Pettigrew Street Extension (East) Amendment

Triangle West Transportation Planning Organization

(formerly Durham-Chapel Hill-Carrboro Metropolitan Planning Organization)

Comprehensive Transportation Plan | Adopted May 10, 2017

The Triangle West Transportation Planning Organization (Triangle West TPO), formerly known as the Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO), hereby amends the 2017 Comprehensive Transportation Plan (CTP) to remove the Pettigrew Street Extension (East) (DURH0060-H), a CTP recommended and unbuilt roadway facility within the City of Durham. The removal of this recommended facility from the adopted 2017 CTP would maintain the existing conditions on the adjacent street network. The facility has not been constructed and is currently unfunded (not programmed for improvement) in the State Transportation Improvement Program. The justification for removal reflects changed conditions since the adoption of the 2017 CTP, including a major private economic development investment in East Durham.

This document contains the following:

- Justification for the removal of the facility
- Map of the amended facility
- Consistency evaluation with the adopted Durham Comprehensive Plan
- Updated CTP project tables

Outreach and Engagement:

The Triangle West TPO Public Participation Plan requires that amendments to the CTP be released for a minimum of 45 days for public comment. The schedule for the Pettigrew Street Extension (East) amendment follows:

- October 21, 2026 | Triangle West TPO Board released the proposed CTP amendment for a 45-day public comment period.
- November 17, 2026 | Public Hearing during Triangle West TPO Board meeting.
- December 5, 2026 | The public comment period ended.
- January 12, 2027* | Triangle West Technical Committee recommended to adopt (or not adopt) of the CTP amendment.
- January 26, 2027* | Triangle West Board vote to adopt (or not adopt) the CTP amendment.
- March 2027**| NCDOT Board of Transportation to adopt (or not adopt) the CTP amendment.

  *Dates are tentatively scheduled and subject to change pending the scheduling of a special meeting in December.

  **Exact date is to be determined but is subject to change pending scheduling of special meeting December.

The following notifications were provided during the outreach and engagement efforts relating to the CTP amendment:

- Public Notice Announcement
- Email Notifications

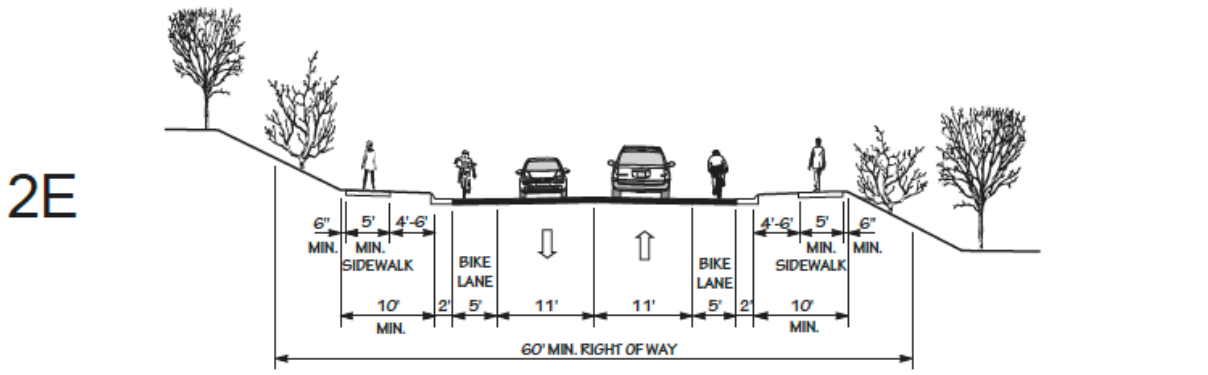
- Social Media Posting
- Website Posting

<u>Pettigrew Street Extension (East) (Ellis Rd to Glover Rd) | DURH0060-H</u>

The 2017 CTP includes the Pettigrew Street Extension (East) as a recommended 1.4-mile facility that would extend East Pettigrew Street from Ellis Road (SR 1171) to Glover Road (SR 1940), shown on Map 1, with a 2E cross section. The 2E typical cross section consists of two undivided travel lanes with curb and gutter, bike lanes, and sidewalks within a minimum 60 foot right of way, as shown in Figure 1 below. The recommended Pettigrew Street Extension (East) facility was intended to improve connectivity in East Durham south and west of the North Carolina Railroad corridor and west of Angier Avenue. The property crossed by the recommended extension is now the site of a major private economic development investment.

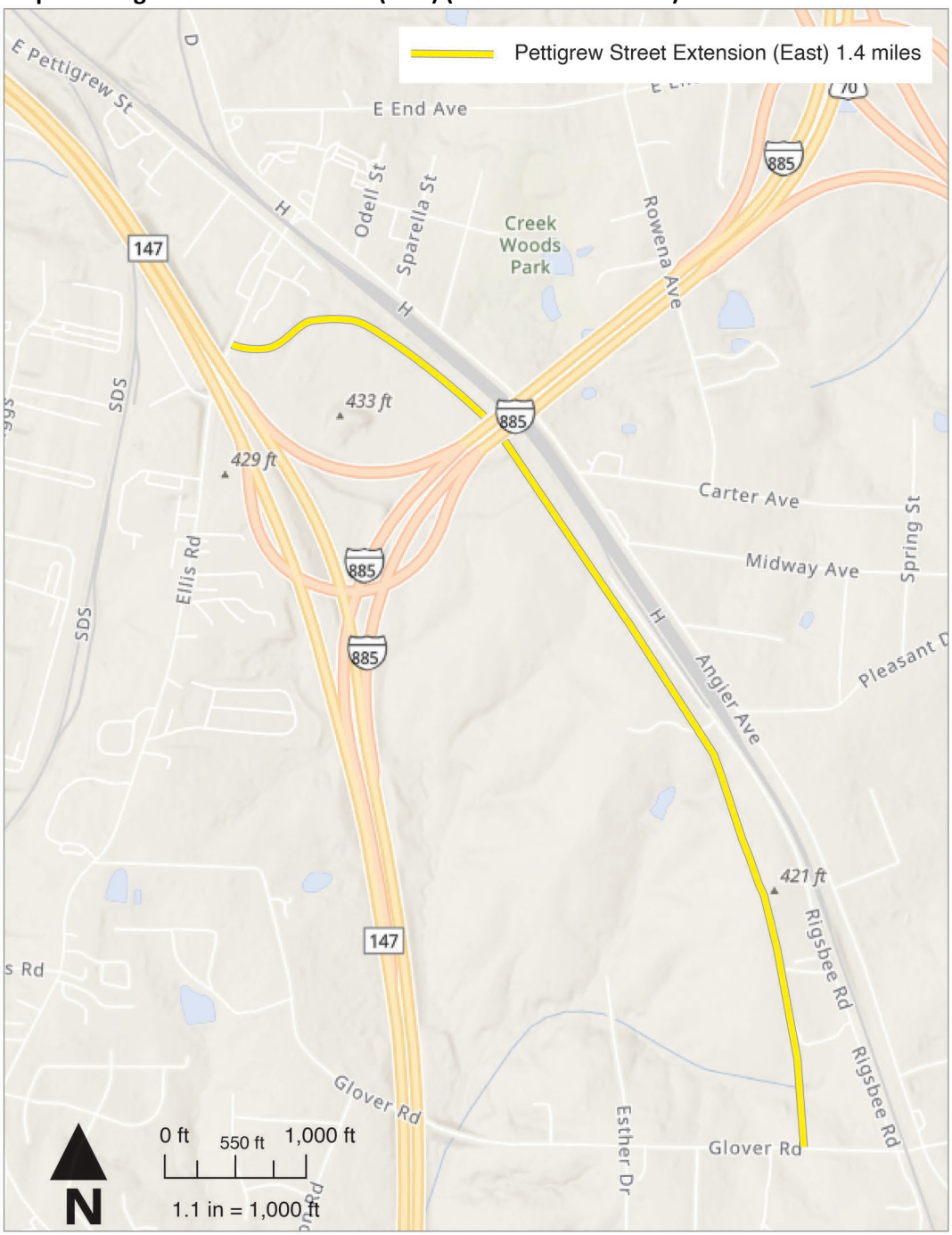
In April 2026, AbbVie Inc. announced a $1.4 billion investment to construct a 185-acre pharmaceutical manufacturing campus in Durham, the largest private investment in the history of the City. The recommended alignment of the Pettigrew Street Extension (East) would significantly impact the planned campus, its safety needs and its operations on the site if it were a public street.

Figure 1. Typical 2E Cross Section for the Pettigrew Street Extension (East) from the 2017 CTP Appendix D



2 LANE UNDIVIDED WITH CURB & GUTTER, BIKE LANES, AND SIDEWALKS
POSTED SPEED 25-45 MPH

Map 1: Pettigrew Street Extension (East) (Ellis Rd to Glover Rd)



Pettigrew Street Extension (East) Amendment Justification:

This amendment removes the Pettigrew Street Extension (East) from the CTP to maintain the existing conditions and to support the private development of the AbbVie manufacturing campus site. According to the April 22, 2026 press release by NC Department of Commerce, the AbbVie project will create 734 permanent jobs with an average annual salary of $118,041, which exceeds the Durham County average of $102,817, and it will generate more than 2,000 construction jobs during campus development. The project has been supported by significant state economic incentives, including a Job Development Investment Grant approved by the North Carolina Economic Investment Committee that authorizes

potential reimbursements of up to $19,347,000 over a 12-year term, during which the project is estimated to grow the state economy by $8 billion. The Durham County Board of Commissioners and the Durham City Council are also considering local incentive awards to support the project.

In discussions with the development team, the developers have shared that they intend to construct a roadway generally consistent with the alignment shown in the 2017 CTP. The developers have also shared that the ultimate desire is for the roadway to function as a private road rather than a public facility in order to support the operational and security needs of the pharmaceutical manufacturing campus. Removing the recommended public street from the CTP acknowledges that the private campus will be served by a privately constructed and maintained roadway and removes a minimum 60-foot public right of way reservation that would conflict with the secure campus design. The proposed CTP amendment supports the economic development goals of the City of Durham by facilitating an investment that brings jobs to the City during both construction and operations.

2025 Annual Average Daily Traffic (AADTs) and Vehicles Per Day (VPD) of the development's surrounding streets are:

- E. Pettigrew Street has 4,000 vpd (south of S. Briggs Avenue),
- Ellis Road has 4,600 vpd (south of E. Pettigrew Street), has 4,800 vpd (north of Glover Road), and has 6,600 vpd (south of Glover Road),
- Glover Road (west of Rigsbee Road) has 3,300 vpd, and
- Angier Avenue (south of Glover Road) has 8,600 and (north of Glover Road) has 7,700 vpd.

The new development's main access points will be on Glover Road and Glover Road is not expected to exceed the road's existing capacity by 2040. There is no problem statement listed in the CTP for the Pettigrew Street Extension (East).

Based on new initial model data for this CTP Amendment, removing Pettigrew Street Extension and maintaining the existing conditions would increase traffic on the existing street network in the vicinity of the development site, including Ellis Road and Angier Avenue. However, based on initial model data, there is some capacity available on Glover Road for some of the increase to shift off Ellis Road, which is reasonable since the main access for the development is planned on Glover Road. The private road by the developer will also contain internal to AbbVie traffic movement. Improvements may be needed on Angier Avenue near Glover Road. Traffic volumes on the existing street network in the vicinity of the development site should be monitored for congestion.

Consistency with 2023 Durham Comprehensive Plan:

The removal of the Pettigrew Street Extension (East) is consistent with multiple objectives and policies of the 2023 Durham Comprehensive Plan related to transportation investment, land use and transportation coordination, and access to employment. The Comprehensive Plan directs the City to limit investment in infrastructure that primarily serves single occupancy vehicles and to encourage new development to build or dedicate the transportation infrastructure it requires. The plan also directs the City to coordinate transportation planning with actual land use outcomes on the ground. In addition, the plan establishes goals for expanding access to stable living wage employment, including technology and biotechnology jobs, for residents who have traditionally been excluded from those sectors. The table below summarizes the relevant objectives and policies and describes how the removal of the facility is consistent with the adopted comprehensive plan.

Comprehensive Plan Objectives and Policies		Pettigrew Street Extension (East) Removal
Connectivity Objective (p. 59)	*We need a better, continuous, more interconnected transportation system that lets people easily and conveniently walk, roll, ride transit, bike and drive to where they want and need to go within Durham and surrounding communities. Improved street, sidewalk, and bicycle path connectivity will reduce traffic congestion, pollution, and unsafe streets for all Durham residents, particularly those who cannot access a car.*	The developers intend to construct a roadway generally consistent with the 2017 CTP alignment as a private facility, maintaining the physical connection. The surrounding public network, including Angier Avenue and the existing segment of East Pettigrew Street, continues to provide public connectivity.
Transportation Investments Policy 57 (p. 137)	*Encourage new developments to fill in gaps or upgrade transportation infrastructure by building or dedicating rights-of-way within and adjacent to the project site.*	The AbbVie development will construct the roadway at private expense in a manner generally consistent with the CTP alignment, fulfilling the intent of this policy without a public facility or public expenditure.
Transportation Investments Policy 59 (p. 137)	*Drastically reduce automobile dependency and the use of fossil fuels by encouraging public and private investment in pedestrian, transit, paratransit, bicycle, carpooling, and electric vehicle facilities. Limit investment in infrastructure that prioritizes single-occupancy gas or diesel cars.*	Removal limits public investment in new roadway capacity and assigns the cost of the roadway to the private development it will serve.
Land Use and Transportation Coordination Policy 69 (p. 139)	*Improve transportation and land use planning coordination efforts to proactively design future transportation systems that are healthy, safe, dignified, equitable, and sustainable. Reduce Durham's carbon emissions by supporting coordinated transportation and land use policies and programs that reduce overall vehicle miles travelled (VMT).*	The amendment coordinates the transportation plan with the actual land use outcome on the site, aligning the CTP with the planned campus development.
Accessible and Innovative Jobs Objective (p. 85)	*We need jobs that fit our skills, interests, and needs, and are located near where we live. We need to improve access to innovative jobs for all people in the community, prioritizing those who have traditionally been excluded from the job market.*	The amendment supports the AbbVie campus, which will create 734 permanent jobs with an average annual salary of $118,041 and more than 2,000 construction jobs, including manufacturing operator and laboratory technician positions that provide pathways for residents entering the industry.
Jobs for Durham Residents Policy 136 (p. 162)	*Increase the availability of jobs for local residents with a diversity of skillsets and backgrounds, especially in jobs that become available through capital improvement projects or government-funded initiatives. Prioritize making jobs accessible to those without formal degrees or those who are typically left out of the technology and biotechnology jobs in Durham.*	The AbbVie project is supported by state and local economic incentives and brings biotechnology manufacturing employment to East Durham, with positions accessible to residents without formal degrees.

Updated CTP Project Tables:

The first table shows the 2017 CTP Highway Table entries for the affected facility and the adjacent existing facility. The second table shows the proposed changes to the CTP Project Table with this amendment.

2017 CTP Highway Table:

ID	Facility	From	To	Jurisdiction	Dist. (mi)	Lanes	ROW	Width	Status	Cross-Section	CTP Class	Problem Statement
--	Pettigrew St (East)	Ellis Rd	S Briggs Ave	DurCity	0.6	2	-	-	Ex	ADQ	Min	None
DURH0060-H	Pettigrew St Ext (East)	Ellis Rd	Glover Rd	DurCity	1.4	0	-	-	Rec	2E	Min	None

CTP Highway Table with Amendment to remove Pettigrew Street Extension (East):

ID	Facility	From	To	Jurisdiction	Dist. (mi)	Lanes	ROW	Width	Status	Cross-Section	CTP Class	Problem Statement
--	Pettigrew St (East)	Ellis Rd	S Briggs Ave	DurCity	0.6	2	-	-	Ex	ADQ	Min	None
~~DURH0060-H~~	~~Pettigrew St Ext (East)~~	~~Ellis Rd~~	~~Glover Rd~~	~~DurCity~~	~~1.4~~	~~0~~	~~-~~	~~-~~	~~Rec~~	~~2E~~	~~Min~~	~~None~~

Initial Public Comment Received:

Public comments were received on the Pettigrew Street Extension (East) Amendment. In summary, public comments related to:

- The need for bicycle and/or pedestrian accommodation along the extension to connect to the subdivision on the south side of Glover Road to provide another multimodal north-south corridor through Durham.
- The lack of analysis completed prior to recommending removal of the bicycle and pedestrian infrastructure associated with the adopted cross section.
- Request for a multi-use path or the reservation of right-of-way outside of the secure area of the property.

However, AbbVie Inc. is not interested in constructing a public multi-use path through or adjacent to its private property since this would conflict with the operations of the site and the secure campus design and create safety concerns. The 2017 CTP recommends a multi-use path adjacent to NC 147 (DURH0092-M) that would provide a north-south connection for cyclists and pedestrians when constructed. Please also refer to the City of Durham website for local bicycle and pedestrian plans with updated recommended projects in this area.