One unified form to document technical infeasibility exceptions was drafted, but still needs to be digitized and adopted by departments for use.
3.3	Develop a set of ADA Training Programs aimed at designers, reviewers, and field inspectors for internal and external partners. Topics should include Technical Infeasibility Forms and Work Zone Traffic Control.	?	No work towards this action item occurred in FY23/24.
3.4	Form an ADA Advisory Committee of individuals with disabilities and members of organizations that serve people with disabilities. This committee may provide ADA input on items such as Audible Pedestrian Signal locations, reviewing changes to project funding and order of priority and participation corridor ADA field assessments.	?	No work towards this action item occurred in FY23/24.
3.5	Track and report on ADA Transition Plan progress to document the removal of barriers from the transportation network.	◐	Tracking began in FY23/24, with reporting to follow in subsequent years.

Goal #4: Pedestrian Network

Using Close the GAP as a guide, the pedestrians in the City of Asheville can walk from home (however one defines home) to key destinations along a network of streets comfortable for people who walk.

4.1	Use Close the GAP as a guiding plan to create a complete pedestrian network.	●	The City performs this work as part of its regular workplan, and as associated with various infrastructure projects.
4.2	Complete projects in the Close the GAP high priority network to increase the number of people walking for transportation and recreation in Asheville.	●	The City performs this work as part of its regular workplan, and as associated with various infrastructure projects.
4.3	Use Close the GAP priority project lists to initiate new projects into the project development process yearly to keep a steady stream of projects in development.	●	The City regularly initiates new projects into project development, using the GAP priority lists as a guide.
4.4	Initiate a pilot program for the use of alternatives to sidewalks to expand the pedestrian network.	?	No work towards this action item occurred in FY23/24.
4.5	"Promote clear sidewalks through a "Keep it Clear" community education and enforcement campaign. Create "Keep it Clear" rapid response program to enforce clearing of encroachments (e.g. trash cans, vegetation, signs, snow). Expand property owner education regarding responsibility for maintaining sidewalks."	?	No work towards this action item occurred in FY23/24.
4.6	Using guidance from Close the GAP, improve the number and quality of pedestrian roadway crossings across the City.	◐	The City performs this work as part of its regular workplan, and as associated with various infrastructure projects.
4.7	"Develop a plan/ program and schedule for routine sidewalk maintenance scans along high priority corridors to ensure that routes remain accessible. This program may include specifics on less costly sidewalk repair methods such as patching, crack-filling, wedging, flexible pavement applications, mud-jacking, and grinding/cutting (beveling)."	●	Public Works conducts sidewalk maintenance scans annually. One portion of the city is scanned per year. In FY24, Public Works began investigating software tools that could make these scans more efficient.

Goal #5: Project Development

Using Close the GAP as a guide, the City of Asheville has increased capacity to deliver quality pedestrian projects.

5.1	Leverage City of Asheville and NCDOT resurfacing projects to accelerate Close the GAP and complete street project implementation. Work with departments and agencies to ensure that ADA upgrades are planned and budgeted for in resurfacing projects (e.g., right of way acquisition, curb ramp design, signal upgrades). Identify a source of matching funds to partner with NCDOT to leverage their resurfacing projects to complete full corridor ADA upgrades.		NCDOT and the City worked together to plan and/or implement various complete street elements as part of NCDOT's resurfacing efforts, including ADA upgrades where applicable.
5.2	Refine the City's existing right of way policy and process to maximize ability to achieve ADA compliance and accomplish Close the GAP project implementation.		No work towards this action item occurred in FY23/24.
5.3	Plan for and implement cross-jurisdictional pedestrian projects. Form a regular working group to coordinate Close the GAP pedestrian projects with Buncombe County and other adjoining municipal planning efforts, particularly in the City's former extra-territorial jurisdiction (ETJ). As Buncombe County updates its plans and ordinances, work with the county to develop a coordinated pedestrian network in urbanized areas adjoining the City.		No work towards this action item occurred in FY23/24.
5.4	Develop consensus in City departments to adopt and use the transportation project development checklist. See Chapter 8 project development checklists.		No work towards this action item occurred in FY23/24.
5.5	Continue project development collaboration with NCDOT by continuing the City / NCDOT monthly Pedestrian Working Group.		The City and NCDOT continued to meet monthly and collaborate on projects.
5.6	Continue to work with NCDOT on integration of pedestrian, bicycle, greenway facilities in accordance with the evolving NCDOT Complete Streets process.		The City and NCDOT continued to collaborate on projects with various Complete Streets elements.
5.7	Review the Close the GAP project lists and project status and form consensus in advance of the next round of major transportation system projects to advocate for and submit through the FBRMPO/NCDOT SPOT Process.		Submission process for spot safety projects has not yet started.
5.8	Increase land development incentives and mechanisms available to the development community to participate in Close the GAP project development.		No work towards this action item occurred in FY23/24.

Goal #6: Policy

Using Close the GAP as a guide, the City of Asheville has updated and new policies to guide pedestrian and greenway network development.

6.1	Using the detailed review of the City's UDO included with Close the GAP, update the UDO to facilitate pedestrian network implementation.		The Planning and Urban Design Department has initiated making updates to the City's UDO, and is aware of the recommended updates in the GAP Plan Appendix.
6.2	Using the detailed review of the City's SSDM included with Close the GAP, update the SSDM to facilitate pedestrian network implementation. Expand the number and types of pedestrian-oriented tools available in the SSDM.		The internal process for making changes to the SSDM was updated. Transportation staff began working on SSDM changes and coordinating with other departments.
6.3	Work with Planning and Urban Design to evaluate current lighting standards and update standards as needed to increase lighting in high pedestrian areas, at crossings, and along greenways.		The Planning and Urban Design Department began this work, though it is not a targeted priority at this time.
6.4	Working with the City's legal department (and other departments as needed), investigate utility agreements to reduce utility obstructions in the Public Access Route (PAR).		Internal discussions on this work commenced.

	Strengthen enforcement to ensure that utility company work within the public right of way is ADA compliant.		
6.5	Improve work zone traffic control for pedestrians with an updated policy and development of a work zone traffic control handbook. Utilize work zone traffic control checklist (see accompanying GAP Plan document: Pedestrian Accommodations in Work Zone Design Guidance and Checklist).	?	No work towards this action item occurred in FY23/24.
6.6	Update the Neighborhood Sidewalk program using Close the GAP as a guide. Include neighborhood greenways and alternatives to sidewalks (see accompanying GAP Plan document: Pedestrian Accommodations in Work Zone Design Guidance and Checklist).	?	No work towards this action item occurred in FY23/24.

Goal #7: Funding

The City of Asheville has identified adequate, consistent, and wide-ranging funding sources to implement the Close the GAP Network.

7.1	Increase the general fund annual allocation for Close the GAP network implementation.	◐	Funding sources were established specifically for pedestrian and ADA improvements.
7.2	Increase the general fund annual allocation for ADA Transition plan implementation.	◐	Beginning in FY22 and recurring in FY23, $150,000 was programmed in the City's CIP for "ADA Infrastructure Improvements". That funding was rolled into "Pedestrian Improvements" in the FY24 CIP (see Table 9 for a breakdown of funding).
7.3	Explore options to secure a dedicated funding source for Close the GAP implementation.	?	No work towards this action item occurred in FY23/24.
7.4	To address funding needs for unexpected projects and partner or grant matching funds, identify a source of set aside funds (or a quick response policy) to respond to partnership opportunities.	?	No work towards this action item occurred in FY23/24.
7.5	Establish a method to encourage developer / other partner participation in greenway design and construction. Explore opportunities to use developer participation as matching funds for other funding sources.	?	No work towards this action item occurred in FY23/24.

Goal #8: Tools

Using a variety of existing and new technology and communication tools, the City of Asheville and its residents and stakeholders are informed about Close the GAP implementation progress and can interact with the City to request / share emerging needs.

8.1	Update the Asheville App (or similar) where records, City responses, and actions taken are visible to the public and data from the App can assist with City decisions.	●	The City's IT Department updated and streamlined the Asheville App.
8.2	The City is required to track and annually report on its ADA Transition Plan progress. Working with the City's IT / GIS departments, develop a systematic project tracking system for data entry when corridors are evaluated for detailed ADA compliance, as well as uploading ADA design checklists, inspection forms, and Technically Infeasible Forms (TIFs).	◐	A form and subsequent process to track ADA Transition Plan progress was created and interdepartmental coordination commenced.
8.3	Update the City public meeting checklists to ensure ADA compliance at public meetings. The checklist should include a list of accessible meetings locations, special accommodations resources and use policy. Also identify a funding pool to hire American Sign Language interpreters, creation of accessible documents, and respond to other accommodations requests.	◐	This action item is in progress.
8.4	Develop a policy, process and program that includes an easy-to-use web-based tool that allows residents to request accessible parking locations.	?	No work towards this action item occurred in FY23/24.
8.5	Develop a single landing portal / communication dashboard (such as the dashboard used to report on bond project process) to provide Close the GAP project development updates and	◐	Staff initiated work on developing a dashboard including collaboration with the IT Department and establishing a data collection process.

	information, communication about the development process, and project engagement opportunities.		
8.6	To build the case for active transportation funding and program expansion, expand the City's regular pedestrian counting systems and practices to include point in time counts as well as permanent counts.		Annual point in time pedestrian counts occurred in both FY23 and FY24.

Goal #9: Safety

As a result of implementing pedestrian safety best practices, pedestrian crashes in the City are significantly reduced.

9.1	Using strategies in and implementing projects from Close the GAP, reduce number of pedestrian crashes of all injury types.		Transportation staff regularly consult GAP project prioritization lists and crash data when programming future capital projects.
9.2	Significantly reduce pedestrian crashes resulting in death or serious injury by developing and implementing a citywide Vision Zero strategy.		No work towards this action item occurred in FY23/24.
9.3	Promote a shared sense of civility among all roadway users through share the road / safe road behavior programming.		No work towards this action item occurred in FY23/24.
9.4	Review crash data collection reporting issues and develop a plan to improve reporting system for better safety evaluations.		The Asheville Police Department worked on cleaning the existing crash data, and initiated moving towards a digital reporting system to reduce reporting errors.
9.5	Improve pedestrian safety along corridors with high safety scores and known crash history by using pedestrian countermeasures such as those identified in the Close the GAP plan and document in other national guidance.		Data collection and analysis is incorporated into project planning and scoping on a more consistent basis.

Goal #10: Multimodal Vision

Close the GAP is integrated with other multimodal plans and programs to reach the City's overall multimodal vision.

10.1	To integrate the areas where Close the GAP overlaps with City bicycling goals, update the City of Asheville's Bicycle Plan.		No work towards this action item occurred in FY23/24.
10.2	As noted in the City's SSDM, incorporate additional Complete Streets Design Guidance to standardize complete streets element selection, context considerations and design details for elements that enhance the quality of the pedestrian experience and the balancing of all modes within the City's right-of-way.		Transportation staff began working on SSDM changes and coordinating with other departments.
10.3	Develop an updated policy to address the use of e-devices (scooters, ebikes, One-wheels, etc.) on public streets, sidewalks, and greenways.		Policy change language has been drafted but not yet adopted by Council.
10.4	Work with partners to update the City's pedestrian and greenway wayfinding system.		No work towards this action item occurred in FY23/24.
10.5	Encourage more programs, events, and projects that create a car-free environment.		No work towards this action item occurred in FY23/24.

Project Prioritization Lists

NCDOT & City of Asheville Project Prioritization Lists