

Technical Assistance Panel



Fayetteville – Haymount

Fayetteville, North Carolina

April 4-5, 2017



Urban Land **Triangle**
Institute

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Technical Assistance Panel Program

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

TAP Panel Selection

The City of Fayetteville requested ULI Triangle convene a Technical Assistance Panel focused on “creating a more vibrant mixed-use Fayetteville neighborhood (Haymount) being catalyzed by the proposed Civil War History Center.”

After consideration of the City of Fayetteville’s goals for the TAP, the ULI Triangle District Council selected six panelists based on their expertise.

TAP panelists assembled at 214 Myrover St., across from the site for the proposed N.C. Civil War History Center—the historic Arsenal site—on Wednesday, April 4, 2017, for a presentation by the TAP sponsor. The presentation was made by Scott Shuford, Planning and Code Enforcement Services Director, City of Fayetteville; and Eloise Sahlstrom, City Urban Designer, City of Fayetteville

Tour of Study Area & Environs

Following the sponsor presentation, TAP panelists toured the Arsenal Site and took an extensive walking tour of the adjacent Haymount neighborhood. Panelists also spent additional time walking the study area on April 5.

Stakeholder Interviews

On the afternoon of April 4, panelists met with community stakeholders including city officials; officials of the Civil War History Center; transportation officials; cultural, civic and business leaders; and property owners.

Panel Deliberations

The panel held two working sessions: the first on the evening of Wednesday, April 4, following the sponsor presentation, site tour, and stakeholder interviews; and the second all day on Thursday, April 5. 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 sponsor, the City of Fayetteville.

Public Presentations

The panel presented its PowerPoint presentation of findings and recommendations at 5:00 p.m., Thursday, April 5, in an open session to the TAP sponsor, 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 July 2017.

Executive Summary

Downtown Fayetteville has undergone transformational redevelopment over the past decade. Just beyond the central business district, the Haymount neighborhood, with historical residences, a popular neighborhood commercial node, and the site of the future N.C. Civil War History Center, is a logical next step in the emergence of Fayetteville's urban core as a live, work, play environment.

Under the direction of the Urban Land Institute's Triangle District Council, a ULI Technical Assistance Panel was convened to study what measures the City of Fayetteville can take to better connect the proposed new Civil War History Center to the Haymount business district and to other cultural amenities in Downtown Fayetteville. Issues to address included:

- » Pedestrian and transportation infrastructure
- » Methods to connect cultural amenities
- » Opportunities to enhance the economic/market development of the Haymount area

The TAP, sponsored by the City of Fayetteville, convened April 4-5, 2017, bringing together City officials, community leaders, stakeholders, and a panel of planning, design, and development professionals for a day-and-a-half session focused on the city's question.

Observations & Recommendations

The TAP prepared its recommendations based on a review of the briefing materials, a debriefing by representatives of the City, 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 are outlined in the sections that follow this summary.

- » The Haymount neighborhood should capitalize on its proximity to Downtown Fayetteville's emergence as a live, work, play environment, and extend that growing success into the heart of the community. Take a "2.0" approach based on what was and is being done Downtown, but at a neighborhood or "village" scale.
- » The proposed Civil War History Center will be a major asset for Fayetteville and the Haymount neighborhood, with the potential to spur its transformation. At a projected cost of \$65 million, the center is expected to draw annual visitation numbers of 105,000 to 130,000. Projected direct and indirect visitor expenditures are anticipated at more than \$5 million annually. However, steps need to be taken to make sure the center is adequately connected to the Haymount neighborhood.
- » Pedestrian connectivity within Haymount and to the proposed Civil War History Center and within Downtown is more critical than pedestrian connectivity between Haymount and Downtown. Pedestrian connectivity between the Civil War History Center and the Haymount commercial district or "village center" retail node should be the priority.
- » With a rich history and culture, Haymount is a neighborhood of great significance that has held its value over time. Efforts should be made to protect the character of the neighborhood and its value.

- » The City should explore extending commercial mixed-use zoning along Hay Street to the Martin Luther King Jr. Freeway (“MLK Freeway”) to foster compatible infill and improve connectivity between the Civil War History Center and the Haymount commercial district.
- » Inadequate and outdated pedestrian infrastructure, especially along Hay Street, makes walking in Haymount difficult and dangerous. Crossing major streets, particularly in the commercial district, is treacherous. The total lack of bicycle infrastructure is also notable. Steps should be taken to widen and improve sidewalks and provide safe pedestrian crossings.
- » Traffic and parking along with pedestrian connectivity are significant problems for Haymount and may severely hamper growth and development if not addressed. The City should consider a road diet for portions of Hay Street and Morganton and Fort Bragg roads that could help decrease the volume and the speed of traffic, provide additional on-street parking spaces, and enhance pedestrian connectivity and safety.
- » The 5-point intersection of Hay Street, Morganton and Fort Bragg roads, and Oakridge and Highland avenues creates challenges. Some realignment of roadways, crosswalks and signalization in that area along with the road diet could alleviate problems.
- » Getting in and out of Haymount is easy, but stopping and spending time in Haymount is difficult. The lack of easily accessible parking hampers economic growth and development of the Haymount commercial district.
- » Much of the Haymount commercial district at the convergence of Morganton and Fort Bragg roads and Hay Street is underutilized. The commercial mix is shallow and residents are eager for additional businesses, such as a coffee shop.
- » Cultural assets and amenities such as the Cape Fear Regional Theatre should be leveraged. Steps should be taken to improve access by providing safe, easy-to-access parking, enhanced pedestrian connectivity, and a pick-up and drop-off lane in front of the theater.
- » Capitalizing on and enhancing the existing Haymount brand is relatively low-cost and offers a potentially high return on investment. One place to begin is with branding the Haymount commercial district as “Haymount Village Center.”
- » Champions for initiatives already underway in Haymount—whether the Civil War History Center, the Haymount Study Group, the Cape Fear Regional Theatre or the fledgling business association—should unite as a cohesive group with critical mass to move forward improvements in the area. This group should start by identifying low hanging fruit—those initiatives that can be implemented with minimal effort and cost to have immediate impact—such as branding.
- » Public-private partnerships and other types of partnerships should be explored to seek innovative solutions to some of Haymount’s critical issues such as parking and recruiting additional retail businesses.

Connectivity to Downtown

The distance between Downtown and Haymount—about a mile or so—and the significant grade change and narrow sidewalks adversely impact the pedestrian experience. Walking between the two areas is likely to be infrequent, particularly with current infrastructure, but significant improvements to the streetscape could make the walk safer and more pleasant. Travel between Downtown and Haymount could also be addressed by a shuttle service or circulator between attractions. However, transit options should be thoroughly vetted as circulators often tend to be low-frequency or extremely costly for relatively low ridership.

Context & Scope

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 a little over 201,000 in 2017. Population peaked in 2013, with an estimate of 204,149. The Fayetteville metropolitan area, with an estimated population of 377,000, is the largest in Southeastern North Carolina and the fifth-largest in the state.

To combat declining population, suburbanization, and the lingering perception of “Fayettenam”—the negative warzone connotation given to characterize swaths of the city’s built environment—the City of Fayetteville has worked to redevelop Downtown through various revitalization projects, including a planned new minor league baseball park, the development of the Airborne & Special Operations Museum (ASOM), the N.C. Veterans Park, the Fayetteville Linear Park, and Fayetteville Festival Park.

Downtown Fayetteville boasts a distinctive and historic urban core, and the city is now poised to expand redevelopment into the edges of that core, including the Haymount neighborhood where the N.C. Civil War History Center is planned for the historically significant 1838 federal Arsenal site.

Haymount is the next step of a logical progression for Fayetteville’s urban core as it emerges as a live, work, play environment. It is an extension and an evolution, the “version 2.0” of what was and is being done Downtown, but at a neighborhood or “village” scale.

The Civil War History Center

The proposed N.C. Civil War History Center is designed to tell the story of the Civil War and its ramifications on the entire state of North Carolina.

At a projected cost of \$65 million, the center is expected to draw annual visitation numbers of 105,000 to 130,000. Projected direct and indirect

visitor expenditures are anticipated to be more than \$5 million annually. Organizers hope to begin construction on the center in 2020.

Presentations at the Center will emphasize issues, events, and people throughout the state, and place particular emphasis on the home-front experience in North Carolina. This statewide and people-oriented story will examine military campaigns, leaders, and wider political and economic trends; and those events and issues will provide a backdrop for the North Carolina home-front story. No other state has ever created a center to tell its own home-front Civil War-era story.

Unfortunately, construction of the MLK Freeway in 1988 bisected the historic Arsenal site and destroyed much of the remaining ruins. Originally covering over 100 acres, the only remaining large section of the Arsenal ruins is in Arsenal Park, located along the western portion of MLK, where the new center is proposed. The two tower bases on the western side of the highway are the only visible remnants of these impressive architectural features of the Arsenal. The two towers to the east are either buried or totally obscured.

With a site divided by a major below-grade highway, vehicular circulation played a significant role in decisions made during planning and schematic design for the History Center, resulting in plans for the main entry into the Center from the east off Bradford Avenue.

The complex will require 120 parking spaces as well as bus parking. Current plans show a main lot off Bradford Avenue with spaces for 60 cars, with a dedicated drop-off lane. A secondary lot will be located to the south of Arsenal Park to accommodate overflow, bus parking, and closer parking for visitors. A small lot adjacent to the building will accommodate accessible parking and drop-off, as well as parking for employees and volunteers and some short-term guest parking.

From the main parking lot visitors will use a newly covered and potentially widened pedestrian bridge across MLK to the Center, Arsenal ruins, and historic houses.

The relationship and connection of the Arsenal ruins and Arsenal Park to the Center is very important. From the ruins, visitors feel connected to the Center via the plaza and the glassy view into the main building. The pedestrian bridge and connection to the eastern portion of the site is equally visible and connected by common architectural language and materials.

Proposed Center Site

Source: NCCWHC



On the east side of the site, located adjacent to the main parking lot, the Poe House will serve as a final destination for visitors before their departure. Showcasing a house with original furnishings from the Reconstruction Era, the Poe House will serve as a living example of the stories told inside the Civil War History Center.

Haymount

Haymount's history is Fayetteville's history: from the 1740s to 1880s, three major trade roads converged from the west where present day Morganton and Fort Bragg roads meet Hay Street to flow through an exclusive, narrow opening on top of Haymount

Hill to form a trade funnel. That trade route headed southeast into Fayetteville, which became a major trade hub with goods brought to the Market House for trade and transported down the Cape Fear River to Wilmington. The trade funnel pattern is apparent in the flow of traffic from the west through Haymount today, where much of the traffic is simply passing through.

Initially, Haymount was known as "The Hill" and featured only large farmland tracts interspersed with stands of large oak trees. Around 1790, the downtown flatland became sufficiently crowded, forcing town-sized residential properties up the eastern face and onto The Hill. Subdivisions of land and the construction of residences began soon thereafter. The name "Haymount" originally referenced the home of John Hay and its elevated position over the city.

To the south, Haymount Hill included a large plateau, most of which was purchased in 1836 by the U.S. Government for a federal arsenal—100 acres in total, from the Haymount bluff on the east end of the ridge, to present-day Woodcrest Avenue at the west end, and from just north of Morganton Road south to Turnpike Road. The Arsenal, for which the cornerstone was laid April 9, 1838, was situated at the edge of the hill, overlooking the town of Fayetteville and occupying a strategic and defensible position above the town.

During the Civil War, the Arsenal supplied arms to the Confederacy and subsequently was destroyed by General William T. Sherman on March 15, 1865. Troops burned the Arsenal and all of its structures, leaving only stone foundations.

Soon after the destruction of the Arsenal, salvaged brick and slate were reused in new construction. Subdivisions of the arsenal land along the south side of Hay Street began again by 1881, destroying the original quadrangle. Many of the homes were built from the remains of the large wooden buildings.

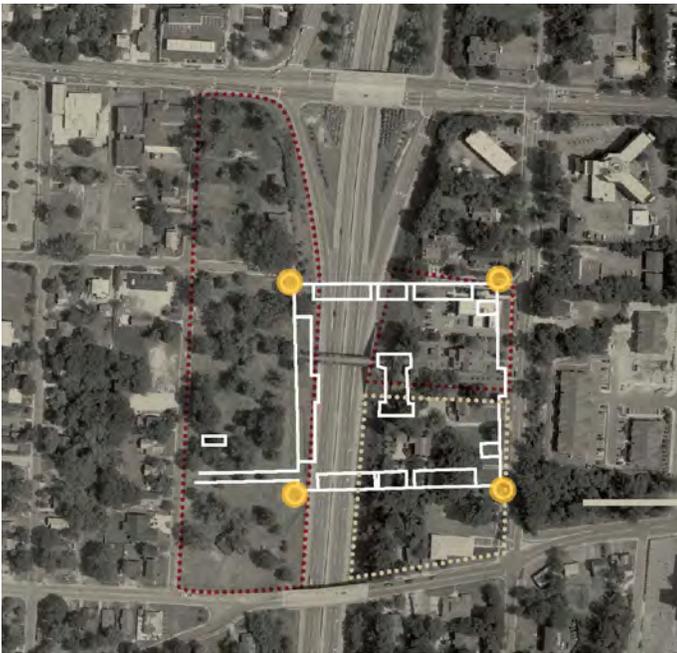
Just after 1900, major building activity occurred at the Hay-Morganton intersection. Development included St. Luke's Hospital, a huge wooden sanitarium-type

facility, and Highland Presbyterian Church's circular sanctuary. By 1914, the City Limits had expanded westward up The Hill to include the Haymount area. Development continued until the national economic collapse of 1929. By then, the entire Haymount plateau consisted of single-family homes.

In 1988, the development of the MLK Freeway cut through Haymount and the historic Arsenal site, significantly modifying the area and severing the Arsenal site into two separate parcels.

Historic Arsenal Site

Source: NCCWHC



The Haymount business area has waxed and waned with the national economy and is still haunted by the character of an undefined marginal commercial area aided by the conversion of historic residential homes into professional offices. Conversion of these homes has helped preserve historic architecture, but the transition away from residential use has been lamented by longtime residents as a reduction in Haymount's quality of life.

Scope

Haymount Boundaries

Today, many people identify Haymount as the commercial area located at the confluence of Morganton and Fort Bragg roads and Hay Street. How far Haymount extends from there is less clear. There does exist one identifiable Haymount boundary: the Historic Haymount District and its expansion, which includes Hale Street, Hillside, and parts of Hay Street and Bradford Avenue.

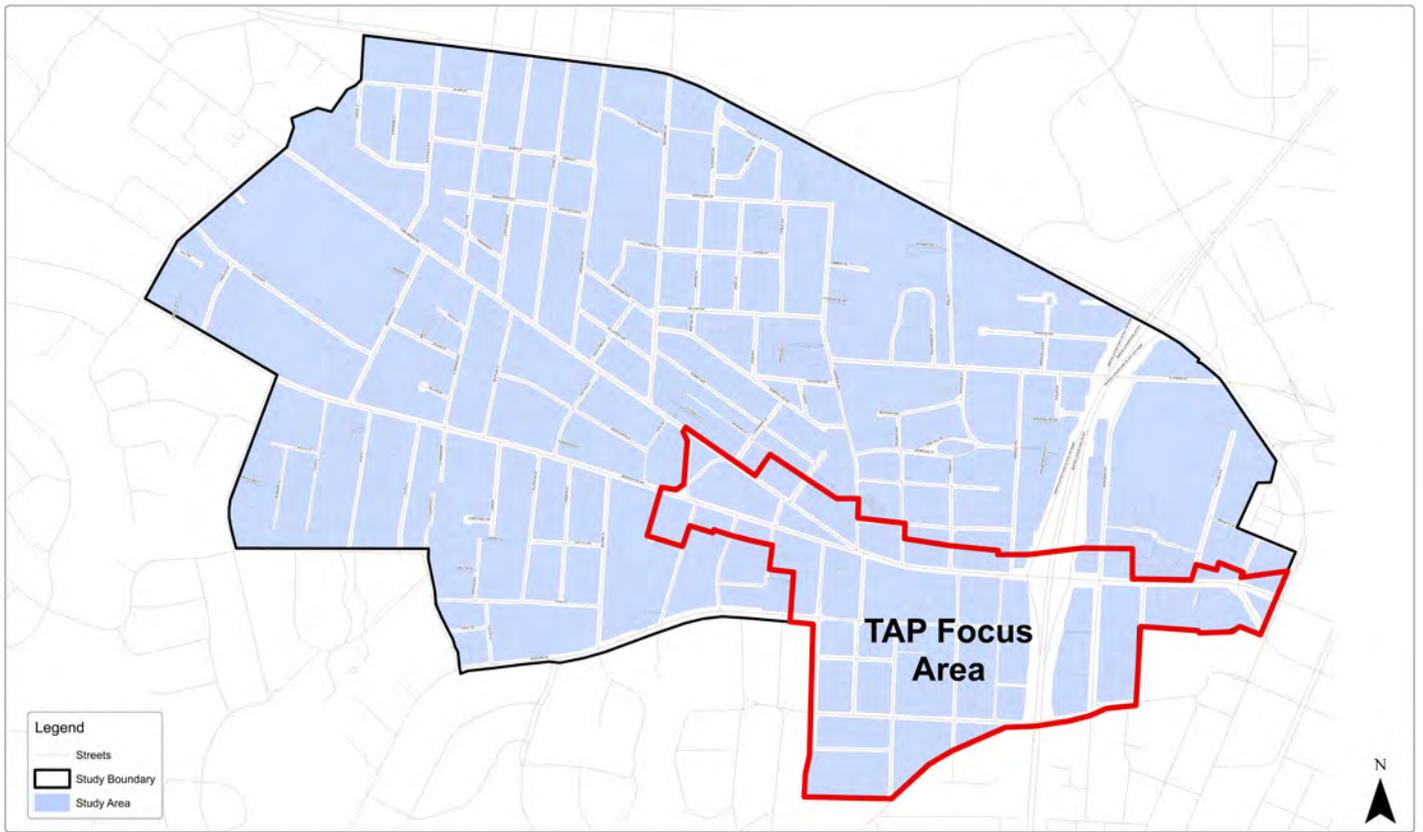
The panel was asked to assess what measures the City of Fayetteville can take to better connect the proposed new Civil War History Center to the Haymount business district and to the other cultural amenities in Downtown Fayetteville.

Key components to address included:

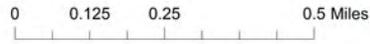
- » Pedestrian and transportation infrastructure
- » Methods to connect cultural amenities
- » Opportunities to enhance the economic/market development of the Haymount area.

The TAP Focus Area included a 164-acre subset of the Greater Haymount Study Area, which includes an area of 914 acres or just under 1.5 square miles. It extends generally westward from Downtown Fayetteville to Terry Sanford High School, from Bragg Boulevard south to Morgan Street.

The focus area includes most of the original 100-acre Arsenal plateau site, as well as the Hay Street frontage from Haymount to Downtown.



TAP FOCUS AREA



March 2017
City of Fayetteville Planning & Zoning Division
Planning and Code Enforcement Services

Observations & Stakeholder Input

The proposed Civil War History Center will be a major asset for Fayetteville and the Haymount neighborhood, with the potential to spur further transformation.

The Haymount neighborhood has “great bones” and the propensity to be a dynamic place with diverse incomes, people, and destinations. Hay Street, serving as a major thoroughfare and the natural neighborhood spine, already features a decent mix of retail and commercial uses, but has a great deal more potential to be tapped with additional planning, investment, and energy. Over the next 5-10 years, the neighborhood’s value is likely to increase dramatically. Of note, residents and other boosters are passionate about the area and want to maintain or enhance the neighborhood’s character.

Connecting the Civil War History Center to the Haymount commercial district is key to catalyzing neighborhood vibrancy and economic growth. To that point, observations from the TAP process are broken into four general categories:

- » Civil War History Center
- » Pedestrian Infrastructure
- » Traffic Issues
- » Commercial Development

Civil War History Center

- » A catalytic project for the area, supporters are passionate and determined to see the Center funded, built, and opened.
- » The Civil War History Center site and building design is intentionally oriented to the east toward and across the MLK Freeway, which unintentionally hinders connection to the rest of Haymount.

- » Walking around the Arsenal site, traffic noise (from the MLK Freeway) is substantial.
- » The physical barriers (traffic, distance, and a steep hill) between the Center site and Downtown are too great to easily overcome.
- » Keeping parking out of the neighborhood seems to have been a major objective.
- » Current plans include demolishing the existing Museum of the Cape Fear to create parking, but this may not be the best option.

Pedestrian Infrastructure

- » Sidewalks are too narrow and not safe, and are generally jammed right next to the busy roadway with no buffer and a retaining wall often on the opposite side. While people do walk, they do not feel safe or comfortable.
- » Hay Street has great potential to be activated and made more pedestrian friendly.
- » Other than along major thoroughfares, there is a general lack of pedestrian infrastructure and there does not appear to be any bicycle infrastructure in the district.
- » The lack of pedestrian infrastructure makes crossing roadways, especially the major thoroughfares, challenging.

Traffic Issues

- » The convergence of Morganton and Fort Bragg roads into Hay Street is a major choke point for traffic.
- » Heavy traffic volume along Morganton and Fort Bragg roads, and especially Hay Street, create major challenges for pedestrian crossings.
- » Parallel roadways, in particular Bragg Boulevard, are underutilized relative to their vehicular capacity and represent an opportunity to shift through traffic out of Haymount.



Commercial Development

- » The Haymount commercial district at the convergence of Morganton and Fort Bragg roads and Hay Street is underutilized. The commercial mix is shallow and residents are eager for additional businesses, such as a coffee shop.
- » Fortunately, the district includes a limited mix of iconic regional businesses such as the Latitude 35 Bar & Grill, Hilltop House, the Hamont Grill & Steak House—which recently closed due to a fire—and a few other locally owned small retailers.
- » A lack of convenient parking in the area hinders retail development.
- » The Cape Fear Regional Theater is a neighborhood and community asset, but suffers from insufficient parking, nonexistent vehicular drop-off area, and very limited safe pedestrian access.
- » Haymount does not appear to have any bed and breakfasts, and no close hotels, although a hotel is planned near the new baseball park in Downtown.
- » The Haymount business area does have a fledgling business alliance which should be an asset to its growth and development.



Issues & Opportunities

Series of Fortunate Events

Through its Observations (the panel's extensive walking and listening tour of the area) and Input from Stakeholders (listed later in this report), the panel concluded that "a series of fortunate events" have occurred to well-position the Haymount neighborhood for significant revitalization and redevelopment:

- » **History of recommended infrastructure improvements**

Much of the infrastructure needs in Haymount has been identified previously. The *Haymount 8 Plan* written in 1980 recommended a "long-range traffic plan including pedestrian planning be developed for the Haymount Area and to take immediate action." Other studies over the years have confirmed the finding of the *Haymount 8 Plan* and made similar recommendations. However, the recommendations have largely gone unheeded.

- » **Economic impact of U.S. Military**

Located in Fayetteville, Fort Bragg is one of the largest military installations in the world in terms of personnel. Currently, more than 50,000 active duty personnel call Fort Bragg home. The Base Realignment and Closure (BRAC) process was a boon to growth at Fort Bragg. While recent troop reductions have reduced the post's personnel, Fort Bragg still remains an enormous economic engine, accounting for nearly 31 percent of the total value of goods and services produced in the Fayetteville Metropolitan Statistical Area.

Connectivity to Downtown

As part of its charge, the panel was asked by the sponsor to consider what measures the City of Fayetteville can take to better connect the proposed new Civil War History Center to the Haymount business district and to the other cultural amenities in Downtown Fayetteville.

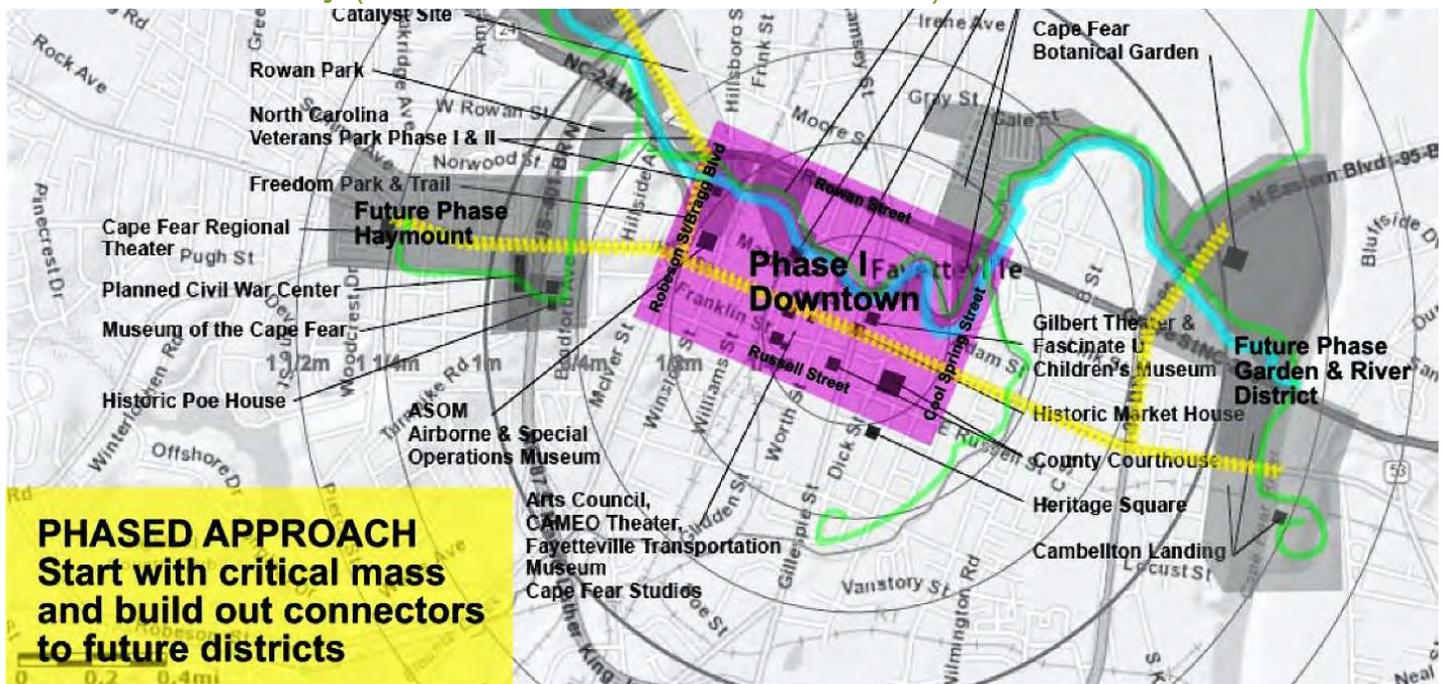
Pedestrian connectivity is a hot topic—for good reason—but the reality is that the distance of nearly a mile between Downtown and Haymount, coupled with significant grade change and narrow sidewalks, will make walking between the two infrequent, particularly with current infrastructure. Significant improvements to the streetscape would certainly make the walk safer and more pleasant.

Travel between Downtown and Haymount could also be addressed by a shuttle service or circulator between attractions. However, transit options should be thoroughly vetted, as circulators often tend to be low-frequency or extremely costly for relatively low ridership.

- » **Downtown revitalization**
Downtown Fayetteville, a mile or less from Haymount, continues to undergo significant redevelopment and renovation with projects such as the Franklin Street Parking Deck, the Airborne & Special Operations Museum, North Carolina Veterans Park, and the 300 Hay Street and Park View mixed-use projects.
- » **Increase in catalytic investments**
Roughly \$150 million in new investment is targeted for the region. Significant projects include:
 - » Historic Prince Charles Hotel conversion to mixed-use apartments and retail, and development of a hotel and more apartments next door (\$55 million)
 - » Minor league baseball park directly behind the Prince Charles development (\$33 million)
 - » N.C. Civil War History Center, a major addition to the city’s education, cultural and tourist infrastructure, and potentially a huge boon to the Haymount neighborhood (\$65 million)
- » **Merging agendas and positive leadership**
There is a sense of passion and shared purpose among the various stakeholder groups—the City, Civil War History Center proponents, leaders of cultural and commercial entities such as Vision 2026, and neighborhood residents—to improve the region and create a greater sense of place in Haymount.

Future Connectivity (Arts & Entertainment District Plan)

Source: City of Fayetteville



Phase II connections to future phases: build strong connection to future districts; develop unique streetscape connection to each; development incentives to build along; robust wayfinding plan; dedicated bicycle lanes; enhanced pedestrian features.

Reframed Question

A review of the issues and opportunities led the panel to re-examine the City’s initial question: What measures can the City of Fayetteville take to better connect the proposed new Civil War History Museum to the Haymount business district and to the other cultural amenities in Downtown Fayetteville?

While still addressing the key components of pedestrian and transportation infrastructure, connectivity to cultural amenities, and opportunities to enhance the economic/market development of the Haymount area, the panel suggested reframing the question to:

How can Haymount and the Civil War History Center benefit one another and add to the city’s identity and experience?

The History Center and Haymount complement each other given the:

- » Potential to create a unique experience for citizens and visitors
- » Natural orientation of the History Center to the west and the Haymount commercial district, while the MLK Freeway creates a barrier to the east
- » Village center’s growth potential and good proximity to the neighborhood and History Center
- » Opportunities for a strengthened Haymount village center to provide amenities to History Center guests and Downtown Fayetteville

Haymount & History Center Synergy



Recommendations

The following recommendations were developed by the Technical Assistance Panel based on the briefing, tours, and stakeholder interviews.

1 Leverage the Civil War History Center

Thinking about the N.C. Civil War History Center not so much as a museum—a place where people simply visit and leave—but as a neighborhood anchor or community center that is a statewide destination changes how the center interacts with the Haymount neighborhood.

The Center has enormous value as an anchor for the neighborhood while providing additional connective tissue between the neighborhood and Downtown Fayetteville. If the estimates of the number of annual visitors are correct, the Center will become the top-visited attraction in Fayetteville. With proper planning and attention, attendees will likely visit Haymount for ancillary goods and services during their visit, extending their trip beyond the Center.

However, with the historic Fayetteville Arsenal site (and consequently the site of the Center) split by MLK Freeway, connectivity between Downtown, the Center, and Haymount is not ideal. Vehicular circulation, parking for 60 cars, and the main entry into the History Center is currently planned from the east of MLK Freeway off Bradford Avenue on a site currently occupied by the Museum of the Cape Fear. Visitors will make a short walk across MLK Freeway via a newly covered (and potentially widened) footbridge to the western side of the site where the new museum building, remaining Arsenal ruins, and historic houses are located.

The Center's building will include three main areas: exhibits, an auditorium, and a second level café, all connected by a double-height, glass circulation spine under one large iconic roof. The exhibits area will include a large permanent collection focused on the stories of North Carolinians before, during, and

after the Civil War, as well as rotating galleries with traveling exhibitions.

The current building plans orient the public face and entrance toward the south and east, unfortunately leaving the loading dock and backdoor to face the Haymount neighborhood to the north and west. A large plaza to the south in front of the Center is designed to serve as a main connector to the Arsenal ruins as well as a public outdoor gathering and event space. A more formal garden and smaller plaza is planned to the north of the building on Hay Street.

Extending south beyond the main plaza, an elevated boardwalk will encourage visitors to walk along the Arsenal ruins as a continued part of the experience. A covered picnic shelter will provide another gathering place for school groups, tour groups, and the public who visit the History Center complex. Three historic houses on the site will be moved and clustered at the southernmost end of the complex.

While the overall building design and museum concept are impressive, more attention should be paid to connectivity to the Haymount neighborhood and the complex's pedestrian edge, which can have great impact on street life.

- » **Ensure positive connection between the site and building with the neighborhood**
 - › Shift some of the emphasis from the main plaza on the south side of the building to the north corner at Hay Street to create a “front porch” that addresses and invites the public

- › Improve pedestrian infrastructure on Arsenal Avenue to create a connection to the Haymount Village Center
- › Create a walking tour of historic sites in Haymount to encourage pedestrians to explore the neighborhood
- › Reorient the loading dock away from the Hay Street frontage
- » **Activate the “front porch” park/plaza on the Hay Street corner**
A great street presence here will complement the pedestrian connection across MLK Freeway and bookend the facility.
- » **Consider parking alternatives**
With the primary parking lot for the facility located on the east side of MLK Freeway, visitors are not encouraged to explore the neighborhood and amenities near the History Center.
 - › Explore using the parking lot and pad site at 208-210 Myrover Street to provide some parking on the west side of MLK Freeway
 - › Consider repurposing the building that houses the Museum of Cape Fear rather than demolishing it. This will save demolition costs and perhaps bring additional revenue to the project
 - › Take advantage of the potential for on-street parking on Myrover Street

Engaging with Neighbors



2 Maintain the Character of the Area

Haymount is an historic neighborhood with centuries of architectural assets that tell a large part of Fayetteville’s story. Residents and others are concerned about maintaining the irreplaceable character of the area in the face of change that is certain to come with construction of the History Center.

While the neighborhood has already undergone changes such as conversion of historical residences to commercial activity especially along Hay Street, Haymount has retained “great bones.” The community should capitalize on the historic nature of the neighborhood while thoughtfully embracing new changes that are sure to come.

» **Leverage historic assets**

- › Arsenal Park and the coming N.C. Civil War History Center are key assets to leverage. Working with the Center, steps should be taken to enhance the visitor experience beyond the Center into the neighborhood
- › The Cape Fear Regional Theatre on Hay Street is a treasure and a local asset that can be enhanced, specifically through public infrastructure improvements to improve access to the theater
- › Wayfinding signage should mark historical and significant buildings or venues to make it easy for visitors to find them

» **Celebrate Haymount’s sense of place**

Create a greater sense of place by looking at what is there and enhancing or celebrating it. Efforts should focus on improved neighborhood circulation, particularly the pedestrian experience but also traffic efficiency and speed—especially around the 5-point intersection. Attention should also be paid to beautification, which not only improves the pedestrian experience, but enhances the commercial viability of the Haymount Village Center. Slower traffic, safer sidewalks, more parking, and an overall better pedestrian experience will make the Village more desirable for commercial enterprises, and more likely for them to draw customers.

» **Create a Neighborhood Conservation Overlay District**

A Neighborhood Conservation Overlay District (NCOD) is a tool used to preserve, revitalize, protect, and enhance significant older areas within a community beyond what is specified in the standard code. The conservation overlay regulations are applied in addition to standard zoning regulations and will usually take precedence. An NCOD takes an existing neighborhood and identifies the neighborhood’s character so that as development occurs the area’s character is honored. This solution has already been discussed among residents and community leaders and should be revisited. As Haymount becomes even more desirable, property values and demand will increase, and an NCOD can help protect the asset base.

3 Enhance Land Use

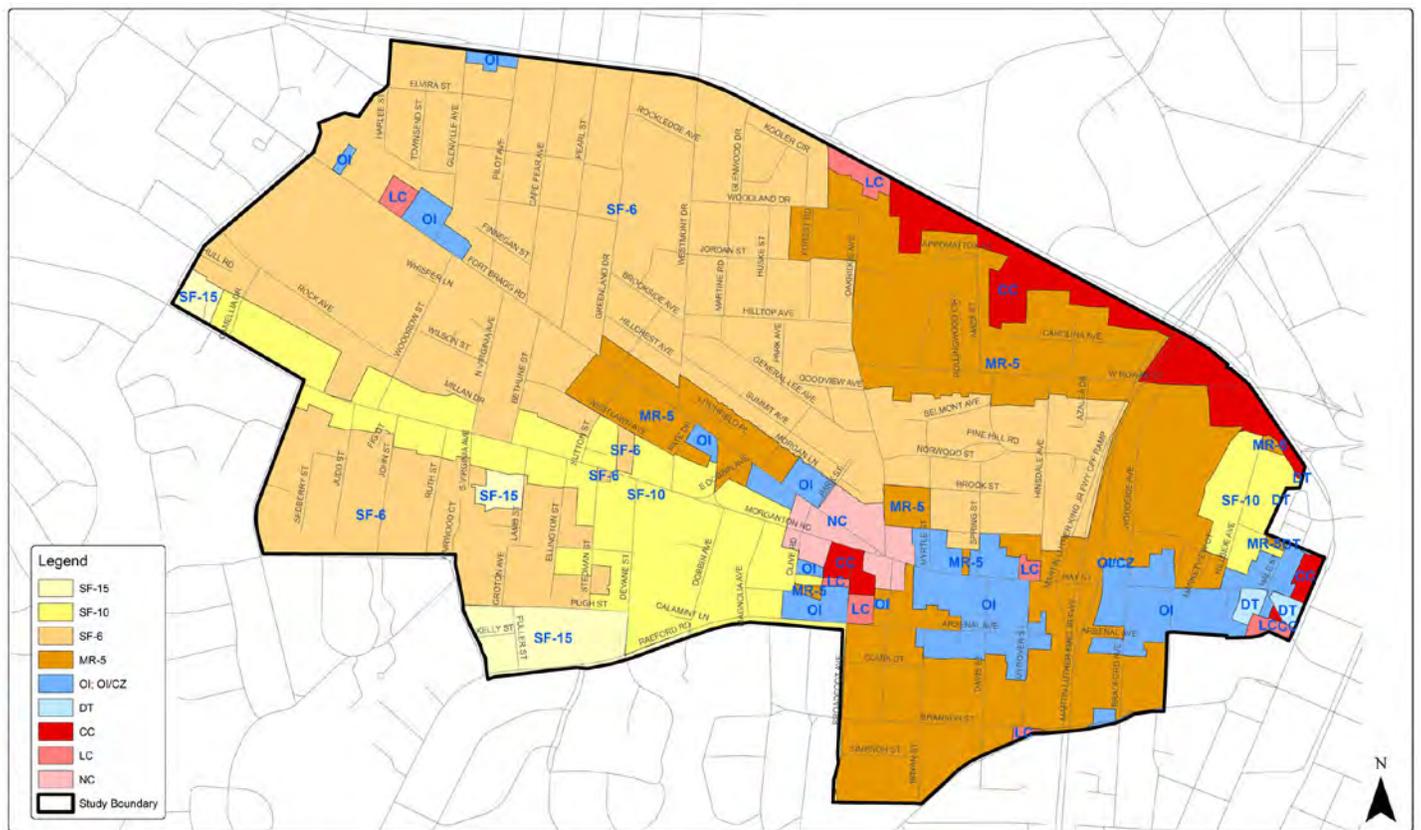
Zoning could be leveraged to encourage additional appropriate growth in Haymount. Overall, residential zoning in the neighborhood is appropriate, and the housing stock is largely in good shape. However, there is potential for improvement, particularly in the village center and Hay Street corridor:

- » **Extend Neighborhood Commercial Zoning down Hay Street toward History Center**
Additional commercial activity along Hay Street, which long ago transitioned to commercial with the conversion of historical homes to offices, will better connect the History Center with the village center and create more energy and opportunities for shops and amenities near the museum.

- » **Increase density**
Increased residential density in the area can create opportunity for growth as well. Commercial development will require additional people and spending power to support new shops and restaurants. Explore opportunities for new multifamily projects.
- » **Attract diverse commercial and retail**
Diverse commercial means adding more than additional professional offices or restaurants. There is opportunity for additional retail development between the village center and History Center. Moreover, with the opening of the History Center there is opportunity for development of a bed and breakfast, inn, or other overnight facilities.

Current Zoning

Source: City of Fayetteville



OFFICIAL ZONING MAP

0 0.125 0.25 0.5 Miles

July 2016
City of Fayetteville Planning & Zoning Division
Planning and Code Enforcement Services

4 Enhance Pedestrian Connectivity

When given the opportunity in the right environment, people enjoy walking places. The distance between the Civil War History Center and the Haymount Village Center—less than half a mile—and other aspects of the neighborhood should make Haymount very walkable. Unfortunately, current auto-oriented infrastructure and streetscape make walking unsafe and unpleasant in many stretches. This observation has been made in previous reports commissioned by the City, some dating back more than 25 years.

Safety and streetscape, not distance, is the problem in Haymount. Hay Street in particular is unpleasant with a four- or five-foot-wide sidewalk, heavy traffic, and several stretches of retaining wall. Unfortunately the right-of-way is often very confined, generally

only 50-60 feet, and in some cases less than 50 feet. Outside of that right-of-way are businesses, homes, and historic buildings, making expanding the right-of-way very difficult.

The pedestrian infrastructure is very limited in other parts of the neighborhood as well. For instance, there are no sidewalks along either side of Myrover Street, adjacent to Arsenal Park and the site of the Civil War History Center. Arsenal Avenue, which ends at Arsenal Park, could become a pedestrian thoroughfare connecting to Highland Avenue and eventually to the Haymount Village Center. But, pedestrian infrastructure on Arsenal and Highland would need at least safety improvements, if not additional streetscape enhancements.



Due to narrow rights-of-way and other transportation issues, many of the panel's recommendations for better pedestrian connectivity along Hay Street are coupled with recommendations for traffic improvements, addressed in Recommendation 5.

Despite the compact urban character of Haymount's "village center," the area is particularly unfriendly and unsafe for pedestrians, lacking street trees, comfortable sidewalks, and safe, convenient crossings.

Enhancing Pedestrian & Commercial Viability

An overarching reason for this effort is to not only enhance the pedestrian experience, which so many people seem to want, but also to enhance the viability of the Haymount commercial district—what the panel has termed the "Haymount Village Center." Slower traffic, safer and more comfortable sidewalks, more parking and an overall improved pedestrian experience will make the Village Center more desirable for commercial enterprises and potential customers. Yes, improving the pedestrian experience in and of itself is a good thing. But by doing so, it will also improve economic prospects.

» **Improve and add sidewalks**

- › Increasing sidewalk width from 4-5 feet to 9 feet will greatly improve safety, especially along Hay Street
- › Landscaped planting strips between streets and sidewalks create a barrier and can increase comfort and beauty
- › Many smaller residential streets simply need sidewalks

» **Add crosswalks**

Morganton and Fort Bragg roads and Hay Street in particular are busy roads carrying fast traffic. Crossing them is difficult at best with long stretches along the corridor completely lacking crosswalks. For example: a person walking from Highland Presbyterian Church wants to cross Hay Street to go to Vibra's boutique (a crossing distance of about 50 feet). To do so, they have to detour over 1,000 feet to the west or over 4,000 feet to the east to utilize the nearest crosswalks.

- › Small medians placed at strategic locations, such as intersections, can serve as pedestrian refuges

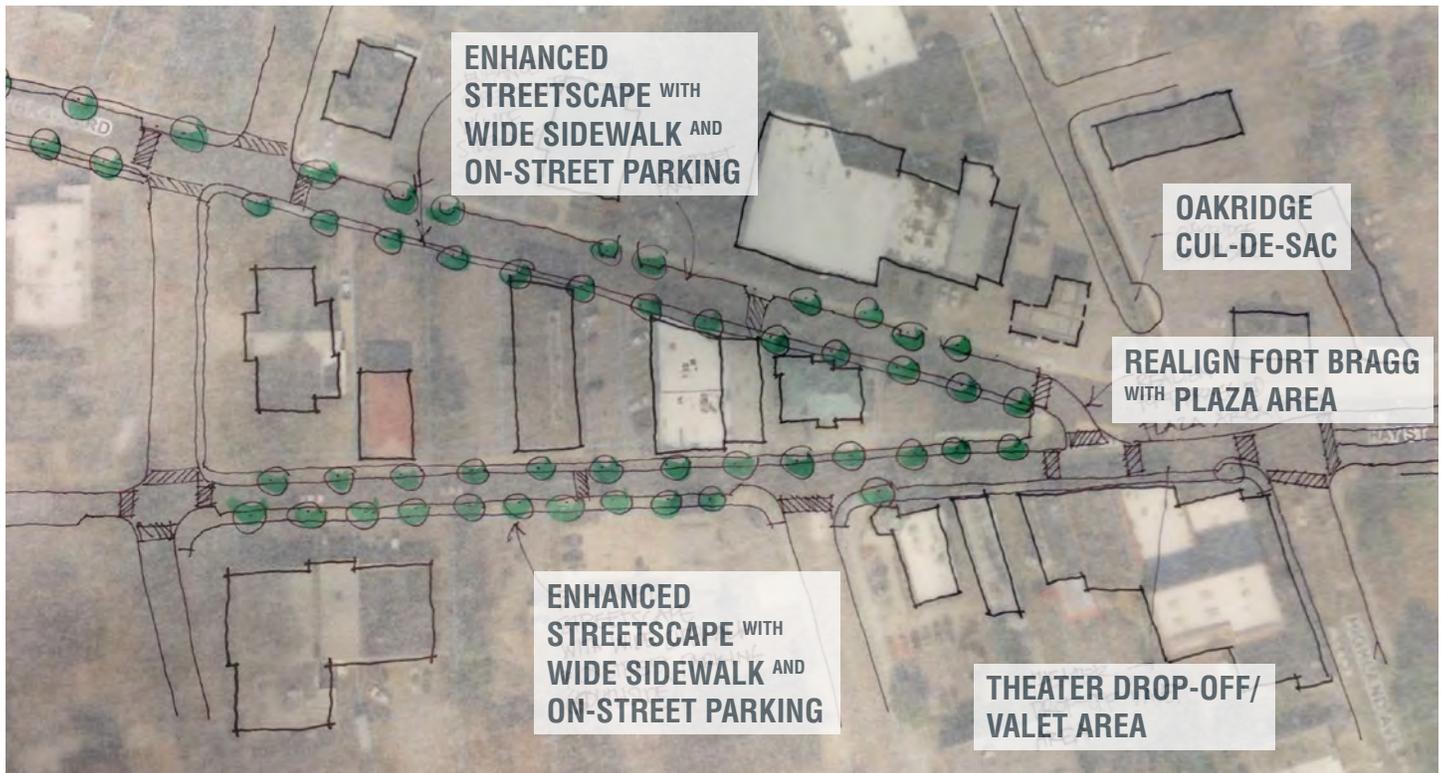
» **Add wayfinding**

Make it easy for visitors, especially those from out of the area, to find their way around Haymount. Signage with directions, names and perhaps walking times to areas such as the Village Center or popular restaurants can enhance the visitor experience. Wayfinding can also be an adjunct to branding and marketing.

» **Enhance comfort and safety**

Narrow and deteriorating sidewalks are a significant issue for the Cape Fear Regional Theatre; patrons leaving the theater practically fall into the street. The theater also lacks a lay-by lane for safe drop-off or pick-up passengers. This is a particularly crucial issue for the many elderly, disabled, and children who patronize the theater.

Opportunities to Enhance Pedestrian Comfort & Safety



5 Improve Traffic & Parking

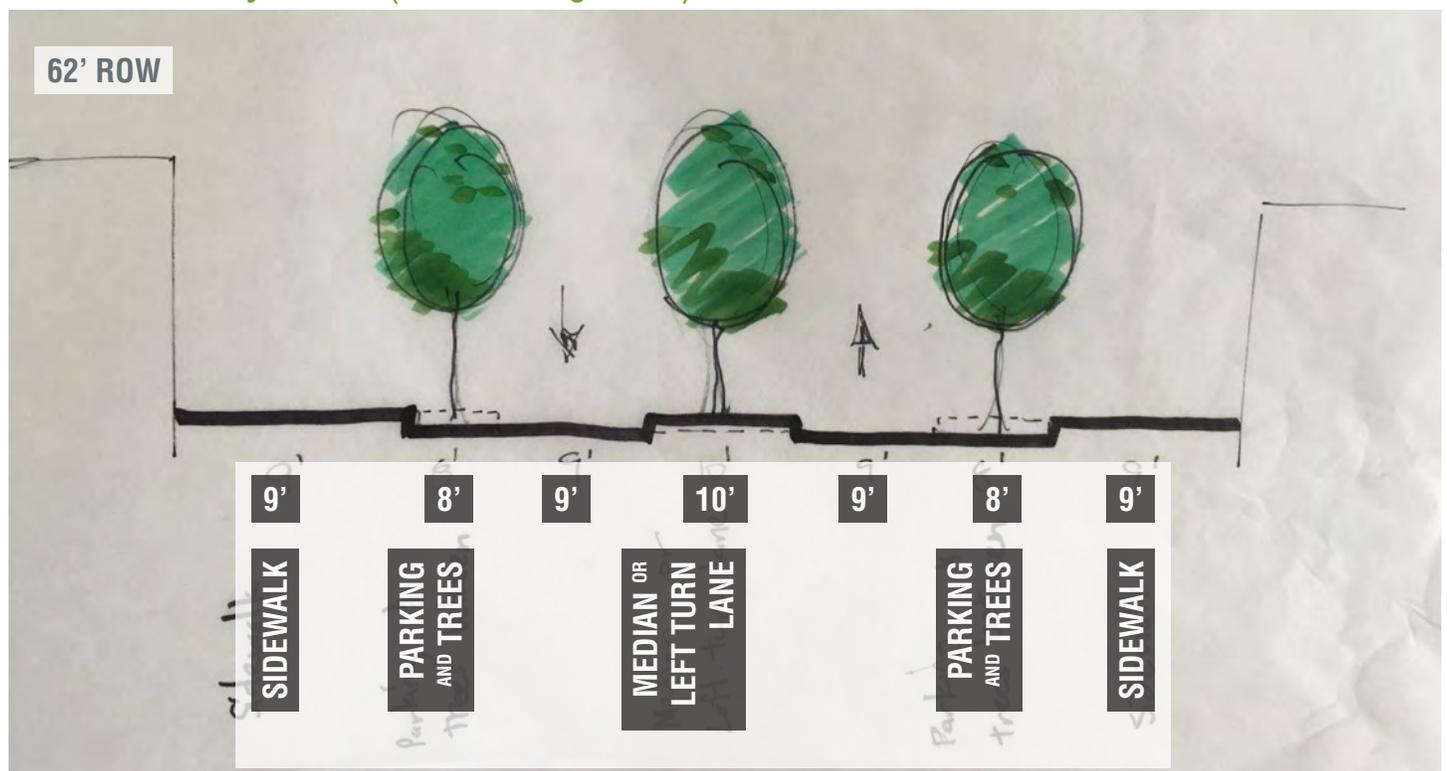
Traffic and parking, along with pedestrian connectivity, are primary issues of concern for Haymount and may severely hamper its growth and development if not addressed. The City should consider a road diet for portions of Hay Street and Morganton and Fort Bragg roads. A road diet could help decrease the volume and the speed of traffic along each thoroughfare, provide for additional parking spaces, and enhance pedestrian connectivity and safety. Changes to travel lanes and intersections along this corridor could also improve the functionality and safety of the five-points intersection.

Implementing a road diet certainly is not without impact and would require much more study as well as agreement and cooperation from the N.C. Department of Transportation. However, Haymount is bordered by other parallel roads—specifically, Bragg Boulevard and (to a lesser extent) Robeson Street—that offer excess capacity and could accommodate any diverted traffic.

Traffic

- » **Implement road diets**
 - Hay Street from MLK Freeway to Highland**
 - › Narrow to one through lane in each direction as well as either a turn lane where needed or small medians that can also serve as pedestrian refuges
 - › Add crosswalks across the long stretches without crosswalks. Replace the 4-5 foot sidewalks with 9-foot wide sidewalks
 - › Add parking on both sides, with bump-outs at crosswalks
 - › Intersperse trees in the right-of-way and in the median

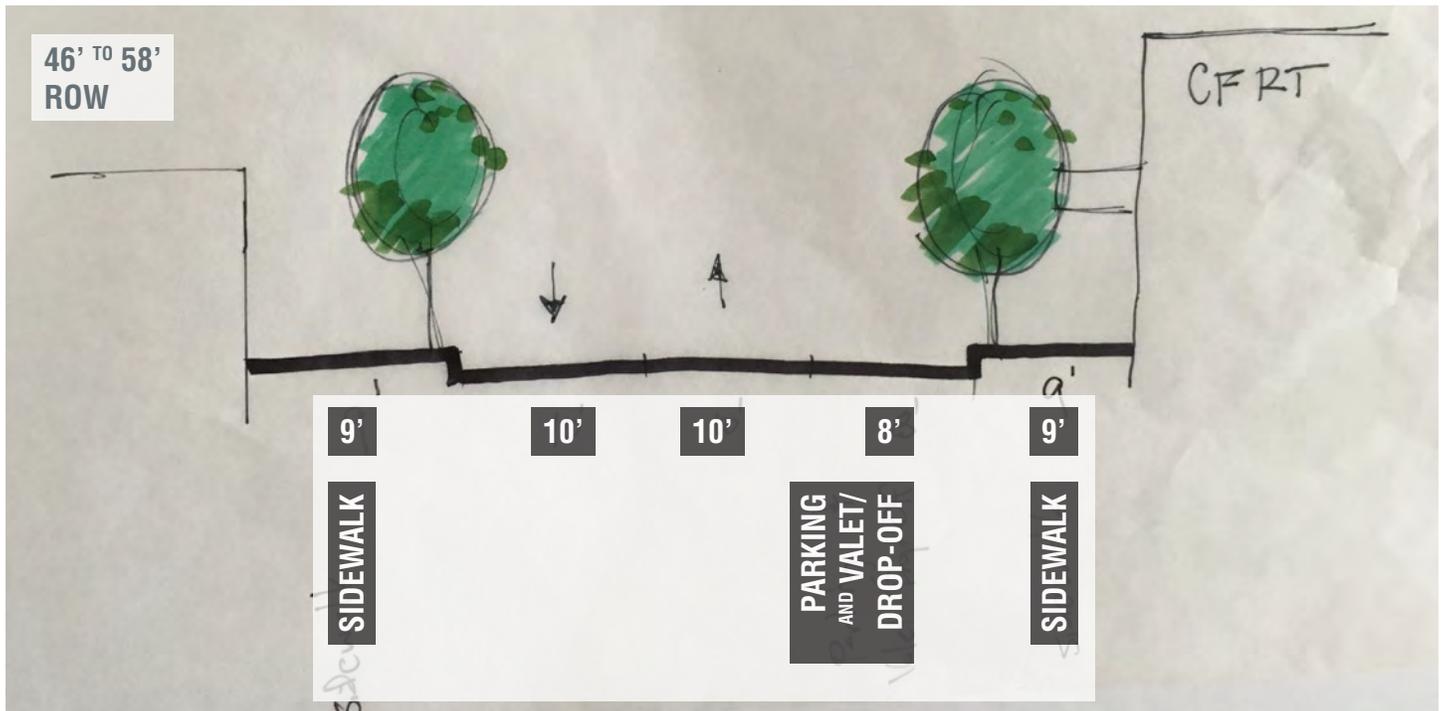
Road Diet: Hay Street (MLK to Highland)



Morganton Road from Dobbin to Oakridge

- › Convert to a two-way street, with one through-lane in each direction
- › Create a wider sidewalk with trees within the sidewalk where appropriate
- › Add a parking lane along the south side of the roadway
- › Introduce a pick-up and drop-off lane in front of the Cape Fear Regional Theatre

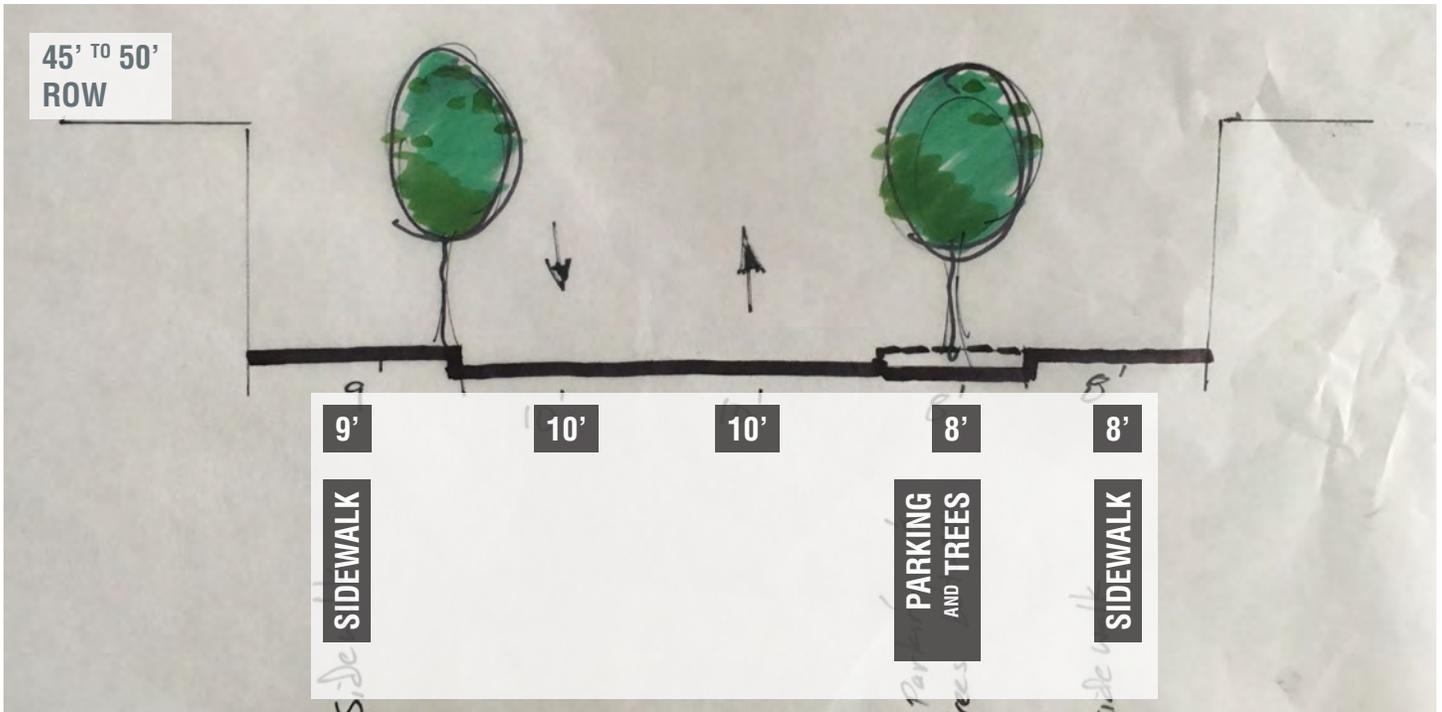
Road Diet: Morganton Road (Dobbin to Oakridge)



Fort Bragg Road from Dobbin to Oakridge

- › Convert to a two-way street, with one through lane in each direction
- › Create a wider sidewalk with trees within the sidewalk where appropriate
- › Add a parking lane along the north side of the roadway, interspersed with trees

Road Diet: Fort Bragg Road (Dobbin to Oakridge)



- » **Improve vehicular movement and signalization**
 - › Maintain Hay Street to Morganton Road as the predominant thru movement
 - › Realign Fort Bragg Road to turn it into a side street that intersects Hay Street
 - › Terminate Oakridge Avenue in a cul-de-sac and eliminate its intersection with Hay Street
 - › Create a 6,000-square-foot plaza between the Oakridge cul-de-sac and Hay Street near the Cape Fear Regional Theatre
 - › Introduce more crosswalks and wider sidewalks
 - › Introduce landscaping to create a barrier between moving traffic and pedestrians
- » **Install functional curb and gutter**

In many cases, the roadside curb and gutter is deteriorated or was installed as roll curb and has become practically nonfunctional. Improve curbs to restore a traditional vertical curb and reduce the ability of cars to abuse parking on sidewalks promoted by roll curbs.

Parking

Getting in and out of Haymount from the adjacent submarkets, whether from suburbs to the west or Downtown to the east, is fairly easy. Stopping and spending time in Haymount is difficult. Where do you park? Circulation within Haymount and parking accommodations are critical to successful development of the Haymount Village Center.

The problem is not only the number of parking spaces, but access to existing spaces. If even a short walk from a parking spot to a destination is a miserable, dangerous experience, then the parking space is not useful. Likewise, if parking spaces are hard to find, or encumbered by parking restrictions,

they are not useful for visitors and potential business patrons.

- » **Add short-term, on-street parking**

The number of available spaces, especially for village center merchants and restaurants, is a significant issue. Short-term, fee-based, on-street parking will encourage turnover and help businesses. How to create those spaces is addressed in the recommendations for a road diet on Hay Street and Morganton and Fort Bragg roads. Rough calculations for potential new parking spaces with a road diet indicate:

 - › Hay Street: 100 new spaces
 - › Morganton Road: 50 new spaces
 - › Fort Bragg Road: 30 new spaces
- » **Explore shared parking concepts**

A number of mostly privately owned parking facilities dot Haymount, and these peak at different times of the day. If agreements can be worked out—perhaps with the City’s assistance—these lots can provide more useful parking when it is needed. Additional signage and other informational outreach should accompany these agreements to help patrons and visitors find available parking.
- » **Create drop-off for the Cape Fear Regional Theater**

The Cape Fear Regional Theatre is a major community asset that is negatively impacted not only by a lack of parking, but by the lack of a safe drop-off area. Safe access to the theater for both pedestrians and vehicles should be a priority given the high number of children, elderly, and disabled visitors.

6 Brand & Market the Area

Say the word Haymount and Fayetteville residents immediately conjure an image and a feeling. Capitalizing on and enhancing the existing Haymount brand is relatively low-cost and offers a potentially high-return on investment.

A brand can become an experience, a place that people identify with and something that people talk about. Durham, for example, has branded several distinct pockets of its Downtown as “districts,” giving people a sense of pride and identity for businesses and residents alike.

With significant investments in the neighborhood like the History Center, now is the time to take advantage of newfound visibility and refresh the Haymount brand.

- » **Create and promote Haymount Village Center identity**

Take advantage of the district’s commercial center by branding and promoting it at as Haymount Village or Village Center, capturing a unique identity and sense of place.

- » **Develop wayfinding signage program**

Wayfinding organizes the important places in the neighborhood and makes it easy for visitors and residents to know where they are, how to find things, and how to get there. Signage also reinforces brand. Signage cannot only identify places in the district and point the way, but also let pedestrians know distances (e.g. 3 minutes to the Civil War History Center, a 6-minute walk to the theater, a 2-minute walk to restaurants). This highlights cool neighborly things that people remember and helps create a sense of comfort and place. Signage to parking should also be included.

- » **Identify and mark neighborhood gateways**

From the east and west, let people know they are in Haymount. One of the traffic recommendations suggests creating a

6,000-square-foot plaza near the current intersection of Oakridge Avenue and Hay Street—an ideal location for an iconic sign or artwork to mark the village center.

- » **Explore brand synergies and joint marketing initiatives**

Pooling marketing dollars for joint initiatives may prove a very economical way to promote connected entities. Look at opportunities with:

- › Haymount Neighborhood
- › Cape Fear Regional Theatre
- › N.C. Civil War History Center
- › Downtown Fayetteville Arts & Entertainment District

Implementation

Strategies can be easy to put into words, but difficult to put into action; they take vision and leadership.

Champions for initiatives already underway in Haymount should be identified and brought together in a cohesive group to move things forward.

Vision & Leadership

Identify and engage champions from among entities such as:

- » **Vision 2026**
A non-partisan, non-political entity advocating for positive change in the region
- » **Cape Fear Regional Theater**
An unleveraged asset that is a huge draw for the district. The panel's recommended infrastructure improvements could substantially benefit the theater.
- » **The N.C. Civil War History Center**
A new catalyst for potential positive change in Haymount
- » **Business Owners**
The Haymount Village Center needs a strong, active business owners association.
- » **Neighborhood Leaders / Haymount Study Group**
People who live in Haymount care about Haymount, and especially care about the residential character of parts of the area and want to protect it. Neighborhood leaders need to be brought the table.
- » **City Leaders**
City officials engaged the Urban Land Institute to undertake a TAP focused on the connections between the Civil War History Center, the Haymount neighborhood and Downtown.

Partnerships

Much of the implementation could come down to successful partnerships. It is not always the government's role to fix a problem; many times some of the most innovative ideas come out of public-private partnerships. Potential areas for partnerships include:

- » **Parking**
Commercial and non-profit entities in the area such as large churches, the theater, and Village Center businesses should collaborate to solve parking challenges that could otherwise increasingly impact the neighborhood.
- » **Cultural Resources**
The Cape Fear Regional Museum and the Civil War History Center are significant cultural amenities that can benefit the entire area if properly leveraged.
- » **Businesses**
A strong Haymount business organization can work with other entities to improve economic growth.

Prioritization

Identify low-hanging fruit that can be acted upon quickly (e.g. better branding).

Amenities

Haymount features a number of amenities that should be leveraged to the neighborhood's and large community's advantage:

- » Cape Fear Regional Theatre
- » N.C. Civil War History Center
- » Haymount Village Center
- » Haymount neighborhood's historical and architectural character

Move to Action

Some recommendations have been made or alluded to in previous studies and reports stretching back decades, but have not been implemented for one reason or another. While new challenges and opportunities have arisen, basic principles of good planning and development have not necessarily changed. The key is to use this report to support a deliberate move to action.

Stakeholders

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Managing Director
Cape Fear Regional Theatre

Liz Thompson
Development Director
Cape Fear Regional Theatre

Lee Jernigan, PE
Traffic Engineer
City of Fayetteville

John McNeill
Transportation Planner
City of Fayetteville

Eloise Sahlstrom, RLA, AICP
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Grant Meacci is the managing urban designer for the City of Charlotte Planning Department - Urban Design Program and is a registered Landscape Architect.

With more than twenty years of design and planning experience, he has led a wide variety of transformative projects in both the public and private sector.

He also helped develop and served as executive director for two non-profit organizations, Community Development Studio Inc. and the Design Workshop Foundation in Raleigh and Asheville, that provide pro-bono design, planning and service projects throughout the United States. His career has focused on designing projects that create vibrant places, enhance quality of life, and foster community.

He is a member of the American Society of Landscape Architecture and the Urban Land Institute, and is a LEED Accredited Professional

He holds a Bachelor of Environmental Design in Architecture from N.C. State University and a Masters in Landscape Architecture from Cornell University.

Richard Adams
Vice President & Senior Project Manager
Kimley-Horn
Raleigh, N.C.



Richard Adams is a vice president and senior project manager with Kimley-Horn—a Triangle-based engineering, planning, and environmental consulting firm.

Adams has 24 years of civil engineering experience working for a wide variety of public and private sector clients. His specialty areas include transportation planning, transit planning, traffic engineering, and parking and access analysis. He also has performed construction engineering and inspection services for major transportation projects, and has provided expert testimony for numerous zoning, permitting, and site plan hearings in municipalities and counties across North and South Carolina. He specializes in leading complex transportation planning and traffic engineering projects and initiatives involving multiple modes and stakeholders, and often competing interests.

He is a registered professional engineer in North Carolina, South Carolina and Virginia. Adams received his Bachelor of Science degree in civil engineering from N.C. State University and his master's degree in civil engineering and Master of Business Administration from Georgia Tech.

Niki Jones

Assistant Director, Housing & Neighborhoods
City of Raleigh
Raleigh N.C.



Niki Jones is the assistant director of the City of Raleigh’s Housing and Neighborhoods Department, where he oversees the City’s Affordable Housing initiatives and the Community Development Division. Before accepting a position with the City of Raleigh, Jones

spent 11 years with the City of Greenville, N.C., where he served in multiple capacities – including Land Use, Economic Development, and Community Development.

He currently serves on the board of the American Planners Association’s North Carolina Chapter (APA-NC) and the North Carolina Community Development Association (NCCDA).

Jones received both his bachelor’s degree in Urban and Regional Planning and his Master of Public Administration degree from East Carolina University. He is a member of the American Institute of Certified Planners (AICP).

Maurice Malfatti

Managing Partner; Co-Founder
Blue Heron Asset Management, LLC
Raleigh, N.C.



Maurice Malfatti is managing partner of Blue Heron Asset Management, which he co-founded in 2011. He oversees the firm’s day-to-day operations and Blue Heron’s funds, portfolio construction, and management. He is actively involved in the visioning, branding and

development of the value-creation business plan for each asset as well as the oversight of the plan’s execution.

Malfatti’s career experience includes real estate, financial services and consulting. His real estate experience includes investment, development, construction, and brokerage. Previously, Malfatti was a partner at Kabrik Trading, an NYSE-member broker-dealer. He began his professional career as a systems analyst for Andersen Consulting (now Accenture).

Early in his career, he founded, operated, and profitably exited several ventures, including real estate investments and an operating company in the construction field; he has remained active as a principal owner/investor in real estate for more than 20 years.

A North Carolina-licensed real estate broker, he is a past member of the Board of Directors for the Realtors Commercial Alliance in Wilmington, N.C. As an active member of the Urban Land Institute, he serves on the “Rethinking Southern Cities” Regional Initiative Council.

He holds a Bachelor of Science in Industrial Engineering from Lehigh University.

Paul Muñana

Senior Manager of Investments
Regency Centers
Raleigh, N.C.



Paul Muñana is Senior Manager of Investments for Regency Centers in its Raleigh, N.C., regional office. Regency Centers (NYSE-REG) is the country's largest grocery store-anchored Real Estate Investment Trust ("REIT"), headquartered in Jacksonville, Florida, owning

and operating more than 400 properties nationwide. Muñana's role is to identify development and acquisition opportunities for Regency's core asset portfolio, generally in the Southeast, and to manage such opportunities through predevelopment, development, construction, opening and stabilization activities. He also leads all substantial redevelopment and renovation projects for Regency's operating properties in North Carolina.

Prior to his role in development at Regency, Muñana served as Senior Leasing Agent for Regency's Carolinas portfolio of properties; he has worked in the commercial real estate industry in the Triangle area since 1994.

Muñana has participated in several charitable organizations in the Raleigh area and serves as a board member, and chair of the Development Committee, for DHIC, Inc., a non-profit organization dedicated to the development of high-quality housing communities in the Research Triangle region of North Carolina.

Muñana holds a Bachelor's degree in mechanical engineering from the University of California, Santa Barbara, and an MBA from Kansas State University. He is a licensed Real Estate Broker in North Carolina.

Rodney Swink

Senior Associate for Planning & Development
Place Economics
Raleigh, N.C.



Rodney Swink, FASLA, PLA, is Senior Associate for Planning and Development at PlaceEconomics. A licensed landscape architect he is also a Professor of the Practice at North Carolina State University's College of Design and an independent consultant to local

governments, nonprofits, and firms interested in community development and downtown revitalization.

From 1984 to 2008, Swink served as director of the North Carolina Main Street Program and Director of the North Carolina Office of Urban Development. During his tenure he provided Main Street assistance via workshops, resource teams and training in fifteen states.

Throughout his career, Swink has been a leader on numerous boards and commissions. He is currently vice-chair of the City of Raleigh Planning Commission and chairman of the Board of Directors for Preservation North Carolina and the Board of Advisors for the J.C. Raulston Arboretum. He has served as national president of the American Society of Landscape Architects and Chair of the ASLA Council of Fellows.

He holds a Bachelor of Arts in Economics and a Master of Landscape Architecture with a concentration in community planning and urban economics from North Carolina State University.

Over the past three decades, Swink has won a variety of prestigious awards for his work in historic preservation, landscape architecture, and his humanitarian- and community-focused work. He has published a range of articles for the National Trust for Historic Preservation and publications including Raleigh Downtowner Magazine, Main Street News, and Carolina Planning.

Urban Land Institute

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

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.