Amended on January 28, 2019

Please note that policies which have been fully implemented are shown in gray.

# Durham Comprehensive Plan

# Chapter 2
# Land Use Element

Durham City-County Planning Department

# The Durham Comprehensive Plan

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# Chapter 2, Land Use Element

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# Land Use Element

*Summary of Issues*
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Durham's land is finite. How we use this land determines how an increasing population will be housed, how and where green space and agricultural land will be protected, the number of homes that will be constructed, the amount of goods and services that will be available to residents how successful Durham will be in attracting employment and where employment centers will be located, and how efficient and connected our transportation choices can be. Different strategies produce different results. This Plan proposes a flexible approach to the interaction of land uses but limits intensities and densities depending on location. The Plan balances the predicted demand for specific land uses with the need to protect our natural resources and to move towards a more efficient development pattern.

## Summary of Issues

1. **Accommodating Future Growth.** Future increases in population and employment will increase demand for land development and redevelopment. Housing demand will be reflected in proposals for new subdivisions, apartment complexes and adaptive reuse of older structures. Businesses will need land and buildings for retail activities, offices, personal and professional services, research and manufacturing. How Durham plans for the changing uses of land to accommodate our expected growth will significantly influence our community's future quality of life. Redevelopment opportunities in strategic locations should be encouraged.

2. **Extent of Urban Growth.** Policies regarding watershed protection, rural character preservation, and cost of infrastructure, as well as the County's boundaries with adjacent jurisdictions, create limits to Durham's expansion of urban services. Capacity for growth exists in eastern and northwestern Durham County, but with trade-offs in the loss of rural landscapes and agricultural lands to more suburban patterns of development, and potential costs of infrastructure, service delivery, and to the environment. Balancing these growth issues will affect the lives of current and future residents.

3. **Different Community Types.** Market changes in recent years have revealed a demand for a variety of housing and development types. Durham utilizes a development Tier system to describe the character of development by location and provide context sensitive policy and regulation for each Tier. In order to accommodate demand for various types of communities, Durham should continue to build its future plans around distinct community types, such as downtown, urban neighborhoods, suburban neighborhoods, and rural areas. This Tier system should be refined and used to implement specific objectives, policies and regulations for each Tier as a way to best accommodate growth in Durham.

4. **Aligning Land Use and Transportation.** The interaction of land use policy and regulation is key to the creation of a quality transportation system that improves the lives of all Durham residents. As traffic congestion grows, supplies of inexpensive energy dwindle, and pollution intensifies, Durham should align land use polices, where appropriate, with investments in alternatives to cars, including transit, biking and walking. Triangle Transit is proceeding with plans to construct a commuter rail project to connect Durham with Raleigh and Wake County, as well as a light rail project to connect Durham with Chapel Hill. These new transportation options will not be successful unless there is supportive land use policy and regulation. The Downtown and Compact Neighborhood Tiers, utilized around regional transit stations, are designed to require higher intensity and greater mix of land uses than traditional suburban patterns, exceptional pedestrian and bicycle accessibility, interconnections with local transit services, a network of urban open spaces, and community design appropriate to their intensity and location. In addition, planning for Complete Streets, a context sensitive approach of designing streets for all uses, is one opportunity being explored by the NC Department of Transportation. Developing policies that acknowledge and support the connection between land use and transportation policy in other tiers is also key to successfully managed growth.

5. **Research Triangle Park and Land Use.** For over 50 years, the RTP has developed a land use pattern predicated on a separation of uses and campus-like development among various businesses and industries. This land use model has been successful, attracting a wide range of national and multi-national business and research facilities, and creating a substantial and thriving employment center. Business models and employer/employee demands are changing, thus RTP faces the task of redefining its existing business and land use models. The RTP will need to address an increased demand by employers and employees for a range of services that not only support the business and research within

the Park, but also allow for new and innovative ways of doing business. Additionally, current and future employees within the Park, and those working or living in the vicinity of the Park, will expect a mix of commercial amenities and residential choices accessible by multiple modes of transportation that is not only provided in Durham's downtown and potentially in designated Compact Neighborhood Tiers, but also within or near the Park.

**The Future Land Use Map** of the Durham Comprehensive Plan provides policy guidance for preferred development patterns.

6. **The Comprehensive Plan and the Unified Development Ordinance.** A community's comprehensive plan lays out the overall goals, objectives and policies that guide the growth and development of the community. Development regulations are a significant tool (one of many) for achieving the goals of the Comprehensive Plan. Completion of the Unified Development Ordinance (UDO) in 2006 was another step in improving Durham's development regulations to reflect the principles of smart growth. In the five years since its adoption, Durham has continued to refine the Tier standards through the UDO to reflect the policy direction of the Comprehensive Plan. How the Comprehensive Plan and the UDO work together will be critical to crafting a future for Durham that is attractive, efficient and respectful of its natural environment.

7. **Plan Relevance.** In order for the Comprehensive Plan to serve the community for an extended period, it must be a living document that is able to adjust to changing conditions and trends. Durham's ability to keep its Comprehensive Plan current and relevant is paramount to its policies having a lasting effect on the growth of the community.

## Goal 2.1, Establish the Framework

Accommodate and guide expected growth in a balanced manner through the use of the adopted Future Land Use Map.

### Objective 2.1.1 Future Land Use Map Established

Establish the Future Land Use Map of the Durham Comprehensive Plan as the policy basis for the future land use pattern in Durham.

**Policy 2.1.1a. Future Land Use Map.** Use the Future Land Use Map of the Durham Comprehensive Plan in conjunction with the text to guide the location and character of development. The Future Land Use Map shall identify the locations of development tiers and the appropriate land use category for all parcels within the jurisdiction of the City and/or County of Durham.

## Objective 2.1.2 Development Tiers

Support context sensitive policy and regulation for land use and development in Durham through a system of development Tiers on the Future Land Use Map. Through the Future Land Use Map and the Unified Development Ordinance, establish policies and development regulations that recognize each Tier's distinct character.

**The Unified Development Ordinance (UDO)**, initially adopted in 2006, is a legal instrument that codifies the regulations regarding development in Durham.

**Policy 2.1.2a. Tiers.** The following development Tiers are delineated on the Future Land Use Map to reflect a diversity of patterns of development and ensure opportunities for choice in Durham (See Map 2-1, Tiers):

i. Rural;
ii. Suburban;
iii. Urban;
iv. Compact Neighborhood; and
v. Downtown.

**Policy 2.1.2b. Rural Tier Defined.** The Rural Tier is established to preserve rural character, protect critical watersheds, preserve agricultural land uses, and allow low density residential development and limited supportive commercial and civic uses. Development in the Rural Tier should require large lots to minimize demands on infrastructure. Land in the Rural Tier will not receive urban services.

**Policy 2.1.2c. Suburban Tier Defined.** The Suburban Tier is established to provide land for low to medium density residential development, employment centers, and commercial and industrial activity. Land located in the Suburban Tier is expected to accommodate a large proportion of Durham's growth through greenfield development, infill, and redevelopment. While the Suburban Tier is expected to primarily develop at traditional suburban densities and patterns, it is recognized that the Research Triangle Park may develop one or more specific commercial nodes with more intense development and mix of uses that are walkable and able to be served by transit and bicycle facilities.

**Policy 2.1.2d. Urban Tier Defined.** The Urban Tier is established to describe land primarily developed prior to the 1960s with small lot sizes in traditional grid patterns and differing uses in proximity to one another. Land located in the Urban Tier has access to urban services and provides opportunities for infill and redevelopment.

**Policy 2.1.2e. Compact Neighborhood Tier Defined.** The Compact Neighborhood Tier consists of areas surrounding proposed fixed guideway transit stations. These are areas identified for high density and intensity infill, redevelopment, and new development that integrate a mix of uses through an urban

fabric that includes enhanced bicycle and pedestrian facilities. The Compact Neighborhood Tier is expected to have an improved street level experience and discourage auto-oriented and low intensity uses.

**Policy 2.1.2f. Downtown Tier Defined.** The Downtown Tier is the historic downtown core and support areas where intense development and pedestrian activity is encouraged. The Downtown Tier should be transit and pedestrian oriented in order to enhance the street level experience and provide a mixture of goods and services near transit. Auto-oriented and low intensity uses are discouraged. The creation of a high quality public realm is encouraged to enhance Downtown Durham's position as a commercial, cultural and entertainment hub of the region.

### Objective 2.1.3 Land Use Categories Established

Establish a set of generalized land uses to encompass the distinct uses found throughout Durham. Guide the location and character of development through maintaining a generalized set of land use categories on the Future Land Use Map in conjunction with the text of the Comprehensive Plan.

**Policy 2.1.3a. Land Use Categories.** Establish the following Land Use Categories located on the Future Land Use Map:

i. Recreation and Open Space;
ii. Agriculture;
iii. Residential;
iv. Commercial;
v. Office;
vi. Institutional;
vii. Research and Research Applications;
viii. Industrial; and
ix. Design District.

**Policy 2.1.3b. Recreation and Open Space Defined.** Durham shall identify and protect Recreation and Open Space areas, including but not limited to (see Policy 7.2.2a, Recreation and Open Space Areas):

i. Special Flood Hazard Areas, as defined by the Federal Emergency Management Agency;
ii. US Army Corps of Engineers land;
iii. North Carolina State park land or historic sites;
iv. Duke Forest;
v. NCSU Hill Forest;
vi. Privately-owned conservation lands held by local land trusts;
vii. City or County owned land identified on an adopted open space plan;
viii. Public land around reservoirs;

**Land Use Categories** are designations on the Future Land Use Map. Zoning districts that are accommodated within a particular Land Use Category may have a broad range of permitted uses under the regulations of the UDO.

ix. City and County parks;
x. Culturally or historically significant cemeteries; and
xi. Abandoned or unused railroad corridors.

**Policy 2.1.3c. Agriculture Defined.** Primarily land used as farmland or forestry land protected for long-term agricultural use, including but not limited to land within a Voluntary Agricultural District. This land use category may be accommodated by the Rural Residential (RR) zoning classification.

**Policy 2.1.3d. Residential Defined.** Primarily land designated for a range of residential densities and uses. Table 2-1 displays the residential future land use categories that are allowed within each Tier. There is no category applicable to the Downtown Tier because residential density is not regulated Downtown (see Policy 2.2.5d, Downtown Density). Through the Unified Development Ordinance, maintain density categories by Tier consistent with Table 2-1, Summary of Residential Densities. This land use category may be accommodated by any residential zoning district with a density consistent with its future land use designation. This land use category may also be accommodated by the Mixed Use (MU) district when residential densities are four (4) or more dwelling units per acre.

**Table 2-1, Summary of Residential Density Categories**

| | | Tier | | | | | |
|---|---|---|---|---|---|---|---|
| | | | | | Compact Neighborhood | | |
| | Density | Rural | Suburban | Urban | Support | Core | Downtown |
| Rural | 0.75 DU/Acre or Less | ● | | | | | |
| Very Low | 2 DU/Acre or Less | ● | ● | | | | |
| Low | 4 DU/Acre or Less | | ● | | | | |
| Low-Medium | 4-8 DU/Acre | | ● | | | | |
| Medium | 6-12 DU/Acre | | ● | ● | | | |
| Medium-High | 8-20 DU/Acre | | ● | ● | ● | | |
| High | 12-60 DU/Acre | | | | ● | ● | (Unlimited) |

Note: Achievement of these densities may require utilization of development plans and/or density bonuses for such things as provision of affordable housing or location on major transportation corridors, as further provided for in the Unified Development Ordinance.

In the Downtown Tier, regulations will focus on creating desirable development forms and appropriate interface with the streetscape. Therefore, residential densities will not be regulated.

**Policy 2.1.3e. Commercial Defined.** Primarily land designated for retail, entertainment, office, and service uses. These areas are

intended to serve the commercial and service needs of neighborhoods, the City and County, and the greater region. Commercial land uses develop in three patterns: node, linear, and strip. This land use category may be accommodated by any commercial zoning district and the Mixed Use (MU) district.

**Policy 2.1.3f. Office Defined.** Land used primarily for office uses. This land use category may be accommodated by the Office and Institutional (OI) zoning district and the Mixed Use (MU) district.

**Policy 2.1.3g. Institutional Defined.** Land used primarily for institutional uses, including but not limited to educational facilities, government facilities, and civic uses. This land use category may be accommodated by the Office and Institutional (OI) zoning district, the University and College (UC) zoning districts, and the Mixed Use (MU) district.

**Policy 2.1.3h. Research and Research Applications Defined.** Land used primarily for business and scientific research and development and its support services. This land use category may be accommodated by the Science Research Park (SRP) zoning district and the Mixed Use (MU) district.

**Policy 2.1.3i. Industrial Defined.** Land used primarily for industrial uses, including but not limited to manufacturing, processing, warehousing and distribution, resource extraction, research and development, flex space and service uses. This land use category may be accommodated by any industrial zoning district.

**Policy 2.1.3j. Design District Defined.** Design Districts are intended to encourage intense development and transit and pedestrian oriented activity. Regulations focus on form of the private and public realm rather than use and intensity. Design Districts are intended to encompass the Downtown and Compact Neighborhood Tiers, and are accommodated by the Downtown Design (DD-) and Compact Design (CD-) zoning districts.

## Goal 2.2, Accommodate Growth

Prescribe a set of land use policies by Tier that include existing and future development, and recognize the variety of development patterns throughout Durham. Promote context sensitive policies that guide regulation to achieve the highest possible development standards, enhance the environment, protect public health, and support a vital mix of land uses. Create a set of policies that provide for sufficient land for each land use type.

### Objective 2.2.1 Rural Tier Development

Provide sufficient land on the Future Land Use Map to preserve rural character and promote agricultural land uses, as well as rural residential, civic, small-scale commercial and industrial purposes. The Rural Tier shall include land that is not to receive urban services.

**Policy 2.2.1a. Rural Tier Development Focus.** Ensure that new development promotes agricultural uses and single-family residential development on large lots to minimize demands for public infrastructure. Commercial areas shall be small scale and neighborhood oriented.

**Policy 2.2.1b. Rural Tier Land Uses.** Land uses that shall be allowed in the Rural Tier include:

i. Recreation and Open Space;
ii. Agricultural;
iii. Rural Residential, single-family development;
iv. Institutional;
v. Commercial, limited to neighborhood oriented uses; and
vi. Industrial, limited to resource extraction.

**Policy 2.2.1c. Rural Tier Agricultural Activities.** Through the Unified Development Ordinance, ensure that land use regulations allow agricultural activities by right within the Rural Tier. (See Policy 7.2.3g. Rural Tier Agricultural Activities.)

**Policy 2.2.1d. Rural Tier Compatibility of Uses.** Through the Unified Development Ordinance, require greater buffers between active agriculture and other uses to minimize the impact of odors and dust and ensure the compatibility of any proposed development in the vicinity of Voluntary Agricultural Districts for land designated for Agriculture with those agricultural uses.

**Policy 2.2.1e. Rural Villages.** Durham shall maintain and support the rural villages of Bahama and Rougemont through the following policies and actions:

i. Maximum Residential densities in Rural Villages shall be Residential, Very Low (2 units per acre or less);
ii. Explore village design guidelines to protect the character of Bahama by encouraging appropriate and compatible infill and development design;
iii. Develop land use plans to promote the continued and sustainable economic viability of Bahama;
iv. Locate community-oriented facilities and services within Rural Villages in order to enhance their economic vitality; and
v. Investigate the feasibility of the establishment of a local historic district and/or National Register Historic District for the Village of Bahama.

(See Policies 2.5.3e, Rural Village Plans, 4.3.1a, Rural Village Design Guidelines, and 5.1.2d, Historic Rural Villages.)

**Policy 2.2.1f. Rural Tier Subdivisions.** Through the Unified Development Ordinance, promote the use of conservation subdivision provisions, such as conservation-by-design methods, to protect environmentally sensitive lands, preserve historic and archeological sites, protect scenic views, and conserve prime agricultural lands while encouraging more efficient use of the land and permitting up to a one-third increase in the density for projects that utilize these provisions.

**Policy 2.2.1g. Rural Service Centers.** Establish Rural Service Centers in the Rural Tier to provide locations for small-scale commercial uses and community services. Standards for Rural Service Centers include:

i. Located at intersections of Major and/or Minor Thoroughfares, separated by a distance of at least one-and-one-half (1 ½) miles;
ii. Contain two or more neighborhood-oriented uses;
iii. Maximum of 20,000 square feet of nonresidential uses per center;
iv. Maximum size for any single establishment of 10,000 square feet; and
v. New, isolated, mid-block commercial uses shall be discouraged.

### Objective 2.2.2 Suburban Tier Development

Provide sufficient land in the Suburban Tier for residential, commercial, institutional, office, research/research applications, and industrial purposes. With limited exceptions, the Suburban Tier shall provide for these uses at low to medium densities and intensities, *with a development pattern that emphasizes separation of uses**.

[*text above in italics applies only to land within Durham County's jurisdiction other than Research Triangle Park]

**Policy 2.2.2a. Suburban Tier Development Focus.** Through the Future Land Use Map, ensure that the Suburban Tier has sufficient land to accommodate anticipated population growth and its attendant demands for housing, employment, and goods and services, including opportunities for affordable housing and recreation.

**Policy 2.2.2b. Suburban Tier Land Uses.** Land uses that shall be allowed in the Suburban Tier include:

i. Recreation and Open Space;
ii. Agricultural;
iii. Residential;
iv. Institutional;

**Strip Commercial Development** is characterized as linear in arrangement, but associated with it are high volume traffic generating uses, separate vehicular entrances and exits for each use on the street, no defined pedestrian path, space onsite for parking and loading activities, and a cluttered appearance from an abundance of signs.

**Linear Commercial Development** Commercial development in a linear pattern is integrated with and visually enhances adjacent neighborhoods in a way that is pedestrian oriented. Buildings are typically built to the street, with on-street parking or parking in the rear. Examples include Ninth Street and West Chapel Hill Street.

**Node Commercial Development** is characterized by clustered and integrated design allowing access (vehicular and pedestrian) between individual uses, commercial nodes are located at key intersections and are designed to reduce traffic conflict and promote convenient pedestrian access (internal and external). Spacing of commercial nodes shall be measured from the outermost extent of one node to the outermost extent of another node.

v. Commercial;
vi. Office;
vii. Research/Research Application; and
viii. Industrial.

**Policy 2.2.2c. Suburban Tier Conservation Subdivisions.** Through the Unified Development Ordinance, promote the use of conservation subdivision provisions in the Suburban Tier, especially where conservation-by-design methods would protect environmentally sensitive lands, preserve historic and archeological sites, protect scenic views, and conserve prime agricultural lands while encouraging more efficient use of the land and permitting up to a one-third increase in the density for projects that utilize these provisions.

**Policy 2.2.2d. Suburban Tier Mixed Use.** Through the Unified Development Ordinance, establish and utilize a planned zoning district that encourages elements of traditional neighborhood design, including a pedestrian-oriented focal node of activity, an appropriate mix of land uses that are physically and functionally integrated, and development patterns and intensities that are supportive of a wide range of housing options, employment opportunities, community functions, and transportation choices. This policy shall be used in conjunction with Policy 2.3.1h Mixed Use Location.

**Policy 2.2.2e. Suburban Tier Commercial Development**. Discourage auto-oriented commercial "strip" development and instead encourage commercial "nodes" with appropriately designed internal connections at key locations along major transportation corridors. (See Policy 4.2.3a, Commercial Development Design).

**Policy 2.2.2f. Suburban Tier Spacing of Commercial Nodes**. The City-County Planning Department shall use the following standards when evaluating requests for new commercial development in the Suburban Tier:

i. Separate distinct nodes of commercial development by a distance of at least one-half mile, measured from the outermost edge of the node;

ii. Cluster commercial uses at intersections of thoroughfares; and

iii. Restrict new, isolated, mid-block commercial uses.

**Policy 2.2.2g. Special Redevelopment Areas.** When multiple existing lots are proposed for new development or redevelopment as part of an area-wide change in land use, and where significant development has changed the character of the

surrounding area, the development should be configured in such a way so as to:

i. Ensure that the tracts which are not included in the development are of sufficient size, shape, and location to be subsequently developed to compatible standards and use;
ii. Employ unifying design elements, roadways, and buffers; and
iii. Incorporate vehicular, pedestrian, and bicycle access as required by the UDO in a way to serve the development as well as other adjacent parcels not proposed for development.

**Policy 2.2.2h. Suburban Tier Density Evaluation.** Evaluate allowed Suburban Tier residential densities (see Table 2-1, Summary of Residential Density Categories) in consideration of policies to encourage higher density development in the Downtown and Compact Neighborhood Tiers and Suburban Transit Support Areas.

**Policy 2.2.2i. Research Triangle Park (RTP) Development.** Maintain the predominant suburban, office park development pattern found within RTP. However, consider the development or redevelopment of one or more specific commercial nodes within RTP with a mix of uses at intensities higher than typical suburban development. This development should be walkable, able to be served by transit and bicycle facilities, incorporate a mix of uses including residential, research/research applications, commercial, office, light industrial, institutional, parks and open space, and provide a collaborative, flexible environment which will support the larger RTP as a whole.

### Objective 2.2.3 Urban Tier Development

Provide sufficient land in the Urban Tier appropriately zoned for residential, commercial, institutional, office and industrial purposes. The Urban Tier shall include land surrounding Downtown and Compact Neighborhoods Tiers.

**Policy 2.2.3a. Urban Tier Development Focus.** Ensure that new development enhances the street level experience by requiring that development within the Urban Tier have an urban form with small lot sizes and proximity of uses.

**Policy 2.2.3b. Urban Tier Land Uses.** Land uses that shall be allowed in the Urban Tier include:

i. Recreation and Open Space;
ii. Residential;
iii. Institutional;
iv. Commercial;
v. Office; and

vi. Industrial.

**Policy 2.2.3c. Urban Tier Mixed Use.** Through the Unified Development Ordinance, establish and utilize zoning tools that encourage an appropriate mix of uses that are vertically and functionally integrated to create vibrant places that are pedestrian oriented and transit supportive. This policy shall be used in conjunction with Policy 2.3.1h Mixed Use Location.

**Policy 2.2.3d. Urban Tier Commercial Development.** Discourage auto-oriented commercial "strip" development and instead encourage pedestrian-oriented "nodes" and, where appropriate, pedestrian friendly "linear" corridors (see inset on page 2-10) of commercial development and infill. (See Policy 4.2.3a, Commercial Development Design).

**Policy 2.2.3e. Urban Tier Spacing of Commercial Nodes.** The City-County Planning Department shall use the following standards when evaluating requests for new commercial development in the Urban Tier:

i. Separate distinct nodes of commercial development by a distance of at least one-half (1/2) mile;

ii. Cluster commercial uses at intersections of thoroughfares; and

iii. Restrict new, isolated, mid-block commercial uses, unless compatible with surrounding uses.

**Policy 2.2.3f. Urban Tier Commercial Infill**. Through the Unified Development Ordinance, provide opportunities for neighborhood-scale commercial node and linear development, intended to be directly accessible from surrounding residential neighborhoods.

**Policy 2.2.3g. Roxboro Road Zoning Changes.** The City-County Planning Department shall recommend denial of commercial and industrial zoning changes along Roxboro Road between West Club Boulevard and Maynard Avenue in order to prevent strip development and to protect the character of the surrounding neighborhood.

### Objective 2.2.4 Compact Neighborhood Tier Development

Provide sufficient land in the Compact Neighborhood Tier appropriately zoned for mixed use, transit-oriented development. The Compact Neighborhood Tier shall include land surrounding the designated regional transit stations.

**Policy 2.2.4a. Compact Neighborhood Development Focus.** Ensure that development in the Compact Neighborhood Tier enhances the street-level experience and provides a mixture of goods and services near transit stations by requiring that

development be transit-, bicycle-, and pedestrian-oriented. Auto-oriented and low-intensity uses shall be discouraged.

**Policy 2.2.4b. Compact Neighborhood Tier Land Uses.** Utilize a Design District for all Compact Neighborhoods in order to make use of form-based code principles, create alternatives to automobile use, and create more "24-hour" places. For those Compact Neighborhoods in which a Design District has not been established, land uses that shall be allowed include:

i. Recreation and Open Space;
ii. Residential;
iii. Institutional;
iv. Commercial;
v. Office; and
vi. Industrial, limited to Light Industrial uses.

**Policy 2.2.4c. Compact Neighborhood Zoning.** Design District zoning shall be applied to all Compact Neighborhoods.

**Policy 2.2.4d. Compact Neighborhood Tier Passenger Terminals.** Through the Unified Development Ordinance, ensure that passenger terminals are a permitted use in the zoning districts in the Compact Neighborhood Tier.

**Policy 2.2.4e. Compact Neighborhood Commercial Infill.** Through the Unified Development Ordinance, for those Compact Neighborhoods for which Design District zoning has not been established, provide opportunities for neighborhood-scale commercial and mixed use nodes, intended to be directly accessible from surrounding residential neighborhoods.

**Policy 2.2.2f. Sub-districts of Design Districts.** In the creation of a Design District, any number of the following sub-districts shall be established and depicted on the zoning map for the specific Design District:

i. Core (C): The portion of a Design District where the highest, densest urban development, with a mix of vertically integrated uses, is expected and encouraged. The Core shall include and be in proximity of the transit station and shall not be located at the edge of the Design District.
ii. Support 1 (S1): The portion of a Design District where moderate intensity urban development creates a mixed use urban environment at a lesser scale that respects adjacent development. The S1 district is appropriate at the edge where intensity of development or other physical barriers do not necessitate a more sensitive transition. The S1 district also serves as a transition between the Core and the Support 2 districts.
iii. Support 2 (S2): The portion of a Design District intended to provide a sensitive transition from more intense

development to development adjacent to the district, often residential in nature.

iv. Special Sub-Districts: Special sub-districts can be established as needed for any of the Design Districts. Specific standards for a special sub-district shall be contained in the standards for the Design District in which it is established to accommodate unique existing conditions identified through the detailed planning of the district to develop context sensitive standards.

### Objective 2.2.5 Downtown Tier Development

Provide sufficient land in the Downtown Tier for a mix of uses including residential, commercial, institutional, light industrial and office. The Downtown Tier shall include land surrounding the designated Downtown regional transit station.

**Policy 2.2.5a. Downtown Tier Development Focus.** Ensure that downtown development enhances the street level experience and provides a mix of goods and services near transit stations by requiring that development within the Downtown Tier be transit and pedestrian oriented. Auto-oriented and low intensity uses shall be discouraged.

**Policy 2.2.5b. Downtown Tier Land Uses.** Maintain Design District standards for all land within the Downtown Tier.

**Policy 2.2.5c. Downtown Development Areas.** The Downtown Tier shall utilize the Downtown Design zoning district and its sub-districts to provide for areas of high intensity development and a transition between Downtown and nearby neighborhoods.

**Policy 2.2.5d. Downtown Density.** In the Downtown Tier, regulations will focus on creating desirable development forms and appropriate interface with the streetscape. Therefore, residential densities will not be regulated.

**Policy 2.2.5e. Downtown Tier Passenger Terminals.** Ensure that passenger terminals are a permitted use in the Zoning Districts in the Downtown Tier.

**Policy 2.2.5f. Downtown Tier and the Central Business District.** The central business district of Durham shall be defined to be coterminous with the Downtown Tier for purposes of NCGS 160A.458.3.

## Goal 2.3, Promote Sustainable Use of Land and Resources

Promote the sustainable use of land and resources to meet the needs of today without jeopardizing the ability to

efficiently and effectively provide land and resources in the future.

### Objective 2.3.1 Growth Management

Create policies and regulations to direct new development to areas that will support the efficient provision of public services and transportation networks, and protect environmentally sensitive lands.

**Policy 2.3.1a. Contiguous Development.** Support orderly development patterns that take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development.

**Policy 2.3.1b. Efficient Provision of Services through Annexation**. The City Manager's Office, in conjunction with the Planning Department, shall devise and implement a strategy to annex into the City areas under County jurisdiction that are completely surrounded by areas of City jurisdiction in order to efficiently and effectively provide public services, including public safety and solid waste collection.

**Policy 2.3.1c. Farmland Preservation.** In order to help prevent the loss of rural landscapes and agricultural lands, and to better direct development to locations where urban services can be provided more efficiently, the Board of County Commissioners shall employ conservation easements to assist in the preservation of farmland.

i. The Farmland Protection Board shall review all requests for conservation easements to determine if the property is prime farmland; and
ii. Any property identified as prime farmland by the Farmland Preservation Board that is purchased in fee simple or through an easement by a Governing Body shall be designated Agriculture on the Future Land Use Map with a maximum development potential as a farmstead.

**Policy 2.3.1d. Office Uses as Transition.** Through the Future Land Use Map, utilize office space as a complement to commercial space, providing a transition between commercial and residential areas in the Urban and Suburban Tiers.

**Policy 2.3.1e. Expansion of Commercial Nodes.** Through the Unified Development Ordinance, and in evaluating requests for expansions to existing commercial nodes, require that the proposed development be designed to be integrated with the rest of the existing node to promote pedestrian and vehicular circulation. (See Policy 4.2.3a, Commercial Development Design).

**Policy 2.3.1f. Retrofit Strip Development.** Through the Unified Development Ordinance, develop incentives to encourage the retrofitting of strip development and aging and vacant shopping

centers into pedestrian-friendly mixed use centers as appropriate. (See Policy 4.3.3c, Retrofit Strip Development).

**Policy 2.3.1g. Mixed Use Project Location.** Using the Future Land Use Map, and Map 2-3, Mixed Use Suitability Analysis, as a reference, direct and support the use of zoning tools that encourage mixed use in locations that avoid environmentally sensitive or hazardous environments, are well-connected by multiple modes of transportation, and are efficiently served by community infrastructure and services. Mixed Use development may be compatible with any Future Land Use designation in the corresponding Tier (with the exception of the Rural Tier); however, where the use shown on the Future Land Use Map is residential, the requested residential density in a proposed mixed use project shall be four (4) or more dwelling units per acre.

### Objective 2.3.2 Infrastructure Capacity

Ensure the pace of urbanized growth does not exceed the ability to provide essential services.

**Policy 2.3.2a. Infrastructure Capacity.** In evaluating changes to the Future Land Use Map and Zoning Atlas, the City-County Planning Department shall consider impacts to the existing capacities of the transportation, water, and sewer systems, and other public facilities and services. In order to assess the impact on infrastructure and services of changes to the Future Land Use and Zoning Maps, the City-County Planning Department shall measure from the potential maximum impact of current policy or regulation to the potential maximum impact of the proposed change in policy or regulation.

**Policy 2.3.2b. Fiscal Impact Assessment.** The City-County Planning Department, in conjunction with other City and County service providers, shall create a mechanism with which to measure fiscal and economic impacts of proposed changes to the Future Land Use Map and/or Zoning Atlas.

### Objective 2.3.3 Environmental Sustainability

Provide sufficient land to protect critical watersheds, protect open space, and allow low impact development.

**Policy 2.3.3a. Watershed Critical Areas and Land Use.** Through the Unified Development Ordinance, the City-County Planning Department shall discourage industrial land uses and maintain zoning that permits only low-intensity land uses in the Watershed Critical Areas, the most sensitive land near water supply reservoirs.

**Policy 2.3.3b. Impervious Surface Credit Transfer.** Through the Unified Development Ordinance, maintain procedures for the

transfer of impervious surface credit from a donor parcel to a receiver parcel, provided that:

i. The donor parcel and the receiver parcel shall be within the same water supply watershed;
ii. The impervious surface credit transfer shall not be from a donor parcel in the Protected Area to ~~the~~ a receiver parcel in the Critical Area; and
iii. The portion of the donor parcel which is restricted from development shall remain in a vegetated or natural state and shall be placed in a permanent conservation easement granted to the City or County, or a land trust or similar conservation-oriented nonprofit organization.

Use of this tool should allow a project to increase its impervious surface above the limits that would otherwise be required, but would not reduce the requirements to provide engineered stormwater systems for the receiver sites. (See Policy 9.1.4c. Impervious Surface Credit Transfer.)

**Policy 2.3.3c. Provision of Open Space.** Through the Unified Development Ordinance, require that new residential development~~s~~ include useable open space which uses Crime Prevention Through Environmental Design (CPTED) principles, is appropriate to the size and nature of the development, and:

i. In the Suburban Tier, is accessible from the street and within a ½ mile walking distance from the majority of homes within the development;
ii. In the Urban Tier, is accessible from the street and within a ¼ mile walking distance from the majority of homes within a neighborhood;
iii. In the Compact Neighborhood and Downtown Tiers, establish alternative standards for open space to ensure public space in a defined setting with plazas and urban public places, as well as green spaces. (See Policies 7.2.2f, Urban Open Space Plan, and 10.1.4e, Urban Open Space Plan).

### Objective 2.3.4 Contextual Development

Develop standards for development that are appropriate to the context of the existing surrounding or desired development pattern.

**Policy 2.3.4a. Infill Development Standards.** Through the Unified Development Ordinance, encourage and promote compatible residential and nonresidential infill on vacant or under utilized property within developed portions of the community to reinforce the existing character. Include provisions for contextual design of both residential and nonresidential infill projects in the Urban and Compact Neighborhood Tiers. Encourage adaptive reuse of

existing buildings in these tiers as well. (see Policy 4.3.2a, Infill Development Standards)

**Policy 2.3.4b. Neighborhood Protection Overlay.** Through the Unified Development Ordinance, maintain a Neighborhood Protection Overlay to limit the flexibility of underlying zoning within existing established neighborhoods to more effectively match the design, density, intensity, and/or established character of these developed areas.

**Policy 2.3.4c. Transitions to Nonresidential Uses.** Ensure the protection of established neighborhoods in areas beginning to transition to nonresidential uses by protecting their residential design and character in architectural details as well as the location of parking.

## Goal 2.4, Align Land Use and Transportation

Promote the integration of land use, transportation and infrastructure planning to efficiently conserve resources and support economic growth.

### Objective 2.4.1 Transit Oriented Development

Create land use policies that encourage development that is compatible with transit, pedestrian, and bicycle transportation, and decreases dependence on automobiles. Promote and support future transit opportunities.

**Policy 2.4.1a. Downtown and Compact Neighborhood Tiers for Transit Support.** Plan for and reinforce the Downtown and Compact Neighborhood Tiers as supportive of multi-modal transportation through increased density, reduced parking requirements, high quality pedestrian and bicycle facilities, and supportive infrastructure and design requirements. (See Policy 8.1.6a.)

**Policy 2.4.1b. Regional Transit Plan.** The City and County shall support planning for and protection of the transit corridors identified in the most recently adopted version of the Regional Transit Plan. (See Policy 8.1.3d, Regional Transit Plan).

**Policy 2.4.1c. Development Review and Regional Rail.** The City-County Planning Department and the City Department of Transportation shall review development proposals in relation to the adopted Regional Transit Plan, and shall seek dedication or reservation of right-of-way along designated transit corridors in conformance with that Plan. (See Policy 8.1.3e, Development Review and Regional Rail).

**Policy 2.4.1d. Suburban Transit Areas.** Through the Unified Development Ordinance, the City-County Planning Department shall develop standards for Suburban Transit Areas shown on the Future Land Use Map to encourage development supportive of transit.

**Policy 2.4.1e. Newly Designated Transit Areas.** Existing Suburban Transit Areas shall be re-designated to the Compact Neighborhood Tier as the locations of transit stations are established. Additional Suburban Transit Areas shall be designated as further transit studies, in conjunction with Triangle Transit, are completed and appropriate locations identified.

**Policy 2.4.1f. Station Area Infrastructure.** Develop a strategy to prioritize, finance, and build infrastructure that will improve the safety and efficiency of accessing fixed guideway transit routes.

### Objective 2.4.2 Roadway Accommodations

Ensure that the road network in Durham includes multi-modal facilities to accommodate automobiles, pedestrians, bicycles, and rubber tire transit (such as buses and Bus Rapid Transit), and that land uses are located on appropriate road types.

**Policy 2.4.2a. Complete Streets.** The City Department of Transportation, in consultation with North Carolina Department of Transportation and the City-County Planning Department, shall designate and implement Complete Street design standards that provide mobility for all types of transportation modes and complement the desired land use pattern and urban fabric. (See Policy 8.1.1d, Complete Streets).

**Policy 2.4.2b. Connectivity.** Through the Unified Development Ordinance, encourage that new development and redevelopment provide internal and external pedestrian and vehicular connectivity within and between individual development sites to provide alternative means of access.

**Policy 2.4.2c. Location of Industrial Uses.** Through the Future Land Use Map, ensure that new industrial uses have direct access to Major Thoroughfares, Minor Thoroughfares, or Collector Streets to protect the character of neighborhoods.

## Goal 2.5, Comprehensive Plan Relevancy

### Objective 2.5.1 Comprehensive Plan Updates

Update the Durham Comprehensive Plan on a regular basis in order to maintain its relevancy and appropriateness.

**Policy 2.5.1a. Updates.** The City-County Planning Department shall ensure that the Durham Comprehensive Plan is updated approximately every five years in order to reflect the best available information and changing conditions.

**Policy 2.5.1b. Evaluation and Assessment Report.** The City-County Planning Department shall conduct an annual Evaluation and Assessment Report and present that report to the Governing Bodies for adoption. This report will address, at a minimum, the following:

i. Rectification of City and County Future Land Use Map amendments;
ii. An assessment of progress on Comprehensive Plan policies;
iii. Proposed amendments (if any) to policies of the Comprehensive Plan; and
iv. An update to Table 2-4, the projected Demand for Land accommodated by the Future Land Use Map.

(See Policy 1.1.4a, Evaluation and Assessment Report.)

### Objective 2.5.2 Future Land Use Map Updates

Update the Future Land Use Map as needed to maintain its relevancy as a guide to the location and character of development.

**Policy 2.5.2a. Amendments.** The City-County Planning Department shall initiate amendments to the Durham Comprehensive Plan, including but not limited to the Future Land Use Map, when warranted as part of a Compact Neighborhood Plan (See Policy 2.2.4e, Compact Neighborhood Plans) or Land Use Update (See Policy 2.5.2b, Land Use Updates). In addition, the City-County Planning Department shall evaluate requests to amend the Durham Comprehensive Plan, including but not limited to, the Future Land Use Map (See Policy 1.1.3a, Amendment Procedures).

**Policy 2.5.2b. Land Use Updates.** The City-County Planning Department shall prepare detailed land use plan updates for the following areas, considering the capacity of infrastructure and the demand for specific land uses:

i. The area bounded by the eastern Suburban Tier boundary, US-70, South Miami Boulevard, and I-40;
ii. The area bounded by the eastern Suburban Tier boundary, Olive Branch Road, Lick Creek, and US-70;
iii. The area around Durham Technical Community College;
iv. The area around Research Triangle Park; and
vi. The area bounded by Burdens Creek, NC 55 and South Alston Avenue.

**Policy 2.5.2c. Recreation and Open Space Updates.** Through the Unified Development Ordinance, allow for any land as defined in Policy 2.1.3b, Recreation and Open Space Defined, to be

designated as Recreation and Open Space on the Future Land Use Map through the Evaluation and Assessment Report process.

**Policy 2.5.2d. Agricultural District Updates.** Through the Unified Development Ordinance, allow for any land for which an agricultural easement has been recorded to be designated as Agricultural on the Future Land Use Map through the Evaluation and Assessment Report process.

**Policy 2.5.2e. Demand for Land Uses.** In evaluating changes to the Future Land Use Map, the Governing Boards, the City-County Planning Commission, and the City-County Planning Department shall consider the projected need for the requested land use in the future, in accordance with Table 2-4, as may be updated from time to time.

**Policy 2.5.2f. Neighborhood Involvement.** Through the Unified Development Ordinance, maintain procedures to ensure that neighborhoods and community groups are advised of and provided opportunities to be involved in development decisions at the earliest stages of planning and throughout the approval process.

### Objective 2.5.3 Future Initiatives

Identify initiatives to be undertaken by the City-County Planning Department not previously addressed, in conjunction with other departments and outside agencies.

**Policy 2.5.3a. Study of Industrial Land.** The City-County Planning Department, in conjunction with the City of Durham Office of Economic and Workforce Development and the Durham Chamber of Commerce, shall periodically evaluate the location, size, and marketability of industrial land in Durham. (See Policy 6.1.5c, Land Use Location and Availability).

**Policy 2.5.3b. Local Historic District Land Use Analysis.** The City-County Planning Department shall prepare detailed land use plan updates for all Local Historic Districts to ensure that land use policy and regulations for the district are consistent with historic patterns and district goals.

**Policy 2.5.3c. Rural Village Plans.** The City-County Planning Department shall develop land use plans and design guidelines to promote the continued and sustainable economic viability, as well as protect the character of the rural village of Bahama (see Policies 2.2.1e, Rural Villages, and 4.3.1a, Rural Village Design Guidelines, and 5.1.2d, Historic Rural Villages).

**Policy 2.5.3d. Research Triangle Park Master Plan.** The City-County Planning Department shall work in conjunction with the Research Triangle Foundation on implementation of an updated Research Triangle Park Master Plan.

**Policy 2.5.3e. Agricultural Zoning.** The City-County Planning Department shall perform an analysis of a potential agricultural zoning district for the Rural Tier.

**Table 2-2, Land Demand and the Future Land Use Map**

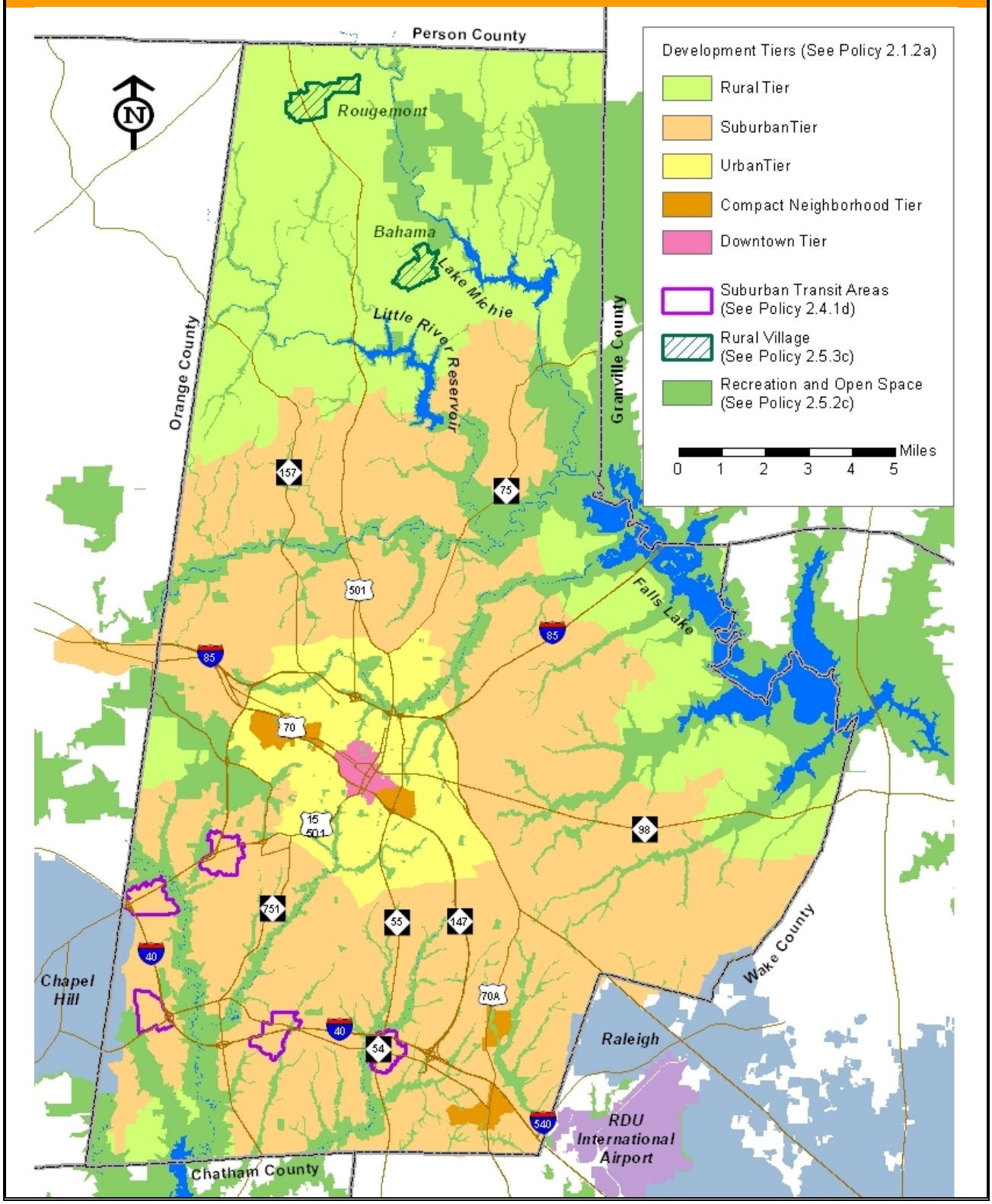
| Sector | Projected Demand, 2045 | Accommodated by the Future Land Use Map |
|---|---|---|
| Residential | 192,500 Dwelling Units | 225,000 Dwelling Units |
| Institutional/Government | 3,000 Acres | 3,500 Acres |
| Office | 2,800 Acres | 2,900 Acres |
| Commercial | 4,700 Acres | 6,700 Acres |
| Industrial | 9,100 Acres | 16,200 Acres |

Note: Source is Durham City-County Planning Department, July 2018

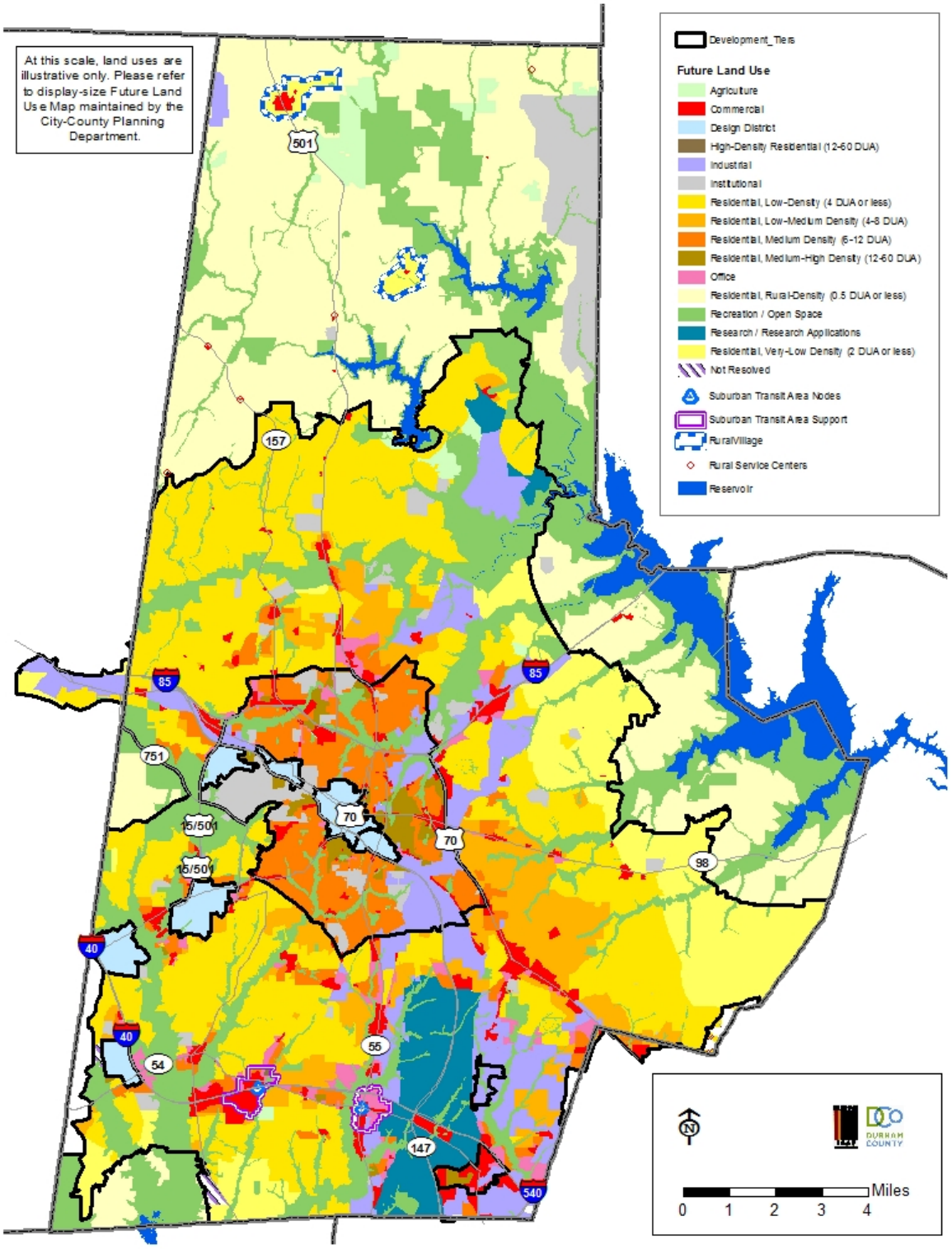
**Land Demand Projections and the Future Land Use Map**

An important Smart Growth principle embraced by the Durham Comprehensive Plan is to provide sufficient land for future needs. Future demand for residential units is based on projected size of the population and an estimate of the number of persons per household. Future demand for commercial land is based on the projected size of the population and an estimate of needed square feet per person. Future demand for office and industrial land is based on projected employment in those sectors and an estimate of needed square feet per employee. (Warehouse and non-warehouse demand is projected separately.) Projected demand for these land uses and the amount of land accommodated by the Comprehensive Plan's Future Land Use Map is shown in Table 2-4. The Map provides sufficient land for the anticipated needs.

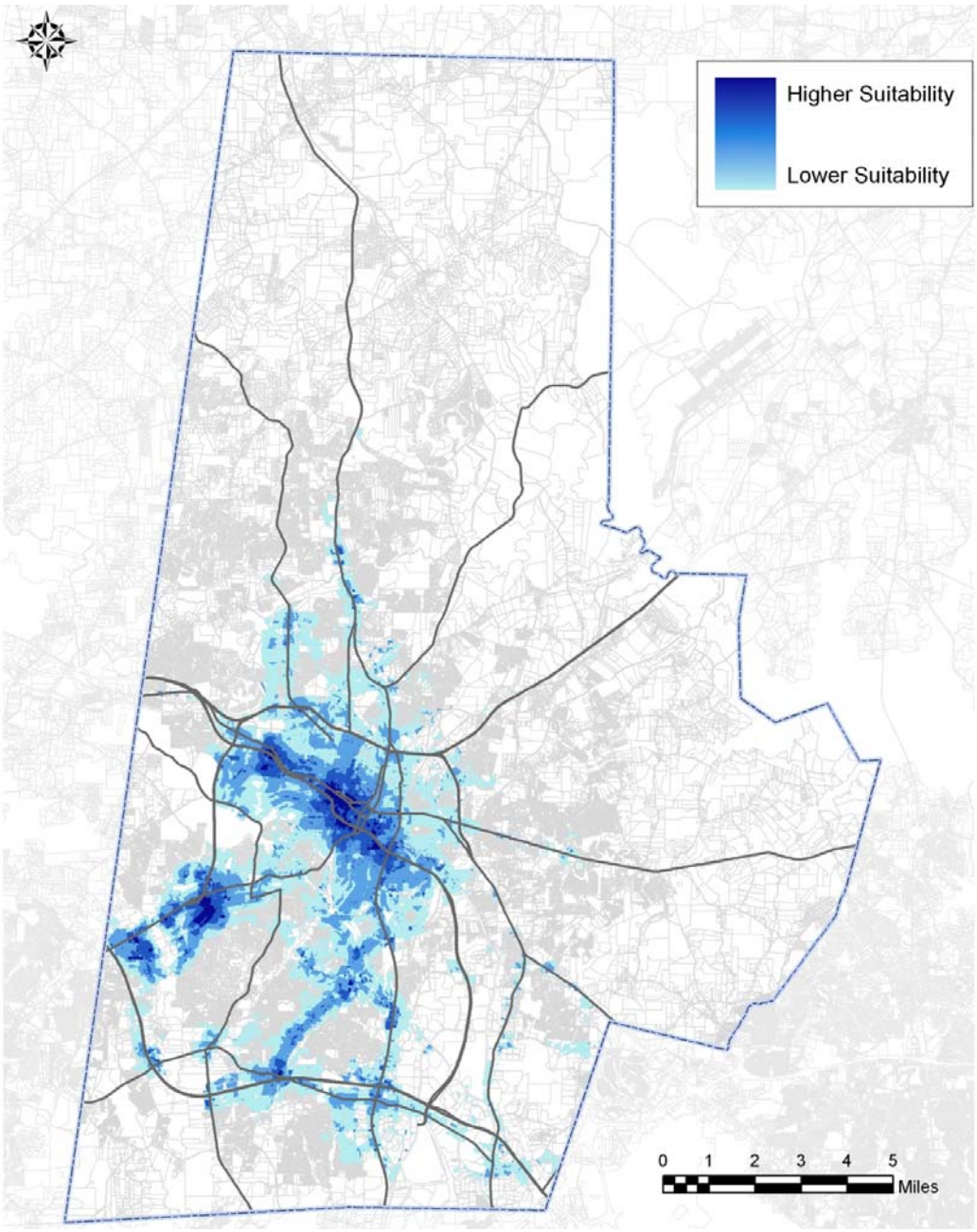
## Map 2-1, Tiers


Person County
Rougemont
Bahama
Lake Michie
Little River Reservoir
Orange County
Granville County
Falls Lake
Wake County
Chapel Hill
Raleigh
RDU International Airport
Chatham County
Development Tiers (See Policy 2.1.2a)
Rural Tier
Suburban Tier
Urban Tier
Compact Neighborhood Tier
Downtown Tier
Suburban Transit Areas (See Policy 2.4.1d)
Rural Village (See Policy 2.5.3c)
Recreation and Open Space (See Policy 2.5.2c)
Miles
0 1 2 3 4 5

## Map 2-2, Future Land Use Map



## Map 2-3, Mixed Use Location Suitability




**Note: This map was generated for illustrative purposes only. It is intended to be used as a reference, but the locations identified on the map do not reflect adopted policy.** Using Geographic Information Systems (GIS), Planning Department staff worked with a stakeholder focus group to perform a quantitative and spatial analysis to determine the most appropriate areas to encourage mixed use development. The result is a suitability map showing areas with the highest convergence of qualities considered to be attractive for mixed use projects. These factors included, but were not limited to: proximity to bus stops; proximity to proposed light rail/commuter rail stations; a connected roadway network; a connected system of sidewalks; off-road bike and pedestrian trails; underdeveloped land or vacant commercial land; proximity to schools; proximity to recreational open spaces; and ridgelines (area of higher elevation). Because many of the identified features can change over time (locations of bus stops, for instance), this map should be regarded as a description of conditions at a particular moment in time.

## Amendment History

**Amended - June 26, 2006**

**Policy 2.3.1h, Rural Tier Compatibility of Uses.** ~~Recognizing the potential conflicts between agricultural uses and more intense development over issues such as odors and dust, the City-County Planning Department shall consider as part of the review process the compatibility of any proposed development in the vicinity of Voluntary Agricultural Districts or lands designated for Agriculture with those agricultural uses.~~ Through the Unified Development Ordinance, require greater buffers between active agriculture and other uses to minimize the impact of odors and dust and ensure the compatibility of any proposed development in the vicinity of Voluntary Agricultural Districts or lands designated for Agriculture with those agricultural uses.

**Policy 2.3.1k, Cost of Community Services Study.** The County Engineering Department and the Soil & Water Conservation District shall prepare a cost-of-community-services study to examine the economic benefits of retaining active farming.

**Amended (New Policy) – June 25, 2007**

**Policy 2.3.5m, Downtown Tier and the Central Business District.** The central business district of Durham shall be defined to be coterminous with the Downtown Tier for purposes of NCGS 160A.458.3.

**Amended – October 26, 2009**

~~**Policy 2.3.2l, Neighborhoods in Transition.** Identified neighborhoods, such as Kentington Heights, seeking an area-wide change in land use shall develop through single ownership or as a single project employing unifying design elements, roadways, and buffers.~~

**Policy 2.3.2l., Special Redevelopment Areas.** When multiple existing lots are proposed for new development or redevelopment as part of an area-wide change in land use, and where significant development has changed the character of the surrounding area, the development should be configured in such a way so as to:

i. Ensure that the tracts which are not included in the development are of sufficient size, shape, and location to be subsequently developed to compatible standards and use;
ii. Employ unifying design elements, roadways, and buffers; and
iii. Incorporate vehicular, pedestrian, and bicycle access as required by the UDO in a way to serve the development as well as other adjacent parcels not proposed for development.

**Amended – February 1, 2010**

**Policy 2.2.2a. Residential Densities.** Through the Unified Development Ordinance, establish and maintain densities of Residential development consistent with Table 2-1, Summary of Residential Densities.

## Table 2-3, Summary of Residential Densities

| | Density | Tier | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Rural | Suburban | Urban | Compact Neighborhood | | Downtown | | |
| | | | | | Support | Core | ~~3~~ | ~~2~~ | ~~1~~ |
| Rural | 0.75 DU/Acre or Less | ● | | | | | | | |
| Very Low | 2 DU/Acre or Less | ● | ● | | | | | | |
| Low | 4 DU/Acre or Less | | ● | | | | | | |
| Low-Medium | 4-8 DU/Acre | | ● | | | | | | |
| Medium | 6-12 DU/Acre | | ● | ● | | | | | |
| Medium-High | 8-20 DU/Acre | | | ● | ● | | ~~●~~ | | |
| High | 12-60 DU/Acre | | | | | ● | | ~~●~~ | |
| Very High | 12-150 DU/Acre | | | | | | | | ~~●~~ |

Note: Achievement of these densities may require utilization of development plans and/or density bonuses for such things as provision of affordable housing or location on major transportation corridors, as further provided for in the Unified Development Ordinance.

In the Downtown Tier, regulations will focus on creating desirable development forms and appropriate interface with the streetscape. Therefore, residential densities will not be regulated.

**Objective 2.3.5 Downtown Tier.** Provide sufficient land in the Downtown Tier ~~appropriately zoned~~ for a mix of uses including residential, commercial, institutional, light industrial and office ~~purposes~~. The Downtown Tier shall include land surrounding the designated Downtown regional transit station.

**Policy 2.3.5b. Downtown Tier Land Uses.** Land uses that shall be allowed in the Downtown Tier include:

i. Natural Resource Areas and Open Space;
ii. Residential;
iii. Institutional;
iv. Commercial; ~~and~~
v. Office;~~.~~ and
vi. Light Industrial.

**Policy 2.3.5i. Downtown Tier Open Space.** Through the Unified Development Ordinance, establish alternative standards for open space to ensure public space in a defined setting with plazas, ~~and~~ urban public places, ~~as well as~~ and green spaces~~, located in Core Areas~~.

**Amended – October 11, 2010**

**Policy 2.3.2e. Suburban Tier Mixed Use.** Through the Unified Development Ordinance, encourage mixed uses by allowing mixed use developments where one of the uses is shown on the Future Land Use Map, except that industrial uses shall not be allowed in mixed use developments. Where the use shown on the Future Land Use Map is Residential, the requested density in a proposed mixed-use project shall be within the range allowed in the Residential Future Land Use Map designation for the site. ~~Through the Unified Development Ordinance, provide incentives for vertical integration of~~ Projects qualifying as mixed use shall incorporate significant vertical integration of residential and nonresidential uses in order to achieve true mixed-use, ~~projects~~ rather than the multiple use projects that typically result from only horizontal integration. Though the Unified Development Ordinance, establish standards for the amount for the amount of vertical integration required for mixed use projects.

**Amended – May 14, 2012 – See Appendix X**

**Amended – February 25, 2013**

**Maps.** Amend the maps of the *Durham Comprehensive Plan* by removing the Urban Growth Area.

**Issue 2. Extent of Urban Growth.** ~~Durham has used the Urban Growth Area (UGA) boundary as a tool to manage its physical growth.~~ Policies regarding ~~W~~watershed protection, ~~policies~~ rural character preservation, and cost of infrastructure, as well as the County's boundaries with ~~and~~ adjacent jurisdictions, ~~represent real~~ create limits to Durham's ~~physical~~ expansion of urban services. Capacity for growth exists in eastern and northwestern Durham County, but with trade-offs in the loss of rural landscapes and agricultural lands to more suburban patterns of development, and potential costs of infrastructure, service delivery, and to the environment. Balancing these growth issues will affect the lives of current and future residents.

**Policy 2.1.2b. Rural Tier Defined.** The Rural Tier is established to preserve rural character, protect critical watersheds, preserve agricultural land uses, and allow low density residential development and limited supportive commercial and civic uses. ~~Land located in the Rural Tier is generally outside of the Urban Growth Area, where City water and sewer services are not extended.~~ Development in the Rural Tier should require large lots to minimize demands on infrastructure. Land in the Rural Tier will not receive urban services.

**Policy 2.1.2c. Suburban Tier Defined.** The Suburban Tier is established to provide land for low to medium density residential development, employment centers, and commercial and industrial activity. Land located in the Suburban Tier is expected to accommodate a large proportion of Durham's growth through greenfield development, infill, and redevelopment. The Suburban Tier ~~is within the Urban Growth Area and~~ is expected to ~~be provided with urban services~~ develop at traditional suburban densities and patterns.

**Objective 2.2.1. Rural Tier Development.** Provide sufficient land on the Future Land Use Map to preserve rural character and promote agricultural land uses, as well as rural residential, civic, small-scale commercial and industrial purposes. The Rural Tier shall include land ~~in the Durham Planning Area outside the Urban Growth Area~~that is not to receive urban services.

Objective 2.2.2 Suburban Tier Development. Provide sufficient land in the Suburban Tier ~~appropriately zoned~~ for residential, commercial, institutional, office, research/research applications, and industrial purposes. The Suburban Tier shall ~~include all land within the Urban Growth Area that is not included in the Urban, Compact Neighborhood or Downtown Tiers~~provide for these uses at low to medium densities and intensities, with a development pattern that emphasizes separation of uses.

**Objective 2.2.2 Suburban Tier Development.** Provide sufficient land in the Suburban Tier ~~appropriately zoned~~ for residential, commercial, institutional, office, research/research applications, and industrial purposes. The Suburban Tier shall ~~include all land within the Urban Growth Area that is not included in the Urban, Compact Neighborhood or Downtown Tiers~~provide for these uses at low to medium densities and intensities*, with a development pattern that emphasizes separation of uses*.
[Text above in italics applies only to land within Durham County's jurisdiction.]

**Policy 2.5.2b. Land Use Updates.** The City-County Planning Department shall prepare detailed land use plan updates for the following areas, considering the capacity of infrastructure and the demand for specific land uses:

v. The area bounded by the eastern Suburban Tier ~~Durham Urban Growth Area~~ boundary, US-70, South Miami Boulevard, and I-40;
vi. The area bounded by the eastern Suburban Tier ~~Durham Urban Growth Area~~ boundary, Olive Branch Road, Lick Creek, and US-70;
vii. The area around the proposed East End Connector;
viii. The area around Durham Technical Community College;
ix. The area around Research Triangle Park; and
x. The area bounded by Burdens Creek, NC 55 and South Alston Avenue.

~~**Policy 2.3.1a. Urban Growth Area.** Use the Urban Growth Area boundary to delineate the boundary between the Suburban and Rural Tiers. The Urban Growth Area shall also delineate the boundary where water and wastewater services shall be provided.~~

**Policy 2.3.1b. Contiguous Development.** Support orderly development patterns that take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development ~~within the Urban Growth Area~~.

**Policy 2.3.1d. Farmland Preservation**. In order to help prevent the loss of rural landscapes and agricultural lands, and to better direct development to locations where urban services can be provided more efficiently, the Board of County Commissioners shall employ conservation easements to assist in the preservation of farmland.

i. The Farmland Protection Board shall review all requests for conservation easements to determine if the property is prime farmland; and
ii. Any property identified as prime farmland by the Farmland Preservation Board that is purchased in fee simple or through an easement by a Governing Body ~~or is included in a Voluntary Agricultural District~~ shall be designated Agriculture on the Future Land Use Map with a maximum development potential as a farmstead.

**Amended – June 3, 2013**

**Policy 2.3.1d. Farmland Preservation**. In order to help prevent the loss of rural landscapes and agricultural lands, and to better direct development to locations where urban services can be provided more efficiently, the Board of County Commissioners shall employ conservation easements to assist in the preservation of farmland.

i. The Farmland Protection Board shall review all requests for conservation easements to determine if the property is prime farmland; and
ii. Any property identified as prime farmland by the Farmland Preservation Board that is purchased in fee simple or through an easement by a Governing Body ~~or is included in a Voluntary Agricultural District~~

shall be designated Agriculture on the Future Land Use Map with a maximum development potential as a farmstead.

**Policy 2.5.2d. ~~Voluntary~~ Agricultural District Updates.** Through the Unified Development Ordinance, allow for any land for which an agricultural easement has been recorded to be designated as Agricultural on the Future Land Use Map through the Evaluation and Assessment Report process.

**Amended – June 2, 2014**

**Policy 2.2.1e. Rural Villages.** Durham shall maintain and support the rural villages of Bahama and Rougemont through the following policies and actions:

i. Maximum Residential densities in Rural Villages shall be Residential, Very Low (2 units per acre or less);
ii. ~~Develop~~ Explore village design guidelines to protect the character of ~~Durham's rural villages,~~ Bahama ~~and Rougemont,~~ by encouraging appropriate and compatible infill and development design;
iii. Develop land use plans to promote the continued and sustainable economic viability of Bahama ~~and Rougemont~~;
iv. Locate community-oriented facilities and services within Rural Villages in order to enhance their economic vitality; and
v. Investigate the feasibility of the establishment of a local historic district and/or National Register Historic District for the Village of Bahama.

**Policy 2.2.4a. Compact Neighborhood Development Focus.** Ensure that ~~the Station Area Plans~~ development in the Compact Neighborhood Tier enhances the street-level experience and provides a mixture of goods and services near transit stations by requiring that development ~~within the Compact Neighborhood Tier~~ be transit-, bicycle-, and pedestrian-oriented. Auto-oriented and low-intensity uses shall be discouraged.

**Policy 2.2.4b. Compact Neighborhood Tier Land Uses**. Utilize a Design District for all Compact Neighborhoods ~~through the Compact Neighborhood Plan process (see Policy 2.2.4e, Compact Neighborhood Plans)~~ in order to make use of form-based code principles, create alternatives to automobile use, and create more "24-hour" places. For those Compact Neighborhoods ~~for~~ in which ~~a Compact Neighborhood Plan has~~ Design District~~s~~ has~~ve~~ not been ~~implemented~~ established, land uses that shall be allowed include:

*i. Recreation and Open Space;*
*ii. Residential;*
*iii. Institutional;*
*iv. Commercial;*
*v. Office; and*
*vi. Industrial, limited to Light Industrial uses.*

~~**Policy 2.2.4c. Core Area.** The Core Area, the land immediately surrounding the transit station, may extend approximately one-quarter mile from the station as indicated on the Future Land Use Map, unless otherwise indicated on an adopted Compact Neighborhood or Station Area plan.~~

~~**Policy 2.2.4d. Support Area.** The Support Area shall be the land in the Compact Neighborhood Tier outside of the Core Area, as indicated on the Future Land Use Map, unless otherwise indicated on an adopted Compact Neighborhood or Station Area plan.~~

**Policy 2.2.4e. Compact Neighborhood ~~Plans~~Zoning**. ~~The City-County Planning Department, in conjunction with Triangle Transit and other interested parties, shall develop or participate in the development of Compact Neighborhood Plans, which shall apply the Compact~~ Design ~~zoning d~~District zoning~~, and its sub-districts,~~ shall be applied to all Compact Neighborhoods.

**Policy 2.2.4g. Compact Neighborhood Commercial Infill.** Through the Unified Development Ordinance, for those Compact Neighborhoods for which ~~a Compact~~ Design District zoning ~~district~~ has not been ~~implemented~~ established, provide opportunities for neighborhood-scale commercial and mixed use nodes, intended to be directly accessible from surrounding residential neighborhoods.

**Policy 2.5.3c. Rural Village Plans.** The City-County Planning Department shall develop land use plans and design guidelines to promote the continued and sustainable economic viability, as well as protect the character of~~,~~ the rural village~~s~~ of Bahama ~~and Rougemont~~ (see Policies 2.2.1e, Rural Villages, and 4.3.1a, Rural Village Design Guidelines, and 5.1.2d, Historic Rural Villages).

**Amended – September 28, 2015**

**Summary of Issues – New Issue**

**5. Research Triangle Park and Land Use.** For over 50 years, the RTP has developed a land use pattern predicated on a separation of uses and campus-like development among various businesses and industries. This land use model has been successful, attracting a wide range of national and multi-national business and research facilities, and creating a substantial and thriving employment center. Business models and employer/employee demands are changing, thus RTP faces the task of redefining its existing business and land use models. The RTP will need to address an increased demand by employers and employees for a range of services that not only support the business and research within the Park, but also allow for new and innovative ways of doing business. Additionally, current and future employees within the Park, and those working or living in the vicinity of the Park, will expect a mix of commercial amenities and residential choices accessible by multiple modes of transportation that is not only provided in Durham's downtown and potentially in designated Compact Neighborhood Tiers, but also within or near the Park.

**Policy 2.1.2c. Suburban Tier Defined.** The Suburban Tier is established to provide land for low to medium density residential development, employment centers, and commercial and industrial activity. Land located in the Suburban Tier is expected to accommodate a large proportion of Durham's growth through greenfield development, infill, and redevelopment. While ~~The~~ the Suburban Tier is expected to primarily develop at traditional suburban densities and patterns, it is recognized that the Research Triangle Park may develop one or more specific commercial nodes with more intense development and mix of uses that are walkable and able to be served by transit and bicycle facilities.

**Objective 2.2.2 Suburban Tier Development.** Provide sufficient land in the Suburban Tier for residential, commercial, institutional, office, research/research applications, and industrial purposes. With limited exceptions, ~~The~~the Suburban Tier shall provide for these uses at low to medium densities and intensities, *with a development pattern that emphasizes separation of uses**.
[*text above in italics applies only to land within Durham County's jurisdiction other than the Research Triangle Park]

**Policy 2.2.2i. Research Triangle Park (RTP) Development.** Maintain the predominant suburban, office park development pattern found within RTP. However, consider the development or redevelopment of one or more specific commercial nodes within RTP with a mix of uses at intensities higher than typical suburban development. This development should be walkable, able to be served by transit and bicycle

facilities, incorporate a mix of uses including residential, research/research applications, commercial, office, light industrial, institutional, parks and open space, and provide a collaborative, flexible environment which will support the larger RTP as a whole.
**Amended – October 3, 2016**

**Policy 2.5.3a. Study of Industrial Land.** The City-County Planning Department, in conjunction with the City of Durham Office of Economic and Workforce Development and the Durham Chamber of Commerce, shall periodically evaluate the location, size, and marketability ~~conduct a study to determine the appropriate location, size, and qualities~~ of industrial land in Durham. (See Policy 6.1.5c, Land Use Location and Availability).

**Amended – November 6, 2017**

**Policy 2.1.3d. Residential Defined.** Primarily land designated for a range of residential densities and uses. Table 2-1 displays the residential future land use categories that are allowed within each Tier. There is no category applicable to the Downtown Tier because residential density is not regulated Downtown (see Policy 2.2.5d, Downtown Density). Through the Unified Development Ordinance, maintain density categories by Tier consistent with Table 2-1, Summary of Residential Densities. This land use category may be accommodated by any residential zoning district ~~and the Mixed Use (MU) district~~ with a density consistent with its future land use designation. This land use category may also be accommodated by the Mixed Use (MU) district when residential densities are four (4) or more dwelling units per acre.

**Policy 2.2.5b. Downtown Tier Land Uses.** ~~Utilize a~~ Maintain Design District standards for all land within the Downtown Tier.

**Policy 2.3.1b. Efficient Provision of Services through Annexation.** The City Manager's Office, in conjunction with ~~City Budget and Management Services~~ the Planning Department, shall devise and implement a strategy to annex into the City areas under County jurisdiction that are completely surrounded by areas of City jurisdiction in order to efficiently and effectively provide public services, including public safety and solid waste collection.

**2.3.1g. Mixed Use Project Location.** Using the Future Land Use Map, and Map 2-3, Mixed Use Suitability Analysis, as a reference, direct and support the use of zoning tools that encourage mixed use in locations that avoid environmentally sensitive or hazardous environments, are well-connected by multiple modes of transportation, and are efficiently served by community infrastructure and services. Mixed Use development may be compatible with any Future Land Use designation in the corresponding Tier (with the exception of the Rural Tier); however, where the use shown on the Future Land Use Map is residential, the requested residential density in a proposed mixed use project shall be ~~within the range allowed in the Residential Future Land Use Map designation for the site~~ four (4) or more dwelling units per acre.

**Policy 2.5.2b. Land Use Updates.** The City-County Planning Department shall prepare detailed land use plan updates for the following areas, considering the capacity of infrastructure and the demand for specific land uses:

i. The area bounded by the eastern Suburban Tier boundary, US-70, South Miami Boulevard, and I-40;
ii. The area bounded by the eastern Suburban Tier boundary, Olive Branch Road, Lick Creek, and US-70;

~~iii. The area around the proposed East End Connector;~~
iv. The area around Durham Technical Community College;
v. The area around Research Triangle Park; and

The area bounded by Burdens Creek, NC 55 and South Alston Avenue.

**Implemented Policies**

The following policies in Chapter 2, Land Use, have been fully implemented as of November 6, 2017.

| Policy | Implementation Tool |
|---|---|
| 2.2.1c. Rural Tier Agricultural Activities | Unified Development Ordinance (UDO), paragraphs 4.2.1, 4.8.3A, 5.1.2, 5.2.2, 5.3.1C, 6.2.4A, 6.2.4H, 8.4.4B, 8.5.7, 9.4.5B, 12.10.2A |
| 2.2.1d. Rural Tier Compatibility of Uses | UDO, paragraph 9.4.5B |
| 2.2.1f. Rural Tier Subdivisions | UDO, paragraphs 4.2.1, 6.2.1A, 6.2.4, 8.4.4, 8.7.2, 12.2.2, 12.7.1, and Sections 7.2 and 8.10 |
| 2.2.5a. Downtown Tier Development Focus | UDO, paragraph 4.5.1 |
| 2.2.5c. Downtown Development Areas | Implemented through UDO text amendments TC07-01, adopted in 2010, TC11-14 and TC12-03, adopted in 2012. See UDO paragraphs 3.3.2A, 3.5.12, 3.9.10, 4.5.1, 4.10.5, 5.3.4F, 5.3.4P, 5.3.4U, 6.12.3, 7.4.2, 7.5.2, 7.7.2, 8.5.4B, 9.2.2A, 9.4.5C, 9.4.7, 9.8.1C, 10.2.2, 10.3.1, 10.3.3, 10.4.1, 10.4.2, 11.2.7, 11.3.1, 11.3.3, 12.2.4, 12.4.2, 12.10.4B, 13.6.2, 14.3.2. |
| 2.2.5d. Downtown Density | UDO, paragraph 4.5.1, section 5.1 |
| 2.2.5e. Downtown Tier Passenger Terminals | UDO, section 5.1 and paragraph 5.3.3I |
| 2.2.5f. Downtown Tier and the Central Business District | Implemented through UDO text amendment TC0700001 - Downtown Zoning Update, adopted in 2010. |
| 2.3.3a. Watershed Critical Areas and Land Use | UDO, section 8.7 |
| 2.3.3b. Impervious Surface Credit Transfer | UDO, paragraph 8.7.2.B2 |
| 2.3.4a. Infill Development Standards | UDO, paragraph 4.3.1 and section 6.8. Commercial infill standards for West Chapel Hill Street, which were adopted through TC10-06 in 2011. |
| 2.3.4b. Neighborhood Protection Overlay | UDO section 4.6. TC0600008, adopted in 2008, established the general Neighborhood Protection Overlay (NPO) standards and Tuscaloosa-Lakewood NPO. |
| 2.4.1a. Downtown and Compact Neighborhood Tiers for Transit Support | UDO, section 6.12 |
| 2.4.1d. Suburban Transit Areas | UDO, paragraphs 3.5.7D and 6.9.1D |
| 2.5.2c. Recreation and Open Space Updates | UDO, paragraph 3.4.10 |
| 2.5.2d. Agricultural District Updates | UDO, paragraph 3.4.10, and annual Evaluation and Assessment Report. |
| 2.5.3d. Research Triangle Park Master Plan | Implemented through plan amendment case A1500007 - RTP Text Amendments, adopted in 2015. |