

Historic Fayetteville Street Corridor

- LAND USE PLAN
- HISTORIC PRESERVATION PLAN
- PUBLIC SAFETY PLAN
- HOUSING PLAN
- COMMUNITY CHARACTER AND DESIGN PLAN
- ECONOMIC DEVELOPMENT PLAN
- CAPITAL IMPROVEMENT PLAN
- TRANSPORTATION PLAN

Neighborhood Master Plan

A Plan for Preservation and Renewal



Preface

Durham is changing and noticeably so. Our city, like many areas of the nation and state, has undergone a significant shift in its economy over the past thirty years. The shift from agriculture to manufacturing to technology has been accompanied by much upheaval along the way. We can sense this by the new people and new places that appear every day right before our eyes. We also know that change can be frightening – especially if the dynamics of change are not well understood or planned for. How Durham will handle these changes at the neighborhood level is the subject of the Historic Fayetteville Street Corridor Neighborhood Master Plan (hereinafter called The Fayetteville Street Plan).

The purpose of this study is to produce a planning document that is driven first and foremost by community interests to guide the growth of the Historic Fayetteville Street Corridor and the adjoining neighborhoods that comprise this historic African American community in southeast Durham, North Carolina. Fayetteville Street and its companion neighborhoods were some of the first to be settled by African Americans in Durham after the Civil War. Residential developments, which spread from Hayti along Fayetteville Street to southeast Durham, sprang up as the Hayti commercial district grew and prospered in the early twentieth century. This synergy between the business and residential districts created a distinct and unique African American community known the world over. Its dual business and cultural legacy are a testament to the men and women who labored to develop this community over one hundred years ago. It is a history worth preserving.

The prevailing theme throughout this study is one of preservation -- of our historic neighborhoods, historic structures, traffic patterns and most of all, our human capital through the social connections that have sustained this community for the past century. Development initiatives, while desirable, must be tempered by this community's desire for stability, controlled growth and neighborhood preservation – with preferences and incentives going first to serve neighborhood interests and benefit neighborhood residents.

This document culminates months of research, meetings, workshops and planning sessions with neighborhood stakeholders, government and planning agency representatives, architects, engineers, consultants and other professionals who have contributed to the creation of The Fayetteville Street Plan.

Acknowledgements

We wish to acknowledge the participation of the many individuals who gave their time, wisdom and concern to the preparation of this document. We thank them for their assistance in this effort. One of the greatest gifts that the Creator has bestowed on man has been his ability to change his environment and to adapt himself to changing environments for the survival and well-being of humankind. In creating this document we have enlisted the spirit of the Creator and our ancestors in trying to preserve what has been good for this community, to defend it against what will harm it and to change what will be needed to make it prosper again.

Listed below are the names of community persons who participated in this endeavor through their attendance at weekly planning meetings, their written comments and their appearance at public meetings and hearings. We also acknowledge and thank the persons who responded to the neighborhood surveys that form an important part of this study. And we thank architect Jerry Guerrier for his assistance and the Durham Committee on the Affairs of Black People for their positive resolution of support.

Mozella McLaughlin
Leah Harley
Delores Eaton
Herbert Eaton
Aljeuron Williams
Elaine Cardin
Carl McCright
Denise Hester
Larry Hester
Valeria Rich
Officer Winslow Forbes
Nancy O’Kello
Alice Logan
Joyce Page
Gloria Easterling
Amelia Thorpe
Victoria Peterson
Elizabeth Martinez
Mawiyah Kambon
Queen Scarborough
Minnie Forte
Jerry Guerrier
Shirley Hester

James Bradford
Natalyn Bradshaw
George Spaulding
Ivan Owens
Lillian Lennon
Beart Truitt-Braswell
Valjeanne Jones-Williams
Martha Easterling
Josie Holt
Glenda Alston
Officer Tony Scott
Cynthia Hester Jackson
Frances Walker
Juanita Page
Pattie Brown
Ivan Harrell
Roderick Holmes
Bertha Becote
Kamou Kambon
J. C. “Skeepie” Scarborough
Cynthia Jackson
Angelo Abbate
Lavonia Allison

Sterlin Holt
Thomas Poole
William Williams
John Deberry
Laura Grady
Alvis Grady
Robert Markham
Alvis Aikens
Darlington Hebron
Officer E. R. Mitchell
Officer Marvin Hembrick
Officer Howard Henry
Clarista Johnson
Dr. Curtis Bowens
Mina Forte
Regina Lawson
Grover Burthey
Kenneth Edmonds
Ray Eurquhart
Ferne Dixon
Yonah Freemark
Wilford Hester
Warren Herndon

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John Best
Alan DeLisle
John Mickle
Tyrone Baines
Frank Duke
Georgia Gardner
Paul Vespermann
Juanita Shearer-Swink

Katie Kalb
Chris Dickie
Reginald Johnson
Sylvia Latson
Michael Barros
Larry Jones
Trish O'Connell
Pierre Owusu

Alison Carpenter
Grace Dzidzienyo
Constance Stancil
Steve Fountain
Carrie Mowry
Tom Davis
Terrance Gerald

Table of Contents

EXECUTIVE SUMMARY

CHAPTER 1: INTRODUCTION

- Plan Area Boundaries
- Need for the Fayetteville Street Plan
- Previous Planning Efforts

CHAPTER 2: HISTORIC FAYETTEVILLE STREET NEIGHBORHOOD OVERVIEW

CHAPTER 3: GETTING INVOLVED: The Process for Developing Community Input

- The Fayetteville Street Neighborhood Master Plan Process
- Significant Findings

CHAPTER 4: DEMOGRAPHIC & ECONOMIC PROFILE

- Study Methodology
- Objectives
- Population
- Households
- Economic Profile
- Employment
- Education

CHAPTER 5: EXISTING CONDITIONS

- Overview
- Existing Land Use
- Existing Zoning
- Existing Overlay Districts
- Existing Housing Conditions
- Existing Transportation Conditions
- Existing Traffic Conditions
- Existing Parking Conditions
- Existing Streetscape Conditions
- Existing Parks and Public Facilities Conditions
- Existing Public Safety Conditions
- Existing Schools Conditions
- Existing Open Space Conditions

Existing Environmental Conditions

CHAPTER 6: MARKET STUDY OVERVIEW

CHAPTER 7: COMMUNITY VISION

Creating a Vision for Preservation and Renewal

Future Land Use Plan

Preserving Our Past

Public Safety

Housing

Community Character and Design

Parking

Economic Development

Capital Improvements

Transportation

Schools

Parks and Public Facilities

Environment

CHAPTER 8: PLAN IMPLEMENTATION

EXECUTIVE SUMMARY

The Historic Fayetteville Street Corridor Neighborhood Master Plan (hereinafter called The Fayetteville Street Plan) was prepared by the Fayetteville Street Planning Group and is intended to serve as a planning document to guide the implementation of physical improvements in the Fayetteville Street Corridor over the next twenty years.

Flat population growth, aging and vacant housing stock, run down appearance, high unemployment rate, high dropout rate and negative public image have been constraints to development along the Fayetteville Street Corridor. Although over 300 jobs have been added in the past decade in spite of these constraints, the reversal of decades of disinvestment requires that significant and visible public improvements be made first to spur further economic development. Such investment would represent an initial step in reversing the decline of this historic area and ensuring the continued investment of private capital.

In the broadest sense, the recommendations involved making the Fayetteville Street corridor a destination for commercial and residential activity by strengthening public safety initiatives, encouraging neighborhood preservation, making public improvements to improve the corridor's appearance and function, fostering economic and small business development, increasing homeownership opportunities and making transportation enhancements. The Plan also recommends strengthening the relationship between the City of Durham and stakeholders of the Fayetteville Street Corridor. The categories and the desired outcomes are summarized below:

- **Public Safety**

A 24/7 safe pedestrian-friendly community with protection from crime at the same level as other Durham areas targeted for development in the City of Durham

Community policing with walking and bicycle patrols throughout the Plan Area to deter crime, to establish a relationship with area residents and to provide a linkage with the North Carolina Central University campus

- **Historic Preservation**

Historic preservation and renovation of existing historic homes, landmarks and structures

Establishment of neighborhood protection areas and expansion of historic districts to protect neighborhoods from encroachment by large-scale commercial and institutional development and to set design standards to improve the quality of life

▪ **Public Improvements**

Historic streetscape improvements such as buried utilities, period street lights, wide sidewalks, wrought iron fencing, inlaid brick crosswalks, new street trees, benches, banners and other historic elements

Attractively landscaped commercial corridors and residential neighborhoods with more intense buffers separating different uses

Appearance elements to beautify commercial corridors and residential neighborhoods

On and off-street parking to accommodate residential and commercial development

▪ **Economic and Small Business Development**

Positioning the Fayetteville Street Corridor as a destination to compete with other neighborhood retail and service districts in the Triangle

Ensuring participation of Plan Area stakeholders in the revitalization of residential and commercial districts within the Plan Area

Ensuring that local Plan Area businesses never have to compete with non-profits and governments

Development of heritage tourism by local business people through promotion of historic sites, cultural activities and retail shopping attractions

Establishment of a centralized vocational skills center to enhance area workforce development opportunities for area residents

- **Home Ownership**

Rehab assistance for owner-occupied homes with preference to elderly and existing home owners

Purchase-rehab of substandard and aging structures for home ownership

Preference for development of single family mixed-income housing

Development of senior villages with pedestrian linkages to neighborhood commercial areas, cultural centers, health care centers, public transportation, educational institutions, libraries and parks

Reversal of flat population growth to attract mixed-income families for ownerships back into Plan Area neighborhoods

- **Transportation Enhancements**

A pedestrian-friendly community with a network of interconnected streets, sidewalks and trails that link commercial nodes, residential areas, parks and recreational areas for better access

Well-integrated transportation corridor with proper circulation and flow for vehicle, bicycle, rail, bus and pedestrian modes on a non-intrusive neighborhood scale

Establishment of traffic calming and control measures to promote safety and ease of movement throughout the Plan Area without reducing traffic counts essential to commercial development in the Plan Area

- **Strengthening Relationships**

Use the Fayetteville Street Plan as a development tool to guide the City of Durham's development related decisions each year

Create a framework for establishing mutually beneficial relationships with community stakeholders to effectively address the challenges faced by the City of Durham in reinvesting in the Plan Area and in future planning efforts

Organization of the Fayetteville Street Plan

The Fayetteville Street Plan is composed of eight chapters: Introduction, Historic Fayetteville Street Neighborhood Overview, Getting Involved, Demographic and Economic Profile, Existing Conditions, Market Study Overview, Community Vision and Implementation Plan.

- The Introduction outlines the commercial and neighborhood boundaries of the Plan Area, the need for the Fayetteville Street Plan and previous planning efforts.
- The Historic Fayetteville Street Neighborhood Overview discusses the history of land development for the neighborhoods that are linked to Fayetteville Street. It also highlights the social context of development through the stories of individual families who settled in each neighborhood.
- Getting Involved summarizes the role of stakeholders and concerned citizens in the preparation of the Fayetteville Street Plan. This section documents efforts to include a broader segment of the Plan Area in the planning process. Getting Involved was designed to be the most participatory of the segments, drawing input from a wide group of community stakeholders to create a shared vision on how the Plan Area should develop. Because of the commercial and residential nature of the Historic Fayetteville Street Corridor, stakeholders consisted of business owners, home owners, residents, civic groups, churches, sororities, fraternities, non-profits, concerned citizens and youth. Daytime workers and visitors to the area were also included.
- The Demographic and Economic Profile summarizes relevant population and economic data on Plan Area residents. The primary focus is on population, income, employment and education.
- Existing Conditions summarize the present condition of Plan Area resources and identify the constraints to future development in the Plan Area. These conditions are organized as elements found in Durham's Comprehensive Plan.
- The Market Study Overview was performed in parallel with the Fayetteville Street Plan to provide an independent assessment of market conditions as a hedge against unrealistic goals and objectives for the neighborhood. In this way, the land use plan and the market study will be mutually reinforcing. The Market Study was performed by M&M Inc. of North Carolina and cited the following contributing assets that make the Plan Area competitive -- central location in the City of Durham; access to major highways, airport and employment centers; rich cultural heritage; and affordable housing.

- Community Vision is the compilation of the planning recommendations of stakeholders in the Plan Area. This vision was created through substantial community involvement in weekly planning sessions and constant outreach to ensure contributions from all who wished to participate. Rather than narrowing input through a limited number of public meetings or through hand-picked steering committees, the Fayetteville Street Planning Group continued to solicit participation until final document preparation. This method resulted in convening over twenty five meetings throughout the planning process and the inclusion of over two hundred people giving consensus to the recommendations found in this report.

- The Implementation Plan translates plan elements into specific and fundable capital projects and procedures that support the vision for the Plan Area. The Implementation Plan further developed a schedule to accomplish those projects. Adoption and approval of The Fayetteville Street Plan by the Durham City Council would allow work to begin in the FY 2005 - 2006 fiscal year and in year 2006 of the Capital Improvement Plan to make our vision a reality. The Implementation Plan will:
 - Enable local governments and agencies to enact plans, policies and procedures to enable the development of the Plan Area
 - Identify areas of collaboration with the Fayetteville Street Planning Group
 - Identify public and private sector activities that would advance The Fayetteville Street Plan
 - Identify and commit public and private funding sources
 - Prioritize actions for implementation
 - Seek community partners for funded development activities
 - Place funded projects in the City of Durham Capital Improvement Plan for 2006 - 2007

The Fayetteville Street Plan was created with sustained and detailed community involvement. Its recommendations were affirmed by hundreds of Durham citizens who participated in the planning process. An independent market analysis has confirmed the feasibility of the plan. The Historic Fayetteville Street Corridor can be revitalized with the stated objectives in mind and with the preservation of this neighborhood as its foremost goal. Our approach recognizes the crucial role of community self-determination, empowerment and capacity-building in the renewal of the commercial and residential districts along the Fayetteville Street Corridor. Our approach reaffirms our inherent community assets – local ownership, historic architecture, key location and cohesive community – that will serve us well during the rebuilding process. The requested \$ 25 million for infrastructure improvements by the City of Durham will serve as a catalyst for future market-driven development.

Introduction

Plan Area Boundaries

The Plan Area consists of the Fayetteville Street commercial corridor from NC Highway 147 to Cornwallis Road and those neighborhoods lying within census tracts 12.01, 12.02, 13.01, 13.03 and 13.04. The Plan Area is bounded on the north by NC Highway 147, on the east by Alston Avenue (NC Highway 55), on the south by Cornwallis Road and on the west by South Roxboro Street along with other natural boundaries that define these census tracts. Conformance with census boundaries allows comparisons with other geographies anywhere in the United States to draw relevant conclusions and make accurate future projections.

The Plan Area was further divided into twelve neighborhoods and three commercial districts based on similar development history, neighborhood affinity and architectural similarity. Although neighborhoods do not conform to census tract boundaries, there is a correspondence between most neighborhoods and census tracts. Where neighborhoods cross census boundaries, both tracts are shown. The twelve neighborhoods and three commercial districts comprising this study are listed below along with the associated census tracts.

Hayti	Tract 12.02	
Historic Hillside	Tract 13.03	
Hillside Park	Tract 13.01	
Massey-Linwood	Tract 13.01	
North Carolina Central University	Tract 13.03	
Oak Grove	Tract 13.01	
Old Pearsontown	Tract 13.03 and Tract 13.04	
Old Stokesville	Tract 13.01	
Otis Street	Tract 13.04	
Red Oak	Tract 13.04	
Southside	Tract 13.01	
St. Theresa	Tract 12.01	
Hayti Commercial District	Tract 12.02	NC Hwy 147 to Umstead Street
Fayetteville Street Commercial District	Tract 13.01 and 13.03	Umstead Street to Nelson Street
Old Pearsontown Commercial District	Tract 13.03 and 13.04	Nelson Street to Cornwallis Road

Insert Map

Need for the Fayetteville Street Plan

The purpose for creating this document is two-fold. First, it signals a concern by its stakeholders about future land development and their role in determining the future of the Historic Fayetteville Street Corridor. Property owners, business owners, residents and concerned citizens have engaged in the process of formulating The Fayetteville Street Plan for the past six months to guide the development of the Plan Area. Despite a booming economy and nationally-acclaimed prosperity, growth in the City of Durham has not been uniform for all areas and for all residents. This disparity is most apparent when viewing the difference in physical assets among Durham's neighborhoods. Such disparity includes, but is not limited to:

- Aging, deteriorating and vacant housing
- Cracked, broken and missing sidewalks on major corridors
- Intermittent paving of major thoroughfares
- Tolerance for drug activity and crime
- Idle youth and young adults
- Growing homeless population
- Concentrations of low income housing and public housing
- Poor maintenance of public facilities such as bus stops and medians
- Poor lighting on major thoroughfares
- Poor maintenance of city-owned right-of-way and medians
- Poor linkage with other neighborhoods
- Low home ownership rate
- Increasing poverty rate

These and other manifestations signal a pronounced disinvestment in our community, that if left unchecked, would allow the area to bottom out and be sold cheaply to those with superior financial resources and influence. Such actions would destabilize this community once again and disrupt its cultural cohesiveness. This plan, therefore, elevates our concern to an organized level of analysis. Although the causes for this disparity are beyond the scope of this study, The Fayetteville Street Plan recognizes the unique role of government in creating policies that can impact local areas positively or negatively and will therefore present its findings to the Durham City Council as tangible evidence of the community's grave concern for the Plan Area's future development. The Fayetteville Street Plan also recognizes the Plan Area's potential for neighborhood development, which if supported by local government and private investment, would make the Historic Fayetteville Street Corridor one of Durham's most desirable in-town neighborhoods.

Second, the Fayetteville Street Planning Group recognizes that competition for resources requires that public and private sources prioritize their investments and therefore has proposed a more efficient plan focusing on revitalization rather than redevelopment with all new construction. The plan outlines specific development recommendations created through community consensus, identifies funding sources and proposes a schedule for implementation. These recommendations include but are not limited to the following actions:

- Restoration of historic structures to period integrity
- Renovation of existing structures for continued occupancy
- Linkage with downtown and other neighborhoods
- Linkage with all modes of transportation (vehicle, bus, rail, bicycle and pedestrian)
- Increase in the home ownership rate
- Development and expansion neighborhood commercial districts
- Increase in the rate of local business formation
- Training and employment of area residents
- Better utilization of recreational infrastructure

Vision Statement

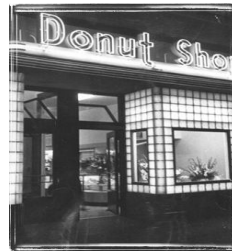
We envision the Fayetteville Street Corridor as a safe, livable, sustainable and affordable community that supports vibrant residential neighborhoods, thriving neighborhood shopping districts, fully utilized parks and recreation facilities, a regional-acclaimed cultural district and national heritage tourism. And in creating this vision, we must also acknowledge the value of human capital alongside that of economic capital in developing a community of citizens who are can participate in and benefit from the growing prosperity of Durham and the Triangle region.

Previous Planning Efforts

Revitalization efforts in the Plan Area have been intermittent and have not realized the vision for the Plan Area. Early efforts of the 1960s and 1970s were driven by the lure of federal and state funds which compromised and weakened communities in the Plan Area. The resulting destruction of residences, dispersal of indigenous populations, destruction of local business districts, concentration of large-scale public housing, creation of large pockets of poverty, encroachment by state-owned institutions and the creation of large idle land tracts attest to the ineffective efforts at revitalization in the Plan Area. This “cultural blindness” prevented planners from seeing the value of another culture and from realizing that a community’s worth was not simply measured by the tax value of their homes.



The Regal Theatre in Hayti



The Donut Shop in Hayti



Louis Austin , founder of the
Carolina Times Newspaper

Efforts to revitalize Hayti date back to the late 1940’s and were tied to downtown development through redevelopment legislation authorizing the razing of “blighted areas” – meaning African American neighborhoods – to make way for the East-West Expressway and the downtown loop. Durham created its own redevelopment commission in 1958 which promised area residents benefits that never materialized. These efforts were considered disastrous by residents in Durham’s African American community and such urban renewal efforts have been called “urban removal” or “Negro removal” because of the destruction of complete African American communities, Hayti being one of them. Construction of NC Highway 147, Durham’s East-West Expressway, cut a literal and figurative path through Hayti that has never healed according to many members of Durham’s African American community. When combined with failed promises and insufficient capital to restore and reconstruct the Hayti community, the entire episode went down in history as one of the most disruptive periods in the history of Durham.

Urban renewal displaced over 600 residents and 150 businesses. Many former residents were relocated to public housing facilities throughout the city by the Durham Housing Authority. Many residents never returned to Hayti. Most business owners who sold their businesses found the proceeds insufficient for rebuilding. This massive wealth transfer not only deprived African Americans’ of their equity in their homes and businesses, but also deprived them of the ability to pass their wealth on to future generations. A quote from [Place Matters: Metropolitcs for the Twenty-first Century](#) on

pages 118 -119 describes the convergence of government and development interests in the wealth transfer that occurred in many inner city neighborhoods across the nation, including Durham:

“Urban renewal’s primary focus was to encourage private investment in central business districts and clear away neighboring “slums”, which local elites and planners thought threatened central business districts... From the inception, commercial development took priority over low-cost housing. The program funded cities to use their eminent domain authority to purchase and assemble large tracts of land and sell them to developers at bargain-basement prices...Cities often paved the way for private developers to build market-rate housing, commercial office buildings, and cultural complexes...It soon became clear that “blight” was a term that could be used to destroy healthy neighborhoods.”

After fifteen years of inactivity following urban renewal, intermittent commercial development in the Plan Area began with the formation of Hayti Development Corporation (HDC) in 1981. HDC assisted the City of Durham in developing the remaining land tracts left from urban renewal. HDC assisted in the development of Heritage Square Shopping Center at the intersection of Fayetteville Street and Lakewood Avenue. This development, along with other initiatives implemented by HDC, was envisioned as a catalyst for the revitalization of Hayti. A 2004 Herald-Sun article stated:

“Under director Nat White Jr., HDC won praise in the early 1980s. Leveraging public funding, it lured a partnership of investors and developers to build the Heritage Square Shopping Center off Lakewood Avenue and the first phase of what would become known as the Rolling Hills subdivision across the street. The organization won broad support from the City Council and even garnered nationwide recognition.”

Additional commercial development occurred on Fayetteville Street when Phoenix Square Shopping was built in 1987 to house businesses that had been relocated by urban renewal to a tin building eighteen years earlier called Tin City. The old St. Joseph’s Church was restored and reborn as the Hayti Heritage Center to serve as a cultural center in the Plan Area. The area lay dormant for another fifteen years until Phoenix Crossing Shopping Center opened in 2000 on Fayetteville Street as home to over thirty national, regional and local businesses. In 2002, a commercial building was renovated at the intersection of South Roxboro Street and Enterprise Street and in 2003 a new Food Lion grocery store replaced the former A&P on Fayetteville Street at Pilot Street which had been vacant for over twenty years.

Residential rental development was also intermittent and consisted of Foxgate, a rental community located on Old Fayetteville Street. Other rental developments included the renovation of the Ivy Commons Apartments on Pilot Street and the renovation of two former Durham Business College dormitories as Durham Residence Hall for women and Econo Plaza for men. Two new senior rental communities were also constructed along Fayetteville Street.

Residential homeownership development included Phase II of Rolling Hills, a 25-acre site located at South Roxboro Street and Lakewood Avenue. Phase I of Rolling Hills was completed in 1986 with 30 townhomes and twelve single family homes. Nine years later Southeast Durham Development Corporation completed the water and sewer extensions,

road improvements, graded fifty six lots and built ten homes in Phase II of Rolling Hills. Other home ownership developments included homes on Shirley Caesar Place (off Merrick Street) and Jubilee Lane (off Pilot Street) along with infill construction throughout the Plan Area.

The development of the Plan Area has occurred largely without sustained and coordinated planning or stakeholder involvement. Prior efforts were undertaken as government-sponsored initiatives without clearly defined goals and without consideration of neighborhood market needs. If the City of Durham is to ever realize its stated goals, then its development process must include those neighborhoods contiguous to downtown and those neighborhoods lying between downtown, Research Triangle Park and the rapidly growing South Durham suburban tier. The Fayetteville Street Historic Corridor meets these criteria and is therefore uniquely positioned to benefit from the city's focus on downtown investment, transit-oriented development and historic preservation. It is critical that the Historic Fayetteville Street Corridor be targeted for an initial investment of \$ 25 million for infrastructure improvements and planning to serve as a catalyst for future development of this area.

Historic Fayetteville Street Neighborhood Overview

*"In this great future, you can't forget your past; So dry your tears, I say."
- No Woman No Cry Bob Marley*

Delightfully Different Durham

There's one thing that you can say for certain about African Americans in Durham, North Carolina. And that is that African Americans have helped make Durham literally and figuratively what it is today. The African American influence in Durham has made it unique in the State of North Carolina and in the Nation for over one hundred years.

For such a small place, Durham has always been a volatile town. A "rough-and-tumble" crossroad at a railroad junction at the end of the nineteenth century is how Jim Wise quoted Durham observer W. S. Lockhart in Durham in Durham: A Bull City Story on page 27. Durham was certainly the poor sister of the Triangle -- not refined like the capital city of Raleigh or an intellectual bastion like the scholarly Chapel Hill. No, Durham was a working man's city -- entrepreneurial, brash and bursting with ideas and schemes from Whites, Blacks or anyone else who dared to take a risk on her future. Great institutions were born in Durham and survive to this day thanks to the vision, drive and determination of those who built them. The interplay of Durham's white and black communities is the stuff of legend, lies and some measure of the truth. Just suffice it to say that neither probably could have made it without the other --- so there's no use trying to say it any other way.

From its humble beginnings to its place today, Durham has always been a different kind of place with a unique vantage point for thought and action. No matter where one goes in the world, there always seems to be someone there who has studied, worked, lived, marched, infirmed or dieted in Durham. Our reach has extended all over the globe --- spreading that 'Durham manner' and 'that reputation' our city has acquired along the way.

But just what is this Durham 'manner'? Does Durham really have a different way of looking at things? Or is it just another myth of the New South created to assuage the bitter taste after losing the Civil War and the Civil Rights War? One simple answer could be that different cultures have mixed (and collided) in Durham in certain charted and uncharted ways. And perhaps this proximity of place and purpose explains many of the inexplicable phenomena that make us throw up our hands and say "Well, that's Durm".

Before Durham Was Durham

Africans had visited North Carolina's shores around 1526 before Sir Walter Raleigh's colony according to [A History of African Americans in North Carolina](#) on page 1. A Spanish expedition led by Lucas Vasquez de Ayllon led an expedition from the West Indies to settle near the Cape Fear River. Although this settlement failed, African slaves were among the settlers. The Carolina colonies' first permanent black inhabitants were thought to be remnants of the Raleigh colonies which were settled between 1584 and 1590 under the leadership of Sir Francis Drake. Drake had raided the Spanish-held West Indies in 1585 and 1586 and brought back numerous prisoners, African slaves among them, to Roanoke Island. In departing from Roanoke, Drake freed the Indian and African captives who probably joined the local Indian inhabitants. Settlers from Virginia pushed into Carolina in the 1650's and it is possible that these settlers brought Africans with them as well.

During the mid seventeenth century North Carolina's first Africans were probably free for a brief time before servitude became perpetual. Originally servitude for Blacks was fixed for a period of time just as it was for white indentured servants. However, black servitude became the target of more disparate and virulent treatment as land owners began hiring out black servants for longer periods than white servants. Between 1640 and 1660 black servitude became perpetual as the replacement of white indentured servants with African slaves began in earnest and continued for more than a century. Ronald Takaki stated in [A Different Mirror: A History of Multicultural America](#) on page 57 that "Clearly, Blacks were enslaved before 1660", citing defacto slavery as a result of practice if not law.

Before the American Revolution, slavery was sanctioned in all thirteen British North American colonies and slaves were sold just as any other merchandise according to John Hope Franklin on page 60 of [From Slavery To Freedom](#). During the colonial era, Blacks participated on the periphery of business enterprise but were nevertheless able to establish a tradition of business participation that has lasted for over 400 years according to Juliet Walker on page 51 of [The History of Black Business in America](#). Walker went on to say on page 46 that slaves and free blacks participated in the local economy to the extent possible and described the observations of a German physician, Dr. Johann D. Schoef, who visited the United States after the Revolutionary War. Dr. Schoef is quoted as saying:

“...There is hardly any trade of craft which has not been learned and is not carried on by Negroes.”

Although North Carolina never had the sizeable plantations of the Deep South, the census of 1860 counted 331,059 slaves and 30,463 free Blacks in the state along with 629,942 Whites. Franklin stated on page 18 of [The Free Negro](#) that no town had more than 700 free Blacks at this time as free Blacks were scattered in the rural areas of the state, reinforcing North Carolina's status as a predominant rural state -- then as now.

In describing a typical emerging black community of this time, the words of historian Eric Foner on page 78 of Reconstruction: American's Unfinished Revolution, 1863-1877 were appropriate:

“Before the war, free Blacks had created a network of churches, schools, and mutual benefit societies, while slaves had forged a semiautonomous culture centered on the family and church. With freedom, these institutions were consolidated, expanded, and liberated from white supervision, and new ones particularly political organizations—joined them as focal points of black life.”

Another view of black life was portrayed in Jennifer Fleischner's Mrs. Lincoln and Mrs. Keckley on page 67 in its description of antebellum Hillsborough from the vantage point of Lizzy Keckly, the black woman who would become seamstress to First Lady Mary Todd Lincoln in Washington, D.C.

“Twelve miles west of Durham, Hillsborough was a hive of political and intellectual activity...The seat of Orange County since 1754, in the central Piedmont region of North Carolina, Hillsborough bustled with lawyers, doctors, merchants, craftsmen, and tradesmen. Many of the county's professional class lived there, including Justice Frederick Nash and eminent Chief Justice Thomas Ruffin...Orange County was prosperous, slaveholding territory.”

Hillsborough was also the town where the Fitzgerald family from Delaware first settled after the war. While Robert Fitzgerald embarked on a teaching career, his brother Richard would find fame and fortune in the brick making business in Durham. Roughly one third of Hillsborough's population around 1834 was black and about 3% were free Blacks --- about the same proportion of Blacks in the soon-to-be-established Durham Township out of portion of Orange County.

Historically, African Americans have always represented about a third of Durham County's population. Even before Durham was Durham, this area had a sizeable concentration of African Americans. Jim Wise remarked on page 72 of Durham: A Bull City Story that:

“The pre-Civil War distribution of free Blacks in Orange County and proto-Durham, however, lends some support to the open-opportunity point of view. Analyzing the war's effects on kinship and neighborhood, the historian Robert Kenzer found no evidence that Whites were unwilling to sell real estate, wherever they had it to sell, to anyone who could pay for it”.

It was during this time of the approaching Civil War and its aftermath that people in the soon-to-be Durham area grouped themselves together for a common purpose and created the forerunner of Durham as we know it today. Society in and around the Durham area was subject to the same forces that ripped the Union apart and attempted to put it together again. The Reconstruction era is particularly important because, at least in the emerging Durham area, it marked a time when Blacks and Whites interacted on newly created ground that was unknown before the war – even to the few free Blacks in the area. Foner stated on page 33 that:

“Yet the war’s most conspicuous legacies—the preservation of the Union and the abolition of slavery—posed a host of unanswered questions. And their wartime corollaries -- a more powerful national state and a growing sense that Blacks were entitled to some measure of civil equality - - produced their own countervailing tendencies, as localism, laissez-faire, and racism, persistent forces in nineteenth-century American life, reasserted themselves.”

On page 65 of Durham: A Bull City Story, Jim Wise also described Durham as a village undergoing an economic boom “nothing short of spectacular”. By April 1865, the railroad depot had become a focal point of the village of about 150 persons. Black shoemaker, Squire Bull, and Lewis Pratt, Blacksmith, were African Americans counted among its earliest residents and earliest entrepreneurs. Most Blacks lived toward the edges to town but definitely within the community.

Wise also stated on page 72 that one reason for the African American settlement was the presence of two churches founded by African Americans – White Rock Baptist Church and St. Joseph AME Zion Church. There were about 700 African Americans in the Durham Township of Orange County constituting about half of the white population at the time and by 1880, the ratio and two to three. Wise went on to say:

“Many of the new African American residents came from the Bennehan-Cameron lands just to the north, including most of the buyers in the area that would become Hayti—below the tracks, southwest of the intersection of Fayetteville Road and Railroad (later Pettigrew) street, which ran downslope from and parallel to the track. White neighbors south of the track included merchants M. A. Angier and J. W. Cheek, Dr. Richard Blacknall, and the Revered McMannen.”

Foner also commented on pages 396-397 that the emerging social order for Blacks during Reconstruction was heavily weighted toward the bottom compared with the social order for Whites. Nearly all Blacks lived by manual labor with the vast majority laboring as servants, porters and unskilled day laborers. Wages were paltry with virtually no opportunities for the accumulation of property for upward mobility.

“Nor did more than a tiny minority achieve professional status during Reconstruction, although the number of lawyers and doctors began to grow in the 1870’s thanks to the new black universities. Ministers, the largest group of black professionals ...often...supplemented their religious calling by other kinds of labor. Artisans... constituted the largest group above the ranks of the unskilled.”

“Denied access to credit, threatened by the growing availability of manufactured goods from the North, and driven from many skilled crafts by white employers and competitors, black artisans found themselves mostly confined to trades that required little capital, like carpenter, Blacksmith, brick mason, and shoe-maker, or to occupations like barber, traditionally avoided by Whites.”

Foner stated that a few Blacks were able to escape manual labor and in inland towns were able to draw upon white kin for credit. Even so, Foner contended on page 398 that:

“These examples, however, should not obscure the essential facts about the black upper class—its tiny size and negligible economic importance. Only in life-style and aspirations did this elite constitute a “black bourgeoisie”, for it lacked capital and economic autonomy, and did not own the banks, stores, and mills that could provide employment for other Blacks .Black business was small business :grocery stores, restaurants, funeral parlors, and boarding houses—individually owned, and devoid of economic significance. Black proprietors formed no part of the national or regional bourgeoisie, and their businesses faced bleak prospects for long-term survival.”

Foner further stated this emerging group was motivated as much by its newly-granted citizenship as it had been by its prior restrictions to participate in all American had to offer all its citizens. However, legal and extra-legal restrictions would confine their aspirations to the very margins of American society and blunt the economic expansion of this group to the mainstream. In being lawfully relegated to the side streets of the American economy, the economic aspirations of this group, while certainly producing stellar individual achievements, never achieved the collective success to amass capital, credit and control in the American economic system.

The Civil War Changes Things

This era was all the more important because African Americans in Durham made impressive economic strides after the war that surpassed those of other southern towns. Drawn to the area during after the Civil War, Durham’s black population swelled at the turn of the twentieth century as Blacks migrated from the fields into settlements for mill and tobacco factory work. As the saying goes, “follow the dollar” and all else falls into place. African Americans followed the dollar into the towns and away from the fields, particularly those with skills such as Blacksmiths, masons and carpenters. Bear in mind that most of these African Americans had contributed free labor on the plantations which they now abandoned after enriching their owners as slaves or by being hired out in towns across the state. And contrary to the often expressed sentiments about Blacks’ unwillingness to work for a living, these newly freed slaves and free Blacks brought their skills and hopes with them as they joined the nascent Durham economy of the late nineteenth century. Despite their dreams of economic participation, the potential wealth redistribution from Whites to Blacks was a major problem for Whites and a major threat to white privilege. And Durham was not without its conflicts.

Walter B. Weare commented on Durham’s African American population after Reconstruction in Black Business in the New South on page 42 that:

“...As a raw city of the New South, Durham possessed neither a white aristocracy nor a ‘cream of colored society’ which one would find in older cities like New Orleans or Charleston. Without age or lineage it had to be a city of social upstarts who would grow their own aristocracy, and what time and breeding had not given them they could buy with money, as was the case with Carr. Without the white aristocracy there could be no black aristocracy that derived its status from its symbiotic attachment. In, the shifting strata of black society in Durham at this time, the self-made Negro businessman and professional

commanded high status and did not suffer condescension from an older, white-oriented servant class that in other cities felt its status threatened by a rising petite bourgeoisie that had its economic base in the black world.”

Perhaps it was at this time, when wounds were fresh from defeat during the Civil War and when Whites struggled with constructing a new vision for the vanquished South, that Blacks were able to seize a window of opportunity and capitalize on it. Weare, in discussing the history of North Carolina Mutual Life Insurance Company, also commented on white Durham’s post-Civil war preoccupation with ‘finding a place for the Negro’ along side black Durham’s preoccupation with wealth-building. Weare again observed on page 43 that in Durham:

“...it is perhaps no accident that the large black insurance companies first arose in Durham, Washington, D.C. and Atlanta...in rapidly expanding urban areas that offered industrial opportunity for a peasant class and occupational opportunity for the formation of a black middle class.”

John Sibley Butler stated in Entrepreneurship and Self-Help Among Black Americans that the rising business class in Durham threatened to reorder the Negro status system that operated in antebellum times and that there would be less conflict in those cities without an entrenched black elite. In this sense, Durham was just as raw for Blacks and it was for Whites. Butler stated on page 169 that:

“After the Civil War, Afro-Americans started to migrate to Durham to work in this expanding tobacco industry. They settled in the Fayetteville Street area of Durham, in the vicinity of this industry. The land on which they settled was undeveloped and owned by wealthy Whites of Durham. Most of it was owned by one merchant named M. A. Angier. As the Afro-American community expanded, these wealthy Whites rented the land to them, and, as Afro-Americans began to develop their own business enterprise, they gradually began to purchase the land. The area became known as Hayti, and would become a major business district within the community.”

Pauli Murray also provided a first hand account of her family’s ancestry in describing the business activities of her uncle Richard Fitzgerald and her grandfather Robert Fitzgerald, free Blacks who migrated from Pennsylvania (Delaware ?) by way of Orange County to Durham. Richard Fitzgerald would go on to become a leading manufacturer of bricks and the closest thing Durham had to a black millionaire at that time until North Carolina Mutual arrived on the scene. She stated on pages 27 - 28 of Proud Shoes that:

“When he and his brother Richard first came to Durham in 1869, the place was a small village of three hundred people and Main Street was a muddy roadway lined with wooden shacks, warehouses and livery stables...The future tobacco kings, Washington Duke and his sons, were still relatively poor tobacco farmers and had not yet set up their factory in Durham, but the town was growing and needed bricks for more stores and factories...Within the next fifteen years, Uncle Richard became Durham’s leading brick maker. By 1884 he had a large brickyard on Chapel Hill Road and orders on hand for two million bricks. During the same period, Grandfather had a smaller brickyard and made bricks by hand.”

According to Murray, when the Fitzgeralds migrated from Delaware to North Carolina, there was “still room to breathe” implying that there were opportunities for those who would take the risk. Her statement again underscored the oft-cited statement that North Carolina was a destination for people of all backgrounds seeking a less restricted life style. She stated on page 267 that:

“Durham was a village without pre-Civil war history or strong ante-bellum traditions. In some ways it was like a frontier town. There was considerable prejudice, of course, but there was recognition of individual worth and bridges of mutual respect between older white and colored families of the town which persisted into the twentieth century.”

Murray also spoke of the potential in Durham and the reward for those taking the risk when she wrote about enterprising Blacks and Whites in Orange County on page 192:

“Twenty-six-year-old Heywood Beverly, the tanner, was free-born mulatto, and worth \$1,700, which made him wealthier than Washington Duke, a poor tobacco farmer of Orange County who traveled about the country after the war peddling his products from a mule-drawn wagon. In 1870 Washington Duke was worth only \$ 1,400. Two generations later his sons would be worth millions.”

Murray also gave another more personal account of early Durham in Proud Shoes on page 26 which hinted at the developing economic and social stratification among Durham’s African American population:

“In fifty years, Durham had spread rapidly from a village to a bustling factory center, sucking in the rolling pine country around it. Shacks for factory workers mushroomed in the lowlands between the graded streets. These little communities, which clung precariously to the banks of streams or sat crazily on washed-out gullies and were held together by cow paths of rutted wagon tracks were called the Bottoms...Of course, my family would never admit we lived in the Bottoms. They always said we lived ‘behind Maplewood Cemetery’, but either choice was a gloomy one.”

Myths and legends abounded about wildcatters like the Fitzgeralds, the Merricks, the Dukes and other Durham families, whose interests intersected in a spider web of economic activity. Perhaps it was the ‘live and let live’ sentiment long rooted in North Carolina’s history that contributed to Durham’s uniqueness. Or perhaps it was Durham’s ‘anyway you can’ attitude that marked it early on as a place willing to confront its differences out in the open. Whatever the explanation, Durham was considered a place of opportunity.

The Twentieth Century Begins

The important issue here is not merely the presence of African Americans in Durham, but their ability to amass enough capital to build a business sector supported by black patronage as its foundation and strong enough to compete with white businesses. There were few cities in the United States where African Americans could do this at the turn of the twentieth century such as Philadelphia, New Orleans and Washington, D. C. Rampant white backlash was the norm of the day after Reconstruction ended in 1877 and black communities all over the nation suffered legal, economic and social restrictions as well as violence in the wake of this rising tide of white nationalism. The Wilmington, N.C. riot of 1898, where African Americans were murdered in broad daylight and their businesses and homes burned to the ground, was proof that violence was the norm of the day. Maybe it was provident that the year 1898 was also the year that North Carolina Mutual was formed as North Carolina Mutual and Provident Association.

Durham escaped the most virulent strains of white backlash no doubt due to in part to the economic interdependence between the races and due to what some would call the “racial tolerance” between its black and white business communities. This so-called tolerance may have only been New South speak for the growing need for labor as Durham’s tobacco and textile mill economies expanded during this time. Cecelski and Tyson stated in Democracy Betrayed: The Wilmington Race Riot of 1898 and Its Legacy on page 214 that:

“While white leaders elsewhere in the South embraced the lessons of Wilmington, many white businessmen and industrialists in North Carolina realized that the lawlessness that marked their own anti-black crusade could not continue without harming the state’s economy. They would not abide black political equality, but neither did they want black workers to migrate out of the state...White economic elites such as Carr recognized the importance of black labor to the emerging industrial economy, and they realized that black out-migration would have a serious adverse impact on the state’s business climate.”

Durham also had its challenges and Durham’s African Americans were subject to the growing economic constraints and prohibitions brewing at the start of the twentieth century. Segregation was alive and legal in Durham. Black Codes and Jim Crow laws restricting black economic participation came into existence after Reconstruction, but laws limiting the economic competitiveness of Blacks had existed since the seventeenth century in North Carolina. Although this legacy painted a grim picture, Blacks and Whites alike were drawn to the newly emerging Durham looking for opportunity and both groups were infected with the lure of prosperity in this growing town of the New South. The promise of new wealth after the devastation of the Civil War provided the impetus for the growth of the entire city but in particular for the growth of Fayetteville Street and the twelve communities profiled in this study. The growth of Hayti and the Fayetteville Street Corridor provided capital for the formation of African American financial institutions on Black Wall Street and resulted in the expansion of Durham’s African American community into southeast Durham. The self-help tradition in Durham’s African American community was and is one that has remained constant since the beginning.

Beginnings: Historic Fayetteville Street Neighborhoods



View of Fayetteville Street around 1920 looking north. St. Joseph's AME Church steeple is on the right.

This section of The Fayetteville Street Plan outlines the development of several neighborhoods surrounding Fayetteville Street from a land development perspective. At the same time, the social history of those neighborhoods can be captured by retelling family histories and their relationship to the land. Portions of the Community Album, a forthcoming publication, have been included to highlight significant development milestones and family relationships in those neighborhoods. These threads, woven together over time, create the intricate network of relationships that we all community and pay tribute to some of the first families who settled in each neighborhood.

Early development patterns in Durham probably grew out of the response to the city's geography. The location of the rail line that spurred the modern-day development of the city was along a ridge forming the high ground that separated two river basins according to Jim Wise in [Durham: A Bull City Story](#).

The Hayti Neighborhood

The history of Hayti is perhaps the best known of all the neighborhoods in the Plan Area. By the early twentieth century, Hayti was a bustling area bounded by Pettigrew St., Grant Street, South Roxboro Street (then Pine) and Umstead Street. The community building effort in Hayti is described on page 7 of the Fayetteville Street Historic District Preservation Plan:

“Aside from prominent business and institutional leaders, the laborers and artisans who settled in Hayti helped to create the Hayti community that flourished in the latter part of the century. A number of craftsmen were notable in these early years of Hayti. Richmond Allen, for example was an early carpenter who was responsible for constructing many of the earliest houses in Hayti. It is known that Allen was building homes in Hayti as early as 1880, including the construction of his own home at 703 Grant Street in what was then the central part of Hayti. Another prominent carpenter was Wesley G. Thompson who worked for contractor Herbert Smith who was also responsible for a number of buildings in Hayti.”



Victorian home of John Merrick on Fayetteville Street and original structure (inset)

According to the Fayetteville Street Historic District Preservation Plan, Hayti and Fayetteville Street were annexed into the city of Durham in 1901, setting the stage for the flourishing of this neighborhood. Renters and land owners occupied the area with land being purchased from white owners starting around 1869. Other land owners included Charles Amey, David Justice, Jasper Jones, Cornelius Jordan and John O'Daniel. In addition to residential homes, the commercial area along Fayetteville Street was home to churches (White Rock Baptist and St. Joseph AME) and typical one-story frame structures for insurance companies, grocery stores, millinery shops, boarding houses and other small establishments.



White Rock Baptist Church located at Mobile and Fayetteville St. and Mobile St.



Lincoln Hospital located at Fayetteville Street and Linwood Avenue



Original Stanford Warren Library located at Fayetteville Street and Pettigrew Street

The Fayetteville Street Historic District Preservation Plan also commented that a two-story Mason Hall was built and later was converted to the Electric Theatre and later to the Rex Theatre. The Preservation Plan went on to say that:

“The remainder of Hayti at that time was generally residential units, and these were primarily rental units. The better Fayetteville Street sites were reserved for the more prominent homes. One such home was that of Dr. Aaron Moore (Durham’s first black pharmacist) which was built around 1900 at 606 Fayetteville Street. This Victorian home, and several others nearby, was among the more elaborate residences of both white and black business leaders in Durham at the end of the Nineteenth Century. Unfortunately, these homes were destroyed during the urban renewal projects of the 1960’s along with most of Hayti.”

According to History of Public Library Service in Durham 1897 to 1997:

"In 1916 At the time, Merrick owned a lot and building on the corner of Fayetteville and Pettigrew Streets, which he agreed to rent to the library. Early references indicate that Lillian Griggs assisted in setting up the library though her precise contributions are unknown] On August 14, 1916, the Durham Colored Library opened its doors to the public with Hattie B. Wooten as its first librarian. At first, as the library's only employee and a part-time one at that, Wooten did the work of several librarians. Depending on her memory to keep track of the books in the library, she managed the collection (acquiring, cataloging, circulating and repairing books), made the community aware of the library, and initiated and ran activities for patrons. "

The following account of business activity in Hayti was also provided by Dr. York Garrett, owner of Garrett's Biltmore Drugstore on Pettigrew Street from "Beating the Odds", Business Leader Magazine, November 1998:

"According to Garrett, the Biltmore Drugstore previously had a bad reputation, so he agreed to the purchase on one condition. "I told the previous owners that I would take the drug store if I could put my name in front of it...Garrett's Biltmore Drugstore." And so it was, Garrett's Biltmore Drugstore was established in the Mexico section of Durham on Pettigrew Street. Mexico was contiguous with Durham's Hayti section, which was an all black neighborhood with black businesses of various sorts. The area was lined from Roxboro Street to Fayetteville Street with black-owned restaurants, flower shops, churches, movie theaters, printing companies, grocery stores, funeral homes, hospitals, dentist offices, insurance agencies-virtually anything the black community needed could be found in Mexico or Hayti.

Durham's black community was very progressive-if they did not have a facility they needed, they built it. On the corner of Pettigrew and Fayetteville Street, the Stanford Warren Library was started and maintained by contributions from members of the black community. Likewise, Lincoln Hospital, Durham's first medical care facility for Blacks, was founded by Dr. Aaron A. Moore in the early 1900s. The building lasted for about twelve years before the drive began for a new hospital. In 1924, the construction of Lincoln Community Health Center was completed as a result of contributions from the black community and the Duke family. Over the years, the hospital trained many black physicians who are now practicing all over the country in nearly every specialty including surgery, general medicine, and pediatrics."

North Carolina Central University

North Carolina Central University (NCCU) is also well documented as one of the emerging areas along Fayetteville Street in the early twentieth century. Dr. James E. Shepard's purchase of 25 acres of land along Fayetteville Street in 1909 was a major development in the history of Durham and for the surrounding community. The National Religious Training School and Chautauqua for the Colored Race, which opened on July 10, 1910 is now North Carolina Central University – America's first state-supported black liberal arts university according to Lewis Suggs in "95 years ago, NCCU born for religious education" in the July 10, 2005 Herald-Sun. Suggs also stated that:

"Thus, when the approximately 100 students arrived at the Training School in Durham in July 1901, they probably didn't recognize the significance of the occasion. The 25-acre campus was located on a dirt path about a half-mile south of the city limits. The campus consisted of two dormitories, an auditorium, and a dining hall. Brant Street did not exist. What is now Lawson Street was a single-lane dirt road."

The Fayetteville Street Historic Plan went on to describe developments in the history of the school at that time on page 13:

"In 1923 a decision was made to sell the school to the state of North Carolina. The school was renamed the Durham State Normal School and was the fifth such institution for Blacks in the state. Dr. Shepard was made the principal of the school. Meanwhile a movement was beginning to create the state's first liberal arts colleges for Blacks. 1925 was a watershed year for the school. In January a fire destroyed three of the original buildings on campus, and in February the state chose the campus as the site of the North Carolina College for Negroes. A building boom on campus began with state and private monies creating many of the buildings that we see today. Ultimately the college grew to become North Carolina Central University in 1969. Three years later it became one of the sixteen campuses making up the University of North Carolina system. The growth of the school and later the University had a major effect on Fayetteville Street."

Dr. Shepard's residence at 1902 Fayetteville Street, constructed in 1925 and renovated in 2004, still stands today as an excellent example of a Prairie style home. In addition to the Shepard home, other styles became popular as development pushed farther down Fayetteville Street. Two examples of English Tudor cottages built in the 1930's still stand at 1603 Fayetteville Street and 2006 Fayetteville Street according to the Fayetteville Street Historic Plan. This plan also states that duplexes were quite popular in this area

The Old Stokesville Neighborhood

In addition to the commercial development in early Hayti, residential development was spurred by investment from the founders of North Carolina Mutual who bought adjacent land tracts along Fayetteville Street and developed them. The establishment of Lincoln Hospital in 1901 also brought growth and stability to the area. Residential development followed along Fayetteville Street as local Hayti businessmen built their homes here. Several homes from that period are still standing today and include the F. K. "Movie King" Watkins home at 1218 Fayetteville Street (built around 1915), the J.L. Page home and store at 1302 -1304 Fayetteville Street, the Napoleon Mills home at 1211 Fayetteville Street (built in the late 1910s), the Harris-Ingram home at 1213 Fayetteville Street, the John Pearson home at 1215 Fayetteville Street and the J. C. Scarborough House at 1406 Fayetteville Street (built prior to 1914). The Charles Pratt home at 1614 Fayetteville Street is also standing. These homes typify structures from that day, ranging from the two-story Watkins, Mills and Pratt homes to the one-story Page home with a tall gable-end roof to the Neoclassical Scarborough home. The Harris-Ingram and the Pearson homes (built in 1921) typify the craftsman style bungalows made popular through the Sears and Roebuck catalogue. The Fayetteville Street Historic Plan also states that by 1910 Hayti was practically "...fully developed and the move to develop south of Umstead Street intensified". The land south of Umstead Street in 1910 was originally a tobacco field owned by J. N. Umstead according to the Fayetteville Street Historic Plan.

According to the Fayetteville Street Historic Plan, W. G. Pearson Elementary School was constructed on Umstead Street in 1928 and a new Lincoln Hospital opened by 1924. The original Hillside High School opened in 1922 on Umstead Street and later swapped buildings with the J. A. Whitted Elementary School on Concord Street in 1950. The Plan describes other significant developments in this neighborhood on page 13:

"Street and sidewalk improvements were taking place in the area as well. Fayetteville Street north of Umstead was paved for the first time around 1920. The portion south of Umstead was also paved around 1924, but street lighting was not in place until around 1926 south of Umstead Street. This new lighting was suspended on wires the center of intersections, and lights for pedestrians were not used. According to the City's annual report in 1928, the portion of Fayetteville Street inside the City limits had all of its sidewalks paved in 1927."

Fayetteville Street also became recognized as an important thoroughfare in the city by the late 1920's. The Fayetteville Street Historic Plan stated on page 14 that:

"It was also around the late 1920's that Fayetteville Street finally became a throughway without stop signs impeding the main arteries at intersections below Umstead Street. Prior to this time, stop signs had forced stops on Fayetteville Street, and various side streets had the right-of-way. The City made it a priority throughout its jurisdiction at this time to make access easier into and through Durham, and Fayetteville Street was deemed an important gateway."

The Hillside Neighborhood



As institutions grew along Fayetteville Street, residential neighborhoods soon followed in the 1920s and 1930s. The Hillside neighborhood developed as a residential community adjacent to North Carolina Central University and was home to area business and professional people. Early land deeds indicate that part of this area was once known as Merrickville and stretched as far east as Otis Street, north to Lawson Street and west to South Roxboro Street.

Other home styles became popular as development pushed farther down Fayetteville Street. Two examples of English Tudor cottages built in the 1930's still stand at 1603 Fayetteville Street and 2006 Fayetteville Street according to the Fayetteville Street Historic District Preservation Plan. This plan also states that duplexes were also quite popular in this area in the 1920's and the 1930's and served the housing needs of area residents who worked at the hospital and the college.

Getting Involved: The Process for Developing Community Input

The Fayetteville Street Plan Process

The creation of the Fayetteville Street Plan included the following goals for gathering community input. These goals were:

- Creation of the Fayetteville Street Planning Group composed of all stakeholders in the Plan Area
- Creation of a steering committee designated by the group
- Establishment of weekly Monday meetings of stakeholders and concerned citizens
- Continued inclusion of stakeholders not normally included in such discussions
- Identification of strengths, weaknesses, opportunities & threats
- Development of a shared vision for the Plan Area in visual and technical terms
- Development of plan recommendations, completion schedule for the plan and implementation timetable



The central goal throughout the planning process was greater inclusion of the community, particularly for citizens who are overlooked or who choose not to participate due to special circumstances. Given the historic exclusion of African Americans, the Fayetteville Street Planning Group made additional efforts to include, inform and inspire community stakeholders to get involved and share their vision of what an ideal community would look like and feel like. Realizing that the traditional methods of contact such as newspaper notices were likely to be overlooked, the planning group devised the additional outreach methods to the neighborhoods in the Plan Area which included but were not limited to:

- Weekly postcard mailers
- Telephone Tree
- E-mail lists
- Mail surveys
- Community forums

The planning group also contacted community and civic groups to saturate the Plan Area and increase contact by group affiliation. Groups contacted included business owners, neighborhood associations, District 4 Police Action Committee,

churches, non-profits and neighborhood business groups. In addition to these groups, weekly meetings have been held since March 2005 and over 1,000 surveys mailed out. Weekly meetings were held so that every opportunity to participate was available to any citizen up until the final draft of the master plan was printed. All total, over two hundred persons have worked with the Fayetteville Street Planning Group to develop a consensus about the development of the Plan Area. The following sections summarize opinions gathered by the aforementioned methods.

Weekly Planning Meetings

Planning meetings were the primary vehicle for gathering stakeholder input for creating the vision for the Plan Area. These meetings also discussed desired outcomes, problems, strategies, funding and outreach to other community stakeholders. Existing plans impacting the Plan Area were reviewed and discussed with officials from local and state governments and other planning agencies. All of the aforementioned actions culminated in the creation of a draft of the Fayetteville Street Plan.

Imagineering Sessions

Citizens participated in “Imagineering Sessions” where ideal neighborhoods were created from magazine clippings, personal photos of memorable places and other visual aids. The purpose of this session was to create a dreamscape with specific visual elements that stakeholders felt should be included in the plan. Thematic collages of commercial and residential elements were created to facilitate visual imaging. This method allowed participants to exercise their imaginations using images, which are known to be many times more powerful than words. The resulting “dreamscape” collage formed a focal point for discussions.

Written Surveys

Surveys were mailed out to over 1,000 Plan Area residents, business owners and visitors to characterize current conditions in the Plan Area. Of that number, 103 surveys were returned which represented a responsive sample. Overall, respondents were positive about the area but had concerns about crime and safety. Homeowners expressed a greater amount of satisfaction with current conditions than renters.

Community Open House

A community open house was held on _____ to present the draft document to community stakeholders and get feedback from those who missed previous planning sessions.



Significant Findings

The planning group's recommendations were supported by the community in the following key areas:

- Appearance
- Commercial and Residential Boundaries
- Housing Development
- Commercial Development
- Public Safety

Plan Review

A draft of the Fayetteville Street Plan was created using all of the aforementioned inputs. This draft plan was distributed to all stakeholders for review and a final document was created. This final draft document was submitted on August 15, 2005 to the Durham City Council for funding and implementation in the FY 2005 -2006 Budget and in the Capital Improvement Program 2006 – 2007.

DEMOGRAPHIC & ECONOMIC PROFILE

STUDY METHODOLOGY

The study methodology consisted of an analysis of census data for the Plan Area at the tract level as well as comparisons with census data from Durham County, the State of North Carolina and the United States. The changes in census counts from 1990 to 2000 added several new race categories not in the 1990 census. For purposes of this study, racial categories refer to one race alone, i.e. African American means African American alone. The census also split categories from 1990 to 2000. The category for Asians and Pacific Islanders was combined in 1990 census but split in 2000 so that it is difficult to quantify an accurate growth rate for these groups.

The Plan Area was further divided by neighborhood participants into twelve neighborhoods. Neighborhood boundaries were identified through a series of community meetings based on neighborhood similarities, original land deeds and historic development timetables. The neighborhoods do not conform to census tracts or block boundaries, however.

Data were generated by an analysis of variables at the census tract level for the five census tracts comprising the Plan Area. Data for other census geographies (counties, states, nation) and comparisons were obtained from original analysis as well as from studies done by others.

OBJECTIVES

The demographic analysis of the Plan Area was undertaken to understand the population dynamics of the Plan Area compared to other areas of Durham County, the state of North Carolina and the United States. We may think globally but we still sleep locally and small area dynamics are of the utmost concern to people, businesses and governments. This analysis was not intended to be a recitation of facts and figures but an assessment of its findings in a competitive context with other areas of Durham County, North Carolina and the United States. This analysis was also not meant to be exhaustive but to highlight major trends observed in the data that are significant to the residents of the Plan Area.

The demographic analysis of the Plan Area poses a variety of questions, whose answers will help guide future development of this area. The majority of the data has been mined from 1990 and 2000 census data at the national, state, county and tract level. In addition to historical comparisons, future projections are also provided in the areas that

significantly impact local residents in the Plan Area. The neighborhood focus of this study will therefore address concerns usually not found in studies of larger areas.

One major objective was to determine how the Plan Area compared with the State of North Carolina, Durham County and other counties with similar demographics. In addition to these comparisons, this study compares African Americans in the Plan Area with all African Americans living in Durham County. The second objective was to observe changes over time for variables that are important at the neighborhood level. Plan Area residents are concerned with changes in population, households, age structure, race, education, employment and income - factors that affect the quality of life. We are also concerned with the physical aspects of housing such as age of the structure, rates of ownership and valuation. This study will also take into account the institutional population in Census Tract 13.03 which contains North Carolina Central University and Tract 12.01 which contains the Durham County Jail.

POPULATION

The population dynamics of an area form the basis for critical decision-making by citizens, businesses and governments. The word “dynamics” implies a change in population along with the identification and analysis of those components. Before delving into the components of and reasons for the population changes, we will analyze the population of the Plan Area by overall growth, age, race, ethnic origin, sex, education, income, housing and poverty. Also before proceeding, it is important to note that some of the underlying assumptions in census counting may yield misleading results and this analysis will take these situations into account. For example, the census counts prisoners as residents in the county where the prison is located and for some areas, this practice might artificially increase counts for certain subgroups, particularly African American males. This practice might also artificially decrease the income in some areas, as the census includes prisoners in the calculation of per capita income but excludes them from household income.

A. Population Growth

How many people did the Plan Area gain or lose over the past decade? How many people did the nation and state gain over the past decade? Because population statistics concern people as individuals, the absolute change in the number of people in a given time period is a starting point for any analysis. The nation, the State of North Carolina and Durham County have all grown since 1990. Over the past ten years, the nation’s population has increased by over 32 million people along with an increase of over 1.4 million people in North Carolina and 41,479 persons in Durham County. African Americans in Durham County (hereinafter called Black Durham) have

also increased by 20,447 persons. The Plan Area population increased from 10,030 persons to 10,368 persons, representing a modest gain of 338 persons from 1990 to 2000. The figures above represent the absolute change in the number of persons from 1990 to 2000.

How fast did the Plan Area grow over the past decade? The growth rate (or percentage change) is the measure that normalizes change to compare places of different sizes. Therefore, we can compare the growth rate of the Plan Area, Black Durham, Durham County and other areas and have the results make sense. The percent change or growth rate from 1990 to 2000 showed a corresponding gain for all geographic areas. Durham, as widely reported, experienced growth at a greater rate than the United States and North Carolina. Because the focus of this study is on a predominantly African American area, the growth rate for the Plan Area and for Durham's African American population have also been calculated. The African American population of Durham grew at an even greater rate than the county, state or nation -- at 30.2%. The Plan Area grew by an almost flat percent of 3.4%. The chart below summarizes the absolute growth and growth rate of the Plan Area and other geographies.

Total Population	1990	2000	Change	% Growth
United States	248,709,873	281,421,906	32,712,033	13.2%
North Carolina	6,628,637	8,049,313	1,420,676	21.4%
Durham County	181,835	223,314	41,479	22.8%
City of Durham	136,611	187,035	50,424	36.9%
Black Durham	67,662	88,109	20,447	30.2%
Plan Area	10,030	10,368	338	3.4%

From this data alone it is obvious that different geographic areas experienced different growth rates despite an increase in persons all categories. Further investigation will be required to isolate demographic variables responsible for the disparity in growth rates.

Plan Area Change in Population by Census Tract

How many people did each census tract gain or lose? Overall the Plan Area gained 338 persons but the gain was not uniform across all census tracts. As the table below indicates, three census tracts (12.01, 12.02, 13.04) gained population while two tracts (13.01 and 13.03) lost population from 1990 to 2000. The components for the loss and gain will be determined later in the study, but for now, we know that the population gain was not uniform everywhere in the county or in the Plan Area.

Plan Area Growth Rate by Census Tract:

Where did the growth occur in the Plan Area? Population change in the Plan Area can be further disaggregated into census tract counts to observe both the absolute change and the growth rate at the tract level. Tract 12.01 had a 37.8% increase in population growth over the past decade – even more than the growth rate for the county’s African American population and the county as a whole. In fact, the growth rate for Tract 12.01 was the seventh fastest growing in Durham County between 1990 and 2000.

Census Tracts	Total Population	Total Population	Absolute Change	Growth Rate
	1990	2000	1990-2000	1990-2000
Tract 12.01	1,048	1,444	396	37.8%
Tract 12.02	962	990	28	2.9%
Tract 13.01	1,528	1,410	(-118)	(- 7.7%)
Tract 13.03	3,649	3,642	(- 7)	(- 0.2%)
Tract 13.04	2,843	2,882	39	1.4%
Total Plan Area	10,030	10,368	338	3.4%

B. Population Density

Population density is defined as the number of persons per square mile in a geographic area. The density of Durham County increased over the past two decades, according to the Durham Comprehensive Plan – from 512.3 persons to 748.9 persons per square mile. However, the City of Durham’s density declined from 2,388.3 to 1,883.8 persons per square mile from 1980 to 1990 but increased to 1905.6 persons per square mile in 2000 – reflecting the effects of annexing mostly suburban areas.

In 2000, Plan Area densities were some of the highest in the city, ranging from 4,304 to 6,279 persons per square mile – two to three times the density of the entire city. Densities varied by census tract, however. Density increased in Tract 12.01 by 37.8% while the remaining tracts either decreased in density or remained flat. These findings are consistent with population statistics from the previous section and declining densities are cause for concern in the Plan Area. Density can also be expressed as persons per acre, which ranged from 6.82 to 9.81 in 2000 in the Plan Area.

Care must be taken to ensure that public policy does not have an adverse impact on the economic vitality and quality of life in the Plan Area through government control of large land tracts. The relocation of the residents from Fayetteville Street Apartments by the Durham Housing Authority, a quasi-governmental agency, has reduced the density in Tract 12.02 somewhat. The future development of W. G. Pearson School and the J. A. Whitted building are also a concern regarding potential land use and density changes at these locations.

Population Density by Census Tract

Census Tracts	Persons per Square Mile 1990	Persons per Square Mile 2000	Change 1990 - 2000
12.01	3,743	5,157	37.8%
12.02	4,183	4,304	2.9%
13.01	5,457	5,036	- 7.7%
13.03	6,291	6,279	- 0.2%
13.04	4,308	4,367	1.4%

C. Population by Sex

What is the distribution of males and females in the population? The distribution of males and females throughout the population is significant because sex-dependent behaviors can have a huge impact on area development. The table below summarizes the sex distribution the nation, state, county and Plan Area to understand the change in the number of males and females over the past decade.

Total Share of Population (Percent of Total) by Sex 1990 – 2000

		1990	% of Total	2000	% of Total
United States	Male	121,239,418	48.7%	138,053,563	49.1%
	Female	127,470,455	51.3%	143,368,343	50.9%
	Total	248,709,873	100.0%	281,421,906	100.0%
North Carolina	Male	3,214,290	48.5%	3,942,695	49.0%
	Female	3,414,347	51.5%	4,106,618	51.0%
	Total	6,628,637	100.0%	8,049,313	100.0%
Durham County	Male	85,765	47.2%	107,630	48.2%
	Female	96,070	52.8%	115,684	51.8%
	Total	181,835	100.0%	223,314	100.0%
Black Durham	Male	30,573	45.2%	40,064	45.5%
	Female	37,081	54.8%	48,045	54.5%
	Total	67,654	100.0%	88,109	100.0%
Plan Area	Male	4,063	40.5%	4,704	45.4%
	Female	5,967	59.5%	5,664	54.6%
	Total	10,030	100.0%	10,368	100.0%

The sex distribution is a zero sum phenomena, meaning that an increase in one sex indicates a corresponding decrease in the other sex – since there are only two sexes. The sex distribution of North Carolina was very close to the national distribution in 1990 and in 2000. The sex distribution of Black Durham, however, indicates that there were 3% less black males than the county's distribution in 2000. The Plan Area's sex distribution closely paralleled that of Black Durham in 2000.

How did the sex distribution change from 1990 to 2000? Nationally, statewide and county-wide, the percentage of males increased about 1% over the past decade. The percent increase for black males was less – at 0.3% in Durham County. The increase in the number of males in the Plan Area, however, was over 5% -- surpassing that of all other geographies. In 1990, the number of males in the Plan Area was a little over 40% of the population while males in other geographies were nearer to 50%. By 2000, however, the percentage of males in the Plan Area had increased by over 5% compared with just a 0.3% increase in Black Durham and a 1.0% in Durham County. Even with this 5% increase, the percentage of males in the Plan Area was still lower than in the county and state.

What was the distribution of males and females in the Plan Area by census tract? While the sex distribution of the Plan Area was similar to that of Durham County, the table below shows that there was much more variation in the sex distribution of census tracts within the Plan Area. In 1990 females outnumbered males in the Plan Area in all five census tracts. In Tracts 12.02 and 13.03 in particular, there was almost a two to one ratio of females to males in 1990.

How did the distribution change over the past decade Plan Area census tracts? Females still outnumbered males in 2000 in all tracts except in Tract 12.01 -- despite the fact that the number of females decreased in every tract. The ratio of males to females in Tract 12.01 had almost completely reversed from 1990 – 2000. The number of males increased in tract 12.01 by 16.3%, in tract 12.02 by 3.6%, in tract 13.01 by 4.3%, in tract 13.03 by 3.6% and in tract 13.04 by 0.9%. Clearly the greatest increase in the number of males occurred in tract 12.01 which was also the tract that experienced the largest absolute increase in population and the largest growth rate in the Plan Area. From the chart below, we now know that the population increase in Tract 12.01 was comprised mostly of males – 400 males combined with a loss of 4 females which resulted in a net gain of 396 persons.

We still do not know the demographic characteristics of the males who accounted for this population change. To determine this, we must drill deeper into the census tract data.

Census Tract Share of Population (Percent of Total) by Sex 1990 – 2000

		1990	% of Total	2000	% of Total
Tract 12.01	Male	437	41.7%	837	58.0%
	Female	611	58.3%	607	42.0%
	Total	1,048	100.0%	1,444	100.0%
Tract 12.02	Male	367	38.1%	413	41.7%
	Female	595	61.9%	577	58.3%
	Total	962	100.0%	990	100.0%
Tract 13.01	Male	646	42.3%	671	47.6%
	Female	882	57.7%	739	52.4%
	Total	1,528	100.0%	1,410	100.0%
Tract 13.03	Male	1,341	36.7%	1,469	40.3%
	Female	2,308	63.3%	2,173	59.7%
	Total	3,649	100.0%	3,642	100.0%
Tract 13.04	Male	1,272	44.7%	1,314	45.6%
	Female	1,571	55.3%	1,568	54.4%
	Total	2,843	100.0%	2,882	100.0%
Total Plan Area	Male	4,063	40.5%	4,704	45.4%
	Female	5,967	59.5%	5,664	54.6%
	Total	10,030	100.0%	10,368	100.0%

D. Population by Race

The racial composition of a population and the components of that change are also areas of concern to citizens, businesses and governments. Racial changes in local populations can trigger changes in many local variables such as neighborhood makeup, housing values, employment, unemployment and voting patterns.

How fast did racial groups grow from 1990 to 2000? Clearly the majority of the population growth in Durham County was generated by non-Whites and was not uniform along racial lines. The growth rate for Hispanics was 729.8% over the past decade, followed by Pacific Islanders at 618.2%, Asians at 128.1%, American Indians at 55.3%, African Americans at 30.2% and Whites at 3.5%. The growth rate for Asians and Hispanics increased tremendously although the absolute numbers are still relatively low countywide. Because of the new categories in the 2000 census, the changes in persons classified as “2 or more races” and “Other” will not permit direct comparisons with the 1990 census. We can infer, however, that the small percentage of the previous two categories in the 2000 Durham census does not significantly impact this analysis as the majority of residents in the Plan Area identify themselves as African Americans alone.

Although the Plan Area population grew by 3.4%, the growth was also not uniform across racial groups or census tracts. Hispanics grew by 1021.4%, Whites by 291.4% and American Indians grew by 5.3%. The growth rate for African Americans declined by a rate of (-3.8%) and by (-10.0%) for Asians.

The growth rate for Hispanics outpaced all other groups in all census tracts except 13.03. The growth rate for Blacks was positive in only two tracts – 12.01 and 12.02 – and negative overall.

Growth Rate by Census Tract by Race 1990 - 2000

	Total Tract	African American	White	American Indian	Hispanic
12.01	37.8%	25.2%	606.7%	200.0%	1640.0%
12.03	2.9%	1.1%	- 22.2%	200.0%	--
13.01	-7.7%	-12.7%	437.5%	----	1750.0%
13.03	-0.2%	- 1.4%	31.6%	- 44.4%	- 11.5%
13.04	1.4%	-14.2%	433.3%	- 57.1%	1939.1%
Total	3.4%	- 3.8%	291.4%	5.3%	1021.4%

Change in Race as Percent (Share) of Total Population 1990 – 2000

How did the racial composition change from 1990 to 2000? Durham County has been deemed one of the most racially diverse counties in the state because no one racial/ethnic group now has a majority. It is important to know the change in the percentage of population (share of population) for each racial group in the county and the Plan Area, independent of the growth rate for each group.

In Durham County, Whites ceased to be a majority – their share of population decreasing from 60.4% to 50.9% over the past decade. The percentage of Hispanic residents in the county grew from 1.2% to 7.6%, African Americans grew from 37.3% to 39.5% and Asians grew from 1.8% to 3.3%. American Indians' and Pacific Islanders' share of population grew from 0.2% to 0.3% and 0.01% to 0.04% respectively over the same decade.

The Plan Area also became more diverse overall and in each census tract. The share of population for African Americans decreased from 98.6% to 91.8% while Whites' increased from 0.9% to 3.5%, Hispanics' increased from 0.6% to 6.1% and Pacific Islanders' grew from 0% to 0.02%. There was no change in population share for American Indians or Asians.

Although the Plan Area grew in population by a modest 3.4%, the change in share was not uniform across the five census tracts. African Americans lost population share in every tract in the Plan Area as other racial groups gained share in almost every tract making the area more diverse.

While African Americans held the largest share of population in Tract 12.01 and increased in number of persons over the past decade, their change in share of population declined by (- 9.0%) as Whites and Hispanics gained 5.9% and 5.5% in share respectively. Whites and Hispanics moved into the St. Theresa neighborhood over the past ten years making it more diverse.

In Tract 12.02, both Blacks and Whites lost share and Hispanics increased share by a modest 1.1% in the Hayti neighborhood.

In Tracts 13.01 and 13.03, African Americans and Hispanics lost population as well as share. Whites gained in absolute numbers (although small) and gained in modest share as well.

In Tract 13.04 the share of Hispanics and African Americans appear to have displaced one another in almost equal proportions. African Americans lost the greatest number of persons and lost the greatest share of population in Old Pearson town. African Americans lost (-15.1%) in share, Hispanics gained 15.5% in share and Whites gained 4.9% here -- making Tract 13.04 the most racially diverse tract in the Plan Area.

E. Age Structure of Population

The age variable is also important because much of a population's behavior is age-based. Age data in the census can be cross tabulated with many other variables allowing a greater understanding of a population dynamics at the local level. We know that Whites as a group lost population over the past decade and now we can see the growth rates of different age groups. Whites lost population (negative growth) in all age groups under 39 years old except for the 22-24 age group where growth was flat. Whites gained population in the 40-59 and 70-85 age groups. Blacks gained population in all age groups except for the 18-19, 65-66 and 75-84 year old groups. Asians gained population in all age categories except the 75 -79 age group.

Age Distribution as Percent of Total Population

The change in the age structure of an area can have profound impact in the present and in the future. Every institution and business is affected by changes in the age structure of a population. Age groups ripple through time causing changes in local populations that impact personal decisions as well as the public distribution of resources. Changes in age structure can also be used to analyze trends in nations, states, counties and neighborhoods.

Young people represent the future of every society and the United States, North Carolina, Durham County and Black Durham all concluded the past decade with a smaller share of the population in the age groups under 5 years old. The Plan Area's share of children under 5 years old, however, increased from 7.1% to 7.4% from 1990 to 2000.

The share of persons 5-9 and 10-14 increased in all geographies including the Plan Area. There were almost five times as many 5-9 year olds in the Plan Area as in the county and almost twice as many as in Black Durham in 2000.

While the nation's share of 15-19 year-olds increased very slightly, this share decreased in North Carolina, Durham County, Black Durham and the Plan Area. The decrease in the Plan Area was greater than all other geographies – decreasing by 2.8%. Although the Plan Area experienced a decrease in share of population in the age groups 15-19 and 20-24, its share at 11.8% and 17.5% respectively were still 1.5 times the share for this age group in Black Durham and almost twice the share of this age group in Durham County. If the age group 15-19 is

further disaggregated into a 15-17 and 18-19 age groups, we note that the 15-17 age group gained share while the 18-19 age group lost share.

The share of 20-24 year olds decreased across all geographies and the Plan Area again decreased by a greater percentage than all other geographies -- decreasing by 1.4%.

The share of 25-34 year-olds decreased across the nation, the state, Durham County and Black Durham and in the Plan Area. Since this age group has been identified as being vital to the future workforce of an area, we will explore this group in greater detail below.

The share of age 40-54 year-olds grew slightly in all geographies as the tail-end of the baby boom generation passes through time. The share of 55-59 year-olds increased slightly in all geographies except for the Plan Area where this group registered a small decline in share of population.

The share of 60-69 year-olds decreased in all geographies possibly reflecting aging and retirement relocation. While the share of 70-74 year-olds decreased slightly nationwide, this group held steady in North Carolina but decreased in all county geographies.

The share of 75-85 year-olds increased or held steady in all geographies except in Black Durham and the Plan Area. Although this age group has decreased its share of population, the percent of 75-85 year-olds is slightly higher in the Plan Area than Black Durham and Durham County. The share of residents older than 85 is higher in the Plan Area than in all other geographies and this group registered an increase along with the nation, the state and Durham County. Black Durham overall experienced a slight decrease in share for this age group.

F. Age and Race and Sex in the Plan Area

Age and race characteristics give insight into changes in the Plan Area population over the past decade. We already know from the previous section about the growth rate and share of population of various racial groups – as groups. We have also observed the change in share of population between the sexes and age groups. To zero in on where and how change is occurring more definitively, we must look to the age/sex/race construct to observe the dynamics at the tract level. We can make some interesting observations at the tract level.

Black males between 20-21 and 30-49 were responsible for the population growth in Tract 12.01. And as black males were moving in, black females were moving out. The 100+ Whites who moved this tract were adults

between 22 and 44 years old with 6 children under 18 and a few elderly persons. Hispanics arriving were almost exclusively young adults between 18 and 44 years old with 12 children under the age of 18.

When 12 Hispanics moved into Tract 12.02 there were 6 adults between 30 and 39 years old with 6 children under the age of 18. African Americans only added 10 persons in this tract – again with males moving in and females moving out. There were 23 Hispanic adults in Tract 13.01 by 2000 and most were between 22 and 34 years old with 14 children under the age of 18.

Tract 13.04 experienced the greatest amount of migration from Hispanic families into the Plan Area. The total number increased from 23 in 1990 to 470 by 2000 --- a 1943.5% increase. Children under 18 increased from 9 to 120; the number of 18 year olds grew from none in 1990 to 32 in 2000; the number of 22 to 24 year-olds increased from 5 to 67; the number of 25 to 34 year olds increased from 3 to 145. Clearly the Hispanic entry into tract 13.04 along with the departure of African Americans was responsible for the change in age/sex/race structure of this census tract.

G. Change in Age Specific Populations

Age is such an important variable in demography that this study has chosen to highlight the dynamics in certain age cohorts because of their importance in the economy of the county and in the economy of Durham's African American community. The African American community has a unique cultural profile and this analysis will shed some light on the dynamics of those age groups and its significance in Durham.

Change in Young Adult Population 25 - 34

The prior focus on the baby boom generation, now aging out of the work force, has contributed to obscuring the reduction in size of the 25-34 year-old age group – the future workforce. Although the nation gained over 32 million persons from 1990 to 2000, all segments of the population did not grow. Two age groups – 20 to 24 and 25 to 34 year-olds, lost population nationally. While the 20 to 24 year-olds lost over 56,000 persons nationally, the 25 to 34 year-olds lost over 3.2 million persons -- significantly reducing the number of persons available for family formation and the workforce. The loss of population in this age group could be problematic for those local areas and regions competing to attract young workers who will eventually put down roots and start families. A recent study focusing on Richmond's competition for these workers stated:

“This group is the gold standard in the knowledge-based economy, and as a result, it is particularly critical for the long-term economic health of metropolitan areas. These young adults, men and women, have completed their

formal educations and acquired their initial work experiences. ...Once rooted in place, the likelihood of their moving to another state or metropolitan area will decline precipitously.” (The Young and the Restless: How Richmond Competes for Talent)

“In this environment of labor shortage, metropolitan areas of the United States are in effect in active competition for a limited supply of young workers, particularly those in the 25 to 34 year-old age group, the most mobile in the population.” (The Young and the Restless: How Richmond Competes for Talent)

While North Carolina did experience a gain in the number of persons between 25-34 years old, this total represents a decrease in the percent of this same age group from 1990 to 2000. In other words, although there are more 25-34 year olds in 2000 than there were in 1990, they represent a smaller share of the overall population of the state – a decrease in share of population from 17.1% to 15.2%.

Likewise Durham County’s share of 25- 34 year-olds decreased despite an increase in the total number of persons. The share of population for this group declined in Durham County from 20.2% in 1990 to 19.0% in 2000. Black Durham paralleled this trend, experiencing a decrease in share of population for this age group from 19.6% in 1990 to 17.2% in 2000. The Plan Area’s share of population also declined for this age group from 14.1% to 13.3% over the past decade. Of this age group, the age group 25-29 showed no change while the 30-34 year-olds accounted for the decrease in share of population. The share of 25 -34 year olds in the Plan Area is about 6% less than in the county – indicating less young persons available for work and family formation.

The previous section indicated that a reversal in the male to female ratio had occurred in Tract 12.01 from 1990 – 2000. The age distribution for that tract tells us that males aged 20 to 21 grew in this tract by over 300% and males aged 25 to 49 also more than doubled in this same time frame. At the same time, females aged 22 to 24, 25–29, 30–34, 35-39, 50-54 and 60-61 also declined by -13.3%, -48.1%, -22.9%, -8.2%, -30.8% and -37.5% respectively.

HOUSEHOLDS

A. Number of Households

The composition of households tells us what type of living arrangements we have in various housing units in a geographic area. Household composition is also a predictor of behaviors which are important to businesses, agencies and governments. While housing units are concerned with physical structures, households describe the

living arrangements of the persons occupying those housing units. Therefore, a household is considered an occupied housing unit.

Population In:	12.01	12.02	13.01	13.03	13.04
Households	1,050	990	1,408	1,808	2,876
Group Quarters:					
Institutional	391	0	0	0	0
Non-institutional	3	0	2	1,834	6
Total Group Quarters	394	0	0	1,834	2,882
Total Population	1,444	990	1,410	3,642	2,882

People not living in households live in group quarters, which can be institutional or non-institutional. The chart above describes the total population as a function of the number of persons in households and the number of persons not in households (group quarters). The Plan Area contains two census tracts with a significant number of persons living in group quarters – institutional and non-institutional. There were 391 persons counted in the Durham County Jail in Tract 12.01 and 1,834 students in group quarters at NCCU in 2000.

B. Household Size

Household size is the number of persons per dwelling. This increase or decrease in this ratio is important in predicting future household compositions that form the basis for a number of economic projections. Persons living in group quarters must be deducted from the population count before making this calculation, however. Average household size for Durham County was 2.4 persons per dwelling and 2.37 for the City of Durham in 2000. Plan Area household sizes in 2000 were 2.63 (Tract 12.01), 3.10 (Tract 12.02), 2.31 (Tract 13.01), 2.27 (Tract 13.03) and 2.62 (Tract 13.04).

ECONOMIC PROFILE

North Carolina Economic Profile

North Carolina is still largely the rural state that it was one hundred years ago. It has a few urban centers – Durham being one of them, which are islands in an otherwise agricultural state. North Carolina is also still largely a white state with African Americans comprising about 22% of the state's population and with a fast-growing Hispanic population. Even so, the social, economic and political conditions in the state are still largely a function of its rural majority and those living in more urban areas may be operating under an illusion of economic progress. Some significant findings about North Carolina include:

- Eastern North Carolina is the most depressed area of the state and continues to lose jobs
- The Triangle and other urban areas continue to attract residents from other parts of the state
- North Carolina is a fast-growing state but it really means that there are a few fast-growing counties – mostly in the Triangle, in Charlotte, along the coast and in the mountains
- North Carolina ranked 4th in migration from other states from 1995 – 2000 with the greatest migration from New York State
- North Carolina had the highest migration rate for Hispanics in the nation from 1995 – 1999 -- a 440% increase
- North Carolina was a favorite state for migration for retirees
- North Carolina lost and continues to lose manufacturing jobs to other areas – eroding the jobs that low-skilled residents used to depend on for a decent living
- State-wide median income for North Carolina declined between 2001, 2002 and 2003 from \$ 40,296 to \$ 38,972 to \$ 38,234 respectively
- North Carolina was one of seven states where the poverty rate rose between 2001 and 2003
- North Carolina's economy is growing more dependent on highly skilled labor than highly educated labor

Durham County Economic Profile

Durham has been blessed with many economic superlatives in job creation and high per capita income. It has consistently ranked at or near the top in many economic performance categories. However, other statistics reveal a paradox. In June 2002, Durham had more people in its workforce than at any other time in its history, yet there were more people *not* working than in the last couple of decades according to a North Carolina Employment Security Commission report. This paradox is best captured in the words of the Durham Chamber of Commerce's then-president

Tom White who stated "...we remain cognizant of the enigma of these new job announcements amidst widespread layoffs that have left many of our fellow citizens unemployed. We are committed to helping to ameliorate this paradox."

It appears that Durham's prosperity was not experienced uniformly by all of its residents. Behind the glowing reports lies the grim truth that employment and business opportunities in Durham are increasingly going to non-residents while residents swell the dependency rolls and the jails. How can Durham's economy create so many jobs when so many of its own residents are out of work – particularly African American residents? The explanation for this paradox is that Durham's residents are not getting these newly created jobs. Durham's resident workforce is not competitive in the Triangle region and more qualified workers from other counties are coming to Durham and getting the jobs that Durham's residents are not skilled enough to get. Furthermore, Durham's economy is not benefiting from the wages it exports to other counties and this imbalance is depriving Durham County of the revenue it would normally receive if these non-residents were county residents. Some significant findings about Durham's economy include:

- Durham was one of two counties that lost more residents to other counties than it gained. The other was Orange County. (identify source)
- 51% of Durham's jobs are held by residents of other counties (Durham Chamber of Commerce)
- Almost 70% of Durham Public School students are African American
- In the 2003 – 2004 school year, 578 students dropped out in grades 7 – 12, representing a 4% dropout rate and an increase from 3.9% in the previous school year. Durham exceeded the state average of 3.3%, which also increased from the previous school year.
- African American students represented 64% of the 2003 – 2004 drop outs in Durham according to "Durham's student drop out rate rises" February 3, 2005 Herald-Sun
- Durham's poverty rate increased to 13.4% (2000 census) despite having the highest per capita income in the state. This is up from 12.6% in 1998.
- In the Triangle, Hispanics account for 25% of all carpenters, construction workers, painters and food processing workers – while comprising 6.1% of the total population.
- For local Durham women, 15% have not graduated from high school and 60% have no college degree according to A Portrait of Durham County Women. The large number of women attending college from outside Durham obscures the fact that local women still need skills.
- Durham's median household income declined from \$ 43,337 to \$ 42,763 from 2000 to 2002 following the downward state trend according to ERS Economic Research Service.
- Although the unemployment rate dropped to around 3.3% in 2004, this is still double the rate from the 1990's. Also this rate does not include those persons who have stopped looking for work.

Durham County Income Distribution

In discussing the distribution of household income, it is helpful to group income data for meaningful analysis. Households earning between \$0 - \$ 44,999 were considered Lower Income, those earning between \$ 45,000 – \$ 74,999 were considered Middle Income, those earning \$ 75,000 - \$ 99,000 were considered Upper Income, those earning between \$ 100,000 - \$ 199,999 were considered Affluent and those earning \$ 200,000 or more were considered Super Rich.

Durham County had a total of 89,015 households according to the 2000 Census. Over half of the county's households (51.4%) earned less than \$ 45,000 and would be considered lower income. Another 25% earned between \$ 45,000 and \$ 74,999 and would be considered middle income. Just 10.5% of Durham County's households earned between \$ 75,000 and \$ 99,999 and would be considered upper income. Only 10.8% of Durham's households earned between \$ 100,000 and \$ 199,999 and would be considered affluent. Just 2.06% of households earned \$ 200,000 or more and would be considered rich.

Put another way, over half of Durham County's households earned less than \$ 45,000 and reflected Durham's roots as a working class town. Of those households earning less than \$ 45,000, black households totaled 21,319 versus 19,818 for white households – about a 7.5% difference. From this comparison it is apparent that almost as many White households as black households were considered lower income in the 2000 census. Within this range, the greatest disparity was in the income quartile "Below \$ 10,000" where Blacks comprised over 57% of this category versus 33% for Whites. These statistics highlight the reality of entrenched poverty for both groups in Durham County with the number of Black households almost double that of Whites in this category. Going up the income distribution ladder, Black and White household incomes were on parity except for the quartiles \$ 30,000 - \$ 34,999 where the number of Black households declined.

In the middle income distribution of \$ 45,000 - \$ 74,999, the disparity in the number of Black and White households increased. Within this range, White households were about 1.5 times more numerous than Black ones. In the upper quartile of this category, White households outnumbered Black households almost two to one as the disparity in household income started to climb. But in absolute numbers, this middle income category was still only half the size of the lower income category for the entire county.

For those households earning \$ 75,000 - \$ 99,000, which is considered upper income, White households outnumbered Black households by almost three to one. The disparity in household income was very apparent here. But again, the absolute number of households in this range (9,355) represented only 10.5% of all county households. In the category of \$ 100,000 - \$ 199,999, Black households comprised a fraction of this category. The disparity increased from three times to five times between Black and White households in this range. The percentage of households who earned \$ 200,000+

was tiny -- comprising just 2.06% of all Durham County households. In this range, White households outnumbered Black households by almost eight to one.

Durham County Median Household Income Distribution

The median household income for Durham County was \$ 43,337 in 2000. Durham ranked fifth highest in the state in median household income in 2000 – representing 110.6% of the state median income of \$ 39,184. In general, Black median income lagged behind all other racial groups in 26 out of 53 census tracts. Black median household income exceeded that of all other racial groups in only two tracts - 18.04 and 18.05. The median household income for Hispanics exceeded that of African Americans in over half of Durham’s census tracts -- 28 out of 53. Hispanic median household income also exceeded that of Whites in a third of Durham’s census tracts --18 out of 53.

Plan Area Economic Profile

Household income for Plan Area residents in 2000 was heavily skewed toward the Lower Income range. Over 80% of Plan Area residents would be considered Lower Income, another 15% would be considered Moderate Income, 3% would be considered Middle Income and 2% would be considered Upper Income. A significant number of households also live below the poverty level – with at least one tract exceeding 44% of residents living below the poverty threshold.

Employment

Plan Area workers (ages 16+) are employed in health care and social assistance jobs, followed by accommodation and food service and educational services. Manufacturing and retail trade are also employment sectors for the Plan Area.

Unemployment figures in the Plan Area are higher than Durham County figures in any given time period. Although both local governments acknowledge this disparity, little has been done to measurably reverse this trend. Ted Conner of the Durham Chamber of Commerce again stated in the April 2005 issue of North Carolina Citizens for Business and Industry that:

“A segment of our population is not sharing in the prosperity and we need to do a better job with that.” Conner is referring to the high percentage of economically deprived and low skilled African American county residents.”

EDUCATION

Education statistics for African Americans students in the Durham Public Schools (DPS) have been cause for concern for well over a decade. Lagging test achievement scores, high suspension rates, high truancy rates and high dropout rates are symptoms of underlying issues driving the achievement disparity between African American and other students. Not all the issues are directly attributable to students, however. Administrative issues governing the distribution of resources to specific schools, the closing of inner city schools, the construction of new suburban schools, use of Title I federal monies, teacher assignment, teacher turnover and teacher pay are equally important in determining educational outcomes for DPS students.

The release of annual end-of-grade and end-of-course test results underscores the challenge of educating *all* the children in the Durham public school system. The annual release of test scores using the federal No Child Left Behind (NCLB) criteria has been a sobering experience for Durham school administrators who've spent considerable time spinning media stories about Durham's success in closing the achievement gap – most likely in anticipation of the impending bad news each year after test results are released. Superintendent Denlinger was quoted in a July 10, 2003 Herald-Sun article as saying *"We have done exactly what we said we were going to do, which was to accelerate the progress of our lowest-performing kids, but without sacrificing the success of our higher-performing kids."* The tabulation of the test results, however, sheds some suspicion on this premature proclamation. Federal test results just received this summer show even more DPS schools not meeting federal guidelines for all subgroups since last year. And whether you believe that the superintendent's statements are true or that the real depth of the disparity has yet to be revealed, the fact still remains that the entire state is struggling to meet the new standards.

Even before NCLB went into effect, African American children were lagging behind other groups in most Durham schools. Eastway Elementary, while not in the Plan Area is an instructive example of what happens in schools located in low-wealth neighborhoods. Eastway is a Title I (high poverty) school located on Alston Avenue. Eastway has been in academic trouble almost since it first opened in 1996. The state's evaluation of Eastway placed it at the bottom of the performance ladder on its first ABCs report card in 1997. Since that time, Eastway has been the recipient of various state-imposed interventions such as the assistance team assigned to the school in 1999. Eastway has been under an increasing array of sanctions that included student transfers to higher performing schools and tutoring outside the regular school day. Also complicating Eastway's situation is the fact that the school has a growing Hispanic population which places it under the additional burden of English language proficiency under NCLB. And Eastway is not alone. Other elementary schools such as George Watts and W. G. Pearson have also had the "low performing" designation due to low test scores.

Critics have charged that DPS has not done enough to help at risk students who lag in achievement. Critics have also charged that DPS has pushed black students into special education classes and even suspended them to exclude them

from testing requirements in order to boost test scores. A July 30, 2003 Herald-Sun article confirmed the disparity in suspensions between white and black students along with the disparity in dropout rates between high schools. It stated *"The good news was tempered, however, by statistics showing that a persistent gap in suspensions given to black and white students actually grew larger in the past year."* Black students received 84% of DPS suspensions in 2003.

And again, whether you believe that DPS was guilty of such manipulations or that the 34% increase in the dropout rate for 2001-02 was due to "revised reporting procedures" of DPS, the News & Observer reported on February 5, 2003 that *"Of the six Triangle school districts, Durham was the sole district to report an increase in the dropout rate between 2000-01 and 2001-02. In 2000-01, its dropout rate was 4.63 percent."* The DPS explanation that the dropout rate at Hillside decreased from 9.4% in 2001-02 to 7.5% in 2002-03 was little consolation when this rate is almost twice the rate of the entire school system. The continuing relocation of career programs to suburban schools and the elimination of other programs have also fueled complaints that DPS is eliminating vocational classes in inner city schools where black students are most concentrated and where black students, some of whom are not college bound, can acquire skills and achieve some success. The culinary arts program was moved from Hillside to Riverside for the upcoming school year and Hillside's child care program was also closed.

The CIS program, which had smaller class sizes and was created precisely to aid at risk students, was also closed several years ago although it was the only non-elementary school that met NCLB requirements in DPS in that year. When DPS officials stated in a July 22, 2003 Herald-Sun article that the reason for closing the school was that its students were not making *"...an acceptable degree of progress"*, their rationale again casts doubt on DPS's commitment to at risk students. CIS was the only non-elementary school to make Adequate Yearly Progress (AYP) under NCLB. Students at CIS did this by making the prescribed gains in reading and math although they fell short of the minimum standard. Instead of closing the school, perhaps DPS should look to CIS to determine how at risk students were able to make such progress when few other schools were able to do so. Perhaps it was the smaller class size or the skill of the teachers that accounted for these results. Whatever it was, it would behoove DPS to recreate it in other classrooms throughout the system.

Removing such programs from inner city schools will hasten overcrowding in suburban schools where these programs will ultimately reside. Conversely, removing these programs will continue to decrease enrollment in inner city schools some of which are under capacity. It is misleading for DPS to say that the entire Durham school system is overcapacity when these decisions, along with its liberal transfer policy, have created this imbalance.

And on top of these complaints, some African Americans fear that economic re-segregation could occur if children of higher income parents are assigned to new suburban schools while children of poorer parents are relegated to inner city schools -- effectively returning Durham to the same situation it faced prior to school merger. Only this time the separation would be based on economics and not on race. Economic segregation is not illegal – but it is a highly objectionable way

to use public tax money to create a quasi-private school system within our public school system. A June 22, 2003 Atlanta Journal article “Black Schools White Schools” stated that:

“Duke University researchers found that even in integrated schools, black students are placed in classes with the least experienced teachers. And UNC sociologist Roslyn Mickelson found that academically qualified black students are not steered into the accelerated classes”.

In light of these concerns, DPS administrators have stated they will accelerate the performance of students on the bottom without sacrificing the achievement for those at the top. This is school-speak for how a school system that’s majority black can keep white students enrolled, comply with state and federal guidelines and still market itself competitively with other cities. One thing is for sure --- DPS can no longer massage average and composite test scores to obscure the truth about the school system’s performance as it has done in the past. When you add ABC to NCLB, it appears that the chickens have come home to roost for everybody.

EXISTING CONDITIONS

Overview

The Plan Area lies completely in Durham's Urban Tier and a portion of the Plan Area also lies in the Downtown Tier. A portion of the Plan Area is proposed for inclusion in the Compact Neighborhood Tier pending approval of the Unified Development Ordinance (UDO). The Plan Area is characterized by varying population densities and a mix of uses in close proximity with one another. It is contiguous to downtown Durham and lies between the central city and the fast-growing South Durham suburban tier near Interstate 40. Not only is Fayetteville Street is the primary commercial corridor running through the center of the Plan Area from NC Highway 147 to Cornwallis Road but it also comprises one of the four gateways into downtown Durham. Fayetteville Street is also a major north-south connector through Durham County, ending at Hwy 751 which is almost in Chatham County.

Alston Avenue forms part of the commercial boundary to the east and South Roxboro Street forms part of the commercial boundary to the west. The Plan Area contains characteristics common to urban tiers such as small lots, common setbacks and proximity of uses. All commercial corridors in the Plan Area contain a mix of commercial and residential uses which present a constraint to the integration of uses outlined in the Comprehensive Plan as the Plan Area grows. The Plan Area also contains a number of non-conforming uses that have been grandfathered under the current Comprehensive Plan for a time, a Local Historic District overlay zone along Fayetteville Street, a Downtown Development Overlay District and a Rail Transit Overlay.

The neighborhoods comprising the Plan Area are surprisingly stable given the progressive disinvestment in these communities over the past fifty years. The Hope VI Revitalization Plan states on page 8 that "The neighborhoods to the south and east of the revitalization area are stable residential communities." Some neighborhoods have suffered greater disinvestment than others and contain a number of vacant and boarded up structures. Demographic aging trends, stagnant economic condition of residents, deterioration of physical structures, institutional encroachment, potential gentrification and the absence of public infrastructure investment are threats to the renewal of these neighborhoods.

Neighborhood assets include affordable housing, a mixture of historic and architecturally diverse structures, proximity to major employment centers, access to major highways and interstates, access to educational and health institutions and parks/recreational facilities. The Plan Area's growing business sector has provided over 300 jobs in the past decade and the number of businesses has grown from approximately twenty after urban renewal to over one hundred today.

The demographic profile of the Plan Area reflects a stable, moderate to middle income population with attributes similar to those of Durham County. However, the slightly larger household size, population density and student population growth represent additional potential within this area for residential and commercial development. The Market Study indicates housing demand across a variety of income ranges, including higher income households. The commercial areas are well positioned to capture additional retail potential from more affluent households who are present in the Plan Area and in the daytime market. Although the Plan Area has had more moderate income growth than Durham County, its unique demographic profile make it ideal for businesses than can capitalize on ethnic and racial diversity.

Focused and sustained public and private investment can capitalize on the strengths already present in the Plan Area, reverse decades of disinvestment and provide business opportunities and employment for area residents.

Existing Land Use

The existing land use pattern in the Plan Area is consistent with that in the Urban Tier. While existing land use reflects the predominant residential nature of the Plan Area, development pressure from institutions and market needs have resulted in the juxtaposition of different land uses and densities within the Plan Area. Residential uses reflect the largest type of land use as well as the greatest variety of densities in the Plan Area. Commercial uses also reflect some variation in density, intensity and spacing with neighborhood commercial uses predominating and serving immediate neighborhood economic needs at or near neighborhood commercial nodes – although some are located mid-block. Institutional and office uses are present in the Plan Area serving the health, welfare, educational and recreational needs of a variety of Plan Area residents, including students. Industrial uses exist along the Pettigrew Street rail corridor at the northern boundary of the Plan Area. Natural resource and open space use is also found in the Plan Area. The charts below highlight some of the Plan Area’s land use features.

The UDO will propose major changes to Plan Area land use in the form of compact neighborhood zoning. While these changes will not alter current zoning, they will become law for future land use at such time as the government or market forces move to implement them. This process has serious implications for African Americans in the Plan Area and in southeast Durham being “planned out” of their homes in the near future. Development pressure from state and local governments in addition to market forces will continue to be exerted on the Plan Area and southeast Durham as the city’s population grows.

Existing Land Use Features by Neighborhood

Neighborhood	Commercial Corridors	Community Corridors	Activity Centers	Neighborhood Commercial Nodes	Commercial Growth Centers	Neighborhood Growth Centers	Major Housing Sites	Transit Corridors	Transit Station
Historic Hillside	Fayetteville St.	Otis Street		Fayetteville St. & Lawson St.					
Hayti	Fayetteville St.	Lakewood Ave S. Roxboro St. Alston Avenue	Hayti Heritage Center	Fayetteville St. & Lakewood Ave.	Fayetteville St. from NC HWY 147 to Umstead St.	Fayetteville St. Apts. Whitted School	Fayetteville St. Apts. Rolling Hills	Alston Avenue Pettigrew Street	Alston Avenue Station
Hillside Park	Fayetteville St.	S. Roxboro St.		S. Roxboro St. & Lawson St.	S. Roxboro St. from Enterprise St. to Dunstan St.				
Oak Grove	Alston Ave.			Linwood Ave. & Alston Ave.					
Massey-Linwood	Fayetteville St. Alston Ave.		W D Hill Center	Fayetteville St. & Massey Ave.					
North Carolina Central University	Fayetteville St. Alston Ave.	Lawson St.	B N Duke Auditorium	Fayetteville St. & Lawson St. Cecil St. & Alston Ave.	Alston Ave.				
Old Stokesville	Fayetteville St.	Linwood Ave.		Fayetteville St. & Linwood Ave.	W. G. Pearson School				
Old Pearsontown	Fayetteville St.	Burlington Ave.		Fayetteville St. & Pilot Street			Mutual Heights		
Otis Street	Fayetteville St.	S. Roxboro St.		Fayetteville St. & Pilot Street					
Red Oak	Fayetteville St.	S. Roxboro St.		Fayetteville St. & Pilot Street			Cornwallis Court Apts.		
Southside	S. Roxboro St.			S. Roxboro St. & Lakewood Ave.		Fargo Street South Street			
St. Theresa	S. Roxboro St.	S. Roxboro St. Lakewood Ave.		S. Roxboro St. & Lakewood Ave.		Hillside Avenue Chestnut Street	Forest Hills Heights Apts.		

Existing Residential Land Use and Density by Neighborhood

Neighborhood	Low Density Residential	Medium Residential	High Density Residential	Compact Neighborhood Density	Downtown Design Overlay	Transit Overlay
Hillside		X				
Hayti		X	X	X	X	X
Hillside Park		X	X			
Oak Grove		X				
Massey-Linwood		X				
North Carolina Central University		X	X			
Old Stokesville		X				
Old Pearsonstown		X	X			
Otis Street		X				
Southside		X				
St. Theresa		X	X			

Residential Land Use

Residential Land Use in the Plan Area reflects the predominance of medium density residential use which allows one to six housing units per acre. Typical dwellings include single family homes, two-family (duplex) homes and three-family (triplex) homes. Although a mix of residential uses exists, single family dwellings dominate in certain neighborhoods such as Hillside, Massey-Linwood, Oak Grove, Old Stokesville , Otis Street, Red Oak and Southside. The Plan Area also contains one planned unit development in the Hayti neighborhood with a mix of residential uses and variable densities.

Neighborhoods with commercial corridors along Fayetteville Street, South Roxboro Street and Alston Avenue contain residential uses with a mix of medium and high densities that support the market needs of these neighborhoods and commercial corridors. Medium density use allows six to twelve dwelling units per acre in the Urban Tier. Typical dwellings are located throughout the Plan Area and include apartment buildings and complexes of varying densities in the Hayti, Hillside Park, St. Theresa and Old Pearson town neighborhoods along with public housing locations in the Hayti and Red Oak neighborhoods.

Commercial Land Use

Commercial uses exist in the Plan Area primarily at commercial nodes in neighborhood commercial corridors and at some mid-block locations. Densities vary from neighborhood-scale uses along the Fayetteville Street and South Roxboro Street corridors to more intense commercial use in the Hayti Commercial District. Typical neighborhood commercial uses are found adjacent to residential areas and contain free standing buildings and converted residential dwellings satisfying specific market needs, such as beauty parlors, barber shops, service stations, repair shops, funeral parlors and restaurants. Shopping center uses are found at commercial nodes and depict a more organized development pattern providing a wider range of retail and service activities that serve many neighborhoods. Examples of these uses are strip shopping centers and plazas on Fayetteville Street, South Roxboro Street and Alston Avenue.

Commercial uses also exist in the Plan Area that provide public services to area residents such as churches, public parks, hospitals and medical clinics, clubs and lodges, libraries, schools and universities and day care facilities.

Although commercial uses also exist in the Plan Area between the rail corridor and the NC Hwy 147, an analysis of this area is beyond the scope of this plan. More detailed development plans for this area can be found in the Downtown

Durham Master Plan and related documents. The area does contain, however, a U-Haul facility and Scarborough & Hargett Funeral Home which Durham County is trying to acquire for the expansion of county facilities.

Office & Institutional Land Use

Typical office and institutional uses in the Plan Area serve schools, health facilities and other public facilities. These uses are located along Fayetteville Street and South Roxboro Street.

Industrial Land Use

Light industrial uses exist between the Pettigrew Street Rail Corridor and the Durham Expressway at the northern boundary of the Plan Area. Light industrial use also exists between Grant Street and the railroad line and is occupied by the John Avery Boy's Club.

Natural Resource and Open Space Land Use

The American Tobacco Trail forms part of the western boundary of the Plan Area from Blackwell Street to South Street. Beyond South Street the trail continues south through the Plan Area where it crosses Fayetteville Street just north of Pilot Street.

Current Land Use Plan

Insert maps

Existing Zoning

The UDO, which is projected to be adopted in the fall of 2005, will implement a number of zoning changes. In some cases, current zoning does not support the current land use or the land use desired by community residents. The Fayetteville Street Plan proposes zoning changes that will bring zoning and land use into better alignment as well as support the desired development objectives of community residents – particularly, protecting the local character of Plan Area commercial districts and the historic nature of the surrounding neighborhoods. A chart summarizing existing zoning classifications is shown below.

Existing Zoning by Neighborhood

Neighborhood	R-3	R-5	R-8	RM-8	RM-12	RM-16	RM-20	PDR 5.12	OI-2 And OI-2 (D)	NC	SC (D)	GC	I-2	Historic District Overlay	Downtown Development Overlay	Interim Transit Overlay
Hayti	X			X	X			X	X		X	X	X	X	DDO-3	Alston Avenue Station
Hillside	X	X							X	X						
Hillside Park	X				X		X			X				X		
Oak Grove	X	X								X						
Massey-Linwood	X	X			X					X				X		
North Carolina Central University	X	X			X									X		
Old Stokesville	X				X				X	X				X		
Old Pearsonstown		X			X	X			X	X		X				
Otis Street		X														
Red Oak	X	X		X	X											
Southside	X	X														
St. Theresa	X			X	X					X						

The Plan Area contains the existing zoning classifications for the City of Durham. The Fayetteville Street Plan proposes a change in those zoning designations highlighted in red.

- Residential Zoning Classifications

The Plan Area contains medium density residential structures, primarily single family homes on individual lots. The Plan Area also contains medium and high density multi-family dwellings. There is one Planned Unit Development (PUD) in the Plan Area.

- R-3 This zoning classification, Residential 3, provides sites for a mix of single family detached, duplex attached and triplex attached dwellings along with other uses that complement the residential nature of the district.
- R-5 This zoning classification, Residential 5, provides sites for a mix of detached dwellings of medium density along with other uses that promote residential development.
- R-8 This zoning classification, Residential 8, allows for detached dwellings of medium density.
- RM-8 This zoning classification, Multifamily Residential, allows for sites for multi-family dwellings of medium density with a maximum density of eight units per acre, which can be attached or detached.
- RM-12 This zoning classification, Multifamily Residential, allows for sites for multi-family dwellings of medium density with a maximum density of twelve units per acre.
- RM-16 This zoning classification, Multifamily Residential, allows for sites for multi-family dwellings of high density with a maximum density of sixteen units per acre.
- RM-20 This zoning classification, Multifamily Residential, allows for sites for multi-family dwellings of high density with a maximum density of twenty units per acre.
- PDR 5.12 This zoning classification, Planned Unit Development, allows for sites that need design flexibility and variable densities. This classification can contain a variety of different dwelling types and makes efficient use of land and open space.

- Transitional Office and Institutional-1 Zoning (O&I-1)

This zoning classification allows for low intensity office and institutional uses in close proximity to low density residential areas in order to assure compatibility with adjacent development types. Currently there are no parcels zoned as O&I-1 in the Plan Area.

- General Office and Institutional-2 Zoning (O&I-2)

This zoning classification provides for moderate to high intensity use and is intended for employment and community service activities. This classification includes schools, recreation centers, libraries, health centers and churches. This classification with a D suffix requires that a development plan accompany the zoning application. The Plan Area contains one City of Durham community center – W. D. Hill, one library - Stanford L. Warren, which is currently closed for renovation and one health facility – Lincoln Community Health Center. All three facilities are located in the Fayetteville Street Historic District. The Plan Area contains five secondary schools operated by the Durham Public Schools – three elementary (W. G. Pearson, C. C. Spaulding and Fayetteville Street), one middle school (James E. Shepard) and one high school (Josephine Dobbs Clement) on the campus of the regional university, North Carolina Central University.

- Neighborhood Commercial Zoning (NC)

This zoning classification provides for commercial centers in close proximity to residential areas and offers limited commercial uses to satisfy the needs of the immediate neighborhood.

- Shopping Center Zoning (SC)

This zoning classification provides for a concentration of commercial activities with an overall design scheme and providing a wider range of retail and service activities that serve many neighborhoods. Preferred locations are at major intersections that can handle traffic impacts of such developments.

- General Commercial (GC)

This classification provides for a variety of commercial activities that are designed to be served by major thoroughfares. The property zoned under this classification should be of sufficient size and depth while able to maintain safe traffic flow.

- Light Industrial (I2)

This zoning category provides for a wide range of light manufacturing, warehousing and wholesaling activities as well as some office and support services. The Plan Area contains a small portion of industrial zoned land along the Pettigrew Street rail corridor from Grant Street on the east boundary of the Plan Area to Carr Street on the west boundary.

- Natural Resources and Open Space

The Plan Area contains three parks – Hillside Park, Linwood Avenue Park and Elmira Park. The American Tobacco Trail also forms part of the western boundary of the Plan Area from Blackwell Street to Fayetteville Street and provides pedestrian access to the Plan Area at Enterprise Street and Fayetteville Street.

Existing Overlay Districts

Overlay districts are used to achieve specific outcomes by imposing specific requirements in addition to existing zoning requirements for certain areas. These additional requirements can add greater restriction to or greater relaxation of existing zoning ordinances to achieve specific development outcomes in these areas. The Durham Comprehensive Plan recognizes three types of overlay districts in the Plan Area – historic district overlay, downtown design overlay and transit corridor overlay.

Historic District Overlay

The Historic Preservation Element of the Durham Comprehensive Plan identifies historic preservation as Goal 5.1 to “Provide for the identification, protection and promotion of historic resources as an integral component of quality growth in Durham.” This plan designates an historic overlay district for historic preservation in the Plan Area along Fayetteville Street from Umstead Street to Nelson Street. This local district, the Fayetteville Street Historic District, is specified in Objective 5.1.2.a.v of that plan. The historic district plan also acknowledges the challenge of integrating additional commercial development in a predominantly residential area. In addition, the Fayetteville Street Historic District Preservation Plan highlights the following unifying elements along with recommendations for their implementation in the historic district:

- Enhance landscaping particularly with mature street trees and establish a theme
- Enhance architectural character through proper selection of design elements
- Maintain linear street layout to promote uniformity
- Maintain common building setbacks
- Enhance small front lawns with additional vegetation such as flowering shrubs (azaleas, dogwoods, crepe myrtles)
- Maintain concrete-over-brick separating walls
- Maintain granite curbs
- Preserve the mass and scale of the existing neighborhood when designing new structures

The Fayetteville Street Historic District Preservation Plan highlights the following needs and challenges in stating that “Improvements to lighting, sidewalks and landscaping will help to make the area more livable and desirable.”

- Lack of significant vegetation due to small lot sizes
- Sidewalks on both sides of Fayetteville Street are narrow and in need of repair and widening
- Deterioration of some structures
- Difficulty of some property owners to maintain or replace historic exterior elements
- Determination of compatible uses for vacant parcels within the historic district
- Evaluation of new institutional uses for impact on the neighborhood before approval
- Integration of planned rail station with other transportation modes
- Need to refocus on pedestrian amenities

While the preservation plan recommends OI-2 zoning in the above area, the Fayetteville Street Plan recommends a reduction in intensity to OI-1 on Fayetteville Street between Simmons Street and Linwood Avenue.

Downtown Design Overlay Districts (DDO)

The Downtown Design Overlay District is intended to “...provide for a transition of uses between the Downtown Historic District and nearby uses, which surround downtown.” The Plan Area contains a Downtown Design Overlay District 3 (DDO-3) running from NC Highway 147 south along Fayetteville Street to Piedmont Avenue. This district allows a transition from the higher density and height provisions in DDO-2 in the downtown area to less intense uses in the adjacent neighborhood commercial and residential neighborhoods in the Plan Area.

DDO-3 characteristics govern development through the management of the following elements:

- Setback requirements
- Height limitations
- Density requirements
- Permitted uses
- Buffer and Landscaping requirements
- Parking and street requirements
- Urban public space and streetscape
- Signs

Hope VI Revitalization Overlay

The HOPE VI Revitalization Overlay is contiguous to the Plan Area on the east boundary along the Pettigrew Street rail corridor. Under this plan, Fayetteville Street has been identified as one of two significant gateways into the northeast central Durham area. The HOPE VI Plan calls for gateway improvements one block north of NC 147 at Fayetteville Street and Main Street, as well as improvements near the rail corridor along Pettigrew Street. The HOPE VI Overlay also proposes office development in the area where the John Avery Boys Club is now located.

Rail Corridor Overlay

A Transit District Overlay was created around the proposed Alston Avenue Rail Station to facilitate compact neighborhood development and transit access around rail stations. Although the proposed Alston Avenue Station is just outside the Plan Area, the City of Durham approved this overlay district in 1999 for transit supportive development within ½ mile of the rail station. This overlay impacts the Plan Area in the I-2 zone along Pettigrew Street and the RM12 zone along Pettigrew and Grant Streets with proposed high density land use and zoning of the Fayetteville Street Apartments.

Existing Housing Conditions

The Plan Area contains some of the city's oldest housing stock but it is has also been identified as the most affordable by the Durham Comprehensive Plan.

Housing plays such a crucial role in an area's development simply because people need a structure to live in. The physical form of the housing as well as its condition and distribution throughout an area make housing a key variable in economic development. The housing section of this analysis will assess the existing amount and condition of the housing stock, as well as projected trends on structure type, age, occupancy, tenure (owner and renter status), condition, vacancy, location and affordability. Future demand for housing has also been quantified relative to the existing housing supply. In addition to these items, this analysis will explore weaknesses in the housing stock and identify opportunities (policies, incentives, etc.) that would improve the quality of life in the Plan Area.

Inventory and Analysis

A. Housing by Structure Type

Total Number of Housing Units

Durham County gained 17,742 housing units from 1990 to 2000. The housing stock of the Plan Area, however, decreased by 111 units or by 3% over the past decade. Moreover, each tract in the Plan Area experienced a decrease in the total number of units. The decrease was the greatest in Tract 13.01 which lost 70 units followed

by Tract 13.03 which lost 20 units. Additionally, the loss in all tracts was consistent between owner-occupied and renter-occupied unit except in Tract 12.02 which experienced a 61.5% increase in owner occupancy from 1990 to 2000.

North Carolina experienced a slightly higher growth in housing units (25.0%) than Durham County's increase of 22.8% over the past decade. The Plan Area's housing stock declined by 3.0% during the same time period ?? Tracts 13.01 and 13.03 experienced the greatest decline in total units – 8.4% and 2.3% respectively.

Pressure from North Carolina Central University has also contributed to a loss in the number single family detached units since 2000 and an increase in group quarters.

Housing Mix

The large number of multi-family units in Durham and the Plan Area is both a reflection of Durham's history and its past development policies. Durham, when compared to Raleigh and Chapel Hill, was primarily a working class town and its infrastructure still reflects that tradition. Durham's factory workers, both African American and White from prior generations, lived in rental housing and often multi-unit housing. Whether that population lived in Hayti, East Durham or West Durham, the legacy of Durham's manufacturing base is reflected in its housing stock. Durham, according to New Snapshot of North Carolina's Population and Housing Report released on May 23, 2001, the highest percentage of renter-occupied housing (45.7%) of all the counties in North Carolina in the 2000 census. This report also indicated that Durham experienced an increase in household size for renter-occupied housing units from 1990 to 2000.

Single Family Housing

Single family housing represented 62.4% of the county's total housing stock and 52.6% of the Plan Area's housing stock according to the 2000 census. Over 57.1% of these single-family residences were detached structures in the county and 49.5% in the Plan Area. Although the majority of single family homes were detached in the county and the Plan Area in 2000, the percentage of multi-family dwellings is still significant. The share of single family attached units comprised 5.3% of the county's total units and 3.1% of the Plan Area's total units.

Growth of single family housing units was 23.6% for detached and 33.4% for attached units in Durham County. The county experienced a greater growth rate in attached units than detached units but the absolute number of attached units is still low. The growth of single family detached units in the Plan Area was almost flat at just 3.0%

while 48 attached single family units were lost, representing a negative growth rate of -30.0%. Additional single family units were added on Shirley Caesar Place and in the Rolling Hills Subdivision (Tract 12.02) in the past decade and on Jubilee Lane since 2000 (Tract 13.03). The census data bears out these changes in Tract 12.02.

Multi-Unit Housing

As stated above, Durham County has the highest percentage of renter-occupied housing units in the state. Although owners may occupy some multi-unit housing, the overwhelming majority of multi-family units are occupied by renters. According to the 2000 census, multi-family housing units totaled 34,353 in Durham County and represented 36.0% of the housing stock.

Multi-family housing units in the Plan Area totaled 1,707 and represented 47.0% of the housing stock in the Plan Area. Multi-family housing represented almost half the housing stock of the Plan Area compared with 36% of the county. While the number of multi-family housing units increased by 6,421 in the county, the total decreased by 92 to 1707 in the Plan Area across all unit sizes.

The largest concentrations of large multi-unit housing structures in the Plan Area are Fayetteville Street Apartments in Tract 12.02 and Cornwallis Court Apartments in Tract 13.04 – both representing public housing in the Plan Area. Fayetteville Street Apartments present an opportunity for redevelopment consistent with neighborhood interests in the Plan Area. Fargo Street Apartments were completed in the late 1980s and represent another concentration of multi-family housing in the Plan Area along Ivy Commons Apartments on Pilot Street.

Other Housing Types

Other housing types include manufactured housing, mobile homes and boats. The number of units of this type housing decreased in Durham County from 1,914 units to 1,553 units from 1990 to 2000. The share of this type housing for Durham County decreased from 2.5% in 1990 to 1.6% in 2000. The number of mobile homes increased in the Plan Area from 0 to 13 units from 1990 to 2000 and all 37 units of other type of housing completely disappeared.

B. Housing by Occupancy and Tenure

Occupancy Status by Tenure

The distribution between owner-occupied and renter-occupied housing units was very similar between Durham County and North Carolina from 1990 to 2000. Both North Carolina and Durham County's share of owner-occupied housing units increased by 26% and the share of renter-occupied housing units increased by 19%. The percent of owner-occupied housing units in the Plan Area decreased by 8.3% and renter-occupied housing units in the Plan Area decreased by 3.7%. One factor affecting the growth in housing is the availability of land either through the development of undeveloped tracts or the redevelopment of existing areas.

Vacancy Status of Housing Units

Durham County's share of vacant housing units as a percent of total units decreased to 6.7% in 2000 from 7.0% in 1990 although the number of vacant units increased during the same time period. The Plan Area's share of vacant housing units increased from 9% of total housing units to 11.2% of total housing units in the same period.

Vacancies in the Plan Area increased in all census tracts except in Tract 12.02 which experienced a decline in the vacancy rate by 15.8% over the past decade. The largest increases in the vacancy rate occurred in Tracts 12.01 (38%) and 13.01 (28.2%). The share of vacant units as a percent of the total housing units increased in all tracts except in Tract 12.02 which experienced a modest decline in share from 5.6% to 4.8%.

A review of the vacancy rates for the Plan Area revealed that the vacancy rate for homeowners was 12.5% in Tract 12.01 and was the vacancy rate for homeowners in Tract 13.01 was 13.6% compared to single digit rates for the other tracts and for the county.

Existing Transportation Conditions

Arterial Road System

The Plan Area is bounded by NC Highway 147 on the northern border, Alston Avenue (NC Hwy 55) on the eastern border, Cornwallis Road on the southern border and South Roxboro Street on the western border. Fayetteville Street (NC State Road 1118) bisects the Plan Area and continues south almost to the Chatham County line. Fayetteville Street is also an alternate surface route to the Research Triangle Park.

NC Highway 147

NC Highway 147, also known as the East-West Expressway and the Durham Freeway, is classified as a principal arterial and provides the highest level of movement at the highest speed for the longest uninterrupted distance. NC Hwy 147 handles over 68,000 cars per day east of Fayetteville Street and provides direct access to Fayetteville Street from the east. Access to Fayetteville Street from the west is achieved through a series of access roads. NC Hwy 147 is ranked as the 25th busiest highway in the state at the Fayetteville Street exit and the fifth busiest road in the Triangle according to the Triangle Business Journal's Book of Lists 2005.

NC Highway 55

NC Highway 55, also known as Alston Avenue is also a principal arterial that forms part of the eastern boundary of the Plan Area. Plans are underway to widen Alston Avenue north of NC 147. Alston Avenue in the Plan Area carries _____ cars per day and also provides neighborhood access to collector and local roads.

Arterial Roads

Fayetteville Street (State Road 1118) is a minor arterial providing intra-community access and access to the highway system. Minor arterials provide service for moderate lengths and with a lower level of mobility. It is a medium speed (30-40 mph), medium capacity (10,000 – 35,000 average daily trips) roadway. Fayetteville Street carries over 17,000 cars per day between NC Hwy 147 and Lawson Street and provides connectivity with local streets in the Plan Area. North of the NC Hwy 147, the HOPE VI Revitalization Plan proposes to slow traffic on the Fayetteville Street/Elizabeth Street corridor to re-establish this redevelopment area as a neighborhood – a quality already present on Fayetteville Street in

the Plan Area. While Alston Avenue and South Roxboro Street are also north-south arterials, they currently lack the neighborhood dynamics generated by Fayetteville Street's strong linkage to its surrounding historic neighborhoods, landmarks and institutions. The institutional presence on Fayetteville Street is further enhanced by the location of five shopping centers, over 100 businesses, churches, cultural centers, Lincoln Health Center and North Carolina Central University.

Fayetteville Street has four lanes with a center turn lane between NC Hwy 147 and Umstead Street. It narrows to two lanes in the Fayetteville Street Historic District and widens again to four lanes between Nelson Street and Elmira Avenue. From Elmira Avenue to Cornwallis Road, Fayetteville Street narrows to two lanes. Plans exist in the 2030 Transportation Plan for an extension of Cornwallis Road to Riddle Road.

South Roxboro Street is a minor arterial handling pass-through traffic as well as traffic to local streets along its route from NC 147 to Cornwallis Road. Plans exist in the 2030 Transportation Plan for an extension of South Roxboro Street from MLK Parkway to Cornwallis Road.

Collector Roads

Collector roads provide circulation within residential neighborhoods, commercial and industrial areas through connection to minor arterials. They provide service at lower speeds and for shorter distances. The local road configuration in the Plan Area is not completely regular and there are few cross streets from South Roxboro to Alston Avenue. Lawson Street is a collector road and the main east-west connector between South Roxboro and Alston Avenue. One section of Lawson Street between South Roxboro and South Street is unpaved. It is two lane for its entire length, eventually becoming an access road to the East-West Expressway at Briggs Avenue. Blackwell Street has been identified as another connector in the Plan Area.

Local Roads

Local roads provide access between residential and commercial properties. The local street layout in the Plan Area follows a linear pattern with frequent interconnection points, lending itself to enhancements that can make a significant visual impact. The presence of sidewalks along both sides of Fayetteville Street, although narrow and in need of repair, makes improvements easier to implement. The exception to this pattern exists in some portions of the former Hayti redevelopment area where streets were realigned to accommodate the expressway. Examples of dead-end streets are notable in the neighborhoods adjacent to the expressway such as the Hayti and Oak Grove neighborhoods.

Bus System

Durham Area Transit Authority (DATA) operates the citywide bus system serving the Plan Area. According to a recent news article in the News & Observer (“Along for the ride”, July 23, 2005), DATA maintains a fleet of forty three buses and has the third largest ridership in the state, behind Charlotte and Chapel Hill. Three DATA routes serve the Plan Area.

Regional Bus System

Triangle Transit Authority (TTA) operates a regional bus system that serves Durham, Cary, Chapel Hill and Raleigh.

Transit Rail System

Triangle Transit Authority (TTA) is planning a regional light rail system serving Durham, Raleigh and Cary. The greatest area of impact in the Plan Area will occur at the proposed Alston Avenue rail station at Alston Avenue and Pettigrew Street. Development pressure to change the current land use from industrial and residential to compact neighborhood is already underway with the City of Durham’s proposed Unified Development Ordinance (UDO) in process. TTA is seeking proposals from master developers who will “...envision and coordinate development on one to three acres around each TTA rail station” according to an article in July 6, 2005 the Herald-Sun (“TTA sees stops as starters”). The article also stated that:

“The organization is recruiting developers to plan and build high-density developments around its transit stops that would house offices, apartments, restaurants and shops. Those kinds of attractions would create more incentive for prospective riders to use public transit, officials said”.

Passenger Rail System

North Carolina passenger rail service is provided by the state-sponsored Piedmont line and the national Amtrak system. The Piedmont provides daily round-trip service between Raleigh and Charlotte with stops in Cary, Durham, Burlington, Greensboro, High Point, Salisbury and Kannapolis according to the North Carolina Rail Plan 2000. The rail line right-of-way forms the northern boundary of the Plan Area and is slated for improvements in conjunction with the proposed transit rail line. The rail corridor has two at-grade crossings in the Plan Area – Grant Street and Fayetteville Street, which

are both signalized. Signal improvements were made at the Grant Street crossing at Pettigrew in 2003 by Norfolk Southern Railway, North Carolina Railroad Company and NCDOT.

Existing Traffic Conditions

Current roadway conditions have been rated at intersections and along streets in the Plan Area. The current roadway levels of service are _____.

Current conditions that need further analysis are:

- Traffic too fast
- Traffic too slow
- Dangerous intersections
- Bottlenecks
- Hard to make left turns
- Traffic backs up at intersections
- Hard to cross
- Poor sight distance

Existing Parking Conditions

The Plan Area is in need of additional parking both on-street and off-street to facilitate the continued development of residential and commercial areas. Neighborhood commercial areas, in particular, are in need of additional parking due to the proximity of commercial and residential uses. On-street parking is on Fayetteville Street is limited for commercial use. Neighborhood parking conditions are impacted by student parking in neighborhoods close to NCCU such as in the following neighborhoods -- Hillside, Hillside Park, Otis Street and Old Pearson town. Parking conditions at Lincoln Health Center also impact the Old Stokesville and Hillside Park neighborhoods.

Existing Streetscape Conditions

The existing streetscapes along Fayetteville Street, Alston Avenue and South Roxboro Street are disorganized and lack a unifying design. The challenge of integrating commercial and residential uses has increased with changing Plan Area demographics and institutional development along Fayetteville Street. This proximity has resulted in a disjointed appearance and incompatible intensities and densities next to one another. Overhead utilities add to the cluttered appearance with low-hanging wires and unsightly utility poles. Large institutional dormitories, bare parking lots and barbed-wire laced fences along Fayetteville Street detract from the historic nature and neighborhood scale of this corridor.

The Hayti Commercial Corridor from NC Hwy 147 to Umstead Street contains new and updated facades at the Hayti Heritage Center and Phoenix Crossing Shopping Center but the overall appearance is not unified. The sidewalks are in good shape in this area and the utilities are buried. The Fayetteville Street Commercial Corridor between Umstead Street and Nelson Street is plagued by broken and missing sidewalk sections, aging facades, missing curbs in some sections and drainage problems that are hazardous in winter from ice and in summer from flooding. Utilities are overhead in this section and exposed parking lots detract from appearance of the neighborhood. The Old Pearisontown Commercial Corridor between Nelson Street and Cornwallis Road is cluttered near the Pilot Street intersection but wide open and without an anchor at the Burlington Street intersection. Fayetteville Street is a speedway in this section.

Alston Avenue and South Roxboro Street mirror the Fayetteville Street Corridor. Aging facades, a mix of uses and a lack of well-defined buffers contribute to the run down appearance of these thoroughfares.

Existing Parks and Public Facility Conditions

Parks and Recreational Facilities

Parks and recreational facilities in the Plan Area are few in number and are disconnected from the surrounding neighborhoods – resulting in severe underutilization of these facilities. The recent upgrade to Hillside Park is virtually unknown by area residents and the park sits isolated from the community and underutilized. The rear entrance to the park via Sawyer Street is unmarked as a park entrance and disconnected from the main park entrance on South Roxboro Street. The hill in front of the park partially obscures the view of the baseball field, which is overgrown with weeds, as pedestrians walk by and does not invite entry from South Roxboro Street. The appearance of the exterior of the park along South Roxboro Street and the surrounding neighborhood do not complement each other.

W. D. Hill Community Center is underutilized and also disconnected from the area it serves. The steep slopes at the rear of the building make it difficult to get to the tennis courts. This is problematic for persons with mobility or sight limitations. The facility also lacks outdoor basketball courts which are an extremely popular sport in the Plan Area.

Elmira Park off Elmira Avenue is somewhat connected to Fayetteville Street School and Shepard Middle School but is hidden behind residential homes on Elmira Avenue. The entrance signage to the park is not adequate to inform the public of its location.

Poor landscaping and ineffective signage make these areas hard to identify as public recreational areas. There is also poor linkage between parks and public facilities, notably between W D Hill Recreation Center, Stanford Warren Library and Hillside Park.

City Government Offices

The City of Durham maintains its office of Housing and Community Development in the Heritage Square Shopping Center on Lakewood Avenue. The District Four Police Substation is located in the UDI Service Center at Pilot Street and Fayetteville Street.

Libraries

Stanford L. Warren Library, which is the second oldest African American library in the State of North Carolina, is located at Fayetteville Street and Simmons Street. It is now closed for renovation.

State Facilities

The State of North Carolina maintains an ABC store at ____ Fayetteville Street.

Existing Public Safety Conditions

Law Enforcement

Law enforcement protection in the Plan Area is provided by the City of Durham Police Department. The Plan Area is located in District 4 whose substation is located at 3220 Fayetteville Street. District 4 is further subdivided into ___ beats for coverage of this service area. Of the 475 sworn officer positions, ___ officers serve the Plan Area along with ___ civilian positions. In addition to maintaining a response standard of 6.5 minutes or less for Priority 1 calls, the Durham Police Department also engages in crime prevention strategies and mutual aid to other jurisdictions and enforcement agencies. Although crime statistics for District 4 indicate a decrease in crime, there are continuing concerns about safety in the Plan Area by both residents and visitors.

Fire Protection

Fire protection in the Plan area is provided by the City of Durham Fire Department. The Plan Area is located in the service area for Station #1 located at 139 E. Morgan Street and Station #4 at 1818 Riddle Road. Fire Station #4 was relocated from Fayetteville Street to Riddle Road and the old facility became the public safety headquarters for North Carolina Central University. In addition to the Fire Department's stated response standard of 4 minutes for 80% of calls and a turn out time of less than 1 minute for 90% of calls, the department is also provides first responder assistance within the Durham city limits. The rated level of service for the Plan Area is ___.

Emergency Medical Services

Emergency medical services (EMS) are provided by Durham County Emergency Medical Services in the Plan Area via paramedics located at Lincoln Community Health Center at 1307 Fayetteville Street. The EMS response standard is 8 minutes or less while maintaining a ratio of ambulances to population ratio of 1 to 21,500.

Existing Schools Conditions

Although the County of Durham manages the education system for the city and county, the City of Durham is impacted primarily by the location of schools within its limits and the effect of school location on local neighborhoods. In addition to the physical aspect of school location, the workforce performance of the local school system and the delivery of a skilled workforce for Durham's economy are also important components from the community perspective. Five secondary schools are located within the Plan Area. There are three elementary schools – W. G. Pearson, C. C. Spaulding and Fayetteville Street School, one middle school -- Shepard Middle School and one high school – Josephine Clement School on the campus of North Carolina Central University. W. G. Pearson is slated for closure in 2006 and a new W. G. Pearson is under construction on the Hillside High School site in the 3700 block of Fayetteville Street. It is slated to open in 2007.

The growth and diversity of Durham's population is reflected in its school facilities plan with pressure coming from population growth in the suburban tier – primarily to the east along Highway 98 and south near I-40. Current school system policies reflect the growing trend of placement of newer schools in the extreme suburban areas of the County and the trend toward the creation of specialty schools. Collocation of schools is also recommended with other complementary public facilities such as parks and libraries when possible. Although the City of Durham is not primarily responsible for the school system, coordination of resources, objectives and outcomes occurs between both local governments and state governments for facilities planning, curriculum development and workforce development.

Durham has experienced several challenges in delivering skilled workers for the workforce since the demise of its manufacturing sector over the past thirty years. Durham's lackluster performance in the workforce sector of the Triangle region has been documented by several sources. The most recent assessment comes from Durham's Workforce Development Board in its draft Durham Workforce Strategic Plan dated May 2005:

Existing Open Space Conditions

Durham's greenway master plan was approved in 1985; the first segment of greenway was laid three years later.

Existing Stormwater and Environmental Conditions

The presence of streams throughout the Plan Area, years of sediment buildup and commercial construction has caused storm water runoff problems in some areas. The area at Pilot Street and Fayetteville Street, while in a floodplain experiences severe storm water runoff due to sediment buildup in the stream running under Fayetteville Street. Other locations with storm water runoff problems include but are not limited to Masondale Avenue (runoff from NCCU), Merrick Street (runoff from NCCU), Dupree Street and Grant Street (runoff from NCCU), Brant Street (runoff from NCCU), Lincoln Street (runoff from Lincoln Health Center) and Fargo Street at South Street.

MARKET STUDY OVERVIEW

(insert)

COMMUNITY VISION

Creating a Vision for Preservation and Renewal

This section will present a detailed vision for the Plan Area and is intended as a complement to the Durham Comprehensive Plan. Plan elements, while independent, are also interdependent upon one another to achieve the desired outcomes in this plan. Land use, historic preservation, public safety, housing, community character and design, economic development and capital improvements are the seven primary elements that have been identified as catalysts for revitalization of the Plan Area. Other elements contributing to this revitalization effort include transportation, schools, parks and recreation and conservation and environment. Because plan elements are interrelated and overlap with other elements in this plan, recommendations were grouped under the element having the most impact on the desired outcome.

Plan elements have been organized within each commercial district and neighborhood to present a coherent vision for each area and to facilitate inclusion into the FY 2005-2006 Budget and the Capital Improvement Plan. Thematic pages and maps are also included for a visual representation of the desired physical environment for each area.

Future Land Use Plan

The Future Land Use Plan identifies the preferred land development pattern for the Plan Area. It is offered as a guide to individual property owners, developers, governments and public agencies on how land should be used in the future. Overall the proposed land use is consistent with the existing land uses now found in the Plan Area. However, proposed changes have been made in response to neighborhood input, to other planning efforts and to market data acquired from the Market Study. Maps are included at the end of this section showing the future land use in the Fayetteville Street Commercial Corridor and in each neighborhood in the Plan Area.

Generally speaking, the recommended land use in each category is less dense than what is currently allowed. This recommendation does not ignore existing higher density uses, but proposes that new infill and redevelopment activity adhere to a less intense use. Historically African American communities throughout the United States have been

“planned out of existence” by government policies -- land use policies in particular. The Hayti community here in Durham is a prime example. Therefore, the recommendations toward less dense use is a critical one for the preservation of historic areas of our community, the preservation of affordable neighborhoods and the preservation of African American business districts for current residents and their heirs.

The Future Land Use Plan for the Plan Area allows for residential, office and institutional and commercial uses along the Fayetteville Street commercial corridor. The Future Land Use Plan calls for the expansion of the existing Fayetteville Street Historic District and the creation of other historic districts within the Plan Area. These recommendations are consistent with the broad goals for the Plan Area outlined in the Executive Summary. These recommendations also reflect potential development opportunities consistent with those identified in the Market Analysis and are consistent with the desire for preservation-driven development throughout the Plan Area. The Future Land Use Plan also allows for light industrial use along the rail corridor along Pettigrew Street.

The Future Land Use Plan will allow the following uses:

- Residential use that is compatible with the historic and residential character of the existing residential neighborhoods in the Plan Area. In particular, the protection of residential uses is encouraged through the creation of neighborhood protection overlays.

Urban Tier Mixed-Use zoning and planned unit development are encouraged in the development of home ownership opportunities in areas along main traffic corridors and proposed rail corridors. This zoning is permissible in areas that have been identified for redevelopment and border existing neighborhood commercial corridors.

- General Commercial use
- Neighborhood Commercial use on a scale that minimizes encroachment into existing residential neighborhoods. Neighborhood commercial use is encouraged along main traffic corridors where commercial uses already exist and where there is market pressure for conversion from residential to commercial use.
- Office use that accommodates the transition between commercial and residential uses
- Institutional use where it now exists without further encroachment into Plan Area neighborhoods
- Industrial use to address the workforce training needs of residents in the Plan Area

- Natural Resources and Open Space use to encourage linkages between existing parks, open space and trails with neighborhoods where these elements are already present.

The Future Land Use Plan will prohibit:

- Addition of new multi-family developments and institutional housing, particularly high density, heavily subsidized and public housing into existing residential areas
- New mixed-use development inside existing residential neighborhoods
- Expansion of any new commercial development into existing residential neighborhoods
- Institutional and office expansion into existing residential neighborhoods
- Additional general commercial uses within the Plan Area
- Expansion of industrial uses anywhere in the Plan Area
- Expansion or addition of new correctional facilities anywhere in the Plan Area

Future Residential Land Use by Neighborhood

The chart below summarizes the future residential land use by neighborhood in the Plan Area. Although the Plan Area contains an existing mix of densities within each neighborhood, the Fayetteville Street Plan allows those uses to remain. However, it is recommended that higher density and intensity uses never increase and that a reduction in density and/or intensity be allowed whenever feasible. In addition to those recommendations, it is also recommended that the Fayetteville Street Corridor be specifically identified in Policy 2.3.6c as an area that will have updates prepared for a detailed land use plan.

Future Residential Land Use by Neighborhood

Neighborhoods	Low Density Residential	Medium Density Residential	High Density Residential	Planned Unit Development	Mixed-Use Residential	Compact Neighborhood Residential
Historic Hillside		X				
Hayti		X		X	X	
Hillside Park		X				
Oak Grove		X				
Massey-Linwood		X				
North Carolina Central University		X	X			
Old Stokesville		X				
Old Pearsonstown		X				
Otis Street		X				
Red Oak		X				
Southside		X				
St. Theresa		X				

Residential Use

Low Density Residential

There are no low density residential uses proposed in the Plan Area.

Medium Density Residential

The Future Land Use Plan calls for the addition of medium density uses as the preferred land use in the Plan Area, which allows one to six dwellings per acre. If substandard dwellings must be torn down, it is proposed to replace them with single family uses whenever feasible. The objective is to preserve and protect existing single family enclaves from encroachment by high density and intensity uses and maintain neighborhood scale residential development throughout the Plan Area. Specifically, the proposed land use plan recommends:

- Maintain medium density residential use in all neighborhoods of the Plan Area as the preferred land use
- Maintain the build-out of the Rolling Hills Subdivision as originally planned
- Return dwellings converted to multi-family use in the Fayetteville Street Historic District to single family use whenever feasible
- Preserve existing single family use on the west side of Fayetteville Street south of the NCCU police substation
- Reduce medium density use to low density use from Martha Street to Burlington Avenue
- Create new use for “neighborhood school” that allows residents to tutor children afternoons and weekends

High Density Residential

This plan recognizes the existence of high density residential in the Plan Area. However, this plan prohibits the addition of any new high density residential housing anywhere in the Plan Area and encourages high density use in areas appropriate for those uses, such as downtown areas. The Future Land Use Plan also recognizes the proposed change to compact residential neighborhood in the land area comprising the Fayetteville Street Apartments recommends a reduction in density and intensity.

- Reduce high density use at the Fayetteville Street Apartments from compact neighborhood to mixed use or planned unit development
- Reduce high density use (RM-20) to medium density use on north side of Price Avenue west of Fayetteville Street

- Reduce high density use (RM-8) to medium density use on Fisher Place
- Reduce high density use (RM-12) to medium density on Beamon Street
- Reduce high density use (RM-20) to medium density use on the west side of Fayetteville Street between Dunbar Street and Lawson Street
- Reduce high density use (RM-12) to medium density residential at the Cornwallis Court Apartments

Mixed-Use Residential

The Future Land Use Plan recommends the use of Urban Tier Mixed Use at the Fayetteville Street Apartments instead of Compact Neighborhood Residential use.

Commercial Use

Hayti Commercial District

The Future Land Use Plan allows more intense commercial use along Fayetteville Street from NC 147 to Piedmont Avenue under the approved Downtown Development Overlay District 3 zoning. This overlay provides less restriction on height, building coverage and setbacks for property in this area. As the commercial area grows, it will exert pressure on the conversion of residential uses now in this area to convert to commercial use. Community stakeholders have expressed concern over conversion pressure and have agreed that existing residential uses should remain intact to preserve the overarching goal of this plan, which is the preservation of existing residential communities in the Plan Area. Fayetteville Street Historic District.

The Future Land Use Plan allows neighborhood commercial use on the west side of Fayetteville Street from Umstead Street to just south of Linwood Avenue and includes the Page and Easterling properties at 1302-1304 and 1306 Fayetteville Street respectively. To facilitate the continued development of this area, it is recommended that:

- The land at the front of Lincoln Health Center be used for public parking to improve access to the areas public and private businesses
- The City of Durham dedicate a cross-easement in the existing public parking for W. D. Hill to the College Inn and to the Page Family for continued development of their land
- The City of Durham acquire a cross-easement along the rear property lines on the east side of Dawkins Street and the 1200 block of Fayetteville Street to be used for public parking if current landowners agree
- Establish an alcohol-free zone except as part of a meal at sit-down restaurants serving alcohol
- Establish neighborhood protection overlays to allow no higher density than a duplex and establish standards for site design, landscaping, buffers and signage for all neighborhoods in the Plan Area except North Carolina Central University
- Reduce density on the west side of Fayetteville Street between Dunstan Street and Lawson Street from high density residential (RM-20) to medium density residential

Old Pearsontown Commercial District

The Future Land Use Plan maintains the current zoning and land use.

Office and Institutional Use

The Future Land Use Plan allows office use where it now exists but proposes less intense use for better transition within Plan Area neighborhoods. Specifically, it is recommended to:

- Reduce high intensity office use to low intensity office use on the east side of Fayetteville Street between Simmons Street and Linwood Avenue to provide a neighborhood-appropriate transition to the higher intensity use at Lincoln Health Center.

- Reduce high intensity office use to low intensity use on Merrick Street across from and adjacent to the W. G. Pearson school site to be consistent with the proposed land use change on Fayetteville Street.
- Adaptively reuse W. G. Pearson School as a vocational center for skills training for area residents

Industrial Use

It is recommended that areas for job growth be identified in areas for industrial use, particularly areas that can address the needs of Plan Area residents who are often seeking entry-level jobs. Specifically, it is recommended that:

- Light industrial use be maintained to facilitate industries' locating in this corridor to employ area residents in entry-level jobs
- Light industrial use be maintained to induce technology-based incubators associated with area technical colleges and universities to locate in this corridor and train area residents
- Light industrial use be maintained to facilitate distribution facilities' locating in this corridor to capitalize on proximity to highway and rail transportation and hire area residents

Preserving Our Past

The focus on historic preservation focus in the Plan Area will augment the existing Durham Comprehensive Plan with a greater level of detail and propose plan amendments to enhance the renewal and protection of Plan Area corridors and neighborhoods. Historic preservation is a central theme of the Fayetteville Street Plan and has been identified as the primary catalyst for neighborhood preservation. It drives the implementation of other elements in the Plan Area leading to revitalization and is strongly linked with public safety, economic development and housing for neighborhood revitalization.

Recommendations to preserve the historic character of Plan Area neighborhoods include: (plan for historic district should combine design components to specify the development appropriate for neighborhood)

- Creation of historic preservation areas around Hillside, Hillside Park, Otis Street and Massey-Linwood neighborhoods
- Avoid uses that are inconsistent with the historic character of Plan Area neighborhoods
- Creation of historic preservation fund for individually owned Plan Area historic properties and landmarks
- Creation of façade grants for residential properties of historic significance in the Plan Area
- Creation of neighborhood protection overlays for all neighborhoods in the Plan Area
- Expansion of Fayetteville Street Historic District to include additional streets west to Concord and east to Alston Avenue
- Creation of historic gateway entrance to the Hayti Commercial Corridor on Fayetteville Street
- Additional and larger-sized historic markers throughout the Plan Area commemorating African Americans who have made contributions to our community
- Scarborough House restoration

- Nomination of Fayetteville Street Historic District to National Register of Historic Places
- Nomination of Historic Hillside Neighborhood as local historic district and to the National Register of Historic Places
- Nomination of St. Theresa Neighborhood as local historic district and to the National Register of Historic Places

Public Safety

Law Enforcement

Successful neighborhood revitalization requires the implementation of an effective law enforcement plan to create a safe environment as well as the perception of a safety in the Plan Area. Successful revitalization also requires policy changes along with reallocating personnel and changing schedules to target high incident areas. Collaboration with public safety officials is needed to effect a change in attitude toward stakeholders' goals and to create understanding about the preferred method for achieving these goals. The statement that "white communities get protected and black communities get policed" is an accurate reflection of the disparity between stated Plan Area goals and public safety implementation methods. Stakeholders have repeatedly called on public safety officials to emphasize prevention and relationship-building in a focused and sustained manner in the Plan Area to achieve mutually desirable goals with very limited success. Specific recommendations to enhance public safety effectiveness include:

- Permanent allocation of officers 24/7 for the Fayetteville Street Corridor from NC 147 to Cornwallis Road
- Targeted and regular walking bicycle patrols for Beat 411 at the effective level to deter crime and minimize damage to persons and property
- Establish police coverage consistent with other police districts to establish the same standard of serve for all areas of the city targeted for development
- Redeploy police officers on the walking trail to include the Fayetteville Street Corridor when they look around to return to the trail
- Improve police response time to commercial areas
- Targeted effort to reduce drugs and guns coming into the Plan Area

- Increase COPS patrols and reporting of panhandlers along the Fayetteville Street Corridor
- Execute “No Trespass” orders signed by property owners for panhandlers
- Police officers at Pearson School to walk the perimeter of the school up to Lincoln Health Center during slack periods to increase coverage without increasing manpower
- Police officers at Fayetteville Street School to walk the perimeter of the school to Pilot Street during slack periods to increase coverage without increasing manpower
- Eliminate loitering at Enterprise Street and South Street and other hot spots
- Better utilization of Police Mobile Unit
- Establish neighborhood athletic leagues for at-risk age groups
- Establish individual relationships with local business owners and residents
- Creation of two squads dedicated to the Fayetteville Street Commercial Corridor for 24/7 coverage
- Allocation of one undercover officer for the Plan Area
- Enhanced patrol of Phoenix Crossing and Phoenix Square Shopping Centers on weekdays between 12 noon and 2 pm, on weekdays between 5 pm and 8 pm, on weekdays between 4 am and 6 am and all day on weekends
- Complete placement of ID stickers for all business owners in the Plan Area
- Staff person assigned to work with the Fayetteville Street Planning Group to secure grants that specifically address Plan Area business and residential objectives
- Create a permanent youth advocate position with the police department with linkage to youth advocates in the court system

Fire Protection

A new fire station is recommended in the Plan Area to ensure proper response time to residences and businesses as stated in the Durham Comprehensive Plan. Priority for fire station upgrades should support neighborhood redevelopment improvements in order to respond to increased neighborhood service needs.

Housing

A neighborhood reinvestment strategy focusing on housing rehabilitation and restoration is recommended for the Plan Area. These recommendations will involve changes in city housing policy along with policy changes in land use, public safety, community character and design and transportation. These changes are recommended to preserve existing home and land ownership, maintain existing middle income presence in the Plan Area and attract additional mixed-income families back into the Plan Area through the revitalization and restoration of existing housing stock and through the adaptive reuse of institutional structures. New construction is envisioned as infill development on vacant lots – not large-scale high-density redevelopment actions. New housing policies would also favor the restoration and preservation of historic structures. This strategy embraces a preference for single family home ownership to preserve the residential nature and scale of the existing neighborhoods in the Plan Area. The emphasis on historic preservation in conjunction with a reinvestment in housing and targeted public safety and appearance-enhancing initiatives would restore many dwellings to period authenticity, stabilize neighborhoods and create value for homeowners.

Although previous statistics indicated a loss of housing units in every census tract in the Plan Area, this trend can be reversed by developing reinvestment policies that encourage the preservation of existing housing stock and create alignment with actual market conditions.

Housing Policy

The Plan Area's predominant residential nature is an asset that can be built upon for revitalization provided there is alignment of government housing policy with the vision for preservation that the community endorses. Plan Area stakeholders must also participate in formulating and implementing these policies. The Plan Area is fortunate in having several developers who are keenly interested in the revitalization of housing and have the capacity to participate in the acceleration of housing rehabilitation. And while the Fayetteville Street Plan supports the overall housing mission of the Comprehensive Plan, it proposes more aggressive goals in some policy areas and less punitive goals in others. These include:

- Restate Goal #1 under the Housing Department's Goals to say "increase the wealth position of low to moderate income residents in the City of Durham through housing opportunities"
- Restate Objective #1 under the Housing Department's Goals to say "increase the number of single-family homeowners among low and moderate income persons"

- Restate Objective #2 under the Housing Department’s Goals to say “increase the affordability of existing homes by increasing the number of persons qualified to purchase a home”
- Restate Goal #2 under the Housing Department’s Goals to say “reduce the number of substandard housing and unsafe structures in the City of Durham through rehabilitation, historic restoration or adaptive reuse with priority given to existing owners for such work”
- Restate Goal #4 under the Housing Department’s Goals to say “increase the number of houses rehabilitated by 100% and the number assisted with emergency repairs by 50%
- Increase the number of households assisted by homeownership programs from 65 to 1,000 by 2015 by focusing on rehabilitation of existing units (Objective 3.1.1)
- Partner with Plan Area developers who have the capacity and ability to convert abandoned and vacant housing into habitable dwellings and who have the ability to locate and qualify renters for homeownership
- Redirect funds from code enforcement to home ownership (Objective 3.1.3)
- Change policy 3.2.1 regarding “Abandoned and Substandard Housing” to a preservation-oriented approach that enables owners to keep their property
- No more public housing in the Plan Area (Policy 3.3.1c)
- Support for the use of accessory dwellings for aging-in-place (Policy 3.6.1)
- Fund predevelopment activities through CDBG and HOME for the Plan Area
- Use CDBG funds for community policing in the Plan Area
- Change code enforcement format and offer ten year forgivable loan to homeowners
- Ensure that housing policy never causes local Plan Area businesses to compete with non-profits or government in the development and production of housing

Land Use Policy

Land use policies specifying a decrease in density and single family use are consistent with the recommendations of stakeholders in the Plan Area and were discussed in the Future Land Use section. These recommendations include:

- Proposed rezoning of Fayetteville Street Apartments for mixed-use mixed-income development
- Completion of Rolling Hills for single family homeownership according to the existing development plan
- Include housing components that attract young families with school-aged children to Plan Area

- Include housing components that provide for aging-in-place for 60+ population in Plan Area
- Adaptive reuse of Whitted School for mixed-income elderly residential development
- Adaptive reuse of Fayetteville Street School for mixed-income residential development ??

Community Character and Design

Community character and design elements in the Plan Area will work with land use, housing, historic preservation and economic development to create the desired physical appearance of the community. The Plan Area needs well-defined buffers to provide a transition between commercial areas and neighborhoods and to provide linkages between plan neighborhoods through the provision of appearance elements. Proposed recommendations include:

Appearance

Streetscape Corridor Improvements

The proposed public improvements are designed to create a sense of place and generate positive feelings of safety, attractiveness, cleanliness and historic presence along the three mile commercial corridor. An orderly and complementary arrangement of elements will aid the image-building process in the Plan Area. The streetscape plan will outline the design and location of physical improvements such as landscaping, street trees, street lights, fences, sidewalks, utility poles, crosswalks, gateways, transit shelters, trash receptacles, signage and banners. Details will also include color, texture and scale. Because the Fayetteville Street Corridor contains a mix of residential, commercial and institutional uses, the corridor was segmented according to a dominant design and use in each section. The selected design elements will highlight the unique character of each district's appearance and function while integrating the entire streetscape around a unifying historic theme. The choice of elements will address safety, cleanliness, appearance, transition and offer guidelines for rehabilitation and restoration. The following elements are recommended for inclusion in each commercial corridor section.

- Historic period street lights
- Underground Utilities
- Wide sidewalks
- Crosswalks with different colored and textured brick
- Landscaping

- Well-defined buffers
- Street Trees
- Decorative trees grates
- Wrought iron fencing
- Gateway Monument
- Fences
- Benches
- Signage
- Banners

Neighborhood Improvements

The twelve neighborhoods in the Plan Area contain many common elements yet there are different design elements that make each neighborhood unique. The following thematic pages highlight a vision for each neighborhood to guide the restoration and renovation of the many historic and period homes throughout the area.

Parking

The creation of parking areas that are compatible with the scale and appearance of the Plan Area are critical for the continued development of commercial areas and to prevent the disruption of residential areas. Student population growth and building expansion at NCCU have exacerbated the encroachment on nearby neighborhoods over the past decade. The demand for additional retail and service establishments on Fayetteville Street has also added pressure for more parking in the commercial areas of the Plan Area. Recommendations to improve parking in the Plan Area include:

- Restrict on-street parking neighborhoods by petition
- City to purchase easement at rear of properties on east side of Dawkins Street and the 1200 block of Fayetteville Street for off-street parking
- Create parking in front of Lincoln Health Center and integrate historic markers and tree buffers

Economic Development

Economic Development in the Plan Area aims to increase the wealth position of area residents, property owners, business owners and investors – with opportunities going first to area stakeholders. Economic development will create four outcomes in the Plan Area – increase the wealth position of residents, create business capacity for merchants, create job opportunities for residents and attract mixed-income families back into the Plan Area. Achieving these outcomes will require leveraging public and private resources and removing constraints that are barriers to realizing these outcomes. Moreover, benefits resulting from achieving these outcomes will accrue to the entire City of Durham through an increased tax base, a skilled workforce, higher income households, decreased poverty rate, increased homeownership rate and most of all – an improved image for the City of Durham.

The Fayetteville Street Plan recommends that public investment in infrastructure improvements be committed first to assist in revitalization efforts already underway on Fayetteville Street. Public investment will remove constraints that inhibit private investment such as worn appearance and the perception of crime. Once constraints are removed, market dynamics will continue to determine the course of business development in the Plan Area. The four economic outcomes are discussed below along with the required public investments that will serve as catalysts for economic development.

Increase Wealth Position of Residents

The most expedient way to create wealth for Plan Area residents is through home ownership aimed at creating a mixed income market. This plan recommends policies and strategies to keep current owners in their homes and convert renters to homeowners. The potential to convert renters to home owners is immense in the Plan Area given that 66% of area residents live in renter-occupied housing and that there are an excessive number of vacant or substandard homes – not including those currently available for sale. Over the past decade, the home ownership rate for Durham County has increased by only 1.3% - a paltry increase given the robustness of the real estate market over the past decade. This 1.3% increase is all the more surprising given that Durham's real estate market is one of the most affordable in the Triangle. Although the home ownership rate for the Plan Area decreased by 1.1% over the past decade, market research indicates that there is potential for home ownership in higher income categories as well as in the affordable market provided market and public policy constraints and public policy are removed. Market constraints include debt and credit issues and negative perception of the area. Policy constraints include the continued funding of multi-unit construction in the Plan Area by the City of Durham and punitive code enforcement guidelines that threaten to create a

wealth transfer from current owners. To increase the wealth position of residents, the Fayetteville Street Plan recommends strategies that:

Keep Current Homeowners in Their Homes

- Extend low-interest rehab loans to current owners in the Plan Area
- Expand emergency repair grants to elderly homeowners in the Plan Area
- Encourage the construction of accessory dwellings to assist with aging-in-place concept for elderly owners
- Extend purchase-rehab loans to potential home buyers who are interested in rehabbing as part of the purchase process

Convert Renters to Homeowners

- Add the goal to increase homeownership by 10% over the next five years in the Plan Area in the Durham Comprehensive Plan
- Increase homeownership rate by rehabbing existing housing stock with purchase-rehab funding targeted to the Plan Area
- Sell city-owned properties for \$1 under a homestead program
- Shift focus from supply to demand where there is more potential

Create Business Capacity for Area Merchants

The economic position of business owners can be improved through the creation of capacity in local businesses already in the Plan Area. A substantial public investment for infrastructure improvements is required to overcome the negative perceptions of the area and to encourage continued private investment, which has already added 300 jobs over the past decade.

Neighborhood Commercial Development

Additional neighborhood commercial development is encouraged in the Hayti Commercial District, the Fayetteville Street Historic District and the Old Pearsonstown Commercial District for businesses selling neighborhood-scale goods and services in attractive venues accessible to pedestrians along with vehicular, bicycle, bus and rail transportation users. Recommendations for land use in Plan Area commercial districts include:

- More intense commercial development in the Hayti Commercial District between NC Hwy 147 and Piedmont Avenue as allowed in the DDO-3 zoning overlay
- More intense commercial development in the Heritage Square Shopping Center
- Rezone Fayetteville Street Apartments to mixed use commercial and residential

Public Improvements

Public investment in infrastructure improvements is critical to the continued development of the commercial sector in the Plan Area. Suggested improvements include:

Policy Improvements

- Reduced impact fees for Fayetteville Street Corridor commercial development
- Establish an economic development fund specifically for the Fayetteville Street Corridor
- Development bonuses tied to specific neighborhood needs such as job creation and increase in homeownership rate
- Allow flexibility of façade grant so that more than one tenant can qualify in a shopping center along with the shopping center itself
- Allow use of economic development funds for land acquisition, soft costs and preliminary studies

- Ensure that economic development policy never causes local Plan Area businesses to compete with non-profits or government in the economic development sector
- Staff person in Public Works, Planning, Transportation, Economic Development and Housing to assist with implementation of the Fayetteville Street Plan
- Create better alignment of local, state and federal workforce initiatives to address specific needs of Plan Area residents

Appearance Improvements

- Façade improvements to existing commercial centers united around singular architectural theme throughout the Fayetteville Street Corridor
- Establish landscape theme for Fayetteville Street Corridor using crepe myrtles or dogwoods
- More street trees between Nelson Street and Burlington Avenue to soften the intensity of NCCU institutional structures and other commercial uses along Fayetteville Street and to visually shrink the width of Fayetteville Street
- Gateway monument on Fayetteville Street at entrance to Hayti Commercial District
- Well-defined landscaped buffers for more definition between commercial and residential areas along Fayetteville Street
- Historic period street lights are regular and more frequent intervals along Fayetteville Street
- Translucent or glare-free luminaries for street lights
- Wrought iron tree grates and boundary fences
- Decorative covers for utility boxes and meters in sidewalks

- Wrought iron fencing to define boundary between public and private space
- Benches at busy pedestrian nodes
- Banners along Fayetteville Street Commercial Corridor
- Trash receptacles at busy pedestrian nodes that are non-intrusive and complementary to the neighborhood design theme
- Historic signage in all Plan Area neighborhoods and commercial corridors
- Enlarge and expand historic markers throughout the Plan Area
- New bus shelters at attractively landscaped and well-maintained transit stops
- Upgraded landscaping for Lincoln Health Center and removal of unsightly fence around the perimeter
- Park-like environment in front of W. D. Hill Center with upgraded landscaping, benches, banners and improved grounds maintenance at that location
- Upgrade exterior of W. D. Hill with historic façade treatment
- Upgrade signage for W. D. Hill

Public Infrastructure Improvements

- Bury utilities along Fayetteville Street from Umstead Street to Cornwallis Road
- Resurface Fayetteville Street from Umstead Street to Cornwallis Road

- Repair sidewalks, curbs and driveways along Fayetteville Street particularly between Umstead Street and Nelson Street
- Widen sidewalks to the back of curbs along Fayetteville Street from Umstead Street to Cornwallis Road
- Repair streets damaged by NCCU construction
- Pave Lawson Street between South Street and South Roxboro Street
- New sidewalks on east side of Fayetteville Street between Pilot Street and Cornwallis Road, particularly over the bridge at Econo Plaza at 3115 Fayetteville Street
- Expand sidewalks into neighborhoods for connectivity
- Expand connectivity between W. D. Hill, Hillside Park and neighborhoods
- Upgrade landscaping and signage at Hillside Park along South Roxboro Street
- Upgrade signage at Sawyer Street entrance to Hillside Park

Environmental and Safety Improvements

- Correct drainage problem at Lincoln Health Center at Linwood Avenue and Fayetteville Street
- Correct drainage problem on Masondale Avenue as result of NCCU construction
- Correct drainage problem in front of Shepard House at Brant Street and Fayetteville Street
- Correct flooding problem at Pilot Street and Fayetteville Street caused by sediment buildup in the creek under Fayetteville Street

- Correct drainage problem at South Street and Fargo Street
- More street lights between Massey Avenue and Lawson Street and between Burlington Avenue and Cornwallis Road to illuminate very dark areas
- Mosquito abatement at Fayetteville Street and Pilot Street
- Clear overgrowth of vegetation along South Roxboro Street behind Forest Hills
- Install handrails over bridge at 3115 Fayetteville Street at creek near Econo Plaza
- NCCU to complete fencing around parking lot of new science center as originally promised

Traffic Calming and Control Improvements

- Prohibit installation of traffic circle at Fayetteville Street and Lawson Street
- Prohibit closing of Concord Street to become a private street for NCCU
- Reopen Apex Street bridge for vehicular traffic as originally planned
- Open Umstead Street all the way to South Roxboro Street
- Implement portions of Fayetteville-Massey Intersection Plan that allow indentations for bus stops and left turn lanes without widening Fayetteville Street
- Install traffic circle at Enterprise Street and South Street to keep traffic moving
- Inlaid brick crosswalks at intersections along Fayetteville Street for pedestrian and bicycle safety

- Brick pavers at handicapped sidewalk crossings for safety and better access
- Electric traffic signal at Piedmont Avenue and Fayetteville Street to facilitate left turns from both Piedmont Avenue and Old Fayetteville Street
- Add four-way electric traffic signal at Burlington Avenue and Fayetteville Street
- Add four-way electric traffic signal at Piedmont Avenue and Fayetteville Street
- Add Fayetteville Street Historic District signage on NC Hwy 147, I-85 and I-40
- Improve traffic timing at signals along Fayetteville Street, particularly at Umstead Street to prevent long waiting lines that block Piedmont Avenue, at Massey Avenue and at Lawson Street
- Add diverters and other measures at dangerous intersection at South Roxboro Street and Lawson Street south of C. C. Spaulding School
- Slow traffic at the following locations for vehicles and pedestrians
 - On Fayetteville Street between Nelson Street and Elmira Avenue where Fayetteville Street widens
 - On South Roxboro Street between Lakewood Avenue and Lawson Street
 - On Masondale Avenue and Pekoe Street between Otis Street and South Roxboro Street
 - On Massey Avenue between Fayetteville Street and Alston Avenue
 - On Linwood Avenue between Fayetteville Street and Alston Avenue
 - On Pilot Street between Weaver Street and Fayetteville Street
- Facilitate left turns at the following locations
 - Onto Fayetteville Street from Piedmont Avenue and from Old Fayetteville Street
 - Onto Fayetteville Street from Dunstan Street
 - Onto Fayetteville Street from Moline Street
 - Onto Fayetteville Street from Columbia Street
 - Onto Fayetteville Street from Nash Street
 - Onto Lawson Street from South Roxboro Street

- Facilitate street crossing at the following locations
 - Colfax Street at Linwood Avenue
 - Fayetteville Street at Burlington Avenue
 - Fayetteville Street at Brant Street
 - South Roxboro Street at Hillside Avenue

- Planted medians to slow traffic, establish neighborhood boundaries and facilitate pedestrian crossing
 - On Otis Street from Formosa Avenue to Weaver Street
 - On South Street from Fargo Street to Piedmont Avenue
 - On Pilot Street from Fayetteville Street to Weaver Street

- Move bus stop in front of Lincoln Health Center mid-block to avoid conflict at that intersection

Create Job Opportunities for Area Residents

The economic position of residents can be improved through workforce development initiatives targeted to prepare Plan Area residents for work and through business development initiatives to encourage business ownership.

Workforce Development

Workforce participation will be increased by the participation of area residents in the following areas:

- Develop a strategy for the hard-to-employ
- Develop a job re-entry strategy for ex-offenders
- Fund vocational school to house and train area residents for skills, industry-specific training and remedial training for GED
- Creation of after school tutoring programs
- Utilization of WIA grants to train workers in Plan Area
- Additional drug rehabilitation centers

Business Development

Business development opportunities will be enhanced by the participation of area merchants and tradesmen in the following areas:

- Increased housing rehabilitation will provide more work for local plumbers, carpenters, painters, electricians, masons, landscapers and other tradesmen
- Increased commercial activity will provide more work for local trades people in the upfit of leased space
- Create job apprenticeship programs for entry-level positions in the trades

Attract Homeowners Back to the Area

It is critical that the Plan Area increase its homeownership rate at least to that of the City – which is 46%. This requires an aggressive strategy to not only convert renters to owners but to bring middle income families back into the Plan Area to change neighborhood dynamics. Changes in public policy must occur to help create the environment that is conducive to ownership -- namely a safe, attractive area with amenities that families' desire.

- Reduce actual crime and the perception of crime to make area safe for returning families
- Construct infill housing on vacant lots consistent with medium density limits desired by area stakeholders
- Link neighborhoods with amenities such as parks, cultural centers, transportation and employment centers
- Upgrade recreational programming at Hillside Park for at-risk youth
- Increase recreational usage of Hillside Park for Plan Area residents through programs and events

Hope VI Revitalization Area

The Hope VI Revitalization Plan recommends that Fayetteville Street should be a major gateway into NE Central Durham at the Main Street intersection. The gateway feature should extend into the Plan Area through the Hayti Commercial District from Fayetteville Street to Lakewood Avenue and incorporate such elements as street trees, gateway monument, planted medians and historic lighting.

Capital Improvements

The Fayetteville Street Master Plan recommends that capital improvements for public infrastructure projects be made from the FY 2005-2006 budget and from the 2006-2007 Capital Improvement Program. The budget request is organized by department. The CIP request is organized by the commercial corridors and neighborhoods outlined in the Master Plan. Both requests follow this section.

Transportation

Transportation recommendations in several approved plans acknowledge the importance of Fayetteville Street as a neighborhood commercial corridor and as a primary thoroughfare for north-south traffic in the city. It is the direct surface street route to South Point Mall which has developed into a significant regional retail destination. As such, the appearance of this corridor and its ability to handle a variety of traffic demands as well as accommodate pedestrians are important in the Plan Area. The transportation recommendations in the Fayetteville Street Plan support the linkage of pedestrian, vehicular, bicycle, rail and bus elements in the Plan Area.

Vehicular Transportation

The overarching goal of the Fayetteville Street Plan is to maintain the neighborhood character of this corridor. As such, any proposals to widen Fayetteville Street or harm its commercial potential are not recommended.

- No widening of Fayetteville Street between Umstead Street and Nelson Street in the Fayetteville Street Historic District; instead relieve bottlenecks through the use of pull-off area for buses
- No traffic island at Fayetteville Street and Lawson Street
- Implement the Fayetteville-Massey Street Plan to install a center turn lane between Umstead Street and Nelson Street
- Maintain Alston Avenue and South Roxboro Street as alternate routes for non-neighborhood traffic through the Plan Area to fulfill the reason for their widening in the first place
- No closing of local streets for private use which would unbalance traffic flow through neighborhoods contiguous to the closed streets and further disrupt those neighborhoods
- Installation of traffic calming and restrictive parking on selected neighborhood streets to protect these neighborhoods from encroachment by institutions
- Installation of traffic calming measures to address speeding, difficult left turn areas and dangerous intersections

The installation of a traffic roundabout at the intersection of Fayetteville Street and Lawson Street conflicts with the overarching goal of maintaining Fayetteville Street as a neighborhood street with local traffic patterns. The proposed roundabout would undermine this dynamic by frustrating motorists and eventually diverting traffic away from Fayetteville Street – harming the economic potential of the area. Two recent traffic studies for other Durham neighborhoods have cautioned against traffic circles as traffic calming devices and when traffic counts exceed 7,000 vehicles per day. Current traffic counts on Fayetteville Street north of Lawson Street are 17,000+ vehicles per day – almost three times the recommended threshold.

“Typically, traffic circles are not recommended on streets with an Average Daily Traffic (ADT) greater than 7,000 vehicles per day (vpd)...Traffic circles tend to reduce speeds by approximately 4 mph, but do create some driver confusion.” West Club Boulevard Traffic Calming Study, October 11, 2001, prepared by Martin, Alexiou, Bryson.

“It must be noted, however, that past observations have suggested that traffic circles are not the safest alternative where pedestrians are prevalent. The circles tend to direct vehicles toward the curbs where pedestrians could be waiting to cross the roadway”.Trinity Park Traffic Calming Study, April 12, 2002, prepared by Martin, Alexiou, Bryson

Public Bus Transportation

- Implement express bus service between the proposed Alston Avenue Rail Station and select stops along the TTA route on Fayetteville Street

Public Rail Transportation

- Concentrate high density transit-oriented developments north of the rail station

Pedestrian Transportation

- Link sidewalks from the Fayetteville Street Corridor through adjacent neighborhoods to interconnect commercial and residential areas

Schools

The world is knocking on Durham's door and how our schools respond will make all the difference between Durham's having a prosperous economy or a poor one. A skilled workforce is widely recognized as a core competitive advantage and Durham has come up short in the Triangle region. Workforce development now demands an approach that acknowledges the power of global competition as well as the ineffectiveness of past policies that limited the workforce participation of all residents. It should be apparent that the state of education in Durham is in dire straits with the county falling near the bottom of many state rankings. It should also be apparent that Durham's economic future is no longer a local matter and all its human capital must be utilized to compete on a global scale. The question is – does Durham have the leadership required to prepare all its citizens for the workplace or will it continue to educate the privileged few as it has in the past? Erasing the disparity in student achievement will require nothing short of a complete change in culture for the Durham Public Schools. DPS school administrators must enlist the following changes so that all students can be positioned for college and/or acquire a skill:

- Change the culture of “can’t” to “can” in creating an expectation of excellence for all students – not just students in gifted classes
- Redirect resources to those students who have the greatest need
- Create better alignment of graduation standards with workforce needs
- Reward school personnel for alignment with these workforce needs

Changing the Culture

Perhaps the first step should be raising the level of expectation for all students by instituting a culture of success at home and at school. This means instilling the belief among parents, educators and students that all children can learn. The culture of low expectation must be changed and driven from DPS with a vengeance – particularly from inner city schools. Educators have known for a long time that teacher expectations play a significant role in student performance. Therefore, it is imperative that teachers impose a high level of expectation on all students and that parents reinforce this expectation at home. According to Racial Profiling and Punishment in US Public Schools by Johnson, Boyden and Pittz:

“In fact, teacher education, experience, and expertise are **the most significant** factors in student performance, outweighing race, income, or parental education level.”

Could this have been what happened at CIS? Could it have been that the teachers at CIS simply expected that students perform without qualification? It only makes sense that teachers, with whom children are entrusted for five to six hours per day and who have a tremendous impact on young minds, should be the cornerstone of any remedial education plans for DPS. But teachers are not immune from having low expectations of poor students. When assistance teams first went to Eastway and Watts, they encountered some staff members who didn't believe that all students could learn according to an April 16, 2000 Herald-Sun article. The assistance team's response, appropriately, was that a disadvantaged background is no excuse for academic failure. DPS should redouble its efforts to change this defeatist culture in some of its inner city schools. But again this outcome is tied to the selection and compensation of the teaching staff.

Raising the performance of African American children will take a coordinated and respectful effort between parents, school personnel and students. At a time when parental involvement is most needed, some black parents have been criticized for not participating in their children's educational experience and then criticized when they do. Black parents at Hillside High School, for example, were the targets of media attacks for their work in booster club activities. This type of negative journalism could be construed as a thinly disguised way of discouraging Blacks parents from participating – thus creating a self-fulfilling prophecy of parental apathy. The ongoing rancor between the Durham Board of Education and some African American parents over the superintendent's failure to resolve issues with their children has also been a low point for DPS administration. Everyone's tax dollars fund DPS – even those parents who are critical of DPS policies.

History offers a lesson for Durham and it's an interesting one. The first lesson is not to buy into the "Johnny can't learn" school of thought. That's what most southern Whites said about Blacks during the slave era and for decades after that. And just to make sure that Blacks didn't learn, Whites outlawed literacy and made it illegal for Blacks to learn to read and write. Of course, a good number of free Blacks and some slaves were literate and eagerly taught others – because they realized that they would always be slaves without an education. After emancipation, newly freed Blacks made great strides in eliminating illiteracy and establishing private schools for Blacks. Historian Eric Foner stated in Reconstruction that over 90% of the South's adult black population was illiterate in 1860. By 1870, the rate was 79.9%, by 1890 the rate was 56.8% and by 1920 the rate was 23% -- a reduction of over 70% in twenty years. Foner also stated that:

"Throughout the South, Blacks in 1865 and 1866 formed societies and raised money among themselves to purchase land, build schoolhouses and pay teachers' salaries. Some communities voluntarily taxed themselves...By 1870, Blacks had expended over \$ 1 million on education, a fact that long remained a point of collective pride".

This example shows that self-determination can go a long way as illustrated by the million dollars collectively raised by former slaves who started with virtually nothing. History has also taught us that North Carolina never had a great public education tradition for Whites or for Blacks. Another lesson from the Reconstruction period is also instructive. Foner remarked that:

“The fate of public education in North Carolina illustrates the lengths to which the leaders of Presidential Reconstruction were prepared to go to avoid recognizing Blacks as part of their common constituency. Gov. Jonathan Worth, elected in 1865, had earlier in his career steered to passage the bill establishing public education in North Carolina, but he now persuaded the legislature to abolish the state school system... the governor feared that if white children were educated at public expense, “we will be required to educate the Negroes in like manner.” Worth and his legislature authorized localities to establish tax-supported private academies, risking, as one ally warned, “the entire alienation of the poorer class” of Whites, and destroying the South’s only extensive system of public education.”

There are two points worth discussing here. First, African Americans were self-determined and raised resources to help themselves. Self-help became the mantra for Blacks emerging from slavery and this tradition built Hayti and other black business districts throughout the South after the Civil War. African Americans realized that obstacles would always be in their path and they developed strategies to succeed in a hostile environment. They knew that their future lay in collective work and responsibility and they acted on it. Second, after emancipation southern Whites continued to engage in strategies to keep Blacks enslaved—if not by law then by custom. One such strategy was the denial of public education to African Americans. The establishment of private schools with public money was one such strategy to avoid providing black children with the same quality education that white children were receiving -- using public tax money. Today we must be wary of plans to economically segregate well-funded quasi-private suburban schools from poorer inner city schools --- using public tax money. There should be equity in all schools in DPS – no matter what their location.

Redirect Resources

For the school system, it’s time to stop sweeping the bad news under the rug and to get busy bringing up the bottom – which is now mandated by federal law. DPS should refrain from grandstanding, as the superintendent did when she presented the Closing the Gap Initiative as if it were an innovative idea. DPS’s Closing the Gap initiative was a state-mandated response to the *Leandro* ruling by Judge Howard Manning to provide a sound basic education to prepare students “...for a complex and rapidly changing society” according to a UNC at Pembroke June 2, 2003 newswire of Manning’s speech at that school. Manning went onto say that “*It’s not about the buildings. It’s about delivering sound basic education to kids.*” And an April 5, 2002 Herald-Sun article stated that “*Manning also told school officials that they must first meet their obligation to provide children who are at risk of failure with the resources they need to succeed before spending money on other needs...It’s how the resources are allocated that count. Palatial central offices and high salaries for non-teaching administrators and staff are not constitutionally mandated he wrote.*”

Contrary to DPS hype, it was the *Leandro* decision in 2002 that forced DPS and all other school systems in North Carolina to level the playing field and get students to perform minimally at grade level. A July 14, 2002 Herald-Sun article

reported that *“Manning ruled that the state must improve teacher quality and school resources and take other steps to improve education for low-income children and those at risk of failing academically.”* Although the state of North Carolina has appealed the constitutionality of *Leandro*, for now Manning’s interpretation of the law stands -- and that is to provide a “sound basic education” for all students. The UNC newswire also stated that *“The state should supply students with sufficient academic and vocational skills to be successful at whatever they chose to do after high school.”*

One serious implication of *Leandro* and NCLB is their potential to derail even the highest performing schools in the state under the new guidelines. Existing strategies for pulling students up from the bottom simply has not worked. And whether you believe that NCLB puts undue emphasis on test scores or that *Leandro* adds another burden to the state budget, both are realities at this point. And again according to Manning, it’s the state’s constitutional duty to provide these additional resources. If DPS can come up with a solution under the challenging conditions at Eastway, Burton and other schools that did not make adequate yearly progress, then the remaining schools should soar to great heights.

Leandro also raises the issue of adequate resource allocation to at risk students and whether DPS has been using its money effectively, particularly its Title I money. The NC Department of Public Instruction’s website (“New Federal Targets Tough to Meet”) stated that NC received \$170 million in basic Title I programs in 2001-02, \$208 million in 2002-03 and \$260 million in 2003-04. Of this total, a February 28, 2002 Herald-Sun article stated that DPS received \$4.32 million in 2001-02 and \$ 5.5 million in 2002-03 in Title I funds. DPS also received \$ 7.1 million in Title I funds for the upcoming 2003-04 school year. According to the NCDPI website, *“The administration and staff at Title I schools use this extra federal funding to develop additional instructional programs that support student achievement.”* If these resources have gone to Title I schools, then why are the results still so disappointing. As schools continue to face sanctions, DPS must reserve a portion of its Title I funding to pay for tutoring and other NCLB-mandated sanctions.

Teachers are the life blood of every school but many inner-city schools have teachers who are not fully certified and have a high teacher turnover rate. In Hillside’s case, DPS had a major hand in the turnover at that school. This combination of circumstances is guaranteed to create an unstable environment where learning is more difficult. DPS must correct the inequity in teaching staff where teachers who are not fully certified are located in inner city schools. It is recommended that DPS:

- Provide teacher training in the proper cultural context for the challenges Title I schools face
- Assign more experienced teachers to failing schools where their skills can be effectively used
- Redirect monies spent on high salaries for administrators and consultants to teachers
- Increase teacher pay for those who get results in demanding environments
- Only allow certified teachers to teach in low performing schools and in their area of specialty
- Reduce teacher turnover in low performing schools
- Continue to reduce class size below the 1:15 ratio for grades K-3 and 1:17 ratio for grades 4-5.

In the end, all these issues may be moot if what some critics call “in-school segregation” occurs. A June 22, 2003 Atlanta Journal article “Black Schools White Schools” stated that *“Duke University researchers found that even in integrated schools, black students are placed in classes with the least experienced teachers. And UNC sociologist Roslyn Mickelson found that academically qualified black students are not steered into the accelerated classes”*.

Create Better Alignment

The need for work force preparation among young African Americans is enormous and there is no institution that addresses the unique needs of our young people in this area. A vocational school will seek to close the education gap and its companion, the wage gap, for African American students and residents in the Plan Area.

- Develop a vocational school to provide skills training to area residents

- Develop a referral system with the courts to remand first time juvenile offenders to this vocational school in lieu of jail time.

Parks, Recreation and Public Facilities

This section advances the improvement of community facilities to improve the quality of life in the Plan Area. These areas also serve as neighborhood anchors and family destinations. Better visibility of public structures, better linkage between public facilities such as parks, libraries and recreation centers and the usage of unifying elements to identify these areas as being in an historic district are recommended. Regular maintenance of these facilities is also recommended.

Recreation Facilities

Create a pocket park in front of W D Hill and in front of Lincoln Health Center (lower the grade) and link the two together using landscaping elements. Upgrade signage and building exteriors with historic elements.

Parks

Provide better access to Hillside Park by lowering the grade of front of the baseball field, provide better landscaping and signage.

Recreation Programs

It is recommended that Parks and Recreation maintain their adopted goal of serving 11,263 teens aged 13 to 16 but support this goal by providing the needed services to this risk-prone age group.

PLAN IMPLEMENTATION

It is critical that the City of Durham expand the economic development engines that have been fired for downtown to include a strategically located neighborhood that is a gateway into downtown – the Fayetteville Street Historic Corridor – in the FY 2005-2006 budget and the Capital Improvement Plan (CIP) for 2006 – 2007. The same city investment that funded the Civic Center, the Durham Bulls Ballpark, Diamond View, American Tobacco parking decks, American Tobacco business incentives, downtown Business Assistance Fund and enhanced downtown police presence should now be extended to these neighborhoods. If Durham is to realize its stated goals, it must revise its current policies to fund neighborhood investment – starting with the historic Fayetteville Street Corridor. The Fayetteville Street Planning Group has submitted a request of \$25 million to begin the process of revitalizing this historic corridor. This group consists of property and business owners, residents and advocates who have devoted many months of their time creating a vision for this area.

Besides being the major north-south surface route through the city, a gateway into downtown and home to several national historic landmarks, Fayetteville Street and its surrounding residential neighborhoods represent one of Durham's oldest communities. This area, including the historic Hayti community, was one of the first to be settled by African Americans in Durham after the Civil War. Residential communities spread from Hayti along Fayetteville Street into southeast Durham as the commercial district grew and prospered in the early twentieth century. Synergy between the business and residential districts along Fayetteville Street created a distinct African American community known the world over. Fayetteville Street's dual legacy of business and culture are a testament to the men and women who developed this community over one hundred years ago. It is a history worth preserving.

Today, the Fayetteville Street Corridor needs an infusion of capital in three major areas to enhance economic development efforts already underway.

- Physical improvements include new wider sidewalks along Fayetteville Street to Nelson Street, burial of overhead utilities, implementation of the Fayetteville-Massey intersection plan if affected property owners agree, traffic calming measures, parking restrictions on neighborhood streets and resurfacing Fayetteville Street from Highway 147 to Cornwallis Road. Other enhancements include historic streetscapes with period lighting, wrought iron fencing, inlaid brick crosswalks, historic facades, historic color schemes, gateway monument at the entrance to Hayti and the adaptive reuse of Whitted and Pearson Schools.
- Public safety improvements include targeted and regular walking and bicycle patrols at the effective level required to deter crime, police coverage with the same standard of service as other areas targeted for

development; improved police response time to the entire corridor and neighborhood athletic leagues for at-risk age groups.

- Business/economic development improvements specifically for the Fayetteville Historic Corridor include the creation of an economic development fund for business development; an economic development fund for homeowners for home improvement; a separate loan fund for small business; funds for a vocational school to develop occupational skills for any resident over the age of 16 who desires to acquire a skill, including dropouts from the public school system and residents re-entering Durham from jail; development of mixed-income single family home ownership opportunities and development of Fayetteville Street as a destination for tourism.

Economic development is the antidote to crime and unemployment. Fifteen years ago, there were less than twenty businesses along Fayetteville Street after urban renewal. Today, there are over one hundred. Public infrastructure investment is critical to attract private capital from local businesses -- who have added over 300 jobs.

Public investment in Durham should be balanced between downtown and the neighborhoods, particularly those surrounding downtown and those with deteriorating physical assets. Public disinvestment has allowed these areas to bottom out so that they are ripe for the picking by those outside our community with superior resources and influence with our elected officials. We have heard the siren song of "urban removal" before and it caused one of the most divisive and destabilizing periods in our city's history.

Significant public investment will be required starting with this budget year and continuing in subsequent years to create the outcomes outlined in the Fayetteville Street Plan. It is therefore recommended that the City of Durham include those items listed under the Fayetteville Street Master Plan CIP in the 2006-2007 CIP and include those items listed under the Fayetteville Street Master Plan Budget in FY 2005-2006.

Streetscape Elements

APPEARANCE ELEMENTS

The proposed public improvements are designed to create a sense of place and generate positive feelings of safety, attractiveness, cleanliness and historic presence along the three mile commercial corridor. An orderly and complementary arrangement of elements will aid the image-building process in the Plan Area.



The streetscape plan will outline the design and location of physical improvements such as landscaping, street trees, street lights, fences, sidewalks, utility poles, crosswalks, gateways, transit shelters, trash receptacles, signage and banners. Details will also include color, texture and scale.

Because the Fayetteville Street Corridor contains a mix of residential, commercial and institutional uses, the corridor was segmented according to a dominant design and use in each section. The selected design elements will highlight the unique character of each district's appearance and function while integrating the entire streetscape around a unifying historic theme.

- Historic period street lights
- Underground utilities
- Wide sidewalks



- Inlaid brick crosswalks
- Well-defined landscaping buffers
- Street Trees
- Decorative tree grates
- Wrought iron fencing
- Benches
- Signage
- Banners
- Public Art



The Fayetteville Street Corridor will also become a cultural and tourism destination. Retail shopping, services, arts and entertainment will thrive once appearance elements have been provided in public spaces.



Streetscape Elements

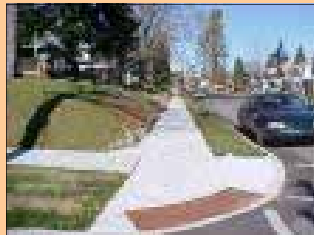
SAFETY ELEMENTS

The creation of a safe environment is central to the development of healthy and vibrant residential neighborhoods and commercial districts. Streetscape elements that organize the environment in a predictable manner and denote important neighborhood boundaries are critical to establishing the Plan Area as safe. Streetscape elements that enhance safety include dedicated walking and bicycle patrols, street lighting, crosswalk identification, creation of an open line of sight and clutter reduction.

- Walking and bicycle patrols with more intense coverage during weekday lunchtime, weekday dinnertime, all days midnight to 5 am and all day weekends



- Brick pavers at curbs to identify change in grade for pedestrians, people in wheelchairs and people with sight problems



- Inlaid brick speed bumps for traffic control
- Closed circuit television cameras for surveillance

- Street lights at regular and more frequent intervals along Fayetteville Street from NC 147 to Cornwallis Road. Areas between Massey Avenue and Nelson Street and between Burlington Avenue and Cornwallis Road are particularly dark.



- Crosswalks marked for safe crossing for pedestrians and bicycle riders



- Handrails and new sidewalk at bridge crossing at Econo Plaza at 3315 Fayetteville Street



- Emergency call stations throughout on commercial corridors to facilitate quick public safety response

- Visible but non-intrusive signage to warn of impending conditions such as limited sight distance, blind curves, etc.



Streetscape Elements

ENVIRONMENTAL ELEMENTS

A clean and well-maintained environment is another critical requirement for creating a positive experience. The design, placement and maintenance of streetscape elements should be functional yet non-intrusive. The lack of trash receptacles contribute to the dilapidated appearance of the commercial corridor.

Elements that enhance the cleanliness and maintainability of the environment include:

- Trash receptacles at key locations near transit stops, commercial intersections, benches and other areas with heavy pedestrian traffic



- Pole-mounted trash receptacles in greenway areas are non-intrusive



- Trash receptacles near door entrances and exits prevent the accumulation of trash



- Trash receptacles and planters grouped together create an attractive, organized appearance



- Benches located along commercial corridors make the area more hospitable



- New bus shelters can be coordinated with existing elements for an aesthetically pleasing appearance and protection from the environment



Streetscape Elements

TRANSITIONAL ELEMENTS

Establishing well-defined boundaries between commercial and neighborhood uses is needed. Transitional elements that signify different uses are especially important because of the mixes of use throughout the Plan Area. Greater definition between commercial and residential neighborhoods can be achieved by the use of boundary elements. Gateway elements signal entry into the Hayti Commercial Corridor.

GATEWAY ELEMENTS

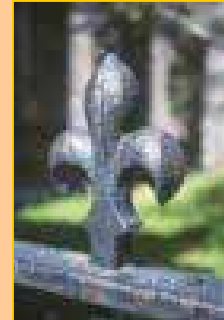
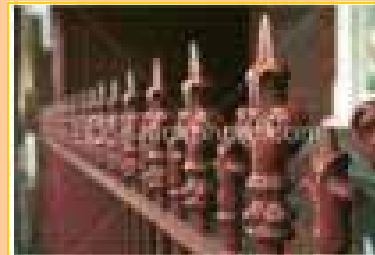
- Gateway monument located at bridge across NC 147 as welcome marker to Hayti Commercial District
- Public art can serve as a gateway element



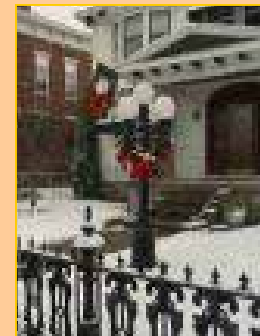
Examples of gateway monuments and public art

BOUNDARY ELEMENTS

- Provide lush natural and hard surface boundaries between commercial and neighborhood areas
- Decorative fencing can separate different land uses effectively



Examples of natural boundaries between commercial and residential neighborhoods as well as hard surface boundaries





Fayetteville Street Historic District

The Fayetteville Street Historic District will be renewed by the infusion of new homes and neighborhood commercial shops. Planned streetscape improvements will support the restoration and preservation of existing homes and historic landmarks along the Fayetteville Street Historic Corridor. The rehab of existing homes will stabilize this area and add mixed-income housing as a catalyst for further development.



Period Lighting at regular intervals will reinforce the perception of safety.

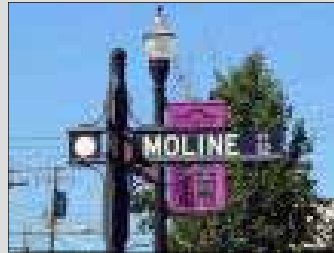
Wide Sidewalks to the back of curbs extend usable space for pedestrians.

Inlaid Brick Crosswalks and Sidewalks will enhance the historic character of the neighborhood.

Banners will unify the area visually and reinforce the neighborhood's historic character.

Historic signage will highlight the historic nature of the neighborhood.

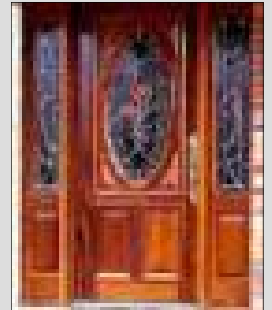
Wrought iron fencing defines defensible space and historic character of neighborhood homes.





Massey-Linwood Neighborhood

The revival of period elements such as front porches, trim, period colors and hardware will reestablish the Massey-Linwood neighborhood as a destination for families who want to live in-town. The neighborhood's proximity to public transportation, neighborhood shopping and cultural amenities are strengths that can be built upon to create a pedestrian-friendly neighborhood that values its historic presence.



Traffic Circles to slow the speed of traffic through neighborhoods.

Period Lighting at regular intervals will reinforce the perception of safety.

Sidewalks extended throughout the neighborhood for pedestrian access.

Inlaid Brick Crosswalks and Sidewalks will enhance the historic character of the neighborhood.

Historic signage will highlight the historic nature of the neighborhood.

Wrought iron fencing defines defensible space and historic character of neighborhood homes.



Hillside Park Neighborhood

Hillside Park's proximity to historic Hillside Park is an asset that can be built upon for the revitalization of this neighborhood and linkage to adjacent neighborhoods. The restoration of period elements to neighborhood homes such as front porches, trim, period colors and hardware will reestablish the Hillside Park neighborhood as a destination for families who desire in-town living with urban amenities such as parks, schools, sidewalks, public transportation, neighborhood shopping and cultural amenities. Historic facades on neighborhood commercial centers along South Roxboro will reinforce this area's unique identity in the Plan Area.



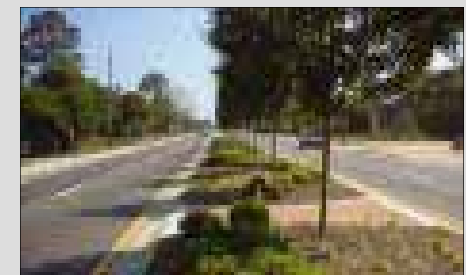
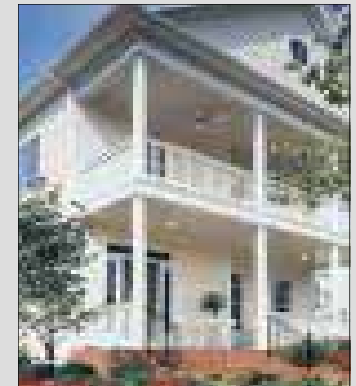
Traffic Islands to slow traffic through neighborhoods and at busy and dangerous intersections.

Planted Median on South Roxboro Street between Lakewood Avenue and Enterprise Street.

New Sidewalks on neighborhood streets will improve neighborhood connectivity to commercial nodes on South Roxboro Street.

Inlaid brick crosswalks and sidewalks will enhance the historic character of the neighborhood and provide safe crossing for pedestrians.

Historic signage will identify Hillside Park as a natural anchor for the neighborhood.



Oak Grove Neighborhood

The proximity to the proposed Alston Avenue Rail Station will serve as a catalyst for the revival of this neighborhood along the Alston Avenue corridor and along Linwood Avenue. The neighborhood's proximity to public transportation, neighborhood shopping and cultural amenities are strengths that can be built upon. Housing rehabilitation will be more intense in this area due to the large number of vacant houses and lots.



Traffic Islands to slow the speed of traffic through neighborhoods and at busy and dangerous intersections.

New Sidewalks on Linwood Avenue and neighborhood streets will improve connectivity to neighborhood commercial nodes.

Inlaid Brick Crosswalks and sidewalks will enhance the historic character of the neighborhood and provide safe crossing for pedestrians.

Historic signage will highlight the historic nature of the neighborhood.

Wrought iron fencing defines defensible space and historic character of neighborhood homes.



Old Stokesville Neighborhood

The revival of period elements to neighborhood homes such as front porches, trim, period colors and hardware will revitalize the Old Stokesville neighborhood as a destination for families who want to live in-town living. The neighborhood's proximity to public transportation, neighborhood shopping and cultural amenities are strengths that can be built upon.



Traffic Islands to slow traffic through neighborhoods and at busy and dangerous intersections.

New Sidewalks on Linwood Avenue and neighborhood streets will improve connectivity to neighborhood commercial nodes.

Inlaid Brick Crosswalks and sidewalks will enhance the historic character of the neighborhood and provide safe crossing for pedestrians.

Historic signage will highlight the historic nature of the neighborhood.

Wrought iron fencing defines defensible space and historic character of neighborhood homes.

Restoration of historic homes, landmarks and structures.





Red Oak Neighborhood

The Red Oak neighborhood will be revitalized through the strategic placement of landscaping and transportation elements that will establish neighborhood boundaries and visually separate homes from large institutional structures. Homes will also be updated with new facades and landscaping to increase curb appeal.



New Sidewalks inside the neighborhood will connect with sidewalks along South Roxboro St. and Otis Street and increase neighborhood connectivity with neighborhood corridors.

Inlaid Brick Crosswalks and Sidewalks will enhance the historic character of the neighborhood and making street crossing safer for pedestrians.

Planted Medians on Otis Street from Formosa Street to Weaver Street will anchor this neighborhood corridor and reestablish it as a residential area apart from the institutional zoning on Concord Street. It will also slow the traffic on Otis Street.

Tree Plantings along Otis Street will further define the transition from institutional use at North Carolina Central University to neighborhood scale. Trees will also muffle noise.

New Exterior Facades on the brick homes will update the 1950's appearance.





St. Theresa Neighborhood

The restoration and rehabilitation of existing housing in the St. Theresa neighborhood will serve as a catalyst for the migration of families back to this neighborhood. A mix of owner-occupied and renter-occupied homes, along with strategic infrastructure improvements, can revitalize this neighborhood and reverse the loss of housing units over the past decade. Infill development on vacant lots will also signal the rejuvenation of this in-town neighborhood.



Traffic Circles will slow the speed of traffic through the neighborhood.

Period Lighting at regular intervals will reinforce the perception of safety.

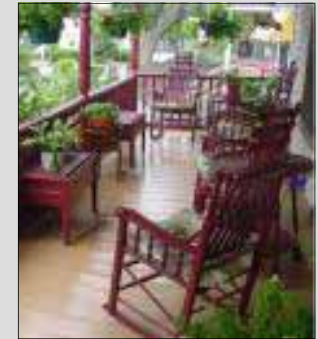
New Sidewalks inside the neighborhood will interconnect with existing sidewalks and trails for more connectivity.

Inlaid Brick Crosswalks will enhance the historic character and safety of pedestrians in the neighborhood.

Street Tree planting will establish a theme and serve as a buffer for noise.

Historic signage will highlight the historic nature of the neighborhood.

Wrought iron fencing will define defensible space and the historic character of neighborhood homes.



Fayetteville Street Commercial Corridor

Hwy 147 to Umstead St.

Hayti Commercial District



The Hayti Commercial District will connect the Fayetteville Street Historic District to major transportation corridors, Downtown Durham and the revitalized Hope VI area with pedestrian, vehicular, bus and rail linkages for better circulation and visibility. Over 17,000 cars pass through this corridor daily and the city's busiest bus routes intersect here.

- Gateway Monument
- Historic Lighting
- Wider Sidewalks
- Street Trees
- Brick Crosswalks
- Façade Improvements
- Transit linkages
- Buried Utilities
- New Bus Shelters
- Historic Signage
- Banners

Umstead St. To Nelson St.

Fayetteville Street Historic District



A revival of period architecture in the expanded Fayetteville Street Historic District will renew this residential neighborhood and make it a destination for residents and visitors. Proximity to the Hayti Commercial District, major employment centers, libraries, parks, and educational facilities make it one of Durham's most attractive in-town neighborhoods.

- Wrought iron fencing on homes along Fayetteville St.
- Inlaid brick crosswalks
- Wider Sidewalks
- Street Trees
- Historic Facades
- Bus indents to enable traffic flow along Fayetteville Street
- Buried Utilities
- New Bus Shelters

Nelson St. to Burlington Ave.

Old Pearsonstown District



Establishment of a landscaping theme and traffic calming measures will unify this area and create a distinct character at the entrance to the Old Pearsonstown District and slow traffic for pedestrian safety. It will reduce the wide-open speedway feeling along Fayetteville Street, buffer some commercial uses and create a neighborhood atmosphere.

- Four-way traffic signal at Burlington Avenue and Fayetteville Street
- Historic Lighting
- Street trees from Nelson Street to Burlington Avenue
- Brick Crosswalks
- Commercial façade Improvements
- New Bus Shelters

Burlington Ave. to Cornwallis Rd

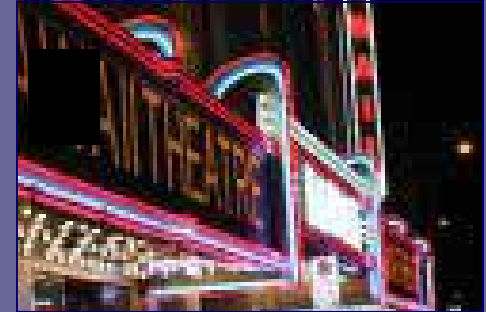
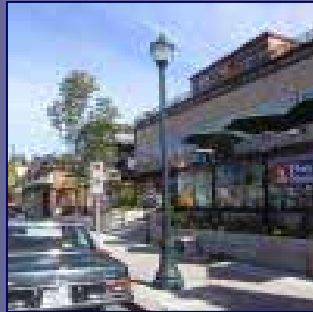
Old Pearsonstown District



The use of unifying elements will connect the commercial corridor on Fayetteville Street between Burlington Avenue and Pilot Street.

- New sidewalks on the east side of Fayetteville Street from Pilot Street to Cornwallis Road
- Widen sidewalks to the back of curbs
- Commercial façade improvements
- Buried Utilities
- New Bus Shelters
- Street trees to shrink the visual width of Fayetteville Street
- Safety rails over the bridge at Econo Plaza
- Banners
- Benches

Fayetteville Street Commercial Corridor Hayti Commercial District



The Hayti Commercial District will connect the Fayetteville Street Historic District to Downtown Durham and the revitalized Hope VI area with pedestrian, vehicular, bus and rail linkages for better circulation and visibility. Over 17,000 cars pass through this corridor daily and will support additional retail, service and entertainment establishments.

- Gateway Monument
- Historic Lighting
- Wider Sidewalks to back of curb
- Street Trees
- Brick Crosswalks
- Façade Improvements
- Transit linkages
- Buried Utilities
- New Bus Shelters
- Historic Signage
- Benches

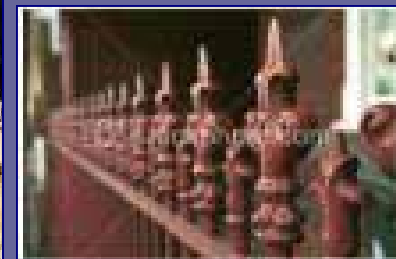


Fayetteville Street Commercial Corridor Old Pearsonstown Commercial District



The Pearsonstown Commercial District can support neighborhood scale retail and service establishments. Commercial nodes at Burlington Avenue and Pilot Street will be connected with a unifying architectural theme along the corridor:

- Widen sidewalks to the back of the curbs
- Buried Utilities
- Historic period lighting
- Trees with decorative iron grates
- Street trees to shrink the visual width of Fayetteville Street
- Banners
- New Bus Shelters
- Brick Crosswalks
- Trolley stops



Capital Improvement Plan for the Fayetteville Street Corridor

Year 2006	NC Hwy 147 to Umstead Street	Fayetteville Street Historic District	Nelson Street to Burlington Ave.	Burlington Avenue to Cornwallis Road
Access Issues	<ul style="list-style-type: none"> ▪ Widen sidewalks to backs of curbs ▪ New transit shelters at bus stops coordinated with other appearance elements ▪ Indent bus stop at Lincoln Health Center at Linwood Avenue ▪ Trolley service along commercial corridor ▪ Resurface Fayetteville Street ▪ Establish off-street parking for area businesses ▪ Inlaid brick crosswalks for pedestrian safety ▪ New traffic signal at Piedmont Ave. and Fayetteville Street so facilitate left turns 	<ul style="list-style-type: none"> ▪ Widen sidewalks to backs of curbs ▪ New sidewalks, curbs and driveways along Fayetteville Street ▪ Revisit proposed roundabout at Fayetteville St. and Lawson St. for effect on pedestrian, bicycle and vehicle traffic ▪ Better access to Lincoln Hospital ▪ Resurface Fayetteville Street ▪ New transit bus shelters at bus stops coordinated with other appearance elements ▪ Establish off-street parking for area businesses ▪ Improve signal timing at intersections for pedestrian safety 	<ul style="list-style-type: none"> ▪ Resurface Fayetteville Street ▪ Provide 4-way traffic signal at Burlington and Evans Convenience store ▪ Slow traffic on Fayetteville Street between Nelson and Burlington for pedestrians safety ▪ Inlaid brick crosswalks for pedestrian safety 	<ul style="list-style-type: none"> ▪ Resurface Fayetteville Street ▪ Slow traffic on Fayetteville Street between Elmira Avenue and Nelson Street for pedestrian safety ▪ New sidewalks on Fayetteville Street (east side) from Pilot Street to Cornwallis Road ▪ Inlaid brick crosswalks for pedestrian safety
Appearance Issues	<ul style="list-style-type: none"> ▪ Gateway monument at entrance to Hayti ▪ Heavily landscaping buffers to transition from commercial to residential areas ▪ Establish commercial renovation fund ▪ Establish fund to renovate historic landmarks ▪ Bury utilities ▪ Establish landscaping theme with dogwoods or crepe myrtles as unifying element ▪ Street tree planting throughout corridor ▪ Historic street lights at regular intervals ▪ Translucent or glare-free luminaires ▪ Upgrade landscaping around transit shelters ▪ Expand and enlarge historic plaques throughout corridor ▪ Sidewalks finished with pavers and colored stamped concrete for greater definition ▪ Inlaid brick crosswalks to unify appearance ▪ Wrought iron tree grates with electrical tie-in for high traffic pedestrian areas ▪ Wrought iron fencing to define public space ▪ Decorative banners to define Hayti commercial district ▪ Bicycle racks ▪ Benches at neighborhood commercial or busy pedestrian nodes ▪ Trash receptacles at regular intervals ▪ Decorative covers for utility boxes and meters ▪ Expand façade program to include tenants with owner's concurrence ▪ Historic signage 	<ul style="list-style-type: none"> ▪ Upgrade landscaping for Lincoln Health Center ▪ Heavy landscaping buffers to transition from commercial to residential uses ▪ Establish commercial renovation fund ▪ Establish fund to renovate historic landmarks ▪ Bury utilities ▪ Establish landscaping theme with dogwoods or crepe myrtles as unifying element ▪ Create park from unused land in front of Lincoln Health Center and remove fence ▪ Street tree planting throughout corridor ▪ Historic street lights at regular intervals ▪ Translucent or glare-free luminaires ▪ Expand and enlarge historic plaques throughout corridor ▪ New sidewalks finished with pavers and colored stamped concrete for greater definition ▪ Inlaid brick crosswalks to unify appearance ▪ Wrought iron tree grates for high traffic areas ▪ Wrought iron fencing to define public space ▪ Decorative banners to define historic district ▪ Benches at neighborhood commercial or busy pedestrian nodes ▪ Trash receptacles at regular intervals ▪ Decorative covers for utility boxes and meters ▪ Expand façade program to include tenants with owner's concurrence ▪ Historic signage 	<ul style="list-style-type: none"> ▪ Street trees at regular intervals to unify area and shrink visual width of Fayetteville Street ▪ Heavy landscaping buffers to transition from commercial to residential uses ▪ Establish commercial renovation fund ▪ Establish fund to renovate historic landmarks ▪ Establish landscaping theme with dogwoods or crepe myrtles as unifying element ▪ Bury utilities ▪ Historic street lights at regular intervals ▪ Translucent or glare-free luminaires ▪ Inlaid brick crosswalks to unify appearance ▪ Expand façade program to include tenants with owner's concurrence ▪ Expand and enlarge historic plaques throughout corridor ▪ Decorative banners to define area ▪ Wrought iron tree grates for high traffic areas ▪ Wrought iron fencing to define public space ▪ Historic signage 	<ul style="list-style-type: none"> ▪ Street trees at regular intervals to unify area and shrink visual width of Fayetteville Street ▪ Heavy landscaping buffers to transition from commercial to residential uses ▪ Establish commercial renovation fund for historic landmarks ▪ Establish landscaping theme with dogwoods or crepe myrtles as unifying element ▪ Bury utilities ▪ Historic street lights at regular intervals ▪ Translucent or glare-free luminaires ▪ Inlaid brick crosswalks to unify appearance ▪ Expand façade program to include tenants with owner's concurrence ▪ Expand and enlarge historic plaques throughout corridor ▪ Decorative banners to define area ▪ Wrought iron tree grates for high traffic areas ▪ Wrought iron fencing to define public space ▪ Historic signage
Environmental Issues		<ul style="list-style-type: none"> ▪ Correct drainage problem at bus stop at Linwood Avenue and Fayetteville Street ▪ Correct drainage problem at Brant Street and Fayetteville Street 	<ul style="list-style-type: none"> ▪ New fire station if city not meeting stated response time 	<ul style="list-style-type: none"> ▪ Correct stormwater problem at Pilot Street and Fayetteville Street ▪ Ensure adequate drainage system for area ▪ Mosquito abatement in warm weather

Capital Improvement Plan for Fayetteville Street Neighborhoods

Year 2005	Hayti	Hillside Park	College View	Massey-Linwood	North Carolina Central University	Oak Grove
Safety Issues	<ul style="list-style-type: none"> Walking and bicycle patrols More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime Video cameras monitoring parking lot 24/7 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime
Access Issues	<ul style="list-style-type: none"> Expand sidewalk system to connect to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Traffic Study at Piedmont and South Roxboro for signal 	<ul style="list-style-type: none"> Expand sidewalk system to connect to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Slow traffic speed along South Roxboro Street Traffic Study at Lawson and South Roxboro to slow speed and make intersection safer near C. C. Spaulding School 	<ul style="list-style-type: none"> Expand sidewalk system to connect to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Slow traffic speed on Pekoe Street and Masondale Avenue Limit parking to prevent encroachment from NCCU students Resurface streets damaged by NCCU construction Concord Street to remain public 	<ul style="list-style-type: none"> Expand sidewalk system to connect to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Slow traffic speed on Massey Avenue Rework crossing signal at Massey Avenue and Fayetteville Street 		<ul style="list-style-type: none"> Expand sidewalk system to connect to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing
Appearance Issues	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Landscape entrance to Hillside Park on South Roxboro Street New entrance signage to Hillside Park at Sawyer St. Planted median to slow traffic speed and establish neighborhood boundaries 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Complete fencing around biocenter parking lot with brick and wrought iron 	
Environmental Issues		<ul style="list-style-type: none"> Clean stream buffer and overgrown vegetation along South Roxboro 	<ul style="list-style-type: none"> Storm water runoff from NCCU parking lot 			
Housing Issues	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan Redevelopment of Fayetteville Street Apartments 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan Redevelopment of Whitted School for elderly housing 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 		<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan

Capital Improvement Plan for Fayetteville Street Neighborhoods

Year 2005	Old Pearson town	Old Stokesville	Red Oak	Otis Street	St. Theresa
Safety Issues	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime Slow traffic speed on Linwood Avenue 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> More lighting on neighborhood streets to deter crime 	<ul style="list-style-type: none"> Walking and bicycle patrols More lighting on neighborhood streets to deter crime
Access Issues	<ul style="list-style-type: none"> Expand sidewalk system to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Control parking to prevent further encroachment from NCCU students 	<ul style="list-style-type: none"> Expand sidewalk system to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing 	<ul style="list-style-type: none"> Expand sidewalk system to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Planted median on Otis Street from Formosa Avenue to Weaver Street to fortify neighborhood against NCCU encroachment 	<ul style="list-style-type: none"> Expand sidewalk system to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Planted median on Otis Street from Formosa Avenue to Weaver Street to fortify neighborhood against NCCU encroachment 	<ul style="list-style-type: none"> Expand sidewalk system to local streets Inlaid brick speed bumps Historic Signage Wrought iron fencing Reopen Apex Street Bridge to vehicle traffic Planted median on South Street from Fargo Street to Piedmont to establish neighborhood boundaries Traffic circle at South Street and Enterprise Street to keep traffic moving
Appearance Issues	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan
Environmental Issues					<ul style="list-style-type: none"> Correct drainage problem at Fargo Street and South Street
Housing Issues	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan Redevelopment of Pearson School for vocational/recreational center 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan 	<ul style="list-style-type: none"> Fund Rehab of existing homes Fund Rehab of homes for elderly (age-in-place) Fund purchase/rehab for prospective buyers Reprogram unspent funds from previous bonds Assign staff person for Fayetteville Street Plan

Budget Request for the Fayetteville Street Corridor 2005 - 2006

Public Safety & PAC 4	Housing	Parks & Recreation	Economic Development	Planning	Public Works	Fire Department
<ul style="list-style-type: none"> ▪ Walking and bicycle patrol 24/7 ▪ Staff person to assist with The Fayetteville St. Plan ▪ Focus Weed & Seed efforts on crime prevention ▪ Establish police athletic leagues at recreation centers ▪ PAC 4 to assist with neighborhood cleanup and distribute PAC booklet ▪ PAC 4 to assist with denial of alcohol permit to Eagle Community Food Mart at 1224 Fayetteville Street ▪ 	<ul style="list-style-type: none"> ▪ Staff person to assist with The Fayetteville St. Plan ▪ Funds for rehab of commercial property ▪ Funds for rehab of historic landmark properties ▪ Maintain trashy and weedy vacant lots ▪ Mosquito abatement in warm weather ▪ 	<ul style="list-style-type: none"> ▪ Staff person to assist with the Fayetteville St. Plan ▪ Establish park in front of Lincoln Health Center ▪ Remove fence in front of Lincoln Health Center ▪ Landscape front of W D Hill as park with benches ▪ Upgrade exterior of W D Hill with historic treatment ▪ Upgrade signage for W D Hill ▪ Provide connectivity between W D Hill and Hillside Park ▪ Upgrade landscaping at front of Hillside Park ▪ Upgrade signage at Sawyer St. entrance to Hillside Park ▪ Intensify recreational programs for at-risk youth between 13 and 18 ▪ 	<ul style="list-style-type: none"> ▪ Staff person to assist with the Fayetteville St. Plan ▪ Gateway treatment as corridor into downtown ▪ Reduced impact fees for Fayetteville Street corridor ▪ Tax credits for historic structures ▪ Tax credits for job creation ▪ Development bonuses tailored to neighborhood needs ▪ Identify loan and grant resources from all government agencies ▪ Identify private sources of capital compatible with City of Durham guidelines ▪ Fund workforce initiative for skills training for community residents ▪ Enlarge and place historic plaques throughout corridor ▪ Land acquisition for off-street parking ▪ 	<ul style="list-style-type: none"> ▪ Staff person to assist with the Fayetteville St. Plan 	<ul style="list-style-type: none"> ▪ Staff person to assist with the Fayetteville Plan ▪ Gateway treatment as corridor into downtown ▪ New sidewalks, curbs and driveways throughout commercial corridor ▪ Bury utilities ▪ Widen sidewalks to back of curb in commercial corridor ▪ Better access to Lincoln Health Center ▪ Correct drainage problem at bus stop at Linwood Ave. and Fayetteville Street ▪ Repair streets damaged by NCCU construction ▪ Correct drainage problem at Brant St. and Fayetteville St. near Shepard House ▪ Correct drainage problem at Pilot Street and Fayetteville Street ▪ Establish landscaping theme for corridor using dogwoods or crepe myrtles ▪ Street trees planted at regular intervals ▪ Historic street lights at regular intervals ▪ Translucent or glare-free Luminaries ▪ Wrought iron tree grates ▪ Wrought iron fencing to define public space ▪ Gateway monument at entrance to Hayti ▪ Establish park in front of Lincoln Health Center ▪ Heavy landscaped buffers between commercial and residential areas ▪ Clear overgrowth of vegetation on South Roxboro Street behind Forest Hills ▪ Correct drainage problem at South St. & Fargo St. ▪ Benches ▪ Banners ▪ Trash receptacles 	<ul style="list-style-type: none"> ▪ New fire station to ensure 4.3 minute response time

Public Safety	Housing	Parks & Recreation	Economic Development	Planning	Public Works	Fire Department
▪	▪	▪			<ul style="list-style-type: none"> ▪ Traffic calming measures on Pekoe St. and Masondale Avenue, South Roxboro St., Linwood Avenue, Fayetteville Street between Nelson St. and Burlington Ave. & Pilot Street ▪ Revisit proposed traffic circle at Fayetteville St. and Lawson St. for effectiveness 	