

CHAPTER 9

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*

C Context 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**

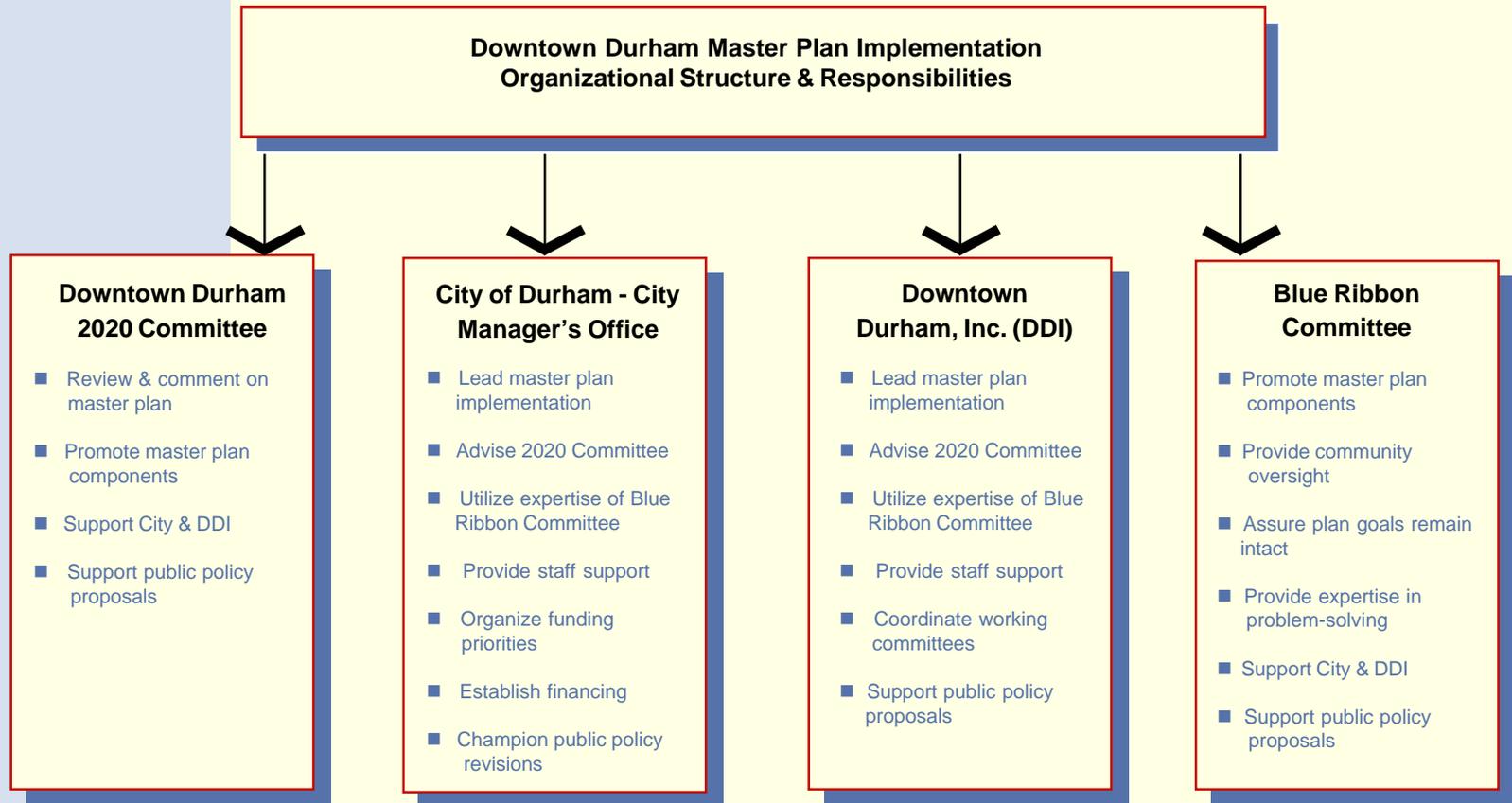
There must be an opportunity for the community to review, comment, and promote the master plan and its components on an ongoing basis. It is recommended that a 25-50 member Downtown Durham 2020 Committee be formed representing a cross section of the greater Durham community. This group will become well-informed 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

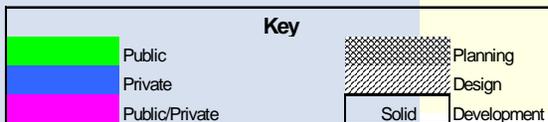
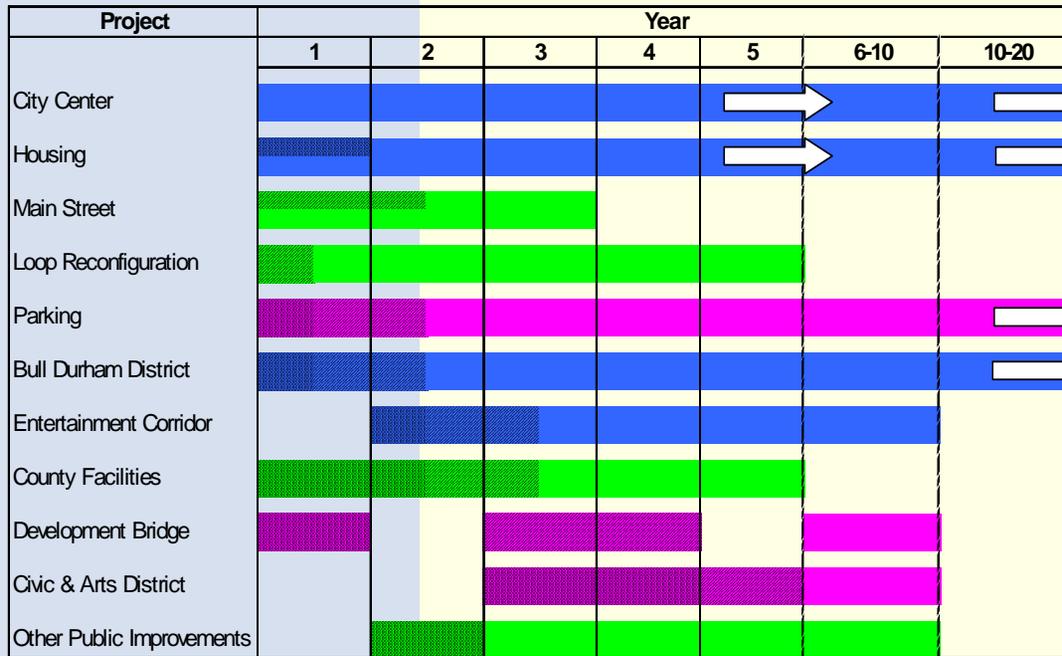
The master plan's broad scope suggests that business must be conducted differently if real change is to occur. Several public policy initiatives described below could improve the community's ability to implement.

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.

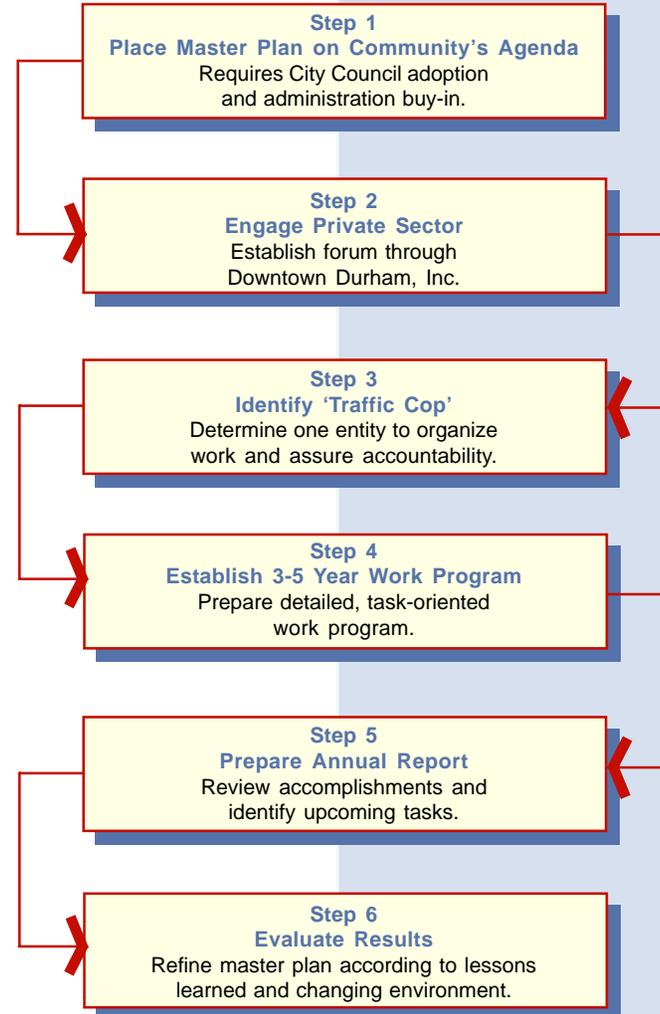
Public/Private Partnership - An aggressive public/private partnership must be at the center of any effort to successfully implement this master plan. There is no older urban area in this country that has successfully revitalized its downtown without such a tool. There are cities that have employed major 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.

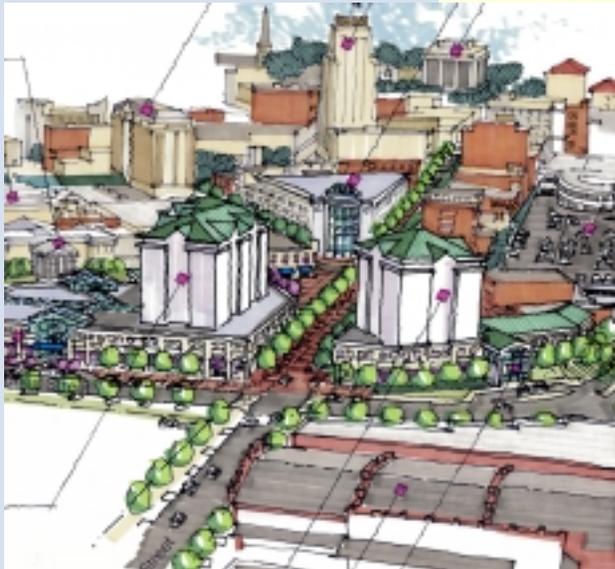
Implementation of the master plan will have to be a priority of the community and ultimately of one designated organization. It is recommended that the six first steps outlined at right be taken to immediately begin the implementation process.

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