



CITY OF DURHAM | DURHAM COUNTY
NORTH CAROLINA



Date: November 7, 2013

To: Thomas J. Bonfield, City Manager
Through: Keith Chadwell, Deputy City Manager
From: Steven L. Medlin, AICP, Planning Director
Subject: Holloway Street Local Historic District Expansion

Summary. The Cleveland-Holloway Preservation Plan was adopted in 1987 with the creation of the Cleveland-Holloway Local Historic District. The Planning Department has undertaken an update to, and expansion of, the district in response to a petition submitted by residents of the district. The update includes additional history, corrected references, updated inventory of structures in the district, and minor revisions to the local review criteria. The expansion is a zoning map change to expand the existing historic overlay and roughly encompasses the area added to the National Register nomination for the districts in 2009. This report is provided as an informational item only. The zoning map change and Plan update are scheduled for a public hearing at the November 18, 2013 City Council meeting.

Background. The Cleveland Street and Holloway Street National Register Historic District was created in 1985 and in 1987 the Cleveland Street and Holloway Street Local Historic Districts and preservation plan were adopted. On April 30, 2009, the Holloway Street District Boundary Increase was listed on the National Register of Historic Places, resulting in the existing National Register boundary that exists today.

On June 21, 2010, the Planning Department received a citizen petition to expand the Holloway Street Local Historic District. The request was to expand the local district to align with the National Register Historic District boundary increase that was recently established. The *Unified Development Ordinance* requires that at least 25% of the property owners in the area sign the petition for it to be valid. The petition submitted included signatures representing 28% of the lots and 26% of the acreage in the proposed expansion area. Planning department staff determined that the petition was valid. In addition the ordinance requires that the Historic Preservation Commission (HPC) evaluate the petition's request and determine if there is sufficient basis for establishing, or in this case expanding, a local historic district. On September 7, 2010, the HPC reviewed the petition and unanimously (8-0) found that the proposed area

was of special significance in terms of its prehistorical, historical, architectural or cultural importance, and possessed integrity of design, setting, materials, feeling and association, and thereby initiated the expansion of the District.

The update to the Cleveland-Holloway Historic District Preservation Plan includes a brief history for the period of time since the plan was adopted to the present. The update also corrects many references to outdated ordinances and City departments.

In order to update the preservation plan, Planning staff photographed and inventoried every building and site in the proposed district and, with the assistance of the HPC, updated classifications of significance and condition for each property. Only minor revisions to the local review criteria are proposed at this time because Planning staff and the HPC are working with a consultant on an update to, and consolidation of, the design guidelines for all locally designated historic properties that will likely be adopted in fiscal year 2013-2014.

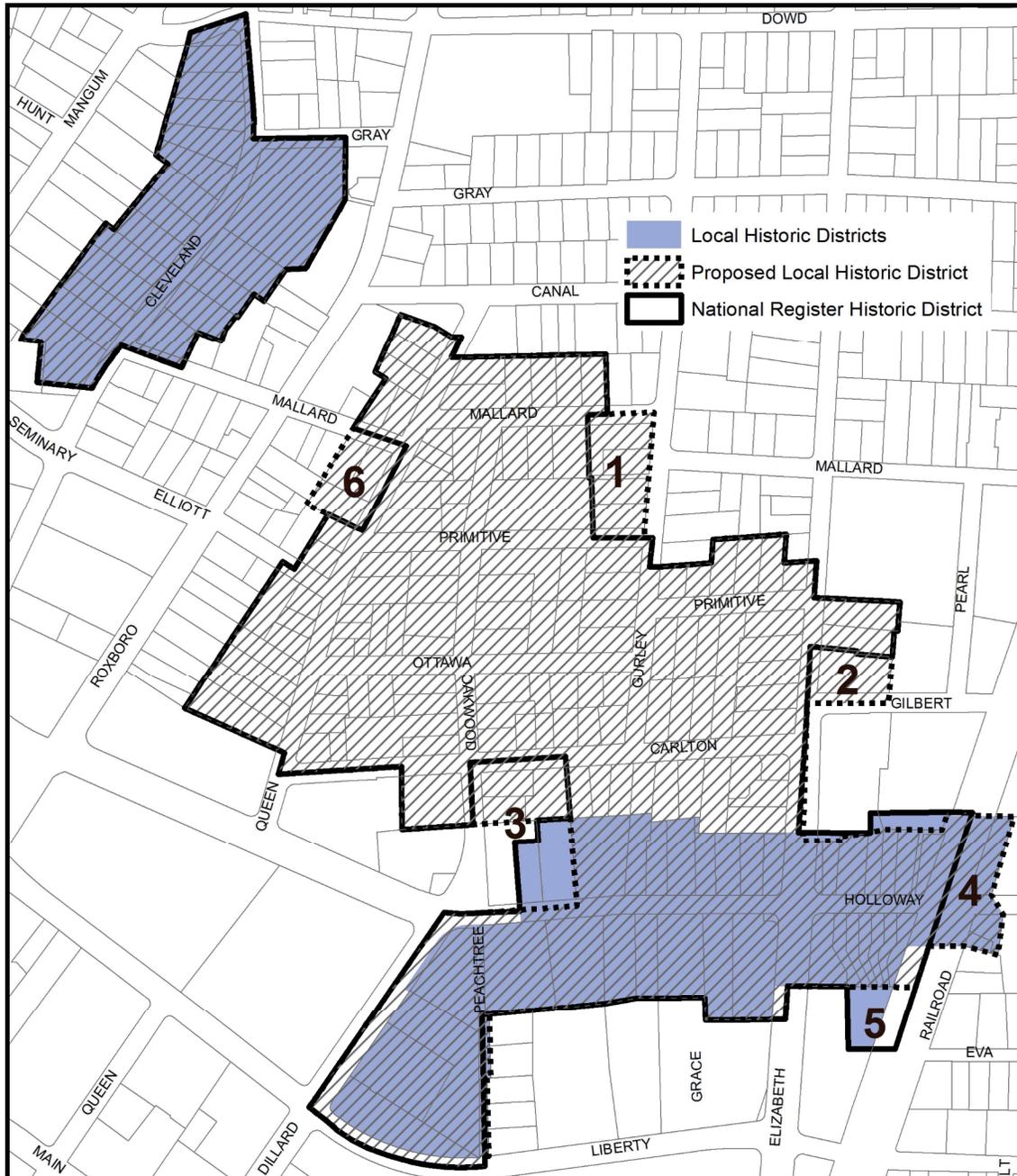
Significance of Expansion. The historical and architectural significance of the expansion area is described in the National Register nomination as follows:

The expansion area is an architecturally important early twentieth-century city-center neighborhood that developed as a direct result of burgeoning Durham commerce and industry driven by the nearby tobacco and textile mills. The district contains prominent single-family housing, more modest middle-income housing, and multi-unit dwellings constructed to house the growing middle- and working-class in Durham. This combination of housing types illustrates the phased development of the area and its proximity to both professional and manufacturing jobs in the downtown and nearby tobacco factories.

The Holloway Street Historic District Boundary Increase is significant under National Register Criterion C as a largely intact early twentieth-century neighborhood with architectural resources ranging in style from Queen Anne and Colonial Revival to Craftsman and Minimal Traditional.

Boundaries. The original petition from neighborhood residents proposed matching the local district boundary to the recently expanded National Register district boundary. The Holloway Street Historic District expansion is an approximately fifteen-block area extending from the existing Holloway Street Historic District north to Mallard Avenue. It expands the boundaries of the Holloway Street Historic District to include what is now known as the Cleveland-Holloway neighborhood. The original district contained the core of Holloway Street from North Dillard Street east to the intersection of Railroad Street, which developed from c.1880 to c.1910.

Planning staff surveyed an area slightly larger than the National Register district to determine the appropriate boundary for the local district. The map below depicts six areas where a boundary different from the National Register boundary is being proposed. The rationale behind deviating from the original boundary suggestion follows for each numbered area on the map below.



1. The National Register district does not include the properties on the west side of Gurley Street between Primitive Street and Mallard Avenue. The two

historic structures that were originally located at 601 and 603 North Queen Street were moved to formerly vacant lots on this block. Of the four parcels on this frontage, three are historic structures (though not all on their original sites) and one is vacant. It is appropriate to extend the local district to encompass these properties because of the number of historic structures on that block at this time. This will ensure the protection of these structures and will contribute to the preservation of the historic character of the district as a whole.

2. The National Register district includes only two parcels on the east side of the 400 block of North Elizabeth Street but includes the parcels on the west side of the 300 block, 400 block, and a single parcel on the 500 block. There is one additional parcel on the east side of the street that is proposed for inclusion in the local district. The property is owned by SEEDS and used as a community garden. Since north Elizabeth Street narrows in this block any future development on this site could have an impact on the district. Inclusion of this property in the local district will protect the historic character of the historic structures immediately adjacent to the north and those across the street by requiring that any development on this site be designed with a scale, mass and proportion compatible with its adjacent historic neighbors.
3. The National Register district does not include the parcels on the east side of the 300 block of Oakwood Avenue, including two vacant parcels on Oakwood Avenue, one vacant parcel on Carlton Avenue, and the two parcels owned by the United House of Prayer on Holloway Street. These five parcels are surrounded by the original National Register district along Holloway Street and the expansion area along Carlton Avenue and Oakwood Avenue. The three vacant lots along Oakwood and Carlton Avenues are proposed for inclusion in the district expansion as they are located directly across (a narrow street) from contributing structures. The two lots on Oakwood Avenue still retain their historic retaining walls at the back of the sidewalk (one stone, the other concrete) and incompatible infill construction can detract from the overall historic character of a district, especially when located in the heart of the district. These parcels are proposed for inclusion to ensure that future residential infill development is compatible with the rest of the district in terms of scale, mass and proportion.

The United House of Prayer, whose parking lot is already in the existing Holloway Street Local Historic District boundary, is proposed to be removed completely from the existing local district as it is located on a street corner across from a non-contributing property to the south (across Holloway Street) and also across Oakwood Park, which is not proposed for inclusion in the district expansion. Its corner location at a wide intersection and landscape

buffer adjacent to its immediate Holloway Street neighbor separate this property from the district, and its inclusion in the district is not necessary to safeguard the historic character of the neighborhood.

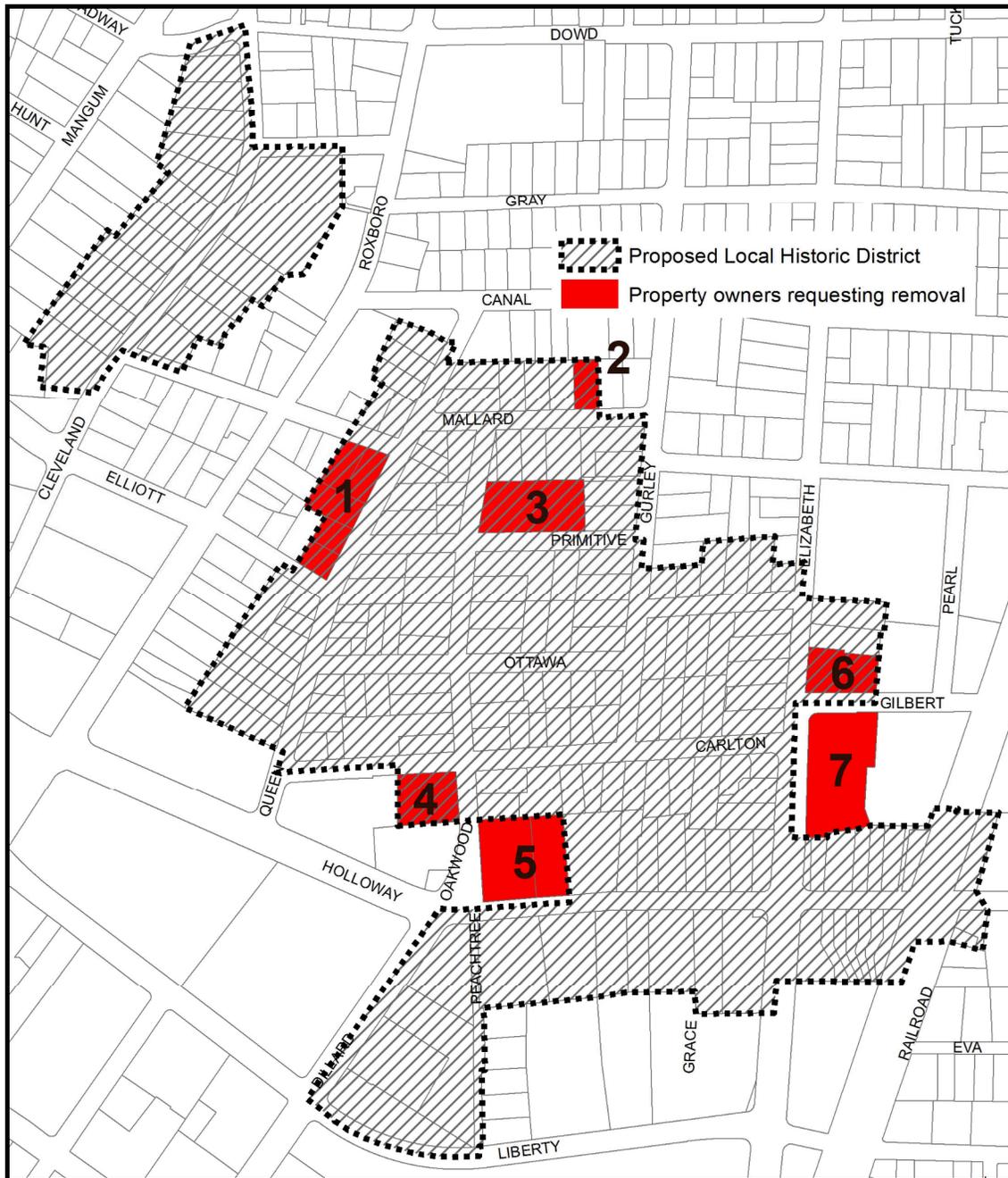
4. The National Register district does not include the parcels on the east side of the railroad on Holloway Street, but these properties are within the existing Holloway Street Local Historic District boundary, and are proposed to remain. In addition, the existing Holloway Street Local Historic District boundary includes a small portion of the back of the property at 708 Gilbert Street. This sliver of property does not contribute to the character of the district and is therefore being proposed for removal.
5. The existing Holloway Street Local Historic District boundary includes a small portion of the property at 208 North Elizabeth Street. The portion of the property inside the boundary is currently vacant and the remainder of the parcel contains non-contributing properties. Therefore, this small portion of the parcel is proposed to be removed from the local historic district boundary.
6. Only two of the five properties along the west side of the 600 block of North Queen Street are included in the National Register district. At the time of the National Register nomination two houses were located on 601 and 603 North Queen Street. The other parcels on that block face were vacant and therefore were not included in the district. Those two houses have since been moved to formerly vacant parcels in the 500 block of Gurley Street, and are proposed for inclusion in the local district on their new sites. The entire west side of the 600 block of North Queen Street is now vacant.

Including 607 North Queen Street and 308 and 310 Mallard Avenue in the proposed historic district expansion would serve to protect the character of the contributing structures on the east side of the street and the overall district character by requiring that any development on this site be designed with a scale, mass and proportion compatible with its adjacent historic neighbors. Properties on both sides of the blocks to the north and south of this block are included in the proposed district. Including all of the properties on the west side of the 600 block will give continuity to the district and provide greater protection and preservation of the historic character of the district. In addition, the entirety of that block between North Queen Street, Mallard Avenue, North Roxboro Street, and Elliot Street is vacant. If the parcels are recombined to develop on that block, the topographic change between the North Roxboro Street frontage and the North Queen Street frontage could allow development that is significantly taller (up to 60.75 feet, based on staff calculations) than the one- to one-and-a-half story structures across the street. Since North Queen Street is not a wide street infill construction, if not designed appropriately,

could impact the historic character of structures across the street. The extra level of protection provided by including these properties in the district would ensure these structures are not overpowered by the intensity of potential new development.

Issues. While there is significant support for expansion of the local historic district by property owners within the area, there are some property owners that have informed Planning staff that they wish to not have their properties included in the expansion of the district. Prior to this item being heard at the Planning Commission, only three property owners had indicated such a desire. Immediately before, during, and after the Planning Commission public hearing additional property owners have requested removal as well. The properties proposed for exclusion by their owners are itemized in the table below, keyed to the map that follows, and discussed in greater detail following the map.

Map Key	Address	PIN	Owner	Significance
1	308 Mallard Ave.	0831-05-17-2918	Nick Galifianakis	Vacant
1	310 Mallard Ave.	0831-05-17-2966	Nick Galifianakis	Vacant
1	601 N. Queen St.	0831-05-17-175	James Bradford, Frederick Williams	Vacant
1	603 N. Queen St.	0831-05-17-1881	James M. Bradford	Vacant
1	607 N. Queen St.	0831-05-17-1899	James Bradford	Vacant
2	507 Mallard Ave.	0831-05-18-8108	Tyler Dean Waring	Contributing
3	604 Oakwood Ave.	0831-05-17-6878	Sandbox Society, LLC	Vacant
4	311 Oakwood Ave.	0831-09-17-4128	Gary C. Dickey	Contributing
5	509 Holloway St.	0831-09-17-7015	United House of Prayer	Vacant/Parking
5	308 Oakwood Ave.	0831-09-17-6024	United House of Prayer	Non-contributing
6	408 N. Elizabeth St.	0831-09-27-4427	SEEDS, Inc.	Vacant
7	706 Gilbert St.	0831-10-27-4222	SEEDS Property Holdings, LLC	Non-contributing



1. **Elliott Square Re-development Site.** The owners of these properties plan to redevelop this entire block (bounded by Roxboro, Mallard, North Queen, and Elliott Streets) into multi-family housing under their existing Downtown Design District-Support 2 base zoning (DD-S2). The DD-S2 zoning district allows a building height of up to 50 feet, as measured from the average grade of the building site. Planning staff has calculated the average grade for this site and the resulting net height along North Queen Street would range from 51.75 to 60.75 feet (due to the north-south sloping of the street). Development under

the DD-S2 standards would not be precluded under this historic district overlay, however the overlay would require that the project be designed to not adversely impact the historic district. Incompatibilities due to height differences can be lessened through thoughtful design. The overlay also would not preclude modern infill construction, as the architectural style of new construction is not regulated through the historic district local review criteria. Planning staff believes that a modern multi-family structure could be approved under the proposed historic district overlay, and therefore supports, along with the HPC, including these properties to ensure compatibility and maintain district integrity.

2. **507 Mallard Avenue.** Both the HPC and the Planning department recommend the inclusion of 507 Mallard Avenue (pictured to the right) because it is an intact contributing structure, recognized as such by the National Register nomination, and therefore important to preserve and protect through the local district mechanism.



3. **604 Oakwood Avenue.** Both the HPC and the Planning department recommend this area be included in the expanded historic district. Although vacant, this site is completely surrounded on all four sides by the proposed district. All of the structures on properties surrounding the site are contributing, and therefore it is important to ensure that any development on this site is compatible with those structures. Failure to include this parcel could result in a large intrusion in the district that would detract from the historic character of the neighborhood.

4. **311 Oakwood Avenue.** Both the HPC and the Planning department recommend the inclusion of 311 Oakwood Avenue (pictured to the right) because it is a distinguished and intact contributing structure, recognized as such by the National Register nomination, and therefore important to preserve and protect through the local district mechanism.



5. **United House of Prayer.** The parking lot of the United House of Prayer is currently in the existing Holloway Street Local Historic District. The HPC recommends adding the remaining church property (the building itself) to the district. Planning Staff recommends removing all of the church property from the district, including the portion already in the district. The basis for removal is that the property, due to its corner location and the existence of a vegetated buffer, is isolated enough from the historic neighborhood that it does not impact the historic character of the area.



6. **SEEDS Garden at 408 North Elizabeth Street.** Although this property is not included in the National Register district, both Planning staff and the HPC recommend including it to protect the historic character of the historic structures immediately adjacent to the north and those across the street by requiring that any development on this site be designed with a scale, mass and proportion compatible with its adjacent historic neighbors.
7. **SEEDS Garden at 706 Gilbert Street.** Although this property is not included in the National Register district, the HPC recommends including it to give continuity to the district by ensuring that any development be compatible with the historic structures immediately to the south and across the street. While there are contributing structures directly across North Elizabeth Street from this property the Planning department does not recommend this property's inclusion in the proposed district expansion due to the expanded width of North Elizabeth Street along this property's frontage. The additional width of the street separates this property sufficiently from the proposed district so its inclusion in the district is not necessary to safeguard the historic character of the neighborhood.

Alternatives. This is an informational item only. No action is requested at this time.

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