

THE CAPE FEAR RIVER PLAN



ADOPTED
May 23, 2016

City of Fayetteville

The River shaped our past; now, how will we shape its future? The Cape Fear River Plan reimagines the lands along the Riverfront and how we interact with the Cape Fear River itself.

ACKNOWLEDGEMENTS

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THE CAPE FEAR RIVER PLAN

CITY OF FAYETTEVILLE

INTRODUCTION / OVERVIEW

Purpose

The Cape Fear River Plan provides recommendations on how to improve the quality of life, strengthen the study area economically, support community health, and reverse negative trends in the area covered by the Plan. The Plan provides direction and guidance to the City of Fayetteville and to the community on future development, community programs, and infrastructure improvements that are tailored to the specific needs of the community.

Citizens, City staff, and representatives from various stakeholder groups worked collaboratively to identify needs and concerns, develop specific action items that address the issues and concerns, and outline steps for implementation. The Plan is a proactive approach to improve the quality of life and create a broad base of support through citizen involvement in developing the Plan initiatives.

The Plan is a visionary document that provides guidance and recommendations for physical changes, programs, policies, and education. By adopting the Plan, City Council demonstrates the City's commitment to the Plan and its vision. It does not however, legally obligate the City to complete any particular action item. Rather, implementation will require a concerted effort by the neighborhood, the City, and by other agencies to undertake and fund specific actions.

Relationship to Downtown

It is important to note the direct link between the potential success of the Cape Fear River area and Fayetteville's downtown. The downtown area is Fayetteville's core, offering a wide variety of amenities, shopping, arts, dining, and other services that make the downtown the "heartbeat" of the City. Over the years, the downtown area has improved measurably even with the shift of businesses and new subdivisions being built on the outskirts of town. To ensure that the downtown continues to serve as the City center, the City has taken a number of steps to support its revitalization.

Development opportunities in the study area should be carefully selected to complement and support the on-going improvement activities in the central downtown area. Opportunities exist for complementary development. First, enhancement of the general aesthetic environment of the

Person-Grove River Gateway area will be supportive of the efforts downtown. In fact, the streetscape elements along Hay and Person Streets in the area of the Market House (street parking, street trees, wide pedestrian paths, pedestrian-scaled lighting, planters, paving materials, etc.) should be strongly considered for use in the River Gateway area. Ongoing improvement of Person Street eastward is already growing this future linkage.

Second, Fayetteville's downtown is located near the eastern edge of the community and the primary direction of much of the City's growth has been to the west. New residential development in the River corridor will help to balance the distribution of population in relationship to the core area by generating population growth that has more immediate access to both downtown and the River area. The development of the River Trail, Campbellton Landing, the Botanical Garden and other amenities to the River area should greatly enhance the desirability of the study area for residential use.

Third, commercial uses in the Gateway area of the River area should be carefully selected to focus on entertainment and retail uses that are supportive of primary river-oriented attractions, such as open space/recreation, and entertainment and retail that are complementary to downtown uses.

Fourth, as development in the River area proceeds, an improved public transportation segment should be instituted to provide ease of linkage between the study area, the downtown area attractions and commercial/entertainment opportunities.

Downtown Fayetteville's principal economic functions are those of a governmental and tourism center with some private office and retail activities. Ongoing high quality redevelopment and building renovation continue, such as the current work on the historic Prince Charles Hotel to transform it into 61 residential apartments with supporting retail. Other significant recent additions to downtown include the Franklin Street Parking Deck, Airborne & Special Operations Museum, North Carolina Veterans Park, 300 Hay Street and Park View mixed residential developments. A new Multi-Modal Center is also under construction.



BACKGROUND

History

The Cape Fear River served as a lifeline and catalyst to settlement, development, and trade in the Fayetteville/Cumberland County area for nearly two centuries.

In its early days, the River connected the local settlements with Wilmington, North Carolina's port city at the mouth of the river. Pioneering families, many from Scotland, trickled into the area creating two small settlements. The genesis of the Cross Creek settlement was John Newberry's grist mill built in the early 1750s along Cross Creek, the community's namesake, about a mile from where it discharges into the Cape Fear River.

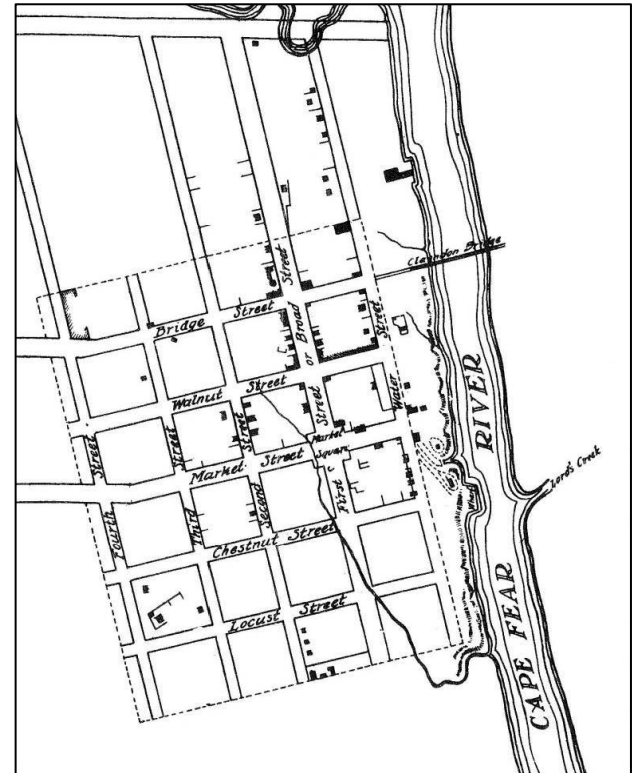
The 100-acre riverside town of Campbellton was established by the colonial assembly in 1762. Though it failed to keep up with the growth of Cross Creek, both benefited and developed from travel and trade as an inland port along the Cape Fear River. The two small communities merged in 1783 to become Fayetteville and the Cape Fear River remained a major artery to life in the community.

Even though Fayetteville missed out in becoming North Carolina's capital by a very small margin, it was clear that the well-established river community would have served well in that capacity.

The 19th Century saw numerous efforts to improve travel on the river and capitalize on the river's potential. Unsuccessful attempts to create canals and a rail system to traverse the river's steep banks were overshadowed by the introduction of the first steamboat in 1818.

Merchants in Fayetteville and Wilmington were connected geographically and economically by the River and experienced highs and lows just as the Cape Fear's waters flooded and receded. In optimum conditions, the *Henrietta* steamer could travel from Wilmington to Fayetteville in twenty-one hours. In the 1830s, the City's seal boasted the image of a steamboat, indicative of the significance of river travel and trade. The river was an important factor in the U.S. Arsenal being built here beginning in 1838. The growth of the plank road system in the 1850s brought hundreds of wagons from all directions to Fayetteville to trade. More than a dozen side and stern wheelers were on the river by 1860 and Fayetteville was a thriving trade and traveling community.

During the Civil War years, supplies and soldiers travelled along the river. The Western Railroad brought coal to the Arsenal and down to the City wharf to be loaded onto boats. A gun emplacement called Ft. Booth was established where Rockfish Creek flows into the Cape Fear River



to protect the City from Union boats. When Union General William T. Sherman occupied the City in March 1865, Union ships arrived with communications and supplies and took refugees and dispatches back down river.

By the close of the 19th Century, railroads expanded greatly in our region and soon overshadowed the Cape Fear River as a means of transporting goods. Despite the riverboats' days being numbered, the first decade of the Twentieth Century saw *The City of Fayetteville* steamer plying the waters with fourteen first-class staterooms and electric push button lights. In 1908, nearly 140,000 tons of commercial cargo shipped via the Cape Fear River above Wilmington. Multiple locks had been built to control the flow of the river but they were washed away by the devastating flood of 1908, when the River's waters nearly reached the Market House.

The Cape Fear River's days as a freight and passenger route came to an end when the *A.P. Hurt* steamer burned and sank in Wilmington in 1923, having been in service since the Civil War. The mid-twentieth century saw some use of the River's bulk terminal known as "the port of Fayetteville" and Patrol Craft 1084 used as a floating dock for Breece's Landing, an entertainment venue along the River. However, by the close of World War II, the River had largely reverted back to its role as a place for fishermen, boaters, and naturalists. The Cape Fear River's natural brown water, steep banks and canopy of trees create a scenic waterway that appears virtually untouched by time. This appearance contradicts its role as a significant force in the creation of our community as we know it today.



Context and Current Conditions

Nestled along the banks of the Cape Fear River is the City of Fayetteville, the 6th largest city in North Carolina, with a population over 200,000 and the only city in the "top 6" that has a river at the edge of its downtown. Fayetteville is a very diverse community that has a storied relationship with the Cape Fear River. Growth in the City has been due to a diversified economy and its strong military ties. The Cape Fear River Plan offers the opportunity to celebrate the City's history and growth while providing a direction for the future. The Plan encompasses a roughly 14-mile stretch of the river, from the Municipal Influence Area north of I-295 to the I-95 corridor to the south. It includes not only the River itself, but also the Riverfront and neighborhoods both east and west of it. Though this is the area explicitly addressed in the Plan, the actions and goals within the Plan will benefit all who live, work, or visit Fayetteville.

Plan Development

EXAMPLES FROM OTHER COMMUNITIES

It has been proven through a number of case studies that parks and open spaces provide a multitude of benefits for communities. Parks provide places for active and passive recreation for residents, which in turn, can improve community health.

The creation of signature parks and open spaces have been proven to provide a range of economic benefits for neighborhoods and entire cities. These benefits can range from increasing neighborhood property values that enhance the community's tax base to fostering the redevelopment of blighted neighborhoods and increasing the community's tourism value.

The creation of a Riverfront park system in Fayetteville can provide economic, ecological, and community health benefits. These opportunities were explored through the development of the Plan and serve as a foundation for many of the recommendations included.

Greenville, SC: The Falls Park Master Plan transformed 26 acres of polluted riverfront into an award-winning public park and pedestrian bridge.



Create signature open space to spur downtown revitalization, increase pedestrian access to river
Project Purpose
2002 - 2004
Year Built
26 acres
Size
\$18.5M
Total Capital Cost
\$13M hospitality tax, \$3.5M private contributions
Capital Funding Source(s)
\$410,000
Operating Budget
Hospitality tax, endowment, earned income
Operating Funding Source
Public

Greenville's Falls Park has generated over \$80 million dollars in adjacent development and has spurred significant economic growth.

Chattanooga, TN: The Chattanooga 21st Century Waterfront Plan renovated 129 acres to foster a "return to the river."



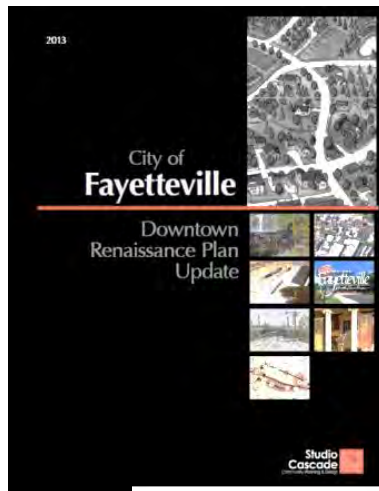
Expand infrastructure and amenities to attract private investment
Project Purpose
2002 - 2005
Year Built
129 acres
Size
\$120M
Total Capital Cost
\$69M hotel tax, \$51M private contributions
Capital Funding Source(s)

In Chattanooga, the 21st Century Waterfront Plan renovated 129 acres to foster a "return to the river." This plan has generated over \$1 billion in adjacent housing, industrial, office and retail developments.

Greenville, SC and Chattanooga, TN were recognized during the planning process as great examples of cities that have used their rivers as a catalyst for growth and development. Staff analyzed each city's relationship to their respective rivers and the impacts that river development had for each city. It is important to highlight such recent best practices provide a glimpse of what might also be accomplished here in Fayetteville through decisive strategic action.

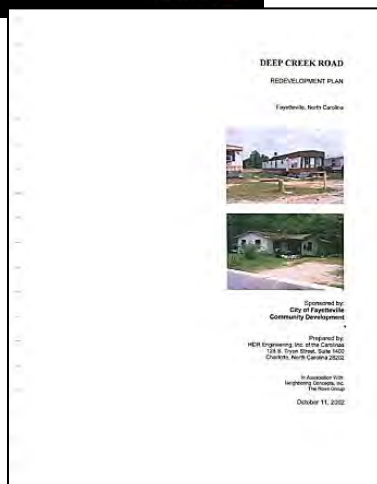
OTHER RELEVANT PLANS

Policy decisions and capital improvement projects within the City of Fayetteville are guided by a variety of adopted plans. Several of these are relevant to the Cape Fear River Plan and are discussed briefly below. Each plan was taken into consideration during the creation of the River Plan to ensure consistency and identify areas where inconsistencies need to be addressed. All plans are located on the City's website at <http://fayettevillenc.gov/government/city-departments/planning-code-enforcement/planning-zoning/studies-and-plans>

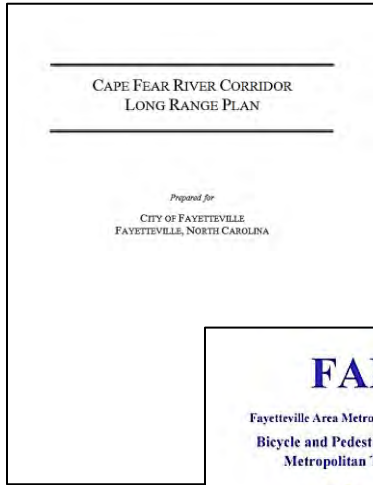


City of Fayetteville Downtown Renaissance Plan Update (2013): This downtown planning project updated the 2002 Renaissance Plan, a document setting out priorities to stimulate reinvestment and the reshaping of downtown Fayetteville. That plan, in turn, was prepared in response to the earlier “Fayetteville: Once and for All” plan, a visionary exploration into the development and design potential of downtown. Many of the recommendations in the 2002 Renaissance Plan have been implemented or have become less relevant. The Update included the Cape Fear River as the eastern boundary to the study and envisioned the River as an important connection to downtown. It also identified it as an under-utilized asset.

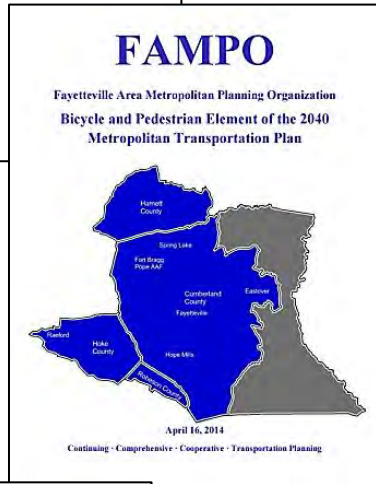
Implementation items in the Update that impact the Cape Fear River Plan include connecting the Cross Creek Trail (Linear Park) to the Cape Fear River Trail, development of the Campbellton Master Plan, and continuation of the Cape Fear River Trail.



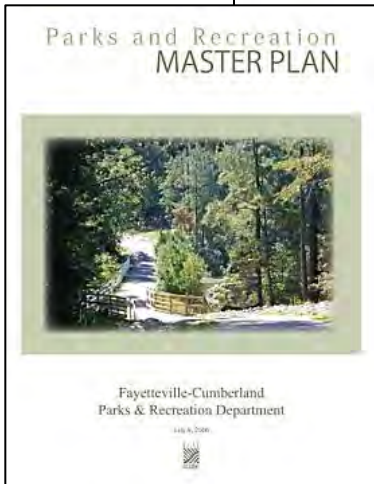
Deep Creek Road Redevelopment Plan (2002): The core of the Redevelopment Plan for the Deep Creek Road neighborhood is public/private partnerships made up of three strategic components including: Infrastructure Improvements, Leveraged Private Sector Rehabilitation & New Development, and Human Investment in the area. Projects that have been implemented include the Deep Creek Road Gateway, partnering with local developers to build affordable multi-family housing units, demolishing blighted properties, and providing funding for the construction of affordable single-family homes constructed by Fayetteville Habitat for Humanity, as well as various individual housing rehabilitation projects.



Cape Fear River Corridor Long Range Plan (2001): The land use plan framework calls for improving the quality of developable sites, enhancing public rights-of-way and other property, and supplementing the regulatory framework to attract and protect public and private investments. The land use plan prioritizes 21 investment locations covering the entire study area. Some 63 specific actions are recommended to achieve development objectives in order to implement the six catalyst projects, protect and enhance investment opportunities in eight areas, and continue present uses in the remaining seven areas. Projects implemented from this plan include: river trail extension, Cross Creek greenway as well as some elements of the gateway corridor enhancements.



FAMPO Bicycle and Pedestrian Plan (2014): The Fayetteville Area Metropolitan Planning Organization (FAMPO) Bicycle & Pedestrian Connectivity Plan is a comprehensive analysis of opportunities, barriers, and deficiencies in the bicycle and pedestrian transportation network within the FAMPO Study Area. The goal of the Connectivity Study is to identify and prioritize existing and proposed routes, facilities, improvements, and issues which will establish a safe and effective bicycle and pedestrian network that take advantage of the existing Cape Fear River Trail.

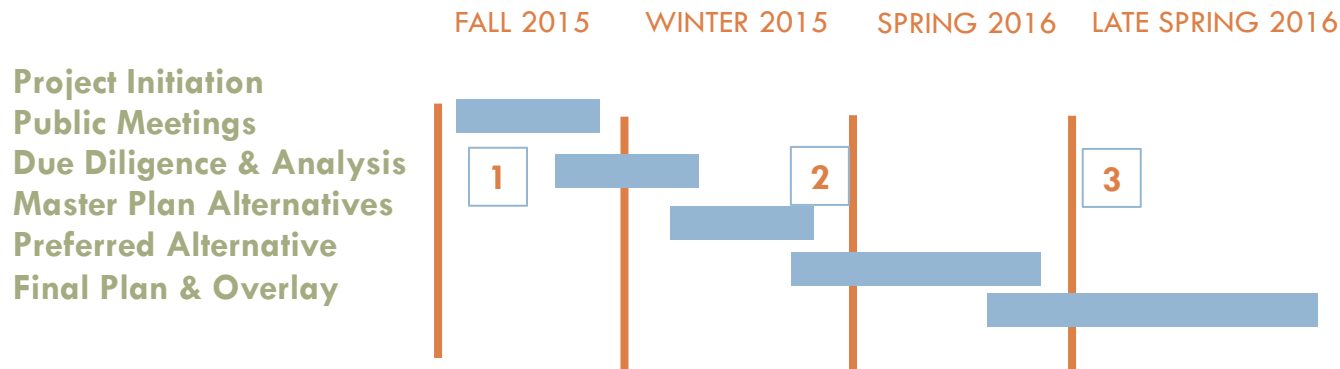


Parks and Recreation Master Plan (2006): As one of North Carolina's most urban areas, tremendous change is occurring in Fayetteville/Cumberland County. With a population of over 300,000, Cumberland County is one of North Carolina's most densely populated counties. The area's rapidly expanding population will increase that density over the next decade, placing even greater demand on parks, recreation, and open space. The Parks and Recreation Master Plan highlights high priority projects that include the Cape Fear River Trail Phase II extension and the planned Cape Fear River Park.

PUBLIC INPUT

The development of the Cape Fear River Plan began with the initiation of the Comprehensive Plan update and a desire from Council to address current development and future development along the Cape Fear River. Project initiation started in the Fall of 2015 with due diligence and analysis of the Cape Fear River study area. From there, a kickoff meeting was held in November at the Arts Council in downtown Fayetteville to gather information on where people visited along the Cape Fear River. Information was also collected regarding history, where participants would like to see open space and what kind of activities they would like to do on or near the Cape Fear River. Along with the open house meeting, a survey was available for comment until the end of 2015, which allowed more thoughts and concerns to be addressed. Finally, a follow-up meeting was held in January at Campbellton Landing to report back initial findings based on community feedback, existing economic conditions, density, land uses, opportunities and the character area designations.

From this background data, the City was able to identify projects that could provide a significant impact and a jump-start for revitalization and new activity for the Cape Fear River. Economic development information was highlighted as well as case studies from similar communities that have recently turned their focus on their river assets.



THE CAPE FEAR RIVER PLAN

CITY OF FAYETTEVILLE

The following pages contain the Plan developed by City staff during late 2015 and early 2016, through a review of existing Plans and extensive public input.

This Plan is an element of the City of Fayetteville Comprehensive Plan and represents the first of the “village studies” that comprise much of the Comprehensive Plan.

Fayetteville’s Comprehensive Plan is intended to be used by its readers as an online document. Consequently, the focus will be on a user experience that is highly graphical in nature with many charts and photographs in lieu of an abundance of text.

The organization of the Plan includes the following components:

- Plan Vision
- Principles
- Alternative Futures
- Character Areas
- Specific Opportunities
- Plan Implementation

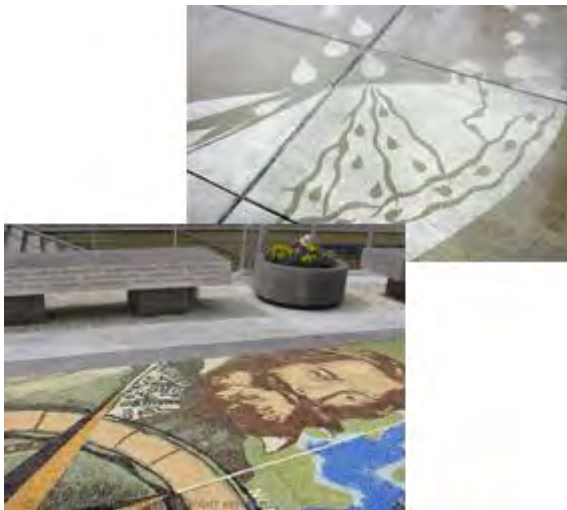


THE PLAN

CONSERVE AND CELEBRATE NATURAL RESOURCES



CREATE GREAT CONNECTIONS FROM DOWNTOWN & NEIGHBORHOODS



CAPE FEAR RIVER PLAN VISION



Goals

Create great destinations

Connect neighborhoods to the River

Make the Riverfront a special place for Fayetteville

Create linear multimodal access along the River

Protect, enhance, and interpret the River

Objectives

Establish the role of economic development along the Cape Fear River

Create a vibrant Central City

Establish the Cape Fear River floodplain as the front yard of the City

Enhance the City's urban form to increase the appeal of urban life

DEVELOP RECREATIONAL & OPEN SPACE IN THE "RURAL" AREAS OF THE CITY



CREATE VENUES ON THE RIVER FOR CITY-WIDE EVENTS



Alternatives

STATUS QUO

- Existing conditions continue into the future
- Development trends could substantially degrade river as a community asset
- Preservation of status quo can conflict with current planning and development aspirations

CONSERVATION

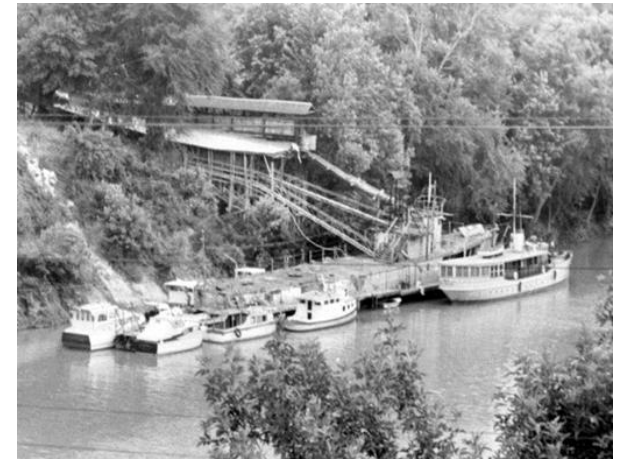
- Protect a variety of ecological resources
- Develop southern corridor in a fashion similar to northern part of corridor (institutional and low-density single-family)

MIXED-USE

- Blending of residential, commercial, cultural, institutional, and where appropriate, industrial uses
- Closely linked to increased density
- More compact development
- Increases land-use efficiency and housing variety
- Can strengthen or establish neighborhood character

CREATE A “RIVERFRONT PLACE” FOR THE RESIDENTS OF FAYETTEVILLE BY:

- Creating unique destinations for residents and visitors
- Providing accessible connections to the community
- Developing a distinct identity that is only Fayetteville
- Providing an economically viable framework for sustainability
- Embracing the Cape Fear River as a critical resource to be celebrated



CONSIDERING THE PAST...



LOOKING TO THE FUTURE...

Principles

During the planning process, seven principles were developed to provide a structure that ensures the Cape Fear River Plan both meets the original goals of the project and expands the goals to address community desires and needs identified during the public input process. These principles are listed below.



CONNECT TO THE RIVERFRONT

Create great connections; front neighborhoods to the River.



ENLIVEN THE URBAN CORE

Create/reestablish past venues on the River for Citywide events.



EXPAND RIVER CONTACT

Maximize contact and access to the River.



PRESERVE AND ENJOY THE WILDERNESS

Conserve and create access to natural resources.



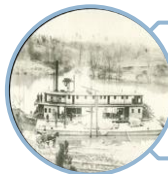
ACTIVATE RECREATIONAL PROGRAMS

Develop recreational and open space programs in the natural areas of the City.



ATTRACT PEOPLE TO THE RIVER

Provide great destinations that draw local residents and visitors.



INTERPRET HISTORY

Celebrate the history and culture of the Riverfront, City, and region.

ALTERNATIVE FUTURES

Three different alternatives provide a variety of concepts and ideas for the future of the study area. Each of these alternatives has the potential for implementation through the Character Areas section of the plan. The alternative futures look at maximizing the close proximity of the River Village to existing infrastructure and gateway corridors by combining a variety of land uses throughout the study area.

STATUS QUO



CONSERVATION & RECREATION



MIXED USE



STATUS QUO

Focusing on the status quo could conflict with current planning and development aspirations. Existing conditions would continue into the future and development trends may substantially degrade the river as a community asset.

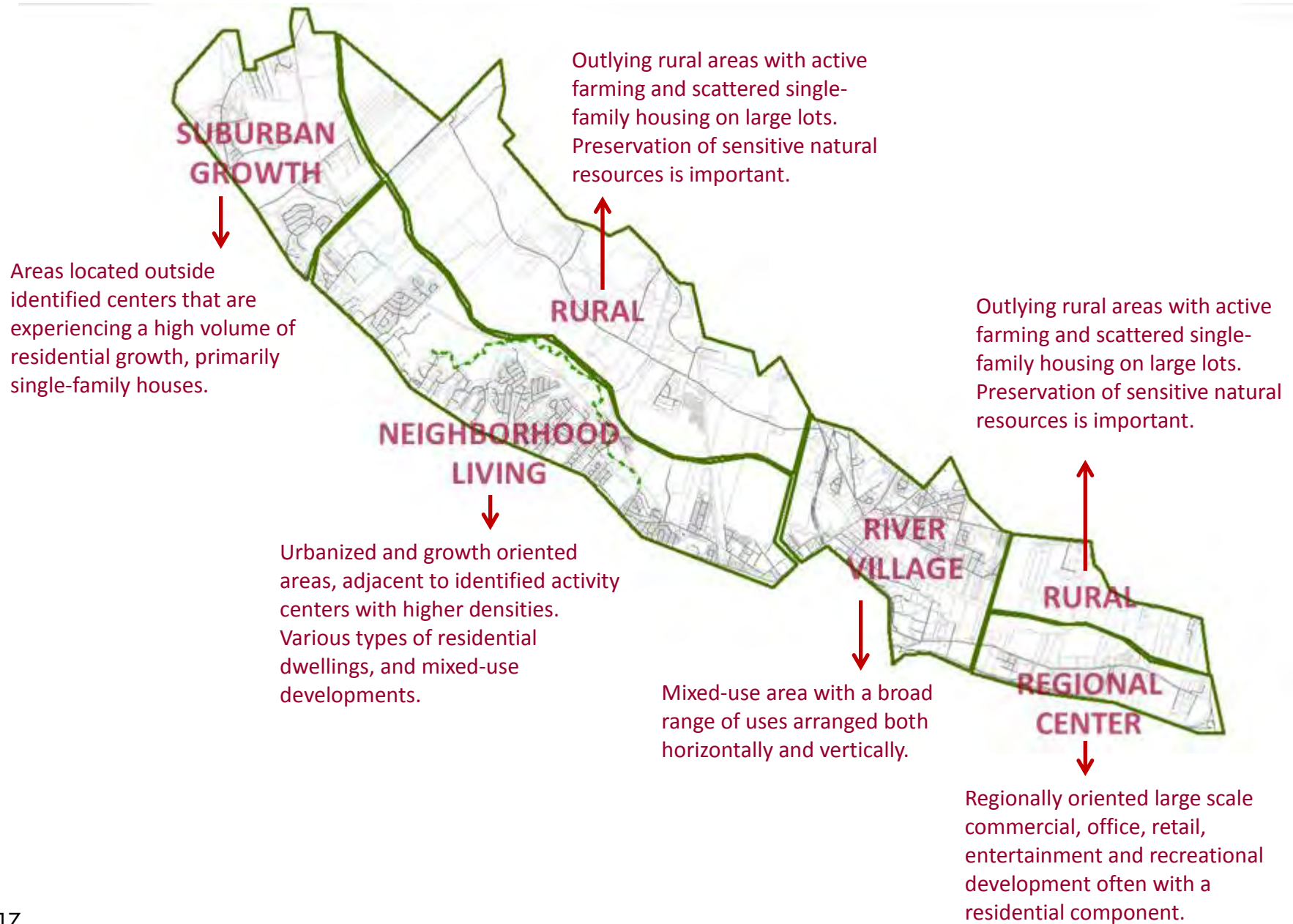
CONSERVATION & RECREATION

The conservation and recreation alternative focuses on protecting a variety of significant ecological resources throughout the study area while developing in a similar fashion to the northern part of the corridor which contains institutional and low-density single-family developments.

MIXED USE

The mixed use alternative blends a numbers of uses with a balance of employment versus housing. This can strengthen or establish neighborhood character while increasing land use efficiency. Mixed use offers the opportunity for a variety of housing types with retail and offices.

CHARACTER AREAS



SPECIFIC OPPORTUNITIES

RIVER MAINTENANCE

Although citizen input largely focused on the desire for recreational and interpretive uses, concerns were also expressed with regard to maintaining the River as an exemplary natural resource. During the public input process, improving the navigability of the River and access was mentioned. The Plan identifies strategies to maintain the River to create a clean and safe waterway today and into the future.

Selective removal of trees and branches that block navigation is likely approvable by the regulatory agencies. Activities such as boating, kayaking and canoeing sometimes result in the development of enthusiast organizations that can schedule clean-up days. Such organizations are capable of performing routine removal of occasional problematic debris and trees.

If significant blockages do occur on the River due to large storms, the US Army Corps of engineers may be available to help, but issues of funding and regulatory approval could be a challenge. The City should explore federal re-designation of the River to allow for routine Corps maintenance as a navigable waterway.

A more detailed review of future improvements and specific requirements for boating will help in determining the scope of any required dredging in the future. Any dredging that may need to occur should entail a scoping meeting with representatives of the US Army Corps of Engineers and NCDEQ.

FOCUS AREAS

Along with parks and open space, there are areas along the Riverfront that will serve as important nodes for private investment. These redevelopment areas will serve to improve the Riverfront area, bring activity back to the River, and act as economic development centers for the Riverfront and the City.

Campbellton Landing/River Park Area/City-Owned Riverfront Property. This large site centered on the Grove and Person Street River crossings, presents an opportunity for the City to package and market the property for multi-family housing. Such development could capitalize on the amenity value of the River, the River Trail, and future Cape Fear River Park. This is a prime candidate for redevelopment and revitalization that could reprogram the area as a recreational/entertainment area that will draw locals and visitors alike. It is important to note that the Campbellton Landing area is the only existing site within the City limits and in the core urban study area that has existing commercial development, river access for boating and an entertainment venue. There are numerous parcels on the market in the area. The City should consider using options to secure strategic parcels such



as Campbellton Landing while detailed plans are being prepared for the area. Acquiring the Campbellton Landing area property or otherwise preserving its use for boat access would provide the City with an opportunity to revitalize and create a catalyst site that will complement downtown. With the continuation of streetscape improvements along Person Street there is realization that this could provide a critical link to the Cape Fear River from Downtown.



Grove Street and Person Street Corridors. East-west circulation through the core study area is confined to the two bridge crossings at Person and Grove Streets. It provides connection to Fort Bragg to the west and I-95 to the east. Easy access to and from Interstate 95 is available within four miles of the River along Grove Street, Highway 53, and Highway 87. This is the core area of the urbanized portion of the study area. It should be designated as the principle redevelopment area with access to the River. These streets provide an important opportunity to not only link the River to downtown through new landscaping, infill development, and redevelopment, but also to improve these corridors as City gateways.

Landfill & Texfi Site. Concerns regarding potentially contaminated sites have influenced development and water quality at and near three possible sources: landfill operations, abandoned industrial sites, and active industrial sites in the River corridor. Redevelopment of landfills requires special construction measures and long-term monitoring to address potentially harmful contamination.

The 79-acre Texfi property was formerly the site of textile manufacturing processes that left the property and its soils and ground-water badly contaminated. The former owner filed for bankruptcy short of any meaningful environmental cleanup. Minor clean-up, remediation and monitoring efforts have been completed by NCDEQ. The resulting “Brownfield Agreement” is a highly-restricted set of parameters for how the property can be used. The site, fully owned and controlled by the City of Fayetteville, has river frontage and is adjacent to the City of Fayetteville’s Water Treatment plant. One proposal would be a collaborative effort between the City and the Fayetteville Public Works Commission to use the site for a photo-voltaic solar electric generating plant. Excess revenue could be invested in further clean-up and remediation.

An extension of the Cape Fear River Trail is currently under construction from Clark Park, continuing around the Texfi site and southward to US-301 and the Dog Park.

Underutilized Industrial- South of King Street. This area has a variety of business and rail-oriented industrial uses that are not compatible with many residential uses. Odors in the industrial area during certain operational and weather conditions create undesirable conditions for the immediately surrounding areas, downtown, and the areas east of the River along Deep Creek Road. These conditions may restrain the development potential of the area. Efforts should be made to amortize or relocate problematic uses or to better screen them to improve land use compatibility in the area. A phasing out and modernization of existing industrial operations may alleviate future issues with redevelopment. The Public Works Commission Complex presents an attractive screen for this area as viewed from US-301.

SPECIFIC OPPORTUNITIES



LAND USE and ZONING

ZONING

Most of the land immediately adjacent to the River is currently vacant. Areas that are developed are being used for low-density housing, parkland, and industrial uses.

East of the River, current zoning regulations allow a mix of low-density residential and agricultural uses along most of the riverfront, with the exception of the Campbellton Landing Area, which allows for heavy commercial and industrial.

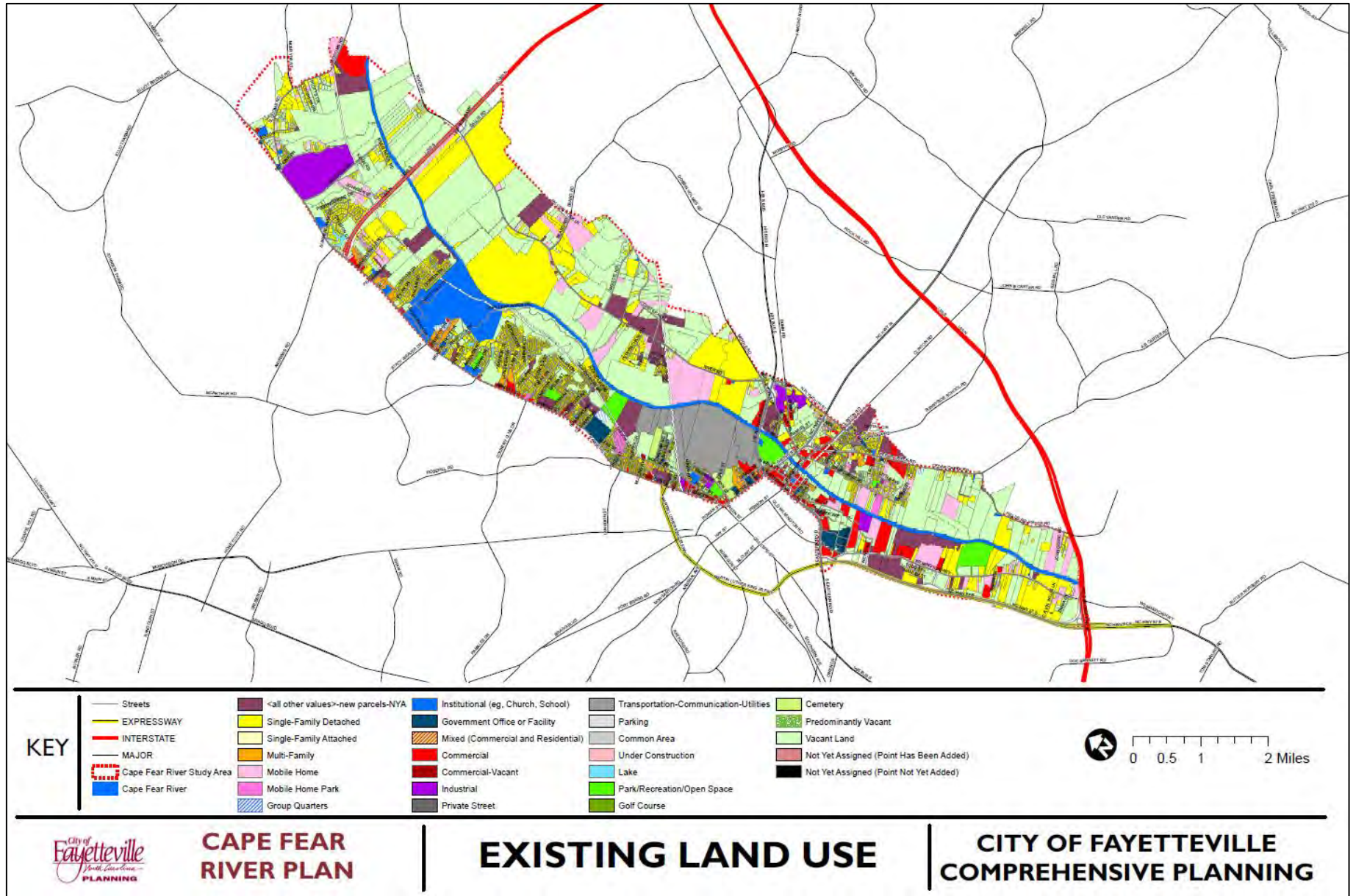
To the north of US-301 on the west side, is the county landfill and PWC water treatment area. Above the City and County operations, there are railroad tracks and the former Texfi site. Other developed areas are mostly low-density residential zoning. The Cape Fear Botanical Garden occupies the eastern side of the River between US-301 and Grove Street. On the west side of the River, from Grove and Person Streets to the south, is a mix of heavy commercial and a large area of heavy industrial with existing facilities in place.

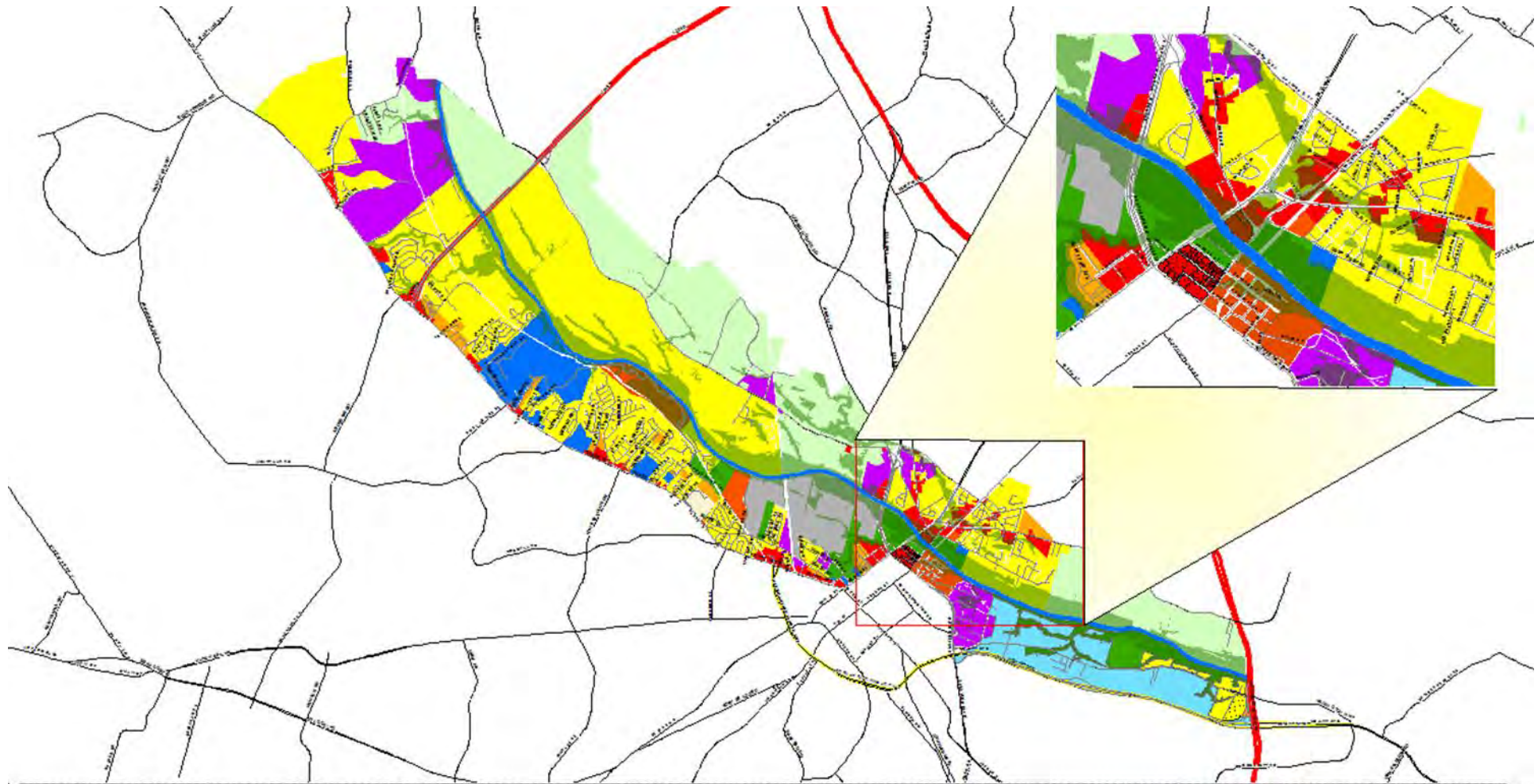
Away from the River, along the east side, the Deep Creek Road area has intensified residential density and some commercial areas. The western portion, south of Grove and Person streets, is designated as Heavy Industrial to areas that expand towards the Airport and abut the Coliseum area.

LAND USE

Land use will direct future growth in an appropriate way. The Proposed Land Use Map:

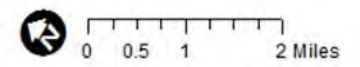
- Implements the recommendations of previous studies and plans which informed our planning effort;
- Addresses incompatible land uses such as intense outdoor storage and operation like salvage yards and woodlots;
- Focuses on promoting river-dependent and river amenity uses;
- Promotes a River Village area that will serve as the heart of the River District much as the downtown serves as the City's heart; and
- Respects the floodway and 100-year floodway areas as natural resources.





KEY

- | | | | |
|-----------------|-------------------------|--------------------------------------|-------------------------------------|
| Cape Fear River | Conservation | Government Office | South Central Land Use |
| Streets | Utility | Institutional/education | Airport Oriented Uses |
| EXPRESSWAY | Mixed Residential | Industrial | Coliseum Development Area |
| INTERSTATE | Low Density Residential | Low Density Residential | Open Space |
| MAJOR | Retail/Entertainment | Suburban Density Mixed Housing Types | Suburban Density Residential No M/H |
| CFRT | Commercial | | |



CAPE FEAR RIVER PLAN

PROPOSED LAND USE

CITY OF FAYETTEVILLE COMPREHENSIVE PLANNING

PLAN IMPLEMENTATION

The Cape Fear River Plan will be implemented with full consideration of the following critical components:

- River Activities
- Character Areas
- Gateways and Connections
- Educational Features
- Campbellton Landing/River Park Focus Area
- Conservation
- River Maintenance
- Redevelopment Opportunities

RIVER ACTIVITIES

The Plan incorporates River-based opportunities and activities for the entire stretch of the study area as well as special activities that occur at specific areas along the River.

River-based activities identified through the public input process include: rowing, floating, paddling and kayaking. All these activities will be encouraged and embraced along the entire corridor. A riverboat, as in the recent past, would provide new and exciting connections. There is opportunity to travel south to Wilmington along the River. Proposed trails should be located as close to the River as possible, to provide physical and visual connections.

Other major elements along the river may include pedestrian bridges, boat & canoe/kayak rentals, additional boat & canoe/kayak launches, overlooks and camping areas.



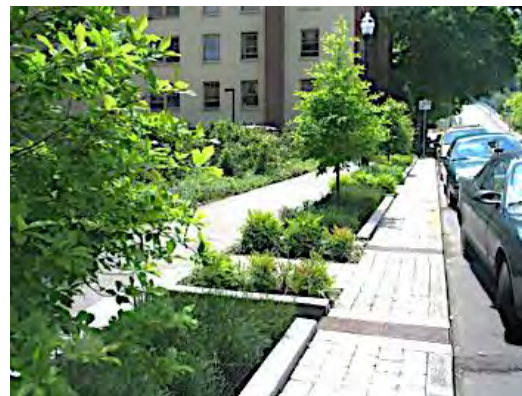
GATEWAYS AND CONNECTIONS

There are key streets that serve as important gateways and connectors into the City as well as the Riverfront. The Plan identifies opportunities to enhance these corridors.

These gateways should be enhanced with gateway signage, public street art related to the River and its history, and landscape improvements.

The proposed River Park area is anchored in the center of the Cape Fear River Plan, on the west bank of the Cape Fear River. The City-owned land sits on the eastern edge of downtown, at the Riverfront. This will be a major gathering place for community events and programs.

Promoting mobile commerce such as food trucks and vendors will help activate the Riverfront area, and introducing new events at the park will encourage even further activation.



THE CAPE FEAR RIVER PLAN

EDUCATIONAL FEATURES

The Cape Fear Riverfront provides a wide range of opportunities for education and interpretation. Existing and future trails should be enhanced with art and interpretative signage to celebrate the history and culture of the River, the birthplace of Fayetteville. The use of signage with QR codes might be a way to add an interpretive element along the River corridor with minimal visual impact.

The natural ecology of the Cape Fear River supports research and exploration as living classrooms for the City. The addition of a public, private or charter school in the River area with a focus on STEM (Science, Technology, Engineering, and Mathematics) would align well with the educational opportunities of the new River Park, the Cape Fear Botanical Garden, and Clark Park.

New and exciting programming such as river tours can offer the opportunity to engage the nature in the City. Educational programming at Clark Park could be enhanced to offer new activities and attractions that draw visitors. Expansion of trails, park development and partnerships with the Cape Fear Botanical Garden will increase awareness of natural resources as well as the history of the Riverfront.



CAMPBELLTON LANDING / RIVER PARK FOCUS AREA

This area serves as a potential catalyst site where major local and regional attractions could occur. Utilizing an existing River Park Plan and capitalizing on the Campbellton Landing and surrounding area a Riverfront Entertainment District could be established that could provide a draw to the River and the urban area of the City. This would strengthen the Riverfront area at the edge of the City by incorporating river-focused features, such as upgraded boat launches and observation areas along with mixed-use development. The River Village would provide a dynamic place for families or others to spend time throughout the entire day.



CONSERVATION

The 14-mile Riverfront through the City of Fayetteville is comprised of City-owned land, as well as land owned by a range of private and quasi-governmental entities. The study area boundary includes:

- Sensitive/scenic natural resources
- Flood hazard areas
- City-owned/non-park dedicated lands
- City-owned future park dedicated lands
- Existing parks

The City will need to explore opportunities to conserve and protect these natural resources. There are several ways to do this:

- Dedication of City-Owned Non-parkland as Public Open Space. The City owns several sites along the Riverfront that could be considered for public access and use. These lands should be considered for future park dedication.
- Land Banking. Land banking is the conversion of properties that are neglected or underutilized by the private sector. These lands would be put into productive use for passive and active recreation. Land banking would typically require the City to purchase the land outright.
- Conservation Easements. Conservation easements are legal agreements between a landowner and a land trust or government agency that permanently limit the use of the land in order to protect its conservation value. Conservation easements allow landowners to continue to own and use their land, and to sell it or pass it on to heirs. In some cases, the landowner will sell a conservation easement,

but lands are most often donated. There are financial incentives for land owners to donate land. Land donations can qualify as a tax-deductible charitable donation.

- **Mitigation Banks.** Mitigation banks are permanently protected lands that contain natural resource values. These banked lands can be restored and managed for wildlife habitat, water quality, flood amelioration, and ecological diversity. Stream banks are streams and/or stream riparian zones that are restored and enhanced to create stable stream corridors that result in improved water quality, wildlife habitat, and watershed integrity. Wetland and stream mitigation banks are viable and cost effective tools for providing compensatory mitigation, as well as meeting the goals of the Clean Water Act to restore the physical, biological, and chemical integrity of waterways.
- **Land Conservancies.** Also known as land trusts, these are community-based, non-profit organizations dedicated to the permanent protection and stewardship of natural and working lands for the public good. Land conservancies are positioned to act swiftly and professionally to help landowners and communities protect the places that define our sense of place, interpret nature, and provide services such as water quality protection, wildlife habitat, outdoor recreation, and sources of food and timber.

IMPLEMENTATION

The Cape Fear River Plan sets forth a set of recommendations to meet the goals of the Plan and realize the community's vision for the Cape Fear River. The Plan is a long-term, vision that will be implemented over a period of 30 years. The steps outlined in the following implementation matrix provide a phased strategy for implementation, which is built on the crucial foundation of the collaborative process that has resulted in this plan, as well as the critical components discussed above.

Implementation steps include a variety of undertakings, from minimal cost improvements to large capital expenditure projects. The strategies provide an ambitious menu of elements. Over time, the City will choose to implement projects from the Plan as funding becomes available.

CAPE FEAR RIVER ACTION PLAN

Protection of the Cape Fear River depends on the collective commitment of state, regional and local government leaders to restore, maintain and enhance this resource for the future. The City of Fayetteville will facilitate this effort through the Cape Fear River Plan, engaging environmental and civic organizations with government at all levels, particularly county government, to translate the action items of this report into visible, measurable actions. The Action Plan is provided below in the form of a matrix.

THE CAPE FEAR RIVER PLAN

IMPLEMENTATION ACTION	TIMELINE	ENTITY RESPONSIBLE	POTENTIAL FUNDING
Identify Potential Partners			
Identify potential partners and champions at all levels, from state and federal partners that may provide funding or guidance, to local and regional partners that may have large volunteer bases or other resources, to private investors and developers.	Continuous	Economic and Business Development; Parks and Recreation; Planning	Sponsorships; Donations; Public Funding; Volunteerism; Public-Private Partnerships
Explore and Implement Elements of the Riverfront Character Areas			
Evaluate City-owned land viable for recreation based development or development that is supportive of other elements of the Plan such as the possibility of linking the proposed River Park to Cape Fear Botanical Garden activities or to a STEM-based public, charter, or private school.	Immediate	Parks and Recreation; Planning	Public Funding
Consider the reuse of some buildings currently owned or occupied by public agencies. Discuss the feasibility or reuse of underutilized properties to support mixed-use development.	Immediate	Planning; Economic and Business Development	Public Funding; Public-Private Partnerships
Reach out to public agencies and developers to gauge interest in the River Village area, including elements such as land use changes. Conversations should include discussion of the potential public funding mechanisms and assistance that would be necessary, as well as potential development locations. If informal conversations indicate feasibility and developer interest, continue with formalizing a design for the District and writing an RFP for the development of specific sites.	Short-term	City Administration; Corporate Communications	Public Funding; Public-Private Partnerships
Implement a River Overlay District to regulate design and development characteristics.	Short-term	Planning	

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Promote Interaction with the Cape Fear River			
Secure Campbellton Landing as a permanent boat access ramp and consider this area for a boat and kayak rental location. Boat launch should be equipped with pamphlets or signage that provides users with river use guidelines and rules. QR codes could be used for interpretive information.	Short-term	Parks and Recreation; Planning	Usage Fees; Public Funding; Public-Private Partnerships
Organize and advertise Cape Fear River clean-up events, including local events and regional events.	Short-term, then Continuous	City Administration; Corporate Communications	Public Funding; Private Grants; Volunteerism
Evaluate current practices regarding river debris removal. If necessary, consider a municipal policy for removing large debris from the River following storm events.	Short-term	City Administration; Engineering	Public Funding
Increase awareness of the River using enhanced signage, QR codes and gateway installations at strategic points. As a first step, consider installations on the bridges that alert people to River-based opportunities.	Short- to Mid-term	City Administration; Corporate Communications	Donations; Sponsorships; Convention and Visitors Bureau
Utilize the Riverfront as an outdoor classroom that can be tapped by local schools, universities, and colleges.	Short- to Mid-term	Parks and Recreation	Public Funding
Investigate environmentally-sound dredging options to create a wider, safer waterway.	Mid-term	City Administration	Public Funding
Promote use of the Campbellton Landing amphitheater.	Short-term	Corporate Communication; Parks and Recreation; Arts Council; Universities	Public Funding; Sponsorships
Expand Recreational Use			
Assess City-owned property for possible changes in use, based on the ideas presented in the Parks and Recreation Master Plan.	Short-term	Parks and Recreation	Public Funding

Consider acquiring property along the River Corridor, where feasible, to expand recreational opportunities.	Short-term	Parks and Recreation	Public Funding; Grant Funding
Encourage an exploration of a greater variety of active and passive recreational uses along the River corridor.	Mid-term	Parks and Recreation	Public-Private Partnerships; Private-Private Partnerships (land owner & developer)
Implement River Park Plan			
Revisit the park’s design to maximize catalytic potential. Consider including more spaces for events.	Short-term	Parks and Recreation	Public Funding; Donations
Make the River Visible			
Clear invasive undergrowth vegetation in selected areas along the riverfront and close to bridges to make the River more environmentally sustainable and visible to pedestrians, bicyclists, and drivers.	Short-term	Parks and Recreation	Land and Water Conservation Fund; Private Grants; Public funding
Continue creating new viewing areas along the riverfront and have public rights-of-way extend to the River to promote visual and physical access.	Mid-term	Parks and Recreation; Planning; Engineering and Infrastructure	Donations; Grants; Public Funding; Public-Private Partnerships
Identify potential sites for observation towers for residents and visitors to view the River, City, and surrounding areas.	Mid-term	Planning; Parks and Recreation	Donations; Public Funding; Public-Private Partnerships
Activation of the Riverfront			
Provide opportunities for mobile commerce such as food trucks, “pop-up” operations, and other non-permanent vendors in activity hubs along the River, especially in areas where permanent retail installations are difficult or impossible due to floodplain restrictions. Remove barriers and streamline the process for establishing these businesses.	Short-term	Planning; Economic and Business Development	Sponsorships; Public-Private Partnerships

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Expand activities and programming to the broader segment of the Riverfront, starting at Campbellton Landing.	Short-term	Parks and Recreation	Sponsorships; Public-Private Partnerships; Ticket Sales; Food Sales
Enhance Physical Connections Along the River			
Consider branding the Cape Fear River Trail as a cultural heritage trail that includes art and interpretation of local history and tie in with the Cape Fear Botanical Garden. A historic component could include the Fort Booth battery encampment at the confluence of Cape Fear River and Rockfish Creek and confederate breastworks at Campbellton Landing.	Short-term	Corporate Communications; Parks and Recreation; Planning	Parks and Recreation Trust Fund; Recreational Trails Program; Public Funding; Private Grants; Donations
Initiate and continue other River Trail improvements, such as installation of play areas, picnic areas, wayfinding, seating areas, lighting, River access areas, and exercise stations.	Short-term	Parks and Recreation; Convention and Visitors Bureau	Parks and Recreation Trust Fund; Recreational Trails Program; Public Funding; Private Grants; Donations
Extend existing River Trail in key locations, including along the River in the western part of the study area and near the future River park, connecting with the Cape Fear Botanical Garden.	Mid-term	Parks and Recreation; Cape Fear Botanical Garden	Private Grants; Public Funding; Parks and Recreation Trust Fund
Utilize digital technology (e.g., a smartphone app or a website) to provide an interactive way for people to obtain and share information on the River conditions such water depth, cleanliness, weather-related conditions, etc.	Mid-term	Corporate Communications; Information Technology	Public Funding; Private Grants; Parks and Recreation Trust Fund
Explore additional ways to provide physical access to the River and Riverfront (including additional boat launches and camping pods).	Mid-term	Planning; Parks and Recreation	Parks and Recreation Trust Fund; Private Grants; Donations; Private Leases
Develop partnerships with other Cape Fear riverfront communities to establish a trail network that connects cities	Mid-term	City Administration; Planning; Parks and Recreation	Public Funding; Recreational Trails Program

and towns along the Cape Fear River.			
Explore development of the extensive conservation area on the east side of the River as a state or local park with activities that include camping, fishing and passive recreation.	Mid-term	City Administration; Parks and Recreation	Parks and Recreation Trust Fund; Recreational Trails Program; Public Funding; Private Grants; Donations
Protect Special Places			
Explore opportunities to convert key public properties that are not currently dedicated for public use but could be realized as conservation areas, open space, or parkland.	Mid-term	Planning	Public Funding; Land and Water Conservation Fund; Private Grants
Develop a strategy to conserve lands with special scenic, recreational, historic, and/or ecological value. Consider the creation of conservancies or land trusts.	Long-term	Planning; Community Development; Economic and Business Development	Public Funding; Land and Water Conservation Fund; Private Grants
Explore amortization and or relocation of the wood-processing facility at the entrance to Deep Creek Road neighborhood.	Short- to Mid-term	Legal; Planning; Economic and Business Development	Public Funding; Public-Private Partnerships
Encourage Strategic Development			
Create an information kit for those who might fund or partner to implement elements of the Plan.	Short-term	Economic and Business Development; Corporate Communications	Public Funding
Implement River District Overlay to regulate aesthetics, environmental function, and incompatible land uses in key target areas.	Short-term	Planning	Public Funding
Encourage commercial and retail development that complements recreational uses and invites visitors to stay in Fayetteville. This could include an exploration of ideal locations for a performing arts venue, restaurants, bars, and other nightlife areas.	Mid-term	Economic and Business Development; Planning; Chamber of Commerce; Convention and Visitors Bureau	Public Funding; Public-Private Partnerships

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Gauge interest in development of low-impact uses such as solar farms on underutilized City-owned properties.	Short- to Mid-term	City Administration; Economic and Business Development	Public Funding; Public-Private Partnerships
Create incentives to encourage development of low-impact uses on underutilized City-owned property.	Mid-term	Economic and Business Development; Planning	Public Funding
Explore recruiting a public, private or charter school in the River area. Focus should be on a STEM (Science, Technology, Engineering and Mathematics) school to take advantage of the educational opportunities of the new River Park, Cape Fear Botanical Garden and Clark Park. This would support additional development in the study area.	Short- to Mid-term	City Administration; Planning; Economic and Business Development	Public Funding; Public-Private Partnerships
Pursue and Encourage both Public and Private Funding			
Consider a wide range of funding opportunities to support selected elements of the Plan.	Short- to Mid-term	City Administration; Finance; Budget & Evaluation	Public Funding
Explore grant opportunities that could provide funding for elements of the Plan.	Short-term	Planning; Economic and Business Development; Community Development	Public Funding