

# Shiloh

## Community Plan 2025

Building on the Legacy,  
Embracing the Future

A Partnership of the Shiloh Community Association, Neighborhood Housing Services, and the City of Asheville

Adopted September 14, 2010



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# I. Introduction

## Purpose of the Plan

The Shiloh Community Plan 2025 is the product of a collaborative effort on the part of the Shiloh Community Association, Neighborhood Housing Services of Asheville and the City of Asheville. It represents a proactive approach by all three entities to develop a partnership to determine the needs and concerns, evaluate alternative means of addressing these needs/concerns; and, to outline strategies and implementation procedures for moving in a positive direction for the future of an important historic neighborhood in Asheville.

As detailed in Chapter II. of this document, the planning process that led to the creation of this plan was initiated late in 2003 with the objective of developing a small area plan that could serve as a blueprint for the evolution of the neighborhood for years to come. It was also proposed that this plan would be developed for submittal to the Asheville City Council for acceptance as an official planning document of the City and as an addendum to the City's official comprehensive plan, The Asheville City Development Plan 2025.

The purposes of the plan are many; the most important being the development of a strategic set of objectives that could be addressed by the Shiloh Community Association, the City, and others to enhance the development and quality of life in the Shiloh community for years to come. Other important purposes of this planning effort included:

- To pull in a broader base of involvement and support for neighborhood initiatives.
- To link the plan's recommendations to The Asheville City Development Plan 2025.
- To find ways to ensure the preservation of Shiloh's historical identity while acknowledging the reality of change.
- To increase awareness of the Shiloh community, its assets and its efforts, and to establish consensus on priorities for improvements in the neighborhood.



## II. The Community Initiative: “Building on the Legacy; Embracing the Future”

### Development of the Plan

A community visioning workshop, sponsored by the Shiloh Community Association and Neighborhood Housing Services and held in the fall of 2002, served as the impetus for the creation of the Shiloh Community Plan. This 2002 workshop resulted in the creation of a strong partnership between the Shiloh Community Association and Neighborhood Housing Services of Asheville, a community-based organization whose purpose was to promote homeownership, affordable housing and community-building. A year later, the City of Asheville, in adopting its new comprehensive plan, The Asheville City Plan 2025, called further attention to the need for a plan in Shiloh. Among its many land use objectives, this plan called for the development of plans to strengthen existing neighborhoods. The Shiloh community was specifically named as a neighborhood where the City would promote a planning initiative.

Coming out of these statements of support for and definition of a planning effort in Shiloh, the joint venture between the City of Asheville, the Shiloh Community Association and Neighborhood Housing Services was solidified in late 2003. These three entities came together to organize a community planning process, to apply for funding for facilitation, and to organize a special group of citizens, interested parties and property owners to lead the effort to develop a plan for Shiloh. This group, the Shiloh Community Task Force, began meeting in 2004 and over the past several years have continued meeting to address pressing community issues and to work on the development of this plan. The starting point for much of the work of the task force was the ideas generated at the larger community meeting in 2002. Countless volunteer hours have gone into this grassroots planning process and have resulted in the Shiloh Community Plan 2025.

One of the earliest decisions made by the task force was agreement upon a definition of the Shiloh community. Each task force member had an opportunity to individually delineate what they considered to be the boundaries of Shiloh. These individual opinions, following considerable discussion, led to the definition of Shiloh as an area that was largely bounded by Hendersonville Road on the west, but which crossed over Sweeten Creek Road and I-40 to the north and the east. While this area is much greater than many define the Shiloh neighborhood, it was felt important to look at the larger area for the purposes of study, as a representation of the historic community. Map 1 (page 13) shows the boundaries of the Shiloh community planning area and general community features. For purposes of implementation of the plan, a “core” area was also defined by the Shiloh Community Task Force. The “core” was determined to be the area where most of the plan initiatives will be targeted. Map 2 (page 14) shows the Shiloh “core” implementation area.

In addition to working tirelessly on the development of this plan, the Shiloh Community Task Force has spent many meetings addressing the issues of traffic calming, development, and safety. Many of the ideas generated from these meetings and those held with the larger community association are contained in this plan.

# How to Use the Shiloh Community Plan 2025

The policies that will be used to guide Shiloh residents and property owners towards achieving their vision are specifically enumerated in Section IV of this document. Specifically, the goals, priority actions and detailed implementation schedule set forth in Section IV, along with the accompanying maps, are the important elements for community action for the next fifteen years.

The policies and recommendations contained in this plan should be used by the neighborhood, developers, civic and business organizations, and individual citizens when giving their viewpoints to City Boards, Commissions and to the Asheville City Council. These goals and policies should be referenced on issues such as rezoning, the provision of services, proposed capital improvements, economic opportunities, housing initiatives and other relevant programs. This plan should also be used in support of applications for funding (grants, etc.) to be used in carrying out the objectives stated in this document. Many of the strategies presented in the plan require separate actions. As with the Asheville City Plan 2025, periodic adjustments to the plan will be necessary to reflect the actual actions that are taken. This plan must be considered as a guide for decision making, and not controlling on any particular issue.

## Implementation

The implementation of the Shiloh Community Plan 2025 will be a collaborative effort between the Shiloh Community Association, the City of Asheville, and various other organizations and individuals. A detailed outline of tasks and responsibilities is found at the end of Chapter IV. It is also proposed that the Shiloh Community Association will report to the Asheville City Council on a regular basis on the progress being made in the implementation of the plan.



### III. Community Background

#### A Picture of Shiloh

##### History

The community of Shiloh, a biblical name generally denoting the Messiah, or the Peaceful One, is located in south Asheville. The area is defined as that community located between Hendersonville and Sweeten Creek Roads, bounded on the north by I-40 and on the south by Rock Hill Road. Shiloh is a historically African-American community that has been continuously inhabited since the late 1880's.

The African-American population in Shiloh began as a small group of distantly related relatives locating in the area in the late 19th century. African Americans also settled in smaller neighborhoods near Shiloh during and after that time. Two of those neighborhoods are Rock Hill and Petersburg, located opposite Sweeten Creek Road. Brooklyn, another small neighborhood in the Shiloh vicinity, was dismantled when I-40 was built through it. These areas are considered by many to be part of Shiloh.

Older residents refer to Shiloh as new Shiloh. New Shiloh evolved and prospered around three cornerstones: its churches, its school, and its people. According to oral and church histories, old Shiloh was located north of the Biltmore Estate. When George Vanderbilt bought the land for his mountain home in the late 1880's he moved the entire community, including Shiloh Church and the church cemetery to its current location.

##### The Churches

As in many neighborhoods, the early churches in Shiloh have long served as an important cornerstone to the heritage and development of the community. Three of the earliest churches are of special note: Shiloh A.M.E. Zion Church, Rock Hill Missionary Baptist Church and Brooklyn Mission Church.

The original Shiloh A.M.E. Zion Church was established in 1874 in old Shiloh. According to the Church's documented history, the Reverend W. M. Logan, some of whose descendants still live in the community, facilitated the move from old Shiloh to new Shiloh. In 1899 Rock Hill Missionary Baptist Church was established in a small log building on Rock Hill Road. Membership in the Church soon expanded to include residents not only from Rock Hill, but also from Shiloh and the other small neighborhoods surrounding Shiloh.



In 1925, in order to accommodate the Church's increasing membership, Rock Hill Baptist was relocated in the Shiloh community on Caribou Road, known then as Possum Ridge. In the early fifties the church was moved across the road to its current location. Brooklyn Mission Church, located on Brooklyn Road, may well be the oldest church continuously operating in new Shiloh. In 1923, the property on which the church is located was deeded to the trustees of Brooklyn Mission and First Baptist Holiness Church by Major Henry and his wife, Dixie.



These three churches, located in different parts of the community, formed the cornerstones on which the community developed. They continue to be an integral part of the spiritual, cultural, and social fabric of the neighborhood.

### The School

Shiloh's first school for African-American students was a two-classroom building that burned in the early twenties. In 1927, a new, six-room elementary school was erected on a 5-acre site on Shiloh Road next to Shiloh Church. The school was built with public money and a large contribution from the Rosenwald Fund, founded by Julius Rosenwald, president of Sears, Roebuck & Company. Between 1912 and 1932 the Rosenwald Fund sponsored and supported an extensive school building program in an effort to improve the quality of education for African-American children in the South. Shiloh Elementary School was one of more than 4,500 Rosenwald Schools built during that period. The new school was a fire resistant brick structure designed for eight teachers. The school had an auditorium and large front porch that many current residents still remember. In 1950, under the authority of the Buncombe County school system, an addition was added to the rear of the school. At that time, Shiloh Elementary educated African-American students from

grades 1-8 from Shiloh, Brooklyn, Petersburg, Rock Hill, and from the more distant communities of Arden, Concord, Fletcher, and Weaverville. The school was a meeting place for local clubs, athletic events, and theatre productions. In the segregated society of the time, African-American residents relied on the school as their social and cultural center.



In the late 1960's and early 1970's during the era of desegregation, most African-American schools in Buncombe County and Asheville were closed and African-American students enrolled in previously all white schools.



Shiloh graduated its last class in 1969. The 1950 addition is still in use, but a decade after the school closed the city demolished the original Rosenwald building and replaced it with a structure that is now part of the Linwood Crump Shiloh Recreation Complex.

True to its roots, the Shiloh Recreation Complex continues to be a focal point for community engagement. The Center provides after school and summer youth programs and activities for senior citizens. The Center has a library, a fitness room, and outdoor facilities that include a playground, baseball field, and track for walking and jogging. The Center is a gathering place for social activities and provides meeting space for local organizations, including the Shiloh Community Association. In July 2006, by declaration of the Asheville City Council, the previously named Shiloh Recreation Center was renamed the Linwood Crump Shiloh Recreation Complex to honor Mr. Crump (1944-2005), a strong community activist and advocate for the children of Shiloh. Over the years Linwood coached neighborhood football, basketball and baseball teams. Affectionately known as the “Mayor of Shiloh,” Linwood was an outspoken voice for the community and never shied away from taking community issues to City Hall.



### The People

In the early years, most residents of Shiloh were engaged in a variety of employment types ranging from domestic and custodial work to teaching and dentistry. Many residents worked in Biltmore Forest or were laborers on the Biltmore Estate. Still others developed professions providing service to others in the community including midwifery, serving as pastors, and storekeeping. Despite tedious jobs and long working hours, the people developed a strong sense of community cohesiveness and made special efforts to give time and support to activities for neighborhood children. Scouting and church clubs were popular youth activities for children who grew up in Shiloh from the late 1940's through the 1970's. A prominent organization in those years was the Community League, led by William White, Lawrence Wilson, Clyde Ray and other civic-minded individuals interested in promoting community involvement. The League, and another important community organization, the Shiloh Residents Association, were forerunners of the present-day Shiloh Community Association. In the late forties members of the League purchased property on the corner of Hampton and Century Roads and erected a small building that functioned as Shiloh's first recreation center. The building was a gathering place for meetings, games, and other neighborhood events. According to Lawrence Wilson, the League had a baseball team and the building was used as a concession stand when the League's team played games on the school ground across the street. After several decades of use, the building burned and was later demolished but the land continued to be owned by the League until 2005, when the sole surviving trustee of the League, Lawrence Wilson, donated the land to the Shiloh Community Association for the development of a community garden. The garden was developed in partnership with the Bountiful Cities Project and the Healthy Buncombe Physical Activity and Nutrition Coalition.



Over the years, with improvements in educational, social, and political opportunities for African Americans, Shiloh has also become home to a number of professionals and people with diverse educational backgrounds. Yet the sense of community remains. In recent years residents have become increasingly concerned about growing commercial development in the area, fearing that the residential single-family environment of the community is being threatened. In 2004, the Shiloh Community Association partnered with Neighborhood Housing Service (NHS) to address concerns about the quality of life in the community. The two groups worked together to revitalize the neighborhood, bring affordable housing to the area, and ensure that the community remains intact for future generations. Since NHS closed its offices, the City of Asheville, along with other community partners, has endeavored to continue this work. *Shiloh history by Anita White-Carter.*

## Community Characteristics

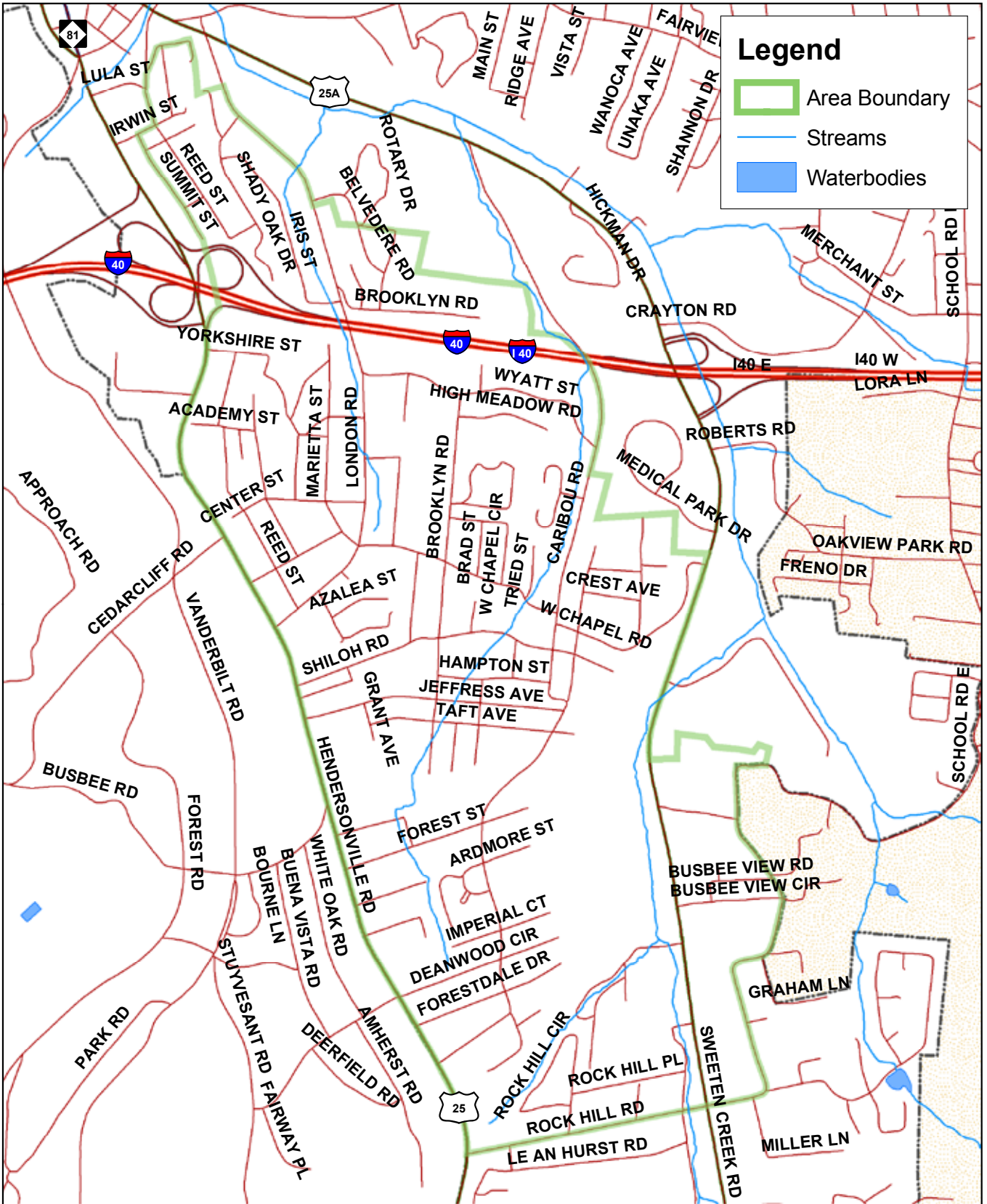
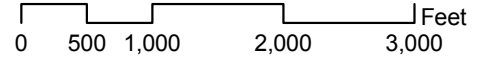
The subsections that follow describe various data that have been gathered and analyzed to gain an understanding of the current conditions and trends in the Shiloh planning area. Much of this data comes from the United States Census where the most recent information is now eight years old. It is felt that much of this information is still relevant despite its age. Information from the 2010 decennial census will provide a check on trends and conditions that can be examined by the Shiloh Community Association and the City of Asheville in looking at the implementation of this plan.

### Land Use

The “core” area of Shiloh, that portion of the neighborhood where most of the plan initiatives will be targeted (Map 2, page 14) encompasses approximately 240 acres (.38 square miles) and is largely residential in nature (228 acres) with most of the residential properties supporting single-family homes (216 acres). The average density of the residential properties is relatively low at approximately 4 dwelling units per acre. Land use ratios are not dramatically different for the larger community with a slightly higher percentage of land devoted to non-residential commercial and institutional uses.

Except for business properties along Shiloh Road and at the corner of West Chapel and London Roads in the central part of the neighborhood, the major commercial/industrial portions of the planning area are along Hendersonville and Sweeten Creek Roads. Commercial intrusion has long been a concern of the residents of the Shiloh community. As is traditionally experienced, many long-standing commercial operations along Hendersonville and Sweeten Creek Roads do produce conflicts (noise, traffic, light pollution) with immediately adjoining residential properties. Despite these conflicts, Shiloh is fortunate to have two major traffic corridors for easy access in and out of the neighborhood. Additionally, the neighborhood is fortunate to have the commercial, office and other establishments that come with such corridors in close proximity. There is however, a need is to make certain that further commercial intrusion does not occur and to consider some redevelopment along the entryway found at Shiloh Road. Outreach to key property owners has proven to be effective in educating key stakeholders of Shiloh’s specific needs and in exploring opportunities for achieving separate goals through a common vision. The vacant property along the entryway at Shiloh Road would be well suited to support a higher density residential use that could effectively transition from the commercial corridor to the single family community. While high-density residential development is not characteristic of the Shiloh community,

# Map 1: Shiloh Community Planning Area







this development pattern is appropriate at this location and the concept is supported by the community at large. Additionally, as non-residential uses transition it is hoped that redevelopment can be focused on providing opportunities for neighborhood oriented businesses and services that are easily accessed by motorists and pedestrians alike. Lastly, the Shiloh community has historically been a civically minded community and currently supports a number of religious, governmental and institutional uses such as the Irene Wortham daycare and adult care centers, Volunteers of America Senior Housing, the Shiloh Community Center, several churches and numerous medical offices. These long-standing uses work together to help anchor and stabilize the community.

The land use totals by category in Shiloh is shown in Table 1. Map 3 on Page 16 depicts the land use distribution.

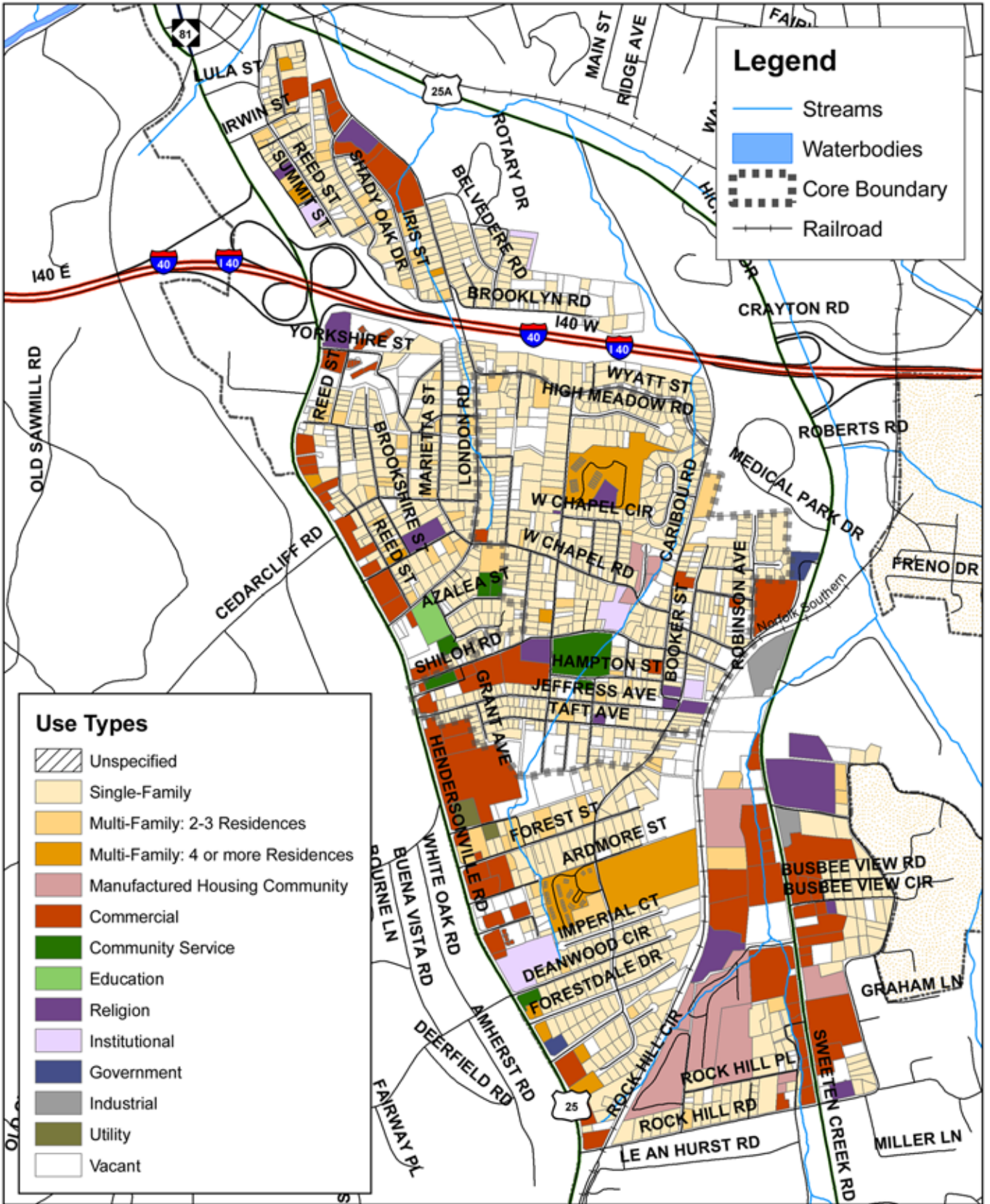
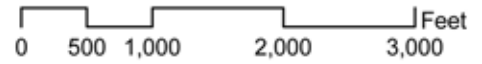
TABLE 1 – Acreage of Shiloh Land Uses

Land Use Type	Acreage	As Percentage
Single-Family	346.0	46.4%
Multi-Family (2-3 residences)	35.6	4.8%
Multi-Family (4 or more residences)	38.2	5.1%
Manufactured Housing Community	38.8	5.2%
Commercial	105.9	14.2%
Community Service	10.3	1.4%
Education	2.8	0.4%
Religious	26.8	3.6%
Institutional	10.2	1.4%
Government	2.4	0.3%
Industrial	5.5	0.7%
Utility	2.1	0.3%
Vacant	120.9	16.2%
Total	745.6	100.0%

Shiloh has been experiencing ongoing private reinvestment activity in recent years, consisting mostly of new construction of duplexes or detached housing. A somewhat controversial condominium development of 168 units (Appeldoorn), completed in January 2007, is felt to be an example of a recent infill project that is inconsistent with the character of existing development in the community. Its building mass, architectural details, building materials and other site features do not reflect or honor the existing community. Shiloh is an attractive area for infill development due to its convenient location and reasonable property values. Approximately 34.7 acres of land (or 16.6% of the total acreage) in the historic Shiloh Community are currently vacant giving opportunity for new development. Perhaps an even greater threat felt by the neighborhood is the amount of available land in the larger Shiloh neighborhood, which includes an additional 47 acres prime for new development. Development pressures on the edge of the community can lead to increased pressure in the historic core.



# Map 3: Land Use





## Zoning

The composition of Shiloh’s zoning districts is roughly comparable to its distribution of land uses. As conveyed in Table 2, residential districts account for roughly 80% of the neighborhood’s zoning with the very large majority (91%) being dedicated to single-family zoning. The non-residential zoning districts are found primarily along the periphery of the neighborhood along the major road corridors. The current zoning of the Shiloh community can be found on Map 4 - Current Zoning.

Table 2 – Acreage of Shiloh Zoning District Categories

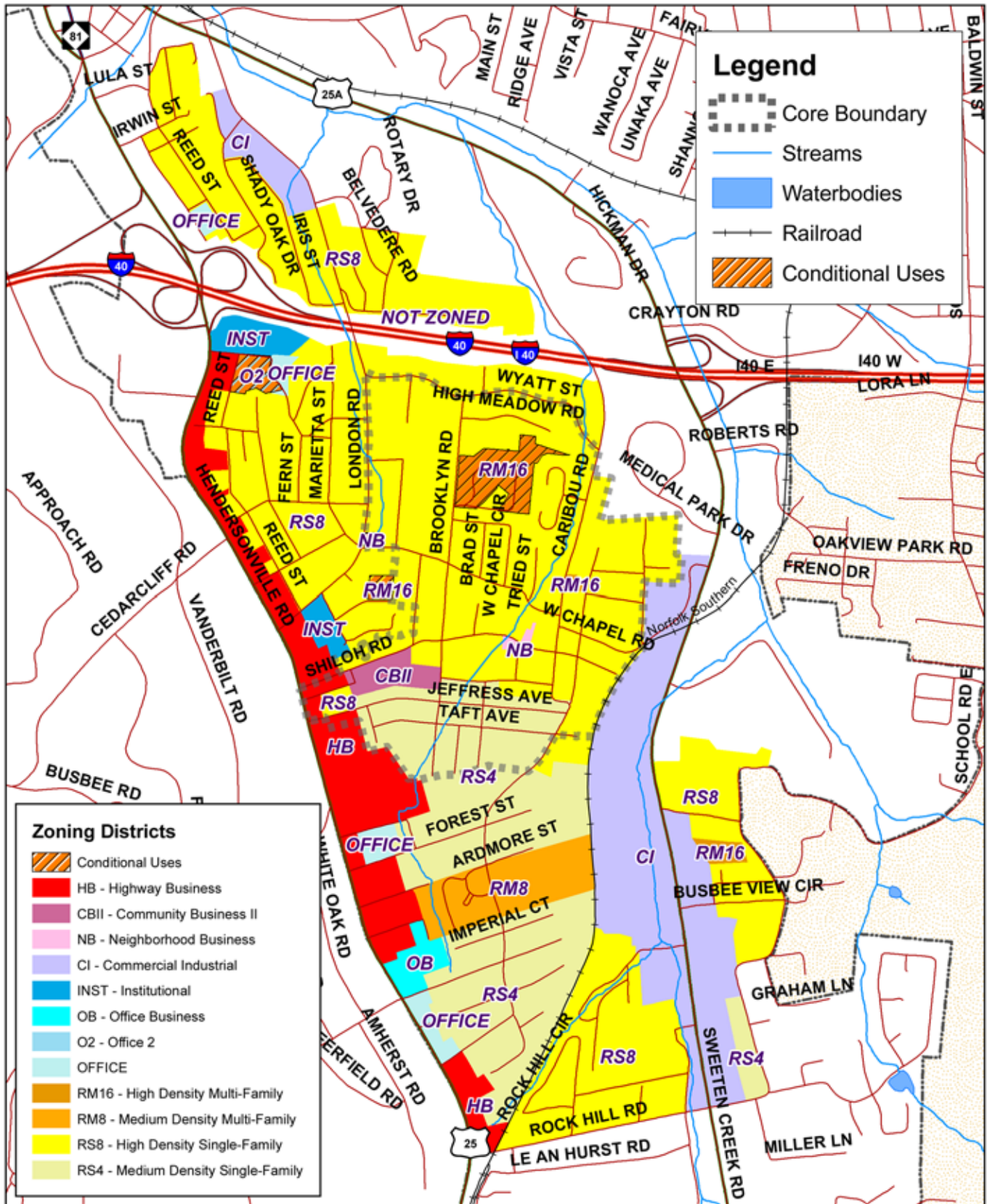
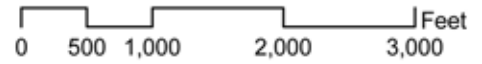
Districts	Description	Acreage	As Percentage
RS4	Single Family Medium Density	143.2	15.9%
RS8	Single Family High Density	460.2	51.1%
RM8	Multi Family Medium Density	24.9	2.8%
RM16	Multi Family High Density	14.6	1.6%
NB	Neighborhood Business	1.7	0.2%
OFFICE	Office	10.0	1.1%
O2	Office II	3.6	0.4%
OB	Office/Business	6.4	0.7%
CBII	Community Business II	6.8	0.8%
INST	Institutional	11.3	1.3%
HB	Highway Business	68.1	7.6%
CI	Commercial Industrial	111.2	12.3%
NOT ZONED		39.2	4.4%
Total		901.1	100.0%

## Public Infrastructure and Facilities/Transportation

Unfortunately, very few sidewalks are found in the Shiloh community. Sidewalks are located along Brooklyn Road (at the Appledorn complex); along Yorkshire Street; in front of the Linwood Crump Recreation Complex; along Rock Hill Circle; and at various points along Hendersonville Road. These few sidewalks that exist are non-compliant with current standards which require sidewalks to be constructed to the standards found in the American with Disabilities Act.

The Shiloh community’s mass transit needs are served by Transit System Route 8 (the Biltmore Avenue/Shiloh) route. The route goes from the transit center, through Biltmore Village, along London Road to West Chapel. From West Chapel, the route proceeds to White Avenue, along Shiloh Road to Caribou Road to Hendersonville Road. It then loops back around through the Laurelwood Apartments. (See Map 5.) A new bus shelter was installed at the corner of Kent Street and Shiloh Road near the recreation center and has been well used. The community strongly supports the need for key bus stops.

# Map 4: Current Zoning



### General Demographics

Shiloh is located in current census tracts 20 and 21.02. Census data shows that the majority of African Americans living in tracts 20 and 21.02 are concentrated in Shiloh. The African-American population in these tracts grew steadily from a small group of distantly related families in the late 1880's to approximately 1,232 persons in 1970. The African-American population increased to 1,825 in 1980, increasing to approximately 2,182 in 1990, and to 2,311 persons in 2000. In recent years, the area has become more culturally diverse.

### Change in Area

Shiloh, like many urban neighborhoods throughout the country, has been experiencing renewed interest from those not historically affiliated with the community. Its proximity to employment centers, schools, mass transit, goods and services continues to make Shiloh a convenient choice for mixed income working families. This combined with moderate housing prices makes Shiloh an ideal choice for those beginning their careers or looking for long-term investments. Not surprisingly, gentrification has become a growing concern in the community with fear that cultural diversity may be replaced by economic homogeneity as housing opportunities for low-wage earners diminishes with increased outside investment.

### Public Safety and Security

Public safety and security are very high priorities for the residents of Shiloh. On-going issues with drug arrests, gun discharges, vandalism, larceny and burglary continue to plague the community who has recently prioritized the development of a community watch group. Nevertheless, communicating the value and need to report criminal activity has been a significant challenge with much criminal activity going unreported. Organized community groups are making progress though, and crime rates are slowly improving or holding steady as the community environment becomes less tolerant to criminal activity. Additionally, as properties vacate, younger professionals and investors are moving in making it difficult for criminal activity to re-establish in the same location.

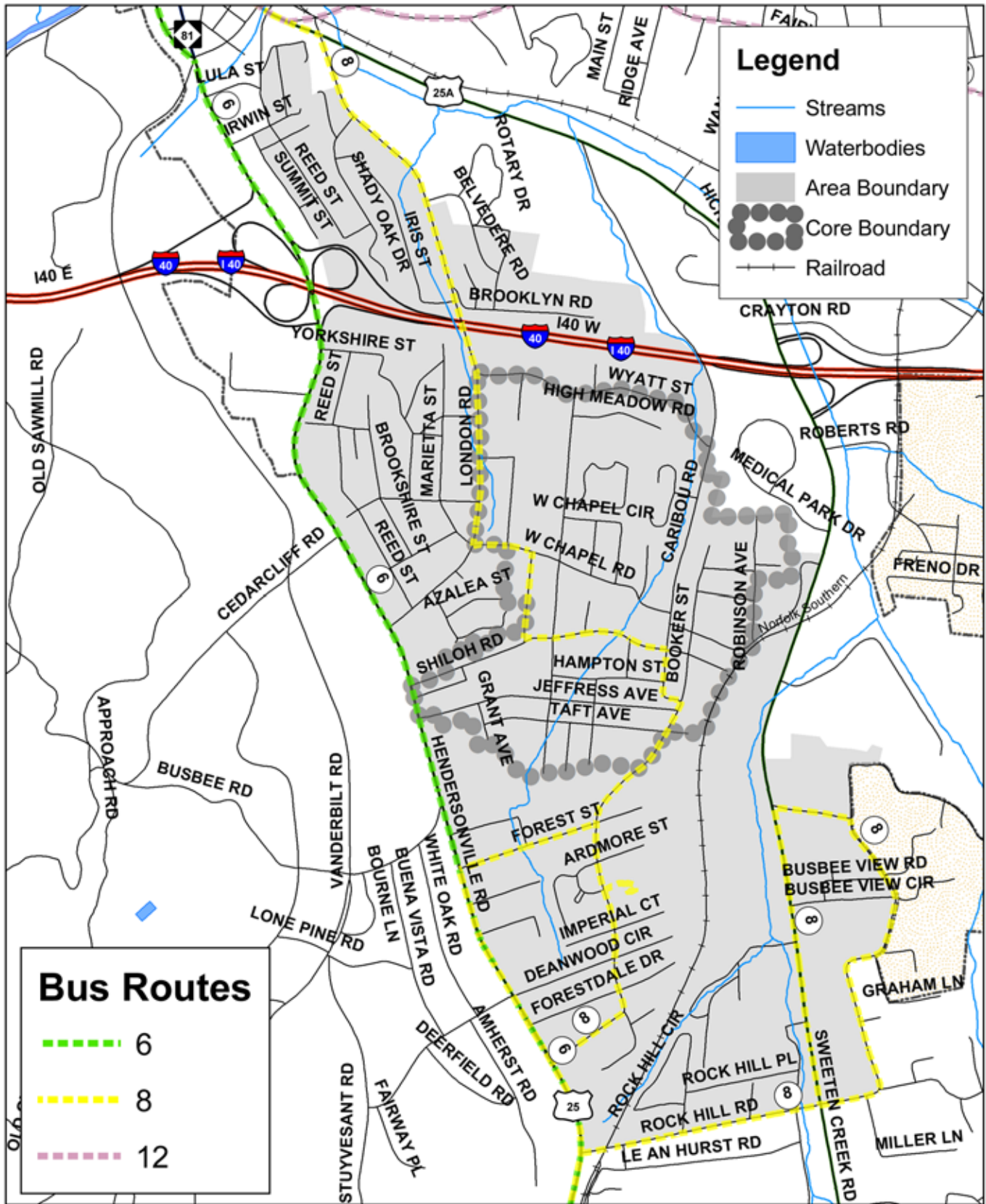
### Natural Environment

As illustrated in Map 6 - 2006 Aerial Photograph, while Shiloh has moderate tree canopy coverage, they do not have as many large mature trees as in other parts of Asheville. Additionally, water bodies are not common with only minor drainage areas emptying into Sweeten Creek (or its tributaries) located on the eastern edge of the neighborhood. Topography is also generally mild with areas of moderate topography creating a pleasant rolling affect – compared to other areas of Asheville, the natural terrain is generally workable and helps to keep development costs down.



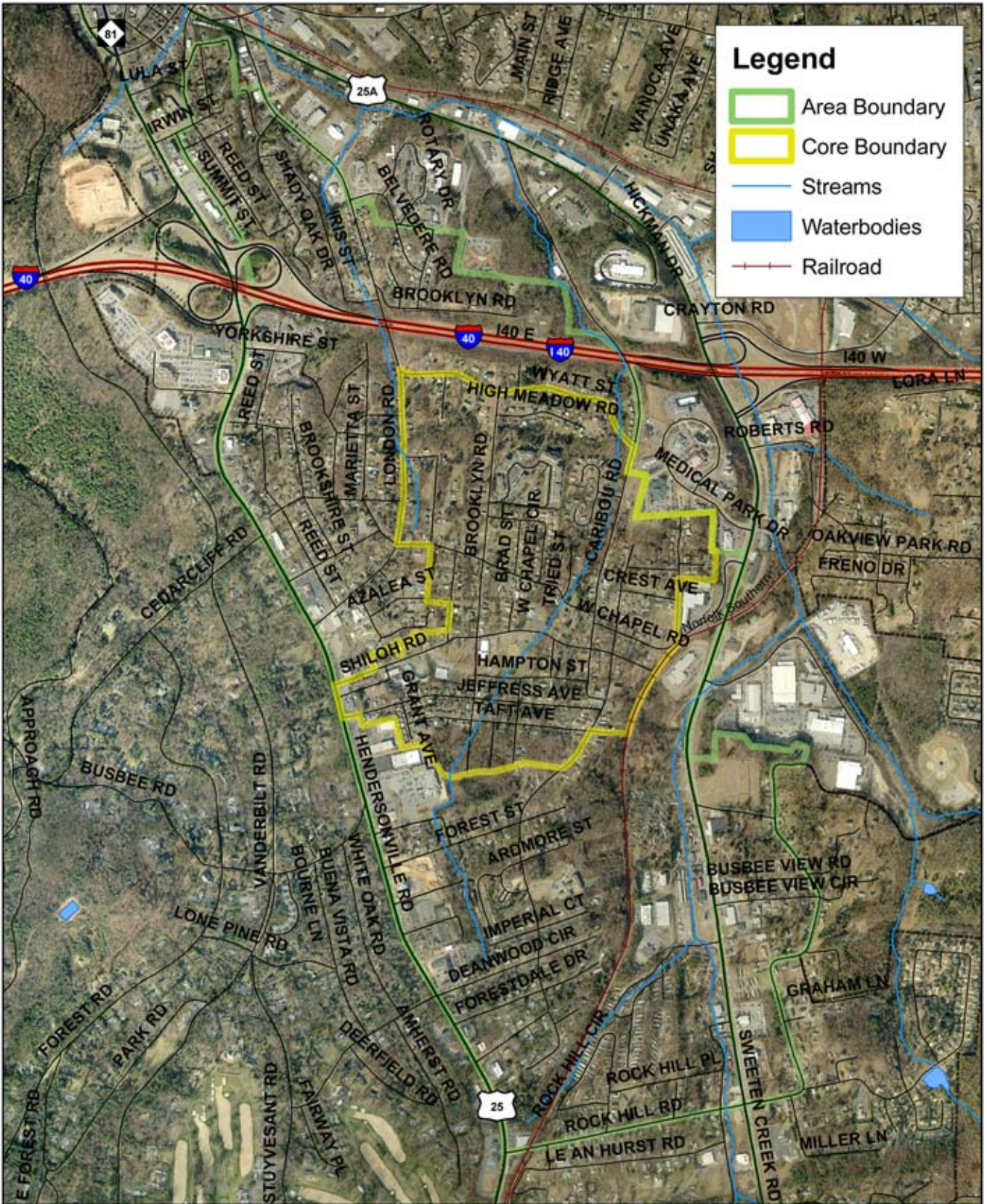
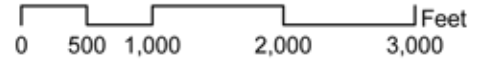
Map 5: Transit Routes (May 2010)

0 500 1,000 2,000 3,000 Feet





# Map 6: Aerial Photo







## IV. Community Goals

### The Community Charts Its Future

#### The Community Vision

A community vision is a statement created by those in a neighborhood that articulates and describes a desired future. Community visions are based in reality and help define the direction in which residents will proceed to achieve their goals.

The vision for the Shiloh community was first addressed in 2002 at a daylong community-visioning event sponsored by the Shiloh Community Association and Neighborhood Housing Services. The late Henry Moore, noted community organizer, led Shiloh residents in the creation of a wish list of things to be accomplished in the future, using as a foundation the identified assets of the neighborhood. Identified assets included:

- An existing, strong community association.
- Talented, enthusiastic, and motivated residents.
- Good relationships and community cohesion within a welcoming, diverse community.
- Active churches.
- A united community in recognition of the problems of crime and encroaching development.
- Potential partnerships with public and non-profit agencies.

Members of the Shiloh Planning Task Force refined a vision from these early efforts as part of their work in the production of this plan. The Shiloh Community Vision states:

“Building on the Legacy; Embracing the Future”

As residents of the Shiloh community, we will work to ensure that our neighborhood will be viable, strong and functional within the matrix of Asheville’s future neighborhoods. Our vision is a Shiloh where:

- The nature and character of the area is preserved while individual property rights are respected.
- The design of infrastructure, buildings and other structures is compatible and sensitive to the support of sustainable development.
- Cooperative relationships and good citizenship among and by residents, property owners and businesses in the community are cultivated and promoted.
- Health, educational and recreational programs for the children, adults and elderly of the community are cultivated and promoted.
- Quality housing development is promoted in the community.
- The importance of community building is supported through community-based organization.
- The historical integrity and historical identity of the neighborhood is promoted.
- Relationships with other neighborhoods in the larger Asheville community are fostered.

# Community Goals

Important elements in any community plan are the goals for the future. Goals transform a community vision into discrete statements of direction.

The community goals set forth below were established by the Shiloh Community Task Force at a series of meetings that occurred over a two-year period from the spring of 2004 to the summer of 2006. Many of these goals were based on ideas generated at the larger neighborhood meeting held in the fall of 2002. The Task Force divided the goals into two categories for focus: quality of life and land use. The goals are listed here as a group. The next section of this strategic plan sets forth the issues and strategies (priority actions) that correspond to each goal. These plan details were developed by the Shiloh Community Task Force working with the City of Asheville following the establishment of the community goals, and the numbers do not necessarily reflect a priority.

## Quality of Life

1. Celebrate, promote and showcase community spirit, citizen participation, and neighborhood history.
2. Establish a community resource, recreation and education center.
3. Work to improve the livability of our neighborhood – particularly housing and safety.

## Land Use

1. Protect, enhance and complement the existing character of Shiloh.
2. Create neighborhood gateways.
3. Maintain and develop opportunities for green space.
4. Provide assistance for affordable housing and home improvement.
5. Improve the infrastructure in the community.

## Priority Actions

A primary purpose of any community strategic plan is to identify and assign clear actions that can be taken to achieve each of the goals of the neighborhood. The Shiloh Community Task Force at their regular meetings held over a number of years developed most of the priority strategies and actions presented in this section. Still others were generated by the larger community at meetings held in support of this community plan while others were suggested to the Task Force by staff of the City of Asheville based on identified interests of the residents of Shiloh.

Each goal identifies issues and strategies for achieving the goal. Many of the goals and strategies are interrelated and this should be a standing consideration not lost in the implementation of this plan.



## Quality of Life

Quality of Life Goal #1 - Celebrate, promote and showcase community spirit, citizen participation and neighborhood history.

### Issues

Neighbors in Shiloh share a sense of community that transcends housing types and values. This community spirit, nurtured through the years by community leaders such as the late Linwood Crump, has recently seen resurgence as reflected in the work on a community plan and through community-building efforts such as the development of a new bus stop shelter on Shiloh Road and the planting of a community garden. In seeking to enhance and enliven the community spirit, the following strategies are proposed for the neighborhood.

### Strategies

#### 1. Strengthen the neighborhood association.

The Shiloh Community Association has a long-standing history of being one of the most active and effective community organizations in Asheville. Recent efforts have resulted in the Association's receipt of federal 501(c)(3) status and national recognition of community leader Norma Baynes (including a grant of \$5,000 to the Shiloh Community Association) by NeighborWorks America. In recent years, the Association and Neighborhood Housing Services worked to promote community building. The task ahead is to continue to "expand" this community spirit and level of activity. The following strategies are being promoted to strengthen the association.

- Actively recruit residents to chair and participate in community events and initiatives.
- Make a concerted effort to bring new residents to Association meetings. Reach out to residents who traditionally are not involved in neighborhood association activities through face-to-face contact, targeted invitations, phone calls, participation on task forces and committees, etc.
- Plan an annual goal-setting community meeting. This meeting will serve to evaluate the accomplishments of the community and set targeted goals for the immediate future.
- Work with various partners to access resources for leadership and organizational development and training in such matters as fundraising, public relations, marketing, record-keeping, etc.

#### 2. Promote Shiloh throughout Asheville and Buncombe County.

While the residents of the Shiloh community know of the positive aspects and special history of their neighborhood, residents of the greater Asheville and Buncombe County communities are not as familiar with the area. The public perception by some in the region has not always been positive. Working to improve the public image of Shiloh, promoting a "community of choice", is an important strategy for the future.

- Continue to celebrate Shiloh annually with a community-wide festival.
- Work with the local media to obtain coverage of Shiloh’s special events, developments, community endeavors, and citizens.
- Foster communication between the Shiloh Community Association and associations in nearby neighborhoods.
- Continue active participation in the Coalition for Asheville Neighborhoods.
- Coordinate implementation of the Shiloh Community Plan 2025 with the City of Asheville and other agencies in order to garner support for such implementation in accordance with City policies.
- Give priority effort to the strategies proposed in Quality of Life Goal #3 in order to increase public safety in the Shiloh community.

### 3. Complete a detailed history of the Shiloh neighborhood.

Although this plan contains a fairly comprehensive history of the development of the Shiloh community, an important aspect of retaining the historical identity of this important Asheville neighborhood is the development of a thorough and multi-faceted history of the area. Such a history would include photographs, written text, and would even include documented oral histories captured from interviews with current and former residents of the community. A committee was previously formed to address this strategy.

- Reactivate committee work to gather and produce history.
- Determine methods for displaying and disseminating the history once it is completed.
- Obtain publicity concerning the existence of this historical record.
- Examine ways to include the history in education opportunities throughout Asheville and North Carolina.
- Produce video capturing oral history.

## Quality of Life Goal #2

Establish a community resource, recreation and education center.

### Issues

One of the most strongly supported goals identified throughout the planning process for the Shiloh Community Plan 2025 is the goal of establishing a community resource, recreation and education center in Shiloh. It is felt that such a center located in or near the Linwood Crump Shiloh Recreation Complex, would be a valuable asset for community residents. With education of all citizens as the focus, a facility will provide services such as: job counseling and training, rehabilitation and crisis counseling, tutoring, and summer camp programming for children.

### Strategies

#### 1. Develop a plan and program concept for a resource center.

While many involved in the community planning process support the idea of the development of a community resource, recreation and education center, an agreed upon definition and concept of such a center is in the early developmental stages. Some community lead-

ers have begun to explore this idea including taking a visit to the Emma Resource Center to observe this operation. Further detailed plans need to be created in order to bring this goal to fruition.

- Appoint a committee to work on developing a detailed concept for the community resource center. This concept must include programming focus, staffing options, funding and facilities.
- Identify partners that can assist in the development and the purpose of the center.
- Initiate implementation of the concept/vision.

## 2. Initiate programming as work is completed on the development of the resource center.

The development of a complete community resource center with full programming is a long-term goal. In the interim, several of the programming interests of the community can be initiated and established using existing facilities, manpower, and programs. One such identified program, the establishment of which can help to solidify support and interest in the larger concept, is the development of a tutoring program at the Linwood Crump Shiloh Recreation Complex. This program could naturally develop as an off-shoot of the existing after-school program there.

- Establish format and resources needed for tutoring program.
- Recruit local community residents and supporters to serve as tutors.
- Initiate program and continue to evaluate its operation.

## 3. Examine community partnerships as part of the development of the Shiloh Resource Center.

Several of the possible resources suggested to be part of any Shiloh community resource center involve partnering with service providers in the community. In order to provide these services, these partnerships need to be explored and defined in consultation with these providers.

- Initiate a dialogue with the Asheville Police Department about improving police presence in Shiloh including examination of service to the area and the possibility of some form of police substation or similar operation.
- Work with the Asheville-Buncombe Library system on library programming or development in order to expand on the improved community library newly enhanced at the Linwood Crump Shiloh Recreation Complex.
- Establish and develop opportunities for local colleges/universities to utilize educational outreach in the Shiloh community.
- Explore job training outreach with the Employment Security Commission of North Carolina and Asheville-Buncombe Technical Community College.
- Form partnerships with such organizations as Mountain BizWorks and Joblink to provide job placement and small business development assistance.

4. Utilize the newly constructed pavilion as a way to initiate interest in the idea of a Shiloh Resource Center.

In 2007, the Shiloh Community Association was awarded a City of Asheville Outside Agency Grant for 2007-2008, to build a pavilion in the Shiloh Community. The pavilion was built in the Shiloh Community Garden. The purpose of the garden is reinforcing the Shiloh Community identity by reusing an historic gathering spot. The pavilion is already being used as the central gathering spot for educational and community activities where residents come together to learn about growing fruits and vegetables, healthy diets, and the importance of exercise in a healthy lifestyle. The pavilion will serve as both classroom and shelter to protect those working and learning in the garden. The Shiloh Garden Pavilion provides space for the Strong Youth Roots Program, Storytelling Day, family and community gatherings such as family and church picnics, Bible study, parties, and the Annual Historic Shiloh Community Celebration.

- Continue to expand programming at the Shiloh Garden Pavilion.

### Quality of Life Goal #3

Work to improve the livability of our neighborhood – particularly housing and the safety.

#### Issues

Throughout the United States, greater importance is being placed on neighborhoods and increasing and sustaining the overall “livability” of communities. Being no exception, the Shiloh Community Task Force, in conducting its work leading up to the development of this plan placed a high value on neighborhood livability. In looking at the meaning of “neighborhood livability” the task force clearly determined that this term can be thought of as encompassing certain characteristics. Chief among these is the feeling of safety and security in the neighborhood along with the ability to experience a sense of home and privacy. Community aesthetics and beautification were also determined to be critical to livability as was pedestrian connectivity. This goal is obviously closely related to many of the other goals in this plan including land use and the development of a balanced relationship between the multiple uses and needs of a neighborhood.

#### Strategies

1. Work to ensure a safe Shiloh.

The concern about safety in Shiloh was of such importance to the Shiloh Community Task Force that several monthly meetings were spent exploring various options for creating a safer Shiloh. Principal concerns identified were: noise, drugs, traffic and pedestrian safety, loitering, and the invasion of privacy. Strategies identified to address these issues include the following proposals.

- Work with the Asheville Police Department to identify problem areas where drug activity and loitering are prevalent and increase police presence in those areas at critical times.
- Investigate options for installing security/surveillance equipment at problem areas.

- Continue to evaluate problems and review crime data as it is reported and received by the City of Asheville.
- Establish programs within the neighborhood to encourage drug prevention and rehabilitation and to educate community residents regarding the dangers of illegal drugs.
- Continue to explore and implement a drug free zone in the Shiloh community.
- Work with the Asheville Police Department to create a Neighborhood Watch program.
- Use the existing Shiloh Community Association rules with regard to solicitation to reduce unwanted intrusion into homes in the community.
- Have the Asheville Police Department educate the community on things that can be done to regulate noise problems. Work to implement these things.
- Work with the Asheville Police Department to ensure reporting of and enforcement action on illegal activity.
- Work with the City's Traffic Engineer to address issues concerning truck through traffic, particularly along Caribou Road.
- Explore wholistic supportive services (e.g. recreational and job opportunities) for Shiloh residents to address the prevention of criminal activity.

## 2. Improve pedestrian accessibility throughout the neighborhood.

There are currently very few sidewalks in the Shiloh community a concern noted by residents and compounded because many of the streets in Shiloh are narrow and often have heavy traffic volumes as they are used as cut-throughs between Hendersonville and Sweeten Creek Roads. Sidewalks are provided principally along Hendersonville Road or surrounding new developments where sidewalk provision was required by the City of Asheville as a condition for development. The City's 2005 Pedestrian Plan proposes sidewalks in two areas of Shiloh that are important traffic throughways: Caribou Road and Rock Hill Road.

- Support the development of sidewalks along Caribou and Rock Hill Roads as set forth in the City's 2005 Pedestrian Plan.
- Work to include other areas needing sidewalks in future City plans and capital budgets.

The areas identified by the community as most in need of sidewalks other than those mentioned above are:

1. Shiloh Road – particularly the area approaching the Shiloh Center.
2. West Chapel Road.
3. London Road.

## 3. Improve the overall appearance and beauty of the Shiloh community.

In any community, large or small, the overall appearance of an area is important. The appearance is important not only in affecting the perception of the community to visitors, but because appearance is important in instilling community pride among residents. Shiloh residents have been working over the past few years to enhance the beauty and livability of the area. A community garden has been created near the community center and park. The Shiloh Community Garden reinforces historic community identity by providing



a site for food production, fellowship, and education where all community members are welcome. Another example of community members working with partners to enhance Shiloh is the unique bus shelter erected on Shiloh Road in the summer of 2006. This shelter was created through a partnership with a Raleigh-based organization, Design Corps, whose mission is to address community needs through design.

- Conduct a community assessment of appearance and safety issues that need addressing. This assessment should be conducted by a team of residents and should include identification of such things as: junked/abandoned vehicles; dilapidated housing; overgrown lots; graffiti; broken pavement; etc.
- Work with the City of Asheville and other partners to find ways to address the issues identified in the community assessment.
- Conduct neighborhood-sponsored projects that increase pride, safety and investment in Shiloh (e.g. clean-up days; tree plantings; yard of the month recognition; assisting the elderly and needy with yard and house beautification).



## Land Use

### Land Use Goal #1

Improve the infrastructure in the community.

#### Issues

Infrastructure is defined as “the basic, underlying framework or features of a system or organization.” In a municipality or neighborhood this typically translates to those elements of the built environment which provide essential services to the functioning of the community. Such services include the provision of water, sewer, power and roads. As indicated in the Asheville City Development Plan 2025, “the City of Asheville has numerous infrastructure challenges.” One of the primary reasons this is true in the older parts of the City, including Shiloh, is that deferred maintenance of streets and utilities in the past due to limited resources, has exacerbated the magnitude of the problem and strained capital improvement budgets for the City. The quality of infrastructure in a neighborhood is very important to residents, but it is perhaps the least controllable of all aspects of neighborhood land use planning and sustainability of quality of life. There are still avenues for impact on the part of a community on infrastructure issues.

#### Strategies

1. Work with the City of Asheville and utility service providers to fully assess the critical infrastructure issues in the Shiloh neighborhood.

This plan does not address the condition and location of water and sewer lines, utilities or storm drains in the Shiloh neighborhood. Additional information needs to be assembled by the residents to assist the City in prioritizing urgent community needs. Both the City of Asheville Water Resources Department and the Metropolitan Sewerage District have maintenance and repair capital improvement programs in place. Shiloh residents should work with these and other departments to understand the plans for the area and to ensure that necessary improvements in the community are not forgotten.

- Work with the City and utility service providers to conduct a “neighborhood audit” of infrastructure problems in the community. Some information for this audit would come from existing information. Work with the Planning Department to gather needed information for the audit. Other information could come through a community walk looking at such things as: street lighting, storm drainage, damaged streets and street signs, etc.
- Monitor the City’s Capital Improvement budgeting process to stay abreast of planned improvements in the Shiloh community and lobby for community needs.

2. Work with the Transportation Department to determine if additional traffic calming measures are warranted in the community.

In late 2004 the Shiloh Community Task Force and the City of Asheville Traffic Engineering Division jointly sponsored a workshop to address improving traffic and intersections around the Grove at Appledorn development in Shiloh. The recommendations from this

community meeting were taken by the Engineering Department and assembled into a Shiloh Neighborhood Traffic Calming Plan addressing a number of improvements. The measures have been implemented. Many residents feel there are still a number of traffic calming measures needed.

## Land Use Goal #2

Provide assistance for affordable housing and home improvement.

### Issues

Affordable housing is an issue in most communities in our country and is a particular challenge in the City of Asheville where, according to the Home Price Index housing prices rose 76% in the last ten years. The Shiloh community is no exception although the neighborhood provides one of the best opportunities for affordable infill and rehabilitation in the City. The proximity to transit routes and employment opportunities make this neighborhood attractive for middle to lower income residents.

One piece of the affordable housing issue is the ability to maintain a home and yard, particularly for those, such as the elderly who are on a fixed income. As property taxes and living costs increase, home maintenance and lawn care may be limited due to budgetary constraints.

### Strategies

1. Provide assistance to current Shiloh residents to enable them to remain in their homes.

Studies have shown that the overwhelming housing preference for older persons is to age in place. These older residents want to stay in the community they have long been a part of, but often struggle with adequately maintaining their homes. Paying taxes, covering rising living expenses, and affording home and lawn maintenance, all become issues. Communities can provide resources to such residents to assist the residents in their housing choice.

- Work to identify affected property owners to come up with specific solutions to address their needs.
- Provide education to property owners on options such as reverse mortgages which allow the homeowner to use the increased equity in their home to provide income for current living expenses. Legal and financial expertise is essential to making certain that residents make informed decisions on such options. Such expertise can be made available through the Shiloh Community Resource Center.
- Provide education to property owners on property tax relief programs available to elderly and disabled persons.
- Provide guidance on home improvement assistance availability (See Strategy #3 below). Again, this can be made available through the Resource Center.
- Develop community- assistance programs (through the youth at the Shiloh Recreation Center, through area churches, through school service clubs, or through the Shiloh Community Association) to provide clean-up/work days targeting assistance to elderly or disabled property owners.



## 2. Explore opportunities for the construction of affordable housing in the Shiloh community.

Infill housing development is the production of housing on land which is vacant, not used, or underused and is situated within a pre-existing community. Infill housing is a popular option for affordable housing development for two reasons. First, it increases affordable housing stock and second, because it creates transit-oriented, scalable, and revitalized communities. As previously stated, the Shiloh community provides an excellent location for affordable infill development. Its close proximity to transportation routes and to the major employment centers is ideal. The strategies for encouraging infill development were provided under Land Use Goal #1 (page 30).

- Work with the Asheville Planning and Development Department on mechanisms for making some of the infill development in the Shiloh community “affordable” according to the City’s definition of “affordability.”

## 3. Provide residents with information on home improvement assistance available in the community.

While it is important to recognize that it is the responsibility of owners to maintain their properties using their own resources, it is also important to note that some owners need assistance from time to time in this pursuit. When homeowners do not have the knowledge, skill, or funds to make household repairs, the quality and safety of the housing declines and the costs of living in the house go up. For example, if a house is poorly insulated, has a leaky roof, or drafty windows, the homeowner must pay more to heat the house. Proper home maintenance is an important component in sustaining affordable housing in the community. Shiloh residents have identified providing assistance in such endeavors as an important strategy for neighborhood revitalization.

- Provide information to residents about existing programs in Asheville that can be of assistance to families needing home improvements. Programs through such agencies as Mountain Housing Opportunities, Community Action Opportunities, Independent Living, and the Council on Aging provide assistance to low income and elderly homeowners with a variety of essential home repairs.
- Work with Home Depot or Asheville-Buncombe Technical College to provide classes on home maintenance for Shiloh residents.

## 4. Coordinate efforts to remove dilapidated and abandoned manufactured homes in the Shiloh community.

A common concern of many Shiloh residents is the impact of dilapidated and abandoned manufactured housing in the area. The residents and property owners recognize that such manufactured homes are not just a blight upon the landscape; they also can create health hazards by promoting the growth of vermin or enticing young children to explore and play in unsafe structures. Additionally, property values can be negatively affected when an area has a number of substandard manufactured homes located within its boundaries. It is recognized that often property owners of dilapidated homes do not have the resources to remove such structures and clean up their property.

- Work with the Building Safety Department in a coordinated campaign to identify abandoned/dilapidated manufactured housing and work to bring these properties up to code.

- Work with the other organizations and Buncombe County to ease the burden on and assist property owners in the removal/disposal of dilapidated manufactured homes. The County could possibly assist with fee waivers on disposal or seek state reimbursement under a new state program.

### Land Use Goal #3

Maintain and develop opportunities for green space.

#### Issues

Trees, parks, greenways, and open space have long been known to be valuable assets in a community. The importance of green space to individual health and community vitality is widely recognized. The benefits to a community working to develop and maintain green space include:

- Connecting people to their neighborhoods.
- Improving air quality.
- Enhancing the economy and vitality of an area.
- Providing recreation and respite.

The Shiloh community presently contains a large park, the Linwood Crump Recreation Complex, owned and operated by the City of Asheville. This complex is located in the heart of the Shiloh neighborhood (on Shiloh Road), and features a lighted ball field (with concession stand and restrooms), a basketball court, a tennis court, a playground, a picnic table and a walking trail. A recently developed community garden and pavilion are located adjacent to the park.

#### Strategies

##### 1. Retain and develop the green space along the creek.

Members of the Shiloh Community Task Force identified the creek that runs through the community (a tributary of Sweeten Creek) as a most appropriate opportunity for development of a greenway in Shiloh. This area had previously been identified by the City of Asheville as a “neighborhood greenway” in the Asheville Greenways Master Plan prepared in the late 1990s. According to the plan, a “neighborhood” greenway corridor is a secondary part of the City greenway system. These corridors are designed to “enhance and support the overall greenway system by connecting primary greenway corridors to important origins and destinations and by linking greenway corridors together.” Such corridors can fulfill many objectives depending upon the location and character. Possible objectives include: recreation, transportation, water quality, wildlife habitat, and floodplain management.

- Work with the City of Asheville and property owners adjoining the creek to define the possible nature of this greenway.
- Work with the City of Asheville Parks and Recreation Department to devise a plan and funding strategy to implement the objectives and design created.

##### 2. Create additional green space and tree canopy in the neighborhood.

The Asheville City Development Plan 2025 promotes the benefits of a strong park system and the maintenance and development of tree canopy in our community. The benefits of green infrastructure include benefits to the environment, the economy, and to community well-being. While recognizing these benefits, it is also realized that scarce resources make the funding of new parks and green spaces increasingly difficult. Neighborhoods wishing to develop new green areas need to use additional resources to create amenities and to capitalize on opportunities to meet community goals in a variety of ways.

- The Shiloh Community Association will work with property owners and developers in the neighborhood to identify opportunities to utilize land within and adjacent to new developments to create new open spaces or mini-parks while ensuring that enhancements benefit all residents not just those in new developments.
- Explore community maintenance of green areas as a means of obtaining additional green space in times of scarce park maintenance resources.
- Work with others to document the existing tree canopy level of the neighborhood. Set a goal for tree canopy levels and integrate this goal into land use planning and other programs.
- Develop tree planting and tree preservation programs for residents and property owners in the community.

### 3. Work to improve the recreation opportunities available at the Linwood Crump Shiloh Recreation Complex.

Neighborhood parks are the basic unit of any park system and serve as the recreational and social focus of the neighborhood. Typically such parks/community centers are developed for both active and passive recreation activities geared specifically for those living within the limited service area. Accommodating a wide range of age and user groups is important where feasible. Challenges for the future include creating a sense of place by bringing together the unique character of a site, considering the context of the surrounding area, and reflecting the needs of the community.

- Survey the community and recreation complex users to determine what programming/facilities changes should be made to the Linwood Crump Shiloh Recreation Complex.
- Work with the City of Asheville to develop identified facilities and programs in coordination with City plans and goals.

## Land Use Goal #4

Protect, enhance and complement the existing character of Shiloh.

### Issues

The first land use goal for the Shiloh community is to take the identified physical qualities and development patterns that make the Shiloh area unique and valuable and create means for maintaining those qualities as the neighborhood grows and changes. From the comments at public meetings and task force deliberations, what best defines the core area of the Shiloh community is the predominance of detached, single-family homes containing common architectural features. Directing new construction that is sensitive to these features and protecting the residential

character of Shiloh is of critical concern to Shiloh residents and property owners.

## Strategies

### 1. Create a Shiloh Overlay District.

Overlay districts are mapped areas typically developed in conjunction with the preparation of a comprehensive land use plan for a community or a small area plan for a specific neighborhood. The purpose of the overlay is to direct development in order to achieve specified community goals. An overlay is typically superimposed over conventional zoning districts and adds a layer of development requirements addressing specific interests for that area. Overlay districts may address such things as building size, orientation, and design elements for new construction.

An overlay district for the Shiloh community will ensure that new construction blends in with the existing structures in the neighborhood. Specifically, an overlay district will require new development to incorporate architectural features that are characteristic of the historic building patterns of the community. These features will include requiring such things as front porches, pitched roofs, dwellings oriented toward the street or other public space, and prominent window openings along street fronts.

The Shiloh Community Task Force has identified the portion of Shiloh, the core area, where such an overlay should be applied. The area, shown on Map 7 is bounded generally by Wyatt Street on the North, London Road on the West, Cornell Boulevard on the South and Norfolk Southern railroad tracks on the East. All of Shiloh Road and Jeffress Avenue are included in the overlay core area.

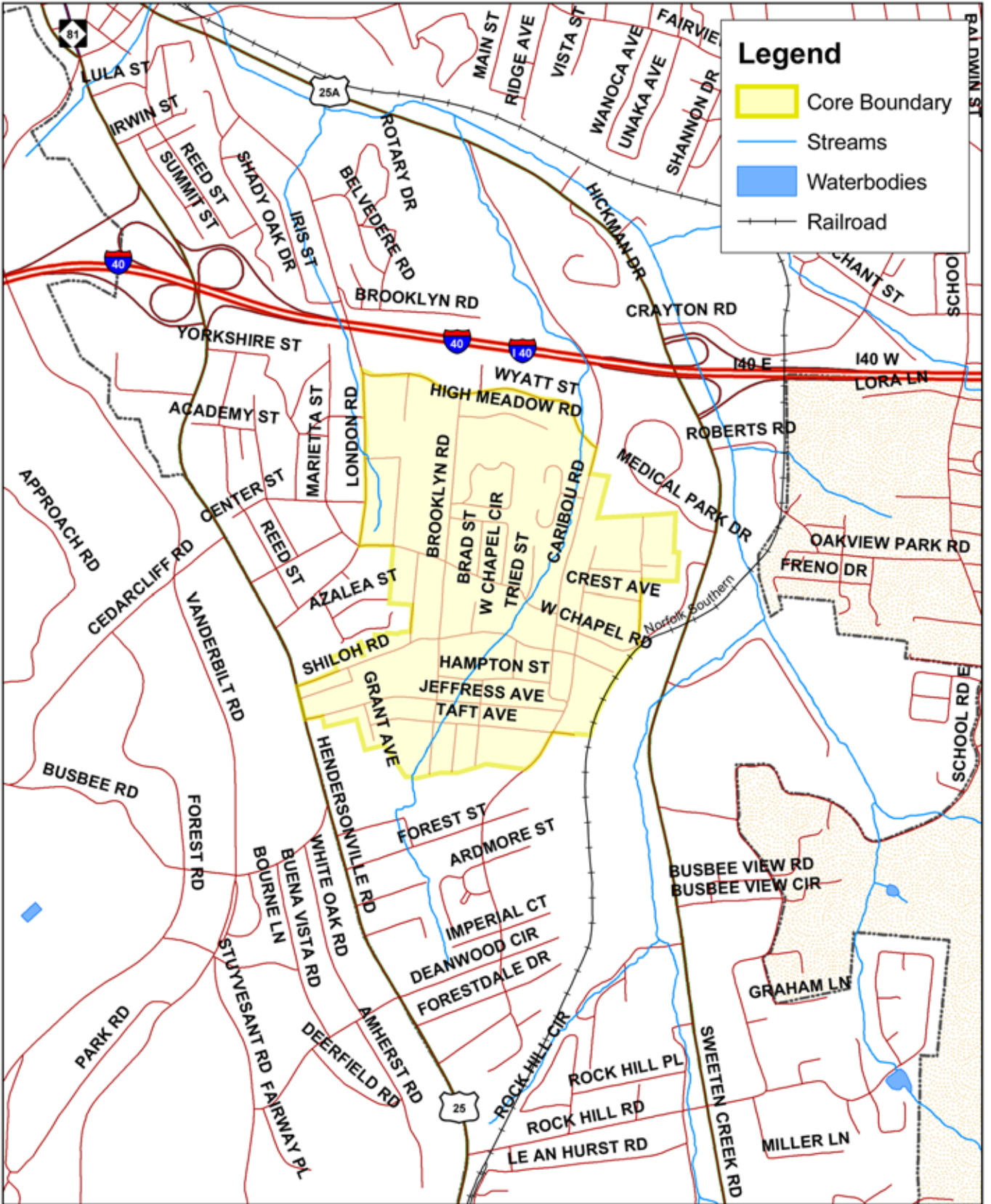
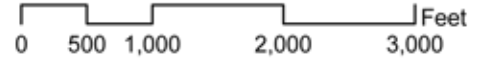
- Conduct information programs to inform residents and developers of the requirements and benefits of the overlay.
- When community consensus is achieved, work with the City of Asheville Planning and Development Department, gain adoption of an ordinance applying a design overlay to the core area of the Shiloh community.

### 2. Target areas (particularly in the core area) for redevelopment and infill that complement existing development and are, or can be, supported by existing infrastructure (or improved infrastructure).

Communities everywhere are examining alternatives to suburban development patterns that destroy open lands and create traffic nightmares. One of the major solutions identified to address these problems is infill development – the reuse of vacant and underutilized lands within communities. Such lands range from the single vacant lot to surface parking areas to larger lots containing small homes. Previously considered eyesores, such areas are becoming attractive for infill development which can contribute to greater cohesiveness in communities. Additional benefits of infill development are: the provision of more affordable housing near job centers and transit; increase in property tax base; and capitalizing on community assets such as parks, infrastructure and strong neighborhoods.



# Map 7: Proposed Overlay Area



One type of infill that has been identified as a possible option in Shiloh is the concept of cottage housing. Cottage housing is a relatively new term for single-family home development but the concept is not. Cottage housing refers to small, detached single-family units grouped around common open space. Typical characteristics include community oriented design, construction characteristics of single-family construction, shared parking facilities, higher density, common open space, and architectural design standards.



- Continue to work with the City of Asheville’s Planning and Development Department to identify areas appropriate for infill development. Work with property owners to facilitate realization of infill.
- Provide incentives (e.g. fee reduction, density bonuses) to encourage infill development.
- While generally keeping residential density consistent with the current densities allowed in the Shiloh community, promote some greater densities and development patterns in transition areas.
- Incorporate infill criteria and design parameters into the overlay district created for the Shiloh neighborhood. Provide for cottage housing in this overlay zoning through a process requiring conditional approval by Asheville City Council.

Areas initially identified by the Shiloh Community Task Force and the Asheville Planning and Development Department as possible infill sites include:

- Land behind the South Forest Shopping Center. This has been identified as a possible location for a cottage housing development and also identified as a possible location for a neighborhood school. (See Parcel Map #1)
- Chapel Park Place/Chapel Park Road Areas. This area has significant vacant infill opportunities for the development of single-family homes in patterns consistent with the surrounding residences. New roads would need to be created to enable this development to occur. The resulting connectivity of existing dead end streets would serve the entire community. An eight lot subdivision has been approved between Bostic Place and Chapel Park Place which could serve as a model for this type of infill development. (See Parcel Map #2)
- The area between West Chapel and Shiloh Roads between Brooklyn and Caribou. Again, this area lacks connectivity which would be beneficial not only for providing housing but for providing alternative traffic routes. (See Parcel Map #3)
- Property off of Ardmore and Forest Streets near Caribou. This property, with access improvements, could provide single-family infill opportunities consistent with surrounding residential development. (See Parcel Map #4)



- The principal gateway into the community is Shiloh Road. This underutilized mixed use area could become an attractive entryway into the heart of Shiloh with the construction of townhomes and the provision of street trees and sidewalks. (See Parcel Map #5)



Parcel Map #1



Parcel Map #2



Parcel Map #3

Aerial photography from 2006



Parcel Map #4



Parcel Map #5

3. Designate areas for small commercial development in the community and restrict the incursion of commercial development from Hendersonville Road and Sweeten Creek Road.

The property located at the intersection of London and West Chapel Roads has long been designated as commercial property. While currently vacant, this property and the small commercial building located thereon represent an opportunity for a community based commercial or service operation.

However, outside of this area, it is strongly felt that commercial incursion should be prevented in the Shiloh community. Long threatened by change along the Hendersonville and Sweeten Creek Road corridors, the Shiloh community proposes that the City put in place mechanisms to reduce the impact of these heavy commercial areas and assure that non-residential development does not further intrude into the neighborhood.

- Explore the possibility of providing additional regulations for effective visual and noise buffers between commercially zoned land and adjacent residential properties.

- Recommend that no additional commercial incursion occur in the community.
- Promote the development of high quality and neighborhood oriented commercial development at the intersection of West Chapel and London Roads.

4. Examine the possibility/benefits of creating a National Register Historic District in appropriate parts of the Shiloh planning area.

In 1999, Shiloh was placed on the study list for the National Register of Historic Places. The original survey of the area included White Avenue, Jeffress Street, Caribou Road, Forest Road, Shiloh Road and West Chapel Road. A National Register Historic District would allow property owners to obtain tax credits for rehabilitation work done to houses, provided that they follow the guidelines established by the Secretary of the Interior. National districts are different from local historic districts, in that the property owner is not bound to follow historic guidelines unless they are applying for tax credits. Should the community determine that it wants to pursue designation the next step would be to undertake a full nomination report.

- Explore with the Asheville-Buncombe Historic Resources Commission staff the benefits and issues surrounding the implementation of a National Historic District in Shiloh.
- If it is determined that national historic designation should be pursued, a full nomination report should be prepared working with a consultant, hired by the community, who is experienced in preparing such reports.

#### Land Use Goal #5

Create neighborhood gateways/identity.

#### Issues

Gateways are landmarks, streetscapes or other areas that a visitor or resident first sees when entering a neighborhood or other destination. They can be simple or complex, large or small scale, specific to a single site or linear in form extending over a several block area. No matter what form a gateway takes, it should be readily associated with the location it is designed to “announce.” Each gateway into a community should draw on the assets of the area and reflect these special attributes.

#### Strategies

1. Create a primary gateway into the community along Shiloh Road.

As one enters the Shiloh neighborhood along Shiloh Road (off of Hendersonville Road), there currently exists no sense of arrival -- nothing to make one notice that they have entered a special community. Shiloh Road has been identified as the major gateway into the neighborhood and the entrance commonly traveled to get to the “heart” of the community.....the Linwood Crump Shiloh Recreation Complex. It is important to implement measures to create identity for Shiloh along this entranceway. This can be accomplished through means such as streetscape design and signage. Such improvements will strengthen neighborhood identity for residents living in the neighborhood as well as for outsiders passing through Shiloh.



- Work with the City to create appropriate tools and work with developers/property owners to develop townhomes on the property immediately east of Hendersonville Road along Shiloh Road. Such development will immediately identify Shiloh as a residential area and should contain identifying features of Shiloh residences such as front porches, pitched roofs, and orientation toward the street. Streetscape measures such as sidewalks and street trees will be important to establish this residential corridor.
- Provide a monument sign or sculpture and sign at the “triangle” (where White Avenue intersects with Shiloh Road). Such an identifying feature will indicate to all that they are entering the Shiloh community. The development of this intersection could be done in conjunction with students or design professionals.



2. Create smaller gateways to the community at the entrances along West Chapel and Caribou Roads.

While not as significant as the entryway along Shiloh Road to the identity of the neighborhood, it is felt that other principal entryways to the community should provide a message to citizens and visitors indicating entry into Shiloh. The other entryways identified by the Shiloh community where such identification would be of value are:

- The “corner” of West Chapel and London Roads. This intersection was identified during the community traffic calming forum as an area that needed attention. While traffic calming measures have been installed in the area, a re-examination of this intersection is warranted. It is suggested that some representative element of the community could be incorporated into this intersection.
- The West Chapel entryway off of Sweeten Creek Road. As one enters the residential area of Shiloh from Sweeten Creek Road, a small identifying sign would provide a sense of identity for those coming into Shiloh from the east. This sign should be coordinated with any street signage (colors, logo) developed.



3. Explore ways to obtain approval and funding for customized street signs within the Shiloh community.

Many neighborhoods in Asheville and other cities help to establish neighborhood identity through the use of distinctive street signage within the boundaries of an area. Such signage might contain unique lettering and/or an identifying logo for the community. The Public Works Department of the City of Asheville is willing to work with the neighborhood on a signage plan. The design of any unique sign requires approval from relevant City departments and obtaining funding for the signs.

- Work with the Public Works Department to design a sign that is distinctive to Shiloh and identifies the neighborhood.
- Gain approval for the sign design through the City of Asheville Traffic Engineer and Asheville Fire Department.
- Seek out grants and donations or other means to fund the new signs.

## Detailed Implementation Schedule

Implementation of many recommendations the Shiloh Community Plan is intended to be accomplished over a period of approximately 15 years. Some recommendations have a longer range vision and will entail ongoing efforts. This implementation will be a collaborative effort, involving the Shiloh residents, the Shiloh Community Association, and numerous other individuals and agencies, including the City of Asheville. Some action steps will be implemented with the development of zoning code and zoning map amendments but most of the action steps are operational in nature involving work from different parties.

# Shiloh Neighborhood Plan Implementation Matrix

Quality of Life Goal #1: Celebrate, promote and showcase community spirit, citizen participation, and neighborhood history.

Strategy: Strengthen the Neighborhood Association.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Actively recruit residents to chair and participate in community events and initiatives. (SCA)
			Make a concerted effort to bring new residents to Association meetings. (SCA)
			Plan an annual goal-setting community meeting. (SCA; COA)
			Work with partners to access training resources. (SCA; COA, Community Organizations)

Strategy: Promote Shiloh throughout Asheville and Buncombe County.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Continue to celebrate Shiloh annually with a community festival. (SCA; COA).
			Work with the local media to obtain coverage on Shiloh events, etc.
			Foster communication between the Shiloh Community Association and associations in nearby neighborhoods. (SCA, Other Neighborhood Associations, COA)
			Continue active participation in the Coalition for Asheville Neighborhoods. (SCA)
			Coordinate implementation of the Shiloh Community Plan 2025 with the City of Asheville and other agencies in order to garner support for such implementation in accordance with City policies. (SCA; COA)
			Give priority effort to the strategies proposed in Quality of Life Goal #3 in order to increase public safety in the Shiloh neighborhood. (SCA, COA)

Strategy: Complete a detailed history of the Shiloh neighborhood.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Reactivate committee work to gather and produce history. (SCA)			
Determine methods for displaying and disseminating the history once completed. (SCA, Community Organizations)			
Obtain publicity concerning the existence of this historical record. (SCA, Media)			
		Produce video capturing oral history. (SCA)	
		Examine ways to include the history in educational opportunities throughout Asheville and North Carolina. (SCA, Community Organizations)	

**Quality of Life Goal #2: Establish a community resource, recreation and education center.**

Strategy: Develop a plan and program concept for a resource center.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Appoint a committee to work on developing a detailed concept for the community resource center. (SCA, COA)			
Identify partners that can assist in the development and the purpose of the center. (SCA)			
Initiate implementation of the concept/vision. (SCA, Identified Partners)			

Strategy: Initiate programming as work is completed on the development of the resource center.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Establish format and resources needed for tutoring program. (SCA, Partner Organizations)			
Recruit local community residents and supporters to serve as tutors. (SCA, Partner Organizations)			
Initiate program and continue to evaluate its operation. (SCA, Partner Organizations)			



Strategy: Examine community partnerships as part of the development of the Shiloh Center.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Initiate a dialogue with the Asheville Police Department about improving police presence in Shiloh including examination of service to the area and the possibility of some form of police substation or similar operation. (SCA, COA)			
	Work with the Asheville-Buncombe Library system on library programming or development in order to expand on the improved community library newly enhanced at the Linwood Crump Shiloh Recreation Complex. (SCA, A-B Library System)		
	Establish and develop opportunities for local colleges/universities to utilize education outreach in the Shiloh community. (SCA, Local Colleges)		
Explore job training outreach with the Employment Security Commission of North Carolina and Asheville Buncombe Technical Community College. (SCA, ESC, AB Tech)			
	Form partnerships with such organizations as Mountain BizWorks and Joblink to provide job placement and small business development assistance. (SCA, Local organizations)		

Strategy: Utilize the newly constructed pavilion as a way to initiate interest in the idea of a Shiloh Resource Center.		
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)
		On-Going
		Continue to Expand programming at the Shiloh Garden Pavilion. (SCA)

Quality of Life Goal #3: Work to improve the livability of our neighborhood – particularly housing and the safety.

Strategy: Work to ensure a safe Shiloh.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Use the existing Shiloh Community Association rules with regard to solicitation to reduce unwanted intrusion into homes in the community. (SCA)
Work with the Asheville Police Department to identify problem areas where drug activity and loitering are prevalent and increase police presences in those areas at critical times. (SCA, COA)			
Investigate options for installing security and surveillance equipment at problem areas. (SCA, COA)			
			Continue to evaluate problems and review crime data as it is reported and received by the City of Asheville. (SCA, COA)
Establish programs within the neighborhood to encourage drug prevention and rehabilitation and to educate the residents of the community regarding the dangers of illegal drugs. (SCA, Community Organizations)			
Continue to explore and implement a drug free zone in the Shiloh community. (SCA, COA)			
	Work with the Asheville Police Department to create a Neighborhood Watch program. (SCA, COA)		
Have the Asheville Police Department educate the community on things that can be done to regulate noise problems. Work to implement these things. (SCA, COA)			
			Work with the Asheville Police Department to ensure reporting of and enforcement action on illegal activity. (SCA, COA)
Work with the City's Traffic Engineer to address issues concerning truck thru traffic, particularly along Caribou Road. (SCA, COA)			
Explore holistic supportive services (e.g. recreational and job opportunities) for Shiloh residents to address the prevention of criminal activity. (SCA, Other Organizations)			

Strategy: Improve pedestrian accessibility throughout the neighborhood.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
	Support the development of sidewalks along Caribou and Rock Hill Roads as set forth in the City's 2005 Pedestrian Plan. (SCA, COA)		
		Work to include other areas needing sidewalks in future City plans and capital budgets. (SCA, COA)	

Strategy: Improve the overall appearance and beauty of the Shiloh community.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Conduct a community assessment of appearance and safety issues that need addressing. Include: junked/abandoned vehicles; dilapidated housing; overgrown lots; graffiti; broken pavement; etc. (SCA, COA)			
Work with the City of Asheville and other partners to find ways to address the issues identified in the community assessment. (SCA, COA)			
			Conduct neighborhood-sponsored projects that increase pride, safety and investment in Shiloh. (SCA)

**Land Use Goal #1: Improve the infrastructure in the community.**

Strategy: Work with the City of Asheville and utility service providers to fully assess the critical infrastructure issues in the Shiloh neighborhood.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Work with the City and utility service providers to conduct a "neighborhood audit" of infrastructure problems in the community. (SCA, COA, Utilities)			
			Monitor the City's Capital Improvement budgeting process to stay abreast of planned improvements in the Shiloh community and lobby for community needs. (COA, SCA)

**Land Use Goal #2: Provide assistance for affordable housing and home improvement.**

Strategy: Provide assistance to current Shiloh residents to enable them to remain in their homes.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Work to identify affected property owners to come up with specific solutions to meet their needs. (SCA, COA)
Provide legal and financial education through the Community Resource Center. (SCA, Community Organizations)			
Provide guidance on home improvement assistance availability through the Community Resource Center. (SCA, Community Organizations)			

Strategy: Explore opportunities for the construction of affordable housing in the Shiloh community.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Work with the Asheville Planning and Development Department on mechanisms for making some of the infill development in the Shiloh community “affordable” according to the City’s definition of “affordability.” (SCA, COA)

Strategy: Provide residents with information on home improvement assistance available in the community.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			Provide information to residents about existing programs in Asheville that can be of assistance to families needing home improvements. (SCA, Community Organizations)
	Work with building supply entities and/or Asheville/Buncombe Technical Community College to provide classes on home maintenance for Shiloh residents. (SCA, Community Organizations)		



Strategy: Coordinate efforts to remove dilapidated and abandoned manufactured homes in the Shiloh community.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Work with the Building Safety Department in a coordinated campaign to identify abandoned/dilapidated manufactured housing and work to bring these properties up to code. (SCA, COA)			
Work with other organizations and Buncombe County to find ways to ease the burden on and assist property owners in the removal/disposal of dilapidated manufactured homes. (SCA, Community Organizations, Property Owners)			

**Land Use Goal #3: Maintain and develop opportunities for greenspace.**

Strategy: Retain and develop the green space along the creek.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Work with the City of Asheville and property owners adjoining the creek to define the possible nature of this greenway. (SCA, COA, Property Owners)			
Work with the City of Asheville Parks and Recreation Department to implement the objectives and design created. (SCA, COA)			

Strategy: Create additional green space and tree canopy in the neighborhood.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
			SCA will work with the property owners and developers in the neighborhood to identify opportunities to utilize land within and adjacent to new developments to create new open spaces and mini-parks. (SCA, COA, Property Owners)
Work with others to document the existing tree canopy level of the neighborhood. Set a goal for tree canopy levels and integrate this goal into land use planning and other programs. (SCA)			
Develop tree planting and tree preservation programs for residents and property owners in the community. (SCA)			

Strategy: Work to improve the recreation opportunities available at the Linwood Crump Shiloh Recreation Complex.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Survey the community and recreation complex users to determine what programming/facilities changes should be made to the Linwood Crump Shiloh Recreation Complex. (SCA, COA)			
	Work with the City of Asheville to develop identified facility and program improvements/enhancements in coordination with City plans and goals. (SCA, COA)		

**Land Use Goal #4: Protect, enhance and complement the existing character of Shiloh.**

Strategy: Create a Shiloh Overlay District.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Conduct information programs to inform residents and developers of the requirements and benefits of the overlay. (SCA, COA)			
When community consensus is achieved, work with the City of Asheville Planning and Development Department, gain adoption of an ordinance applying a design overlay to the core area of the Shiloh community. (SCA, COA)			

Strategy: Target areas, particularly in the core, for redevelopment and infill that complement existing development and are, or can be supported by existing infrastructure (or improved infrastructure).			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
Continue to work with the City of Asheville's Planning and Development Department to identify areas appropriate for infill development. Work with property owners to facilitate realization of infill. Provide incentives. (SCA, COA, Property Owners)			
While generally keeping residential density consistent with the current densities allowed in the Shiloh community, promote some greater densities and development patterns in transition areas. (SCA, COA)			
Incorporate infill criteria and design parameters into the overlay district created for the Shiloh neighborhood. Provide for cottage housing in this overlay zoning through a process requiring conditional approval by Asheville City Council. (SCA, COA)			

Strategy: Designate areas for small commercial development and restrict the incursion of commercial development from Hendersonville Road and Sweeten Creek Road.			
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)	On-Going
	Explore the possibility of providing additional regulations for effective visual and noise buffers between commercial zoned land and adjacent residential properties. (SCA, COA)		Recommend that no additional commercial intrusion occur in the community.
			Promote the development of high quality and neighborhood oriented commercial development at the intersection of West Chapel and London Roads. (SCA, COA, Property Owners)

Strategy: Examine the possibility/benefits of creating a National Register Historic District in appropriate parts of the Shiloh planning area.		
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)
	Explore with the Asheville-Buncombe Historic Resources Commission staff the benefits and issues surrounding the implementation of a National Historic District in Shiloh. (SCA, COA)	
	If it is determined that national historic designation should be pursued, a full nomination report should be prepared working with a consultant, hired by the community, who experienced in preparing such reports. (SCA, COA, Consultants)	
		On-Going

**Land Use Goal #5: Create neighborhood gateways/identity.**

Strategy: Create a primary gateway into the community along Shiloh Road.		
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)
	Work with the City to create appropriate tools and work with developers/property owners to develop townhomes and residential-looking office buildings on the property immediately east of Hendersonville Road along Shiloh Road to identify Shiloh as a residential area at its entrance. (SCA, COA, Property Owners)	
	Provide a monument sign or sculpture and sign at the "triangle" (White Avenue/Shiloh Road intersection) to indicate entrance into the Shiloh community. (SCA)	
		On-Going



Strategy: Create smaller gateways to the community at the entrances along West Chapel and Caribou Roads.		
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)
Create gateway element at the intersection of West Chapel and London Roads. (SCA)		
Establish small identifying sign at the West Chapel entryway off of Sweeten Creek Road. (SCA)		

Strategy: Explore ways to obtain approval and funding for customized street signs within the Shiloh community.		
Short Term (1-2 Years)	Intermediate Term (2 to 5 Years)	Long Term (5 to 10 Years)
Work with the Public Works Department to design a sign that is distinctive to Shiloh and identifies the neighborhood. (SCA, COA)		
Gain approval for the sign design through the City of Asheville Traffic Engineer and Asheville Fire Department. (SCA, COA)		
	Seek out grants and donations or other means to fund the new signs. (SCA, COA, Community Organizations)	

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