



**Greenville**  
NORTH CAROLINA

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**DRAFT**

**Application for a Neighborhood Revitalization Strategy Area  
(NRSA)**

**12/19/2014**

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## Introduction

The West Greenville Area is located in the urban core of Greenville, North Carolina. It is an area that has for many years has been overcome by poverty, but in recent years has begun to show signs of improvement. This improvement is due in part to the City's revitalization efforts over the past eight (8) years. The City wishes to continue its' efforts within this area; however, additional tools are needed to ensure that the neighborhood dynamics improve in an orderly manner. Therefore, the City of Greenville wishes to establish a Neighborhood Revitalization Strategy Area (NRSA). The proposed NRSA will be located between the two (2) largest economic drivers in Greenville - East Carolina University and Vidant Medical Center. West Greenville is an area that has witnessed a significant amount of decay over the years with dilapidated and sub-standard homes checkered throughout the area. The proposed NRSA would cover an area in which the City has tried to target over the past eight (8) years. In fact, it would nearly triple the coverage of the past target area.

While developing this area, partnerships have been forged with the State Employees Credit Union, Community Housing Development Organizations (CHDOs), Pitt Community College, East Carolina University, neighborhood organizations, and other non-profits in order to address some of the plaguing issues within the community. The City intends to continue these partnerships, and expand upon them as opportunities arise.

The community determined that the West Greenville Area is a strategic place for neighborhood growth and development. The community and staff came to this conclusion through numerous public participation sessions. These sessions resulted in numerous documents and plans. In addition, the public comments resulted in strategic goals placed into the 2013-2018 Consolidated Plan – which in turn translate to each of the related Annual Action Plans. An example of a plan and document is certified redevelopment area and the streetscape master plan. The Consolidated Plan and Annual Action Plan further emphasizes detailed objectives and performance measures for improving the West Greenville Area.

In recent years, the West Greenville Area has undergone positive changes. Also, there are plans to continue the work. There are several large projects that are slated for implementation in the upcoming years that will provide a positive impact for the area. For example, the “10<sup>th</sup> Street Connector” - this is a project connecting US highway 264 to the center of Greenville. This project will serve as a catalyst for public and private investment along the aforementioned corridor. This corridor will serve as a new major transportation route that will bisect the proposed NRSA. In addition to the 10<sup>th</sup> Street Connector Project, the City of Greenville is implementing a greenway initiative which extends the current greenway through the northern portion of the proposed NRSA. A greenway gives the low/moderate income residents of the area

access to recreational opportunities and community events that are hosted in the Center City throughout the year.

The City of Greenville will employ the use of four (4) basic neighborhood development strategies. These strategies will help staff better serve the community and the proposed West Greenville NRSA by setting benchmarks for improvement through various community development strategies. These strategies are as follows:

1. Community Building: harnessing existing networks of social capital
2. Place-Based: focusing on the communities physical resources
3. Business-oriented: seeking to improve the neighborhood business climate
4. Workforce development: providing local residents with basic skills

In addition to the neighborhood development strategies, there are goals and objectives that should be accomplished. The goals for the proposed West Greenville NRSA can be broken down in to five (5) categories that will be addressed throughout the NRSA application. These goals were determined to be ideal for West Greenville through public participation and what the community thought was required for it to become a thriving area in the future. These goals are as follows:

1. Preserve the historic nature and character of the neighborhood
2. Continue and create programs that produce affordable housing
3. Empowering the neighborhood through economic growth
4. Ensuring the neighborhood will be able to sustain itself over the next 20-50 years
5. Provide recreational opportunities throughout the neighborhood

Designating West Greenville as a Neighborhood Revitalization Strategy Area allows the area to be specifically targeted for development opportunities and community projects. The designation will assist in the advancement of the area, its residents, and the community as a whole. Current and future CDBG funds will be maximized in this area in a variety of ways including, but not limited to residential, commercial, and infrastructure improvements.

## Benefits of a Neighborhood Revitalization Strategy Area

1. **Job Creation/Retention as Low/Moderate Income Area Benefit:** Job creation/retention activities undertaken pursuant to the strategy may be qualified as meeting area benefit requirements, thus eliminating the need for a business to track the incomes of persons that take, or are considered for such jobs (24 CFR 570.208(a)(1)(vii) and (d)(5)(i));
2. **Aggregation of Housing Units:** Housing units assisted pursuant to the strategy can be considered to be part of a single structure for the purposes of applying the low-and-moderate income national objective criteria. This provides a greater flexibility to carry out housing programs that revitalize a neighborhood (24 CFR 570.208(a)(3) and (d)(5)(ii));
3. **Aggregate Public Benefit Standard Exemption:** Economic Development activities carried out under the strategy may, at the grantee's option, be exempt from aggregate public benefit standards, this increasing a grantee's flexibility for program design as well as reducing record-keeping requirements related to the public benefit standard (24 CFR 570.209(b)(2)(v)(L) and (M); and
4. **Public Service Cap Exemption:** Public services carried out pursuant to the strategy by a Community Based Development Organization (CBDO) are exempt for the 15% public service cap (24 CFR 570.204(b)(2)(ii))

### Additional Benefits:

- CDBG funds can be used to rehab single-family homes serving a commercial purpose
- CDBG funds can be used to rehab a business
- Reduced-record keeping requirements once you meet 51% benefit to low/moderate income individuals
- Community Housing Development Organization (CHDO) can also be a Community Based Development Organization (CDBO) if they meet the national objectives. (see below)

### HUD National Objectives:

Section 104(b)(3) of the Housing and Community Development Act of 1974 states that one of three national objectives must be met for activities using CDBG funds. Those objectives are identified as:

1. Benefitting Low and Moderate Income Persons;
2. Preventing or Eliminating Slums or Blight;
3. Meeting Urgent Needs
  - \*U.S Housing and Urban Development

The document that follows will serve as an amendment to our current 2013-2018 Consolidated Plan and contains information on the West Greenville area as it pertains to the NRSA requirements. Included will be NRSA boundaries, demographic information, our consultation and implementation process, economic empowerment strategies, and performance measures. Highlighted in the following document will be information on the NRSA and statistical data supporting the region being designated as an NRSA. Primary sources for the data include: US Department of Housing and Urban Development, US Census Bureau, and American Community Survey. The data compiled was a culmination of current and past information including a 5 year American Community Survey estimates based on US Census Bureau data.

Relevant graphs, tables, and maps will be included in the proposal to illustrate pertinent information about the West Greenville NRSA.

## Boundaries

The West Greenville NRSA is a 667.58 acre area (including streets and right of ways) located west of downtown Greenville and the East Carolina University area, east of the Medical Center, north of the Tar River, and south of the new 10<sup>th</sup> street connector. The current land use within the proposed boundary is 510.91 acres of residential, industrial, and commercial units, with 84% being residential (Figure 1). The NRSA is comprised of portions of three (3) qualifying census tracts, 7.01, 7.02, and 1, which will overlap the entire West Greenville Redevelopment Area.



Figure 1- Land use breakdown

	Land Use	# of Acres	# of Units	# of Parcels	Notes
Residential Categories	Single-Family	160.02	1,102	1,004	Some Parcels contain multiple Single-Family Houses
	Duplex	29.63	416	190	Some Parcels contain multiple Duplexes
	Multi-Family	18.75	398	20	First St Place, GHA, etc
Non-Residential Categories	Cemetery	5.87	0	1	Cherry Hill Cemetery
	City of Greenville Vacant	14.32	0	100	COG Parcels where houses will be constructed
	Pitt County Tax Foreclosures	1.22	13	13	Homes currently owned by Pitt County
	Potential Comm. Redevelopment	3.46	19	19	Commercially Zoned - contains Buildings currently being leased as Churches
	Vacant Parcels	92.31	0	428	Vacant Properties (all vacant properties except what is mentioned in other categories)
	Commercial	65.75	187	144	Existing Commercial Businesses
	Industrial	20.84	29	35	Warehouses / Storage
	Institutional	77.40	77	70	Government, Churches, and Privately Owned Parcels being used as Institutional uses
	Utilities	15.00	0	6	Land currently being used for Utilities
Office	6.34	22	22	Attorneys, Accountants, Insurance, etc	
Totals		510.91	2,263	2,052	



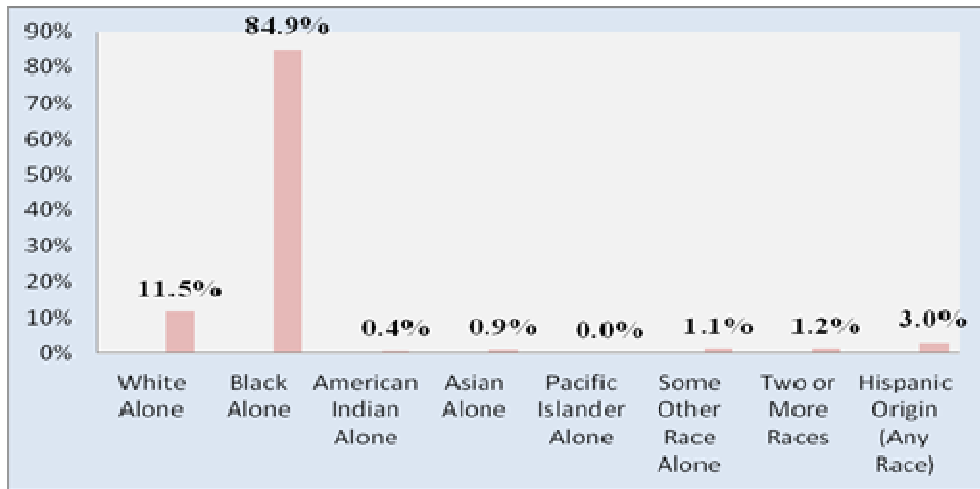
## Demographic Criteria

Listed below are the demographics of the West Greenville NRSA and the qualifying census tracts that make up the entire NRSA region.

Figure 1.1- Ethnic Breakdown

West Greenville NRSA Ethnic Breakdown		
White Alone	434	11.5%
Black Alone	3,212	84.9%
American Indian Alone	16	0.4%
Asian Alone	34	0.9%
Pacific Islander Alone	0	0.0%
Some Other Race Alone	41	1.1%
Two or More Races	46	1.2%
Hispanic Origin (Any Race)	113	3.0%

\*2010 US Census Bureau



The West Greenville NRSA is populated predominantly by black/ african american households with 84.9% of its residents identifying on census burea data as black/african-american. The next highest percentage being white citizens who make up 11.5%, or 434 residents of the West Greenville NRSA.

Figure 2- Demographic Breakdown

		<b>HUD Income Limits</b> <b>Pitt County, NC</b>							
Median	Income Category	1	2	3	4	5	6	7	8
\$55,200	Extremely Low (30%)	\$11,670	\$15,730	\$19,790	\$23,850	\$27,910	\$31,970	\$34,250	\$36,450
	Very Low(50%)	\$19,350	\$22,100	\$24,850	\$27,600	\$29,850	\$32,050	\$34,250	\$36,450
	Low(80%)	\$30,950	\$35,350	\$39,750	\$44,150	\$47,700	\$51,250	\$54,750	\$58,300

**\*2014 HUD Income Limits**

Demographic Information	Qualifying census tracts			City
	7.01	7.02	1	Greenville
Median Household Income	\$18,856	\$25,092	\$15,229	\$34,399
Total households	1,782	1,001	1,946	34,167
Percentage earning < \$35,000	77%	73%	78%	50%
Unemployment rate	14.50%	16.20%	9.30%	12.30%
Percentage 65 yrs and older	24.60%	38.30%	29.90%	9.50%

\* 2008-2012 ACS Data, 5 year estimate

## Methodology

A local government is only eligible to submit an NRSA application for approval to the U.S. Department of Housing and Urban Development if it meets specific criteria. These criteria are as follows:

1. The areas covered under the NRSA must be contiguous to each other; there cannot be checkered board areas across the community.
2. The selected area must be primarily residential.
3. The area must contain must contain a high percentage of LMI households – two (2) options.
  - 70% of the total population of the selected area, or
  - Upper quartile percentage greater than 51% and less 70% LMI, or
  - 51% of total population if the upper quartile is less 51%

The information and data gathered for our assessment were derived from various government websites such as U.S. Department of Housing and Urban Development, US Census Bureau, and American Community Surveys. West Greenville is an area with concentrated poverty and has 76.5% of the households falling below the low-moderate income threshold. The City decided to use the households that earn less than \$35,000 dollars annually as the threshold for determining the eligibility. The eligibility was based on the “70% of the total population of the selected area” rule. The fact that the City of Greenville met the requirements using this methodology further demonstrates the need of an NRSA in the West Greenville. According to the 2014 HUD Income Limits for Greenville, North Carolina, the 80% threshold for moderate income households are categorized into the \$44,150 bracket. Therefore, the proposed NRSA has a much higher percentage of households in poverty than 76.5%.

Due to the high concentration of low-moderate income households in the area; West Greenville is an ideal location for economic empowerment activities and programs. Utilizing the public benefit standard and public service cap exemptions included within the NRSA will allow for the city to address these issues specifically.

## **Consultation and Process**

The City of Greenville has a well-defined public participation process. City staff is committed to educating and informing the residents of West Greenville on every step taken in the NRSA process. Therefore, the City will involve the community in the NRSA process from beginning to end.

The City will hold multiple meetings comprised of various stakeholders. These stakeholders include the residents of Greenville and the NRSA, city council, State Employees Credit Union, our Community Housing and Development Organization, the Affordable Housing Loan Commission, the Redevelopment Commission, and various departments within our local government. The City of Greenville plans to implement a minimum of two (2) neighborhood meetings with the residents of West Greenville as well as hosting an open house. While the NRSA is being implemented, it is important to the City keep the residents of the neighborhood informed of each step of the process.

The City of Greenville has a Neighborhood Advisory Board which is a citizen-led board that handles city-wide neighborhood issues. The Neighborhood Advisory Board presents neighborhood issues directly to the Greenville City Council and disseminates information to the residents and neighborhood associations. The Neighborhood Advisory Board works directly with residents to understand issues in greater detail brings residents together to share information, and helps establish new neighborhood associations. This Neighborhood Advisory Board will serve as a means for residents of the West Greenville area to voice their concerns in regards to the NRSA directly to the Greenville City Council.

### **Process**

The City of Greenville will submit the NRSA proposal to HUD for prior approval. Staff has been in contact with the HUD field office, and they have advised that a preliminary review of the proposal was a good idea. During the preliminary review process, the City of Greenville will host multiple meetings with stakeholders. A thorough public participation process will occur prior to the NRSA document being submitted to City Council on February 11<sup>th</sup>, 2015. The City will hold meetings with the residents of the neighborhood and the community as a whole as described in the schedule below. The Affordable Housing and Loan Committee and the Redevelopment Commission are both being consulted and informed of the NRSA process. In addition, they will be updated on the goals and objectives described in the 2015-2016 Annual Action Plan. The dates for these meetings currently are proposed as follows:

- December 19<sup>th</sup>, 2014: Submit NRSA Proposal to HUD for Preliminary Review
- January 20<sup>th</sup>, 2015: Open House – Greenville City Hall: 6pm-7:15

- January 27<sup>th</sup>, 2015: First Community Meeting – Carver Branch Library: 6pm-7:15
- February 4<sup>th</sup>, 2015: Second Community Meeting- Sheppard Library: 6pm-7:15
- March 3<sup>rd</sup>, 2015: Redevelopment Commission Meeting
- March 11<sup>th</sup>, 2015: Affordable Housing and Loan Committee
- March 16<sup>th</sup>, 2015: Submit NRSA to City Council
- March 17<sup>th</sup>, 2015: Submit NRSA to HUD (if City Council approves)

These meetings will help the City of Greenville determine how, where, and why the proposed NRSA will be implemented.

Community input is a vital aspect of the NRSA process and every measure is being taken to maximize this. The West Greenville community is a large stakeholder group in this process and involving them remains one of the primary goals of our consultation process. Residents of the proposed NRSA, as well as residents from other communities, are encouraged to attend these community meetings due its significance. An NRSA designation will bring about vast changes to West Greenville and for that reason consenting local businesses, organizations, and community meeting places were utilized as a means to inform the public.

The open house and community meetings were advertised in a local newspaper and on the City of Greenville webpage. In order to further inform the public, flyers were placed throughout the proposed area at local businesses, schools, libraries, and churches. In addition, a group of volunteers went door-to-door in the West Greenville area and handed flyers directly to area residents. 500 flyers in total were distributed throughout the proposed NRSA informing the residents not only of the time, date, and location of the NRSA community meetings, but the City of Greenville's Annual Action Plan meeting as well.

### **Community Meeting Feedback**

#### **Open House**

Residents and members of the City Council were present at the Open House meeting that took place January 20, 2015 in City Hall. Members of the Housing Division engaged with the attendees and handled inquiries into the NRSA process as well as the programs that will be offered. Representatives from local media outlets were also present and photographed and recorded the attendees and their interactions with the Housing Division staff. Multiple displays were used to illustrate the proposed NRSA boundaries, the West Greenville Redevelopment Area, and our current programs. Comments received during the Open House were positive with many of the attendees expressing interest and optimism about the proposed NRSA.

## **Carver Branch Library**

City staff conducted the first community meeting at Carver Branch Library. Carver Library lies in the heart of the proposed NRSA. This library provides educational and internet access to the vast majority of the area. Due to the central location of the library, staff routinely uses its meeting space for community meetings.

The first community meeting was not well attended. This meeting only had three (3) people present. However, the conversations and discussions which came from the meeting were very helpful. For example, two (2) of the three (3) attendees were longtime residents of area. Moreover, both residents were just above 80% AMI. They were very excited that the NRSA would allow for CDBG funds to be spent on those that were above 80% AMI, but still needed help sustaining their living environments. They both expressed interest in owner-occupied home rehabilitation.

There were additional comments made at the meeting. They are as follows:

1. Lighting is an issue in the neighborhood.
2. There seems to be several boarding homes in the neighborhood. Is this legal?
3. More sidewalks would be a good thing.
4. There needs to be jobs within the neighborhood (commercial retail).
5. Safety concerns seem to be decreasing along with unwanted foot traffic.

## **Sheppard Memorial Library**

City staff conducted the second community meeting at Sheppard Memorial Library. Sheppard Memorial Library lies in the heart of Greenville's Center City. This library provides educational and internet access to a wide array of community members. Due to the central location of the library, staff routinely uses its meeting space for community meetings.

The second community meeting was not well attended; however, there were more people there than the first meeting. In addition, there were multiple media sources present at the meeting. The local newspaper, the Daily Reflector was present along with the Channel 9 news. The meeting had three (3) non-media people present. Just as the first meeting, the conversations and discussions which came from the meeting were very helpful. For example, two (2) of the three (3) attendees were longtime residents of area. These residents (married couple) were just above 80% AMI. They were also very excited that the NRSA would allow for CDBG funds to be spent on those that were above 80% AMI, but still needed help sustaining their living environments. They both expressed interest in owner-occupied home rehabilitation. Moreover, these were different community members than the first meeting.

There were additional comments made at the meeting. They are as follows:

1. Transportation is not as frequent as the community would like
2. Additional covered bus stops are necessary.
3. They appreciated the demolition of the blighted structures.
4. Please rehab historic structures when it is feasible.

## Municipal Benchmarks

### NRSA BENCHMARKS: SIZE

CITY	SIZE
Greenville, NC	510 acres
Durham, NC	125 acres
High Point, NC	141.2 acres
Winston Salem, NC	12,800 acres
Asheville, NC	

### Durham, North Carolina

The City of Durham implemented a NRSA in the Southside neighborhood of Durham in FY2012. While this area was smaller in size than our proposed NRSA, the area contains roughly the same amount of households as ours. The Southside neighborhood NRSA showed the City of Greenville the importance of creating outside partnerships with organizations to address community issues. Durham Community Self-Help was a large partner in the development and redevelopment of the Southside area having demolished 85 homes to be reconstructed as for-sale housing units for qualifying homeowners. In addition to the community organizations, Durham acquired a large developer, McCormack Baron Salazar (MBS), to lead their development efforts. This community based development organization (CBDO) was the foundation for redevelopment of the Southside area and showed the City of Greenville the importance of a qualified developer in the NRSA process. The City of Durham utilized monthly Steering Committee meetings to discuss the timeline and agenda-setting for the redevelopment of the Southside neighborhood. These meetings were comprised of residents of the neighborhood, area churches, civic leaders and representatives of the Durham Housing Authority, Duke University, and North Carolina Central University. These Steering Committee meetings showed the City of Greenville the importance of stakeholders in the consultation process and the efforts that must be made in order to involve and inform them.

### Asheville, North Carolina

The City of Asheville implemented a NRSA in the West Riverside neighborhood of Asheville in FY2007. This area was a particularly crime-ridden area and was the focus of a federal grant under the Weed & Seed program. Due to the federal grant, the City of Asheville was able to address many of the factors that contributed to the decay of the neighborhood. The pairing of the NRSA with the federal grant showed us the value that an NRSA designation has, as well as the overall benefit of combining this designation with a new or existing program. The City of Asheville utilized the local police department to help address the issues of crime and disorder in the neighborhood. From the collaboration between the City of Asheville and law enforcement, great improvements were made in the neighborhood and surrounding areas which serve as an ideal example for the City of Greenville. Asheville implemented many different programs and initiatives that focus on the residents of the community, most important to the City of Greenville being the Asheville Parks and Recreation and YMCA collaboration. The City of Asheville put in place programs to bring youth sports programs to the residents of the West Riverside neighborhood and the City of Greenville intends to consider similar recreational opportunities for the residents of West Greenville.

### High Point, North Carolina

The City of High Point implemented a NRSA in the Southside neighborhood of their city in FY2006. From the NRSA designation in High Point, the City of Greenville referred to the methods used to retain the historical homes in the neighborhood. The Southside neighborhood in High Point was a historically Black/African-American neighborhood; much like the West Greenville neighborhood. The City of High Point implemented housing initiatives to maintain the historic nature and character of the neighborhood while providing needed improvements to make it an attractive and viable community. The City of Greenville referred to these benchmarks for historic home retention, rehabilitation, and new construction (as needed) to formulate our approach to the West Greenville neighborhood.

### Winston Salem, North Carolina

The City of Winston Salem implemented a NRSA in FY2008 over a large portion of their city. The area in Winston Salem had a large amount of distressed homes, public housing, and other properties throughout the city. Winston Salem implemented a NRSA building rehab program that is intended to increase private sector investment in the area. The City of Greenville has referred to this as a benchmark for the benefits it will have to the West Greenville neighborhood. Increased private sector involvement will bring additional revenue to the area and help create an economically sustainable community. Additionally, the City of Winston Salem concentrated its



efforts on enforcing codes within the NRSA to abate nuisance properties and remove threats to public health and safety. These measures will be taken by the City of Greenville to accomplish similar goals with the hope of being more proactive in our efforts to maintain quality housing. The City of Winston Salem has implemented a Capital Improvement Plan for the NRSA in particular with emphasis on streetscape improvements throughout the area. Improved infrastructure will not only improve the safety of the area but will also attract new residents if the area is viewed as attractive. Similar plans have been developed for the West Greenville neighborhood with the intention of attracting new residents and improving the safety and appeal of the neighborhood.

## Housing Assessment

The 2010 US Census data describes that the City of Greenville had 36,071 occupied housing units with the majority being rental units with only 37% (13,381 units) being owner-occupied. Significant problems exist within the housing availability in Greenville as well as within the West Greenville NRSA. Homes in Greenville are aging at a faster rate than homes are being built, and the amount of available affordable housing is becoming increasingly limited.

The West Greenville NRSA has a total population of 3,390 residents with 1,717 total housing units and 1,455 total households based off of American Community Survey five-year estimates. In the NRSA, a total of 1,420 housing units were built in 1979 or earlier, with 144 having been built in 1939 or earlier. Of these 1,455 housing units, 410 homes are considered owner-occupied dwellings (Figure 2.1). In keeping true to the City of Greenville's first goal, we will attempt to preserve as many of these historic homes as possible. In many of the older homes, some of which are contributing historical homes; the likelihood of facing lead-based paint hazards increases (Figure 3 below).

Figure 2.1 Overall Rental vs. Owner for all Residential Properties within the NRSA

<b>Occupancy Status</b>	<b># Parcels</b>	<b>Acres</b>	<b># of Units</b>	<b>% based on Acres</b>	<b>% based on # of Units</b>
Owner Occupied	410	69.46	461	33.33%	26.85%
Rental	803	138.94	1,256	66.67%	73.15%
Totals	1,213	208.40	1,717	100.00%	100.00%

The majority of the proposed West Greenville NRSA is zoned R6-S, which designates the area as a residential single-family district – meaning each parcel must have at least 6000 square feet for lot size. Although the current zoning designates an area for 6000 square foot lots, the existing homes and the historic nature of the neighborhood results in some of the parcels falling outside of the current dimensional standards. These lots are considered non-conforming lots. Many of the parcels are 4800 square feet or less. This makes redevelopment challenging, but the City is looking at ways to allow historic homes to be re-built on non-conforming parcels.

The economic and demographic factors of the area lead to several prevalent issues associated with the housing stock internal to the NRSA. Many of the homes are dilapidated or deteriorating due to the costs associated with maintaining a historical home, and the high percentage of low-income residents and elderly residents living on fixed incomes. A majority of the homes in the area are renter-occupied and for that reason the homes often lack the necessary repairs to properly maintain it. The city has implemented several programs to address the issues with the housing stock in the area. For example, the City has an owner-occupied home rehabilitation program. This program also serves as a tool to preserve historic homes.

The city intends to preserve the historic nature of the area by constructing new homes that fit the character of the neighborhood – craftsman bungalow style homes. In fact, the City has currently constructed thirteen (13) new homes within the area. In order to increase homeownership and give residents access to new construction, the City has implemented three (3) different types down payment assistance for prospective LMI homeowners.

Even though there are multiple homeownership programs, the number of owner-occupied residents pales in comparison to the amount of renter-occupied homes within the NRSA. An option that may be useful is a rental rehabilitation program. However, there are many challenges with creating such a program.

### **New Construction**

In an attempt to address the barriers to developing affordable housing, the City of Greenville continues to create single-family affordable housing opportunities. These opportunities are provided through vacant/dilapidated properties purchased by the City with local public bond funds. Upon acquisition and installation of infrastructure, the City then makes lots available to nonprofit and for profit agencies for development. In some cases the City acts as the developer and bids out the new construction to local contractors.

All development proposals are accepted based on a reasonable price per square foot and the developer's ability to meet building specifications as required by a Request for Proposal. As a direct result of the City's purchase of the land and the infrastructure improvements, the lots become more affordable; therefore, reducing the cost to the homebuyer. As lots are sold to eligible homebuyers, the funds for the lot cost are sometimes recaptured and used to fund future developments.

Providing affordable housing has been a primary focus for the City of Greenville in the West Greenville area. Since 2011, the City of Greenville has constructed 9 new homes on Douglas Avenue. Each new home is currently occupied by new homeowners or renters. In addition, construction is currently underway on another home on Douglas Avenue that will bring the new construction total to 10 new homes. Each one of these homes is benefitting low-income households. In addition to the progress being made on the Douglas Avenue corridor, other areas of West Greenville are beginning to display signs of redevelopment. For example Lincoln Park, a neighborhood located within the proposed NRSA boundaries, currently has 16 lots available with new construction beginning on two (2) of these lots in early 2015.

New construction in the West Greenville area will serve as a primary benefit of the proposed West Greenville NRSA - if approved. Approval of an NRSA will result in the

aggregation of housing units benefitting a “mixed level” of incomes; however, the aggregation will primarily benefit low-moderate income households per HUD requirements. The City believes that mixed income neighborhoods are able to become more sustainable, and provide a more diverse environment.

### **Owner-Occupied Rehabilitation Program**

The City offers grants/loans that assist and encourage preservation of our older housing stock. Home rehabilitation supports homeowners who strive to bring their properties up to today’s building standards, and ensures the health, safety, and general welfare of the community. The grant/loans are based on income limits that are provided by the U.S. Department of Housing and Urban Development. A percentage of the total cost of the work applied can either be forgiven or decreased based upon an applicant’s gross income and family size.

The City of Greenville has offered the owner-occupied home rehabilitation program since the mid 1970’s. This program has been significantly successful in keeping low-moderate income families in homes that are safe, healthy, affordable, and energy efficient. Recently, staff has also noticed an additional benefit of this program – it also has the ability to preserve the historic character of a neighborhood.

In FY 2013-2014, \$370,158 in CDBG and \$200,815 of HOME funds were set aside to rehabilitate single-family homes. During this time, a total of seventeen (17) units were completed utilizing past years funding and current year funding. A vast majority of these units are located within the proposed NRSA boundary, and benefit its low-moderate income residents. Currently, rehabilitation efforts are underway on a historic, two-story, and four (4) bedrooms home within the proposed boundary. There are two (2) eligible historic districts within the proposed boundary. Approval of an NRSA will allow greater flexibility in helping those who live in historic homes. It has been staff’s experience that many of the residents that live in historic homes are above 80% AMI. Therefore, it is a challenge to help those people maintain and repair those historic structures.

### **West Greenville and University Area Downpayment Assistance Program**

This program is offered by the City of Greenville, and provides a Homebuyer Assistance Grant within two (2) specific areas - West Greenville and the University Area. The grant provides flexible gap financing and closing costs associated with the purchase of a qualified property. An eligible applicant can potentially receive five percent (5%) of the total sales price of the home or up to \$10,000 in assistance. Borrowers are not tied to a percentage of AMI with this program. The assistance is secured with a 10-year soft second mortgage at zero percent (0%) interest with no payment required unless the house is sold, leased, or rented out.

In addition, the assistance is forgiven one tenth (1/10) per year, and after the ten (10) years is complete – the grant is forgiven in its entirety. The deed of trust will be released at the end of the term. However, if you sell, lease, or rent the property – you are required to pay back the assistance pro-rata. This program requires the applicant to have \$1,000.00 out of pocket commitment.

### **HOME Downpayment Assistance Program**

This program offered by the City of Greenville is designed to assist low to moderate income, first time homebuyers with downpayment assistance to purchase a home within the incorporated city limits of Greenville. Funds can be used for the purchase of a single-family dwelling, condominium, or townhome city-wide. This program offers No Interest Forgivable Loan of up to 20% of the sales price of the home with a cap of \$20,000.00. These funds may be available to qualified homebuyers meeting the program guidelines. The funds for this program vary from year to year, and are based on the HUD allocation to the city. This program requires the applicant to have \$1000.00 out of pocket commitment.

### **Affordable Housing 10% Loan Assistance Program**

This program offered by the City of Greenville is designed to assist low to moderate income, first time homebuyers with downpayment and closing costs. Loans of up to 10% of the sales price of the home may be available to qualified borrowers who meet the requirements for this program. For example, borrowers must be able to qualify for a loan and can be at 120% of AMI. This assistance program only allows the maximum sales price of the home to be \$150,000 and the funds are forgiven over 120 payments and are at zero percent (0%) interest.

The buyer must complete a homeownership education program, pre-qualify with a mortgage lender, and must occupy this dwelling as their principle residency. This program requires the applicant to have \$1,000.00 out of pocket commitment.

### **Optional Rental Rehab Program**

According to ACS survey data, the West Greenville area has a total of 300 owner-occupied housing units and 1,155 renter-occupied housing units. Due to the high number of renter-occupied units in the area, the City of Greenville is considering a new optional Rental-Rehabilitation Program. This program will support local property owners in maintaining sufficient housing for prospective tenants. Having a program that targets rental units will ensure that all residents of the neighborhood have access to adequate housing instead of only home

owners. Therefore, staff will continue to research rental rehabilitation best practices across the state of North Carolina.

Figure 3 - Housing Units by Year Built

<b>West Greenville NRSA</b>		
<b>Housing Units by Year Built</b>		<b>Percent</b>
Total	1,910	100.0%
2010 or later	24	1.3%
2000-2009	168	8.8%
1990-1999	162	8.5%
1980-1989	136	7.1%
1970-1979	395	20.7%
1960-1969	335	17.5%
1950-1959	364	19.1%
1940-1949	182	9.5%
1939 or earlier	144	7.5%
* Lead-based paint concerns in highlighted area		

### **Institutional Infrastructure Assessment**

There are vital elements of community infrastructure within the West Greenville NRSA. These elements have the potential to help the re-development efforts in the West Greenville area. These elements of community infrastructure are:

- Epps Recreation Center
- Carver Library
- Gorham Intergenerational Center
- Sadie Saulter Elementary School
- Greenville Police sub-station
- Third Street Community Center
- Dream Park
- Community Gardens System

In addition to the existing institutional infrastructure in the proposed NRSA, the City of Greenville has begun updating roads and street lights in focus areas throughout the proposed NRSA. Road improvement projects have been implemented on West Fifth Street, and there are future plans for continued improvement. The West Fifth Street Gateway Project won an award

from the NC Chapter of the American Planning Association for infrastructure improvements in the form of new sidewalks, bus shelters, and pedestrian walkways along a four block area of the NRSA. The City of Greenville wants to ensure that these vital infrastructure projects will enhance the streetscape of the neighborhood.

The development and/or rehabilitation of these community infrastructure elements will help re-establish West Greenville as a vibrant residential community. The continued maintenance and implementation of new infrastructure will assist in the attraction of new commercial development throughout the area. Future plans for infrastructure development are centered on the goals that the City of Greenville has for the proposed NRSA and its residents; they are as follows:

## **Future Infrastructure Projects**

### **West Fifth Street Corridor (Phase II)**

The city is preparing Phase II of the West Fifth Streetscape Project. This project will further improve on roads, pedestrian walkways, and public utility improvements along a four (4) block section of West Fifth Street. The City of Greenville has plans to facilitate development along the West Fifth Street corridor. This corridor extends through the West Greenville Redevelopment Area to the Center City Revitalization Area.

### **Workforce Center**

The City plans to partner with multiple agencies and organizations to rehabilitate an old commercial structure to provide the local workforce with a place to develop their skills. The planned facility is located along West Fifth Street. The City is planning for the facility to provide business incubation, workforce education, and training for not only those who live in the neighborhood, but the community as a whole.

### **Greenville Transportation and Activity Center (GTAC)**

The City of Greenville plans to implement transit oriented development in the proposed West Greenville NRSA. This development will spur from a planned transit access point. The City has been fortunate enough to receive federal funding to establish a transportation hub. This hub will reside in between the Center City Revitalization Area and West Greenville Redevelopment Area. Having access to transit oriented development will empower the residents of the area who can use the resource as a means to seek employment or educational opportunities.

### **Grocery Store**

One of the primary focuses for the City of Greenville's proposed NRSA is to successfully recruit and facilitate an environment for a grocery store. Currently the proposed NRSA has several corner stores and shops, but lacks a neighborhood grocery store for its residents. The area has also been designated as a food desert. The City of Greenville has acquired parcels of land along West Fifth Street with the intention of attracting a grocery store to the area.

### **Economic Empowerment**

In order to facilitate and sustain the growth and development of the West Greenville area, the City of Greenville plans to implement economic empowerment strategies that specifically



target the area and its needs. The City of Greenville's economic empowerment strategies focus primarily on private sector investment in the area. From this investment, local job growth in the area will serve as a benefit to residents of the neighborhood and within the community as a whole. There are several upcoming projects that will act as a catalyst to economic growth. For example, the 10<sup>th</sup> Street Connector project, Phase II of the West Fifth Streetscape, the future development Albemarle Avenue, and current entrepreneurial programs.

The 10<sup>th</sup> Street Connector project, which will bisect the proposed NRSA, will attract new commercial and retail development opportunities into the area. The City of Greenville anticipates that the development along this corridor could potentially create an influx of new residents. Staff hopes that the new opportunities will provide jobs to people in the neighborhood and attract new residents to relocate to the area for employment purposes. The City remains hopeful of these types of outcomes because, studies have shown that as public sector investment increases, private sector investment tends to follow.

Additionally, further development of the West Fifth Street Corridor (Phase II) will open up the area to an even larger amount of investment opportunities. Phase II will not only add to the neighborhood character, but additional fiber optic infrastructure will be added as well. Therefore, promoting technology led entrepreneurship along the corridor. Moreover, the proposed Albemarle Avenue Commercial Corridor is an example of future commercial development that could be lead to the area. Albemarle Avenue is a proposed concept for the West Greenville area that will create a mixed use residential neighborhood, infused with commercial retail. The Greenville Transportation and Activity Center project will serve as another resource for low/moderate income residents of the area to obtain jobs or educational opportunities throughout the city.

The City of Greenville plans to make the West Greenville area a sustainable and thriving community for the future. In order to accomplish this, small business growth and development in the area is crucial. The Uptown Retail Challenge is an incentive aimed to attract new retail businesses to the Uptown Greenville Commercial District. Attracting new business to Uptown Greenville will economically empower the residents of by providing potential employers to the residents who may lack the skills, or education, to obtain a career.

The Greenville Business Plan Competition is another program that targets commercial growth in the Center City -West Greenville Redevelopment area. This competition provides an economic incentive to small business owners and entrepreneurs who expand and create jobs within the Center City-West Greenville Redevelopment area. Economic incentives from this program range from \$15,000.00 to \$30,000 to be used toward working capital or operating funds, equipment purchases, improvements to owner occupied property, leasehold improvements, expansion of business services or products, or other uses in a business plan. The benefit of

reducing the record-keeping requirements for businesses operating in the area will greatly assist in providing additional economic opportunities within the proposed NRSA.

Finally, the City of Greenville is currently in the process of master planning the Dickinson Avenue corridor. The master planning of the corridor sought a highly experienced and creative team to complete a revitalization study of the Dickinson Avenue corridor between Reade Circle and 14<sup>th</sup> Street, which bisects and anchors the city's "warehouse district" within the West Greenville Redevelopment Area. The study area includes the Imperial Tobacco Warehouse site, the site of the future Greenville Transportation Activity Center (GTAC), two (2) National Register Historic Districts, and a cluster of State of NC-owned properties within ECU's Warehouse District (ECU Master Plan, 2012).

The City has an agreement with NC DOT to rebuild historic Dickinson Avenue and a streetscape improvement plan for the corridor. The future 10<sup>th</sup> Street Connector also traverses the study area. Therefore, it is critical that the City maximize its opportunities in this area in ways that are economically and environmentally viable, while preserving and capitalizing on its unique character.

## Performance Measures

The City understands that setting performance benchmarks in the proposed NRSA is allow for more effective and efficient monitoring and evaluation strategies. Staff has divided the measurements into three (3) main categories – housing, economic, and infrastructure. The City currently has in place several different performance measures for housing. These measures include, but are not limited to (1) increasing home ownership rates by 5-10% per year, adding 1 – 2 new homes per year, and rehabbing at minimum eight (8) owner-occupied homes per year. Reaching these performance benchmarks has the potential to help the West Greenville area flourish. The increase in new homeowners and the economic value of sustaining the current building stock will help promote a more vibrant and safe community.

Economic benchmarks will be evaluated based on the expansion and addition of new businesses and jobs in the area. Staff has proposed several economic benchmarks. For example, the establishment of a grocery store, addition of three (3) new businesses, and the creation of 5 – 7 new jobs per year. The primary goal of the proposed NRSA is to create a flourishing and sustainable community within the boundaries and beyond. Staff hopes that by setting these measures we will be able to effectively monitor our progress and the progress of the market.

Infrastructure benchmarks will generally be evaluated based on the current state of the utilities, sidewalks, and streets throughout the proposed area. The primary factors for measuring these benchmarks are time, implementation cost, and the amount of funds allocated. For example, infrastructure improvements will be made along the West Fifth street corridor by completing Phase II of the streetscape project. Additionally, the City intends to add several hundred linear feet of sidewalk per year within boundaries. There are a couple of expected benefits from this type of work. It will potentially provide health and mobility benefits for area residents, as well as safety benefits.

The progress in the proposed West Greenville NRSA will be recorded and listed in the City of Greenville’s Consolidated Annual Performance Evaluation Report (CAPER). Each year the CAPER will reflect the development of the West Greenville area. The current performance measures will serve as a reference for ideal progress and growth in the area, with the CAPER displaying figures congruent with these measures. The growth and development in the area will be closely monitored to ensure the efficacy of the redevelopment methods used by the City.

The tables below identify the goals and objectives for each performance measure:

Figure 4. Housing Performance Measurements
Objective: Increase the stock of affordable housing for LMI individuals
Benchmark: Construct 1-2 new homes in the NRSA
Objective: Maintain and sustain the current housing stock
Benchmark: Rehab 8 homes per year
Objective: Create a diverse and dynamic neighborhood
Benchmark: Increase homeownership rate to 5% per year
Benchmark: Provide downpayment assistance to 1 - 2 homebuyers

Figure 5. Infrastructure Performance Measurements
Objective: Improve the infrastructure within the proposed NRSA
Benchmark: Complete Phase II of West 5th Street Corridor
Objective: Increase accessibility within and outside of the proposed NRSA
Benchmark: Amount of linear sidewalks constructed

Figure 6. Economic Performance Measurements
Objective: Create an economically sustainable neighborhood
Benchmark: Recruit a grocery store to the proposed NRSA
Benchmark: Attract an additional three (3) businesses per year the area
Objective: Provide economic programs to the low/moderate income residents
Benchmark: Create 5-7 new jobs per year in the proposed NRSA
Benchmark: Provide job training programs in the proposed NRSA

Figure 7. West Greenville Performance Benchmark Time Table

Figure 7 West Greenville Performance Benchmark Time Table				
	Goal	1-3 Years	4-6 Years	7-9 Years
<b>Housing Benchmarks</b>	<u>New construction</u>	Construct 6 new homes	Construct 6 new homes	Construct 6 new homes
	<u>Rehab</u>	Rehab 24 homes	Rehab 24 homes	Rehab 24 homes
<b>Economic Benchmarks</b>	<u>New Businesses</u>	Attract 3 Businesses	Attract 3 Businesses	Attract 3 Businesses
	<u>Job Creation</u>	Create 5-7 new jobs	Create 5-7 new jobs	Create 5-7 new jobs