



Date: May 11, 2026

To: Claudia O. Hager, County Manager
Through: Maurice Jones, Deputy County Manager
From: Sara M. Young, AICP, Planning & Development Director
Subject: Evaluation and Assessment Report (A2500002A, A2500002B, A2500002E, A2500002F),
Place Type Map Amendments

Executive Summary

As directed by the Comprehensive Plan and Unified Development Ordinance (UDO), staff prepared the first phase of the first biennial Evaluation and Assessment Report (EAR). The EAR includes staff recommendations for Comprehensive Plan policy amendments, changes to the Place Type Map (PTM), and the Community Goals and Objectives (CGO) Report Card. A second phase, which includes data analysis of growth and housing trends, will be brought to the Joint City-County Planning Committee (JCCPC) elected bodies for review in the upcoming months.

At its April 1, 2026, meeting, the JCCPC directed staff to bring forth proposed changes to the PTM to the elected bodies for their consideration. There are six proposed PTM changes included in the EAR; four of which are in the County's jurisdiction.

The Community Goals and Objectives Report Card has also been included as an informational item. It was presented to the JCCPC in August 2025 and is included here as it is a part of Phase 1 of the EAR.

Motions

To conduct a public hearing to receive comments and consider the following motions:

Motion 1: To adopt a resolution amending the Place Type Map by taking property identified in Attachment F out of the Rural and Agricultural place type and establishing the same as the Rural and Agricultural Reserve and Employment Campus and including these parcels within the Urban Growth Area.

Motion 2: To adopt a resolution amending the Place Type Map by taking property identified in Attachment G out of the Apartment and Townhouse Neighborhood place type and establishing the same as the Utility and Public Works Facility place type.

Motion 3: To adopt a resolution amending the Place Type Map by taking property identified in Attachment H out of the Rural and Agricultural Reserve and Community Institution place types and establishing the same as the Community Institution place type.

Motion 4: To adopt a resolution amending the Place Type Map by taking property identified in Attachment I out of the Utility and Public Works place type and establishing the same as the Rural and Agricultural Reserve place type.

Background

In 2023, the Durham City Council and the Durham Board of County Commissioners adopted the Durham Comprehensive Plan and set forth the vision for which the City and County of Durham should strive. Policy 166 of the Comprehensive Plan states that that approximately every other year, the Planning & Development Department shall prepare an Evaluation and Assessment Report (EAR) of the Comprehensive Plan. Additionally, UDO section 3.4.11 requires an EAR to be prepared by staff for review and approval by the governing bodies every two years. Contents of the report should include the following:

- Progress on implementation of adopted policies;
- Changes to the Place Type map based on changes in conditions;
- Addition of new permanently protected Open Space to the Place Type Map;
- Recommended amendments, additions or deletions of policies, action items, and other text including the Place Type descriptions;
- Recommended addition or removal of Future Growth Areas;
- Identified comprehensive amendments to the Place Type Map, including the Urban Growth Boundary or Future Growth Areas, needed because of development activity or changes in conditions, including new major public investments, housing supply, or population growth.

This first phase of the EAR includes proposed changes to the PTM, proposed changes to policy language and commentary, and the first Community Goals and Objectives (CGO) report card. This last item is for informational purposes only. The second phase will include items such as a data analysis of housing conditions and progress on action items contained within the Plan.

The phasing and timing of the EAR, as well as the Community Goals and Objectives Report Card, were presented to JCCPC in August 2025. Subsequently, staff-initiated proposed changes to the PTM and policies of the Comprehensive Plan were brought to the Planning Commission in October 2025. While the Planning Commission took action on the PTM changes, recommending approval of five of the six changes, it requested that the policy changes be brought back to the commission for further discussion. Updated policies, based on feedback from the Planning Commission as well as other advisory boards and residents, were presented at the November 2025 and January 2026 Planning Commission meetings. At its January 2026 meeting, the Planning Commission recommended approved of the proposed policy changes on a 7-4 vote.

At its April 1, 2026, meeting, the JCCPC directed staff to bring forth proposed changes to the PTM to the elected bodies for their consideration, but not the policies. A JCCPC subcommittee was established for further discussion of the proposed policy changes. Of the six proposed PTM changes included in the EAR two are in the City's jurisdiction. One proposed change, which is in the County's jurisdiction but involves a change to the Urban Growth Boundary, is also being brought to the City Council for its consideration. Those three proposed changes have been brought for the Council's consideration.

Issues and Analysis

A. *Amendments to the Place Type Map*

UDO Section 3.4.11 permits staff to recommend changes to the PTM due to changing conditions or other factors. Staff recommends the following three changes to the PTM, which are shown in Attachments A, C, D, and E. Details for each of these recommended changes are below.

Treyburn (A2500002A, Attachments A & B)

REIDs: [213004](#), [213005](#), [213006](#), [213007](#)

Treyburn Corporate Park (TCP) (Attachment B) is a 1,400-acre corporate park in North Durham. It is home to thousands of jobs and some of Durham's largest companies, such as AISIN North Carolina, bioMerieux, Corning, Merck, and Novo Nordisk. TCP is serviced by the City of Durham's water and wastewater system. All of the land within TCP is currently zoned for industrial and/or office uses. The majority of TCP is Industrial Light (IL), with the remainder either Science and Research Park (SRP) or Commercial Center (CC); the four parcels in question are zoned SRP or SRP and CC.

The most recent Durham Comprehensive Plan approved in 2023 removed four TCP parcels from the urban growth boundary and re-classified them as Rural and Agricultural Reserve (RAR) due to the existence of conservation easements portions of those properties. Those parcels are shown in Attachment A; they are the four northernmost parcels that are completely within the TCP in Attachment B. This renders them unable to access city water and wastewater services per city code.

In the prior Comprehensive Plan, these parcels were all within the Suburban Tier and classified as Research & Research Applications. Of the 193 acres under consideration, only approximately 66 acres is developable; the remaining acreage has conservation easements on them held by the Triangle Land Conservancy (TLC holds easements but does not own the underlying property). While much of the land is protected, 66 acres is a sizable amount of land for future employment campus style development and the undeveloped (preserved) land could be utilized, among other things, (a) for impervious surface or tree coverage requirements on the developable portions or (b) for some type of future open space programming, depending on the wishes on the property owner and/or the corporate park.

The Durham County Economic Development Department believes it would be most advantageous to (1) move the urban growth boundary to incorporate these four parcels, and (2) to re-classify the developable areas as Employment Campus (EC) on the Place Type Map. In addition to historical consistency, the benefits for doing so are:

- Land for New Jobs. There is limited land available for industrial development (light manufacturing, logistics, distribution, etc.) in Durham. The 66 developable acres will open up new employment opportunities (for comparison, the original Novo Nordisk site to the south of the site is only 49 acres). Generally speaking, these jobs tend to have lower barriers to entry in terms of educational requirements and often offer well-paying jobs at or above a living wage with benefits.
- Consistency. This will allow for better consistency in how the corporate park is planned, managed, developed, and utilized.

Planning & Development staff, in agreement with the Durham County Economic Development Department, recommend that the urban growth boundary be adjusted to include these four parcels to reflect previous agreements and plans, including the boundary of the TCP and to designate the developable 66 acres Employment Campus (EC) on the Place Type Map, and that the remainder retain its designation of RAR.

The Planning Commission recommended denial of this PTM change on a 5-4 vote at its October 14, 2025, meeting.

North Roxboro and Orange Factory Roads (A2500002B, Attachment C)

REID: [187907](#)

The southeast quadrant of Roxboro and Orange Factory Roads has a significant amount of land designated for future suburban commercial activity. Since the adoption of the Comprehensive Plan, one large parcel of land has been acquired by Durham County for a demonstration farm. Based on that acquisition and proposed use, Planning & Development Department staff, in conjunction with the County Open Space and Real Estate Division, recommends changing the PTM designation from Suburban Commercial (SC) to Community Institution (CI).

The Planning Commission recommended approval of this PTM change on a 9-0 vote at its October 14, 2025, meeting.

Redwood Convenience Center (A2500002E, Attachment D)

REID: [238066](#)

A portion of this parcel was designated RAR in the Comprehensive Plan, even though the entirety of the parcel is owned by the County and is the County's Redwood Convenience Site. The majority of the parcel is designated Community Institution (CI). Staff recommends designating the entire parcel CI to be consistent with the existing use.

The Planning Commission recommended approval of this PTM change on a 7-2 vote at its October 14, 2025, meeting.

Baptist Road (A2500002F, Attachment E)

REID: [193989](#)

This parcel was identified as a utility site during the Comprehensive Plan drafting process. However, the utility is a cell tower, and does not require the entire parcel be designated UPW. A cell tower can operate in a rural area. Therefore, staff recommends changing the place type to RAR, consistent with the surrounding area.

The Planning Commission recommended approval of this PTM change on a 9-0 vote at its October 14, 2025, meeting.

B. *Community Goals and Objectives Report Card*

The adopted Durham Comprehensive Plan directs staff to complete a Community Goals and Objectives (CGO) Report Card (Attachment K). The CGO Report Card offers a way to track progress and adjust course every two years based on broad data and trends. The report cards can help guide City and County priorities, funding, and plan updates in the two-year Evaluation and Assessment Report (EAR).

The Report Card is organized by eight Equity Indicators. Indicators are categories that reflect key issues in the Durham community. Each one includes specific data points that help measure progress and may change over time as better information becomes available to support more equitable decision-making.

Data will highlight how inequities in Durham’s built environment affect the community as a whole, and when the data is available, will highlight impacts to Black, Indigenous, and People of Color (BIPOC), low-income, Spanish-speaking, immigrant and refugee, disabled, senior, youth, unhoused, and justice-involved residents.

The data in this Report Card is primarily from sources specific to Durham. When local data is not available, state-level data is used and noted. The report covers all of Durham County, with City-only data highlighted when that is the only available level. It may not be possible to link specific data points directly to individual policies, since many complex factors shape our lives. Data should be part of evaluating progress, alongside community feedback and lived experience.

To understand where the City and County are investing and who is impacted, staff reviewed geographic data from the Equitable Green Investment (EGI) program, Vision Zero, and the Community Health Assessment. Many factors overlap, such as transportation needs, climate risk, historic redlining, and underserved communities and we found that different department analyses were pointing to roughly the same areas in Durham. We also used the Equity Emphasis Areas from the 2025 Vision Zero Action Plan to demonstrate access to resources.

One key issue is the availability of data, specifically nonresidential data, in order to more accurately measure residents’ access to daily needs. With better sources we can better demonstrate access for different groups in Durham. For now, we have provided a baseline with information gathered through Durham Parks and Recreation and the Durham Neighborhood Compass and visualized access to daily needs using a heat map on page 17 of the CGO Report Card.

C. Next Steps

As previously stated, these PTM changes are a part first phase of the EAR. A second phase will incorporate data through October 2025 in order to assess the first full two years of the Durham Comprehensive Plan. A significant amount of staff time is being dedicated to the collection and analysis of data for the second phase of the EAR, which is planned to include the following:

- Progress report on action items in the Comprehensive Plan;
- Comparison of housing needs and actuals, including
 - Units entitled through zoning
 - Units approved through site plan
 - Units receiving building permits
 - Constructed (given Certificates of Compliance)
- Affordable/income-restricted units, including
 - Number entitled (through zoning)
 - Number approved (through site plan)
 - Number constructed (given Certificates of Compliance)
- Number and acreage of changes to the Place Type Map by designation
- Number and acreage of zoning map changes by designation
- Summary of white paper projects completed

Progress on Phase 2 of the EAR was presented to the JCCPC on April 1, 2026. Staff expects to complete this phase in summer 2026.

Alternatives

The Board of County Commissioners may elect to deny or modify any or all of the proposed Place Type Map changes.

Financial Impact

This is a Comprehensive Plan amendment. There is no financial impact assessment performed on Comprehensive Plan amendments.

Equal Business Opportunity Summary

Due to the nature of this agenda item, a review by the Finance Department's Underutilized Business Compliance Division was not required.

Staff Contact

Aaron Cain, AICP, Senior Planning Manager, Aaron.Cain@DurhamNC.gov

Attachments

- Attachment A:** Place Type Map Change Treyburn
- Attachment B:** Treyburn Corporate Boundary Map
- Attachment C:** Place Type Map Change North Roxboro and Orange Factory Roads
- Attachment D:** Place Type Map Change Redwood Convenience Center
- Attachment E:** Place Type Map Change Baptist Road
- Attachment F:** Resolution to Amend the Place Type Map of the Comprehensive Plan – Treyburn
- Attachment G:** Resolution to Amend the Place Type Map of the Comprehensive Plan – North Roxboro and Orange Factory Roads
- Attachment H:** Resolution to Amend the Place Type Map of the Comprehensive Plan – Redwood Convenience Center
- Attachment I:** Resolution to Amend the Place Type Map of the Comprehensive Plan – Baptist Road
- Attachment J:** Planning Commission Written Comments
- Attachment K:** Community Goals and Objectives Report Card