


COUNTY OF YORK

MEMORANDUM

DATE: November 5, 2019 (BOS Mtg. 11/19/19)
TO: York County Board of Supervisors
FROM: Neil A. Morgan, County Administrator 
SUBJECT: Application No. UP-936-19, NATASHA House, Inc.

ISSUE

This application requests a major amendment to a previously approved Special Use Permit (UP-621-03), pursuant to Section 24.1-115(d)(3) of the York County Zoning Ordinance, to authorize an increase in the number of resident clients from 16 to 40 residents in an existing transitional home (NATASHA House). The facility has been providing temporary housing and support services to homeless women and their children since 2010. The subject property is a 1.8-acre parcel of land located at 124 Goodwin Neck Road (Route 173) and further identified as Assessor's Parcel No. 24-171. The property is zoned R20 (Medium Density Single-family Residential) and is designated Medium Density Residential in the Comprehensive Plan.

DESCRIPTION

- Property Owner: NATASHA House, Inc.
- Location: 124 Goodwin Neck Road (Route 173)
- Area: 1.83 acres
- Frontage: Approximately 130 feet on Goodwin Neck Road
- Utilities: Public water and sewer
- Topography: Flat
- 2035 Land Use Map Designation: Medium Density Residential
- Zoning Classification: R20 – Medium Density Single-Family Residential
WMP – Watershed Management and Protection Area Overlay
- Existing Development: Seven-bedroom transitional home

- Surrounding Development:

North: Single-family residential development across Goodwin Neck Road (Carver Place)

East: Faith for Living Outreach Center Church

South: Faith for Living Outreach Center Church

West: Shoppes at Yorktown shopping center

- Proposed Development: Increase of resident clients from 16 to 40 persons

BACKGROUND

On October 21, 2003, the Board of Supervisors approved a Special Use Permit (SUP) to authorize the establishment of a transitional home on the subject property subject to conditions set forth in Resolution R03-168(R) (copy attached). The resolution includes an approval condition limiting the number of residents, exclusive of staff, to 15 persons.

At the time of the noted SUP approval, the property contained 3.35 acres and was owned by Faith for Living Deloris Borum Ministries, Inc. In October 2006, the subject and adjacent properties were re-subdivided to create a new 1.83-acre parcel for the transitional home site. Construction of the 5-bedroom transitional home was completed in 2009, and the facility opened late in 2010. The applicant acquired the property from Faith for Living Deloris Borum Ministries in February 2011.

In response to an increase in demand for their services, the client residence area of the facility was renovated to add two bedroom units in May 2018. The Certificate of Use and Occupancy issued by the Building Official for the renovation limited the number of resident clients to 16 persons. Subsequently, the applicant requested an increase in the number of resident clients permitted under the terms of the above-noted SUP from 15 to 40 persons. In accordance with Section 24.1-115(d)(1) of the Zoning Ordinance, approval of an insignificant modification of the SUP to add one additional resident client was approved by the Zoning Administrator on July 16, 2019. When informed that further increases in the number of resident clients would require a major amendment of the SUP, the applicant submitted this application.

CONSIDERATIONS/CONCLUSIONS

1. Land uses bordering the site include the Faith for Living Outreach Center and Church to the east and south, the Shoppes at Yorktown shopping center to the west, and a single-family residential development to the north (Carver Place, across Goodwin Neck Road). Surrounding zoning includes R20 (Medium Density Single-family Residential) to the north and east and GB (General Business) to the south and west. The property is located within the Harwoods Mill Reservoir drainage area and is therefore subject to the Watershed Management and Protection Area overlay district provisions of the Zoning Ordinance.

2. The Zoning Ordinance defines a transitional home as a dwelling unit, other than a group home, shared by more than four (4) unrelated persons, including resident staff, who do not qualify as a “family,” and who live together temporarily as a single housekeeping unit, and in which staff persons provide or facilitate care, education, counseling and participation in community activities for the resident clients. The definition further states that the following and similar types of occupancy are considered to be transitional housing:

- Temporary quarters for victims of physical or emotional abuse;
- Temporary or emergency quarters for children or adults needing room and board and support services that would lead to self-sufficiency and permanent shelter.

Lastly, the Zoning Ordinance states that the term "transitional home" does not include detention facilities operated under the standards of the Department of Juvenile Justice, nursing homes, alcoholism or drug treatment centers, work release facilities for convicts or ex-convicts, or other housing facilities serving as an alternative to incarceration or where the residents are under the supervision of a court.

The mission of NATASHA House, Inc., as stated in the attached narrative, is “empowering and equipping homeless female-headed families and at-risk youth with the skills needed to achieve and maintain self-sufficiency.” The facility has housed 108 mothers and 181 children since opening in 2010.

3. The 5,447-square foot transitional home currently provides temporary housing for up to 16 persons (women and their children), which is the maximum number of occupants permitted under Uniform Statewide Building Code (USBC) occupancy restrictions for the facility’s R-4 Residential Use Group designation (congregate care facility housing no more than 16 persons). In addition to seven bedroom units for resident clients, the existing facility contains two offices, a parlor, multi-purpose room, common kitchen, and laundry room. The applicant has indicated that the current maximum number of adult women served by the facility is seven (one for each bedroom unit), with the remaining nine residents being their children.
4. According to information submitted by the applicant, the length of residency for clients ranges from three months to as long as two years. The facility does not operate as a short-term emergency shelter. Staff consists of a full-time Executive Director, part-time Administrative Assistant, part-time Program Coordinator, two part-time Overnight Resident Assistants, and four part-time Social Work/Human Services Interns. The applicant’s program description (attached), indicates that financial counseling, life-skills development, and vocational training are included in the facility’s services.
5. According to the applicant’s proposed floor plans and elevations (attached), the second-floor attic area of the structure would be heightened and renovated to add

seven bedroom units with associated bathrooms, closets, a laundry room, storage area, open gathering area, and a second common kitchen. The building footprint and height would not change; however, the second floor building façade would change to add dormers with windows (see attached proposed building elevation plan).

6. With the additional bedroom units, the facility would provide temporary housing for up to 14 adult women (one for each bedroom unit) with their children, not to exceed a total of 40 residents. In order to accommodate the increased number of residents, the facility would be required to meet minimum USBC regulations for the R-2 Residential Use Group designation (congregate care facility housing more than 16 persons). A proposed approval condition addresses this issue.
7. The facility is accessed by a driveway off of Goodwin Neck Road that traverses the adjacent church property. A joint access easement for use of the driveway by both property owners was established prior to construction of the transitional home. An 11-space parking area is located to the rear of the building. Resolution No. R03-168(R) includes a condition requiring minimum parking based on one space per bedroom, two spaces for visitors, and one space for each employee on site during the largest shift. To accommodate the proposed increase in the number of residents, I am proposing an amended approval condition requiring two additional visitor spaces (four total). Based on information provided by the applicant, staff estimates the maximum daily parking need would be for 24 spaces, including parking needed during employee shift changes.

The applicant has indicated that off-site parking is available for needed additional parking on the adjacent shopping center property. Rather than expand the parking area on the subject property, a cooperative parking agreement with the adjacent property owner could be secured for use of their parking lot for needed additional vehicle parking. Section 24.1-602(a) of the Zoning Ordinance allows for use of an alternate location for off-site parking provided the location contains sufficient parking for both uses and an executed covenant or agreement demonstrating the right to permanently use the alternate property for parking is submitted to the County for review and approval as to form by the County Attorney and subsequent recordation in the Clerk's office of the Circuit Court. The shopping center property has more than enough parking for both uses. I am proposing an approval condition requiring submission of an executed parking agreement between the applicant and the adjacent property owner to the Planning and Development Services Department prior to issuance of building permits for the proposed renovations to the transitional home.

8. Staff does not believe the proposed transitional home would generate a significant amount of traffic on Goodwin Neck Road. The Institute of Transportation Engineers (ITE) Trip Generation manual (8th edition) does not contain trip generation figures for this type of use. However, staff estimates, based on the number of employees and residents as indicated by the applicant, that the home would generate a maximum of approximately 40 vehicle trips per day on weekdays and approximately 50 vehicle trips per day on weekends. According to VDOT, the

2018 annual average daily traffic volume for this section of Goodwin Neck Road is 8,900 vehicles.

PLANNING COMMISSION RECOMMENDATION

The Planning Commission considered this application at its October 9 meeting and conducted a public hearing at which the applicant and two citizens spoke. Comments made by the citizens, who are members of the adjacent church, concerned easement and property boundary issues not specifically relevant to the Special Use Permit application, and neither of them expressed any opposition to the proposed expansion, although one did express a concern about the impact of the expansion on the church driveway. The spokeswoman for NATASHA House subsequently agreed to share in the cost of driveway maintenance. Following the hearing, the Commission voted 6:0 (Mr. Sturk absent) to recommend approval. (For more details, please see the attached Planning Commission minutes excerpts.)

COUNTY ADMINISTRATOR RECOMMENDATION

NATASHA House is the only transitional home currently located in York County, and the facility continues to fulfill a community need for residential facilities serving clients longer term than emergency shelters. Uses immediately adjacent to the subject parcel are non-residential (shopping center and church), and I do not anticipate any adverse impacts on those uses. The site's location adjacent to a shopping center and close proximity to other commercial and service uses along the Route 17 corridor would be advantageous for those residents who may not own a vehicle. Therefore, based on the considerations and conclusions as noted, I recommend that the Board approve the application subject to the conditions set forth in proposed Resolution R19-141.

Parker/3495

Attachments:

- Planning Commission minutes excerpts, October 9, 2019
- Zoning Map
- Applicant's Program Description
- Detail from Approved Site Plan
- Floor Plans
- Architectural Elevation
- Board of Supervisors Resolution R03-168(R)
- Proposed Resolution R19-141