



FAYETTEVILLE CITY COUNCIL  
AGENDA  
MAY 6, 2013  
5:00 P.M.  
Lafayette Conference Room

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**1.0 CALL TO ORDER**

**2.0 INVOCATION**

**3.0 APPROVAL OF AGENDA**

**4.0 OTHER ITEMS OF BUSINESS**

4.1 Community Development - Presentation of draft Downtown Fayetteville Renaissance Plan Update

Presented By: Jami McLaughlin, Downtown Development Manager  
William Grimes, Studio Cascade

4.2 Overview of the Fiscal Year 2013-2014 Recommended Budget and Action to Set the Date of the Budget Public Hearing

Presented By: Lisa Smith, Chief Financial Officer

4.3 City of Fayetteville FY 2014 Strategic Plan

Presented By: Julie Brenman, Senior Consultant, Fountainworks

4.4 Federal Advocacy Partnership of Memorandum of Understanding

Presented By: Kristoff Bauer, Deputy City Manager

4.5 Hire Fayetteville First Update

Presented By: Kristoff Bauer, Deputy City Manager

4.6 City Council Request(s): (In Order of Receipt Date).

(a) Mayor Pro Tem Arp - Peddler's Licensure Requirement

**5.0 ADJOURNMENT**

## CLOSING REMARKS

### **POLICY REGARDING NON-PUBLIC HEARING AGENDA ITEMS**

Anyone desiring to address the Council on an item that is not a public hearing must present a written request to the City Manager by 10:00 a.m. on the Wednesday preceding the Monday meeting date.

### **POLICY REGARDING PUBLIC HEARING AGENDA ITEMS**

Individuals wishing to speak at a public hearing must register in advance with the City Clerk. The Clerk's Office is located in the Executive Offices, Second Floor, City Hall, 433 Hay Street, and is open during normal business hours. Citizens may also register to speak immediately before the public hearing by signing in with the City Clerk in the Council Chamber between 6:30 p.m. and 7:00 p.m.

### **POLICY REGARDING CITY COUNCIL MEETING PROCEDURES SPEAKING ON A PUBLIC AND NON-PUBLIC HEARING ITEM**

Individuals who have not made a written request to speak on a non-public hearing item may submit written materials to the City Council on the subject matter by providing twenty (20) copies of the written materials to the Office of the City Manager before 5:00 p.m. on the day of the Council meeting at which the item is scheduled to be discussed.

***Notice Under the Americans with Disabilities Act (ADA):*** *The City of Fayetteville will not discriminate against qualified individuals with disabilities on the basis of disability in the City's services, programs, or activities. The City will generally, upon request, provide appropriate aids and services leading to effective communication for qualified persons with disabilities so they can participate equally in the City's programs, services, and activities. The City will make all reasonable modifications to policies and programs to ensure that people with disabilities have an equal opportunity to enjoy all City programs, services, and activities. Any person who requires an auxiliary aid or service for effective communications, or a modification of policies or procedures to participate in any City program, service, or activity, should contact the office of Ron McElrath, ADA Coordinator, at [rmcelrath@ci.fay.nc.us](mailto:rmcelrath@ci.fay.nc.us), 910-433-1696, or the Office of the City Clerk at [cityclerk@ci.fay.nc.us](mailto:cityclerk@ci.fay.nc.us), 910-433-1989, as soon as possible but no later than 72 hours before the scheduled event.*

## CITY COUNCIL ACTION MEMO

**TO:** Mayor and Members of City Council  
**FROM:** Victor Sharpe, Community Development Director  
**DATE:** May 6, 2013  
**RE:** **Community Development - Presentation of draft Downtown Fayetteville Renaissance Plan Update**

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**THE QUESTION:**

Does the update of the Downtown Renaissance Plan provide the framework to continue the revitalization of the downtown?

**RELATIONSHIP TO STRATEGIC PLAN:**

Revitalized Downtown - A Community Focal Point and Growing City, Livable Neighborhoods - A Great Place to Live

**BACKGROUND:**

The Downtown Development Plan was a Strategic Plan Target Action Item in FY2011 as part of the City Council strategic planning process and reported on quarterly. The end result was that funding was approved in FY2012 for a consultant to develop a new plan of work for the next ten years. The City of Fayetteville through the Community Development department contracted a team of consultants led by Studio Cascade, Inc. to update the 2002 Downtown Fayetteville Renaissance Plan and to provide strategic visioning services for Downtown Fayetteville.

The goals of the plan were:

- To engage stakeholders in the creation of an inspiring vision for the future of Downtown Fayetteville, creating a framework for the role the City of Fayetteville and partnering agencies will play in realizing that vision;
- To create shared goals for the City of Fayetteville that enable all stakeholders to align programs and services to meet these goals;
- To provide strategic and tactical planning resulting in a specific set of short and long-term strategies and action items over a ten year period; and
- To assure the plan addresses Downtown Fayetteville issues and provides real value to our stakeholders by creating measurable results for the City of Fayetteville.

Community outreach efforts since September 2012 have included stakeholder interviews, a week-long "storefront studio," online surveys and social media, marketing/advertising in print and broadcast media, presentations and workshops with the Fayetteville Planning Commission and multiple public workshops.

The major push in this plan is to emphasize the relationship between FSU, the central core and the Cape Fear River, targeting public and private investment to enhance the crescent that links all three. Improvements to Murchison Road, new development projects in the core, a reimagined Russell Street and a redeveloped Campbelton townsite form the backbone of this strategy. Later phases in the downtown strategy look to build upon the crescent, stimulating reinvestment in neighborhoods around Old Wilmington Road, Grove Street, the Orange Street School and the industrial district in the southwestern portion of the planning area.

Elements that will transform the downtown in the early phases of this plan and demonstrate how the downtown will evolve are:

- The new Campbelton master plan, with a mix of residential, retail and employment uses

taking advantage of the Cape Fear River frontage

- A Russell Street that serves as the primary linkage to the new Campbeltown from the central core, with mixed housing and retail uses and an enhanced streetscape, potentially including a streetcar in its median.
- Individual development projects in the central core, including a permanent Farmers Market, a visual performing arts center and a variety of housing projects to help sustain retail demand downtown
- Development of “Catalyst Site 1” on Murchison Road as an indicator of the increasing ties between FSU and the central core, enhancing pedestrian linkages between the university and the central core and elevating economic activity in that portion of downtown.

The Planning Commission held a public hearing on April 23, 2013 and voted unanimously to recommend to City Council to approve the adoption of the plan.

**ISSUES:**

Implementation should occur over the next ten years. Recommended strategies sustain the improvement already made and both extend and expand initiatives to continue momentum, support existing private investment and encourage new, more diverse investment. Since 2002, over 76 million has been invested in construction including over 21 million in public investment and 55 million in private investment.

**BUDGET IMPACT:**

None noted. Implementation will require public and/or private investment, and utilize City resources to facilitate and encourage private (re)investment.

**OPTIONS:**

Presented for informational purposes.

**RECOMMENDED ACTION:**

This item will be placed on the City Council's May 28, 2013 agenda for consideration.

**ATTACHMENTS:**

Downtown Plan Draft

Presentation - Downtown Plan Update



April 2013

# City of Fayetteville



## Downtown Renaissance Plan Update





# Acknowledgements

## **Mayor**

Anthony G. Chavonne

## **City Council**

James William Arp, Jr., Mayor Pro Tem

Keith A. Bates, Sr.

Kady-Ann Davy

Robert A. Massey, Jr.

D.J. Haire

Robert Thomas Hurst, Jr.

William Joseph Leon Crisp

Valencia A. Applewhite

Wade R. Fowler, Jr.

## **Planning Commission**

Ron Michael, Chair

Dr. William J. Fiden, Vice Chair

John L. Johnson

Ngozi Caleb Kamalu

Larnie McClung

Hector Ray

Jessica Ranavaya

Bill Watt

Maurice Wren

Neiman C. Young

## **City Administration**

Theodore L. Voorhees, City Manager

Kristoff T. Bauer, Deputy City Manager

Rochelle Small-Toney, Deputy City Manager

Dele Smith, Assistant City Manager

## **Project Staff**

Victor Sharpe, Community Development Director

Jami McLaughlin, Downtown Development Manager

## **City Staff**

Scott Shuford, Director of Development Services

Karen Hilton, Planning and Zoning Manager

Craig Hampton, Director of Special Projects

Bruce Daws, Historic Properties Manager

Michelle Haire, Economic Development Administrator

Eloise Salstrom, Urban Planner

Rusty Thompson, Director of Engineering and Infrastructure

Michael Gibson, Director of Parks and Recreation

## **Other Partners/Organizations Involved**

The Arts Council of Fayetteville/Cumberland County

Fayetteville Downtown Alliance

Fayetteville Regional Chamber and Economic Development Alliance

Fayetteville State University

Historic Resources Commission

Fayetteville Association of Realtors

Fayetteville Area Convention and Visitor's Bureau

Fayetteville Redevelopment Commission

Fayetteville Dogwood Festival

Cumberland County Planning Department

Airborne and Special Operations Museum

NC Department of Transportation

## **Media**

Fayetteville Observer

Up & Coming Weekly

WIDU 1600 AM

WFNC 640 AM

NBC 17

## **Consultants**

Studio Cascade, Inc.

ECONorthwest

*We are grateful for the efforts of the more than 300 Fayetteville community members who participated in this process, guiding the direction of the plan and reaffirming community commitment to downtown success.*



# Contents



## **Executive Summary**

Introduction .....	E•1
Plan Topics .....	E•2
Planning Area .....	E•3
Workshops & Hearings .....	E•3
Strategic concepts .....	E•5
Using this Plan .....	E•8

## **Chapter 1 - Downtown Vision**

Introduction .....	1•1
In the year 2030: .....	1•1
Downtown Vision Components .....	1•2
Culture and the arts	
Gateways	
Cape Fear River	
Neighborhoods	
Institutions	
Connectedness	
Industry	
Relationships	
Policy	

## **Chapter 2 - Update Process**

Introduction .....	2•1
Process Activities .....	2•1
Stakeholder Interviews	
Online Tools / Social Media	
Mass Media	
"Storefront Studio"	
Questionnaires	
Planning Framework Workshop	
Planning Commission	
City Council	
Public Hearings	

### **Chapter 3 - Plan Background**

Introduction .....	3•1
2002 Renaissance Plan .....	3•1
Plan Successes	
Additional Plans .....	3•3
A Complete Fayetteville: Once & For All	
Cumberland County 2030 Growth Vision Plan	
Downtown Marketing Research	
Murchison Road Corridor Study (+ <i>subsequent work</i> )	
Bragg Boulevard Corridor Redevelopment Plan	
Market-Based Redevelopment Plan for HOPE VI Business Park (2013)	
Fayetteville Strategic Plan 2013	
Ramsey Street Corridor Study ( <i>ongoing</i> )	
Cape Fear River Corridor Study ( <i>ongoing</i> )	

### **Chapter 4 - Existing Conditions**

Introduction .....	4•1
Planning Environment .....	4•1
Demographics	
Economics	
Housing	
Land Use	
Institutions	
Environment	
Transport	
Buildings	

### **Chapter 5 - Strategic Framework**

Introduction .....	5•1
The Future of Downtown .....	5•2
Culture & The Arts	
Gateways	
Cape Fear River	
Neighborhoods	
Institutions	
Connectedness	
Industry	
Relationships	
Policy	



## **Chapter 6 - Implementation**

Introduction .....	6•1
Projects & Phasing .....	6•2
Step One	
Step Two	
Step Three	
Step Four	



# Executive Summary

## Introduction

Downtowns prosper for scores of reasons. Some are external and beyond local control, but many others are well within the powers of municipalities to shape and leverage strategically, serving the long-range health, safety and welfare of the community.

The origins of Fayetteville illustrate the power and importance of such strategies. Once largely a place that provided access to the navigable waters of the Cape Fear River, the community grew through the vision and actions of town leaders. Over time, downtown Fayetteville evolved from a center of commerce and merchant housing to what it is today. Times have changed downtown, and the investments the community has made in it over the past 20 years have restored it to a place of interest, beauty and activity.

This downtown planning project updates 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.



**Figure E.01** – The 2002 Renaissance Plan produced a vision for downtown that emphasized plentiful, lush green space, celebration of natural resources and continued investment in the historic core. Many of these concepts continue into this update. (Image source: City of Fayetteville, NC)

Now more than ten years old, many of the recommendations in the Renaissance Plan have either been implemented or have become less relevant. Downtown is developing a life and character of its own, and events shaping opportunities downtown are different today than they were in 2002. It is time to update the Renaissance Plan, building on those components that still make sense and suggesting new priorities and new directions to respect today's environment.

The plan emerging from this process lays out steps for the community to take, led by the City perhaps, but reliant on partnerships with individuals and organizations. Though the City has done well for the last decade



**Figure E.02** – Thirty-two hours of stakeholder interviews kicked off the process, with four full days of meetings and a comprehensive field tour with staff. Findings from those meetings shaped early strategic alternatives for public consideration. (Image source: Studio Cascade, Inc.)

leading by its own investment, it is time to build and nurture collaborative relationships to ensure reinvestment in downtown is sustainable and serves as broad a set of interests as possible. This is a necessary step to ensure downtown has a dynamic and prosperous future.

## Plan Topics

The 2002 Renaissance Plan divided its recommendations into several categories, each based on public participation and the most relevant priorities of the community. Continued in this plan update, these are:

- *Central Arts – Underscoring the public desire for an increased arts presence downtown, the Renaissance*

*Plan proposed a performing arts center and other arts-related facilities and activities downtown.*

- *Gateways – Creating a district identity for downtown was important in 2002, establishing a ring of gateway monuments alerting travelers of their entry to downtown. The monuments were divided into different categories, based on their location and the audiences they were likely to serve.*
- *Cape Fear River – The 2002 plan identified the river as an under-used asset, promising increased opportunities for public access, historic ties and new development.*
- *Neighborhood Districts – Then and now, the downtown planning area is vast, encompassing more than 3,000 acres. The 2002 plan recognized that “downtown” is much larger than the historic center, and it placed emphasis on improving neighborhood character around the core to help support the overall prosperity of downtown.*
- *Parks/Community Centers – Improving quality of life through increased access to recreation and community activity also underscored the recommendations of the 2002 plan.*

A crucial component in this plan is its implementation. And implementation means more than just building things. The success of Downtown, particularly as determined in this process, relies on relationships, policy adjustments and partners in investment. Implementation will rely on more than the City of Fayetteville making unilateral decisions – it will rely on collective decisions, achieving mutual objectives, collaboration, and taking advantage of opportunities as they appear.



## Planning Area

At more than 3,000 acres, the planning area extends for slightly more than a mile in every direction from the Market House. It reaches northward to Fayetteville State University, eastward to the Cape Fear River and is bounded on the west and south by the Martin Luther King Jr. Freeway. The downtown core is only a small part of the entire planning area, though it represents the historic heart and commercial focus of central Fayetteville.

## Workshops & Hearings

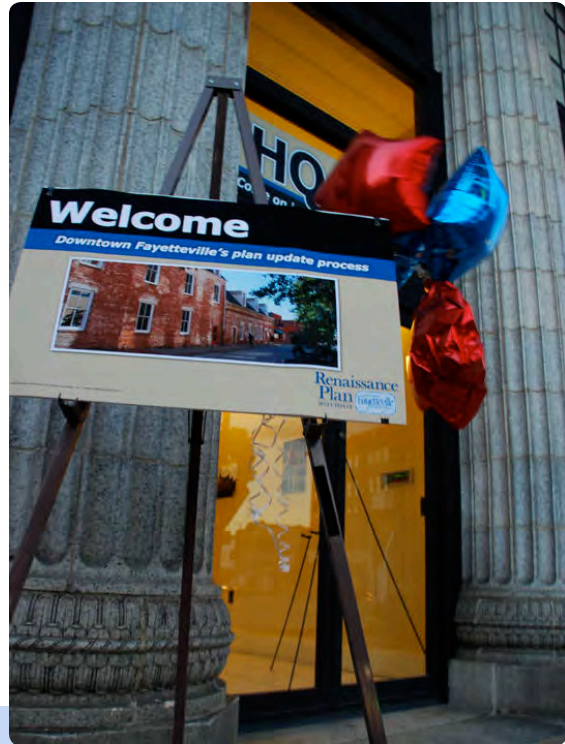
From the outset, Fayetteville committed to consult and involve the community, asking them to lead development and formation of the plan. Outreach efforts were extensive, and included a week-long “storefront studio” and multiple public workshops. Major portions of that effort included:

### “Vision: Relevance & Preferences Workshop”

Kicking off the storefront studio week, this workshop, held December 5, 2012, asked participants to review the City-adopted visions and policies to ensure their relevance and applicability to the future of downtown. Participants also rated the various policy directives, estimating the importance of each to this planning process.

### “Scenarios & Strategies Workshop”

This workshop, held December 5, 2012, presented three alternative spatial strategies for downtown Fayetteville: “Destination Downtown,” “Hometown Downtown” and “Diversity Downtown.” Each strategy implied different sets of priorities, along with different land use, transportation, community design and economic development directions. Participants generally agreed that “Hometown



**Figure E.03** – The storefront studio during the first week of December featured four days of public engagement and multiple workshops. Participants refined spatial strategies into a single preferred direction. (Image source: Studio Cascade, Inc.)

Downtown” was the preferred concept, and they added specific recommendations in how the concept could be refined.

### “Programs and Projects Workshop”

Based on results from the previous two workshops, participants at this workshop, held December 6, 2012, identified specific implementing programs and projects to advance the preferred spatial strategy. They rated each of the implementation items in terms of their relative urgency and relative importance, helping to create a prioritized list of implementation actions.

### “Spatial Initiatives Workshop”

After considering specific implementation actions, participants at this December 6, 2012 workshop turned to the project area



**Figure E.04** – The February 18 public workshop asked participants to stroll around the planning area – represented by a scale map stretched out across the dance floor at SkyView on Hay. Participants weighed in on project priority and timing, confirming the overall strategy in the process. (Image source: Studio Cascade, Inc.)

map, examining the new fourth alternative: “Dynamic Downtown.” This alternative built on the “Hometown Downtown” theme, adjusted to reflect direction and suggestions from the second workshop. Participants reviewed Dynamic Downtown to confirm that its strategies were consistent with the process’ recommendations to this point, and that it reflected their assessment of priority actions.

### “Planning Framework Workshop”

This workshop, held February 18, 2013, presented a more refined spatial framework, asking participants to allocate resources to and to assign phases for a representative selection of the plan recommendations. In an exercise set on the floor, participants were asked to consider specific program and project recommendations and place poker chips to represent both financial commitment and preferred timing. Results from this workshop informed the ordering and shape of the recommended implementation actions in the plan.

### Planning Commission Workshop

On February 19, 2013, the Fayetteville Planning Commission considered the results from the February 18 public workshop, interpreting the apparent priorities of the community, and adding their own thoughts into the process.

### Planning Commission Public Hearing

The Fayetteville Planning Commission opened its March 19, 2013 public hearing on the Renaissance Plan Update and reviewed the proposed implementation recommendations for the plan. The public hearing was continued to April 25 to permit public review of the draft plan incorporating Planning Commission direction on the implementation chapter.

### Planning Commission Public Hearing

The Planning Commission concluded its public hearing on April 25, 2013, suggesting minor changes to the document and forwarding its recommendation for approval to the City Council.

## City Council Work Session

On May 6, 2013, the draft plan and Planning Commission recommendations were presented to the City Council at one of its monthly workshops, allowing the Council to review the process, plan recommendations and any public comments related to the development of the plan. City Council recommendations and direction helped finalize the plan and prepared it for a proposal for adoption on May 28.

## City Council Public Hearing

On May 28, 2013, the Fayetteville City Council conducted its public hearing on the Renaissance Plan Update. After hearing testimony, asking questions of the public, staff and consultant, and deliberating on the plan and its recommendations, the Council approved the plan by a vote of XX to XX.

## Strategic concepts

This plan update revolves around five basic strategic concepts, derived through public input and guidance:

- *"Fayetteville Crescent" – This spatial concept emphasizes the essential connection between Fayetteville State University, the central core and the historic Campbelton settlement on the Cape Fear River. Participants in the final community workshop underscored this important relationship and commented on the significance of its scale and importance to the success of downtown. Linking the university, the central core and the river has the potential to unite downtown in a way that is unique to Fayetteville, stimulating reinvestment along some of the most important corridors in downtown, attracting new residents into the planning area and providing a multi-faceted range of opportunities for downtown residents, business owners and visitors. There may be future*

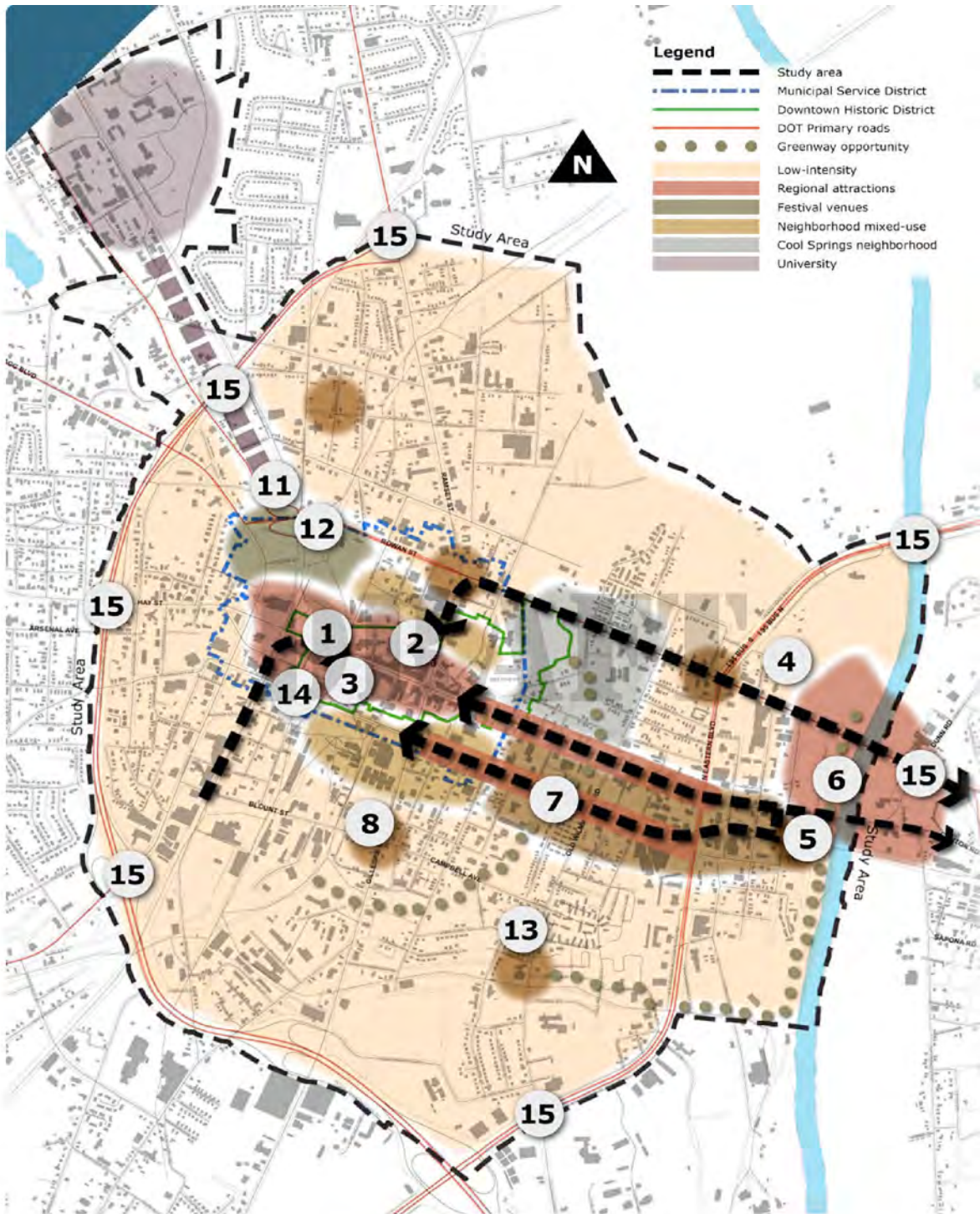


**Figure E.05** – Fayetteville is taking advantage of its natural landscape, and that will be an important consideration as development increases in the "Fayetteville Crescent." (Image source: Studio Cascade, Inc.)

*branding opportunities in marketing the "Fayetteville Crescent," establishing an identity and an investment pattern that support high quality, high intensity and high value uses for this swath of downtown. Strengthening the integrity and appeal of this crescent is the highest priority of this plan.*

- *Housing – This concept provides for variety and intensity in housing development to sustain retail in the core, and provides institutional fabric / support for development of distinct and unique neighborhood identities for residential districts within the planning area. Population in downtown has to increase if downtown is to succeed. This plan is based on a future downtown*



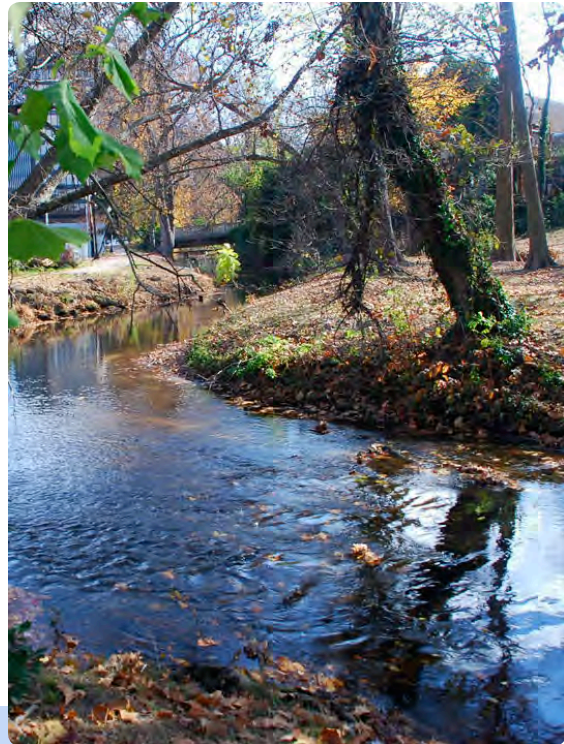


**Figure E.06** – Heavily focused on implementation, this plan presents several key projects and initiatives in a series of four steps, or phases. Each project or initiative is keyed to the overall spatial strategy map, as above for Step One. (Image source: Studio Cascade, Inc.)



population of 10,000 residents, more than twice the number of those who live downtown now. More residents in more varied housing types will mean more people walking and riding bikes on the streets, more shoppers in downtown retail storefronts, more lively use of City parks and trails, the rehabilitation and reuse of older, derelict buildings, increased levels of property maintenance and an increased property tax base. New residents are to be housed within the Fayetteville Crescent (in the downtown core, along Russell and Person streets and in Campbellton), in emerging neighborhood centers (the Old Wilmington Road neighborhood and the Orange Street School neighborhood) and in the incremental evolution of the industrial district in southwest downtown into a district of mixed lofts and industrial uses.

- **Safety** – This concept continues City efforts to increase safety, perceptions of safety and safety in movement – whether by car, on foot, by bus or by bike. Generating new investment in downtown will rely on how safe downtown is perceived to be. Investors need to minimize risk, and a safe downtown environment will help assure them that their investments are sound and the environment is a stable one. Fayetteville has taken steps to increase safety downtown, and investment patterns reflect where the efforts of the City have made their greatest impact. As development is sought to extend along the Fayetteville Crescent and work its way into nearby neighborhoods, the City must lead with its efforts to ensure safety and demonstrate it.
- **Fayetteville State University** – This concept supports developing and enhancing relationships with this major downtown institution to



**Figure E.07** – Stream corridors, the Cape Fear River and other natural elements will feature largely in the future of Downtown Fayetteville. The success of the Linear Park along Cross Creek helps illustrate why. (Image source: Studio Cascade, Inc.)

enrich the economic, cultural and educational dimensions of downtown. Having a four-year university within walking distance of the core of the city is a tremendous asset. Participants in this process have identified multiple opportunities that this presents, ranging from cooperative parking downtown for university events to direct university involvement in downtown arts and culture programming. Fayetteville State University anchors the northern end of the Fayetteville Crescent, and its presence downtown shapes and influences the future downtown will experience. Enhancing Murchison Road connections are a critical early step in this strategy, encouraging increased auto,



**Figure E.08** – The Cape Fear River is a powerful natural and aesthetic resource, and the City is participating in a river corridor plan to explore opportunities the river provides. (Image source: Studio Cascade, Inc.)

*pedestrian, bike and transit travel to and from the university. This plan seeks to intertwine Fayetteville State University with everyday events and programs downtown, actively contributing to the identity of downtown and enriching the overall area experience.*

- ***Open spaces** – This concept supports connecting natural resources in the planning area into an accessible recreational and ecological network for trails, storm water management and urban habitat. Community participants noted how important the streams, river and open spaces are to defining downtown Fayetteville, and to creating an environment that is livable. The Linear Park system along Cross Creek has demonstrated to the community how*

*effective a stream-side trail can be to enriching an urban landscape, and the community wants more. This strategy accommodates that by calling for more community spaces and, specifically, stream-side trails, in the hope that a more livable downtown will spur new investment and attract new residents.*

## Using this Plan

Cities generally employ two types of instruments to guide and enact legislation – policy documents, such as this downtown plan, and regulatory documents, such as zoning or development regulations. Each serve different purposes, but they must be well-coordinated and complementary.

In using the plan, it is important to understand that its intended role is as:

- *An internal guide, providing City staff with goals, policies and programs to direct actions and budgeting activities.*
- *A guide for elected and appointed leaders, providing direction on decision-making and in establishing regulations.*
- *A type of contract between residents and leadership, articulating and establishing expectations regarding key issues and community characteristics.*
- *A working guide to partnerships with other agencies, individuals, and organizations, recognizing the need for cooperation in the success of downtown.*

This plan is based on broad community and agency participation. It captures community vision and goals in terms of actionable policy and programs. It is heavily focused on implementation, providing a lengthy and specific implementation guide with benchmarks and sequencing to guide

and measure the progress of the City. And it identifies and paces programs to ensure that City of Fayetteville investment attracts partners in the improvement of downtown and generates significant private investment, as well, ensuring fiscal sustainability in the long haul.



**DRAFT**





# Downtown Vision

## Introduction

This vision chapter presents a “big picture” of the downtown in the year 2030, rooting the Renaissance Plan update in solid assertions about the future of the area. The vision has been developed in response to a great many factors, including community comments during stakeholder interviews, the questionnaire and various workshops – presenting downtown Fayetteville as seen through the eyes of those who live, work, go to school and shop there.

This chapter is to be used to set the overall direction for downtown. It suggests, in general terms, the condition of downtown’s future – a guide to help with decision-making in the years ahead. Because plans are unlikely to foresee every opportunity that will arise, the vision that follows will help the community sort through future opportunities in a way that honors the ideals of Fayetteville.

## In the year 2030:

*Downtown Fayetteville may be generally characterized by a bold crescent, connecting Fayetteville State University through the downtown core to the Cape Fear River. This crescent defines a two-mile long curve of activity, tracing its arc through the educational, civic and historic heart of the community.*



**Figure 1.01** – There are several keys to the success of downtown Fayetteville. One is rooted in its historic core, retaining the magic of the colonial-era streetscape and scale. Another is in the connections that tie that central core to the surrounding neighborhoods and open spaces, taking full advantage of the diversity downtown offers. (Image source: Studio Cascade, Inc.)

*Surrounding neighborhoods, each with distinct identity and character, connect directly to this crescent through a series of walkable streets and trails. The industrial district of downtown is envisioned to gradually transition from today’s condition of pure industry and derelict buildings to a budding artists’ community, with disused buildings converted to house lofts, studios and galleries.*

Beyond this generalized description, a number of more specific factors are included in the Downtown Vision. These “Downtown Components” match those provided in the 2002 Renaissance Plan, and are included in the remaining pages of this chapter. In keeping with their intent, all are expressed as a “snapshot” of Fayetteville in 2030.

# Downtown Vision Components

## Culture and the arts



*Downtown Fayetteville is the regional center for culture and the arts. A large, central facility provides an arts and entertainment venue downtown, and there are multiple smaller venues, museums and galleries, too. Access to the arts is an important principle in Fayetteville, and smaller venues are busy. The larger facility enables Fayetteville to host touring performers, dance groups, orchestras and large exhibitions. This central facility is not intended to compete with the Crown Coliseum. Rather, it helps to enrich the cultural and artistic offerings of Fayetteville, integrating the arts into the economic development strategy of the community.*

## Gateways



*The approach and entry into downtown Fayetteville is dramatic from Haymount and from the river crossings on Person and Grove. The elevation of Haymount provides drama as the view of the downtown skyline appears at the crest of the hill. The newly resurrected Campbelton at the Cape Fear River identifies the eastern entry of downtown, with riverfront development and street-level activity making a grand entry statement. Another important gateway is the connection between downtown and Fayetteville State University on Murchison Road. The City and university collaborate to reinvest in the corridor and to draw the two activity centers closer together. New development, potentially including a baseball stadium, enlivens*

*Murchison Road and marks the entry into downtown. Other gateway locations are more subdued. Unlike the vision in the 2002 Renaissance Plan, gateway monumentation in the form of signs and landscaping are less important. What is important are the statements made by development along the edges of downtown and within its neighborhoods.*

## Cape Fear River



*Once an under-utilized asset, the Cape Fear River is more of a community focus. It is the heart of the new Campbelton, providing interesting development and redevelopment opportunities in the historic settlement. It is a key link in local, regional and statewide trail systems, featuring urban riverfront walks and forested nature hikes. It provides opportunities for recreational boating and entertainment, appreciation for the history of Fayetteville and an increased understanding of local ecosystems.*



## Neighborhoods



*The downtown neighborhoods in Fayetteville are key to the overall success of downtown. Gradual reinvestment in streets and open spaces make each neighborhood more attractive to private investment and increased home ownership. The leadership of the City in the HOPE VI project near Walker Spivey has spurred investment elsewhere, where historic neighborhoods have built up around their historic core elements. Neighborhoods near Fayetteville State University have centered their activities and first waves of reinvestment around the university and the historic Orange Street School. In the Blount Street area, neighborhoods have revitalized the industrial district with loft housing and recreated a*

*neighborhood center around what was the old Aquarius Club. Campbellton rebuilds along the river. Neighborhoods enjoy new life, churches in the community thrive, and all are connected by a system of attractive and safe streets, accommodating cars but catering to pedestrians and bicyclists. Together, downtown neighborhoods swell to house more than 10,000 people, more than twice the number of people living downtown in 2013.*

## Institutions



*Schools, museums, civic offices, community centers, churches and public parks and open spaces knit together the social and civic fabric of the community. These are the places where the people of Fayetteville gather, meet and mingle, sharing their common experiences, building relationships and getting to know each other.*

## Connectedness



*While downtown is vast and its neighborhoods diverse, its system of streets and trails tie it together. Pedestrian-friendly streets make the historic core accessible by all who live and work downtown. Creekside trails provide natural, pleasant landscapes for recreational foot travel, augmenting the street system and providing walkers and bicyclists with an alternative to sharing streets with cars and trucks. Pedestrian crossings at major thoroughfares – like Bragg, Robeson, Grove and Eastern – are re-worked to be more safe and inviting. This integrated surface transportation network helps draw the 3000-acre planning area together, encouraging downtown residents to walk, ride bikes and to become more closely connected to the*

*areas that surround their immediate neighborhoods.*

## Industry



*While some industries in downtown have phased out or become obsolete, other industrial uses have adapted or been born here. Downtown provides employment, and the rail, street and utility systems in the area have been built and maintained to support industrial uses, particularly along Robeson and Ramsey. While the character of the industrial area immediately around Robeson and Blount may change, industrial uses there and in the areas south and east are seen as likely to remain. Though the Orange Street School neighborhood is seeing new residential development and reinvestment, the industrial district along Ramsey has also remained. Downtown provides the opportunity to locate housing near employment, and the*

*changing character of the neighborhoods and the evolutionary cycle of regional economics will allow the two to exist in proximity.*

## Relationships



*Fayetteville has a history of getting things done, often through the unilateral actions of individuals or agencies. But Fayetteville in 2030 is built on collaborative planning and cooperative action. The City can no longer afford to invest as it has before and must use its capital to leverage private and institutional investment. Creating and nurturing partnerships is critical, and it is a process founded on the ability of the City to work with NCDOT on transportation opportunities, Fayetteville State University on student housing, private investors on site reclamation, Fort Bragg on economic development, the federal government on community development, church groups on neighborhood improvement, and scores of other partners on*

*scores of other topics. Relationships make things happen in Fayetteville now, and the growing complexity and diversity of the community demand that approach.*

## Policy



*Fayetteville keeps its policy responsive to local needs, and it ensures that its policies are consistent with the overall economic development and revitalization strategy of the community. Its land use, transportation and capital facilities policies are consistent, ensuring that the decision-making and monetary investment in the City achieve and advance community goals. Outward expansion is curtailed in favor of improving utilities and services within municipal boundaries. Population increase and reinvestment downtown are a priority, and the policies of the City reinforce it, ensuring neighborhood safety and overall quality of life combine to make downtown active and prosperous.*





# Update Process

## Introduction

Fayetteville committed to full and comprehensive citizen involvement in this Renaissance Plan update, recognizing that downtown Fayetteville is more than just another neighborhood. Downtown is a regional center for commerce, governance, arts, culture, institutions, and industry. It is where Fayetteville was born, and it is where its identity is maintained. Downtown represents Fayetteville, and every Fayetteville resident has a stake in its prosperity.

Consultants on the plan update team worked directly with the Community Development Director, Victor Sharpe, with Downtown Development Manager Jami McLaughlin and with the steering committee for the Renaissance Plan Update, comprised of the City of Fayetteville Planning Commission. All were instrumental in establishing the direction of the plan, developing alternative scenarios and refining goals and directives.

Following City and consultant discussions on process and expectations, the Renaissance Plan update was configured to include a set of interviews with community leaders, agency staff and other residents; public meetings, workshops and committee presentations; on-line engagement; event



**Figure 2.01** – The first priority of the City was to involve the community every step of the way, ensuring this plan update could benefit from public consideration, conversation and debate. (Image source: Studio Cascade, Inc.)

flyers and advertisements; print media and other means of communicating with the citizens of Fayetteville.

## Process Activities

Detailed descriptions of the various meetings and engagement activities are provided below:

### Stakeholder Interviews

Over the course of four consecutive days beginning Tuesday, September 11, consultants and City staff interviewed nearly three-dozen individuals, beginning work on the Downtown Fayetteville Renaissance Plan update. These “stakeholder interviews” were conducted to



**Figure 2.02** – Four full days of stakeholder interviews provided an initial take on the issues downtown faces. More than 40 individuals participated in these focused discussions, providing insight and then staying involved in the process. (Image source: Studio Cascade, Inc.)

gain an initial understanding of the many opportunities associated with the 3,000-acre study area, and to seek opportunities maximizing cross-benefits between downtown and the rest of the city.

Interviewees were selected and scheduled by staff to approximate a cross-section of the various needs and activities associated with downtown, including individuals representing the development community, the arts, downtown community events, education, City and County staff, business people, elected leadership, historic preservation interests, museum representatives, downtown residents and others. All but one of the interviews took place in City Hall, with respondents interviewed individually, in pairs, or in one case, as a group of three.

A draft set of questions was prepared in advance and included in many of the

interviews, but discussions were generally informal and free ranging according to the interests and background of each respondent. To encourage a more candid exchange, interviews were not recorded electronically. Instead, interviewers took notes, later summarizing responses for internal use as well as to mark the first stage of the plan update process.

On Friday September 14, consultants met with Community Development leadership and staff to debrief on findings and to establish a path forward. In addition to a verbal summary, consultants also presented a set of drawings, depicting three thematic approaches for plan policy and reflecting input from interviewees. Various approaches to community outreach were also discussed, as well as ideas for a multi-day set of community meetings to gain input from residents on design and policy options most suitable for the updated renaissance plan.

Interviewees tended to touch on many similar areas, expressing what seemed to be near-universal sentiment relating to eight key topics. These required further investigation at community meetings and as the plan evolved, but remained critical topics for the plan update to address:

### **Fayetteville State University connection**

Fayetteville State University, located to the northwest of the downtown core, is a historically African-American four-year university and has been an important part of Fayetteville since 1874. More recently, FSU has opened its doors to foreign exchange students, building a multi-racial, multi-cultural and multi-lingual student body. Fayetteville State University is within the downtown study area and is within one mile of the commercial core, but it is difficult to access from the center of town. The City is acting to improve access with its Murchison Road corridor plan and through design improvements to plans for the Rowan Street Bridge, but poor existing ties and prevailing use patterns have caused downtown



Fayetteville and FSU to seem further apart than they are, with little student traffic downtown.

Many interviewees expressed hope that the university will become a more active part of the downtown landscape, with students visiting downtown, and with downtown associations and activities embracing Fayetteville State University participation – including the diversity it brings. Economic benefits of a tighter relationship with FSU were often cited, including the potential for adaptive reuse of downtown buildings, curricula-related startup opportunities, enhanced transportation ties and use of passenger rail, and better retention of graduates through downtown live/work environments.

### **River connection**

Fayetteville, and the towns established before it once took full advantage of the Cape Fear River as a shipping channel. In fact, the location of the city is generally tied to the limits of navigation along the river, which leads to Wilmington and the Atlantic Ocean. Since the development of rail, however, ties between the city and the river have been far less pronounced.

Interviewees believed there is strong potential in the river and in developing better connections between it and downtown. A variety of uses were mentioned as possibilities, including mixed-use housing, improved docking and recreational facilities, outdoor event spaces and entertainment venues. Respondents noted the potential to associate such features with the historic role the river played in the development of Fayetteville and its 18th Century prominence. One respondent detailed an earlier river-oriented development – called Campbeltown Landing – that appeared to be a success in the making, but the financial downturn resulted in its closing in 2008.

The Person Street corridor, paralleled by Russell Street to the south, present opportunities to improve ties between the river and to downtown, but development along these two streets was noted to be spotty and generally in decline. Other



**Figure 2.03** – The open spaces in downtown were identified as important assets – many of which are developed with trails, historic monuments and other amenities. Others, such as this segment along Blounts Creek, are brimming with potential. (Image source: Studio Cascade, Inc.)

issues, such as difficulties for boat access and general impressions of the area as unsafe, were also cited. The Cape Fear River Botanical Gardens and plans to acquire parkland along the river and Grove Street were mentioned as strong assets.

### **Parks and trails**

Public open spaces are seen as critical to the success of downtown. Respondents noted Festival Park, North Carolina Veterans’ Park, the Cape Fear River Botanical Gardens, and the Linear Park as key facilities within and near the central core. The fact that the City is pursuing a parks bond to construct a riverfront park along the river between Person and Grove streets was also noted. Interviewees were excited about the potential of the riverfront park; with the promise of an extended trail network



**Figure 2.04** – Downtown Fayetteville hosts a multitude of institutions and civic uses, including public spaces and historic and interpretive elements throughout. (Image source: Studio Cascade, Inc.)

extending upstream along the Cape Fear River; and with the sustained festival uses of parks facilities downtown.

Interviewees expressed a desire to see parks become more prominent, particularly with small-scale designs and facilities accommodating spontaneous use by folks downtown. Festival Park was identified as an important place, but given that its space has generally been designed for programmed use, respondents hoped for better access to pocket-parks and close-by features benefitting downtown employees, children and families living nearby, and helping bridge downtown to Fayetteville State University.

### ***Institutional/civic uses***

The Airborne and Special Operations Museum, Fayetteville State University, City Hall, the County Courthouse and numerous churches are located within and

near the central core. City Hall offices and the presence of the Airborne and Special Operations Museum, Festival Park and the vacant Prince Charles Hotel now define the western pole of the central business district. The hospital is also located nearby (the west side of Robeson Street), contributing to the institutional character at the base of Haymount. While some interviewees bemoaned the lack of retail in this area, the presence of a busy, daytime employment center and visitor attraction was generally appreciated.

The downtown planning area represents an amazing diversity of land uses, income levels, racial mix and activities – and the institutional framework seems consistently distributed throughout. But some of these were noted to be in decline or at-risk. The Washington Street School, between Bragg Boulevard and Murchison Road, is now being torn down. The Orange Street School, in the northern portion of the planning area (once purposed as an exhibit space) is now vacant. Historic cemeteries near Cool Springs now seem out of place, adjacent to the busy Grove Street and generally less capable of the type of calm and reverence they used to provide.

Despite these issues, interviewees appreciate that a strong framework exists with neighborhoods focused on the central places that institutions provide or used to provide. The Walker-Spivey school was frequently mentioned, and provides a contemporary example of how frameworks can be resuscitated, building bonds between new housing (including the HOPE VI project), the school, and the nearby community gardens facility.

### ***Safety***

Fayetteville is a far safer place than it used to be, according to interviewees. But many also noted spots of trouble in the downtown planning area, and perhaps even more significantly, indicated that prevailing views still associate downtown with its rough-and-tumble past. The success of downtown will likely pivot around improved safety and increased perceptions of safety. The issue

– whether embedded in conversations on income, race, unemployment, addiction, traffic, industrial land uses or derelict buildings – is one that will need to be addressed, protecting existing investment and stimulating new.

## Preservation

The commercial core of Fayetteville is a colonial-era gem. Conceived and developed in the mid 18th Century, it has survived 250 years of adaptation, finding new uses, new identities and new directions. With very few exceptions, it is what people thought of when asked to identify “downtown.” The City has identified four separate historic districts in the planning area, including downtown, Liberty Point, Haymount, and the Market House Square National Register District. The Fayetteville Historic Resources Commission, equipped with a set of historic design guidelines, reviews development projects to ensure compatibility with the historic district designation. The downtown historic district is on the National Registry of Historic Places, which, as some reminded us, offers substantial tax benefits in exchange for adherence to strict design principles that preserve the historic character of the district.

Others noted that strict design principles may have trade-offs, potentially dictating treatments or materials that make projects more expensive than markets can support. District status was also seen as part of why rents downtown seem especially high, perhaps due to added material and design costs but, as was more frequently suggested, due to owners’ desire to maximize benefits from the “chic” reputation of downtown Fayetteville. This latter issue was of great concern to many interviewees who indicated frustration that owners awaiting “home run” profit margins were holding prime buildings and properties otherwise ready for redevelopment.

## Housing

Housing was seen as integral to the long-term success of downtown. People must live in and near the commercial core, and those people must have enough buying



**Figure 2.05** – Interviewees believe that providing housing units in and around downtown will be key to the success of downtown. Some of the upper floors of downtown buildings are being used for housing now. (Image source: Studio Cascade, Inc.)

power to contribute to the success of downtown retailers. Interviewees mentioned this relationship repeatedly, all looking to find ways to increase the number of downtown-area residents and to introduce market-rate housing into the mix. The 300 Hay project was often mentioned, though many noted that unit prices were higher than most could afford. Most interviewees believed that strong demand existed for mid-priced, market-rate housing in and around downtown, including younger families stationed at Fort Bragg, faculty and students at Fayetteville State University, older “empty nest” couples, and others attracted to the compact, walkable environment of downtown.

## Lodging & Services

There is no active, business-class hotel in the downtown planning area. The Prince Charles Hotel, opened originally in 1920,





**Figure 2.06** – Radio and television interviews and the City's Facebook page helped publicize the process, and the conversations advanced community discussions on what is important to the future of downtown. (Image source: Studio Cascade, Inc.)

has been closed for several years. Several owners have tried to reopen the hotel – most recently as a Clarion – but the facility has yet to succeed.

The history of the Prince Charles Hotel suggests that the ability of downtown Fayetteville to support a hotel is marginal. Though the Convention and Visitor Bureau estimates a need for additional hotel rooms in Fayetteville, land and building costs downtown push nightly rates higher than the local market can afford. According to the Convention and Visitors Bureau, nightly rates for a renovated Prince Charles would need to hit \$179 for the project to pencil, or about twice what US Government per diem (the local hotel benchmark) would cover.

Nearly all interviewees expressed strong opinions about resolving the fate of the building, some ready to raze the structure

and others passionate about restoring it. Regardless, the Prince Charles occupies a site so critical to downtown that its future disposition demands very careful consideration.

These interview results clarified the issues and priorities this plan would address and shaped conceptual strategic approaches that were tested throughout the rest of the process.

## Online Tools / Social Media

Fayetteville maintains a web site, and the City also sponsors a Downtown Fayetteville Facebook™ page, both of which were used aggressively, alerting the public to the progress of plan, inviting participation and making available workshop materials and results. Frequent social media posts updated the community on plan progress and alerted potential participants to public events, such as the storefront studio, community workshop and Planning Commission and City Council meetings. The Downtown Development Director also posted a short video describing the project, soliciting community participation and identifying the top issues the plan will address.

The online outreach also included access to a questionnaire (described here later) and the ability to comment on site posts.

## Mass Media

Print and broadcast media followed this project since its inception, and they ran special articles and featured dedicated airtime to publicize and present important downtown issues.

These media releases and appearances kept pace with the process, beginning with a generalized introduction of the issues early on and then discussing the trade-offs and strategic alternatives the plan had to consider. These media efforts raised awareness of the plan, and – just as important – presented and discussed the tough questions the plan needed to answer.

Both the Fayetteville Observer and Up & Coming Weekly featured prominent articles on the plan and the process, promoting public

involvement and summarizing results of public events. Radio stations WIDU 1600 AM and WFNC 640 AM and television station NBC 17 also featured interviews with the consultant team and city staff at various times in the process.

## “Storefront Studio”

Fayetteville ran a week-long “storefront studio” during the first week of December 2012, hosting the community for two evening workshops and providing open-door hours for daytime visitors. Members of the public were able to speak directly with the consultant team and influence the downtown planning process, reviewing planning materials and discussing potential planning strategies. Studio results shaped recommendations in the plan and informed the final community workshop.

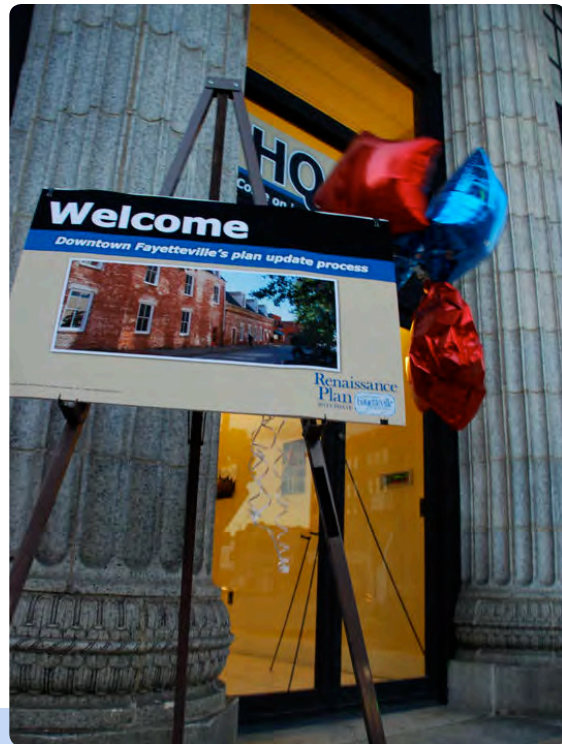
### **Policy Guidance**

The first wave of activities in the studio asked participants to review and refine the adopted vision statements, goals and policies of Fayetteville, ensuring that they are still relevant and should be relied upon to guide this plan. Participants were asked to review and rate the adopted long-range planning policy of the City, and other goals and policies adopted in relevant documents. The 2002 Renaissance Plan, the 2013 Strategic Plan, the Bragg Boulevard Corridor Plan and the Murchison Road Corridor Plan contributed to this array, identifying specific policy positions relevant to downtown.

Workshop participants generally believed that policies adopted still apply to downtown and should be followed. Those policy directives that received particular support included keeping downtown as the cultural center of the community, honoring its historic character, reinvesting in surrounding neighborhoods, improving safety and strengthening its retail base.

### **Strategic Spatial Response**

Considering existing policies, participants then reviewed three alternative downtown strategies. These strategies included:



**Figure 2.07** – The storefront studio produced alternative strategies and vetted them with the community, developing a preferred concept that underpins this plan. (Image source: Studio Cascade, Inc.)

- **“Destination Downtown”** – this strategy set a primary focus on making downtown Fayetteville a place for regional visitation. Efforts to create an events-oriented downtown would take center stage, including the development of a hotel and convention center tied to Festival Park. The historic core would be identified as a place full of attractions, focused on fine dining, theaters, unique shopping opportunities and historic atmosphere. Areas surrounding the downtown core would be developed with commercial services and easy parking as a focus, and a separate, river-oriented district would be encouraged to take advantage of scenic and recreational opportunities available there. Other features, such as an arena for the Fire Antz, or a



stadium for the Swampdogs, would receive strong consideration. Though benefits to the larger community would improve in this sketch, areas outside the core would receive lesser focus and experience more far more gradual rates of change. Fayetteville State University would retain a focus, with policies developed to encourage and capitalize on the creative capacity of the institution, as applied to downtown events and attractions.

- **“Hometown Downtown”** – this strategy promoted policies and strategies to establish downtown as a self-contained, full-featured neighborhood. Use patterns and urban form would retain the historic core as the center of it all, with grocery, commercial uses and market-rate housing options featured along Russell and Person streets. A secondary focus area would include a mixed-use neighborhood near the river, tied to downtown via along newly-revived, walkable portions of Russell and Person streets. Ties to areas outside these features would be encouraged, though in the short to mid-term, change would likely be limited. In this strategy, the relationship of Fayetteville State University to downtown was cast as an “Alma Mater,” indicating a high degree of work to develop an environment conducive to students seeing downtown as a place to live and work – even after graduation. This downtown model would at least double the population of the planning area, accommodating more than 10,000 residents.
- **“Diversity Downtown”** – this strategy blended and capitalized on the many cultures, incomes, historic features and building feature types of the study area. As with the “hometown” sketch, the historic core would serve as the center, with commercial uses and diverse housing options featured along Russell and Person streets extending to the river. Three existing areas outside the core



**Figure 2.08** – Storefront studio participants reviewed and refined spatial strategies for downtown, providing recommendations on what projects and initiatives should be tackled first. (Image source: Studio Cascade, Inc.)



would receive greater attention than the “hometown” model, including development of a loft-style mixed-use neighborhood along the western edge of the study area; a neighborhood center focused near the former Orange Street School; and stronger efforts to establish walkable ties between the Russell corridor and the Old Wilmington Road neighborhood. The relationship of Fayetteville State University to downtown would be cast as a touchstone, involving curricula, special programs and the student population in efforts to help blend what are today relatively disparate sections of the study area. The level of development intensity in this scenario would accommodate up to 15,000 downtown residents, enough to entertain inclusion of a downtown trolley system linking the downtown core to new development on the Cape Fear River.

Of the three scenarios presented, participants generally favored “Hometown Downtown,” with a longer-view look to eventually achieving something like the “Diversity Downtown” model.

### Priority Implementation

The concluding storefront studio exercises asked participants to identify and prioritize what types of projects should be included in the plan, considering them in terms of relative importance and relative urgency. Projects and initiatives were drawn from the original Renaissance Plan and from the results of the earlier storefront studio exercises. Participants considered more than two dozen projects, placing each on a specially designed graph to denote how important each project is and how quickly it needs to be implemented. Participants were also encouraged to suggest projects and initiatives on their own, adding to the list of potential implementation actions to be included in this plan update.

Implementation actions that won the highest levels of support in this phase of the process included the farmers market, investment in a performing arts center, completion of

local trail networks and reinvestment in neighborhoods surrounding the downtown core.

### Refined Spatial Strategy

Finally, participants mapped their suggested improvements and actions. They were asked to identify how the spatial strategy for “Hometown Downtown” should change to reflect their thoughts on implementation priority. Specific refinements included thoughts on the redevelopment of Campbelton, treatment of Russell Street, potential for new trail connections – particularly linking Haymount to the Cross Creek Trail/Linear Park system, ideas for loft-style redevelopment in the aging industrial district downtown, and overall desires for increased connectivity between neighborhoods and the core. The resulting plan, dubbed “Dynamic Downtown,” became the preferred strategic alternative.

Participant input on project priority and spatial strategy set the stage for the subsequent community workshop in February and laid the groundwork for this plan.

### Questionnaires

The City of Fayetteville hosted an on-line questionnaire presenting the community with a short series of questions. More than 200



Figure 2.09 – Questionnaires asked the community – both in person and via the Web – what they think about downtown and what they would do to make it better. (Image source: Studio Cascade, Inc.)



**Figure 2.10** – Skyview on Hay hosted the final community workshop, where participants reviewed the preferred planning strategy and considered which projects are best suited to implement it. (Image source: Studio Cascade, Inc.)

## Planning Framework Workshop

The final community workshop held on February 18, 2013 asked participants to stroll across the planning area – configured to cover a dance floor – and prioritize a sampling of the various recommendations in the plan. More than 60 participated, weighing options and considering the new development strategy for downtown.

This workshop tested the storefront studio results, presenting the conceptual “dynamic downtown” strategy. Participants refined the concept, identifying specific projects and when they should occur. They indicated how important and how urgent the projects are by placing colored poker chips on the various choices. Many of the results confirmed what storefront studio participants indicated, reinforcing connections to surrounding neighborhoods and investing in the crescent linking Fayetteville State University to the Cape Fear River. Results were intensely focused on the downtown core, favoring renovation of the Prince Charles Hotel, construction of an arts center, and finding a permanent home for the farmers market. Still, participants also seemed to favor moves to enhance the connections of the core to surrounding neighborhoods, particularly in the case of the redevelopment of Campbelton, an enhanced Russell Street and more convenient access to and from the Old Wilmington Road neighborhood.

Participant recommendations from that workshop are included in this plan, suggesting a phased, strategic approach to getting things done over time. One particularly interesting recommendation was to ensure that the City invest in specific areas to the point of developing a “critical mass,” avoiding a dilution of energy. It suggests that “spreading the wealth” may not be as effective at spawning the degree and type of transformation this plan envisions – one neighborhood at a time.

residents and business people responded to the questionnaire, providing additional guidance to the planning team.

The questionnaire was available on-line from November through January, asking eight fundamental questions about perceptions of downtown, the importance of downtown to the overall community and respondent thoughts about the evolution of downtown over time. Questionnaire responses reinforced the results from the stakeholder interview series, but they also offered a few surprises. Like the stakeholders, questionnaire respondents believed that downtown is the “heart” of Fayetteville. But questionnaire respondents also indicated a desire to live downtown – an idea that appears to be growing in popularity as downtown becomes recognized as “hip” and increasingly safe.

## Planning Commission

The Fayetteville Planning Commission served as the advisory committee for this project, meeting several times during the course of the



**Figure 2.11** – Participants at the final workshop experienced the full planning area on the dance floor of the facility, identifying potential projects and indicating which ones should be tackled first. (Image source: Studio Cascade, Inc.)

project to consider overall direction; review the vision concepts applicable to downtown; review project progress; consider citizen input; advise the planning team on important priorities and trade-offs, and formulate recommendations to the City Council.

Several planning commissioners attended the storefront studio and community workshop, and they also helped to distribute project questionnaires. The Planning Commission met every month from the beginning of the project to discuss progress and to make recommendations on its direction. The commission was more than a reviewing body in this effort – it participated actively during the development of the plan.

The Planning Commission held a meeting February 19 – the day after the final community workshop – to review workshop results and provide additional direction on development of the draft plan.

## City Council

The Fayetteville City Council was also frequently updated on the process, hearing

consultant reports on the strategic alternatives being considered and confirming that the project was headed in the right direction.

## Public Hearings

The Planning Commission met again on March 19, opening its public hearing to discuss the implementation recommendations of the plan. Commissioners reviewed a “critical path” style chart to determine project sequencing and pace through its four-step implementation. At the conclusion of its public hearing on April 23, 2013, the Planning Commission recommended City Council approval of the plan.

The City Council conducted a workshop on the plan on May 6, 2013, hearing a presentation on the planning process and its outcomes. Council members asked multiple questions about the plan’s response to public input, how the plan serves the needs of the overall Fayetteville community, how the strategic approach of the plan will help build partnerships and what the City will need to do next to implement plan recommendations.

The City Council opened its public hearing on the plan at its May 28 meeting, soliciting public testimony on the plan and considering the plan for adoption.



**DRAFT**



# Plan Background

## Introduction

This chapter provides a broad-based introduction to previous planning efforts, including those directly focused on the downtown as well as others relevant to downtown policies and programs. Comprehensive understanding of previous planning work helped set the parameters for this update, clarifying the over-arching policy framework within which this plan must function. Other related plans were of help, too, identifying points of intersection where common issues might be addressed with a single action.

This update builds on the 2002 Renaissance Plan – a document prepared by an American Institute of Architects (AIA) Urban Design Action Team (UDAT) to solidify a vision for downtown Fayetteville and create a list of implementation actions for the community to follow. Many of the recommendations in the 2002 plan are still relevant, and many have been realized in the decade since its preparation. This update includes new recommendations which have been aligned with the structure of the 2002 plan and with recommendations that still make sense. This update also includes related 2002 Renaissance Plan imagery, advancing visual concepts that are still on-target today.



**Figure 3.01** – Planning for the next 20 years builds on a course of policy and investment established throughout the history of Fayetteville. The 2002 Renaissance Plan and other policy work help set this update on track. (Image source: Studio Cascade, Inc.)

## 2002 Renaissance Plan

The 2002 Renaissance Plan summarizes the historical development pattern of Fayetteville, tracing its roots to Campbelton and Cross Creek, and describing the various events that helped shape contemporary Fayetteville. It also presents an analysis of the physical context of downtown Fayetteville, describing landforms, development patterns, transportation systems, community institutions, and parks.

Like this plan, the 2002 plan was based on comprehensive outreach, ultimately reflecting the comments and desires of Fayetteville residents and business owners. The 2002 plan explored the urban design





**Figure 3.02** – The 2002 Renaissance Plan produced a vision for downtown that emphasized plentiful, lush green space, celebration of natural resources and continued investment in the historic core. Many of these elements continue into this update. (Image source: Studio Cascade, Inc.)

- *The transportation system*
- *The built environment*
- *Topography*

By examining these elements in depth, the plan categorized issues into a range of topics covering the arts, neighborhoods, industry and infrastructure, as well as the various relationships that underpin activity downtown.

The Renaissance Plan sought to enhance what was working in the downtown, building on the existing commercial core, “monumenting” gateways into downtown, enhancing identity and investment in surrounding neighborhoods, and reconnecting the commercial core to the Cape Fear River. Specifically, the plan divided its recommendations into the following five categories for action:

- 1) *Central Arts*
- 2) *Gateways*
- 3) *Cape Fear River*
- 4) *Neighborhood districts*
- 5) *Parks/recreation/community centers*

context of downtown, seeking out ways the physical fabric of the area could be managed to attain community goals.

The 2002 Renaissance Plan also analyzed the downtown area by element, producing a list of issues for the community to address. Elements included:

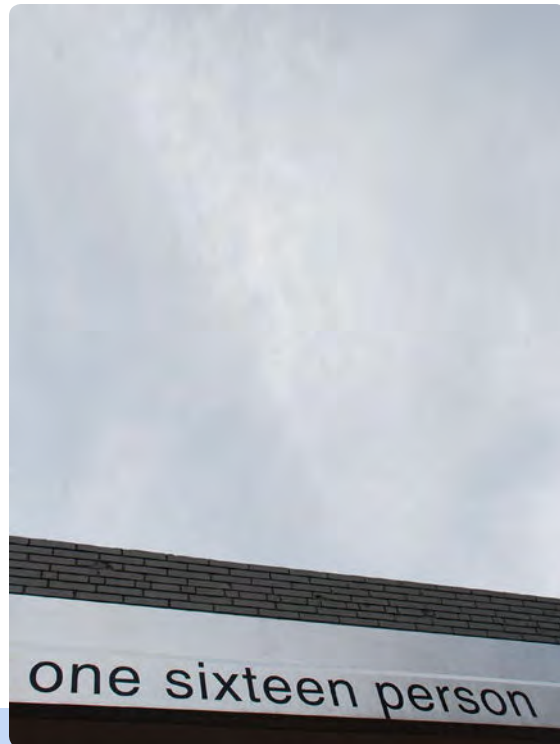
- *The downtown core*
- *The industrial zone*
- *The government center*
- *Nearby neighborhoods*
- *Fayetteville State University*
- *The Campbelton/Cape Fear River area*
- *Area parks*

## Plan Successes

The 2002 plan has been widely viewed as a success, with many of its various projects and programs now completed. More than \$76 million has been invested, resulting in more than 314 building projects. Some of these are listed here:

- *300 Hay is a mixed-use retail/residential development located in the heart of downtown. The City purchased and cleaned up an environmentally compromised property, marketing it later for a development partner. The resulting project has been successful, reaching near-complete occupancy within two years.*

- *The HOPE VI program from the Department of Housing and Urban Development underwrote the large-scale land acquisition and redevelopment of the area north and west of the Walker-Spivey School along Old Wilmington Road. It also has helped to acquire and develop property in other areas of south downtown, including the new community garden and a proposed business park on Gillespie.*
- *Person Street is revitalizing, driven by private investment on a building-by-building basis. New retail tenants are renovating and taking over old, vacant storefronts. Residents are moving into upstairs units. Person Street is much different today than it was even a decade ago. Similar reinvestment has been occurring along Hay, Franklin, Green and Donaldson streets, too, with new businesses and residences filling spaces and revitalizing buildings.*
- *The City built the Franklin Street parking deck on Franklin Street at Donaldson Street, facilitating increased development downtown by establishing a consistent and accessible parking supply.*
- *The new transit center is taking shape, with site preparation underway at Robeson and Franklin streets. The new center is adjacent to the police station and will feature transit facilities, as well as convenience retail for transit users.*
- *The Linear Park system has become a popular recreation destination, running along Cross Creek and featuring a number of public open spaces, historical monuments and interpretive signs.*
- *North Carolina Veterans Park, located near the Airborne and Special*



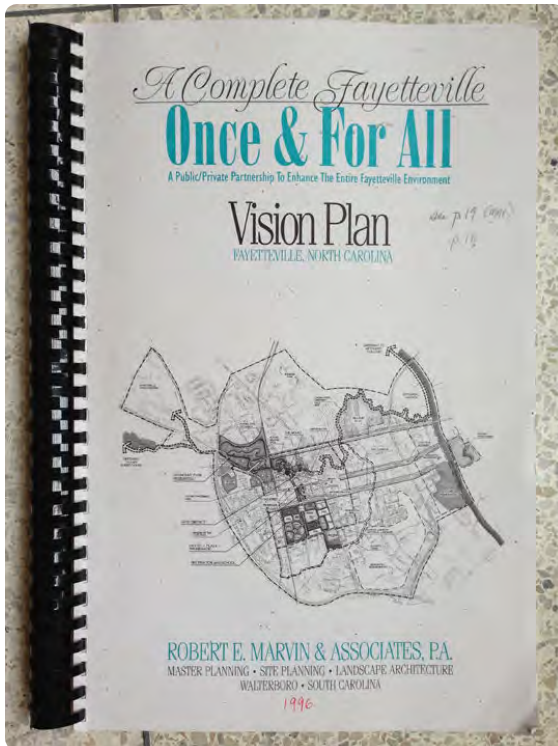
**Figure 3.03** – *The past decade has seen significant turnaround on Person Street, with new tenants retrofitting old buildings. Some of the best restaurants in the City have chosen Person Street – something that would have been difficult to imagine not long ago. (Image source: Studio Cascade, Inc.)*

*Operations Museum, has become a nationwide attraction, honoring those who served and sacrificed.*

- *Festival Park is operational, hosting events that draw attendees from the surrounding region.*
- *The transportation museum, located in the old railroad station on Ray and Franklin streets, celebrates the transportation history of the community and hosts the Fayetteville Farmer’s Market.*

## Additional Plans

Other planning efforts and studies conducted before and since the first



**Figure 3.04** – The 1996 Fayetteville “Once and for All” plan established the 3,000-acre downtown planning area that this plan and the 2002 Renaissance Plan carried forward. This makes for a vast study area, incorporating entire neighborhoods that may not at first glance appear to be part of downtown. (Image source: Studio Cascade, Inc.)

Renaissance Plan was prepared are also recognized and incorporated in this document, as follows:

## A Complete Fayetteville: Once & For All

This plan, commonly referred to as the “Marvin Plan” after its author, was prepared in 1996 as a vision for downtown. It foresaw significant transformation of the landscape, injecting recreational and naturalized areas into the heart of downtown.

Some of its more notable recommendations included:

- A large recreational complex to be located in the rectangle formed by Robeson, Gillespie, Campbell and Russell streets.
- A new retail promenade perpendicular to Hay Street at Ray Avenue.
- A major arts district extending from Green Street to Bragg Boulevard south of Rowan Street.
- A Haymount Park district.
- New residential development along the Cape Fear River.
- An emphasis on improving the Person Street and Russell Street corridors.

While it may seem a fanciful plan by most standards today, recommendations in the Marvin Plan influenced significant progress, including the development of Festival Park and the Airborne and Special Operations Museum (ASOM), a new housing project proposed west of Bragg Boulevard, the Rowan Street overpass and the trail system along Blounts Creek and Cross Creek. It also brought into the downtown planning process scores of residents, merchants, community volunteers, local officials and employers, soliciting their comments and joining their voices together into a comprehensive set of goals for downtown.

## Cumberland County 2030 Growth Vision Plan

Cumberland County and its incorporated jurisdictions prepared a long-range growth vision plan, resulting in the articulation of goals and policies to direct growth at a regional level. Its outreach efforts and the resulting plan represent a good deal of work performed by multiple agencies. The information generated during the Vision 2030 process – as well as the goal and policy direction reinforcing the importance of downtown as a regional resource – were helpful in this plan update.

## Downtown Marketing Research

Activating the downtown commercial core was the fundamental directive of the 2009

Marketing Report, a.k.a. "SMITH Study." The key component of the study was a market survey and analysis, offering insight into why people come to the commercial core and how the business owners perceive the environment they inhabit. The overall results were somewhat surprising, in that there was a slight disconnect between what existing businesses provide and what most visitors said they want. For instance, businesses tend to focus on specialty retail – with operating hours generally confined to the daytime. According to the Smith study, visitors tend to see downtown more as an evening destination, looking for dining and entertainment opportunities.

The complexion of the retail core has changed somewhat since the release of the study, with an increasing amount of Hay Street space dedicated to after-hours activities. Development along Person Street has increased greatly too, with storefronts and housing units adding dimension to the mix of uses in the core.

While the SMITH study sought to propose an overall marketing strategy, its primary recommendation was to prepare a master plan for downtown promotion. This recommendation, however, contained a caveat that the plan and its branding concept should be prepared only after the downtown businesses and property owners could settle on a targeted and suitable vision.

Other recommendations from the marketing plan include:

- *Increasing the number and variety of eating establishments downtown.*
- *Effectively promoting downtown in popularly-accessed media, including the Internet.*
- *Targeting growing or under-served market segments, like the military, the younger crowd and conventions.*
- *Refining and polishing the image of downtown.*
- *Training businesses to improve the overall customer experience downtown.*



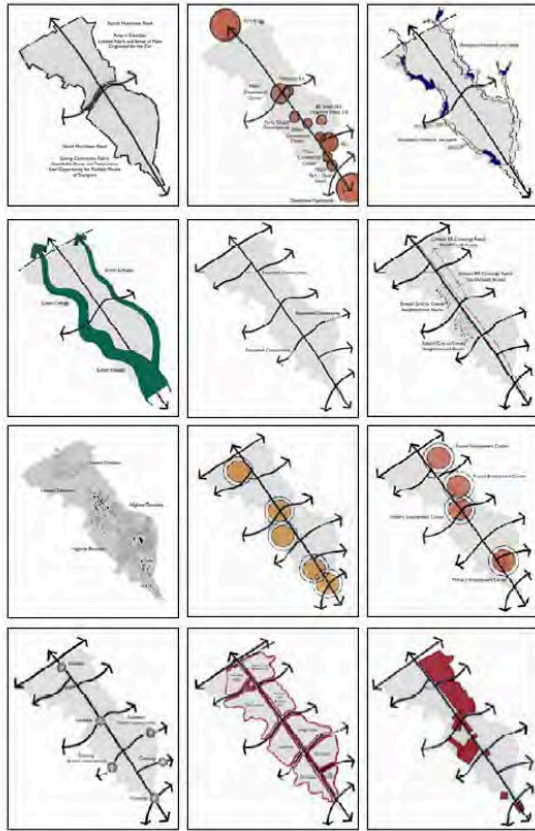
**Figure 3.05** – *Keeping the retail core alive and prosperous is what motivated the downtown marketing research. One of its major findings identified evening activities as a primary reason for coming downtown, something that surprised many retail merchants. (Image source: Studio Cascade, Inc.)*

## Murchison Road Corridor Study (+ subsequent work)

In December 2007, the City commissioned a land use and economic development plan for the Murchison Road corridor and study area. The entire study area covered approximately 4,071 acres, extending from downtown and Martin Luther King Jr. Freeway (US 401) to Fort Bragg and the future I-295 Fayetteville Outer Loop corridor extension. The primary goals for the plan were to:

- *Assemble an action plan that enhances community quality of life.*
- *Establish a hierarchy for investment, identifying opportunities designed to lead to rapid, near-term results while establishing the foundation for long-term corridor transformation and success.*





**Figure 3.06** – Murchison Road is seen as an important connector, but it is not improved to its full potential. The City aims to fix that through its Murchison Road corridor study and targeted investment in a selection of "Catalyst Sites." (Image source: City of Fayetteville, NC)

- Review community mobility and transportation issues, balancing creative with cost-feasible approaches.
- Enhance the Murchison Road Corridor and City of Fayetteville image and attractiveness for investment.
- Provide realistic, workable, thoughtful approaches to corridor development within a compressed assessment and implementation timeframe.
- The Murchison plan identified nine "catalyst sites" along the corridor, producing an overall development plan hinging on the type and intensity of reinvestment in those particular areas.

Fayetteville then commissioned a feasibility study in 2009 to evaluate three of the catalyst

sites (#1, #3 and #6) along the corridor and to identify the conditions necessary for their success. Catalyst Site #1 at Murchison and Rowan is within the downtown planning area. The study found that the market may be able to support modest commercial and residential development along this southern stretch of Murchison Road. Current economics, however, would require significant public subsidy through property acquisition and assembly and guaranteed loans to generate enough profit for projects to make sense.

Building on that work, Fayetteville State University commissioned a study to investigate development potential along the Murchison Road Corridor near Catalyst Site 1 for its proposed Millennium Campus. That project also involved the City of Fayetteville as a partner – a partner who helped acquire land for the University to use and develop. The City purchased and demolished the Washington Street School, paving the way for future Fayetteville State University development. That project is now on hold pending resolution of State funding and more detailed architectural design.

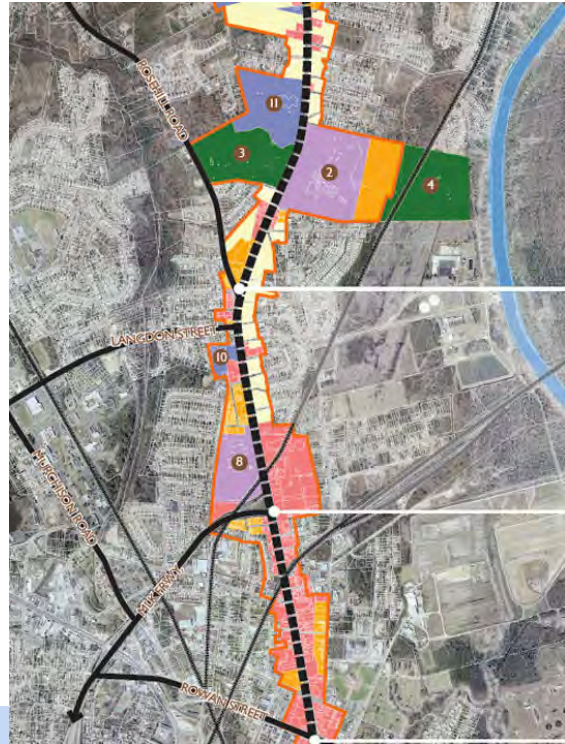
## AAI Bragg Boulevard Corridor Redevelopment Plan

While much of the study area for the Bragg Boulevard plan lies beyond the Fayetteville downtown, some of its recommendations apply to work here. The plan envisions the development of Bragg Boulevard into a corridor that is more accessible for bicycles and pedestrians, with land uses that are more consistent with a mixed-use corridor. It envisions a transformation of Bragg Boulevard, creating an active gateway into downtown that celebrates its sense of entry and enhances the impact of the Airborne and Special Operations Museum, Festival Park and the North Carolina Veterans Park.

## Market-Based Redevelopment Plan for HOPE VI Business Park (2013)

The City of Fayetteville has spent the last decade investing in the Old Wilmington Road neighborhood as part of its work under the HOPE VI program. Property acquisition, abatement of hazardous structures, site cleanup, property development and housing construction have all been part of this work. The City and its community housing partners have provided more than 740 residential units of varying types, transforming the Old Wilmington Road neighborhood in the process. The business park fulfills another HOPE VI objective, providing for local employment of residents of nearby housing.

While this plan does not provide policy guidance, it is important to this plan update because of its commitment to develop and construct a jobs-oriented project at Gillespie and Blount streets. This plan update builds on that commitment, emphasizing the importance of a fully-featured neighborhood center in the Old Wilmington Road neighborhood.



**Figure 3.07** – Ramsey Street approaches downtown from due north, cutting its way through agricultural and industrial landscapes. Current City corridor planning suggests ways to make the road a nicer entry into town and proposes a new land use strategy to adapt to changing conditions. (Image source: City of Fayetteville, NC)

## Fayetteville Strategic Plan 2013

The Fayetteville City Council revises its strategic plan every spring. The strategic plan prepared in the spring of 2012 outlines ten principles in its Fayetteville vision. These principles include one targeted to downtown, specifying that downtown will be “vibrant.” According to that plan, the vibrant downtown will include:

- People living downtown.
- High quality hotels with space for conferences and community events.
- Easy access and convenient parking.
- Festival Park and green spaces throughout downtown.
- Downtown linked to river and Fayetteville State University.
- Connected downtown assets.

- Well-planned residential and commercial mixed-use developments.
- A variety of quality restaurants.
- Attractive buildings occupied by successful businesses.

The 2012 strategic plan identifies several projects that are classified as “top” and “high” priority, with the following dealing with aspects of the downtown:

### Top Priority

- Bragg Boulevard corridor development
- Hay Street to I-295 corridor plan
- “Reclaiming Neighborhoods Next” project
- HOPE VI business park development



**Figure 3.08** – *The Cape Fear River is a powerful natural and aesthetic resource, and the City is participating in a river corridor plan to explore opportunities the river provides. (Image source: Studio Cascade, Inc.)*

### High Priority

- *Old Days Inn site development*
- *Multi-modal center – land assembly and design*
- *Prince Charles Hotel – City options and direction*
- *Residential Rental Program (PROP) – direction and funding*
- *North Carolina Veterans Park*
- *Festival Park Plaza building – direction*
- *Murchison Road corridor development*

### Ramsey Street Corridor Study (ongoing)

Ramsey Street is a major arterial leading straight into the heart of downtown Fayetteville. It runs north-south, becoming

Green Street at Grove and then, at the Market House, becoming Gillespie as it continues south through town.

As a primary north-south arterial, Ramsey Street carries freight and automotive traffic north from Fayetteville into the surrounding countryside. It links Fayetteville to the agricultural areas and small towns of Cumberland County, historically serving as a farm-to-market road. Ramsey now provides access to a range of industrial and commercial uses along its length in downtown, with property ripe for redevelopment as the economies favoring the type of industry there fade.

The City is preparing a corridor study to establish an aesthetic and strategic course for Ramsey, identifying redevelopment opportunities and enhancing the appearance of the corridor as an entry to downtown.

### Cape Fear River Corridor Study (ongoing)

The Cape Fear River is navigable from Fayetteville to Wilmington, and this particular feature provided the community its position in history. River-borne commerce landed at Fayetteville in colonial times, establishing the Campbelton settlement and, later, central Fayetteville.

Though its transportation function has diminished, the Cape Fear River is still an important natural, aesthetic, cultural and recreational asset. Fayetteville is rediscovering the potential of the river and is participating in regional and statewide efforts to celebrate the waterway.

The river corridor study is investigating ways to improve public access to the river, exploring approaches for trails, put-ins, boat launches and other access-related improvements along the course of the Cape Fear River. It also complements some of the visions for riverside improvement and development identified in earlier Fayetteville planning work. The resulting plan will present a comprehensive inventory of

Cape Fear River frontage in Fayetteville, with recommendations on how the community can take advantage of this powerful resource.

Exhibits of the Cape Fear River Corridor Study appeared at the storefront studio in December, and participants referenced the work in comments related to the downtown plan. Their comments, and the ensuing strategic direction, underscore the importance of the river to the success of downtown. The two planning processes are interwoven, and recommendations from each will influence implementation of the other.

Programs, objectives and initiatives proposed in each of these projects are drawn upon to inform and enrich this plan. Hopefully, implementation of this plan will further implementation of the others, as well, resulting in consistency and cooperation between the various planning efforts and continuing the City's pattern of effective public investment.

These documents and projects lay the policy and development foundation for this update, setting downtown Fayetteville in its context, illustrating how important downtown is to furthering overall city and regional objectives, and proving that investment is flowing downtown.







# Existing Conditions

## Introduction

This chapter describes downtown Fayetteville as it exists today, presenting demographic, economic, housing, land use and other components that form the baseline of this plan update.

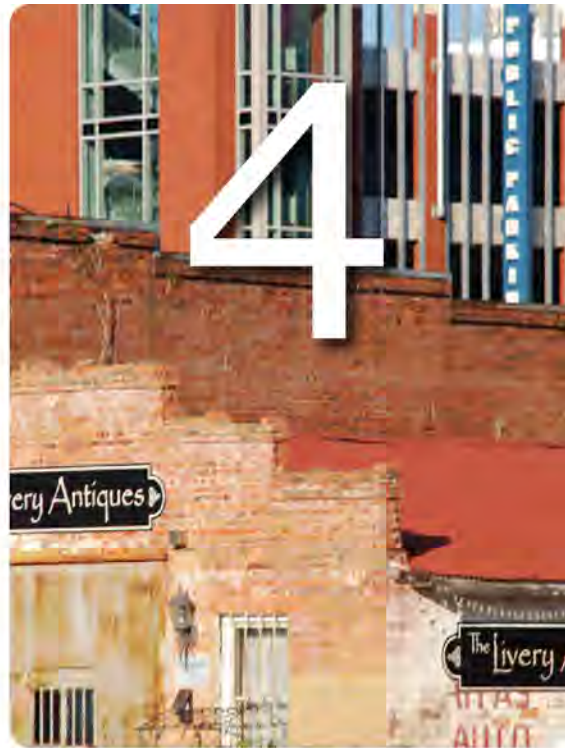
Downtown Fayetteville is somewhat unique both in its social composition and its mix of land uses. The population is generally 1.5 persons per acre, which is extremely sparse for a “downtown” but not surprising given the scale of industry and warehousing and the number of vacant housing units in many of the neighborhoods.

## Planning Environment

The following sections present some of the more important findings related to downtown Fayetteville in terms of demographics, economics, housing and other categories.

## Demographics

The population of Fayetteville grew over the last 20 years, adding about 87,000 people between 2000 and 2011. The majority of this growth was the result of annexations, which added 75,000 people to the City, including annexation of 25,000 people on Fort Bragg.



**Figure 4.01** – Increasing land use intensity requires increased levels of service, including structured parking for the central downtown core. The new parking structure in downtown predicts more intensity to come. (Image source: Studio Cascade, Inc.)

Excluding annexations, Fayetteville resident counts grew about 0.9% since 2000, slightly higher than the 0.7% average annual growth rate of Cumberland County.

Fayetteville is younger than average, with a younger population (median age of 30.2 years) compared to the state (median age of 37.7 years). The age distribution of Fort Bragg, where 60% of the population is between 20 and 39 years old, is accountable for the relative youth of Fayetteville.

The population of Cumberland County is aging. The age group that grew the most between 2000 and 2011 was people 45 to 64 years old, while people 25 to 44 years old shrank in the County. This aging trend is consistent with the national trend of aging baby boomers. The age distribution of Cumberland County is



**Figure 4.02** – Development at the HOPE VI project north of the Walker-Spivey School has set the bar for quality and intensity. The popularity of HOPE VI demonstrates that mixed-income, mixed-needs housing can revitalize neighborhoods. (Image source: Studio Cascade, Inc.)

representative of the population of Fayetteville too, were Fort Bragg to be excluded from City counts.

Fayetteville is more racially diverse than the State average. Less than half of city population was white and 41% was African-American in 2011. In comparison, 70% of the population in North Carolina was white and 22% was African-American.

Fayetteville has a similar level of ethnic diversity as the State. In 2011, 10% of the population was Hispanic, compared to the State average of 9%.

Cumberland County is expected to grow very slowly. The State forecasts that Cumberland County will add about 12,000 residents over the next 20 years, an average annual growth rate of 0.2%.

The characteristics of the downtown population are different than the City averages. The Downtown study area has about 4,600 people (2% of city population). The population of downtown is more racially diverse than the City average, with about three-quarters of the population being African-American. The population of downtown is less ethnically diverse, with 3% of the population being Hispanic.

## Economics

Incomes in Fayetteville are lower than State averages. The median household income among residents (\$43,400) is slightly lower than the State average (\$46,291). Fayetteville has a lower per capita income (\$21,800) than the State average (\$24,100).

Employment in Cumberland County grew faster than its population between 1990 and 2011, adding nearly 34,000 jobs at an average annual growth rate of 1.6%.

Service industries accounted for the majority of employment growth, adding 23,000 jobs at an average annual rate of 3.2%.

Retail employment added 2,260 jobs and government added 6,300 jobs, both at an average annual growth rate of nearly 1%. Industrial employment decreased by 4,000 jobs, predominantly through decreases in manufacturing.

Fayetteville has good access to the regional labor pool. The labor force participation rate in Fayetteville (66%) is higher than the State average (61%). The majority of workers in Fayetteville travel less than 30 minutes for work. About 60% of residents of Fayetteville work in Cumberland County, with about half working at jobs located in Fayetteville.

A large share of the workers at businesses in Fayetteville live in Fayetteville. More than one-third of workers at businesses in Fayetteville live in Fayetteville. About one-third of the non-military workers at Fort Bragg live in Fayetteville.

The economy of Cumberland County is forecast to grow slowly. The State forecasts that employment in Cumberland County will grow



**Figure 4.03** – The mixed-use housing project at 300 Hay Street represents a new housing formula for Fayetteville. This project – made possible by the City’s acquisition and remediation of a contaminated site – provides a variety of attached housing types for a variety of income levels. (Image source: Studio Cascade, Inc.)

at 0.7% over the 2008 to 2018 period, adding 9,200 jobs. The sectors that are forecast to grow the most are Education and Health Services (adding 4,360 jobs) and Professional and Business Services (adding 1,600 jobs). Manufacturing is forecast to decrease by 400 jobs.

Housing is relatively affordable in Fayetteville. The cost of housing value increased by about \$43,000 between 2000 and 2011 in Fayetteville, similar to State trends. The ratio of housing value to household income increased from 2.5 to 3.0 over the 11-year period, similar to State trends. In many similar housing markets, this ratio increased from 2.5 to 4.0 or more. While housing costs grew faster than income, they did so at a slower rate in Fayetteville than in many housing markets in the U.S.

## Housing

The majority of Fayetteville housing is single-family housing. Single-family housing types (including manufactured homes) accounted for 68% of the housing stock in Fayetteville in 2011, with attached multifamily housing accounting for 32% of city housing stock.

Fayetteville has a less owner-occupied housing than the State average. Half of the housing stock in Fayetteville is owner-occupied, compared with the State average of 67% owner-occupied housing. In 2000, about 53% of housing in Fayetteville was owner-occupied.

Home ownership is less common in the downtown study area. About one-third of housing in the downtown study area was owner-occupied in 2011.

Housing vacancy rates in Fayetteville are comparable to the State average. Vacancy rates in Fayetteville were 15% in 2011, compared to the State average of 16%. In most housing markets, vacancy rates are generally below 10%, except in areas with a large amount of seasonal or recreational housing.

## Land Use

In recent years, the core area of downtown has reinforced its position as the heart of the city. Hay Street and Person Street near the Market House have enjoyed consistent reinvestment over the past decade, nurturing a viable retail and housing district. Investment by the City in key projects, like 300 Hay and the parking deck, have stimulated a new type of downtown core, making it pleasing, safe and inviting. Building renovation, housing occupancy and retail tenancy are up, while the core has also been able to retain its historic character.

A large industrial area, served by a complex network of rail lines, dominates the southwestern quadrant of downtown.

A significant portion of the historic residential neighborhoods in downtown are now struggling with blight and vacant buildings. The urban





**Figure 4.04** – Much of the downtown landscape is dominated by industrial uses that provide a wide range of services. Rail spurs serve the southwestern portion of downtown, consistent with its existing warehouse and manufacturing character. (Image source: Studio Cascade, Inc.)

area between Haymount and the Cape Fear river includes several neighborhoods of historical significance. With some exceptions, residential neighborhoods dominate land use between the river and Gillespie and from Grove Street to Eastern Boulevard. Residential communities along Cool Springs, Campbell Avenue and Old Wilmington road are dotted with historic structures in various states of repair, including some magnificent churches. Residential development is low, except in the area now being developed near the Walker-Spivey School as part of the HOPE VI project. In other areas, however, vacant dwellings and large lots result in wide dispersion of residents. The overall impact diminishes the liveliness of downtown.

Historically significant structures and sites are scattered across the 3,000-acre downtown. Cross Creek, the Campbelton site, and other

landmarks unite Fayetteville in a common heritage and may be a foundation upon which to revitalize neighborhoods.

Haymount remains a successful neighborhood. It is situated on a hillside to the west, overlooking the downtown. It is separated from the Hay Street retail core by busy Robeson Street, but an increasing number of Haymount residents are beginning to value its potential for accessibility by foot.

## Institutions

City and County offices and operations have a significant presence downtown. The County courthouse and jail, city hall and police department and the Convention and Visitors Bureau are prominent government facilities. Despite the large governmental presence downtown, there are no significant public green spaces associated with these facilities – no plazas or “quads” for people to relax or enjoy while in the course of their daily business. The development patterns of these facilities also is land consumptive, limiting the extent to which the retail core can be connected to several downtown neighborhoods.

Fayetteville State University is much closer to downtown than it feels. The development pattern and street design typical of Murchison Road provide a poor connection between FSU and the downtown core, contributing to this perception. Development patterns along the corridor are generally blighted, causing an unpleasant and unattractive pedestrian environment. Nearer downtown, the arrangement and site design of the Airborne & Special Operations Museum and North Carolina Veterans Park add little to the pedestrian experience. FSU students and programs have much to offer the rest of downtown, but the separation between FSU and downtown has been difficult to overcome. The City has prepared a Murchison Road corridor study and is looking to find ways to improve the Murchison driving, development, and pedestrian experience.

## Environment

The Cape Fear River corridor has not developed as rapidly as many other river corridors in similar communities. Limited road crossings, potential flooding and poor soils have constrained residential and commercial development in favor of manufacturing and limited both visual and physical access to the river. Lack of suitable building sites, poor public right of way maintenance, and the perception of crime have further constrained development in the study area. The result is a dramatically under-utilized resource, though viewed by many as the critical piece of the puzzle to revitalize Fayetteville.

Old Campbelton can provide opportunities for both river access and redevelopment. The Cape Fear River south of Grove Street is adjacent to historic Campbelton, but the developed condition of that neighborhood is one of derelict structures, garbage accumulation, transient camps and light industrial activity. Much of the land is vacant, though there are several occupied residential structures located on the historic plat, providing some neighborhood context that may prove helpful in defining the character of redevelopment.

River access is provided by a boat ramp on the east side of the river downstream of the Person Street Bridge. A development integrated that boat ramp into a performance venue, restaurant and tackle shop, but the economy of 2008 caused it to lose its financing and fail.

## Transport

An aerial view of the city roadways reveals the framework of an urban grid pattern typical of a city with few topographic barriers. The grid pattern originates at the river and then turns slightly along the primary axis of Person Street, providing a potentially dramatic view of the Market House. The grid is relatively consistent, aligned with the major east-west arteries of Person, Grove and Russell streets, except where interrupted by the meanderings of the major creeks. Only Person Street and Russell Street break the downtown grid boundaries to extend east across the river and west to the suburbs. Robeson Street, Gillespie Street,



**Figure 4.05** – *If left to nature, the downtown study area would become even more lush. As it is, a system of creeks and the Cape Fear River provide naturalized riparian corridors that break up the otherwise urban landscape. (Image source: Studio Cascade, Inc.)*

Green Street, Old Wilmington Road and Eastern Avenue carry the primary north-south traffic, with Green Street intersecting with Person Street and Hay Street at the Market House.

Fayetteville was also an important terminus of the Fayetteville and Western Plank Road, linking Fayetteville to North Carolina's Piedmont region in the 1850's. The plank roads were paved alternatives to the dirt cart paths, linking Fayetteville to other North Carolina destinations for a toll. Though the plank road was relatively short lived, its existence helped solidify the position of Fayetteville as a center of trade.

Martin Luther King Jr. Freeway (US Highway 401) bounds the study area to the west, with interchanges at Robeson Street, Bragg Boulevard, Gillespie Street and Eastern Avenue, and is a convenient north-south bypass around the downtown. The most obvious circulation failures occur on the surface streets along MLK



**Figure 4.06** – *The church community in Fayetteville is a strong one, and downtown boasts dozens of houses of worship scattered across the planning area. Some congregations are small, serving their immediate neighborhoods. But others are regional magnets, drawing members to downtown Fayetteville from far away. (Image source: Studio Cascade, Inc.)*



near its intersections with Bragg Boulevard and Murchison Road. This current state of improvements presents a poor entry gateway into the downtown, and it is the subject of a current redesign and reconstruction project. The new design is intended to ease connection between Fayetteville State University and downtown and to facilitate development along Murchison Road.

The Fayetteville Area System of Transit (FAST) operates bus service throughout the city, including routes within the study area. FAST is constructing a new transit center on Robeson just south and west of the Fayetteville police station, consolidating its local routes at that location.

Freight and passenger rail lines run throughout the planning area. Main passenger service links Fayetteville to major urban destinations north and south. Freight lines include main service corridors and local spurs into the central industrial district in Fayetteville. Many of the spurs are inactive and abandoned, but the rights of way still exist. The City is leading an effort to realign some of the local freight switching to eliminate congestion at rail crossings, all of which are at grade and hinder street circulation.



**Figure 4.07** – Rail service, once a boon to the Fayetteville economy, frequently interrupts surface roadway travel. All of the rail crossings in downtown are at-grade. The City is working to resolve conflicts by relocating train switching stations, though there are no plans for grade separations. (Image source: Studio Cascade, Inc.)

## Buildings

The study area contains a large number of derelict structures and blighted residential, retail, and industrial properties. These conditions contribute to the general unsightliness of the inner city and are a deterrent to investment interest. The “demolition by neglect” ordinance in Fayetteville is helping to improve the conditions of established historic districts, but it must be strengthened to protect historic structures and properties. Other code programs to consider are renovation by neglect and maintenance by neglect ordinances, allowing the City to stabilize or maintain structures throughout the central business district through liens.







# Strategic Framework

## Introduction

This chapter integrates the existing guidance and policy environment of Fayetteville into an overall downtown strategic framework consistent with the “Dynamic Downtown” alternative developed in the storefront studio and vetted at the community workshop. It is intended to suggest ways in which Fayetteville can take advantage of the resources at its disposal. Where Chapter 6 presents specific actions, this chapter takes a step back, describing the critical relationships and motives underlying each strategy.

The context of downtown presents opportunities for reinvestment and vitality, provided investment is targeted strategically, and that the agencies, private developers and community are ready to act when the time is right. This plan identifies actions and initiatives that will be needed to get revitalization underway, achieving the type of diverse, active, prosperous and exciting downtown the community envisions. This section builds on the overall vision for downtown, including the component elements that tie this update back to the 2002 Renaissance Plan. Where appropriate, illustrations from the Renaissance Plan are carried forward, reinforcing the relevance of the 2002 vision where it still applies today.



**Figure 5.01** – Expanding the vitality of the core into surrounding neighborhoods is key. Increased housing within walking distance of the Market House will rely on transforming streets like Old Wilmington and Russell (above). (Image source: City of Fayetteville)

The structure of this section may look familiar, too, since it mirrors the framework of recommendations presented in the 2002 plan. As such, all recommendations reflect their connection to the arts, gateways, the Cape Fear River/nature focus, neighborhood districts, and parks and recreation.



**Figure 5.02** – Continuing to promote an active and increasingly diverse street environment on Hay Street is still a focus of the updated plan, much like it was in the original. (Image source: City of Fayetteville)

## The Future of Downtown

Downtown Fayetteville is destined to once again be the thriving center of the Sandhills region, infusing its neighborhoods, retail districts and employment areas with new and continued investment, tightly knit communities, a wealth of civic activities, and a close association with the natural resources that make downtown a unique place.

The priority in this plan is to spawn a neighborhood-by-neighborhood transformation, creating attractive places within easy reach of the commercial core for housing to develop. An increased housing supply will help sustain an active central

commercial district, creating resilient and long-term demand for the products and services offered in the district.

The directives of this plan are coordinated to stimulate the transformation of downtown by investing in “quality of life” factors that make downtown attractive. Safe, character-rich and close-knit neighborhoods have proven to weather well. Many neighborhoods in Fayetteville have a suitable structure, but they have suffered from prolonged vacancy, disappearance of local jobs, and poor maintenance. There is a subtle shift in strategy here, where the emphasis is on making downtown a more livable place. Where the first Renaissance Plan may have attempted to carry forward the Marvin plan goals for a “destination” downtown, this one strives for one more like a “hometown” downtown.

A strategy of this plan, therefore, targets public investment to reduce the exposure of the development community to risk – particularly in the realm of housing development. That exposure is not proposed to be reduced by direct subsidy. Rather, it is to be reduced by sustained and consistent public investment in projects and policies that support an attractive and safe living environment for downtown residents.

There are several key components in this strategy:

- *“Fayetteville Crescent” – Emphasizing the essential connection between Fayetteville State University, the central core and the historic Campbelton settlement on the Cape Fear River. Participants in the final community workshop underscored this important relationship and commented on the significance of its scale and importance to the success of downtown. Linking the university, the central core and the river has the potential to unite downtown in a way that is unique to*





**Figure 5.03** – Workshop participants considered which types of projects would best activate the strategies of this plan, weighing neighborhood revitalization and opportunities in Campbellton, Orange Street and Old Wilmington Road neighborhood. (Image source: Studio Cascade, Inc.)

*Fayetteville, stimulating reinvestment along some of the most important corridors in downtown, attracting new residents into the planning area and providing a multi-faceted range of opportunities for downtown residents, business owners and visitors. There may be future branding opportunities in marketing the "Fayetteville Crescent," establishing an identity and an investment pattern that support high quality, high intensity and high value uses to this swath of downtown. Strengthening the integrity and appeal of this crescent is the highest priority of this plan.*

- **Housing** – Providing for variety and intensity in housing development to sustain retail in the core, and institutional fabric / support for development of distinct and unique neighborhood identities for those residential districts within the planning area. Population in downtown has to increase if

*downtown is to succeed. This plan is based on a future downtown population of 10,000 residents, more than twice the number of those who live downtown now. More residents, in more varied housing types, will mean more people walking and riding bikes on the streets, more shoppers in downtown retail storefronts, more lively use of City parks and trails, rehabilitation and reuse of older, derelict buildings, increased levels of property maintenance and an increased property tax base. New residents are to be housed within the Fayetteville Crescent (in the downtown core, along Russell and Person streets and in Campbellton), in emerging neighborhood centers (the Old Wilmington Road neighborhood and the Orange Street School neighborhood) and in the incremental evolution of the industrial district in southwest downtown into a district of mixed lofts and industrial uses.*

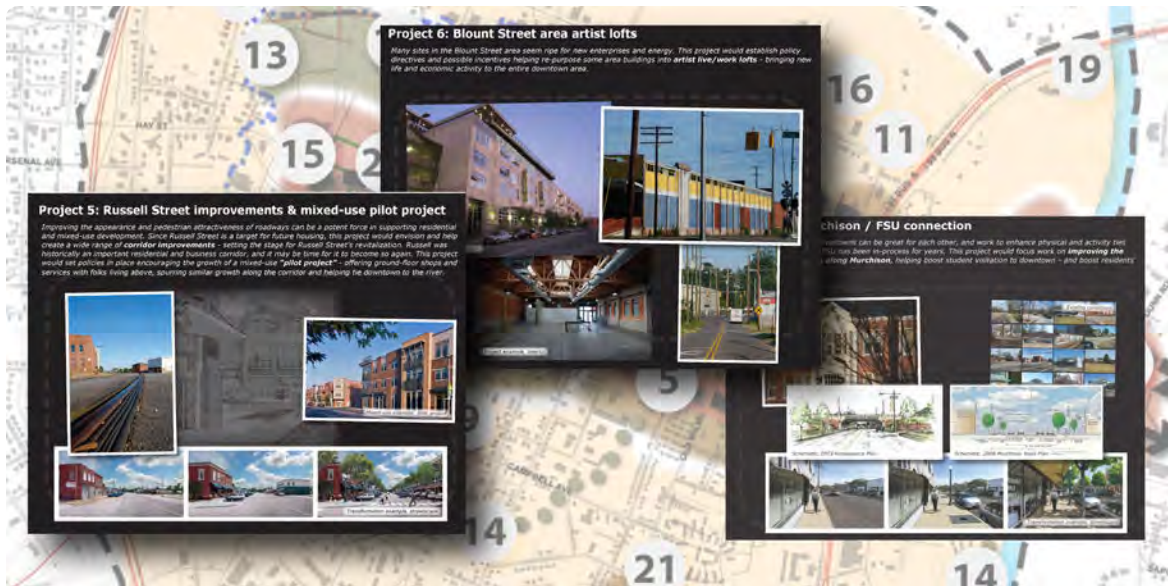




**Figure 5.04** – Projects also included possibilities associated with the central downtown core, such as revitalizing the Prince Charles, constructing an arts center and finding a permanent home for the farmers market. (Image source: Studio Cascade, Inc.)

- **Safety** – Continuing City efforts to increase safety, perceptions of safety and safety in movement – whether by car, on foot, by bus or by bike. Generating new investment in downtown will rely on how safe downtown is perceived to be. Investors need to minimize risk, and a safe downtown environment will help assure them that their investments are sound and the environment is a stable one. Fayetteville has taken steps to increase safety downtown, and investment patterns reflect where the efforts of the City have made their greatest impact. As development is sought to extend along the Fayetteville Crescent and work its way into nearby neighborhoods, the City must lead with its efforts to ensure safety and demonstrate it.
- **Fayetteville State University** – Developing and enhancing relationships with this major downtown institution to enrich the

economic, cultural and educational dimensions of downtown. Having a four-year university within walking distance of the city core is a tremendous asset. Participants in this process have identified multiple opportunities that this presents, ranging from cooperative parking downtown for university events to direct university involvement in downtown arts and culture programming. Fayetteville State University anchors the northern end of the Fayetteville Crescent, and its presence downtown shapes and influences the future downtown will experience. Enhancing the Murchison Road connections are a critical early step in this strategy, encouraging increased auto, pedestrian, bike and transit travel to and from the university. This plan seeks to intertwine Fayetteville State University with everyday events and programs downtown, actively



**Figure 5.05** – This plan calls for transformation, too, including hopes for Blount Street artists lofts, the injection of mixed-use development along the Russell Street corridor and the increased involvement of Fayetteville State University on the downtown scene. (Image source: Studio Cascade, Inc.)

contributing to downtown identity and enriching the overall downtown experience.

- Open spaces** – Connecting natural resources in the planning area into an accessible recreational and ecological network for trails, storm water management and urban habitat. Community participants noted how important the streams, river and open spaces are to defining downtown Fayetteville and to creating an environment that is livable. The Linear Park system along Cross Creek has demonstrated to the community how effective a stream-side trail can be to enriching an urban landscape, and the community wants more. This strategy accommodates that by calling for more community spaces and, specifically, stream-side trails, in the hope that a more livable downtown will spur new investment and attract new residents.

These components permeate every element of the strategic framework.

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The spatial element of the crescent, the social dimension of housing and safety, the cultural aspect of Fayetteville State University and the natural benefit of an interconnected system of open spaces inform and guide the strategic framework of this update.

## Culture & The Arts

Stakeholders and workshop participants agree that downtown is the likely and preferred center for arts and culture in Fayetteville. The Fascinate-U Children’s Museum, the Airborne and Special Operations Museum, the Fayetteville Independent Light Infantry Museum, the Fayetteville area Transportation and Local History Museum, the Arts Council of Fayetteville/Cumberland County and other facilities have a natural place in downtown. The Renaissance Plan called for the downtown environment to become even more welcoming to these types of uses, offering a robust and diverse collection of active and tribute-oriented arts and culture facilities. This plan update



**Figure 5.06** – The 2002 plan included images like these to depict the scale and type of neighborhood transformation. The same images still apply today. (Image source: City of Fayetteville)

carries forward those recommendations, guiding downtown arts and culture expansion and enhancement in the years ahead.

This update continues recommendations in the 2002 plan for a central cultural arts facility to serve as a catalyst for economic and physical redevelopment of the downtown core. Fayetteville arts programs have a history of success and community support, and a central location in the urban core will influence future private sector investment. If located and designed appropriately, the facility will enhance pedestrian activity in the core, making streets more lively, supporting retail storefronts and creating an improved housing environment for downtown residents.

## Gateways

The Renaissance plan emphasized the importance of gateways at two different scales.

The first was intended to celebrate entries into downtown, arranged at key points along the planning area circumference. The second was intended to introduce travelers to individual, distinct neighborhoods, recognizing historic or cultural identities. While participants in this update process believe gateways are still important, there also seems to be support for reducing the overall number of gateway statements in favor of other methods of enhancing downtown and the identity of associated neighborhoods.

Some gateway recognition remains appropriate, particularly where construction of gateway monuments has begun and where traffic flowing into downtown is concentrated.

## Cape Fear River

Few cities have as significant a resource as the Cape Fear River. It was a major component of the Renaissance Plan, and it remains one in this update. Consistent with their appreciation for the river, participants in this process also appreciate the value of other natural assets in the planning area, including Blounts Creek, Cross Creek, Cool Springs, and the slopes of Haymount. The 2002 Renaissance Plan encouraged the enhancement of these natural features, as did the “Marvin Plan” before it. Community recognition for the Cross Creek Trail and its potential to link to the Cape Fear River via the Cape Fear Botanical Garden underscore the importance of the natural landscape, both as an aesthetic element and as a recreational resource. Some also see the potential for economic development and for incorporating the creeks and open spaces in flood control strategy.

Recommendations in this update carry forward those from the Renaissance Plan in many ways, adding to them to reflect community progress over the past decade and on how these natural attributes may be put to best use.

## Neighborhoods

The planning area for downtown encompasses more than 3,000 acres, made even larger as a result of this plan update process. The commercial core neighborhood, identified as



the Municipal Services District, occupies only 65 acres, leaving more than 2,950 acres to be associated with other neighborhood identities.

The spatial strategy discussed in the storefront studio and underpinning all of the recommendations in this plan recognizes the different characteristics of the neighborhoods that lie within downtown. Some, like the Orange Street neighborhood or Walker-Spivey, are centered around a historic or active school. Others, like the proposed southwest loft district, suggest an area of transformation. What they have in common is a unifying identity that this plan can use to stimulate reinvestment and appreciation, honoring the diversity of the planning area and branding downtown Fayetteville as something much more than just an amazing historic district.

The 2002 Renaissance Plan set out a system of principles and guidelines to help shape downtown neighborhoods. Many of these promoted the concept of new, centralized open spaces to encourage and stimulate public gathering, a sense of commonality and make outdoor recreation more accessible. But this recommendation would also have required the acquisition and improvement of property for park purposes, fundamentally restructuring the residential neighborhoods peripheral to the core. While the concept reflects a time-honored tradition of the neighborhood park and public commons, it would present a major change to the fabric of downtown. The recommendations in this update refresh applicable Renaissance Plan recommendations and add new ones. The new recommendations offer another twist on defining and reinforcing neighborhood identity and vitality, based on the structures and relationships that exist in many cases, or suggesting new ones where transformation is likely:

- *Fayetteville State University* – Once Murchison Road and its connections to downtown are improved, the neighborhoods immediately adjacent to Fayetteville State University may see opportunities for reinvestment. Direct orientation to the university will be a fundamental design component, but the area may also transform to become more of a regional attraction. A "university



**Figure 5.07** – Disused and vacant homes like this one speak to a wealthier time, but gradual reinvestment can help turn neighborhoods in to lively, family-friendly places. (Image source: Studio Cascade, Inc.)

*district” style main street, opportunities for development of an athletics center or venue, or future university expansion may define Murchison Road as a place much different than it is today.*

- *Orange Street* – Many of the homes around the Orange Street School are now vacant or in disrepair. The old school building is still in use, however, remaining a neighborhood institution though no longer as a school. It presents an opportunity to become a rallying point for neighborhood revitalization, and is only a ten-minute walk from the city center. Hillsboro Street provides a direct connection to the core, and its abundant right of way – complete with a set of tracks down the middle – presents opportunities for enhancement and character building. The neighborhood





**Figure 5.08** – Institutions are the backbone of community development. Fayetteville is blessed with a plentiful and dispersed institutional presence, and some have become even more prominent as neighborhood reinvestment occurs. (Image source: Studio Cascade, Inc.)

can thrive, provided reinvestment occurs strategically and takes advantage of the resources present.

- **Blount Street** – This plan update envisions a blended district here, with industry and artist lofts sharing the landscape. Many of the older industrial buildings and warehouses are obsolete and derelict, ready for new uses that do not demand state of the art loading docks, high interior ceilings, or precision climate control. These buildings give the district character, and they are located close enough to the core to be attractive as a base for a growing Fayetteville arts community. Rail spurs and main lines still traverse the district, so those industrial uses that are able to adapt to changing economic conditions may still remain. This mix will help make Blount Street unique among transitional artists

communities, and it should ensure that artists and other live-work arrangements can remain, free of the fears of being priced out as their areas grow in value.

- **Cool Springs** – There have been a handful of development scenarios considered for the Cool Springs neighborhood. Located along Cross Creek in the heart of the historic Upland Settlement, a development project here can set the tone for what new residential living can be like in downtown Fayetteville. It must overcome the noise and bustle of Grove Street, and it would need to blend in with existing residential areas to the east, but it has the potential to provide new, close-in housing for a range of incomes. Its setting along the Cross Creek Trail will also enhance its development opportunity and character, allowing residents from this neighborhood to easily access everything the central core has to offer.
- **Campbelton** – Located along the Cape Fear River and still with streets aligned along the historic Campbelton plat, this neighborhood is bubbling with opportunity. It is the eastern end of the Fayetteville crescent, and it is only sparsely developed. It possesses immediate visual access to the Cape Fear River, and it is conveniently connected to the central core by Russell and Person streets. Whether this area redevelops along a theme of a riverfront colonial village or as something a little more conventional, it can set the tone for the eastern gateway of downtown and provide a catalyst for new residential living within a walk of the center.

## Institutions

The institutional context in downtown is diverse, and it serves a wide range of users from throughout the region. Churches, museums, civic buildings, schools, and Fayetteville State University constitute the built context. Parks, trails, steep slopes, the creeks, and the river constitute the open spaces and recreational context. Participants in this process repeatedly identified downtown

Fayetteville institutions as crucial to the success of the area as a center for commerce, activity and living.

The Renaissance Plan suggested essentially the same thing, making recommendations intended to strengthen community institutions, expand recreational opportunities and make even more visible the open spaces and parks that help tie a community together.

Much has been accomplished in the past decade, and this update builds upon the suggestions made in the 2002 plan, adding to the list of things to be done in the name of strengthening community institutions. Some examples:

- *Parks* – Creating new, large parks is no longer the priority. Instead, participants want to see parks – large and small – located strategically, acquired and developed opportunistically, and interconnected with a system of trails and attractive streets. Building on the example of the Linear Park, the downtown park system can take advantage of the creeks running through the planning area to provide a recreational open space network.
- *Fayetteville State University* – The university anchors the northern end of the Fayetteville Crescent, providing a top-notch, four-year higher learning experience for students from the region and beyond. The student body at FSU has the potential to enrich the downtown experience by becoming more involved in the downtown scene, participating in arts and culture activities and establishing long term commitments to the community. Part of the synergy this plan hopes for is the progression from Fayetteville State University student to Fayetteville community member, resident, job holder and business owner. Students graduating from Fayetteville State University may help drive the economy of Fayetteville, and reinforcing their association to the community during their college years can have multiple benefits.



**Figure 5.09** – The City of Fayetteville is improving the Ray Avenue extension, increasing connectedness downtown. (Image source: Studio Cascade, Inc.)

## Connectedness

The downtown Fayetteville planning area is vast, encompassing multiple individual neighborhoods within a mile radius of the Market House. The outer limits of downtown are theoretically walkable from the center, but the distance seems even greater because of the street pattern, absence of sidewalks, proliferation of abandoned structures, vegetation, and terrain. Neighborhoods are distinct, feeling separated from other areas within the downtown. For instance, Fayetteville State University is only a 10-minute walk from the Airborne and Special Operations Museum, but few take that walk. Similarly, the Cape Fear River is only a 10-minute walk from Fayetteville City Hall.

As noted in the original Renaissance Plan, the street network in downtown is actually laid out to effectively access all of the planning area. But the street environment in many places is unpleasant, forcing pedestrians to share travel



**Figure 5.10** – *Obsolete industrial buildings and warehouses may give way to new and creative uses – such as artists’ lofts and live-work arrangements. (Image source: Studio Cascade, Inc.)*

lanes with autos and trucks and providing inadequate lighting. Derelict buildings are common, so pedestrians also must cross a deserted and threatening-looking landscape, isolated from others and set apart from downtown activity centers. Though streets may be in the right place, their design, level of improvement and surrounding environment prevent their full use and value from being realized.

Some downtown streets belong to the City of Fayetteville, and others belong to the North Carolina Department of Transportation.

Some examples:

- *Blount Street is the only through east-west connection south of Russell Street, linking Robeson Street to Old Wilmington Road. While this plan envisions a revitalized industrial/live-work environment in this district, poor sidewalk*

*conditions and general dereliction in the area hinders the type of connectedness this neighborhood will need.*

- *Old Wilmington Road suffers from much of the same neglect. Though the neighborhood around Walker-Spivey is developing, the pedestrian and bicycle journey from there to the central core is hazardous. New residents in the area are separated from the central core and other neighborhoods because of the condition of the streets in the area.*
- *Murchison Road links Fayetteville State University to the downtown core, but it caters only to vehicles. Pedestrians and cyclists are rare on this street. The development frontage varies between being uninteresting and threatening, and the high vehicular speeds make bicycling hazardous. It may be a straight, short shot from campus to downtown, but it is seldom used.*

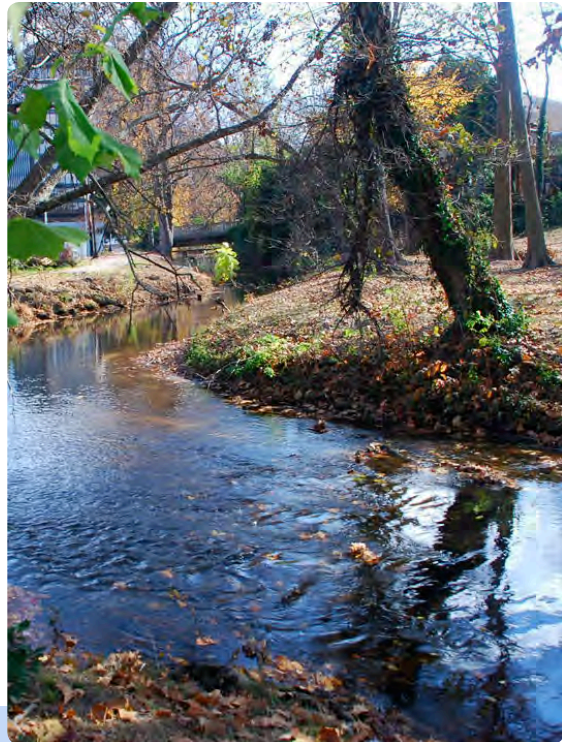
## Industry

It is important to have jobs downtown, and Fayetteville has an abundant industrial landscape that can accommodate it, provided the city continues to enjoy the transportation and infrastructure services to keep it vital and competitive. But the economies that generated the types of industrial, manufacturing and distribution uses in central Fayetteville have changed. Many buildings, once employing hundreds, have gone into disuse. Others have been re-purposed, modified, for instance, to house a skate park and a climbing gym. Industrial land is plentiful, and the opportunities to use it to generate employment downtown depends only on the initiative, creativity and entrepreneurship of the businesspeople willing to accept the challenge.

This plan envisions a subtle and important shift in some of the industrial lands downtown. The area near Robeson Street, already finding some adaptive uses going into disused structures, is sought to transform over time into artists’ lofts and live-work units. The transformation is not envisioned to be a complete one. Rather, it will infill and intermix with continued industrial uses in the area, turning it into an “edgy” and diverse community.



Industrial areas along Ramsey Road will see an increase in reinvestment as the City implements its Ramsey Road corridor plan, improving the aesthetics and mobility on the roadway and making more attractive the disused industrial properties alongside it. It will adjoin the Orange Street neighborhood, however, and – unless the process is carefully managed – increased industrial activity may put at risk the reinvestment proposals in that residential district. If managed correctly, the proximity of industrial use to an enlivened neighborhood center can provide great benefit. Employees could walk or bike to work, be near educational facilities and still be within easy reach of the central core. A new wave of industrial and manufacturing uses along Ramsey could be an important key to employment development downtown...and to the complexity and success of a revitalizing Orange Street neighborhood.



**Figure 5.11** – *What might be considered surplus or worthless property to a road-builder or developer may become a valuable addition to a community open space network. Cooperation can result in mutual benefit. (Image source: Studio Cascade, Inc.)*

## Relationships

The City of Fayetteville has invested millions of dollars to stimulate private investment downtown. The strategy has worked, but now it is time to leverage public investment to greater advantage. The past ten years have required an increased level of public investment to generate development interest, ensure public safety and turn around the image of downtown Fayetteville. Over the next decade, every dollar of City money must result in eight to ten dollars of investment from other institutional or private sources. That rate will set downtown on a self-sustaining path, where private investment to make a profit responds to public investment to minimize developer risk.

This requires the effective identification, building and nurturing of partnerships and relationships. Here are a few examples:

- *Russell Street is a critical link between Campbellton and the central core, but it is in no condition now to attract the types of uses this plan envisions. Any work to redesign and improve Russell Street will require the active cooperation and participation of the North Carolina Department of Transportation. Partnerships with the State – and with any users of the rail line now in the*

*middle of Russell – will be essential to developing mixed uses on Russell and to realizing the best possible outcome in a Campbellton redevelopment plan.*

- *The Fayetteville Farmer’s Market is a popular downtown attraction, and participants in this update overwhelmingly supported its continued existence at a permanent location near the central core. But finding a site and developing it for the market requires capital investment and a reliable, unified market partner. While it might be relatively simple to acquire and develop a market site, resolving the complexities for a long-term partnership with the market operators is ultimately just as important.*
- *Assembling and developing the type of linked open spaces this plan envisions relies on opportunism. Properties that qualify for park or open space use may*



*come available as development occurs or as roadways are built. The City of Fayetteville has to maintain its readiness to act on these opportunities, and it may even have to seek them out. Having an ongoing relationship with North Carolina Department of Transportation and others will help the City spot these opportunities and take advantage of them.*

## Policy

The adopted policy of Fayetteville reinforces the importance of downtown to the community and the greater region. There is little need to suggest amendments in the realm of policy, but it is important to ensure that City growth policies and zoning continue to support and accommodate population growth downtown. In addition, it may be necessary to revisit the boundaries of the current municipal services district (MSD) to ensure that the mechanisms are in place to facilitate the type of development and connectedness between the central core and nearby neighborhoods that this plan advocates.

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# Implementation

## Introduction

This chapter forms the foundation for progress over the next ten years or more, specifying projects and actions – basically, a “to-do” list to keep the downtown area thriving. The project list in this plan is derived from many sources, including process participants, the 2002 Renaissance Plan and thematic concepts from earlier plans. In all cases, projects were vetted, refined and prioritized by the community, guiding development of the action and timeline list provided here.

This chapter lists projects and initiatives – describing individual projects, the type of work they involve and the downtown areas they target. Each of these may involve design, construction, the way the City does business, or all three. Each phasing step also includes a summary table, categorizing actions in each step based on their focus on the central core, neighborhoods, transport, institutions or policy and administration. This categorizing will help the City of Fayetteville identify partners in implementation.



**Figure 6.01** – *The Cape Fear River represents a treasure of opportunity. It is the birthplace of Fayetteville, a critical link in a regional trail system, and a source of inspiration for those who love nature and history. (Image source: Studio Cascade, Inc.)*

## Projects & Phasing

The projects listed here update the original Renaissance Plan and are designed to achieve the downtown vision as has been defined in this process. They are projects and actions that will implement the plan and continue to enhance the competitive position of downtown Fayetteville as a retail, civic, residential and event center for the Sandhills region. Implementation actions are also presented considering the economic importance of downtown to the entirety of Fayetteville. This project list also identifies which vision elements are addressed by each proposal, demonstrating that a single action can help achieve multiple objectives.

Recommendations in this update flow from the original Renaissance Plan (2002) and the Fayetteville Renaissance Plan Implementation Projects study (2004), as well as from more recent work the City of Fayetteville has commissioned since. Information from the Murchison Road Corridor Study and its subsequent studies and reports, as well as from the Ramsey Street corridor study, the Cape Fear River corridor study and individual design projects in the Renaissance Plan area have also contributed to these recommendations, advancing work already begun, repeating those items that continue to be on the to-do list and suggesting new items that modify previous recommendations based on current community priorities and needs.

Project or action items are presented as part of a four-step phasing plan, ordered according to community input on priorities, an assessment of the institutional capacity of the City, and the availability and willingness of necessary partners. Each phasing step takes into account the variety of dimensions that will advance the plan, identifying projects that are focused on the core, on neighborhoods, on the transportation system, on community institutions and on policy or administrative changes that need to be considered. Each step is anticipated to be completed within five years, and represents a measured set of actions grouped together to maximize effect, avoid dilution of efforts and obtain a "critical mass" to begin and sustain the type of transformation this plan foresees. If taken together, this list of projects would be overwhelming. The four-step phasing approach helps break it down into achievable, strategic components.

Though the phasing outline presented here is a reasoned one, it must also be understood as flexible, adapting to changes based on funding availability, public safety or other considerations. The four phasing steps anticipate that the City will need to stage its actions over time, with the most time-sensitive or critical actions included in Step One. But it still may be necessary to exercise flexibility on when projects are initiated. Rather than identifying specific times when certain project must be begun, this implementation chapter suggests "first tier," "second tier" and "third tier" actions within each phasing step, allowing the City to vary start times based on available funding, available staff, willing partners or other factors.

This chapter also includes a critical path chart to indicate sequencing and interdependence between projects. For instance, it is important to develop a design for the Russell Street corridor plan (Project 7) before embarking on a mixed-use pilot project there (Project 21).

Four maps are included to show where individual projects and initiatives are proposed to occur in each step.

## Step One

This step aims to do two things simultaneously: diversify activities in the downtown core and establish a critical mass for the revitalization of the Campbelton neighborhood. By taking this course, Step one builds on the success of downtown as a regional attraction and begins to inject housing supply in a neighborhood with uniquely attractive characteristics. Activities in the central core include the early work to begin realizing the arts center and to find a permanent home for the Fayetteville Farmer's Market. A mile to the west, Campbelton has the ability to lure downtown housing pioneers, using the river and proximity to the historic core as primary assets. This step also sets in motion the policy adjustments to help the plan succeed and makes the third and final connection to the Cape Fear Botanical Garden on Cross Creek Trail. In summary, this step solidifies commitment to the eastern end of the Fayetteville Crescent - linking the central core to the Cape Fear River.

This phasing step also includes some suggested steps in the process to initiate and complete the identified actions. The experience of the City in implementing Step One projects and actions will almost certainly inform the steps the City will take when implementing projects and actions in later phases.

### 1. Prince Charles Hotel Project



A deal is in the works, and the Prince Charles Hotel may see new life. Its renovation may lay the groundwork for future reinvestment in properties right next to it, stimulating thought about the potential for a conference center, new offices, new housing or other. There is strong need, and plenty of opportunities. This project will boost the potential of the Prince Charles block. This first project, however, promises opportunity to create residential and office condominiums in the upper floors, with dining and retail on the ground level. It puts the historic structure back in use, creating an activity generator at the west end of Hay Street

and saving a structure that has been suffering from years of neglect. The role of the City in this project is to ensure efficient processing of necessary development entitlements, as well as investigating and making available appropriate incentive programs to assist the developer with rehabilitation and occupancy. Tax increment financing, historic structure tax credits, the EB-5 program and new market tax credits may be applicable.

Steps in the process will likely include:

- **A development agreement** – to ensure City and developer identify and agree to commitments and responsibilities; potentially including expedited permit processing, property tax deferrals, historic building tax credits and subsidized utility development costs.
- **Entitlements** – to permit housing, retail and professional offices on the property, including residential and office condominium-style subdivision.
- **Project design** – to ready the project for construction, determining phasing and establishing marketing and administrative plans.
- **Project construction** – to renovate the building for occupancy.

**Timeline:** First Tier; entitlements processed within four months of application.

**Core Partnerships:** Developer, City of Fayetteville, Fayetteville Regional Chamber, Cumberland County, State of North Carolina.



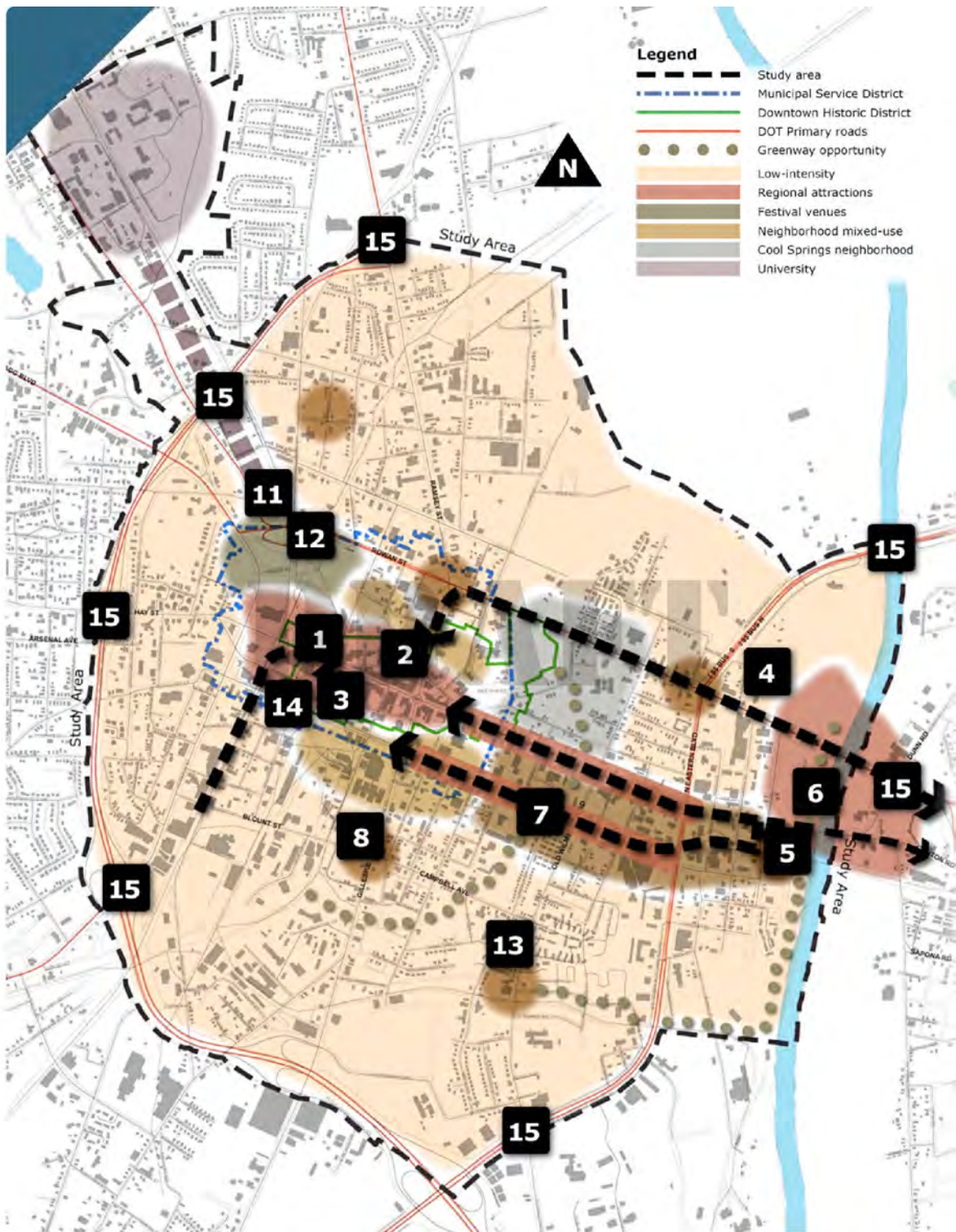


Figure 6.02 – Numbered items correspond to projects listed within Step 1, indicating those projects that should be addressed within four years of the adoption of this plan. (Image source: Studio Cascade)

## 2. Visual and Performing Arts Center



The idea of a full-fledged downtown visual and performing arts center was a big part of the previous Renaissance Plan, but it has yet to be realized. There is much to recommend such a feature in downtown Fayetteville. If it is to become reality, it needs to remain a priority, helping activate community energies. A visual and performing arts center is a team project, requiring some degree of City of Fayetteville leadership and significant participation from the Arts Council of Fayetteville/Cumberland County and other community groups and individuals. The project would begin with a memorandum of understanding between responsible parties, conceptual design and programming, fund-raising, site selection, property acquisition and development. City involvement will focus primarily on facilitation, with little additional burden to be placed on the City's financial resources – unless the Arts Council and the City agree that City purchase of target property is the course to pursue.

Steps in the process will likely include:

- *Memorandum of understanding* – to ensure formation and sustained operation of arts center administrative entity and to identify and clarify roles of that entity, the City and other partners.
- *Feasibility study* – to test the general concept for financial viability, prepare development pro-forma and identify responsible implementation partners.
- *Fund-raising* – to establish capital construction resources and create an operations endowment, including sourcing and obtaining available grants.
- *Site selection* – to identify potential development properties, vet opportunities, commit to a single site and acquire/lease property for the visual and performing arts center.
- *Concept development/programming* – to characterize and the development of the project, readying it for entitlement and building permit approvals.
- *Entitlements* – to permit the visual and performing arts center and its proposed uses.
- *Project design* – to complete project design and ready the project for construction.
- *Project construction* – to build the visual and performing arts center and its appurtenant facilities.

**Timeline:** First Tier; memorandum of understanding executed within six months and feasibility study completed within a year.

**Core Partnerships:** The Arts Council of Fayetteville/Cumberland County, Visual Arts Alliance of Fayetteville, other art organizations and professionals throughout Fayetteville and Cumberland County.

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## 3. Farmers Market



Though an institution in downtown Fayetteville, the farmers market needs a permanent home. From storefront studio participants, to meeting attendees, to survey participants, residents stressed this as an important element to keep in downtown. The Fayetteville Farmer's Market Association consists of two user groups, and they must work together with the City of Fayetteville and Cumberland County to locate and run the permanent market. This project will need to begin with a memorandum of understanding between the parties involved to lay the groundwork for their collective effort and identify respective responsibilities. Then the project can move on into site selection, fund-raising, design, property acquisition and operations. The market may remain in its current location or it may move, but solidifying relationships and respective commitments is key to market survival and prosperity.

Steps in the process will likely include:

- Memorandum of understanding – to ensure formation and sustained operation of The Fayetteville Farmer’s Market Association as an administrative entity, and to identify and clarify roles of that entity, the City and other partners.
- Site selection – to identify potential development properties, vet opportunities, commit to a single site and acquire/lease property for the farmers market.
- Fund-raising – to establish capital construction resources and create an operations endowment, including sourcing and obtaining available grants.
- Concept development/programming – to characterize and initiate the development of the project and prepare it for entitlement and building permit approvals.
- Entitlements – to permit the farmers market and its proposed uses.
- Project design – to complete project design and ready the project for construction.
- Project construction – to build the farmers market and its appurtenant facilities.

**Timeline:** First Tier; memorandum of understanding and site selection completed within six months.

**Core Partnerships:** Market vendor groups, City of Fayetteville, Cumberland County.

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#### 4. Cross Creek Trail (Linear Park), Final Segment



This trail connection finishes the alignment along Cross Creek, taking it all the way from the existing Festival Park to the Cape Fear River. Those portions of the Cross Creek Trail that are developed are well-used and highly appreciated by the Fayetteville community. This project is to be led by the City, with design costs, property acquisition and construction funded by the City. The costs associated with implementing this section of the park may range from a low of \$1.6 million to \$2.5 million, depending on the complexity of the trail and the ease of property acquisition.

Steps in the process will likely include:

- Concept development – prepare and refine a trail alignment and development concept to join the current trail end to the Cape Fear Botanical Gardens and the planned trail alignment along the Cape Fear River.
- Property acquisition – to identify and purchase necessary property to complete the trail link, provide access as appropriate and incorporate desired trail amenities.
- Trail design – to complete engineering and landscape architectural design of the trail segment through the downtown planning area, preparing bid specifications and readying the project for construction.
- Project construction – to build the final trail segment.

**Timeline:** First Tier; final design produced within six months of adoption of this plan.

**Core Partnerships:** City of Fayetteville Linear Park Corporation, Fayetteville-Cumberland Parks & Recreation, Cape Fear Botanical Gardens.

## 5. Campbelton Master Plan



This idea goes as far back as the origin of Fayetteville, but the time may soon be ripe for a river-side community, providing better access to the Cape Fear River for all of Fayetteville. This project will create a master plan for the Renaissance Plan, helping spur interest and potential for new development in the Campbelton area. The process would be led by the City of Fayetteville and involve concept development, land acquisition, land use, utilities and transportation planning and an early and active partnership with development interests to ensure that the concepts created are marketable and realistic. The community overwhelmingly supports expanding the activity of the downtown core into adjoining neighborhoods, and this project will provide the opportunity to do it, using an established and historic part of Fayetteville as its inspiration. Preparation of a master plan would cost from \$125,000 to \$250,000, depending on the size of the area studied and the depth of economic analysis performed.

Steps in the process will likely include:

- Concept development/programming – to characterize the development of the project, test it with the larger community, invite potential partners into project discussions and ready it for entitlement and building permit approvals.
- Land acquisition – to purchase available land, abate nuisance properties, assemble parcels consistent with the development concept and ready the project for active City/developer participation.
- Partner identification – to solicit potential development partners and make preliminary commitments for involvement in the redevelopment of Campbelton.
- Transportation plan – to study the transportation system in Campbelton and ensure conceptual project designs allow for appropriate mobility and access; potentially incorporating a future trolley stop.
- Utilities master plan – to study the water, wastewater and storm drainage systems in Campbelton and ensure conceptual project designs allow for appropriate service at anticipated development intensities.
- Land use plan – to prepare a land use concept, including modifications to land use designations and zoning as appropriate to implement the overall development concept.
- Development agreement – to ensure the City and development partners identify and agree to commitments and responsibilities; potentially including expedited permit review, property tax deferrals, historic building tax credits and subsidized utility development costs.
- Entitlements – to permit the Campbelton master plan, subdivisions, phasing, and its proposed uses.
- Utilities and street improvements – to identify, design and construct necessary improvements to utility and street systems, including those streets owned by NCDOT.

**Timeline:** Second Tier; conceptual land use plan complete within two years.

**Core Partnerships:** City of Fayetteville, PWC, Campbelton property owners, developers, at-large community.



## 6. Cape Fear River Trail



The portion of the Cape Fear River within the City of Fayetteville potentially contains an important piece of the North Carolina statewide trail system. This project would put that trail link in place, enabling Fayetteville residents to enjoy a riverfront walk today and to participate in regional trail networks tomorrow. As with the final segment of the Linear Park, costs for construction of this trail could approach \$2.5 million.

Steps in the process will likely include:

- **Concept development** – prepare and refine a trail alignment and development concept to join the Cross Creek Trail (Linear Park) to the planned trail alignment along the Cape Fear River.
- **Property acquisition** – to identify and purchase necessary property to begin the trail along the river, provide access as appropriate to the proposed Campbelton project and incorporate desired trail amenities.
- **Trail design** – to complete engineering and landscape architectural design of the trail segment through the downtown planning area, preparing bid specifications and readying the project for construction of its early, northern phases.
- **Project construction** – to build the first trail segments, including appurtenant facilities and amenities.

**Timeline:** Second Tier; begin upon completion of Cape Fear River corridor study and after substantial completion of final Cross Creek design.

**Core Partnerships:** City of Fayetteville, NCDOT, Fayetteville/Cumberland Parks and Recreation.

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## 7. Russell Street Design



Improving the appearance and pedestrian attractiveness of roadways can be a potent force in supporting residential and mixed-use development, and work to support these elements along Russell Street is already underway, with businesses from Robeson Street to around Ray Avenue enjoying new brick sidewalks. But since Russell Street is a major opportunity site, this project would envision and help create a wide range of corridor improvements – further spurring the revitalization of Russell Street – at a cost of approximately \$450,000.

Steps in the process will likely include:

- **Concept development** – to identify streetscape and adjoining land use configurations to encourage a desired corridor transformation, accommodating mixed uses and an increasingly friendly environment for residential conversion.
- **Land use plan** – to review and revise, as appropriate, land use designations and zoning along Russell Street to implement the overall concept and strategy.
- **Transportation plan** – to study the transportation system along Russell and ensure conceptual street designs allow for appropriate mobility and access.
- **Street design** – to identify and design street improvements in conjunction with NCDOT.
- **Construction phasing** – to identify strategic phasing and determine schedules for the engineering design and construction of Russell Street.

**Timeline:** Third Tier; begin upon completion of Campbelton master plan.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

## 8. Hope VI Business Park



This project relates directly to the other HOPE VI work the City of Fayetteville has been leading. Providing employment for HOPE VI residents and others in the planning area has always been a primary goal for this project. Conceptual development plans have been prepared, and the project is ready for implementation.

Steps in the process will likely include:

- **Partner identification** – to solicit, vet and commit development partners.
- **Engineering design** – to prepare engineering-level site designs and bid specifications (if necessary) readying the project for construction.
- **Site development** – to construct site utility systems and all other site features to ready the project for end users.

**Timeline:** First Tier to begin immediately upon completion of development master plan.

**Core Partnerships:** City of Fayetteville, PWC, Fayetteville Regional Chamber.

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## 9. Growth Policy/ Land Use Plan Update



The Fayetteville Strategic Plan, comprehensive plan and 2002 Renaissance Plan call for increased emphasis on reinvesting in downtown. This project will ask the City to consider this in the larger, long-range planning context, ensuring that the overall growth policy of the City favors infrastructure investment in areas already within municipal boundaries, emphasizing its commitment to a diverse and prosperous city center. Much of this work can be prepared by in-house staff, requiring dedication of approximately 2,200 staff hours and the possible supplementing of their work by a consultant for an additional \$70,000.

Steps in this process will likely include:

- **Analysis** – to determine the most appropriate citywide strategies to encourage proposed intensity of residential development, conversion of industrial space and intensification of neighborhood centers as proposed in this downtown plan update.
- **Draft amendments** – to draft proposed policy amendments and land use designations as indicated in the analysis phase, including a public participation process as appropriate.
- **Adoption** – to run a public hearing process, including public hearings before the planning commission and City Council.

**Timeline:** First Tier; conceptual land use plan complete within one year.

**Core Partnerships:** City of Fayetteville, Downtown property owners and other groups with interest in citywide policy.

## 10. Zoning Amendments



This plan update calls for a tripling of the population in downtown, targeting a resident population of almost 15,000 within the planning area. This project would review and revise the City zoning ordinance and development standards to accommodate and appropriately manage the desired growth. As with the land use policy update, much of this work can be prepared by in-house staff, requiring dedication of approximately 2,200 staff hours and the possible supplementing of their work by a consultant for an additional \$70,000.

Steps in this process will likely include:

- **Analysis** – to determine the extent of necessary zoning and regulatory changes to permit and encourage the proposed intensity of residential development, conversion of industrial space and intensification of neighborhood centers as proposed in this downtown plan update.
- **Draft amendments** – to draft proposed zoning and regulatory changes as indicated in the analysis phase, addressing land use, development standards and potential incentives, including a public participation process as appropriate.
- **Adoption** – to run a public hearing process, including public hearings before the planning commission and City Council.

**Timeline:** Second Tier, to begin immediately upon substantial completion of the growth policy and land use plan update.

**Core Partnerships:** Fayetteville Planning Commission, Fayetteville Regional Chamber/ Economic Development Alliance.

## 11. Murchison Improvements



College campuses and downtowns can be great for each other, and work to enhance the physical and activity ties between downtown and Fayetteville State University has been in process for years. This project would focus work on improving the pedestrian experience along Murchison, helping boost student visitation to downtown – and boost resident visitation to FSU. Costs to design and construct Murchison Road street improvements would range from a low of \$2.4 million to a high of \$3.6 million, depending on the complexity of the design and the need to acquire additional rights of way.

Steps in this process will likely include:

- **Catalyst Site 1” development** – to identify potential development partners to acquire and assemble properties and develop them as identified in the Murchison corridor plan and subsequent related studies.
- **Streetscape improvements** – to define the proposed character for Murchison Road and invest in new sidewalks, furniture, lighting and other elements to create a more welcoming and effective pedestrian and bicycling link to the downtown core.
- **Expanded university presence** – to encourage continued Fayetteville State University expansion into the properties adjoining Murchison, closing the gap between school and downtown core.

**Timeline:** First Tier.

**Core Partnerships:** City of Fayetteville, Fayetteville State University, PWC, FAMPO, NCDOT, Murchison Road property owners.

## 12. Rowan Street Bridge



This project is almost completely designed and ready for construction. When complete, it will restructure the way people enter downtown from the northwest. This intersection has a place in multiple downtown plans, and it is finally going to happen.

Steps in this process will likely include:

- **Construction design** – to provide fully engineered construction drawings and specifications and to continue investigations for enhanced non-motorized connections between the core of downtown and the residential neighborhoods north of Rowan Street.
- **Construction** – to build the bridge and its related improvements.

**Timeline:** First Tier.

**Core Partnerships:** City of Fayetteville, FAMPO, NCDOT.

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## 13. Old Wilmington Road Neighborhood



The City got the ball rolling – with help from HUD grants and willing community partners – to redevelop more than 50 acres in this neighborhood. Plans now are to develop a business park to provide local jobs, enhance Gillespie Street and add diversity to the neighborhood. This project will identify next steps, like improving connections to the downtown core and attracting a varied mix of new residents. And the role of the Fayetteville Metropolitan Housing Authority in the project will be complete at the end of 2013, leaving the balance of implementation responsibility to the City.

Steps in this process will likely include:

- **Housing Authority involvement** – to complete the construction of housing units in partnership with the Housing Authority, transferring development responsibility to the City.
- **Transit center redevelopment** – to identify an appropriate reuse strategy for the site used temporarily by Fayetteville Area System Transit, potentially as a mixed-use pilot project suitable to stimulate new development along Russell Street.

**Timeline:** First Tier, Ongoing.

**Core Partnerships:** City of Fayetteville, Fayetteville Metropolitan Housing Authority, community housing organizations, property owners, developers.

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## 14. Ray Avenue Extension



The City is extending Ray Avenue and improving it to link up with Russell Street, improving access to Russell from neighborhoods to the south.

**Timeline:** First Tier.

**Core Partnerships:** City of Fayetteville, NCDOT.



## 15. Gateway Monuments



The first Renaissance Plan called for gateway monuments as an important way to establish the identity of downtown and encourage reinvestment. But storefront studio participants tended to believe that money should be spent elsewhere first, even though building gateways is something the City can do on its own and relatively quickly. Gateway monument costs, including design and construction, could range from \$60,000 to \$125,000 each.

Steps in this process will likely include:

- **Conceptual design** – to establish and adopt a gateway monument strategy, locating and designing primary and secondary monuments for entries into the downtown and associated neighborhoods.
- **Construction design** – to provide fully engineered construction drawings and specifications, readying individual gateway monument projects for bid, award and construction.
- **Construction** – to build the gateway monuments, either individually, collectively or in groups.

**Timeline:** Third Tier; begin when funds are available to prepare a feasibility study and concept design.

**Core Partnerships:** City of Fayetteville, NCDOT.

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## 16. Conference Center/ Hotel Study



While the Prince Charles Hotel project may soon begin, it is not envisioned to be a hotel. The need for lodging downtown persists, and so does the need for a conference facility. This task calls for an updated conference center and hotel study to be conducted after construction begins on the Prince Charles and after the City and its partners make substantial progress on the Visual and Performing Arts Center. It is likely that the market for a conference center and downtown hotel will be influenced by these two other projects, and it is possible that a development site may become available that is connected to either or both of these two projects. This study will probably cost approximately \$150,000 to complete, including an economic analysis, conceptual pro forma and a schematic design program.

Steps in this process will likely include:

- **Partnership & scope assembly** – to identify local and regional partners who may help fund and otherwise support the feasibility study, using these relationships to develop and refine the scope of the study.
- **Budget allocation** – to make funds available for the City's share of the project, drafting memoranda of understanding as appropriate to confirm partners in the task.
- **Request for Qualifications** - to solicit qualified consultants to prepare the feasibility study, written and distributed through the City of Fayetteville or a partner in the task.
- **Selection** - to choose a qualified consultant to perform the work, approve a contract and empanel client representatives to guide the process.
- **Study** - to run the study process, completing the actual report within six months of contract award.

**Timeline:** Second Tier; begin when funds are available to prepare a feasibility study and after work begins on the Prince Charles Hotel project and Visual and Performing Arts Center.

**Core Partnerships:** City of Fayetteville, Fayetteville Regional Chamber, Visitors and Convention Bureau, Prince Charles block property owners.

**Table 6.01 – Step One Implementation**

Core	Neighborhoods	Transport	Institutions	Policy/ Admin.
<ul style="list-style-type: none"> <li>▪ Prince Charles Hotel project</li> <li>▪ Visual &amp; Performing Arts Center</li> <li>▪ Farmers market</li> <li>▪ Conference Center/ Hotel study</li> </ul>	<ul style="list-style-type: none"> <li>▪ Campbelton master plan</li> <li>▪ HOPE VI Business Park</li> <li>▪ Old Wilmington Road neighborhood</li> </ul>	<ul style="list-style-type: none"> <li>▪ Russell Street plan, design</li> <li>▪ Murchison Road improvements</li> <li>▪ Rowan Street Bridge</li> <li>▪ Ray Avenue extension</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cross Creek Trail (Linear Park)</li> <li>▪ Cape Fear River Trail</li> <li>▪ Gateway monuments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Zoning amendments</li> <li>▪ Growth policy/land use update</li> </ul>

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## Step Two

Step 2 builds on the foundations laid in the Renaissance Plan and solidifies the Fayetteville “crescent,” improving and strengthening connections to Fayetteville State University and continuing work to improve conditions along Russell Street. It carries on the momentum established in Campbellton, testing opportunities for mixed-use development along Russell as the primary connection between Campbellton and the historic core. It also takes a cue from the Step 1 work on the Cross Creek Trail, implementing a housing project in the Cool Springs neighborhood and calming traffic on Grove Street. Work continues on the HOPE VI project with the development of the HOPE VI business park and continued build out of the area around the Old Wilmington Road neighborhood.

### 17. Cool Springs Housing



The Cool Springs area is an amazing environment – and as close as it is to downtown, it has tremendous potential. This project would explore ways to spur compatible development in the Cool Springs area, making the district even more prominent and vital than it is today.

**Timeline:** First Tier; begin immediately upon development application for entitlements.

**Core Partnerships:** City of Fayetteville, developers, PWC, community housing organizations, FAMPO, NCDOT.

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### 18. Grove Street Traffic Calming



Grove Street is a busy place, carrying thousands of daily trips on their way east and west through downtown. It bisects the downtown planning area, creating a barrier between areas south and areas north. Though there are signalized intersections where pedestrians may cross, they are widely spaced and do not necessarily coincide with the locations where pedestrians would prefer to cross. This project would retain the efficiency of the roadway in carrying traffic, but it would employ strategies to slow it and to improve pedestrian safety.

**Timeline:** Second Tier; begin immediately upon application for Cool Springs housing project, with calming designs approved and construction begun within one year of application submittal.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

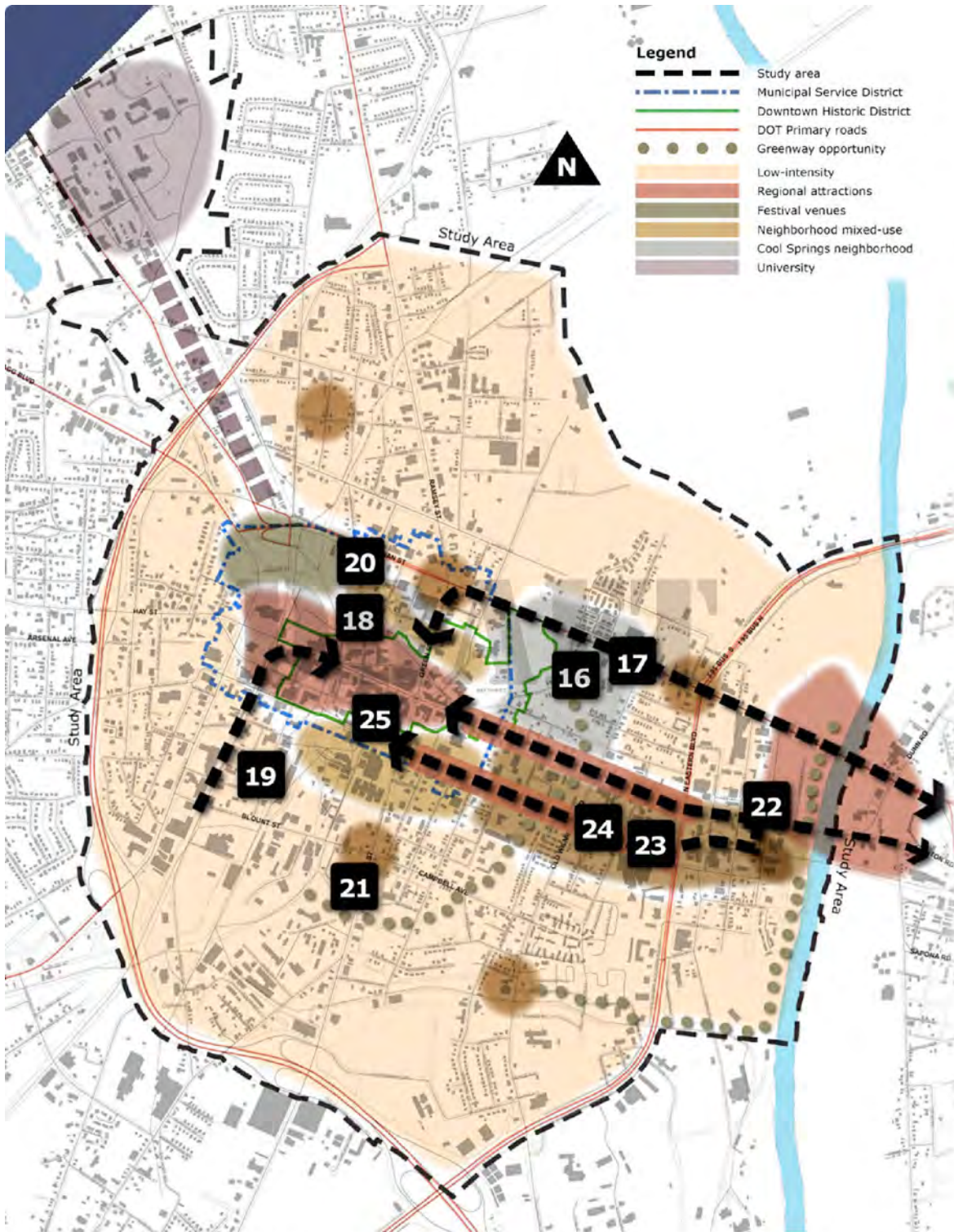


Figure 6.03 – Numbered items correspond to those projects listed within the Step 2 phase, indicating those that should be addressed between four and eight years from plan adoption. (Image source: Studio Cascade)



## 19. Blount Street Artists Lofts



Many sites in the Blount Street area seem ripe for new enterprises and energy. This project will establish policy directives and possible incentives helping re-purpose some area buildings into artist live/work lofts – bringing new life and economic activity to the entire downtown area.

**Timeline:** Second Tier; begin four years after plan adoption, soon after completion of zoning amendments and the visual and performing arts center.

**Core Partnerships:** City of Fayetteville, community housing organizations, property owners, Arts Council of Fayetteville/Cumberland County.

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## 20. Parks, Trails, Open Space



The terrain and natural features of Fayetteville present many recreational opportunities. This project strives to expand and connect open space resources. The Cross Creek Trail is already showing benefit, but there is more work to be done – including tying it to the Cape Fear Botanical Gardens and the river shoreline. This project will concentrate on the northwestern portion of the planning area, tying into the Rowan Street bridge project and enhancing open space connections to Murchison Road and the base of Haymount.

**Timeline:** First Tier; begin immediately upon completion of the final leg of the Cross Creek Trail.

**Core Partnerships:** City of Fayetteville, property owners, developers.

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## 21. Hope VI Business Park



This project continues the development work begun in Step 1, constructing buildings and selling property as appropriate for the development mission of the project.

**Timeline:** First Tier; begin immediately upon completion of the business park street and utility system improvements.

**Core Partnerships:** City of Fayetteville.

## 22. Campbelton Development



This project begins to turn the master plan into reality, improving utility systems, streets and acquiring and subdividing land. Few units will be constructed during this phase, but the groundwork will be established to enable construction of retail space, public space and residential units as laid out in the master plan.

**Timeline:** Second Tier; begin immediately upon completion of the Campbelton master plan.

**Core Partnerships:** City of Fayetteville, PWC, property owners, developers.

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## 23. Russell Street Improvements



Improving the appearance and pedestrian attractiveness of roadways can be a potent force in supporting residential and mixed-use development. Since Russell Street is a target for future housing, this project would envision and help create a wide range of corridor improvements – setting the stage for reinvestment along Russell Street.

**Timeline:** Second Tier; begin immediately upon completion and approval of street designs and land use plans.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

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## 24. Russell Street Mixed-Use Pilot Project



Russell was historically an important residential and business corridor, and it is time for it to become so again. This project will set policies in place to encourage and begin to develop a mixed-use “pilot project” – offering ground-floor shops and services with folks living above, spurring similar growth along the corridor and helping tie downtown to the river.

**Timeline:** Second Tier, to begin policy work upon completion of the land use plan update and begin project development upon completion of Russell Street designs.

**Core Partnerships:** City of Fayetteville, community housing organizations, property owners, developers.

## 25. MSD Expansion



Identifying and acting on partnership opportunities require the Municipal Services District (MSD) to have a broader resource base and an increased geographic spread. The downtown planning area is much larger than the existing MSD, and the improvements necessary to assure the success of the historic core will require coordination beyond the limits of the MSD. This project proposes expanding the MSD to reach into those neighborhoods that will be most closely connected to the core, facilitating the connections and relationships this plan requires.

**Timeline:** First Tier; begin within four years of plan adoption, readying discussion in advance of next five-year district renewal.

**Core Partnerships:** City of Fayetteville.

**Table 6.02 – Step Two Implementation**

Core	Neighborhoods	Transport	Institutions	Policy/ Admin.
<ul style="list-style-type: none"> <li>Cool Springs housing</li> </ul>	<ul style="list-style-type: none"> <li>HOPE VI business park</li> <li>Blount Street Artists Lofts</li> <li>Russell Street mixed-use pilot plan</li> <li>Old Wilmington Road neighborhood</li> <li>Campelton development</li> <li>Russell Street Mixed-Use Pilot Project</li> </ul>	<ul style="list-style-type: none"> <li>Russell Street improvements</li> <li>Grove Street traffic calming</li> </ul>	<ul style="list-style-type: none"> <li>Parks, trails and open space</li> </ul>	<ul style="list-style-type: none"> <li>MSD expansion</li> </ul>

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## Step Three

The increasing complexity of downtown becomes an asset as the Blount Street artists lofts blend with the industrial uses already present in the area. This places more emphasis on the need for general traffic calming, particularly in the southern portions of downtown, and increases local demand for an interconnected parks and trails system. Based on the successes at Campbelton and around the Old Wilmington Road neighborhood, investment begins in the Orange Street School neighborhood, increasing development density and creating a small neighborhood center there.

### 26. Cool Springs Housing



This project continues Cool Springs development initiated in Step 2, constructing housing units as outlined in the development master plan.

**Timeline:** First Tier, to begin immediately upon adoption of entitlements and subdivision and improvement of land.

**Core Partnerships:** Developers, property owners, City of Fayetteville.

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### 27. General Traffic Calming



Connections throughout the downtown are important, and it is also important that these connections serve pedestrians, cyclists, autos, public transportation and trucks. The transportation system should be rethought to consider where and how calmed streets can be accommodated in the landscape. This project concentrates on making connections by extending and improving rights of way and on making streets safe for all travel modes.

**Timeline:** Second Tier, to begin upon completion of Grove Street traffic calming or in response to market-rate housing development in the Old Wilmington Road neighborhood.

**Core Partnerships:** City of Fayetteville, FAMPO, NCDOT.

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### 28. Blount Street Artists Lofts



This project continues the transformation of the southwestern industrial area begun in Step 2, mixing residential and artist shops within the industrial fabric of the area.

**Timeline:** First Tier; continuing from Step Two.

**Core Partnerships:** City of Fayetteville, community housing organizations, property owners, Arts Council of Fayetteville/Cumberland County, Visual Arts Alliance of Fayetteville, other art organizations and professionals throughout Fayetteville and Cumberland County.



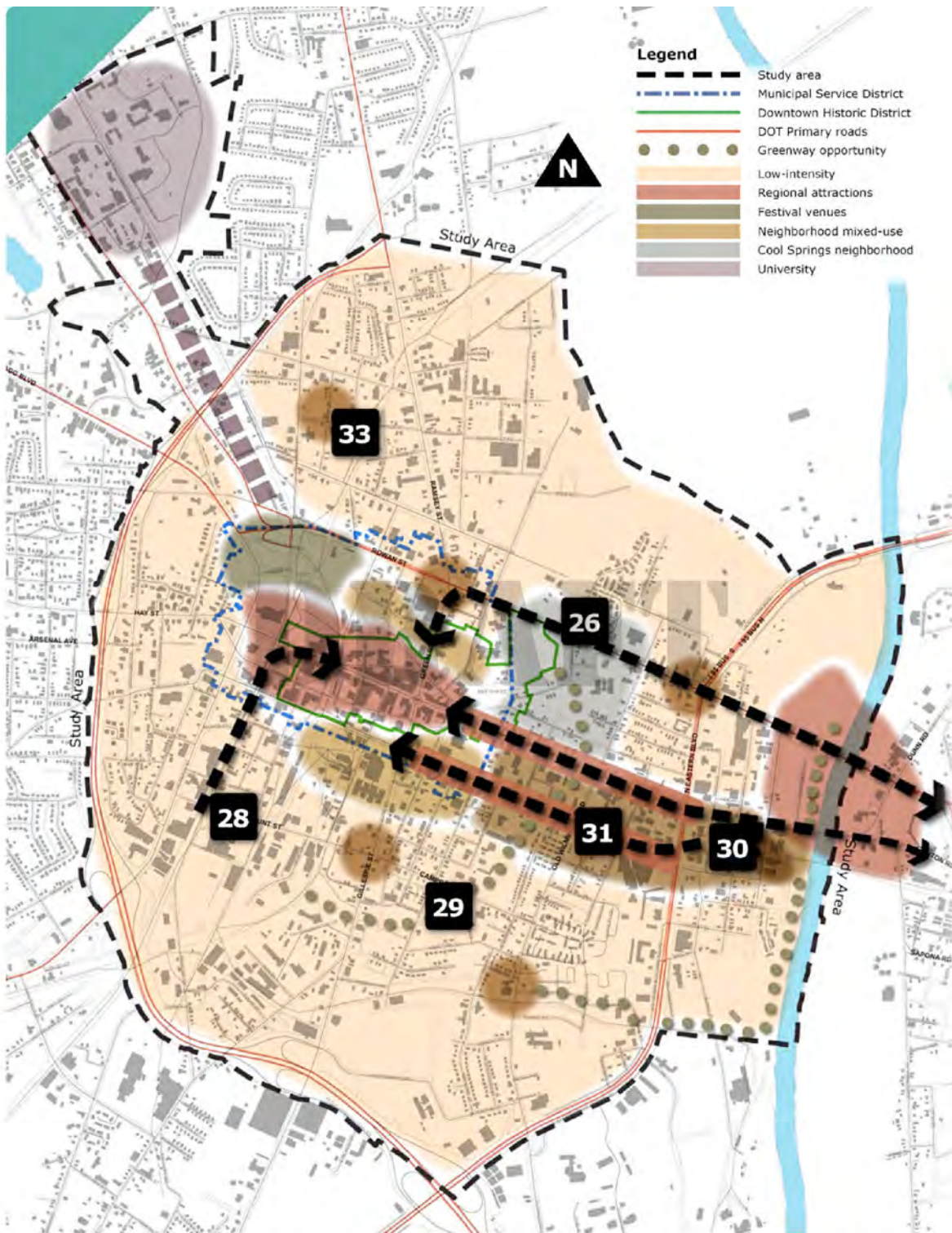


Figure 6.04 – Projects indicated here correspond with Step 3, showing those that should be addressed from year 8 through 12 after the adoption of this plan. (Image source: Studio Cascade)

## 29. Parks, Trails, Open Space



The terrain and natural features of Fayetteville present many recreational opportunities. This project strives to expand and connect open space resources. The Cross Creek Trail is already showing benefit, but there is more work to be done – including tying it to the Cape Fear Botanical Gardens and the river shoreline. This project will concentrate on the southern portion of the planning area, completing the Blounts Creek Trail and tying trail opportunities into the expanded street network constructed in the Old Wilmington Road neighborhood.

**Timeline:** First Tier; continuing from Step 2.

**Core Partnerships:** City of Fayetteville, property owners, developers.

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## 30. Campbelton Development



This continues developing the master plan, constructing retail space, public space and residential units as laid out in the master plan.

**Timeline:** Second Tier, to begin immediately upon completion of Campbelton site development.

**Core Partnerships:** City of Fayetteville, PWC, property owners, developers.

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## 31. Russell Street Mixed-Use Pilot Project



This project continues the build-out of the pilot project, with buildings occupied with a mix of retail and residential users.

**Timeline:** Third Tier, to begin immediately upon completion of site development.

**Core Partnerships:** City of Fayetteville, property owners, developers, community housing organizations.

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## 32. Downtown Plan Update



The downtown plan will need updating to reflect the changes in market conditions and neighborhood reinvestment generated in Step 1 and Step 2. New housing units, new user patterns and new expectations of what downtown can be will drive the plan to refine its vision and suggest new projects and initiatives.

**Timeline:** Second Tier, to begin about eight years after adoption of plan update.

**Core Partnerships:** City of Fayetteville.

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### 33. Orange Street School Neighborhood



Increasing the population within walking distance to the center of downtown is a high priority in this plan, strengthening downtown retail and growing the community tax base where infrastructure already exists. The first Renaissance Plan called for reinvestment in neighborhoods, and this update identifies the area surrounding the historic Orange Street School as a candidate. It is near Fayetteville State University, is served by Hillsboro and Ramsey streets, and is an easy walk from Hay Street. The old Orange School provides a cultural touchstone, too, creating a core identity.

**Timeline:** Third Tier, to begin as resources become available to acquire property and prepare master plan.

**Core Partnerships:** City of Fayetteville, community housing organizations, Fayetteville State University, neighborhood property owners.

**Table 6.03 – Step Three Implementation**

Core	Neighborhoods	Transport	Institutions	Policy/ Admin.
<ul style="list-style-type: none"> <li>Cool Springs housing</li> </ul>	<ul style="list-style-type: none"> <li>Blount Street artists lofts</li> <li>Campelton Development</li> <li>Orange Street School neighborhood</li> <li>Russell Street Mixed-Use Pilot Project</li> </ul>	<ul style="list-style-type: none"> <li>General traffic calming</li> </ul>	<ul style="list-style-type: none"> <li>Parks, trails and open space</li> </ul>	<ul style="list-style-type: none"> <li>Downtown plan update</li> </ul>

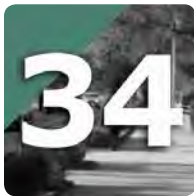
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## Step Four

This phase in the downtown plan, 12 years distant, includes the beginnings of a trolley system to serve the Fayetteville crescent. It also includes activities to improve the Bragg Boulevard/Robeson Street corridor in the planning area. The improvement of Bragg Boulevard improvement may be accelerated, however, if the City is able to successfully implement its Bragg Boulevard corridor plan and if private investment along the corridor shares the costs of roadway improvement. Traffic circles along Ramsey and Gillespie would occur during this phase, too, celebrating the historic “town square” features that used to be located along this north-south axis.

### 34. General Traffic Calming



Connections throughout the downtown are important, and it is also important that these connections serve pedestrians, cyclists, autos, public transportation and trucks. The transportation system should be rethought to consider where and how calmed streets can be accommodated in the landscape. This project concentrates on making connections by extending and improving rights of way and on making streets safe for all travel modes.

**Timeline:** First Tier, to begin upon completion of Grove Street traffic calming or in response to market-rate housing development in the Old Wilmington Road neighborhood.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

### 35. Blount Street Artists Lofts



This project continues the transformation of the southwestern industrial area begun in Step 2, mixing residential and artist shops within the industrial fabric of the area.

**Timeline:** First Tier; continuing from Step Three.

**Core Partnerships:** City of Fayetteville, community housing organizations, property owners, Arts Council of Fayetteville/Cumberland County.

### 36. Bragg/ Robeson Improvements



Bragg Boulevard is included in the northwesterly portion of the study area, linking downtown to Fort Bragg via a busy commercial corridor. It is a major entry into the downtown from the west, and there is a contemporary development proposal to construct condominiums where Bragg Boulevard meets Rowan Street. This project would enhance the appearance of Bragg within the study area and make it a safer and more pleasant place for pedestrians. The street turns into Robeson Street south of Hay Street, and this part of the corridor can benefit from capturing and enhancing the character of the artists lofts emerging in that part of

downtown.



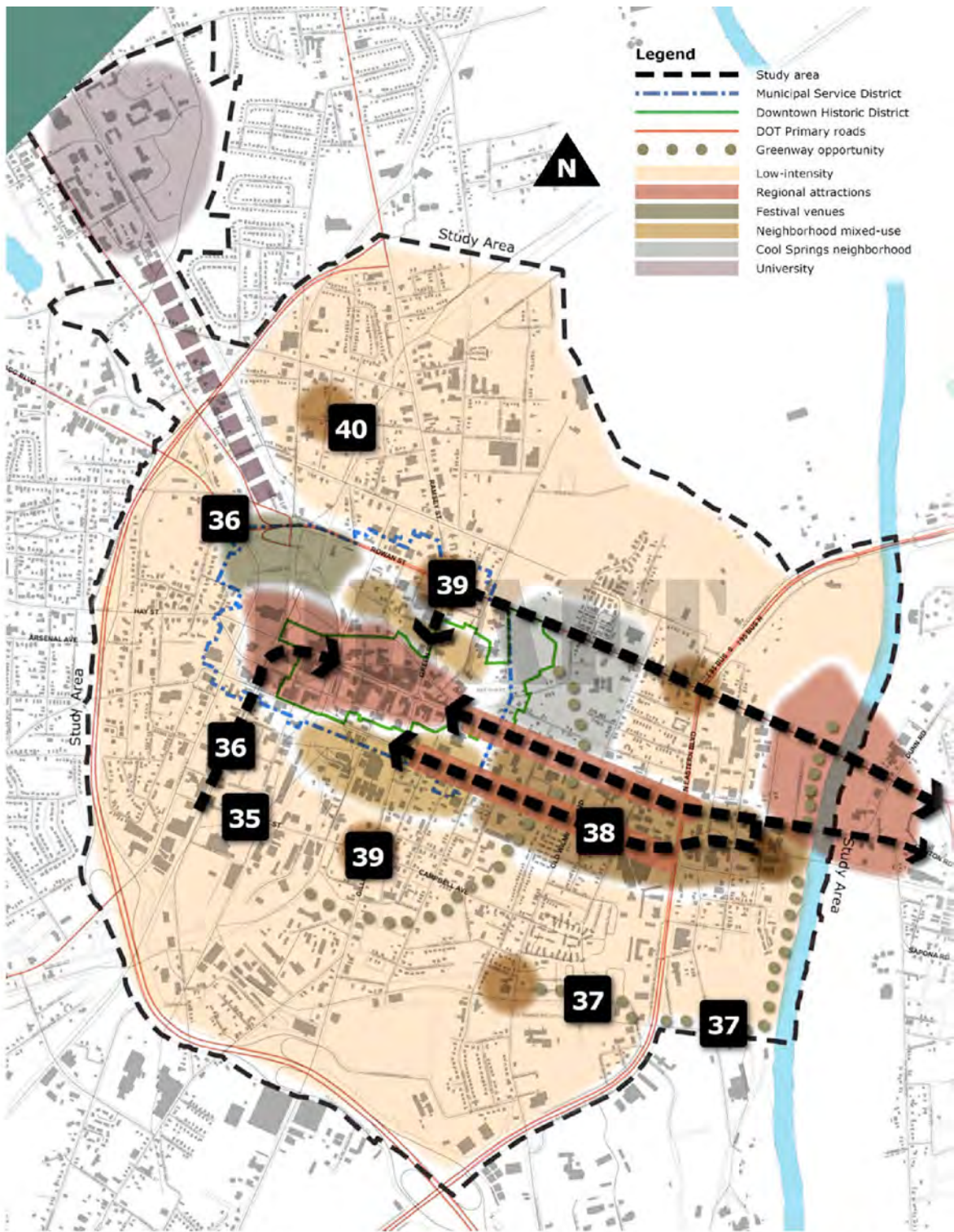


Figure 6.05 – Step 4 projects are shown on this diagram, corresponding with those projects that should be completed by year 16 after the adoption of this plan. (Image source: Studio Cascade)

**Timeline:** Second Tier; begin conceptual design in response to artists lofts development.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

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### 37. Parks, Trails, Open Space



The terrain and natural features of Fayetteville present many recreational opportunities. This project strives to expand and connect open space resources. The Cross Creek Trail is already showing benefit, but there is more work to be done – including tying it to the Cape Fear Botanical Gardens and the river shoreline. This project will concentrate on the southern portion of the planning area, tying into the Blounts Creek Trail and establishing another link to the Cape Fear River. This new link will parallel the Aberdeen Rockfish Railroad right of way north of the Walker-Spivey School.

**Timeline:** First Tier, continuing from Step Three.

**Core Partnerships:** City of Fayetteville, property owners, developers.

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### 38. Trolley Plan/ Design



Linking a redeveloped Campbelton to the historic core is the primary reason for the inclusion of the trolley in this plan. Process participants conceded that this is probably a low priority item, destined for longer-term implementation when ridership would be higher – or if the project were subsidized by a Campbelton development proposal. Tracks exist in the Russell Street median, making a retrofit for trolley use easier.

**Timeline:** Third Tier, to begin when funds are available to prepare a feasibility study and concept design.

**Core Partnerships:** City of Fayetteville, PWC, FAMPO, NCDOT.

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### 39. Gillespie/Ramsey Traffic Circles



Fayetteville once had a number of public squares, serving both civic and transportation functions. Unfortunately, most have since given way to roadway intersections. This project would set policies in place to recognize the historic significance of the squares, support re-establishment of some, even re-configuring others to become roundabouts – all in the context of an improved north-south corridor.

**Timeline:** third Tier, to begin when funds are available to prepare a feasibility study and concept design.

**Core Partnerships:** City of Fayetteville, FAMPO NCDOT.

## 40. Orange Street School Neighborhood



This work continues that begun in Step 3, with a focus on building construction, improvement of public open spaces and enhancement of public transportation connections between this neighborhood and the central core and to Fayetteville State University.

**Timeline:** First Tier, continuing from Step Three.

**Core Partnerships:** City of Fayetteville, PWC, community housing organizations, Fayetteville State University, neighborhood property owners.

**Table 6.1 – Step Four Implementation**

Core	Neighborhoods	Transport	Institutions	Policy/ Admin
	<ul style="list-style-type: none"> <li>▪ Blount Street artists lofts</li> <li>▪ Orange Street School neighborhood</li> </ul>	<ul style="list-style-type: none"> <li>▪ General traffic calming</li> <li>▪ Bragg/Robeson improvements</li> <li>▪ Trolley plan and design</li> <li>▪ Gillespie and Ramsey traffic circles</li> </ul>	<ul style="list-style-type: none"> <li>▪ Parks, trails and open space</li> </ul>	

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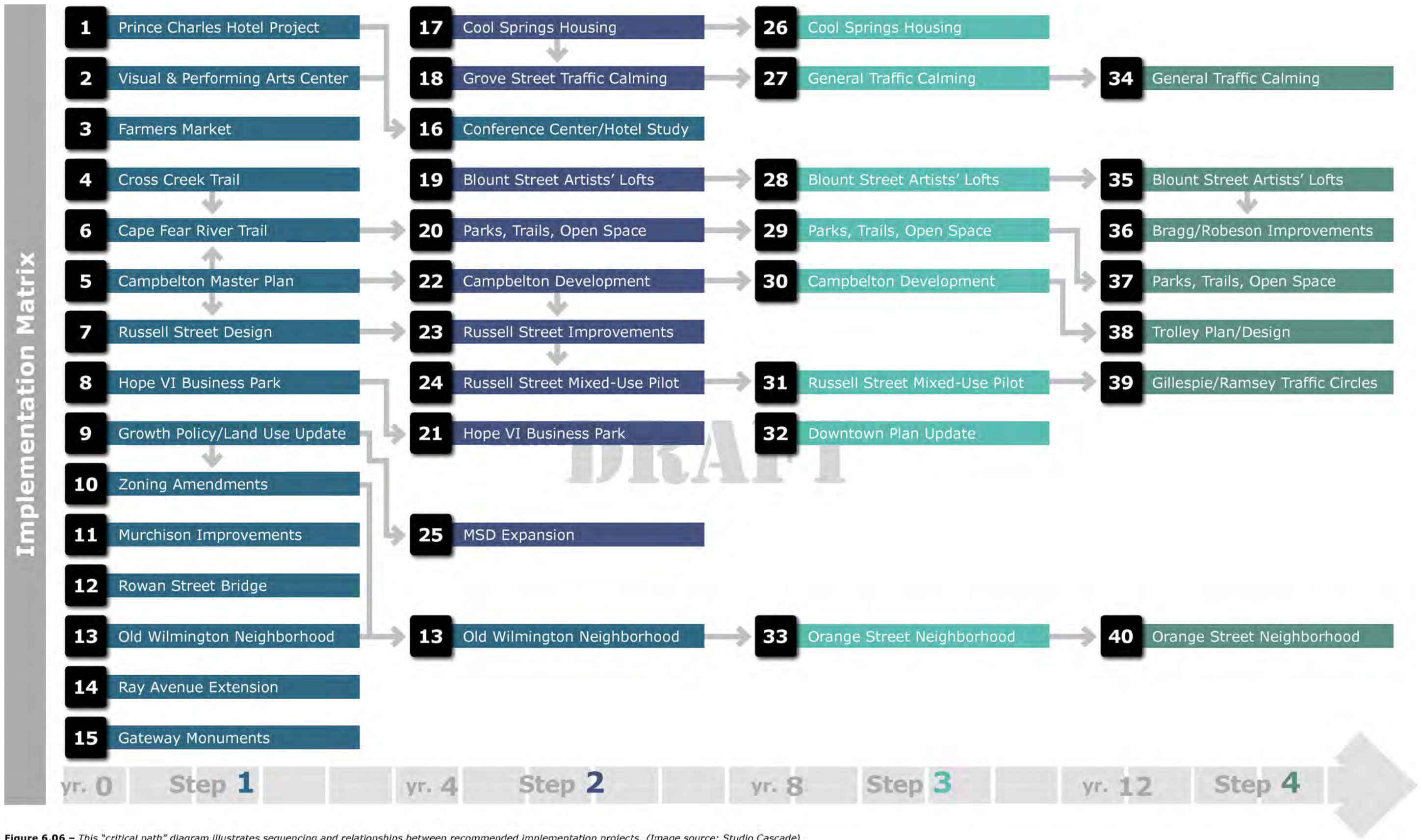


Figure 6.06 – This “critical path” diagram illustrates sequencing and relationships between recommended implementation projects. (Image source: Studio Cascade)





Livery Antiques ▶

The Livery





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The Livery Antiques





# Tonight

Draft review

PC discussion

Adjustments

Recommendation

**City Council Workshop**

May 6, 2013



# Plan Framework

“Dynamic Downtown”  
Central crescent  
Targeted investment  
Sustainability  
Implementation

City Council Workshop

May 6, 2013







# Vision

Overall

Culture & the arts

Gateways

Cape Fear River

Neighborhoods

Institutions

Connectedness

Industry

Relationships

Policy

City Council Workshop

May 6, 2013





# Process

Interviews

Media

Storefront studio

Questionnaire

Workshop

Planning Commission

City Council

City Council Workshop

May 6, 2013

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# Heritage

Renaissance Plan

Once and for All

Cumberland Co.

Marketing study

Murchison Rd

Bragg Bl

Market-based HOPE VI

Strategic plan

Ramsey St

Cape Fear River

# Conditions

Demographics

Economics

Housing

Land use

Institutions

Environment

Buildings

Transport

Institutions

City Council Workshop

May 6, 2013







# Strategy

- Overall
- Culture & the arts
- Gateways
- Cape Fear River
- Neighborhoods
- Institutions
- Connectedness
- Industry
- Relationships
- Policy



City Council Workshop

May 6, 2013

4-1-

# Implementation

Phases

Tiers

Actions (Step 1)

Responsibility

Partners

Emphasis





# Matrix



Implementation Matrix



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yr. 0    Step 1    yr. 4    Step 2    yr. 8    Step 3    yr. 12    Step 4



# Matrix

1 Prince Charles Hotel Project

2 Visual & Performing Arts Center

3 Farmers Market

4 Cross Creek Trail

6 Cape Fear River Trail

5 Campbelton Master Plan

7 Russell Street Design

8 Hope VI Business Park



# Matrix

8 Hope VI Business Park

9 Growth Policy/Land Use Update



10 Zoning Amendments

11 Murchison Improvements

12 Rowan Street Bridge

13 Old Wilmington Neighborhood

14 Ray Avenue Extension

15 Gateway Monuments



# Matrix



Implementation Matrix



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yr. 0    Step 1    yr. 4    Step 2    yr. 8    Step 3    yr. 12    Step 4





# Matrix





# Matrix



# Matrix



Implementation Matrix



DRAFT

yr. 0    Step 1    yr. 4    Step 2    yr. 8    Step 3    yr. 12    Step 4





# Matrix







# Matrix

24 Russell Street Mixed-Use Pilot

31 Russell Street Mixed-Use Pilot

21 Hope VI Business Park

32 Downtown Plan Update

25 MSD Expansion

13 Old Wilmington Neighborhood

33 Orange Street Neighborhood

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# Matrix



Implementation Matrix



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yr. 0    Step 1    yr. 4    Step 2    yr. 8    Step 3    yr. 12    Step 4



# Matrix







# Matrix





# Matrix



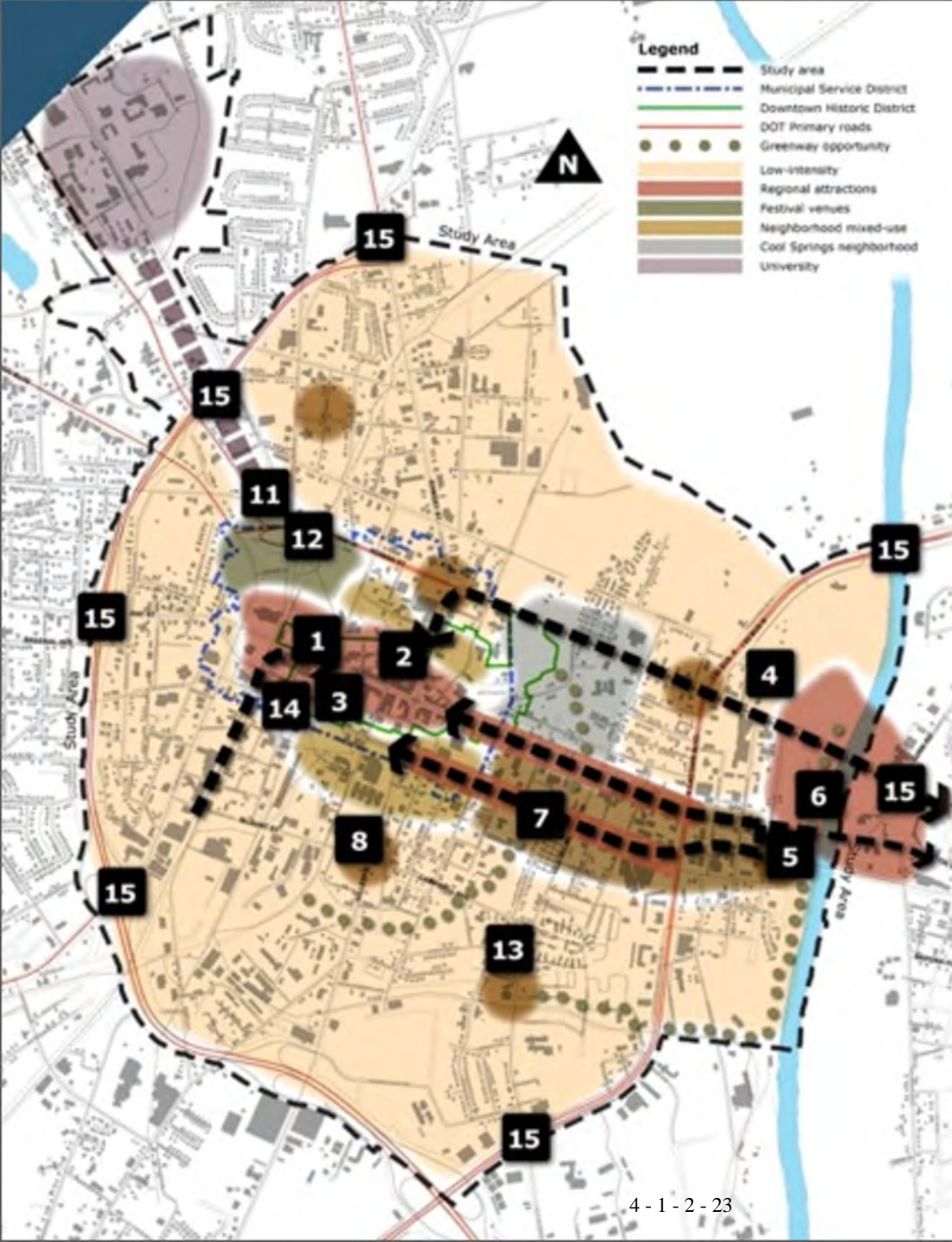
Implementation Matrix



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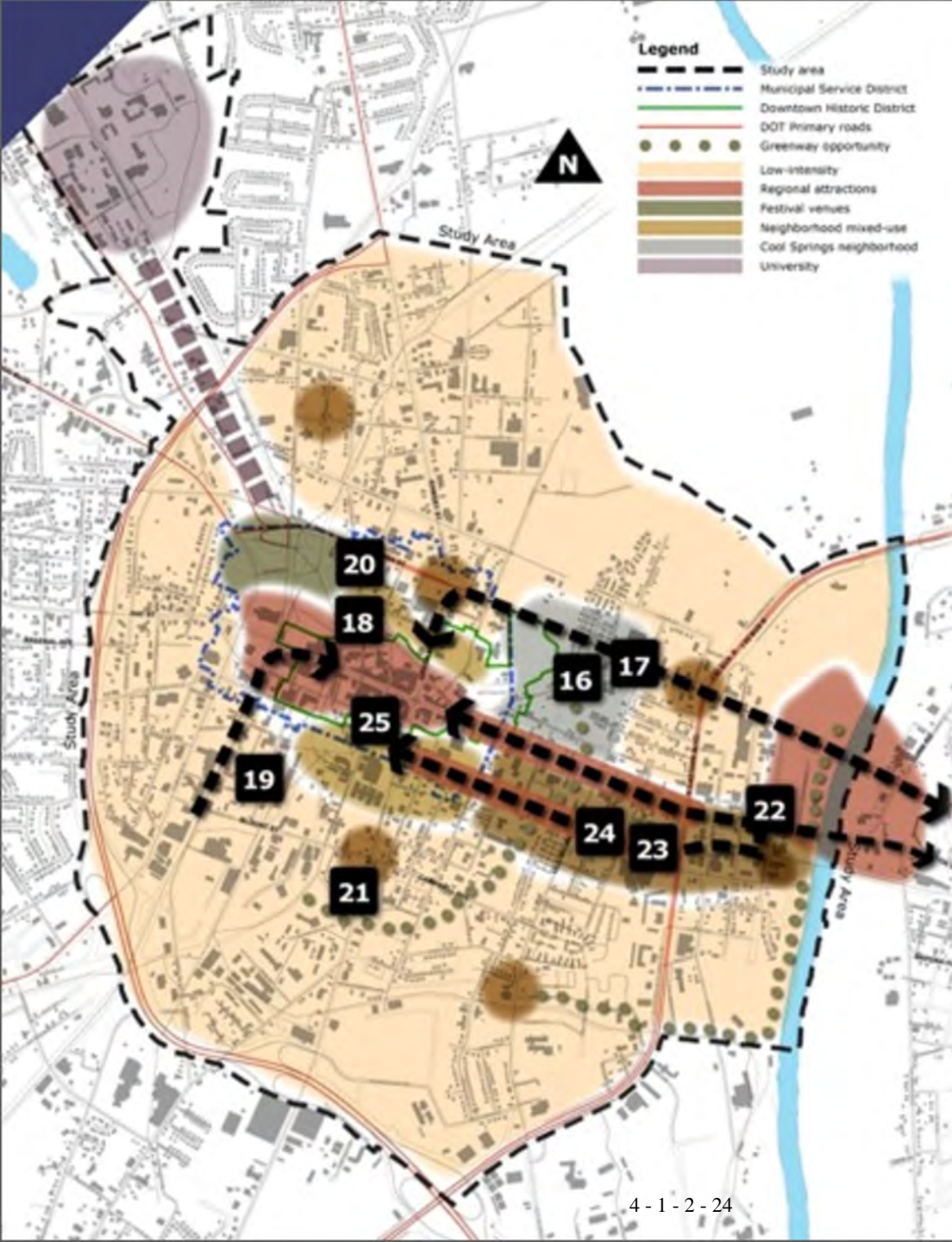
yr. 0    Step 1    yr. 4    Step 2    yr. 8    Step 3    yr. 12    Step 4

# Steps

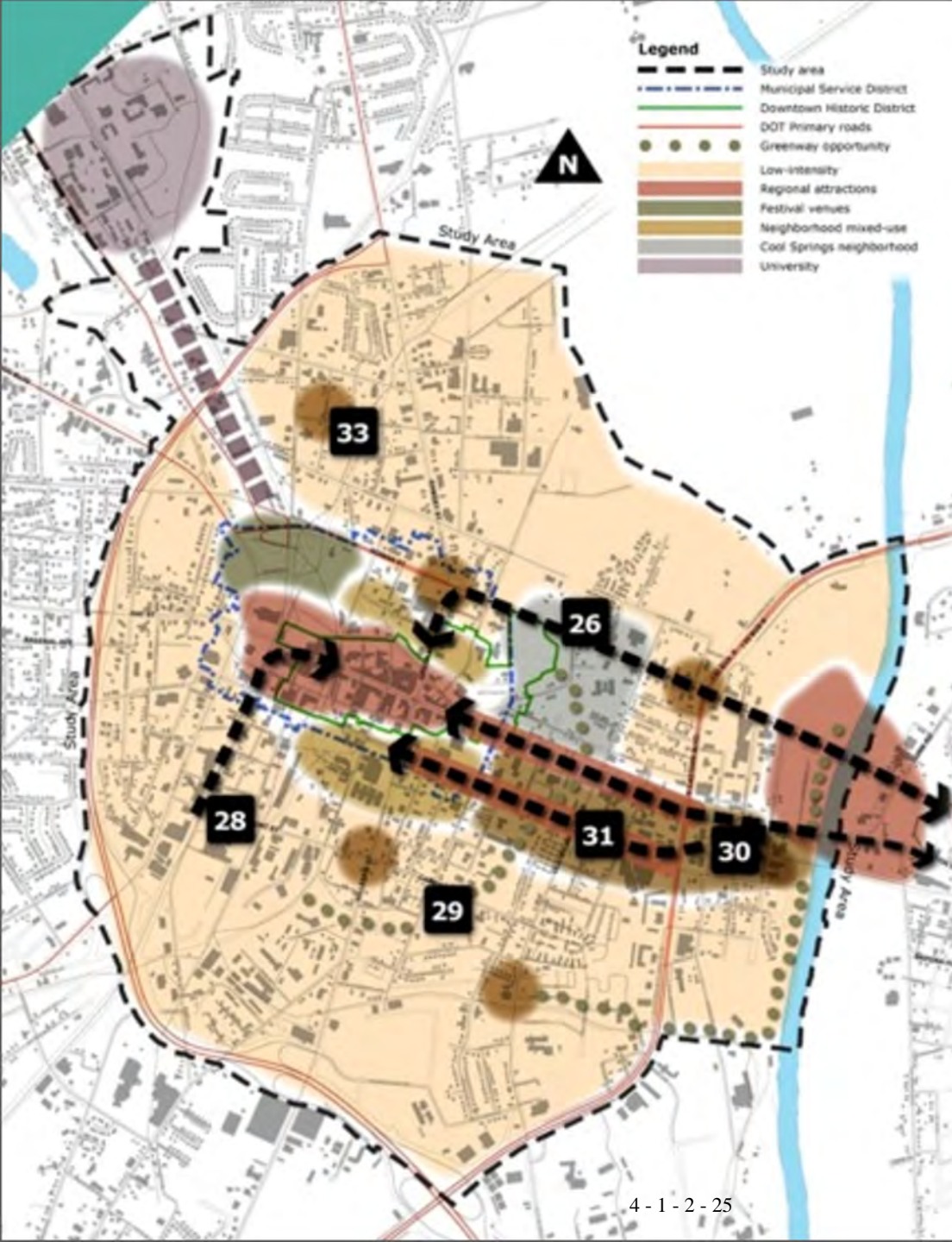




# Steps

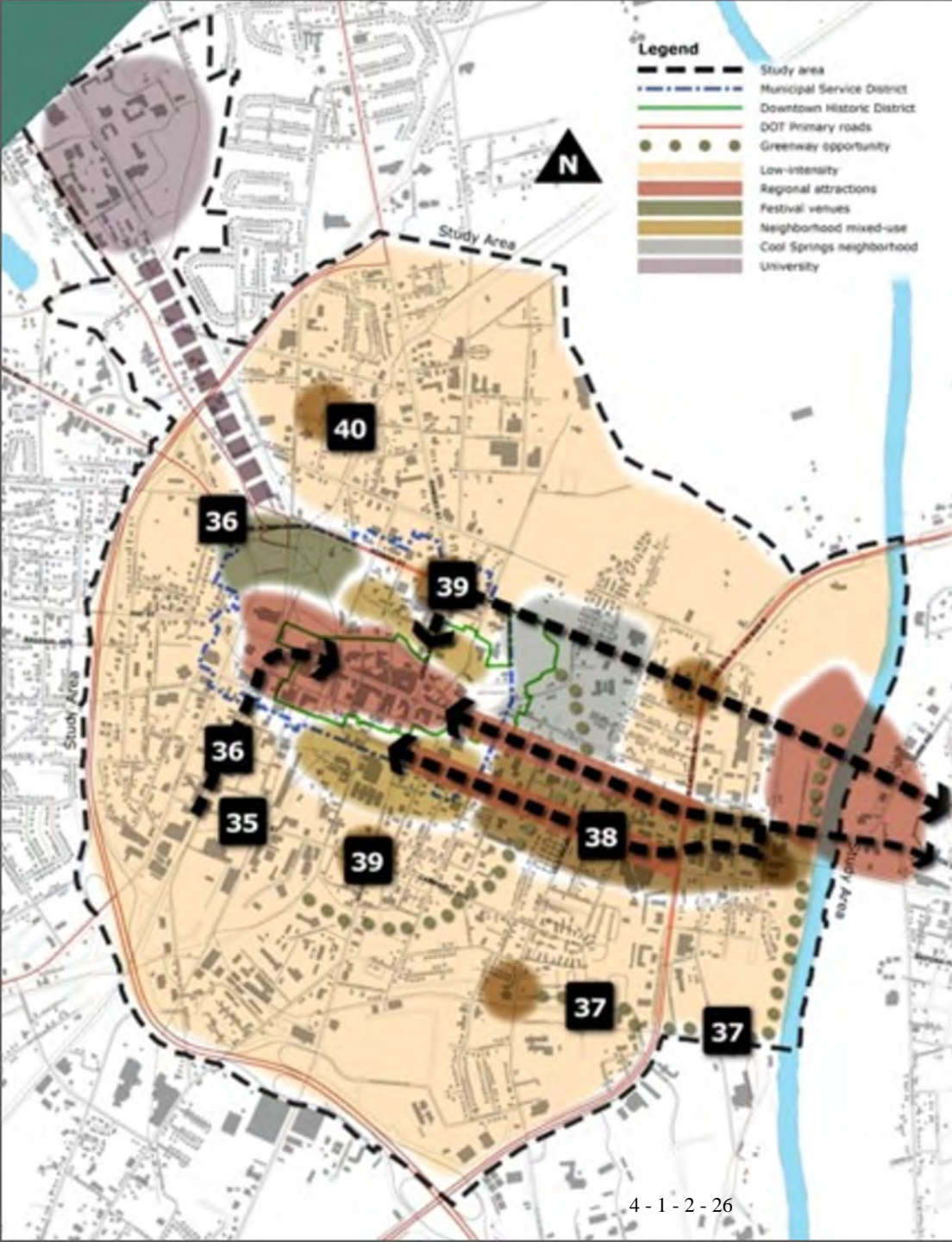


# Steps





# Steps



# What's Next?

City Council 5/6  
City Council 5/28  
Implementation  
Partnerships



City Council Workshop

May 6, 2013





# It's up to You!



Questions

Revisions

Recommendations

City Council Workshop

May 6, 2013







The Livery Antiques

The Livery Antiques

City Council Workshop  
May 6, 2013



## CITY COUNCIL ACTION MEMO

**TO:** Mayor and Members of City Council  
**FROM:** Theodore L. Voorhees, City Manager  
**DATE:** May 6, 2013  
**RE:** **Overview of the Fiscal Year 2013-2014 Recommended Budget and Action to Set the Date of the Budget Public Hearing**

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**THE QUESTION:**

The City Manager will present an overview of the Fiscal Year 2013-2014 Recommended Budget for the City. At the conclusion of the presentation, Council will be asked to set the date for the public hearing on the budget.

**RELATIONSHIP TO STRATEGIC PLAN:**

Mission Principles: Financially sound city government; full range of quality municipal services; services delivered in a cost effective manner.

**BACKGROUND:**

The City Manager will informally present the City's FY2013-2014 Recommended Budget, excluding the electric, water and wastewater funds, at the May 6 Council Work Session. The Public Works Commission (PWC) General Manager will informally present the FY2013-2014 Recommended Budget for the electric, water and wastewater funds, at the May 8 budget Work Session.

In addition, the recommended budgets will be officially presented to City Council at the May 13, 2013 Regular Council Meeting by the City Manager and the PWC General Manager. The recommended budget documents will be made available to the public at the office of the City Clerk and on the City and PWC websites.

Budget workshops have been scheduled for May 8, May 15, May 22 and May 29, 2013. The recommended date for the required budget public hearing is May 28, 2013. The proposed date for budget adoption is June 10, 2013.

**ISSUES:**

Additional feedback is requested from Council as we progress through the budget deliberation process.

**BUDGET IMPACT:**

As presented.

**OPTIONS:**

Set the date for the required budget public hearing. No action is required with respect to the recommended budget at this time.

**RECOMMENDED ACTION:**

Set the date of the public hearing on the Recommended Fiscal Year 2013-2014 Budget for May 28, 2013.





## CITY COUNCIL ACTION MEMO

**TO:** Mayor and Members of the City Council  
**FROM:** Rebecca Rogers-Carter, Strategic Planning Manager  
**DATE:** May 6, 2013  
**RE:** **City of Fayetteville FY 2014 Strategic Plan**

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**THE QUESTION:**

The City of Fayetteville FY 2014 Strategic Plan

**RELATIONSHIP TO STRATEGIC PLAN:**

City Council has developed a sustainable strategic planning model that assists Council, as representatives of the community, to plan for our community's future and to lead with vision.

**BACKGROUND:**

As our City continues to grow, the City Council looks to chart a course with a strategic plan which articulates a vision for our community's future that will ensure vitality and sustainability. The City's strategic plan is a critical component of a larger system of planning for our organization's success, which includes the annual budget process, citizen input, capital and technology prioritization and financial planning.

In February, Fountainworks consulting firm met with City Council in a two-day planning retreat. The session included opportunities for participants to build upon ideas and interact in open conversation addressing the following topics:

- \* Community vision
- \* Environmental scan: Staff presentations
- \* Five-year goals and performance measures
- \* Preliminary one year tactical actions
- \* Decision filter to help determine which actions should be pursued.

In preparation for the April 2 follow up session, Rebecca Rogers Carter discussed with City Council the Strategic Plan Retreat Meeting Summary, the proposed vision, new five-year goals, performances measures and action items.

During the April 2 follow up Work Session, Council worked to confirm the community vision statement which reflects a vibrant and engaged City of Fayetteville. Drawn from environmental scans, City Council determined the path our organization must follow in order to reach the community's vision and worked to confirm five year goals. And finally, in preparation for budget development, City Council prioritized elements of a one-year tactical action plan. These are the activities that Council and staff will spend a majority of time during the fiscal year, working hand in hand, to bring each target for action to successful conclusion.

**The objectives of the May 6 City Council work session item are to:**

- \* Finalize targets for action
- \* Review how the strategic plan will be used throughout the year
- \* Build on the enthusiasm for the plan and support for adoption May 27

The resulting plan will translate the community's vision and City Council's goals into actions by the City, enabling the organization to better serve the City.

**ISSUES:**

None.

**BUDGET IMPACT:**

**OPTIONS:**

1. Receive information and request additional information.
2. Confirm City Council interest for the elements of the City's 2014 Strategic Plan.

**RECOMMENDED ACTION:**

1. Confirm City Council interest for the elements of the City's 2014 Strategic Plan.

**ATTACHMENTS:**

May Work Session Results

Action Items List

## Vision, Mission, Values

The City Council revisited its vision statement and affirmed its support of the current mission and values. The vision statement articulates a long-term view of the ideal future for the City of Fayetteville. The mission statement describes why the City of Fayetteville exists and what it will do to help achieve its vision. The updated vision and mission statements will guide the work of the City, ensuring that all activities the City undertakes will help achieve the vision. The vision and mission are then rounded out with the City's core values, which represent the beliefs that are shared among the stakeholders of the organization and in turn drive the organization's culture and priorities by providing a framework in which decisions are made. The Action Agenda, Performance Measures and Goals that are developed in the strategic plan, support the vision and mission.





## **Vision Statement**

The City of Fayetteville is a great place to live with a choice of desirable, safe neighborhoods, leisure opportunities for all and beauty by design.

Our City has a vibrant downtown and major corridors, the Cape Fear River to enjoy, a strong local economy, diverse culture and rich heritage.

Our City is a partnership with engaged citizens who have confidence in their local government.

This creates a sustainable community with opportunities for individuals and families to thrive.

## **Mission Statement**

The City government provides service that makes Fayetteville a better place for all.

The City Government is financially sound and provides a full range of quality municipal services that are valued by our customers and delivered by a dedicated workforce in a cost effective manner.

The City has well designed and well maintained infrastructure and facilities.

The City engages its citizens and is recognized as a state and regional leader.

## **Core Values**

We, the Mayor, City Council, Managers, Supervisors and Employees serve with  
**R**esponsibility

**E**thics

**S**tewardship

**P**rofessionalism

**E**ntrepreneurial Spirit

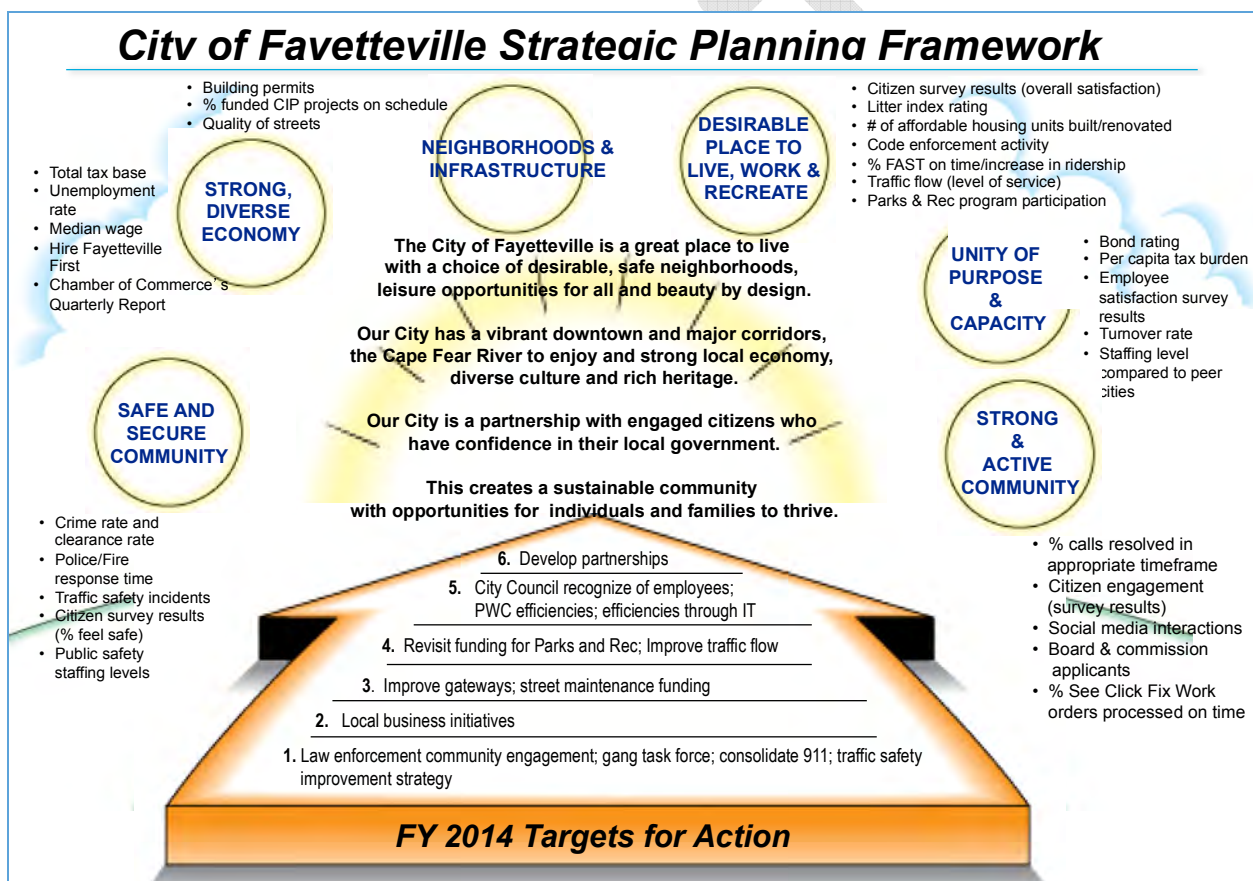
**C**ommitment

**T**eamwork

to safeguard and enhance the public trust in City Government.

## Goals, Performance Measures and Targets for Action

Drawing from the SWOC analysis, which identified the gaps between the City of Fayetteville's current state and desired future state, and informed by the History and Context Maps, three goals emerged that must be addressed to successfully achieve the vision. These goals provide the framework for the targets for action that should be addressed in the coming fiscal year. The City of Fayetteville's goals, the performance measures to monitor the success at achieving them and the FY 2014 targets for action are graphically summarized below and described in more detail on the following pages.



**Goal 1: The City of Fayetteville will be a safe and secure community.**

**Performance Measures**

1. Crime rate and clearance rate
2. Police/Fire response time
3. Traffic safety incidents
4. Citizen Survey results (% feel safe)
5. Public Safety staffing levels

		<b>Lead Department</b>
<b>1</b>	Increase law enforcement community engagement and collaboration	Police
<b>2</b>	Create gang task force	Police
<b>3</b>	Consolidate 911 with County/Ft. Bragg	Police
<b>4</b>	Develop traffic safety improvement strategy	Engineering & Infrastructure

**Goal 2: The City of Fayetteville will have a strong, diverse and viable local economy.**

**Performance Measures**

1. Total tax base
2. Unemployment rate
3. Median wage
4. Hire Fayetteville First – *Not currently measurable, but will set the stage for measuring participation in the future if resources provided*
5. Chamber of Commerce’s Quarterly Report – *Will partner with Chamber to monitor other economic indicators*

		<b>Lead Department</b>
<b>1</b>	Implement local business initiatives-Maximize local business	Community Development

**Goal 3: The City of Fayetteville will be designed to include vibrant focal points, unique neighborhoods, and high quality, effective infrastructure.**

**Performance Measures**

1. Building permits
2. % funded CIP projects completed on schedule
3. Quality of streets

		<b>Lead Department</b>
<b>1</b>	Increase street maintenance funding; shorten time for resurfacing	Engineering & Infrastructure
<b>2</b>	Improve gateways	Community Development, Parks & Recreation



**Goal 4: The City of Fayetteville will be a highly desirable place to live, work and recreate with thriving neighborhoods and a high quality of life for all citizens.**

**Performance Measures**

1. Citizen survey results (overall satisfaction)
2. Litter Index rating (Keep Fayetteville Beautiful)
3. # Affordable housing units built/renovated
4. Code Enforcement activity
5. % FAST on time or increase in ridership
6. Traffic flow (level of service)
7. Parks & Recreation program participation

**Lead Department**

<b>1</b>	Revisit funding plan for Parks and Recreation; smaller or phased approach	Parks & Recreation
<b>2</b>	Develop Traffic Flow improvement strategy	City Manager's Office

**Goal 5: The City of Fayetteville will have unity of purpose in its leadership, and sustainable capacity within the organization.**

**Performance Measures**

1. Bond rating
2. Per capita tax burden
3. Employee satisfaction survey results
4. Turnover rate
5. Staffing level compared to peer cities

**Lead Department**

<b>1</b>	City council recognition of employees	City Manager's Office
<b>2</b>	Study PWC efficiencies/consolidation opportunities	City Manager's Office
<b>3</b>	Identify efficiencies through IT to increase effectiveness and/or save money	Information Technology

**Goal 6: The City of Fayetteville will develop and maintain strong and active community connections.**

**Performance Measures**

1. % calls resolved in appropriate timeframe (1-Fay)
2. Citizen engagement (survey results)
3. Social media interactions
4. Board and commission applicants
5. % See Click Fix Work orders processed on time – *will begin tracking when implemented*

**Lead Department**

<b>1</b>	Develop and deliver ongoing coordinated information campaign	Corporate Communications
<b>2</b>	Develop partnerships	City Manager's Office

**City of Fayetteville - Potential Action Items – FY 2013-14**

**Materials Provided at the April 2 City Council Work Session**

Each table below is labeled with a specific goal and potential performance measures for the goal area. Action items as proposed by Council members are listed within each table. Action items are “dotted” to reflect Council member’s top priority ranking.

**Priority:**    ○ **Yellow** – Number one choice    ○ **Blue** – Secondary choices

<b>1.</b> The City of Fayetteville will be a safe and secure community <i>Performance Measures</i> <ol style="list-style-type: none"> <li>1. Crime Rate and Clearance Rate</li> <li>2. Police/Fire Response Time</li> <li>3. Traffic Safety Incidents</li> <li>4. Citizen Survey Results (% feel safe)</li> <li>5. Public Safety Staffing Levels</li> </ol>				
<b>A</b>	Increase law enforcement community engagement and collaboration	<span style="color: blue;">○</span> PD <span style="color: blue;">○</span>	X	Positive involvement with schools, homes, community; Increased Community Watch Groups
<b>B</b>	Gang task force		PD X	Work plan ongoing, add'l resources needed (7 pos.) -part of budget process
<b>C</b>	Strengthen community policing		PD	Additional police
<b>D</b>	Police sub-station In existing space co-located w/fire station or on Murchison Rd. area	<span style="color: yellow;">○</span> PD <span style="color: blue;">○</span>		Study complete, ongoing plan part of citywide space needs analysis, work plan underway
<b>E</b>	Consolidate 911 with County/Bragg		PD X	3 issues: Staff, MOU, facility. resources needed
<b>F</b>	Review plan for hiring additional police	<span style="color: yellow;">○</span> PD		Part of budget process- part of 1C
<b>G</b>	Promote moral improvement through church/religious participation	<span style="color: blue;">○</span> HR		Work plan ongoing; not advised to expand- Info available
<b>H</b>	Review speed limits in West [Develop traffic safety improvement strategy?]		E&I X	FY13 TFA, completed study, work plan underway – Can we reword <b>FY 14 potential TFA to “Develop traffic safety improvement strategy?”</b>
<b>I</b>	More Council interaction with HOA & Community Watch groups		CC	Part of goal 1A (opportunities) and 6A (tools) or clarify

**City of Fayetteville - Potential Action Items – FY 2013-14**

**2** The City of Fayetteville will have a strong, diverse and viable local economy.






*Performance Measures*

1. Total tax base
2. Unemployment rate
3. Median wage
4. Fayetteville First – *Not currently measurable, but will set the stage for measuring participation in the future if resources provided*

*Chamber of Commerce’s Quarterly Report – Will partner with Chamber to monitor other economic indicators*

<b>A</b>	Utilize PWC resources to effectively promote economic growth		CMO		Governance issue, stronger planning coordination
<b>B</b>	Partner more w/university and tech school for collaboration University and FTTC economic impact	○	CMO		See Goal 6D
<b>C</b>	Global citizen view		CMO		Citizen survey or clarify
<b>D</b>	Review policies that impede business growth i.e. sign ordinance		DVS		Sign Ord. in FY14; or clarify interest
<b>E</b>	Cedar Creek Biz Park in City		CMO		Ongoing- March action
<b>F</b>	Foundation for MWBE office		PWC		City outsources to PWC. Information available.
<b>G</b>	Market vacant retail spaces (big boxes)		DVS		Redev. Efforts (Yes)? Or Market? Clarify
<b>H</b>	Implement shared service agreements with Fort Bragg		CMO		CMO will continue open discussion w/Ft.B.; gauge interest and policy
<b>I</b>	Hire Fayetteville First Funding; Disparity study to engage/identify lack of participation of local, women, vet, minority businesses; private business community	○ ○ ○	CMO	X	Provided resources are available
<b>J</b>	Local business initiatives-Maximize local business	○ ○	CD	X	CD work plan ongoing- Info available.
<b>K</b>	Begin planning process for entrepreneur zones (implement “economic gardening”)		DVS		Alliance contract, Hope VI ongoing
<b>L</b>	Workforce development		CMO		Not City function
<b>M</b>	Implement “reverse” mixed-use development (Moved from Goal 3. I.)		DVS	X	Focus on corridor plans- resources needed.

**City of Fayetteville - Potential Action Items – FY 2013-14**

<p><b>3.</b> The City of Fayetteville will be designed to include vibrant focal points, unique neighborhoods, and high quality, effective infrastructure.  <i>Performance Measures</i></p> <ol style="list-style-type: none"> <li>1. Building permits</li> <li>2. % funded CIP projects completed on schedule</li> <li>3. Quality of streets</li> </ol>			
<b>A</b>	Continue to work with business owners and potential business owners on how to do business in our downtown area (restrictions)	CD	Work plan ongoing (DT Dev. Mng; DVS)
<b>B</b>	Develop plan to meet lighting standards in City Street lighting	EI	FY 13 TFA- present finding in April. Completed soon
<b>C</b>	Add resources to Planning staff	DVS	Part of FY 14 budget process
<b>D</b>	Increase street maintenance funding Funding allocated for road maintenance to meet 20 year plan; Shorten time for resurfacing	EI	X Focused emphasis and part of FY 14 CIP process- needs add't dedicated funding; citizen survey priority
<b>E</b>	Implementation of policy to improve private streets	EI	X Part of FY 14 CIP process- needs add't dedicated funding
<b>F</b>	Replace Strickland Bridge (NCDOT function)	EI	Work plan on going- NCDOT
<b>G</b>	Improve gateway Turn gateway mx to private business Identify gateways and develop plans to improve Improved gateways "Murchison Rd"	 CD/  PR   	X Need resources, citizen survey priority
<b>H</b>	More sidewalks near schools	EI	Part of FY 14 CIP process
<b>I</b>	Moved to Goal 2		



**City of Fayetteville - Potential Action Items – FY 2013-14**

<p><b>4.</b> The City of Fayetteville will be a highly desirable place to live, work and recreate with thriving neighborhoods and a high quality of life for all citizens</p> <p><i>Performance Measures</i></p> <ol style="list-style-type: none"> <li>1. Citizen survey results (overall satisfaction)</li> <li>2. Litter Index rating (Keep Fayetteville Beautiful)</li> <li>3. # Affordable housing units built/renovated</li> <li>4. Code Enforcement activity</li> <li>5. % FAST on time or increase in ridership</li> <li>6. Traffic flow (level of service)</li> <li>7. Parks &amp; Recreation program participation</li> </ol>				
<b>A</b>	Funding plan for Parks and Rec; Well-designed rec. facilities (north-east Fay); Multi-sport complex at Shaw Rd; Smaller & phased PR package, reduced \$ P&R plan w/ GF funding	○ PR ○ ○	X	Revisit
<b>B</b>	Find ways to improve use of Cape Fear River	DVS/ CD/ P R	X	Economic development – Cape Fear River; Develop river park; Invite national developers to survey Cape Fear River for possible development
<b>C</b>	Increase bus routes	○ FAST		Work plan ongoing
<b>D</b>	Commercial recycling	ENV SRVS		Work plan ongoing- FY 14 budget requested for compliance w/ multifam.
<b>E</b>	Entertainment	CMO		Modify Chamber FY 14 contract to include strategies; More info available
<b>F</b>	Improving Traffic Flow Staff would like to request City Council consider FY 14 TFA for Improving Traffic Flow.	CMO	X	Advocacy plan for State TIP- identify City priorities, tell story- need to accelerate funding schedule.

**City of Fayetteville - Potential Action Items – FY 2013-14**

<p><b>5.</b> The City of Fayetteville will have unity of purpose in its leadership, and sustainable capacity within the organization.</p> <p><i>Performance Measures</i></p> <ol style="list-style-type: none"> <li>1. Bond rating</li> <li>2. Per capita tax burden</li> <li>3. Employee satisfaction survey results</li> <li>4. Turnover rate</li> <li>5. Staffing level compared to peer cities</li> </ol>					
<b>A</b>	City council recognition of employees	○	CMO	X	Part of development of overall employee engagement action plan.
<b>B</b>	Having staff express – measure (quantifying) hours dedicated to certain issues		CMO		Adjust CCAM to include statement about staff capacity
<b>C</b>	PWC efficiencies	○ ○ ○ ○	CMO	X	Consolidation study
<b>D</b>	Budget options with scenarios that include property tax increase		FIN		Part of FY 14 budget process
<b>E</b>	Non-tax paying organizations make contributions		FIN		Take no action. State law governs which organizations pay property taxes.
<b>F</b>	Increase IT funding Efficiencies through IT/Saving \$\$		IT	X	Effectiveness strategy: Increase efficiencies, integrate into consolidation study phase 2, resources
<b>G</b>	Identify staffing needs and develop plans to get there		HRD		Work plan ongoing; integrated into consolidation study
<b>H</b>	Resolve sales tax issue with County		FIN		Work plan ongoing

**City of Fayetteville - Potential Action Items – FY 2013-14**

<b>6.</b> The City of Fayetteville will develop and maintain strong and active community connections. <i>Performance Measures</i>			
	<ol style="list-style-type: none"> <li>1. % calls resolved in appropriate timeframe (1-Fay)</li> <li>2. Citizen engagement (survey results)</li> <li>3. Social media interactions</li> <li>4. Board and commission applicants</li> <li>6. % See Click Fix Work orders processed on time – <i>will begin tracking when implemented</i></li> </ol>		
<b>A</b>	Develop and deliver ongoing coordinated information campaign	<input type="radio"/> CC <input type="radio"/> <input type="radio"/>	X Strategy, tools, software, consolidation. Single Message. Get City story/successes out to public; engagement (ideation)
<b>B</b>	Fully implement See-Click Fix	IT/CC	Work plan ongoing part of 6A
<b>C</b>	Get quality input from citizens which will improve their lives	CMO	Part of 6A- community engagement and also citizen survey ongoing.
<b>D</b>	Lack of partnerships [Develop partnerships]	CMO	X Develop strategy to leverage existing & create new partnerships- collaborative governance approach w/ range of issues: Community issues, economic diversity, education, workforce readiness, youth initiatives and crime strategies.
<b>E</b>	Connect community with various resources available	CC	Part of 6A and also 6D
<b>F</b>	Study circles	HR	Small budget resource for FY14
<b>G</b>	Faster, better relations with County and School Board	CMO	Part of 1A and 6D
<b>H</b>	Outreach to diverse cultures, not just festivals	<input type="radio"/> CC	Part of 1A, 6A and 6D
<b>I</b>	FYP (Fayetteville Young Professionals)	CMO	Not advised to focus on one group, focus on 6D

## CITY COUNCIL ACTION MEMO

**TO:** Mayor and City Council Members  
**FROM:** Kristoff Bauer, Deputy City Manager  
**DATE:** May 6, 2013  
**RE:** **Federal Advocacy Partnership of Memorandum of Understanding**

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**THE QUESTION:**

Federal Advocacy Partnership Memorandum of Understanding

**RELATIONSHIP TO STRATEGIC PLAN:**

This item supports the City's goal of More Efficient City Government which seeks to efficiently invest in the City's programs and future infrastructure, facilities and equipment.

**BACKGROUND:**

The City of Fayetteville, Cumberland County and the Fayetteville Regional Chamber have a federal advocacy partnership that has worked collaboratively through a contracted lobbying firm to pursue federal legislative advocacy and funding assistance for strategic focus areas identified in an annual, collectively established federal agenda.

Federal funding and policy decisions are critical to the growth and strength of our community. In the best interest of their constituents, the partners have prioritized infrastructure, technology and programmatic needs. The combined advocacy efforts protect and preserve essential community assets and resources, allowing Fort Bragg and its surrounding metropolitan and unincorporated areas to thrive.

Recently, the partnership has developed a new Federal Advocacy Partnership Memorandum of Understanding (MOU) to more effectively respond to the new federal funding paradigm, which reflects a change in focus from legislative earmarks to administrative allocation through competitive grants. A copy of the draft MOU is attached for your review and consideration.

**ISSUES:**

N/A

**BUDGET IMPACT:**

**OPTIONS:**

1. Request additional information or clarify interests for the Federal Advocacy Partnership MOU.
2. Direct staff to include the Federal Advocacy Partnership MOU on the May 13, 2013 City Council meeting agenda.

**RECOMMENDED ACTION:**

This is for discussion purposes.

**ATTACHMENTS:**

Draft Federal Advocacy Partnership MOU  
2013 Federal Agenda





City of  
**Fayetteville**  
North Carolina



## DRAFT MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING, entered into this \_\_\_ day of \_\_\_\_\_ 2013, by and between the CITY OF FAYETTEVILLE (“City”), acting by and through its duly elected City Council, the COUNTY OF CUMBERLAND (“County”), acting by and through its duly elected Board of Commissioners and the FAYETTEVILLE REGIONAL CHAMBER (“Chamber”), acting through its Board of Directors, hereinafter “The Partners.”

Whereas, the City, County, and the Chamber have successfully worked collaboratively through a common contractor to pursue federal funding for projects identified each year; and

Whereas, the federal funding system focus has changed from legislative designation to administrative allocation through competitive grants; and

Whereas, due to the importance of military spending to the local economy, federal funding and policy decisions are critical to the growth and strength of the City, County, and Chamber; and

Whereas, The Partners believe that it is in best interest of their respective constituents to collaborate on the pursuit of a federal advocacy agenda and federal designation and grant funding opportunities; and

Whereas, the operating practices and resources of the partnership must be revised to respond effectively to the new federal funding paradigm; and

Whereas, the City, County, and Chamber have partnered to create and support the Economic Development Alliance of Fayetteville and Cumberland County (“Alliance”) for the purpose of serving job creation and development in the region;

NOW THEREFOR; City of Fayetteville, County of Cumberland, and the Fayetteville Regional Chamber agree as follow:

1. Priority areas for advocacy and pursuit of federal grant opportunities include
  - a. Military spending and policy; and
  - b. Transportation and infrastructure spending and policy; and
  - c. Public safety and community quality of life spending and policy; and
  - d. Education and training spending and policy. .

2. The Partners will designate representatives for a coordinating committee that will be responsible for
  - a. Developing Partner legislative advocacy agenda; and
  - b. Responding to legislative issues as they arise; and
  - c. Resource allocation and prioritization ; and
  - d. Coordination and collaboration of federal grant opportunities.
3. Federal Advocacy Agenda:
  - a. Annual Priorities: The Partners will meet annually to establish a federal advocacy agenda that will identify up to ten (10) highest priority position statements to be the focus of their combined advocacy efforts.
  - b. Federal Representation Resource: The Alliance will contract for professional services to assist the Partnership with:
    - i. Development and pursuit of the legislative advocacy agenda focused on policy; and
    - ii. Administrative advocacy in pursuit of grant funding; and
    - iii. Identification, pursuit and advocacy of federal designation opportunities that meet the goals of the established legislative advocacy agenda.The cost of this contract will be divided equally between the Partners.
4. Federal Grant Funding:
  - a. Collaborative Efforts: The Partners will collaborate on seeking and pursuing opportunities for federal grant funding on issues and projects defined in the legislative advocacy agenda. This effort will include developing a unified resource for grant research focused on developing grant opportunities for existing programs and needs of any partner organization, grant writing assistance, and agency advocacy.
  - b. Federal Grant Support Resource: The Alliance will secure resources to research federal grant opportunities which will incorporate support for grant writing and may include contracting, FTE, or a combination thereof. The cost of this resource will be divided between the Partners as agreed by the parties.

THIS MEMORANDUM OF UNDERSTANDING renews automatically on an annual basis until such time that a member of the Partnership provides 60 day advance written notification of cancellation to all parties.

CITY OF FAYETTEVILLE

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ANTHONY G. CHAVONNE, Mayor

CUMBERLAND COUNTY BOARD OF COMMISSIONERS

---

JIMMY KEEFE, Chairman

FAYETTEVILLE REGIONAL CHAMBER

---

MARK RICE, Chairman

DRAFT



## Calendar Year 2013 Federal Legislative Agenda

The City of Fayetteville, Cumberland County, and the Fayetteville Regional Chamber of Commerce have formed a strategic partnership to establish a federal advocacy agenda. Federal funding and policy decisions are critical to the growth and strength of our community. In the best interest of their constituents, the partners have prioritized infrastructure, technology and programmatic needs. The combined advocacy efforts will protect and preserve essential community assets and resources, allowing Fort Bragg and its surrounding metropolitan and unincorporated areas to thrive. Therefore, the partners call upon the advocacy of its Congressional delegation to support their highest priorities.

**HOMELAND SECURITY, EMERGENCY RESPONSE AND PUBLIC SAFETY**      Combating gun violence, gangs, domestic violence and human trafficking are top priorities. Our community operates under constant public safety danger based on the national security agenda, proximity to Fort Bragg, and our central location and accessibility to interstate highways. Interoperability improvements are a must for our community, yet there is no funding to do so. The military security component creates unique challenges in communications between first responders and the military. County public safety agencies, the city police and fire departments are in need of updating radio systems to be P-25 compliant. Additionally, radio interoperability between the city, county and Fort Bragg emergency services is very limited.

**Position:** Invest in our nation's homeland security, public safety and local first responders.

**PRIORITY INITIATIVES**

- Gun Safety
- Technology inter-operability
- Joint Emergency Operations Center
- Anti-Human Trafficking
- Innovative Family Justice Center
- Court programing for domestic violence and sexual assault prevention

**ACTION STEPS**

*Legislative Advocacy:*

- Design language for FY14 Justice Appropriations that gives the Justice Department the flexibility it needs to allow discretionary funding of a competitive grant for public safety technology
- Assist acquisition of communication systems for P-25 compliance between military, first responders, and public safety officers
- Incentivize joint emergency & crisis services; support government modernization
- Fund Homeland Security
- Support anti-human trafficking infrastructure funding; port, highway, and street development to provide effective police response

*Federal Assistance:*

- Smart Policing Initiative
- Project Safe Neighborhoods
- Violence Against Women Act
- Anti-gang initiatives
- Byrne Criminal Justice Innovation program





## Calendar Year 2013 Federal Legislative Agenda

<p><b>VETERANS, HEALTH &amp; HUMAN SERVICES</b></p>	<p>North Carolina has a population of 760,000 veterans. Cumberland County has the third largest population of veterans for any county and ranks first for all categories of disabled veterans, including 100 percent disabled. Fayetteville and Cumberland County are proud to be the home of Fort Bragg, the second largest military installation in the world, and consider it a privilege to serve active-duty military and veterans. Yet the impact on local government, and our health and human services agencies, is significant. Increasingly limited resources are threatening the delivery of health-related and social services for veterans and our military population, who have been at war continuously for 12 years.</p>
<p><b>Position:</b> Advocate for targeted funding and legislation to assist with veterans support services, mental health resources, homelessness, and military workforce development.</p>	
<p><u>PRIORITY INITIATIVES</u></p> <ul style="list-style-type: none"> <li>• Support court innovation programs with emphasis on veterans and mental health needs</li> <li>• Crisis Intervention Training</li> <li>• Emergency shelter &amp; homeless prevention program support</li> <li>• CDBG &amp; HOME: Affordable Housing</li> </ul>	<p><u>ACTION STEPS</u></p> <p><i>Legislative Advocacy:</i></p> <ul style="list-style-type: none"> <li>• Advocate for veterans support services provided by local governments: transportation, mental health, crisis intervention, medical care, transitional housing and counseling, including creating new legislation where needed</li> <li>• Work with national associations and coalitions to protect and sustain HOME and CDBG funding</li> <li>• Support funding for Institute for Museum and Library Services</li> </ul> <p><i>Federal Assistance:</i></p> <ul style="list-style-type: none"> <li>• Veterans Treatment Court, grant application 2013.</li> <li>• Seek capital funding for drop-off center and programmatic support for Crisis Intervention Training</li> <li>• Street Outreach Program</li> <li>• Urban and Non-Urban Homeless Veterans Reintegration</li> <li>• Seek federal funding sources for a dedicated county law enforcement officer to work with homeless</li> </ul>



## Calendar Year 2013 Federal Legislative Agenda

<p><b>TRANSPORTATION, ENVIRONMENT &amp; INFRASTRUCTURE</b></p>	<p>Fayetteville's infrastructure network is vital to our community's safety, connectivity, economic development and growth. As local governments respond to fiscal challenges and existing infrastructure ages and lags behind growth, federal support is critical. Public transit is a Smart Growth environmental priority for the region. Fayetteville's public transit system has experienced an increase in public transit use of 80 percent since 2008. Airport funding must be protected and expanded as our military and business sectors greatly rely on the services provided by Fayetteville Regional Airport and are invested in the future growth of these services. It is imperative that we preserve our natural resources, and green spaces to create beautiful, walkable communities. Fayetteville's parks and recreation facilities lag behind the national standard and struggle to provide quality of life programs for all its citizens, including the military families our community supports.</p>
<p><b>Position:</b> Advocate for the authorization of a well-funded, long-term, comprehensive surface transportation program. Advocate for enhanced congressional support for urban design, air quality improvement, traffic calming, street widening, and pedestrian safety improvements on roadways and corridor projects that will promote business development and necessary military transit. Advocate for infrastructure funding to accelerate job growth, assist communities with declining infrastructure, including capital projects for Parks and Recreation facilities.</p>	
<p><b>PRIORITY INITIATIVES</b></p> <ul style="list-style-type: none"> <li>• Protection of public transit system formula funding</li> <li>• Expanding public transportation programs (rural, startups, etc)</li> <li>• Protection and expansion of airport funding</li> <li>• Expansion of roadways and utilities for business development</li> <li>• I-295 accelerated schedule</li> <li>• Environmental protection</li> <li>• Community gateway and transportation corridor beautification funding</li> <li>• Capital funding for maintenance, upgrades and additional facilities</li> </ul>	<p><b>ACTION STEPS</b></p> <p><i>Legislative Advocacy:</i></p> <ul style="list-style-type: none"> <li>• Draft FAST amendments for surface transportation (MAP-21)</li> <li>• Advocate for comprehensive regional master plan development funding</li> <li>• Engage in planning process to prepare for smart communities/smart growth strategies, funding and implementation</li> <li>• Support expanded authority in Water Resources Development Act under Section 219(f) for water and sewer upgrades and remove appropriation restrictions on Corps new starts</li> <li>• Support the Community Parks Revitalization Act and innovative financing of park and recreational infrastructure</li> </ul> <p><i>Federal Assistance:</i></p> <ul style="list-style-type: none"> <li>• Seek funding for traffic safety study</li> <li>• Help public transit system maximize federal resources</li> <li>• Help Fayetteville Area Metropolitan Planning Organization maximize federal resources</li> <li>• Seek funding to study I-95 corridor improvements</li> <li>• Explore ways to help NCDOT fund an accelerated construction schedule for the Fayetteville-Cumberland County I-295 Outer Loop</li> <li>• Seek grants to fund parks and recreational facilities</li> </ul>



## Calendar Year 2013 Federal Legislative Agenda

<b>ECONOMIC &amp; WORKFORCE DEVELOPMENT</b>	<p>Economic and talent development, in light of sequestration, creates an urgent need for industry diversification in Cumberland County. We are seeking ways to support business growth and new industry development to combat the county's high unemployment rate. Additionally, attempts to attract large industry to the area have brought to light an infrastructure deficit. Economic development initiatives would benefit greatly from the purchase and development of a mega site.</p>
<p><b>Position:</b> Advocate for additional legislative attention to promote small business development, assist the growth of the local food economy, and workforce innovation grant funding for internships/ work-based learning in high growth fields to support veteran employment and skilled workforce for businesses.</p>	
<p><u>PRIORITY INITIATIVES</u></p> <ul style="list-style-type: none"> <li>• Foreign Direct Investment attraction</li> <li>• Mega site</li> <li>• Workforce training initiatives and hiring incentives</li> <li>• Farmers markets</li> <li>• Wounded Warrior employment assistance</li> <li>• Murchison Road Corridor Development</li> </ul>	<p><u>ACTION STEPS</u></p> <p><i>Legislative Advocacy:</i></p> <ul style="list-style-type: none"> <li>• Support funding for U.S. Department of Labor Workforce Innovation Grant programs and High Growth Job Development Initiatives, as well as funding for work-based experiential learning, internships/ externships, apprenticeships, youth work programs and business hiring incentives for veterans and ex-offenders</li> <li>• Support funding for workforce development programs for veterans, military families and wounded warriors</li> <li>• Support Veterans Administration and Small Business Administration programs that provide small business loans</li> </ul> <p><i>Federal Assistance:</i></p> <ul style="list-style-type: none"> <li>• Seek funding for mega site infrastructure development funding</li> <li>• U.S. Economic Development Administration Public Works and Economic Adjustment Assistance Programs</li> <li>• U.S. Department of Agriculture's Farmers Market Promotion Program</li> <li>• Seek funding and leverage partnerships in an effort to promote economic development along the Murchison Road corridor</li> </ul>
<b>LOCAL GOVERNMENT SUSTAINABILITY</b>	<p>Congressional support of fiscal tools that help ensure financial sustainability for local governments.</p>
<p><u>INITIATIVES</u></p> <ul style="list-style-type: none"> <li>• Online Sales Tax</li> <li>• Municipal Bonds</li> <li>• Impact Aid</li> </ul>	<p><u>ACTION STEPS</u></p> <ul style="list-style-type: none"> <li>• Support legislation that allows local governments to collect sales taxes from online sales</li> <li>• Oppose increasing costs of issuing municipal bonds</li> <li>• Oppose cuts to Impact Aid and support legislation that assists with school construction projects</li> </ul>

**CITY COUNCIL ACTION MEMO**

**TO:** Mayor and City Council  
**FROM:** Kristoff Bauer, Deputy City Manager  
**DATE:** May 6, 2013  
**RE:** **Hire Fayetteville First Update**

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**THE QUESTION:**

Are the efforts undertaken by staff in response to Council discussion consistent with Council's policy interests.

**RELATIONSHIP TO STRATEGIC PLAN:**

**BACKGROUND:**

The City Council has taken three official actions in relation to this policy objective:

1. In July, 2012, the Council adopted Policy 135.02
2. In November, 2012, a budget amendment to support the cost of disparity study as discussed in that policy was not approved by Council.
3. In February, 2013, Council passed a motion including eight points of implementation.

**ISSUES:**

Staff has worked to develop a Hire Fayetteville First work plan from the discussion and direction provided by Council. That work plan and the assumptions underlying the tactics identified is described in the March 13, 2013 attached.

**BUDGET IMPACT:**

A fundamental assumption of the current work plan is that implementing strategies should rely solely on existing resources.

**OPTIONS:**

This item is for discussion purposes.

**RECOMMENDED ACTION:**

This item is for discussion purposes.

**ATTACHMENTS:**

Policy 135.02  
HFF 8 Points  
Update Memorandum



<b>SUBJECT – CITY COUNCIL Hire Fayetteville First Jobs Creation Policy</b>	<b>Number 135.2</b>	<b>Revised</b>	<b>Effective Date 7-09-12</b>	<b>Page 1 of 1</b>
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In an effort to promote economic opportunity for Fayetteville/Cumberland County businesses and to support job creation in the City of Fayetteville, it is the policy of the City of Fayetteville and the City’s Public Works Commission (collectively, the “City”) to use the City’s spending powers in a manner that promotes fiscal responsibility and maximizes the effectiveness of local tax dollars by ensuring that City spending for goods and services provides business opportunity to businesses having a principal place of business within Fayetteville/Cumberland County, and Historically Underutilized Businesses (HUBs) as defined in N.C. General Statutes 143-48.4, and 143-128.4 (a), and (b), as measures to support the local economy.

To implement the policy, the City does hereby do the following:

- City seeks to establish goals in the future contingent upon a disparity study for all City departments for local and HUB business participation relating to procurement of all goods and services in the following categories:
  - locally owned businesses
  - women owned businesses
  - minority owned businesses
  - disabled and disadvantaged owned businesses
  - veteran owned businesses

## **Hire Fayetteville First**

Council Action February 11, 2013

- MOTION: Mayor Pro Tem Arp moved that the City Council should direct the implementation of the following steps of Fayetteville First to create a business environment that increases the percentage of local government expenditures to local businesses and facilitates the creation of jobs in the local economy:
1. Any and all actions they take should be to the benefit of all local businesses interested in pursuing City contracts (including PWC) without regard to size or socio-economic status.
  2. No actions should be taken that duplicate existing assistance offered by the SBA or other entities that provide assistance to businesses.
  3. The City can take immediate measures that will ensure all businesses have visibility on the acquisition and source selection process used for Request for Quotes (RFQs) and Request for Proposals (RFPs) at no additional cost to the City.
  4. All opportunities (RFQs and RFPs) shall be posted to include contracting and business opportunities on the City and PWC web site.
  5. A system shall be established to record and track City and PWC expenditures to various local businesses on a go-forward basis effective with purchases made March 1, 2013, and after.
  6. The tracking systems should be based on the North American Industry Classification System (NAICS), the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy (so as to not create a redundant process or system).
  7. City and PWC staff shall implement usage of "Matchforce" as a means of notification to registered vendors (each vendor self registers on Matchforce) by:
    - a. Entering all future solicitations (when appropriate in the acquisition process). This includes Request for Information (RFI), Request for Quotes (RFQs), and Request for Proposals (RFPs).
    - b. Directing Chamber, CEED, FBPL, etc., to promote to their members to register.
    - c. City/PWC Purchasing Agents review business profile to identify local business respondents.
    - d. City/PWC Purchasing Agents query the local business database to identify local vendors providing the goods and services they are looking for.
  8. Measures should be implemented immediately by the staff that provide the following:
    - a. Support Chamber of Commerce's "Buy Local" Promotional Campaign by providing links from City web site to Chamber web site with program details; include "Buy Local" on City correspondence; promote on Kaleidoscope; and consider banners.
    - b. Co-sponsor CEED's training classes on "Doing Business with Local Government."
    - c. Co-sponsor, with CEED and other economic development organizations, a Local Business Expo that provides training opportunities and dissemination of City and PWC contracting opportunities for local business. (Contracting/Purchasing Fair.)



## City Manager's Office

**To:** Mayor & City Council

**CC:** Theodore Voorhees, City Manager  
Karen McDonald, City Attorney  
Steve Blanchard, CEO/General Manager PWC

**From:** Kristoff Bauer, Deputy City Manager

**Date:** April 29, 2013

**Re:** Hire Fayetteville First

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With the Council's most recent action on February 11<sup>th</sup>, staff transitioned implementation to PWC purchasing as the City's contract purchasing function. While staff is working to move forward on implementation as effectively as possible, that effort has been challenged by incomplete and, at times, inconsistent policy direction. I will provide a summary of actions, and current and proposed practices that we believe are responsive to Council's direction. I will then describe uncertainties that have and will continue to effect implementation.

### **Update:**

**Prior to Feb. 11<sup>th</sup>**, staff had proposed a definition of "Local" in service of Policy 135.02, created a vendor registration form consistent with that policy and the proposed "Local" definition, placed that form on the PWC Purchasing web page (which is linked to the City's page), and developed a system for using those forms to update the City and PWC vendor databases. We have not launched a vendor registration campaign for reasons I will discuss in the next section.

We also had evaluated three software packages for the purpose of tracking purchasing activity. This included AIT's GOVTide product, which is in development, and two other software products developed by national vendors, in use in several communities, and recommended by a number of the consultants staff had previously contacted in research of the disparity study issue. This research, performed by City IT staff, has been transmitted to PWC Purchasing as background for their efforts. It should be noted, however, that no resources have been appropriated/authorized for the acquisition of a new application or purchasing system.

**Based on the Feb. 11<sup>th</sup> Council action**, staff performed an individual analysis of the eight tactics identified by Council. The following is a summary of that analysis:

<b>Directed Tactic</b>	<b>Analysis</b>
1. Any and all actions we take should be to the benefit of ALL local businesses interested in pursuing City Contracts (includes PWC) without regard to size or socio-economic status.	No Action Required
2. No actions should be taken that duplicate existing assistance offered by the SBA or other entities that provide assistance to businesses.	No Action Required
3. The City can take immediate measures that will ensure all businesses have visibility on the acquisition and source selection process used for Request for Quotes (RFQs) and Request for Proposals (RFP) at no additional cost to the City.	<p><u>Current Practices:</u></p> <p>Purchasing staff uses previous purchase history, internet searches by manufacturer, etc., yellow pages and bidders lists that have been developed over time, in order to identify potential sources of supply for needed items or services.</p> <p>NCGS currently require competitive bids for the purchase of materials, apparatus or supplies and construction/repair projects as follows:</p> <p><b>Purchases</b></p> <p>\$30,000 - \$89,999      informal bids – no advertisement required</p> <p>\$90,000 and above      formal advertisement and sealed bids required</p> <p><b>Construction or Repair</b></p> <p>\$30,000 - \$499,999      informal bids – no advertisement required</p> <p>\$500,000 and above      formal advertisement and sealed bids required</p> <p>Purchasing’s current practice as far as advertisement is to post a notice on PWC’s website for purchases in the amount of \$90,000 or more and construction and repair projects \$100,000 or more. <i>The City’s website has a link that automatically takes potential bidders to PWC’s web page where current bid opportunities are displayed.</i></p> <p>For purchases or construction/repair projects in the formal range, the NCGS require an advertisement be placed once, at least (7) days in advance of the bid opening, in a newspaper having general circulation in the area of the unit of government. The NCGS also allow electronic advertisement of bids in addition to, or in lieu of advertisement in a newspaper. Local government entities may</p>



	<p>utilize electronic advertisement as the sole means of advertisement upon approval of a resolution by the governing board. PWC and the City approved such a resolution in 2005. The main means of advertisement of bids since 2005 is the PWC website. Some funding agencies (FTA, FAA, federal grants, etc) require publication in the newspaper and Purchasing complies with those requirements as necessary.</p> <p>Construction or repair projects in the amount of \$300,000 or more are also advertised in Greater Diversity News (a minority newspaper based in Wilmington) due to the DBE requirements for projects \$300,000 or more.</p> <p>Plans and specifications for construction and repair projects are also routinely forwarded to the HCAC, AGCC, and the CRIC plan rooms. Contractors have access to the plans and specifications by logging on to the websites of these organizations or by visiting the respective plan room.</p> <p>In addition to posting a notice on PWC’s website, Purchasing sends a “Notice of Bid Opportunity” to the following organizations: NAACP, NAWIC, NCIMED, CRIC, FPBL, SBTDC, FTCC Small Business Center, FCCCC, HCAC and the Airport Minority Advisory Council.</p> <p>In today’s purchasing environment, web-based bid services scan governmental websites for bid opportunities and then notify members/subscribers of those bid opportunities. PWC purchasing is contacted regularly by vendors and/or contractors who have learned of bid opportunities through these on-line bid services. Such bid services include Onvia, Bid Ocean, Construction Journal, etc.</p> <p><u>Revision:</u></p> <p>Purchasing added CEED to the list of organizations receiving a “Notice of Bid Opportunity.”</p>
<p>4. All opportunities (RFQs and RFPs) shall be posted to include contracting and business opportunities on the City and PWC web site.</p>	<p><u>Current Practices:</u></p> <p>See above.</p> <p><u>Revision:</u></p> <p>Staff is developing an implementing operational policy for consideration that will include:</p> <p>Requests for bids for the purchase of apparatus, materials and supplies and construction or repair work in the amount of \$30,000 or greater would be posted to the PWC website for a minimum of five (5) days.</p> <p>Purchasing activity below \$30,000, of commodities purchased on a spot market (e.g. fuel), emergency acquisitions, and approved single source acquisitions will be excluded from this process.</p>

	<p>City staff is in the process of reviewing the existing references on the City’s website and will correct the links so that they all point to PWC’s page and more clearly refer to “Hire Fayetteville First.”</p>
<p>5. A system shall be established to record and track City and PWC expenditures to various local businesses on a go-forward basis effective with purchases made 03/01/2013 and after.</p>	<p><u>Current Practice:</u></p> <p><b>(no funding was appropriated to implement this tactic)</b>Purchasing can currently report on City and PWC expenditures by zip code. It is known that this will not produce information in strict conformance with the proposed “Local” definition as there are known discrepancies between business address and payment addresses in the existing vendor database. A report of this kind can be produced and would provide an approximation of local purchasing activity that is more informative than previously produced.</p> <p>If Council would like to see this report, it can be produced monthly, or at other intervals as desired by the Commission or Council.</p> <p><u>Revision:</u></p> <p>Purchasing is consolidating the existing vendor lists from both organizations and will mail out postcard to these vendors directing them to the PWC webpage in order to complete a Vendor Registration Form. This will allow each vendor to self-report their status(s), i.e. local, minority, veteran, etc. and allow future reports to be sorted based on this information.<b>(no funding has been allocated for this effort)</b></p> <p>All vendors will have to complete a registration form for future purchasing activity. City and PWC communications staffs will brainstorm on publicity regarding this effort, <b>but no funding has been allocated for advertising or a campaign of this kind.</b></p> <p><i>Limitations of this strategy include:</i></p> <ul style="list-style-type: none"> <li>- Reliant on self-reported data</li> <li>- No tracking of vendor characteristic changes</li> <li>- No tracking of unsuccessful vendors</li> </ul> <p>It is, however, low cost.</p>
<p>6. The tracking system should be based on the North American Industry Classification System (NAICS), the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy (so as to not create a redundant process or system).</p>	<p><u>Current Practice:</u></p> <p>This information is not collected.</p> <p><u>Revision:</u></p> <p>PWC will be transitioning to Oracle EBS in July and the City is upgrading its JDE financial system on a similar timeframe. Both systems will have the capacity to record a single NAICS or similar code for each vendor, but staff has not been able to identify a benefit of doing so. This tactic needs further discussion.</p>

<p>7. City and PWC staff shall implement usage of “Matchforce” as a means of notification to registered vendors (each vendor self-registers on Matchforce) by:</p> <ul style="list-style-type: none"> <li>(a) Entering all future solicitations (when appropriate in the acquisition process). This includes Request for Information (RFI), Request for Quotes (RFQs) and Request for Proposals (RFPs).</li> <li>(b) Directing Chamber, CEED, FBPL, etc., to promote to their members to register.</li> <li>(c) City/PWC Purchasing Agents query the local business database to identify local vendors providing the goods and services they are looking for.</li> </ul>	<p><u>Current Practice:</u></p> <p>Purchasing Staff established a Matchforce profile in November 2012, but this process is not currently followed.</p> <p><u>Revision:</u></p> <p>Staff recommends, and is including in the proposed implementing operational policy, that Matchforce be used for solicitations in excess of \$30,000 consistent with Tactic 4 above. Purchasing will identify NAICS codes applicable to the solicitations being made and use that information to query the Matchforce database for vendors who may be interested. The City and PWC will make the organizations identified in (b) aware of the new process upon approval and implementation thereof.</p>
<p>8. Measures should be implemented immediately by the Staff that provide the following:</p> <ul style="list-style-type: none"> <li>(a) Support Chamber of Commerce’s “Buy Local” Promotional Campaign by providing links from City web sites to Chamber web site with program details; include “Buy Local” on City correspondence; promote on Kaleidoscope; and consider banners.</li> <li>(b) Co-sponsor CEED’s training classes on “Doing Business with Local Government.”</li> <li>(c) Co-sponsor, with CEED and other economic development organizations, a Local Business Expo that provides training opportunities and dissemination of City and PWC contracting opportunities for local business. (Contracting/Purchasing Fair.)</li> </ul>	<p><u>Current Practice:</u></p> <p>Purchasing is active in hosting seminars and workshops with CRIC and NCDOT. In addition, Purchasing’s DBE Compliance Officer attends and often serves as a guest speaker at seminars, workshops and purchasing fairs sponsored by FTCC, CRIC and NCDOT. The DBE Compliance Officer provides information to attendees of the seminars and workshops on “How to Do Business with the City and PWC”, as well as information on becoming certified through NCHUB’s statewide certification and NCDOT’s UCP certification program.</p> <p><u>Revision:</u></p> <ul style="list-style-type: none"> <li>(a) COF and PWC communications will address this promotional campaign as best they can’t in the absence of a funding allocation for this purpose.</li> <li>(b) Purchasing’s DBE Compliance Officer will contact CEED in order to determine what measures need to be taken to accomplish this initiative. The City executes an annual grant to CEED and will look at that contract to see if the scope of work should be revised.</li> <li>(c) PWC’s DBE Compliance Officer will contact CEED to determine additional opportunities to partner or sponsor specific CEED workshops or purchasing/contracting fairs. Additionally, the DBE Officer will investigate opportunities for workshop and seminar sponsorship or hosting through the North Carolina MWBE Coordinator’s Network</li> </ul>

## **Policy Direction:**

There has been some criticism of staff's response to Council's interests in this area. Discussion regarding expectations and outcomes has not followed the traditional path through Council deliberation to clear direction and on to staff implementation. To make any progress, assumptions will have to be made and resources diverted to the efforts discussed above.

### Ambiguities:

- Policy 135.02: Council has never acted to include a definition of "Local" in this policy or to formally approve the definitions for other categories proposed by staff from other sources.
- Policy 135.02: The policy directs staff to establish goals for the identified vendor characteristics based upon the completion of a disparity study, but has disapproved the funding for that study.
- Policy 135.02: The policy identifies several vendor characteristics, but the subsequent Council discussion focuses almost exclusively on "Local" businesses.
- 8-Points: This direction was not articulated as a Council policy. It was a detailed motion made in substitute for a motion regarding the disparity study. It is unclear how these tactics fit with Policy 135.02.
- 8-Points: These tactics seem to focus on "Local" business promotion. What is expected regarding the other business characteristics included in 135.02?
- 8-Points: The scope of transactions expected to be tracked is not clear. Staff believes that posting and tracking every expenditure, regardless of its magnitude, would be well outside what can be accomplished with existing resources. This is not to imply that we don't track every public dollar spent, we do, but we don't post every transaction. We also use procurement card systems that don't result in detailed vendor data on every transaction in our systems.
- 8-Points: There needs to be more discussion regarding the purpose of using the NAICS code system. While it is possible to associate a single NAICS code with each vendor, staff has not been able to ascertain how this could be consistently used for reporting purposes.
- Resources: This effort was not included in the City's FY 13 work plan and has already diverted significant resources from projects included in that plan. Council discussion and direction has at times included phrases like "at no additional cost to the City," but also includes activities that require resources to implement even at the most basic level. The City currently contracts with its utilities for purchasing services. This reduces the flexibility to divert those resources to new priorities. Simply; it is unclear what level of effort is expected.

### Assumptions(These are the assumptions implicit in the update provided above):

- The "Local" definition produced by staff is appropriate (this definition is built into the vendor registration process and absence of clarity has delayed implementation of that effort).
- Reliance on self-reporting from vendors without validation is acceptable.
- Diversion of Purchasing and City and Utility Communications staffs to this effort is appropriate.
- Focusing on expenditures in excess of \$30,000 is sufficient.
- Using the NAICS code system may not be the best way of satisfying Council's interest in improved purchasing information and will not be used initially.
- It is no longer the Council's interest that staff establish acquisition goals based upon a disparity study.



**CITY COUNCIL ACTION MEMO**

**TO:** Mayor and City Council Members  
**FROM:** Pamela J. Megil, City Clerk  
**DATE:** May 6, 2013  
**RE:** **City Council Request(s): (In Order of Receipt Date).**  
**(a) Mayor Pro Tem Arp - Peddler's Licensure Requirement**

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**THE QUESTION:**

As stated on attached City Council Agenda Item Request Form(s)

**RELATIONSHIP TO STRATEGIC PLAN:**

As stated on attached City Council Agenda Item Request Form (s)

**BACKGROUND:**

N/A

**ISSUES:**

N/A

**BUDGET IMPACT:**

N/A

**OPTIONS:**

N/A

**RECOMMENDED ACTION:**

This item is for discussion.

**ATTACHMENTS:**

Agenda Item Request - MPT Arp 050613

**City Council Agenda  
Item Request**

Date of Request: April 29, 2013

Name of Requester: Jim Arp

Agenda Item Title: Peddler's Licensure Requirement

**What do you want to accomplish with this item?**

Review Requirements for Licensure of Small Business that conduct door-to-door sales (Peddler's License Requirement).

**How does this item connect to the City's Strategic Plan?**

Goal 1: Greater Tax Base Diversity - Strong Local Economy

**Comments:**

A local businessman contacted me regarding the City's requirement that business conducting door-to-door sales have a Peddler's License. His complaint is that small business are required to have their employees go to City Hall every quarter to apply for and pay for their license. The impact to small business is employees lose worktime and employers lose work time and incur cost associated with the associated loss of work time. He simply requested that the City consider changing the frequency to an annual requirement.