

NARRATIVE AND STATEMENT OF JUSTIFICATION

ST. PAUL VILLAGE – CONDITIONAL ZONING

PROJECT LOCATION AND PROJECT DESCRIPTION

St. Paul NIDA of Chapel Hill, North Carolina plans to develop 20.37 acres of property located at the intersection of Rogers Road and Purefoy Drive, in the Chapel Hill Transition area; an area that is planned to become part of the Town of Chapel Hill and is within the Town's Urban Service Boundary. St. Paul Village would be a mixed-use office/institutional conditional zoning development. Development plans include multi-family, 55 plus, and affordable buildings; a sanctuary; passive and active recreational facilities; a neighborhood community center, and associated parking structures. This project is an expansion in scope to the previously approved Special Use Permit issued to St. Paul AME Church on June 12, 2012.

St. Paul Village plans include one hundred (100) 55 plus active living housing units (1 and 2 bedrooms) and two hundred and fifty (250) multi-family residential units (1, 2, and 3 bedrooms) within two (2) structures. Interspersed within these units, eighty-eight (88) units (34%) are proposed to be affordable. The multi-use neighborhood community center would provide educational (classrooms), social/cultural (event space/meeting space), and small business/office opportunities for the benefit of St. Paul Village residents and the surrounding community. The recreational facilities would include indoor and outdoor sports and wellness facilities, promoting a healthy lifestyle as well. Many of these services and housing options are lacking in the Rogers Road Area.

St. Paul Village would be a pedestrian-oriented community which would foster use of the Town's Transit system and provide an extension of public services to the residents, facilitating the Town's goal to expand public services and infrastructure throughout the Rogers Road area. The mixed-use development would provide a variety of community-oriented services that would bring together a multi-generational populace who would reside there within a healthy, sustainable community; aspects that align with the Town Council's previous discussions surrounding this community.

NATURAL FEATURES

The project layout has been designed to accommodate the site's natural features, including wetlands and streams, that bisect the center of the property, flowing from east to west. The layout maximizes the buildable area while preserving the natural areas to the greatest extent practicable. A stream crossing is proposed on the eastern side of the site in the same general location as was previously approved by the Town of Chapel Hill under the existing Special Use Permit.

Recreational facilities for residents and visitors of St. Paul Village are located on the northern most parcel. Multi-family and 55 plus active living residential units are proposed north and south of the Resource Conservation District (RCD) so that residents can overlook and actively enjoy the central greenspace surrounding the site's natural resources. Trails would be strategically placed behind these facilities to encourage passive and active outdoor recreation for residents and visitors of St. Paul Village. The sanctuary would be located at the intersection of Rogers Road and Purefoy Drive as the anchor to the community. The multi-use neighborhood center, including event, cultural, social, educational, and commercial spaces would be situated along Purefoy Drive, south of a shared drive in the village center. Public transportation would be readily accessible along Rogers Road via a proposed bus stop north of the intersection with Purefoy Drive, opposite an existing bus stop on the west side of Rogers Road.

The site design is in line with the Town's vision in the 2020 Chapel Hill Comprehensive Plan as it integrates local commercial areas, cultural, social, and lifelong learning opportunities to diverse populations in need of

affordable, workforce, and 55 plus active living housing, as the Town continues to grow. St. Paul Village would provide opportunities for economic growth; community prosperity and engagement; and connections to the greater community while serving the needs of a multi-generational community.

EXISTING SITE CONDITIONS

The site is a little over 20 acres and is comprised of five (5) contiguous lots north of Purefoy Drive and east of Rogers Road, abutting the Habitat for Humanity subdivision Phoenix Place to the east. There is a low-lying area that bisects the property from east to west, inclusive of perennial and ephemeral streams and wetlands as defined by the Town of Chapel Hill and ECS Limited and to be confirmed by the Army Corps of Engineers. The site is not within the Watershed Protection District nor the 100-year flood plain. The plans indicate the Resource Conservation District (RCD) and Jordan Watershed Riparian Buffer zones and conform to these regulations to the extent practicable.

The site is bounded to the north by 30-foot OWASA water and sewer easements, and the extension of a public through road is proposed to further connect the development with the greater surrounding community. The development is bounded to the east by Phoenix Place, the south by Purefoy Drive, and the southwest by Rogers Road. A series of sidewalks and trails would be constructed around and throughout the community, and public transportation would be provided by a proposed Chapel Hill Transit bus stop along Rogers Road, north of the intersection with Purefoy Drive.

There is sparse vegetation at the southern end of the site. Dense vegetation exists on the site's northern, eastern, and western boundaries with a mixture of deciduous and coniferous vegetation. Land disturbance would be kept to a minimum and care taken to identify and preserve as many large deciduous trees as possible. Vegetative buffers would be preserved at the northern, eastern, and western boundaries of the site, as defined by the adjacent land uses and the Chapel Hill Land Use Management Ordinance (LUMO).

Power Easements exist throughout the property to service the existing trailers and previously demolished house. Duke Power would reroute existing residential service power lines to service the new facilities. A 130-foot power easement exists in the southeast corner of the property as well under the overhead transmission lines. The only development planned under the existing transmission lines would be the entrance drive.

ACCESS, CIRCULATION, AND MITIGATION OF TRAFFIC IMPACTS

The site is currently accessed by an unpaved road off Purefoy Drive. The proposed St. Paul Village includes access drives off both Rogers Road and Purefoy Drive, for safety, as previously approved under the existing SUP for St. Paul Village dated June 12, 2012. These driveway connection locations would remain the same under the expanded plan and would be constructed subject to approval and permit by NCDOT and the Town of Chapel Hill. An additional access road would be constructed along the northern property line, extending through Phoenix Place (Road 'D'), allowing for further connection in the future when development occurs to the west.

Pedestrian and bicycle access would be provided via proposed sidewalks internal to the site and proposed sidewalks or paths within the public right of way of the site frontage along Rogers Road, Purefoy Drive, and Road D. A bus stop along Rogers Road and proposed structured parking facilities would be provided for public use of the site.

A traffic impact analysis (TIA) was conducted based on the proposed St. Paul Village site development. Offsite improvements necessary to mitigate the additional traffic generated by St. Paul Village would be incorporated and constructed as recommended by the TIA.

ARRANGEMENT AND ORIENTATION OF BUILDINGS

The expanded concept plan for St. Paul Village generally follows in the spirit of the previously approved special use permit site plan and incorporates suggestions for building orientation, connectivity, and landscaping made by Brian Peterson, AIA, Urban Planner, Town of Chapel Hill (TOCH). The northern most parcel would contain a recreational facility, with surface parking for guests and staff. The Recreational Center would offer indoor basketball courts and outdoors spaces for visitors and residents. Residents of St. Paul Village would also be able to utilize and enjoy the pool and indoor exercise facilities as part of the onsite amenities offered.

North of the central green space, surrounding the Resource Conservation District (RCD), on the north campus, would be a multi-family apartment building with associated structured parking garage. On the south campus, south of the greenspace and RCD, would be a south campus residential building with multi-family and 55 plus active living units and associated structured parking garage. Residential areas would surround the central greenspace so that the residents could look upon and enjoy these natural amenities. The multi-use neighborhood center would be situated along Purefoy Drive. Small business commercial spaces are planned on the ground floor of the south campus residential building and neighborhood center, on both sides of the shared drive, creating a town center feel.

The sanctuary, and cornerstone of St. Paul Village, would be situated near the main entrance to the community off Rogers Road to welcome all to St. Paul Village. Parking for the buildings on the south campus would be accommodated within the parking structure associated with the residential units, with limited street spaces for visitors and north campus residents who drop in to support local businesses. Pedestrian trails would be located throughout the site, further connecting residents and visitors of all walks of life to onsite services and public transportation.

Storm water management facilities would be constructed in the upland and managed reaches of the RCD, including a combination of underground and aboveground facilities to maximize the central green space for St. Paul Village residents and visitors.

UTILITIES AND EMERGENCY SERVICES

Water line service for the site would be facilitated along Purefoy Drive and Road D. Sewer line service for the north campus (recreational facilities and multi-family residential building) would be extended from existing sewer line in the existing easement along Road 'D' from the northwest. Sewer line service for the south campus (residential, sanctuary and neighborhood center) would be extended from sewer line along Rogers Road. Solid waste collection and the collection of recyclables would be facilitated by private contractors.

Fire protection and "first responder" emergency services would be provided by the New Hope Volunteer Fire Department of Orange County, Station #1, located at 4012 Whitfield Road in Chapel Hill, approximately 5 miles from the Village. The Orange County Sheriff would provide police protection until such time as this area is to be annexed by the Town of Chapel Hill.

Much of the new St. Paul Village complex would consist of buildings with fire suppression and sprinkler systems. All buildings would be designed using conventional fire-protection and fire-management strategies, and the building plans would be approved by the Chapel Hill Fire Department to verify compliance to applicable life-safety regulations and standards.

IMPACT ON NEIGHBORING PROPERTIES

St. Paul Village would provide much needed affordable housing to Chapel Hill and create high quality facilities and uses beneficial to the surrounding properties and the greater Rogers Road Area community and the Town of Chapel Hill. The new facilities would be energy efficient and would be built to embrace future development as the community grows through the addition of the Greene Tract to the east and proposed infrastructure connections through the project area to Rogers Road to the west.

St. Paul Village facilities would also be used by local organizations and for neighborhood activities not directly related to the church. There would be a multi-use neighborhood center with meeting spaces, classrooms, event space, and small business spaces; indoor basketball courts, and outdoor spaces for St. Paul Village residents and the surrounding community. Small local business services onsite would help to offset offsite car travel for these amenities. St. Paul Village plans are future forward for the surrounding community and the Town of Chapel Hill.

EROSION, SEDIMENTATION CONTROL AND STORMWATER MANAGEMENT

Erosion and sedimentation controls would be designed and installed prior to construction in accordance with the requirements of Orange County and the Town of Chapel Hill to reduce soil erosion potential by stabilizing exposed soil and reducing surface runoff flow velocity during construction. Permanent stormwater control measures would be designed and constructed to provide control of quality and quantity of runoff from the development post construction before discharging to the natural features that bisect the property.

STATEMENT OF COMPLIANCE WITH DESIGN GUIDELINES

The design of St. Paul Village would be as consistent as feasible with Town of Chapel Hill Design Guidelines, current at time of this application.

STATEMENT OF COMPLIANCE WITH THE COMPREHENSIVE PLAN

St. Paul Village is in alignment with the goals and objectives of the **Chapel Hill 2020 Comprehensive Plan**. The proposed development increases affordable and workforce housing and establishes “structure to support community and neighborhood engagement in a proactive manner”. It embraces the themes of the Town’s comprehensive plan as well.

The six themes of the **Chapel Hill 2020 Comprehensive Plan** are:

1. **A Place for Everyone.** Goals include: “family-friendly exterior and interior places” and “a range housing options for current and future residents” and “a welcoming and friendly community that provides people with access to opportunities”. The St Paul Village development **prioritizes** well-connected, common open spaces and outward-facing, neighborhood serving programs. These diverse programs are strategically placed throughout the site to create destinations, activate, and build a strong community. All spaces are designed with everyone in mind, to become more welcoming, attractive, and enjoyable for all.
2. **Community Prosperity and Engagement.** Goals include fostering “success of local [and small] businesses and promoting “a safe, vibrant, and connected (physical and personal) community.” The St. Paul village development ensures easy access to resources and opportunities for the entire neighborhood. It offers housing, employment opportunities, and services while promoting economic development and creating prospects for innovation and investment in the community. The

development would offer space for local businesses and provide formal and informal gathering spaces, which help to build a sense of community and belonging.

3. **Getting Around.** Goals include: “A connected community that links neighborhoods, businesses, and schools through the provision of greenways, sidewalks, bike facilities, and public transportation” and “a transportation system to support dense and suburban development”. The St Paul Village development would be a walkable neighborhood, providing safe and accessible pedestrian infrastructure, reduced traffic speeds on site, and incorporating mixed-use development. By creating a pedestrian oriented neighborhood, it would promote health, sustainability, and social interaction for its residents and broader community. The well-connected development would recognize the importance of automobiles while promoting other forms of transportation with pedestrian trails around and throughout the site with safe access to public transportation with a bus stop on Rogers Road.
4. **Good Places, New Spaces.** Goals include: “Open and accessible common spaces for community gathering, cultural uses, and community development” and “Future land use, form, and density that strengthen the community, social equity, economic prosperity, and natural environment”. The creation of a Mixed-use development with well-connected common, open spaces that meet the needs and preferences of a diverse range of people would positively transform the existing site into a functional, attractive, and welcoming Rogers Road Neighborhood addition.
5. **Nurturing Our Community.** Goals include “provide recreation and safe pedestrian opportunities and ensure safe pedestrian and bicycle connections”, “support local food producers and access to local foods”, and “provide access for all residents to active lifestyle opportunities”. Recreation and safe pedestrian opportunities are essential elements of a healthy and vibrant community and therefore prioritized in the St Paul development. By creating a pedestrian oriented neighborhood and providing residents with access to safe and enjoyable places to walk, bike, and engage in physical activity, it promotes physical health, social interaction, and overall well-being. A small local food market is being considered to garner support for small local businesses and provide opportunities for the Rogers Road community.
6. **Town and Gown Collaboration.** St. Paul Village fosters in spirit the goals and intents of the Town and Gown Collaboration theme on a community level by creating a development that takes “full advantage of ideas and resources to create a thriving economy and incorporate and utilize the intellectual capital”; promoting “access for all residents to public services, and active lifestyle opportunities”, and providing “ways that respect history, traditions, and the environment while fostering revitalization and innovation”. The St Paul Village development would provide a place for worship and outward-facing, community serving programs that offer easy access to lifelong learning, healthy active lifestyle opportunities, social and cultural events, as well as small business opportunities with connectivity to the greater community. St. Paul Village would be a good collaborative partner to the Town and Rogers Road Community in these endeavors.

St. Paul promotes and realizes the goals outlined in the **2020 Chapel Hill Comprehensive Plan** by providing diverse, affordable and workforce housing options within a pedestrian oriented multi-use development that offers access to lifelong learning, healthy active lifestyle opportunities, social and cultural events, and local small business opportunities with connectivity to the greater community. St. Paul Village would move development in a forward direction for St. Paul Village residents, the Rogers Road Community, and the Town of Chapel Hill, as the Town continues to expand and grow.

In addition to the **2020 Chapel Hill Comprehensive Plan**, St. Paul Village furthers the goals of the Town’s **Mobility and Connectivity Plan** with pedestrian trails and sidewalks throughout the site and a bus stop and multi-use pathway along the project footage along Rogers Road, providing access to the Town’s transit services and promoting alternate uses of transportation for visitors and residents.

The Town's **Future Land Use Map** acknowledges the multiple uses for St. Paul Village proposed under the existing Special Use Permit. This project is an expansion in scope and fosters the goals set forth under the Special Use Permit.

The St. Paul Village project also embraces the Town's **Climate and Action Plan**, incorporating energy efficient strategies to reduce the carbon footprint over time. The design team seeks greater than a twenty (20%) percent reduction in usage below ASHRAE 90.1. Energy saving strategies, water saving measures and careful building materials selection would be used to further these goals. With an integrative design process, the team would work together to achieve the highest energy reduction possible within the project parameters.

St. Paul Village is also consistent with the 2016 document "**Mapping our Community's Future**". The St. Paul village team acknowledges the document and follows the four (4) outlined guiding principles for respectful and community building developments along Rogers Road:

1. **Retain families who have lived here for decades/generations.** The St. Paul Village development is mindful of deep-rooted families in the neighborhood and would provide housing opportunities and services for the elders to age in place.
2. **Preserve socioeconomic and cultural diversity for the future.** The neighborhood growth would provide economic opportunities for local businesses and offer a space for existing and new businesses to locate in this neighborhood and community. Throughout the St. Paul Village community, aspects of the history of the local community and church would be highlighted.
3. **Connect us with each other and the larger community.** Prioritizing well-connected common, open spaces and outward-facing, neighborhood serving programs would create destinations, activate, and build a strong community. The formal and informal gathering spaces would offer easy access to lifelong learning; healthy active lifestyle opportunities, as well as social and cultural events, connecting the Rogers Road Neighborhood and the greater community. All spaces are designed with everyone in mind, to become more welcoming, attractive, and enjoyable for all in the existing neighborhood.
4. **Respect the history and physical/natural character of the neighborhood.** To maximize the common open space to provide accessible amenities for the residents and greater community, the St. Paul development is minimizing building footprints and growing the structures vertically. An analysis of the existing topography and placement studies have informed the proposed site plan layout achieving the appropriate density that would shape a place and strengthen the community while being respectful to the existing single-family residences.

The site is surrounded by wooded areas and one-story residential buildings. In response to the context, we are intentionally creating a transitional scale strategy along the edges to naturally integrate St. Paul Village into the existing fabric. Therefore, two-story community-serving buildings would be sited along Purefoy Drive. Given the proposed re-grading of the site, the buildings would be placed on a lower elevation than the street elevations and therefore not be perceived as two-story structures from Purefoy Drive, limiting the height impact to residences across the street even more. The highest residential buildings would be placed in the northern part of the site with the greatest distance and least visibility from Purefoy Drive and Rogers Road.

The St. Paul team recognizes the document "**Mapping Our Community's Future**" and believes that St. Paul Village will be a respected and successful addition to the Rogers Road Neighborhood. St. Paul has closely engaged with the Roges Road community for decades. Many of the church members are part of this community or have close ties with the community, and therefore, St. Paul does not feel exclusive from it.

The services that would be available to this community, based on this project, are aligned with many expressed deficits in the community, including affordable housing options; recreational space; cultural appreciation in design elements, and space for small business and training opportunities. Collectively these things will connect and sustain this community and the broader community as well.

LUMO, ARTICLE 3 – ZONING DISTRICTS, USE AND DIMENSIONAL STANDARDS

The existing property is zoned R-5-CZD under the original special use permit as a multi-use development. We are applying for a Conditional Zoning Permit as a defined Office/Institutional (OI-3) conditionally zoned development to accommodate the varied uses of St. Paul Village (OI-3-CZD). St. Paul Village complies with the uses permitted/allowed within the OI-3 parallel zoning under the conditional zoning, per LUMO, Section 3.7.2 Use Matrix and 3.7.3 Use Groups (excerpt below). Modifications to regulations are sought from dimensional, design and development standards as outlined in the sections that follow.

Primary Uses	Use Group	OI-3
Place of Worship	B	P
Dwellings, Multi-family over 7 units	A	P, A
Place of Assembly (Recreational Facilities)	C	S
Business, Convenience	C	A
Parking, Off-Street	C	P, A
Accessory Worship Uses		
Accessory Use customarily incidental to a permitted principal or special use	A	A
Adult Day Care	B	P, A
Barbershop/Beauty Salon	C	P
Business, General	C	A
Business, Office	B	P, A
Cemetery	A	S
Childcare	B	P, A
Club	B	P, A
Outdoor Skateboard Ramp	A	A
Recreational, nonprofit	C	P, A
Vocational School	C	P, A

KEY:

"—" Not Permitted;

"S" Permitted as a special use or as a CZ in the parallel conditional zoning districts enumerated in 3.4.3 (a);

"A" Permitted as an accessory use; In LI-CZD refer to [Article 6](#) of LUMO for standards applicable to accessory uses labeled as "AY".

"P" In OI-3, OI-4, LI-CZD and MH: Permitted as a principal use;

Affordable Housing Statement for St. Paul Community Village Application

August 11, 2023

St. Paul Community Village from its origin has targeted workforce housing segments; those that work in this community such as teachers and hospital workers but find it unaffordable to live in this area despite their contribution to the success of the community. This group continues to be underserved 15 years later from the time the vision of this project was begun in 2008. Consequently, a commitment of 88 units as proposed in the original approved SUP in 2012 has not changed. For the current application this equates to 34% of the proposed units at or below **80% AMI** = 88 units. To align and support the Town's affordable housing goals we are agreeing to your request to modify our proposal to specify that **15%** of the total units be rentals for those at or below 60% AMI; resulting in **39** units at this AMI sector; the remaining **49** units would target AMIs between 61 and 80%. The exact distribution within the respective AMI sectors would be dependent upon circumstances near the time of occupancy.

In response to your questionnaire:

- The **affordable** units will be randomly dispersed among other rental units, identical in appearance and **amenities**. The 55 plus housing sector will share in these 88 units.

Given the large number of affordable units we offer with this project, it is difficult to specify the exact distribution of units within the 2 buildings on the property. An additional complexity, in order to be compliant with federal rules governing 55-plus designated housing, it must be discrete. The 100 55-plus units reside in a building consisting of 3 discrete segments of 2,3, and 4 stories respectively. The 2 and 3-story segments will house 100 units for 55 plus housing only, the 4-story segment (51 units) will not have age designation. Therefore, having pre-specified affordable unit numbers or percentages per building is pre-mature. If the intent of such allocations is to avoid ostracizing affordable housing residents, the St. Paul Village developers are highly sensitive of the need to respect our future residents as equitable citizens within the village.

- Residents of these affordable units will have full access to the same external amenities as those afforded to other residents.
- The affordable units will be 1 and 2 bedrooms with identical square footage as the respective market rate units (1000sq ft and 1200sq ft respectively).
- No studio units are envisioned for this project.
- A similar number of 1 and 2-bedroom units are designated affordable but would like to reserve some flexibility to adapt to market needs on housing at the time of completion.
- We agree to a housing plan regarding both the 30-year affordability clause for the δεσιγνατεδ units under this sector of AMI and the methodology used in calculating AMI.

CONCEPT PLAN COMMENTS
St. Paul AME Village
COMMUNITY DESIGN COMMISSION

June 14th, 2021

The Community Design Commission conducted a Concept Plan review for St. Paul AME Village at a meeting on June 14th, 2021. The project proposes a housing complex w/ approx. 50 units.

**Key points made by members of the Commission about the Concept Plan are listed below.*

- Multiple commissioners requested information on the proximity of the project to the adjacent neighborhoods during the next review.
- Multiple commissioners expressed concern over the density and massing and relayed that the transition from the project to the neighborhood would need further study.
- Multiple commissioners expressed concerns related to drainage and the RCD.
- Multiple commissioners expressed concern over the development of the blocks and how those uses and functions would work.
- Multiple commissioners expressed concern ` the size of the parking.
- Multiple commissioners expressed support of reforestation and green spaces, and suggested that those efforts could be used to mitigate the transition concerns.
- Multiple commissioners expressed support of the affordable housing component.
- Multiple commissioners requested that Council add CDC review and approval authority to building elevations and site lighting.
- Multiple commissioners questioned how such a dense project could fit into the historic Roger's Road neighborhood district.

Response: St. Paul NIDA submitted an application for a conditional for St. Paul Village on November 7, 2022. Since then, the St. Paul Village Team has met with Brian Peterson, Urban Designer, Town of Chapel Hill to discuss the site layout in terms of the development of the blocks and how the uses and functions would work. The new site plan embraces the concepts of a central green and a town center on the south campus. The sanctuary is proposed closest to Rogers Road. The multi-use building and the sanctuary along Purefoy Drive are limited to 2 stories and the residential buildings beyond are stepped up in height as you progress through the site. The recreational fitness center is located on the northern parcel and provides active recreational spaces for the community. Small local retail spaces are proposed on the ground level of the residential and multi-use buildings along the main street on the south campus, and trails are strategically placed throughout the property to promote healthy lifestyles and social interactions between residents and visitors of all ages. The team also met several times with the Fire Department, the Stormwater Department, and the Planning staff to address concerns related to the resource conservation district and site drainage, emergency services and affordable housing. Please see the updated site plan, building elevations, narrative and statement of justification.

**HOUSING ADVISORY BOARD SUMMARY OF A
CONCEPT PLAN REVIEW:
ST. PAUL VILLAGE
1604 PUREFOY DRIVE**

June 8, 2021

The key points made by members of the Housing Advisory Board during its review of the concept plan focused on encouraging the applicant to accept rental subsidies in the development and to consider targeting deeper levels of affordability that fall below 60% of the Area Median Income.

Two members of the public spoke on the concept plan. Feedback included expressing support for the project and its substantial contribution of affordable units, encouraging the Town to implement an expedited review to meet the project's schedule needs, and encouraging the applicant to consider serving households with incomes below 60% of the Area Median Income.

Submitted by: Sue Hunter, Chair
Drafted by:
Emily Holt, Staff Liaison

Response: St. Paul Village proposes a variety of housing including a considerable amount of affordable housing in ranges that meet the needs of the Rogers Road community and the Town of Chapel Hill, as defined in the proposed Affordable Housing Plan statement.