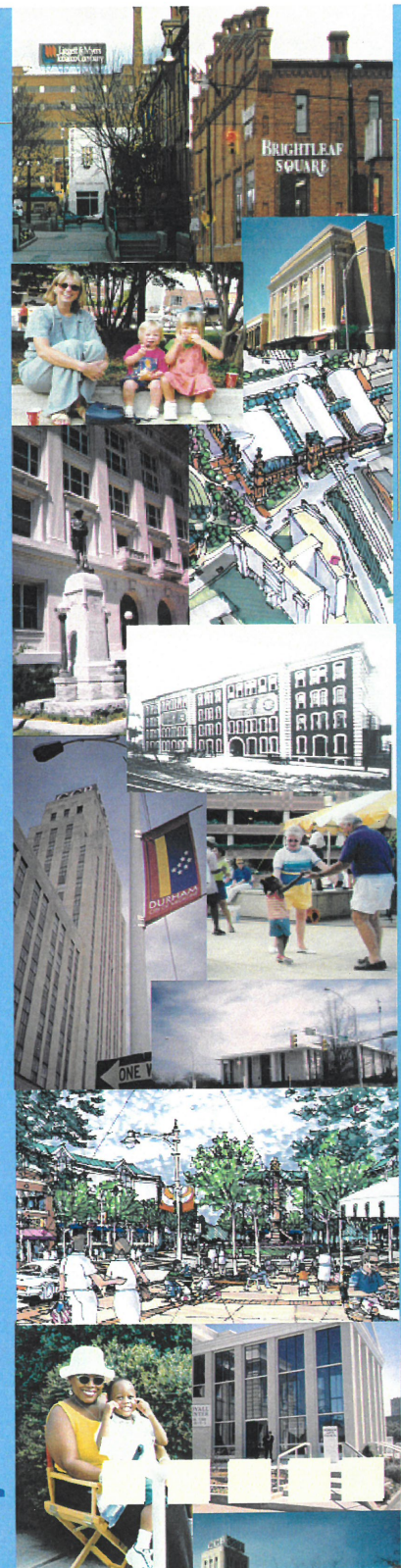


## Do

## Master Plan



## 2000 Downtown Durh





# Table of Contents

<b>Acknowledgements</b>	<b>4</b>
<b>Chapter 1: Executive Summary</b>	<b>6</b>
<b>Chapter 2: Historic Overview</b>	<b>14</b>
■ Early History	
■ Durham in the 20th Century	
■ Downtown Revitalization Efforts	
<b>Chapter 3: Public Involvement</b>	<b>24</b>
■ The Community Speaks Out	
<b>Chapter 4: Existing Conditions</b>	<b>32</b>
■ Existing Land Use Mix	
■ Major Downtown Elements	
■ Circulation and Parking	
■ Other Downtown Dynamics	
<b>Chapter 5: Market Dynamics</b>	<b>46</b>
■ Market Study	
■ Key Market Analysis Findings	



**Chapter 6: Development Framework 54**

- Building the Vision
- Key Objectives
- The Framework Plan
- Framework Elements
- Physical Framework Components
- Public Improvements
- Organizational Framework Components
- Summary

**Chapter 7: Major Development Components 94**

- Development Trends
- Civic and Arts District (CAD)
- City Center
- County Expansion
- Development Bridge

**Chapter 8: Support Development 118**

- Additional Development

**Chapter 9: Implementation 124**

- Introduction
- Context for Public Investment
- Organizing for Success
- Other Implementation Tools
- First Steps

---

*“If cities were built by the sound of music, then some edifices would appear to be constructed by grave, solemn tunes—others to have danced forth to light, fantastic airs.”*

*- Nathaniel Hawthorne*

---



# Acknowledgements

## Durham *from City of the New South*

### City of Durham

Honorable Nick Tennyson  
Mayor, City of Durham

P. Lamont Ewell  
City Manager

Norm Standerfer  
Planning Director

Dick Hails  
Acting Planning Director

Bonnie Estes  
Asst. Director, Strategic Planning

Ted Abernathy  
Manager Economic and Employment  
Development

Stephen Cruse  
Senior Planner

### Durham County

Carolyn Titus  
Interim County Manager

David Thompson  
County Manager

### Durham City Council

Honorable Pamela L. Blyth  
Honorable Cynthia D. Brown  
Honorable Brenda B. Burnette  
Honorable Howard Clement III  
Honorable Tyrone Cox  
Honorable Virginia Engelhard  
Honorable Kimball Griffin  
Honorable Mary D. Jacobs  
Honorable Angela V. Langley  
Honorable Erick W. Larson II  
Honorable Floyd B. McKissick, Jr.  
Honorable Paul Miller

Elected 1999

Honorable Lewis A. Cheek  
Honorable Tamra Edwards  
Honorable Dan Hill III  
Honorable Thomas A. Stith III  
Honorable Jacqueline D. Wagstaff

### Blue Ribbon Committee

Mary Ann Black  
Durham Co. Board of Commissioners  
Ernest C. Roessler  
Central Carolina Bank



Julius Chambers  
Chancellor, NCCU  
James G. Goodmon  
Capitol Broadcasting Co.  
Martin Eakes  
Self-Help  
Terry Sanford, Jr.  
SEHED Development Corp.  
Julia Taylor  
Mechanics and Farmers Bank  
Phail Wynn  
Durham Technical Comm. College  
Stick Williams  
Duke Power Company  
Tallman Trask  
Duke University  
William Shore  
Glaxo Wellcome  
Bert Collins  
NC Mutual Life  
David Thompson  
County Manager  
Lenora Smith  
Alice Sharpe  
Julia Borbely-Brown

### Business Advisory Committee

Richard Morgan  
Morgan Imports & Peabody Place  
Curt Eshelman  
Durham Central Park  
Bill Kalkhof  
Downtown Durham, Inc.  
David Byrd  
YMCA of Greater Durham

Michael Hill  
Capitol Broadcasting Co.  
Lee Ventura, co-chair  
Indra Group  
Todd Zapolski, co-chair  
Zapolski Rudd, LLC  
John Peter Barie  
DS Atlantic Architects & Engineers  
Tom White  
Durham Chamber of Commerce  
Denise Hester  
Durham Busienss & Professional Chain  
E'Vonne Coleman  
Durham Arts Council  
Valle Jones  
Indra Group  
Constance Stancil  
Hayti Development Corp.  
Ed Stewart  
UDI  
Reyn Bowman  
Durham Convention & Visitors Bureau  
Henry Scherich  
Measurement Inc.  
Steve Martin  
The Carolina Theatre  
Carl Webb  
Webb Patterson Communication, Inc

### Consultant Team

Development Concepts, Inc.  
HNTB, North Carolina P.C.  
Haden-Stanziale, P.A.  
The Freelon Group, Inc.

*"An environment that cannot be changed invites its own destruction. We prefer a world that can be modified progressively against a background of valued remains, a world in which one can leave a personal mark alongside the marks of history."*

*- Kevin Lynch*



# CHAPTER 1

**Durham**

*from City of the New South*

## Executive Summary

*“Make no little plans, they have no magic to stir men’s blood.”*

*- Daniel Hudson Burnham*



## Executive Summary

Durham, North Carolina is blessed with a storied past and a dynamic presence. Whether in its establishment of the first tobacco-processing facility in 1858 or its present-day development of a world renowned research and business park, Durham is a community that knows how to court change and take advantage of new opportunities. In the past the Durham community has understood the economic and social trends which facilitated the creation of a strong tobacco manufacturing presence, the development of an outstanding university and college educational system, and an important foothold in the high technology or knowledge-based industry.

The ***Downtown Durham Master Plan*** strives to emulate that community spirit in outlining a future for Downtown. Present-day Downtown Durham no longer reflects the Downtown Durham of yesteryear. Many retail shops are gone, Black Wall Street is a shadow of its former self, and financial institutions and businesses have moved elsewhere. The new Downtown Durham has yet to hit full stride. But make no mistake about it, Downtown is alive and well. There are many positive changes taking place thanks to outstanding leadership and a supportive community. The Civic Center and Carolina Theatre welcome thousands of visitors to Downtown on a weekly basis. The Durham Bulls Athletic Park hosts more than one half million fans annually for Durham Bulls baseball games. Plans for Central Park have gone from one man's dream to a community vision. Brightleaf Square is the place to be for everyone within the three-county area. The list of successes goes on and continues to grow.





# Durham

*from City of the New South*

## Market Findings

- Population is growing in and around Downtown
- Median income level of Downtown residents is growing significantly
- Strong market potential exists within Downtown for restaurants and entertainment venues
- Annual projected office demand is estimated at 50,000 to 74,000 square feet
- Additional hotel is needed for Civic Center to expand

## Development Findings

- Downtown is not commercial center of community
- Several new mixed-use projects have been developed or are projected in Downtown
- Investment trend in Downtown is on the rise
- Current Downtown circulation network is a development impediment
- 'Loop' perceived as a major barrier in linking Downtown components
- More on-street and off-street parking is needed
- Main Street is not fully functional as a one-way street
- County government is a potential major investor in Downtown
- Regional rail system will stimulate new development opportunities

It is within this context of change that the Master Plan process was born. The question of how the Durham community can harness these incremental changes, and forge them into a Downtown that is "everyone's neighborhood"-- a place to work, live, and play-- was eagerly raised by Downtown stakeholders and the community at large. . . a Downtown with warmth and the ability to be a unique one-of-a-kind experience. . . a Downtown that sees the future and understands how to take advantage of it.

The community embarked on a master planning process in March of 1999 with the assistance of a consulting team and staff from the City of Durham. The team was given seven goals to guide its thinking as it engaged the community:

- establish Downtown as a pivotal activity center in the region;
- promote a vibrant, compatible and well-connected mix of uses;
- make Downtown more pedestrian, bicycle and overall transportation friendly;
- market and establish incentives for Downtown development;
- highlight Durham's wealth of historic architecture;
- allow flexibility to accommodate future change; and
- identify program costs and potential funding mechanisms.

In summary, initiatives outlined in the Master Plan hope to:

***Establish Downtown Durham as a regional destination where commercial, office, residential, cultural, and institutional uses coexist promoting new economic activity and creating an exciting, vibrant, attractive and safe environment.***

The study area bound by NC 147 on the south, Dillard Street on the east, Seminary and Geer Streets on the north, and Duke Street and Buchanan Boulevard on the west (see *Desired Framework Plan* on page 10) was the focus of the planning process. Public input was solicited from the Downtown community, neighborhood residents, businesses, visitors, as well as county residents that may not be frequent visitors to Downtown. A community open house was held to receive public opinion on issues ranging from traffic circulation to building and streetscape design. The consulting team also worked with several committees representing a cross section of the community as it progressed with development and program concepts that needed community input and refinement.



In addition to the public involvement, the master planning process evaluated the existing market and development conditions influencing the Downtown area. As a result of this effort, a better understanding of Downtown's economic potential was realized. A summary of the findings is shown on the previous page.

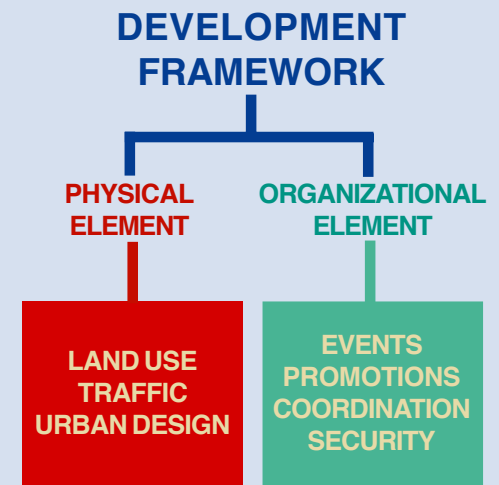
Despite recent successes, there are critical components that must be addressed if Downtown is going to become a significant regional destination. Surrounding neighborhoods, particularly those to the east, have traditionally felt divided from Downtown. The 'loop' has served to isolate the core area from the rest of the community, and many believe it is a deterrent to new investment and activity Downtown. The entire circulation system must also be addressed to further stimulate activity and enhance the overall environment.

The *Downtown Durham Master Plan* addresses several key components, including market trends, urban design elements, infrastructure and transportation conditions, real estate development opportunities, programming, and marketing. If Downtown Durham is going to become a full-service Downtown that appeals to a broad spectrum of "customers," all of these components must be carefully crafted to create an interactive and dynamic urban fabric.

To organize these diverse elements, a *Development Framework* was created that consists of two primary components: **physical elements** that include land use, traffic and urban design improvements; and **organizational elements** that include events, promotions, coordination and security recommendations.

The proposed physical framework for Downtown is summarized in the *Desired Framework Plan* on the following page and is characterized by:

- A revitalized Main Street that accommodates two-way traffic and functions as an entertainment corridor. Main Street shall serve as the spine to which other activity districts are linked.
- A north/south connector that includes a realigned Blackwell/Corcoran/Foster street corridor serving not only as a major thoroughfare, but also as a principal pedestrian spine in Downtown.





# Durham

*from City of the New South*



*Desired Framework Plan*

- The 'crossroads' of the two major thoroughfares, and the heart of Downtown, is the City Center, which serves as a traditional Downtown focal point with a concentration of pedestrian-oriented amenities and the most dense assemblage of historic architectural resources. The City Center provides not only new private development opportunities, but also the potential for public open space.
- A newly created Civic and Arts District (CAD) that better links the Brightleaf District with the City Center and other areas to the south. The CAD would include opportunities for new hotel space along with an enhanced arts presence at the reconfigured intersection of Main Street and Chapel Hill Street.
- Improvements to the south end to more strongly link it to the core area. The railroad tracks and grade change, which currently serve as a barrier, provide an opportunity to link areas rather than separate them.
- A newly created mixed-use entertainment district at the site of the former American Tobacco Warehouse adjacent to the Durham Bulls Athletic Park on the south side of Downtown.
- A reconfigured 'loop' allows for two-way traffic and is significantly altered to improve connectivity between districts, overall circulation and development potential.
- Major new gateway opportunities at key intersections in all directions.
- An expanded Durham Central Park on the north side of Downtown that extends further west and southeast to more strongly connect adjacent residential neighborhoods and enhance opportunities for new residential development.
- Stronger emphasis on preserving and enhancing outlying residential neighborhoods to make them integral parts of the Downtown community.



The *Desired Framework Plan* also incorporates and responds to a number of significant development trends occurring in Durham. In order to most effectively capitalize on past investment and to fulfill the principles inherent within the framework, four distinct, but interrelated, *Major Development Components* were identified. These development components are critical steps in the achievement of the goals of the plan because they respond to and capitalize upon development trends, serve as activated links between established activity centers, and can serve as significant catalysts for additional development activity. If appropriately implemented, they will also:

- Reinforce a compatible mix of uses,
- Increase density and activity,
- Create pedestrian-friendly spaces, buildings and streetscapes,
- Create well-defined “centers” of activity,
- Accent Durham’s historic architecture,
- Create gateways into Downtown,
- Remove barriers that isolate parts of Downtown, and
- Improve circulation and linkages throughout Downtown.

The four *Major Development Components* include:

1. **Civic and Arts District (CAD).** Includes 270,000 to 400,000 square feet of office space; 45,000 to 95,000 square feet of commercial/retail space; 215,000 to 450,000 square feet of new hotel space; 2.5 acres of public open space; and more than 500 new parking spaces.
2. **City Center.** Includes 1.3 million square feet of office space; 50,000 square feet of commercial/retail space; 2.5 acres of public open space; and more than 1,400 new parking spaces.
3. **County Expansion.** Includes 350,000 square feet of new office space for County offices; 30,000 square feet of private commercial office space; 150,000 of renovated space for County office use; and 1,250 new parking spaces.
4. **Development Bridge.** Includes 180,000 square feet of office space; 100,000 square feet of other commercial/retail space; 38,000 square foot indoor ice skating rink; more than 4 acres of new public park space; and 1,000 new parking spaces.

---

*“For every complex, difficult problem, there is a simple, easy solution. . . and it is wrong.”*

*- H. L. Mencken*

---



# Durham

from City of the New South



*Illustrative Master Plan*



Other support development initiatives that will enhance the quality of life in Downtown and will become viable extensions of the *Major Development Components* include new housing in the east and southwest portions of Downtown, office development on the south side, and a new entertainment corridor along Main Street that provides connections to the Durham Bulls Athletic Park and other south end attractions.

Because all of the projects and programs defined in the Master Plan are envisioned to occur over a 20-year period and represent a potential total investment of approximately one billion dollars, the **Downtown Durham Master Plan** must be formally put on the community's agenda in order to generate strong buy-in and local support that will help ensure its implementation. The Master Plan product is a beginning, rather than an end, and it must continue to evolve and be updated in the years ahead. Key players must be assigned to the overall work program and be responsible for seeing specific elements through to implementation.

There are many roles to be assumed during the plan implementation. From detailed project management and task assignment to project facilitation and general leadership, the team necessary to fulfill the goals and objectives of the **Downtown Durham Master Plan** will need to be skilled, committed, and dedicated to action. As Joel Barker states in *The Power of Vision*:

*“Vision without action is merely a dream.  
Action without vision is just passing time.  
Vision with action can change the world.”*





# CHAPTER 2

## Durham

*from City of the New South*

### h i s t o r i c      O v e r v i e w

*"A nation that forgets its past can function no better than an individual with amnesia."*

*- David McCullough*

## Early History

Long before Durham became an internationally recognized producer of tobacco, two Native American tribes, the Eno and Occoneechi, inhabited the area; but in 1584, Europeans attempted to colonize the area now known as North Carolina. After many failed attempts, permanent settlements began when King Charles II gave the land to eight nobles and their supporters. The town of Durham grew out of Dr. Bartlett Durham's country home after he donated a four-acre tract of land for the construction of a railroad station. With the railroad came economic and trade opportunities that sparked the rise of what would soon become a booming economy. Wesley A. Wright established the first tobacco-processing factory in 1858, and within two years, Durham was home to an academy, a hotel, stores, trade shops, and saloons.

### Tobacco and Textiles

No Civil War battles were fought in Durham, but the end of the war provided the backdrop for one of the most important events in Durham history. When Union General William T. Sherman and Confederate General Joseph E. Johnston's troops met near Durham at the end of the war, they decided to avoid unnecessary bloodshed and negotiate a Confederate surrender. The Generals' discussions lasted almost two weeks, and during this time, Durham was neutral ground where soldiers from both sides mixed, mingled, looted J.P. Green's tobacco factory, and smoked "pipes of peace."

When the soldiers returned home to all areas of the Union, they wrote back to Durham for more high-quality "Brightleaf Tobacco" thus launching the birth of a tobacco empire that would spawn such superpowers as American Tobacco, Liggett & Meyers, R.J. Reynolds, and P. Lorillard.



*American Tobacco Company Factory on Pettigrew Street, circa 1920. Photo courtesy of North Carolina Department of Cultural Resources*



# Durham

*from City of the New South*



*Durham Hosiery Mills No. 1, circa 1910. Photo courtesy of North Carolina Department of Cultural Resources*



*View of Trinity College from tower of Epworth Inn, circa 1905. Photo courtesy of North Carolina Department of Cultural Resources*

In the 1870s, Washington Duke moved his tobacco crop headquarters to Downtown Durham, and by 1880, Washington Duke, Sons, & Company had two factories and partnerships with two other industry leaders, George W. Watts and Richard H. Wright. By 1890, Julian S. Carr's "Bull Durham" tobacco had become internationally famous. This early, agriculturally driven economy shaped Durham's history and created tremendous tobacco-generated wealth; however, tobacco was not the only successful industry in early Durham.

After an unstable beginning, the textile industry solidified into another pillar of the Durham economy. Julian Carr, followed by the Duke family, began exploring the textile industry in the early 1890s, funding these efforts with tobacco profits. At one time, Durham Hosiery was the world's largest stocking manufacturer.

Through the first half of the twentieth century, Durham's economy relied heavily on the tobacco and textile industries, many of which located headquarters and factories in downtown Durham. Durham tobacco companies reached the height of productivity during and directly following World War II. In 1944, one-fourth of all American-made cigarettes could be traced to Durham. But in the midst of this overwhelming success loomed the beginning of the industry's decline. Published scientific studies and medical statistics began to show direct links between cigarette smoking and cancer which initiated dramatic shrinkage in the industry. The Durham industry that produced 50 million pounds of tobacco in 1947 produced just 4 million in 1986.

## University Influence

Since the 1890's when Trinity College, a Methodist institution established in 1838 in Randolph County, relocated to Durham, the city has been home to institutions of higher education. In the early 1920s, J.B. Duke formally expressed his long-suspected desire to establish in Durham a significant institute of higher education. For years, Duke conferred with Trinity president Benjamin Few, and the two men conceived plans for a comprehensive university. They reached an agreement that upon changing Trinity College's name to Duke University, the school would receive \$6 million for the construction of a new campus in addition to a \$40 million endowment. The old Trinity College became Duke University, and Duke hired architect Horace Trumbauer to design a new campus. Duke also purchased the thousands of acres that are now Duke Forest. Duke Hospital and Medical Center was also constructed at this time. These medical facilities quickly grew and are, to this day, one of the largest employers in Durham. Since its inception, Duke University has been an essential component of Durham's economic and cultural viability.

Another notable university in Durham is North Carolina Central University (NCCU). It was founded in 1909 as the National Religious Training School and Chautauqua and was purchased by the State of North Carolina in 1923. Two years later, the General Assembly redefined the school's mission and created the North Carolina College for Negroes, the nation's first state-supported African American college. Although it began as a liberal arts college, over the years, the school has continued to develop its curriculum. Schools of law, library sciences, and education were added along with programs in public administration and criminal justice.



*James E. Sheppard Memorial Library, North Carolina Central University.  
Photo courtesy of North Carolina Dept. of Cultural Resources*



# Durham

*from City of the New South*



*Corner of Main and Corcoran Streets, circa 1914. Photo courtesy of North Carolina Department of Cultural Resources*



*North Carolina Mutual Life Insurance company, circa 1910. Photo courtesy of North Carolina Department of Cultural Resources*

## “City of the New South”

The prominence of the African-American community is a unique aspect of Durham's early development. Shortly after the Civil War, large numbers of free and emancipated blacks settled just outside of what was becoming downtown Durham. The employment opportunities created by the burgeoning tobacco industry attracted many to Durham. Several African-American, tobacco-factory neighborhoods developed around Durham; however, the primary black settlement occupied the land along Fayetteville Street between Pettigrew and Umstead and was called Hayti.

In Hayti, Durham's African-American community leaders, with the help of tobacco businessmen, built Durham's first black churches, schools, and businesses. Dr. Aaron Moore, Durham's first black physician, began a pharmacy for blacks in 1895; and three years later, Dr. Moore, John Merrick, and Charles C. Spaulding founded North Carolina's first black owned and operated insurance company, North Carolina Mutual Life Insurance Company, which has been called the “mother institution in the black community.”

From the company's foundation grew a strong African-American economy virtually unparalleled in other areas of the Reconstruction-era South. After several years, the insurance company was persuaded to construct their new office building on Parrish Street instead of in Hayti. By 1910, the insurance company was prospering and began to buy other Parrish Street properties that became home to black-owned clothing stores, a barber shop, a tailoring shop, a drug store, “Negro Newspaper” offices, and the Mechanics and Farmers Bank. This bank was the first African-American-owned bank in the nation and earned Parrish Street the title “Black Wall Street.” The ability of black and white businesses to function in close proximity and relative peace led Durham to become known as the “City of the New South” at the turn of the century. The success of black business was indicative of the success of Durham's economy as a whole in the first decades of this century. This success provided Durham with a lively downtown, built by prominent architects, builders, and investors who saw promise in the city.

## Durham in the 20<sup>th</sup> Century

The early 20<sup>th</sup> Century was a boom time for Durham. The population more than doubled between 1900 and 1910, and for the first time, half of the 18,241 residents were urban. Building also flourished during this time. Three hundred buildings, many of which were commercial, were constructed in 1905 alone. Many of Durham's remaining historic buildings were constructed during this time.

The role of local government increased in people's lives during this time with the introduction of compulsory education, restrictions on child labor, vaccination against small pox, and laws concerning the operation of automobiles. With this increased government presence and the increases in population, Durham outgrew its courthouse, and in 1916 a new structure was built at the same location. In 1921, voters adopted a new form of government with councilors, a city manager, and a mayor. During the next decade, the new government extended the boundaries of the city, instituted zoning, and formed the Recreation Department to construct parks in the city.

The Great Depression hit Durham differently than it hit many other cities. Agriculture and textiles were depressed throughout the 1920s and into the 1930s. When the Depression gripped the nation in 1929, it was cushioned and shorter in duration in Durham due to the construction of Duke University and the exponential growth of the tobacco industry. Depression Era work programs were introduced to ease unemployment in Durham. The major accomplishments of these programs were the expansion of parks and recreational opportunities and the construction of new roads and bridges.



*Union Station. Photo courtesy of North Carolina Department of Cultural Resources*



# Durham

*from City of the New South*

*Washington Duke Hotel. Photo courtesy of North Carolina Department of Cultural Resources*

## Change Comes to Durham

Throughout the first half of the 20<sup>th</sup> Century, the Durham economy relied primarily on tobacco, textiles, and related industries. By the 1960s, however, economic conditions had begun to change significantly, and investment was not occurring in downtown. In 1960, a Redevelopment Commission was created to address blighted Downtown conditions. Three redevelopment plans focusing on separate areas of Downtown were prepared advocating land acquisition and demolition as tools for redevelopment. These Urban Renewal programs often demolished “obsolete” structures in order to spur revitalization. Significant structures such as the 1904 Union Station Building and the Washington Duke Hotel were razed at this time. The Urban Renewal programs resulted in the construction of several new commercial and office buildings and the Downtown ‘loop’ circulation system. Funding was cut before all planned projects were completed.

## Technology

As the area’s ties to agriculture and the tobacco industry weakened, research and technology took hold. The first person to successfully sell the idea of an industrial research park to investors was Romeo Guest, a business entrepreneur. Guest noticed the success of industrial research labs that were located around such major universities as Harvard and MIT, and he thought the current day Research Triangle Park (RTP) was an ideal site for such a development because of its proximity to North Carolina State University at Raleigh, University of North Carolina at Chapel Hill, and Duke University. Governor Luther Hodges became interested in Guest’s plan, and a development corporation was founded in 1955. Through fundraising efforts, the corporation obtained the 5,500 acres that now comprise the RTP. Development of the park flourished throughout the 1960s and 1970s as the park attracted major agencies and companies, such as the National Center for Health Statistics, the Air Pollution and Control office, the Environmental Protection Agency, IBM, Burroughs Wellcome Foundation, and the National Humanities Center.

By 1990, RTP was the largest research park in the nation, with more than 31,000 workers and more than 12 million square feet of developed space. Though the Research Park was in many ways beneficial, it also took its toll on the surrounding areas by producing rapid population growth and stress upon local services. As a result, the area lost much of the charm that was the initial attraction for many companies. The park's success, however, has not diminished. In 1998, the RTP contained 42,000 workers and 15.7 million square feet of developed space. The combined annual salaries of the RTP workers exceeds \$1.2 billion.

The trend toward suburbanization experienced throughout the country, the development of Research Triangle Park, and other research/industry-related developments contributed to the decentralization of Durham's economy. As businesses and citizens began to settle in peripheral areas, Downtown's future became increasingly uncertain.

## Downtown Revitalization Efforts

Early efforts to revitalize Downtown Durham were not always successful. In 1974, the Downtown Revitalization Foundation, a private sector group concerned about the future of Downtown, commissioned the Downtown Durham Revitalization Plan, but the City did not adopt the plan.

In 1977, the National Register of Historic Places named all of Downtown Durham an Historic District. This recognition signified a renewed appreciation of Downtown's architectural assets and real estate. By the late 1970s, the need for and feasibility of a civic center project had been determined, and in 1982,



*Durham Centre*



# Durham

*from City of the New South*

---

*“To be grounded in history is  
to expect of the future that  
which does not follow  
mechanistically but flows  
from large decisions not yet  
made.”*

*- C. Wright Mills*

---

voters approved a \$10.5 million bond issue to fund the City’s share of the center’s construction. The facility was built through a partnership of the City, the County, and a private developer. Substantial public and private investment in Downtown, such as the Civic Center and Marriott Hotel, Durham Centre, and Five Points Plaza, were realized in the late 1980s.

In 1988, Durham Centre opened. This 220,000 square foot office tower was originally intended to be one of two towers. The second tower was delayed pending identification of a tenant and was never constructed. The City funded the \$11 million cost of constructing the 780-space parking garage for the project and participated in funding the civic center, the restoration and expansion of the Royal Center for the Arts, and the Carolina Theatre. During the spring of 1988, work on Five Points Plaza, an adaptive reuse project, began. Five Points represented the private sector’s first introduction of housing into the downtown area in recent years and included residential, office, and ground floor retail uses.

At the time of the civic center opening in 1989, there was concern that no plan existed that would direct the future revitalization of Downtown; so a Main Street Committee was formed. The committee hosted community forums on Downtown and eventually a Downtown economic development strategy and master land use plan were prepared, becoming the basis for the 1989 Downtown Durham Revitalization Plan prepared by City/County staff. Goals of the plan included the establishment of a healthy and vibrant Downtown that could return to being a dominant economic center, Downtown housing, an efficient transportation network, and an intensive mixed-use land pattern. The plan also presented actions needed to achieve the plan’s goals, including a small business incubator, a second office tower at Durham Centre, other office buildings, the rehabilitation of historic buildings for residential uses, construction of a new baseball stadium and increased on-street parking to aid retail businesses.

Also in 1989, the Downtown Durham Historic District Preservation Plan was created in an attempt to “establish as an explicit, formal City policy the preservation of the architectural heritage of Downtown Durham.” The area within the Downtown ‘loop’ and areas outside the ‘loop’ to the northeast and the southeast were designated as local historic districts reinforcing the area’s National Register status.

In the early 1990s, a group of business leaders and elected officials determined that Durham needed a Downtown development organization. This group raised funds and proposed the idea to the City government. The City Council accepted the plan and matched the privately raised funds with City dollars. In 1993, Downtown Durham, Inc. (DDI) was formed and has become an important advocate for Downtown. The organization assists businesses looking for space in Downtown, promotes Downtown events and actively encourages the revitalization of Downtown.

While development in Downtown Durham moved forward during the 1990s, DDI and the City noticed an increase in developers concerned about the City’s long-term commitment to Downtown and the large infrastructure investment needed to continue the revitalization. As a result the City issued a request for proposals for a new Downtown master plan that would focus on the elements necessary to continue Downtown’s revitalization. This master plan is the result of that effort.

---

*“The practical value of history is to throw the film of the past through the material projector of the present onto the screen of the future.”*

*- B.H. Liddell Hart*

---



## CHAPTER 3

## Durham

*from City of the New South*

## public involvement

*“Men make history and not the other way ‘round. In periods where there is no leadership, society stands still. Progress occurs when courageous, skillful leaders seize the opportunity to change things for the better.”*

*- Harry S. Truman*

## The Community Speaks Out

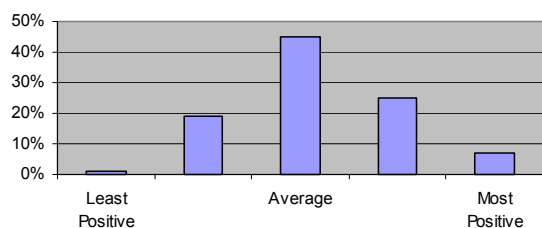
As a description of the Durham community's goals for its Downtown, the ***Downtown Durham Master Plan*** must reflect the concerns of a broad base of constituents. The master planning team utilized a variety of public participation tools to determine how Durham residents and employees use Downtown, what they want Downtown to become, and what obstacles are slowing Downtown development.

Numerous interviews, meetings, and focus group discussions were held to determine what Downtown stakeholders, Durham residents, and business owners feel is critical to the success of the center city. Durham Mayor Nick Tennyson convened two groups to work with the planning team: the Blue Ribbon Committee consists of community and business leaders and the Business Advisory Committee is comprised of businesses and neighborhood stakeholders. Beyond the meetings with those groups and individual interviews that were conducted with stakeholders, the three main components of public participation were Focus Group Discussions, Surveys, and a Public Open House. Following is a summary of the key findings gathered during the public input process.

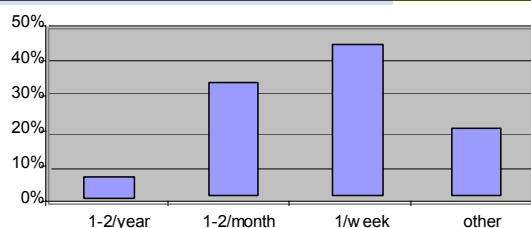




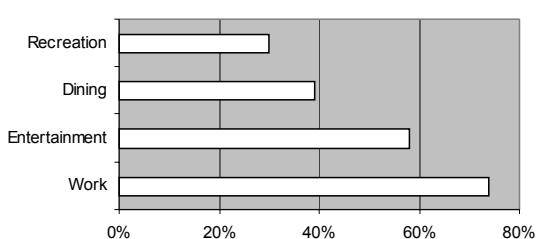
General Impressions of Downtown



Frequency of Non-Work Trips to Downtown



Reasons People Come Downtown



## Focus Group Discussions

The City-County Planning Department organized four separate focus group discussions. Participants were organized around the following topics:

### ■ Downtown Employees Who Live Outside of Downtown

This focus group indicated that they like working Downtown because of its accessibility, historic architecture, entertainment offerings, and conveniences. They would like more culturally diverse entertainment and public art, and they expressed concern over public relations, safety, limited dining choices, and the difficulty of telling people how to get places Downtown.

### ■ Suburban Durham Residents

The participating residents expressed concerns regarding traffic patterns, parking, and the need for visible law enforcement. They also wanted larger stores and more entertainment uses. The Carolina Theatre and Durham Arts Council were identified as existing 'draws' and the suggestion of developing a farmers' market as another anchor was made.

### ■ Downtown Area Neighborhood Residents

Though priorities for this group varied, certain observations and recommendations were consistent across neighborhood boundaries. Residents want improved urban character and increased investment in the public environment, including the stabilization of old buildings and the improvement of traffic patterns. Many residents said that they go elsewhere to shop because they do not feel that Downtown is safe and pedestrian-friendly. They also indicated a need for more parks, bike paths, restaurants, and new housing.

## ■ Downtown Merchants and Business Leaders

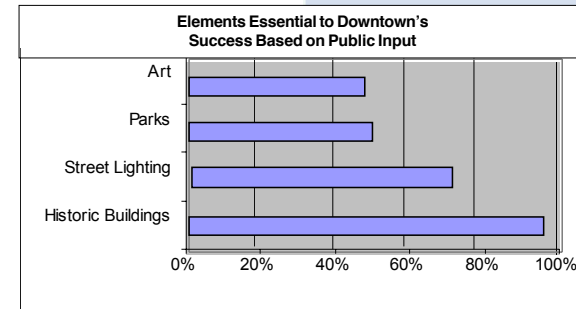
Participants in this group shared many observations and recommendations having to do with street circulation (including a need for more two-way streets), an improved Main Street, parking availability, streetscape appearance, public open spaces, and retail potential. The concerns of traffic and wayfinding were again expressed as business leaders said that getting customers Downtown is confusing and difficult. They also indicated frustration in getting City approvals for start-up businesses.

## Surveys

Two surveys were developed and distributed in order to quantify participants' reactions to particular Downtown issues. The Participants' Survey, focused on general opinions regarding parking, accessibility, frequency of trips, etc. and was distributed at the four focus group discussions. The second survey focused on opinions regarding safety, appearance, and visual conditions. This Community Perceptions Survey was distributed during an open house held on April 15, 1999.

In total, participants returned more than 125 surveys. While not a sizeable study group, these surveys do give an indication of some of the public's perceptions of problems and opportunities Downtown.

The majority (53%) of survey respondents reside either Downtown or in the area south-southwest of Downtown. More than half (60%) of the respondents work Downtown. At right is a summary of the principal survey results.



## Downtown Master Plan Survey Results

- The majority of respondents had a "middle of the road" attitude regarding their general impression of Downtown. Forty-five percent gave a rating of 3 on a scale of 1 to 5.
- Work and entertainment were cited as the top reasons people come Downtown.
- More than 60% of respondents commute to Downtown in less than 15 minutes.
- More than 75% of respondents indicated that they drive alone when going Downtown.
- More than half said they do not have trouble parking.
- Suburban residents were the only group in which a majority indicated that they have trouble parking.
- More than two times as many respondents said that they prefer surface parking to garages; but nearly half indicated they were comfortable parking in either type of facility.
- Seventy-five percent of respondents said that they felt safe Downtown.
- Only 9% of respondents said they came Downtown to shop.
- Forty-nine percent of respondents did not find Durham generally attractive.
- Seventy-four percent of respondents enjoyed walking to and from Downtown destinations. There appears to be a threshold of 1-3 blocks that is the greatest distance that most respondents care to walk between parking and their destination.
- Respondents heavily favored historic buildings to new construction.
- Seventy percent of respondents cited street lighting as essential to Downtown's success. Parks and public art were each cited by nearly half of the respondents.





## Public Open House

On April 15, 1999, a Public Open House was held at the Durham Armory. Nearly 100 people participated in the event. The open house was organized around four stations that focused on the following topics:

### ■ Downtown Districts Station

For planning purposes, the Downtown area was divided into five sub-areas. At the Downtown Districts station, participants discussed difficulties and opportunities confronting the five sub-areas. The importance of surrounding neighborhoods and their relationships/connections to Downtown were also discussed. Suggestions included placing focus on the north and east districts, creating links between activity centers, creating pedestrian-oriented streetscapes, improving the maintenance of public facilities, developing residential areas, and linking Brightleaf to the core area.

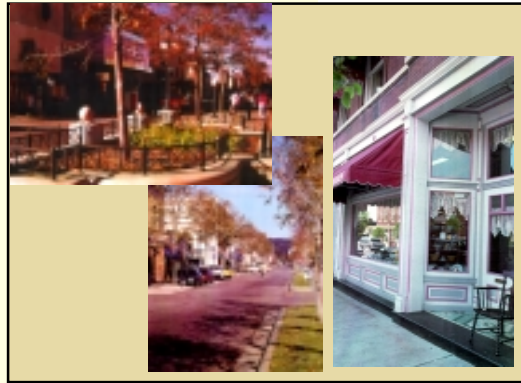
### ■ Community Perceptions & Urban Design Station

This station focused on participants' views of Downtown in terms of safety, arts, entertainment, recreation, shopping, work, and services, as well as architecture, design elements, landscaping, etc. An assessment of the participants' general opinions of visual conditions was made through a voting exercise. The images at right scored highest in the visual preference exercise reinforcing the priority on landscaping, public art, shaded areas, gathering places, historic architecture, and traditional residential design. Consistent with other information gathered, a majority of participants at this station indicated that they feel safe in Downtown, but the group was evenly divided over whether or not Downtown is attractive. Participants heavily favored historic buildings to new construction. Street lights, parks/green space, and public art were also cited as critical visual elements to incorporate Downtown.

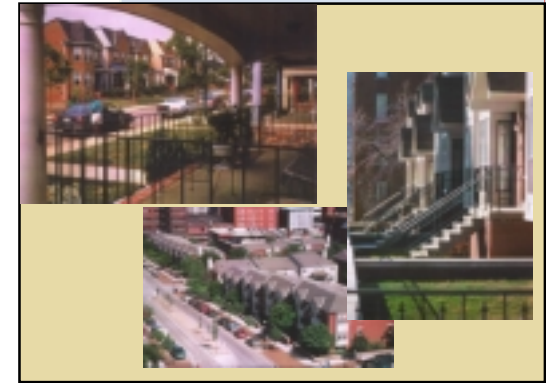




Highly Rated Images: **PARKING**



Highly Rated Images: **STREETSCAPE**



Highly Rated Images: **RESIDENTIAL**



Highly Rated Images: **CIVIC SPACE**



Highly Rated Images: **SITE AMENITIES**



Highly Rated Images: **ARCHITECTURE**



---

*“A city doesn’t get its character from brassy new hotels with space-capsule elevators gliding up the walls. . . Character comes from people, from the past, from tradition, from the interplay of human forces and emotions in the process of daily life.”*

*- Ian Menzies*

---

# Durham

*from City of the New South*

## ■ Land Use & Market Conditions Station

This station focused on the results of a market study prepared as part of the master planning process and on particular land use possibilities. Participants reviewed the major market findings and commented on potential development directions for Downtown. Because the market study examined existing market conditions and how Downtown can respond to them, but also because of the planning team’s belief that Downtown has the ability to “create” a market and capture a greater share of the regional growth, participants were asked what they felt it would take to better position Downtown to compete for new investment.

Overwhelmingly, participants agreed that new housing is needed Downtown and that opportunities for upper floor lofts and rentals in the core would provide a major benefit. Also, participants felt new owner-occupied housing in surrounding neighborhoods would have a significant, positive impact. Participants agreed that Main Street needs a major makeover and should be a primary destination place. Related to issues of Main Street is the need to link Brightleaf to the core area because many view it as being separate from Downtown, although independent surveys completed by the Convention and Visitors Bureau and Downtown Durham, Inc. generated different responses to this issue.

## ■ Transportation Station

The goal of this station was to determine how participants get Downtown and their reactions to alternative transportation scenarios, such as public transit and street modifications. A general consensus existed among participants that Main Street should become two-way and that it is difficult to give directions within Downtown.

## Summary

In total, more than 200 residents, business owners, stakeholders, and local professionals participated in the development of the *Downtown Durham Master Plan*. Many of the participants' comments confirmed the Master Plan team's thoughts in regard to the need for:

- Substantial transportation/street network alterations,
- Stronger connections between activity centers within Downtown,
- More residential development,
- Enhancement of Downtown's role as a regional destination through the provision of additional attractions, and
- Synergy between existing attractions.

---

*"Significant changes in human behavior can be brought about rapidly only if the persons who are expected to change participate in deciding what the change shall be and how it shall be made."*

*- Herbert A. Simon*

---





# CHAPTER 4

## Durham

*from City of the New South*

### existing Conditions

*“Our ability to reach unity in diversity will be the beauty and test of our civilization.”  
- Mahatma Gandhi*

## Existing Land Use Mix

An inventory and analysis of existing conditions was conducted to provide a better understanding of the planning context for the master plan. The data collected included an analysis of the existing land use, buildings, traffic and circulation, and general development trends. A detailed land use inventory, shown in the *Existing Land Use* map on the following page, was prepared using the City's Geographic Information System (GIS). This inventory reflects ground floor uses only. Documentation of the use of upper floor space was recorded wherever possible; however, this information is not considered as accurate as first floor data. Downtown offers a variety of uses ranging from housing to office and warehousing. In addition to these traditional private uses, Downtown Durham is the center for both City and County government operations.

In reviewing the land use patterns and data, it is notable that Downtown Durham is not the retail center of the community, nor is it a residential center. Downtown has some major offices, but would not be considered the office center of Durham because of the existence of Research Triangle Park. Fortunately, unlike other comparable communities, Downtown Durham has retained City and County governmental functions.

There are no fixed standards on the ideal mix of various uses by which to evaluate land use composition. Successful, vibrant Downtowns, however, boast multiple activity-center land uses. Typically, those Downtowns are the governmental centers, as well as the office, entertainment, retail, and/or housing center for their respective communities. At this time, Downtown Durham functions as the governmental center of the community and offers isolated entertainment nodes at Brightleaf Square, Carolina Theatre and the Durham Bulls Athletic Park.

---

*"Cities change or they stagnate. But how they change-- how the rights of property are made to balance with the less tangible public interest-- is one mark of civilization."*

---

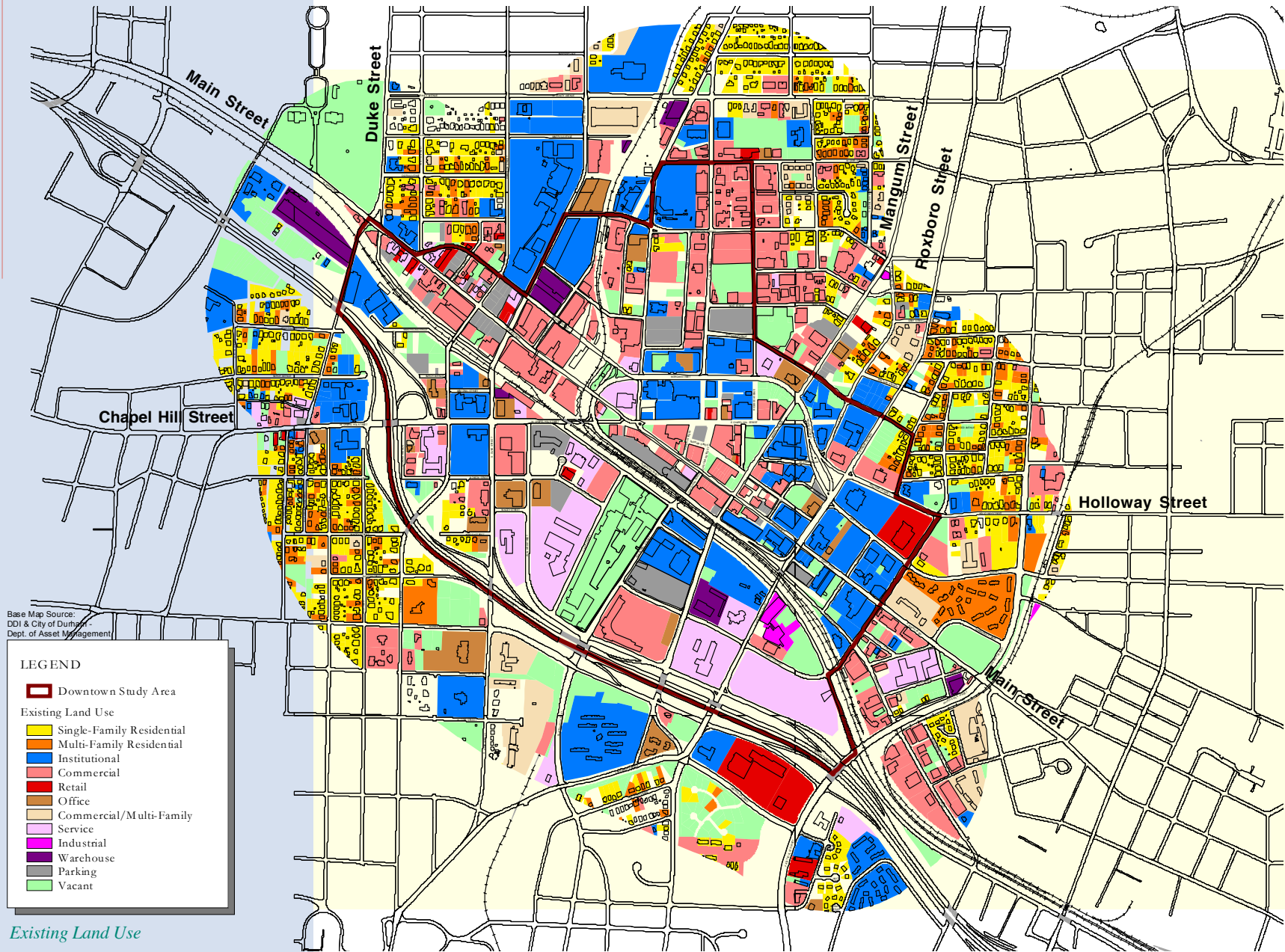
*- Bill Moyers*

---



# Durham

from City of the New South



Existing Land Use

Although Downtown does not yet have multiple activity centers, there are a number of reasons to be encouraged about Downtown Durham's future. A number of key development activities have recently occurred or are proposed in or adjacent to Downtown. A summary of these projects follows.

- **Durham Bulls Athletic Park/ Capitol Broadcasting** – The Durham Bulls baseball stadium and associated Diamond View office complex have injected new activity into the southern reaches of Downtown. With games by the Bulls and other teams occurring at least 60 days a year, some 400,000 people visit this important venue. The adjacent Diamond View office building has been equally successful and, in conjunction with the stadium, presents an attractive architectural element to the southern edge of Downtown.
- **Durham Multi-Modal Transportation Center** – The railroad corridor that bisects Downtown and that was the origin of Downtown development will once again be going through a transformation. Major upgrades along the rail corridor will transform it from a predominately freight line to a significant local and regional commuter line. To facilitate maximum transportation efficiency, a multi-modal complex is planned for the Walker Warehouse. This multi-modal complex will provide safe and efficient transfer between alternative transportation modes including bus, car, taxi, pedestrian and rail. While this expanded use of the rail corridor presents opportunity for Downtown, it also represents a significant challenge in linking the core area to areas south of the rail line.
- **Brightleaf Square** – Developed in the 1980's as an entertainment center, the redeveloped tobacco warehouses of Brightleaf provide architectural character to an active mixed-use district on the west end of Downtown. This original development has spawned several other commercial redevelopment opportunities in the west Main Street area, including the Blue Devil Ventures project.



*Durham Bulls Athletic Park*



*Brightleaf Square*



*Walker Warehouse, the Durham Multi-Modal Transportation Center Site*

# Durham

*from City of the New South*

---

*“Humankind has progressively discovered its intellectual and emotional wealth through the unpredictable encounters and confrontations made possible by life in the city.”*

---

*- Rene Dubos*

---

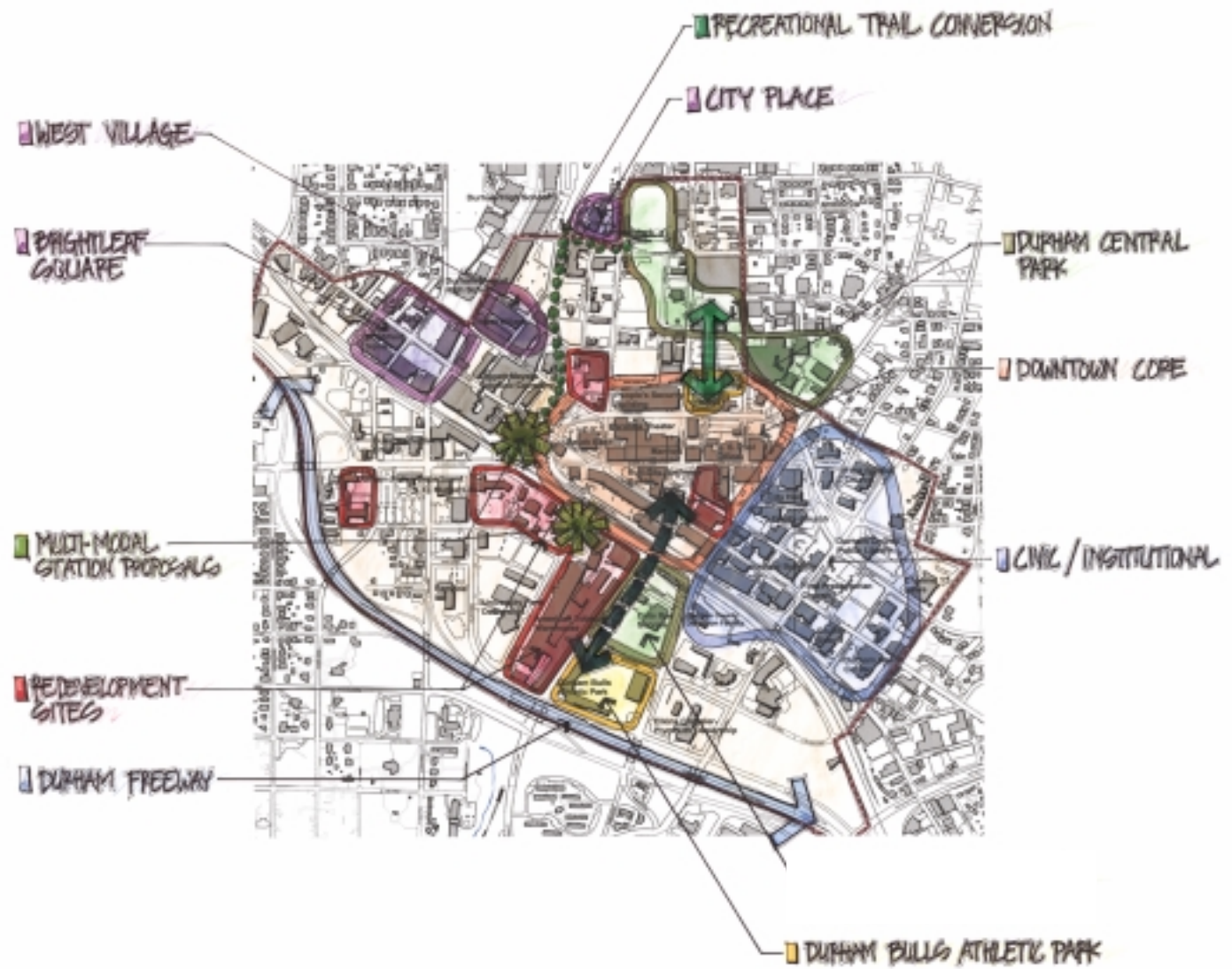
- **Blue Devil Venture’s “West Village”** – To the north and east of Brightleaf Square, a private developer is in the process of converting several large former tobacco warehouse buildings into market rate housing. Upon completion, more than 247 units of housing will have been added to the Downtown housing inventory.
- **City Place** – Further north of Blue Devil Ventures, other small, yet characteristic, brick warehouses have been converted to office uses. This includes the offices of Measurement Inc. and the new City Place development.
- **Durham Central Park** – East of the warehouse conversions, an ambitious plan for open space, trails, artists’ stalls, and a farmers market is taking form. Known as “Durham Central Park,” this project brings much needed open space into the northern edge of Downtown and will serve as a transitional land use between the residential neighborhoods to the north and the higher density, mixed-use Downtown to the south.

## Major Downtown Elements

The development activity represented by these recent commitments indicates a significant reversal of the trend of decreasing investment in Downtown. Interestingly, the majority of these initiatives capitalize upon unique elements of Downtown Durham’s architectural fabric. Other elements that significantly contribute to the existing character of Downtown include the Carolina Theatre, the Durham Arts Council, the Marriott Hotel and Civic Center convention facilities, as well as the City and County institutional uses. The diagram at right, *Existing Framework Analysis*, shows the current and/or proposed development activities and their relationships to one another.



In addition to the Framework Analysis diagram shown at right, the matrix shown on the following page, *Major Downtown Elements*, lists elements that can shape the success of any Downtown, and rates their current visibility within the existing fabric of Downtown Durham.



Existing Framework Analysis

*“Design and planning, or lack of it, can make or break a city. Portland’s downtown has been saved because of planning and good design. . . Without the planning and design, the center of the city would have been deserted years ago.”*

*- Mayor Bud Clark,  
Portland, Oregon*

# Durham

*from City of the New South*

## Major Downtown Elements Downtown Durham, North Carolina

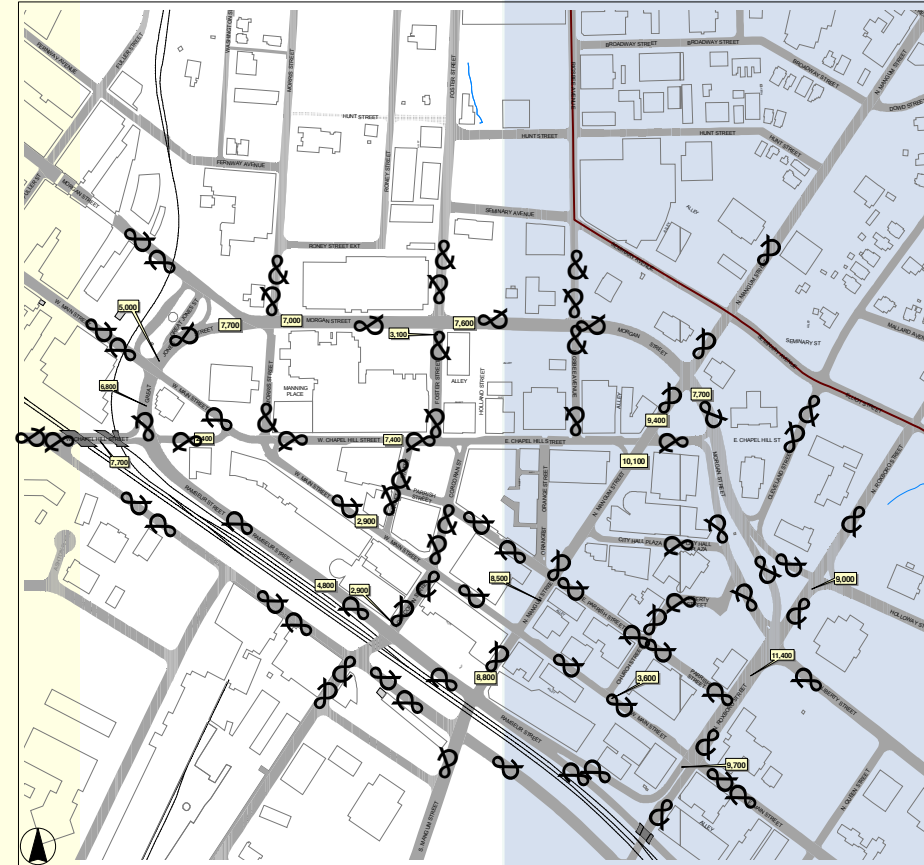
Major Elements	Dominant	Apparent	Not Apparent
Landmarks . . . . .		X	
Pedestrian Orientation & Scale . . . . .		X	
Open/Public Space . . . . .			X
Defined Districts . . . . .			X
Historic Fabric . . . . .		X	
Design Themes . . . . .			X
Destination Points . . . . .		X	
Activity Centers . . . . .		X	
Transit System . . . . .		X	
Street-level Retail . . . . .			X
Arts & Culture . . . . .		X	
Entertainment . . . . .		X	
Recreation . . . . .			X
Major Institutional Presence . . . . .	X		
Service Center . . . . .			X
Market Area . . . . .			X
Strong Linkages . . . . .			X
Education Presence . . . . .			X
Parking . . . . .		X	
Entrepreneurialism . . . . .		X	
Residential Base . . . . .		X	
Urban Neighborhoods . . . . .		X	
Business Core . . . . .			X
Ethnic Themes/Diversity . . . . .			X
Public/Private Agenda . . . . .		X	
Economic Development Tools . . . . .		X	
Smooth Traffic Network . . . . .			X
Hospitality Area . . . . .		X	
Public/Civic Buildings . . . . .	X		
Opportunities for Development . . . . .		X	

## Circulation and Parking

No single element has had as much impact on the function and appearance of Downtown as the transportation circulation network. The street system in Downtown Durham has undergone significant change in the last 25 years. Originally, the street pattern was more of a conventional grid system; but, in the mid-1970s, the Downtown 'loop' was constructed to serve as a high capacity, higher speed bypass around the core area of Downtown. This was accomplished by converting the outlying thoroughfares to one-way, multi-lane boulevards and re-configuring their intersections to encourage free-flowing movement. Today, the result is a one-way, relatively high-speed circular network that is a physical barrier between Downtown subdistricts. This barrier is disorienting to both residents and visiting motorists.

While the 'loop' is often the initial target of criticism for Downtown's street network, the rest of the street system also contributes to circulation problems. The Roxboro and Mangum one-way north-south pairs bordering the eastern edge of Downtown and the next closest one-way pairs, Duke and Gregson bordering the western edge of Downtown, are approximately one mile from each other. Between the two, there is no continuous and direct north-south route through Downtown. This lack of a direct and functional north-south route through Downtown can be disorienting and contributes to the message repeated and reinforced throughout the master planning process that "it is too difficult to get around in Downtown."

Remedying this problem has been recognized as a priority by the City and the general public. As a result, a 1.2 million dollar bond issue for the realignment of Blackwell, Corcoran, and Foster Streets was approved by voters. This high-profile project will greatly improve north-south traffic circulation in Downtown.



*Existing Traffic Counts and Circulation Patterns*

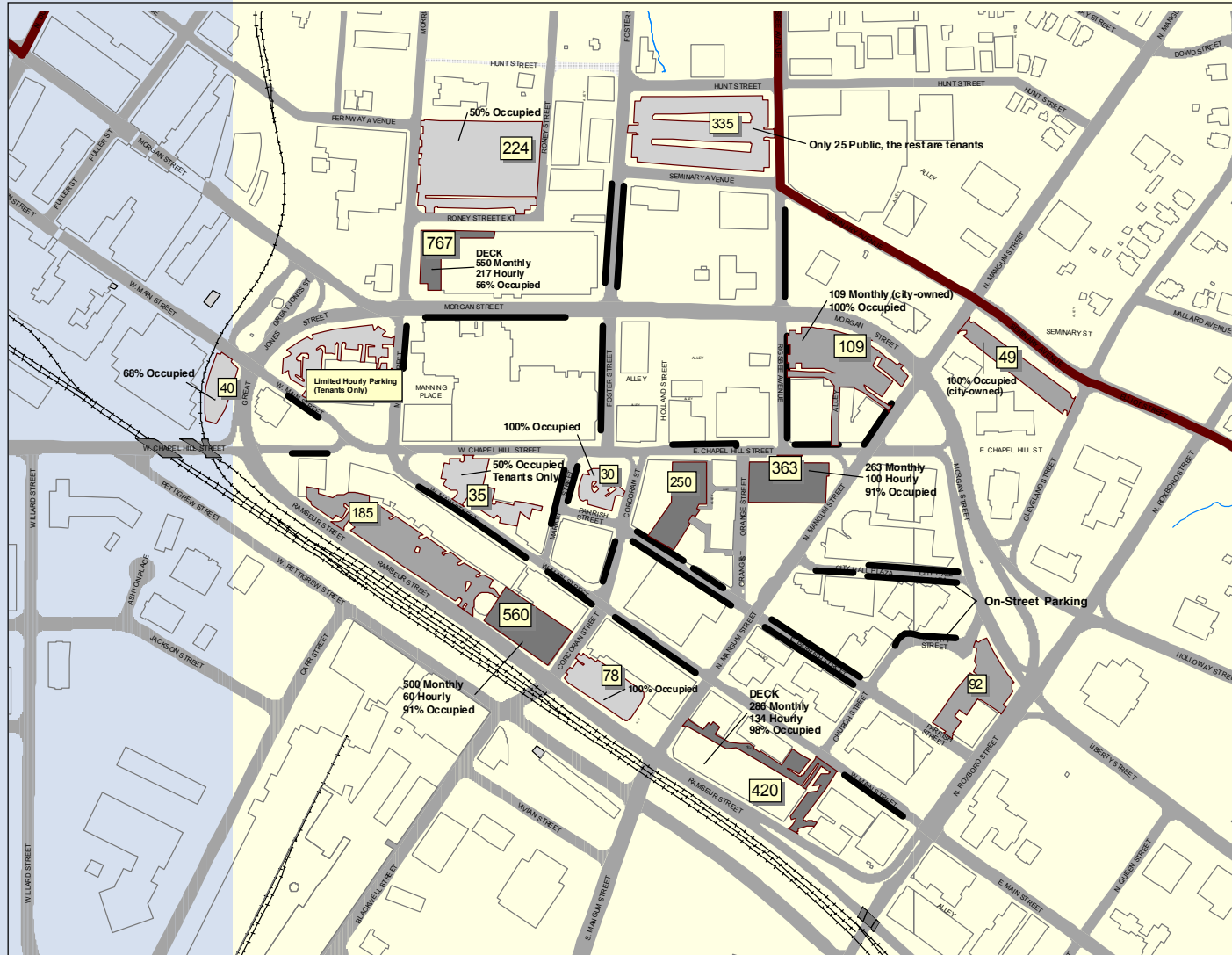


# Durham

*from City of the New South*

40

Chapter Four: Existing Conditions



Existing Parking Inventory

Presently, east-west travel in Downtown is more efficient than north-south travel largely because there are more thoroughfares that provide such access. However, in the core area north of the railroad tracks, all of the east-west thoroughfares are one-way and are configured in an unconventional pattern. Main Street and Chapel Hill Street, major thoroughfares throughout the City, deteriorate to a one- and two-lane one-way pair, reversing their respective orientation, east of the landmark intersection currently known as Five Points. While Chapel Hill Street presently ends at Morgan Street, Main Street reverts to a two-way, four-lane street east of Roxboro Street. Since Main Street is currently one-way westbound within the 'loop', west Durham is essentially disconnected from east Durham because of the disrupted traffic flow along Main Street.

In terms of existing traffic operations, all of the Downtown streets appear to be operating under their capacity. This evaluation, based on 1997 Average Annual Daily Traffic for most of the critical streets within Downtown, used a combination of the North Carolina Department of Transportation methodology and a planning level analysis consistent with the Highway Capacity Manual, Special Report 209 (Transportation Research Board, 1997). This analysis considered factors such as signal spacing, operating speeds, facility type, peak hour directional splits, and on-street parking.

While on-street parking can negatively impact traffic circulation, it is desired and needed in Downtown Durham particularly to serve the retail market and other short-term parking needs. Many stakeholders have requested more on-street parking; however, on-street parking should be used to serve the short-term customer and never as a substitute for long-term parking. Within the last five years, the City has allowed free parking on-street, while virtually all off-street parking, for visitors or employees, is paid parking. Presently, most of the available public off-street parking is over-utilized, with most occupancy rates reaching well over 90 percent (85 percent utilization is the accepted norm for efficiency).



*The 'loop,' looking west on Morgan Street*



*The 'loop,' looking north on Roxboro*

# Durham

from City of the New South

## Other Downtown Dynamics

In addition to major existing Downtown elements, such as the Durham Bulls Athletic Park, institutional uses, Brightleaf Square, and the transportation network, there are other dynamics that influence the future of Downtown Durham. These dynamics, summarized in the *Visual Character Analysis* on the following page, relate to the following:

- **County Facilities Expansion** – Durham County officials have identified the need for expanded space. Committed to remaining in Downtown Durham in order to most efficiently serve its public, County officials have prepared programming estimates which show that 500,000 square feet will need to be constructed and/or acquired to house needed County departments. The magnitude of this space need, its associated work force, and its user patterns have significant potential to positively impact the Downtown area.
- **Rail Corridor** – The rail corridor that traverses current day Downtown Durham will soon undergo another transformation in its long history. As regional passenger commuting rail plans are implemented, this corridor represents both an opportunity and a constraint. Opportunities avail themselves by the sheer volume of potential users that can be brought into Downtown, while constraints are created by the physical presence of the rail infrastructure. Currently the rail corridor is at-grade and, in effect, divides Downtown. With the implementation of regional rail, it is projected that rail traffic will increase during peak morning and evening rush-hour traffic to one train through Downtown approximately every seven minutes. If provisions are not made to grade separate the rail corridor from north-south roadways, sections of Downtown could be cut off from one another during heavy commuting periods.



*Durham County Justice Center*



*Rail Corridor south of Main Street*





Visual Character Analysis

# Durham

*from City of the New South*



*American Tobacco Warehouse buildings*



*Liggett-Meyers complex on Main Street*

- **American Tobacco Warehouse District** – Originally the epicenter of Durham's tobacco industry, the American Tobacco Warehouse District with its nearly 1 million square feet of significant architectural character, yet vacant, brick warehouses, represents a tremendous redevelopment opportunity for Downtown Durham. Located directly adjacent to Durham Bulls ballpark, this area has high visibility from both the Durham Freeway and the hundreds of thousands of annual visitors to the stadium.
- **Liggett-Myers** – The Liggett-Myers Tobacco complex can also be expected to undergo a tremendous transformation due to economic conditions and recent trends associated with the tobacco industry. Formidable in scale and character, the complex has inhibited connectivity between Brightleaf and the rest of Downtown. Liggett-Myers has announced plans to vacate a majority of this facility, which will offer significant square footage for major redevelopment.
- **East End** – While transition between areas surrounding Downtown has been established through land use or other edge treatments (such as the Durham Freeway), the relationship between Downtown and the east end is not well-defined. With current circulation patterns taking traffic one-way out of the east end of Downtown, and significant land clearance patterns, it is difficult to assess the function of the transitional area east of Roxboro. Part of future plans developed in Downtown must deal with the establishment of a mutually compatible relationship between Downtown and east end neighborhoods — one that provides activity and symbolizes the importance of the relationship between the two areas.

- **Historic Appeal** – Downtown Durham has a wonderful history and is fortunate to have many structures that effectively document its history. At present, however, the physical storytelling of Downtown Durham's history is lacking. There is no evidence, other than the existence of buildings in varying degrees of disrepair, of Durham's fascinating tobacco industry history or its famous "Black Wall Street." This history is not only unique to Durham, it is of national significance. It is a story that separates Durham from other cities, and it should play a large role in future development activities.
- **Physical Fabric** - Similar to the depth of its history, Durham has a physical uniqueness that should direct future redevelopment and revitalization. Examples of unique architecture, such as the tobacco warehouses, and stunning viewsheds of certain structures, such as the one found looking north on Church Street to Trinity Church, are elements that form the physical fabric of Durham. These elements deserve to be highlighted and celebrated. In addition, Durham's network of streets has an intimacy as a result of their scale and pattern. This irregularity has complicated vehicular circulation, but it has also provided opportunities for the creation of remarkable and charming pedestrian corridors. These opportunities could be capitalized upon through more dynamic support of preservation policies, design standards, and streetscape enhancements in order to reinforce the true character of Downtown Durham.



*Original Durham Bulls Athletic Park*



*View towards the CCB Tower*



*View up Church St. to Trinity Church*



# CHAPTER 5

*from City of the New South*  
**Durham**

**market**

**Dynamics**

*“The secret of all those who make discoveries is that they regard nothing as impossible.”  
- Justis Liebig*

## Market Study

The Raleigh-Durham-Chapel Hill Metropolitan Statistical Area, and specifically the City of Durham, benefits from one of the healthiest regional economies in the United States. The population is growing and becoming more affluent, jobs are being created, retail sales and home sales are up, and vacancy rates for office and retail buildings are down. The exceptionally strong dynamics of the regional economy provide an opportunity for a revitalized Downtown Durham, if selected market segments (office, housing, tourism, retail, entertainment) are targeted and viable development projects identified.

The findings of the Downtown Durham Market Study, published in July 1999 as part of this master plan, provide a direction for targeting key development initiatives throughout the Downtown area. Five key market segments are presented in this study: office, residential, tourism, and retail/entertainment markets. These markets are expected to drive Downtown development in the future. The master planning team utilized the market analysis to develop strategies for revitalizing Durham's core area. Findings indicate that Downtown Durham has the ability to capture a greater share of the region's growth and provide the community with a dynamic destination.

There are a number of key market trends that will impact future development in Downtown and the metropolitan area. These trends, as outlined on the following pages, indicate that there is strong potential for Downtown to capture more significant office, residential, and tourism-related development.

---

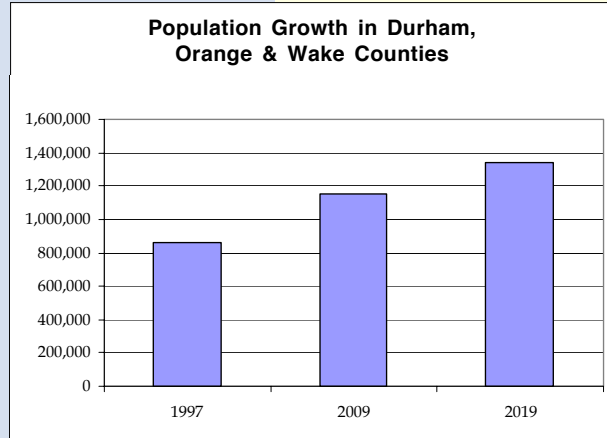
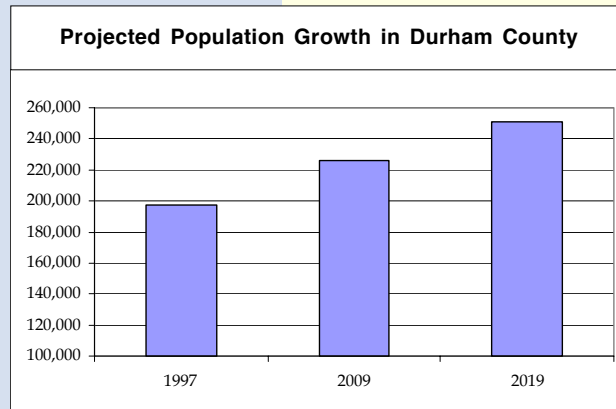
*"It is imperative that those people making decisions on design today must look ahead 30 to 40 years, because the decisions made today will be a part of our community and affect design for many years."*

*- Mayor Jack White, Sioux Falls, South Dakota*

---

# Durham

*from City of the New South*



- **The populations of the City of Durham, Durham County, and the entire MSA are growing.**

Durham County is expected to increase its population by 16,000 people over the next decade, to reach a total population of 228,000 in 2010. Although the growth rates experienced in Durham are not as strong as those in the entire Raleigh-Durham-Chapel Hill MSA, Downtown can benefit from the growth of the larger area.

- **The Durham County economy is one of the strongest in the state and in the entire country.**

Unemployment in Durham County was less than 2% in 1997, and the County had the highest average wage rate in the State. Despite national trends that have shown a decline in manufacturing jobs over the last two decades, Durham County has doubled its total number of manufacturing jobs since 1980. The County, however, is still primarily white-collar, with professional services representing the strongest and fastest growing sector of the economy, which indicates positive potential for Downtown's office marketplace.

- **Residential areas around Downtown are growing.**

More than 12,000 people live within approximately one mile of the Downtown 'loop'. This area is expected to increase by 450 more people (over 250 new households) over the next five years. Nearly 80,000 people live within three miles of the Downtown 'loop', and an additional 3,750 people (2,000 households) are anticipated to move into the area within five years. Many of these people who live near Downtown are young professionals and urban working families. In addition, nationwide trends over the past few years have shown an increase in the number of people who are choosing to live in downtown environments such as loft apartments and attached townhomes. Blue Devil Ventures is creating this type of development in Downtown Durham at West Village which will contain 247 residential units in the renovated Hicks and Toms and the Flowers and Coopers warehouses.



■ The demand for new retail development in Downtown is limited.

Durham County has never established itself as a major retail destination. The proposed super regional mall on the south side of the City will reduce the potential for major retail tenants to locate Downtown. Northgate Mall is located less than three miles from the Downtown core and captures a large amount of retail spending. New retail Downtown will compete with these and other major shopping areas, and as a result, Downtown retailers may be more successful by serving the office and residential population. However, because many major retail developments over the last decade have focused on incorporating entertainment to attract customers, Downtown may be an attractive alternative for retailers who want to capitalize on existing and future Downtown entertainment venues such as Brightleaf Square, the Carolina Theatre, the Durham Bulls Athletic Park, and the future Central Park.

Future retail growth will occur primarily as a result of increasing residential population, tourism, and office workers. As the trade area increases in size, through the addition of residents, workers, and visitors, demand will increase for new retail and personal service uses. An expanded government center complex will likely increase demand for retail uses. An increased market base through the addition of Downtown residents and employees will also drive entertainment-oriented uses. The success of Brightleaf Square as a destination point- it is the second largest attraction Downtown with over 225,000 visitors a year- along with the nearby Blue Devil Ventures and West Village development will make the west side of Downtown a likely target for additional entertainment uses. If attractive and convenient connections to other areas of Downtown are made, the potential for providing entertainment uses in other areas of Downtown (i.e. around the ballpark, American Tobacco, and Main Street) will increase. With tourism continuing to have an increased presence in Durham, visitors to the Downtown area will be a primary market for increased entertainment venues.

---

*“A city is made by the social congregation of people, for business and pleasure and ceremony, different from shop or office or private affairs at home. A person is a citizen in the street. A city street is . . . a square for people to remain within.”*

*- Paul & Percival Goodman*

---

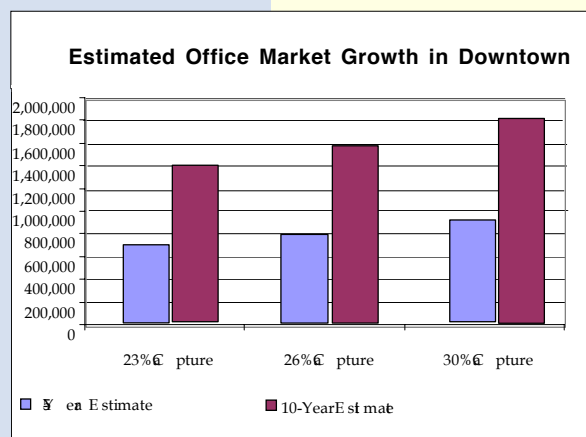
# Durham

*from City of the New South*

## ■ The demand for office space will be strong in Downtown.

The supply of Downtown office space increased from 1.1 million to 2.1 million square feet between 1994 and 1999. The occupancy rate rose to 90% as 1.1 million square feet of office space was absorbed. The fastest growing sectors of the Durham County economy are office uses, which include professional services and finance, insurance, real estate (FIRE) services. Jobs in these two sectors increased by 4% per year recently. If these trends continue, there could be 2,600 new jobs and 520,000 square feet of new office space per year in the County. Downtown has been able to absorb over 160,000 square feet of commercial office space per year over the past several years, primarily through rehabilitation activity. While Downtown may not be able to capture as much of the Class A commercial office market, given the competition from RTP and West Durham County along I-40, demand for rehabilitated office space in Downtown will continue to thrive. If Downtown can capture a conservative estimate of 10% to 15% of the projected new office demand, then a total of 52,000 to 78,000 square feet of new commercial office space can be supported annually. If, as shown at left, Downtown is able to increase its capture rate into the 20%-30% range, then between one and two million square feet of space could be absorbed over a ten year period. The proposed County government complex will also add considerable new office space to Downtown, further contributing to the critical mass needed to make Downtown a dynamic place for work and entertainment.

Duke University could also have a major impact on new office space Downtown. With more than 8,000 employees at the hospital, 5,000 employees at the medical center, and 5,400 employees at the campus, Duke has the potential to be a major player in the Downtown office market, if the right opportunities are available. Duke officials have indicated that they are willing to locate new facilities in the Downtown area if the right context is created.



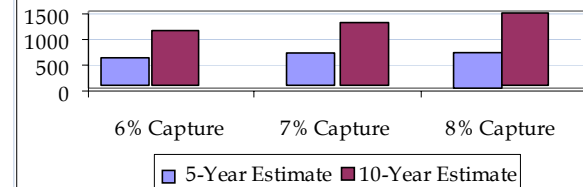
#### ■ Housing holds strong development potential for Downtown.

As more young professionals and urban working families enter the Downtown market, the need for additional market rate housing and upscale rental units around Downtown increases. The incomes of Downtown residents are rising at twice the rate of inflation. These more affluent residents and new residents expected to move into Downtown will demand a variety of housing products. With an increase of 30,000 people aged 45 and above (i.e. empty nesters and senior citizens) expected in Durham County over the next 20 years, condominium units and senior housing facilities are likely to be in demand and could be suitable for Downtown. Downtown should be able to support the development of 120 to 180 new residential units annually over the next few years. New housing development will also drive additional spin-off uses such as retail and will help to extend activity Downtown well past the end of the business day.

#### ■ Downtown Durham has a strong tourist market.

According to the Durham Convention & Visitors Bureau, in 1998, 4.6 million visitors spent \$371 million in the City of Durham. This is twice the number of people that visited Durham in 1990. Visitors come to Durham for baseball games, university events, and conventions; and while the City of Durham has the capacity to host 80%-85% of the nations' conventions, it is hindered by a lack of hotel rooms near the Durham Civic Center. Only 602 of Durham's 6,520 guestrooms are within one mile of the civic center. This is only 25% of the hotel rooms typically located within one mile of a civic center the size of the Durham Civic Center. A greater hotel presence in Downtown would lead to both additional conventions and the possibility of expanding the Civic Center. According to the Durham Convention and Visitor's Bureau, once additional hotel rooms are built within close proximity, another 20,000 to 40,000 square feet of convention center space can be added.

Estimated Housing Market Growth In Downtown





---

*"There are, certainly, ample reasons for redoing downtown - falling retail sales, tax bases in jeopardy, stagnant real estate values. . . it is more to the point to consider. . . what makes a city center magnetic, what can inject gaiety, the wonder, the cheerful hurly-burly that make people want to come into the city and to linger there. For magnetism is the crux of the problem. . . To create in it (Downtown) an atmosphere of urbanity and exuberance is not a frivolous aim."*

*- Jane Jacobs*

---

# Durham

*from City of the New South*

The tourist market plays a significant role in driving additional development opportunities in and around Downtown and should not be overlooked. Although much of the tourism-related activities and destinations are scattered throughout the metropolitan area, Downtown redevelopment can be significantly shaped by this market sector. Surveys conducted by the Durham Convention and Visitor's Bureau indicate that residents and visitors continue to have positive experiences in Durham, despite negative perceptions that may be portrayed by those outside of the city. Not only has the number of visitors to Durham doubled over the past ten years, but the total spending by tourists has also doubled during the same time period, jumping from \$186 million in 1989 to over \$371 million in 1998. In addition, tourism generated additional "spin-off" consumer spending of \$226 million in 1998. Visitor and tourism related jobs in Durham County increased from 5,270 to 10,528 from 1989 to 1998, now representing one out of every 14 jobs in the local workforce. Furthermore, state and local tax revenues from tourism increased from \$12.5 million in 1989 to over \$27 million in 1998, of which \$10.2 million remained local.

Currently, Downtown Durham contains 9,000 workers during the day, yet estimates from the Durham Convention and Visitor's Bureau indicate that nearly as many people pass through Downtown at night, because of Brightleaf Square, the Durham Bulls Athletic Park, Carolina Theater, and Arts Council school. Special events such as CenterFest, Bull Durham Blues Festival, and Light Up Durham bring additional people Downtown. Current projects, including the multi-modal transportation center, the American Tobacco Trail, Durham Central Park, and West Village, will continue to add new critical mass to Downtown and help drive future demand for new retail and entertainment-oriented uses.

## Key Market Analysis Findings

- The population within approximately three miles of Downtown will increase by more than 3,200 people over the next five years.
- Median income levels of Downtown residents are lower than the citywide average, but are growing at a faster rate.
- Over the next five years, Downtown should capitalize on the potential of attracting additional restaurants and entertainment venues.
- Downtown can absorb between 52,000 s.f. and 78,000 s.f. of new commercial office space per year over the next five to ten years.
- The Downtown area could absorb 120 to 180 new housing units annually.
- Residential condominiums present a strong market opportunity in Downtown.
- Additional hotel rooms will be needed to drive future Civic Center expansion.
- The City of Durham can influence existing market dynamics to allow Downtown to capture a larger share of regional growth.

# CHAPTER 6

*from City of the New South*  
**Durham**

## development Framework

*"Everything is connected. . . no one thing can change by itself."  
- Paul Harken*

# BUILDING THE VISION

The development framework outlined in this chapter provides a road map for future investment in Downtown. The starting point for any framework should be a consensus. This vision should not only articulate Downtown's physical changes, but also its identity and social character.

The overriding concept for a Downtown Durham vision focuses heavily on "quality of life" issues, such as strong neighborhoods, attractive spaces, wealth of services and active social outlets. Concern for these issues has been reinforced throughout the public involvement process. In this vision, Downtown Durham is a quality of life asset for the entire community, bringing unique spaces, recreation, excitement, history, social opportunities and cultural resources to all Durham residents.

To serve as a guide for the development of the master plan, the City of Durham outlined a series of goals for the planning process. These goals, listed below, provide a benchmark from which the recommendations proposed in the master plan can be measured.

- GOAL 1:** To implement the 2020 Plan goal of establishing Downtown as the pivotal activity center in Durham and the region.
- GOAL 2:** To promote a vibrant, compatible, well-connected mix of uses to increase the density and activity of the area, as well as to increase jobs, residences and the tax base.
- GOAL 3:** To make Downtown more pedestrian, bicycle and overall transportation friendly.
- GOAL 4:** To provide guidance for marketing Downtown for future development including, guidance for development incentives.



Photo courtesy of Downtown Durham, Inc.



Photo courtesy of Downtown Durham, Inc.



*“The idea is to seek a vision that gives you a purpose in life and then to implement that vision. The vision itself is one half, one part, of a process. It implies the necessity of living that vision, otherwise the vision will sink back into itself.”*

*- Lewis P. Johnson*

# Durham

*from City of the New South*

- GOAL 5:** To create building and streetscape design standards for development in the area that highlight and accent Durham’s existing wealth of historic architecture, spaces, places and views and are compatible with traditional planning and defensible space concepts.
- GOAL 6:** To allow flexibility in the plan in order to take advantage of future development opportunities as they arise.
- GOAL 7:** To examine, identify and program costs for infrastructure changes that promote the above goals.

These goals are intended to be the driving force in articulating a new direction for Downtown. In order to achieve these results and realize the vision for Downtown, a series of objectives was established that provide a standard for Downtown improvement.

## KEY OBJECTIVES

The vision for Downtown Durham has two primary elements: **1) PHYSICAL** and **2) ORGANIZATIONAL**. The development framework addresses these elements by establishing a series of objectives that embodies the seven goals and have physical and programmatic implications.

The **PHYSICAL** framework elements establish a strong “sense of place” for Downtown and are often the visible results within the City. It is the successful combination of architecture, circulation and environmental enhancements that will make Downtown attractive, active, safe and interesting. Objectives that support this framework element fall within two categories: Downtown Character and Downtown Circulation.

### **Downtown Character:**

The charm and character of Downtown are found in its strong stock of historic structures. The aesthetic appearance of Downtown, from the design of new buildings and streetscape enhancements to infrastructure improvements, reinforces Durham's character.

#### **Objectives:**

- Encourage and facilitate historic preservation
- Initiate a comprehensive streetscape program
- Encourage compatible and quality design in new building and streetscape recommendations
- Design appropriate transitions between the core area and the surrounding neighborhoods
- Utilize image and gateway features to establish a unique downtown identity
- Mitigate impacts from incompatible uses
- Introduce and/or improve lighting character
- Promote effective business storefront signage, graphics and window displays
- Provide additional user-friendly amenities (drinking fountains, downtown directories, etc.)

### **Downtown Circulation:**

Access to Downtown via the regional transportation system is quick and easy. The multi-modes of transportation include automobile, local and regional buses, bike and pedestrian trails, inner-city rail, as well as the proposed introduction of regional rail. Downtown attractions and activities are within close walking distance of several neighborhoods. Enhancements to the flow of traffic and parking will make Downtown more user-friendly. Downtown will no longer seem like just a way to get to another part of the city, it will be a destination that meets the needs of its users.

#### **Objectives:**

- Identify new transportation links
- Introduce multi-modal transportation options
- Improve functional circulation
- Convert unnecessary one-way streets to two-way
- Organize and provide adequate parking facilities
- Balance pedestrian and vehicular traffic demands



# Durham

*from City of the New South*



The **ORGANIZATIONAL** framework elements establish the identity for activities in Downtown. This identity is created through community events, social programs and the interaction of residents. Objectives that support this framework element are organized in three categories: Downtown Experience, Downtown Economics and Downtown Management.

## Downtown Experience:

Downtown Durham is a unique place where the environment sustains a wide range of experiences and interaction. The dynamic urban fabric of Downtown should always provide an essential part of community life that is vibrant, interesting and stimulating.

### Objectives:

- Encourage 'destination' uses that can serve the entire region to locate Downtown
- Encourage day/night activities through all seasons
- Facilitate a series of community events
- Provide public space to support large public functions/festivals
- Introduce/provide variety of housing options
- Provide additional recreational opportunities

## Downtown Economics:

Downtown should boast a healthy business environment and strategically position itself in the region as a center of employment, entertainment and civic life.

### Objectives:

- Support private/public reinvestment in Downtown to decrease vacancy rates
- Encourage business recruitment, retention and development
- Diversify tax base
- Invest public dollars strategically to leverage private investment

### **Downtown Management:**

Downtown development, operations and management should be championed by a partnership of the City, County, Downtown Durham, Inc. and other not-for-profit organizations so that the the center city is 'owned' and appreciated by the entire community.

#### ***Objectives:***

- Expand and improve technology and infrastructure
- Create efficient and effective management structure of existing organizations
- Formulate and maintain a Downtown improvement budget
- Maintain physical improvements
- Prepare marketing materials for development sites to aid in the recruitment of new Downtown investment
- Enhance and build upon Downtown marketing program
- Foster partnerships with business and non-profit groups
- Identify roles and responsibilities for achieving development goals

It is the intent of this master plan that these objectives be used to guide and focus the agenda for future Downtown improvement for several years to come. These objectives are intended to provide a foundation of the basic philosophy from which decisions on plan implementation are made. Over time, new issues and opportunities will undoubtedly arise, and the vision articulated through the goals and objectives should be used as a basis for decision-making when determining if the proposed actions are consistent with the overall Downtown vision.

---

*“The rich street life is no frill.  
It is an expression of the most  
ancient function of a city-- a  
place for people to come  
together, all kinds of people,  
face-to-face. . . “*

*- William H. Whyte*

---



---

*“Good design makes a city work better, not just look better.”*

*- Adele Fleet Bacow*

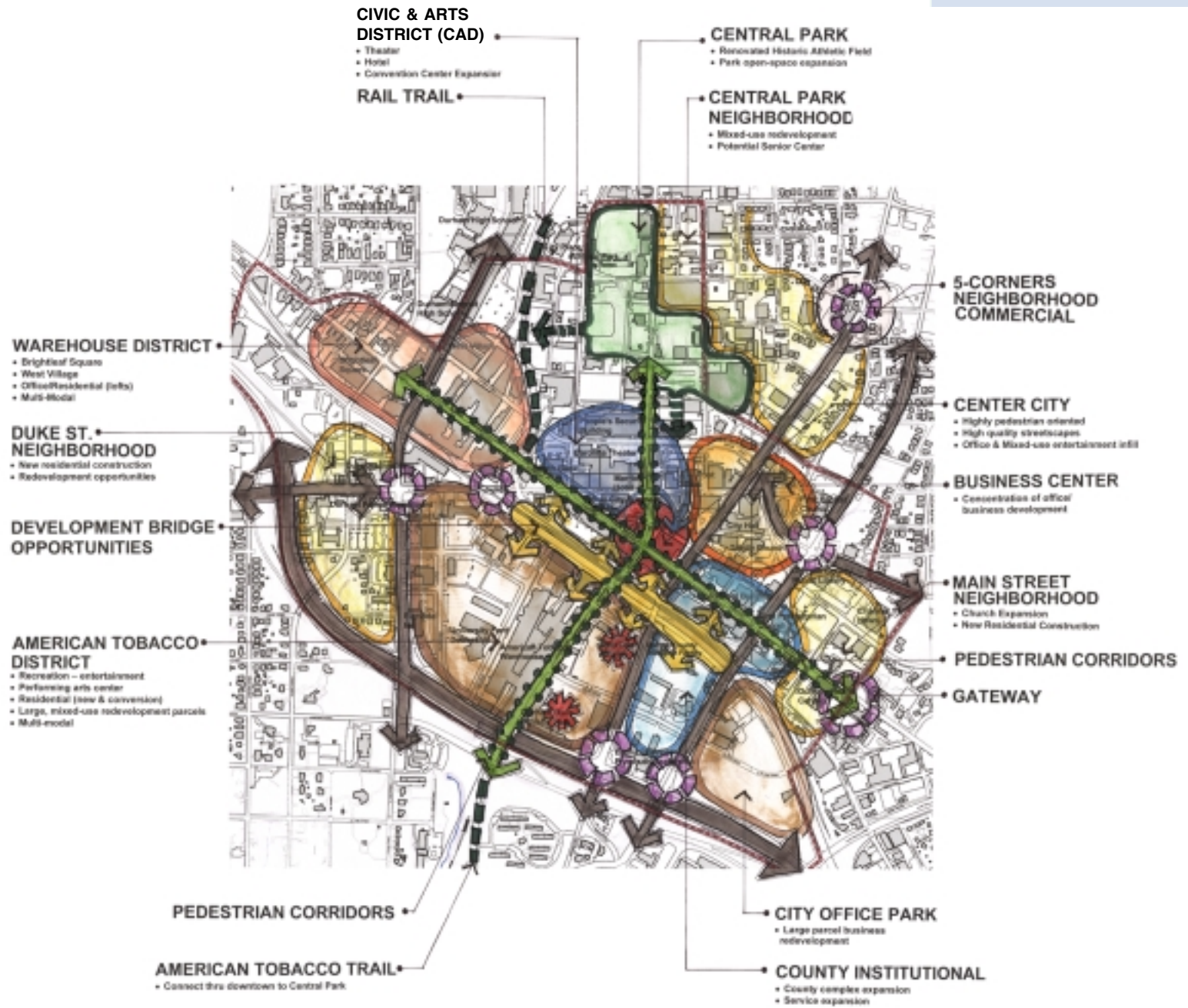
---

## THE FRAMEWORK PLAN

The physical relationship of the elements of the framework are summarized within the *Desired Framework Plan* shown at right. This plan highlights areas with predominately similar development patterns and potential, critical links and corridors, major anchors and important gateways.

This *Desired Framework Plan* identifies, at a conceptual level, how the framework objectives can manifest themselves throughout Downtown. It also is intended to illustrate the following planning and development principles:

- A revitalized Main Street that accommodates two-way traffic and functions as an entertainment corridor. Main Street shall serve as the east-west spine to which other “activity districts” are linked.
- A north/south connector that includes a realigned Blackwell/Corcoran/Foster street corridor serving not only as a major vehicular thoroughfare, but also as a principal pedestrian spine in Downtown.
- The ‘crossroads’ of the two major thoroughfares and heart of Downtown is the City Center that serves as a traditional focal point, concentration of pedestrian-oriented amenities, and densest assemblage of historic architectural resources. The City Center provides not only new private development opportunities, but also the potential for public open space.



Desired Framework Plan

# Durham

*from City of the New South*

- A newly created Civic and Arts District (CAD) that better links the Brightleaf District with the City Center and other areas to the south. The CAD would include opportunities for new hotel space along with an enhanced arts presence at the reconfigured intersection of Main Street and Chapel Hill Street.
- Improvements to the south end that are more strongly linked to the core area. The railroad tracks, which currently serve as a barrier, provide an opportunity to link areas rather than to separate them.
- A newly created mixed-use entertainment district at the site of the former American Tobacco Warehouse adjacent to the Durham Bulls Athletic Park on the south side of Downtown.
- A reconfigured 'loop' that allows for two-way traffic and is significantly altered to improve connectivity between districts, overall circulation, and development potential.
- Major new gateway opportunities at key intersections in all directions.
- An expanded Durham Central Park on the north side of Downtown that extends further west and southeast and connects adjacent residential neighborhoods, while providing new residential opportunities.
- Stronger emphasis on preserving and enhancing outlying residential neighborhoods to make them integral parts of the Downtown community.

# FRAMEWORK ELEMENTS

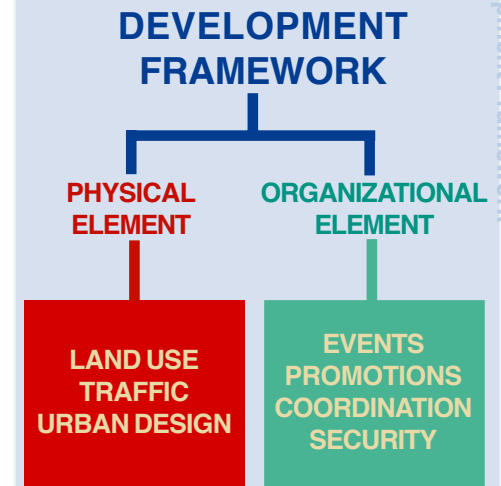
There are two key elements to the Development Framework: physical and organizational. To better understand the components of each element and how they can reinforce the objectives of the master plan, a discussion of policies and recommendations for each component has been included in this document. This framework structure is illustrated in the figure at right, *Framework Elements*, and is outlined below.

## PHYSICAL ELEMENT

- 1) Land Use
- 2) Traffic and Circulation
- 3) Urban Design

## ORGANIZATIONAL ELEMENT

- 1) Events
- 2) Promotions
- 3) Coordination
- 4) Security



*Framework Elements*



# PHYSICAL

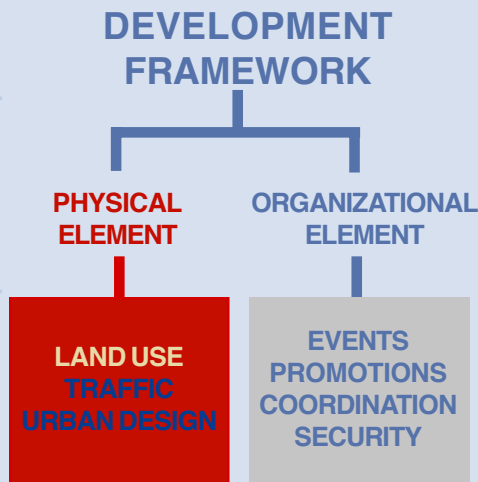
## FRAMEWORK COMPONENTS

### PHYSICAL ELEMENT ONE: LAND USE

The *Desired Framework Plan*, illustrated on page 61, highlights areas with similar development potential and provides broad land use and development policy for Downtown Durham. The *Proposed Land Use Plan*, shown on page 67, was created based on this diagram. This map is not intended to be enforced as a comprehensive land use plan, but rather a source of general direction to guide future decision-making.

The success of most Downtowns is based on the fact that they offer a diverse mix of users in immediate proximity to each other. The land use pattern exhibited in the *Proposed Land Use Diagram* reflects a combination of existing development, proposed development not yet constructed, and new development proposed as part of this master plan. This pattern is expressed by a well-defined, mixed-use corridor along Main Street that offers a series of compatible and reinforcing uses radiating from that corridor.

Particular emphasis is placed on reinforcing that corridor with entertainment-related uses, extending east along Main Street from Brightleaf Square to Corcoran Street, and south along Blackwell Street to the Durham Bulls Athletic Park. This corridor includes a design treatment that emphasizes pedestrian orientation. Major new development, as well as renovation to the American Tobacco Warehouse site, is proposed. The designation as an urban entertainment corridor will be made by providing new connections across the rail lines and encouraging new commercial development, such as restaurants, speciality retail and nightclubs, into the area. As such, it will become a major destination in Downtown, adding vitality and increasing the synergy between the Downtown core and the surrounding districts.

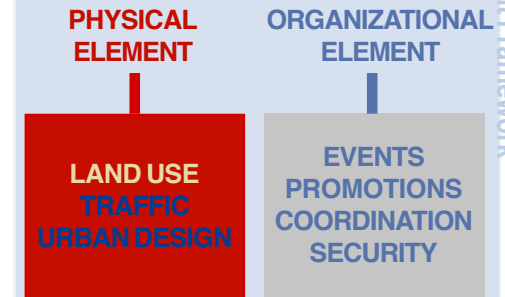


The core area plays an important role within Downtown Durham. Having a successful and vital City Center is key to the overall success of Downtown. An active core will be an asset to the other areas of Downtown, promoting more successful development, which in turn attracts people and investment. The establishment of high-density, mixed-use and institutional uses in the City Center area represents a policy of formalizing and intensifying the cultural resources of Downtown. Attracting additional civic institutions, such as a Civic Center expansion and new County development, is a logical extension of the existing function of Downtown that provides support for the commercial core, promotes the area as a governmental center and increases tourism activity.

The land use plan also illustrates the addition of new, concentrated residential uses. This is a significant policy shift from existing zoning guidelines and is based upon the anticipated diversification of the housing market in Durham. It is expected that a segment of this growing market will have the desire to live in close proximity to a vibrant and attractive Downtown. This nationwide trend has supported downtown redevelopment in cities throughout the country. The two major areas for new residential development are located between Carr and Willard Streets, south of Pettigrew Street, and between Queen and Dillard Streets, south of Main Street. In addition, it is expected that throughout the City Center opportunities for residential development, particularly on upper floors, will be created and reinforced.

The *Proposed Land Use Plan* also includes areas of conservation of existing uses within the greater Downtown area. The land uses that provide commercial support to the adjacent neighborhood north of the central business district should be supported. Existing residential neighborhoods west and east of Downtown are also to be preserved and enhanced with compatible infill development. These traditional neighborhoods are a vital part of the greater Downtown and represent an important housing resource for Downtown Durham.

## DEVELOPMENT FRAMEWORK



# Durham

*from City of the New South*



*The strength of the residential market in the Durham area will benefit neighborhoods adjacent to Downtown as well as adaptive reuse projects within Downtown that can provide alternatives to traditional residential units.*

Steps should continually be taken to link these neighborhoods with Downtown. A proposed expansion of Central Park eastward to Mangum provides a green link that not only connects these neighborhoods to each other and the Downtown core, but also increases the passive and active recreational options for Downtown users. This transition between the residential neighborhoods, commercial support and Downtown creates a buffer that provides new development opportunity and supports property rehabilitation.

The *Proposed Land Use Plan* outlines a series of specific land-use designations. These designations are described below.

**Single Family:** Single-family residential use, approximately 12-16 units/acre.

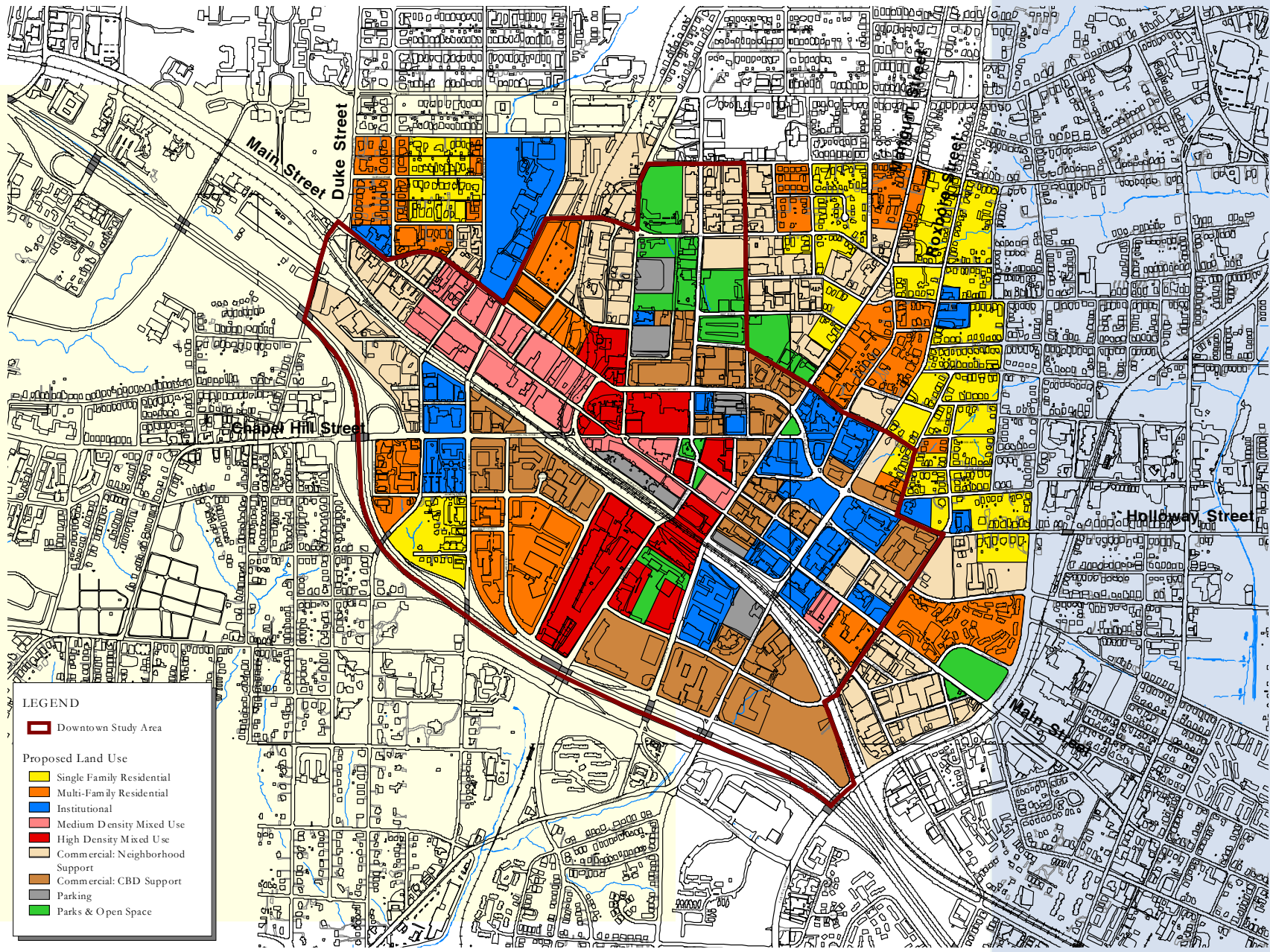
**Multi-Family:** Multi-family and townhouse residential use consisting of two or more dwelling units per building at an appropriate density to reinforce urban character, approximately 14-20 units/acre.

**Institutional:** Includes public uses, such as City Hall, courthouses and library, as well as semi-public uses such as churches and civic organizations.

**Medium Density Mixed-Use:** Mix of retail, office, parking and upper-floor residential that supports a daily routine of users.

**High Density Mixed-Use:** An area where new and existing development is designed to attract retail, recreational, office, institutional, residential and public uses as a primary economic function of Downtown. These are areas intended to be activity centers of the City, preserving the core and extending support to all Downtown districts. Concentrating use and activity through first floor commercial use, upper floor residential use and civic/tourism attractions increases the urban identity and draw of Downtown.





Proposed Land Use Plan



# Durham

*from City of the New South*



*Additional commercial opportunities will support City Center business activity as well as neighborhood residents.*

**Commercial: Neighborhood Support:** Area proposed for retail/office uses that service and support the surrounding neighborhoods. The uses intended for this land use category are support commercial uses that benefit from proximity to the Central Business District and surrounding residential areas, but do not require locations within the core area. Areas that are designated with this category are east, west and north of the City Center. Typical uses include limited retail, small-scale office and business services such as dry cleaners, video rental, etc.

**Commercial: CBD Support:** Primary retail-oriented uses, including a combination of service providers and offices, designed to service and support the institutional, civic and mixed-uses found in the Downtown Central Business District. Appropriate uses would include print shops, legal offices and financial services.

**Parking:** Areas where surface parking lots or structured parking are the primary uses.

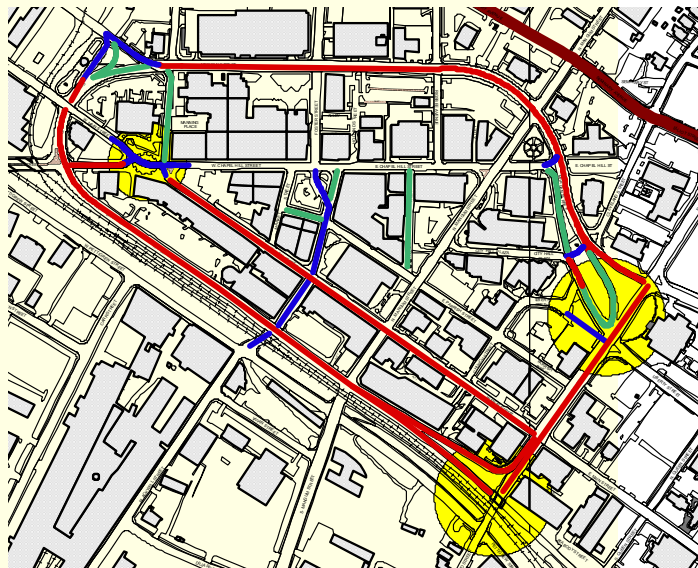
**Parks and Open Space:** Areas of green space for both passive and active recreation. These include public plazas and parks, as well as areas that are not necessarily under public ownership but are accessible to all Downtown users.

The *Proposed Land Use Plan* is a tool that articulates the various physical relationships within Downtown. It contains recommendations for focusing areas of new development, the extent of such development and the compatibility of uses; however, it is not intended to be a rigid land use plan. As portions of this plan are implemented over time, the configuration of areas for medium density mixed-use or commercial neighborhood support must be modified. Such adjustments should not be perceived as inconsistent with the overall direction established in the *Desired Framework* and *Proposed Land Use* plans, but are expected evolutions of this master plan.

## PHYSICAL ELEMENT TWO: TRANSPORTATION AND CIRCULATION

The transportation recommendations developed as part of the master plan build upon the City's current plan to realign Blackwell, Corcoran and Foster Streets to create an additional north-south corridor through Downtown. Additional circulation alterations that support the objectives previously outlined are highlighted in the diagram below, *Circulation Alterations*.

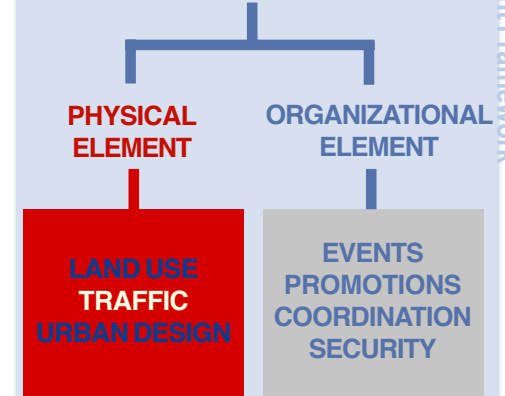
To complement the improvement in traffic circulation created by the Blackwell-Corcoran-Foster realignment, it is proposed to revert, as much as possible, the Downtown street system to a more traditional grid pattern. Intended to better facilitate traffic flow and provide traveler orientation, this configuration can be accomplished by converting critical one-way streets to two-way flow and realigning intersections to lessen some of the negative impacts associated with the existing 'loop.'



### Circulation Alternatives

<span style="display:inline-block; width:20px; height:10px; background-color:red; border:1px solid black;"></span> Streets Changing from 1 Way to 2 Way	<span style="display:inline-block; width:20px; height:10px; background-color:blue; border:1px solid black;"></span> Streets Realigned
<span style="display:inline-block; width:20px; height:10px; background-color:green; border:1px solid black;"></span> Streets Closed	<span style="display:inline-block; width:20px; height:10px; background-color:yellow; border:1px solid black;"></span> Special Study Areas

## DEVELOPMENT FRAMEWORK



# Durham

from City of the New South

## Main Street

As proposed in the 1999 Capital Improvement Report, prepared as part of the master plan process, the first street improvement should be the widening of Main Street to allow for two-way traffic between Great Jones Street and Roxboro Street, with parking on alternating sides of the street. A Main Street conversion will jump-start the implementation of an improved, interconnected transportation network in Downtown. The Main Street project will also address concerns of Durham residents and business owners who say they find it difficult to get around and provide directions to places Downtown.

The objectives in improving Main Street are four-fold:

- 1) Converting the traffic pattern to two-way directional flow to promote Main Street as a significant east-west thoroughfare connecting west Durham parts of Downtown to east Durham,
- 2) Allowing vehicular traffic to park on-street to support the existing commercial uses,
- 3) Modifying the typical section of Main Street not only to facilitate vehicular traffic, but also pedestrian traffic, and
- 4) Activating storefronts to increase business potential.

To achieve the desired two-way traffic along Main Street and adequate sidewalk widths for pedestrians, parking would be provided in the form of alternating cutouts, approximately every other block along the length of Main Street. This solution, illustrated in *Main Street Illustrative Sketch* and *Typical Section through Main Street*, provides uninterrupted traffic flow, strong east-west connections to surrounding neighborhood districts, and additional area for site amenities. The streetscape design for Main Street should build upon the inherent character of Downtown Durham in a way that produces an aesthetic enhancement that is functional and compatible with the area's rich character.



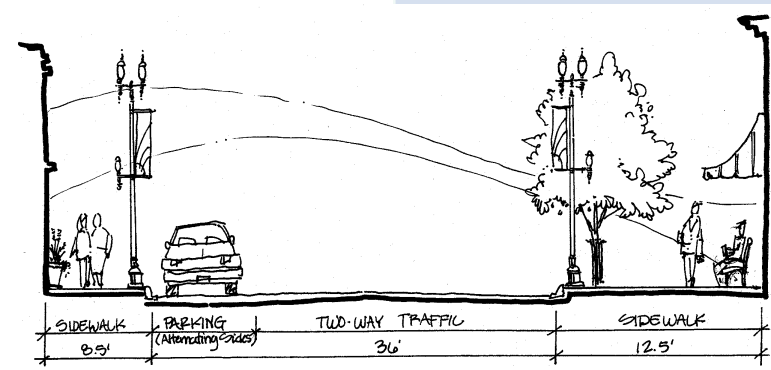
*Main Street Illustrative Sketch*

## Chapel Hill Street

In addition to the Main Street reconfiguration, Chapel Hill Street should be converted to two-way traffic from Great Jones Street to Mangum Street. In contrast to the conversion of Main Street, the conversion of Chapel Hill Street is a simple improvement. Minimal street reconstruction is required because the street is wide enough to accommodate traffic movement in both directions. Chapel Hill Street should be converted to two-way traffic at the same time as Main Street so that no directional imbalance is created through the conversion of only one of a pair of one-way streets.

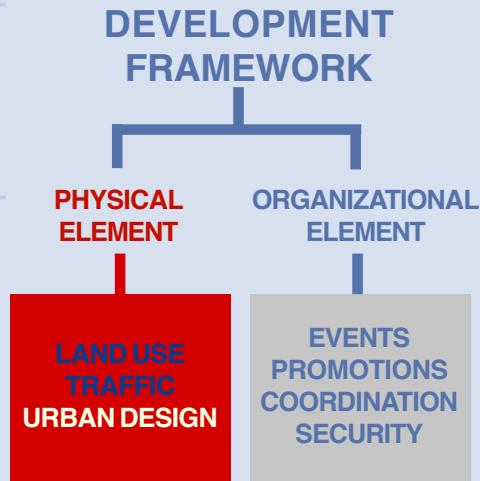
## 'Loop' Reconfiguration

The third transportation recommendation involves altering the existing 'loop' to a more traditional grid pattern. Converting the 'loop' to two-way travel, introducing on-street parking on either side, and re-aligning selected intersections will not only reinforce the fabric of Downtown; it will open up new sites for development. As shown in the proposed *Circulation Alternatives* diagram on page 69, the Morgan Street/Roxboro Street intersection will be realigned with Holloway Street. On the west side, the Morgan Street/Great Jones Street intersection will be realigned to facilitate thru-traffic on Morgan Street, thus promoting Morgan Street as a major east-west thoroughfare in Downtown. In addition, another sizeable development pad will open up at this intersection, bridging the gap between Brightleaf Square and City Center. Great Jones and Ramseur Streets will also be converted to two-way traffic, with the latter having a similar typical section to Morgan Street, providing on-street parking on both sides. Because of engineering complexities and significant cost implications, the intersection of Ramseur and Roxboro Streets will require a detailed study to assess the reconfiguring alternatives for that specific intersection. Lastly, it is proposed that Roxboro Street is converted to two-way between Ramseur Street and Morgan Street, but only after a more detailed evaluation of the trade-off between improved directional travel is weighed against potential reduced traffic capacity.



Typical section through Main Street





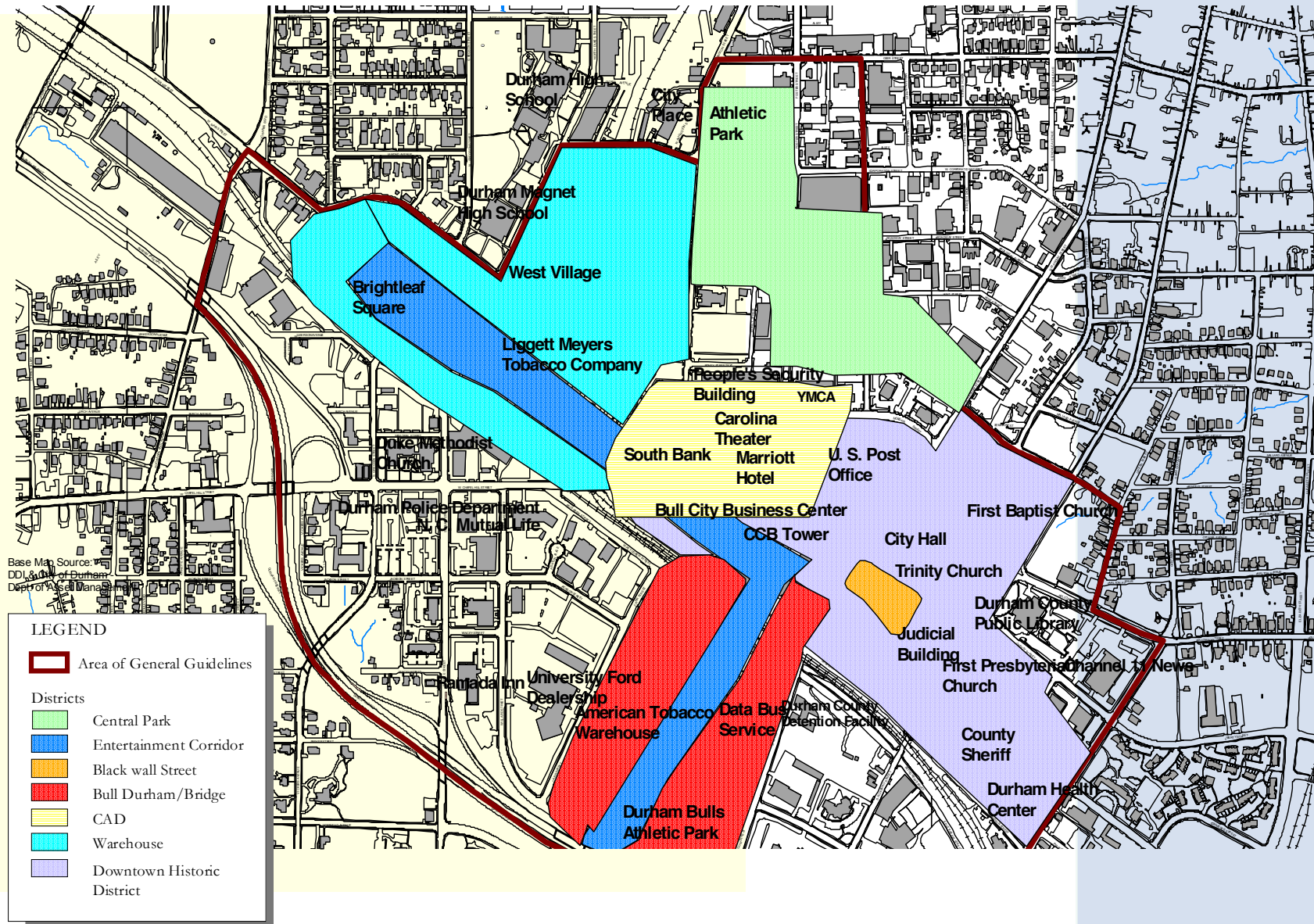
Creating more parking on Main, Morgan and Ramseur Streets will increase the number of on-street spaces by more than 200. This will greatly increase the supply for short-term users as well as those patrons that prefer on-street parking in the evening hours. Additional off-street parking structures will be provided at key activity areas to serve both long-term and short-term users.

### PHYSICAL ELEMENT THREE: URBAN DESIGN

The physical and aesthetic character of Downtown Durham is crucial to its success. The appearance of Downtown strongly impacts community attitude, tourism and retention of business efforts. An unattractive and neglected Downtown conveys a negative image. It is not welcoming, and is often perceived as an unsafe and unsuccessful environment.

Any Downtown can be made reasonably attractive if a concentrated effort is made to implement and maintain physical improvements; however, simply replicating the successful design treatment of other cities is not the correct approach. It is important that physical improvement recommendations, from new building construction, rehab and streetscape improvements, focus on elevating and celebrating the character and identity of Durham. When Downtown's urban design character reinforces the Durham "sense of place," a truly unique destination place will be realized.

The diagram on the following page, *Urban Design Districts*, shows proposed districts within Downtown for which specific design standards should be developed. Rather than establish one set of improvement standards for all of Downtown, this master plan proposes the reinforcement of multiple districts that will each highlight their own architectural, spatial and signage features. For example, sign standards in the CAD might be much more sedate and reserved than in the Bull Durham district because of the difference in the architecture and anticipated uses.



# Durham

*from City of the New South*



*The First Baptist Church is an example of Neoclassic architecture, a style inspired by classic Greek and Roman architecture.*



*The Mechanics and Farmers Bank is also designed in the Neoclassic tradition.*



*The First Presbyterian Church is of the Gothic Revival style which is distinguished by pointed arches combined with towers, steep gabled roofs, clustered columns, bay windows, and leaded stained glass.*



*Like many civic and collegiate buildings, Trinity United Methodist Church is a Gothic Revival structure.*

## Architectural Vocabulary

The buildings in Downtown Durham are illustrative of diverse architectural styles and periods. Downtown has a strong character that is defined by its existing and historic architecture. The collection of Downtown buildings offer a snapshot of architectural trends from the last century. Neoclassic, Beaux Arts, Gothic Revival, Art Deco and Moderne are styles from the late Nineteenth to mid-Twentieth centuries that are expressed in the architecture of Downtown.

Just as past architectural styles have influenced Durham's built environment, new construction should look to the manifestation of those styles in order to reinforce an urban fabric that is uniquely Durham. Another distinctive design element which separates Downtown Durham from any other downtown is the traditional brick warehouses that housed various tobacco plants. The design of the new Durham Bulls ballpark reflects the character of this unique architecture with its traditionally inspired design.



*The Hill Building/CCB is from the Moderne tradition, a style that features 'streamlined' facades with few decorative elements.*



*The Carolina Theatre is a Beaux Arts building as indicated by elaborately decorative variations of classic details.*



*The Kress Building is typified by stylized Egyptian, Aztec and Mayan motifs which indicates that it is an Art Deco building.*



*The Snow Building is another examples of the Art Deco style of architecture.*



# Durham

*from City of the New South*



*Main Street has an intimate, pedestrian-oriented character; however, future improvements must allow for a business-friendly environment.*



*Landscaping, water features and seating should be considered as new open space opportunities are realized in Downtown.*

The image established by the mix of these dominant styles can only be found in Downtown Durham. It will be this mix coupled with new development that is compatible with Durham's design character that will make Downtown truly unique. These are unique qualities exhibited in Downtown, both historic and today, that define the architectural vocabulary. The importance of these qualities was reinforced throughout the master plan process by the focus groups and public open participants. It is this architectural vocabulary that should be capitalized upon and enhanced through future physical improvement projects and initiatives.

## Elements of a Strong Downtown

An understanding of the architectural vocabulary of Durham provides a foundation for urban design recommendations. For some, urban design is simply the selection of light fixtures and paving materials. But for urban design to be successful and meaningful, it must define the urban design objectives for the city and a process for regulating the city's future character.

Healthy and strong urban design character focuses on four major areas, including:

1. **Retention of Distinguishing Design,**
2. **Encouraging Activity at Street Level,**
3. **Providing Gathering Spaces, and**
4. **Attention and Respect to Design Detail.**

The recommendations that focus on these four major design areas consist of proposals for new development, redevelopment and enhancement. These recommendations are intended to set the direction for design and illustrate the potential for physical improvement standards. As represented in *Urban Design Districts* shown on page 73, the general design standards discussed below are to be applied throughout the entire study area.

## 1. Retention of Distinguishing Design

Important views and historic buildings are elements worth preserving. Buildings adjacent to the street often frame a view of a prominent feature, such as the CCB Tower or the sightline established along Church Street. While views are an important part of the City, they are often overlooked and easily destroyed by the lack of proper site planning guidelines. Historic buildings provide a wealth of character in the Downtown fabric. These structures often provide visual clues that reflect changing times and values. The preservation of historic buildings recognizes good design from the past and maintains the district's unique characteristics.

General tools that will preserve this design character include the establishment of specific site guidelines and the establishment of historic district or design review overlays.

The creation of a group which can be responsible for evaluating improvement proposals and physical changes in Downtown should help foster appropriate design; however, this review process should not become so laborious or rigid that new development is discouraged. The development of clear design guidelines is the first task of this proposed design review group.

### 1a. Site Plan

The streets in the Downtown area are the most public and prominent spaces within the City. The structures located along the edge of these streets form the "walls" of these outdoor rooms, and as such, they should be planned accordingly to provide the desired effect. Essential to the success of the street are the lower floors of a building. These floors should be located against the street edge, except at designated open space areas. Traditionally, the Downtown streets have been lined with buildings that adjoin the sidewalk. It is appropriate to reinforce this tradition from not only a historical perspective, but also a functional view. By locating the structure adjacent to the street, the space created along the street helps to define functional urban open spaces and enhance the pedestrian activity.



*View along Church Street*

*“Some property owners and developers, the ones who will benefit most directly from design excellence, fail to recognize the connection between quality design and the identity and success of downtown.”*

*- Mayor Bill Harris,  
Lincoln, Nebraska*

# Durham

*from City of the New South*

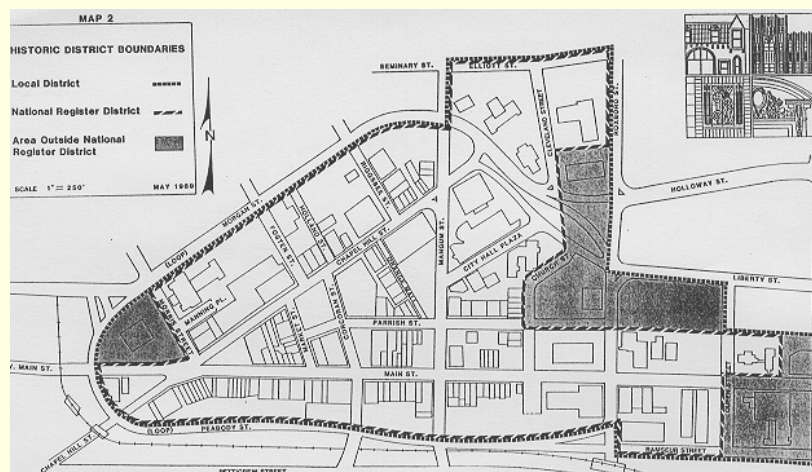
## 1b. Historic District Overlay

The Downtown Historic Districts (Local and National Register, see map below) contain several buildings that are identified as outstanding, notable and contributing. These historic structures provide distinctive statements that should be enhanced and preserved. Existing buildings that exhibit significant architectural or historic qualities should be rehabilitated with respect to the original character and design intent. The materials, detailing, proportions and ornamentation of the facades should be preserved and enhanced as part of the rehabilitation process.

New infill buildings that are proposed adjacent to these existing structures should be sensitive to their context. The scale, massing, height and materials of proposed infill buildings should respond positively to these structures to “knit” the street together in a uniform and cohesive pattern. Architectural detailing, such as matching cornice lines and the use of coordinating materials is an effective devices that provide a transition between existing and proposed buildings. High

quality materials such as brick, limestone, and tile should be included in the design detailing of the exterior facades of buildings in this particular district.

Special emphasis should be placed throughout the Black Wall Street district to celebrate that important part of Downtown’s history. Preserving the remaining structures and providing a “walk of fame” through decorative sidewalk treatments would designate that area as an important and unique district in Durham’s development.



*Historic District Boundaries, courtesy of Downtown Durham Historic District Preservation Plan*

## 2. Encouraging Activity at Street Level

Projects that improve existing pedestrian circulation and provide new and stimulating pedestrian experiences are essential for achieving a vibrant urban character. Unnecessary voids in the street, such as those resulting from parking lots and vacant buildings, should be screened or fronted with appropriate elements (such as fencing, walls, landscaping, etc.) that interject a visual continuity. People-oriented places, such as a street, sidewalk cafe or urban plaza, need a sufficient number of pedestrians to make it successful and attractive. Pedestrian walkway networks should be established, connecting buildings, blocks, districts and adjacent neighborhoods. Appropriate uses at the street level, such as restaurants, cafes and retail establishments, should be encouraged. These uses should be relatively compact, so that workers, visitors and residents can walk or ride easily from area to area. Main Street should certainly be redeveloped in this manner, as should other City Center corridors such as Parrish, Church and Chapel Hill Streets. A compact downtown or district is not only convenient for users, it also serves to increase the density needed to achieve active and vital street life.

General techniques that encourage activity at street level include the establishment of specific guidelines for parking and site amenities and the establishment of an entertainment corridor overlay.

### 2a. Parking

Parking is needed and essential to attracting new commercial uses; however, surface parking lots often create voids or gaps along the street. This void breaks up the impact of a strong building line, and often detracts from surrounding context. At a minimum, surface lots throughout the Downtown should be screened with appropriate landscaping or ornamental fencing.



*Sidewalk cafes, like this one in St. Louis, bring activity and life to the street.*



# Durham

*from City of the New South*



*The Durham Centre parking provides little street-level interest for pedestrians.*



*Banners and signage introduce color and graphics to downtown streetscapes.*



Parking structures are an essential part to Downtown. However, the negative physical impacts, such as poorly designed ground floor levels and imposing size, should be minimized. The first-floor level of any structure should include areas for retail space. The facade of the structure should coordinate with the surrounding architecture, including appropriate materials, colors, lighting and awnings. Additional parking structures should be coordinated with new development and enclosed within buildings to minimize the visibility of parking ramps from the street.

## 2b. Site Amenities

The addition of site amenities to urban open space encourages street activity and provides a sense of identity and appeal. The addition of pools and fountains can provide a focal point and can serve to buffer street noise. The introduction of brick, granite, and textured concrete adds color and diversity to the sidewalk treatment. A variety of street furniture, including fixed and moveable chairs, benches and low seat walls should be included throughout the Downtown area. These seating areas should be located in both shade and sunny areas along primary circulation corridors and activity nodes. The addition of informational kiosks, signage and banners provide spatial orientation and definition to a special district. Not only do they direct pedestrian and vehicular movement, they provide a sense of continuity and the opportunity to promote special events.

## 2c. Entertainment Corridor

A continuous street-wall of activity oriented to the pedestrian is essential to sustain a vital urban district. The success of this Main Street/Corcoran/Blackwell entertainment corridor relies on overcoming any real or perceived "dead spaces." The number of blank facades, empty storefronts and vacant lots should be minimized. Attractive signage, building lighting, rich materials and awnings should be considered in any renovation or new construction. Empty storefronts should be maintained and lit so they do not detract from the quality of the streetscape, and surface parking lots should be removed and replaced with adequate parking facilities behind the structures.

### 3. Providing Gathering Spaces

Potential gathering spaces include streets, plazas, parks, alleys, arcades, vacant land and public uses at the ground floors of buildings. Large urban parks that provide areas for festivals, farmers markets and concerts are appropriate for Downtown. Smaller spaces that include passive recreation and garden areas, as well as the street right-of-way, provide additional gathering spaces of varying scales.

General tools that provide gathering spaces include the establishment of specific guidelines for urban open space.

#### 3a. Urban Open Space

Successful urban open space requires a sense of definition and containment from its surroundings. The use of buildings, arcades and landscaping all can provide the necessary definition to an urban plaza, courtyard or entryway. Once the space is defined, the enrichment of the space should include the use of appropriate landscape, hardscape and water features that visually and functionally enlivens and gives character to the space.

This master plan provides the opportunity for a significant new civic-oriented open space in the Civic and Arts District (see chapter 7, *Major Development Components*). As a contrast, existing and proposed open spaces in the City Center should have a noticeably different character to them. The size of any urban open space, either existing or proposed, should be appropriate to the scale of the adjacent streets, buildings and activities for which it is intended. Smaller spaces are usually related to the use of adjacent buildings (i.e. lunchtime activities), while larger spaces are often more civic in nature and can accommodate a wider range of seasonal activities. A variety of these spaces can provide a wealth of opportunity to enliven the street and are appropriate to providing vitality and diversity to the Downtown.



*Awnings, lighting and street furniture are elements that help animate and create exciting entertainment corridors.*



*Large public gathering spaces provide opportunities for community events and celebrations. Photo courtesy of Downtown Durham, Inc.*



*A coordinated signage program for directional, informational and marketing purposes can complement the design character of Downtown districts.*

#### 4. Maintaining Attention to and Respect for Detail

While architectural continuity is important, variation in design should also be encouraged. By identifying design elements characteristic to the region, new architecture can be unique and remain compatible with the existing building stock. It is essential that any improvements, whether they are new construction or rehabilitation, stress quality. The quality of materials and design detailing, as well as a high level of maintenance, is indicative of a focused effort to provide a quality urban environment.

General tools that reinforce detail design attention include the establishment of guidelines for building scale and design, signage, landscaping and lighting.

##### 4a. Building Scale & Design

New building construction in the Downtown area should not mimic existing structures, but should be designed in such a fashion as to reinforce the scale, horizontal and vertical layering, range of traditional materials and level of detail and ornamentation found in the existing building stock. In general, a building height of 2-4 floors is appropriate throughout most of the Downtown area, especially along Main Street and other City Center corridors. Height restrictions can be varied on a block-by-block basis. In order to enforce and regulate these building design guidelines, a design review process should be initiated.

Buildings should be brought up to meet current ADA code and standards, and structures should be upgraded to conform to current health and safety standards. The addition of any modern electrical and mechanical equipment should be screened from views from pedestrians at street level and, as much as possible, by adjacent buildings.

##### 4b. Signage

The role of signage is important throughout Downtown. It provides direction and information and can be used as a successful marketing tool. However, it is important that the scale, placement and graphic style is



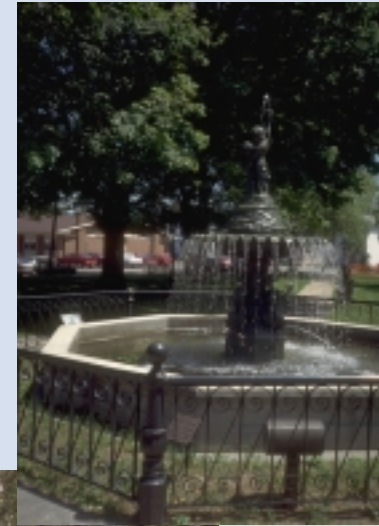
consistent with the character established for Downtown. A standard signage system for orientation and information should be established to serve as directional markers to destination points, landmarks and circulation routes. For example, a designated or desired travel route between the Durham Bulls Athletic Park and Central Park or Brightleaf and historic 'Black Wall Street' could be highlighted with a sign or marker system. Decorative signage, often used to as a gateway statement or to identify landmarks, should be included in a comprehensive signage program. A Downtown sign program would most likely include multiple design treatments for multiple districts with different characteristics. Guidelines for appropriate building signage should reviewed and amended as appropriate.

#### **4c. Landscaping**

Throughout Downtown area, it is appropriate to use a variety of softscape materials to provide a contrast to hard urban surfaces. The addition of plant material will add shade, color and layers of texture to the urban fabric. Low ornamental material, such as flowers, groundcover and shrubs, should occur in key areas, particularly along corridors that are heavily traveled by vehicles or dominated by surface parking, such as Mangum, Roxboro, and Blackwell/Corcoran/Foster. These areas would include planters, sidewalk cutouts and parking lot screens. Street trees that are high branching and open in character should be used in combination with ornamental tree grates and guards. Trees should be placed along the street to frame or highlight buildings and provide larger splashes of greenery without closing in the street. Water-conserving and urban tolerant plants should be used. A maintenance program that includes seasonal plant rotation, regular sidewalk/street cleaning and a four-season banner rotation program should be established.

#### **4d. Lighting**

The appropriate use of lighting is critical in creating an urban environment that is active and safe. At a minimum, two ornamental light fixtures should be adopted as the lighting standard to be used throughout the Downtown area. The first should be an ornamental fixture that meets the criteria for



*Attractive and well-maintained landscaping softens hard urban edges and creates inviting spaces.*



# Durham

*from City of the New South*

City/State highway standards, yet is visually consistent with the traditional character of Downtown. This type of attractive fixture is important to incorporate on vehicular thoroughfares such as Mangum and Roxboro streets. The second fixture should be a decorative, pedestrian-scaled light standard. It will be important to utilize these fixtures along key pedestrian-oriented streets such as Main, Blackwell/Corcoran/Foster, Chapell Hill, Parrish Streets, etc. Both fixtures should coordinate with each other, and provide appropriate foot-candle levels to illuminate the street, sidewalk or open space. Additional lighting in the form of bollards, up-lighting and back-lighting should be encouraged to highlight building facades, landscape treatment and signage. Lighting standards that vary in style and character from the overall City standard should be used as appropriate to designate or highlight unique Downtown districts such as the Entertainment corridor and the ballpark environs.

## PUBLIC IMPROVEMENTS

Land use, traffic and urban design are the three key elements that establish the physical framework. Several public improvements outlined below are integral parts of the physical framework and have been referenced throughout this master plan. They represent a significant commitment to elevate Downtown to a successful urban center that is functional, safe and attractive. Generally these items, their design, implementation and maintenance, will be the responsibility of the City; however, opportunities for shared costs for these items should be explored. It will be important for the City to develop a strategy for committing to an ongoing, long-term public improvement program within Downtown to address these, and other, public improvement projects:

- On-street parking
- Lighting
- Street signage
- Street furniture (bus shelters etc.)
- Open space (hard and soft)
- Parking garages (new and old)
- Pedestrian links and trails
- Gateways
- Traffic calming (medians, pedestrian signalization, street narrowing)
  - Loop reconfiguration: Holloway/Morgan, Ramseur-Roxboro and Great Jones-Morgan/Ramseur/Chapel Hill
  - Chapel Hill/Main St.
  - Corcoran/ Foster/Blackwell
- Maintenance
- Recreation facilities (parks, central park)
- Public art
- Sidewalks – special paving areas and maintenance repair
- Potential Black Wall Street “walk of fame”

The investment necessary to implement and maintain a comprehensive public improvements program in Downtown will be substantial, yet this is a critical task that will reinforce and encourage private investment. Nine years ago in Philadelphia, the business community voted to improve the physical environment for pedestrians in the Downtown. The Downtown business improvement district, Center City District, issued a \$21 million bond and received \$5 million in matching funds from the City. They invested the funds in new sidewalks, trees, curbs and light fixtures to make the area more pedestrian friendly. The new lights make the sidewalks two to three times brighter, and as such, they appear safer. Since the improvements began, the Center City District has reversed its declining employment base and seen substantial employment growth.

## ORGANIZATIONAL FRAMEWORK COMPONENTS

This master plan for Downtown Durham proposes a number of physical development and infrastructure improvements; however, it acknowledges that a 'build it and they will come' approach to urban redevelopment is shortsighted. As such, organizational, management and programming strategies are critical elements of the framework. Any area aiming to attract employers, employees, shoppers, diners, etc. must provide the physical facilities for those activities to take place; but there must also be a concerted effort to ensure that once people come Downtown there are always events, management and security that make Downtown safe and exciting to discover over and over again.

In response to these goals, the master plan recommends the development of a system for sponsoring and promoting activities that is organized around four areas of focus:

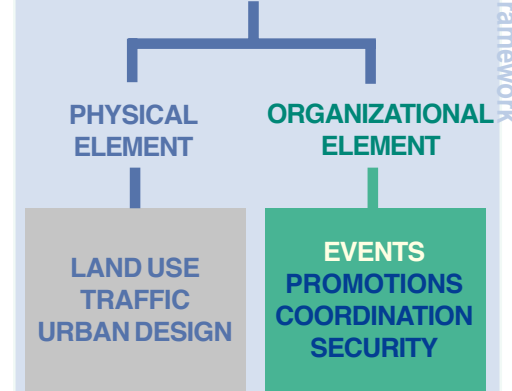
- Events
- Promotions
- Coordination
- Security

## ORGANIZATIONAL ELEMENT ONE: EVENTS

There is no limit to the number and types of events that can be hosted Downtown. Downtown Durham is having success with concerts and art events; but other cities have expanded their events to include farmers markets, outdoor movies, holiday parades, special tree lighting, alley parties, flea markets, etc. The cities that have the greatest success in programming their downtowns have a designated organization or department within an organization that is responsible for the planning of events. This staff can also serve as a resource for private groups who may want to host an event but do not have the capacity or experience to make all of the arrangements.

As event days grow, most Downtowns have witnessed the private sector responding with businesses such as carriage rides or trolleys that shuttle visitors and residents between destinations. These activities may, of course, also be supported or encouraged by the private sector. The importance and potential impact of Downtown events is threefold. Events after business hours can help retain the Downtown employee population after 5:00, create active and dynamic activities and environments for residents, and enhance the convention and visitor experience.

## DEVELOPMENT FRAMEWORK

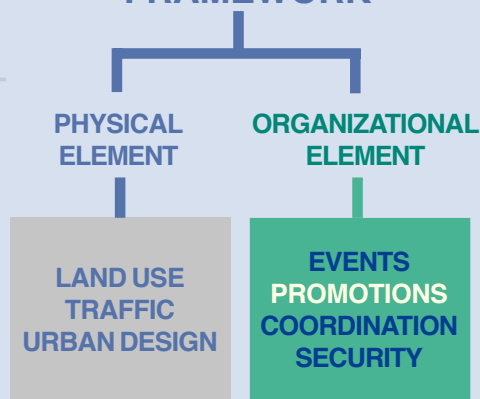




# Durham

*from City of the New South*

## DEVELOPMENT FRAMEWORK



### ORGANIZATIONAL ELEMENT TWO: PROMOTIONS

Promoting Downtown is not unlike the selling of any product in its need for an overarching theme or mission that can be summed up both succinctly in a catchy phrase or radio jingle and comprehensively in more detailed advertising material. As a result of the master plan and the commitment to its implementation, the need exists for a compelling campaign to sell Downtown as a place to live, work, and play. In the early twentieth century, Durham was known as the 'City of the New South' for its progressive integrated business climate. A creative campaign that captures the essence of the Durham community today is an immediate priority that should be led by the City, County, Downtown Durham, Inc., Chamber of Commerce and the Convention and Visitors Bureau. Private business interests should also have a role in the process. Whatever the message, it should reflect the uniqueness of the City and its citizens and should establish a basis for all other promotional and marketing activities.

There are other more immediate manageable promotional pieces and activities that can be developed to facilitate Downtown activities. A monthly newsletter distributed to business and residents can highlight activities and accomplishments. Even better, a weekly broadcast fax or e-mail can keep people apprised of activities on a weekly basis; it can also serve as a means of advertising or highlighting Downtown businesses. Developing programs aimed at youth, such as educational walking tours and on-site history lessons, can help to engage future generations in the appreciation of Downtown.

As an example, The Landmarks Foundation in St. Louis, Missouri conducts a historic walking tour of Downtown for children that introduces them to basic architectural principles. Students learn about building materials and carry magnets with them so they can determine which building storefronts are cast iron. The Preservation Society of Asheville and Buncombe County, North Carolina has prepared a Color Me Asheville coloring book that highlights historic structures.

In addition, a network of prominent community leaders and business people who commit themselves to selling downtown could have a significant impact on recruitment efforts.

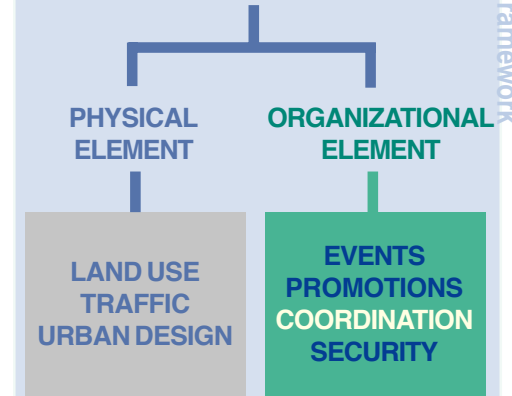
After ranking as the second worst large American city in 1975, Cleveland's business community assembled private sector leaders from throughout the region to champion solutions to the City's problems. The resulting group, Cleveland Tomorrow, initiated a dramatic turnaround in the late 1980's that included more than \$1 billion worth of Downtown investment.

### ORGANIZATIONAL ELEMENT THREE: COORDINATION

Coordinating and publicizing the many events that occur Downtown should not just be aimed at the customer, but also at business owners. Many cities prepare monthly reports for business owners that list all of the events (and the expected attendance) that will occur in Downtown for that month. This allows businesses, particularly restaurants, to be appropriately staffed and prepared for fluctuations in patronage. In addition, this kind of support to business can be reciprocated when it comes time to talk about uniform store hours or parking validation programs— other coordination activities that will require collaboration and cooperation between the public and private sectors.

Encouraging a mechanism for Downtown businesses to collectively share advertising costs, and perhaps even providing financial support to that effort, is another way of strengthening the relationship between the business community and downtown support organizations. Advertising could be done on a district level highlighting Main Street, for example, but identifying individual businesses within the district.

## DEVELOPMENT FRAMEWORK



# Durham

*from City of the New South*



*Bike patrols offer a visible security presence throughout Downtown.  
Photo courtesy of Downtown Durham, Inc.*

The Red Bank BID in New Jersey encouraged stores to open for business or Sundays. Within a few months of the campaign's start the number of stores open on Sundays increased from 22 to 82. Sunday is now the second best day for sales volume for many retailers. Other efforts have focused on generating activity so that it is worthwhile for businesses to stay open. In Downtown Indianapolis, a former Warehouse district, now known as the Wholesale District, houses several nighttime venues such as Have a Nice Day Cafe, Hard Rock Cafe, Jillian's etc. These businesses have partnered with one another and Indianapolis Downtown Inc. to collectively market the area as a singular destination. The local transportation provider was even brought into the effort to provide a shuttle service between individual businesses.

The Ybor City Chamber of Commerce in Tampa, Florida promotes the restaurants and nightclubs of the Ybor City District, a National Historic Landmark District. Using money from the county's Tourism Development Fund, the Chamber markets the district to visitors outside a 50-mile radius of the area. The chamber uses two guides: a festival guide and a calendar of events and accommodations. Most of the brochures are distributed at welcome centers throughout the state. The Chamber also promotes two annual events in the Florida Tourism Guide. Finally, the coordination of maintenance activities must remain a priority so that the presence of trash, litter, graffiti, etc. is kept to a minimum. Again, by supporting business in other activities, Downtown leaders should be able to request the assistance of business owners in this endeavor.

#### ORGANIZATIONAL ELEMENT FOUR: SECURITY

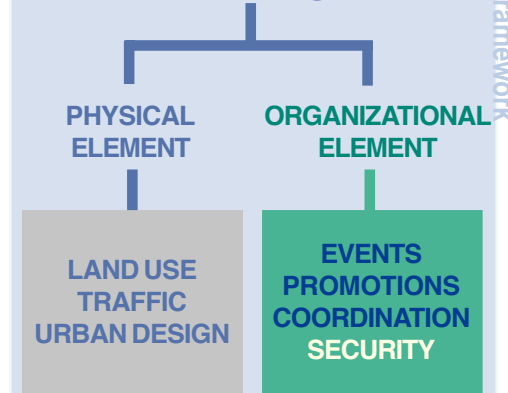
If people do not feel safe and comfortable in Downtown, all the events, restaurants, and activities will not bring them to the center city. As such, relationships with law enforcement are critical to the success of Downtown. Encouraging 'back to the basics' mechanisms, such as foot patrols, bike patrols, and mounted police, can put a police presence on the street in a non-threatening way. Current security efforts in Downtown, such as bike patrols and a strong police presence provide a good foundation for additional programs. Many cities have initiated Downtown ambassador programs that provide a friendly face for visitors who may need directions, assistance, or simply advice on a good place to dine. When these ambassadors are connected by radio to police officers, they are often the first line of defense in deterring and battling crime in downtown. As traffic and activities increase in Downtown Durham, an ambassador program may be a worthwhile activity for the City or Downtown Durham, Inc. to sponsor.

In Downtown Memphis, the Center City Commission sponsors the Blue Suede Brigade team of Downtown ambassadors connected by radio to the local police. These uniformed 'brigadiers' give directions, assist with security and report maintenance issues. In addition, the clever marketing of the program that is unique to Memphis and its famous former resident, Elvis Presley, is part of its success.

Appropriate levels of lighting, building maintenance and landscape maintenance will also help to present Downtown as a safe environment. If Downtown looks well-maintained and cared for, it will appear safe to outsiders.

The Center City District (CCD) in Philadelphia is a business improvement district with an annual budget in excess of \$7 million. The CCD serves a 100-block area in the heart of Philadelphia's business district with, among other services, graffiti removal. A Special Project Team uses paint, chemical solvents, and high-pressure washers to remove graffiti from public and private structures, signs, poles and telephones.

### DEVELOPMENT FRAMEWORK





## Summary

In order to begin prioritizing action steps for achieving the framework, an assessment of ongoing development trends and findings from the market research was studied so that critical major development components could be identified. A detailed discussion of these development components, whose implementation potential is conceptually shown at right in the *Illustrative Master Plan*, are described in greater detail in the following chapter.





Illustrative Master Plan

# CHAPTER 7

*from City of the New South*  
**Durham**

## major development Components

*“Change is not made without inconvenience, even from worse to better.”*

*- Richard Hooker*

## Development Trends

The *Desired Framework Plan* shown on page 61 incorporates and responds to a number of significant development trends that have been occurring in Durham over the last decade.

The positive trends have resulted in projects that individually generate activity but have not collectively created a critical mass that can support ongoing and future redevelopment. The less positive trends have resulted in further disinvestment and deterioration. In order to most effectively capitalize on past investment and to fulfill the principles inherent within the framework plan (see chapter six, *Development Framework*), four distinct, but inter-related, major development components were identified during the planning process.

These development components are critical steps in the fulfillment of the framework diagram because they:

- Respond to and capitalize on development trends,
- Serve as activated links between established activity centers or districts, and
- Serve as significant catalysts for additional development activity.

### Development Trends in Durham

Restaurant and retail/entertainment uses are succeeding in former tobacco warehouses that now comprise Brightleaf Square.

Adaptive reuse housing adjacent to this activity center is coming to fruition.

The current Downtown street network is a development impediment. In particular, Main Street is not fully functional as a one-way street.

More on-street and off-street parking is needed.

Regional rail will stimulate new Downtown development opportunities.

Hotel development has been strong in Durham, yet the Civic Center still struggles to compete for events because of a lack of nearby hotel rooms.

Tourism is a growing industry in Durham.

Smaller properties within 'the loop' are difficult to redevelop because of code issues, deteriorating conditions, and marketability.

The locations of County facilities have been focused east of Roxboro; however, the need for approximately 500,000 square feet of new space and ongoing County facility planning will significantly impact Downtown development dynamics.

Repeated proposals for the reuse of the former American Tobacco complex have yet to come to fruition.

New development around the ballpark, and the new stadium itself, have been successful.

The demand for housing in Downtown is very strong.



# Durham

*from City of the New South*

In addition, as outlined on the following pages, these development components have the further benefit, if appropriately implemented, of:

- Reinforcing a compatible, well-connected mix of uses,
- Increasing density and activity,
- Creating buildings, spaces, and streetscapes that are pedestrian-friendly,
- Creating distinct centers and edges linked by clearly defined and well-designed, pedestrian corridors,
- Accenting Durham's historic architecture,
- Creating gateways into the core of Downtown, and
- Removing barriers that isolate areas of Downtown.

The four major development components are:

- **Civic and Arts District (CAD),**
- **City Center,**
- **County Expansion, and**
- **Development Bridge/Bull Durham District.**

A discussion and details of each are outlined below. Other development activities that will become more viable as a result of the initiative of the Major Development Component are outlined in chapter eight, *Support Development*.

## Civic and Arts District (CAD)

Planning for the Civic and Arts District, an area around the Civic Center roughly bound by Great Jones on the west, Morgan on the north, Rigsbee on the east, and Chapel Hill on the south, was based on the market study finding that Durham has the potential to capitalize on additional convention and tourism activity if appropriate facilities are provided. The primary obstacle to capturing this activity is the fact that the Downtown area has only one-quarter the number of hotel rooms within a one mile radius as are typically needed for a facility the size of the Civic Center. By creating development opportunities for greater hotel presence in Downtown, the stimulus could be provided to add 20,000 to 40,000 square feet of additional meeting space.

In addition, within this area, a number of existing, but underutilized resources would benefit from a redevelopment effort. Durham Centre is currently isolated from core area activity because of the scale of Morgan Street and the ground level design that places parking along the street edges. The plaza in front of the Carolina Theater has also been singled out repeatedly during discussions with the public as an underutilized, and even misplaced, asset. Creating an expanded activity center around the theater, the Civic Center, and Durham Centre could help to reactivate the public plaza space.

This northwest corner of 'the loop' area also has the potential to be a significant gateway to Downtown, particularly once the multi-modal facility is developed at the Walker Warehouse. This gateway, however, should provide as seamless a transition as possible between Brightleaf and the core area to reinforce the idea that both areas are 'Downtown.' Participants in the planning process suggested that Brightleaf is 'not in Downtown,' however, the walking distance between Great Jones Street and Gregson is less than three blocks. As the CAD is reconfigured in the future, it must be done so in a manner that reduces the perceptual distance between Brightleaf and the core area.



*The Durham Arts Council is one of several major anchors within the Civic and Arts District.*

# Durham

*from City of the New South*



*Preliminary CAD hotel site options*

In considering potential development approaches within the CAD, the planning team utilized the following three strategies:

- Identify sites for potential new hotels,
- Improve pedestrian quality and streetscapes,
- Develop 'gateway civic district,' and
- Identify opportunities for public art and support of the arts community.

Three potential hotel sites were considered (see diagrams at left) to the north, east, and west of the Civic Center. The criterion for site consideration was primarily close proximity to the Civic Center.

The north option proposed an overhead connection from the Civic Center to an upper floor of Durham Centre and would reprogram some of the building for hotel use. This option also could support the original idea of a second tower at this site by improving connections to it and introducing a mix of uses. It also involved the strategy of reconfiguring some of the parking that faces Morgan Street for retail uses in an attempt to activate the street level of the block. This option offered limited expansion potential for the Civic Center and would significantly impact views to the Carolina Theater.

The east option proposed the incorporation of the block bound by Foster, Morgan, Rigsbee, and Chapel Hill into the Civic Center 'campus.' This expansion would also allow the Durham Armory to be more strongly integrated into Civic Center functions and could allow the Armory to be better utilized. A potential L-shaped hotel development pad could be created on the block between Foster and Rigsbee. The hotel could be linked with the Civic Center via an underground or overhead walkway. Although this option could allow for greater consolidation of 'civic' uses, the likelihood that the difficult hotel site could be successfully developed affected its viability.

The option that was the most well-received with the community was the proposal to find potential hotel sites west of the Civic Center. By closing Morris Street between Morgan and Chapel Hill, direct connections to the Civic Center can be made. This proposal also allows for the reconfiguration of the Morgan-Great Jones intersection in such a manner that the presence of 'the loop' is minimized and connectivity to Brightleaf is enhanced. Although the ultimate implementation of this strategy would require the removal of the South Bank building, the opportunity to create a strong relationship to the multi-modal facility, to bring the civic area closer to Main Street, and to create a significant visitor orientation and destination point made this option the most compelling of the three proposals. The South Bank building was categorized as 'intrusive' in the Durham City-County Planning Department's Downtown Durham Historic District Preservation Plan.

As more detailed planning progressed, two distinct design alternatives emerged. Both options were based on the following design and development concepts:

- Minimize the gap between Brightleaf and the core area,
- Create a new gateway to the core area,
- Simplify the intersection of Chapel Hill and Main Street, and
- Create a landmark and signature identity for the Civic and Arts District.

The major difference between the two options is the treatment of the Chapel Hill and Main Street intersection. Currently, this intersection is able to function properly because of the one-way traffic direction on Main Street and Chapel Hill; however, once those streets are converted to two-way traffic, the intersection becomes much more problematic because of the odd angle of convergence of the streets. The geometry of the intersection does offer the opportunity for unique architectural solutions; however, the accommodation of safe and efficient vehicular traffic must be made. Both design approaches would result in similar types of uses and amounts of new space.

#### **Elements of the Proposed Civic and Arts District Development Area**

270,000-400,000 s.f. of office space  
45,000-95,000 s.f. of other commercial/retail space  
215,000-450,000 s.f. of hotel space  
2.5 acres of new open space  
500 parking spaces



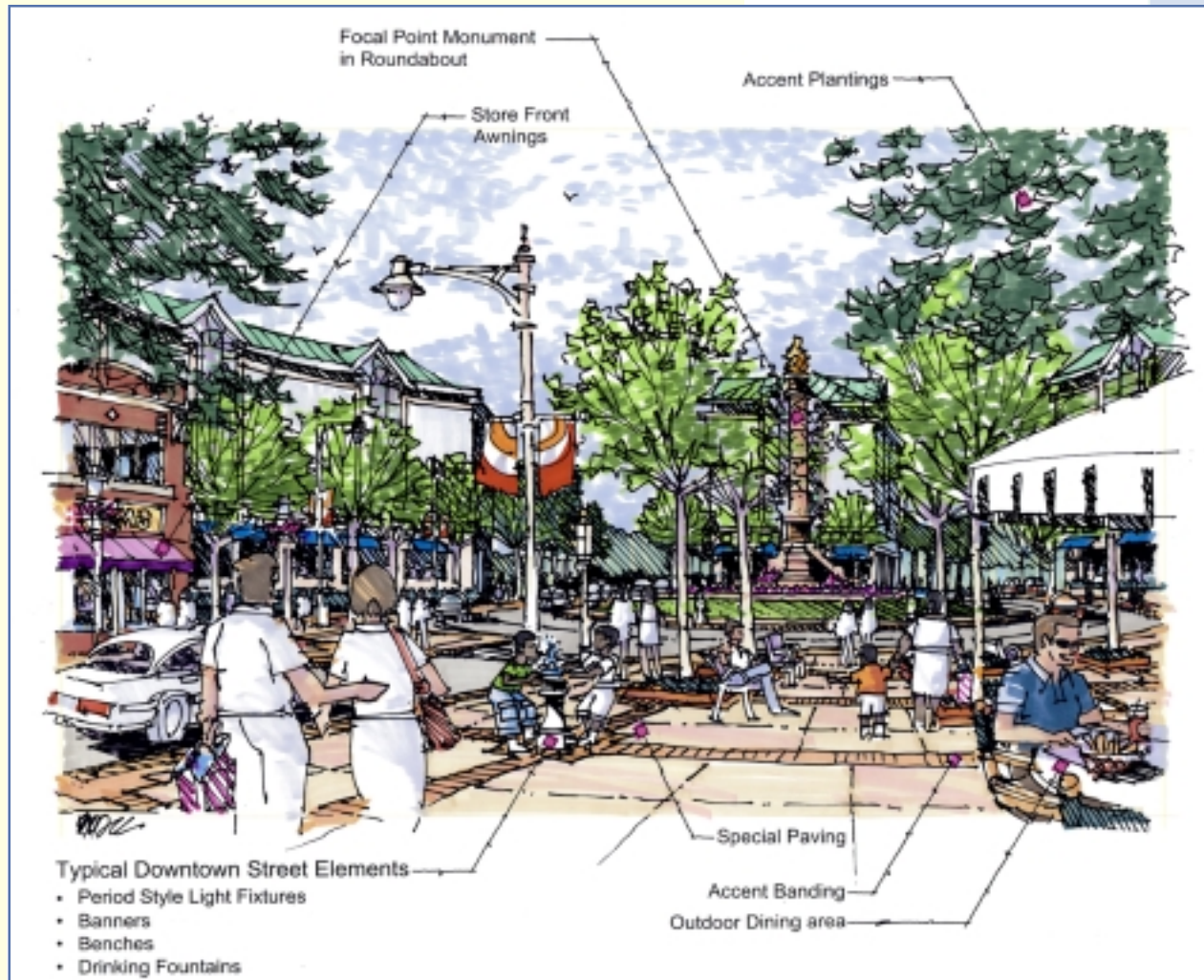


*Civic and Arts District Design Option A, illustrative plan*

## Option A

Option A proposes a major new circular public open space at the Main Street-Chapel Hill intersection. This space would be created by the introduction of a traffic circle which would eliminate circulation problems caused by the geometry of the intersection. Such a traffic circle would also reinforce the symbolic importance of this historic gateway to Downtown.

Commercial, institutional and residential buildings, in addition to a new convention hotel and meeting areas, would surround the open space. This plan would use the newly-designed prominent buildings to create a backdrop for views into the core from westward approaches. They would also provide an 'enclosure' for the public space and provide opportunities for outdoor dining adjacent to the plaza. Multi-story crescent-shaped towers would form the northern and western edges of the plaza with hotel, meeting, retail, and restaurant space. A mix of retail and restaurant space would be concentrated at the base extending from the plaza to Morgan and Great Jones Streets to enliven the space. The interior of this two- to three-story base could house structured parking for up to 500 cars. This mix of uses at the street level would add activity and vibrancy to the uniquely designed space.



*Civic and Arts District Design Option A, illustrative sketch*



*Redevelopment of the Civic and Arts District could transform the 'Five Points' intersection.*

The crescent-shaped towers could be linked above by enclosed pedestrian walkways to allow the buildings to function as a major facility of hotel rooms and meeting spaces that could significantly affect the competitiveness of the Civic Center. These walkways would allow for vehicular traffic below on both Main Street and Chapel Hill. East bound traffic on Chapel Hill could pass around the traffic circle and turn right onto Main Street, onto a continuation of Chapel Hill, or onto Main Street at the east side of the circle to head west. West bound traffic on Chapel Hill would travel around the circle to head back to the east on Main Street. West bound traffic on Main Street, however, would be able to immediately head east on Chapel Hill via a turning lane east of the traffic circle.

The area needed to allow for vehicular traffic and significant open space within the center will impact existing structures. The four end buildings on the south side of Main Street would most likely have to be removed for this design option to succeed. While these structures are not noted as pivotal in the Downtown Durham Historic District Preservation Plan, they do represent buildings that are part of a continuous block face and are in reasonably good condition. The proposal does include the addition of new structures of the same scale and character at the end of the row of the existing buildings on Main Street. A new multi-story parking deck would be constructed south of the existing buildings on Main Street and would serve multiple destinations within the Civic and Arts District and the City Center.



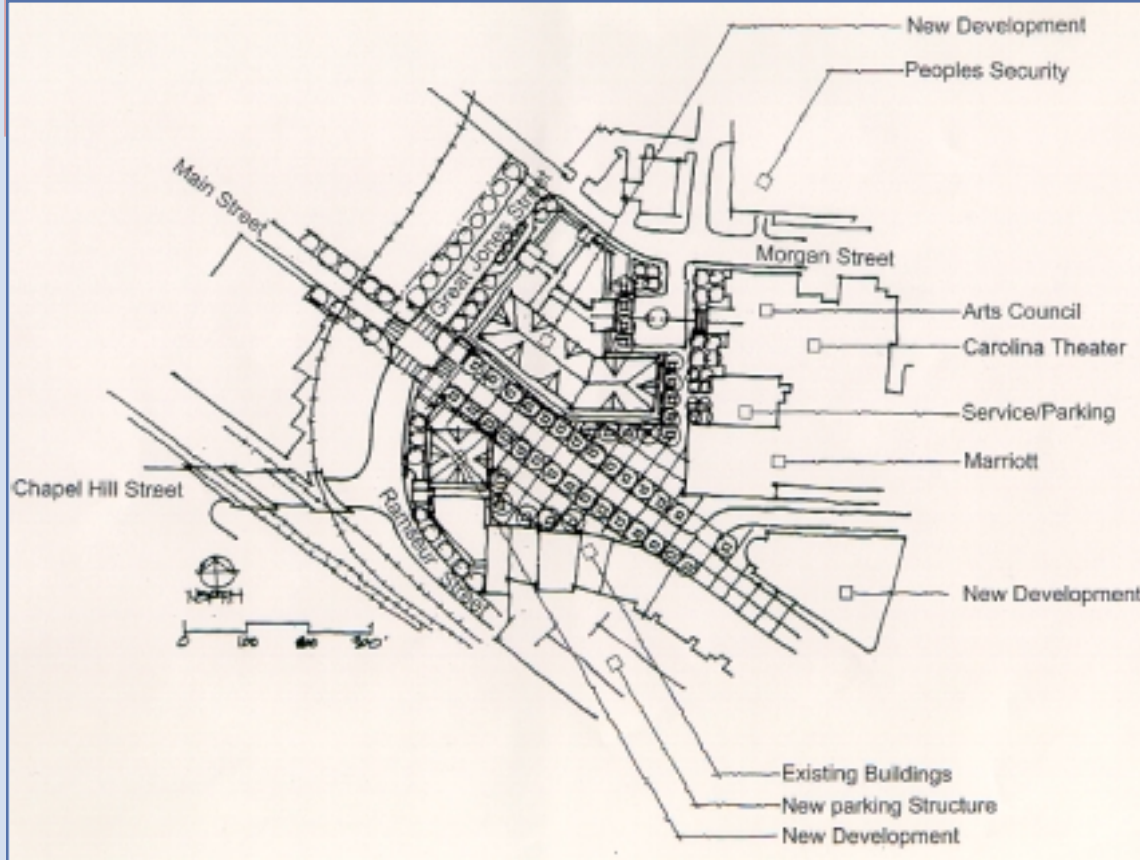
In addition, the circular plaza is intended to provide the City the opportunity to celebrate or memorialize an important aspect of the community's history. The redesign of the intersection to create a public 'celebration' space will require an exceptional quality of design and attention to detail. If the space becomes nothing more than a concentration of vehicles, then the goal of improving connections to Brightleaf will be compromised. If appropriately designed, this signature space could be a major activity generator that effectively links the west end to the City Center and ties the multi-modal facility more directly to the Civic and Arts District.

An alternative to this design option is shown at right. This variation introduces a semi-circular plaza space north of Main Street so that Chapel Hill could be continued eastward with a slight bend northward to intersect with Main Street at a ninety degree angle. This option would retain all buildings on the south side of Main Street for rehabilitation. Although thru-traffic on Chapel Hill would not be eliminated, the direct connection would be interrupted by a turn onto Main Street and another turn off of Main Street to reconnect with Chapel Hill. This option compromises the compelling design of the full circle scheme somewhat to achieve a balance between design and traffic circulation.



*Civic and Arts District Alternative Design Option A, illustrative plan*





*Civic and Arts District Design Option B*

## Option B

Option B is distinguished by its proposal to eliminate thru-traffic on Chapel Hill Street. This design alternative would introduce substantial public plazas on either side of Main Street at the former intersection of Chapel Hill. The resultant traffic pattern would allow east and west bound travel on both Main and Chapel Hill; however, west bound traffic on Chapel Hill would be required to make a right turn onto Main Street. Accordingly, east bound traffic on Chapel Hill would be required to stop at Great Jones, turn left, travel north approximately 500 feet in order to make a right onto Main Street to continue heading east. East bound traffic on Main Street would then have the opportunity of continuing on Main Street or making a left to continue east on Chapel Hill. The resulting roadway geometry allows the retention of the four buildings at the extreme west end of Main Street that would be difficult to retain in Option A.

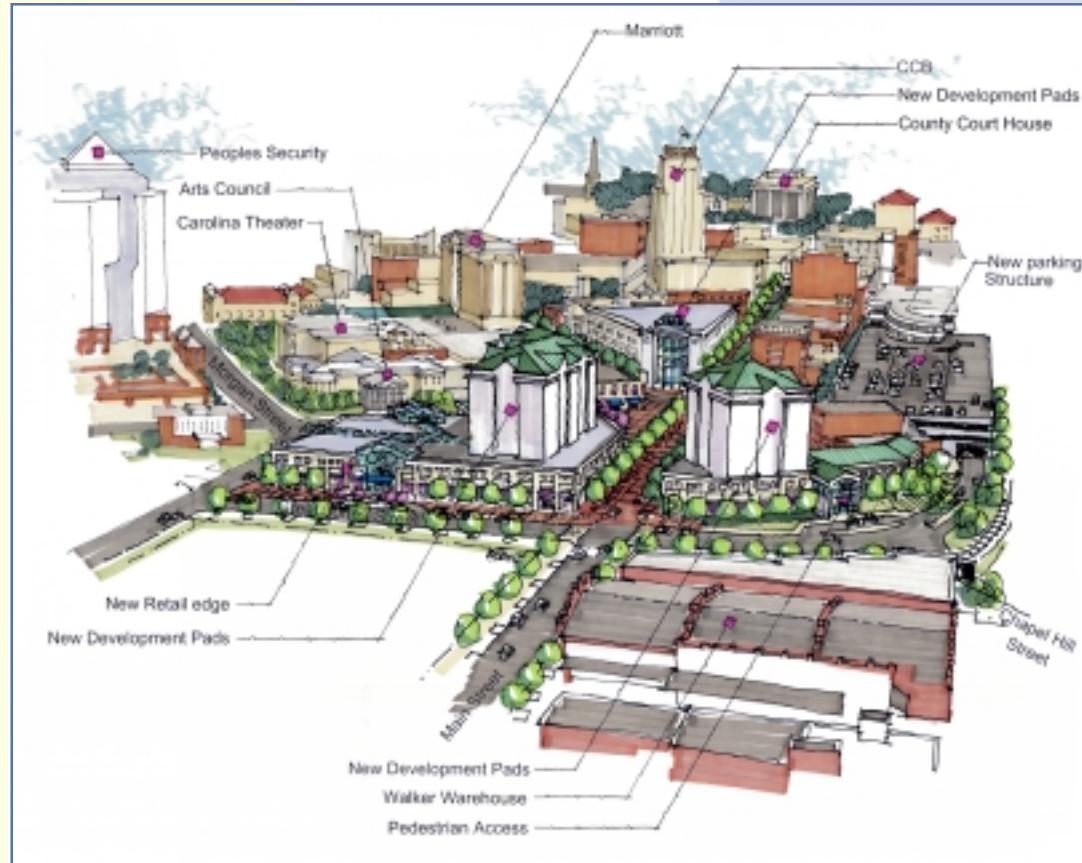
The feasibility of this interruption of a larger traffic circulation system will have to be studied further; but this design alternative does create a more seamless connection between Brightleaf and the core area. Great Jones Street would be reconfigured to connect with Morgan Street at a ninety degree angle which creates a larger development parcel than would otherwise be realized. The architecture along Main Street can then be situated and designed to provide a more continuous block face that can serve as a backdrop for an inviting streetscape that will encourage pedestrian traffic between Brightleaf and the core area, rather than inhibit it.

## Reinforcing the Arts

Although opportunities to support the arts and to highlight works of art should be developed throughout Downtown, the location of the Durham Arts Council and the Carolina Theater lay the foundation for a strong arts community presence in the CAD. The design options present the potential to create grand civic spaces that can be enriched through the introduction of public art.

The idea that the arts is an integral piece of Downtown Durham's 'civic' district is an important distinction for the City to make. Such a statement can reinforce the City's commitment to the overall quality of life of Downtown.

Small towns and cities throughout the country are finding that supporting the arts community is beneficial to the revitalization goals of the locality. Recently, smaller cities with a lack of funding have shied away from large-scale arts projects and found creative means to finance small-scale, incremental projects. Support for the arts has included renovations of old schools for artist space, 'percent-for-art' programs, and tax incentives developed to encourage the establishment of art galleries and artists' studios. In some cities, building codes have been changed to allow live/work space for artists in unoccupied second- and third-story levels of downtown buildings.



*Civic and Arts District Option B, illustrative sketch*

# Durham

from City of the New South



## Elements of the Proposed City Center District Development Area

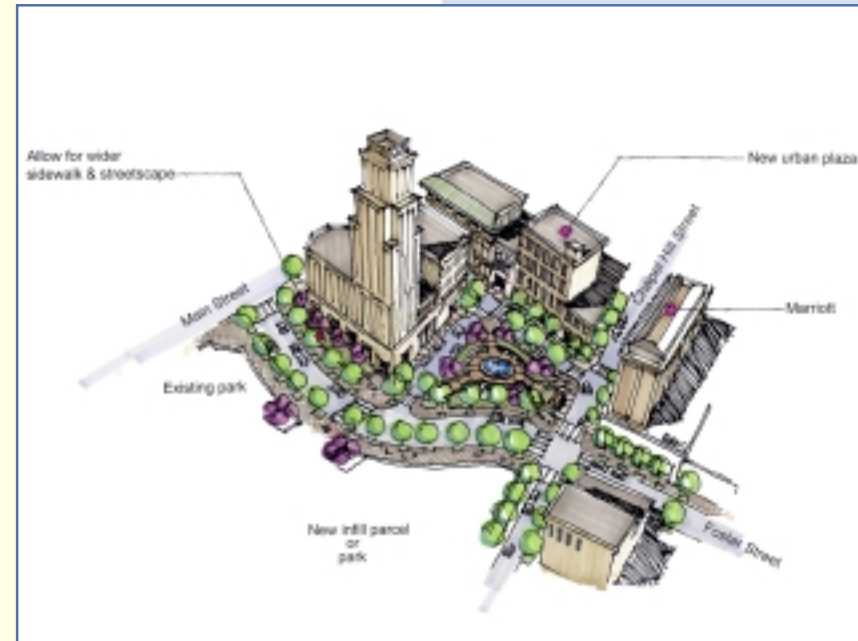
1,300,000 s.f. of office space  
50,000 s.f. of other commercial/retail space  
2.5 acres of new open space  
1,400 parking spaces

The City Center of Downtown is the area immediately surrounding the Main and Blackwell-Corcoran-Foster intersection. It contains the most dense collection of buildings, not all of which are being fully utilized. Planning for this area tried to identify ways to capture some of the expected 72,000 square feet of potential annual demand in the office space market (see *Market Dynamics*, chapter five), as well as continuing to activate the street level so that strong links between districts are created. This is truly the heart or center of Downtown Durham, housing a collection of modestly-scaled buildings and historic structures. The most dominant element is the CCB Tower. Rather than match the scale of the CCB Tower, or compete with it, redevelopment in this district should focus on filling in gaps in the streetscape and bringing all of the buildings up to a design and occupancy level so that they all equally contribute to the character of the area. The planning team utilized the following strategies in determining an approach to development in this area:

- Replace underutilized buildings that have a negative influence on the character of the core area,
- Stabilize existing historic assets,
- Capitalize on residential development potential and reinforcement of a walkable downtown neighborhood, and
- Reinforce the history of 'Black Wall Street.'

In addition, this development component does introduce an expanded public park/plaza space immediately north of the CCB Tower. The realignment of Corcoran and Foster should be completed to maximize the amount of open space within this plaza. This space would be mirrored, although on much smaller scale, to the southeast at the corner of Main and Corcoran. This realignment can strengthen the streetscape at the location of key landmarks, such as the CCB Tower, by allowing wider sidewalks and street trees to reinforce the pedestrian link. The existing open space there could be expanded through the removal of the adjacent building to create a more balanced distribution of open space on either side of Corcoran. These open spaces can function as focal points for pedestrian wayfinding along the Foster/Corcoran/Blackwell connection between Central Park and the Durham Bulls ballpark.

An appropriate east edge of Corcoran Street is an important element that will impact the success of the redevelopment of this district. The existing TQ Business Complex and parking deck are targeted for replacement by a building with street-level storefronts housing activities such as restaurants that can spill out onto the plaza and ensure an attractive pedestrian environment on both sides of the corridor. Consideration should be given to reconfiguring the building that will front the open space between Parrish Street and Main Street so that an entrance is created on the building's west elevation fronting onto Corcoran. This would allow for potential incorporation of the open space into the building use or, at a minimum, some visual interest and activity to be experienced rather than a plain side wall of a building. A consistent street-wall that creates an active and permeable edge with shops and cafes spilling out along this pedestrian corridor will help to reinforce this second major pedestrian circulation spine that will link Central Park to the baseball park.



*CCB Plaza in the City Center, illustrative sketch*



# Durham

*—from City of the New South—*

108



*The City Center is characterized by intimate streets lined with modestly-scaled buildings.*

These open spaces on both sides of Corcoran are critical to the creation of a comfortable pedestrian spine; because, unlike Main Street which has a scale that is more comfortable to pedestrians, Corcoran will be a wide thoroughfare with substantial amounts of vehicular traffic. With the successful completion of infill redevelopment and renovations, the existing patchwork of disconnected sites will be transformed into a much more consistent and even collection of buildings with active storefronts.

This infill approach to redevelopment is extended eastward to incorporate sites at Mangum and Main, Mangum and Parrish, and along Church Street. The primary focus of this strategy is to increase the density of activity and remove surface parking along street edges. Surface parking could be replaced with structured parking in the middle of the block between Parrish and City Hall Plaza, Church and Mangum. Infill development would consist of two-to three-story structures consistent with the current scale of the area. Retail and some offices are envisioned at street level and additional office space with some residential units on upper floors.

In addition, new development pads are created to the north of the Judicial Building that could accommodate structures of three- to four-stories. The existing three-story First Union building would be replaced in this plan. The structure was categorized as 'intrusive' in the Downtown Durham Historic District Preservation Plan prepared by the Durham City-County Planning Department.

The infill and new development should stimulate redevelopment of underutilized real estate and stabilize existing historic assets in the area. The potential of institutional investment to the south of this development area could serve as the major driver of growth. The resulting general enhancement and attractiveness of the area could also set the stage for attracting larger corporate tenants to the area.

Development in the Center City District is viewed as a five-year development program and should be implemented concurrently with the Blackwell/Corcoran/Foster realignment project. The balance of the development will unfold over the next ten to fifteen years and will likely require the stimulus of Durham County investment in Downtown office space.

### **'Black Wall Street'**

The existence of buildings on Parrish Street that were part of 'Black Wall Street' are an incredibly important part of Durham's history. No other city can boast the story that unfolded along this corridor. The development strategy for the City Center is reliant on the successful stabilization of these buildings with its focus on building retention.

The stabilization and activation of these architectural resources is the first step toward capitalizing on their worth; however, a greater opportunity exists in their programming potential. Developing a destination that interprets the history of the corridor and its importance to the City is an important recommendation of this master plan. The 'destination' could take shape in a number of ways, from a walk-of-fame approach with sidewalk medallions to a museum or black business research/support center. As the heart of Downtown, the City Center must more effectively highlight this resource.



*City Center illustrative site plan*

# Durham

*from City of the New South*

## County Expansion

### Elements of the Proposed County Development Area

up to 350,000 s.f. of new office space for County use  
30,000 s.f. of new office space for private use  
up to 150,000 s.f. of renovated/leased space for County use  
1,250 new structured parking spaces

Other features: appropriate end to Church Street & 'bookend' for Trinity Church; opportunity to create building with significant stature across from library; overhead above the railroad tracks walkway linking north and south areas.

Durham County government is likely to be a major developer of Downtown real estate during the next five to ten years. How and where it develops will have significant influence on future development decisions in the Downtown area. Currently, the County is a major tenant and landholder in the area east of Roxboro Street. It is in this area that a number of County social service agencies are located that have an impact on the east-side neighborhood's connectivity to the center of the city. The County leases nearly half of the space occupied by its offices and is in need of additional space. The need for up to an additional 500,000 s.f. of space, including a 200,000 s.f. Judicial Center, is being discussed as part of a master planning process for County offices.

An expansion of this magnitude can be a boon to a downtown of Durham's size. This amount of investment can be catalytic if new construction or renovation is located strategically. The County's development decision could serve to revitalize currently dormant commercial blocks as well as to enhance the overall Downtown design theme.

As part of this master plan, three sites were identified for potential new construction of County-targeted facilities:

- a new development pad created by reconfiguring the inefficient traffic connector (Roxboro to Morgan) just southwest of the Holloway-Roxboro intersection,
- at the foot of Church Street immediately west of the County offices on Main Street, and
- south of the detention facility east of Mangum.



In total, these three sites could accommodate up to 350,000 square feet of new space for the County and other office users. Additional space needs for County offices could be absorbed in existing buildings that are not currently fully utilized:

Durham Centre (300 Morgan) – 13,300 s.f. avail./6.5% vacancy  
Nations Bank Building (123 W. Main) – 6,000 s.f. avail./13% vacant  
The Studio Center (401 Foster) – 4,000 s.f. avail./63% vacant  
Venable Building (502 E. Pettigrew) – 8,800 s.f. avail./42% vacant  
Wachovia Bank (201 E. Main) – 62,118 s.f. avail./94% vacant

*(occupancy information provided by Downtown Durham, Inc. as of July 1, 1999)*

This master plan recommends such a scattered site approach rather than a concentrated single site approach. Determining the detailed logistics, such as costs and operations, of scattering County facilities was not a charge of the master planning team; however, discussions with County officials indicated that this approach has merit. By scattering its employees throughout what is a very compact and walkable Downtown, County investment could catalyze other investment. As office space is filled, other vacant or underutilized properties become candidates for renovation rather than the economic and visual detriments that they are today. Additional services such as restaurants may also become more viable in a larger area of Downtown as opposed to concentrating County employees in one place.

Of the three County-targeted development areas, the one south of the existing detention center is the largest and, therefore, may provide the greatest opportunity for the development of the proposed new County Courthouse facility. There is an obvious logic and functional benefit to locating the Courthouse within such close proximity to the detention center. Underground or above-grade walkways could be constructed to transport inmates back and forth between facilities.



*Potential County expansion around existing Detention Center*





*Potential County expansion along Church Street*



*Potential County expansion at the intersection of Roxboro and Holloway Streets*

Another benefit of this site for the Courthouse is that construction of a new building here could transform the perception of the area from 'the County jail' to the County Judicial Center. It is understood that final decisions regarding the Judicial Center will revolve around the likelihood of the Family Courts coming to fruition and other issues. There is adequate room to construct a new facility of the size needed and additional room at the southwest corner of Roxboro and Pettigrew to construct a new structured parking facility that could house more than 1200 cars. There is also the potential to provide an overhead walkway linking this south County complex to County offices adjacent to Main Street. Such a walkway could link the parking to the City Center area by spanning over Pettigrew Street, Ramseur Street, and the railroad tracks. Parking at this location could serve the Durham Bulls ballpark and other potential attractions at the American Tobacco complex or other sites south of the railroad tracks.

Church Street provides one of the most remarkable and, at the same time, one of the most disappointing vistas in Downtown Durham. Looking north one sees modestly-scaled storefronts (on the left) framing a view of Trinity Church; but looking south, one sees the ramped entrance to a parking garage. This area presents the opportunity to balance out those vistas through the replacement of the parking facility with a new office building and more appropriately designed and scaled parking structure. There is also an opportunity to infill the east side of Church Street with two- to three-story office and/or mixed-use buildings designed to respect the scale and character of Church Street.

The current roadway configuration near the intersection of Holloway and Roxboro utilizes nearly one-and-a-half acres of land to solve circulation problems created as a result of the one-way 'loop' system. This intersection is a candidate for reconfiguration that would create a new development site. This development site, across from the Public Library, could support a building of at least 60,000 s.f., depending on the building height. This site has the potential to become a signature gateway into Downtown, and the design of any new facility here must be sympathetic to the library, as well as nearby churches.

In order for Downtown Durham to capitalize on the investment and expansion activities of the County government, future decisions should be weighed against the following development objectives:

- Integration of the County area into Downtown in a manner that stimulates additional private investment,
- Enhancement of the design quality and characteristics of Downtown,
- Cost-efficient real estate investment that satisfies the County's short- and long-term goals,
- Improved efficiency of the County service delivery,
- Strategic real estate investment that helps to activate critical areas of Downtown.

## Development Bridge

Railroad transport was critical to the early development of Downtown Durham as initial development grew along the railroad line that runs in a northwest-to-southeast direction. Main Street was laid out to run parallel to and north of the railroad line. For the most part, development to the north of the railroad was of a smaller scale than that to the south. The resulting contrast in building scale and street character remains to this day and gives these two areas their own distinct characteristics and development opportunities. In addition, the railroad infrastructure significantly impacts the development potential of land on both sides of the tracks, as well as the ability of the distinct areas of Downtown to have a mutually beneficial relationship with one another.

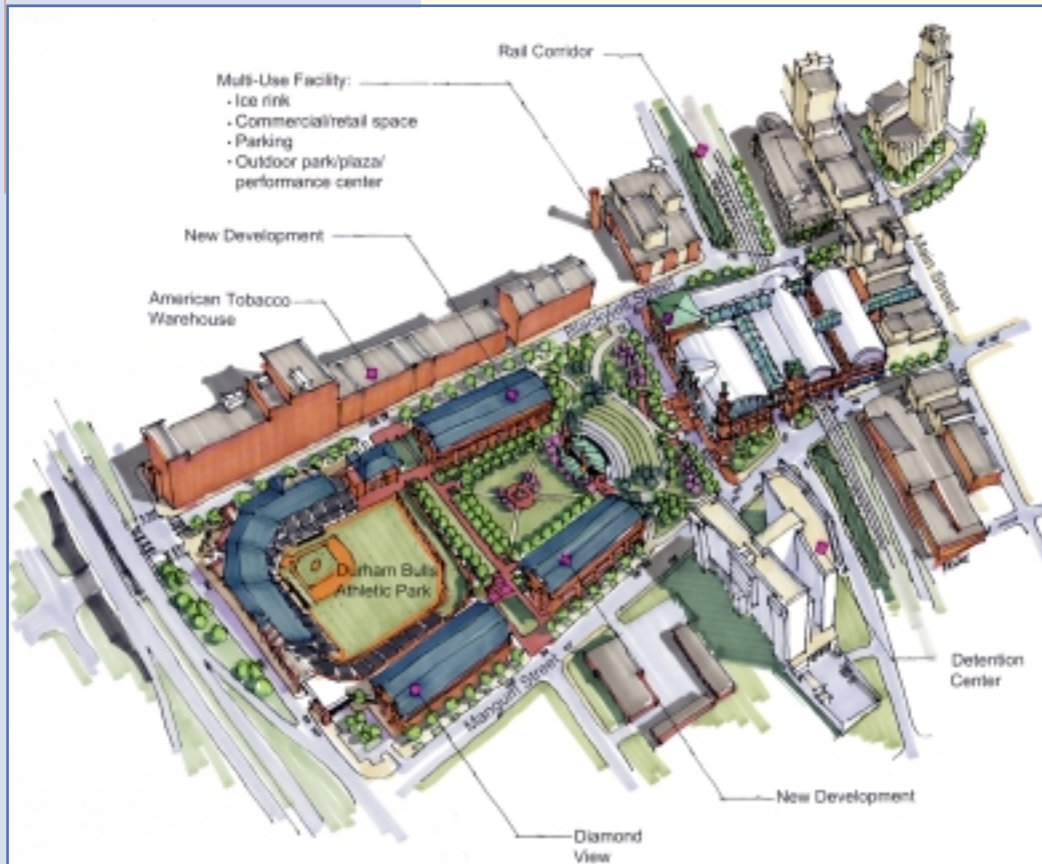


*Potential bridge development*

# Durham

*from City of the New South*

114



*Development Bridge illustrative sketch*

In essence, the south end of Downtown is cut off from the core area which inhibits the core's ability to maximize the effects of the ballpark and other potential south end attractions, such as the American Tobacco site. With the introduction of additional passenger rail service at the proposed multi-modal facility, the rail corridor will grow by an additional three tracks. It is not just the railroad tracks, but also a significant grade change that impede the pedestrian connectivity between the two areas. The difference in elevation between that of Main Street and Vivian Street is in excess of ten feet. This condition results in a substantial slope of the north-south streets and sidewalks and impacts visual connections from the south end into Downtown.

As a result of these conditions and because of the desire to improve the interconnectedness of Downtown, the master plan team examined three potential development approaches to this area:

- Identify opportunities to link the core area with the south end,
- Take advantage of the grade change,
- Develop uses over the railroad right-of-way.

The Master Plan team investigated a number of opportunities to bridge the railroad tracks between Mangum and Roxboro, Mangum and Blackwell, and Blackwell and Carr. It was determined that the optimal opportunity exists in the blocks between Mangum and Blackwell because of the few existing buildings in the area, the public ownership of a majority of the land (the current DATA site), and the opportunity to 'enclose' the Durham Bulls Athletic Park development on its north edge.



The resulting strategy for the development bridge proposes an addition to the rear of the buildings on Main Street between Blackwell and Mangum (Kress Building, et al) so that the 'front door' to the bridge can be accessed from Main Street. This element of the project is critical to maximizing the interconnectedness between districts. By entering from Main Street and moving up to the second or third floor, one would reach an elevation that would provide clearance over the railroad tracks. Building a bridge at this elevation would allow pedestrians to easily pass from Main Street to the upper level of a new structure that would occupy the block bound by Pettigrew, Mangum, Vivian and Blackwell.

This proposed new facility should offer multiple uses so that it can be perceived as friendly to public travel between the core area and the south end. The master plan proposes an indoor ice skating rink and potentially 100,000 square feet of new commercial/retail space within this structure. It also includes parking for approximately 1,000 cars by utilizing the space below the upper levels ('the bridge') of the new structure on Vivian.

This proposal introduces the opportunity for a new activity center with a concentration of mixed uses adjacent to the ballpark and the American Tobacco complex. The design solution, however, allows the facility to have two 'front doors'- one presenting a new face to the south and reflecting the character of the ballpark design and American Tobacco, and the other incorporating the historic fabric of Main Street and creating new use opportunities for those buildings.

To the south of Vivian, eventual development will be driven by the potential of expanding the type of office space offered in Diamond View; however, the master plan proposes the introduction of significant new passive open space in the interior of the block bound by Vivian, Mangum, Dillard and Blackwell. This approach, with the possible closure of Dillard Street, has the potential to more than double the perceived area of the Durham Bulls Athletic Park. The

#### **Elements of the Proposed Development Bridge Area**

180,000 s.f. of office space  
100,000 s.f. of other commercial/retail space  
1,000 parking spaces  
38,000 s.f. ice skating rink

other features: +/- 4acre park/open space including  
amphitheater or plaza, passive & active areas, dining  
courts, water features, walkways



# Durham

*from City of the New South*

---

*"The people who are crazy  
enough to think they can  
change the world are the  
ones who do."*

*- Apple Computer*

---

replication of the Diamond View building flanking the open space will further 'expand' the area of influence of the ballpark and, by doing so, shrink the perceptual gap between the ballpark and the City Center. The potential buildings on either side of the open space, however, should introduce uses other than just office space. The ground floors, in particular, should be designed to incorporate outdoor dining, seating, plazas, etc. so that the space maximizes the potential of being a lively, dynamic gathering place not unlike the great public spaces and piazzas of Europe. In addition, the street edges should also present a similar type of character to avoid the creation of an internally oriented, self-contained space.

A directly comparable project that should be studied as a benchmark is the Washington State Convention and Trade Center in Seattle, Washington. This 1,200,000 square foot facility was built over Interstate 5 in the Seattle downtown hotel/business district. In addition to the convention center, the project includes a 400,000 square foot parking garage, 100,000 square feet of retail space and a community park. The entire project was completed for \$185 million in 1988.

Development bridges are common throughout the country wherever land costs justify the added expense of development. Often these developments are convention centers that need to be downtown. Cincinnati is expanding its convention center to span an interstate highway. The Charlotte Convention Center is located directly over a rail line. The line is planned to become a light rail line that will pass through the building. The new Mobile Convention Center on Mobile Bay spans railroad a line that once separated Downtown from the waterfront. As a result of the bridge development, a 500-foot waterfront promenade has been developed.

The development bridge will be a major undertaking for the City of Durham. Successful implementation of the development bridge, however, does not rest with the City alone. It will no doubt require a collaborative effort. Public/private partnerships have succeeded across the country in completing large projects with a community focus. Queensway Bay in Long Beach Harbor is a 300-acre, \$500 million entertainment complex that contains an aquarium, 2,000-foot esplanade, and 495,000 s.f. of retail/entertainment. The developer invested \$217 million and the City invested \$100 million from bond proceeds. Another example, the Regional Performing Arts Center in Philadelphia, contains a 2,500-seat concert hall and 650-seat theater. Of the \$245 million total cost, the state and city invested \$73 million.

# CHAPTER 8

*from City of the New South*  
**Durham**

s u p p o r t  
d e v e l o p m e n t

*"Nature. . . has ordained that difficulty should precede every  
work of excellence."  
- Quintillian*

## Additional Development

Beyond the Major Development Strategies outlined earlier, there are a number of development and redevelopment activities that must take place to reinforce downtown as a vibrant and lively activity center. The *Proposed Land Use Plan* shown on page 67 indicates a number of areas where substantial alteration of the existing land use pattern could reinforce the goals of the master plan. These areas and their related land use objectives are outlined below.

### Bull Durham District

The Bull Durham District encompasses an area immediately south of the City Center and adjacent to the Development Bridge. In fact, the Development Bridge will be an important piece of the Bull Durham District, but the former American Tobacco warehouses give the area its unique character. The Durham Bulls Athletic Park is another notable landmark in the district. The Bull Durham District has long been the focus of major commercial development discussions. The vacant American Tobacco site and several underutilized land parcels offer significant development potential given access to NC147, existing market demand and recent area investments. The close proximity to the Research Triangle Park, in addition to new county office space, also adds to the appeal of this area for future office development.

If developers are able to assemble land affordably and the City facilitates their efforts, there is the potential for several major commercial developments to occur over the next three to ten years. Commercial development potential includes larger office users and a modest amount of entertainment uses. Residential development in and around the Bull Durham District may also be a possibility.



*The Lucky Strike smokestack is a visual landmark in the Bull Durham District.*



# Durham

*from City of the New South*



*Potential residential development west of the American Tobacco complex*

This development is a logical extension of the ballpark development. Sports venues by themselves are not enough to revitalize an area. They require appropriate uses in the vicinity. These uses include restaurants, bars, and other entertainment that will attract people before a game and keep them after a game. The area also needs commercial uses that will attract people to the area when the stadium is not in use. Hotels, specialty retailers, and theaters are appropriate for the mix. The development of the American Tobacco complex only reinforces the need for the Development Bridge. Without enhanced connections between south end attractions and City Center, Downtown will continue to be a collection of fragmented destinations.

Lansing, Michigan built a new stadium for its single-A baseball team, the Lansing Lugnuts. In the first 14 months after the stadium opened, an additional \$4 million of construction took place near the stadium. Restaurants and clubs have renovated previously abandoned or underused warehouses near the stadium in which to house their businesses.

## **South End - West: Introduce New Single and Multi-Family Housing**

The area immediately east of Carr Street (former American Tobacco complex) will undergo substantial change if proposed plans for the site come to fruition. This change will include the introduction of new office, commercial, entertainment, retail, and residential uses. This development will significantly impact the redevelopment potential of the blocks to the west, roughly bound by Carr, Jackson, Gregson, and the Durham Freeway. The uses currently occupying land in the west portion of the area south of the railroad tracks are a sparse mix of offices, vacant structures, and auto sales that do not reinforce the idea of Downtown as a dense, pedestrian-friendly activity center. As such, the potential to substantially transform this area to support the overall Downtown development goals is good. Because the visibility of this area is prominent from the highway, significant positive change in this area will go a long way in improving the perception and image of Downtown.

Because analysis of the real estate market in the Durham area indicated that residential development is likely to be one of the strongest market sectors in the years ahead, the identification of areas where substantial new housing

could be introduced became one of the critical tasks of the master planning process. The west area of the south end is a good candidate for this type of development activity because of the existing single-family homes that exist west of Duke Street and because of the potential to strengthen connections to existing neighborhoods to the west and south of the interstate.

As many as 400-700 new multi-family apartments or condominiums could be provided in this area between Jackson and the interstate. As this development activity proceeds, it will be important to ensure that building siting, parking arrangement, and architectural design is compatible with the character of surrounding structures. Examples of similar downtown infill construction exist throughout the country and are good models for consideration as redevelopment moves forward. For example, Quality Hill in Kansas City provides 363 units of new housing within blocks of the Central Business District. This project maintains and reinforces the character of the urban environment while providing a new product for the Downtown housing market.



*Quality Hill in Kansas City, Missouri*

#### **South End - East: Introduce New Office Uses**

The eastern portion of the area south of the railroad tracks is not unlike the west area in its presentation of low-density, auto-oriented uses. The brick warehouse at Pettigrew and Roxboro is the only significant historic structure. This area, also like the east end, is fortunate to have good highway visibility and access which will help in the marketing of the properties to developers. Significant visible change in this area will also assist in Downtown image enhancement efforts because of its prominence to highway travelers.

The strength and success of the Diamond View office project at Mangum and Dillard indicate the potential for an expansion in this area of that market segment. The area roughly bound by Mangum, Dillard, Roxboro, Pettigrew, the railroad tracks and the interstate, offers more than 150 acres of potential redevelopment space. Because of the lack of such significant area within the core/'loop' area, this eastern portion of the south end may offer the greatest



*Potential office development to the east of the Durham Bulls Athletic Park*

# Durham

*from City of the New South*

opportunity to introduce office uses that prefer more horizontal building configurations, immediately adjacent parking, direct highway access, and a more open, 'campus-type' environment. The potential exists to create more than 800,000 square feet of new office space and up to 700 parking spaces in surface and structured lots.

Again, the detailed design of such a development in this location will greatly influence the first impression that many visitors and downtown users gain as they enter Downtown from the south. As such, the importance of building design, siting, and parking arrangement must be carefully considered so that the appropriate image of Downtown Durham is projected.

## **Durham Central Park - East: Extend Park-Related Uses Eastward**

Current plans for Central Park are evidence of the leadership and commitment present in Downtown Durham and of the visionary thinking necessary for any city to remain competitive in the current marketplace. There are opportunities, however, for the area of Central Park to be expanded to increase its visibility and presence, to make stronger connections to Downtown and adjacent neighborhoods, and to reinforce existing uses, such as the YMCA.

The master plan proposes the incorporation of an additional 13 acres into the Central Park environs by more directly incorporating the old Durham Athletic Park, the parking lot north of the YMCA, and the western half and south third of the block bound by Hunt, Mangum, Seminary and Rigsbee. This expansion would allow for additional active spaces such as soccer or other recreational fields that are currently lacking in the existing proposal. As a result of this expansion, Central Park would be only two blocks from the City Center area—an easy walk even during a short lunch hour.

## **East End: Introduce New Housing and Neighborhood-Commercial Uses**

The ability of east end neighborhoods to be integrated with and connected to Downtown has been inhibited by a proliferation of County facilities and social services between Roxboro and Dillard. The master plan proposes that new and existing County facilities be scattered roughly between Mor-



*Potential expansion of Central Park to the south and east*



gan and Dillard on both the east and west sides of Roxboro. This proposal would free up some sites between Roxboro and Dillard for new uses.

Because of the goal of bringing the neighborhoods closer to Downtown, new housing and neighborhood-oriented services (grocer, dry cleaner, drug store, etc.) would be the most appropriate uses as parcels become available. In fact, the block bound by Main, Queen, Ramseur, and Dillard offers roughly 9 acres which could result in the development of up to 180 new housing units. In addition, the area immediately west of Queen offers adaptive reuse space. To the north of Main there is the potential for additional neighborhood commercial space. There is the potential for partnerships with not-for-profit housing providers and community development corporations (CDCs), such as the Hayti Development Corporation, to facilitate development in this area.

#### **Main Street: Develop Pedestrian-Oriented Entertainment Corridor**

Main Street between Gregson and Fuller (Brightleaf area) is currently one of the biggest draws within Downtown. Approximately 225,000 people visit Brightleaf each year. Yet this traffic is not spilling over into the core/City Center area. In order to reverse that trend, the master plan proposes the development of an entertainment-related corridor that would extend from Brightleaf to the City Center and intersect with the Development Bridge project at Corcoran Street. The Bridge Development, the Durham Bulls Athletic Park, and the American Tobacco site have the potential to be major activity generators. Identifying ways of linking this area to activities in Brightleaf and the west end is a critical element of the master plan.

'Entertainment-related uses' do not have to be only bars and nightclubs; but should incorporate restaurants and specialty retail (unique, one-of-a-kind shops) that provide the streetscape with interesting and inviting facades and storefronts. Art galleries, coffee shops, and bookstores are additional uses that are compatible with this approach. As indicated in the *Urban Design* section of Chapter 6, careful thought should be given to the development of design guidelines for this area that respect the historic character of the buildings but also maximize creativity, vibrancy, color and lighting in a manner that supports daytime and evening activity.



*Potential new residential and commercial uses east of Roxboro Street*



# CHAPTER 9

*from City of the New South*  
**Durham**

## Implementation

*"The final test of a plan is its execution."  
- United States Army, FM 100-5*

# Introduction

The **Downtown Durham Master Plan**, as detailed in this document, presents a major challenge for the Durham community. An important first step has been taken by creating the master plan; now the community must focus on how to make the plan elements a reality. The City Council must adopt the plan and firmly place its programs and projects as agenda items that will be addressed in a timely and organized fashion. While the City of Durham is a critical partner, it alone can not carry the extensive workload associated with the master plan. The private sector, local residents, and a myriad of organizations must play significant roles if the plan's work program is to be successfully implemented.

The business of making the plan a reality involves the establishment of an implementation strategy that identifies the work to be accomplished, how it is to be performed, and who is going to do it. Public and private mechanisms, tools, and resources can be employed to assist in the effort. These elements are critical if implementation is to be efficient and effective.

This chapter offers an overview of the master plan implementation strategy. A technical implementation report has been created that offers more detail concerning the work items associated with each of the major master plan projects and programs. It is understood that those involved in implementation will take the work program as offered by the consulting team and shape it to better meet the conditions in which they operate. This chapter provides a summary of the recommended organizational structure, the funding opportunities and the initial steps to be taken as a part of the implementation strategy

---

*"The secret of success is  
constancy of purpose."*

*- Benjamin Disraeli*

---

---

*“How many ideas have there  
been in the history of man  
which were unthinkable ten  
years before they appeared?”*

*- Father Zossima's quote by  
Fyodor Dostoyevsky*

---

## ontext for Public Investment

The major development initiatives combined with support developments, programmatic activities and public improvements are expected to have a dynamic impact on the character, appearance and function of Downtown Durham. While a majority of the development activity will be led by the private sector, the public sector will have a significant role in moving projects forward.

The development initiatives and projects are projected to be implemented within a 10 to 20 year period. During that time, the total impact on Downtown could include more than 2.8 million square feet of new and rehabilitated office space, up to 500,000 square feet of new and rehabilitated commercial and retail space, more than 2,000 new housing units, up to 10 acres of new public and open space, and more than 7,000 new parking spaces (primarily through new garages). These initiatives will have a measurable economic impact on not only Downtown, but the entire Durham community, through new job creation, new property taxes and new sales tax revenue.

Over the 10 to 20 year period, the total costs related to these significant new projects are projected to be between \$700 million and \$800 million. While the private sector will bear the responsibility for most of these costs, various public sector entities will play significant roles. It is anticipated that public sector costs will total between \$150 million and \$200 million, or between \$15 million and \$20 million per year. The total public and private investment will approach \$1 billion dollars.

## Public Costs

The majority of the public costs are attributed to three primary activities:

- parking,
- infrastructure, and
- land acquisition.

The lack of parking is cited as a major deterrent to downtown investment. Many believe that existing parking facilities are not adequate for current uses, thus making new parking a must for stimulating new development activity. The land cost and land availability in Downtown will likely require many of the new parking facilities to be in the form of garages. Public investment will play a major role in funding for new parking garages in Downtown.

Infrastructure improvements will also be the responsibility of the public sector, which includes items such as road improvements (i.e. reconfiguration of the loop and changes to Main Street), utility upgrades and sidewalk improvements. Other public amenities may include streetscape improvements and construction of public plazas and green space.

Public funding may also be needed for land acquisition and land assembly when multiple properties are involved. Given the higher cost of Downtown land, along with the potential need for demolition and site preparation, City assistance will likely be needed for these front-end items, potentially through a redevelopment process. Public investment will also be required for targeted incentive packages, which may include low interest loans, facade enhancement loans, and rehabilitation tax programs.



## POTENTIAL FUNDING SOURCES

	City Center	Civic & Arts District	Entertainment Corridor	Downtown Housing	Development Bridge	County Facility Development Program	Bull Durham District
CDBG	X			X	X		
CSBG				X			
NC Historic Property Investment Income Tax Program				X			X
HOPE VI				X			
TEA-21			X		X		
Historic Preservation Fund	X	X	X	X			X
Federal Historic Preservation Tax Incentive		X	X				X
State Grants for Historic Preservation		X	X				X
State Development Zones	X	X	X				X
District Improvement Tax	X	X	X		X		X
EPA Brownfield Grant		X					
American Community Fund	X	X	X	X			X
Development Corp.	X		X	X			X
Venture Capital Fund	X	X	X				
Foundations	X	X		X			
Private Sector	X	X	X	X	X	X	X
Public Bonds		X			X	X	
1% Meals Tax		X	X		X		X
Downtown Loan Pool	X		X	X			
Facade Restoration Program	X	X	X	X			X
Economic Development Fund	X	X	X	X			X

*\*Note: Full technical implementation report provides a brief description of each funding source.*

While the public sector role and costs may appear challenging and complex, it is important to realize that the public investment will come from a variety of local, state, and federal sources. For example, many of the infrastructure related elements, including road realignment, construction of the development bridge and streetscape enhancements are likely to be eligible for Federal transportation dollars, including funds through the TEA-21 (Transportation Equity Act for the Twenty-First Century) program.

The table at left identifies potential funding sources that may assist with the public sector costs. These sources represent financing available from local, state, federal and not-for-profit entities. It is not intended to be inclusive of all the potential non-private financing available to support master plan initiatives. This list is representative of the broad array of funding sources that could fulfill the public sector's role with master plan implementation. These funding sources are discussed in more detail in the separate technical implementation report.

## rganizing for Success

The Durham community must organize itself to implement the **Downtown Durham Master Plan** if it hopes to successfully complete its objectives. A failure to understand the magnitude of the tasks at hand more often than not results in communities not achieving their expectations. On the other hand, there are a number of communities that have made the commitment and sacrifice to create truly remarkable downtown revitalization stories.

---

*“What makes a plan capable of producing results is the commitment of key people to work on specific tasks.”*

*- Peter F. Drucker*

---

Durham can be one of these stories with the proper mix of organization and commitment. Moving the master plan forward must be a community effort. Business, government, community organizations and Durham's neighborhoods must feel ownership of the plan. A failure to involve all facets of the community will result in less acceptance of and greater difficulty in accomplishing master plan objectives.

The roles identified for plan implementation, when put in the context of a twenty year master plan, can look overwhelming from the perspective of any one organization or entity. A successful master plan implementation effort involves a variety of roles for the multiple entities that are involved. The table below identifies the types of roles and the players that may be involved with as the implementation process moves forward.

**Master Plan Roles and Players**

	Leadership	Staff	Partnership	Facilitate	Public Improvements	Funding	Incentives	Development
City of Durham	X	X	X	X	X	X	X	
Durham County	X	X	X			X	X	X
State of North Carolina	X		X		X	X	X	
Private Sector	X	X	X	X		X		X
Not-for-Profits	X	X	X	X		X		X
Other			X			X		

In order to assure an engaged community, a well-designed master plan organizational structure should be established. The structure must be efficient in how it involves the community and action-oriented. Three roles comprise this proposed organizational structure and four key groups must fulfill these roles. The roles that must be fulfilled are:

- Master Plan Review, Comment and Promotion,
- Program and Project Development, and
- Community Oversight.

A more detailed presentation of these roles can be found in the technical report on implementation, a separate document emanating from this planning process.

The four groups that are the critical players in the master plan implementation organizational structure are the proposed [Downtown Durham 2020 Committee](#), the [City Manager's office](#), [Downtown Durham, Inc.](#), and the [Blue Ribbon Committee](#). These players will be effective if they work together and are aware of each other's work. It will be important that protocols for meetings, agendas, and work programs be established to assure that these three levels are well coordinated.

A summary of the organizational structure and implementation roles is outlined below and in the diagram on the following page.

**Role: Review, Comment and Promote  
Player(s): Proposed Downtown  
Durham 2020 Committee**

There must be an opportunity for the community to review, comment, and promote the master plan and its components on an ongoing basis. It is recommended that a 25-50 member Downtown Durham 2020 Committee be formed representing a cross section of the greater Durham community. This group will become well-informed on the details of the master plan's programs and projects and will provide a critical sounding board, representing community values and feelings regarding the master plan.

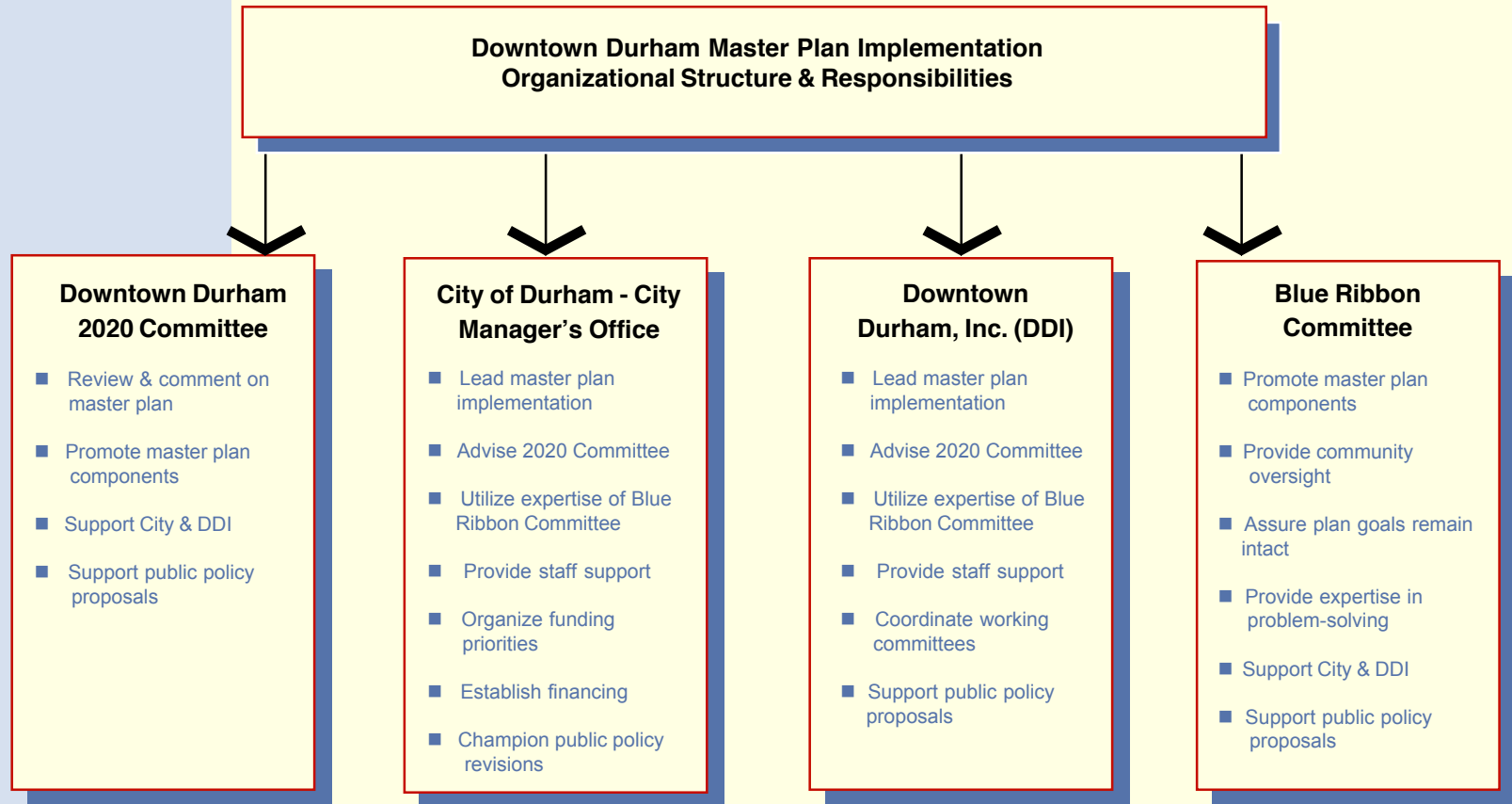
**Role: Community Oversight  
Player(s): Blue Ribbon Committee**

Community oversight is necessary to assure that the master plan stays on course. It is recommended that the Blue Ribbon Committee appointed by the Mayor to oversee the master plan planning process continue to serve during plan implementation. This committee will focus on the "forest through the trees" and assure that the master plan spirit and intent are in tact during the 10-20 year implementation process. If the implementation phase begins to falter or needs to be evaluated it will be the responsibility of the Blue Ribbon Committee to recommend changes. The committee can also bring its considerable skill and problem-solving techniques to the more difficult master plan objectives.

**Role: Program and Project Development  
Player(s): City Manager's Office &  
Downtown Durham, Inc.**

This component will be the engine behind the master plan's implementation. It is recommended that the City of Durham City Manager's Office and Downtown Durham, Inc. be accountable for this function. These two entities will represent the public sector and private sector respectively. Timely implementation of the master plan work program will be their ultimate responsibility. Advising and seeking support from the City Council, Downtown Durham 2020 Committee and the business community will be another important function for these two organizations.





## Other Implementation Tools

Within the proposed organizational structure for master plan implementation, there are tools that must be utilized to accelerate the rate of change in Downtown. Those tools are:

- Staff Support
- Financing
- Public Policy

### Staff Support

The master plan implementation process will require the hard work of many volunteers and staff. Understanding early in the implementation process the human resources available to carry out different functions is important. The assessment of personnel required to perform specific tasks will be conducted at the program/project development level. Establishing commitments from both the public and private sectors to make staff available for implementation should be an early priority. Strong consideration should be given to creating several staff positions dedicated to overseeing specific master plan objectives. Defining job descriptions, placing staff in the City or DDI and securing funds for the positions for a minimum of three years from both the private and public sectors are tasks that should be addressed quickly. Volunteers to assist with various assignments should be solicited from a wide variety of groups.

---

*"It had long since come to my attention that people of accomplishment rarely sat back and let things happen to them. They went out and happened to things."*

---

*- Elinor Smith*

---

**Predevelopment Fund**

**Estimated Funds Needed: \$250,000 to \$500,000**

Needed to support pre-development and program design efforts, such as studies for public improvements, projected developments, and design of Downtown programs. Initially, discussions with the private sector should occur regarding jointly supporting the capitalization of this fund.

**Financial Incentives**

**Estimated Funds Needed: n/a**

Necessary to leverage significant private investment, such as the rehabilitation of center city properties, accomplishing entertainment corridor objectives and encouraging housing investment.

**Staff Positions**

**Estimated Funds Needed: \$150,000 - \$300,000 annually**

Required to support and manage implementation of master plan objectives.

## Financing

Implementation of the master plan calls for approximately one billion dollars of private and public investment during the next ten to twenty years. The overwhelming majority of this investment will come from the private sector if the public sector invests and organizes wisely. The master plan establishes a framework for the community to look forward and plan for the future. This type of advanced planning and preparation can help ease the financial burden of implementation; however, funding responsibilities and needs will be ongoing for years to come.

The private sector should be involved in financial planning to support the master plan objectives. It is recommended that leadership from both the private and public sectors approach the local financial institutions to supplement the current City Downtown loan pool with a private sector initiative to make capital more readily available. The loan pool could contain a pre-determined funding level at a favorable interest rate. These monies would be available to support a set of master plan priorities. In effect, the loan pool becomes a private sector-sponsored incentive. These funds, when blended with more conventional sources of financing, will serve to lower the overall cost of a project thus reducing risk and helping move a project forward.

Several funding mechanisms should be considered to support the projects and programs in this document. A public commitment to the master plan will have to be visible via a sustained level of effort that includes funding support. Three primary mechanisms, outlined at left, are recommended to fulfill the public sector funding obligation.

## Public Policy

The master plan's broad scope suggests that business must be conducted differently if real change is to occur. Several public policy initiatives described below could improve the community's ability to implement.

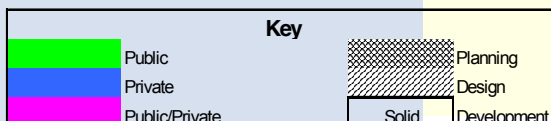
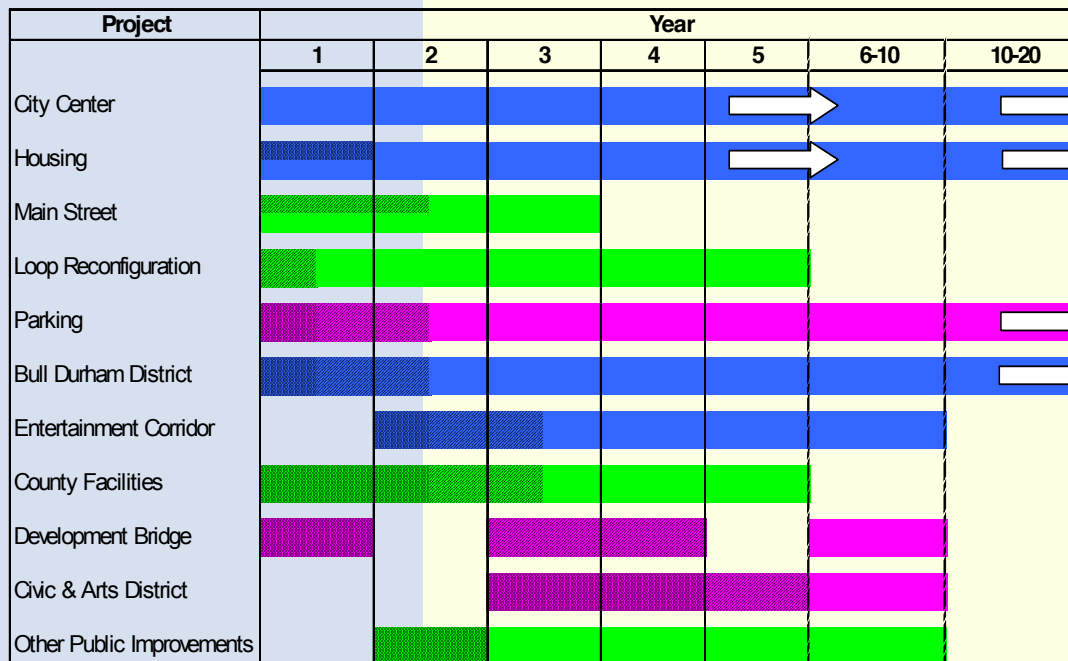
**Redevelopment Agency** - The mechanics of moving downtown programs and projects through the maze of complex issues is often an insurmountable impediment to positive change. Many communities have found that issues such as property acquisition, relocation of utilities and businesses, construction management, project oversight, to name a few, can not be handled by existing city agencies with other priorities. States across the country, including North Carolina, have authorized local communities to establish redevelopment agencies for the purpose of focusing on the complex business of redeveloping older urban areas. The master plan recommends that the City of Durham take advantage of this authority and establish a redevelopment agency that is able to become engaged solely on downtown redevelopment issues over the next ten to twenty years.

**City Ordinances** - Existing city ordinances and design guidelines regarding downtown are not written in a manner that sends a clear message about downtown building use and design priorities. A thorough review and redrafting of existing zoning ordinances and design guidelines should occur immediately and could be reformed by a working committee consisting of city staff, design and development professionals and local business people. Streamlining the approval process while encouraging a high level of quality in the built environment should be the goal.



**Downtown Operation and Management** - Downtown must be managed as the valuable community asset that it is. The City and DDI should work together to determine the most appropriate manner for managing the on-going physical appearance and operation of downtown. In many communities this is done through a downtown business improvement district (BID). Other communities contract out for a wide range of services that are designed to improve the overall downtown environment. If downtown is to become a twenty-four hour community the issues of management and operation need focused attention.

**Master Plan Implementation Timetable**



**State Involvement** - Given the scope of the master plan, opportunities to partner with the State of North Carolina should receive considerable attention. Legislative initiatives, state-sponsored incentives, and assistance with packaging larger economic development deals, are appropriate partnership functions between the state and the city. Much of the development to be sponsored by the Durham community will result in a positive economic impact for the State of North Carolina. Given this fact, the State has an important stake in helping to assure the master plan's success.

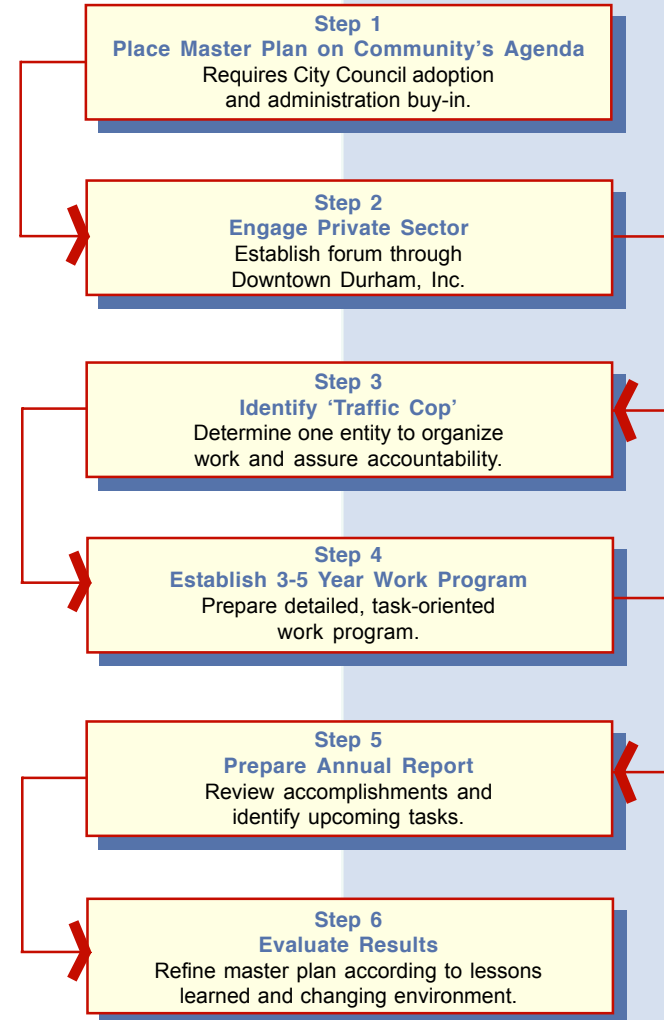
**Public/Private Partnership** - An aggressive public/private partnership must be at the center of any effort to successfully implement this master plan. There is no older urban area in this country that has successfully revitalized its downtown without such a tool. There are cities that have employed major public initiatives that improved downtown but with little private investment to show for their trouble. There are other communities where the private sector has led the way, but the effort quickly ran out of steam due to the lack of public support. Each party, the public sector and the private sector, should make sure that their efforts have the support of the other as the master plan is implemented. Asking questions that will assure both parties needs and expectations are being met is critical.

## First Steps

The *Master Plan Implementation Timetable*, shown at left, offers a twenty year implementation schedule for the major master plan programs and projects. As can be seen, some initiatives receive considerable attention in the first three to five years. Other initiatives are phased over longer periods of time. The master plan contains a number of smaller, more manageable projects. In many cases these projects can be accomplished with relative ease once the community has decided that they are a priority. Projects requiring shorter pre-planning phases and demonstrating strong market demand (such as redevelopment in City Center and housing development) should get early attention.

Implementation of the master plan will have to be a priority of the community and ultimately of one designated organization. It is recommended that the six first steps outlined at right be taken to immediately begin the implementation process.

### IMPLEMENTATION STEPS



# Durham

*from City of the New South*



*“The future belongs to those who fuse intelligence with faith,  
and who with courage and determination grope their way  
forward from chance to choice, from blind adaptation to  
creative evolution.”*

*-Charles E. Merriam*