



Date: May 5, 2025

To: Claudia Hager, County Manager

Through: Maurice Jones, Deputy County Manager

From: Sara M. Young, AICP, City-County Planning Director

Subject: *Unified Development Ordinance Text Amendment – Page/Miami Design District (TC2400002)*

Executive Summary

The Durham City-County Planning Department has prepared a zoning map change for the Page/Miami Design District, an area southeast of Research Triangle Park (RTP) between NC Highway 54, Davis Drive, Hopson Road, Page Road, and South Miami Boulevard. The zoning change aims to encourage transit-oriented development, support future publicly funded multimodal projects (like bus rapid transit, passenger rail, or bicycle and pedestrian improvements), and promote equitable development using the affordable housing density bonus. Staff proposes Place Type Map amendments and a Unified Development Ordinance Text Amendment (TC2400002) concurrently with the rezoning.

Due to new state legislation, staff requested consent from property owners in the project area to change the zoning. The new rezoning proposal is not as comprehensive as originally planned and encompasses 25.41 acres, as staff was unable to gain consent from all property owners in the project area.

All of the rezonings are within the city limits and subject to City Council approval. This memo includes a complete picture of the Page/Miami Design District zoning map change for informational purposes to the Board of County Commissioners. The City Council will hold a public hearing on April 21, 2025.

Recommendation

Staff recommends that the Board review and provide comments on the proposed Unified Development Ordinance text amendment part of the Page/Miami Design District. The public hearing for this item is scheduled for the May 12, 2025 Board of Commissioners meeting.

Background

The Page/Miami Design District is designated a Transit Opportunity Area Place Type in Durham's Comprehensive Plan (**Attachment E: Current Place Types**). A first step in implementing this plan is to update the Zoning Map to be more consistent with the Place Type Map. While a new Unified Development Ordinance and Zoning Map is being developed, this project establishes interim zoning changes for this future transit-oriented place. Find information about transportation plans, demographics, and housing in **Attachment G: Existing Conditions**.

The proposed zoning is a request to change the city zoning from Commercial General with a Development Plan (CG(D)), Industrial Light with a Development Plan (IL(D)), Office and Institutional with a Development Plan (OI(D)), and Residential Rural (RR) zoning districts to Compact Suburban Design – Core (CSD-C), Compact Suburban Design – Support 1 (CSD-S1), Residential Urban Multifamily (RU-M), and Commercial Neighborhood with a Development Plan (CN(D)). The Planning Commission heard this zoning request on October 8, 2024, and recommended approval by a vote of 9-0.

A. Schedule

Timeframe	General Activities
February	Created Scope Agreement
March	Developed initial deliverables
April	Planned engagement strategies
May	Held two neighborhood meetings and collected surveys
June	Reviewed public input, edited rezoning proposal, and submitted application
July	Plan August engagement strategies and begin rezoning submittal process
August	Hold two neighborhood meetings
September	Revise rezoning submittal and prepare materials for public hearings
October – November	October 8 Planning Commission Public Hearing
December – January 2025	Public Hearings Continue

B. Comprehensive Plan Guidance

The Durham Comprehensive Plan guides how land should be developed in Durham, prescribing areas of higher or lower density. The Transit Opportunity Area Place Type describes the future desired conditions for the Page/Miami area:

“The design of [Transit Opportunity Areas] is focused on moving people rather than moving vehicles, with infrastructure to support and encourage safe walking, biking, rolling, and riding transit. Buildings are located close together, with a mix of uses, easy access to the street, integrated with public green spaces, and designed to serve the daily needs of residents. A high concentration of restaurants, pharmacies, community centers, or stores are located on the ground floor with housing or offices on upper floors,” (Comprehensive Plan, page 187).”

The character of the Page/Miami area is auto-oriented and suburban, primarily supporting nearby employees. Research Triangle Park and nearby office centers draw in commuters each day from all areas of the Triangle. This area will likely always be an important link for commuters given its proximity to the North Carolina Railroad (NCR), I-40, I-540, and state highways

With zoning map changes and publicly funded transit infrastructure, employees who commute to this area will ideally use public transit or park-and-ride facilities. Residents in nearby neighborhoods could walk, bike, or ride the bus in a dense, compact walkable environment.

C. **Community Engagement**

Community engagement efforts are consistent with the department's Neighborhood Meeting Guidelines with additional methods to reach more residents. The Page/Miami Design District Engagement Summary (**Attachment H: Engagement Summary**) lists the detailed methods and results from the May and August engagement rounds. Staff held four neighborhood meetings (in-person and virtual options), distributed a survey (printed and online), and shared updated information online.

Learning from engagement experiences during the Comprehensive Plan development, staff published the de-identified survey input for transparency [here](#). This input directly informed the subdistrict designations and the overall rezoning proposal. Respondent demographics and summary level input are reported in **Attachment H: Engagement Summary** to gauge who we heard from and who we missed. Staff invited departments and organizations to attend the neighborhood meetings and connect residents to other engagement opportunities (for example, information on [RTP 3.0](#) and ways to engage with the [New UDO](#)). The Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC-MPO) and Research Triangle Foundation (RTF) staff attended the in-person meetings.

Issues and Analysis

A. **Zoning Map Change Proposal (Z2400018) with Textual Development Plan (REID 228656)**

Staff initially proposed changing the entire Page/Miami project area to Compact Suburban Design District with subdistricts (Core, Support 1, and Support 2). Based on the neighborhood meetings, survey responses, and discussions with several property owners, staff revised the proposal in October as shown in **Attachment B: October Proposal**. The Planning Commission reviewed and unanimously approved the October Proposal and the item was scheduled to be considered by Council in January.

The Page/Miami project was delayed in late 2024 due to a recent amendment adopted by the North Carolina General Assembly (Disaster Recover Act of 2024- Part III, Session Law 2024-57, S.B. 382 shown in **Attachment I**). This legislation broadened the definition of downzoning, and states that local governments cannot adopt a downzoning without consent from all impacted property owners. A downzoning is an amendment to the zoning ordinance, or zoning map, that has the effect of reducing the number or intensity of uses permitted on the property. For nonresidential zoning districts, amendments to a zoning ordinance that creates a nonconforming use, structure, or improvement are considered to be a downzoning of the property.

In order to move forward with the Page/Miami Design District in light of the new State legislation, staff asked for owner consent forms from property owners in the project area. While many properties will likely wait to have their zoning changed with the New UDO, some property owners who are ready to pursue projects have opted in to the Design District zoning. The new proposal in **Attachment C: Proposed Zoning** is not as comprehensive as originally planned and 20 of the 338 properties are included. We still see a benefit to changing the zoning of these properties as they are either vacant or could redevelop in the near future.

B. Place Type Map Amendment

The Place Type Map amendment reconciles the proposed zoning changes and reflects development that has been recently built and is unlikely to change (**Attachment F: Proposed Place Types**). There are 138 parcels proposed for a Place Type Map Amendment only. Staff believes that the adjustments reflect changed community conditions and development activity while generally meeting the original intent for designating this area a Transit Opportunity Area.

C. Unified Development Ordinance Text Amendment (TC2400002)

The Page/Miami area is the next application of the Compact Suburban Design District after it was established alongside the Patterson Place Design District in 2019. While looking at the Page/Miami area in context, staff recommends two technical text amendments for clarity. The proposed amendments in **Attachment N: Unified Development Ordinance TC2400002 (Track Changes Version)**, with a summary of the proposed changes as follows:

- Article 11, *Sign Standards*
 - Change: Updated the language in 11.2.2. Sign Calculation Standards B. Aggregate Sign Area to clarify application in Compact Suburban Design Districts.
 - Reason: The sign calculation references the Compact Neighborhood tier but also delineates application to the Downtown Design District. This edit clarifies applicability in CSD, as well, to reduce confusion around this standard.

- Article 16, *Design Districts*
 - Change: Updated the language and title of 16.1.4. CSD-S1 Transitional Use Area (TUA) Major Special Use Permit to clarify applicability only to the Patterson Place Design District.
 - Reason: It was important at the time of creation of the Patterson Place CSD to establish this mechanism for environmentally sensitive features and issues specific to that geography. While evaluating changing the zoning of the Page/Miami area to CSD zoning, staff determined the TUA MSUP section is not necessary for the area.

Staff Contact

Kayla Seibel, AICP, Senior Planner, 919-560-4137 ext. 28271, Kayla.Seibel@DurhamNC.gov

Attachments

Attachment A: Current Zoning
Attachment B: October Proposal
Attachment C: Proposed Zoning
Attachment D: Proposed Zoning Context Maps
Attachment E: Aerial
Attachment F: Current Place Types
Attachment G: Proposed Place Types
Attachment H: Existing Conditions
Attachment I: Engagement Summary

Attachment J: Disaster Recovery Act of 2024 – Part III, Session Law 2024-57 (S.B. 382) Excerpted

Attachment K: *Unified Development Ordinance* TC2400002 (Track Changes Version)

Attachment L: TC2400002 Consistency Statement

Attachment M: Planning Commission Written Comments