



Town of Nags Head Planning & Development Department

Town Workforce Housing Study & Plan Report - Phase 1 - Inventory & Assessment; Establish Goals

Overview

The intent of this project is to identify and address the housing needs of the Town's seasonal employees, specifically Ocean Rescue staff. Annually, beginning in May and ending in August, Ocean Rescue has approximately 45 seasonal employees; approximately 75% of these employees are not local residents, and therefore require housing. The primary goals of this project are to 1) identify housing needs for the Town's seasonal workforce, 2) reduce the complications associated with staffing this essential service, and 3) determine the opportunities and feasibility of providing housing to meet the needs of the Town's seasonal workforce.

This Report is intended to present the findings associated with the completion of Phase 1 Tasks for the Town Workforce Housing Study & Plan. As noted in the previously reviewed and approved Project Scope, Phase 1 tasks included the following:

- Inventory Town-owned properties available or potentially available for development or reuse;
- Identification of and interviews with stakeholders;
- Determine current and projected housing needs and preferences;
- Perform preliminary *windshield* assessment of Town-owned properties for suitability and identify existing regulatory controls affecting use and development;
- Identify applicable policies, goals, and plans;
- Coordinate public input with regard to suitable sites; and
- Present findings to Board of Commissioners for acceptance/agreement before proceeding to Phase 2.

Tasks were completed by assigned Town Staff, as well as staff of DJG, Inc., the Town's on-call architectural consultant ("the Consultant").

Task Findings

Task: Inventory Town-owned properties available or potentially available for development or reuse

- Town Staff developed an inventory of Town-owned properties with information on current use, property area, the presence of buildings, and the zoning of the properties. This inventory identified 96 properties owned by the Town, or for which the Town has some ownership interest (i.e. the skate park at the YMCA and the Soundside Event Site).
- Based upon this inventory, Town Staff performed a preliminary assessment of site suitability for housing, assigning a score of 3 to sites deemed suitable, 2 to sites deemed marginal, and 1 to site deemed

unsuitable. Two properties received a 3, six properties received a 2, and the remaining 88 properties received a 1.

- Based upon this scoring, and review by Town Staff and the Consultant, the following properties were selected for further consideration, with scores noted:
 - Outer Banks Medical Center, 425 Health Center Drive - 3
 - Satterfield Playing Fields, 227 Satterfield Landing Road - 3
 - Town Hall, 5401 Croatan Highway - 2
 - Bonnett Street Beach Access, 2919 South Virginia Dare Trail - 2
 - Fire Station #16, 5314 Croatan Highway - 2
 - Epstein Beach Access, 5701 South Virginia Dare Trail - 2
 - Nags Head Ocean Rescue Station, 3719 Croatan Highway - 1

- The majority of properties owned by the Town were determined to be unsuitable based on their size (66 properties are less than 0.5 acres/21,780 sq. ft. in area) and/or existing use or conditions limiting development (parks, Public Works facilities, conservation land, and marsh conditions).

- Two properties that received a 2 were ultimately not selected for further consideration. These were the skate park property, given that the Town only has an interest in the property controlled by the YMCA, and the Public Works Debris Yard on Lark Avenue, given the use of the property.

- While only receiving a 1, the Nags Head Ocean Rescue Station was selected for further consideration given previously known interest by the Board of Commissioners.

Task: Identification of and interviews with stakeholders; and

Task: Determine current and projected housing needs and preferences

- The following individuals were identified as stakeholders and interviewed by the Consultant as part of Phase 1:
 - Cliff Ogburn, Town of Nags Head, Town Manager
 - Andy Garman, Town of Nags Head, Deputy Town Manager
 - Chad Motz, Town of Nags Head, Ocean Rescue Captain
 - Ken Savage, Town of Nags Head, Ocean Rescue Supervisor
 - Mike Norris, Town of Nags Head, Facilities Maintenance Superintendent
 - Four (4) former Town of Nags Head Ocean Rescue staff persons

- The interviewees were asked the following questions, with responses summarized:
 - Is there a minimum or maximum number of employees that you would want to occupy a location?

- All +/- 25 employees can be located on the same property if there is enough separation and living spaces are only shared amongst 3-6 people.
- Ideally, all employees would be housed in one location.
- Can a portion of the building be used for the program, or is a completely unoccupied facility required? Do you prefer one location or several for the work force housing?
 - Smaller groups of employees are preferred, so the option to have several different locations for housing isn't out of the question. Location and cost are important considerations. One location makes ride sharing easier.
 - An unoccupied facility preferred.
- Will the properties need access to public transportation, or are students/residents self-sufficient for mobility? Do you need access to amenities within walking distance? Is a group minibus or van available?
 - Some students do not have vehicles. Northern Nags Head is preferred since it is closer to the stores and work. Proximity to public transportation is not as important as proximity to the stores and to work.
 - Transportation has not been an issue in the past. Employees often car pool.
- What is an acceptable distance for an employee to walk from their vehicle to their residence?
 - On-site parking is preferred, but parking should be located no further than 1/4 of a mile from the premises. If parking is far away, employees would have to walk to their car and bring the car back to their residence to pick up the items they need to bring to work.
 - 1/4 mile maximum.
- Are there any general areas or blocks of Nags Head that you deem unsuitable? Are there areas that are preferred?
 - Housing should be as close to the beach and as close to the north part of Nags Head as possible.
 - Residential neighborhoods are not suitable for work force housing unless adequately dispersed. North Nags Head is preferred.

- Is a public “dormitory” style of facility preferred over a private “apartment” style?
 - Dormitory style facilities could work for some employees, but the more desirable option is small groups of people living together and sharing a living space.
 - Either could work, but we want to be sure that the staff are receiving an option equal or better than what they would find elsewhere. It is important that there is some privacy available in whatever option is selected.

- Should sleeping spaces accommodate all residents of one gender, or will occupancy be limited to 1-2 residents per room?
 - Individual rooms of 1-2 people are strongly preferred.
 - The goal would be to provide individual rooms of 1-2 people.

- Will residents need private kitchens, restrooms, showers and washer/dryers, or can those be shared facilities?
 - Facilities can be shared, but the number of people sharing them should be limited.

- Will you need any specialized rooms for research, physical training, large gatherings, large item storage, or other specialized areas?
 - A large gathering space would be very beneficial. Work-out facilities and storage spaces for equipment and bicycles would be ideal.
 - A multi-use gathering space, maintenance room, and outdoor storage would all be beneficial.

- Are instructors’ or supervisors’ quarters required?
 - Supervisors quarters are not required but might be beneficial.

- Are there any amenities that are preferred or discouraged, such as outside spaces, grill areas, etc.?
 - An outdoor gathering space and grill would be nice to have.
 - Outdoor storage, outdoor shower, and an outdoor gathering space are recommended. Grills, fire pits, and car washing in parking lot are discouraged.

- Are there any special accommodations needed for WFH employees that would be atypical of your average tenant?
 - Storage areas, outdoor shower, and study areas.

- No special accommodations will be required.
- Are there specific utility requirements that may be needed for tenants? Will wi-fi and closed-circuit tv's tied to other campuses be required?
 - Wi-fi and television are desired. Closed circuit TV is not required.
- Are all employees on the same general work schedule?
 - The life guards work 8:00 AM - 6:00 PM but they have different days off.
- What are the general habits of WFH? Are they loud, quiet, stay up late, get up early, etc.? Will sound-attenuated study facilities be required?
 - Everyone is different and every night is different so it would be ideal if people have options based on their preference.
 - They are generally up early and up late, with some variation.
- What are your lessons learned from living in other residences that we can apply to the prospective program?
 - Cost and location/proximity to work are very important. The ability to be close to other employees but still have separate private spaces is strongly preferred. Trash accumulates quickly.
 - Everything should be accessible, including pipes and drains. Laminate does not last. Carpet & wood flooring should be minimal. Hard surfaces are preferred. Outdoor seating would be useful.
- Primary takeaways from the interviews are as follows:
 - The work force housing employees are most concerned with the housing location, cost, and privacy. The ideal workforce housing scenario would incorporate all employees in the same location, but would also allow for some separation and privacy.
 - The selected property will ideally be located in northern Nags Head, close to the beach, and separated from residential neighborhoods.
 - A living arrangement that allows people to congregate but have their own private spaces is strongly preferred. A cottage-style living arrangement has been successful in the past.
 - The work force housing employees have a need or strong desire for outdoor showers, gathering spaces, study areas (if the living arrangement is not private), and storage areas. The selected property would ideally be able to accommodate an outdoor shower,

outdoor storage, an outdoor gathering space, an indoor multi-use gathering space, and a maintenance room.

- The number of people sharing facilities such as kitchens and bathrooms should be limited to 3-5 in order for upkeep to be manageable.
- It is important that we are presenting the staff with a housing option that is equal to or better than what they would find elsewhere. This includes cost, location, and living arrangement considerations.

Task: Perform preliminary windshield assessment of Town-owned properties for suitability and identify existing regulatory controls affecting use and development

- The Consultant conducted preliminary assessments of the seven (7) properties selected for further consideration; these assessments are attached, providing physical information on the properties, as well as perceived positives and negatives.
- Generally, the expectation is that only the Outer Banks Medical Center and Satterfield Playing Fields sites could accommodate development providing housing for all staff. However, in both cases building would be necessary, and at least with respect to the Satterfield Playing Fields, existing use and/or agreements may preclude such development.
- The size and use of the remaining sites (Town Hall, Bonnett Street Beach Access, Fire Station #16, Epstein Beach Access, and Nags Head Ocean Rescue Station) would preclude the housing of all workforce and/or the development of additional building area.
- Existing zoning precludes the development of multi-family, cottage court, or dormitory uses from all but two sites, the Bonnett Street Beach Access and Nags Head Ocean Rescue Station.

Task: Identify applicable policies, goals, and plans

- Generally, beyond the expressed goals of this project, existing policies, goals, and plans do not provide guidance with respect to the provision of housing for the Town's workforce. However, the Town certainly recognizes the importance of the Ocean Rescue Division and seasonal lifeguard staff, points that are echoed in the Comprehensive Plan, and the provision of housing may enhance the continued viability of the program.
- With respect to the seven (7) sites, policies within the Comprehensive Plan pertaining to the preservation of single-family neighborhoods and the defining attributes of certain Character Areas should inform decisions regarding the suitability of one or more of the sites given development potential. For example, while the Outer Banks Medical Center and Satterfield Playing Fields sites may have the most development potential based on area, any project at these locations should take into account the proximity of existing single-family neighborhoods.

Remaining Tasks and Next Steps

At this time, based on the findings developed to-date, Staff determined to delay any public input with regard to site suitability until further discussion with the Board of Commissioners. Given the sites considered, Staff felt that input and feedback from the Board was necessary before soliciting public input on these particular sites, primarily because the Board may perceive that one or more of the sites were not an option. Should the Board believe that this input is necessary before proceeding to Phase 2, Staff could coordinate public input prior to and report back at the Board's meeting on March.

Regardless, the remaining Task within Phase 1 involved presenting these findings to the Board of Commissioners for acceptance/agreement before proceeding to Phase 2. As a reminder Phase 2 involves Concept Development and Feasibility, and presumes that the Board would select up to two sites for which the feasibility for preferred housing would be investigated and preliminary fit tests developed, and further, that opportunities for partnerships in the development and/or use of housing would be identified and investigated. In considering how to proceed to Phase 2 and/or whether to proceed, Staff would suggest that the Board consider the following questions:

1. Have all Town-owned properties been sufficiently considered? Are there
2. Does the Board believe that at least one or two of the properties considered warrant further consideration?
3. Does the Board believe that one or more of the properties considered are not options and should not be considered?
4. Does the Board believe that development of housing on a singular property is possible or ideal, or should housing accommodated over multiple properties be a consideration?
5. Is the ideal property for workforce housing currently in the Town's inventory?
6. Do the considered sites present opportunities for additional uses that may increase viability or potentially offset costs to the Town?

Town of Nags Head Work Force Housing Study

Potential Housing Locations

Outer Banks Medical Center



Site Statistics:

Address:	425 Health Center Drive
Zoning:	SED-80 (Special Environmental)
Lot Area:	3.38 Acres
Building Area:	4898 SF
Permitted Uses:	Dwelling, Large Residential (w/ Supplemental Regs) Dwelling, Single-Family (detached)
Conditional Uses:	Dormitory (w/ Supplemental Regulations)
Minimum Front Yard:	30'
Minimum Side Yard:	20'
Minimum Rear Yard:	20'
Approx. Buildable Area:	2.60 Acres
Existing Parking:	37 Spaces

Site Positives:

- Site is not in a residential area
- Site has adequate parking
- Site has an existing building for use

Site Negatives:

- Existing building will not house entire workforce
- Major building renovation required
- ADA upgrades required
- Rezoning required
- Property is in a special environmental zone intended to protect habitat
- Site is fairly remote from beach



Site Photograph



Location Map



Property Map

Town of Nags Head Work Force Housing Study

Potential Housing Locations



Satterfield Playing Fields

Site Statistics:

Address:	227 Satterfield Landing Road
Zoning:	R-2 Medium Density Residential
Lot Area:	13.26 Acres
Building Area:	None (Restroom/Ancillary Only)
Permitted Uses:	Cluster Housing (w/ Supplemental Regs) Dwelling, Large Residential (w/ Supplemental Regs) Dwelling, Single-Family (detached) Dwelling, Two-family (duplex)
Conditional Uses:	None Applicable to Housing
Minimum Front Yard:	30'
Minimum Side Yard:	10'
Minimum Rear Yard:	20% lot depth, not to exceed 30'
Approx. Buildable Area:	10.00 Acres
Existing Parking:	126 Spaces

Site Positives:

- Site can be adequately buffered from residential area
- Site has adequate parking
- Site has substantial open space & can accommodate 100% of WFH employees
- Cluster housing permitted
- Site is in close proximity to beach and is located in the northern area of Nags Head

Site Negatives:

- Playing Fields have an ongoing lease attached that is subject to grant funds
- No existing buildings available for use
- Stormwater management is required
- Loss of public amenity



Site Photograph

Town of Nags Head Work Force Housing Study

Potential Housing Locations



Town Hall

Site Statistics:

Address:	5401 Croatan Highway
Zoning:	R-3 High Density Residential & SPD-C-I (Special Institutional)
Lot Area:	4.53 Acres
Building Area:	19,076 SF (main building) 23,460 SF (all buildings)
Permitted Uses (R-3):	Dwelling, Large Residential (w/ Supplemental Regs) Dwelling, Single-Family (detached) Dwelling, Two-family (duplex)
Permitted Use (SPD-C-I):	No residential permitted
Conditional Uses:	None applicable to Housing
Yard Requirements:	NA (Lot is developed)
Approx. Buildable Area:	NA (Lot is developed)
Existing Parking:	82 Spaces

Site Positives:

- Site is located in a highly visible area to regulate ongoing activities
- Site is in close proximity to beach

Site Negatives:

- Site zoning does not permit multifamily housing
- Site would not accommodate all work force housing employees
- Site is in the southern portion of Nags Head
- Site has very little available space
- Site parking appears fully utilized w/ little room available for additional parking
- Buildings on site have designated uses



Site Photograph

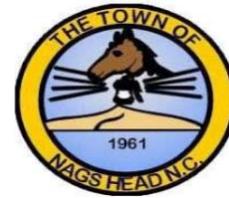


Location Map



Property Map

**Town of Nags Head
Work Force Housing Study
Potential Housing Locations**



Bonnett Street Beach Access

Site Statistics:

Address:	2919 South Virginia Dare Trail
Zoning:	CR (Commercial Residential)
Lot Area:	1.58 Acres (Bath House Parcel Only)
Building Area:	1,476 SF
Permitted Uses (R-3):	Dwelling, Large Residential (w/ Supplemental Regs) Dwelling, Single-Family (detached) Dwelling, Two-family (duplex)
Conditional Uses:	Cottage Courts (w/ Supplemental Regulations) Dwelling, Multi-family (w/ Supplemental Regulations)
Minimum Front Yard:	30'
Minimum Side Yard:	8'
Minimum Rear Yard:	25' or 20% lot depth, not to exceed 30'
Approx. Buildable Area:	1.28 Acres (Bath House parcel only)
Existing Parking:	70 Spaces

Site Positives:

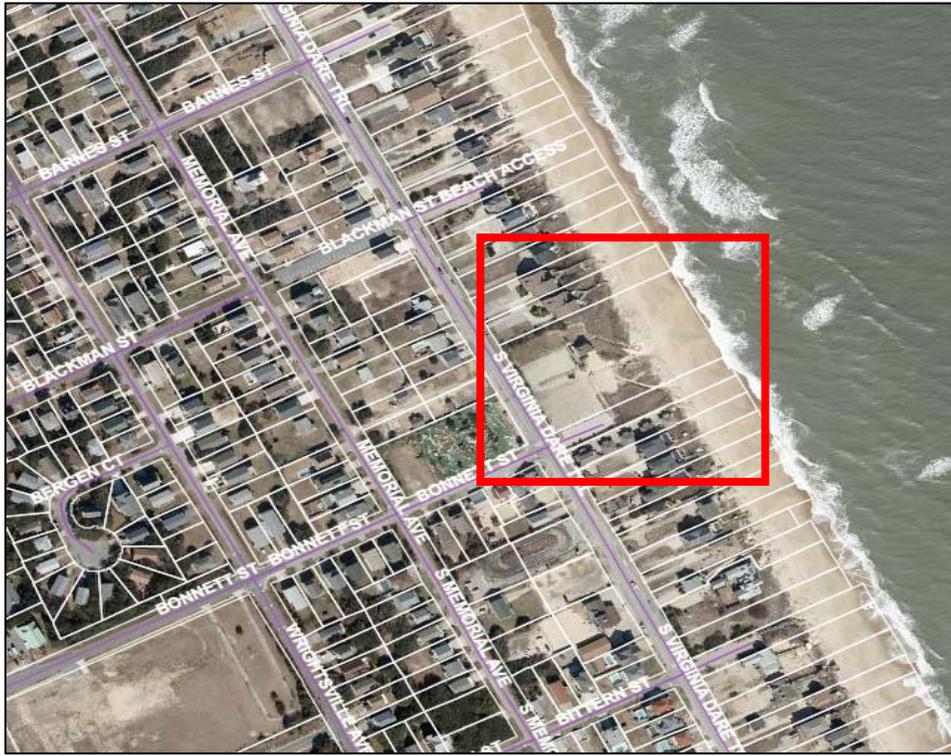
- Site is located in a highly visible area to regulate ongoing activities
- Site is in close proximity to beach and northern Nags Head
- Site has some available space for new construction
- Site may have some available parking

Site Negatives:

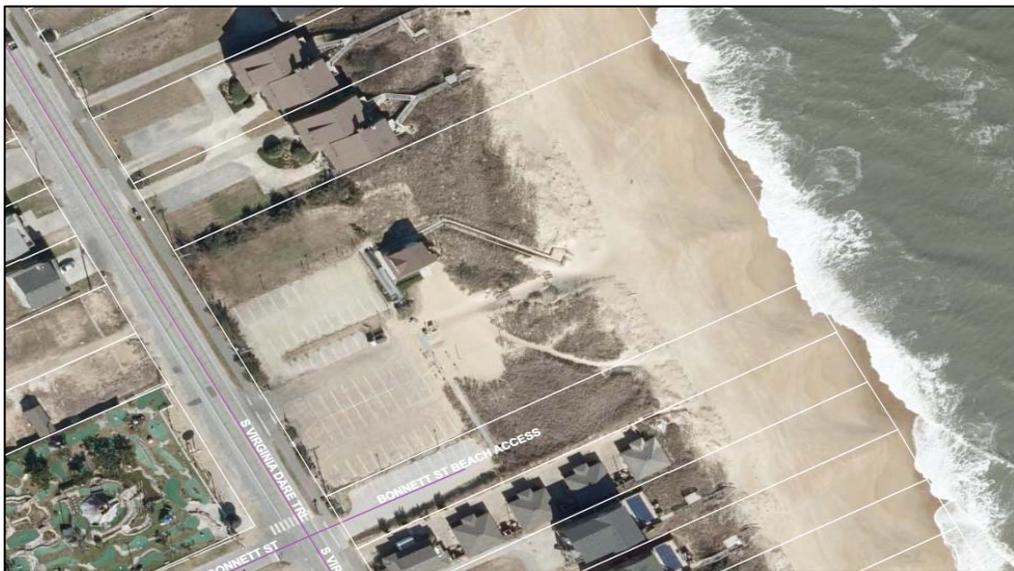
- Conditional Use Permit required for multi-family
- Site would likely not accommodate all work force housing employees
- Existing and future use limits suitability
- No existing buildings available for use.
- Site is frequented by the public



Site Photograph

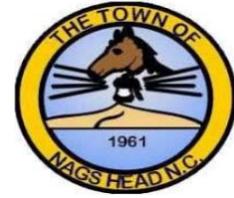


Location Map



Property Map

**Town of Nags Head
Work Force Housing Study
Potential Housing Locations**



Fire Station #16

Site Statistics:

Address:	5314 Croatan Highway
Zoning:	SPD-C / Comm 1 (Special Planned Dev. Commercial 1)
Lot Area:	1.50 Acres
Building Area:	13,170 SF
Permitted Uses:	No residential permitted
Conditional Uses:	None applicable to Housing
Yard Requirements:	NA (Lot is developed)
Approx. Buildable Area:	NA (Lot is developed)
Existing Parking:	25 Spaces

Site Positives:

- Site is located in a highly visible area to regulate ongoing activities
- Site is in close proximity to beach

Site Negatives:

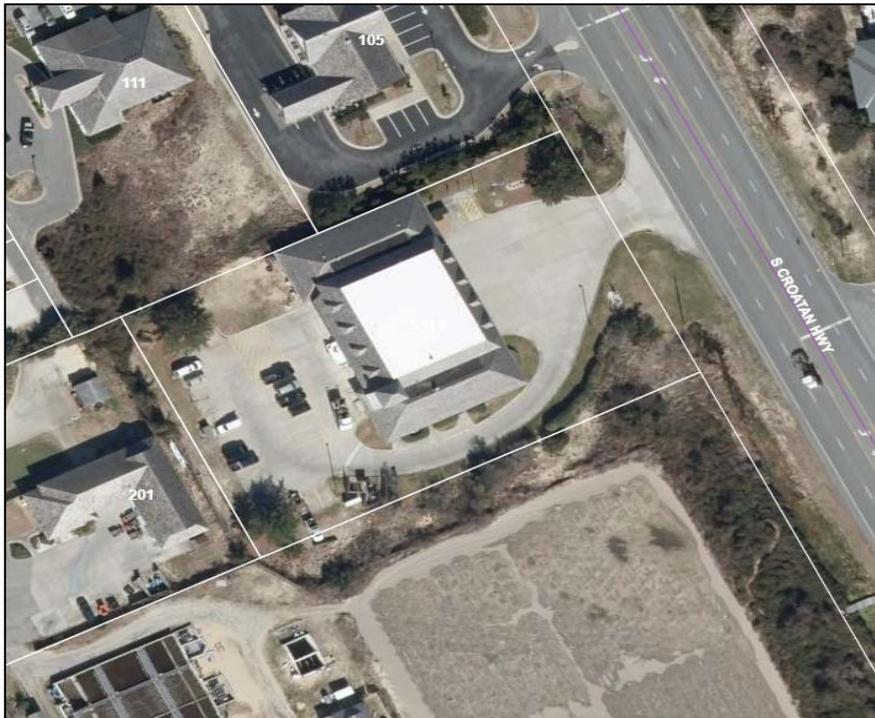
- Site zoning does not permit multifamily housing
- Site would not accommodate all work force housing employees
- Site is in the southern portion of Nags Head
- Site has very little available space
- There may be a conflict among user groups
- Buildings on site have designated uses



Site Photograph



Location Map



Property Map

Town of Nags Head
Work Force Housing Study
Potential Housing Locations



Epstein Beach Access

Site Statistics:

Address:	5701 South Virginia Dare Trail
Zoning:	SPD-C / Recreation (Special Planned Development Rec)
Lot Area:	0.84 Acres
Building Area:	None (Restroom/Ancillary Only)
Permitted Use (SPD-C-I):	No residential permitted
Conditional Uses:	None applicable to Housing
Yard Requirements:	No standard / Property - dependent
Approx. Buildable Area:	No standard / Property - dependent
Existing Parking:	44 Spaces

Site Positives:

- Site is in close proximity to beach
- Site may have some available space for new construction
- Site may have some available parking

Site Negatives:

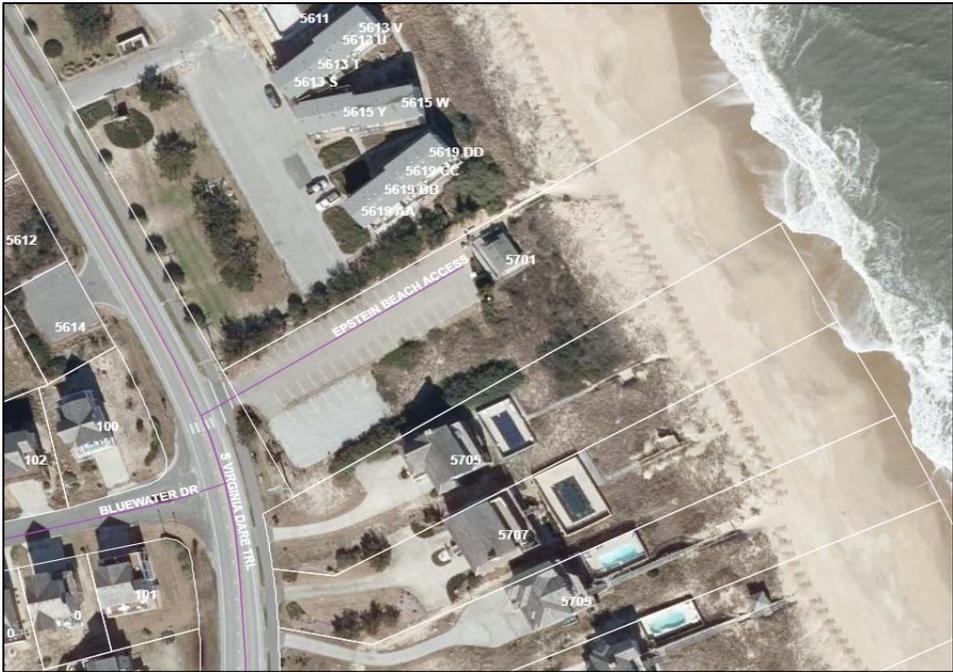
- Site zoning does not permit multifamily housing
- Site would accommodate only a few work force housing employees
- No existing buildings available for use.
- Site is frequented by the public
- Property is only 125' wide, limiting developable area
- Site is located in the southern portion of Nags Head



Site Photograph



Location Map



Property Map

Town of Nags Head Work Force Housing Study

Potential Housing Locations



Nags Head Ocean Rescue Station

Site Statistics:

Address:	3719 Croatan Highway
Zoning:	C-2 (General Commercial)
Lot Area:	0.15 Acres
Building Area:	1,885 SF
Permitted Uses:	Dwelling, Large Residential (w/ Supplemental Regs) Dwelling, Single-Family (detached) Dwelling, Two-family (duplex)
Conditional Uses:	Cottage Courts (w/ Supplemental Regulations) Dwelling, Multi-family (w/ Supplemental Regulations) Townhouse (w/ Supplemental Regulations) Dormitory (w/ Supplemental Regulations)
Minimum Front Yard:	30'
Minimum Side Yard:	8'
Minimum Rear Yard:	25' or 20% lot depth, not to exceed 30'
Approx. Buildable Area:	NA (Lot is developed w/ setback waivers)
Existing Parking:	3 Spaces

Site Positives:

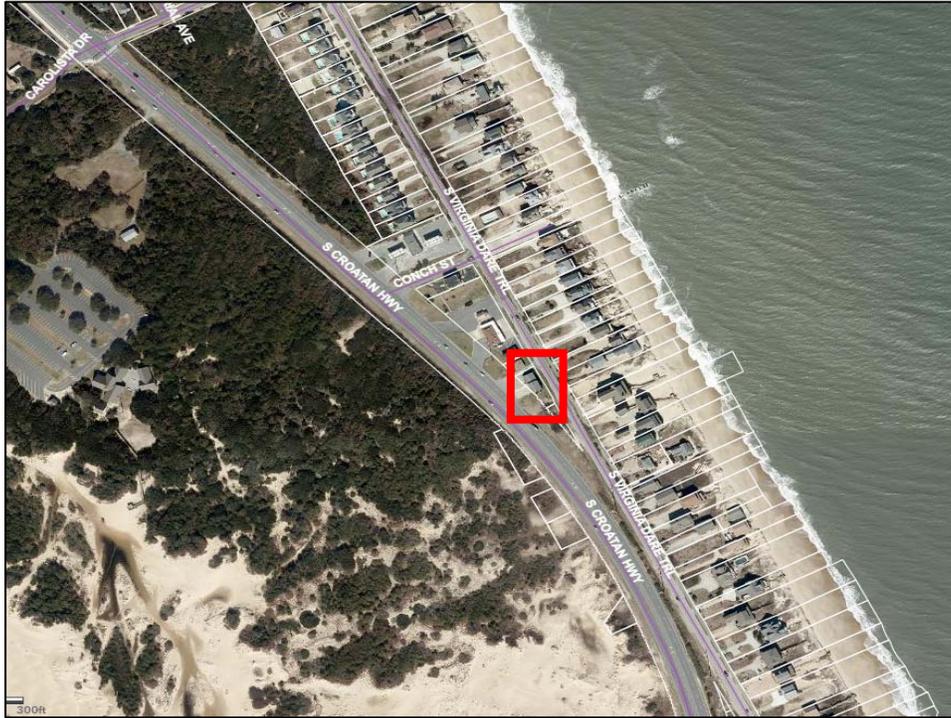
- Site is located in a highly visible area to regulate ongoing activities
- Site is in close proximity to beach and northern Nags Head
- Existing use is appropriate for WFH staff

Site Negatives:

- Site has no available space for new construction
- Site has no space for parking
- Conditional Use Permit required for multi-family
- Site accommodate very few work force housing employees
- Site configuration and size is restricting
- Existing building would require a structural assessment



Site Photograph



Location Map



Property Map