

A map of Durham, North Carolina, showing various land use zones. The map features several distinct areas: a large green area in the center and right, a yellow area in the top left, a blue area in the middle left, a purple area with a grid pattern in the bottom left, and a large red area in the center-right. A dark blue text box is overlaid on the right side of the map.

Draft Place Types Engagement Summary

Comprehensive Plan

ENGAGEDDurham | Comprehensive Plan
Our Future Together

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Introduction

This document summarizes the process for engaging the community on a draft Place Type Map and accompanying draft Place Type Guide for Durham's new Comprehensive Plan. Consistent with previous summaries, this summary provides content about who we engaged, how we engaged, and what we heard.

Community Goals and Objectives Adoption

The Community Goals and Objectives were unanimously adopted by City Council on June 21, 2021 and the Board of County Commissioners on June 28, 2021. These goals guide how the plan is written and guide decisions on development proposed through zoning map change and annexation applications.

Place Type Map and Guide Preparation

Staff prepared a draft Place Type Map and a draft Place Type Guide, building on previous engagement phases, and using the guidance from the Community Goals and Objectives.

Draft Place Type Map and Guide Engagement

Community engagement on a new draft Place Type Map and Place Type Guide happened between October 2021 and February 2022. This phase included an interactive Online map and survey, Community Meetings, and Engagement Ambassador sessions.

Review Resident Input and Revise Drafts

The next steps are to review all the input from residents to inform revisions to the draft Place Type Map and draft Place Type Guide before sharing the next draft with residents.

Timeline

The timeline below is an overview of the process so far for developing the Place Type Map and Guide for Durham's new Comprehensive Plan.

June 2021 – October 2021

Preparation of draft Place Type Map and Place Type Guide

October 2021- January 2022

Engagement phase on first draft of Place Type Guide and Place Type Map

February 2022- April 2022

Review resident input from engagement

May 2022- September 2022

Revise draft Place Type Map and Place Type Guide and share revised drafts

October 2022

Prepare Place Type Map and Guide for final plan

COVID-19 Context

The impacts of COVID-19, like in previous phases, made equitable engagement more challenging, particularly with the residents we try to reach through the Engagement Ambassador program. In this phase of engagement, COVID-19 variants impacted Durham residents especially during December 2021 and January 2022.

Residents reported that the on-going pandemic, and its many rippling effects, reduced the community's overall capacity to engage in creating a long-range document while there are so many immediate needs and concerns in the community. During engagement, staff adapted new engagement strategies to respond to limited community capacity described on [page 13](#) of this summary.

About the Draft Place Type Map and Guide (1 of 2)

The Place Type Guide is a list of all the types of places the community would like to see in the future, including a description of how each place will look and function for all of Durham City and County. The Place Type Guide is a key to understanding the Place Type Map. The guide also includes information about desired features of each place type, such as land uses; development patterns; building heights and placements; more detailed uses allowed; parking location; infrastructure, like transportation and sewer service; and desired green space.

The Place Type Map shows every property in Durham assigned a Place Type. The Place Type Map is a geographic depiction of how the community has said it wants to look over the next several decades. For example, the map shows where the community wants houses, stores, businesses, or schools to develop, or where to protect farmland and green space.

About the Draft Place Type Map and Guide (2 of 2)

The Place Type Guide and Place Type Map are used together by planners, developers, City and County officials, and residents to understand the future uses of land and desired physical characteristics for all areas in Durham. Together they are used to guide growth in Durham.

Place Types are not legally binding and do not change a property owner's rights under the existing zoning. Where the Zoning Map is legally binding and shows what is allowed to be built on a property today, the Place Type Map is a guide for future decision-making. Local government staff use it to evaluate requests for new development; to inform decisions about infrastructure investments like extending water and sewer or adding new roads, sidewalks, or bus routes; and to guide how departments and agencies plan their facilities and programs to serve Durham residents.

Process to Draft Place Type Guide

To draft the Place Type Guide, staff reviewed the adopted Community Goals and Objectives to understand what kinds of places residents wanted to see more of or less of in Durham. This review helped staff develop categories that focused on bringing more community institutions, goods, and services to neighborhoods, encouraging a diversity of housing types in all neighborhoods, protecting green spaces, rural areas, and environmental features, creating new places that are dense, walkable, and mixed use, and reimagining ways that existing places could change over time to become more accessible to pedestrians, bicyclists, and transit riders. Overall, these changes and improvements should be done equitably, with a focus on making improvements in areas that currently don't have as many of these things.

Twenty place types were drafted in two phases; first, to develop place types needed for the Southeast Durham Focus Area, and then to develop place types for the remaining areas in Durham. These early drafts were reviewed by staff, the Outreach Team, and Planning Commission before community-wide engagement.

Process to Draft Place Type Map

To draft the Place Type Map, staff identified and mapped out places less likely to change significantly over the life of the plan, including areas constrained by environmental features or limited infrastructure availability, rural areas in the County, and established residential areas.

Then, using the concept of an Urban Growth Boundary, staff proposed a boundary informed by environmental and sewer infrastructure constraints that recommends limiting Durham's ability to develop on the outskirts of the city. Other areas, called, Future Growth Areas, were identified on the map as places where water and sewer infrastructure could be extended to support future development if future decision-makers decide to invest in capital improvements.

Finally, using the Community Goals and Objectives, staff identified opportunities for sites that could encourage Durham to develop in a way that provides more diverse and affordable housing, more small-scale neighborhood services and community institutions, and areas that connect and support residents moving through Durham by foot, bike, or bus.

Engagement Numbers Overview

Approximately 500 residents provided input on Draft Place Type Map and Guide

COMMUNITY MEETINGS



141 residents attended one of
6 virtual meetings from
November to January
833 views of the recordings

ENGAGEMENT AMBASSADORS



61 attendees to one of
4 Engagement Ambassador
sessions

ONLINE ENGAGEMENT



4,396 views
300 residents engaged
340 surveys
167 Resident Engagement
Toolkit downloads

Engagement on the Place Type Map and Guide (1 of 2)

Planning engagement on the draft Place Type Map and Guide began with staff and Engagement Ambassadors working together to design methods to engage and to work to overcome challenges in engagement due to the pandemic. As in previous engagement phases, we focused our resources on reaching those who we've excluded in the past, and then on opportunities for broader engagement.

In engaging residents on the draft map and guide, through each of the methods described on the following slides, we focused on whether the drafts reflected residents' needs and priorities by asking these questions:

- What do you love about your neighborhood? What do you want to preserve?
- What do you want to see more of?
- What do you want to see less of?
- What types of recreation, entertainment, business, housing, or other land uses would you like to see in your community?

Engagement on the Place Type Map and Guide (2 of 2)

Our engagement efforts focused on:

- Developing video information in English and Spanish to help introduce residents to the concepts in the map and guide, and how to engage on this content;
- Working through the Engagement Ambassadors, relying heavily on residents engaging their neighborhoods, friends, and family, and pivoting in this approach multiple times to best work with the bandwidth residents had for this effort;
- Hosting sessions for residents to attend to learn the context of how the map was created and it will be used in decision-making, to learn how to use the interactive place type map to provide input, to share their ideas and perspectives; and
- Providing tools for residents to engage their own community members around the draft map and guide.

Engagement Method: Engagement Ambassadors

Planning Staff, with support and leadership from Aidil Ortiz, and in close coordination with Engagement Ambassadors, developed a toolkit of questions, methods, and materials to enable Engagement Ambassadors to engage their communities on the draft Place Type Map and Guide. Both digital and paper versions of the materials were made available to assist Ambassadors in holding small group discussions on the draft map and guide.

In response to the ongoing challenges of the pandemic, additional engagement opportunities for Engagement Ambassadors were created. During engagement, incentives were provided to Ambassadors to encourage their communities to individually add comments on the digital Place Type Map.

Then, in the final month of engagement, Aidil Ortiz and staff held four supplemental facilitated sessions to provide a structured space for Ambassadors and their communities to learn about the map and guide and to provide comments on the digital map.

Engagement Method: Online engagement

Online map: Staff developed an online interactive draft of the Place Type map for the entire County of Durham to use as a starting point for engagement. This platform was designed around sharing the draft Place Type Map and was self-guided. This gave residents the opportunity to review and provide input on the Place Types for any property within Durham County and to see input from other residents on the map.

Resident Engagement Toolkit: Some residents, who do not hold the identities we are focused on reaching with the Engagement Ambassador program, expressed interest in engaging their neighbors on the Comprehensive Plan. Therefore, staff developed a strategy for non-stipended resident volunteers to engage their neighbors in this round of engagement. The geographic nature of the Place Type work provides opportunity for residents across Durham to have smaller-scale discussions in their communities about what people want to see in the future. This resident engagement toolkit was similar in structure to the materials developed for the Ambassadors' engagement and was available to anyone in the community.

Engagement Method: Community Meetings

Community Meetings: Six community meetings, open to all, were held during this engagement phase. Five meetings were held with a loose focus on a geographic portion of Durham County. The sixth meeting was held in Spanish and covered the entire County.

These community meetings were virtual, led by staff, and included interpretation services in English and Spanish. In addition, the meetings were recorded and published on the Comprehensive Plan engagement site for those unable to attend a meeting.

In these meetings, staff provided basic information on the Comprehensive Plan and the Place Type Map and Guide and the process so far. Staff also demonstrated how to access the map and guide and how to provide input. These meetings focused on presenting information on how to participate digitally, where to find information, and how to use the Resident Engagement Toolkit for further engagement.

Who We Engaged (1 of 2)

In our engagement efforts for this plan we have asked demographic questions to see who we are hearing from and to ensure we're working towards input that fully represents the full diversity of Durham. During engagement, we could see who we were reaching and how we needed to boost our efforts to reach those we hadn't.

The following page includes a high-level summary of who we heard from and who we need to better engage. Responses to specific demographic questions by engagement type can be seen starting on [page 20](#).

Residents shared that reading, navigating, and understanding the Place Type Map is challenging without Planning expertise. Therefore, engagement in this map-based format was more challenging compared to previous engagement focused on written content. [Slide 12](#) describes some of the adjustments and changes in approach that Staff took to address these challenges. Overall that challenge impacted our engagement for this phase.

Who We Engaged (2 of 2)

Similar to previous engagement phases on this plan, we reached different audiences based on the engagement method, particularly regarding race, level of formal education, and home address.

Residents who participated in the online engagement platform, tended to be white with more formal education, while those participating in the Engagement Ambassador sessions tended to identify as Black, with a greater variety of educational backgrounds and ages.

As with previous rounds, we have additional work to do to reach residents from specific demographic groups in future engagement efforts - especially young people, Indigenous residents, Hispanic/Latino residents, and Asian residents.

What Residents Said (Part 1 of 2)

Through each engagement method on the Place Type Map and Guide, residents indicated the location of their comment or concern, shared their ideas for that location and responded to community-oriented questions for that area, and answered optional demographic questions.

- 340 total survey responses (answering multiple questions)
- 176 comments were related to a specific parcel or intersection. These comments included things like a desire for environmental protection of a specified area, the need for recognition and preservation of a historically Black cemetery, and concerns about the urban growth boundary's impact on rural areas.

What Residents Said (Part 2 of 2)

Residents also had the option of answering 6 additional questions about their community. The questions are listed below with the total number of responses:

1. What do you love about your neighborhood? (117)
2. What do you want to preserve? (115)
3. What do you want to see more of? (139)
4. What do you want to see less of in your community? (113)
5. What types of recreation, entertainment, business, housing, or other land uses would you like to see in your community? (108)
6. Do you have any other feedback to share? (115)

Some comments suggested specific changes to Place Type designations on the map. Other comments were general in nature, related to needs and desires of the community, with less geographic specificity. These general comments will be addressed when the policy recommendations for the plan are revised.

Engagement Demographics Details

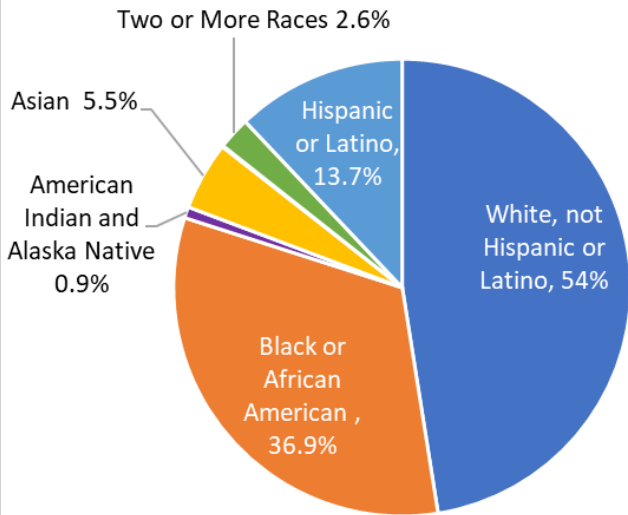
Responses for each of the following questions from each engagement type are shown on the following pages:

- Describe your race/ethnicity.
- Describe your gender.
- What is your age?
- Do you identify as LGBTQIA+?
- Does anyone in your household have a disability?
- What zip code do you live in?

Durham County Demographics

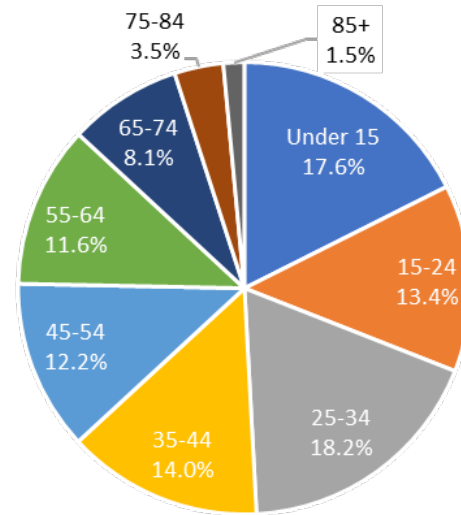
As a baseline, here are some demographics for Durham County

Race/Ethnicity

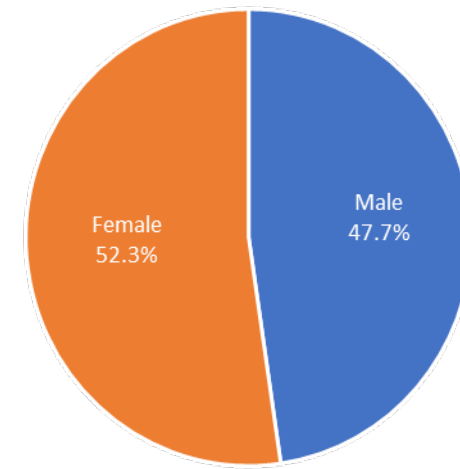


Participants of the US Census must select race from pre-made list and cannot self-identify. In Durham, "Native Hawaiian and Other Pacific Islander" make up less than 0.1% of the population.

Age



Sex



*The US Census asks about biological sex only, and does not allow participants to self-describe their gender identity.

ENGAGEDurham takes a different approach (allowing free responses) compared to the Census. Please see notes on each chart for more detail.

Race/Ethnic and Sex data are from the US Census Bureau, 2020 Census of Population and Housing. The age data is from the US Census 2020 American Community Survey 5-Year Estimate.

Durham County Population is approximately 324,833.

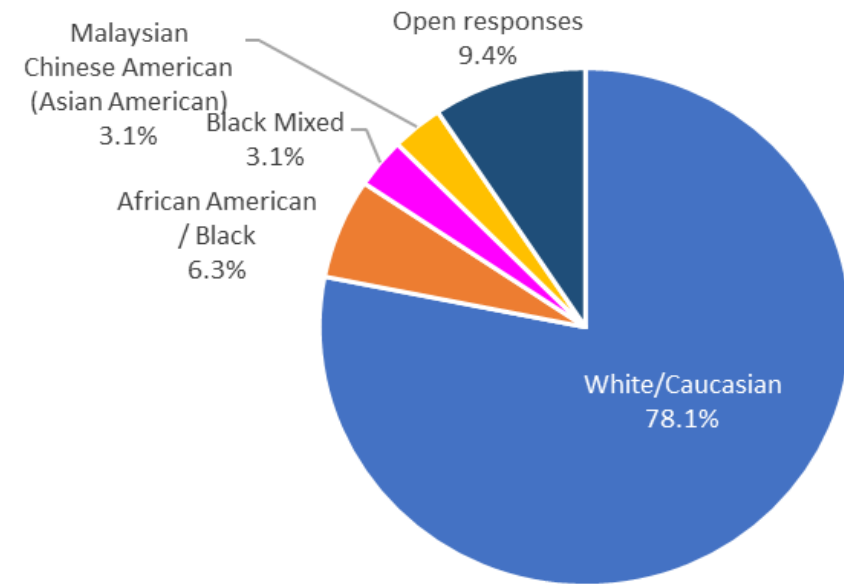
Engagement Demographics: Racial/Ethnic Identity

Describe your race/ethnicity.

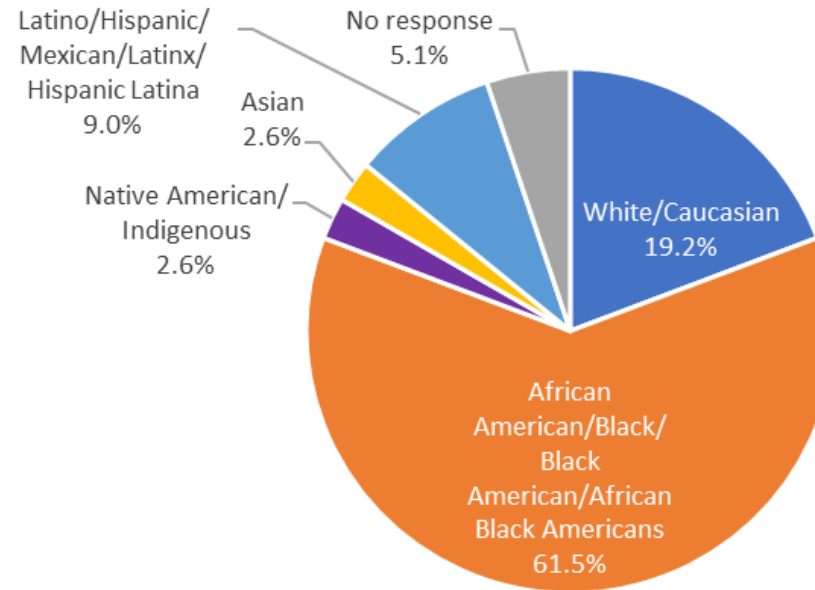
Community Meetings

Engagement Ambassadors

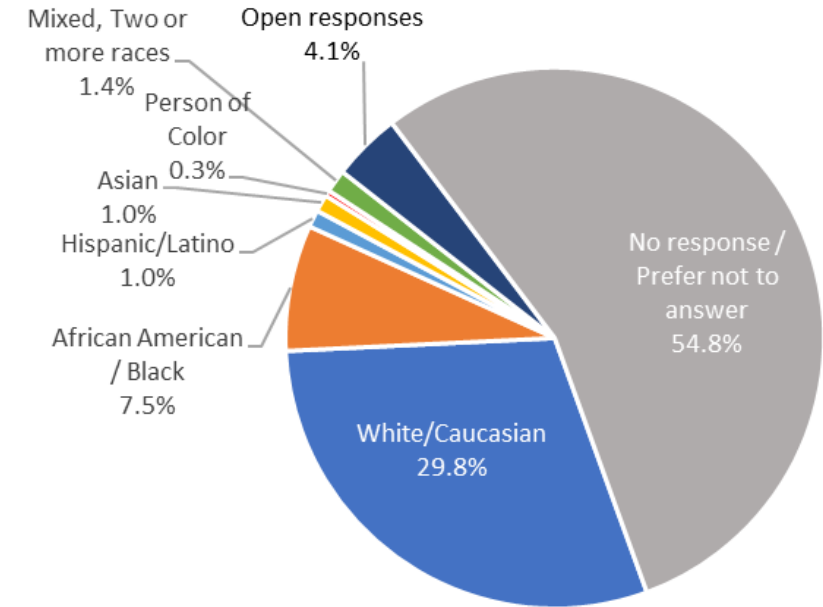
Online Engagement



32 Community Meeting Responses



78 Engagement Ambassador Responses

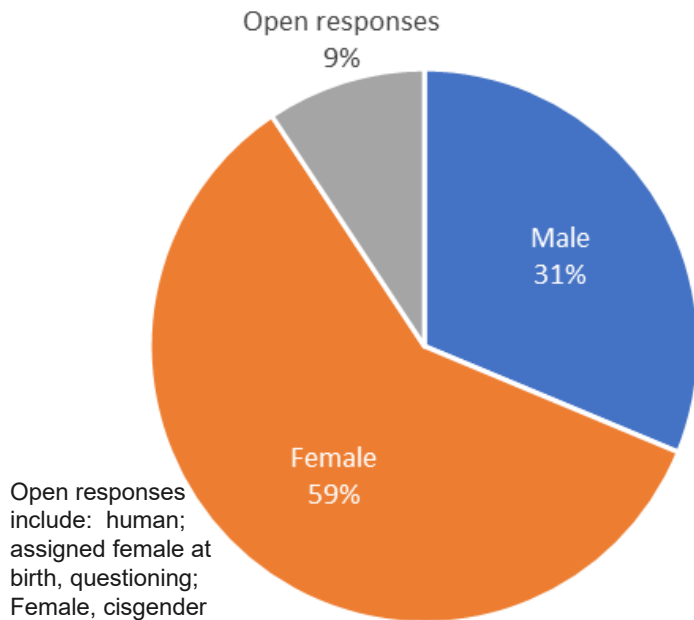


292 Online Engagement Responses

Engagement Demographics: Gender

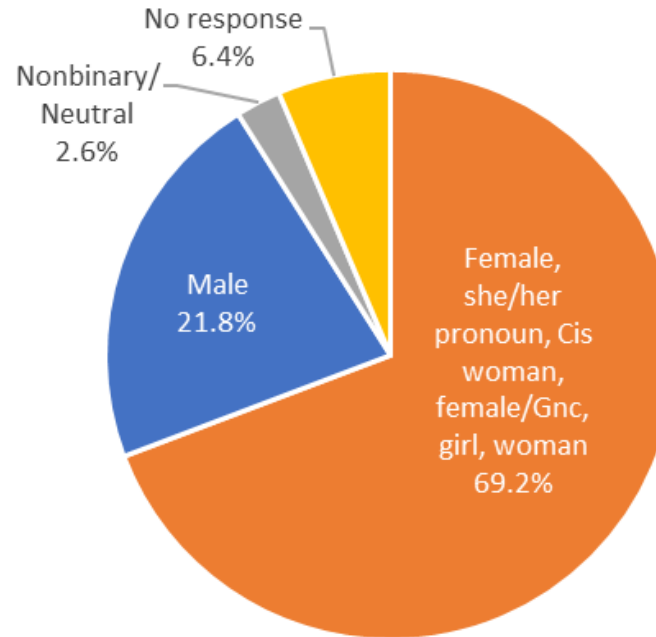
Describe your gender.

Community Meetings



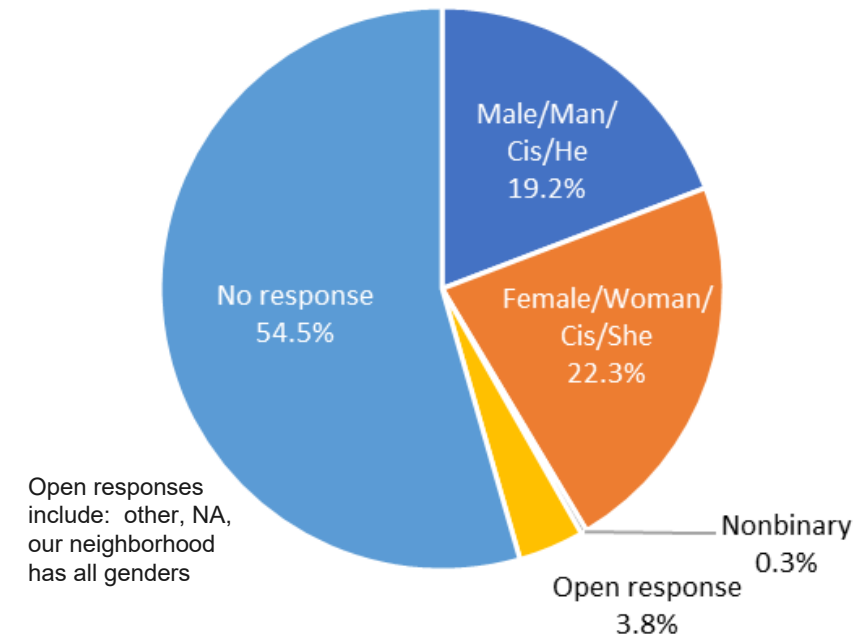
32 Community Meeting Responses

Engagement Ambassadors



78 Engagement Ambassador Responses

Online Engagement



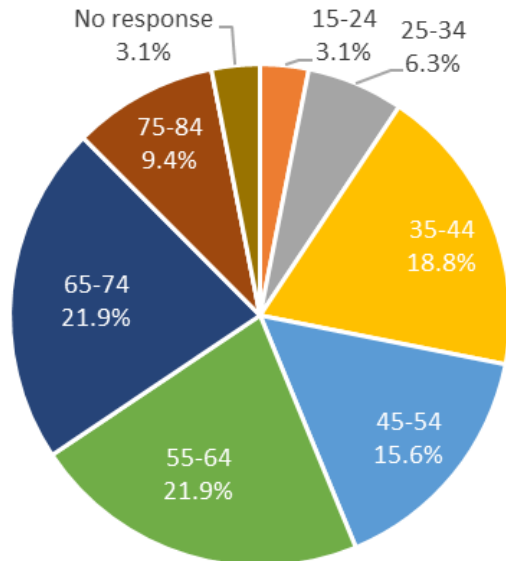
292 Online Engagement Responses

Note: While we know that sexual orientation, gender identity, gender expression, and biological sex are not the same thing, these identities have been traditionally grouped together by the heteronormative, cisgendered, and white entities and systems that collect this information.

Engagement Demographics: Age

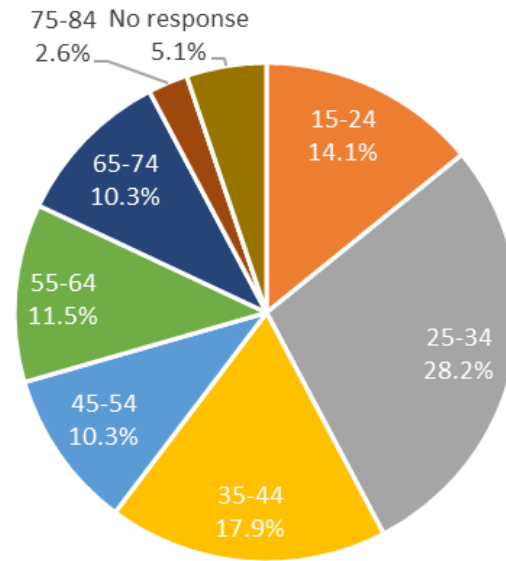
What is your age?

Community Meetings



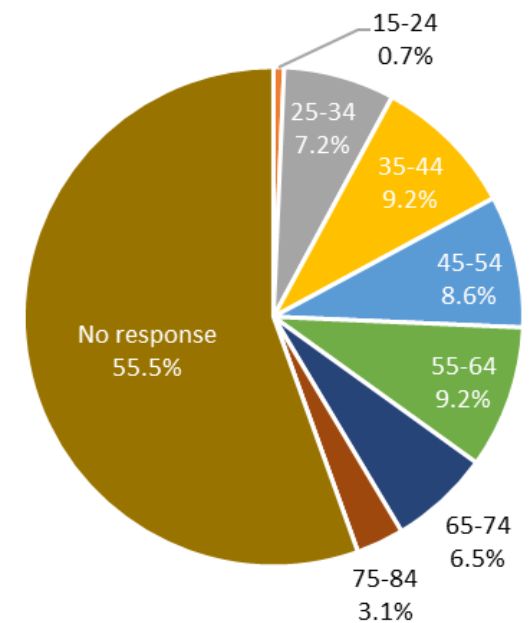
32 Total Responses

Engagement Ambassadors



78 Engagement Ambassador Responses

Online Engagement

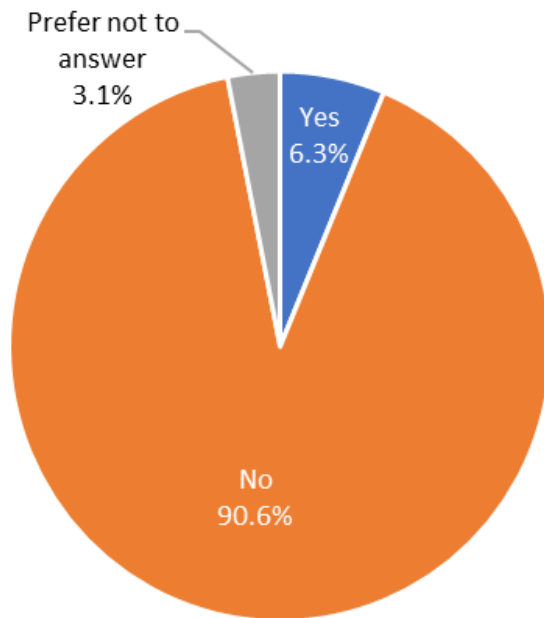


292 Online Engagement Responses

Engagement Demographics: Sexual Orientation

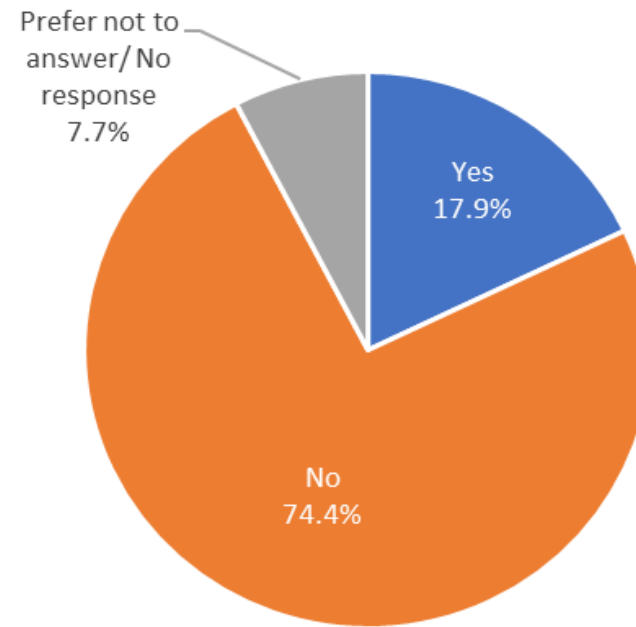
Do you identify as LGBTQIA+?

Community Meetings



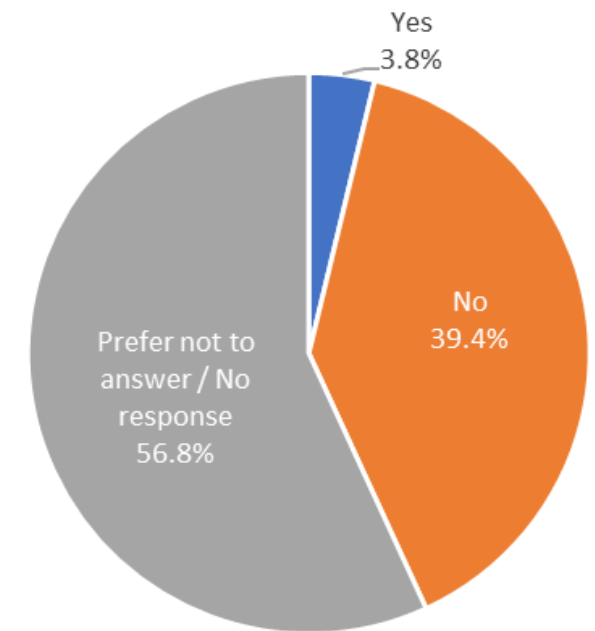
32 Total Responses

Engagement Ambassadors



78 Engagement Ambassador Responses

Online Engagement

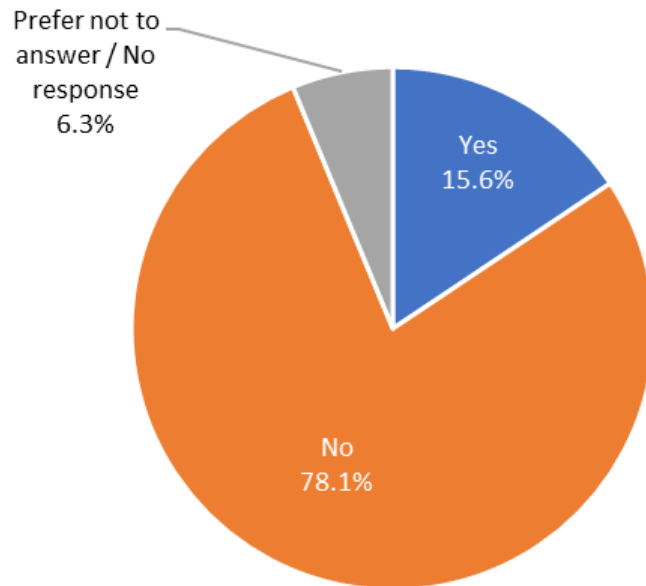


292 Online Engagement Responses

Engagement Demographics: Disability

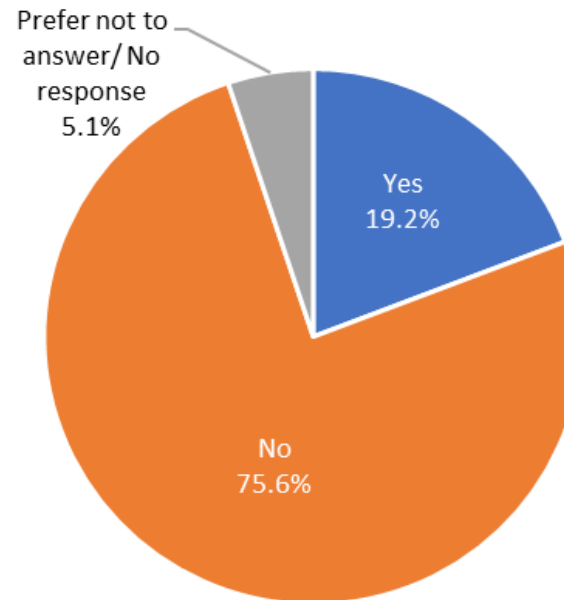
Does anyone in your household have a disability?

Community Meetings



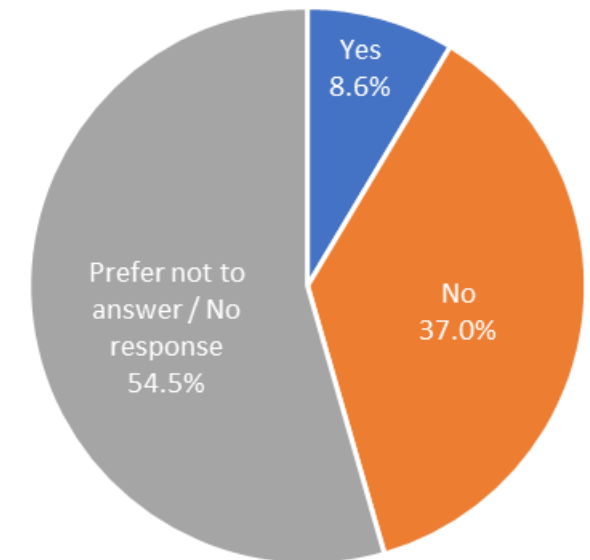
32 Total Responses

Engagement Ambassadors



78 Engagement Ambassador Responses

Online Engagement



292 Online Engagement Responses

Engagement Demographics: Zip Code

What zip code do you live in?

Community Meetings

Zip Code	# of Responses out of 32 people
27701	3
27703	4
27704	4
27705	3
27707	7
27712	1
27713	5
27517	4
No response	1

Engagement Ambassadors

Zip Code	# of Responses out of 78 people
27701	16
27703	15
27704	10
27705	1
27706	3
27707	18
27708	2
27712	2
27713	3
27517	1
27560	4
No response	3

Online Engagement

Zip Code	# of Responses out of 292 people
27701	13
27703	15
27704	14
27705	50
27707	31
27712	3
27713	20
27517	11
25751	1
No response	134

Appendix

For transparency, all the input received from residents in this phase of engagement has been publicized.

Use this link to review an archived version of the Place Type Map, including the location and content of all residents' comments on the map:

<https://webgis.durhamnc.gov/portal/apps/webappviewer/index.html?id=bb67e6da4a6743ecb3033392622be014>

Use this link to review a spreadsheet version of all comments received during this phase of engagement, including map comments and community meeting input:

[Draft Place Type Map Engagement Input](#)

Thank you!

Thank you to all the residents who have participated and shared their voices in this process so far. Also, thank you to everyone who has helped make this engagement happen, including:

- The ENGAGEDurham Outreach Team
- The Engagement Ambassadors and Aidil Ortiz

