



January 2019



**FAYETTEVILLE DOWNTOWN  
URBAN DESIGN PLAN**

*Fayetteville, North Carolina*



**WALKER**  
PARKING CONSULTANTS





# FAYETTEVILLE DOWNTOWN URBAN DESIGN PLAN

A 5-year guide to the continued growth of Fayetteville as a vibrant regional center, cultural and recreational destination, and well-functioning neighborhood.

PREPARED FOR

City of Fayetteville, North Carolina

MAYOR AND CITY COUNCIL

Mitch Colvin

Mayor

Theodore W. Mohn

Mayor Pro Tem, District 8

Kathy Jensen

City Council, District 1

Dan Culliton

City Council, District 2

Tisha Waddell

City Council, District 3

D.J. Haire

City Council, District 4

Johnny Dawkins

City Council, District 5

William Joseph Leon Crisp

City Council, District 6

Larry Wright

City Council, District 7

James William Arp, Jr.

City Council, District 9

CONSULTANT TEAM

Urban Design Associates

Stewart, Inc.

Walker Consultants

SFL+a

STEERING COMMITTEE

Christine Michaels

Citizen At Large

Otis Cuffee

Citizen At Large

Veronica Jones

Citizen At Large

Debbie Liebers

Citizen At Large

Michael Jones

Citizen At Large

Belinda Bryant

Citizen At Large

Lori Epler

Citizen At Large

David Ray Evans

Citizen At Large

Tony Chavonne

Citizen At Large

Jerry Newton

City of Fayetteville, Development Services Director

Taurus Freeman

City of Fayetteville, Planning & Zoning Division

Manager

Jay Reinstein

City of Fayetteville, Assistant City Manager

(Community Investment)

Karen Estep

City of Fayetteville, Planning & Zoning Division,

Office Manager

Craig Harmon

City of Fayetteville, Planning & Zoning Division,

Senior Planner

TABLE OF CONTENTS

EXECUTIVE SUMMARY	3	IMPLEMENTATION ACTION PLAN	27
		Update Zoning and Development Standards	28
HISTORIC FAYETTEVILLE	4	Focus Economic Development Strategies	30
EXISTING CONDITIONS	5	Improve Public Realm and Multi-Modal Connections	32
COMMUNITY INPUT	7	Improve Parking Management	33
		Improve Stormwater Management and Flood Mitigation	34
URBAN DESIGN INITIATIVES	8	SUMMARY	35
Stimulate Ballpark-area Investment	9	APPENDIX	37
Create a Downtown District	12		
Improve Downtown’s Gateways	14		
Foster Downtown Living	16		
Strategically Locate Cultural Venues	18		
Improve Mobility and Streetscapes	23		
Enhance Parks and Trail Connections	26		



# EXECUTIVE SUMMARY

The vision for Downtown Fayetteville is to become a more vibrant, attractive, and engaging destination for residents and visitors.

The Downtown Urban Design Plan is the result of a planning process, which combined extensive citizen input with principles of good urban design, to become a guide for improving Downtown Fayetteville in the next five to ten years. By envisioning the future of Downtown Fayetteville, key urban design initiatives become clear, as do the actions needed to achieve them.

## URBAN DESIGN RECOMMENDATIONS

- 1. **Stimulate Ballpark-area Investment:** Leverage the Fayetteville Ballpark and neighboring investments by transforming the City Hall block into a mixed-use sport and entertainment destination
- 2. **Create a Downtown District:** Create a Downtown District by expanding the Hay Street experience to Russell Street
- 3. **Improve Downtown's Gateways:** Establish downtown's identity at its gateways, and carry it through the Downtown District area
- 4. **Foster Downtown Living:** Promote residential development zoning to create a downtown neighborhood with diverse housing options
- 5. **Strategically Locate Cultural Venues:** Establish the parameters for locating a Performing Arts Center that maximizes its contribution to downtown's vitality

- 6. **Improve Mobility and Streetscapes:** Promote a well-connected and beautiful downtown by improving walkability and bikeability, managing parking, and enhancing streetscapes and public spaces
- 7. **Enhance Parks and Trail Connections:** Improve stormwater management and public spaces (trails and parks) to address the growing impacts of flooding

## IMPLEMENTATION ACTION ITEMS

The cooperation and efforts of many City of Fayetteville departments, community partners, and allied agencies are essential to achieve the goals described in the Urban Design Recommendations. An Implementation Action Plan identifies the individual tasks that each of these groups should take action on:

- Update Zoning and Development Standards
- Focus Economic Development Strategies
- Improve Public Realm and Mutli-modal Connections
- Improve Parking Management
- Improve Stormwater Management and Flood Mitigation

Taken together, these recommendations and action items can lead the City of Fayetteville and its citizens towards achieving the next evolution of downtown — a vibrant, active, successful, and attractive destination for residents and visitors alike.



**Downtown Urban Design Master Plan** Downtown's future growth will come from expanding the urban pattern of buildings, blocks, streetscapes, parks, and trails to create a fuller downtown experience.



**Street Transformations** By transforming downtown's streets into complete streets designed for everyone, not just motorists, Downtown can become a safe and attractive place to walk, bicycle, live, work, shop, dine, be entertained, attend festivals, and engage in healthy and wholesome recreation.



**Better Regulated Development** Zoning and development standards are key to achieving the type of place citizens desired.



# HISTORIC FAYETTEVILLE

Anchored by the Market House, Downtown Fayetteville is a traditional main street area with a proud past.

## HISTORIC CENTER OF THE REGION

Fayetteville is the county seat of Cumberland County, originally settled in the first half of the 18th-Century near the banks of the Cape Fear River. Today, Fayetteville is the center of a 200,000-population region that includes the military installations of Fort Bragg and Pope Airfield.

The historic downtown of Fayetteville is located a mile west of the Cape Fear River, on the eastern side of the populated region, and approximately 13 miles from Fort Bragg. At its center is the Market House, a 1832 structure situated at the intersection of Hay Street, Person Street, Green Street, and Gillespie Street. Three blocks of Hay Street and one block of Person Street comprise the historic main street of Fayetteville, consisting of over 122 older traditional buildings. Nearby, Cross Creek flows eastward to the Cape Fear River.

Surrounding the main street area of downtown are a variety of civic and municipal buildings, including Fayetteville City Hall, the Cumberland County Courthouse and Jail, churches, residential, commercial, and light industrial and other buildings. Community gathering spaces, such as Festival Park and Cross Creek Linear Park lay along the Cross Creek floodplain. Nearby, the Airborne Special Operations Museum and Veterans Park welcomes visitors and families associated with the region’s military presence.

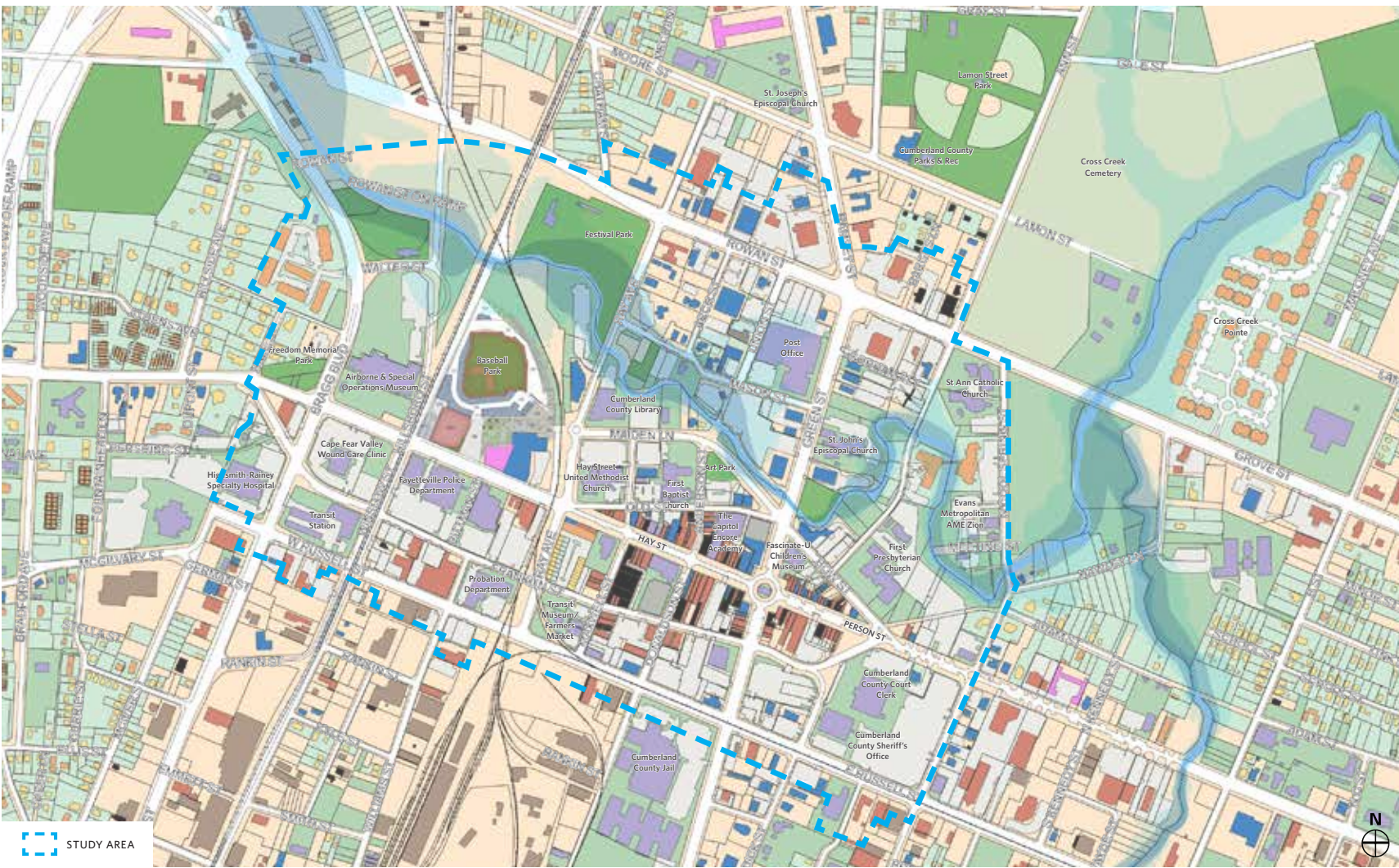
More recently, Downtown Fayetteville has seen investment in the former Prince Charles Hotel into rental apartments, alongside the new construction of a hotel, and Fayetteville’s Minor League Baseball stadium which will open its inaugural season in 2019 as the home to the Fayetteville Woodpeckers, the Houston Astros’ Class-A affiliate.

## PRIOR STUDIES

In recent years, several master plans and economic studies have been prepared for the downtown area:

- *Downtown Renaissance Plan Update* (2013)
- *Urban Land Institute Technical Advisory Panel* (2015)
- *Market Analysis and Transformation Strategy Development*
- *Economic and Business Development Strategic Action Plan* (2016)
- *Arts & Entertainment District* (2016)
- A *Downtown Parking Study* is being conducted concurrently with this plan,

This report, the *Downtown Urban Design Plan*, updates and builds upon these prior efforts, providing a vision for what initiatives and investments should be made in the coming five to ten years.



**Existing Conditions Basemap** The core of Downtown Fayetteville is centered around the Market House and along Hay Street and Person Street, just one block south of Cross Creek. As the County Seat, civic and cultural center, and central business district, downtown bring visitors to conduct business, worship, learn, shop, gather and be entertained, dine, and recreate. In surrounding blocks, a mix of commercial and industrial buildings remain among vacant and underutilized properties. Beyond, downtown gives way to residential neighborhoods, natural areas, and other commercial districts.



Market House



Hay Street Retail



Cross Creek



# EXISTING CONDITIONS

Downtown Fayetteville is a historic and civic center for the community, a place where people gather, shop and dine, do business, and enjoy parks and natural spaces.

### THE STUDY AREA

The scope of the *Downtown Urban Design Plan* is focused on the core of Downtown Fayetteville, and coincides with the current Municipal Services District area. Essentially, the area includes the historic main streets of Hay Street, and Person Street, and the surrounding blocks. The northern boundary runs along Rowan Street and Grove Street, while the southern boundary includes both sides of Russell Street. Also included are Rutherford Street and Bragg Boulevard to the west, and Cool Spring Street to the east.

### ANALYSIS AND UDA X-RAYS™

Among the first steps in the planning process is to establish an understanding of the current physical conditions and layout of downtown. A series of UDA X-Rays™ were prepared, which are maps that depict different geographic aspects of land, uses and transportation, illustrating patterns which reveal the underlying structure of the study area.

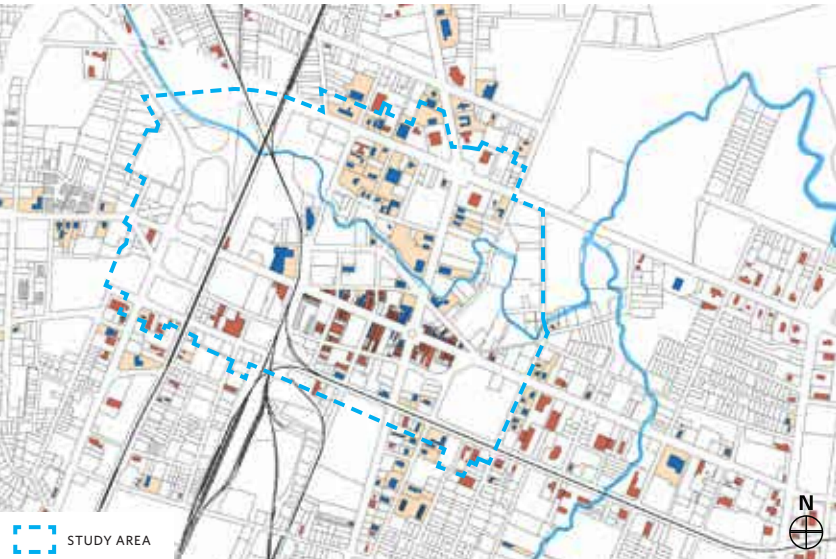
The series of maps that were created include:

- **Aerial Photograph** depicting the area as seen from above
- **Floodway and Floodplain** illustrating the floodway, and 100- and 500-year floodplains where major flooding events have occurred at least six times in the last 100 years, including Hurricane Matthew (2016) with the river cresting at flood stage 58.94

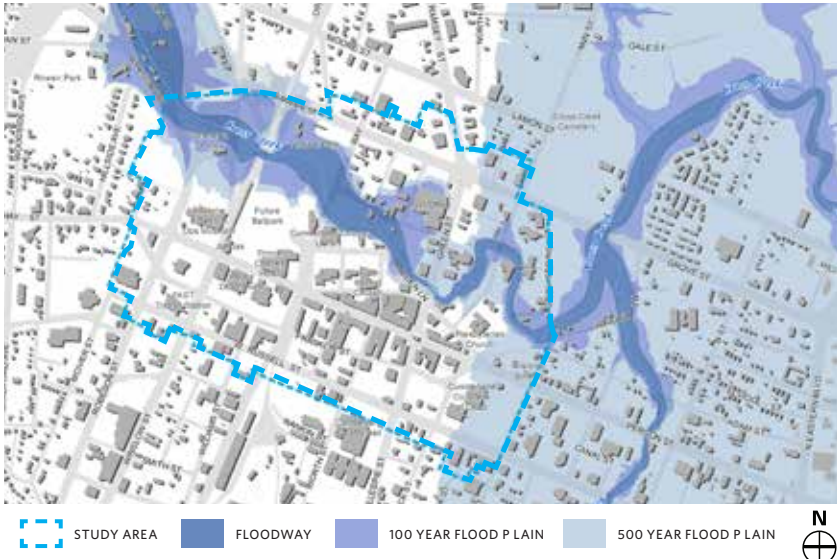
- ft. and Hurricane Florence with a crest of stage 61.58 ft (minor flooding occurs at stage 35 ft)
- **Topography** revealing the land forms that shape development, particularly waterways and hills
- **Ownership** focusing particularly on what property is owned by the largest entities, in this case the City of Fayetteville and Cumberland County
- **Commercial** showing where retail and commercial activity is present, such as shops, restaurants, and businesses open to the public
- **Parking** illustrating the location, type, and quantity of off-street surface or structured parking within the study area
- **Residential Uses** where people live downtown
- **Office Uses** where people work downtown
- **Institutions, Parks and Open Space** — the location of schools, churches, public parks and other open spaces that may be seen as part of the community's shared spaces
- **Streets and Traffic** the size and relative amount of traffic on the areas streets and roads
- **Portrait of Existing Conditions** summary map that depicts all the land uses together in one image, which is then used as the base map for the recommendations



**Aerial View** Downtown Fayetteville is situated just south of Cross Creek. To the north and south are commercial and industrial uses. West of downtown is the Haymount neighborhood, and to the east and southeast are smaller neighborhoods of moderate and low-income housing. A new baseball park is being constructed along the western side of downtown.



**Retail, Office, Commercial** As a central business district, Downtown Fayetteville has a number of retail and commercial (red) uses along the traditional main street of Hay Street and Person Street on either side of the Market House. Other, typically one-story, retail and office (blue) buildings are located north of Cross Creek or dispersed around the edges of downtown along major roads.



**Floodway and Flood Plain** The 100-year floodplain includes a significant portion of the land adjacent to Cross Creek. The 500-year floodplain of the Cape Fear River, the main channel of which is one mile east, encompasses the eastern side of downtown. Major flooding events have occurred at least six times in the last 100 years. Most recently with Hurricane Matthew (2016) with the river crest of 58.94 ft and Hurricane Florence with a crest of 61.58 ft (minor flooding occurs at 35ft).



**Residential Use** Only a few residential options are provided in the core of downtown or in surrounding blocks. Haymount neighborhood is west of downtown, while Cross Creek Point, a subsidized housing development, the Hope VI housing development, and the B Street neighborhood are located to the east.



KEY FINDINGS

1. Downtown is a commercial district with many older buildings arranged side-by-side like a historic main street, along four city blocks on Hay Street and Person Street. This is the most attractive, walkable, and downtown-like part of the study area, centered around the historic Market House.
2. Downtown Fayetteville is a center for government-related office uses, but is not a sizable commercial center. Similarly, there are few opportunities for living downtown.
3. Government facilities and other tax-exempt properties (such as churches, schools, and parks) dominate the area around the main street buildings. While these properties bring people to the downtown area, they do not directly produce economic activity or tax revenue.
4. Cross Creek (and to a lesser extent Blounts Creek to the east) is a natural barrier to the growth northward of a traditional urban district.
5. The Cross Creek Linear Park is a greenway that is a recreational amenity for downtown. It provides a pedestrian connection between Festival park and the Art Park. The trail system proceeds eastward to the Cape Fear River Trail and Botanical Garden, although a section of the trail was damaged during Hurricane Matthew and has yet to be repaired. Connections from the Cross Creek Linear Park west to Rowan Park and south along Blounts Creek could connect more neighborhoods to downtown.
6. Parking downtown is provided primarily by surface parking lots, with one City-owned parking garage and on-street spaces providing the rest. As the concurrent Downtown Parking Study indicates, there are over 4,000 publicly-accessible spaces downtown, far in excess of what was observed being used at peak times throughout the week.
7. Traffic is greatest along the 4- to 7-lane sections of Robeson Street/Bragg Boulevard and Rowan Street/Grove Street thoroughfares on the west and north edges of downtown. The remainder of downtown streets are not heavily used (6,000 to 12,000 vehicles per day) even though some streets are as large as 5-lanes wide. Trains continue to traverse the study area, including Amtrak which stops along Hay Street, as well as other rail service lines; at times these trains cause inconvenience or noise pollution.
8. Nearby destinations include the historic district and residential neighborhood in Haymount to the west, and Fayetteville State University to the northwest. Nearby access to Martin Luther King Jr. Boulevard and Business I-95 provides easy access to other neighborhoods, Fort Bragg, the region, and beyond.
9. Zoning downtown has shaped the built environment. The Downtown (DT) District covers the core of the study area with an urban building standard. Other suburban-style commercial districts are located around the edges of downtown which have setbacks and parking requirements that not intended for walkable districts.



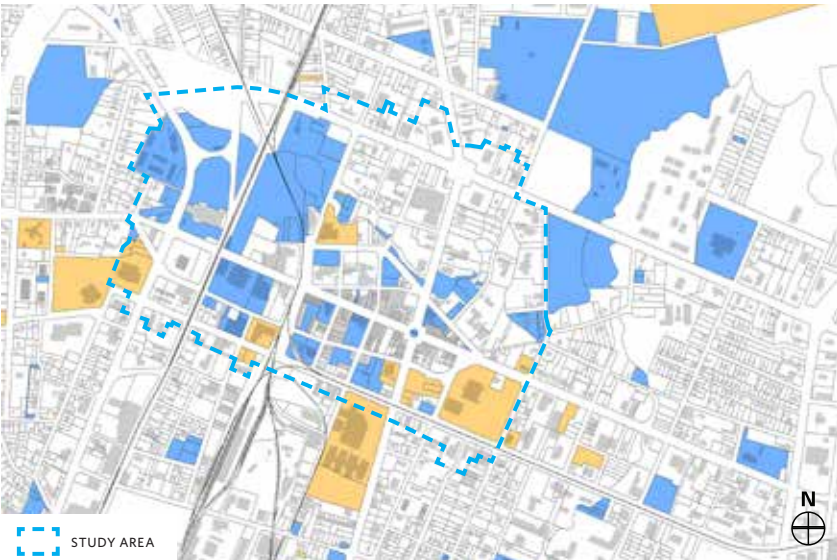
**Institutions, Parks, and Open Space** Many institutions are located downtown, including the municipal functions of the City of Fayetteville and Cumberland County, as well as several museums, churches, and schools. In and near downtown there are several parks and recreation areas, particularly along Cross Creek, which along local cemeteries comprise more publicly-accessible land than is typically found in the historic core of comparably-sized cities.



**Tax Productivity by Land Area** In analyzing the tax productivity of land, that being the amount of property taxes paid per area of land, the historic core of Downtown Fayetteville contributes the greatest tax revenue per acre of land. Darker colors represent higher property taxes paid, while lighter colors represent lower taxes paid, while properties in gray are exempt from paying property taxes. Multi-story, mixed-use, urban buildings and land are more highly valued and appraise higher than single-story, automobile oriented, suburban-format buildings and land. Most of the highest tax-producing land is located downtown, but is surrounded by low- and no-tax producing property.



**Surface Parking** Downtown is well served by surface parking in both public and private parking lots. Almost without exception, surface parking consumes significant amounts of land on every block downtown, and parking lots are present on every block of every street with the exception of only two of the four historic blocks along Hay Street and Person Street. In a companion study, Walker Consultants found that less than half of the 4,360 parking spaces available downtown are being used during peak hours each week.



**Ownership** The two largest land-owners are the City of Fayetteville (blue) and Cumberland County (yellow), which include sizable areas of park space, surface parking, or one-story buildings. Management of municipal-owned and controlled property could play a significant role in the transformation of downtown.



# COMMUNITY INPUT

In public meetings, stakeholder interviews, and public commentary, over 100 citizens guided the formation of the plan.

In addition to the maps and observations of existing conditions, the planning process included meetings with dozens of community residents, elected officials, organizations, business owners, property owners and interested citizens. A public meeting was held at City Hall on August 13, where citizens were asked to provide their comments and input. Stakeholder group meetings and one-on-one conversations were held August 13-15, and October 22-26, 2018, with numerous groups representing different interests downtown. Two public meetings were held during the design workshop, on October 23 and 25, 2018.

## STAKEHOLDER COMMENTS

In speaking with nearly 100 business and property owners, residents, visitors, community leaders, and other stakeholders, their common concerns include:

- Supporting visitors coming downtown for dining, entertainment, festivals and events, and shopping
- Walkability in the core is good, but does not extend beyond the main street
- Visitors describe it as “charming, delightful, quaint, and a pleasant surprise”
- New restaurants, breweries, and residences are attracting people downtown
- There are plenty of places to park, but not always in the right place for visitors or employees
- The new baseball stadium will bring many new visitors downtown

- While Hay Street feels safe and is beautiful, the other streets do not have the same feeling
- Way-finding to available parking and side street businesses is lacking
- Connecting to the Cape Fear River Trail is important
- Locating a performing arts center downtown is a real opportunity
- Residential options are few and expensive
- It’s difficult to bicycle along existing roads
- Lighting and sidewalks away from Hay Street are different and lacking
- The experience arriving downtown from I-95 is not appealing
- Separation distance requirements between churches and bars is problematic
- Too many vacant buildings and storefronts

## PUBLIC COMMENTS

At the public meeting, attendees were asked for their thoughts and priorities:

- Positives:** Walkability, proximity to businesses and employment, the parks and trails, the new baseball stadium, and the FAST/bus facility.
- Improvements Needed:** Affordable places to live, accommodations for employee parking, more recreational activities, bicycle lanes, and better crosswalks.
- Priorities:** More restaurants, shopping, events, and cultural activities, walking trails, and additional parking (particularly during ballgames).

## MAPPING EXERCISE

A public input exercise was also conducted where participants placed colored dots on maps signifying areas they felt were positive strengths for downtown, areas of weakness or problems, and areas where the greatest opportunity existed to improve upon what Fayetteville already is.

**Strengths:** Not surprisingly, the places that were most desirable today included (in green) the main street blocks of Hay Street and Person Street, Airborne and Special Operations Museum, the future ballpark, Festival Park, and other green spaces. These core areas are where most everyone goes when they are downtown for dining, cultural events, recreation, or other community gatherings.

**Weaknesses:** Weak areas (in red) were limited to large parking lots, busy intersections, vacant or dilapidated buildings, and other places people see as a negative.

**Opportunity:** The lands of opportunity (in blue) were focused in the blocks around Hay Street, where businesses and properties are close to the foot traffic along the main street but aren’t seen as part of the same place. Also, opportunities include some of the vacant or underutilized buildings and property, as well as along the parks and trail system.

Together, the input received led us to consideration of several strategic initiatives that would be fundamental to advancing Downtown Fayetteville in the next five to ten years.



Public Input Dots Exercise Map

WEAKNESSES STRENGTHS OPPORTUNITIES



Stakeholder Focus Group Meetings



Participants in the public meeting at City Hall



Design Workshop Feedback after Presentation



Public Open House at the Design Workshop



# URBAN DESIGN INITIATIVES

Seven key urban design investments will transform Downtown Fayetteville into a vibrant and prosperous neighborhood destination.

Emerging from both public commentary and the analysis of physical conditions came seven essential urban design initiatives that Fayetteville should focus on to take downtown to the next level. Advancing investments in physical improvements and adopting stronger development policies can chart a new course for Fayetteville’s future. If in the next several years the City, private investors, and community organizations work together to achieve these initiatives, the issues facing the community when the next downtown plan is commissioned will be fundamentally different because of the recent accomplishments.

The urban design initiative areas for Downtown Fayetteville are:

- 1. **Stimulate Ballpark-area Investment:** Leverage the Fayetteville Ballpark and neighboring investments by transforming the City Hall block into a mixed-use sport and entertainment destination
- 2. **Create a Downtown District:** Create a Downtown District by expanding the Hay Street experience to Russell Street
- 3. **Improve Downtown's Gateways:** Establish downtown's identity at its gateways, and carry it through the Downtown District area
- 4. **Foster Downtown Living:** Promote residential development zoning to create a downtown neighborhood with diverse housing options
- 5. **Strategically Locate Cultural Venues:** Establish the parameters for locating a Performing Arts Center that maximizes its contribution to downtown's vitality
- 6. **Improve Mobility and Streetscapes:** Promote a well-connected and beautiful downtown by improving walkability and bikeability, managing parking, and enhancing streetscapes and public spaces
- 7. **Enhance Parks and Trail Connections:** Improve stormwater management and public spaces (trails and parks) to address the growing impacts of flooding



Urban Design Initiatives Overview

INITIATIVE FOCUS AREAS (BLUE CIRCLES)

- 1. City Hall and Ballpark Investment
- 2. Downtown District
- 3. Gateways
- 4. Downtown Neighborhood
- 5. Possible Performing Arts Center
- 6. Streetscape Enhancements
- 7. Parks and Trails



# Stimulate Ballpark-Area Investment

## Leverage the Fayetteville Ballpark and neighboring investments by transforming the adjacent blocks into a mixed-use sport and entertainment destination.

The arrival of the Fayetteville Woodpeckers, the Houston Astros’ A-Affiliate, and its new 4,444-seat ballpark is a tremendous boon to the downtown economy and experience. As in many major-league markets, a new ballpark encourages people from all over the region to come downtown for an experience they’ve not had in decades. Fans come, not only for the game-time experience, but also for the enjoyment of exploring Downtown Fayetteville as they may never have before. It becomes especially critical that visitors to downtown, particularly first-timers, have a memorable and positive experience on any given day, regardless of it occurring Opening Day, or during on- or off-season. First impressions are everything and Fayetteville has the obligation to make it a favorable and memorable one.

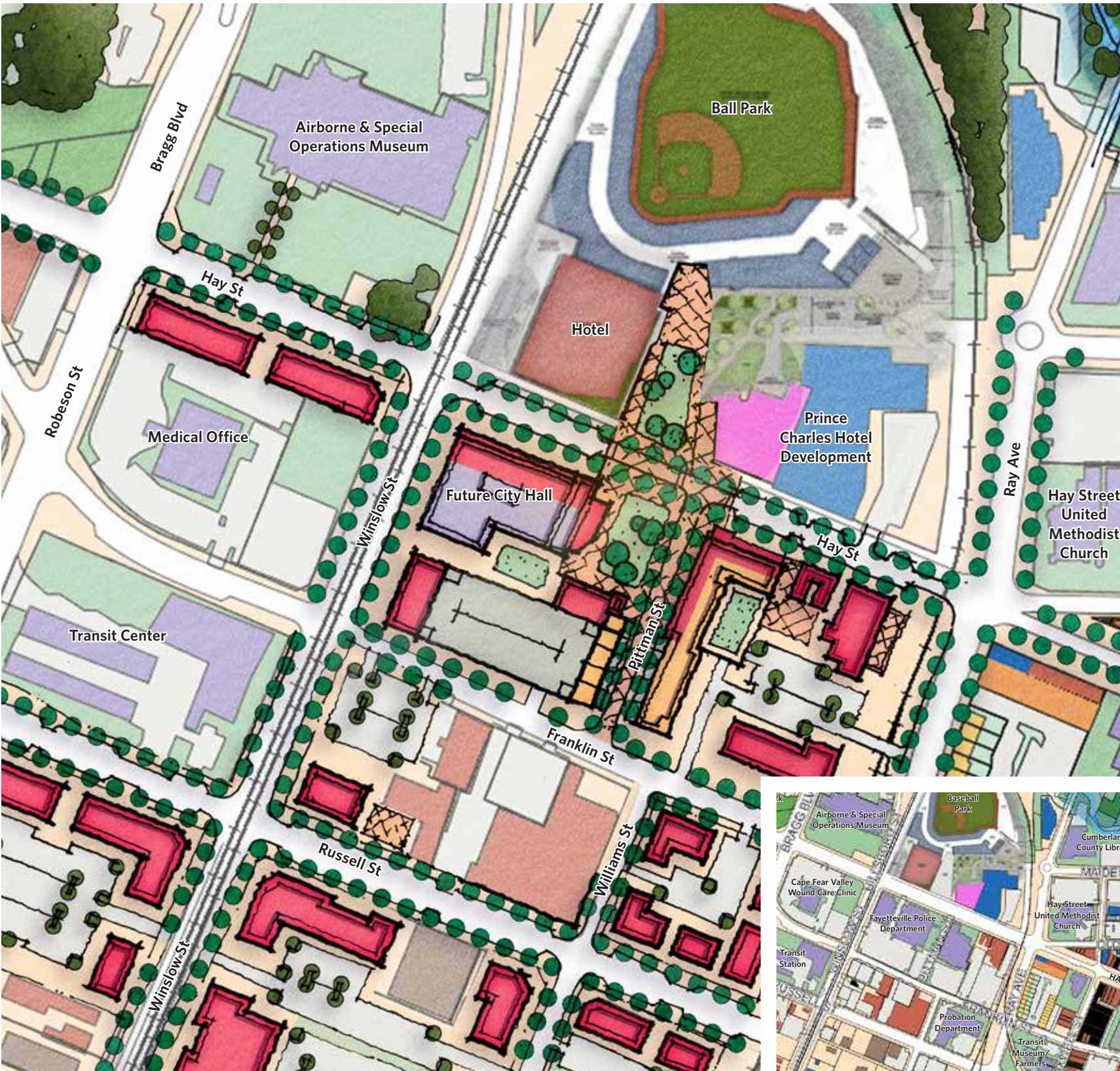
One of the most important reasons for locating a ballpark in a downtown is to capitalize on the “dinner and a show” experience. Whether the “show” is actually competitive sports or a cultural event, part of the experience is making your way downtown, finding a place to park, walking from your parking space to the venue, and retracing your steps after the game. If downtown is a vibrant place, having access to a social experience before or after the game extends the evening from just the event to a full experience. This, more than anything else, differentiates downtown from its competition in suburban locales. The aim

is to leverage the millions of dollars of public investment in a downtown ballpark into a greater amount of private investment and economic activity that supports visitors spending their time and money downtown.

The intent is to maximize the spending, i.e., sales and property tax revenue, spun-off from the ballpark in nearby businesses and property. While well-placed, the ballpark is surrounded on almost all sides by uses that are inactive at the times baseball is played — government facilities, museums, churches, and parks are often quiet or inactive at night. Downtown should take advantage of the tens of thousands of visitors each year by providing them with additional destinations they might enjoy, such as places to dine, shop, and be entertained.

Directly south of the ballpark is where City Hall and the Police Department are located today. Almost the entire block becomes inactive after 5 pm, right when baseball fans arrive for the action. Instead of being greeted by empty civic buildings, that block would benefit from restaurants, entertainment, and other attractions that entice fans to arrive early and stay late.

The development strategy is to convert the civic uses on the south side of the 400 block of Hay Street to tax-paying attractions, while



Proposed Development

Existing Conditions



URBAN DESIGN RECOMMENDATIONS

- Consolidate surface parking into a publicly-owned garage supporting multiple redevelopment sites
- Redevelop city-owned buildings and property into tax-paying mixed-use development
- Require multi-story development with office or residential uses above ground floor activity that takes advantage of attendance at the ballpark
- Create an urban pedestrian plaza on the south side of Hay Street, connected to the ballpark across Hay Street, for festivals and game-day celebrations
- Promote new buildings in an urban format, aligned along the street with parking and service behind

simultaneously increasing private investment on a block where there is none today. This can be accomplished in a phased approach.

1. To begin, one must make room for new development on a site that is otherwise 1- to 3-story buildings and surface parking. To accommodate additional development, more parking must be provided which can be accomplished with a small (200–300 car) parking garage on the southwestern portion of the block. This would support 100,000 square feet or more new development within the block without requiring more surface parking.
2. The area where this parking garage is proposed is where the Police Department and City Hall currently have surface parking. In the interim, parking needs for both uses can be accommodated in adjacent surface parking lots, by leasing spaces from the new parking garage associated with the hotel development on the north side of Hay Street, or in the underutilized City-owned garage just two blocks away on Franklin Street.
3. The second major phase is to provide a site for a new mixed-use building with ground-floor active uses and office or other uses above where the Police Headquarters and vehicle storage buildings are situated. In their place, a new 100,000 square feet or larger mixed-use building with ground-floor commercial space and upper-floor offices or other uses could be accommodated. Most importantly, the ground floor uses should be active before and after baseball games, and on other days, to promote a longer stay. The upper floors could be leased to the City for offices, such as a new

location for City Hall, but the building and property should be taxable.

4. As part of the new mixed-use development, a new civic plaza can be integrated into the site to create a forecourt to the building — a place for gatherings, entertainment or outdoor dining, and become an extension of the entry being built as part of the ballpark on the north side of the street. To link the two spaces together and form a larger public space, the portion of Hay Street between the two spaces should be raised to sidewalk level and decoratively paved. Removable bollards could be incorporated to easily close off the street for game-day festivities or other special events.
5. If City Hall functions were relocated to the new mixed-use office building, or to another facility downtown, that would allow the current City Hall site to be redeveloped as well. Again, ground floor active uses are needed to serve the people attending ball games. The upper floors could be a range of uses, such as residential, office, or hotel rooms. If needed, parking could be integrated into the site so long as active uses face the street and square, effectively screening the parking from public view.
6. To further provide activity along Hay Street near the ballpark, new buildings should be developed on the south side of Hay Street across from the ASOM where surface parking is currently. This is an important development opportunity because it is a major gateway to downtown, and could return some currently tax-exempt property to the tax rolls.



Redevelop City-owned buildings and property into tax-paying mixed-use development



Create a urban pedestrian plaza with active ground floor retail



Activating Hay Street in front of the Ballpark with mixed-use development



Pedestrian plaza can be utilized for festivals and special events



## STEPS TO CREATING A NEW DESTINATION IN THE 500-600 BLOCKS OF HAY STREET

1. Provide structured parking in support of new development
2. Relocate police facilities elsewhere in downtown, possibly co-locating with the County Sheriff's department
3. Replace the police facilities with a mixed-use building with retail at ground-level and office or other uses above (possibly relocated City Hall)
4. Create new civic plaza that expands the ballpark entry plaza
5. Relocate City Hall to provide a redevelopment site
6. Develop a new mixed-use building on the former City Hall site with active ground-floor uses



Existing conditions



Perspective view of proposed Sports and Entertainment District

[View Location](#)



# Create a Downtown District

## Create a Downtown District by expanding the Hay Street experience towards Russell Street.

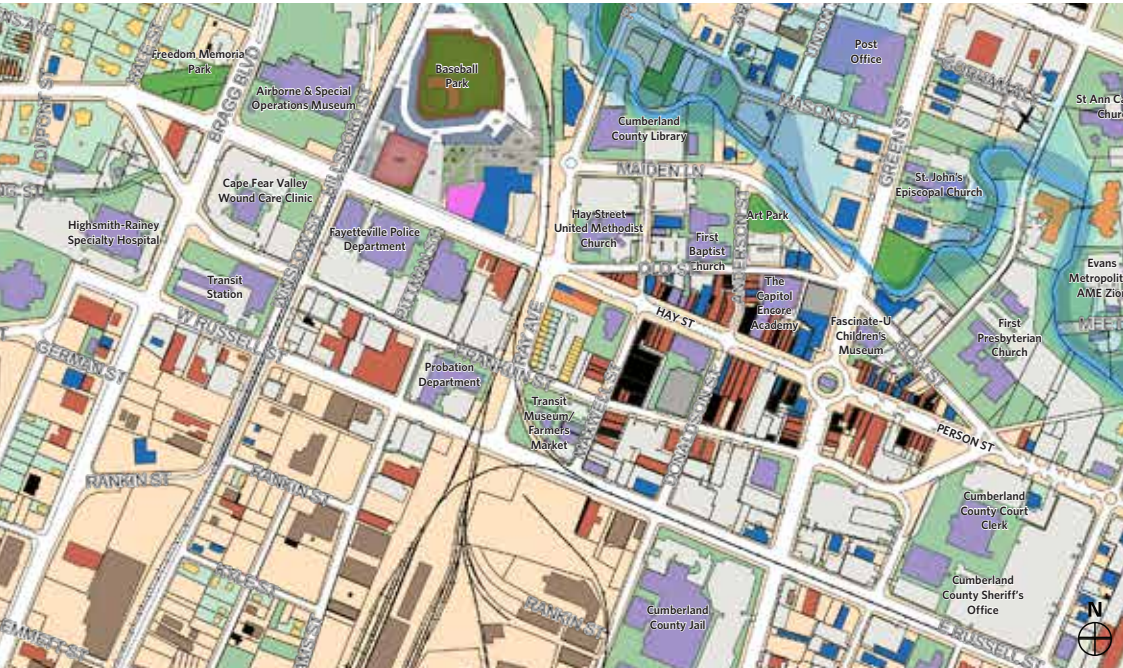
Many downtowns began as a small outpost, often around a street or square – the nucleus for retail trade and services. As the community grows, a main street develops along the street lined with buildings filled with shops, offices, and other activities. In time it grows beyond main street to the adjoining blocks, creating a downtown district.

Downtown Fayetteville’s Main Street began its growth along Hay Street and Person Street, with the Market House at its center. The continuous buildings along Hay Street and Person Street are an excellent example of main street form. Over time, however, the traditional main street hasn’t grown because it is no longer a central thoroughfare for Fayetteville.

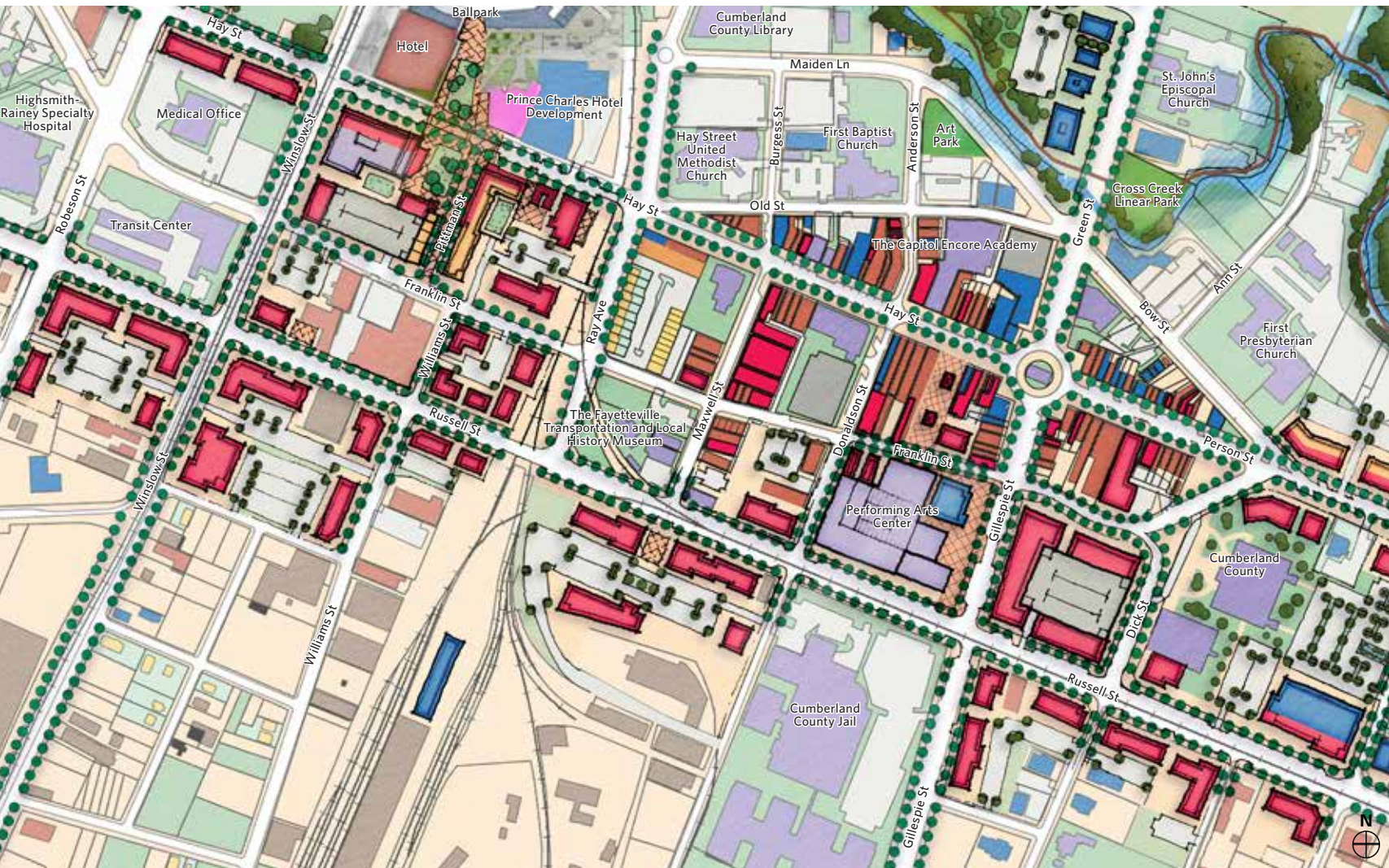
Instead, a handful of shops and businesses have appeared in the surrounding blocks but without feeling of a contiguous place. The next step for Fayetteville should be to promote a more fully realized downtown district by incorporating the surrounding blocks into the traditional framework of main street.

To enable a wider downtown experience, the patterns of land use, building forms, parking, and streetscape treatments should be more similar to that of a traditional downtown district.

**Uses:** Permitted uses in downtowns are more varied, including commercial, residential, and institutional uses. Industrial, storage, and low-intensity uses should not be permitted.



Existing Conditions



Downtown District Illustrative plan of a proposed downtown district

Active uses (retail, sometimes offices) are on the ground-floor, with residential or office uses above.

**Form:** Downtown buildings are located at the front property line, aligned with the street, and fill most of the street frontage and are typically two or more stories tall.

**Parking:** Parking is most often shared in public parking garages, or located on-street. If surface parking is provided, it is always in the interior of the block and never located at street corners.

**Streets:** The streets themselves are narrow and slow-speed, lined with buildings, wide sidewalks, pedestrian-scaled lighting, trees, landscaping, street furniture, and signage, this encourages activity and makes visitors feel welcome.

The area considered as Downtown Fayetteville should expand southward from Hay Street to encompass both sides of Russell Street, from Robeson Street to Cool Spring Drive.

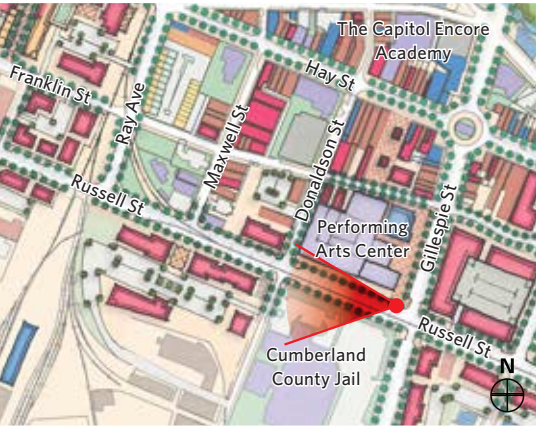
Within this expanded downtown, industrial uses should be converted to retail, commer-

cial, or residential. Buildings should not be set back from the street; rather they should engage the street along its length with active uses on the ground floor and other uses above. Surface parking should be minimized, with most parking provided in garages or on-street. Russell Street should be transformed into an urban avenue or boulevard; Franklin Street and other side streets should be lined with trees, wide sidewalks, and pedestrian-scaled lighting similar to Hay Street and Person Street so that visitors feel comfortable exploring, on foot or on bicycle, the entire breadth of downtown.



URBAN DESIGN RECOMMENDATIONS

- Create a larger downtown footprint by expanding the downtown zoning district to include both sides of Russell Street and other areas
- Require new buildings be in an urban format, aligned with the street, with parking and services located behind
- Improve streets by right-sizing the number of traffic lanes, adding protected bicycling facilities, improving pedestrian crosswalks, expanding side-walks, and adding landscaping or stormwater management features
- Encourage the redevelopment of underutilized surface parking lots into sites for new multi-story mixed-use buildings with shared parking garages



View Location



Existing conditions on Russell Street



**Russell Street** Becoming an urban thoroughfare, the transformation of Russell Street repurposes the outside travel lanes to on-street parking, landscaping, and protected bicycle lanes, providing a better environment for businesses, residents, commuters, bicyclists, and pedestrians.

Perspective view of proposed street transformation on Russell Street



# Improve Downtown's Gateways

Establish downtown's identity at its gateways, and carry it throughout the area.

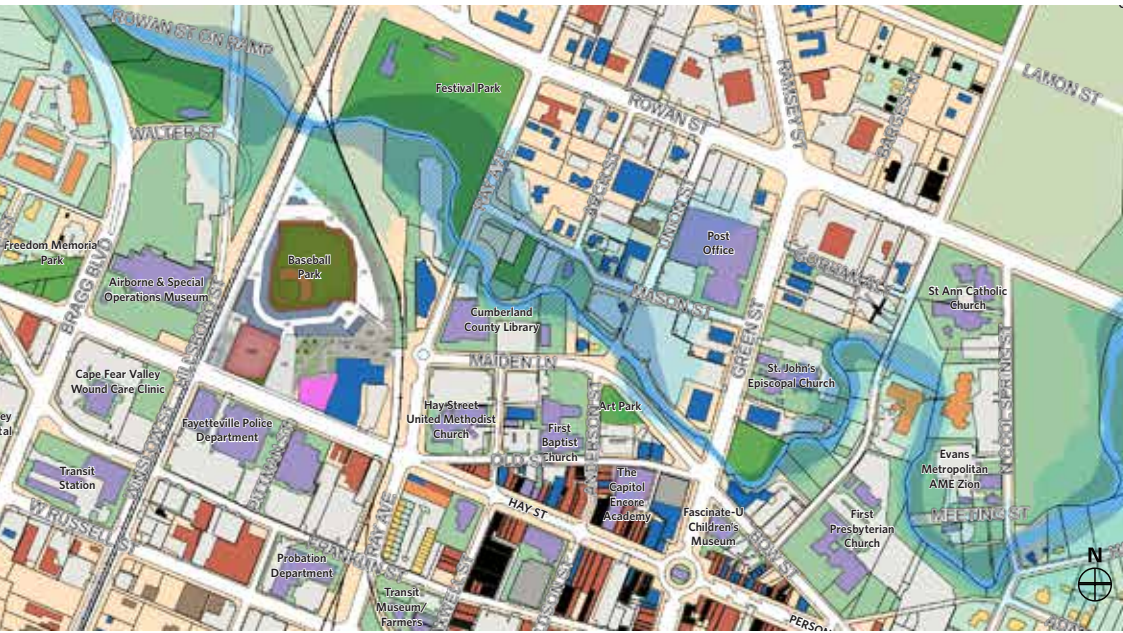
First impressions are critically important for downtowns. Whether its a first experience of finding your way around a new neighborhood, or feeling comfortable enough to be a repeat visitor, the visible impression when approaching or entering Downtown Fayetteville is important.

Downtown Fayetteville is several blocks away from the most heavily trafficked roadways in the area, Grove Street/Rowan Street to the north, and Robeson Street/Bragg Boulevard to the west. Because downtown lies several blocks away from these roads, it fails to give a favorable impression to drivers. The challenge, therefore, is to extend the urban design of downtown to its perimeter, effectively creating gateways into the heart of downtown.

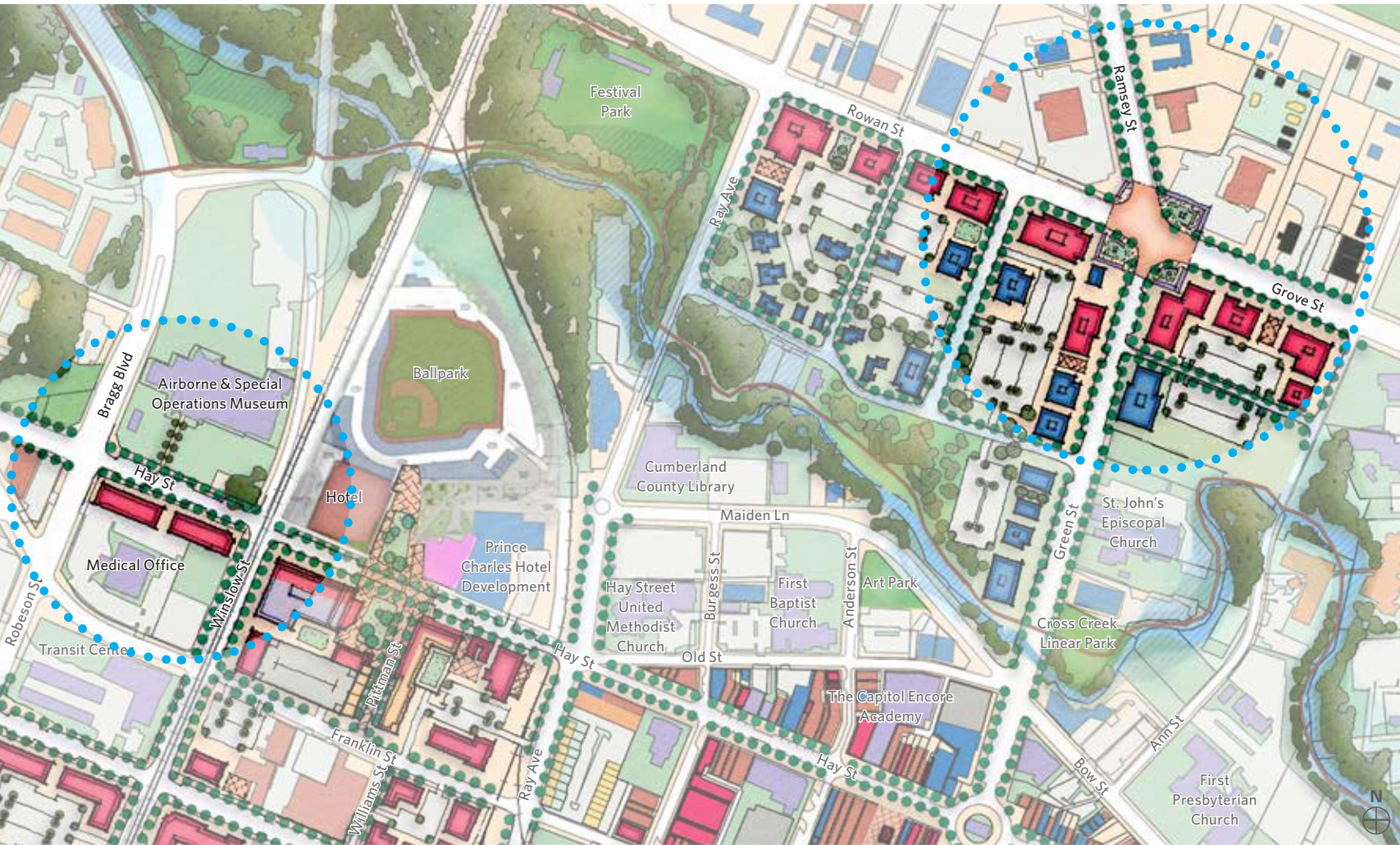
This can be most easily accomplished at the corner of Hay Street and Robeson Street/Bragg Boulevard. Here, new mixed-use buildings on the south side of the street, across from the ASOM, would extend the walkable main street feeling of Hay Street to the gateway.

North of Cross Creek, where Green Street meets Grove Street and Rowan Street, the intersection right-of-way expands to create a public square once called James Square (which may once had a court house), just like the Town House Square where the Market House is a few blocks south at Hay Street and Person Street.

That intersection should pay homage to the history of Fayetteville by utilizing materials, colors, landscaping, lighting, banners, monuments, or other means to signify this piece of Fayetteville's history.



Existing Conditions



Gateway District Illustrative plan of proposed gateway areas

Likewise, the building pattern beyond the main street area is not indicative of a traditional historic downtown. Instead of permitting surface parking lots and suburban-style development patterns, development regulations should insist on street-facing buildings set close to the sidewalk, with parking located behind.

It is acknowledged that the buildings north of Cross Creek are too far of a walking distance away from the downtown core to completely eliminate the need for on-site surface parking. However, new buildings should align and face the streets to create the impression of an urban district. Similarly, development should face

the Cross Creek parks and trails, and not allow buildings or parking within the floodplain.

Gateway enhancements for the intersection of Grove Street, Rowan Street, Gillespie Street, and Ramsey Street could help honor Fayetteville's past while signaling to visitors that the core of downtown is just a few hundred feet away.

Reduced corner curb radii, closely spaced poles with banners, colored or textured surface treatments, wider sidewalks with high-visibility crosswalks, signage, and landscaping would add to the visual quality of the intersection.

Long ago, a courthouse occupied the center of the public square (similar to how the Market House occupies the center of its space), and so the combination of surface treatments and landscaping could revive the notion that this intersection is an important public space.

Development around the square should address the street and the public space, and be compatible and reflective of the traditional historic patterns of buildings seen in the core of downtown, thereby enticing passers-by to visit downtown.



URBAN DESIGN RECOMMENDATIONS

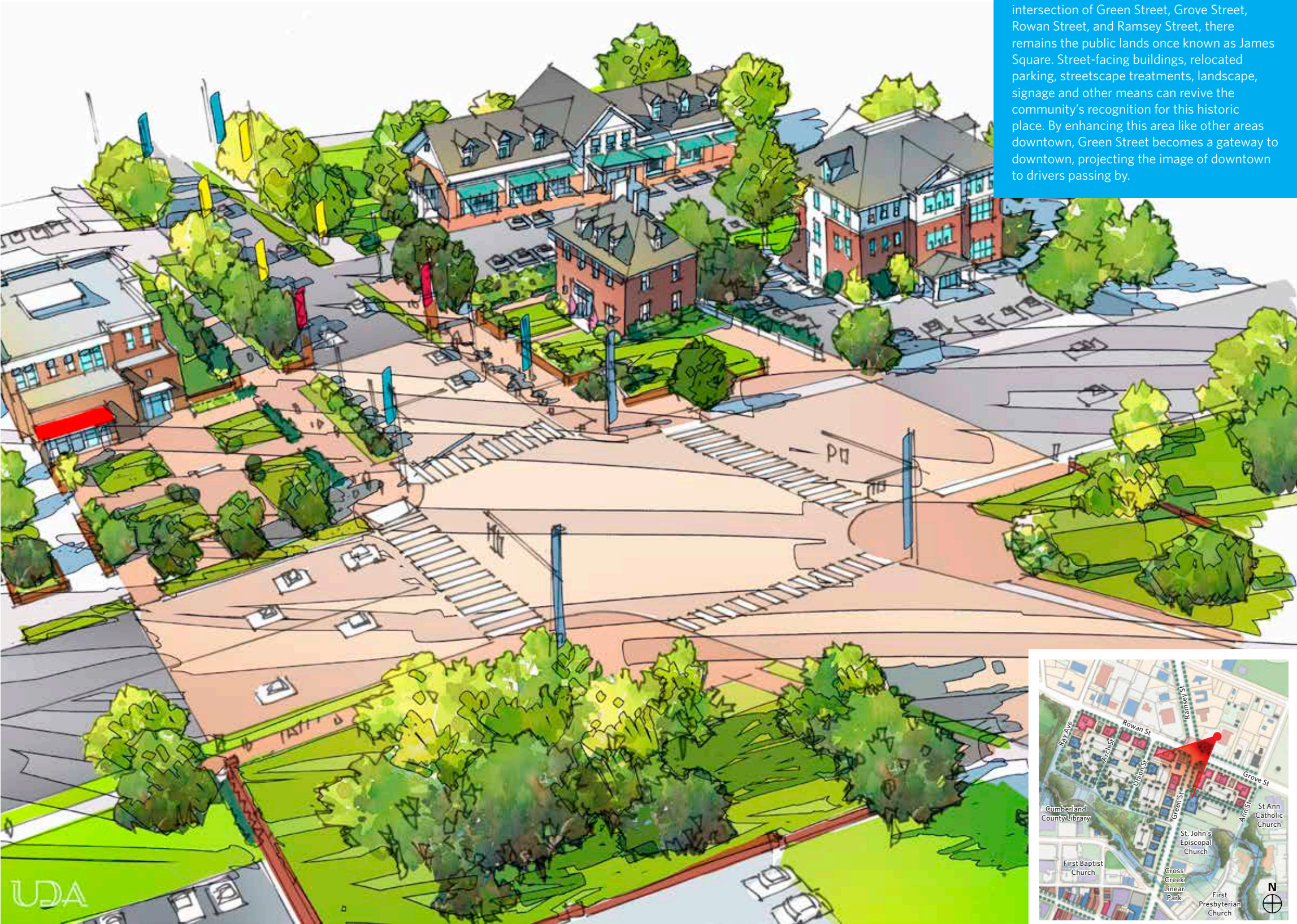
- Redevelop the parking lot off Hay Street and Robeson Street with street-facing retail/commercial buildings, and provide a new entry to ASOM from Hay Street
- Improve Hay Street and Green Street with the right-sized travel lanes and pedestrian-friendly streetscapes
- Require redevelopment to locate buildings along the street, with parking and service areas behind
- Improve the Green/Grove/Rowan/Ramsey Street intersection to acknowledge the presence of James Square
- Align buildings facing Cross Creek and the parks to create eyes on the park



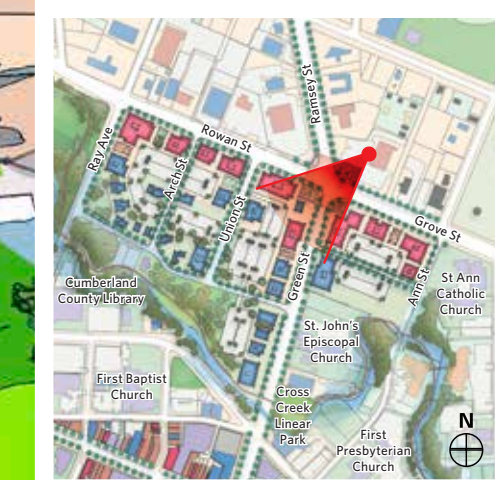
Fayetteville in 1825 illustrating the location of the historic Court House in James Square.



Existing Conditions



Proposed



View Location

**A Downtown Gateway** - Located at the intersection of Green Street, Grove Street, Rowan Street, and Ramsey Street, there remains the public lands once known as James Square. Street-facing buildings, relocated parking, streetscape treatments, landscape, signage and other means can revive the community's recognition for this historic place. By enhancing this area like other areas downtown, Green Street becomes a gateway to downtown, projecting the image of downtown to drivers passing by.



# Foster Downtown Living

## Promote residential development to create a new downtown neighborhood.

For a number of years, across the nation, there has been robust demand for downtown living options. The attraction to living downtown is largely the easy access to shops, dining, entertainment, and cultural venues. It is as easy to access to grocery stores, major shopping centers, and employment from downtown as it is anywhere due to the road network.

Only recently has it become possible to live in Downtown Fayetteville, apart from a few second-floor lofts over the retail shops. Downtown living options are more than they used to be, with the recent addition of the 300 Hay mixed-use building and the Parkview west of Bragg Boulevard, but those are above average in price and limited in availability.

Creating fertile ground for a new, wider range of residential unit types (detached housing, attached housing, multifamily) and tenures (for-rent or for-sale) is essential for allowing more people to live in or near downtown.

Except for small-scale infill or converted buildings in the core, the real opportunity for new housing is in the blocks adjacent and connecting to downtown. The largest area with the potential for a wide range of housing options is east of Cool Spring Street, where numerous vacant or underutilized buildings, lots, and parking lots exist. The zoning regulations need to be updated to allow for urban residential development.

In this area, new housing types could be constructed ranging from single-family detached houses, attached townhouses, and several-story multifamily apartment or condominium buildings. These ought to be arranged in such a way as to create the variety in building sizes, types, facades, materials, and other aspects that is consistent with urban neighborhoods that have grown over time.

In keeping with the scale and placement of downtown buildings, the largest and tallest



**Downtown Residential Neighborhood** Illustrative plan of proposed downtown neighborhood between Cool Spring Street and Old Wilmington Road

of the residential building types should be located along Person Street or Russell Street, where they can convey the sense of an urban district. These could be mixed-use buildings with commercial or live/work spaces on the ground floor, extending ground-floor activity outward from the core.

Along the side streets, smaller buildings and houses should be arranged along the streets to provide eyes on the street, while the detached single-family homes could be arranged around park and open spaces that are accessible by the whole neighborhood. In every instance, parking must be located behind the building -

front-loaded driveways or street-facing garage doors are not appropriate in an urban residential neighborhood.

The streets and neighborhood-centered park spaces should connect to other nearby neighborhoods, parks, and trails, such as the trail that could be built along Blounts Creek. In addition to connecting to a trail system, Kennedy Street, Hawley Street, and Adam Street should be extended to adjacent neighborhoods. In all instances, the community should remain open, not gated, and have beautiful tree-lined streets.

### URBAN DESIGN RECOMMENDATIONS

- Institute zoning that permits a range of urban residential building types
- Locate taller and larger buildings along Person Street and Russell Street, with the option of commercial uses on the ground floor
- Locate parking lots, alleys, and garages to the rear of the buildings, with driveways and alley access from side streets
- Orient buildings towards the street or park spaces to create desirable addresses
- Integrate parks and open spaces into the neighborhood design, including a new greenway trail along Blounts Creek
- Connect streets to adjoining neighborhoods



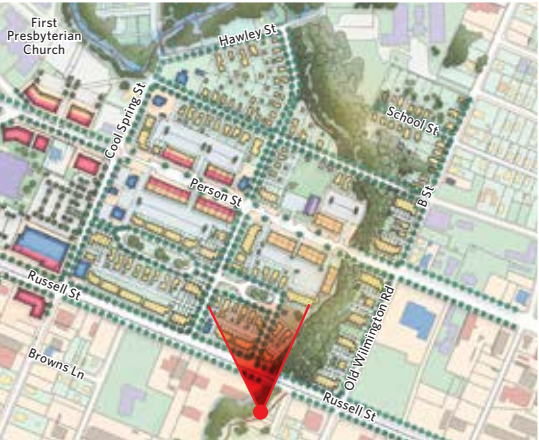
Existing Conditions



QUALITIES OF A DOWNTOWN RESIDENTIAL NEIGHBORHOOD

- 1. Variety of dwelling types
  - Single family houses
  - Attached townhouses
  - Walk-up apartments or condominiums
- 2. Larger and taller buildings along more important streets
- 3. Parks, open spaces, and connections to trails
- 4. Residences that face the street
- 5. On-street visitor parking with resident parking hidden behind in garages or parking lots
- 6. Street connections between neighborhoods

**Residential Neighborhood** - Remnants of a residential neighborhood north of Person Street many vacant or underutilized properties between Person Street and Russell Street can be transformed into a vibrant new downtown residential neighborhood. A variety of housing types, configurations, and prices can be provided, while connecting the neighborhood to downtown amenities, businesses, parks and trails.



View Location



Existing Conditions



**Downtown Residential Neighborhood** Aerial view of proposed downtown neighborhood between Cool Spring Street and Old Wilmington Road



# Strategically Locate Cultural Venues

## Establish the parameters for locating a performing arts venue that maximizes its contribution to downtown's vitality

For years, Cumberland County residents have been debating the need to replace the Crown Theater with a new Performing Arts Center. The existing facility, located in an isolated location far away from other destinations, is now 50 years old and functionally obsolete. During the planning process, Cumberland County announced that it would like to study the feasibility of building a new performing arts venue, and many proponents have said that the downtown area is a prime candidate for it's new location. The *Downtown Urban Design Plan* is not a substitute for the County's study; however, it is wise to understand what the impact of a performing arts venue may be, and what considerations should be weighed when evaluating potential sites.

Over the years, many communities have learned that when cultural venues are disconnected and isolated from other parts of the community, they struggle with attendance and never seem to create the spin-off potential hoped for at their inception. This is because people are drawn to the possibility of having more than one experience. One would think about it as planning an evening of entertainment around "dinner and a show." A performing arts venue, like a baseball stadium, ought to be located as to maximize synergy by being as close as possible to restaurants, shopping, entertainment, and recreation in order to create a more robust experience.

For these reasons, the location of a new performing arts venue downtown should optimize the following factors, which were evaluated for several potential sites:

- Be located within a walkable distance to the center of downtown, namely the historic parts of Hay Street and Person Street. An 800 ft./3-minute walking distance was evaluated.
- Be located away from the baseball stadium so as to create only one type of experience for the visitor, or to create a parking issue when games and events occur simultaneously.
- Minimize demolition and target underutilized or vacant properties and parking lots for development.
- Be located close enough to existing parking resources to maximize use of available parking. Assuming a 2,500-seat theater requires 1 car per 2.5 attendees, and 90% arriving by private vehicle, a minimum of 900 cars would need to be parked within walkable distance.
- Provide efficient structured parking to offset loss of surface parking spaces and support the Performing Arts Center and other development. To be neutral to existing parking needs, if more than 900 spaces exist within the walkable distance prior to development, then an equal number should be provided after development.
- The experience walking from the Performing Arts Center and parking lots/structure should be a safe and comfortable experience at night. Additional development may be needed to ensure the experience is appealing to everyone.



Performing Art Location Possibilities Diagram  
\* Walkable distance was interpreted to be 800-feet or a 3-minute walk.

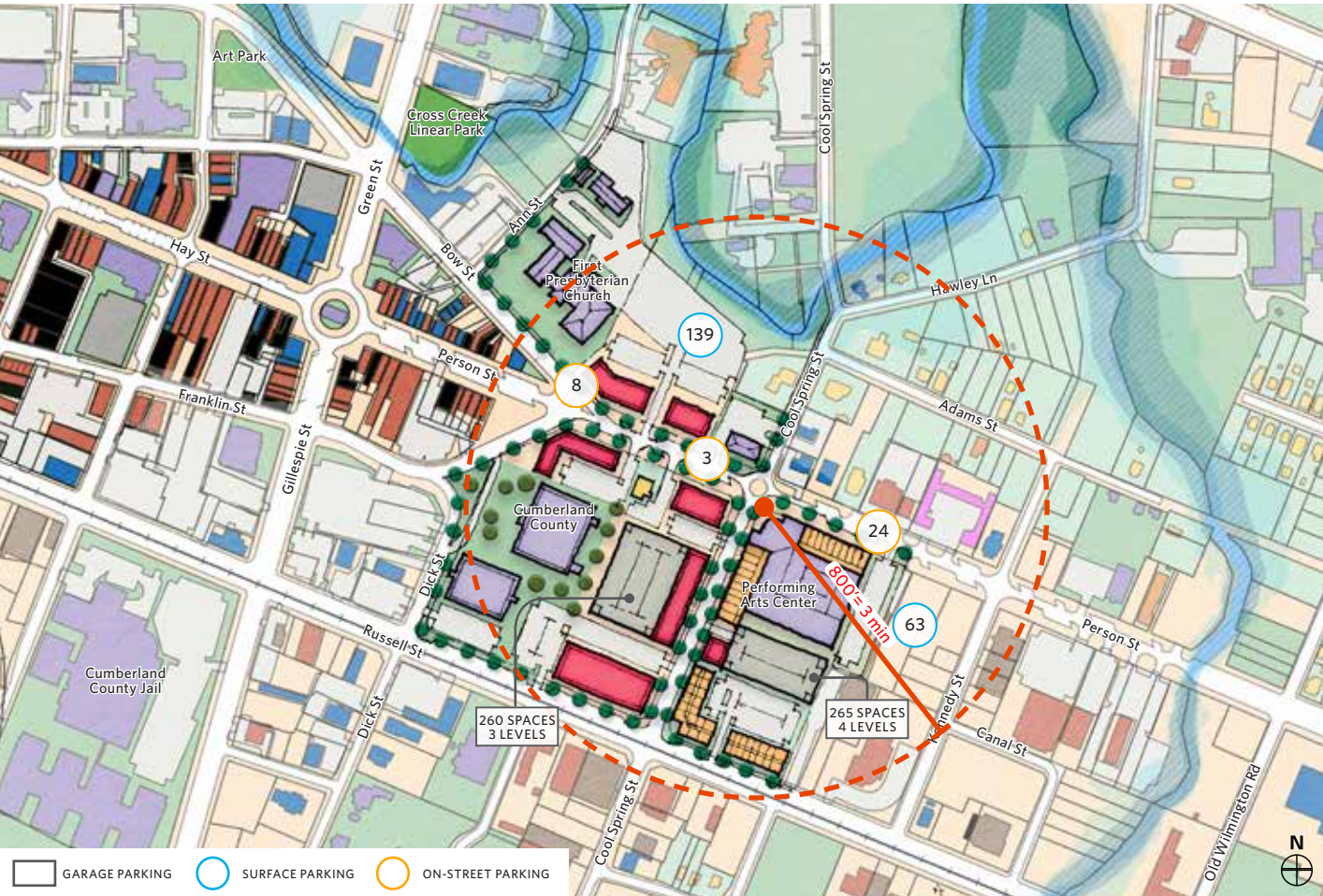
- MINIMUM DISTANCE AWAY FROM BALLPARK
- DISQUALIFIED POTENTIAL LOCATION DUE TO PROXIMITY TO BALLPARK
- DISQUALIFIED POTENTIAL LOCATION DUE TO DISTANCE FROM RETAIL ACTIVITY
- POTENTIAL LOCATIONS
- EXISTING PARKING GARAGE
- RETAIL ACTIVITY
- WALKABLE PROXIMITY TO DOWNTOWN RETAIL
- STUDY AREA



PERFORMING ARTS CENTER ALTERNATIVE LOCATIONS

Alternative A

On the site of the former Greyhound Bus Station, east of Cool Spring Street.



**Current parking:** 701 parking spaces  
**Target parking:** 900 parking spaces to support a sold out performance  
**Provided parking for proposed alternative:** 900 parking spaces  
**New garage parking spaces in proposed alternative:** 525 parking spaces

POSITIVES

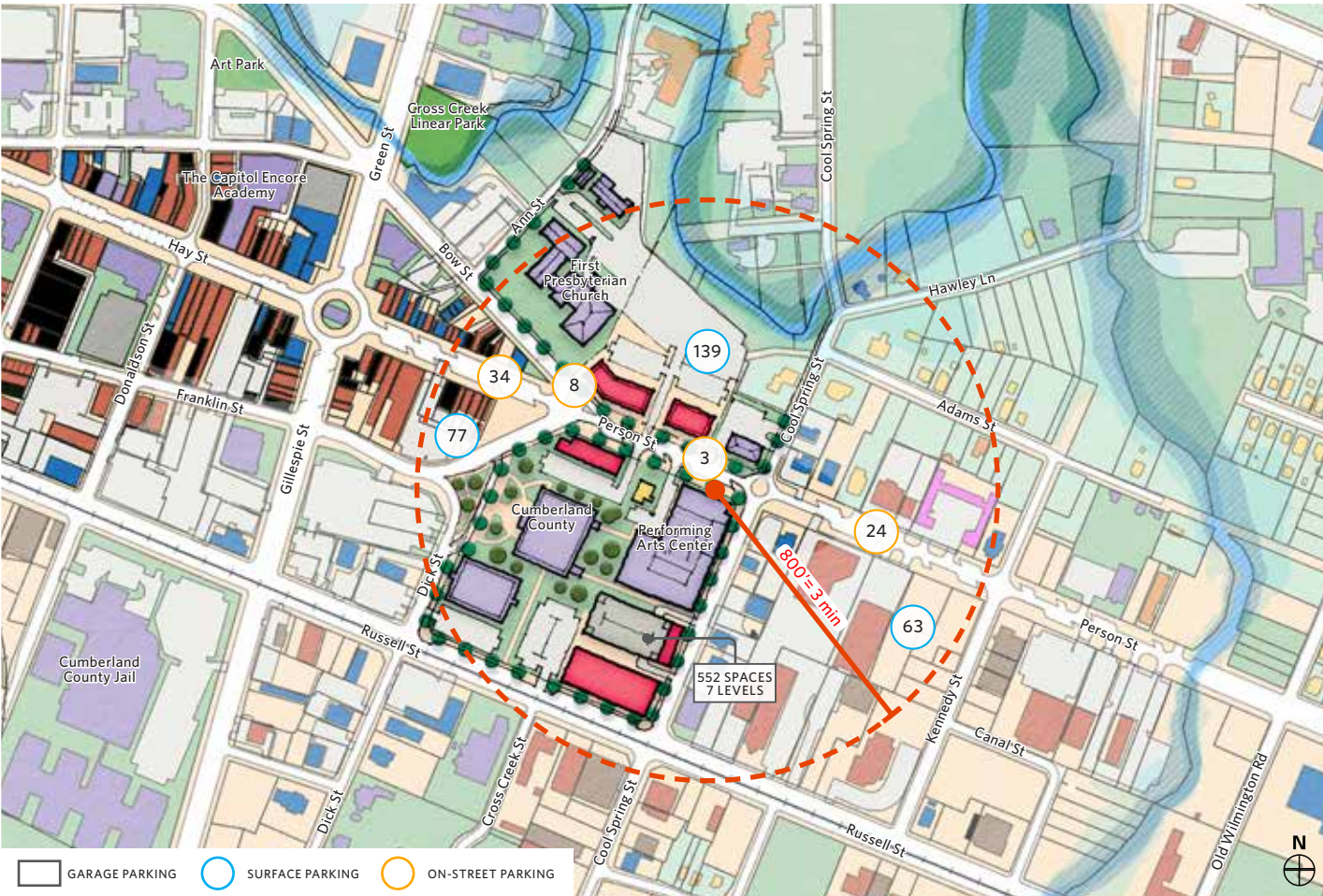
- Entrance located on Person Street
- Shares parking with County court and administrative activities
- Possible parking garage locations which could support additional development

NEGATIVES

- Entrance is a full city block away from other evening activities
- Requires development with active ground-floor uses along both sides of the 200-block of Person Street to create a seamless connection to other destinations
- Requires considerable new parking resources to meet 900-space target
- Converts tax-paying property to non-taxable property

Alternative B

Behind the Cumberland County Courthouse.



**Current parking:** 777 parking spaces  
**Target parking:** 900 parking spaces to support a sold out performance  
**Provided parking for proposed alternative:** 900 parking spaces  
**New garage parking spaces in proposed alternative:** 552 parking spaces

POSITIVES

- Entrance located on Person Street
- Utilizes County-owned property (no acquisition required)
- New structured parking shared with County court and administrative activities
- Possible parking garage locations which could support additional development

NEGATIVES

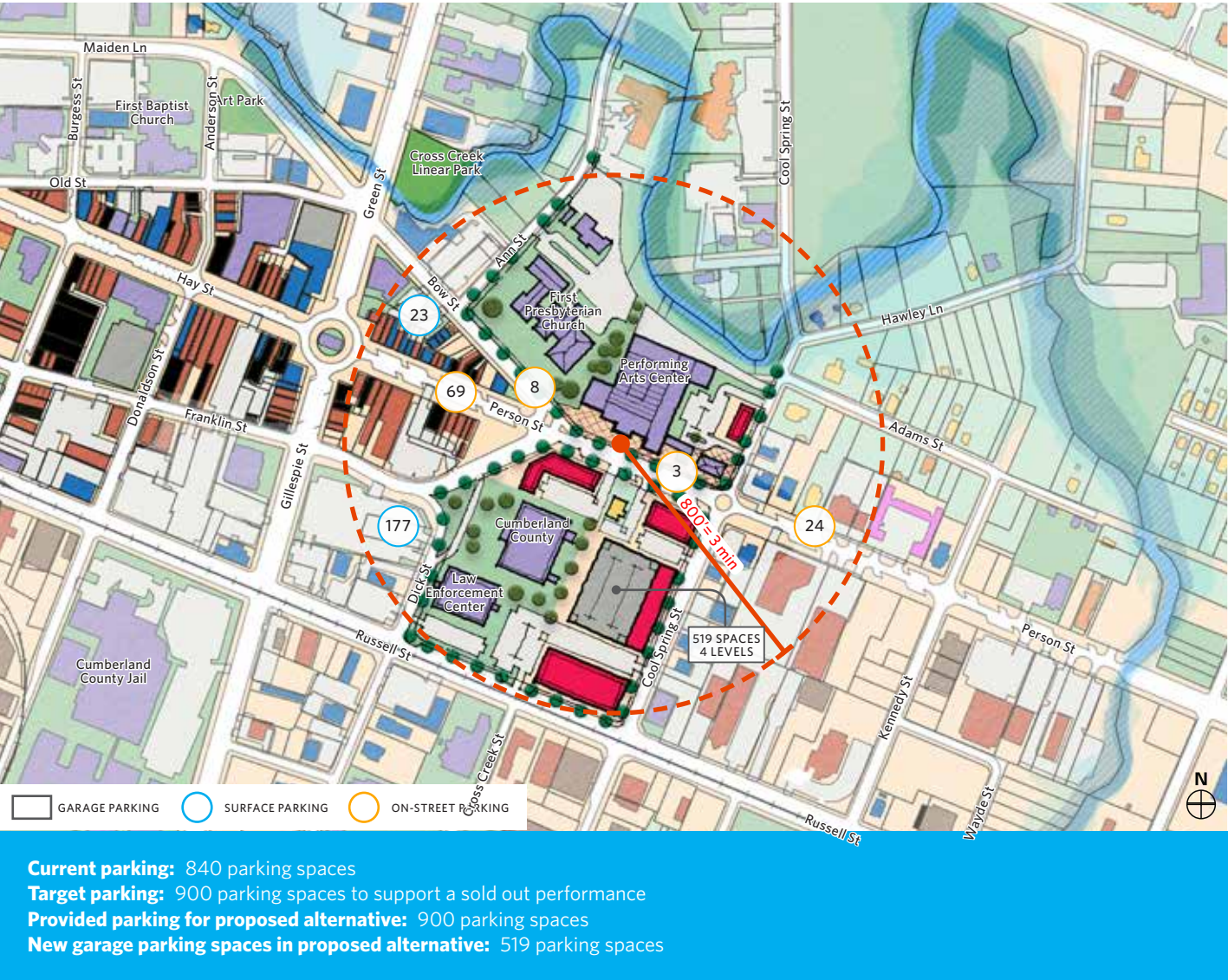
- Entrance is at least one block away from other existing activities
- Requires development with active ground-floor uses along both sides of the 200-block of Person Street to create a seamless connection to other destinations
- Requires considerable new parking resources to meet 900-space target



PERFORMING ARTS CENTER ALTERNATIVE LOCATIONS

Alternative C

North side of Person Street, on the First Presbyterian Church property.



POSITIVES

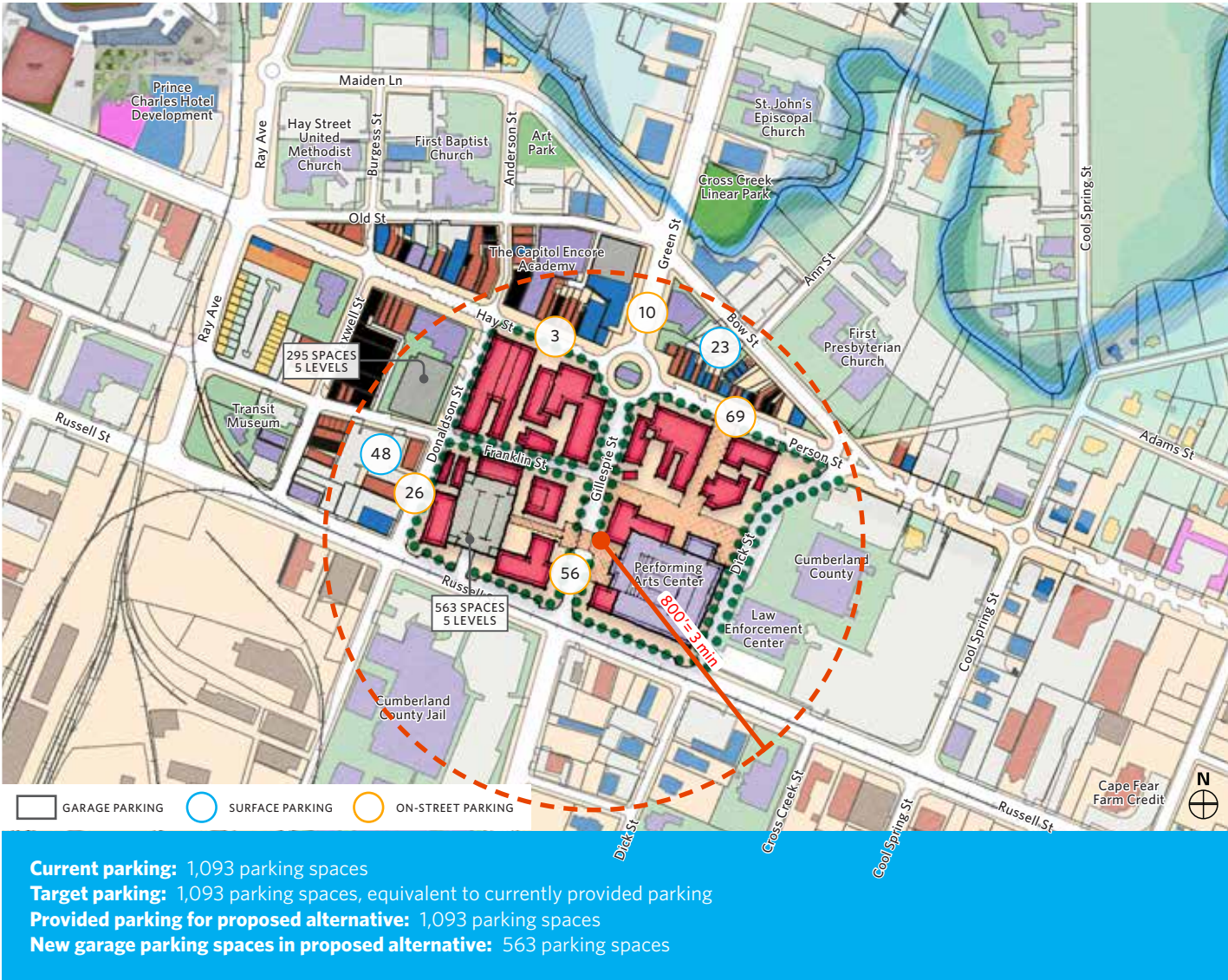
- Entrance located on Person Street, less than one block from other evening activities
- New structured parking shared with County court and administrative activities
- Possible parking garage locations which could support additional development

NEGATIVES

- Requires development with active ground-floor uses along the south side of Person Street to create a seamless connection to other destinations
- Requires considerable new parking resources to meet 900-space target
- Requires acquisition of church-owned property

Alternative D

In front of Cumberland County Courthouse.



POSITIVES

- Entrance located on Gillespie Street, adjacent to other evening activities
- An enhanced pedestrian connection could be made to Person Street and along Otis F. Jones Parkway
- Replaces a large surface parking lot with a new destination
- Possible parking garage on west side of Gillespie Street could support additional development, and consolidates surface parking into a parking garage

NEGATIVES

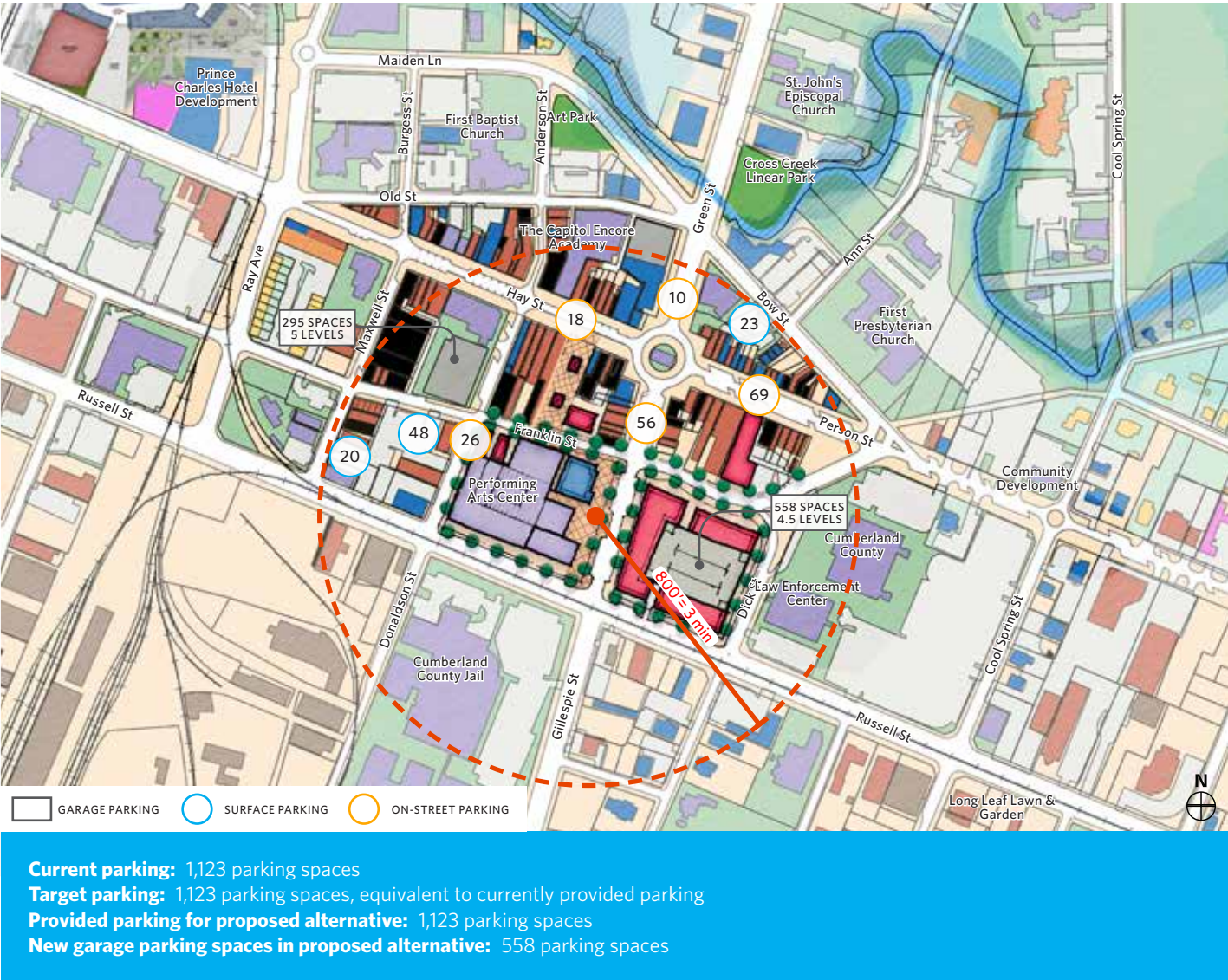
- Requires considerable new parking resources to replace existing parking supply
- Walking distance is further from new garage to County facilities
- Requires acquisition of two privately-owned properties



PERFORMING ARTS CENTER ALTERNATIVE LOCATIONS

Alternative E

Adjacent to the former Cumberland County Courthouse, on a City-owned parking lot.



POSITIVES

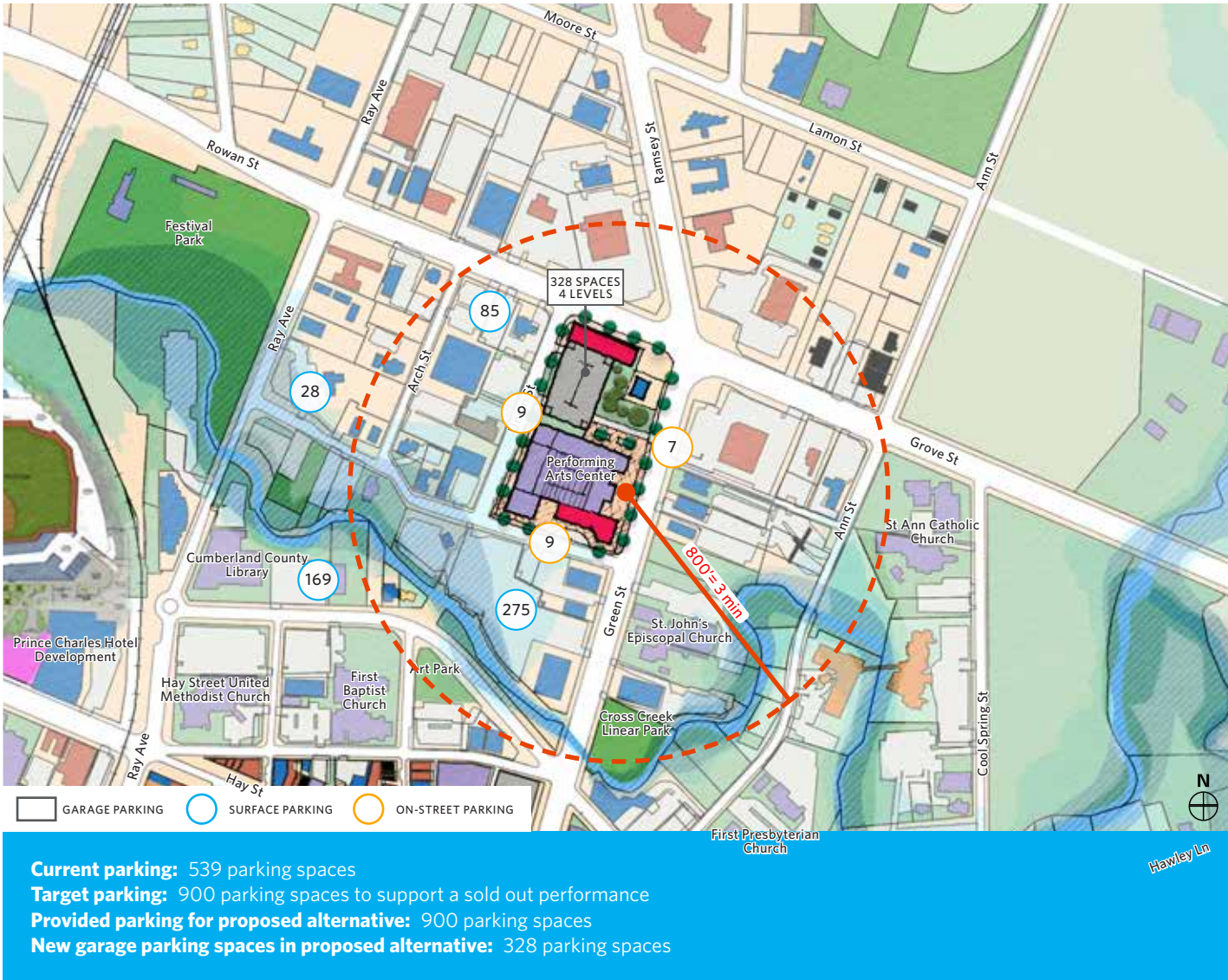
- Entrance located on Gillespie Street adjacent to other evening activities
- An enhanced pedestrian connection could be made to Hay Street
- Replaces a large surface parking lot with a new destination
- Possible parking garage on east side of Gillespie Street could support additional development, and consolidates surface parking into a parking garage
- Centrally located between two parking structures, and near most of Hay Street and Person Street businesses

NEGATIVES

- Requires considerable new parking resources to replace existing parking supply
- Requires acquisition of one privately-owned property

Alternative F

On the site of the Post Office.



POSITIVES

- Entrance located on Green Street
- Replaces the underutilized post office and surface parking lot with a new destination
- Becomes a new anchor north of Cross Creek

NEGATIVES

- Poor pedestrian experience and connectivity to any other activity
- No proximity to amenities on Hay Street/Person Street
- Few existing parking resources utilized
- Few opportunities for leveraging new development nearby



Having weighed several alternative locations for a new Performing Arts Center in Downtown Fayetteville, the preferred location is on the west side of Gillespie Street, south of the Market House (Alternative E). This location affords the best proximity to the existing shops and businesses along Hay Street and Person Street. It is also across the corner from the City's parking garage which will promote greater utilization of that facility. This site also entails converting a City-owned parking lot and a vacant bank building into a new destination. Additional parking can be provided on the east side of Gillespie Street as part of a new mixed-use development on the County's surface parking lot, similar to the hotel-anchored development taking place in front of the baseball park.

URBAN DESIGN RECOMMENDATIONS

- Locate new cultural venues to be within walking distance of Hay Street/Person Street businesses to create a full "dinner and a show" experience
- Orient the front door and pre-function plaza space towards the major streets, while keeping service, loading, and parking away from public view
- Utilize existing parking garages and on-street parking to the maximum extent possible
- Provide additional structured parking to offset the loss of surface parking to new development
- Ensure that the walk from the venue to parking is uninterrupted by surface parking lots, inactive buildings, or empty public spaces

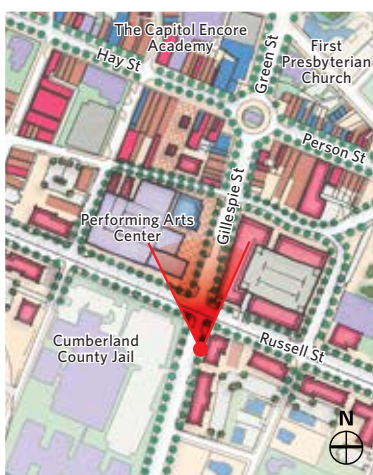


Existing conditions



Perspective of proposed Performing Arts Center

Performing Arts Center - Standing on Gillespie Street at Russell Street, looking north towards the historic Market House, the new Performing Arts Center on the left is matched by a mixed-use building on the right, possibly home to retail, dining, a hotel, or an office building with a parking garage integrated into the development.



View Location



# Improve Mobility and Streetscapes

Improve functionality by improving walkability and bikeability, managing parking, and enhancing streetscapes and public spaces.

The map below shows underutilized roadways in Downtown Fayetteville. These streets may have been built to carry traffic prior to high-way improvements on the Martin Luther King Jr Freeway, Eastern Boulevard, and Rowan Street that now carry the majority of traffic traveling through downtown. Key retrofits on these underutilized streets will alter them to better serve motorists, bicyclists, and pedestrians going to and circulating within downtown, as opposed to going through downtown:

**HIGH PRIORITY STREET RETROFIT**

- West Hay Street** Convert 400–600 West Hay Street from 4–5 lanes to 2–3 lanes and extend the downtown streetscape and enhanced pedestrian experience to support the ballpark as a new high-volume pedestrian activity generator. Reduce lanes, lower speeds, implement safety improvements and extend the pedestrian experience on Hay Street west of Hillsboro Street to the Martin Luther King Jr Freeway.



Oversized roads with excess capacity are candidates for reallocating width for on-street parking, landscaping, and bicycle facilities



Hay Street Existing



Hay Street — Option 1 Median, On-street Parking and Wide Sidewalk



Hay Street — Option 2 Raised Plaza Section



Hay Street — Option 3 Center Angle Parking Retrofit

## URBAN DESIGN RECOMMENDATIONS

- Adopt a Complete Streets Policy which commits the City to the construction of new or reconstruction of existing streets to accommodate all modes of transportation
- Transform streets with excess automobile capacity for road diets, including Hay Street, Green Street, Gillespie Street, Russell Street, Ray Street, Winslow Street, and others
- Incorporate intersection improvements, improved crosswalks, new bicycling infrastructure, and streetscape enhancements (landscaping, lighting, street furniture, etc.)
- Consider stormwater mitigation techniques within the right-of-way including permeable pavement, stormwater planters, and street trees with silva cell bioretention.
- Utilize funding from state and local sources to help pay for construction



Two-way bicycle path created from a single vehicle travel lane



MEDIUM PRIORITY STREET RETROFITS

- **Russell Street** Reduce to two-lane traffic with parallel parking where retail supports. Options for planted median, permeable pavement, parallel parking, linear bioswales to separate parking and sidewalk, street trees and bicycle facilities. Coordinate rail safety benefits and opportunities with CSX.

ADDITIONAL STREET RETROFITS

- **Gillespie Street** Convert 5-lane section to 3-lane section with center turn lane, parallel parking, and bike lanes. Enhance pedestrian experience with street trees and lighting.
- **Ray Avenue** Convert street space to 3-lanes with center turn lane and buffered bicycle lanes.

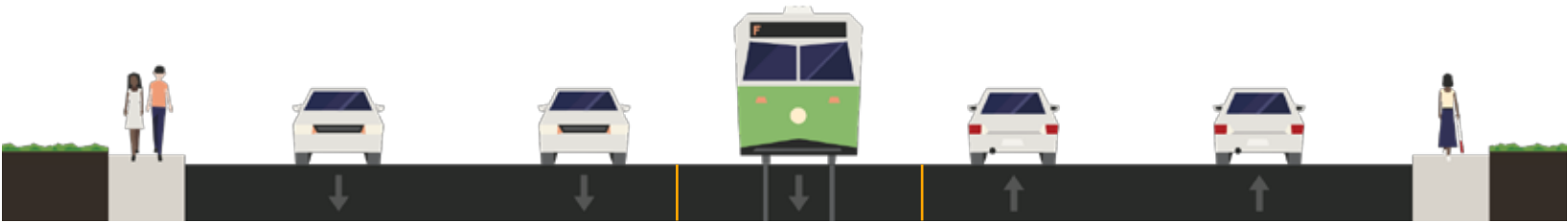
- **Green Street** Convert 5-lane cross section to 3-lane cross section with center turn lane, parallel parking, and buffered bicycle lane.
- **Winslow Street** Reduce lane widths, add street trees and bicycling improvements

OTHER UPGRADES

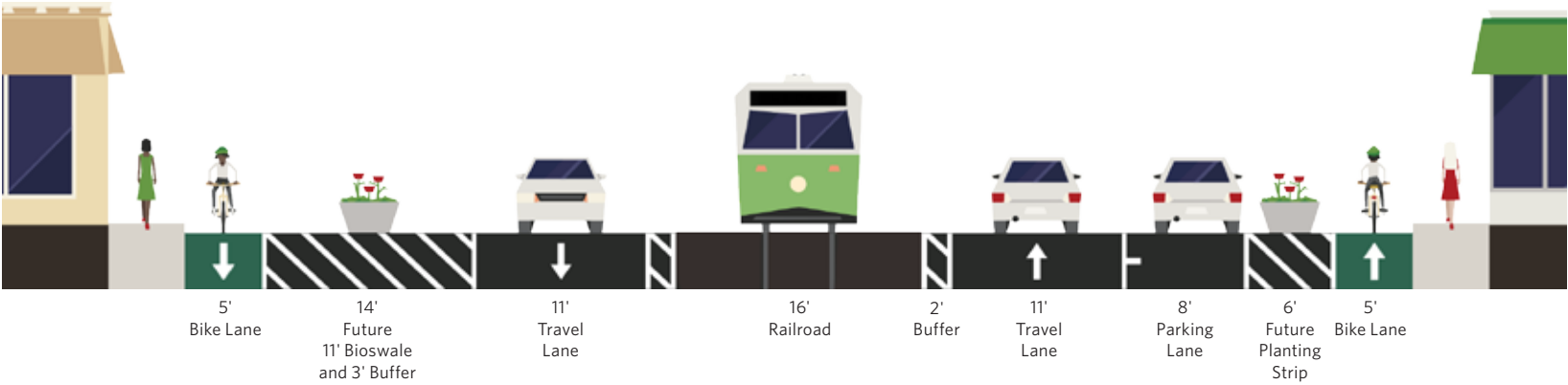
- Reduce lane widths, add street trees and bicycling facilities on S Cool Spring Street.
- Add bicycle parking near commercial uses.
- Consider traffic calming, signage, and markings on neighborhood connections into downtown.
- Locate street plantings to enhance tree canopy along neighborhood streets (these projects could incorporate silva cell bioretention and/or stormwater bump-outs).



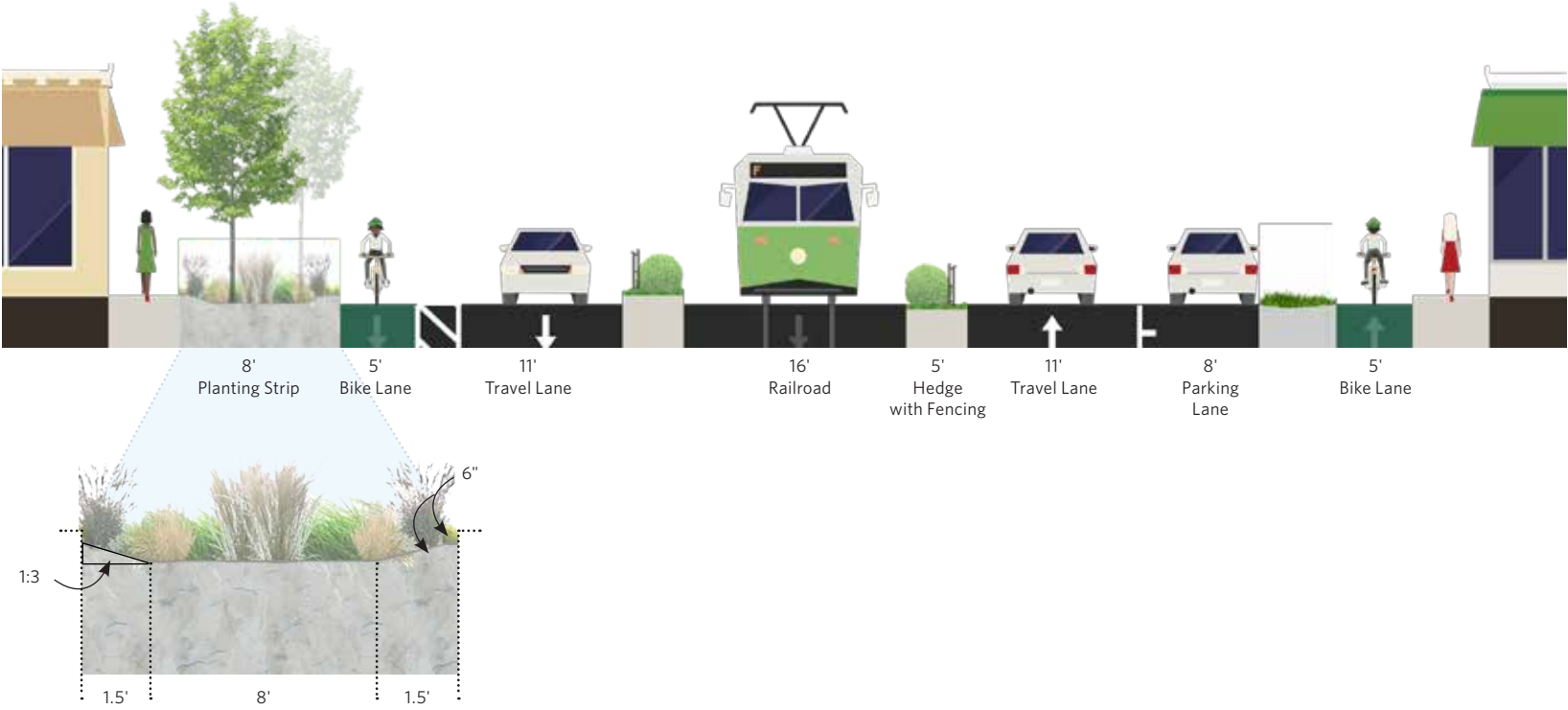
Stormwater Planter



Russell Street Existing

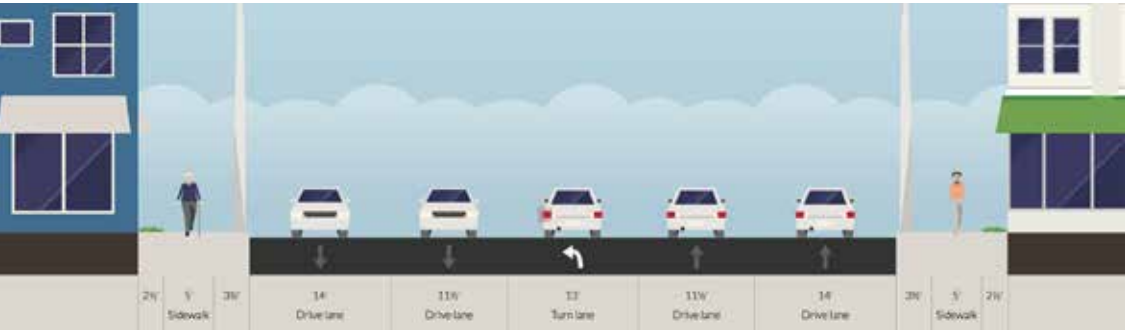


Russell Street Two lane traffic with parallel parking and bike lanes, with buffer for future bioswales



Russell Street Future option with planted medians, street trees, bike lanes, parallel parking, and linear bioswales to separate parking and the sidewalk





Gillespie Street Existing Street Section



Ray Avenue Existing Street Section



Gillespie Street Proposed Section



Ray Avenue Proposed Section



Green Street Existing Street Section



Winslow Street Existing Street Section

Roads and right-of-way make up 23% (83 acres) of Downtown Fayetteville. Utilizing street rights-of-way to enhance the pedestrian experience can extend the character of the downtown district and reduce traffic by leading to more walking trips.



Green Street Proposed Section



Winslow Street Proposed Section



# Enhance Parks and Trail Connections

Enhance natural systems and provide access to recreational resources and destinations.

The following recommendations will improve the access to open space and trails and provide amenities for the downtown area:

- Repair the greenway near Cross Creek Cemetery where damage occurred during Hurricane Matthew
- Improve connections and greenways between open spaces, downtown, and neighborhoods
  - Ray Avenue and Green Street (wayfinding improvements, lighting)
  - Cool Springs Street (sidewalk improvements, wayfinding)
- Extend greenways to the east and west
  - Study feasibility and alternatives for extending greenways from Festival Park to Rowan Park to link Big Cross Creek open spaces
  - Extend Blounts Creek Greenway on west side and potentially east side as well
    - Study feasibility and alternatives for connecting Blounts Creek Greenway to the existing Cross Creek Greenway
- Coordinate with East Coast Greenway on long-term trail route
- Pursue the creation of a passive nature park in the open space at the confluence of Blounts Creek and Cross Creek
  - Include trails, nature education, and floodplain restoration
- Encourage formal public space (plazas and greens) with new downtown development

- Encourage a mix of formal and informal greenspace in new development on the edges of the core of downtown
  - Green areas where development is constrained by the floodplain
  - Connect open spaces and uses in residential neighborhoods
- Work with governmental partners to determine small-scale green space opportunities on existing publicly owned land
  - Areas along Russell Street
  - Stormwater retrofit, with bioretention area, in municipal parking lots

## URBAN DESIGN RECOMMENDATIONS

- Reconnect the Cross Creek Trail to the Cape Fear River Trail
- Improve access points to trails and greenways from neighborhood streets
- Extend existing greenways to nearby parks and natural areas, creating a network that extends further into the surrounding neighborhoods
- Integrate bicycle infrastructure into street improvements and connect them to the trail and greenway network
- Introduce new parks and pedestrian plaza areas



Proposed Greenways and Trail Connections



Cross Creek Trail & park necklace



Public Plaza/Hardscape



Natural/Passive Recreation Space



# IMPLEMENTATION ACTION PLAN

Like following a recipe, knowing the steps towards implementation is crucial for making a vision a reality.

Having established the urban design goals and initiative areas for Downtown Fayetteville, the steps required to achieve progress towards them become clear. Taking action falls to the City of Fayetteville and their many partners, including Cumberland County, economic development agencies, private developers, non-profit agencies, and citizens.

To accomplish these transformations, five strategic initiatives have been identified where actions can lead to accomplishing the goals of the Downtown Urban Design Plan.

### IMPLEMENTATION ACTIVITIES

- Update Zoning and Development Standards
- Focus Economic Development Strategies
- Improve Public Realm and Multi-modal Connections
- Improve Parking Management
- Improve Stormwater Management and Flood Mitigation

In the following pages, these implementation action items are described in more detail.

### POLICIES EXPRESSED THROUGH ZONING

Zoning ordinances are like recipe books for cities. They describe what should, or should not, be included in each area of the city. When developers follow the rules, the outcome should be predictable and expected. Issues

arise when zoning policies, the recipes for making a city, don't describe what people want and yield undesired results.

The Downtown (DT) District covers the core of the study area and encourages urban form and redevelopment by allowing for a mix of uses, requiring a minimum building height (24 feet), and encourages pedestrian oriented design elements. This area includes street frontages along primary commercial streets as well as side streets where additional design flexibility is sometimes desired.

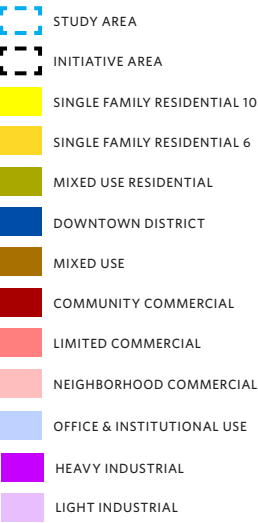
Community Commercial (CC) and Limited Commercial (LC) zoning districts cover the edges of downtown. These are meant to accommodate retail, office and other commercial uses in drivable places. Dimensional standards for this district include large setbacks (i.e. 25 feet) that don't easily accommodate trips between multiple uses by walking. Residential is also discouraged.

The result of these two approaches is that the downtown core is likely to continue to be a compact, walkable, and attractive center surrounded by areas that discourage those activities. When it comes to being able to live close to downtown, options are limited.

Consideration should be paid to improving the transitional zone between the core of downtown and surrounding neighborhoods, and allowing more residential options.



**Existing Zoning** The Downtown (DT) District (blue in the map above) covers most of the study area and encourages urban form and redevelopment that is meant to make the downtown area a diverse and vibrant mixed-use center. There are also suburban commercial districts on the edges which have larger setbacks and parking requirements that may not be appropriate for areas adjacent to downtown.



Retail on Hay Street in the Downtown District zone



Retail on Green Street in the Limited Commercial zone



# Update Zoning and Development Standards

A two-tiered downtown zoning district will expand opportunities for activity, placemaking, and diverse housing options in the heart of Fayetteville.

One of the ideas in the *Downtown Urban Design Plan* is to extend the qualities embodied in this district and regulated by the Unified Development Ordinance into a broader section of downtown. The Downtown District (DT) is the primary zoning district in the core of Fayetteville; however, this small but important district is surrounded by more suburban commercial, institutional and residential zoning districts.

The Downtown (DT) District and the three Historic/Landmark Overlay (HLO) districts contain standards that align with city objectives. They also have flexible and has incentive-based standards to foster development.

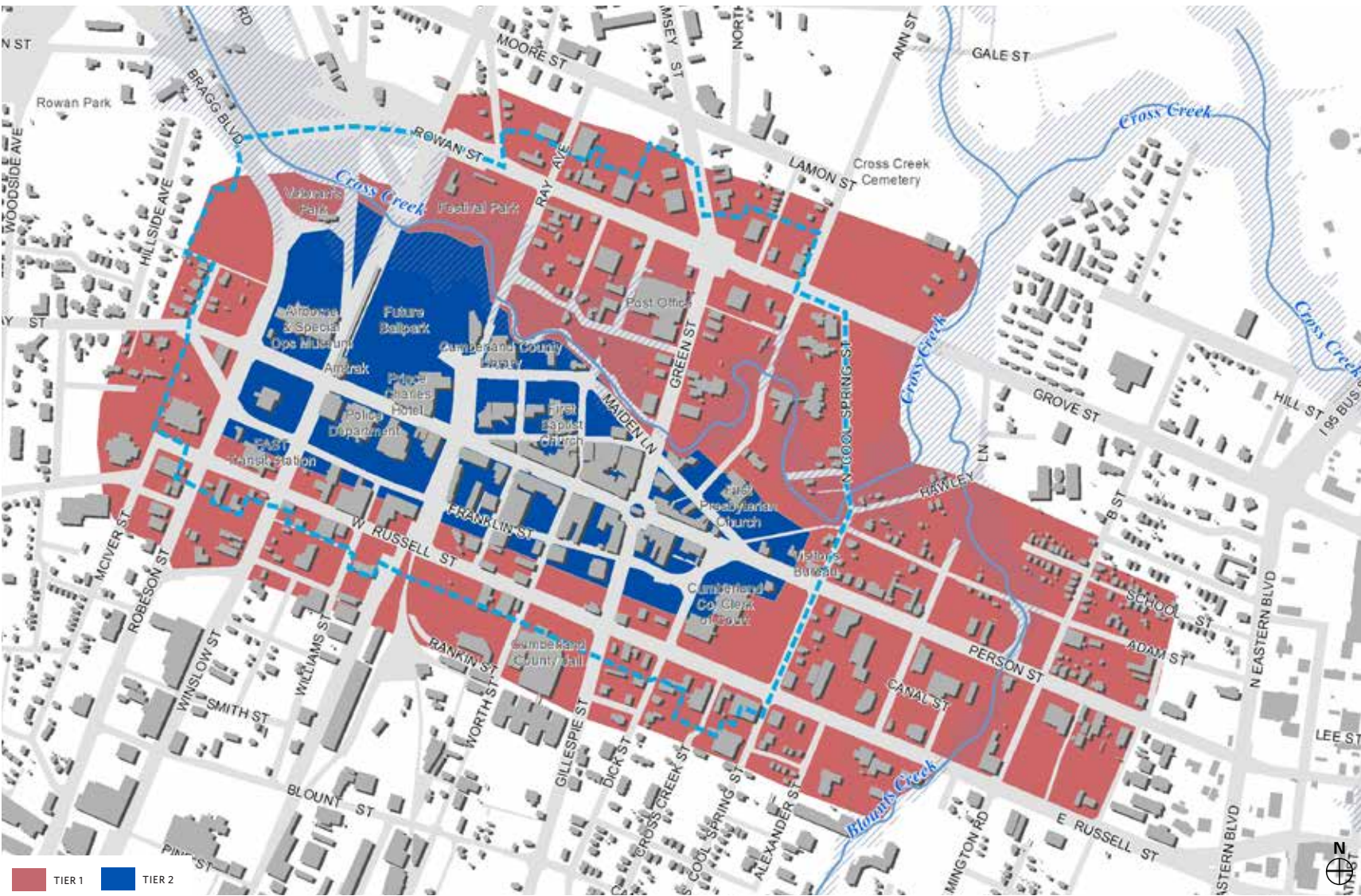
With the advent of the new minor league ball park in 2019, resulting in heightened potential for development, now is the time for the residents and business community to further strengthen the downtown image.

The *Downtown Urban Design Plan* is only as strong as the tools used to implement it. Updating the zoning ordinance and map (rezoning) to permit the desired patterns of development can be accomplished in a series of steps:

- 1. Right-size or slightly decrease the current DT (Tier 1) and permit uses compatible with living, working, and entertaining.

The district should encompass both sides of Hay Street to fully activate the public realm.

- 2. Rezone properties surrounding DT (Tier 1) to a new Downtown (DT) District (Tier 2). The new zone would share similar standards to the Office and Institutional District but with less intense mixed uses that support Tier 1. The urban, walkable, and compact character would expand the downtown experience (see extents on adjacent map) into a fully realized district instead of just a few spots or blocks.
- 3. New and infill development should be compatible in scale with the existing structures in the HLO. Matching historic structures is not necessary, but active ground floor uses, second-story residential, and multifamily housing should be addressed in new regulations.
- 4. For a vibrant pedestrian experience, require a similar level of streetscape details on all streets within DT (Tier 1) as is found on Hay Street between Ray Street and Bow Street. The public realm within the proposed DT (Tier 2) should include, perhaps to a lesser extent, wide sidewalks, street trees, decorative lights, public art, special paving, and gathering spaces where its possible.



Proposed zoning districts



Tier 1 areas with continuous building frontage and wider sidewalks



Tier 2 areas where buildings face the street but with parking nearby



Tier 2 areas with uses transitioning from industry to retail



DOWNTOWN TIER 2 ZONING DISTRICT

In considering how downtown may expand in the future, the following considerations will aid in forming a transition zoning district:

- Create a two-tiered character-based downtown district unrelated to the downtown Municipal Service District boundary.
- Structure a DT (Tier 2) zoning district to encompass both sides of Rowan Street to create a uniformed edge of new development.
- Consider a maximum setback for the DT (Tier 2) district along primary roadways.
- Encourage buildings to be oriented and accessible from the street, locating parking to the rear or side of new buildings.
- Encourage retail or mixed-use buildings to face Rowan Street.
- Encourage a mix of office or multi-family development on side streets with internal parking lots, particularly between Mason Street and Rowan Street.
- Strengthen and protect existing historic neighborhoods by buffering with compatible structures and uses.
- Rezone portions of the suburban-oriented community and limited commercial districts to a second tier district adjacent to Tier 1 that would provide continuity of place.
- Direct certain public uses (schools, blood banks, clubs, lodges, churches, and government buildings), single family residential, and townhouses out of Tier 1 to Tier 2, side- or secondary-streets, or areas where

they will not disrupt the pedestrian experience.

- Allow ground floor residential in DT (Tier 2) to front on side streets. Off-street parking requirements could be one-half the required parking especially in districts that have public transportation.
- Rezone downtown gateways including Green Street north of the Maiden Lane and the north side of Person Street east of Cool Spring to Old Wilmington Road to DT (Tier 2) for a more urban character.
- The DT (Tier 2) zoning district should encompass both sides of a street (i.e. Russell Street) as the character does not change at the centerline.

OTHER DOWNTOWN ZONING CONSIDERATIONS

- Strengthen existing solid waste regulations for enclosures, coordinated pick up, and quiet (no pickup) hours.
- Although development in the DT district is exempt from open space dedication standards, request sidewalk widening or streetscape elements where possible.
- Consider an Entertainment District Overlay coinciding with Tier 1 boundary, with standards that create an appealing, safe, wholesome, and clean environment where visitors, residents (young professionals, families, college students, empty-nesters, seniors), and military personnel want to be.
  - In the downtown area, permit reductions in buffers and setbacks between entertainment and residential uses.

Apply regulations for bars, night clubs, lounges and brewpubs consistently.

- Allow the consumption or possession of open containers, maximum 16 ounces, on public streets, alleys, or parking lots within the entertainment overlay district during events and festivals – whether controlled/conducted by the city, a nonprofit, or private entity.
- Allow businesses outside of the currently defined core downtown to participate in festivals, etc.
- Establish thresholds and hours for amplified sound levels.
- Establish a train horn quiet zone during overnight hours between 10:00 P.M. to 7:00 A.M. At minimum provide standard or conventional automatic warning devices (i.e. flashing lights and gates).

ACTION ITEMS

- City Planning
  - Adopt an Entertainment Ordinance to better regulate open container, amplified sound, retail sidewalk sales, etc. within the Municipal Service District
  - Modify the current downtown zoning district area to encompass the core office, commercial, entertainment, and residential uses
  - Extend downtown zoning to the greater downtown area (on map shown as Tier 2) to expand the uses and building forms appropriate for an urban downtown district
  - Incorporate form-based code approaches to massing, setbacks, fenestration, material, and other aspects of traditional buildings into the zoning ordinance for downtown
  - Control development within the 100- and 500-year flood plains and build above the base flood elevation
  - Eliminate (or reduce) on-site parking requirements within the downtown zoning districts, and encourage the construction of centralized shared parking garages (public or private)
- City and Cool Spring Downtown District
  - Coordinate and manage service delivery and solid waste collection locations, hours, and monitoring; consider giving CSDD oversight responsibility
- City, others
  - Investigate feasibility and costs of creating quiet zone railroad crossings



Buildings and natural features create spaces for people



Multi-Family housing above retail



Buildings create public spaces where civic gatherings and activities take place



# Focus Economic Development Strategies

In many cities the downtown area is an important economic center. While not a major employment center, Downtown Fayetteville remains a government and cultural hub that attracts visitors from all over the region. As people come downtown, their direct and indirect economic impact is vital to local businesses.

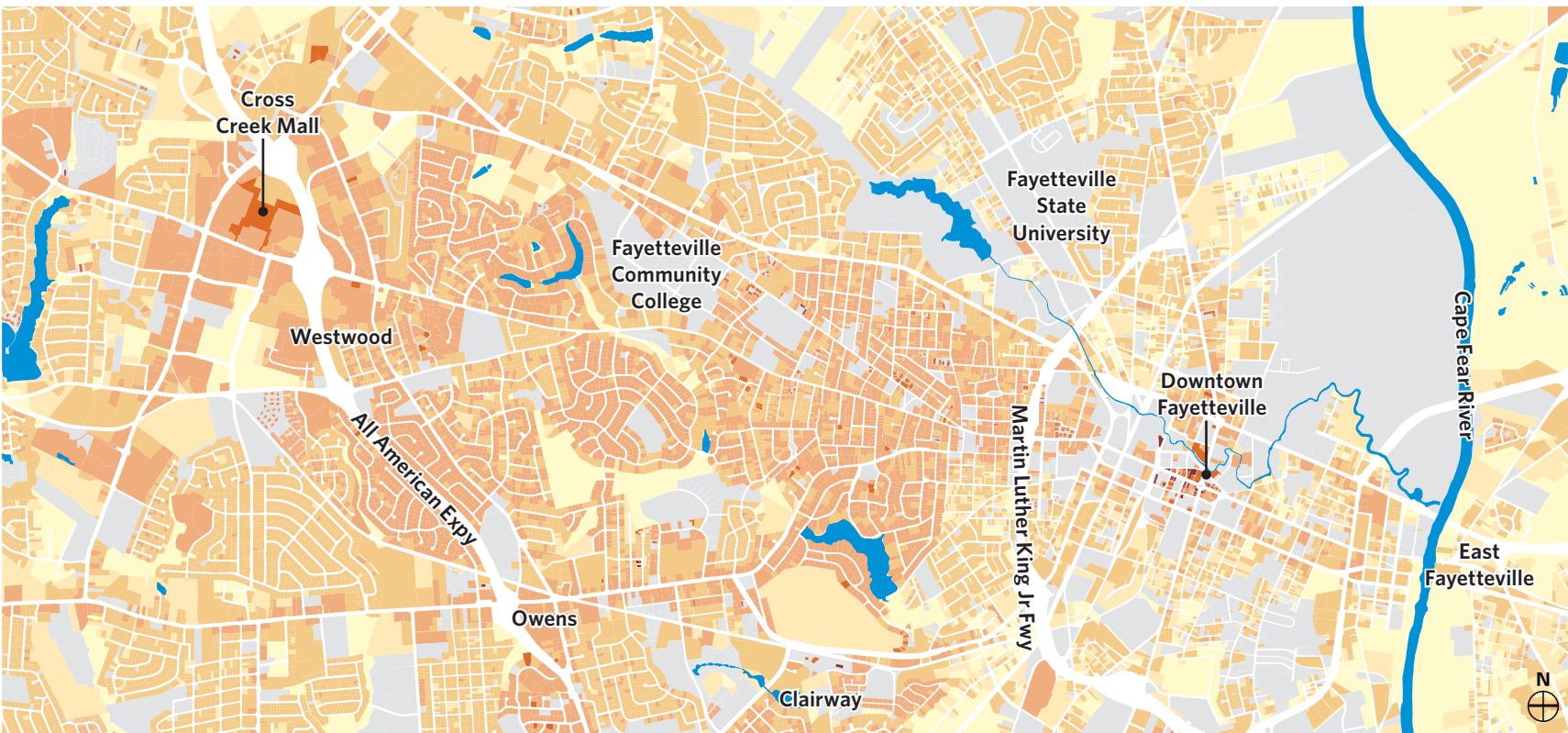
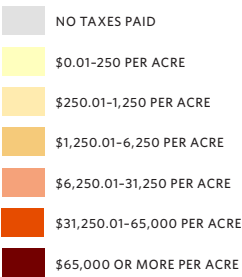
One measure of an area’s economic health is the relative contribution that properties make to the local tax base. Cumberland County levies property taxes based upon the assessed values of buildings and land, taxed at the rate determined by each municipality. By mapping the taxes assessed on property on a per-acre basis, we can see where properties contribute to the tax base at a higher or lower level.

In Cumberland County, several commercial areas exhibit higher than average tax revenue generation. Unsurprisingly, as in most other cities, these are in commercial districts — downtown and around Cross Creek Mall. What may be surprising, however, is that on a per-acre basis downtown properties pay more in property taxes than Cross Creek Mall-area properties. Also, Downtown Fayetteville is surrounded by many tax-exempt properties (City, County, churches, schools, parks) that don’t contribute to the tax base.

If the goal of this plan is to help grow the economic base, and thereby the tax base, of the region, one would do well to focus efforts in downtown where returns are the highest. The challenge to the City, County, and economic development organizations (CSDD, FCCED, Chamber of Commerce, FCVB) then becomes to reduce the amount of tax-exempt property, and maintain or increase the high-value tax-paying properties.

## ACTION ITEMS

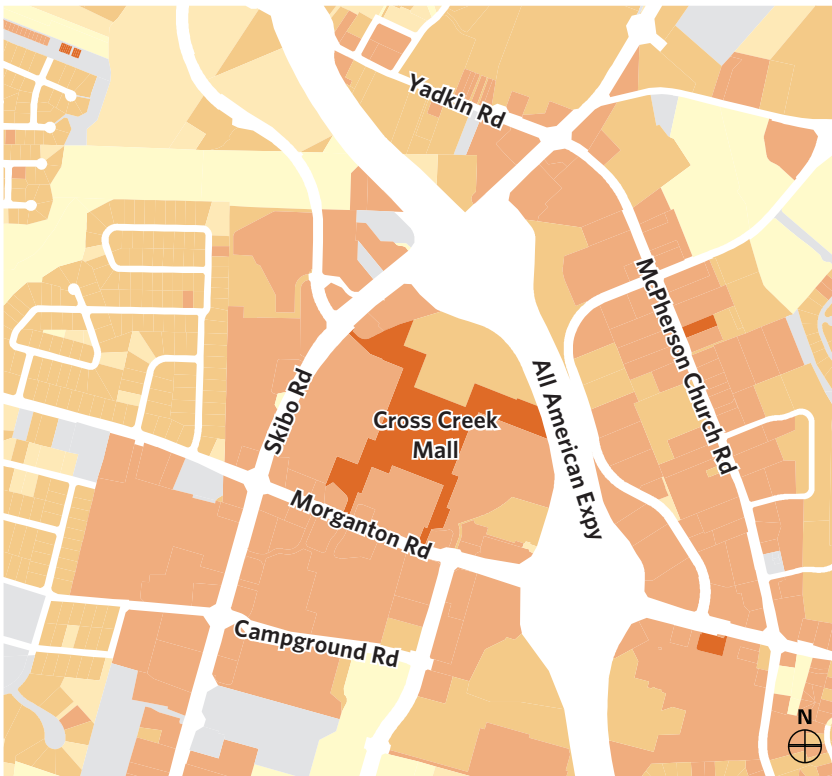
- City of Fayetteville
  - Consider a public-private partnership to redevelop City-owned parcels into tax-paying commercial or mixed uses
- City Code Enforcement
  - Enforce anti-neglect standards and fill vacant buildings and storefronts with commercial activity
- City Planning
  - Maintain existing and encourage new dense urban building patterns
  - Insist on multi-story, mixed-use development that includes 18-hour/day activities
- Economic Development Agency Partners
  - Pursue a retail recruitment strategy that builds on downtown as a cultural, entertainment, recreation, and business hub
  - Foster private investment and development
  - Coordinate programming, activities and partnerships with clear lines of responsibility and a focus on customer experience
- City of Fayetteville and Cumberland County
  - Reduce the amount of tax-exempt property
  - Consolidate City and County-owned surface parking lots, and prohibit new surface parking lots
  - Promote new private investment, particularly on low or non-tax-paying property



County



Downtown



Cross Creek Mall



Other aspects of a high-performing downtown relate to both the experience one has when visiting downtown, as well as the hidden operational aspects. While not exclusive to the domain of urban design, these elements are essential ingredients for ensuring Downtown Fayetteville reaches its full potential.

INTER-AGENCY COORDINATION

Downtown is not the purview of only one organization. As a neighborhood that serves everyone in the community, downtown requires the cooperation of many groups to serve its broad spectrum of constituents.

In Fayetteville, we interviewed a number of departments, agencies, and organizations have a direct interest in downtown. Most city departments have responsibilities downtown: Development Services, Economic and Community Development, Finance, Fire/Emergency Management, Parks and Recreation, Police, Public Services, and Transit (FAST). Likewise, allied organizations and agencies have an interest in advancing the economic health of downtown, such as the Cool Spring Development District, Fayetteville/Cumberland Chamber of Commerce, Fayetteville Cumberland Economic Development Corporation, Fayetteville Area Convention and Visitors Bureau, and others. Add to that groups like the Dogwood Festival, the Center for Economic Empowerment & Development, individual non-profit organizations, businesses, property owners, and residents who reside downtown, not to mention City Council and the County Commission, and it becomes clear that coordination between everyone is important.

What is often lacking when so many groups and individuals are active within the same place is a clear understanding of how each

organizations mission and responsibilities can serve the community without creating overlap, duplication of services, or dissent about whose responsibility it is to do what.

It would be helpful, perhaps, to convene these groups to identify where services overlap or fall short, and discuss ways to ensure that resources (human and financial) and lines of communication are adequate for everyone to work together most effectively to create the best downtown that Fayetteville can have.

PROGRAMMING AND EVENTS

Festivals and special events are often the reason visitors come to downtown in the first place. Place-makers and retailers know that conducting a year-round calendar, from summer music festivals, to fall wine and food tastings, winter skating and ice sculpture events, and springtime car and garden shows, as well as daily or weekly events will create a consistent expectation from visitors that there is always something to do downtown, and if they venture downtown they will have a positive experience.

Continue to host events downtown, in Festival Park, at the ballpark, and in civic spaces, but do so with the intention of always providing something to do. Downtown Greenville, South Carolina, for example, sees over 200 events annually where visitors confidently know there will be something interesting going on. With the ballpark opening many more events can take place downtown.

FOCUS ON CUSTOMER EXPERIENCE

Another lesson from Greenville is that their economic development agencies and city staff, without exception, understand that they are in

the business of creating a good customer experience, no matter their individual role. When one thinks of visitors, residents, and businesses downtown as your customer, you will act differently. Imagine the difference in experience when checking into a hotel room when the concierge provides detailed information and shows you to the elevator rather than telling you how to find it yourself. Instead of focusing on the most efficient process for the employee, providing an experience for the customer results in a memorable stay, meal, or event.

The same focus on customer experience should be applied to finding parking and businesses downtown. Baseball fans, many of whom don't know their way around, will find their experience attending a game will be influenced by their experience (good or bad) of finding a parking space and walking to the ballpark before the first pitch is thrown. Consider a strategy that is more than signage and a ticket-taking attendant, leaving you to find your way to your seat. Show visitors the way with banners, lighting, artful installations, and helpful people providing guidance and answering questions –institute a system of way-showing instead of way-finding.

Managing the operational aspects of public spaces is also important, from picking up the trash before and after events, addressing the haphazard feeding of the homeless, and managing late-night noise from entertainment is also important. No visitor ought to witness trash piling up outside a business waiting to be picked up, or find themselves wanting for a trash or recycling receptacle. Coordinate public agencies and private entities to ensure that Downtown Fayetteville always presents its best face to the public.





# Improve Public Realm and Multi-Modal Connections

Growing cities are adapting their streets to serve many different types of users

Cities are moving toward transforming their street infrastructure to better accommodate all modes of travel, not just driving. This has come to be known as complete streets — where infrastructure is designed for motorists, bicyclists, pedestrians, transit riders, and others within the same right-of-way.

The need for complete streets is primarily motivated by safety concerns for drivers, passengers, and the public. There is also a growing demand for alternative transportation (for health, recreation, and economic considerations). In larger cities, dealing with traffic and parking is becoming less convenient than using alternative transportation modes.

Complete streets include improved comfort and safety for pedestrians at intersections, bicyclist safety and accommodation, available on-street parking for businesses and visitors, and improved landscaping, lighting, and other streetscape features. In some cases, street retrofit projects are also including stormwater management to address local water quality concerns, provide flood mitigation, and support enhanced tree canopy.

A complete streets policy in Fayetteville may provide the means necessary to address several issues.

- Wide roads that carry far less traffic than they were designed for
- Drivers operating cars at excessive speed because of oversized roads and little traffic

- Long pedestrian crossing distances that endanger pedestrians
- Increased interest in bicycling, for commuting, short term trips or recreation
- Desire for additional, convenient parking downtown
- Desire for improved appearance of street-scapes
- Mitigating stormwater impacts through use of use of permeable pavement, bioretention bump outs, silva cell bioretention tree planters, and reduced impervious area

Candidates for retrofits or enhancements include:

1. Hay Street, between Bragg Boulevard and Ray Avenue
2. Russell Street, between Robeson Street and Old Wilmington Road
3. Gillespie Street and Green Street, between Grove Street and Russell Street
4. Ray Avenue between Hay Street and Russell Street
5. Winslow Street, between Rankin Street and Franklin Street
6. Person Street, east of Cool Spring Street

To achieve changes in the way streets are used, cities are:

- Adopting a Complete Street policy or engineering design guideline
- Identifying key street projects that can be achieved quickly (ie., restriping in a new configuration after repaving)

- Planning for long-term bicycle paths and trail networks that interconnect to create a wide network
- Modifying curbs at intersections to reduce curb radii, incorporate ADA-compliant access ramps, and install high-visibility crosswalks
- Widening sidewalks and installing pedestrian-scaled lighting fixtures, landscaping, and street furniture (trash/recycling receptacles, bicycle racks, bench seating, bus shelters, etc.) for pedestrian safety and comfort
- Converting curb-side lanes to on-street parking and protected bicycle lanes
- Incorporating stormwater management features Incorporating stormwater management features (permeable pavement, bioretention bump outs, silva cell bioretention tree planters) where site conditions allow

As a first step, the City of Fayetteville would be well-served to adopt a Complete Streets policy, guide, or manual with reference to industry-leading design principles (such as *NACTO Urban Street Design Guide*, or *NACTO Urban Bikeway Design Guide*).

Following that, identifying the desired overall network and short-term potential projects would be helpful in applying for state and federal grants to fund retrofit projects. Alongside Capital Improvement Project funds from the City's 5-year plan, these funds could help implement the street transformations quickly, as many other cities have done.



Protected bicycle lane with on-street parking



Incorporating landscaping and seating into sidewalks



Safer crossings for both walkers and bikers



Protected two-way bike lane



Improved streetscape can add to the tree canopy

## ACTION ITEMS

- City Engineering
  - Improve crosswalks with striping, reduce curb radii, and add ADA-compliant ramps
  - Install protected bicycle lanes according to a bicycling master plan
  - Create a midblock crosswalk/pedestrian table between new city hall and the Baseball park
  - Russell Street Transformation — 3 lanes + bike lane + on street parking (keep railroad), streetscape landscaping, and pedestrian-scaled lighting
  - Streetscape improvements for the side streets south of Hay Street (ie., Franklin Street and side streets), including lighting, sidewalk treatments, wider sidewalks, landscaping, and wayfinding signage
- City Parks
  - Connect missing trail gaps in Cross Creek Linear Park, and between Cross Creek Linear Park and Cape Fear River Trail
  - Extend the trail network with new greenways, including northwest to Catalyst Site 1 and Fayetteville State University
  - Identify opportunities to include stormwater management features into street improvements



# Improve Parking Management

Parking plays a critical role to the overall experience for downtown visitors and employees. The current system provides free parking spaces, but enforces time limits for the most convenient on-street parking and paid off-street parking on Monday through Friday until 5 pm. Large events require paid parking for a flat rate.

- Management: Address negative perception of enforcement of time limits while providing more parking options to users.
- Move to paid on-street parking within Core Parking Area, defined as Franklin to Maiden Lane; Otis F. Jones Parkway to Winslow, to allow users to pay for the most convenient spaces while avoiding a citation for extended parking or parking multiple times; offer first hour free parking in Franklin Street Garage in conjunction with this change.
- Extend enforcement into evenings and on Saturdays to coincide with increase in event demand and evening activity.
- Convert more surface parking (particularly City or County-owned surface lots) to structured parking as needed to increase density and development opportunities.
- Improve wayfinding to guide parkers to public parking options through static signage, banners, and potentially dynamic signage during events to maximize utilization of the Franklin Street Garage.
- Provide on-street accessible parking using the recommended minimum of 1 per 25 spaces per block, following the proposed

guidelines design standards.

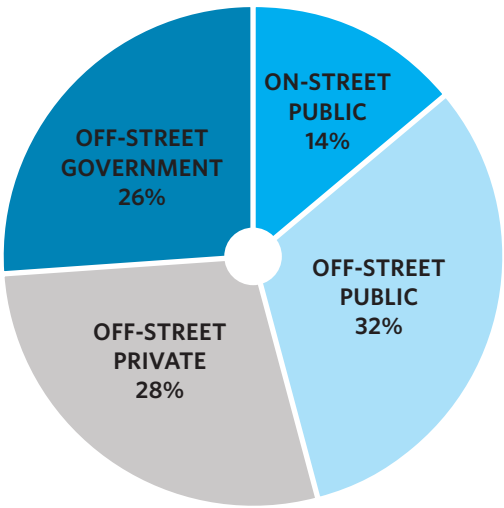
- Allow development to be constructed without parking minimums, or ensure parking is provided/leased to major developments to help them obtain financing.
- Repurpose the Franklin Commons and SkyVue lots for other uses.
- Eliminate parking access from Hay Street and Person Street.
- Do not allow driveways on Hay Street, Person Street, Gillespie Street, or Green Street.

### ACTION ITEMS

- City Engineering
  - Extend parking enforcement times and areas
- City Planning
  - Eliminate on-site parking minimums
- City Planning, City Engineering
  - Prohibit parking lots and access drives on Hay, Person, Gillespie and Green Streets
- City, Economic Development Agencies
  - Increase structured parking and reduce surface parking lots
- City, Cool Spring Downtown District
  - Provide wayfinding to parking and destinations



Available parking spaces in Downtown Fayetteville



Existing parking inventory distribution by type



# Improve Stormwater Management and Flood Mitigation

The average 100-year floodplain is projected to increase 45 percent by the year 2100 (Source: [www.epa.gov](http://www.epa.gov)). Due to this, stormwater control measures should be ideally located outside of the 500-year floodplain. Downtown Fayetteville has witnessed several major flood events in recent years.

Opportunities for incorporating stormwater control measures, including low impact development (LID) techniques and green stormwater infrastructure, are part of sidewalk, street, and parking infrastructure improvements.

### Greening Streets

- Include linear bioswales along residential areas and Silva Cell bioretention in urban tree plantings. Include permeable pavement in parallel parking areas of green streets.

### Low Impact Development

- Fayetteville’s soil type supports opportunities to manage stormwater close to the source of rainfall using infiltration devices at sandy sites.
- Convert parking lots to permeable pavement on government property and in areas with high-infiltration soils.
- Aggregate and re-purpose vacant residential lots for bioretention.
- Add green features on the 3.88-acre space adjacent to CSX and A&R railway.
- Provide tax incentives to private individuals and commercial entities who make retrofits. (Note: Limited soil data exists in the urban core. Infiltration analysis would be needed to confirm site suitability.)

### Parks

- Incorporate stormwater storage and treatment in passive use areas of green spaces.

### Rainwater Harvesting

- Utilize smart technology that uses predicted storm data to release volume prior to storm event and optimize potential storage. Costs could be shared between government entities. Additional potential benefits are reuse as gray water for buildings and irrigation.

### Ecology

- Incorporate native trees, vegetation and bee habitats in stormwater planting.

### Stormwater

- Specific stormwater improvement opportunities on publicly-owned land include:
  - County Jail (9.67 acres) and Sheriff’s Office/Clerk of Courts (9.55 acres): retrofit portions of the properties with bioretention permeable pavement, perimeter trees for screening and vegetation
- Re-purpose streets right-of-way to include bioswales or stormwater bump-outs to capture runoff and increase the tree canopy



Bioretention areas integrated into parking lots can help slow and treat stormwater

## FLOODPLAIN RECOMMENDATIONS

### 100 Year Floodplain

- Purchase and restore flood-prone properties to natural state.
- Flood plain restoration — restore eroded waterways to healthy elevation and provide protected floodplain area adjacent to sinuous channel, restore native vegetation and trees.
- Prioritize parks and greenspace within floodplain.
- Prohibit soil fill (federal law prohibits fill in FEMA floodplain without a no-rise floodplain study).
- Require that all structures built with all habitable space a minimum of 2 feet above base flood elevation (BFE). BFE is +/- 86 feet in study area.

### 500 Year Floodplain

- Consider the negative economic impact due to flooding all development proposed within 500-year floodplain.
- Prioritize parks and greenspace within floodplain.
- Discourage soil fill.
- Require that all structures built with all habitable space a minimum of 1 foot above 500-year base flood elevation (BFE). BFE is +/- 90 feet in study area.



Bioretention strategies including plantings and infrastructure can create a park-like environment

## LANDSCAPE RECOMMENDATIONS

- List of tree species: Swamp White Oak, Iron Wood, Swamp Chestnut Oak, and Bald Cypress.
- Planting requirements for bioswales: 6'-14' wide.
- Trees should be spaced 20-40' on center such that at maturity 50% canopy cover is not exceeded (sun light is important treatment mechanism in bioretention). A minimum of 36 in. media depth is required.

## ACTION ITEMS

- City Engineering
  - Incorporate stormwater and water quality features into "Green Street" design criteria
  - Utilize vacant or underutilized land for bioretention, infiltration systems, or other stormwater control measures
  - Consider and adopt a stormwater quality cost share program (ie., Raleigh Rainwater Rewards)
- City Engineering, City Planning
  - Incorporate permeable pavement, bioswales, and other features in surface parking lots and buffers
  - Require native and drought-tolerant plants and landscaping in development



# SUMMARY

## URBAN DESIGN RECOMMENDATIONS

### STIMULATE BALLPARK-AREA INVESTMENT

- Consolidate surface parking into a publicly-owned garage supporting multiple redevelopment sites
- Redevelop city-owned buildings and property into tax-paying mixed-use development
- Require multi-story development with office or residential uses above ground floor activity that takes advantage of attendance at the ballpark
- Create an urban pedestrian plaza on the south side of Hay Street, connected to the ballpark across Hay Street, for festivals and game-day celebrations
- Promote new buildings in an urban format, aligned along the street with parking and service behind

### CREATE A DOWNTOWN DISTRICT

- Create a larger downtown footprint by expanding the downtown zoning district to include both sides of Russell Street and other areas
- Require new buildings be in an urban format, aligned with the street, with parking and services located behind
- Improve streets by right-sizing the number of traffic lanes, adding protected bicycling facilities, improving pedestrian crosswalks, expanding sidewalks, and adding landscaping or stormwater management features
- Encourage the redevelopment of underutilized surface parking lots into sites for new multi-story mixed-use buildings with shared parking garages

### IMPROVE DOWNTOWN'S GATEWAYS

- Redevelop the parking lot off Hay Street and Robeson Street with street-facing retail/commercial buildings, and provide a new entry to ASOM from Hay Street
- Improve Hay Street and Green Street with the right-sized travel lanes and pedestrian-friendly streetscapes
- Require redevelopment to locate buildings along the street, with parking and service areas behind
- Improve the Green/Grove/Rowan/Ramsey Street intersection to acknowledge the presence of James Square
- Align buildings facing Cross Creek and the parks to create eyes on the park

### FOSTER DOWNTOWN LIVING

- Institute zoning that permits a range of urban residential building types
- Locate taller and larger buildings along Person Street and Russell Street, with the option of commercial uses on the ground floor
- Locate parking lots, alleys, and garages to the rear of the buildings, with driveways and alley access from side streets
- Orient buildings towards the street or park spaces to create desirable addresses
- Integrate parks and open spaces into the neighborhood design, including a new greenway trail along Blounts Creek
- Connect streets to adjoining neighborhoods

### STRATEGICALLY LOCATE CULTURAL VENUES

- Locate new cultural venues to be within walking distance of Hay Street/Person Street businesses to create a full “dinner and a show” experience
- Orient the front door and pre-function plaza space towards the major streets, while keeping service, loading, and parking away from public view
- Utilize existing parking garages and on-street parking to the maximum extent possible
- Provide additional structured parking to offset the loss of surface parking to new development
- Ensure that the walk from the venue to parking is uninterrupted by surface parking lots, inactive buildings, or empty public spaces

### IMPROVE MOBILITY AND STREETSCAPES

- Adopt a Complete Streets Policy which commits the City to the construction of new or reconstruction of existing streets to accommodate all modes of transportation
- Transform streets with excess automobile capacity for road diets, including Hay Street, Green Street, Gillespie Street, Russell Street, Ray Street, Winslow Street, and others
- Incorporate intersection improvements, improved crosswalks, new bicycling infrastructure, and streetscape enhancements (landscaping, lighting, street furniture, etc.)
- Consider stormwater mitigation techniques within the right-of-way including permeable pavement, stormwater planters, and street trees with silva cell bioretention.
- Utilize funding from state and local sources to help pay for construction

### ENHANCE PARKS AND TRAILS CONNECTIONS

- Reconnect the Cross Creek Trail to the Cape Fear River Trail
- Improve access points to trails and greenways from neighborhood streets
- Extend existing greenways to nearby parks and natural areas, creating a network that extends further into the surrounding neighborhoods
- Integrate bicycle infrastructure into street improvements and connect them to the trail and greenway network
- Introduce new parks and pedestrian plaza areas



IMPLEMENTATION ACTION ITEMS

UPDATE ZONING AND DEVELOPMENT STANDARDS

- City Planning
  - Adopt an Entertainment Ordinance to better regulate open container, amplified sound, retail sidewalk sales, etc. within the Municipal Service District
  - Modify the current downtown zoning district area to encompass the core office, commercial, entertainment, and residential uses
  - Extend downtown zoning to the greater downtown area (on map shown as Tier 2) to expand the uses and building forms appropriate for an urban downtown district
  - Incorporate form-based code approaches to massing, setbacks, fenestration, material, and other aspects of traditional buildings into the zoning ordinance for downtown
  - Control development within the 100- and 500-year flood plains and build above the base flood elevation
  - Eliminate (or reduce) on-site parking requirements within the downtown zoning districts, and encourage the construction of centralized shared parking garages (public or private)
- City and Cool Spring Downtown District
  - Coordinate and manage service delivery and solid waste collection locations, hours, and monitoring; consider giving CSDD oversight responsibility
- City, others
  - Investigate feasibility and costs of creating quiet zone railroad crossings

FOCUS ECONOMIC DEVELOPMENT STRATEGIES

- City of Fayetteville
  - Consider a public-private partnership to redevelop City-owned parcels into tax-paying commercial or mixed uses
- City Code Enforcement
  - Enforce anti-neglect standards and fill vacant buildings and storefronts with commercial activity
- City Planning
  - Maintain existing and encourage new dense urban building patterns
  - Insist on multi-story, mixed-use development that includes 18-hour/day activities
- Economic Development Agency Partners
  - Pursue a retail recruitment strategy that builds on downtown as a cultural, entertainment, recreation, and business hub
  - Foster private investment and development
  - Coordinate programming, activities and partnerships with clear lines of responsibility and a focus on customer experience
- City of Fayetteville and Cumberland County
  - Reduce the amount of tax-exempt property
  - Consolidate City and County-owned surface parking lots, and prohibit new surface parking lots
  - Promote new private investment, particularly on low or non-tax-paying property

IMPROVE PUBLIC REALM AND MULTI-MODAL CONNECTIONS

- City Engineering
  - Improve crosswalks with striping, reduce curb radii, and add ADA-compliant ramps
  - Install protected bicycle lanes according to a bicycling master plan
  - Create a midblock crosswalk/pedestrian table between new city hall and the Baseball park
  - Russell Street Transformation — 3 lanes + bike lane + on street parking (keep railroad), streetscape landscaping, and pedestrian-scaled lighting
  - Streetscape improvements for the side streets south of Hay Street (ie., Franklin Street and side streets), including lighting, sidewalk treatments, wider sidewalks, landscaping, and wayfinding signage
- City Parks
  - Connect missing trail gaps in Cross Creek Linear Park, and between Cross Creek Linear Park and Cape Fear River Trail
  - Extend the trail network with new greenways, including northwest to Catalyst Site 1 and Fayetteville State University
  - Identify opportunities to include stormwater management features into street improvements

IMPROVE PARKING MANAGEMENT

- City Engineering
  - Extend parking enforcement times and areas
- City Planning
  - Eliminate on-site parking minimums
- City Planning, City Engineering
  - Prohibit parking lots and access drives on Hay, Person, Gillespie and Green Streets
- City, Economic Development Agencies
  - Increase structured parking and reduce surface parking lots
- City, Cool Spring Downtown District
  - Provide wayfinding to parking and destinations

IMPROVE STORMWATER MANAGEMENT AND FLOOD MITIGATION

- City Engineering
  - Incorporate stormwater and water quality features into “Green Street” design criteria
  - Utilize vacant or underutilized land for bioretention, infiltration systems, or other stormwater control measures
  - Consider and adopt a stormwater quality cost share program (ie., Raleigh Rainwater Rewards)
- City Engineering, City Planning
  - Incorporate permeable pavement, bioswales, and other features in surface parking lots and buffers
  - Require native and drought-tolerant plants and landscaping in development



# APPENDIX

- A. Steering Committee Kickoff Meeting Presentation – 27 June 2018
- B. Stakeholder Meetings Presentation –13 August 2018
- C. Public Input/Stakeholder Meeting Summary – 13-15 August 2018
- D. Dots Exercise Maps - 15 August 2018
- E. UDA X-Ray™ Analysis Boards
- F. Stewart Analysis Boards
- G. Charrette Presentation – 25 October 2018
- H. Master Plan Graphics and Perspectives
- I. Final Presentation – 4 February 2019