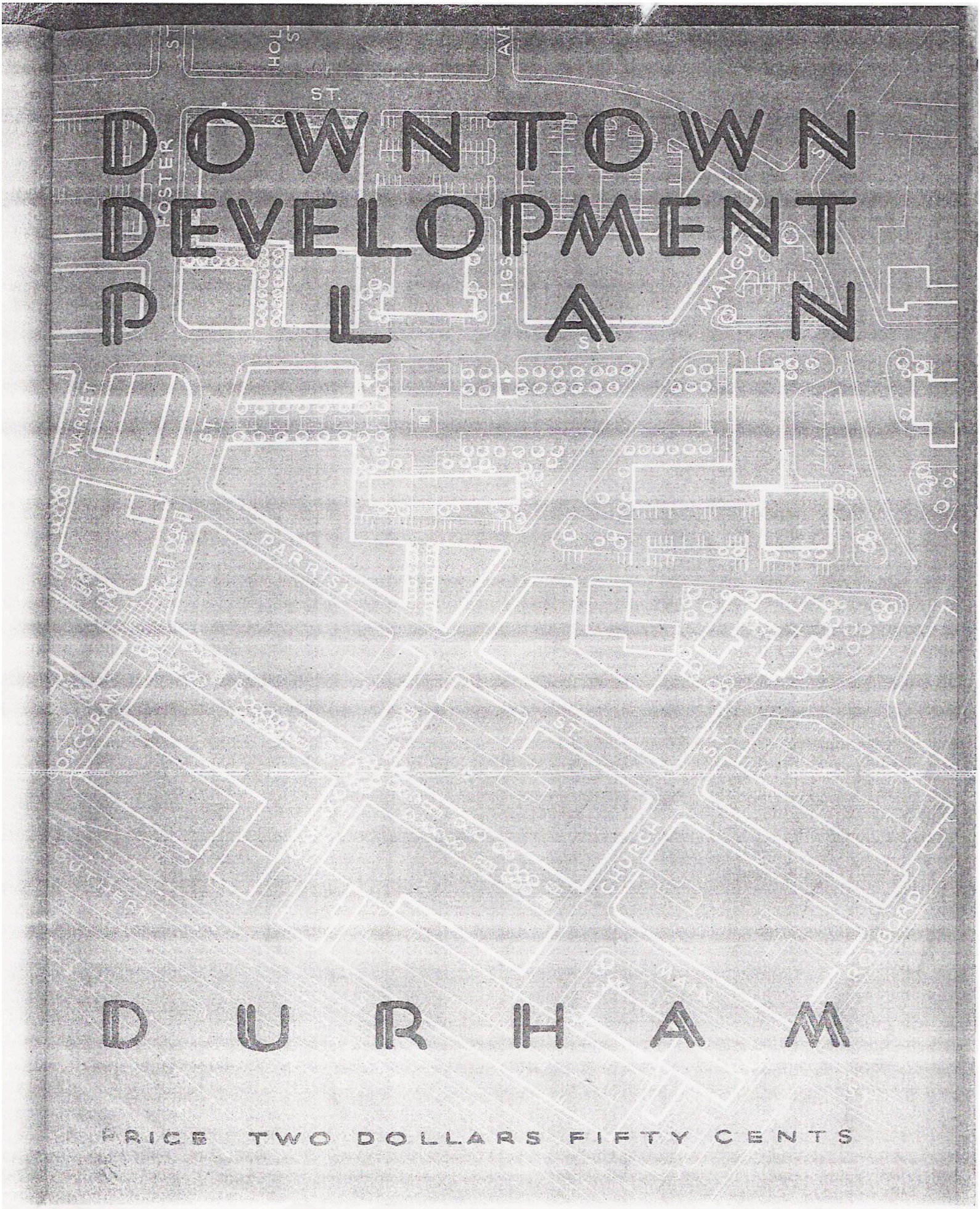

DOWNTOWN DEVELOPMENT PLAN

DURHAM

PRICE TWO DOLLARS FIFTY CENTS

A DOWNTOWN DEVELOPMENT PLAN,
Durham, North Carolina.

A Final Report to the
Downtown Development Association
and the Durham City Council
November 9, 1960

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[NOTE: THIS PLAN HAS BEEN RE-TYPED BY YONAH FREEMARK SO THAT IT CAN BE SEARCHED AND MORE EASILY ACCESSED THROUGH ADOBE ACROBAT PDF FORMAT. MOST OF THE ORIGINAL PLAN IS INCLUDED HERE, THOUGH THERE ARE SOME NOTABLE EXCEPTIONS. THE ORIGINAL PLAN CAN BE FOUND IN ITS ENTIRETY IN THE LOCAL HISTORY SECTION OF THE DURHAM COUNTY LIBRARY.]

I N T R O D U C T I O N

The current economic plight of the central business district in nearly every important city and town across the nation is a matter of growing concern to many persons. The older central cities are losing business to the newer outlying shopping centers, and the neighboring cities are becoming sharper competitors because of the reduction in travel time between them. There is a strong tendency toward decentralization of more and more downtown activities which is giving great concern to the responsible civic leaders and business interests in a great many communities. Durham is no exception.

The present study is not the first to be undertaken in Durham with respect to the problems of the central business district as they affect the community at large. At least three previous reports have been devoted in whole or in part to this subject. These are:

1. "Outlook for Durham", City Planning Department, 1957.

2. "Revitalization Proposal for the Central Business District", City Planning Department, 1958.

3. "Report No. 1", Downtown Development Association, 1958.

There is much useful information in each of these reports, as to the trends of growth in Durham present problems, the economic situation, or possibilities for the future. It is not the purpose of the present report to go back over all this ground, but drawing on these materials to further appraise the present situation and trends, review all previous proposals, and produce a workable plan and program for Durham to adopt and follow. This plan should serve as set of objectives and a guide for action over a period of years, by public and private interests working together.

As to the areas under investigation, this embraces primarily the area bounded by Roxboro Street on the east, Morgan Street on the north, Great Jones Street on the west, and the Southern Railroad on the south. Within this area lies probably the highest concentration of taxable values in the city. It is the center of retail trade for a portion of North Carolina extending through several counties; it is the center of business, professional, and financial services, convention activity, entertainment, government, and many other social and economic functions in the community. It is also the center of the trafficways system and of public transit services. In short, it is the hub of most of the major activities that hold the city together, and its importance to the community at large should not be minimized.

What happens to the central business district ought to be the concern of every taxpayer and business interest. As the highest concentration of taxable values in the city, the CBD produces a major segment of the taxes needed to provide adequate schools, police and fire protection, health and welfare services, and many other municipal services in all parts of the city. Any substantial loss of tax revenue from this area will inevitably result in higher taxes for every Home Owner, in order to make up the different. Business lost to other central cities means a corresponding loss of jobs and payrolls in Durham. The entire community will benefit from a revitalization of the CBD so that it will continue to be the dominant trade and service center for the Durham Trade Area.

The Downtown Development Plan presented herewith should be regarded not so much as a rigid blueprint but rather as a somewhat generalized picture of the broad objectives. It is subject to some flexibility in details, with a view of encouraging further imaginative study in the development of details, by all interested and qualified designers in the fields of Architecture, Art, Landscape Architecture, Engineering, City Planning, Finance, Law, and the like. In time and with more

experience there are certain to be fresh ideas and new techniques that can be applied to various aspects of this plan. Variety should be encouraged through competition for meritorious achievement in applying the general proposals of the plan to individual situations.

The plan is not a straight jacket. If it is found that some of the proposals do not prove to be entirely feasible or that there is some better way of accomplishing the end objectives, then the plan should be changed. The important thing, however, is that the plan be adopted as soon as possible and then be kept alive be constant use. If properly applied, the Downtown Development Plan can become an important instrument in the economic plan for the community.

I. THE EXISTING SITUATION

Economic Conditions.

The economic aspects of Durham's CBD situation have already been presented and discussed at some length in previous reports, especially the Downtown Development Association's "Report No. 1". The need now is to bring certain of this information up-to-date and to summarize its more significant items.

Trade Area. In previous reports the extent and characteristics of Durham's primary trade area have been rather fully and capably presented. It embraces all or most of six counties (Chatham, Durham, Granville, Orange, Person, and Vance), and smaller parts of three others (Lee, Caswell, and Alamance). For statistical convenience in this report, the area is simplified to include only the six counties first named. In general, it extends about half way to Raleigh on the east, almost to Burlington on the West, to the Virginia State Line on the north, and to Sanford on the south.

Population. According to the preliminary 1960 Census Reports, this territory has a population in excess of 273,000. It has been growing through the years, although not quite as fast proportionately as the State as a whole. In the last ten years, almost half of the area's growth was concentrated in Durham County. All sections in the areas experience some growth, except Vance County. Table 1 contains the detailed figures for the various parts of the territory and comparisons with State averages.

As to the future, it would appear that this trade territory has good prospects for continued growth of a substantial degree. A recent prediction for North Carolina as a whole, based on official U.S. Census projections revised in the light of 1960 Census results, is that the State will probably increase about 10.4 percent by 1970. At that time, it will probably have a population in the neighborhood of 5,038,000, an increase of 476,000 in ten years. During the ten year period between 1950 and 1960, the Durham Trade Area accounted for 5 percent of the total population increase in the State, and if this same ratio is maintained during the next ten years, the growth of the trade area should amount to about 24,000 persons.

Economy. Since completion of the earlier reports on Durham's central district, additional information has become available through publication of the 1958 Census of Business and other materials. These new materials do not indicate, however, that there has been any change in the situation or trends previous reported. The present situation in various respects may be summarized briefly as follows.

Manufacturing. Durham's manufacture position in North Carolina has been slipping, in terms both of Value Added by Manufacturing and of Employment.

Wholesale Trade. As a wholesale center, Durham did $82,000,000 worth od business in 1958, an increase of 17% from 1954 but less than the State increase of 20%. Durham handled only 1.61 percent of the total State wholesale business in 1958, which was less than the 1954 figure of 1.64 percent. Durham's 120 wholesale establishments in 1958 gave employment to 1,403 persons (up 21% from 1954), and paid out $4,938,000 in wages (up 44%). Although growing, Durham's wholesale business does not constitute a major part of the State total and its percentage is declining.

Business Services. Those types of business services that are reported by the U.S. Census* did a $13,425,000 business in 1958, an increase of 32 percent since 1954. The State total, however, went up 35 percent. These establishments gave employment to 2,390 persons (up 22%) and paid out $4,549,000 in wages (up 43%). Even so, this actually slipped from 3.31 percent of the State total in 1954 to 3.25 percent in 1958.

Retail Sales. Durham continued to lose ground to other cities in the Piedmont Belt and to the State as a whole, in terms of retail sales. (See Table 2). From 3.06 percent of the State total in 1954, it slipped to 2.78 percent in 1958, while the other five cities in this areas gained in percentage. The number of retail outlets dropped 8 percent (State average up 8%), and the number of persons employed dropped 2 percent (State average up 11%), while payrolls went up 9 percent (State average up 21%). In practically all these respects, the other Piedmont cities did better than Durham.

Purchasing Power. In Table 3 there is presented a condensed analysis of the relationships between retail sales and available purchasing power, in the Durham Trade Area as compared with other primary trade areas in the North-Central Belt of North Carolina. These figures are for the year 1959, as reported in the July 10, 1960, "Survey of Buying Power", published by Sales Management Magazine.

In this study, the term "Effective Buying Income" means the estimated net income of individuals after taxes. This is presumed to be the amount of funds available for buying purposes. Compared with this figure is the total retail sales within each area, and also the retail sales per thousand dollars of Effective Buying Income. Among the four leading cities in the North-Central Belt, this latter figure averaged $322, but for Durham the figure was only $295 or 89 percent of the average. Raleigh did a little better (94%) while Greensboro and Winston-Salem exceeded the average (105%).

When retail sales are narrowed down to include only the so-called "G A F" group (general merchandise, apparel, furniture and household appliances) which constitute the key factors in major shopping centers such as the central business district, Durham's lag behind the other cities in the North-Central Belt is even more striking. Durham had only $83 in GAF sales per thousand dollars of Effective Buying Income, or 71 percent of the four-city average of $117. If Durham could raise itself up to the Raleigh level of $98, it would add nearly 5.8 million dollars per year to its GAF sales, an increase of 18 percent. If Durham should be able to reach the four-city average of $117 in GAF sales, per thousand dollars of EBI, it could increase its sales by 13 million dollars per year or more than 40 percent.

Future Prospects. A review of the foregoing figures would indicate that Durham has an opportunity to improve its status as a retail trading center because of two factors:

1. It is now getting less than its share of retail business from the surrounding trade territory, which situation should be possible of correction.

2. The retail trade area has a reasonably good prospect of substantial growth during the years ahead, which should produce additional increases in retail sales for Durham.

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* Services included are: Hotels, motels, etc.; personal services; miscellaneous business services; auto repair, auto services, garages' miscellaneous repair services; motion pictures, other amusements and recreational services.

By capturing a higher percentage of the market and by applying this higher factor to the increasing incomes of an expanding population, Durham should be able in the next ten years to raise its GAF sales by 50 percent or more.

Physical Characteristics.

Extent of CBD. Previous studies have analyzed the extent and trends of CBD development in Durham. For the purposes of the present study, the boundaries of the area have been assumed to be Roxboro Street on the east, Morgan Street on the north, Great Jones Street on the west, and the Southern Railroad on the south. This is an area approximately one-half mile long and one-fourth mile wide, containing 60 acres.

General Characteristics. This is a fairly compact area, almost solidly built up, hemmed in by railroads on the south and west and by an obsolete tobacco warehousing district on the north. Many of the downtown streets are short, narrow, or disconnected; sidewalks in the shopping area are particularly narrow and cluttered. Buildings for the most part are reasonably modern and substantial. There are only a few dwellings within the boundaries, these being in the northeast portion and in fairly good condition. There are no areas of significant dilapidation that would appear to justify redevelopment.

Most of the buildings within the district are two and three stories in height. There are four buildings of five stories each, six buildings of six to eight stores, and two land mark buildings of fourteen and eighteen stories respectively. One of these is a hotel and the other an office tower. The taller buildings are clustered mostly around the intersection of Main and Corcoran Streets which is also the center of land values.

Many of the buildings in Downtown Durham are handsome structures while others have been modernized in varying degrees. One of the principal department stores is currently undergoing a major expansion and remodeling operation. Another major department store is planning an entirely new and completely modern building at the corner of Main and Corcoran Streets. Plans for other new buildings or building improvements are understood to be in the discussion stage.

Land Values. Plate 1 indicates the general range and pattern of front foot land values in the CBD. These are the values of record for tax purposes and represent only about 40 percent of real value. The figures represent land only (not including buildings), which is a reasonably good indicator of the demand for land and the intensity of land use in the various parts of the area.

The highest valued properties ($1000 or more per front foot) are situated along Main Street from Mangum to Five Points, and northward along Corcoran to Chapel Hill. The center of values ($2000 or more) is at Corcoran and Main. East of Mangum and from Five Points westward, as well as northward from Main along Parrish, Chapel Hill, and other streets, the values drop off sharply, with the fringe properties being valued generally in the $100 to $200 range. It is in these latter relatively low-valued areas that the major off-street parking areas, civic building, and public open spaces should be located.

In terms of retail locational value based on pedestrian traffic, the 100 percent location is at Main and Corcoran Streets. The Main-Mangum intersection has been rated at 77 percent, while the Main-Church corner drops down to 31 percent and Five Points to 23 percent, of the value at Main and Corcoran.

Uses of Property. Existing development within the CBD consists of a wide variety of uses, ranging from major department stores, banks, office buildings, hotels, theatres, and the like, to such non-central uses as dwellings and industries. Plate 2 shows how these are mixed together without much order, except in the very heart of the district along Main Street. The classification "Primary Business" includes those which normally occupy a prominent location in the high-value district. "Supporting Business" consists of those normally occupying only a secondary-value or fringe location. "Non-CBD Uses" include those not requiring a CBD location necessarily, such as dwellings, industries, neighborhood-type stores, and the like. A representative list of the types of uses included in each of these categories will be found in Table 5.

The amounts of land in each category are given in Table 4. Primary Business occupies only a small fraction (15.6%) of the total area. Off-street parking areas occupy the same amount of land as the Primary Business establishments, but of course they serve other uses as well. Secondary Business uses 11.1 percent of the areas while non-essential uses occupy almost as much space (21.9%) as the Primary and Secondary Businesses combined. The largest proportion of space is used by streets and alleys (30.6%), a very substantial amount.

Patterns of Land Use. In order to visualize and understand more clearly the locational and distributional patterns of land use in the CBS, the five major categories are shown separately in the series of diagrams on Plate 3. Primary Business is concentrated mostly along Main Street between Church and Give Points, with extensions through the block to Parrish or Chapel Hill. These businesses create high land values, as will be noted by comparing this exhibit with Plate 1. Supporting Business establishments are scattered generally around the fringes of the high-value area, with a noticeable concentration around Give Points. There is no concentration or grouping of public and semi-public buildings but it will be noted that these are clearly out of the high-value center. Parking is also around the fringes and is generally well distributed. The various Non-Central Uses are likewise dispersed around the edges, with a considerable pocket in the Holloway-Liberty Street area. These Non-Central Uses consist mostly of older residential and other places that are gradually being displaced by the more intensive business developments.

This study shows where it is possible to expand the major downtown activities by a further replacement of non-essential uses and a more intensive uses of the land.

Shifts in Land Use Patterns. When considering the possibilities of change and further development of the CBs, it should be remembered that change is nothing new. Change is constantly taking place as a matter of natural evolution within the downtown area, - more so than the average person probably realizes. An examination was made to see what changes in occupancy have taken place in recent years, which shows that almost 100 different shifts in the locations of business establishments occurred during the last fourteen years. In 42 of these cases, there was an up-grading in the type of use, while only five were down-graded; 47 changes involved no significant change in type. By "up-grading" is meant a displacement of a lower-value business or occupancy by a more intensive type, usually able to pay more rent and therefore to pre-empt the choicer locations. Most of this up-grading is a result of an outward growth of the primary business center eastward to Church Street, through the block to Parrish Street, and across to the north side of Chapel Hill Street. Such a generally southward movement shows a trend toward a growth in depth, which is more desirable than a further stringing-out along Main Street because it produces a more compact and convenient business district.

Traffic. A traffic survey conducted by the Traffic Engineer in April and May, 1960, showed a total of approximately 55,000 vehicles entering the CBD in 24 hours. This represents a typical Friday which is

the peak traffic day of the week. A high percentage of this traffic volume is through-traffic which has no business in the CBD; - its exact volume can be ascertained only by a very elaborate origin and destination survey. Peak-hour loads on the principal thoroughfares exceed 800 vehicles per hour in one direction, and these are on streets where parking is allowed and there is only one lane for moving traffic in each direction. Main, Roxboro, Mangum, and Chapel Hill Streets carry the heaviest flows leading in and out of the CBD. No recent traffic counts are available within the CBD itself, but it is obvious that serious congestion exists on several of these streets especially during the rush hours.

Traffic movements on the downtown streets are seriously hampered by cub parking which is permitted on nearly all streets with a few exceptions. Limitations on curb parking are being extended gradually by the Traffic Engineer, and it will not be long before street parking will have to be prohibited to a large extent within the CBD, at least during rush hours. Additional off-street parking capacity is urgently needed in this connection. Traffic congestion is one of those acute ills that plague the CBD, and a permanent cure is essential.

One of the chief causes of traffic congestion in the central area is the through traffic. Much relief has been provided already by the new express highways carrying U.S. Route 15, 70, and 501 around the City, but there is urgent need for additional by-pass routes closer in to handle heavy traffic volumes moving between one section of the City and another. Two such routes now being planned by the City are the Northwest-Southeast Expressway, passing south of the CBD and designed to relieve Main Street of much of its through traffic load, and a new North-South By-pass to the east of Roxboro Street which will divert through traffic from Mangum and Roxboro. Improvements are also planned in the Geer Street and Duke-Gordon Street routes, to the north and west. Once relieved on unnecessary through traffic, the downtown streets should be capable of handling the remaining traffic that has the CBD as its legitimate objective.

Parking. In the CBs, there are 1352 off-street parking spaces, and 536 curb spaces, for a total of 1888 parking spaces. Outside the CBD boundary, but within a block or two, there are another 1213 or more spaces that serve CBD patrons. The location dog off-street parking areas within the CBD are shown on Plate 4, while Table 6 contains a list of them with their respective capacities.

Not all of these spaces are available for use by the general public. Within the CBD, only 1451 spaces are so available, - 536 at the curb and 915 off-street. This includes 252 spaces provided by certain stores for the free use of their customers, those being primarily two super markets on the very edge of the area. Other public spaces are operated either by the City or by commercial operators, at hourly or daily rates ranging from a straight 10¢ per hour on the big City lot south of Main Street, to 50¢ per day.

About 12 percent of the existing parking spaces within the CBD are available only on a monthly rental basis, at $6 to $7.50 per month, and another 11 percent are restricted to employees or other personal use. Many of these two groups are in prime locations where there is a shortage of short-time public parking facilities.

Short-time customer parking facilities are well distributed around the CBD but the over-all supply is inadequate (see later section of this report) and some parts of the CBD are in shorter supply than others. Sections with the most severe shortages are along Main and Parrish Streets east of Mangum. Parking lots for one of the principal department stores in the triangle between Main and Chapel Hill Streets are located some 500 to 600 feet away, north of Morgan Street and across two heavy traffic arteries. This is too inconvenient and hazardous for women shoppers in particular.

Many of the parking areas shown on the map are only small bits and pieces of land behind or to one side of a building. Many areas are inefficiently laid out and utilized. Privately owned parking lots frequently disappear when there is a need for the property as a building site. The only assurance of permanency is where the parking facility is publicly owned or is provided by an organization dedicated primarily to the furnishing of parking facilities, either as its principal business purpose or as a non-profit accessory to the downtown business interests.

Bus Service. City-wide local bus service is furnished by the Duke Power Company along ten different routes, all of which serve the CBD. Some of these are through routes, while others loop back in the central area, as shown on Plate 5. Most of them operate over some part of Main Street through the heart of the shopping district; in one black there are eight different lines operating. The principal loading and transfer point is at Five Points (Main, Chapel Hill, and Morris Streets) where all ten lines meet. This contributes substantially to the major traffic congestion at this point.

Out-of-town bus service is provided by five different companies, all of which operate into the Union Bus Depot located at E. Main and Dillard Streets. This is two long blocks from the edge of the CBD. It is most convenient for the Sears Roebuck Department store located across the street, but is hardly of much benefit to the main shopping and business district nearly one-half mile to the west. If this were not a fairly new, modern, and apparently adequate depot, serious consideration might be given to a new depot at a more central location.

Long distance bus service is furnished by Trailways, Greyhound, and two smaller companies, which operate all together some 25 or more trips per day in each direction, to or through Durham. In addition, the Durham-Chapel Hill Bus Line operates 10 round trips per day, offering local service to and from Chapel Hill over various routes. It is understood that those buses are prohibited from picking up and discharging passengers anywhere except at the bus depot, although they travel through the central shopping district. This seems like an unfortunate restriction which, if still in effect, ought possibly to be lifted in order to provide more convenient service for shoppers and encourage greater patronage in the shopping center.

II. THE CBD DEVELOPMENT PLAN

Principle Features of the Plan

This plan for improvement and development of the Central Business District incorporates the following significant features:

1. Ground-level space for an 87 percent increase in Primary CBD Business.
2. A total of 10.65 acres of land for public and semi-public buildings and grounds.
3. Space for 1.53 acres of secondary business.
4. Pedestrian walks and malls totaling 2,550 feet in length.
5. Sites for 6 new public buildings or additions, including an adequate-sized convention center.
6. Diversion of all through traffic.
7. Separation of vehicles from pedestrians in the CBD core.
8. Ample parking within the CBD for present and future needs.
9. Retention and strengthening of public transit service.
10. Step-by-step development in easy stages.

Planning Principles

The primary function of the Central Business District is to serve the entire community and its tributary trade area as the dominant center for retail shopping, finance, professional and business services, government, and civic affairs. Each of these functions will thrive best if concentrated in its own distinctive sub-center. This is a natural result of free economic processes as revealed by an analysis of the existing locations of these several basic types of establishments, especially the retail shopping group.

The existing primary business establishments in Durham are concentrated almost entirely along Main Street between Chapel Hill and Church Streets, a distance of approximately 1500 feet or a little more than one-quarter miles. This area also includes the principal finance institutions, clustered mainly around the intersection of Main and Corcoran Streets. This corner is at the midpoint of the principal shopping area, and is the highest valued corner in Durham.

A shopping center must depend on pedestrians for its success. The word “shipping” implies the inspection and comparison of merchandise in several competing stores and the selection of a choice from among the wide variety of offerings. Show windows and other displays, and close proximity of competitors, all within easy walking distance, are essential. In brief, the shopping center must be compact and must be designed primarily for the pedestrian.

These long-standing principles have been re-confirmed in the evolution of the modern regional shopping center. At first, these centers consisted mainly of stores strung out loosely along a main thoroughfare. Next, they were pulled together and set back from the street with parking space in front, but still strung out in single file. Now the latest-largest, and most modern centers have the stores grouped around a central mall, plaza, or combination of these which is reserved exclusively for pedestrians and so designed that a large number of stores and shops can be reached from any point with a minimum of walking.

Application of Principles

Primary Business. In the CBD Development Plan for Durham, it is proposed that the core of the primary business area be established within its present limits, Chapel Hill Avenue on the west and north and Church Street on the east, and that expansion be provided for by encouraging growth primarily in depth rather than in length. This means expansion northward to and across Parrish and Chapel Hill Streets, in line with recent trends. Some of the Main Street stores in recent years have pushed through the block to Parrish Street while others have located entirely on Parrish Street. Some expansion farther eastward along Main Street to Roxboro Street, and westward around Five Points, is included, but any major growth beyond these points is not likely to occur because of the distance, the interruption in continuity, and the difference in character caused by the County buildings east of Church Street and the Presbyterian Church at Roxboro Street. Expansion west of Five Points is discouraged by the large and busy intersection, the difficulties encountered by pedestrians in crossing to the west side and the railroads. Any major interruption to the continuity or retail stores and show windows such as public of semi-public buildings, a wide cross street, a parking lot, railroads or the like, will discourage and turn back the flow of pedestrian traffic.

The plan provided 17.47 acres of land for Primary Business. This is 87 percent greater than the 9.33 acres now occupied by this type of development. The term "Primary Business" is intended to include the principal general merchandise, apparel, specialty, variety, drug, and similar stores, the banks and other financial houses, the business and profession offices, and hotels and theatres.

Diversion of Non-essential Traffic. Within the primary shopping area, the next essential objective is to eliminate the conflict between vehicles and pedestrians. This area, as previously explained, should be given over exclusively to the pedestrians, and all vehicular movement should be eliminated if possible. The modern outlying shopping center has accomplished this objective successfully and the old business center must do likewise if it is to survive the competition. Such an objective can be accomplished at relatively little cost if there are ways to re-route through traffic and to give access to the downtown parking facilities without using the principal shopping streets. This calls for a re-examination of the major thoroughfare plan of the city.

Durham has a Major Street Plan prepared several years ago which included several new or improved routes for by-passing through traffic and otherwise relieving the traffic concentration in the Central Business District. Of greatest significance perhaps are the new expressways around the city, now in use, which divert all through traffic on U.S. 15, U.S. 70, and U.S. 501 as well as several other state routes. The remaining through traffic in the CBD now consists primarily of intra-city movements for which other relief routes are being planed to skirt the CBD. Principal among these are (1) the so-called "East-west Expressway" south of and generally paralleling the Southern Railroad, (2) the Elizabeth Street or similar route east of the CBD which should provide a through route between Lakewood Avenue and University Dive on the south, and Roxboro Road on the north, in order to divert through traffic now using Mangum and Roxboro Streets through the CBD; (3) Geer Street on the north;

and (4) Duke and Gregson Streets on the west. Probably the most urgent of these is the first, the "East-west Expressway", to relieve Main Street of its through traffic between the southeast and northwest sections of the city.

Parking. The third major objective for the CBD is to provide ample parking facilities to meet the immediate and anticipated future requirements to meet the immediate and anticipated future requirements for shopping and other downtown activities. Here again the competition of the modern outlying shopping center must be met. Shopper parking facilities must be conveniently located as well as adequate in capacity and that means within a few steps of the people's destinations. Ideally, the parking spaces should be immediately adjacent to the stores they serve. Where this is not physically possible, the parking spaces for shoppers should be within not more than 200 or 300 feet at the most.

In the preliminary land use plan for the CBD, the requirement for off-street parking is met by designating as much land as possible for this purpose just outside the primary shopping core but within the distributor loop. These are areas of relatively low property values and few, if any, permanent buildings. Most of the parking areas adjoin the shopping core directly.

The plan provides off-street parking spaces for an estimated 1860 cars at ground level, within the distributor loop. This is about the same number as the total existing parking capacity within the loop (1888 cars), including both off-street parking (1352 cars) and curb parking (536 cars). These off-street facilities would be located primarily in eight major public parking areas, distributed all around the CBD core, together with the proposed City Hall parking facilities and several small private or customer lots that could be retained. The eight public parking areas would accommodate 1430 cars at ground level which is about 230 more than the present total capacity of public spaces both on and off the street. The present public parking spaces amount to 663 off the street and 536 at the curb, a total of 1199.

Expansion of the basic ground-level parking capacity would be achieved by multiple decking on four of the public lots, and by construction of a parking garage under the civic plaza area. One deck above ground on each of the four lots would add 980 cars capacity, and each deck underground would add 450.

At the present time it is estimated that approximately 5380 parking spaces should be available within the CBD, on the basis of conservative ratios presently used in designing modern business centers. To meet this need it would be necessary only to construct three decks above ground on each of four lots (2940 cars) and construct two levels underground (900 cars). This capacity added to the basic ground level capacity of all lots (1860 cars) would produce a total capacity of 5700 cars, or more than enough to meet the estimated current need.

When the Central Business District becomes fully developed in accordance with the plan, assuming an average of two stories above ground for all business buildings, it is estimated that the parking requirements will be increased only to about 6300 cars. While this does not seem at first glance to be consistent with the projected growth of 87 percent in primary business uses, the reason is that many secondary businesses and other non-essential establishments now located within the CBD, and requiring parking space, will be displaced to other locations outside the area and their places taken by primary uses, public buildings, open spaces, and parking areas. The ultimate capacity of 6300 cars or even more than this, if it becomes necessary, can be reached by the addition of one or more decks to certain of the parking structures, according to the distribution of need as it may develop during the years. The parking structure between Manning Place and Morgan Street should probably not be

expanded beyond the three original decks, however, since it will already have a capacity of 1640 cars which is about the limit for effective operation without congestion. All parking structures should be designed and constructed initially with footings and columns capable of carrying the future additional decks.

Additional parking areas for all-day parkers can and should be located beyond the primary parking area, on lower priced land. All-day parkers can afford to walk a little farther and should be required to do so in order to conserve the premium locations for the essential short-time customer parking. Such all-day parking areas can easily be located north of Morgan Street, south of the Southern Railroad, and west of Great Jones.

Secondary Business. A limited amount of space for the various supporting types of business that normally occupy secondary locations are provided for in certain locations around the fringes of the shopping core. Property values and rents are lower in relation to distance from the center. The proposed locations are along Mangum Street at the Southern Railroad, and in the block between Cleveland and Roxboro Streets, north of Liberty Street. These locations are now occupied predominantly by secondary types of business. Some of them provide their own off-street parking spaces while the needs of others can be met by the same parking areas previously described. Other secondary business establishments will be forced out of the CBD proper by the natural increase in demand for prime locations, and many of these will find locations in the declining tobacco warehouse area north of Morgan Street or along the radiating thoroughfares. An area of 1.53 acres is provided for secondary businesses within the CBD, compared with 6.67 acres now occupied.

Public Buildings and Grounds. The CBD Development Plan provides for a major expansion of governmental and other public and semi-public buildings and grounds in the downtown area. A total of 10.65 acres would be available for these purposes, as compared with the existing 2.64 acres. These areas, which are in addition to the public parking spaces previously discussed, include the proposed Governmental Center (City Hall, Central Fire Station, Police Headquarters, Library and Plaza), a new and more adequate Convention Center, the present Post Office, the County Court House and proposed additions, and the Trinity Methodist Church.

Considerable study was given to the question of locations for the new police and fire headquarters, a future City Hall, Convention Center, and other public building needs. It was recommended in an interim report that most if not all of these buildings should be kept downtown. There are a number of reasons for this, but the most compelling is probably their community-wide service characteristics and their important relationships to other activities and facilities in the CBD. Public facilities that serve the community at large and provide employment for a considerable number of people need to be centrally located for the convenience of all concerned. Furthermore, any decentralization of such facilities would only tend to encourage further decentralization of downtown activities, and this would be contrary to the basic interests of the city in trying to preserve and build up its central area.

Public buildings and open spaces should be located within a few steps of the principal shopping areas but should not occupy the most valuable sites nor get in the way of logical expansion. For this reason, a site is proposed for a public building group in the northeast quadrant of the Central Business District, close to and physically tied in with prominent downtown features. Its close relationship to the shopping area is clearly evident from the plan. The important objectives are: (1) to make the public buildings an integral part of the Central Business District, for the convenience of people who come into the district for a variety of purposes such as shopping, banking, dining, and professional services, and

who also wish to visit the library, pay their taxes or transact other business with governmental agencies; (2) to keep the government employees downtown; (3) to open up a public breathing space in the downtown area for relaxation, beauty, civic gatherings, celebrations, and the like, which help to bring people downtown and make it more attractive for those already there; (4) to open up the approaches to some of the more dominant buildings in the downtown area so that they can be more fully appreciated, including the United States Post Office and the Washington-Duke Hotel. The present view down Orange Street to the Post Office is anything but inspiring.

The location proposed for the Governmental Center and plaza utilizes property of considerably lower value than that in the shopping core and yet it is right on the edge of this district. It would be accessible from the main shopping street by way of pedestrian malls and only one street crossing.

The new Convention Center is suggested just a bit detached from the Civic Plaza. Considerable study was given to the role of convention in the economic life of Durham, and a study was made as to the adequacy of the old Armory in this respect. This report revealed the fact that there is a clearly defined need for a more adequate and modern convention center. After discussion it was decided that a site should be provided in the CBD Plan for such a facility. It should be located in close proximity to the principal convention hotel, the Washington-Duke, which already contains many of the facilities normally required for conventions but whose capacity is limited. The Convention Center should also be readily accessible from various parts of the city, should have a reasonably good approach from the principal downtown streets and bus lines, and must be convenient to a major parking reservoir. A location on the Civic Plaza would be desirable from the standpoint of physical coordination with other public buildings and the mass effect gained thereby, but this did not seem feasible in the present instance.

The site proposed is east of Foster Street and south of Morgan, utilizing the present Armory property and an extension southward, also an extension eastward across Holland Street including the intervening portion of Holland Street which would be closed. The first 125 feet or so of Holland Street extending northward from Chapel Hill Street would be converted into a pedestrian approach to the main entrance of the Convention Center, and a secondary approach would lead to the main entrance from Foster Street. The center would be located only 300 feet walking distance from the Washington-Duke Hotel and in the immediate vicinity of a major downtown theatre, restaurant, and other visitor services. One of the principal off-street parking facilities would be located immediately across Foster Street. The site measures 270 by 220 feet in size and contains 1.45 acres. About half of this area is City-owned and the remainder is occupied by relatively low value stores and warehouses.

Distributor Loop. To reach the major parking areas shown on the plan, and make them directly accessible from all the major traffic thorough fares feeding into the CBD without forcing this traffic into or through the shopping center itself, the plan provides for a distributor loop street surrounding the CBD and located just beyond the principal parking areas. This loop would be made up of certain existing streets, their extensions and connections, as follows: (1) Morgan Street on the north with an extension east of Mangum to Holloway and Roxboro Streets; (2) Great Jones Street on the west, widened and extended in both directions to provide direct connections with Morgan and with Peabody Street; (3) an extension of Peabody Street just north of and parallel with the Southern Railroad main line, from West Chapel Hill Street to Roxboro; (4) Roxboro Street from Peabody to Holloway.

It is proposed that traffic eventually be operated counter-clockwise around the loop, feeing in and out at various points and distributing to and from the various parking facilities located just inside

the loop. Provision is also made in the plan for counter-movements on parallel streets, in the direction opposite to that of the loop, where necessary for local convenience. The various movements are shown in the traffic routing diagram which accompanies the plan. Detailed studies at larger scale have been made for most of the new street locations and extensions required for this loop.

Pedestrian Malls. Creation of the Distributor Loop will make it possible to eliminate vehicular traffic from Main Street through the heart of the shopping district, between Five Points and Church Street, and on the three cross streets within these limits from Parrish Street to one-half block south of Main. These closed sections of streets should then be remodeled into pedestrian malls, completely free from traffic hazards and interference.

More than 50 communities across the United States, it is reported, have now experimented with "malls" of various types to revitalize their downtown shopping centers. At least one of these, Kalamazoo, Michigan, has established its mall on a permanent basis. The City of Miami Beach has just voted a bond issue for a $600,000 mall project to convert its principal shopping street into a shopper's mecca. Many other cities and towns, both large and small, are considering similar projects and a large number of temporary installations have been tried on an experimental basis.

Results of these installations have been varied. In some cases the experiments have been disappointing, while in others they have been pronounced a clear success. Kalamazoo's Burdick Mall has now been in existence more than one year and nearly everybody is happy with it. An overall average increase of 10% to 15% in sales is reported for the first year of operations. At the present time the mall is being extended in four directions so that it will cover 4-1/2 blocks, and further extensions are planned for the future.

The initial success of malls may be attributed in part to the extra shopper interest stimulated by the novelty of the mall itself. There is still a question as to whether the mall idea will pay off on a long-term basis. Fundamentally, it is felt that the mall idea is sound but it must be understood that the mall alone will not succeed. It must be planned as part of a well-thought-out design for the entire business district which also makes adequate provision for traffic, parking, public transit, access, comfort, convenience, and other factors. Furthermore, the mall must not be primarily a promotional and advertising gimmic aimed at creating a sensation. It must be designed mainly to provide for the comfort, convenience, safety, and delight of the pedestrian shopper, with built-it lasting values closely related to the adjacent stores and shops. It must perform the same function as the landscapes pedestrian malls in the major regional shopping centers around the country. For lasting effect, the mall should not try to attract people for itself alone, inasmuch as the novelty soon wears off.

Where mall experiments have not succeeded in other cities, the reasons are not hard to discover. One or more of the following requirements have usually been neglected:

1. Adequate trafficways leading to the central area from the suburban areas are essential.

2. A belt road system designed to divert the in-coming traffic around the downtown core and feed it into the parking areas without congestion.

3. Adequate parking facilities immediately adjoining the downtown core, similar in location and capacity to those serving the outlying regional centers, likewise are essential.

4. The role of public transportation in relieving the parking and street requirements and in providing store-door delivery of shoppers must not be forgotten.

5. Provision must be made for the servicing downtown buildings.

6. Cross-town traffic must be re-routed around the central area.

Unless the over-all traffic and other planning considerations are given prior attention, the creation of a mall merely as a quick and spectacular stimulant to downtown sales will probably fall short of any long-term objectives. In the Durham plan, the proposed system of malls is coordinated with many other aspects of the CBD plan as well as the general City Plan, and it cannot be instituted separately or in advance of certain other provisions.

The Durham Mall can easily be developed in stages. The initial development might consist of fairly inexpensive measures such as the leveling of the pavement from building to building, the introduction of boxed trees, flowers and other landscaping, the addition of benches, concession stalls, children's play areas, perhaps a fountain or pool, some imaginative lighting, and the like. Along with this there should be some effort to improve the façade of some of the buildings, including their signs and advertising devices, and to cover the sidewalks with continuous uniform canopied. Later on it should be possible to cover the pedestrian malls entirely, to protect them from the weather, and even to air-condition them along with the stores themselves as is now being down in the latest and most modern regional shopping centers. At some stage it might be desirable to provide either moving sidewalks or small shuttle cars traveling the length of the Main Street Mall, for the further comfort and convenience of shoppers. While the distance from end to end is only 1500 feet or 5 to 10 minutes walk, many people will find even this distance a handicap to their shopping visits.

The Amenities. The importance of Attractiveness in the job of rejuvenating the CBD should never be under-rated. Along with the more obvious needs such as parking, traffic relief, open spaces, new public buildings and services, the CBD needs also to be glamorized. Attractive appearance, comfort, and personal conveniences are just as important on the outside as on the inside of stores and offices.

This is a matter that requires both public and private attention, but little if any tax money. Most essential is a general agreement among the downtown property owners and tenants as to general objectives, policies, designs, and program. The City's share in this aspect of revitalization will consist primarily of certain zoning of other regulatory measures, governing the locations and types of exterior signs and the setting back of future buildings to provide for more adequate sidewalks. These are "police power" measures which do not require any expenditure of tax money. Some relatively minor expenditures may be desirable on the part of the City for improved street lighting, sidewalk reconstruction, and other street furnishings.

Private improvements consisting of a considerable amount of face-lifting for buildings, replacement of signs, provision of planting and the like, obviously will cost the owners some money, either individually or collectively through their associations. Joint action by groups of owners or tenants will be necessary in several respects in order to achieve the desired results. There are many different ways in which the affected persons can be brought together for this purpose and the necessary action taken. The private expenditures required for these purposes can be secured through normal financing for property improvements or through the assistance of the Small Business Administration. The cost will be more than justified as an investment that will pay off through increased business and improved property values.

The major types of improvements that are designed to make the downtown district more attractive, comfortable and convenient, in addition to the provision of ample off-street parking spaces, the removal of vehicular traffic, and the opening-up of future parks or plazas, will consist of the following:

1. Rejuvenation of existing building fronts along harmonious and attractive lines.

2. Widening of sidewalks to encourage mass pedestrian movement and window-shopping.

3. Covering of sidewalks with continuous canopies for protection against sun and rain.

4. Elimination of the existing jumble of signs and adoption of a modern system of adequate though attractive signs.

5. Reconstruction of broken or patched sidewalks, preferably using various color and designs.

6. Introduction of trees, shrubs, and flowers by the use of tree boxes, planters, etc.

7. Improved street lighting, removal of unnecessary poles and wires, relocation of other street furniture to minimize pedestrian hazards.

8. Imaginative use of paint and color in producing an interesting, harmonious, and coordinated whole.

All these measures are in line with what is presently being done in modern shopping centers. They are necessary in the downtown district in order to meet with competition. Experiments in other cities have demonstrated the feasibility of introducing these improvements into the older downtown districts and their value has been proved by increased patronage and sales.

Building Facades: Numerous individual efforts have been made in downtown Durham to improve the appearance of buildings. While these have helped a great deal in the creation of a more attractive atmosphere, much more needs to be done. There are many examples of obsolete and unattractive building fronts mixed in with the modernized buildings and there are also numerous cases where only the first story of the building has been improved, leaving the upper stories unglamorized. An attractive street scene cannot result from such hodge-podge treatment.

What is needed is a general face-lifting of entire blocks of buildings from the sidewalk to the roof line. It is quite feasible for several different buildings in separate ownerships to be given a common treatment through coordinated improvement, so that the group of buildings has a continuity of line and consistent architectural treatment. This can be done in such a manner that the separate buildings still retail a certain amount of individuality although there is harmony over all. The effect should be similar to that of a shopping center.

It should be noted that “modernization” is not always necessary in order to make a building acceptable. Some of the older buildings have good lines and architectural details which need only to be restored. Interesting contrasts can often be achieved through sympathetic preservation and blending of older buildings in with the new.

Sidewalk Widening. In a shopping center, particularly the Central Business District, it is the Pedestrian who comes into the stores, and not the automobiles, yet the accommodations for pedestrians in downtown Durham are about as inadequate as they possibly could be. Sidewalk widths range from about 8 feet to 10 feet, - even narrower in some locations, - and part of this space is taken up by poles, hydrants, receptacles, and other obstructions, thus reducing the effective width to 5 or 6 feet. In a major shopping center, sidewalk widths of 15 to 25 feet or more are not at all excessive.

Where the entire street cannot be closed to traffic and converted into a pedestrian mall, a concerted effort should be made to provide more adequate sidewalks. It is hardly possible to reduce the roadway widths, and hence it becomes necessary to require all new buildings to be set back a sufficient distance to provide at least a 15-foot sidewalk space measured from the existing curb. Existing buildings should be arcaded by setting back the first floor show windows and sidewalks to the new building line, leaving the upper floors intact and supported by columns. Such measures have been employed successfully in many instances, notably in downtown Miami.

Some changes in the zoning provisions will be necessary to achieve this objective. The present setback requirement is 30 feet from the center line of any street less than 60 feet wide but not more than 5 feet from the property line. This requirement is inadequate in some instances and is not related to actual sidewalk situations. It should be changed so as to establish a building line measured from the curb. On principal shopping streets – Parrish, Chapel Hill, and parts of Corcoran and Mangum, the distance should be set at 15 feet from the curb; on others shown on the plan, 12 feet. These requirements will permit effective arcading of existing buildings to the same line.

Canopies. Most of the modern shopping centers, if not fully enclosed and air-conditioned, are equipped at least with continuous sidewalk canopies to provide shelter and comfort for pedestrians. The same result can be achieved in the older downtown area. As a matter of fact, there is nothing new in this idea inasmuch as it was common practice in many communities years ago and is still to be found to some extent in some of the southern cities.

These canopies should be designed integrally with the rejuvenated facades of buildings. They can be supported in any one of several ways, such as by slender columns along the curb (a foot or so from the face of curb for vehicular clearance), by cantelever construction, or by suspension from the building above. Uniformity of style and height would be desirable in any given block. Signs identifying the various shops can be suspended from the underside of the canopies, facing pedestrians in each direction, and recessed lighting can be included to provide continuous illumination along the sidewalk.

Signs. One of the easiest and most effective measures that can be employed in glamorizing the downtown area is a modern sign control ordinance. The present lack of effective regulation in Durham has resulted in a conglomeration of garish and confusing signs which are offensive to the sense of any normal person. Signs crowd and out-rival each other in their competition for attention, desecrating the buildings in some instances and ruining the street scene.

There is no necessity for this. Signs can be adequate and effective for their purposes even though modest in size and design, as has been demonstrated in most of the newer shopping centers. What is needed in Downtown Durham is a new set of sign regulations in the Zoning Ordinance that would achieve substantially the same results. The essential provisions of such regulations would be substantially along the following lines:

A. The following types of signs should be prohibited throughout the Central Business District:

1. Billboards and poster panels.

2. Projecting signs.

3. Roof signs.

B. The following types of signs should be permitted, subject to the limitations prescribed in each case:

1. Wall signs, attached flat against the building and projecting not more than 12 inches from the face of building, nor more than 3 inches beyond the property line. The aggregate face area of all such signs on any one wall of a building should be limited to 25 square feet plus one square foot for each lineal foot of such wall, but not exceeding 200 square feet as a maximum.

2. Signs suspended from the under-side of a sidewalk canopy, perpendicular to the building. Such signs not to exceed 9 inches vertically and to clear the sidewalk by at least 7-1/2 feet.

3. Signs on theatre marquees, side or front, not exceeding 6 feet in height.

C. Lighting should be limited to indirect methods including back-lighting, translucent interior lighting, or other concealed or screened illumination. No exposed luminous tubes or incandescent bulbs, and no flashing or moving lights.

D. Signs should be limited to those identifying the place of business by name, nature, or both.

E. Existing signs that do not conform with the foregoing regulations should be given a reasonable period of time, such as 3 years, in which to comply.

Sidewalks. Several instances of patched or broken sidewalks were notices in Downtown Durham. A program of reconstruction or major repair should be undertaken, either in connection with a sidewalk widening program or otherwise.

Planting. Until the full street space can be converted into pedestrian malls, the opportunities for planting will be limited. Nevertheless, it is quite possible for color and greenery to be introduced by spot locations of boxed trees, wall boxes, and similar devices at many points. Some of the newer buildings in Downtown Durham have set very good examples in this respect.

Street Furnishings. While street lighting in the downtown area cannot be said to be inadequate as to the amount of illumination, there is much that can be done to improve its appearance. More attractive lighting units and mountings would help the street scene considerably. The overhead wires should be removed. Also there is room for improvement in the placing of trash receptacles, mail boxes, and other street equipment so as to minimize pedestrian interference. On these narrow sidewalks it should be possible in some instances to recess the boxes in the walls of buildings. The use of color variations in the painting of poles, boxes, hydrants, and the like would also help to dress up the street.

Paint: Fresh paint, clean windows, properly maintained screens, window shades, and the like, are small items that need constant attention to keep the CBD from looking seedy. Clean-up and paint-up

campaigns are nothing new. They generate a large amount of public interest and participation, are easy and relatively inexpensive. Some notable results have been achieved in numerous communities where the work was done according to a coordinated color plan and as part of a concentrated community effort.

A coordinated color plan is one that provides the harmony of colors used architecturally to reflect the personality of the community. Colors are chosen to blend, complement, and fit the surroundings, or even a new color has sometimes been created. Ten western towns have successfully boosted their business through the skilled repainting of their main streets; 16 more, in the State of Washington, are now having coordinated color plans developed for their central business district; Puerto Rice is reworking Old San Juan. The entire City of Fairbanks, Alaska, is being color-treated. The professional guidance of capable architects and artists should be sought for such a project.

Public Transportation. A most important aspect of the CBD Plan is the handling of buses. A substantial percentage of the people who are destined for the CBD on an average day arrive by bus. Since World War II the bus has been losing customers steadily to the private automobile and in many communities the continuation of bus service has become a serious financial problem. There are some who have been willing to eliminate bus service entirely on the assumption that private vehicles alone can handle the load. Public policies have been against the buses and they have been handicapped in many ways in their efforts to continue service. Recently, however, as a result of objective and unprejudiced studies that have been made in several cities, there has been a broad reversal in thinking about the role of the bus in the urban transportation picture. Many people now realize that the bus is an indispensable element in the movement of people in congested areas, because of its efficiency in the use of street space and the absence of parking requirements. In several cities where recent studies have been made they are convinced that mass transit systems must not only be retained by deliberately strengthened in order to prevent the complete strangulation of circulation caused by the rapid increase in private vehicles and the physical and economic limitations on providing more and more trafficways and parking spaces.

One measure that can help the future of buses is to retain and re-emphasize their store-door delivery feature, as compared with the park-and-walk aspect of using private cars. Nearly all bus lines in Durham now operate for some part of their routes along Main Street where patrons can board or alight within a few steps of their destinations. Whereas private vehicles can be diverted from the business center and shunted into parking lots located in the rear, the bus patron should continue to be delivered as closely as possible to the store door or other destination.

In order to achieve this objective, it is proposed that Parrish Street be utilized as a transit terminal corridor. All bus lines would be routed over some portion of this street. Loading and unloading stations should be spaced at intervals for convenient access to all parts of the shopping district. Curb parking should be prohibited along this street and curb lanes designated for bus operations exclusively. Taxicabs and private cars could also pick up and deliver passengers along this street. Deliveries and services to the various buildings on this side of Main Street would also be handled from this street, during slack periods or perhaps only during the night or early morning hours. A diagram has been prepared to show the possible routings for the several bus lines under this proposed plan. Some of these are through-routed while others loop back in the CBD, all as at present. Direct transfers can be made between all lines, without any walk-over.

Industry. One industrial establishment is shown on the CBD Plan, which is the existing hosiery mill on S. Corcoran Street. It would be desirable eventually for this industry to be removed elsewhere, in order

to make more space available for CBD requirements, but the building is of such substantial size and permanency that its removal does not seem practical within the foreseeable future.

Size of CBD. While the total size of the Central Business District under this plan may appear to be rather limited, in comparison with certain other cities, it should prove adequate and proper for Durham. Examination of the principal shopping centers in cities of various sizes, some much large than Durham, shows that they remain quite compact in area regardless of the size of the city. In Richmond, Virginia, for example, the main shopping district, Second to Eighth Streets on Broad and Grace, has a gross area of only 37 acres. The reason for this concentration has already been explained, namely, that all the shopping establishments must be within easy walking distance of each other. As the size and drawing power of the community increases, the shopping center also increases in floor area in two ways: (1) by adding more floors above and below ground, and (2) by a squeezing out of the less intensive business establishments by those that can afford the higher-valued locations. This process of displacement goes on continuously in every growing business center. It has been going on in Durham in recent years as evidenced by one of the exhibits in this study, and will undoubtedly continue. The gross area of the CBD, within the distributor loop is 59.89 acres.

III. Further Explanation of the CBD Plan

Street Changes.

The exhibit "Street Changes and Building Removals" graphically shows the new street spaces required to effectuate the CBD Plan. In addition to the loop road previously discussed, these include a short extension of Manning Place from Roney Street to Foster Street, a half-block extension of Church Street through the Union Station property to Peabody Street, and some rounding off of corners along Church Street at Liberty. A total of 3,080 linear feet of new streets would be created, most of which would be the Peabody Street opening.

Existing streets to be converted into pedestrian malls and walks amount to a total of 2,550 linear feet, and an additional 965 feet of streets would be closed and used for public buildings and plazas. The length of new streets is 420 feet less than the amount to be closed or converted, - a clear net saving.

Except for the portion of Main Street that is to become the principal shopping mall, most of the streets to be closed or converted are narrow side streets which contribute little if anything to the effectiveness of traffic circulation. All existing streets that are to be closed or converted would be used for public purposes, and none of it is to be sold for private use. The proposed malls and walkways would include the section of Main Street from Five Points to Church Street, and short sections of the following streets: Market, Corcoran, Mangum, Roney, Holland, and Orange. Other sections of streets to be closed for public use include parts of Roney, Holland, Rigsbee, and Orange. Manning Place would be reduced in width to permit the construction of a maximum-efficiency parking structure to the north.

This same exhibit also indicates the sections of streets on which set-back lines should be established under the zoning ordinance, as previously described, to control future building construction and provide for the widening of sidewalks by construction of arcades under existing buildings. A description of these lines and the streets on which they would apply has been given in a previous section.

It will be noted, among other things, that the Plan proposes to close Mangum Street where it crosses Main Street, and also to close the railroad crossing of this street at the Southern Railway. This recommendation is in accordance with preliminary plans for the redevelopment of the Haiti area south of Pettigrew Street, which calls for the elimination of McMannen Street (Mangum's extension) from Peabody Street southward to Lakewood Avenue. Roxboro Street would be widened through the redevelopment area to create a wide divided thoroughfare for two-way traffic. Southbound traffic from the eastern part of the CBD, instead of using Mangum Street as at present, would use Church Street southbound to Peabody (passing under the upper decks of the parking structure at that point), turn eastward on Peabody and southward again on the widened Roxboro major thoroughfare. The railroad underpass on Roxboro Street would need to be widened, but the grade crossing on Mangum Street could be eliminated.

The closing of Mangum Street south of Pettigrew, and the widening of Roxboro, would be very beneficial to the CBD Plan, in that it would tie in with the desirability of eliminating through traffic across the Main Street Mall on Mangum Street and would permit this section of Mangum Street to be closed.

Building Removals. On the same exhibit with the foregoing street information there are shown the various existing buildings that would have to be removed or relocated to make way for street widenings and extensions or for public parking areas, buildings, and plazas. None of these is of any great importance, most of them being on the periphery of the CBD. Some of this property is already in public ownership, including the City Hall, Carolina Theatre, Old Armory, and former YMCA. Considerably more of the property is presently under acquisition, including the Planter's Warehouse Block between Mangum, Chapel Hill, Cleveland, and Holloway, the triangle bounded by Mangum, Rigsbee, and Chapel Hill Streets, and other smaller parcels. Negotiations are under way with the Southern Railway for acquisition of the Union Station property and demolition of these buildings, to make way for public parking and other purposes. Other buildings may be acquired in the course of time and as needed.

Railroad Changes. Construction of the Peabody Street portion of the distributor loop will necessitate the acquisition of land from the railroads. Railroad operations in this area have been declining for several years and the discontinuance of the Union Passenger Station at its present location will further reduce the railroad operations here. The present city parking lot just north of the railroad tracks and west of Corcoran Street was made possible through the removal of the Seaboard Freight Station and the acquisition of that property.

A detailed preliminary study of the present track situation and requirements between Roxboro and Chapel Hill Streets indicates that the remaining railroad operations could be performed with considerably less trackage, and on less land, than at present. The CBD plan shows the tracks that should be sufficient to serve the needs of the three railroads operating in this area, - Southern, Seaboard, and Norfolk & Western. A detailed layout at larger scale has been prepared which shows the track changes required and the street space that could be made available thereby. A total of 2800 feet of existing track would require slight relocation in order to make more efficient use of available land, and 3900 feet of track could be removed entirely. The cost of track relocation varies considerably, depending on the amount of grading, salvageable ties, spikes, and other factors, but $3.00 per foot of track may be considered to be a reasonably safe figure for preliminary estimates. At this rate, the relocation of necessary trackage would cost between $8,000 and $9,000 and the removal of excess trackage should cost nothing, because of the salvage value of rails and parts.

The reduction of trackage that would be made possible in this area through the removal of passenger depot tracks and other trackage no longer needed, and the consolidation of remaining trackage, would make at least 50 feet of right-of-way available for Peabody Street, in the area west of Corcoran Street, and some 45 feet or more between Corcoran and Roxboro. These widths would be sufficient for a four-lane pavement west of Corcoran Street and three lanes to the east. The land is now severely under-used, compared with its need and value for public use, and the railroads should be willing to cooperate with the City in the interest of public relations and good will. There are some legal problems involved, it is understood, but if there is a will to make these lands available for a higher and more important public use, the way to do it can most likely be found.

Stage Development

One of the important features of the CBD Development Plan, as previously mentioned, is that it can be carried out in stages. Actually, several initial steps have already been taken. Steps are under way to acquire several of the properties needed for parking and street extensions, including the following:

1. The Planter's Warehouse block (bounded by Mangum, Chapel Hill, Cleveland, and Holloway) is being acquired.

2. Other properties needed for the extension of Morgan Street from Mangum to Holloway are to be acquired.

3. Properties needed for an adequate west end entrance to the City Parking Lot from Chapel Hill Street have been acquired and buildings demolished.

4. Properties needed for part of the Great Jones Street widening have been acquired.

5. Arrangements are being made to secure the use of private parking properties in the block south of Main Street, between Mangum and Church Streets.

6. Negotiations are under way to acquire the triangle bounded by Chapel Hill, Mangum, and Rigsbee Streets.

Bonds have been voted for the new Central Fire Station and Police Headquarters buildings, to be located on the Planter's Warehouse block. The County has acquired the former YMCA building on the southwest corner of Main and Roxboro Streets, for expansion of county facilities. The may be used initially for public parking. Plans are under way for the replacement of street lights. Several other activities are also afoot, in accordance with the CBD Plan.

In general, the first steps in carrying out the plan should consist of major additions to the parking supply, certain portions of the distributor loop road, and the public buildings already programmed. A broad First Stage Program is presented herewith. It would consist of the following:

A. Parking

1. Construct a multi-deck structure at east end of City Parking Area No. 1 (Corcoran and Peabody Streets). About 350 cars capacity, 3 decks above ground, split-level plan, with truck delivery cocks at basement level next to business buildings on north side. Pedestrian-way above this at main floor level, connecting with all business buildings. Structure to be designed as first unit of a larger structure extending full length of parking area, and possibly with additional decks as needed.

   Related improvements:

   a. Widen Corcoran St. at the railroad crossing to provide 2 additional southbound lanes from the parking area exit. Remove traffic signal north side of tracks. Re-time signals at Corcoran and Pettigrew.

   b. Widen, pave, and extend western exit from parking area to connect with Great Jones Street and provide for controlled left turns into Chapel Hills St. at signalized intersection. Acquire remaining triangle of land between Chapel Hill Street and the railroad for this purpose. Re-locate and expand intersection of Great Jones and Chapel Hill Streets.

2. Acquire Union Station property, and buy or lease adjacent properties to west (now ineffectively used for parking, storage, and light manufacturing); clear these of buildings and convert to public customer parking. Can provide metered parking for 192 cars and reserved space for 42 county cars. (Present off-street parking capacity same area is 41 public spaces, daily rental basis, and 29 county spaces). Will require clearance, grading, paving, draining, lighting.

   Related Improvements:

   a. Extend Peabody Street through from Mangum to Roxboro, along south edge of parking area, and extend Church Street through parking area to Peabody Street Extension. This requires removal of 2 old station tracks and relocation of S.A.L. industrial lead.

3. Acquire Planter's Warehouse block and use main portion for public parking, pending use for public buildings. Arrange for short-time and all-day parking in some proportion to be determined by trial. Capacity 325 cars.

B. Streets

1. Extend Morgan Street through from Mangum to Holloway, acquiring A. & P. corner and other small parcels and using part of Planter's Warehouse Block. See detail plan.

2. If city lot at Morgan and Morris is sold, reserve a strip at least 15 feet wide for widening Morgan Street and easing curve at Morris Street. See detail plan.

3. Start negotiations with railroad for acquisition of land for Peabody Street from Chapel Hill Street to Roxboro, and relocation of tracks as per plan.

C. Buildings

1. Build Central Fire Station and new Police Headquarters on part of Planter's Warehouse Block, as per plan.

2. Renovate and remodel old Armory for civic and convention uses.

3. Organize private action toward a concerted modernization and beautification program for older business buildings. Include reconditioning, painting, replacing signs, greenery, etc.

This First Stage Plan is completely flexible and could be added to or changed as circumstances might dictate. The items are not listed in any intended order or priority. Opportunities will appear from time to time for accomplishing other parts of the plan and they should not be passed up simply because they are not on the foregoing list. On the other hand, some of the listed items may encounter delays or other difficulties, in which case they may have to be by-passed for awhile so that progress can be made on other items. The City should move forward constantly on a number of fronts, and at each stage of the program an effort should be made to have projects under way that will benefit all parts of the CBD on a reasonably balanced basis.

Access to Buildings.

Provisions must be made in the Plan for servicing the various buildings and for reaching them with emergency vehicles such as fire apparatus. For this reason, it is not possible to close off all street access entirely. The Durham Plan provides for street or alley service to every building site, or service through the public parking facilities in some instances.

For buildings along the south side of the Main Street Mall, maintenance and delivery services must be provided in combination with the public parking areas and structures that adjoin these buildings, or by existing alleys. For buildings along the north side of the Main Street Mall, these services must be provided either along Chapel Hill Street or Parrish Street, in the case of buildings extending through the block, or through existing alleys, as shown on the plan.

For fire-fighting purposes, it will be necessary to design the mall details so that a lane is reserved for the fire apparatus. Space must be reserved near the middle of the mall for the raising of ladders and other equipment, fire hydrants must be kept accessible, and similar requirements observed. Consultants with the fire department and underwriter representatives will help in the drafting of detailed plans. Any future covering and air conditioning of the mall will have to be designed also to permit adequate fire-fighting operations.

Utilities.

Upon investigation it was found that no major changes or improvements in the underground utilities appear to be necessary in connection with the CBD Plan. No unusual complications are anticipated in connection with the various proposed changes and improvements in streets or buildings.

Adjacent Areas.

Supplementing the developments proposed in the CBD itself, consideration has been given to the future use and development of those areas immediately adjoining. In general, these areas should be utilized for activities that support the CBD or that require a location close to the City Center but not necessarily within it. Some of these uses are:

a. All-day parking. While parking spaces within the distributor loop should be ear-marked primarily for customers, patrons, and other short-time users, the all-day parkers may be accommodated primarily outside the loop. This all-day parking constitutes a much less intensive use of land and must therefore give up the prime locations to the higher turn-over parking needs. Much of the land just north of Morgan Street is already being used for all-day parking, and additional areas should be provided just south of the Southern Railroad. Such locations for the all-day parker will tend to spread the rush hour traffic load and reduce congestion within the loop.

b. Business and Light Industries. Secondary types of business, both retail and wholesale, as well as light manufacturing industries, distributors and the like, should be able to find ample sites in the fringe areas around the CBD. Establishments now located within the loop that will be squeezed out by the pressure of rising land values can probably find locations here, especially in the areas north of Morgan Street. This area now contains a number of large but obsolete tobacco warehouse which may be expected to move out of the central city entirely and release these properties for more intensive year-around use.

c. Housing. It would be highly desirable to promote medium and higher-income apartment developments immediately adjoining the CBD. Attractive locations would seem to exist just to the west, south of Chapel Hill Street, and to the east of Roxboro Street. A major redevelopment project is now in the planning stages for the area south of the Seaboard Railroad which will include considerable housing. A belt of industries adjoining the railroad is contemplated, however.

IV. IMPLEMENTATION

Responsibilities.

The job of effectuating the Downtown Development Plan for Durham will be the mutual responsibility of the City and the interested property owners and tenants. Some things will have to be done as public improvements while others will require action on the part of individuals and their cooperative organizations.

The City will be responsible primarily for the street changes, public buildings, plazas, parking facilities, and street lighting. City action is involved also in the regulation of signs, building setbacks and other zoning regulations, as well as the determination of franchise provisions governing bus service, street parking, traffic movements and the like.

Private interests must be responsible of course for improving private property, including the provision of off-street loading spaces, the improvement of building facades, installation of certain landscaping, good property maintenance, and other details. Furthermore, the success of all of these measures put together will depend in large degree on the attractiveness of merchandising policies and techniques that may be adopted in the CBD as a whole. Some attention to this matter may be in order, with a view toward educating the various merchants in the nicer arts of attracting customers to Durham through the development of high-level merchandising policies on a consistent long-term basis. This is a subject with many ramifications to which a continuing Downtown Development Association might give attention.

So far the leadership in producing community action toward solving the downtown problem in Durham has been exerted through a temporary and unofficial organization, the Downtown Development Association. It is recommended that this organization, or a similar one, be put on a permanent continuing basis through incorporation and provision of a full-time office and director. Such an organization should work very closely with all the civic clubs, Chamber of Commerce, City Council, and others toward the common goal of achieving the best possible development and operation of the Central Business District.

A permanent Downtown Association should be concerned with all types and programs of action that may be needed to achieve the objectives of the Downtown Development Plan, including both public and private actions. As to those matters that require public action by the city, state, or other government, the Association should assume the role of supporter, pusher, and watch dog. Its primary responsibilities, however, would be to organize and push a coordinated program of private activities involving property owners and tenants. The Association could provide the education, encouragement, technical assistance, advise, recognition for achievement, etc. Certain demonstration studies, pilot projects, technical help, and the like, could be financed through the association which could also organize a design control board and various competitions with awards for merit through competent juries. A number of successful downtown associations are in existence elsewhere, from the officials of which further advise and details can be obtained.

One particular area of interest for private initiative involves the redevelopment of the western portion of the block between Parrish and Chapel Hill Streets and east of Corcoran Street, extending to but not including the six-story office building of the North Carolina Mutual Life Insurance Company. This portion of the block is occupied by several old buildings, a parking garage and parking lots. The Corcoran Street frontage has a relatively high land value, being directly opposite the front of the

Washington-Duke Hotel. This property has a high potential for intensive commercial development for retail stores, office buildings, restaurants, and perhaps a motor hotel in connection with the present Washington-Duke. Its redevelopment should be by private interest rather than the City, but there are certain civic interests involved which can be recognized in the process. The Plan shows these to be (a) one or two parking decks under the buildings, connecting with the city parking facilities proposed under the plaza just to the east, (b) a 60-foot wide promenade leading east from Corcoran Street to the Civic Plaza and providing a more effective approach and setting for the hotel, as well as additional frontage for commercial buildings on either side, and (c) provision for necessary sidewalk widenings on the adjacent streets. It is felt that such a development, combining public and private values, could easily be justified by private interests on the basis of the values that would be created. Similar developments have been proposed and are being carried out in other cities including Baltimore and Rochester.

As to the handling of the City's responsibilities, it is recommended that these be coordinated through the City Planning Department. Various department heads will be involved in various aspects of the plan, and even some county, state and federal agencies might have a hand in it. The Planning Department already is an effective coordinate agency among these various officials, with close working relationship to the City Manager and City Council.

Zoning.

The need for a great improvement in downtown signs has already been discussed. These improvements should be accomplished primarily through a tightening of zoning regulations with the concurrence and support of the Downtown Association. The details of these new provisions should be worked out carefully through the City Planning Department, on the basis of suggestions already submitted and experience in other cities.

The Zoning Regulations need to be revised also with respect to the uses permitted in the Central Business District. The present C-3 zoning district which applied to most of the CBD permits a wide variety