



# ZONING MAP CHANGE REPORT

## HAMLIN RESERVE (Z24000146A and BDG2400020)

Meeting Date: October 6, 2025

### A. Executive Summary

Worth Mills, of Longleaf Law Partners, proposes to change the zoning designation of two parcels of land totaling 42.61 acres, and located at 2503 and 2523 Hamlin Road. The current zoning is Residential Rural (RR), county jurisdiction. The applicant proposes to change this designation to Residential Rural (RR), city jurisdiction, to connect to city water and sewer and develop the site for a conservation subdivision to allow up to 81 dwelling units. A conservation or conventional subdivision, as well as limited commercial, public, and civic uses, are permitted under the current county RR zoning.

The properties are currently designated Rural and Agricultural Reserve (RAR) on the Place Type Map (PTM) (see Attachment C) and are outside of the Urban Growth Boundary (UGB) of the Comprehensive Plan (see Attachment D). The annexation outside of the UGB is inconsistent with the Comprehensive Plan. If the proposed zoning is approved, staff recommend a change to the PTM to designate the property as Mixed Residential Neighborhood (MRN). If the proposal is approved, the Comprehensive Plan would be automatically amended to extend the Urban Growth Boundary to incorporate the parcel. That extension of the Urban Growth Boundary would also include a portion of the Army Corps of Engineers’ parcel ([REID 169168](#)) that is not part of the proposal.

This is a direct translational zoning. A direct translational zoning is one in which the existing Durham County zoning is translated to the identical Durham City zoning district upon the annexation of the property into the city limits. A translational zoning does not and cannot include a development plan, and any future development may proceed according to what the zoning would allow. There is an associated annexation petition associated with this case, case BDG2400020.

### B. Application Summary

Application Information			
Case Number	Z2400046A	Submittal Date	December 16, 2024
Case Name	Hamlin Reserve		
Case Type	Direct Translation		
Proposal	Conservation subdivision of up to 81 single-family units		
Applicant Contact	Worth Mills, Longleaf Law Partners, <a href="mailto:wills@longleafp.com">wills@longleafp.com</a>		
Staff Contact	Andy Lester, Principal Planner, <a href="mailto:Andrew.Lester@DurhamNC.gov">Andrew.Lester@DurhamNC.gov</a>		
Site Information			
Location	2503 and 2523 Hamlin Road	Legacy Cases	None
Site Acreage	42.61 acres	Existing Use	Single-family home/agriculture
REID(s)	<a href="#">211811</a> and <a href="#">169196</a>		
Request			
Designation	Existing	Proposed	
Jurisdiction	County	City	
Development Tier	Suburban	No Change	
Place Type Map	Rural and Agricultural Reserve (RAR)	Mixed Residential Neighborhood (MRN)	
Zoning District(s)	Residential Rural (RR)	No Change	

<b>Zoning Overlay(s)</b>	Falls/Jordan Watershed Overlay District – A (F/J-A)	No Change
<b>Urban Growth Boundary</b>	Outside UGB	Within UGB
<b>Allowable Use(s)</b>	Any use within RR	Any use within RR

### C. Environmental Summary

<b>Environmental Data</b>	
<b>River Basin</b>	The site is within the Neuse River Basin.
<b>Watershed Overlay</b>	The site is within the Falls/Jordan Watershed Overlay District A (F/J-A).
<a href="#"><u>NC Natural Heritage Inventory</u></a>	<p>The NCNHI does not identify any unique, endangered, or sensitive species or vegetation on the site.</p> <p>*Disclaimer: An NHI inventory has not been conducted on this site. The lack of designation on the NHI dataset does not necessarily mean there are no unique, endangered, or sensitive species or vegetation on the site, but rather, a survey has not been completed in relation to the subject site.</p>
<a href="#"><u>Wildlife Corridor</u></a>	The site is not within a wildlife corridor.
<b>UDO Compliance</b>	<b>Existing Conditions</b>
<b>Impervious Surface</b>	<p>Between one-half and one mile from the normal pool: nine percent.</p> <p>If the high-density option is utilized for residential development within the F/J-A in the Suburban Tier, then the maximum impervious surface would be 40 percent. Per UDO Section 8.7.4, any development utilizing the High Density Option within the F/J-A overlay shall require site plan approval by the appropriate governing body.</p>
<b>Regulated Floodplain</b>	None on site
<b>Steep Slopes</b>	If steep slopes are found to be on site, then UDO Section 8.8 would need to be met at time of site plan.
<b>Stream Buffers</b>	Perennial streams would require 150-foot riparian stream buffers. Intermittent streams would require 100-foot riparian stream buffers.
<b>Stream Buffer or Floodplain Intrusion</b>	Stream intrusion could occur in a conventional or conservation subdivision.
<b>Project Boundary Buffers</b>	<p>No buffer is required for RR adjacent to RR.</p> <p>If the site is mass graded, then a minimum of 0.6 opacity buffer would be required around the entire site.</p>
<b>Wetlands</b>	If wetlands are found to be on site, then UDO Section 8.9 would need to be met at time of site plan.
<b>Open Space</b>	<p>There is no required open space for residential development in the RR zoning district.</p> <p>If the conservation subdivision is utilized, then 50% open space would be required.</p>
<b>Tree Coverage</b>	30 percent tree preservation would be required per UDO Section 8.3.1.C.4.c.

### D. Housing and Income Impact Summary

<b>Proposed Housing Conditions Information</b>	
<b>Number of Units</b>	<p>40 units would be allowed in a conventional subdivision in the F/J-A watershed protection overlay.</p> <p>81 units would be allowed in a conservation subdivision in the F/J-A watershed protection overlay.</p>

<b>Density of Units</b>	A conventional subdivision in the F/J-A would allow one unit per acre in the F/J-A watershed protection overlay. A conservation subdivision in the F/J-A watershed overlay would allow two units per acre.		
<b>Unit Types (UDO Category)</b>	A conventional subdivision would only allow single-family detached houses. A conservation subdivision in the Suburban Tier allows single-family, duplex, townhouse and detached rowhouse housing types.		
<b>Does the proposal add to or subtract from the housing supply?</b>	This proposal adds to the inventory of market-rate housing available in Durham.		
<b>Current Housing Costs (for Durham County)</b>			
<b>Median Sales Price</b>	\$435,000 (as of July 2025)	<b>Median Rental Rate</b>	\$1,553 (as of July 2025)
<b>Median Household Income</b>			
<b>Census Tract (Site)</b>	\$63,616	<a href="#">HUD Income Limits for 2024 for Durham-Chapel Hill MSA</a>	
<b>City Overall</b>	\$78,105	<b>County Overall</b>	\$80,089

### E. Social and Built Infrastructure Summary

<b>Current Conditions</b>			
<b>Intensity of Current Zoning</b>	Planning staff has estimated that the most intense use under the current zoning designation would be 40 single-family dwelling units.		
<b>Potential Impacts</b>			
<b>Durham Public Schools</b>			
<b>Schools Potentially Impacted</b>	Durham Public Schools serving the area include Sandy Ridge Elementary, Lucas Middle, and Northern High.		
<b>Number of Projected Students</b>	<b>Elementary School Students</b>	<b>Middle School Students</b>	<b>High School Students</b>
<b>Potential Students Generated – Conventional Subdivision</b>	6	2	4
<b>Potential Students Generated – Conservation Subdivision</b>	13	5	8
<b>Potential Impact of Proposed Zoning</b>	+7	+3	+4
<b>Durham County Per Pupil Contribution</b>	\$5,374 per pupil estimated annual operating costs \$100,000 per pupil estimated capital costs for new construction		
<b>School Capacity</b>			
<b>Percent of Existing Capacity</b>	95.3%	62.6%	81.1%
<b>Utility &amp; Service Provision Impacts</b>			
<b>Water Connection and Capacity</b>	The proposed project site is within the 567-foot pressure zone and will require one waterline connection. The project may connect to the existing 12-inch waterline in Hamlin Road.		
<b>Sewer Connection and Capacity</b>	A public pump station will need to be constructed and must comply with City lift station design standards. The lift station shall be able to serve adjacent parcels that are within the drainage basin. The development shall install a force main to a new gravity sewer		

	extended in Hamlin Road from the project frontage to the existing sewer in industrial Drive.
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## F. Equity Summary

Equity: Potential Displacement			
	Tax Value Increase in Area	Evictions in Area	Cost-Burdened Renters
<b>Potential Displacement Risk</b> <a href="#">(Source)</a>	33.8% (Census Block Group) 26.6% (County)	3 per square mile (Census Tract) 21 per square mile (County)	49.2% (Census Tract) 48.7% (County)
Demographics			
	Census Tract	County	
<b>People of Color</b>	75.4%	57.4%	
<b>Median Age</b>	36.7	35.7	
Equity: Geography			
<b>Is this in a formerly redlined area, as found in the <a href="#">Durham redline map</a>?</b>	The proposal is not within a formerly redlined area as seen in the redlined map.		
<b>Is this area in an opportunity area as identified in the <a href="#">Green Infrastructure Program</a>?</b>	This area is not located in one of the priority areas identified by the Green Infrastructure Program.		

## G. Compliance with the UDO

Unified Development Ordinance (UDO) Compliance	
<b>UDO Compliance</b>	The zoning map change request has been reviewed by staff and determined to be compliant with UDO requirements.

## H. Comprehensive Plan Policies

Comprehensive Plan Policy Consistency		
<b>Generally consistent with the following number of applicable policies of the Comprehensive Plan</b>	Consistent by Meeting City Code	2
	Consistent by Meeting Reference Guide for Development	1
	Policy Not Met	4
<b>Comprehensive Plan Policy Consistency Analysis</b>	Attachment E	
Place Type Policy Analysis		
The proposed Residential Rural (RR) translational zoning to city jurisdiction is inconsistent with the designated Place Type. The proposal would move the Rural and Agricultural Reserve (RAR) Place Type within City of Durham, which does not support the intent of the Place Type. If the proposed translational zoning is approved, staff recommends a change to the PTM to designate the property as Mixed Residential Neighborhood (MRN). The proposal could accommodate varied housing types if the conservation subdivision is utilized that make the recommended Mixed Residential Neighborhood Place Type more appropriate within the City of Durham.		

## I. Case Timeline Summary

Timeline of Activity on the Case
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<b>Date of Presubmittal Meeting</b>	August 8, 2024
<b>Date of Required Neighborhood Meetings</b>	<a href="#">May 13, 2025</a> <a href="#">July 14, 2025</a>
<b>Date Application Submitted (and Deemed Complete by Staff)</b>	December 16, 2024
<b>Date All Comments Addressed</b>	June 10, 2025
<b>Date of Planning Commission Public Hearing</b>	August 12, 2025
<b>Date of BOCC Work Session</b>	October 6, 2025
<b>Date of City Council</b>	TBD

**J. Advisory Body Recommendations**

Planning Commission	
<b>Planning Commission Vote</b>	Denial 11-0

**K. Conclusion**

The applicant has proposed to annex two parcels into the City of Durham, thereby amending the Urban Growth Boundary to include these two parcels and a portion of a third in order to prevent a satellite of the Urban Growth Area. The proposal would allow access to public water and sewer, as well as other city services, to support the development of 81 dwelling units if a conservation subdivision is utilized. If the conservation subdivision is not utilized, then a maximum of 40 single-family units could be developed on these two lots. The range of uses allowed within the Residential Rural (RR) zoning district also permits limited commercial and public and civic uses. A conservation or conventional subdivision, as well as limited commercial, public, and civic uses, are permitted under the current county RR zoning.

This proposed annexation is consistent with three of seven applicable policies of the Comprehensive Plan, as found in Attachment E – Comprehensive Plan Consistency. The proposal is inconsistent with the Place Type Map designation of Rural and Agricultural Reserve because this place type is not intended to be located within the Urban Growth Boundary. If the proposal is approved, the Comprehensive Plan would be automatically amended to extend the Urban Growth Boundary to incorporate the parcels. That extension of the Urban Growth Boundary would also include a portion of the Army Corps of Engineers’ parcel (REID 169168) that is not part of the proposal. If the proposal is approved, staff recommends a change to the PTM to designate the property as Mixed Residential Neighborhood (MRN). The proposal could accommodate various housing types if the conservation subdivision is utilized, which makes the recommended Mixed Residential Neighborhood Place Type most appropriate for the City of Durham.