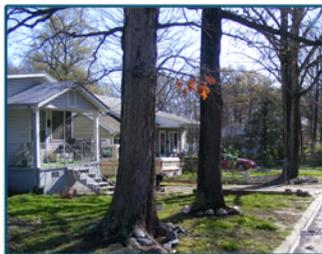




# Jonesboro Scott Park

## Neighborhood Plan



196-09

**RESOLUTION ADOPTING THE JONESBORO/SCOTT PARK NEIGHBORHOOD PLAN**

WHEREAS, Housing and Community Development in conjunction with East Market Street Development Corporation and the Jonesboro/Scott Park neighborhood has developed a neighborhood plan to provide a general framework for direct growth and reinvestment along the East Market Street Corridor;

WHEREAS, this planning effort developed as a result of an increase in crime and disinvestment in the neighborhood over the past ten to twenty years;

WHEREAS, public meetings have been held which have included a broad spectrum of interest from property owners, residents, and City departments including Police, Transportation, Planning and Stormwater;

WHEREAS, the Jonesboro/Scott Park Neighborhood Plan establishes five broad goals for addressing the issues and concerns which include Building Community, Transportation, Housing, the Natural and Built Environment, and Land Use identified by Jonesboro/Scott Park stakeholders and is presented herewith this day.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GREENSBORO:

That the proposed Jonesboro/Scott Park Neighborhood Plan presented herewith this day in conjunction with East Market Street Development Corporation and the Jonesboro/Scott Park neighborhood is adopted.

The foregoing resolution was adopted  
by the City Council of the City of  
Greensboro, NC on

8.3, 2009  
Elizabeth H. Richardson  
City Clerk

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# Introduction

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The Jonesboro/Scott Park neighborhood has a long history, serving as a quiet residential neighborhood of single family homes that has nurtured several generations. Currently, however, the neighborhood faces several threats to its desirability:

- A lack of maintenance on many houses;
- Small, older homes that are hard to market as owner-occupied homes in today's market;
- A lack of visibility and accessibility;
- Crime;
- Noise and air pollution from US 29;
- The potential for an inundation of A&T student housing in the neighborhood.

The City of Greensboro is working in partnership with the East Market Street Development Corporation (EMSDC) to improve the Jonesboro/Scott Park neighborhood. This is part of a larger EMSDC effort to improve neighborhoods adjacent to East Market Street as well as the corridor itself. EMSDC is using a Healthy Homes model, which focuses on increasing demand for housing in a neighborhood by improving overall conditions, versus simply increasing the supply of housing through new construction. Once the demand is created, the private market can be a more effective partner in neighborhood improvement. The goals of this method are to:

- **Identify neighborhood association resources, priorities, and needs**
- **Engage a variety of stakeholders and perspectives in dialogue about healthy neighborhoods**
- **Create a self-assessment tool for neighborhood associations**
- **Develop action plans**
- **Improve the physical conditions of homes, streets and infrastructure**

Despite the challenges, the neighborhood has potential to be a quality residential area:

- The neighborhood retains the street and housing site pattern of an older, urban neighborhood, a scarce and marketable quality in Greensboro;
- Continuing improvements along its "front door", East Market Street;
- Proximity to NC A&T University, whose faculty, staff and students offer a potential market for housing;
- Well built older houses that can be rehabilitated.

Perhaps most importantly, the neighborhood has a core of residents that have well-landscaped and -maintained homes, and can provide a core of social capital for future improvement.

## How to use this plan

This plan combines research and analysis with the publicly determined goals of residents and stakeholders to create a set of policy recommendations for moving Jonesboro/Scott Park forward. The plan is to be used by developers, planners and decision makers to guide and inform decisions made relative to zoning, design, economic development and other changes occurring in the neighborhood. The plan also includes benchmarks for measuring accomplishments and lists who is responsible for implementation steps. The background materials used in creating the recommendations are in subsequent chapters. The plan was created to complement Greensboro's *Connections 2025 Comprehensive Plan* and the *East Market Street Corridor Development Plan*, using a process consistent with other neighborhood planning efforts in Greensboro.

This plan is divided into several sections.

- The first is a general description of the neighborhood. This includes significant features in and around the neighborhood and the neighborhood's origins. This chapter does not contain any detailed analysis or research, but is a starting point to quickly familiarize the reader with Jonesboro/Scott Park.
- This is followed by the goals and vision statement that the neighborhood set for its future during the planning process, and the planning recommendations for achieving those goals. The recommendations were created by City of Greensboro staff, EMSDC and the neighborhood based on best practices and creative thinking. These recommendations are divided into:
  - Housing;
  - Building Community;
  - Transportation;
  - The Natural and Built Environment.
  - Land Use.

A table follows that shows each goal with appropriate timelines, benchmarks and the party responsible for the goals achievement.

- The third section gives a more detailed analysis of the existing conditions in the neighborhood, including demographics, current physical condition and the results of a detailed housing study.
- The last section gives an overview of the planning process.

The plan does allow for flexibility, but to be effective it should not be frequently revised and actions taken that are not in keeping with the plan should be made based on sound reasoning with the plan taken into consideration. Specific times when a change may be appropriate include:

- Changes in zoning that do not concur with the Future Land Use map;
- A review of benchmarks in the implementation strategy that indicates a need to adjust the recommendations;

# Introduction

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- Updated census data, housing analysis or other information that indicates a need for changes.

The process for amending the plan is as follows:

- The neighborhood and EMSDC must review and be allowed to comment on any proposed amendments, however if no comments are received within 60 days the amendments may proceed with the review and consideration of the proposal;
- Amendments will be reviewed by and receive a recommendation from the Greensboro Planning Board and then forwarded to City Council for a public hearing and final decision;
- Amendments shall take into consideration the intent and underlying reasoning of the plan, the long-term impact of the amendment on other portions of the plan, and the reasoning for the requested change.

## Neighborhood Planning

The City of Greensboro works with residents to create neighborhood plans that build on the strengths and deal with the threats in their particular neighborhood. City resources are more efficiently and effectively delivered when they are focused directly on a neighborhood's needs. Community groups and neighborhood associations likewise find their efforts are much more successful with active cooperation and participation with the City, and the neighborhood planning process creates a long-term, team environment.

The Jonesboro/Scott Park plan was created to work in coordination with two other plans: the City's comprehensive plan, *Connections 2025* and the *East Market Street Corridor Development Plan (EMSCDP)*. It is designed to implement and support key elements of both plans. In cases where there is a conflict between the plans, the Jonesboro/Scott Park plan should take precedence.

The Jonesboro/Scott Park plan falls within Area B of the EMSCDP, adopted in 1998. Redevelopment Area B, an implementation step of the plan, overlaps the neighborhood planning area one block to the north of East Market Street (see map on page 1.6). The EMSCDP calls for additional housing particularly along Stamey, Durham and Charlotte Streets. The plan also calls for more "neighborhood oriented" retail, and for General Business zoning along East Market Street. The East Market Street Pedestrian Scale Overlay, another implementation step, stops at the end of the first block on the western side of the neighborhood, at Marshall Street.

As for *Connections 2025*, this plan supports and implements the following objectives:

- Utilizing the land use categories of the Future Land Use section, section 4.3
- Improving a Reinvestment Corridor, Section 4.4.1
- Reinvestment/Infill, section 4.5.1
- Preserving community character, policy 5E and 5F

- Improving the housing stock, section 6.2
- Improving the transportation network in the neighborhood, policies 8A and 8F
- Improving the neighborhood's community resources, policies 9C, 9D, 9E and 9F
- The neighborhood Future Land Use Map is a more specific extension of the Generalized Future Land Use Map, Figure 4-2

The maps and illustrations in this plan are integrated into and illustrate the text of the plan; no maps, illustrations or charts should be considered sufficient to use as stand alone documents without the supporting text to explain and put them into context.

# Introduction

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## Acknowledgements

### City Council

Yvonne Johnson, Mayor  
Sandra Anderson Groat  
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Goldie Wells  
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Mike Barber  
Trudy Wade

Thanks to Full Force for Christ Ministries and JobLink for allowing the use of their property for meeting space.

### EMSDC

Mac Sims, President  
Gabrielle Foriest, Housing

### City of Greensboro Staff

Bob Morgan, Interim City Manager

#### Housing and Community Development

Andy Scott  
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Sue Schwartz, FAICP  
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Dyan Arkin, AICP  
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Stefan-leih Geary

#### Planning

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Mike Kirkman, AICP  
Mary Sertell

### Guilford County Parks and Recreation

Roger Bardsley, AICP

### Habitat For Humanity

Trudy Menzzentto

#### Department of Transportation

Peggy Holland  
Carrie Reeves

#### Local Ordinance Enforcement

Dan Reynolds  
Lori Loosemore  
Ron Park

#### Police

Tommie L. Gregory  
Charles Blaylock  
Pam Rogers

#### Stormwater

Ade Idowu

#### Parks and Recreation

Candice Bruton

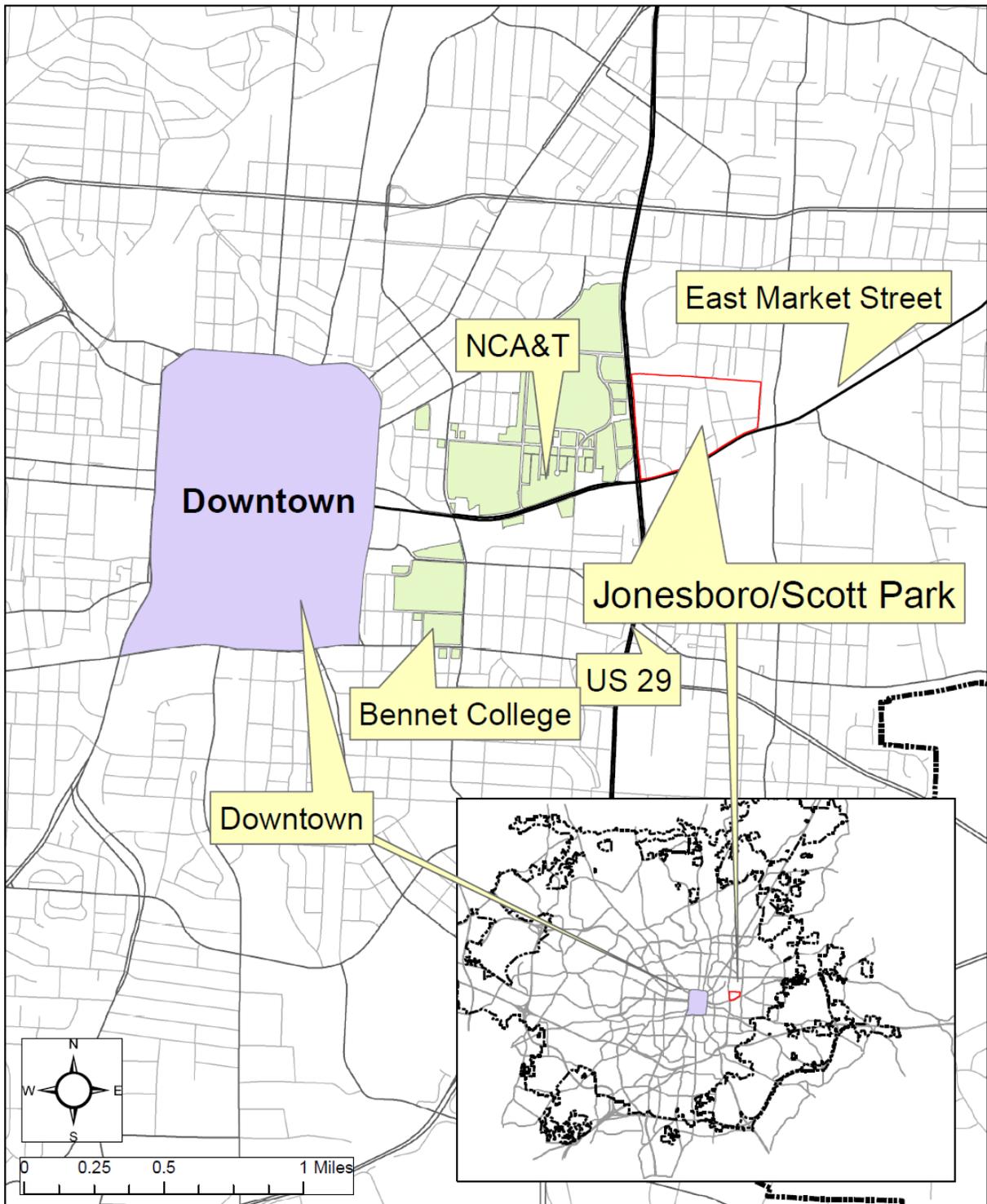
# Jonesboro/Scott Park Neighborhood Plan

## Section 1: The Neighborhood in Brief

# In Brief

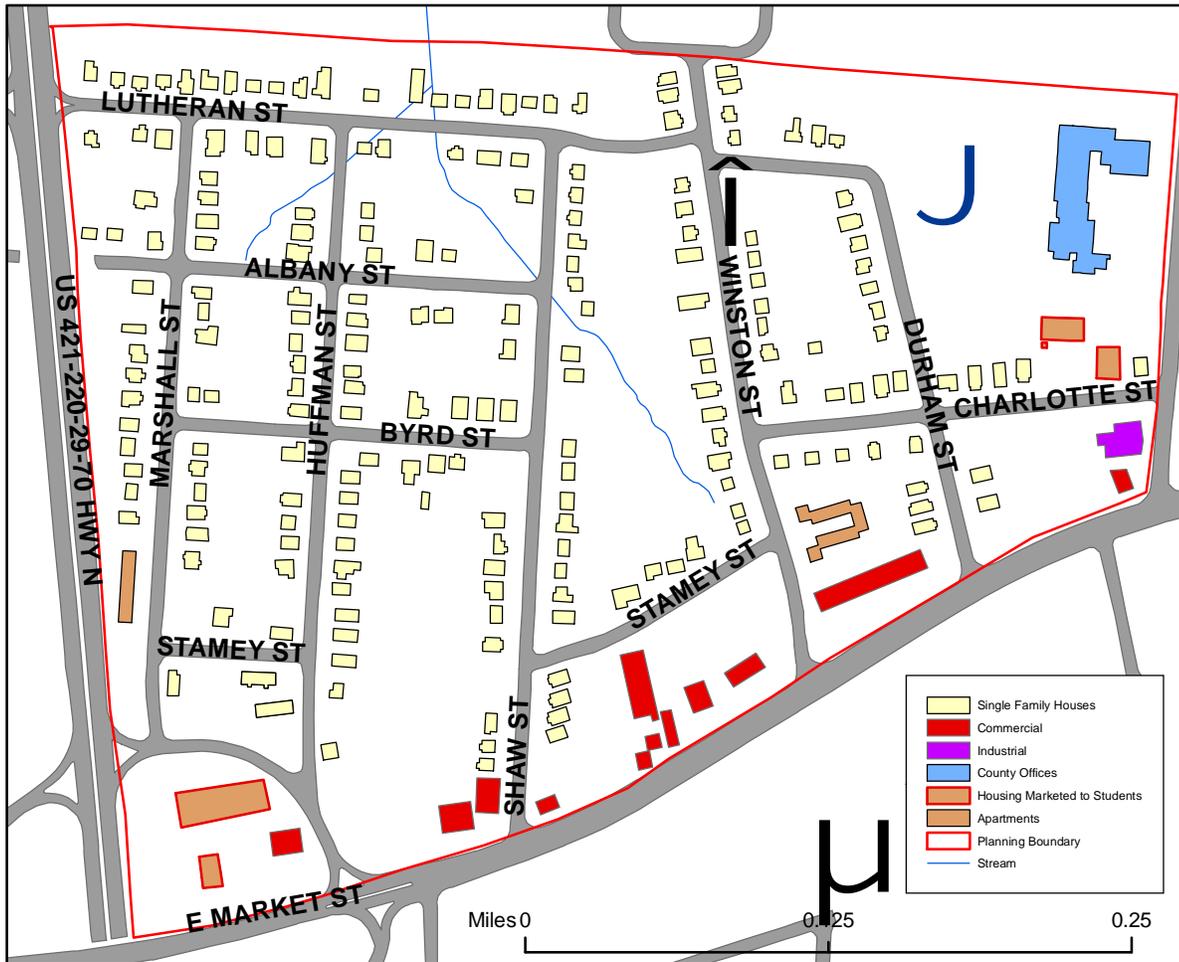
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Neighborhood Location



# In Brief

## *Inside the Neighborhood*



## ***General Description***

The Jonesboro/Scott Park neighborhood is a quiet, residential area adjacent to the intersection of East Market Street and US 29. Most of the land was developed in the early 20th century as modest single family houses, with a few small multi-family buildings. One church is located in the neighborhood, and the former Jonesboro School building, which now houses offices for Guilford County employees, is on the northeastern edge. A playground was recently installed here. The southern boundary is East Market Street, which is fronted by commercial uses. The neighborhood is within two miles of downtown.

The neighborhood stretches about a half mile along East Market Street, and is a little over a third of a mile deep along US 29, and narrows along Raleigh Street. The neighborhood has a mature tree canopy, and a small stream runs to the north though it is sometimes dry. The stream runs along the interior of several blocks and is in a culvert for much of its length. The city owns several lots that the stream causes to be unbuildable.

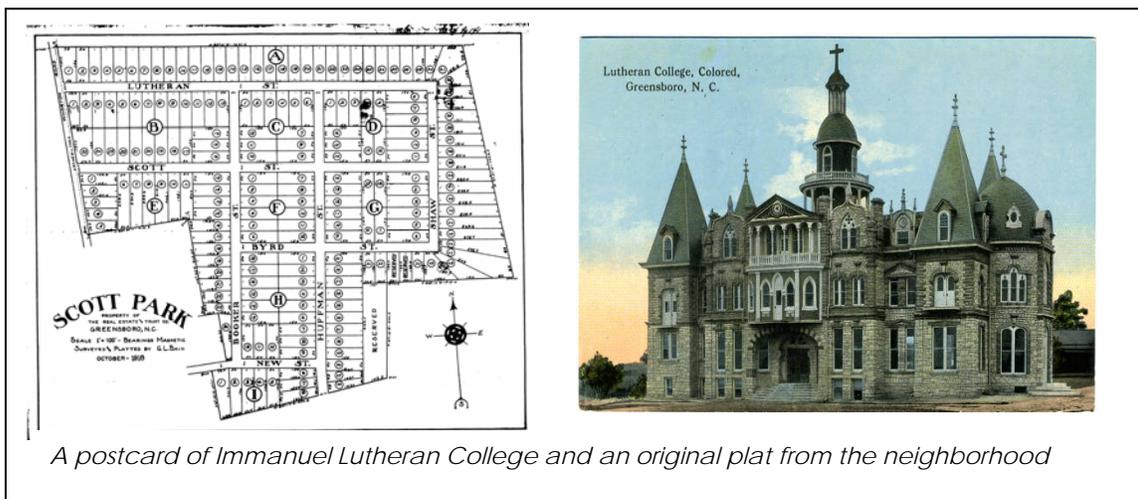
A more detailed description of the neighborhood is in the Existing Conditions section of this plan.

## History

Jonesboro/Scott Park has traditionally been a stable, working class African-American neighborhood. The neighborhood began in 1905 as Jonesboro, platted by Garland Daniel Realty on the edge of two colleges. One, Immanuel Lutheran College, opened in Greensboro in 1905, closed in 1961 and was subsequently demolished. The other was the Agricultural and Mechanical College for the Colored Race, now known as North Carolina Agricultural and Technical University (NC A&T).

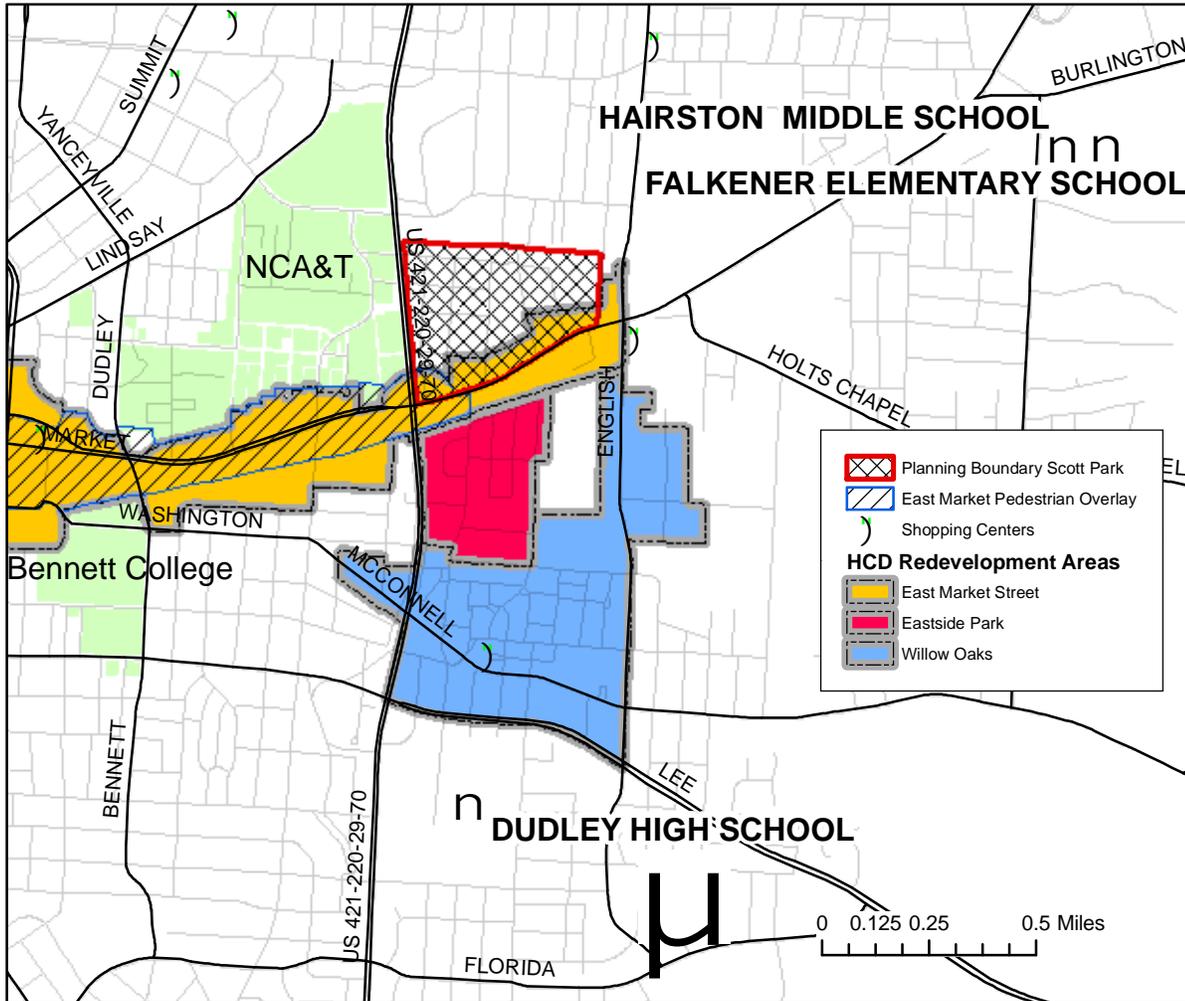
In 1918, a large new plat created the northwest and central parts of the neighborhood as the Scott Park development. The majority of the lots were 50 feet wide and 130 feet deep, as many remain today. Then in 1919, the Latham Company platted most of the eastern side of the neighborhood as "College Heights," and advertised the neighborhood as being "2 miles east of Greensboro." Typical lot sizes were in the same average range as in the Scott Park development.

The early houses in the neighborhood were of a wide variety of architectural styles, such as small Queen Anne cottages, one-story bungalows and shot-gun houses. Newer homes have tended to be brick ranches. Most of the homes surveyed for Marvin Brown's book *Greensboro: An Architectural Record* have been demolished since the book was published.



# In Brief

## Neighborhood Surroundings



## Surrounding Area

To the south of the neighborhood are three Redevelopment Areas: East Market Street, which extends one block into the neighborhood, Eastside Park and Willow Oaks. Both have undergone significant improvements over the past decade, with more activity planned for northern Willow Oaks in the future. Willow Oaks has been redeveloped with a traditional neighborhood design model.

There is a major grocery store a quarter mile from the center of the neighborhood, and several convenience stores and small retailers in the area. Generally, however, the area is underserved by major retailers, which is a priority for the EMSDC.

The only significant changes in land use have been the addition of several apartment buildings on the southern block of the neighborhood, marketed to students. An additional apartment building built in 2008 on the northern end of the block at the intersection of East Market and US 29 required a rezoning from RM-18 to CD-RM-26. Other than this, there have been no rezonings in the neighborhood since the Guilford County offices were rezoned in 1984.

### **Significant Adjacent Features**

The neighborhood is bounded on the south by East Market Street, to the north by an industrial area, to the west by US 29, and to the east by Raleigh Street. Two of these boundaries are culturally significant land uses: NC A&T and East Market Street. NC A&T is a prestigious and growing university, and its continued growth could have a big impact on the neighborhood.

#### **NCA&T State University**

One potential impact from increased NCA&T enrollment is more off-campus housing marketed to students. Other neighborhoods adjacent to Greensboro's universities have been significantly impacted by this type of development. New investment is welcome in many respects, but has also created problems with increased late night noise, traffic, littering and the loss of neighborhood cohesion. The Tolbert neighborhood, to the south of Jonesboro/Scott Park, was essentially eliminated as the entire area has developed into apartments targeted to student housing. This model of development is also somewhat inflexible due to its floor layout, and some worry that they will become single room occupancy boarding houses if a different model is more successful in the future. New investment is crucial to revitalizing Jonesboro/Scott Park, but the impacts of new development need to balance with the stated goals of the neighborhood.

#### **East Market Street**

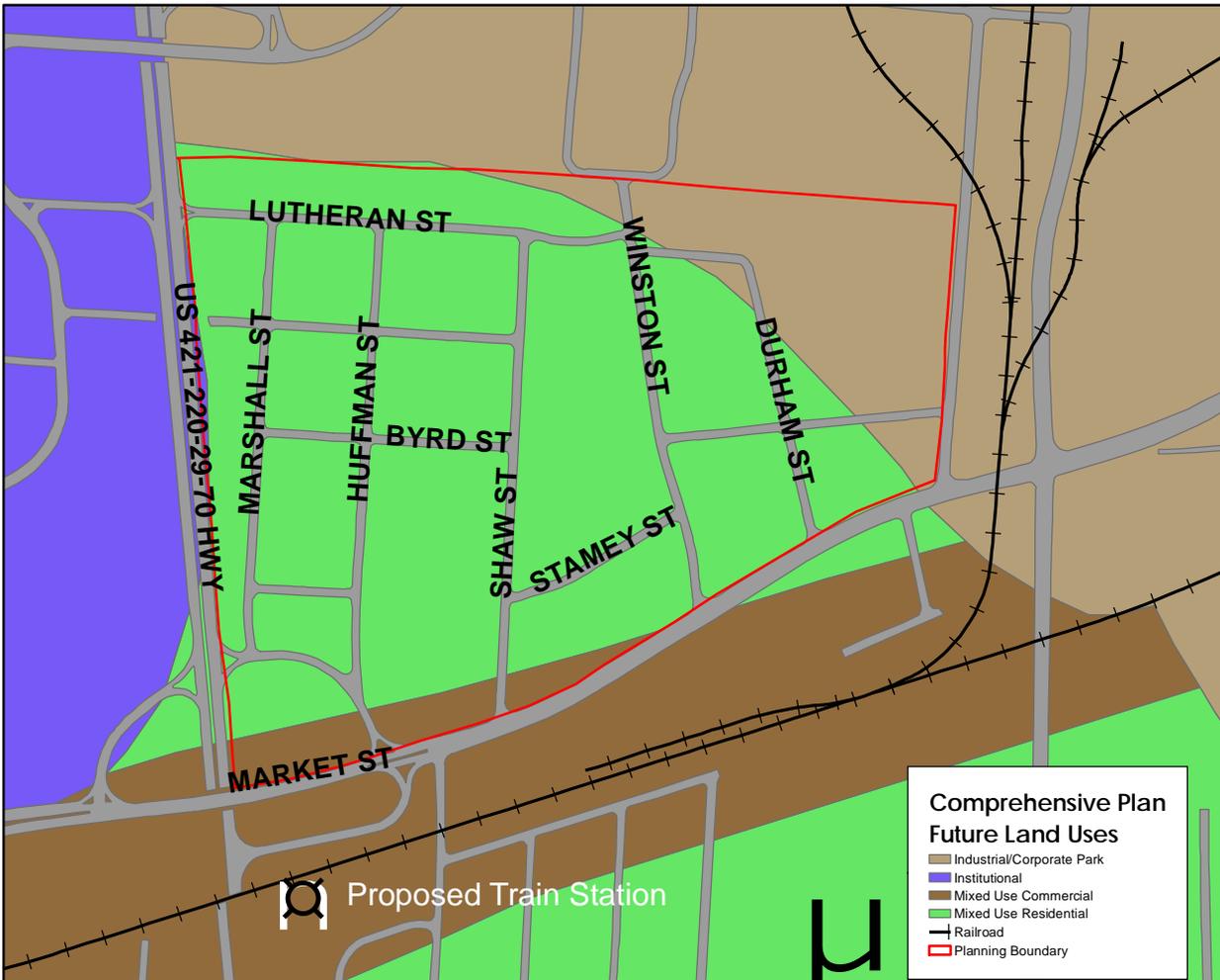
The southern side of the neighborhood is defined by East Market Street, a heavily used road that has been the subject of planning and streetscape improvements for over a decade. The street was once an important piece of the African-American community, but was cleared of housing and significantly widened in the early 1960s as one of the first urban renewal projects in Greensboro. In 1998 the City adopted a redevelopment plan to make the corridor more pedestrian- and investment-friendly and passed two separate bonds for this work, one of \$1 million in 1998 and one of \$1.5 million in 2000. Improvements so far include new streetscapes, a Pedestrian Scale Overlay, and a shopping center renovation. The EMSDC was created to help implement the plan.

Area B of the East Market Street Corridor Development Plan (EMSCDP) overlaps the neighborhood planning area one block deep into the neighborhood. The plan calls for additional housing, particularly along Stamey, Durham and Charlotte Streets, and for General Business zoning with more "neighborhood oriented" retail along East Market Street. The former Post Office site, between the neighborhood and downtown, is a particularly important site for potential redevelopment along the corridor.

The section of East Market Street fronting Jonesboro/Scott Park has just recently had improvements put in place, including replacement of the bridge over US 29. One parcel in the neighborhood was being used as a staging area by contractors working on the streetscape, but the lot has now been cleared of

# In Brief

## Comprehensive Plan Future Land Uses



debris and reseeded with grass. There are other residential areas on either side of East Market, and an opportunity exists for these neighborhoods to partner together to further strengthen the neighborhood and each other. Jonesboro/Scott Park is not very visible from East Market Street. Increasing the visibility of the neighborhood is important to marketing the neighborhood.

### Comprehensive Plan

Greensboro's "Connections 2025 Comprehensive Plan" classifies the majority of Jonesboro/Scott Park as "Mixed Use Residential." This designation is used for areas that are primarily residential but where compatible, local-serving uses may also fit in. This land use is most applicable in older parts of town. The Comp Plan adds that "Ensuring that buildings are of the appropriate scale and intensity is critical." This fits well with the recommendations of this plan.

The adjacent Industrial/Corporate Park and Institutional designations match current uses. The Mixed Use Commercial designation along East Market Street matches uses recommended in this plan, allowing residential and office uses to mix in the predominantly commercial ones. Additionally, East Market Street is designated as a reinvestment corridor in the Comprehensive Plan. A commuter rail stop is planned just across East Market Street, with the introduction of high speed rail being thought about for future development.

# Jonesboro/Scott Park Neighborhood Plan

## Section 2: Recommendations

### **Vision Statement:**

*Jonesboro/Scott Park is a quiet and well-cared for neighborhood with a strong sense of community and history. It is home to families, children, students and others that care about the neighborhood and its future. The neighborhood has a high quality of life and takes advantage of its location close to East Market Street and downtown.*

### **Goals:**

- Increase public safety
- Improve the appearance of the neighborhood
- Create a cleaner and healthier neighborhood
- Increase homeownership
- Bring public facilities up to standard
- Recreate a stable, friendly residential neighborhood with a strong sense of community
- Take advantage of Jonesboro/Scott Park's location

# Recommendations: Plan Goals

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## Goals and Vision Statement

The goals and vision statement developed in the first two public meetings have served as the guide for this plan. They were created from extensive public comments made in the first public meeting, and were refined with neighborhood input in the second meeting. For more information on the meetings please see Section 4, "Planning Process."

The neighborhoods responses to specific questions posed at meetings were:

### **What we like about the neighborhood:**

- Friendly people, sense of community
- Long history, people grew up in the neighborhood and remember it as a good place to live
- Proximity to downtown and A&T
- Improvements to Market Street

### **How the neighborhood has changed:**

- Lack of safety, increase in drugs, prostitution, thefts, vagrancy
- More transient residents who do not care for their property
- New, younger residents don't respect neighborhood or older residents
- Dumping and trash
- Trash pickup needs to be more frequent

### **Where the neighborhood should be in 5 years**

- Increased homeownership level
- Better home and yard maintenance
- Less crime
- Better City infrastructure: better streetlights, noise wall on US 29, park or rec center

### **How do we move the neighborhood forward?**

- Get rid of drugs and prostitutes
- Improvement to homes
- Improve neighborhood social unity



# Recommendations: Housing

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## Housing

Residents at neighborhood meetings had many concerns about the state of housing in the neighborhood. Meeting attendees said that the lack of home maintenance was a detriment to the neighborhood, creating the impression that no one cared about the area. Much of this was attributed to the low level of homeownership, and to the brief time that renters spent in the neighborhood. The comment that people “cared more about the money they received in rental income rather than the pride they felt in their home” sums up much of the comments at the meetings. A new crop of residents does not see the neighborhood as home so much as a temporary address.

A major issue for housing in the neighborhood is the lack of diversity in the housing stock. The average house size is 932 square feet, with very few houses over 1200 square feet. Close to 97% of the houses have only one bedroom, and a similar percentage have only one bathroom. All of the houses are single story. The Housing subsection on page 3.4 of this plan gives a detailed description of housing conditions.

Greensboro as a whole has more supply in the range of houses predominant in Jonesboro/Scott Park than homeowner market demand can meet. In order to increase the rates of homeowner occupancy, new, more marketable housing needs to be built in the neighborhood. New housing should be built so as not to drastically alter the character of the neighborhood, and should be considerate of the needs of current residents. Many of the houses, if not replaced, will need extensive rehabilitation work.

### **Recommendations**

- **Work with EMSDC to create a visible, successful project**

The Jonesboro/Scott Park neighborhood is not currently attracting the attention of investors. Vacant businesses in the area are a sign that investing in the neighborhood carries a high risk. For new development to occur, this image needs to change. EMSDC can partner with private sector developers to help create a cohesive new development in a tightly focused area. It is important that this development be in a spot that is visible from East Market Street. By working proactively to assist development, EMSDC can help create new development that fits in with the neighborhood plan.

- **Re-create a positive identity for the neighborhood**

Jonesboro/Scott Park has traditionally been a stable, well thought of residential area. However, the neighborhood does not attract as many homeowners as it once did, despite the level of care exhibited by long-term residents. To turn this around, the neighborhood needs to be seen in a positive light by potential residents.

Steps to do this include:

- ❖ Creating a safer neighborhood

## Recommendations: Housing

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- ❖ Decreasing the number of vacant lots and boarded houses in the neighborhood
- ❖ Removal of blighted properties
- ❖ Reducing the amount of debris on curbs and in vacant lots
- ❖ Reducing the clutter found on porches and in front yards
- ❖ Development of new, quality single family homes
- ❖ Signage and other means of giving the neighborhood a higher, more visible profile
- ❖ Creating a catalyst development in a highly noticeable area

- **Increase homeownership**

Studies show that in many neighborhoods, having a majority of homes owned by investors decreases general maintenance, neighborhood upkeep and involvement, and in general has a negative affect on the neighborhood (Rohe, Stewart; Dietz). Increasing the homeownership rate was frequently mentioned in meetings as a goal for the neighborhood.

One way to accomplish this is to construct new housing with covenants requiring home owner occupancy for a set number of years. In Jonesboro/Scott Park, as EMSDC purchases properties for nuisance abatement or other reasons, these lots could be resold for development. EMSDC can partner with for-profit or not-for-profit developers to build these houses.

- **Improve the quality of rental housing**

Although increasing the level of homeowner occupied homes is important, it is likely that the neighborhood will still have a significant portion of rental houses. These houses need to be well maintained and in good order for the neighborhood to prosper. The neighborhood association should work closely with the City to make sure that rental properties all have Rental Unit Certificates of Occupancy, or RUCO. The RUCO certificate is required of all rental property owners. In order to get the certificate, the owner must bring the house into compliance with minimum housing standards.

- **Decrease the number of vacant homes**

Boarded and vacant houses attract crime and are an obvious sign of neighborhood disinvestment. As many as 15 houses in Jonesboro/Scott Park were boarded up during the planning process, and others sat vacant for significant periods of time. In order to lower the number of vacant houses, Greensboro's Local Ordinance Enforcement should pursue owners of long-term vacant housing through the Minimum Housing Commission. This would allow the City to seize the houses and put them into productive use. In cases where houses are too dilapidated for efficient rehabilitation, demolition and new construction will need to be pursued.

- **Retain long-term residents during increased change and investment**

Jonesboro/Scott Park needs significant and fundamental change if it is to return to be the vital area it once was. A dedicated core of residents lives in the

## Recommendations: Building Community

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neighborhood, and need to be able to remain in the neighborhood. Balancing the need for swift change and for long-term residents to feel comfortable in the neighborhood is important.

- **Re-envision lot layout in the neighborhood**

In several spots the lots in the neighborhood are very long and narrow, particularly on the southern end of the neighborhood. These lots, if combined, could provide unique development opportunities, such as a shared courtyard or open space for a group of houses.

### ***Building Community***

One theme that emerged from the public meetings was the strong feelings of residents past and present for the community of Jonesboro/Scott Park. People remembered the neighborhood as home, they remembered attending Jonesboro School when it was open, and they wanted to make sure that future generations could be nurtured by the neighborhood. Meeting attendants expressed the equally strong sentiment that this community feeling was in danger of being lost; many residents have a short tenure in the neighborhood, and do not see the area as home. Because of this, home and yard maintenance have deteriorated on many properties, and people are not as likely to say hello and help out their neighbors as much as they once were. Crime contributes to this by making the area less desirable to live in on a long-term basis. The lack of nearby amenities and the limited housing variety also make the neighborhood hard to market as a long-time home.

The neighborhood's limited visibility makes it more difficult for the neighborhood to be part of the larger East Market Street community. The neighborhood is difficult to see from East Market Street, and it is cut off from other residential areas. A quiet oasis in a busy corridor could be a welcome asset, but currently the profile of the neighborhood is too low to be of benefit.

### **Recommendations**

- **Increase social interactions**

One common thread of comment heard at public meetings was that many residents did not know each other or interact. Social interaction is a key to improving safety and making a neighborhood a stable and inviting place. There are many ways for a Neighborhood Association to achieve this, for instance beginning a community garden; organizing playgroups for using the new playground on Durham Street; neighborhood clean-up days; or working together to improve problem lots in the neighborhood.

The short tenure of residents was cited in meetings as one of the reasons for a lack of social connectivity. The high turnover rate makes it more important for the neighborhood association to welcome new neighbors as they move in so that they will understand what opportunities exist in the neighborhood sooner.

## Recommendations: Building Community

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Increasing the number of homeowner occupied houses will reduce the number of short term residents as well.

- **Improve public safety**

Crime is a problem for Jonesboro/Scott Park; this includes break-ins and other forms of theft, as well as prostitution, drug use and drug dealing. Violent crime is also higher in this neighborhood than for the city as a whole. These are the types of crimes that disrupt the quality of life for all residents and discourage investment.

Some concrete steps that can be taken to combat crime include:

- ❖ *Increasing lighting*

The City is currently working to increase the amount of lighting up to the City standard of one street light every 200 feet. This is also discussed below in the Infrastructure and Environment section.

- ❖ *Performing Safety Audits with the neighborhood*

City staff can facilitate small groups of residents and police officers as they walk through the neighborhood. Known as a Safety Audit, this allows the neighborhood to show police where problems exist in the neighborhood. This creates a much clearer picture of how the neighborhood looks to residents, and where crime hot spots are, than simply looking at the location of reported crimes.

- ❖ *Working with business owners on East Market Street*

Notable in the public meetings was the lack of comment regarding business on East Market Street. These businesses do have an impact on the neighborhood, and need to be brought into regular conversation with the neighborhood association. Several businesses along East Market Street have a high rate of reported crime, and these activities spill over into the neighborhood. Cooperation between the neighborhood, businesses on East Market and the police department could have a big impact on lowering the crime rate in the neighborhood.

- ❖ *Close Lutheran Street access to US 29*

The Lutheran Street access to US 29 should be closed as soon as possible; NC DOT plans to close the ramp as it does not meet current safety standards. Closing this access should also improve public safety, as the exit makes it easy for criminals on US 29 to hide in the neighborhood, and for criminals to escape pursuit by getting on the highway from the neighborhood. Police frequently find stolen cars abandoned on Lutheran Street as well. The Transportation section also recommends this strategy.

- **Take advantage of the neighborhood's proximity to East Market Street and Downtown**

The City's partnership with the EMSDC in this planning process allows greater opportunity to bring the neighborhood into closer relationship with other improvements taking place along the corridor. EMSDC is making efforts to improve the neighborhoods along the corridor as well as the corridor itself.

## Recommendations: Transportation

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EMSDC should establish a regularly meeting umbrella organization of leaders from these various neighborhoods. These communities can use each other as resources and to reinforce improvements along the corridor. The group could work on items such as discussion of crime patterns, input on large developments along the corridor, and owners of multiple rental properties along the corridor.

- **Make the neighborhood more visible**

Monument signs should be installed at neighborhood entrances along East Market Street. To better market the neighborhood, it needs to be made visible. Only two of the streets in the neighborhood intersect East Market, and these two have limited site lines to show that a neighborhood is there. New construction along Market should take this into account, and should exhibit a walkable, urban character rather than an auto-oriented strip center design.

### Transportation

Jonesboro/Scott Park has a relatively good internal circulation pattern, though some east/west connections are incomplete. Residents do complain of speeding and cut through traffic, and there are no sidewalks in the neighborhood. The neighborhood has few connections to the outside except on its southern border; the two most direct connections to US 29 are substandard and should be closed or highly modified to prevent non-neighborhood use. Turning onto either East Market Street or the US 29 ramp can be difficult, particularly turning across traffic to the left.

East Market Street is the most relevant major street to the neighborhood. As noted, the neighborhood is not readily visible from Market; only two of the four major neighborhood streets actually terminate on Market, and one of those is difficult to access from the east bound lane of Market Street.

### Recommendations

- **Traffic calming**

In public meetings, the neighborhood listed speeding traffic as a problem. On street parking can be used to reduce traffic speed, but residents at meetings reported that cars parked on the curb were frequently sideswiped. This is partly responsible for the amount of parking that occurs in front yards.

The **Shared Streets** concept is a traffic calming method that would take advantage of the neighborhood's limited access points to change how the streets in the neighborhood are used. It would also provide several additional benefits including increased public safety, bike and pedestrian safety, more recreational space, and more potential for social interactions; and could raise the profile of the neighborhood as a place to live. **Shared Streets** essentially creates an environment that allows full auto access for residents but places other users of the streets on an equal footing.

## Recommendations: Transportation

Though rare in the United States, this model has been working for decades elsewhere, and Jonesboro/Scott Park's road network makes it an excellent place to implement the idea. Using **Shared Streets** to create public space from the streets of the neighborhood could make the neighborhood a very unique place, and more attractive for investment and families. Design of this system will take the cooperation of the neighborhood to best understand traffic flow and usage in the neighborhood and put new activities where they will be most used.



Normanton, Derby before treatment

The reasons for using this traffic calming approach are numerous and cover many aspects of life in the neighborhood:

- ❖ Traffic calming with regulation and signs alone is difficult; drivers can learn to avoid or ignore signs such as four way stop signs that are inconvenient for them
- ❖ Sidewalks are needed, but will be difficult to install due to short front yards
- ❖ People currently use the street as a sidewalk, but with unsafe traffic speeds
- ❖ The use of the existing street and asphalt for improvements would be more cost effective than creating sidewalks
- ❖ There is a lack of public or open space nearby
- ❖ The streets are currently used for basketball and other informal gatherings



Normanton, Derby after treatment

## Recommendations: Transportation

- ❖ Many of the neighborhoods crime problems such as prostitution and drug sales, while certainly possible to commit on foot, are made worse by auto traffic from non-residents.



In short, the neighborhood is already using the streets for many of the changes being proposed, but with traffic speeds at an unsafe level.

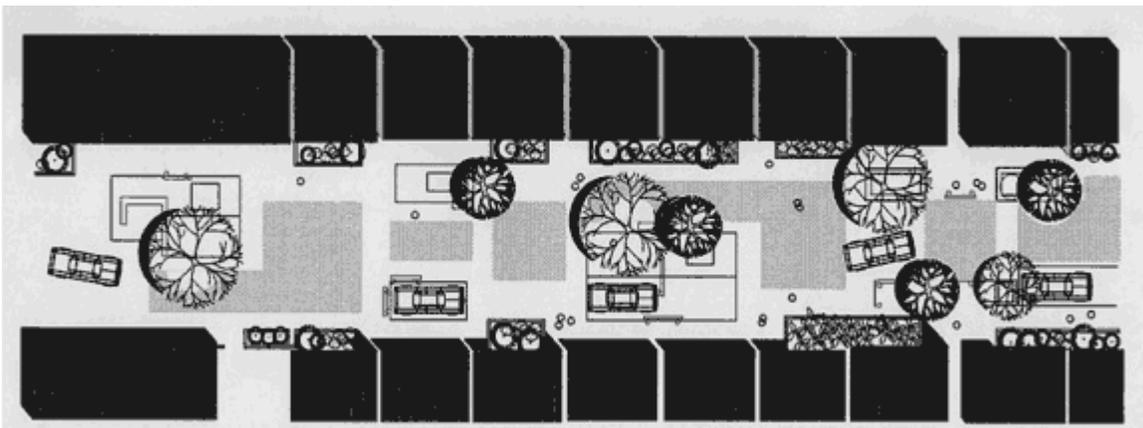
Drivers can be difficult to slow down with signs and regulations alone. Drivers tend to go as fast as they can safely avoid obstacles, but on many streets this is faster than is safe for pedestrians. The **Shared Streets** approach slows traffic with a variety of functional enhancements to the street, rather than enforcing slow speeds through signage and regulation, which are often ignored. Once the speeds are reduced, the street then becomes a fully functional public space.



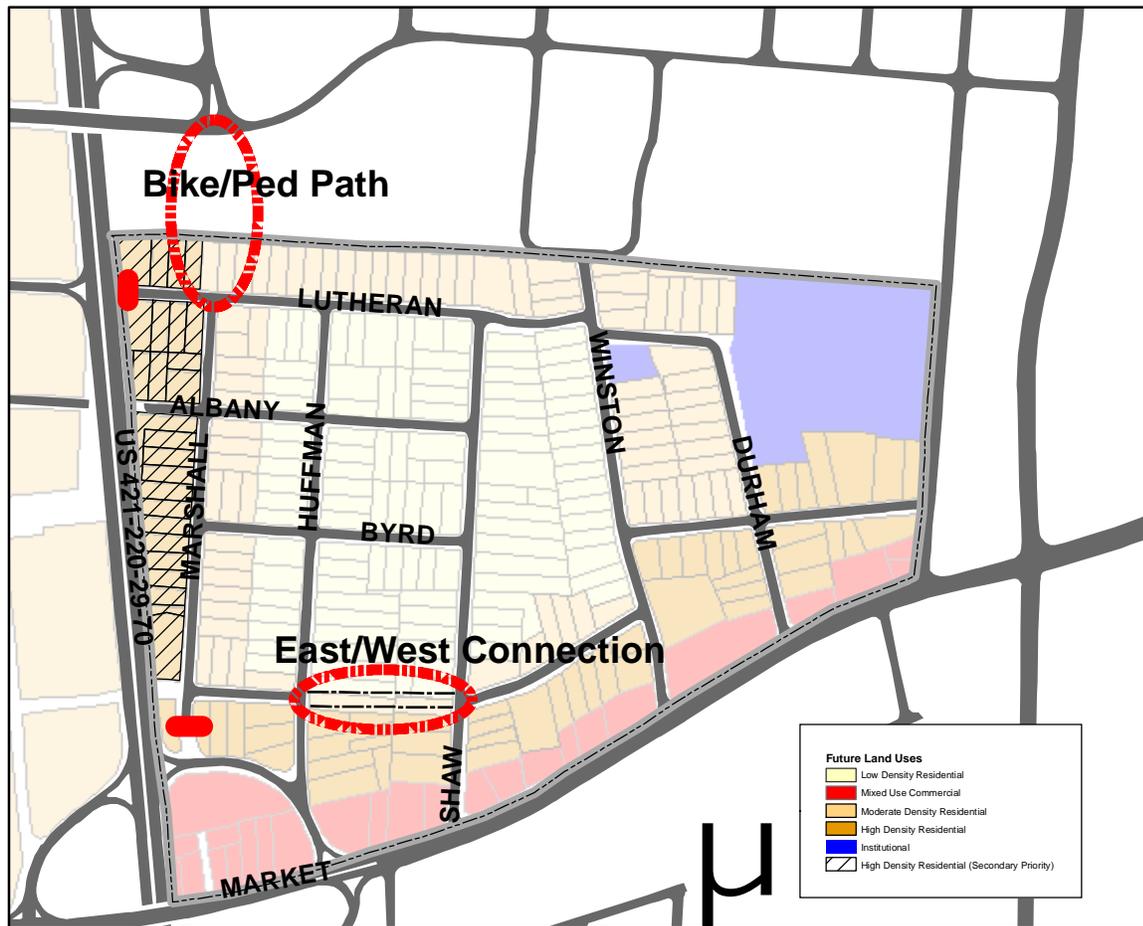
The neighborhood will still have full access for cars and safety equipment. Jonesboro/Scott Park has areas ideal for this use, since as its connections with US 29 are reduced it will not connect to other areas, eliminating the need for cut through traffic, and there will be only three points of access into the neighborhood.

Typical cross sections might include “neck downs” that significantly narrowing the street at intersections; “bulb outs”, or curb extensions to facilitate uses such as street planters; and alternating lanes from block to block.

*Examples of possible street layouts*



## ***Potential Transportation Changes***



- **Create a bike/pedestrian path to Sullivan Street**

A bicycle/pedestrian path could be built to connect the neighborhood to Sullivan Street and the A&T campus from the northern end of the neighborhood. The possibility exists to take Marshall or Shaw another block to connect to Sullivan Street, which would create better access to the NC A&T campus, and points north and west of there. This could be addressed as a future CIP project. Potential negative impacts, such as increased industrial traffic, would have to be mitigated or prevented by the layout of the shared streets design.

- **Complete Stamey Street if development occurs on that block**

Stamey Street was originally intended to connect across the neighborhood. One vacant lot on Huffman Street is actually a right of way for this connection. If new development occurs, the City and the developer should connect the two sections of Stamey Street. This would create an east to west connection in the neighborhood in addition to Lutheran Street. This would serve an additional purpose by continuing the delineation of single family housing from future development in the commercial/multi-family portion of the neighborhood.

- **Address difficulties in turning onto East Market Street**

Residents report difficulties in turning onto both East Market Street and the US 29 ramp. The neighborhood should work with GDOT to make exiting the neighborhood easier and safer.

## Recommendations: Environment

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- **Reduce interior neighborhood connections to US 29**

Highway US 29 is uncomfortably close to the western border of the neighborhood, and the current entrances and exits are not compatible with contemporary highway design and safety standards. There are two specific places of concern in the neighborhood. One is the southern end of Marshall Street which connects with the on- and off-ramp of US 29, but at too close a distance to the highway to be safe. The second is the western end of Lutheran Street which connects to US 29 without a ramp, and was tagged for closure after a study of the US 29 corridor. Closing this connection would reduce criminal activity as well, and is a strategy under "Improving Public Safety".

### **Natural and Built Environment**

Jonesboro/Scott Park, due to its small size and its location away from other residential areas, is not well served by public amenities. Greensboro and Guilford County's Parks and Recreation departments worked together in early 2008 to create a playground behind the County offices, off of Durham Street, a major improvement for the neighborhood. Beyond this, there are no parks, libraries or recreation centers in close proximity to the neighborhood. Large meeting spaces are also not available, though the basement of the church on Winston and Lutheran space is available for small gatherings. Neighborhood Association board meetings are sometimes held at Chavis Library, but there is not room for a large group there. Some open space was included in the original plat of the neighborhood, but it has been built on since.

The neighborhood does have a good inventory of mature trees and streams. The streams are not used to good effect at this time. Littering and dumping are also problems for the neighborhood, particularly on vacant lots. The small size of most houses results in outdoor storage, which is not always appropriately maintained, and for dogs to be chained outside. This can attract rats and other vermin to pet food, as well as sometimes exposing the pets to standards of care below that required by Guilford County.

### **Recommendations**

- **Clean-up the Neighborhood**

There is a high level of dumping and littering in the neighborhood, as well as a large number of houses and yards that are not well maintained. Much of the responsibility for cleaning up the neighborhood will be with the residents, through periodic clean up days or other ways of picking up trash. The City can work towards this goal by:

- ❖ marketing vacant lots for single family units;
- ❖ making sure that large items placed on the curb for disposal are picked up promptly;
- ❖ enforcing LOE violations, particularly for repeat offenders.

- **Increase pedestrian safety**

The level of City provided amenities in the neighborhood is varied. For instance, there is curb and gutter throughout the neighborhood, but there are no

## Recommendations: Environment

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sidewalks. As the yards are small, people tend to walk in the street. The small size of the front yards may prevent sidewalk installation on many streets. The Shared Street concept would provide safe pedestrian access to most of the neighborhood. Winston Street is not a good candidate for the Shared Space treatment, as it connects outside the neighborhood to the north and the south. Winston Street would still benefit from sidewalks, as would Durham Street. Traffic volumes on Durham are relatively low, however. Creating safe connections across Winston Street to the playground through crosswalks or other means is important.

- **Analyze stormwater infrastructure**

Complaints of mosquitoes during summer were heard from residents. This may be due to debris in yards that collects rain water, or to inadequate drainage in the stream that runs through the neighborhood. An inventory of the areas stormwater drainage system is currently being done. Another complaint is that garbage from East Market Street enters the storm sewers, to reemerge and be left in stream beds in the neighborhood. Stormwater is investigating placing a weir device in the storm drains, which are net-like devices that catch garbage and can periodically cleaned by maintenance crews.

- **Improve lighting**

Street lighting in the neighborhood is irregular and inadequate in some places. New lighting is being installed on a street by street basis until sufficient coverage has been achieved. The standard is one light for every 200 feet. This is also a recommendation under increasing public safety.

- **Tame US 29 impacts**

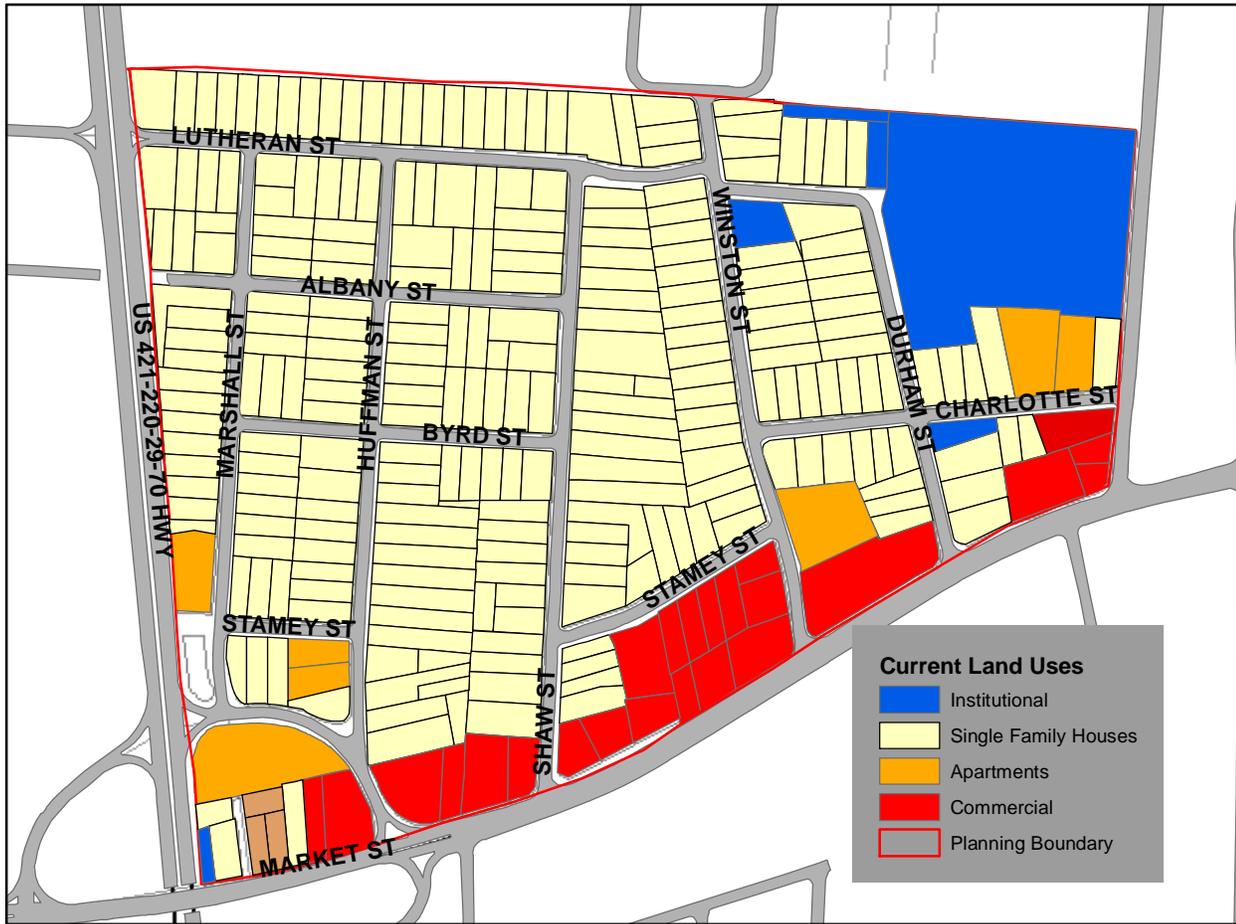
US 29 is a major problem in parts of the neighborhood. The highway generates noise levels above what EPA recognizes as disruptive to daily activities, particularly for houses along Marshall Street. Installing noise walls would be expensive and might not be acceptable given the small sizes of the back yards along Marshall. The future land use map designates the west side of Marshall Street as a secondary area for High Density Residential, as new, larger buildings could block some noise from entering the neighborhood. The new construction should be built with materials that would keep indoor noise levels to acceptable levels. However, as Marshall Street is currently a stable area, the Plan does not call for higher density until East Market Street is built out.

Air pollution from the roadway may be another potential problem. Recent studies have shown that those living in proximity to highways are at greater risk for asthma and other diseases (Brugge, Durrant, Rioux). A student population in this area would be less at risk, due to age; use of recreation space on campus and farther from the highway; and short time of stay in this location.

It is emphasized that currently, Marshall Street is a relatively stable area of the neighborhood, and no steps should be taken to weaken this area. However, if property along the western edge of the neighborhood was available, slightly denser residential uses, and larger buildings, would be appropriate there.

# Recommendations: Land Use

## Current Land Uses



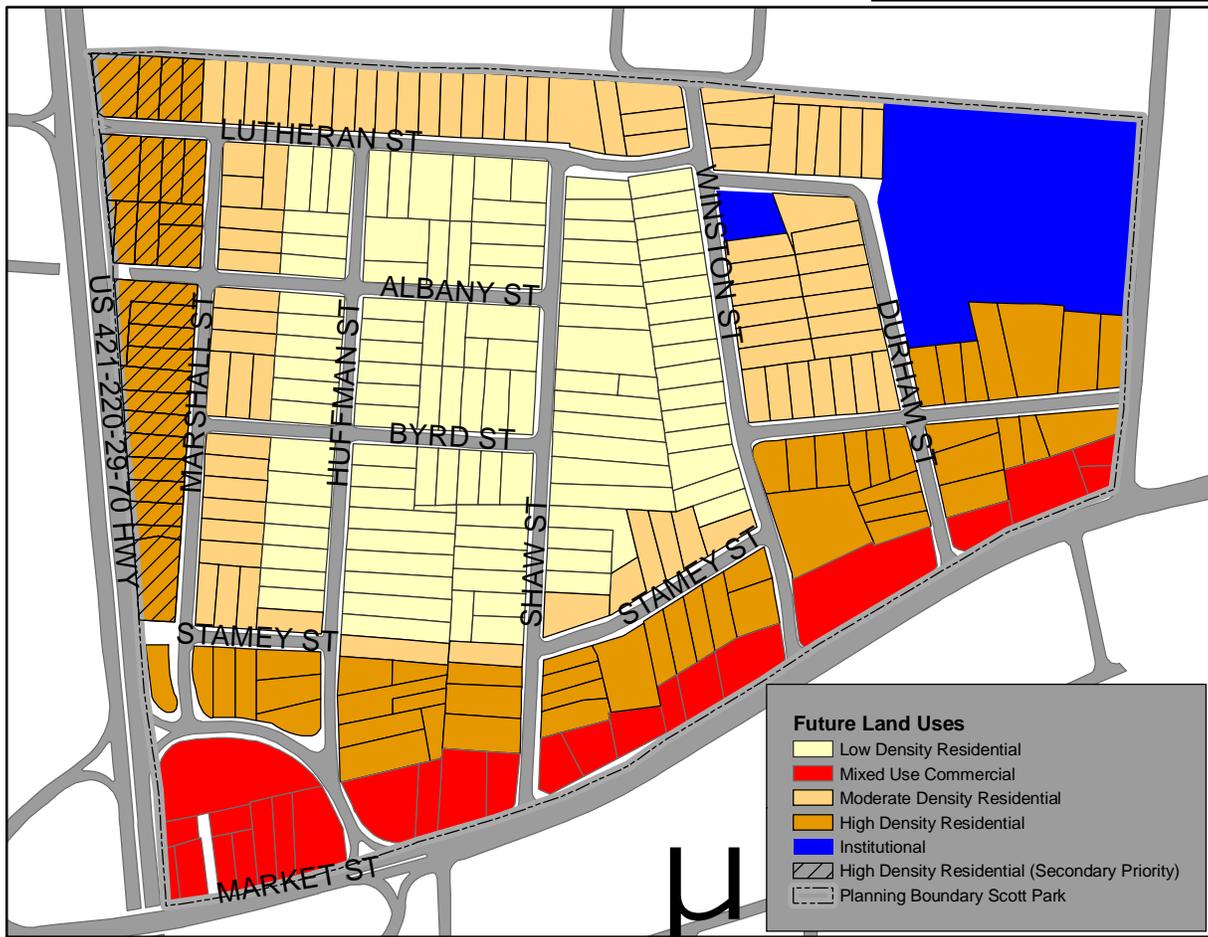
## Zoning/Land Use

Jonesboro/Scott Park is a small neighborhood with a relatively simple set of land uses. It is primarily made up of single family residences, with commercial uses along the East Market Street corridor. Six multi-family buildings blend in to the neighborhood in the southern half of the neighborhood; many older neighborhoods have a similar mix of single and multi-family buildings. Developers have recently added several multi-family buildings marketed primarily to students along the southern edge of the neighborhood. Two buildings on the southeastern corner of the neighborhood, farthest away from the NC A&T campus and a block north of East Market Street, have been unable to stay leased enough to stay open, and are currently boarded.

The challenge for the neighborhood will be attracting appropriate new development while maintaining a strong core of single-family housing. New development will need to blend in carefully with the existing neighborhood. New investment is needed to replace the housing stock that is currently not in good shape, as shown in the housing survey. Some of the houses may be sound enough for rehabilitation, while others may need to be demolished and replaced. The housing stock also lacks variety in size, and new single family houses will be needed to diversify the housing stock.

# Recommendations: Land Use

## *Future Land Uses*



*This map illustrates the text of this plan, and is not to be used independently of the text*

### Recommendations

- **Make land use decisions that reflect desired long term outcomes.**

The Future Land Use map is to be used as a guide in future land use and rezoning decisions. It does not change the underlying zoning currently in the neighborhood. It is not to be used or interpreted independently of the text in this plan. The definitions for the land uses are found in the Connections 2025 Comprehensive Plan. If a rezoning is requested that is not consistent with this land use map, the plan will need to be amended as described on page 4 of the Introduction. Greensboro is currently rewriting its zoning code; as this new Land Development Ordinance takes effect, efforts should be made to ensure that the new zoning matches these land uses categories where possible.

The main focus of the recommendation is to maintain a core of single family residential housing in the center and to focus commercial growth along East Market Street. The western edge along US 29 is a secondary area for high density residential growth. Moderate density residential, including duplexes and other small multi-family units mixed with single family detached housing would border the north, near the NC A&T campus, and as a transition to higher density uses. The two institutional uses remain in the neighborhood. Following are general descriptions of each land use category.

## Recommendations: Land Use

**Low Density Residential** (3 to 5 dwelling units per gross acre) is the use designated for the central blocks of the neighborhood. This is in keeping with the neighborhood's goal to remain primarily a quiet, single family residential neighborhood. The current density of the neighborhood is slightly over 5 units per acre. Though a few somewhat larger homes and lots will help diversify the housing stock, the overall density should remain the same. By clustering new houses and making better use of the deep lots on some blocks, more useful open space can be provided without reducing overall density. Clustering is encouraged in this land use category in *Connections 2025*.

One of the goals of this plan is to increase the ratio of home-owner occupied housing closer to the City average. Homes of greater value will need to be built in order to attract home buyers. These homes will need to be larger than the current housing stock on average, with more bathrooms, bedrooms and other amenities. New construction will also need to blend into and augment the positive qualities of the current housing stock, such as the prevalence of front porches. The guidelines for new construction include the following:

1. Exterior
  - ❖ Acceptable exterior materials are brick, fiber cement board and wood; no vinyl siding is to be used.
  - ❖ Clapboards should be applied horizontally and not vertically.
2. Size and Massing
  - ❖ Minimum size without porches is 1200 square feet
  - ❖ No slab construction; all houses should be built on raised foundations
  - ❖ All houses should have at least 3 bedrooms and 2 bathrooms
  - ❖ Flat roofs should not be used, and extremely steep roofs should be avoided.
  - ❖ Roof forms should reflect the layout and massing of the house.
  - ❖ Garages should not project beyond the principal building line of the house.
  - ❖ Houses should have front porches with a minimum depth of 8' and a minimum width of 10'.
  - ❖ Street facing facades should be composed of windows and doors, with blank expanses not to exceed 15'.

*Single Family House examples*



## Recommendations: Land Use

3. Doors and Windows
  - ❖ A principle entrance should face the street
  - ❖ A path from the street to the front door should be clearly delineated
  - ❖ Windows should accurately reflect the rooms on the interior of the house.
  - ❖ Windows should be taller than they are wide.
4. Landscaping
  - ❖ Foundation plantings should be used to screen the foundation
  - ❖ A minimum of one tree should be planted in the front yard

### Site layout:

*Houses can be on single lots*



*Or arranged as twin homes on adjacent lots*



*Courtyard homes, which create outdoor rooms using the bank wall of the adjacent house; this would take advantage of narrow lots.*



*Illustrations offer suggested layouts and should not be used independently of the text of this plan*

## Recommendations: Land Use

**Moderate Density Residential** (6 to 12 dwelling units per gross acre) This category accommodates a range of both attached and detached single family houses and town homes, and moderate density, low-rise apartment buildings. Mixing these housing types was a common building practice and is found in older neighborhoods in the city. This will provide a transition between the detached, single family housing in the core area to the higher density uses on the edges of the neighborhood. Long, narrow buildings could make good use of the interior of the blocks on the northern side of Stamey Street.

On the northern edge of the neighborhood, apartments marketed to students could be blended in to other housing types, as this end is close to Sullivan Street and the NCA&T campus. With the exception of the size, bathroom and bedroom numbers, new construction should follow the guidelines laid out for new single family home construction.

A variety of styles and scale can be incorporated into this category:

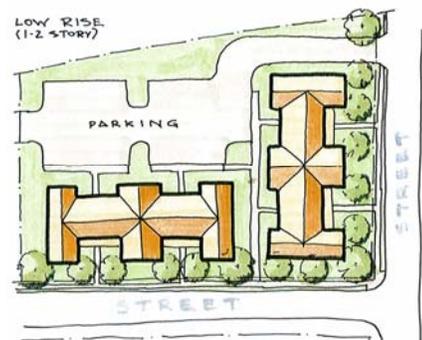
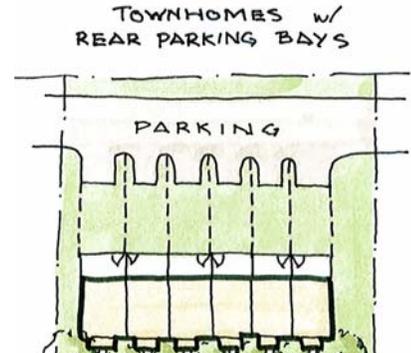
- ❖ Apartments resembling large single family homes
- ❖ Deep, narrow houses with long side porches houses to fit onto deep lots
- ❖ Row Houses
- ❖ Town homes
- ❖ Garden Apartments



# Recommendations: Land Use

## Site Layout

Parking for groups of multi-family housing could be accommodated either with garages or with parking spaces. The short blocks on the eastern side of Stamey Street could make use of this style of parking by allowing access to parking from Lutheran, Albany or Byrd streets. With all types of housing, if parking is located to the rear it is essential that the house or unit still have its primary orientation to the street, similar to a house with side or kitchen door that provides an entry point from the driveway while still maintaining a prominent front door.



Corner lots can also accommodate groupings of low rise apartments that use the back and sides for parking, while still providing clear site lines to maintain a safe environment.



*Illustrations offer suggested layouts and should not be used independently of the text of this plan*

## Recommendations: Land Use

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- **High Density Residential** (over 12 dwelling units per gross acre) Includes high-density condominiums, life care, and similar housing types as well as some office uses. On the southern end of the neighborhood, this will blend in with and help support the mixed use commercial buildings fronting East Market Street. The blocks fronting East Market are the first priority for creating the highest density housing.

If the demand for higher density housing cannot be met along Market, it could be directed to the blocks bordering US 29. This is currently a stable part of the neighborhood, and new development is not encouraged in this area. However, larger buildings along this border could insulate the core of the neighborhood from some highway noise. New buildings should be constructed with sufficient sound proofing materials to keep interior noise levels at acceptable levels, defined by the Environmental Protection Agency as 45 dnl or below. New development should occur here only if market demand is not met along East Market Street.

High density zoning categories RM-18 and RM-26 should be used as they are designed for denser, older neighborhoods. The following guidelines should be used:

- ❖ Apartment buildings should be oriented to the streets on which they face
- ❖ Parking should be to the side or the rear, though clear sight lines should be maintained
- ❖ Street facing facades should be composed of windows and doors, with blank expanses not to exceed 30'
- ❖ Stoops are encouraged.



## Recommendations: Land Use

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- **Mixed Use Commercial**—commercial development along East Market Street should be more urban in nature and less like the strip development common to the area now. The East Market Street Pedestrian Scale Overlay District can provide guidance for development in this section, though its boundaries stop just short of these blocks. Specific site design considerations are in the next recommendation. *Connections 2025*, describes this land use as:

*“This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by ‘strip’ commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot manner.”*

- **Institutional**—this covers uses such as churches, County offices and other public buildings. No significant changes are anticipated in this land use category.
- **Look for multi-family housing models that appeal to multiple markets**

The areas around Greensboro’s institutes of higher education have had an influx of multi-family housing that is typically marketed to students. The buildings themselves are usually three stories high, with a floor plan that typically features a common room with 3 to 4 bedrooms with private bathrooms. These bedrooms are sometimes leased individually. This is a floor layout and payment model that works particularly well for renting to the student market.

This building model is financially successful and is currently working well as judged by occupancy rates. However, a large concentration of college students does not always blend into the fabric of a neighborhood. Developing multi-family building models that work for students and others will be a key to tapping into the student market, a driving factor currently in the market, and helping the neighborhood.

## Recommendations: Land Use

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- **Development on East Market Street and Stamey Street should create a pedestrian friendly environment and enhance connections to East Market Street**

It is important that the neighborhood is able to take advantage of the resurgence of East Market Street. Stamey Street will be the transition area as commercial and high density residential leads to the single family housing of the interior of the neighborhood. Currently the strip centers on East Market Street have a completely different character from that of the rest of the neighborhood, and there are no pedestrian connections between the two besides the availability of walking in the street. New development should knit the southernmost block of the neighborhood together with the rest of the neighborhood.

This area is designated in the EMSCDP as an opportunity for commercial development. The Pedestrian Scale Overlay does not extend past Marshall Street, but its recommendations would enhance these blocks as well as those closer to downtown. Extending the Overlay could be pursued as an implementation step of the plan.

A successful development between Stamey Street and East Market Street could work as a model and a catalyst for development along this edge. This work will require a joint effort with the developer, the City, the neighborhood and EMSDC. Some projects may not be able to meet current zoning standards and create a neighborhood friendly site layout, due to the shape and sizes of the lots located on Stamey Street. The use of Planned Development zoning is encouraged in these instances, as it allows for the creation of standards particular to a specific site plan.

Developers should consider four overarching goals when designing for East Market Street:

- ❖ Safety, including clear lines of sight to parking areas from adjacent streets or windows in adjacent buildings
- ❖ Improving the pedestrian experience along East Market Street and from the neighborhood
- ❖ Mitigating impacts from the backs of buildings along Stamey and Charlotte Streets
- ❖ Improving the aesthetics along East Market Street

Specifically, new development on East Market Street and the southern side of Stamey Street should include the following elements:

- ❖ Parking should be located to the sides or rear of the buildings, not in front.
- ❖ Parking lots should not be located on corners.
- ❖ Parking areas should have well marked and safe areas for pedestrian access.
- ❖ For larger buildings, blank wallspace should be broken up every 30 feet by windows, doors or other building elements.

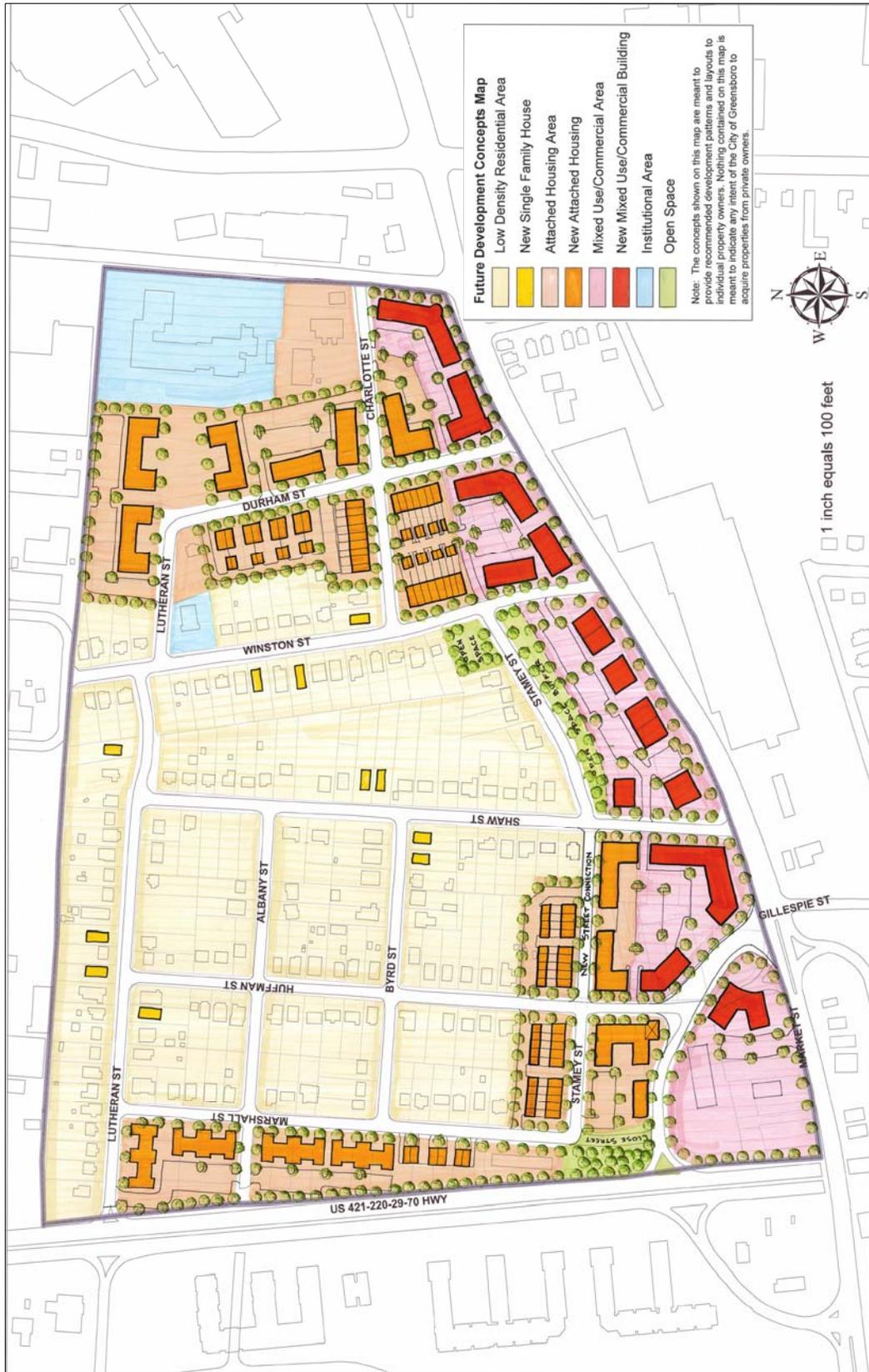
## Recommendations: Land Use

- ❖ Buildings that extend through the block should not face Stamey Street with a blank wall.
- ❖ Using lots on Stamey Street for parking that serves adjacent lots on East Market Street is discouraged. However, if a lot must be used for parking, it should be appropriately screened with trees or bushes planted to allow clear lines of sight.
- ❖ Mechanical equipment, dumpsters, HVAC units, and similar elements should also be screened.
- ❖ If a developer along East Market Street is more interested in having parking in front of the businesses, it is still important that the store fronts connect to East Market Street. The parking lots should not create a divide between pedestrians and the businesses. This can be achieved by moving the planting areas close to store fronts and not between the sidewalk and the parking; using different surfaces to create walking lanes in the parking area; slowing traffic down with narrow lanes once off of East Market Street; creating a plaza-like setting for pedestrians and cars; and limiting parking to a depth of one bay.



# Recommendations: Implementation

## Development Concepts



*This map is for illustrative purposes only and should not be used independently of the text of this plan*

# Recommendations: Land Use

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## Future Development Concepts

The illustration at left is a compilation of a variety of possible building layouts in the neighborhood. These are only illustrations showing different building concepts and do not indicate that the City has any interest in purchasing any particular properties. It is also not meant to specify a particular building to the exclusion of other possibilities for a given location.

Notable features include:

- o Commercial buildings with parking to the side and rear along East Market Street. This is more in keeping with the portion of East Market between the US 29 bridge and downtown, and as the area is expected to be busy with students and a potential rail stop across the street, this type of development is more in keeping with future plans for the area than a more residential style.
- o The central block of commercial features smaller buildings that could be used for smaller businesses that are prevalent in the neighborhood. They could also serve to house businesses run inside the neighborhood currently, thereby removing a nuisance and providing a better business opportunity to legitimate operators.
- o The central commercial block also features a vegetated buffer, which provides green space behind the businesses as well as providing a line of site into the parking lots, otherwise shielded from sight from the front of the businesses.
- o Parking is either visible from adjacent residential buildings if it is in the center of the block, or from side streets if it is to the side of buildings.
- o A variety of medium density housing layouts are shown, as illustrated on pages 2.21 and 2.22. Each features garage parking to the rear of the building with alley access. As stated previously, it is important that the front of the housing is oriented to the street, and not to the rear.
- o Higher density housing units are shown along East Market Street, the primary area for more intense development, and along the western edge of Marshall Street if East Market Street is built out. Parking is oriented to the sides and to the rear, with the main door of the buildings oriented to the street.



# Recommendations: Implementation

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## **Implementation and Annual Reports**

The following sheets will serve as a reference for implementing the Plan. They list the recommendations spelled out in this section, with specific timelines and the party responsible for implementation. There will be some decisions made as the plan is implemented. For instance, the table suggests locations for two large, monument signs for the neighborhood; the neighborhood may decide that other locations are more appropriate as funds are pursued and designs are created.

The tables also list benchmarks for measuring the success of the plan. These are to be used to create an annual report over each of the next five years. Much of the information will be recorded in a database which will be mapped to make changes in the neighborhood more apparent. The Plan's goals and recommendations may need to be revised after 5 years and new metrics chosen to track progress in the neighborhood.

Other information will be gathered either by EMSDC, the neighborhood or the City and compiled for the same annual report. Some of the recommendations in the plan, such as changing the image of the neighborhood, are difficult to quantify and the benchmarks are an important step to tracking improvements in the neighborhood.

### **Annual Report Items**

To be recorded annually:

- o Crime Statistics
- o NA attendance
- o NA involvement in GNC, other groups
- o Student activity in neighborhood
- o Zoning changes
- o Building permits pulled in neighborhood
- o RUCO certifications
- o Safety Audit

To be recorded as they occur:

- o EMSDC acquisitions
- o EMSDC demolitions
- o EMSDC new construction
- o EMSDC rehabilitation work
- o Habitat for Humanity rehabilitation work
- o Habitat for Humanity new construction
- o City rehabilitation work
- o Transportation changes

### Implementation Guidelines: Housing

<b>Recommendation</b>	<b>Tool</b>	<b>Primary Party, Secondary</b>	<b>Benchmarks</b>	<b>Timeline</b>
Work with EMSDC to create a visible, successful project			A new project	3 years
	Acquisition of a group contiguous of parcels	<b>EMSDC</b>		within 18 mnths
	Design w/ neighborhood	<b>EMSDC</b>		2 years
	Construction	<b>EMSDC</b>		3 years
Re-create a positive identity for the neighborhood			Compare with new tax evaluation Sales prices of homes	Next assessment (2012) Check annually in April
	Positive news stories	<b>EMSDC, Neighborhood</b>		
	New, diversified housing stock	<b>City, EMSDC, Habitat</b>		
Increase rate of homeowner occupied homes			owner occupied homes	Check annually in April
	Parcel acquisition and construction	<b>EMSDC</b>	10 houses in 2 years	
	New home construction	<b>Habitat for Humanity</b>	New homes on 6 lots	
Improve the quality of rental housing			100% RUCO compliance	Check annually in April
	EMSDC rehab program	<b>EMSDC</b>	8 rehabs in 2 years	
	City Rehab program	<b>HCD</b>		
Decrease the number of vacant homes			# of vacant homes	Check annually in April
	SF Home purchase for demolition and new construction or for rehab and resale	<b>EMSDC</b>		
Retain long-term residents during increased change and investment			Resident Retention	Ongoing
	NA involvement in plan implementation	<b>EMSDC, NA</b>		
Re-envision lot layout in the neighborhood				Check annually in April
	Work with developers in neighborhood	<b>EMSDC</b>		
<p>The health of housing in the neighborhood will be gauged by compiling housing statistics annually over a 5 year period. Acquisition, demolition and new home construction by EMSDC and others will be tracked, as will home rehabs done by the City, EMSDC or private individuals. The following statistics will be recorded annually: number and price of home sales; the number of home owner occupied homes; vacant homes; and any replatting of the neighborhood. All of these activities will be mapped to give an up to date snapshot of the neighborhood.</p>				

### *Implementation Guidelines: Building Community*

Recommendation	Tool	Responsible Party	Benchmarks	Timeline
			Neighborhood Groups and Activities	Check Annually
Increase Social Interactions	Greeting for new homeowners	NA, EMSDC		
	Increase NA capacity	EMSDC, HCD		
	Neighborhood social organizations (Community Garden, Neighborhood Clean Sweep)	NA		
	Join Greensboro Neighborhood Congress	NA		
Improve Public Safety			check statistics	Annually
	Increase street lighting	GDOT	One light every 200'	Completed by fall of 2010
	Perform Safety Audits	Police, HCD		Annually in September
	Work with business owners on East Market	EMSDC		Ongoing, with annual report Summer 2010; funding source not identified
	Close Lutheran Street access to US29	GDOT		
Take advantage of the neighborhood's proximity to East Market Street and downtown			Meetings, events with other neighborhoods	Annually
	EMS neighborhood meetings	EMSDC		
	Work with area Colleges	HCD	Class activities in neighborhood (tutoring, home design)	Annual Report
Make the neighborhood more visible			Signage	By end of 2011
	Signs at EMS and Winston; Marshall and Huffman, possibly through Neighborhood Small Projects Program	NA		

Social activity in a neighborhood can be hard to measure. The neighborhood annual report should track the attendance at NA meetings; meetings with other neighborhoods; participation in the Neighborhood Congress; participation of local businesses in the NA; and the involvement of local college students in the neighborhood. Public safety improvements should occur as listed above, with crime statistics compiled annually. Signage for the neighborhood should be in place within 3 years, either initiated by the neighborhood through the Neighborhood Small Projects or a similar program, or as part of new construction along EMS.

### Implementation Guidelines: Environment

<b>Recommendation</b>	<b>Tool</b>	<b>Responsible Party</b>	<b>Benchmarks</b>	<b>Timeline</b>
Clean up the neighborhood			Sight inspections	Every 6 mnths
	Removal of blighted properties	<b>EMSDC</b>		Annual survey
	Building on vacant lots	<b>EMSDC, Habitat</b>		Annual survey
	Large item pickup	<b>NA, FOD</b>		
	Enforcing LOE violations	<b>LOE, HCD, NA</b>	Tracking LOE cases	Annual report
	Neighborhood cleanup	<b>NA, EMSDC</b>	Number per year	
			Creation of shared streetscape	5 years
Increase pedestrian safety				
	Shared Streets	<b>HCD, GDOT, Neighborhood, EMSDC</b>		See Transportation guidelines
	Crosswalk at Winston St	<b>NA request, GDOT</b>		
			Analysis & weir installation	2 years
Analyze stormwater infrastructure				
	Analysis	<b>Stormwater</b>		6 months
	Weir installation	<b>Stormwater</b>		Within 2 years
Improve lighting			Lights every 200 feet	18 mnths
	New lights	<b>GDOT</b>		
Tame US 29 impacts			New, larger residential buildings	<b>ONLY IF EMS IS BUILT OUT</b>
	New construction	<b>EMSDC</b>		

Most of the changes to the environment in the neighborhood will result from the removal of blighted property, improvements to property upkeep, and putting a stop to dumping in the neighborhood. Various City departments will be responsible for improving stormwater runoff, increasing the number of street lights, and improving pedestrian safety. The Neighborhood Association will need to request a crosswalk at Winston Street and Lutheran Street for GDOT to install.

***Implementation Guidelines: Land Use***

<b>Recommendation</b>	<b>Tool</b>	<b>Responsible Party</b>	<b>Benchmarks</b>	<b>Timeline</b>
Make land use decisions that reflect desired long term outcomes			Match with LU map and design recommendations	As development occurs
	Monitor land use, zoning changes in neighborhood	<b>HCD, Planning</b>		Compile in annual report
	Create appropriate development	<b>EMSDC</b>		Compile in annual report
Development on East Market Street and Stamey Street should create a pedestrian friendly Street environment and enhance connections to East Market			Compare new development with design standards	As development occurs
	Future LU map, design elements in plan	<b>HCD, Planning, EMSDC</b>		Compile in annual report
	work with developers as partnership or as part of rezoning	<b>EMSDC, HCD, Planning</b>		Compile in annual report
Look for multi-family housing models that appeal to multiple markets			New apartment models	As development occurs
	Have alternate floor plans available for consideration	<b>HCD, EMSDC</b>		Compile in annual report

Land use changes should follow the Future Land Use map and the design guidelines listed in this plan. Changes in land uses will be recorded and mapped to chart changes occurring in the neighborhood.

### Implementation Guidelines: Transportation

Recommendation	Tool	Responsible Party	Benchmarks	Timeline
Traffic calming			Creation of shared streetscape	5 years
	Shared Streets	HCD, GDOT, Neighborhood, EMSDC		
Create a bike/ped bath to Sullivan Street			Existence of path	4 years
	Acquisition or easements	EMSDC, HCD, Neighborhood, GDOT, NCA&T		
Reduce interior connections to US 29			Closures	5 years
	Close/modify Lutheran St. Exit	GDOT		
	Close/modify Stamey St. southern end	GDOT, HCD, EMSDC		
Improve access to US 29 ramp and East Market Street				2 years
	Work with GDOT to ease turning	NA, GDOT		
Complete Stamey Street if development occurs on that block			New development	As development occurs
	Acquisition, new construction	EMSDC, HCD, GDOT		

Neighborhood transportation changes are few but complex. The pedestrian/bike path connecting Lutheran Street to Sullivan Street will help open connect the northern end of the neighborhood to the heart of the NCA&T campus; a street could be added instead, though property acquisition and other possible negative consequences such as truck traffic are complicating factors. A joint study by NC DOT and GDOT flagged the Lutheran Street US 29 access ramp for closure as part of upgrading the access points along US 29. This closure is also recommended by the Police Department for crime reduction. If the neighborhood prefers to leave this exit open for their own access, it should be re-engineered to reduce outside use. Similarly, the US 29 access on the southern end of Marshall Street should be closed for safety concerns, as it is too close to the highway exit ramp. The Shared Streets concept can be phased in. Decisions on the location to start this process depend on the following: streets with significant new development should incorporate appropriate design elements; Marshall, Byrd and Albany Streets due to their location away from busier traffic; finally, Shaw and Lutheran Streets could be phased in. Funding sources for these projects have not been identified.

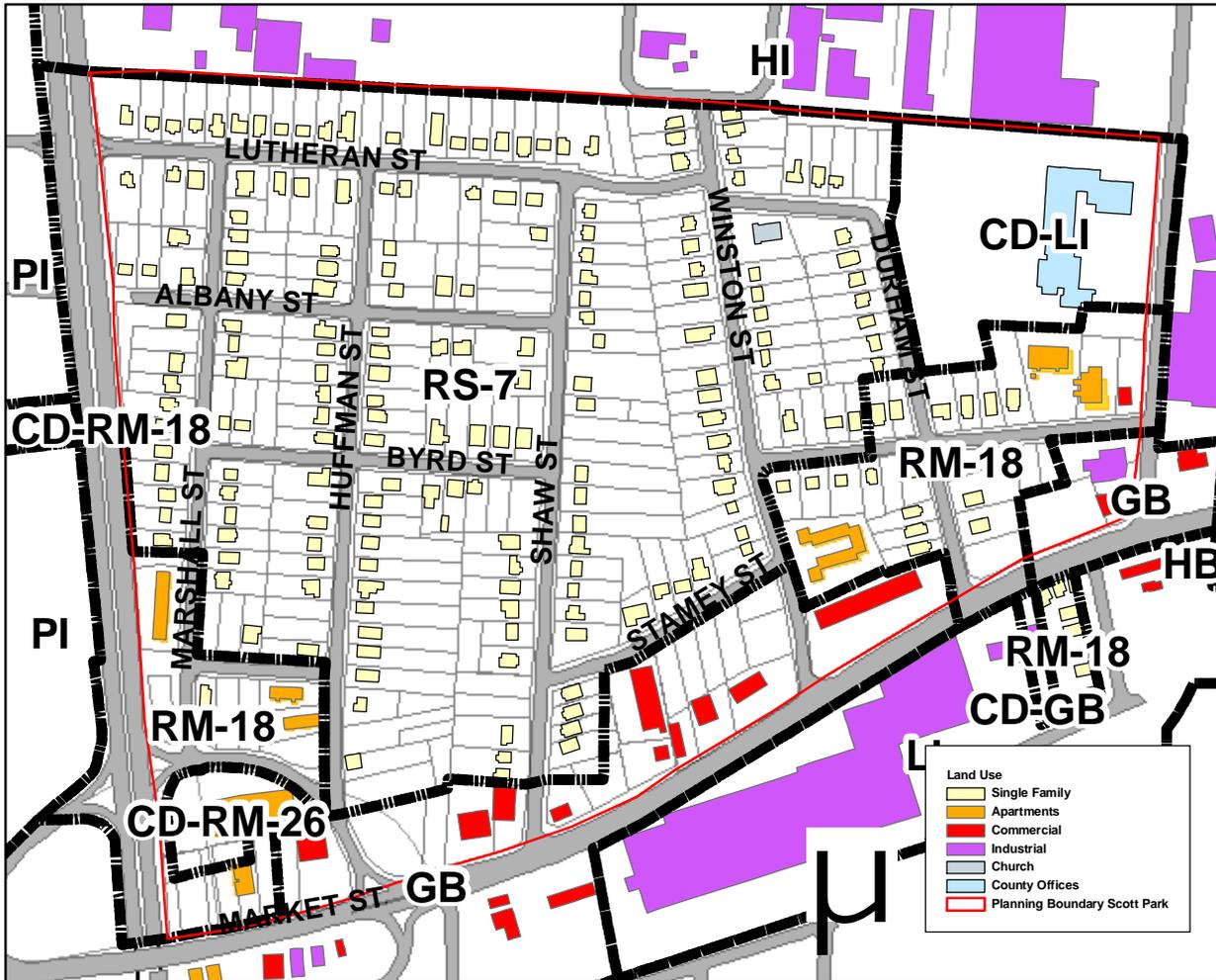


# Jonesboro/Scott Park Neighborhood Plan

## Section 3: Existing Conditions

# Existing Conditions

## Zoning and Land Uses



### Zoning Categories

RS-7	Single Family Residential	LI	Light Industrial
RM-18	Multi-Family, 18 units per acre	HI	Heavy Industrial
RM-26	Multi-Family, 26 units per acre	HB	Highway Business
GB	General Business	CD	Conditional District

### Zoning/Land Use

The majority of the neighborhood is zoned RS-7, which matches the single family area well. RS-7 zoning allows for lots of a minimum of 7000 square feet, with a 50 foot width, and usually creates about 5 units per acre. The is close to current conditions, as the median lot size in the neighborhood is 7675 square feet and the overall density in the RS-7 zone just over 5 units per acre.

There are a few parcels of RM-18, a high density multi-family zoning district, on the southern side of the neighborhood. Parcels along East Market Street are zoned

## Existing Conditions

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General Business. The adjacent industrial and business land uses have not encroached into the neighborhood; there have been no rezoning cases in the neighborhood for over a decade. The industrial zoning to the north does not seem to cause traffic issues, except for some increased traffic on Winston Street, the only north-south through street.

There are two plans affecting the southern boundary of the neighborhood. One is the East Market Street Pedestrian Scale Overlay that covers the south eastern corner of the neighborhood, between the ramp to US 29 and the bridge. The goal of the overlay is to create a better environment for pedestrians, and to create a stronger sense of place along the corridor. The second plan is the East Market Street redevelopment area, which extends into the neighborhood a block's width north from Market Street. Blending the more intense activities planned for this section into the quieter single family sections of the neighborhood will be critical to the neighborhood's success.

### Crime

Crime has had an impact on the neighborhood. Crime statistics show that in 2006 the rate of property crime in the neighborhood was almost twice as high as in the rest of Greensboro, and violent crime rates were almost three times as high. Burglary and aggravated assault were particularly high. Of non-violent crimes, drug arrests and vandalism were particularly elevated. This comes at a time when crime rates overall in the city are higher than in preceding years. Crime data from 1995 to 2005 does not show an increase in the overall crime over time, though there were fluctuations during that period. Police tract 152, which occupies the heart of the neighborhood, shows the greatest overall crime levels. Gang related graffiti has also become a problem in the neighborhood.

The neighborhood has been the target of the SCORE program during the planning process. This City program coordinates multiple departments to actively work in a problem area to have a strong, immediate impact on crime and other quality of life issues. Besides increased police patrols, the program has resulted in significant pressure from Local Ordinance Enforcement to clean up lots and vacant houses. The City also led a Safety Audit, essentially a moving focus group where residents walk with police and give them detailed information about the neighborhood. Though listed as an implementation step of the plan, one was done in the fall of 2008, and subsequent audits will be done annually. These steps have had a positive impact on the neighborhood, at least in the short term.

### Demographics

Jonesboro/Scott Park has been hard hit with poverty. Home ownership rates are very low, and the median income is below the poverty level of \$24,548 for a family of four. The neighborhood has 17 Section 8 vouchers in use. The average value of a single family house in the neighborhood is \$44,677, according to

# Existing Conditions

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current Guilford County tax records. This is 35 percent of the Greensboro single home median tax value of \$82,800.

Data from the 2000 Census

Block level:

- The total population is 521;
- The racial breakdown shows 90 percent African American, five percent white, and no other group significantly present;
- The average median age for the blocks 32 years of age, with little difference between genders. The median age for the City is 29.

Block-group level, which includes a slightly larger area and a total population of 621:

- 430 residents are from North Carolina;
- Income per capita in 1999 was \$10,673, and the median family income was \$23,173 (for a family of four);
- Educational attainment, for people 25 years of age or older:

	Male	Female
Less than High School Diploma	37%	32%
High School Grad	31%	40%
Some College	23%	0%
Bachelor's Degree	9%	21%
Advanced Degree	0%	7%

## *Family Structure*

- Average household size is 2.5 people; the city average is 2.4.
- 67 married couples live in the neighborhood, 40 of whom have children under the age of 18. None of these families fall below the poverty line.
- Single parents head 30 families with children below the age of 18; 23 of them fell under the poverty line. Five are headed by males, 25 by females.

## **Housing**

The Jonesboro/Scott Park neighborhood is primarily made of detached, single-family houses. The houses average 932 square feet, with very few houses over 1200 square feet. Close to 97% of the houses have only one bedroom, and a similar percentage have only one bathroom. All of the houses are single story. The houses range widely in age, though most were built between 1941 and 1960. Few houses have been built in the last 10 years. There are a handful of small apartment buildings, some of which have been constructed primarily to serve the growing student population of NC A&T.

## *Housing Survey Results*

Housing and Community Development staff conducted a house by house condition survey of the neighborhood during the fall of 2007. Surveyors rated houses on:

# Existing Conditions

- Structural integrity, based on the appearance of the foundation, walls and roof;
- The level of maintenance by looking at paint, windows, siding, guttering, and roof materials;
- Problems with yards, including overgrowth, trash and erosion were noted separately.

They next computed scores with criteria used by Housing and Community Development in other parts of Greensboro to establish Redevelopment Areas. The scores were ranked as: sound; minor deficiencies; major deficiencies; structurally questionable; and structurally unsound.



The survey shows:

- 47 percent of the houses in the neighborhood appear to be sound, older structures;
- 36 percent of the houses had minor deficiencies;
- 17 percent had major deficiencies;
- Some houses in the neighborhood were being rehabbed during the survey, but most of the work was cosmetic such as the addition of vinyl siding;
- The most common deficiency found was in roof structure, with 43 homes having significant sagging in the roof and 69 with minor sagging and other significant shingle deterioration. 47 percent of the houses had shingle deterioration.
- City staff noted one house on the survey as boarded and marked as condemned.
- Surveyors noted a total of 11 houses in the neighborhood as boarded at the time of the survey. Over the course of the planning process, the number of boarded houses stayed between 9 and 15.



The neighborhood also suffers from a large number of boarded houses, and vacant houses that do not have proper lawn maintenance while vacant. One reason for this is the high crime rate; vacant houses that are not boarded are broken into for shelter and illegal use, and are subject to theft of plumbing fixtures and anything else of value. It is not uncommon for landlords to wait until they have a tenant ready to move in before making improvements to a house.

Although surveyors did not find many homes with structural problems, many if not most of the homes show a lack of maintenance. 50 percent, or 103, of the houses either lacked gutters, or had gutters that were not in good repair or were missing downspouts. Some showed evidence of rot in fascia boards or soffits that

## Existing Conditions

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could be due to a lack of adequate guttering. Staff found that 21 percent of houses had significant peeling paint; given the number of houses with vinyl or asbestos siding in the neighborhood, this number is more significant than it might seem otherwise.

Surveyors found a lack of yard maintenance, including piles of bulk garbage, yards that appear to be functioning as workshops, erosion, yards of compacted dirt lacking any landscaping, overgrown vacant lots strewn with garbage, and significant amounts of parking in yards. Some houses seem to have either work related heavy equipment, junkyard items, or repair shops on site.

In summary, while many of the houses appear to be stable, there are many homes that are threatened by a lack of maintenance, and will not remain stable long if maintenance is not performed. This is particularly true of the many vacant houses in the neighborhood. There are also many homes that are well maintained, and have yards that are obviously consistently maintained and cared for.

### *Ownership rates and patterns*

Homeownership in the neighborhood is low, and has been steadily falling since the 1990 Census. The home ownership rate is currently 25 percent compared to 29 percent in the 2000 Census and 31 percent in the 1990 census. Homeowner occupied homes are scattered, without an area of strong contiguity. There are 43 property owners that own multiple properties, and together they own a total of 118 properties. The majority of these own two or three properties, although the largest three property holders hold nine, eight and seven properties each. Comparing the housing survey with ownership records does not show a pattern of poor maintenance by any large landholders in the Jonesboro/Scott Park neighborhood.

### *House Value*

Of lots in the neighborhood that have single family houses on them, the average total tax value is \$44,677. The average value of those lots is \$9,464, and the average value of the houses themselves is \$35,081. The average value of available vacant lots is \$9,718. The average value of all single family residential lots is \$29,828.



## ***Public Facilities and Infrastructure***

Jonesboro/Scott Park retains the basic structure of a quality neighborhood built before World War II and the advent of sprawl developments. The grid pattern offers good internal connectivity, and curb and gutter exists throughout the neighborhood. The housing is sited with appropriate side and front setbacks for an older neighborhood.

Several issues are problems for the neighborhood, however:

- **Sidewalks** Internally, the neighborhood is completely without sidewalks, forcing many to walk in the street. Although curb and gutter is present, the shallow depth in most front yards makes it difficult or impossible to install sidewalks. This is exacerbated by the fact that many park in their front yards. Although parking on the street is a successful traffic calming technique in many areas, residents have experienced collision damage from parking on the street, and if the driver is identified they frequently are uninsured.
- **Lot Layout** Another problem is the deep back yards. Though they are potentially a benefit to residents that can make use of the space, they also are difficult to maintain, and contribute to the unkempt look of the area. Debris left in back yards may also collect water and contribute to the mosquito problem in the area. Police report that paths through some back yards are used for drug distribution and other illicit activity.
- **Creeks** represent another issue for the neighborhood. They currently do not serve as a benefit to the neighborhood, but rather serve to collect trash, some of which may come from storm sewers draining East Market Street. Residents have also complained of inadequate storm drainage along Shaw and Stamey streets.
- **Street lights** A lack of adequate street lighting is also a problem for the area, especially considering the amount of crime in the neighborhood. This problem is fairly common to older neighborhoods that were built to a different standard than current code.
- **Public Space** One deficiency in the neighborhood is the lack of public amenities nearby; there are no nearby parks or recreation areas that can be easily reached, especially by children. A new playground has been installed on the eastern border of the neighborhood, which has been greeted very positively by the neighborhood.
- **Connectivity** The neighborhood lacks connection to other areas, and visibility from East Market Street. There is only one through street to the north, and that road splits and leads through an industrial area, without providing clear evidence of where it leads. Two neighborhood streets empty onto the US 29 on-ramp, and three intersect East Market Street, though the neighborhood is not visible from these locations. Only one

## Existing Conditions

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street connects to Raleigh Street, a minor thoroughfare to the western edge of the neighborhood. The combination of the lack of visibility, connectivity and amenities creates a feeling of isolation in the neighborhood.

## Key Findings

The key findings from the study:

### *Neighborhood Description*

- The neighborhood is composed mainly of small houses built between 1916 and 1960
- The neighborhood is badly isolated and without public amenities
- The current zoning fits the neighborhood, and there has been no rezoning in the past decade
- US 29 contributes noise and air pollution

### *History*

- The area has historically been an African American working class neighborhood, and developed as the University grew

### *Housing*

- Lack of home maintenance is an issue
- Yards and vacant lots with garbage, overgrown vegetation or bare earth are an issue
- The neighborhood currently has 11 houses boarded, one condemned
- The rate of homeowner occupied homes, now at 25% is very low and has been falling for 20 years

### *Demographics*

- The area has been hard hit by poverty
- Levels of educational attainment lag behind the other areas of Greensboro

### *Crime*

- The neighborhood has a crime rate twice that of Greensboro, and three times higher than the city's violent crime rate; burglary and aggravated assault are particularly elevated



# Jonesboro/Scott Park Neighborhood Plan

## Section 4: The Planning Process

# Planning Process

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The City is working in partnership with the EMSDC in the Jonesboro/Scott Park neighborhood. EMSDC has been working regularly with the neighborhood for several years and has established credibility and trust in the area. They are working to tie improvements in neighborhoods along the corridor with the success of the corridor itself. EMSDC bases its approach on the Healthy Neighborhood model, with the end goal to increase demand for housing in the area. The goals of the process are to:

- identify neighborhood association resources, priorities and needs;
- engage a variety of stakeholders and perspectives in dialogue about healthy neighborhoods;
- create a self-assessment tool for neighborhood associations;
- develop action plans;
- and improve the physical conditions of the homes, streets and infrastructure.

## Public Meetings

The City held a series of public meetings, which together with research about the neighborhood, are the basis for creating a direction for the neighborhood to move. The meetings were well attended, both by current and past residents of the neighborhood. The major pieces of this plan were vetted in the meetings.

### **The First Meeting**

The first meeting was held in August of 2007 in the Full Force for Christ church on the corner of Winston and Lutheran streets. The meeting focused on what was good about the neighborhood, what needed to be changed in the area, and how the area had changed over the years. Residents who attended the meeting showed great interest and passion about improving the neighborhood. Specifically, the following items were of particular concern in each of the categories:

#### **What we like about the neighborhood:**

- Friendly people, sense of community
- Long history, people grew up in the neighborhood and remember it as a good place to live
- Proximity to downtown and A&T
- Improvements to Market Street



## How the neighborhood has changed:

- Lack of safety, increase in drugs, prostitution, thefts, vagrancy
- More transient residents who do not care for their property
- New, younger residents don't respect neighborhood or older residents
- Dumping and trash
- Trash pickup needs to be more frequent

## Where the neighborhood should be in 5 years

- Increased homeownership level
- Better home and yard maintenance
- Less crime
- Better City infrastructure: better streetlights, noise wall on US 29, park or rec center

## How do we move the neighborhood forward?

- Get rid of drugs and prostitutes
- Improvement to homes
- Improve neighborhood social unity



## The Second Meeting

The second meeting was held in the Joblink center, in a building that had originally been the neighborhood's elementary school. Several meeting participants had attended the school. This meeting focused on refining goals and a vision statement for the neighborhood; the goals and vision were created from comments made during the first meeting. They served as a touch stone during the planning process to keep recommendations and actions on target.

### ***Vision Statement:***

*Jonesboro/Scott Park is a quiet and well-cared for neighborhood with a strong sense of community and history. It is home to families, children, students and others that care about the neighborhood and its future. The neighborhood has a high quality of life and takes advantage of its location close to East Market Street and downtown.*

### ***Goals:***

- **Increase public safety;**
- **Improve the appearance of the neighborhood;**
- **Create a cleaner and healthier neighborhood;**
- **Increase homeownership;**
- **Bring public facilities up to standard;**

# Planning Process

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- **Recreate a stable, friendly residential neighborhood with a strong sense of community;**
- **Take advantage of Jonesboro/Scott Park's location.**

## **The Third Meeting**

The third meeting was also held in the Joblink center, and the neighborhood gave their opinion on the staff's recommendations for the plan. City staff gave a brief presentation explaining the recommendations, developed over a period of several months, and then the neighborhood noted which recommendations were priorities and which should not be undertaken. Blue dots were used to indicate priorities, and red dots to indicate actions that the neighborhood did not want to happen. Staff was available to answer questions about particular steps.

The blue dots were evenly spread over the recommendations, and did not reflect a bias towards any particular actions. The only item to receive red dots was the closing of the Lutheran Street entrance/exit to US 29. This ramp has been slated for closure by the North Carolina Department of Transportation, though it was subsequently removed from the list of funded state projects. Neighborhood representatives had earlier petitioned the state to leave this open, but as the ramp does not meet modern standards it will still be closed although it was put farther down the list.

## **The Fourth Meeting**

A final meeting was held on May 13<sup>th</sup>, 2009 for the neighborhood to review the plan, particularly to review illustrations of how the Future Land Use map could affect the neighborhood. The illustrations included pictures of similar developments from around Greensboro for each land use type, several options for new lot layouts, and elevations for new buildings. These illustrations will ensure that the neighborhood understands and supports the plan's objectives, and will offer guidance to developers and decision makers when new development is proposed.

After the neighborhood reviewed the plan, staff presented the plan to the Planning Board on May 20<sup>th</sup>. The Planning Board voted unanimously in favor of the plan. City Council heard the plan on August 3<sup>rd</sup>, 2009 and voted unanimously to adopt the plan. Neighbors were present and supported the plan at the Planning Board and the City Council meetings.

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