

# Technical Assistance Panel



## Downtown Fayetteville

Fayetteville, North Carolina  
October 14-15, 2015



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# Technical Assistance Panel Program

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## Objective

The Technical Assistance Panel (TAP) program is offered by ULI Triangle to provide local municipalities and community-based nonprofits objective and responsible advice on land-use planning, development, and redevelopment issues.

## Program Description

A TAP is a smaller-scale version of the larger technical assistance programs run by the Urban Land Institute at the national level, adapted for implementation and administration at the District Council level. TAPs are part of ULI's Advisory Services program which has assisted more than 500 communities worldwide since 1947. TAPs provide expert and objective strategic advice to sponsoring organizations on complex land-use and development issues. TAPs link public agencies and nonprofit organizations to seasoned real estate, planning, financing, marketing and technical experts through ULI district councils.

Like the national-level programs, the TAP program focuses on mobilizing impartial and expert advice to solve identified problems. Distinguishing features of TAPs include:

- » A short time frame: panels typically last no more than one or two days
- » A focus on a discrete, well-defined problem
- » Modest costs for the applicant, making the TAP program particularly accessible for smaller governments and non-profits

Sponsors request the services of a TAP with regard to a specific issue that can be addressed by a panel of experts in one or two days. The District Council assists the sponsor in refining the scope of the assignment and convenes a panel to address those specific issues. To ensure objectivity, panel members cannot be involved in matters pending before the sponsor, be working for the sponsor, or solicit work from the sponsor during and six months following the panel's assignment period. The sponsor works within ULI guidelines to provide background information to ULI panelists prior to the panel's convening. When convened, members of the TAP view the subject site, hear from public and private stakeholders, and then deliberate on the assigned issues. At the conclusion of its work, the panel presents an oral report to stakeholders that is followed by a written report within approximately six weeks.

All TAPs result in a PowerPoint presentation and a final written report.

# Panel Process

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## TAP Panel Selection

The City of Fayetteville and the Downtown Alliance requested ULI Triangle convene a Technical Assistance Panel focused on the revitalization of Downtown Fayetteville. After consideration of the goals for the TAP, the ULI Triangle District Council selected seven panelists based on their expertise.

TAP panelists assembled at SFL+A Architects in Fayetteville on Tuesday, October 13, 2015, for a presentation by the TAP sponsor. The presentation was made by Scott Shuford, Planning and Code Enforcement Services Director, City of Fayetteville; Eric Lindstrom, Director of Design at SFL+A Architects, Fayetteville; and Tony Chavonne, former Fayetteville Mayor, President of the Fayetteville Downtown Alliance, Downtown resident and business owner.

## Tour of Study Area & Environs

Following the sponsor presentation, TAP panelists toured the Downtown Fayetteville Study Area. Panelists also took an evening walking tour of the historic area on October 13, and spent additional time walking the study area on October 14.

## Stakeholder Interviews

On the afternoon of October 13, panelists met with community stakeholders including city officials, business and property owners, economic development executives, and developers.

## Panel Deliberations

The panel held two working sessions: the first on the evening of Tuesday, October 13, following the sponsor presentation, site tour, and stakeholder interviews; and the second on Wednesday, October 14. During these sessions, panelists reviewed significant findings, addressed the focus areas, identified opportunities and challenges, developed recommendations, and prepared a PowerPoint presentation that addressed the questions posed by the sponsors, the Fayetteville Downtown Alliance and the City of Fayetteville.

## Public Presentations

The panel presented its PowerPoint presentation of findings and recommendations at 5:00 p.m., Wednesday, October 14, in an open session to the TAP sponsors, community stakeholders, and interested public at the Fayetteville Arts Council offices. Panelists then took questions and comments from the audience.

## Report Preparation and Release

The TAP, under the leadership of the ULI Triangle District Council, prepared this report on its conclusions and recommendations. It presented the report to the sponsors in January 2016.

# Executive Summary

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Downtown Fayetteville boasts a distinctive and historic urban core, but its “edges” are not as celebrated or well-defined. While it has seen notable improvements in recent years, Downtown has not enjoyed the pivotal successes achieved in many other downtowns around the region.

Under the direction of the Urban Land Institute’s Triangle District Council, the Downtown Fayetteville Technical Assistance Panel convened at the offices of SFL+A Architects in Fayetteville, N.C., on October 13 and 14, 2015, bringing together community leaders, stakeholders, and a panel of planning, design, and development professionals for a day and a half session focused on helping the City of Fayetteville and the Fayetteville Downtown Alliance identify critical actions to establish a Downtown identity broader than the current historical core and foster a Downtown renaissance.

## Observations & Recommendations

The TAP prepared its recommendations based on a four-part scope and a review of the briefing materials, a debriefing by representatives of the City and Alliance, a tour of the study area, and interviews with stakeholders. The following are high-level take-aways from an extensive review of issues and opportunities. More detailed recommendations and a suggested implementation timeline are outlined in the sections that follow this summary.

- » Downtown’s historic core is strong, with a pleasing and functional streetscape and superb connectivity to major thoroughfares.
- » Beyond the two-block Hay Street area, however, sidewalks, crossings, and bicycle facilities are lacking—all of which negatively impact both internal and external connectivity and comfort. Improvements should be undertaken to extend a high quality streetscape throughout Downtown.
- » Significant historical assets and general appreciation for history enhance the potential for revitalization through adaptive reuse.
- » Government and institutional players (e.g. Fort Bragg, Fayetteville State University) are the primary economic drivers with the potential to impact Downtown growth and development and should be engaged in planning for Downtown’s future.
- » With proper investment, engagement, and support of entrepreneurs and start-ups (particularly in the culinary and defense sectors), Downtown could significantly enhance small business growth and recruitment efforts.
- » While start-ups may seek “authentic” and more affordable spaces, lack of high quality office space hinders recruitment of traditional Downtown users (e.g. attorneys, financial planners, accountants, etc.). Seek to add more Class A office space while maintaining space for entrepreneurs.
- » Lack of housing (and lack of variety in type and price point) makes it more difficult to attract millennials and others seeking a more urban live-work-play lifestyle.
- » The legacy perception of a seedy “Fayettenam” should not prevent reformation of policies on bars Downtown. Take advantage of the vibrancy craft breweries and wine bars have brought to other resurging downtowns.
- » The Prince Charles Hotel redevelopment project could be the city’s first true mixed-use catalyst project for Downtown revitalization. The City should take a proactive role in ensuring its success.

- » The Catalyst Site 1 project can be a link between Downtown and Fayetteville State University and neighborhoods to the north, but must be designed with the goal to improve pedestrian and bicycle connectivity.
- » Development of a minor league baseball stadium at Catalyst Site 1 should be prefaced with a feasibility study and further discussion of location and access (particularly with regard to proximity to Downtown). This location may not be the most advantageous from the standpoint of impacting Downtown redevelopment.
- » Whether or not Catalyst Site 1 includes a baseball stadium, it remains a prime location for urban infill redevelopment.
- » General research and data mining should be undertaken to support decision-making and business recruitment.
- » Seek ways to strengthen Downtown's allure and brand, including identifying and engaging Downtown champions as ambassadors to the business community, and launching a marketing and rebranding initiative aimed at both a local and a regional audience.
- » Explore transit options to strengthen connections between Downtown and nearby institutions.

## **Master Plan**

As the City's Master Plan is revisited and revised, the proposed minor league baseball stadium, Performing Arts Center and Main Post Office site should be seen as pivotal projects and studied in detail from a pedestrian and connectivity standpoint as they relate to existing Downtown and future Downtown development.

# Context & Scope

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## Context

The county seat of Cumberland County, Fayetteville is best known as the home of Fort Bragg, a major U.S. Army installation northwest of Downtown. The city had a population of 200,564 at the 2010 U.S. Census and an estimated population of 208,373 in 2015. The Fayetteville metropolitan area, with an estimated 2014 population of 377,939, is the largest in Southeastern North Carolina and the fifth-largest in the state.

From 1970 to 2013, Downtown Fayetteville experienced a precipitous population decline, falling from 2,134 to 1,212—a 43.21% drop. Population reached its lowest point in 1990 at 926 residents, although there has been a gradual increase since that time. In a similar trend, the total number of housing units Downtown reached a low point of 306 in 2000, followed by an increase in 59 units between 2000 and 2010.

Fort Bragg wields tremendous influence over the greater Fayetteville area, and the Department of Defense is the city's largest employer with 15,500+ employees. Other large employers include the Cumberland County Public School System (6,000+), Cape Fear Valley Health Systems (5,000+), Wal-Mart (3,750+), and Good Year Tire (2,000+). Employment is particularly strong in the service industry, and especially in retail, hospitality, and food service.

The Vietnam War era was a time of tremendous change in the area. From 1966 to 1970, more than 200,000 soldiers trained at Fort Bragg. The military presence resulted in the establishment of the largest “red light district” in North Carolina in the western part of Downtown, centered on Hay Street. A combination of bars, exotic dancing venues, and lax enforcement of anti-vice laws engendered the nickname “Fayettenam.” While these establishments have since dispersed through redevelopment and focused law enforcement, the strong impressions of those times linger, and bars and clubs remain banned in the downtown area (although alcohol is served in restaurants).

To combat suburbanization and the lingering perception of “Fayettenam,” the City of Fayetteville has worked to redevelop Downtown through various revitalization projects. It has attracted large commercial and defense companies such as Purolator, General Dynamics, and Wal-Mart Stores and Distribution Center. Development of the Airborne & Special Operations Museum (“ASOM”), Fayetteville Area Transportation Museum, Fayetteville Linear Park, and Fayetteville Festival Park—which opened in late 2006—have added regional attractions to the city center.

## Scope

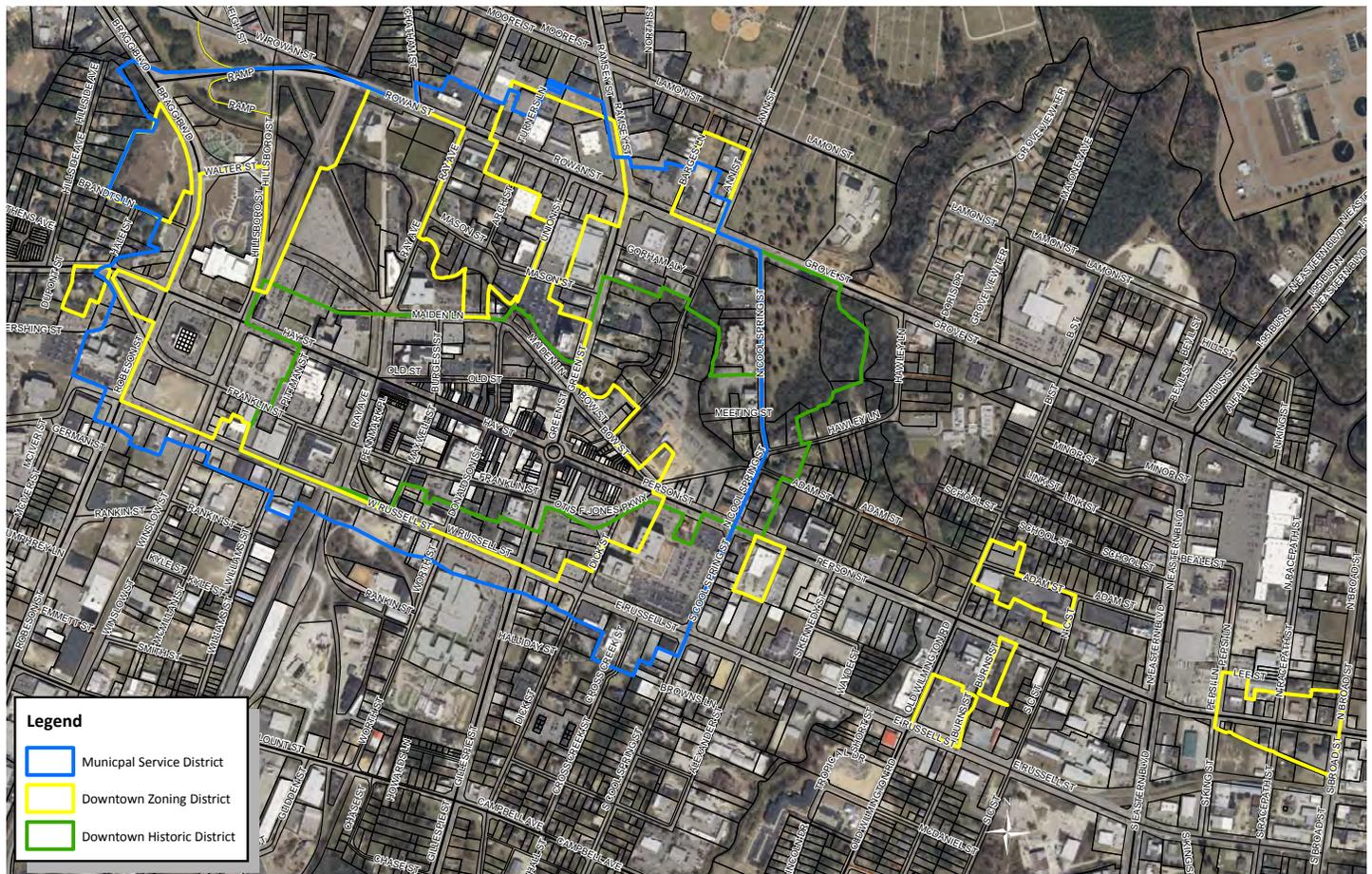
Today, Downtown Fayetteville boasts a distinctive and historic urban core, but its “edges” are not as celebrated or well-defined. The downtown core Study Area comprises approximately 172 acres, roughly bounded to the north by Rowan and Grove streets, to the south by E. Russell Street, to the west by Robeson Street and Bragg Boulevard, and to the east by North and South Cool Spring Street. The historic Market House, encircled in a roundabout, is situated at the center of the Study Area.

While Downtown has seen notable improvements in recent years, it has not enjoyed the pivotal successes achieved in many other downtowns around the region. In an effort to create a more vibrant city center, the Fayetteville Downtown Alliance and the City of Fayetteville asked the Urban Land Institute Triangle District Council to study what measures could be taken to better define, enhance, and brand the downtown area through physical and economic improvements.

The panel was tasked with the following:

1. Identify existing destinations and barriers that either promote or limit good pedestrian-oriented development and continuity within the downtown core.
2. Identify existing assets and economic drivers for greater Fayetteville that may inform branding and catalyst projects, and have the potential to benefit downtown development.
3. Identify elements of “live, work, and play” that are missing from Downtown. Specifically, identify key potential sites where these elements exist and consider how they can be enhanced, replicated, or expanded upon.
4. Identify physical improvements, policies, and marketing strategies that can be employed to achieve the overarching goals and aspirations toward a vibrant downtown.

## Study Area



# Issues

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## Connectivity

### » Physical Connectivity

Several stakeholders noted the lack of connectivity between Downtown and existing and emerging destinations, including Fayetteville State University (FSU), the proposed Catalyst Site 1 redevelopment area, N.C. Veterans Park, Festival Park, and the Haymount neighborhood. This lack of connectivity was also noted by the panel while touring the Study Area. Although a very good linear trail system exists, it appears underutilized.

### » Human Connectivity

Entrepreneurship, especially in a downtown core, requires a strong entrepreneurial ecosystem. While elements of that system exist in Fayetteville, they are decentralized with little presence Downtown. Defense contracting is emerging as a Downtown industry cluster, however one stakeholder noted a lack of support for a peer network—only the casual formation of “natural groups.” There is an evident lack of co-working spaces, incubators, and other structured spaces or networks to encourage entrepreneurs, which are known drivers of innovation and entrepreneurship in the 21<sup>st</sup> century urban environment.

## Housing

Several stakeholders noted the need for additional Downtown housing options. A recent study pointed out that while successful downtown urban mixed-used development—primarily with rental housing—has sprung up in nearby and comparable markets, no new rental projects have come on line in Fayetteville

One stakeholder noted that condo units that have been developed are “large suburban-sized units.” He continued, “I go to Raleigh, Durham or Greensboro and they have 500-square-foot units. None of that exists here.”

“The rental unit occupancy rate is very high. There is just not an inventory of affordable product mix Downtown,” another stakeholder added. However, stakeholders did identify the Prince Charles Hotel redevelopment as an effort to begin addressing this gap.

Further adding to the urban housing mix, the Hope VI project to redevelop the Old Wilmington Road area near Downtown will include nearly 750 new low-income, workforce, and market-rate housing units.

# Opportunities

## Physical Development

Stakeholders pointed to several development projects either planned or underway that create significant opportunities for furthering a Downtown renaissance.

### » The Prince Charles Site

Redevelopment of the 77,000-square-foot historic Prince Charles Hotel on Hay Street was seen by stakeholders as a development linchpin. Plans call for adaptive reuse of the building with 13,000 square feet of ground floor retail, anchored by a high-end restaurant, and 61 for-rent apartments. The apartments, many of which would be studio-style of about 450-500 square feet, would fill a need for more downtown housing and offer a new type of product to the market.

Developers have also bought an adjacent 2 acres and are seeking to acquire about 7 acres from the City for a 9-acre development—\$80 million total development—that would include retail and office, a 150-room hotel (Downtown’s first), and 225 multi-family rental units.

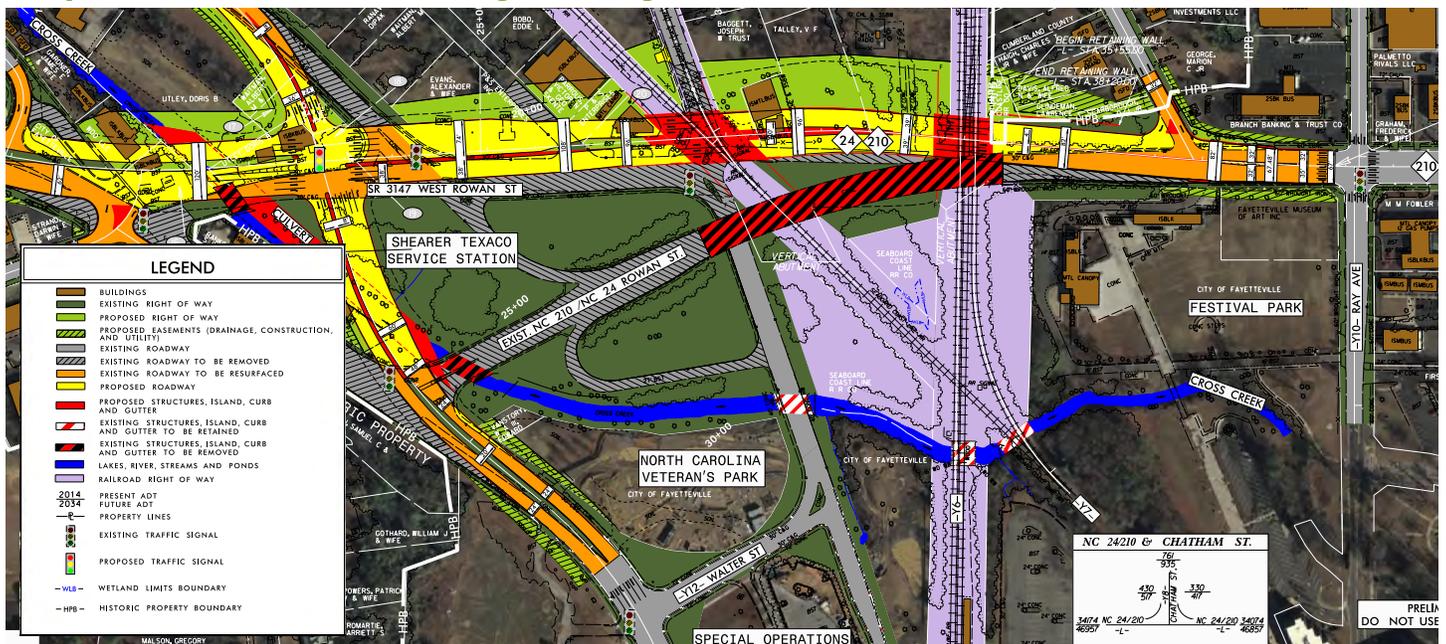
### » Rowan Street Bridge Realignment & Murchison Road

The North Carolina Department of Transportation is realigning the Rowan Street Bridge on the northern edge of Downtown to improve access to Murchison Road, which will become the primary access route around Fort Bragg once Bragg Boulevard is closed to through traffic.

Stakeholders noted this project is extremely important for connectivity to Downtown and adjacent areas, particularly the nearby N.C. Veterans Park, FSU, and the proposed Catalyst Site 1 redevelopment. However, stakeholders also pointed to issues with the pedestrian and bicycle safety of the new connection: sidewalks on the new bridge are limited to five feet in width, the highway crossing could include up to eight lanes of traffic, railroad tracks make the new design more complex and congested, and bike lanes are non-existent. Stakeholders also noted that a now-abandoned design for the intersection originally planned for Bragg Boulevard called for a pedestrian tunnel.

## Proposed Rowan Street Bridge Realignment

Source: NCDOT



» **N.C. Veterans Park Expansion**

Realignment of the Rowan Street Bridge creates expansion opportunities for the N.C. Veterans Park with the acquisition of an additional 3 acres. Stakeholders noted that officials are examining connectivity issues, including crossing the intersection of Murchison Road and Rowan Street to access the park. Once in the park, connections could be made to the Linear Park trail system, offering several options for continuing into downtown.

» **Catalyst Site 1**

This proposed public-private partnership development located just north of the realigned Rowan Street would be anchored by a minor league baseball stadium and include residential and commercial development. Property assemblage was expected to be completed in 2015. Stakeholders noted that the City considered three additional sites and chose Site 1 for maximum impact with the shortest development horizon.

Stakeholders also noted Hardball Capital, a minor league franchisee that owns teams in several other markets, initiated discussions of a Downtown Fayetteville baseball project. While Site 1 is also Hardball's preferred location, other sites were closer to Downtown. Panelists raised concerns with pedestrian connectivity between the proposed stadium and Downtown, however stakeholders indicated Hardball believed Catalyst Site 1 would offer better traffic flow and greater visibility. There was no indication of further discussion between stakeholders and Hardball regarding Downtown connectivity concerns.

Stakeholders pointed out that the property is within walking distance of other major venues such as the N.C. Veterans Park, ASOM, and Festival Park. And as one stakeholder pointed out: "if you wanted to walk downtown, you would have several options."



The existing Rowan Street Bridge could be preserved and re-purposed as a pedestrian bridge between the N.C. Veterans Park, Festival Park, and Downtown.

## Economic Development

### » Defense Contractors

Several stakeholders pointed to the burgeoning defense industry cluster locating in Downtown Fayetteville. Many of these businesses have been started by individuals who have been stationed at nearby Fort Bragg and/or are taking advantage of the talent available as individuals leave the service. Fayetteville is particularly attractive to defense contractor start-ups due to its designation as a federal HUBZone area. However, economic developers say the challenge is in recruiting those contractors because often “they can’t tell you who they are or what they do.”

### » Culinary Start-Ups

The Center for Economic Empowerment and Development (CEED) is in the process of launching a culinary/kitchen incubator program to support food service start-ups, which have become 60% of the organization’s clientelle. Local business owners have donated a 14,000-square-foot building near the city’s new transit station for the incubator. Stakeholders believe the incubator will meet several needs, including space for food entrepreneurs to learn and grow their businesses, a bridge for students graduating from the 4-star culinary arts program at Fayetteville Technical Community College (FTCC), and a resource for retaining culinary talent in the local market.

One stakeholder said, “when they leave that program now, their chef tells them to leave Fayetteville, and they are leaving because there is nowhere to practice their art.”

### » Call Centers & Back-Office

According to economic development officials, Fayetteville is already a draw for call centers, including BlueCross BlueShield of North Carolina, and Downtown could become a draw for back-office operations such as human resources and accounting. Shortage of large-scale office space, however, presents an issue.

The organic growth of restaurants and retail Downtown will help make it attractive for relocation, but successful recruitment will require finding businesses seeking unique and financially advantageous spaces.



CEED Kitchen Incubator

# Observations & Recommendations

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The following are based on the briefing, tours, and stakeholder interviews conducted by the Technical Assistance Panel, and organized according to the sponsors' scope. Many of the findings parallel the **Fayetteville Mixed-Use Development Project Assessment Report** by Walkable Urban Development LLC.

## 1 Identify existing destinations and barriers that either promote or limit good pedestrian-oriented development and continuity within the downtown core.

### Assets that promote good pedestrian-oriented development:

- » Ample sidewalks and street crossings in the two-block Hay Street area
- » Strong historic character
- » Excellent pedestrian connection over Cross Creek
- » Proven restaurant and event success
- » Excellent downtown street lighting
- » Rowan Street separates Catalyst Site 1 from Downtown, and no real provision has been made to accommodate either pedestrians or cyclists.
- » The large number of vacant and surface parking lots discourage pedestrian connectivity.

### Assets that limit good pedestrian-oriented development:

- » Sporadic Downtown area pedestrian connections limit connectivity between destinations. Sidewalks and street crossings are largely limited to the two-block Hay Street area. These should be extended to and across Robeson Street.
- » The fence surrounding ASOM disconnects it from Hay Street and serves as a pedestrian barrier.
- » The museum and library entrances face the rear of the properties without primary street frontage, discouraging pedestrian usage.
- » Robeson Street and the railroad tracks serve as a barrier between Downtown and the nearby Haymount neighborhood. This neighborhood has a particularly high spending potential.

## 2 Identify existing assets and economic drivers for greater Fayetteville that may inform branding and catalyst projects, and have the potential to benefit downtown development.

### » **Fort Bragg**

The sizable Army post is undoubtedly Fayetteville's top economic driver, accounting for some 73,000 jobs, with 43,000 (48%) of them paying more than \$45,000—enough to afford to live downtown. In addition to the direct jobs created by Fort Bragg, service personnel are a significant talent pool for the local economy. How is Downtown connecting to service personnel both stationed at Fort Bragg and those leaving the service? How can elements of **Boots to Business** and other programs be leveraged? Who is the key individual on base with the knowledge, leadership, and power to influence increased participation in Downtown's growth?

### » **Government Contract Industry**

Downtown Fayetteville is already home to an unknown number of government contractors, largely feeding off Fort Bragg. The City should develop a branding and marketing outreach program to existing and potential contractors.

### » **CEED**

The Center for Economic Empowerment & Economic Development's planned kitchen incubator has an opportunity to be a significant economic catalyst for the area's food industry, and to spur investment in food-related businesses and restaurants in the downtown area.

### » **Festival Park**

Festival Park is already home to a large number and variety of events which should be leveraged to attract visitors to explore and spend money in the downtown area beyond the park. What percentage of visitors to the events are from the local area versus from outside?



Fort Bragg



Festival Park

» **Arts & Culture**

Although the panel did not hear from stakeholders on the impact of arts and culture Downtown, the panel is aware of the tremendous economic driver that arts and cultural programs and facilities have on downtown renaissance and the urban area's economy. In a 2010-2011 study by Americans for the Arts, the impact of the Arts on Fayetteville's economy was estimated at \$53 million through direct spending buy audiences and participants, much of it downtown. A possible Performing Arts Center and an Arts & Entertainment District have been discussed and could act as catalysts for future development. Existing Arts facilities and programming are Downtown assets that should be considered for further development.

» **Fayetteville Technical Community College**

FTCC's award-winning culinary arts program is a natural partner for CEED's kitchen incubator, offering graduates a place to practice what they have learned and consider launching a local business. Explore synergies with FTCC's Small Business Center and programs such as One Million Cups, the Kaufman Foundation's entrepreneurial gatherings.

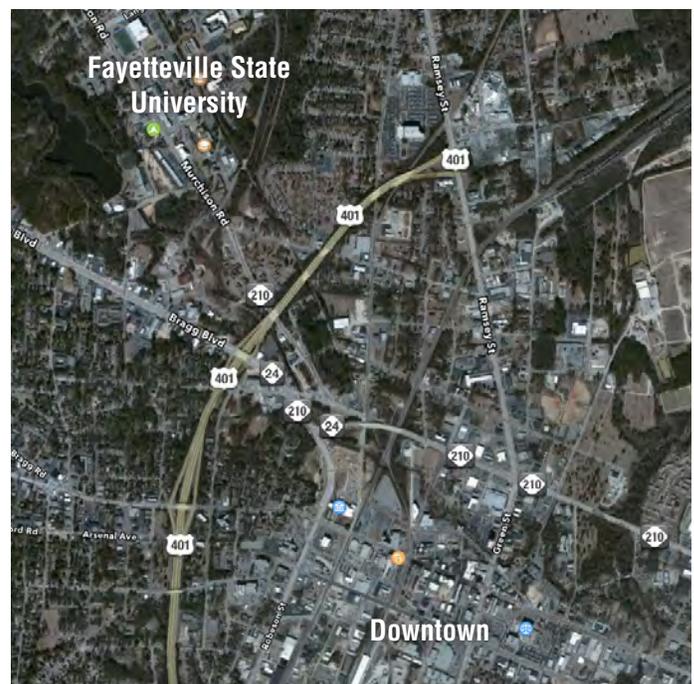
» **Methodist University**

Does the Charles M. Reeves School of Business and Economics at Methodist University offer programs that can be leveraged to drive entrepreneurial and economic activity Downtown?

Could FSU, FTCC, and Methodist University collaborate on entrepreneurial programs? Could they collaborate on a Downtown business development center? How can Fort Bragg participate?

» **Fayetteville State University**

Student housing has been a huge boon for some downtowns, and while Fayetteville does not have a major downtown university, there are schools nearby. Providing good connectivity from FSU to Downtown through the Catalyst 1 Site could increase student activity Downtown and spur additional housing and development. In addition, FSU officials should be urged to consider relocating some university functions Downtown. How can FSU's Center for Entrepreneurship be leveraged as part of a local entrepreneurial ecosystem?



Fayetteville State University, less than 10 minutes from City Hall

## 3a Identify elements of “live, work, and play” that are missing from Downtown.

### » Office Market

With the exception of government offices, some service providers, and military contractors, panelists noticed little office activity. Where are the accountants, financial planners, insurance brokers, and other financial services industries? Some of the lack of local company participation in Downtown may result simply from a lack of quality office space. Stakeholders noted that much of this activity is along the city’s suburban corridors on Ramsey, Raeford, or Skibo Roads. Office workers drive demand for services and restaurants.

### » Entrepreneurial Ecosystem

Where are the incubators and/or shared workspaces for entrepreneurs, especially those leaving the Army? What is the entrepreneurial ecosystem? While there are a few informal gathering spots Downtown, such as coffee shops, there does not seem to be a sense of entrepreneurial place Downtown. Building a sense of place is critical to the organic growth of entrepreneurial enterprises; entrepreneurs and their businesses feed off contact with one another.

Economic developers should be mindful that attracting business relocations and encouraging existing business growth are only pieces of the economic pie. Building a robust entrepreneurial growth system is equally important.

### » Wine Bars & Pubs

Fayetteville should revisit the Downtown bar ban. While the history surrounding this topic may be sensitive, Downtown Fayetteville is currently missing a renaissance in craft brewing, wine, and sports bars, which have become major drivers of downtown vibrancy across North and South Carolina. Fayetteville must move beyond the legacy of “Fayettenam.” Creative zoning, ordinances and effective enforcement will likely be needed to strike an appropriate balance with downtown living..

### » Downtown Housing

The residential base must grow significantly with a range of housing options, including affordable, market-rate flats, and townhomes. This is key to building a live-work-play environment and developing a sense of place. And this is especially important in attracting millennials and the creative class. Fayetteville is a young city with a significant millennial population (ages 25-34) of about 16%, higher than the United States (13.6%) and North Carolina (12.6%) averages.

## 3b Specifically, identify key potential sites where these elements exist and consider how can they be enhanced, replicated, or expanded upon.

### 1. Prince Charles Hotel Redevelopment

Ensuring the success of the Prince Charles Hotel redevelopment is key to the continued success of revitalizing Downtown. It could be a first big move to instigate rapid revitalization. Steps to be taken would include:

- › Develop a critical path schedule from current day to deal execution and commencement of construction. This should be worked out in tandem with the owner.
- › Provide a vehicle for driving efficiency and timing with regard to the development process via tax credits, engineering, permits, infrastructure, etc. The City of Fayetteville’s ability to be a fiduciary as well as a proactive player in the Prince Charles deal could establish a positive reputation with the wider investor and development community.

Subject to performance on the initial redevelopment, the second phase development of acreage behind and to the side of the Prince Charles should be allowed to proceed.

The successful redevelopment of the Prince Charles can create value in the surrounding area, such as:

- › Greatly improved pedestrian traffic and spending power
- › Improved possibility of a new limited-service hotel on the adjacent property on Hay Street
- › Improved possibility of future mixed-use development in the immediate area, and improved pedestrian connectivity between Festival Park and the Downtown core.

During construction of then-Progress Energy’s new Downtown Raleigh headquarters in 2001, the City of Raleigh implemented a once-every-two-week meeting between the City and Progress Energy officials to hasten the development pace. The meeting included the City Manger and his key lieutenants involved in approvals. The new Progress Energy building, now Red Hat headquarters, served to “jump start” a rapid future pace of revitalization.

## 2. Catalyst Site 1

Residential and pedestrian/bicycle connectivity from FSU and northern neighborhoods south to Downtown is vital to growth in Fayetteville's urban core, making the Catalyst Site a pivotal project location, with or without a baseball stadium.

If the site is not deployed for baseball, it remains prime for a mixed-income and dense housing community with some support retail.

The City should consider branding Catalyst Site 1 in a manner similar to Charlotte's Fourth Ward. The Fourth Ward, or northwest quadrant of Charlotte's Uptown, was once one of the more prosperous areas of the city, providing homes to local merchants, physicians, and ministers. Over the years, the Fourth Ward fell into a state of neglect with many homes vandalized or razed, but the late 20<sup>th</sup> century saw a restoration of homes and businesses, and it is now a thriving Uptown neighborhood with a unique identity.

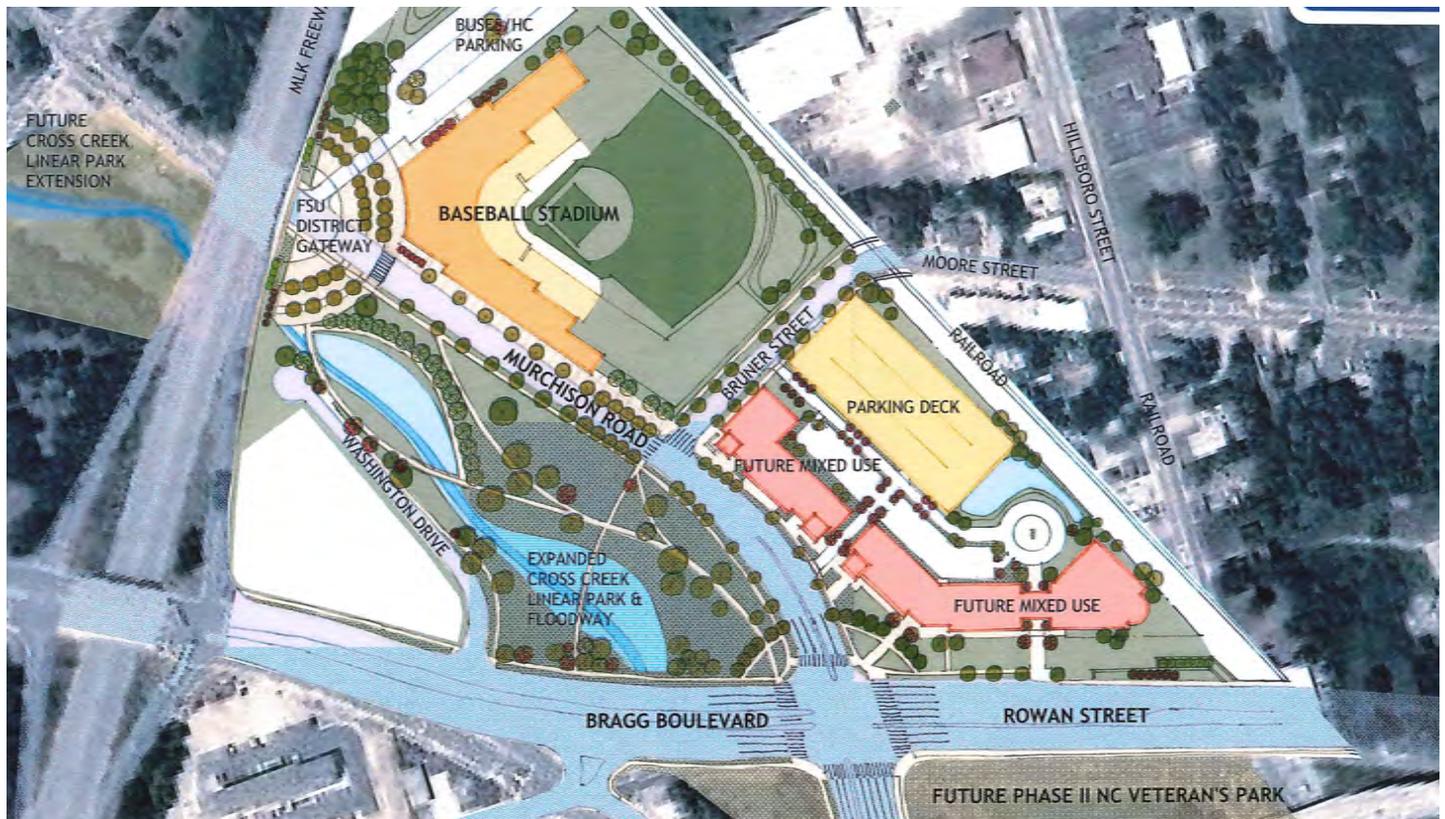
## 3. Main Post Office Site

The shift of major functions of Downtown's Main Post Office to other facilities foreshadows the likelihood of a development opportunity for the property on Green Street. Because the property acts as Downtown gateway when entering from the north and east, it is a prime location for a signature project.

## 4. City Hall Block

The city should consider lining the City Hall building's frontage along Hay Street with commercial and retail development. The City Hall entrance could be relocated to the Franklin Street side of the building.

## Catalyst Site 1



## The Baseball Stadium

The baseball stadium is a good idea in theory. However, the panel recommends development be subject to the results of a feasibility study.

The panel further recommends the City:

- » Study alternative sites that could provide better and quicker pedestrian connectivity to Downtown.
- » Tour and study similar developments connected to downtowns in cities such as Durham, Greensboro, and Asheville, N.C., and Greenville, S.C., as well as a stadium under construction in Columbia, S.C. Downtown Winston-Salem, which also suffered from past negative perceptions, recently completed a minor league stadium with excellent connectivity.
- » Ensure some limited mix of uses within the site and connectivity through the neighborhoods around it and FSU (e.g. a bike trail connecting FSU to the site and downtown).

Again, if the stadium is built at Catalyst Site 1, high-quality pedestrian connectivity to Downtown should be prioritized.

## 4 Identify physical improvements, policies, and marketing strategies that can be employed to achieve the overarching goals and aspirations toward a vibrant downtown.

- » **Improve City Data**

Several stakeholders noted a lack of data critical to making informed decisions and developing a viable downtown plan. A data gathering initiative should be conducted, to include the number and size of residential units located Downtown (both occupied and vacant) and the number, location, type and size of all businesses (including the number of employees) in the Downtown area. This is particularly critical to determining the size of the defense industry cluster. Such data can drive both property and economic development decisions.
- » **Commit to Downtown**

Identify and leverage champions who will promote Downtown. These may include visionary residential and commercial developers. Attracting a visionary residential developer with a passion for adaptive reuse could spur a cascade of reuse, both residential and commercial, Downtown.
- » **Rebrand**

Launch a rebranding initiative and develop a marketing strategy from the rebrand. This should be a dual track marketing initiative, both to an internal audience—residents of Fayetteville and Cumberland County who never come Downtown—and to an external audience that may know nothing about Fayetteville. The objective should be to make Fayetteville a “cool” place where millennials and the creative class will want to live, work, and play, helping to shed the “Fayettenam” perception.
- » **Leverage the Downtown Alliance**

The revitalized Downtown Alliance can be a key asset in building the Central Business District. The City and Alliance should consider an Ambassador program focused on appearance and safety issues.
- » **Leverage Play Space**

Buildings, such as ASOM and the library, that turn their backs on the main thoroughfare (Hay Street) negatively affect the liveliness and appeal of Downtown’s streetscape. Public art, from simple banners to murals and major installations, can strengthen these institutions’ appeal to the pedestrian while making the streetscape experience more exciting and comfortable.
- » **Activate Green Spaces**

All downtowns need green. Care should be given to balance and pair green space with development, functions or features that will populate and generate daily users of green space. Underutilized green spaces can attract vagrants and the homeless.
- » **Extend Downtown Toward Haymount**

To enhance walkability, the Hay Street streetscape should be extended to and across Robeson Street into the Haymount neighborhood. Improvements should include upgraded street crossings, particularly at Robeson Street. Again, the City should look at the feasibility of fronting the City Hall block with on-street retail to extend the retail energy west along Hay Street.
- » **Explore Downtown shuttle service to Haymount and FSU**

While walkability between Downtown and FSU and the Haymount neighborhood certainly warrants improvement, explore working with the Fayetteville Area System of Transit to offer a shuttle service connecting the two areas to Downtown. The Bull City Connector linking Downtown Durham and Duke University is a model for such service.

- » **Build the Entrepreneurial Ecosystem**  
Create incubators an/ or shared workspaces for entrepreneurs with connectivity to universities. Work with Fort Bragg, FSU, FTCC and Methodist University to explore locating programs Downtown.
- » **Enhance Pedestrian Safety**  
Reduce double left-turn lanes at Hay Street and Bragg Boulevard and the new Murchison/ Bragg/Rowe intersection to create pedestrian refuges for people walking between Haymount and Downtown, and the Catalyst 1 Site and Downtown.

Install bulb-out corners where on-street parking exists to reduce the crossing distance for pedestrians.

Reduce traffic along Hay Street from Bragg Boulevard to Ray Avenue to 2 lanes, a bike lane, and parking instead of 4-5 lanes and parking.

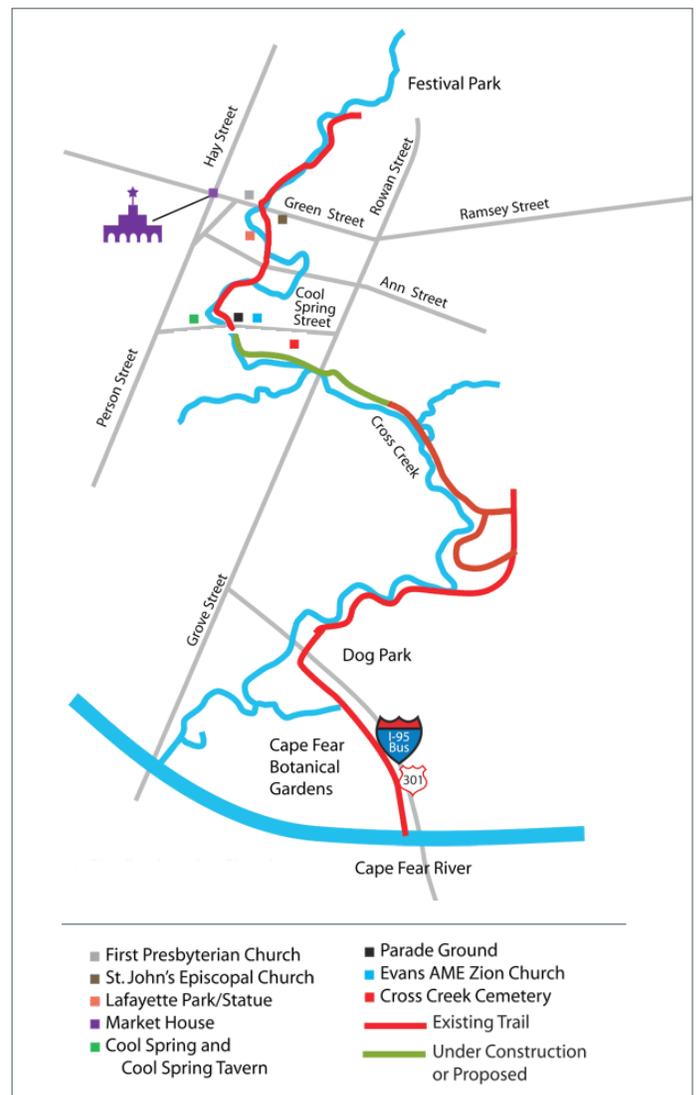


Curb extensions increase pedestrians visibility by aligning them with the parking lane and reducing the crossing distance.  
Source: National Association of City Transportation Officials

- » **Enhance Pedestrian Connectivity**  
The one-block segment of Franklin Street east of Robeson Street could be repurposed to a pedestrian connection/pocket park to start the “connect to Haymount” movement. Additionally, study the feasibility of retrofitting the existing Rowan Street bridge as a pedestrian connector between Veteran’s Park and Festival Park.

The Linear Trail and Cross Creek Park can also be leveraged for better connectivity; in some cases it may be as simple as providing better wayfinding signage.

## Cross Creek Linear Park



» **Entice multifamily developers**

Improved City data on rents, occupancy, absorption, etc. will go a long way toward helping developers make better-informed decisions about the risks of developing multifamily Downtown. Beyond data, the strategies below outline ways in which city leadership might further increase interest from developers.\*

<b>Foundation</b>	<b>Priorities</b>	
	Strategy 1	Identify priority infill development areas
	<b>Policies</b>	
	Strategy 2	Expedite development review
	Strategy 3	Set tiered impact fees
	Strategy 4	Ease parking requirements in infill locations
	Strategy 5	Adopt flexible codes
	Strategy 6	Provide clear rules for renovating historic buildings
	Strategy 7	Adopt an adaptive reuse ordinance
	Strategy 8	Offer density bonuses in infill locations
	Strategy 9	Put public offices in infill locations
	<b>Partnerships</b>	
	Strategy 10	Seek state and regional partnerships
	Strategy 11	Identify key anchor institutions
	Strategy 12	Explore employer-assisted housing
	Strategy 13	Engage philanthropic organizations
	Strategy 14	Create a public sector-developer liaison
	Strategy 15	Create a local developer capacity-building program
	<b>Perception</b>	
	Strategy 16	Strengthen code enforcement
Strategy 17	Build complete streets	
Strategy 18	Create a business improvement district	
Strategy 19	Hold public events and festivals in infill locations	
Strategy 20	Initiate a neighborhood identity campaign	

<b>Funding</b>	<b>Funding for Infill</b>	
	Strategy 21	Enact a property tax abatement program for infill locations
	Strategy 22	Implement a land banking program
	Strategy 23	Implement a land value tax
	Strategy 24	Attract private equity
	Strategy 25	Encourage community development corporations
	Strategy 26	Encourage crowdfunding for projects and business in priority infill areas
	<b>Funding for Infrastructure</b>	
	Strategy 27	Create a tax increment financing district
	Strategy 28	Establish a capital reserve fund
	Strategy 29	Create special assessments districts
	Strategy 30	Generate revenue through naming rights and advertising

\*From "Attracting Infill Development in Distressed Communities: 30 Strategies"  
[http://www.epa.gov/sites/production/files/2015-05/documents/fresno\\_final\\_report\\_042215\\_508\\_final.pdf](http://www.epa.gov/sites/production/files/2015-05/documents/fresno_final_report_042215_508_final.pdf)

# Implementation

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## 0 – 5 Years Plan | Initial Steps

- » Identify unique local leader(s) to champion Downtown.
- » Ensure success of Prince Charles redevelopment.
- » Extend Hay Street streetscape improvements to Robeson Street and beyond.
- » Encourage more and diverse residential development.
- » Encourage development of the Downtown office market. Look for additions in the finance, legal, insurance, and tech sectors as well as education/institutional, government, and military.
- » Develop 50,000 square feet of downtown Class A office space.
- » Finalize plans for the future of Catalyst Site 1 and ensure a pedestrian connection to both Downtown and FSU.
- » Finalize plans for the future of a Downtown ballpark.
- » Consider moving Amtrak to the new transit center to create a true multimodal center, and repurposing the historic train station (e.g. CEED program space with outdoor farmers market).
- » Motivate owners of underperforming buildings to sell, improve, or reposition their properties (e.g. Self Help building and buildings on Person Street).
- » Work with FSU, FTCC, Methodist University and Fort Bragg to begin building a Downtown entrepreneurial ecosystem. Explore moving institutional administrative offices and programs Downtown.
- » Launch a rebranding and marketing initiative that takes into consideration perception issues within the metro area and regionally.
- » Undertake a detailed data collection effort on metro area housing, retail, and office markets. Document organizations and companies located Downtown making note of recent relocations versus home-grown companies that started Downtown. A list of successes makes for an exceptional promotional vehicle.

## 6 – 10 Years | Filling In

- » Continue expansion of residential options.
- » Continue development and redevelopment of commercial office space.
- » Explore development options for Gateway Center (next to the Medical Arts building) to recruit office/retail tenants and complete Hay Street development to Robeson Street.
- » Study redevelopment of the Post Office site as a new gateway to Downtown.
- » Continue creek-side residential infill.
- » Engage the east and south sides of Downtown in planning. Limited discussion during this TAP has been dedicated to the east and south sides of Downtown.

# Stakeholders

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Rob Ferriol  
Downtown-based military contractor

Dick Hails  
Walkable Urban Development LLC  
Produced the **Fayetteville Mixed-Use Development Project Assessment Report** that was shared with the panel

Jordan Jones  
Prince Charles Holdings LLC

Rochelle Small-Toney  
Deputy City Manager  
City of Fayetteville

Victor Sharpe  
Community Development Director  
City of Fayetteville

Michael Gibson  
Parks & Recreation Director  
City of Fayetteville

Lee Jernigan  
Interim Engineering & Infrastructure Director  
City of Fayetteville

Russ Rogerson  
Executive Director  
Economic Development Alliance

Suzy Hrabovsky  
Chief Operations Officers  
Center for Economic Empowerment & Development (CEED)

Lexi Hasapis  
Director  
Women's Business Center, CEED

# Sponsors & Participants

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## Fayetteville Downtown Alliance

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Raleigh, N.C.

### Panel Members

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Raleigh, N.C.

Gordon Merklein  
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# Panel Members

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**Marcus Jackson, Panel Chair**  
Managing Director of Urban Investments  
TradeMark Properties  
Raleigh, N.C.



Marcus Jackson is managing director of urban investments for TradeMark Properties in Raleigh, N.C. Jackson has 25 years of commercial real estate experience with large-scale investors including officer level tenures with Equitable Real Estate, Highwoods Properties

and Carter, one of the South's oldest and largest privately held commercial real estate firms.

Prior to joining the TradeMark Properties team, Jackson served as the managing director of investments at Colliers International/AACRE Properties.

Jackson's primary experience has been in office, dense residential (including multi-family) and mixed-use. Most of the real estate assets have been located in Vibrant Centers (live-work-play) in the Research Triangle, Atlanta, South Florida, Richmond and the District of Columbia. He has been accountable for portfolios as large as \$900 million and transaction volume exceeding \$400 million, development of more than 2 million square feet and has repositioned numerous existing buildings and high profile land assets, which have yielded more than \$200 million in disposition, renovation and development volume.

Jackson recently was appointed and serves as the Chair of Mission Advancement (Advisory Board Chair) by Urban Land Institute in the Triangle. He holds a B.S. in marketing from Virginia Tech, and an M.B.A. in marketing and information technology from the University of Georgia. He is a Licensed Real Estate Broker in North Carolina

**Roland Gammon**  
President  
White Oak Properties  
Raleigh, N.C.



Roland Gammon is the founder and president of White Oak Properties, Inc. in Raleigh, N.C. The company's focus is for-sale condos/townhomes in the Triangle with a heavy emphasis on Downtown Raleigh, infill sites and transit oriented new communities, such as

Meadowmont and Southern Village.

The firm's current projects include Church + Main condos, Durham; Peace Street Townes townhomes, 1300 St. Mary's condos, and North Shore—Centennial Campus condos and townhomes, all in Raleigh; and Brownstones on Bennett townhomes, Southern Pines.

Since the company's founding in 1982, White Oak Properties has been the creator of numerous successful, upscale condominium and townhome communities throughout the Triangle. Projects have included Atlantic Place I & II, Cotton Mills, Falls River Condos and Park Devereux in Raleigh; Cary Park and Lion's Gate in Cary; and Meadowmont and Southern Village in Chapel Hill.

He holds a B.S. in business and accounting from the University of North Carolina – Chapel Hill and a Master of Architecture from North Carolina State University.

## Gordon Merklein

Executive Director of Real Estate

U.N.C. Chapel Hill

Chapel Hill, N.C.



Gordon Merklein is the Executive Director of Real Estate at the University of North Carolina at Chapel Hill. Merklein joined U.N.C. in February of 2009 and has more than 20 years of experience in all facets of commercial real estate.

Merklein oversees real estate management, investment and development activities for direct real estate holdings by various entities of the University, including The Carolina Inn, Granville Towers and the redevelopment of Carolina Square, a 500,000-square-foot mixed-use development project adjacent to campus. In addition, Merklein manages the University's 400,000 square feet of off campus office leases through the U.N.C. Property Office.

Previously, Merklein was the senior director of investments for Highwoods Properties, where he managed investment transactions and capital market activities for a portfolio of office, retail and industrial properties with a market value exceeding \$2 billion. He has also worked at Cushman & Wakefield and EDAW (now AECOM).

He is active in the town of Chapel Hill, serving on the boards of the Downtown Chapel Hill Partnership and Community Home Trust. He is also co-chair of the Interfaith Council Community House Capital Campaign, and former board member of the Orange Water and Sewer Authority. He was the 2014 recipient of the Chamber of Commerce's Citizen and Service Award.

Merklein holds a Bachelor of Fine Arts from the Meadows School of the Arts at Southern Methodist University and a Master of City Planning from the College of Architecture at the Georgia Institute of Technology.

## Jay Shah

Vice President of Development

Shamin Hotels

Richmond, V.A.



Jay Shah is vice president of development for Shamin Hotels in Richmond, Va. He is responsible for new property development by examining markets and searching for viable projects and provides oversight

of development through to the opening of the property. In this role, he implements all design and construction oversight as well as operating programs and ensures maximum franchise support. Shamin Hotels owns, operates, and develops hotels under Hilton, Marriott, Intercontinental, Choice, Starwood and Hyatt.

Shah is also active in developing Shamin's community outreach programs by getting properties involved with the local community. He has served as chairman of the North Carolina Hotel and Motel Association and on the board of the American Hotel and Lodging Association. He is also a past winner of the Asian American Hotel Association's Future Hotelier Award and currently sits on the Governmental Affairs Committee.

Shah studied Hotel-Restaurant Management and Business Administration at James Madison University and received his Masters of Science in Real Estate from American University.

**Tom Taft**  
President  
Taft Family Offices  
Greenville, N.C.



Tom Taft is the president of Taft Family Offices, a real estate development firm in Greenville, N.C.

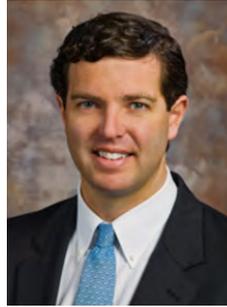
Over the past 20 years, Taft and the staff at Taft Family Offices have acquired, developed and managed properties of all types including mixed use, retail, multifamily, single family, commercial office, medical office, mini storage, warehouse, flex-space and student housing.

Taft Family Offices currently owns and manages in excess of 2 million square feet of commercial real estate and approximately 2,000 residential units. Taft has developed and owns interests in more than 200,000 square feet of medical office space, 150,000 square feet of commercial office space, 275,000 square feet of warehouse/flex space and holds additional ownership interests in office parks, retail spaces and mixed-use developments.

He currently serves as the president of the U.N.C. Law School Alumni Association, the Board of Directors of the Golden L.E.A.F. Foundation, and is involved in the Multi Family Executive Association, National Apartment Association, National Multi Housing Council, and the Triangle Apartment Association.

Taft is a graduate of Duke University and the University of North Carolina School of Law. He also attended the Hague Academy of International Law in the Netherlands.

**Stuart Wyeth**  
Broker & Shareholder  
NAI Earle Furman  
Greenville, S.C.



Stuart Wyeth is a broker and shareholder at NAI Earle Furman in Greenville, S.C. He specializes in office leasing and sales in the Upstate region of South Carolina. He works in all aspects of office property advisory and brokerage services, and Wyeth and his team currently handle

an office and warehouse portfolio of more than 1 million square feet for local, regional and institutional property owners.

He was named a shareholder with the firm in 2011 and was recently elected to serve as chairman of the NAI Global Office Council. He is a member of SIOR (Society of Industrial and Office Realtors) Carolinas Chapter.

Wyeth holds a B.A. in Economics from Denison University and a Master of City and Regional Planning from Clemson University. He was named to Greenville's Best & Brightest 35 and Under - Class of 2013.

**Larry R. Zucchini**  
CEO & Managing Partner  
JDavis Architects  
Raleigh, N.C.



Larry Zucchini is CEO, managing partner, and a landscape architect at JDavis Architects in Raleigh with thirty-six years of planning and design experience and leadership. His professional focus is on land use, community planning and urban design. He has provided

design leadership for numerous projects involving land use and community planning, urban design, and environmental design for corporate, institutional and private clients.

Over his career, Zucchini has focused on urban/community design, landscape conservation and development planning, and has practiced in the fields of landscape architecture, and ecology and urban design. An early leader in the field of landscape architecture and active in environmental policy, he has pushed the traditional limits of the profession by integrating principles of landscape ecology and sustainable design into his work for urban redevelopment as well as new mixed-use communities. He was active in setting statewide public environmental policy through his appointment to the North Carolina Environmental Management Commission.

He serves in leadership positions with the ULI Triangle District Council and the Triangle Land Conservancy. In 2012, he was inducted as a Fellow into the American Society of Landscape Architects. He currently serves on the Board of the Raleigh-Durham Airport Authority.

He holds a B.A. in botany and geography from the University of North Carolina at Chapel Hill, and a Master of Landscape Architecture from North Carolina State University.



# Urban Land Institute

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The Urban Land Institute (ULI) was founded in 1936 as a nonprofit institute to facilitate the open exchange of ideas and information among local, national, and international real estate industry leaders and policy makers dedicated to creating better places. Today it has more than 37,000 members worldwide.

ULI does not lobby or act as an advocate for any single industry. The Institute is committed to providing leadership in the responsible use of land and creating and sustaining thriving communities through the experience of its members.

It is through member involvement and research that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

## ULI Triangle

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Founded in 2005, ULI Triangle has grown quickly to become the premier real estate organization in eastern North Carolina providing leadership in the responsible use of land, educational programs, and community outreach to address land use challenges. The District Council has more than 500 members serving the eastern half of North Carolina, from Burlington to Wilmington.