



CITY OF DURHAM | DURHAM COUNTY
NORTH CAROLINA



Plan Amendment Report

Meeting Date: August 4, 2008

Reference Name	Eno Drive at Denfield Street (A0800002)		Jurisdiction	City
Request	Proposed Land Use Designation	Low Density Residential (4 DU/Ac. or Less)		
	Existing Land Use Designation	Commercial		
Site Characteristics	Tier	Suburban		
	Site Acreage	134.63 acres including right-of-way		
	Existing Use	Single-family Residential, Vacant, Place of Worship		
Applicant	City of Durham	Submittal Date	February 1, 2008	
Location	East of Roxboro Road and west of Denfield Street			
PIN(s)	111 parcels, see attachment			
Recommendations	Staff	Approval, based on the request being justified and meeting the four criteria for plan amendments		
	Planning Commission	Approval, June 10, 2008, 9-4, based on information provided in the staff report, the justification, and meeting the four criteria for plan amendments.		

A. Summary

The proposed plan amendment would change the Future Land Use Map designation from Commercial to Low Density Residential (4 DU/Ac. or Less) for 111 parcels located east of Roxboro Road and west of Denfield Street. The total land area to be affected is 134.63 acres including right-of-way.

B. Site History

Almost the entire site was designated as Mixed Use on the Future Land Use Map in the *North Durham Plan*. Layman’s Chapel Church was designated Institutional in the *North Durham Plan*. The proposed route of Eno Drive was shown as adjacent to the site on the Future Land Use Map in the *North Durham Plan*.

C. Proposed Amendment Justification

The applicant states, “this proposed plan amendment was a recommendation in the Abandoned Corridors Study, an assessment of land uses and zoning adjacent to abandoned corridors, done by the Planning Department. The study was presented to the JCCPC on December 5, 2007, and this plan amendment was

initiated at the conclusion of that discussion. The study represents a change in conditions that justifies this plan amendment.”

The applicant further states:

The site consists of 111 parcels east of Roxboro Road and west of Denfield Street, north of where Duke Street and Roxboro Road split. The area is designated Commercial on the Future Land Use Map, with Commercial designations to the north and south, but residential designations to the east and west. The entire site is zoned RS-10. The proposed Future Land Use Map designation of Low Density Residential (4 DU/Ac. or Less) matches the existing zoning designation.

The Future Land Use Map designation of Commercial at this node was probably influenced by the formerly proposed route of Eno Drive. No other major or minor thoroughfare crosses Roxboro Road at this location. Commercial land uses at this location are not compatible with *Durham Comprehensive Plan* Policy 2.2.5b.i, Spacing of Commercial Development, which requires that commercial nodes be located at the intersections of major thoroughfares.

Staff Analysis and Conclusion.

The proposed Low Density Residential (4 DU/Ac. or Less) designation would better reflect the single-family character of the area. The proposed designation would also be consistent with the current RS-10 zoning that applies to the entire site.

When the proposed route of Eno Drive was directly adjacent to the site, the commercial land use designation made more sense, as the site would have been served by two high capacity thoroughfares, Eno Drive and Roxboro Road, making it attractive to retailers. Given that Eno Drive will not be built, and the high traffic volumes on Roxboro Road, the commercial designation for this site no longer makes sense. The Planning Department notes, however, that any future development of this site may include road access, in the form of collector streets, between Roxboro Road and Denfield Street. The Abandoned Corridors Study represents a change in conditions that justifies the change in designation.

D. Criteria for Plan Amendment

The Unified Development Ordinance (UDO) contains criteria for the Planning Commission to use in considering proposals to amend the *Durham Comprehensive Plan*. (See Section 3.4.7, Criteria for Planning Commission Recommendations).

- A. Whether the proposed change would be consistent with the intent, goals, objectives, policies, guiding principles and program of any adopted plans;
- B. Whether the proposed change would be compatible with the existing land use pattern and designated future land uses;
- C. Whether the proposed change would create substantial adverse impact in the adjacent area or in the City or County in general; and

D. Whether the subject parcel is of adequate shape and size to accommodate the proposed change.

The proposed plan amendment has been evaluated against these criteria.

1. Plan Consistency

Durham Comprehensive Plan Land Use Policy 2.2.5a., Demand for Commercial Land, indicates that in evaluating plan amendments, the Governing Boards and the City-County Planning Department shall consider the demand for commercial land and the capacity of transportation, water, and sewer systems, and other public facilities and services. Durham has sufficient land designated for commercial uses on the Future Land Use Map to accommodate the decrease. Durham has sufficient capacity in water, sewer systems and other public facilities to accommodate the change of designation.

Roxboro Road has a capacity of 33,900 average daily trips (ADT) (at level of service D) and the latest traffic volume is 34,000 (est.) annual average daily trips (AADT). Denfield Street has a capacity of 11,700 (ADT) (at level of service D) and the latest traffic volume is 4,100 (AADT). The proposed Low Density Residential (4 DU/Ac. or Less) designation would result in less traffic on both roads than the existing Commercial designation, and is therefore consistent with this policy.

Development allowed with the proposed plan amendment change is estimated to generate a demand for water of 83,471 gallons per day (GD). This represents a decrease of about 33,819 GD over what development with the present zoning would allow.

Water Supply Impacts	
Current Water Supply Capacity	37.00 MGD
Present Usage	28.71 MGD
Committed to Date	2.53 MGD
Available Capacity	5.76 MGD
Estimated Water Demand Under Present Land Use	117,290 Gallons per day
Potential Water Demand Under Proposed Land Use	83,471 Gallons per day
Impact of Zoning Map Change	-33,819 Gallons per day
Notes: MGD = Million gallons per day	

Durham Comprehensive Plan Land Use Policy 2.3.2c., Suburban Tier Residential Density, indicates that through the Unified Development Ordinance, densities of residential development should be consistent with Table 2-1, Summary of Residential Densities. The table indicates that both Low Density Residential (Less than 4 DU/Ac.) and Low-Medium Density Residential (4-8 DU/Ac.) are appropriate in the Suburban Tier. The proposed designation is consistent with this policy.

Staff Conclusion: The request is consistent with the intent, goals, objectives, policies, guiding principles and programs of adopted plans and, therefore, meets criterion 3.4.7.A.

2. Compatibility

The area surrounding the subject site is primarily designated for single-family residential and commercial.

Area Land Uses and Designations		
	Existing Uses	Land Use Designations
North	Single-Family Residential, Senior Apartment Tower, Office, Commercial	Low-Medium Density Residential (4-8 DU/Ac.), Medium Density Residential (6-12 DU/Ac.), Office, Commercial
East	Vacant, Single-Family Residential, Place of Worship, Salvage Yard	Low-Medium Density Residential (4-8 DU/Ac.), Industrial
South	Vacant, Single-Family Residential, Assisted Living Facility, Office, Commercial	Low-Medium Density Residential (4-8 DU/Ac.), Office, Commercial
West	Vacant, Single-Family Residential, Holt Elementary School, Commercial	Low Density Residential (4 DU/Ac. or Less), Low-Medium Density Residential (4-8 DU/Ac.), Institutional, Recreation/Open Space

Staff Conclusion: The majority of the parcels to the east and west of this site are designated for single-family residential development, which is compatible with the proposed designation. The entire site is zoned for single-family residential and is either vacant or currently in use as single-family residential or as a place of worship, so the proposed designation is compatible with both the zoning and the existing use.

The areas to the north and south are primarily designated for commercial development. The proposed plan amendment would break up a long strip of commercially-designated land along Roxboro Road into two nodes.

The proposed plan amendment is compatible with the existing land use pattern and designated future land uses in the area and, therefore, meets criterion 3.4.7.B.

3. Adverse Impacts

The majority of the properties north of Monk Road are vacant or single-family residential properties on very large lots. Most of this area is wooded. There is a large farm pond and a much smaller pond. There is also a sewer easement that runs northwest along a drainage ditch through this area.

The majority of the properties south of Monk Road are single-family residential properties on small lots. This area is largely built-out. There are no significant environmental features in this area of the site.

There is no reason to believe that the environmental features north of Monk Road would preclude the site from being developed consistent with Unified Development Ordinance standards.

Staff Conclusion: The proposed plan amendment would not create substantial adverse impact in the adjacent area or in the City or County in general and, therefore, meets criterion 3.4.7.C.

4. Adequate Shape and Size

The area being proposed for redesignation is 134.63 acres. The shape is appropriate to support development consistent with ordinance requirements.

Staff Conclusion: Residential uses allowed in the RS-10 zoning district require a minimum site area of 10,000 square feet. The site is of adequate shape and size to accommodate the use pursuant to the proposed change and, therefore, meets criterion 3.4.7.D.

E. Notification

Staff certifies that notification, including newspaper advertisements and letters to property owners within 1000 feet of the site, has been carried out in accordance with Section 3.2.5 of the UDO. The following neighborhood organizations were mailed notices:

- Durham Justice and Fairness Inter-Neighborhood Association (DJFINA)
- Friends of West Point Park
- Northeast Neighborhood Association (NENA)
- Inter-Neighborhood Council
- Durham People's Alliance
- Argonne Hills Neighborhood Association
- Partners Against Crime – District 2
- Old Farm Neighborhood Association

F. Recommendation

Staff recommends approval, based on the request being justified and meeting the four criteria for plan amendments. The Planning staff recognizes that the Low Density Residential (4 DU/A or Less) land use pattern may not be the preferred pattern for the present land owners, and notwithstanding this plan amendment, would consider on its merits any proposal for a different land use pattern.

The Planning Commission recommended approval, 9-4, June 10, 2008 based on information provided in the staff report, the justification, and meeting the four criteria for plan amendments.

G. Staff Contact

Joe Carley, Planner, 919-560-4137 ext. 247, joseph.carley@durhamnc.gov

H. Attachments

1. Context Map
2. Aerial Photograph

3. Applicant Justification
4. List of Affected Parcels
5. Planning Commission Written Comments
6. Resolution

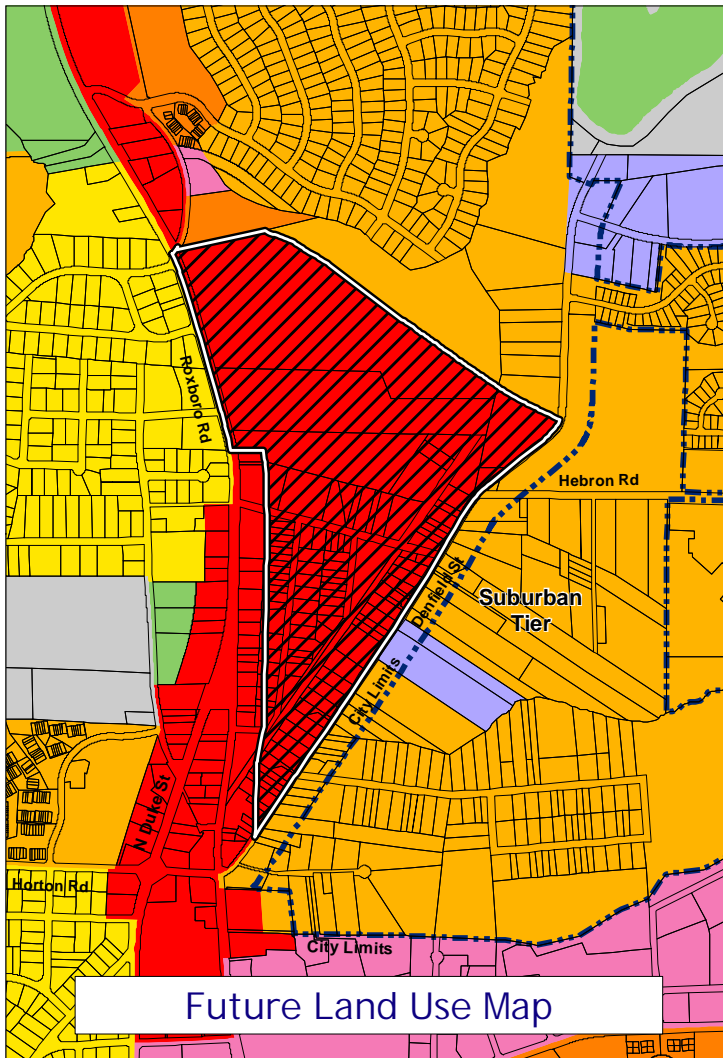
Comprehensive Plan Amendment

April 8, 2008

Applicant:
City of Durham

Case:
A0800002, Eno Drive at Denfield Street

Proposed Amendment:
Commercial to
Low Density Residential (4 DU/Acre or Less)

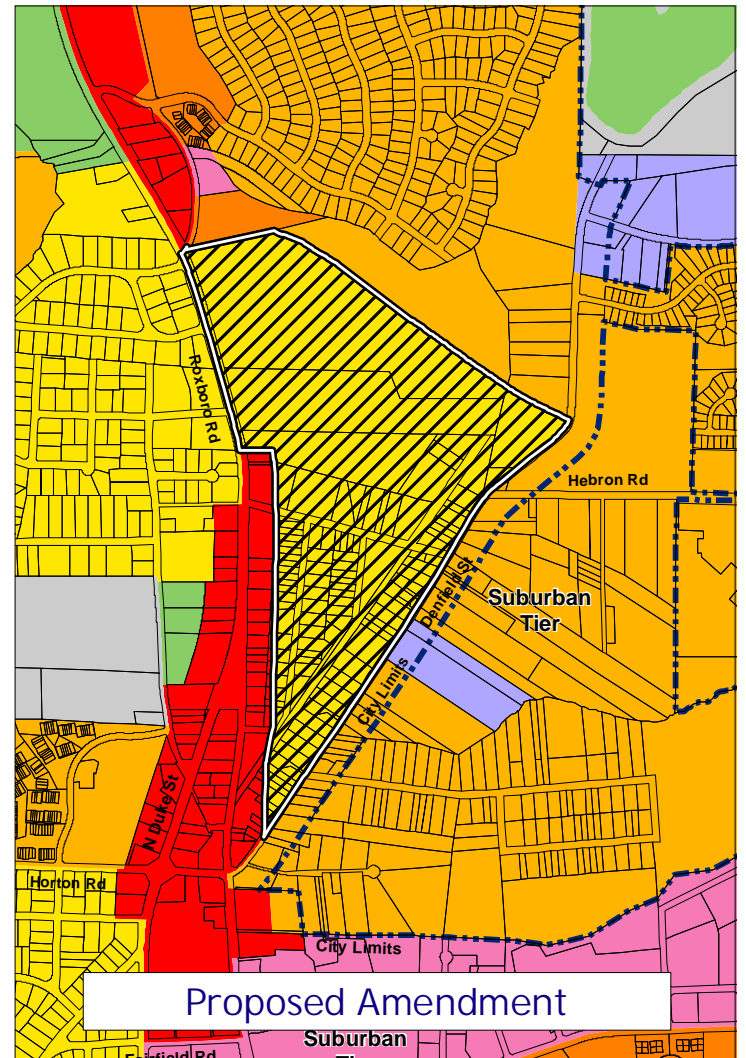


Future Land Use Map

- Agriculture
- Res., Rural (Up to 0.75 DU/A or Less)
- Res., Very Low Density (2 DU/A or Less)
- Res., Low Density (4 DU/A or Less)
- Res., Low-Medium Density (4-8 DU/A)
- Res., Medium Density (6-12 DU/A)
- Res., Medium-High Density (8-20 DU/A)
- Res., High Density (12-60 DU/A)
- Res., Very High Density (12-150 DU/A)
- Central Business District
- Mixed Use
- Commercial
- Office
- Institutional
- Industrial
- Research and Research Applications
- Recreation and Open Space
- Office
- High Density
- Urban Growth Area/Tier Boundary
- Suburban Transit Area
- Proposed Change
- Durham City Limits
- Research Triangle Park
- Suburban Transit Station

0 1,500
Feet

Durham City-County Planning Dept.
Map Printed: 3/6/2008



Proposed Amendment