

# EASTSIDE PARK

## COMMUNITY REVITALIZATION PLAN

FINAL PLAN – February 1993, by The Wooten Company

AMENDMENT #1 – March 2, 2004, by Housing & Community Development

AMENDMENT #2 – October 4, 2005, by Housing & Community Development

**Redevelopment Commission of Greensboro**

---

No. 1 Governmental Plaza - P.O. Box 3136 - Greensboro NC 27402-3136

---

# Final Plan

Prepared for the  
Redevelopment Commission of Greensboro

February 1993

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company

---

## Table of Contents

1.0	INTRODUCTION .....	1
1.1	Purpose of Plan .....	1
1.2	Planning Process .....	3
2.0	EXISTING NEIGHBORHOOD CONDITIONS .....	5
2.1	Land Use .....	5
2.2	Housing Conditions .....	7
2.3	Population/Household Characteristics .....	10
2.4	Transportation .....	15
2.5	Public Utilities .....	17
2.6	Community Facilities and Services .....	17
2.7	Adjacent Area Influences .....	17
3.0	GOALS AND OBJECTIVES .....	20
4.0	REVITALIZATION PLAN .....	21
4.1	Land Use and Transportation .....	21
4.2	Housing .....	21
4.3	Redevelopment .....	25
4.4	Acquisition, Clearance, and Relocation .....	25
4.5	Public Facilities .....	25
4.6	Visual Improvements .....	28
4.7	One Year Development Plan .....	28
4.8	Long Range Development Plan .....	30
4.9	Urban Redevelopment Law Provisions .....	30
4.10	Future Neighborhood Recommendations .....	30
5.0	IMPLEMENTATION .....	32
5.1	Resource Evaluation .....	32
5.2	Financing Plan .....	34
5.3	Organizational/Administration .....	37

Appendix 1: Redevelopment Plan Provisions

Appendix 2: Investor-Owner Rehabilitation Assistance Program Design

## **1.0 Introduction**

---

---

In May 1990 the Redevelopment Commission of Greensboro approved a redevelopment plan for the Bingham Street area designating both sides of the 200 block of Bingham Street for City acquisition. Using municipal bonds authorized for this purpose, the properties designated in the plan were rapidly purchased, and all structures demolished with the exception of a five-unit apartment building located on the east side of Bingham Street. The cleared land was subsequently resubdivided into sixteen lots which were recently allocated to four non-profit housing organizations for affordable single-family home construction. The remaining apartment building will be rehabilitated and leased to low-income residents.

Recognizing the need for additional revitalization in the immediate area, the Greensboro Episcopal Housing Ministry and Habitat for Humanity of Greensboro sought the support of the City government and other civic groups during the fall of 1991 for the purpose of expanding the scope of the original redevelopment program. The emphasis of this effort was focused upon the rehabilitation of several pockets of severely blighted housing clustered between the original Bingham Street redevelopment area and more recently constructed standard dwellings to the west. The neighborhood also contains a large quantity of vacant lots where new affordable homes could be constructed. A frequently mentioned objective was to provide new housing opportunities and phase rehabilitation in such a manner as to permit all residents who so wished to remain in the neighborhood. A map depicting the revitalization area and surrounding vicinity is provided as Map 1.

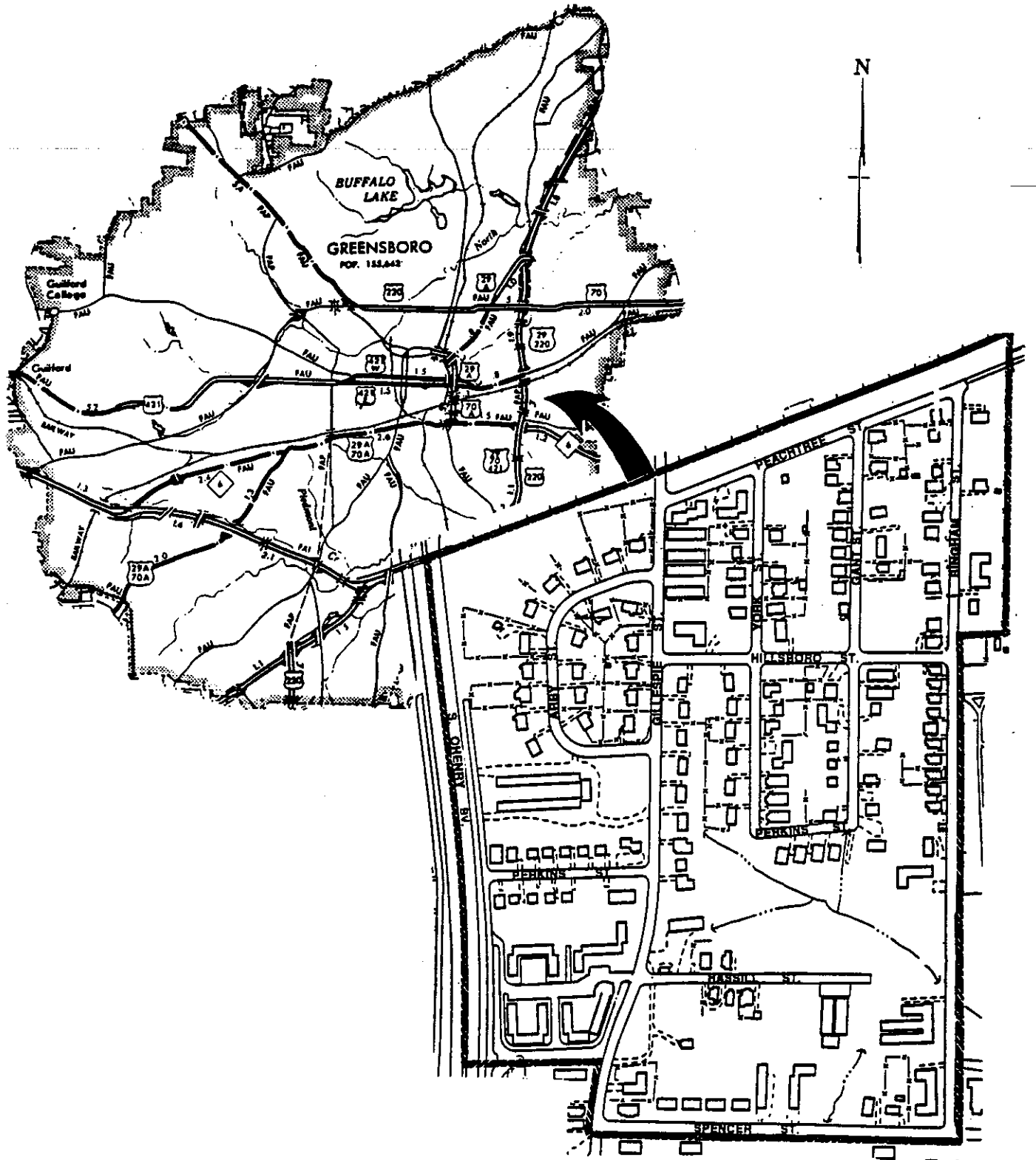
Working with a newly created community association representing neighborhood residents, the aforementioned low-income

housing groups convinced the City of Greensboro to participate in a rather unique public-private partnership involving the residents, six non-profit housing organizations, several social service providers, and the City's five Rotary Clubs. The latter group formed Neighborhoods United of Greensboro, Incorporated, a non-profit vehicle for channeling private contributions into the neighborhood to be used as seed money to stimulate revitalization initiatives.

In early 1992 the community association decided upon "Eastside Park Community" as the official name for the neighborhood, and the Greensboro Episcopal Housing Ministry (GEHM) was identified as the lead agency to undertake a detailed planning study and implementation strategy, with financial assistance by the City of Greensboro. A Steering Committee representing each of the participants was organized, a scope of services developed, and a planning team was selected consisting of Richard A. Schaub, AICP, of Greensboro, and The Wooten Company of Raleigh. A contract was executed with The Wooten Company on March 16, 1992 and work on the project commenced immediately thereafter.

### **1.1 Purpose of Plan**

The Eastside Park Community Revitalization Plan is divided into two principal parts—the revitalization plan itself and a plan implementation strategy. The plan is intended to document the revitalization activities necessary to completely upgrade the Eastside Park neighborhood over a specified time frame, in this case, five years. Once approved by the Greensboro City Council, the plan would represent an official guide for all policy decisions affecting revitalization within the neighborhood including such activities as housing rehabilitation, property acquisition and demolition, new housing development, and the



MAP 1

REVITALIZATION AREA

EASTSIDE PARK COMMUNITY REVITALIZATION PLAN

---

construction of needed public facilities such as new streets and street lights. The plan also contains specific maps and related documentation required under the North Carolina Urban Redevelopment Law thus permitting the City to acquire private property under eminent domain for redevelopment purposes.

The implementation strategy focuses upon the execution of the plan. It examines the housing needs of the residents along with their own financial resources, and attempts to match these needs with the housing production capabilities and financial resources of the participating non-profit housing sponsors. In doing this, the implementation strategy realistically determines which plan recommendations can and should be initiated during the first year, and which recommendations will need to be delayed to subsequent years of the five-year revitalization process. This strategy not only requires a thorough understanding of the housing and related needs of Eastside Park residents, but also an equally thorough understanding of the roles, responsibilities, capabilities, and financial resources of each of the organizations participating in the plan's implementation.

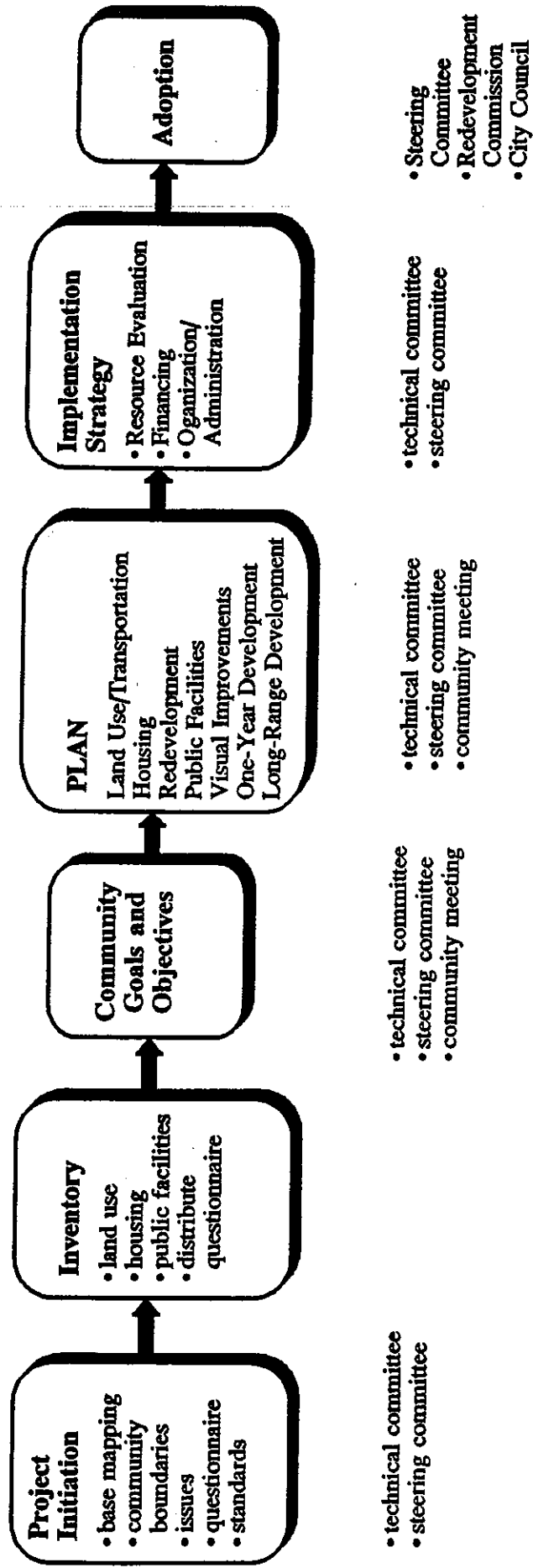
## **1.2 Planning Process**

The planning process involves the manner in which plan-related information is gathered, interpreted, and translated into goals, objectives, recommendations and implementation activities, and ultimately how the final plan document is reviewed and approved. This procedure is graphically described in the flow chart (Figure 1.1) appearing on the following page. The focal point of the planning process is the aforementioned Steering Committee which acts as the client representative with respect to the project consultant.

Serving upon the twenty-six member Steering Committee are five representatives of the Eastside Park Community Association and two representatives from each of five non-profit housing organizations. These include Greensboro Episcopal Housing Ministry, Habitat for Humanity of Greensboro, Project Homestead, Guilford Native American Association, and HME, Incorporated. The City of Greensboro and Neighborhoods United of Greensboro, Incorporated, also have two representatives. The remaining organizations have one representative each and include the Rotary Clubs, United Way of Greater Greensboro, Project Uplift, United Day Care Services, Piedmont Community Development Corporation, Foundation of Greater Greensboro, and the Greensboro Housing Coalition. There is also a technical committee comprised of staff members from the various Steering Committee organizations.

Recommendations of the consultant are initially reviewed by the technical committee for accuracy and initial screening, and then formally presented to the Steering Committee for policy review and approval. Following Steering Committee action, the recommendations are presented at a community meeting to which all neighborhood residents are invited. These meetings are coordinated through the Eastside Park Community Association. Any changes or suggestions by residents are considered and acted upon by the Steering Committee. Finally, after the plan is approved in its final form by the Steering Committee, it is submitted to the Redevelopment Commission, Planning Commission, and City Council for appropriate action.

**FIGURE 1.1 PLANNING PROCESS**



INPUT



## **2.0 Existing Neighborhood Conditions**

---

The purpose of this section of the revitalization plan is to describe and analyze the conditions existing within the neighborhood at the present time. This information will be matched with the goals and objectives of the revitalization effort to achieve an appropriate development plan, financing program and implementation strategy.

For the purposes of this plan, the neighborhood boundaries of the Eastside Park Community as established by the Steering Committee are generally Peachtree Street and the Norfolk Southern Railroad tracks on the north, U.S. 29 (O'Henry Boulevard) on the west, Spencer Street on the south, and Bingham Street on the east. The exact boundaries are graphically illustrated on the Existing Land Use-Transportation Map (Map 2) appearing on the following page.

Eastside Park is a relatively new neighborhood chiefly developed following World War II. The majority of the dwellings were constructed within the twenty-year period between 1945 and 1965 with only five houses erected prior to 1940. The median age of all housing is approximately thirty years. About thirty-five single-family homes, however, have been constructed since the late 1970s.

## 2.1 Land Use

The Eastside Park Community, as defined above, contains approximately 67 acres including public streets and rights-of-way. The neighborhood, as illustrated on the Existing Land Use-Transportation Map (Map 2), is almost exclusively residential in character with two churches and a vacant commercial structure representing the lone non-residential uses. Of a total of 142 residential buildings, ninety (63 percent) are single-family detached dwellings, twenty-four (17 percent) are two-family duplexes and twenty-eight (20 percent) are multi-family

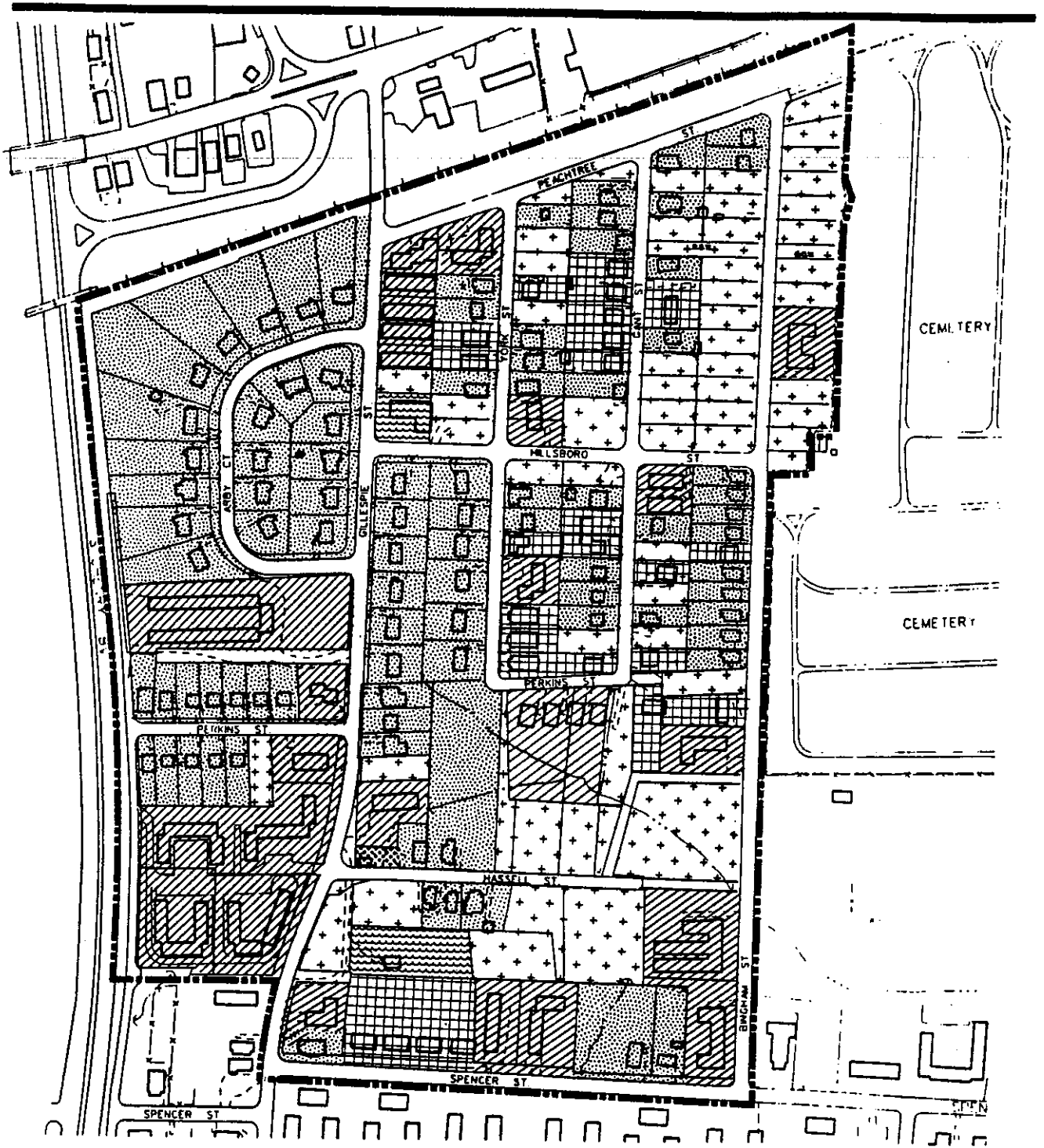
structures.

There are two sizeable blocks of contiguous single-family homes on either side of Gillespie Street and one large concentration of multi-family development in the southwest corner of the neighborhood. The remainder of Eastside Park is a medley of single-family construction, duplexes, small apartment buildings and vacant land. Representing about one-third of the total neighborhood area, vacant land is chiefly concentrated in two locations—the northeast corner of Eastside Park, where clearance has occurred within the original Bingham Street redevelopment area, and the area between Perkins and Spencer Streets, where a combination of previous demolition, steep topography and a natural drainage way has left a sizeable piece of overgrown open space. There are also numerous vacant lots scattered throughout the neighborhood. A statistical breakdown of the various land uses within the project area is provided in Table 1.







Table 1

<u>Land Use</u>	<u>Number</u>	<u>Percent</u>
Single-Family	21.3	32.0
Two-Family	6.4	9.6
Multi-Family	11.7	17.6
Commercial	.1	.1
Institutional	.9	1.4
Vacant	11.1	16.7
Right-of-Way	<u>15.1</u>	<u>22.7</u>
Total	66.6 Acres	100.0%

Land use patterns surrounding Eastside Park differ substantially from those within the neighborhood lending credence to the aforementioned established boundaries. To the north, commercial and industrial uses along East Market Street are separated from Eastside Park by the Norfolk-Southern Railroad tracks and an eighty-foot wide grassy strip between

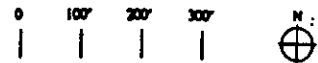


**MAP 2**  
**EXISTING LAND USE-TRANSPORTATION**

-  Single Residential
-  Two-Family Residential
-  Multi-Family Residential
-  Institutional
-  Vacant
-  Commercial

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company



---

the railroad right-of-way and Peachtree Street. This strip could be appropriately landscaped to visually screen the neighborhood from the non-compatible uses to the north. Other residential neighborhoods to the west and the vehicular traffic they generate are effectively cut off from Eastside Park by U.S. 29, a limited access highway. Spencer Street separates the neighborhood from the more densely developed Morningside Homes public housing project to the south and Bingham Street provides the border between Eastside Park and the municipal park and cemetery to the east.

The zoning classification for the majority of the land area in Eastside Park was, until recently, "RES 75" permitting single-family dwellings upon 7,500 square foot subdivided lots, and duplexes and multi-family dwellings upon somewhat larger parcels. During 1992 the City of Greensboro adopted a new Zoning Ordinance, and classified this area as "RM-18." The density requirements for single-family homes have been liberalized to a certain degree permitting such construction upon subdivided lots with a minimum of 5,000 square feet. However, the provisions for multi-family development are slightly more restrictive requiring a minimum lot size of 12,000 square feet for a duplex or three-unit structure, and another 2,420 square feet for each additional dwelling unit.

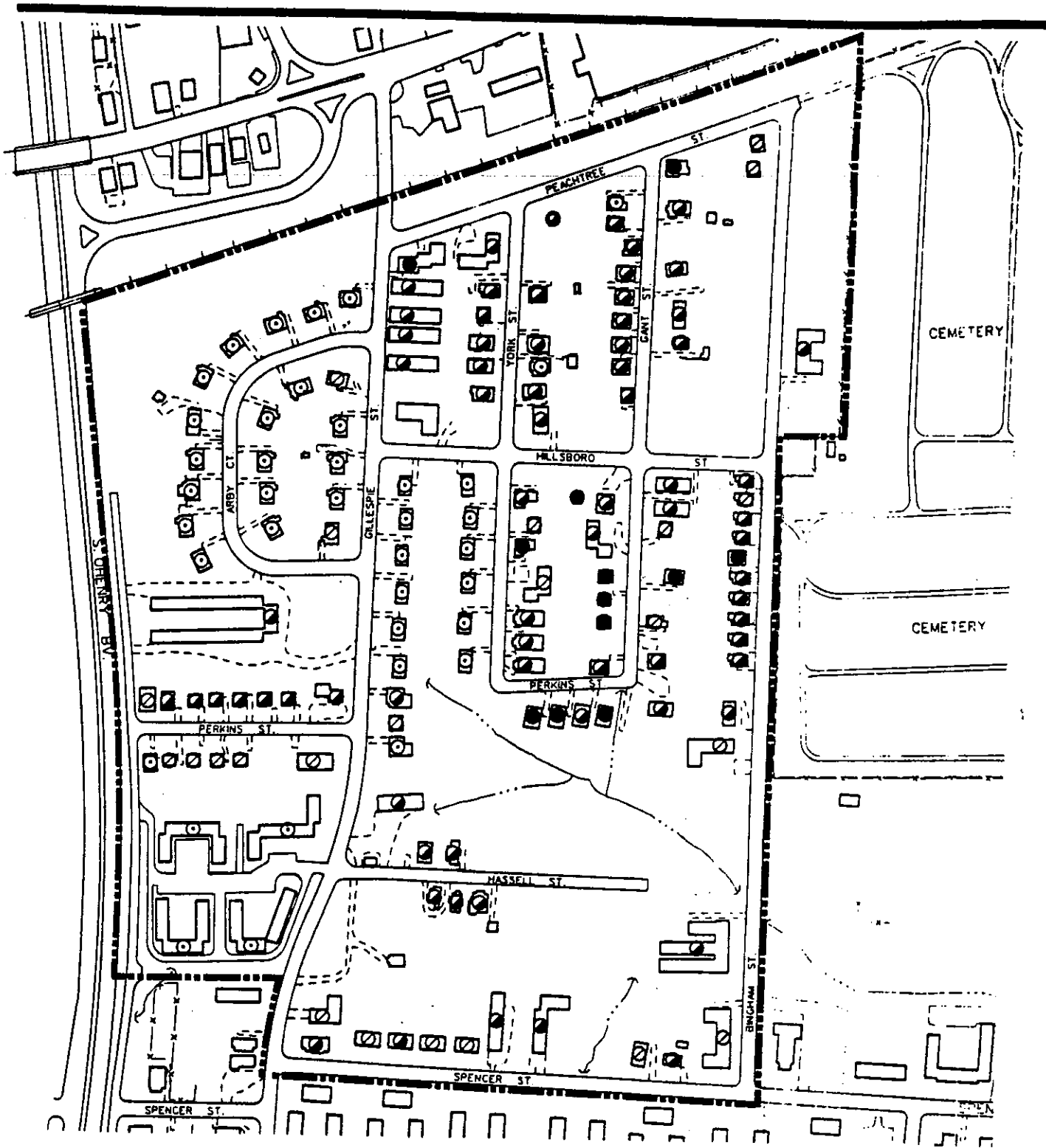
## **2.2 Housing Conditions**

Existing housing conditions within Eastside Park are illustrated on the Existing Housing Conditions Map (Map 3) on the following page. Based upon a windshield survey conducted in April 1992, the physical condition of the neighborhood's residential buildings was placed in one of four categories: standard, minor deficiencies, major deficiencies, or dilapidated. It should be noted that the assessment of structural conditions was based solely upon an external survey in which

building deficiencies and the relative cost of correcting these deficiencies were estimated. Dwellings classified as "standard" were considered free of any obvious building deficiencies and, therefore, do not require any specific attention in implementing the Eastside Park Community Revitalization Plan. Structures classified as having "minor deficiencies" were those which appeared to need up to \$4,000 per dwelling unit to address a lack of routine maintenance or minor code violations. Dwellings classified as having "major deficiencies" appeared to need more than \$4,000 per unit to correct more serious building deficiencies including major code violations. Finally, structures classified as "dilapidated" were those having severe structural damage or original construction of such poor quality and design to render further investment in rehabilitation unwise.

In addition to the units cited for demolition for the above-stated reasons, there are other structures in the neighborhood which should be considered for demolition by virtue of inadequate setbacks and the need for adequate parking. The cluster of "barrack" style apartment buildings at the corner of Gillespie and Peachtree Streets is a case in point. The buildings appear to be sitting on the right-of-way and have no off-street parking at all. In addition, they create a negative visual image for the neighborhood to visitors entering from Market Street. Nonetheless, these buildings do provide needed affordable housing and except for the boarded-up structure directly on the corner, appear to be in fairly good structural condition.

Housing conditions as documented in the April 1992 survey are summarized in Table 2 on the following page. The survey determined that there are currently a total of 295 dwelling units contained within Eastside Park's 142 residential structures. Although the 90 single-

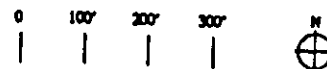


**MAP 3**  
**EXISTING HOUSING CONDITIONS**

- Standard
- ◌ Minor Deficiencies
- Major Deficiencies
- Dilapidated

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company



**Table 2**  
**Existing Housing Conditions**  
**Eastside Park Community**  
**April 1992**

	Standard		Minor Deficiencies		Major Deficiencies		Dilapidated		Totals		Percent of Totals	
	Bldgs	Units	Bldgs	Units	Bldgs	Units	Bldgs	Units	Bldgs	Units	Bldgs	Units
Single-Family	34	34	14	14	37	37	4	4	89	89	63.0%	30.5%
Duplexes	0	0	3	6	18	36	3	6	24	48	17.0%	16.3%
Multi-Family	4	32	5	19	15	89	4	17	28	157	20.0%	53.2%
Totals	38	66	22	39	70	162	11	27	141	294	100.0%	100.0%

family homes account for 63 percent of all residential buildings, they amount to only 30.5 percent of total units. On the other hand, the 28 multi-family buildings (20 percent of all buildings) which contain 157 dwellings account for 53.2 percent of all units. The 24 duplexes interestingly represent 17 percent of the total residential buildings and 16.3 percent of the total dwelling units.

As indicated in the above table, a total of 38 structures containing 66 dwelling units were found to be in standard condition representing 22.4 percent of all of Eastside Park's dwellings. Another 22 buildings with 39 units (12.9 percent of all dwellings) have minor deficiencies, while 70 buildings with 162 units have major deficiencies. The remaining 11 structures with 27 units were determined to be dilapidated.

The housing conditions survey also examined vacant unoccupiable units within the neighborhood. For the purposes of this study, dwelling units were considered unoccupiable only if they were obviously unfit for occupancy at the time of the survey such as boarded-up dwellings or those with missing windows or doors. The results of this survey are summarized in Table 3 on the following

page.

As indicated in Table 3, a total of 47 units within 24 structures were found to be vacant unoccupiable at the time of the housing conditions survey. Twenty-four of these vacancies (51.1 percent of all vacant units) were located within multi-family structures, whereas only ten single-family dwellings (21.3 percent) were found to be vacant unoccupiable. Duplexes account for 27.6% of the total. Nineteen of the units are in dilapidated buildings. The remaining 28 units are in structures having major deficiencies but still considered feasible for rehabilitation. It should be noted that nine additional occupied units are proposed for demolition within an apartment complex generally scheduled for rehabilitation. Also, families in other dwellings might have to be relocated during the rehabilitation process. Therefore, it will be necessary to carefully coordinate demolition and rehabilitation activities so as to minimize the need to relocate Eastside Park families outside of the neighborhood.

**Table 3**  
**Existing Vacant Unoccupiable Dwelling Units**  
**Eastside Park Community**  
**April 1992**

	Major Deficiencies		Dilapidated		Total Vacant	
	Buildings with Vacancies	Total Vacant Units	Buildings with Vacancies	Total Vacant Units	Units	Percent of Total
Single-Family	6	6	4	4	10	21.3%
Duplexes	5	7	3	6	13	27.6%
Multi-Family	4	15	2	9	24	51.1%
<b>Total</b>	<b>15</b>	<b>28</b>	<b>9</b>	<b>19</b>	<b>47</b>	<b>100.0%</b>

### 2.3 Population/Household Characteristics

Since detailed information concerning Eastside Park's demographic and household characteristics is not currently available from the 1990 U.S. Census, a household survey entitled, "Eastside Park Community Questionnaire," was designed to obtain required data. This survey was intended to provide both general population data such as age and family composition, and information pertaining to housing needs including income and rental levels, and the type and size of new housing desired by neighborhood residents. The questionnaire was also designed to provide a mechanism for obtaining citizen input regarding neighborhood needs and the types of improvements which would be of greatest benefit to the community. Although voluntary response questionnaires cannot be used to infer, with any great precision, statistical information about all neighborhood residents, the Eastside Park questionnaire is useful in providing a general profile of the community. A total of 242 survey questionnaires was distributed to the occupied households within the neighborhood by members of the Eastside Park Community Association. One hundred two (42.2 percent) of these questionnaires

were completed and returned. Tabulated results indicate that 23 households (22.5 percent) contained only one person and 36 (35.3 percent) were two-person households. Seventeen households (16.7 percent) had three persons followed by 11 (10.8 percent) with four persons and 9 (8.8 percent) with five. Only five households had six or more family members. The 102 responding households accounted for a total of 272 persons with an average household size of 2.67. Assuming this average could be applied to the 242 occupied dwelling units within Eastside Park, the neighborhood would have a total population of approximately 645.

Information concerning age was provided for 256 of the 272 total persons accounted for in the completed questionnaires. Twenty-seven (10.5 percent) of these 256 residents were preschool age children under five years of age, 37 (14.5 percent) were grade school children between 5 and 15 years of age, and 20 (7.8 percent) were high school age children between 15 and 17 years old. Another 20 residents (7.8 percent) were young adults between 18 and 24 years of age, and 43 (16.8 percent) were senior citizens age 62 and above. The largest group by far were adults

---

between 25 and 61 years of age accounting for 109 persons or 42.6-percent of the total. The median age of the neighborhood's population is, therefore, approximately 33 years.

With regard to housing needs and related issues, responses were received from nineteen (19) owner-occupants and eighty-two (82) renters with one respondent not answering. The graphs appearing on the following pages (Figure 2.1) indicate the contrasting viewpoints regarding housing needs and neighborhood problems and opportunities among these two groups.

**2.3.1 Owner-Occupants.** Owner-occupants in the neighborhood tend to be long-term residents and largely empty-nesters. Respondents indicated that they had lived in their homes for an average of 17 years and had been living in Eastside Park for an average of 21.5 years. According to the survey, there are forty-five residents living in the nineteen owner-occupied dwellings, but only nine under the age of twenty-five. One occupant (2 percent) was under 5 years of age, three (7 percent) between the ages of 5 and 14, four (9 percent) between ages 15 and 17, and only one (2 percent) between 18 and 24 years of age. Twenty-six occupants (58 percent) were reported between 25 and 61, and ten (22 percent) were senior citizens (62 years of age or older). Four occupants (8 percent) were indicated as being disabled.

Owner-occupant residents indicated very little desire to move away from the neighborhood but did express strong concern about the drug problem in the community. Prostitution and loitering were also frequently mentioned. Needed improvements mentioned most often were a children's playground, better street lights, rehabilitation of the existing housing stock, and a daycare center.

Respondents rely almost exclusively on private automobiles for their transportation needs. Taxis and buses are rarely used. Only one household reported not owning at least one automobile.

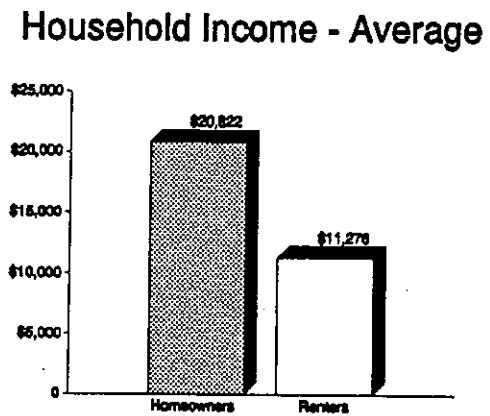
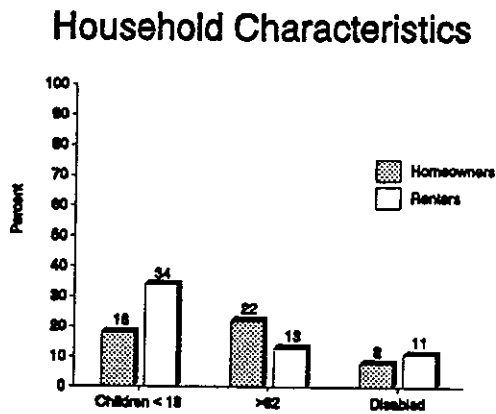
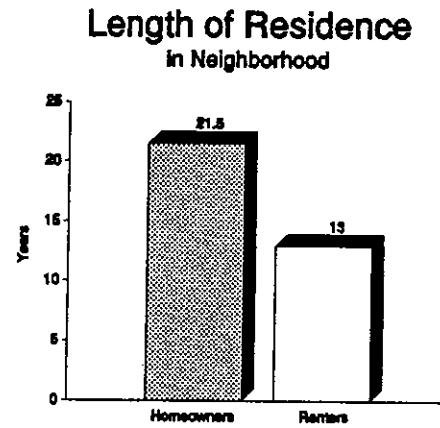
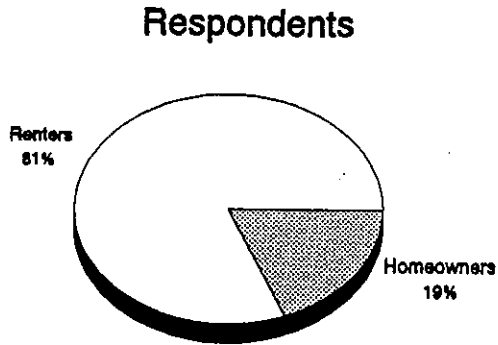
Household income was divulged by only eight of the nineteen respondents. The average reported income was \$20,822. Most respondents in the owner-occupied households continue to work full-time. Six households reported at least one retired occupant. Only one individual reported being unemployed.

**2.3.2 Renters.** Responses from renter households also indicate a great deal of stability with respect to the length of time living in Eastside Park. The average time in their current home was reported to be almost nine years, and the average time in the neighborhood was just over thirteen years. Fifty-seven percent of respondents indicated that they had no desire to move from their existing residence, and, of those expressing a desire to move, only twenty-two percent stated that they might move out of Eastside Park if given the opportunity. No resident reported a definite desire to move from the community. Reasons given most often for wanting to move were the desire for a larger unit or a better maintained unit. The need for additional room was reflected in the number of bedrooms desired, which was reported to be as follows: one-bedroom (8 percent), two-bedroom (44 percent), and three or more bedrooms (48 percent). The unit type desired was single-family (53 percent), duplex (21 percent), and multi-family (26 percent). Respondents expressed a slight preference for renting (57 percent) as opposed to owning (43 percent).

According to the survey, there are 226 residents accounted for in the eighty-two renter households. Of the 211 occupants whose ages were reported, 26 (12 percent) were children

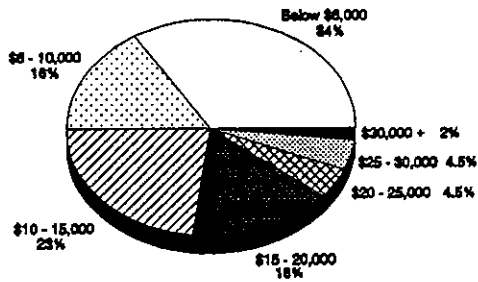


**FIGURE 2.1 SURVEY RESULTS**

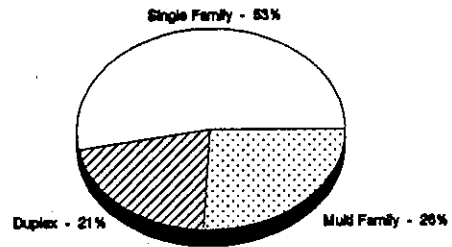


**FIGURE 2.1 (Continued)**

**Household Income - Renters**



**Unit Type Desired - Renters**



**NEIGHBORHOOD PROBLEMS/NEEDS**

	Homeowners	Renters
<b>Concerns</b>		
Drugs	•	•
Prostitution	•	
Loitering	•	
Gang-Related Violence		•
Outsiders		•
<b>Needs</b>		
Playground	•	•
Street Lights	•	•
Housing Rehab	•	•
Day Care Center	•	•
Sidewalks		•

---

under the age of 5, 34 (16 percent) were children between 5 and 14 years of age, 16 (7 percent) were between 15 and 17 years of age, and 19 (9 percent) were between 18 and 24. Of the older adults, 83 (40 percent) were between 25 and 61 years of age and 33 (16 percent) were senior citizens. Twenty-five persons (12 percent) were reported to be disabled. With regard to rental unit type, 25 percent of the 82 renter households lived in single-family dwellings, 14 percent in duplexes, and 61 percent in multi-family units. The average rent reported was \$231 per month.

Only 41 percent of the adults are reported to be employed on a full-time basis and another 14% are reported to be working part-time. Eighteen percent were reported to be retired. The remaining 27 percent are not working. How many of the adults who are not working are actually unemployed and looking for work cannot be stated with any accuracy. The average reported income was \$11,276. Thirty-four percent of the respondents had incomes below \$6,000 and it would appear from the questionnaire that this group is about evenly divided between Social Security recipients and AFDC recipients. Another 16 percent had incomes between \$6,000 and \$10,000 annually. The remaining income brackets were as follows: \$10,000-\$15,000 (23 percent); \$15,000-\$20,000 (16 percent); \$20,000-\$25,000 (4.5 percent); \$25,000-\$30,000 (4.5 percent); and above \$30,000 (2.0 percent).

As one might expect, given the low incomes, renter households were much more likely than owners to rely on public transit. Buses were reported to be the most frequently used means of transportation, followed by private cars, walking, and taxis.

When asked about problems in the neighborhood, respondents overwhelmingly

pointed to drugs as the single most serious threat to the community. Related problems such as crime, gang-related violence, and "outsiders" were also frequently mentioned. When asked about needed neighborhood improvements, the most frequently cited item was better street lights, followed by a daycare center, a children's playground, improved sidewalks, and housing rehabilitation.

**2.3.3 Analysis of Housing Needs/Affordability.** The following information has been taken from the Eastside Park Community Questionnaire for the purpose of assisting non-profit housing organizations in identifying potential purchasers of affordable housing from among respondents of the household questionnaire. This information is also intended to assist in matching the housing needs of neighborhood residents with their financial resources where income information has been provided in the questionnaire.

Only thirty-six (36) respondents (35.3 percent of the 102 households completing the questionnaire) reported any desire whatsoever to move from their present home and seek new housing. Fourteen (14) of these expressed a definite desire to move, and twenty-two (22) answered the question as to their moving intentions with a "maybe." Three (3) of the potential movers are owner-occupants and thirty-three (33) are renters. Thirty-two (32) of the movers wish to remain in Eastside Park and four (4) desire to leave the neighborhood.

Of the thirty-two (32) respondents indicating a desire to purchase housing in Eastside Park, nineteen (19) expressed a desire to buy a home and thirteen (13) wished to rent. Of the buyers, fifteen (15) require a three-bedroom single-family house, three (3) want a two-bedroom house, and one (1) did not specify the desired number of bedrooms nor provide any income information.

---

Eight (8) of the fifteen respondents wanting a three-bedroom house provided income data. Annual income ranged from a high of \$32,600 to a low of \$11,000 and averaged \$19,050 per year. Two (2) of the three respondents wanting a two-bedroom house reported their annual income which averaged \$17,600 per year.

The thirteen (13) respondents preferring rental housing indicated housing preferences as follows: one (1) three-bedroom duplex; two (2) two-bedroom duplexes; one (1) one-bedroom duplex; three (3) three-bedroom multi-family units; four (4) two-bedroom multi-family units; and two (2) one-bedroom multi-family units. Only four (4) of the thirteen respondents reported their income. Annual income ranged from a high of \$5,616 to a low of \$3,612 and averaged \$4,704 per year.

## 2.4 Transportation

The transportation system serving the Eastside Park Community consists of highway/streets, public transit, and pedestrian walkways.

**2.4.1 Highway/Streets.** The highway/streets system serving the Eastside Park Community is illustrated on the aforementioned Land Use-Transportation Map (Map 2). Access to and within the neighborhood is principally tied to the existing grid-type public street and highway system. Two major thoroughfares, U.S. 29 (O'Henry Boulevard) and East Market Street, provide access to destinations throughout the City and the region beyond. U.S. 29 immediately west of the neighborhood is a north-south limited access highway connecting with Interstate 85 and 40 to the south and providing access to Wendover Avenue (U.S. 70, 220, and 421), Cone Boulevard, and Carolina Circle Mall to the north. East Market Street, one block north of Eastside Park, is a four-lane east-west highway

affording direct access to North Carolina A&T State University and downtown Greensboro to the west and Wendover Avenue (U.S. 70) to the east.

Two collector streets, Gillespie and Spencer, pass through the neighborhood and provide for both internal traffic distribution and for access to adjoining neighborhoods. Gillespie Street, a two-lane north-south avenue, provides the primary gateway to Eastside Park as it crosses the right-of-way of the Norfolk Southern Railroad one block south of East Market Street. This street continues south intersecting with Spencer Street and affording access to the neighborhood immediately south of Eastside Park. Spencer Street, also a two-lane roadway, runs in an east-west direction between U.S. 29 and South English Street. It provides access to the residential areas immediately to the east. The City of Greensboro has no plans in the foreseeable future to change, widen or make significant improvements to any of the four highways described above.

The remainder of Eastside Park is served by relatively narrow local streets generally within 30-foot rights-of-way. All neighborhood streets, including Gillespie and Spencer, are paved and provided with curb and gutter. They all appear to be in good condition. The only obviously deficient roadway is Hassell Street which dead ends without a proper cul-de-sac turnaround. Because of public safety concern, the City favors extending Hassell Street to the east to intersect with Bingham Street rather than maintaining it as a dead end street.

In spite of the relatively good roadway system, the Eastside Park Community does not rely on private automobiles for the majority of its internal or external transportation trips. According to the results of a household survey

---

conducted as a part of the planning process, only 58 percent of Eastside Park's families own an automobile. Furthermore, only 36 percent of neighborhood residents regularly use an automobile for travel purposes. When asked what form of transportation they used to meet their needs, 31 percent indicated that they used public transit; 20 percent stated that they walked; and 13 percent relied on taxicab service. It is, therefore, necessary to examine the City's transit service and the neighborhood's pedestrian walkway system to obtain a truly comprehensive understanding of transportation facilities serving Eastside Park.

**2.4.2 Public Transit.** Public transit is provided by the Greensboro Transit Authority (GTA) which was created in 1991 when the City took over the service formerly operated by Duke Power. An entirely new fleet of bus was purchased at that time offering special services for the disabled. Two GTA bus routes serve the Eastside Park Community. Bus Route #1 (Bessemer Avenue) is the most convenient to the neighborhood operating along East Market Street one block north of the neighborhood. This route provides service directly to downtown Greensboro where passengers can transfer to any of GTA's other fifteen routes. This bus would also offer direct access to North Carolina A&T State University. Bus Route #5 (Gorrell/Banner) can also be accessed by Eastside Park residents at the corner of Spencer and South English Streets. A walk of approximately ten minutes would be required in an easterly direction along Spencer Street from the southeastern corner of the neighborhood at Bingham Street. The #5 bus also provides service to downtown via Gorrell Street as well as direct access to Bennett College.

The previously mentioned household survey identified a minimum of 29 disabled persons residing in 28 neighborhood households out of

102 households returning the survey questionnaire. This represents approximately 42 percent of Eastside Park's total households and suggests that as many as 69 disabled individuals (11 percent of the total population) may reside in the neighborhood. Although it would appear that Bus Route #1, as presently configured, is sufficiently convenient to adequately serve the Eastside Park Community. Based upon the survey results, some consideration might be given in the future to providing more direct service within the neighborhood in light of the disabled population.

**2.4.3 Pedestrian Walkway System.** Eastside Park's pedestrian walkway system is limited to sidewalks along Gillespie and Spencer streets. Continuous sidewalks are located along the east side of Gillespie from Spencer to Hillsboro, and then along the west side of Gillespie from Hillsboro to East Market. Sidewalks along Spencer are located on the south side of the street. The present sidewalk system along these two collector streets provides safe pedestrian access to both shopping facilities and public transit, and, therefore, needs to be adequately maintained. Vehicular traffic on the local internal streets of Eastside Park is surprisingly light. For this reason, and due to the lack of adequate front yard setbacks, additional sidewalk construction is probably not feasible. An exception might be along the north side of Hillsboro Street between Gillespie and Bingham streets where adequate right-of-way appears to exist. Placement of sidewalks in this location would provide an additional pedestrian walkway within the center of the neighborhood affording safer access to Gillespie Street. This action would also address the concerns of 74 percent of the families participating in the household survey who identified improved sidewalks as a priority neighborhood need.

---

## 2.5 Public Utilities

Existing public utilities including water and sewer lines and storm drainage facilities are identified on the Composite Utilities Map (Map 4) appearing on the following page. Eastside Park is serviced by series of 6-inch water lines which appear to be fully adequate and in good condition. The number and location of fire hydrants also appear to be adequate. Sewerage service is provided by means of a series of 8-inch sewer lines which are all in good condition with the exception of two segments running between Gillespie and Bingham streets along Hassell and Perkins streets. The City of Greensboro expects to upgrade these two segments in the near future. Storm drainage is adequately handled through existing storm sewers and by means of a natural drainage way flowing in a southeasterly direction between the intersections of York and Perkins Streets and Hassell Street near its intersection with Bingham Street.

Finally, street lighting in Eastside Park is provided primarily at street intersections and at mid-block locations. This services does appear to be somewhat deficient and was the public facility mentioned most often in the household survey as being inadequate. Eighty-three percent of households participating in the survey identified the need for improved street lights. The City of Greensboro has indicated that it is aware of this deficiency and is in the process of making necessary improvements.

## 2.6 Community Facilities and Services

Other than the aforementioned public utilities, there are no publicly-owned or operated community facilities such as parks and libraries within the neighborhood. There is a municipal park known as Bingham Park immediately to the east adjacent to Bingham Street. Residents of Eastside Park, however, have reported that this park is not suitable for

younger children, particularly in light of the frequent drug activity within this recreation facility. Seventy-five percent of those families participating in the household survey identified a children's playground within the neighborhood as a high priority need. A portion of the previously mentioned drainage way with a total area of about 3.0 acres might be improved at some future date for playground use.

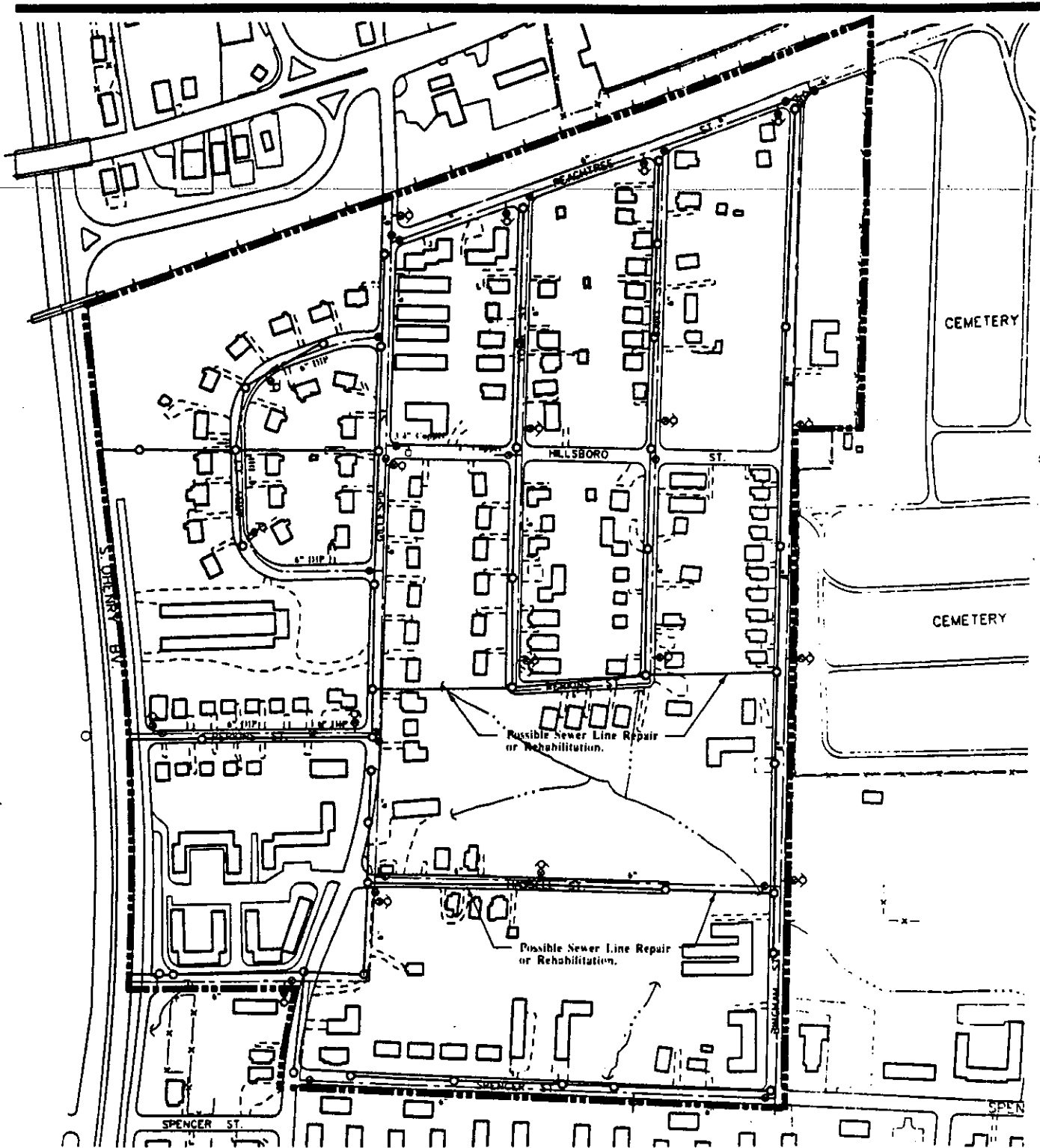
Some of the residents participating in the household survey indicated the desirability for day care services and a community center/recreation building. Although these were not among the highest priority needs, their relative feasibility might be considered at an appropriate time in the future.

Finally, in response to the high crime rate within Eastside Park and adjacent areas, the City's Police Department has enhanced police protection through the assignment of specific police officers to patrol the neighborhood on a more or less permanent basis. The Department has also stepped up its efforts to maintain good public relations. This action is noteworthy in light of the fact that crime and drugs were identified by almost every participant in the household survey as Eastside Park's number one problem.

## 2.7 Adjacent Area Influences

The following external features have been identified as positive and negative influences upon the Eastside Park Community.

Positive influences include significant multi-family rehabilitation efforts such as the Lincoln Grove Apartment Complex both east and west of the neighborhood and the Greensboro Episcopal Housing Ministry's twenty-unit apartment complex on Spencer Street immediately east of Eastside Park.

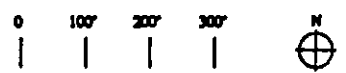


**MAP 4**  
**COMPOSITE UTILITIES**

- Existing Sewer Line
- - - Existing Water Line
- Existing Manhole
- ⊕ Existing Fire Hydrant
- Existing Valve

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company



---

Negative features include pedestrian and vehicular traffic through Eastside Park generated by the high density development to the south, and the commercial establishments located on East Market Street which attract pedestrian traffic through the neighborhood for the purpose of purchasing alcoholic beverages.



---

## **3.0 Goals and Objectives**

---

---

The following goals and objectives are intended to provide the primary focus and direction for the specific recommendations and implementation strategies to follow in the Eastside Park Community Revitalization Plan. They are based upon problems and opportunities identified in the preceding Existing Neighborhood Conditions phase of the planning process, and upon input received by way of the Eastside Park Community Questionnaire, and from the Technical Committee, Steering Committee, and community meetings.

Goal: To make Eastside Park a safe and attractive neighborhood offering decent and affordable housing and nurturing living environment.

Goal: To improve the housing stock in Eastside Park while maintaining affordability for persons of low- and moderate-income and minimizing involuntary displacement from the neighborhood.

Goal: To create within the neighborhood a sense of community solidarity and empowerment to resist the threats of drugs, crime, and apathy.

Objectives: Strengthen the neighborhood fabric by fostering programs that provide for increased homeownership.

Provide programs offering rehabilitation assistance tailored to the needs of homeowners, investors, and tenants in tandem with conducting a neighborhood-wide code enforcement effort. In so doing, provide for rent control mechanisms to keep housing affordable.

Provide for speedy eminent domain or condemnation proceedings against investor owners not willing to cooperate in the rehabilitation process in order to eliminate the stigma associated with boarded-up buildings.

Eliminate conditions in the neighborhood which are conducive to loitering and illicit activity and provide for a level of lighting at night which discourages such activity. Address adjacent area influences.

Provide for general improvements to the visual quality of the neighborhood to signal a new era within the community and to provide for an on-going program of neighborhood involvement.

Provide for a children's play area within the neighborhood which is centrally located and sited in a way which provides for visual surveillance by adults.

---

## **4.0 Revitalization Plan**

---

---

Based upon the existing neighborhood conditions and goals and objectives stated previously, a strategy has been developed for stabilizing the Eastside Park Community and encouraging new investment while at the same time ensuring that it remains affordable to the current residents and that involuntary displacement from the neighborhood is minimized. Recommendations are made concerning land use and transportation; housing; redevelopment; acquisition, clearance, and relocation; public facilities; and visual improvements. A one-year and a long-range development plan are presented.

#### **4.1 Land Use and Transportation**

Future land use and transportation recommendations for the Eastside Park community are as follows:

**4.1.1 Land Use.** The recommended land use plan for the neighborhood provides for an increase in single family development and a resulting decrease in the amount of land devoted to two-family or multi-family residential. The increase in single family development (and therefore owner-occupants) is seen as a critical aspect in stabilizing the neighborhood. However, the importance of the rental housing in the neighborhood in providing badly needed affordable housing and minimizing involuntary displacement is also recognized. Aside from those units slated for acquisition and clearance by the plan or subsequently determined by an inspection to be in need of clearance, there is nothing proposed in this plan that would reduce the number of duplex and multi-family units or render such development non-conforming with respect to the City's zoning ordinance. As indicated by Map 5, the recommended land use categories are "Single Family Residential", "Two-Family Residential", "Multi-Family Residential", "Institutional", and "Open Space".

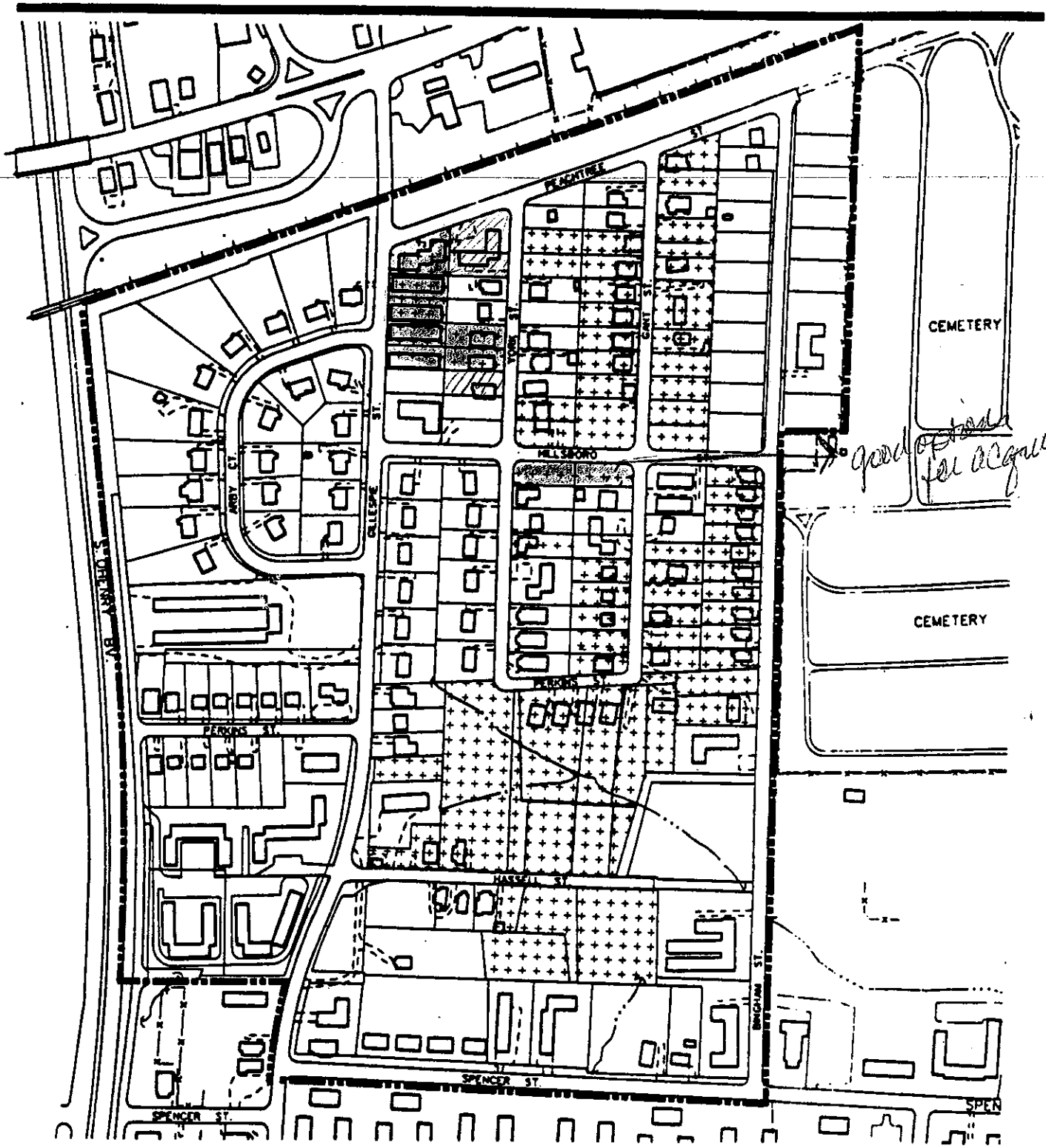
**4.1.2 Transportation.** The only transportation related improvements proposed by this plan is the extension of Hassell Street to Bingham Street. Ordinarily, such an action would not be recommended because of the associated construction cost and the inefficiency in the lot pattern which results. However, in this case, the extension is justified on public safety grounds, primarily the ability of the police department and other public safety agencies to maintain maximum maneuverability in the neighborhood.

#### **4.2 Housing**

The provision of standard, affordable housing for all of the residents of Eastside Park is a major objective of the revitalization plan. Recommendations for both new construction and rehabilitation of existing housing are provided below. Recommendations for housing rehabilitation and land assembly are depicted on Map 6. Map 7 depicts existing land ownership patterns which are considered significant.

**4.2.1 New Construction.** The construction of 59 new single family detached owner-occupant units is proposed. Sixteen units are to be constructed in the northeast corner of the neighborhood where previous clearance efforts were conducted. Up to 16 single family lots will be created within the Hassell Street Redevelopment Area (see Section 4.3), depending on the City's ability to assemble all of the proposed parcels. The remaining 27 new homes are proposed for scattered vacant lots and lots which are proposed for acquisition and clearance.

**4.2.2 Rehabilitation.** A total of 192 units are proposed for rehabilitation or repair. Of that total, 51 are single family detached units, 42 are duplex units, and 99 are units within multi-family structures. At a very minimum,



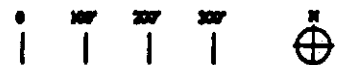
MAP 6

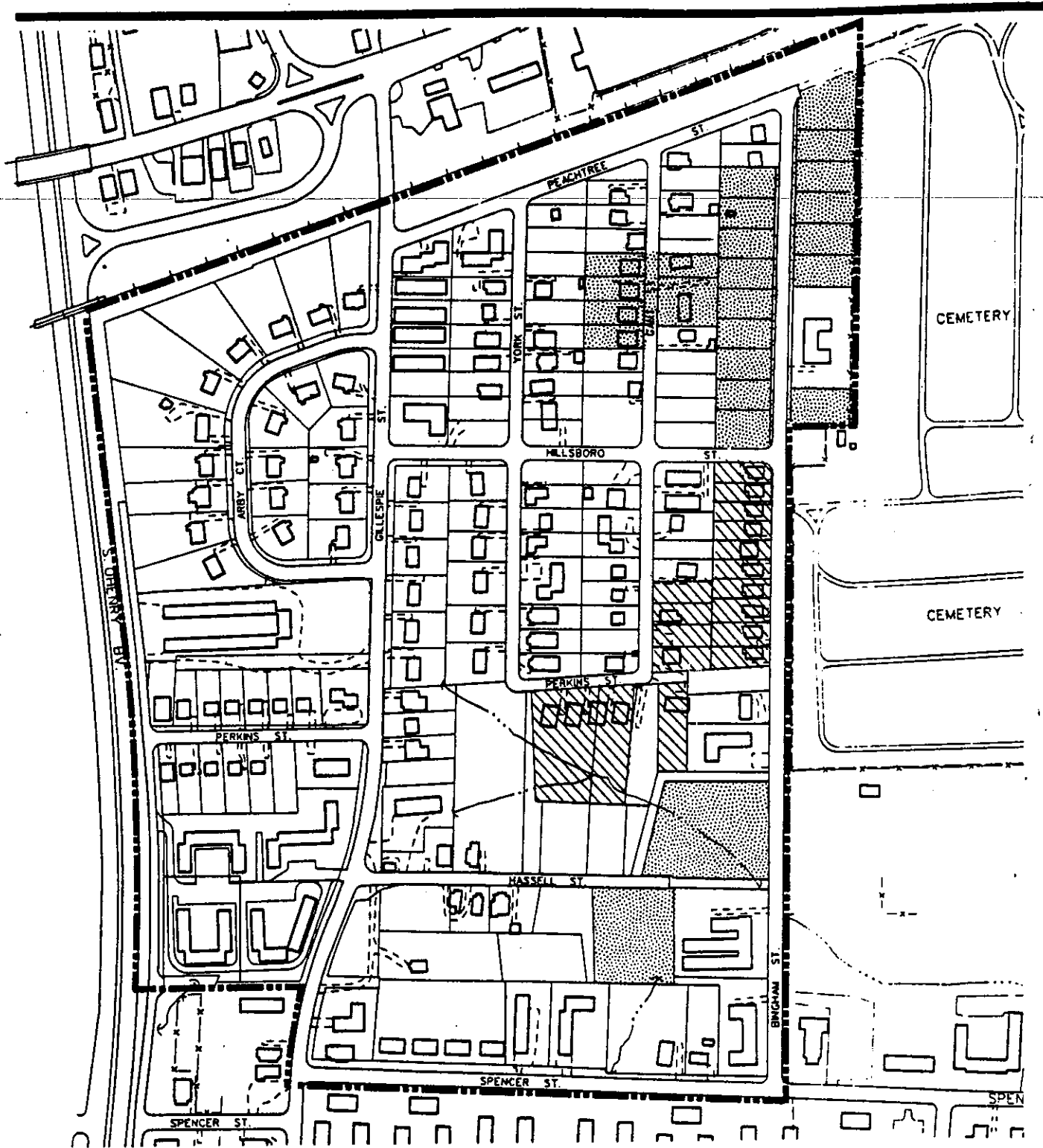
PROPERTY ACQUISITION

\*\*\*\*\* To be Acquired



EASTSIDE PARK COMMUNITY REVITALIZATION PLAN

The Wooten Company



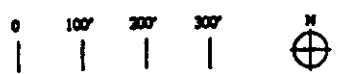


**MAP 7**  
**SIGNIFICANT**  
**LAND OWNERSHIP PATTERNS**

 Currently Assembled  
 Property Under One Ownership

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company



---

all rehabilitation must meet the Section 8 Existing Housing Quality Standards which are outlined in the Appendix to this plan and the City's Housing Rehabilitation Standards which are incorporated by reference.

### **4.3 Redevelopment**

The only major land assembly and replatting proposed in the neighborhood is along Hassell and Perkins Streets (see Map 8). Portions of the property has already been acquired and negotiations are underway to acquire the remainder of the property. As proposed, the redevelopment of the Hassell/Perkins Street area will eliminate four dilapidated structures and provide for up to fourteen new single family building lots. The redevelopment effort also includes the extension of Hassell Street to Bingham and the clearing of all vines and underbrush from the drainage area lying between Hassell and Perkins Streets.

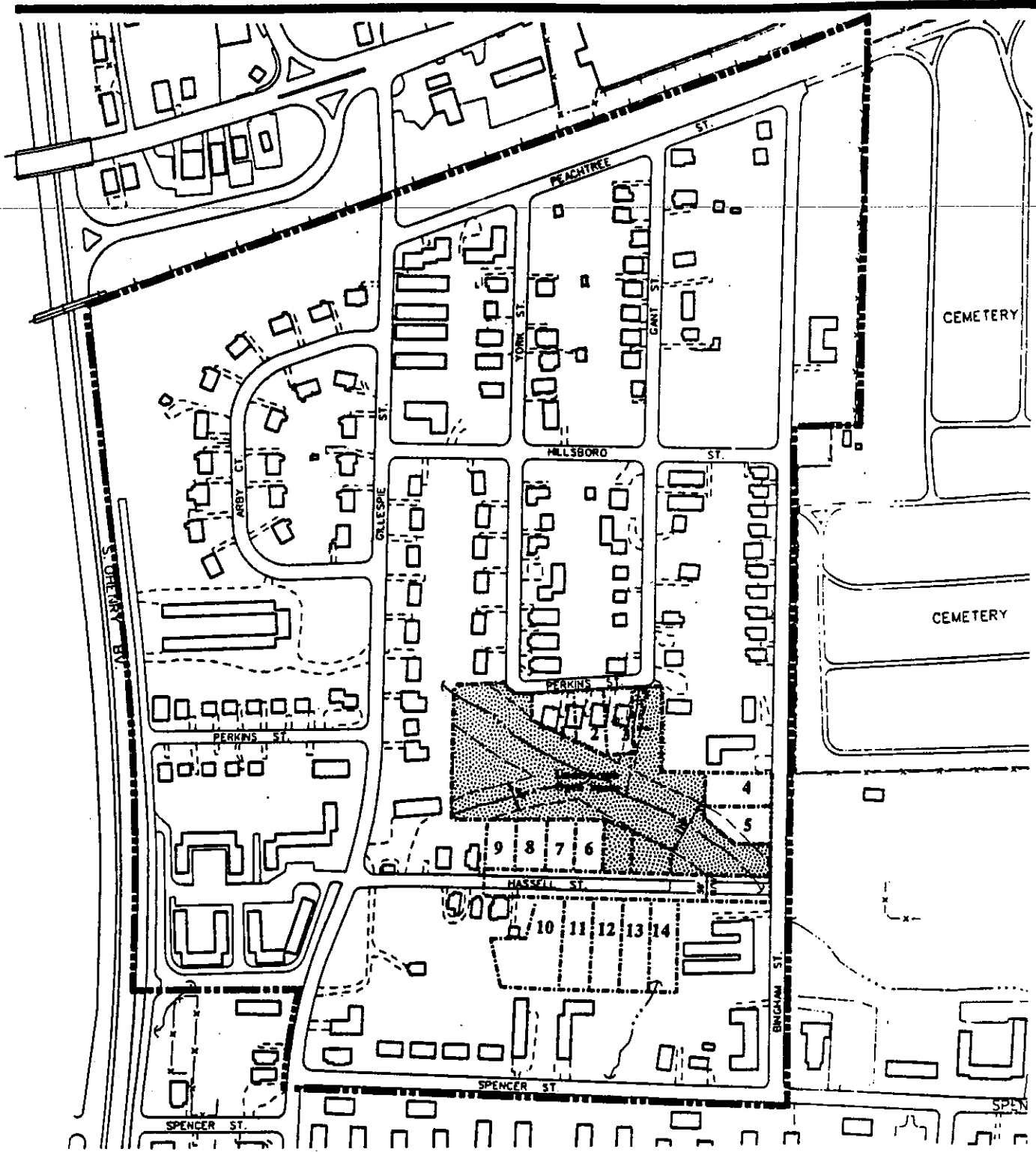
### **4.4 Acquisition, Clearance, and Relocation**

The acquisition and clearance of 36 deteriorating and dilapidated units is proposed. As indicated on Map 6, four of those units are single family, six are duplex units (three structures) and 26 are units located in multi-family structures. An additional 24 units are proposed for acquisition and rehabilitation. Nine of these units are single family structures located on Bingham Street which are under single ownership. The remaining 15 units represent the proposed acquisition and renovation of the four barrack-style buildings located on Gillespie Street just south of Peachtree. Currently, these buildings have no setback at all on Gillespie and the two buildings in the center are so close together that it is unlikely that they can be brought into compliance with fire codes. Also, there is no off-street parking available for any of the 24 units in the four-building complex. As illustrated by Figure 4.1, the proposal is to



eliminate one building entirely and to remove the end unit from the remaining three buildings. Incorporating the property immediately on the corner of Peachtree and Gillespie into the project provides for a total of 23 off-street parking spaces, sidewalks, and landscaped areas. Although there is a net loss of nine units, this proposed project does allow for saving the maximum possible number of units and maintaining them in the affordable housing inventory. If the nine affected units are occupied at the time the project is initiated, the residents should be provided with relocation assistance in accordance with the provisions of the City's Relocation Policy. As many as 18 additional units proposed for acquisition elsewhere in the neighborhood are currently occupied. These households will also be eligible for relocation benefits if they are residing in the units at the time acquisition proceedings begin. This acquisition activity would bring the potential number of households requiring relocation to a total of 27. As indicated in Section 3.0, there are 47 vacant unoccupiable units in Eastside Park of which 19 are proposed for demolition. With a balance of only 28 vacant units available as a relocation resource, careful coordination will be required to minimize involuntary displacement from the neighborhood.

### **4.5 Public Facilities**

The only public facility improvement strongly recommended by the plan is the installation of additional street lights throughout the neighborhood. According to City of Greensboro staff, the street light installation is scheduled for fall 1992. Although the neighborhood lacks sidewalks except along Gillespie, the construction of additional sidewalks is not seen as a high priority relative to the more pressing housing needs in the area.

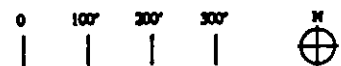


**MAP 8**  
**HASSELL-PERKINS STREET**  
**REDEVELOPMENT AREA**

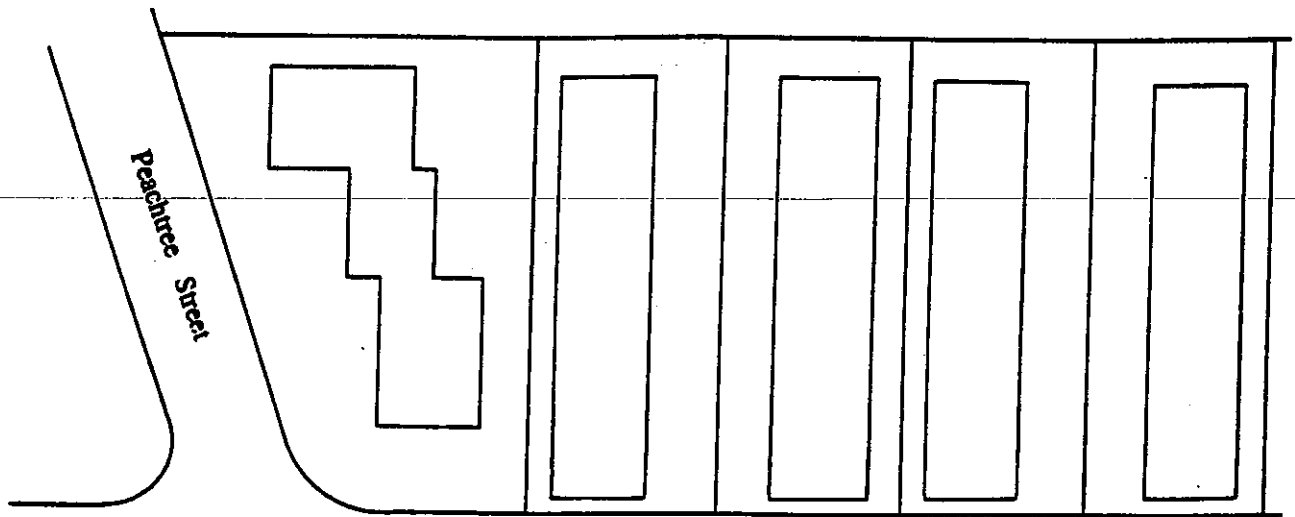
 Open Area  
 Property Boundary

**EASTSIDE PARK COMMUNITY REVITALIZATION PLAN**

The Wooten Company



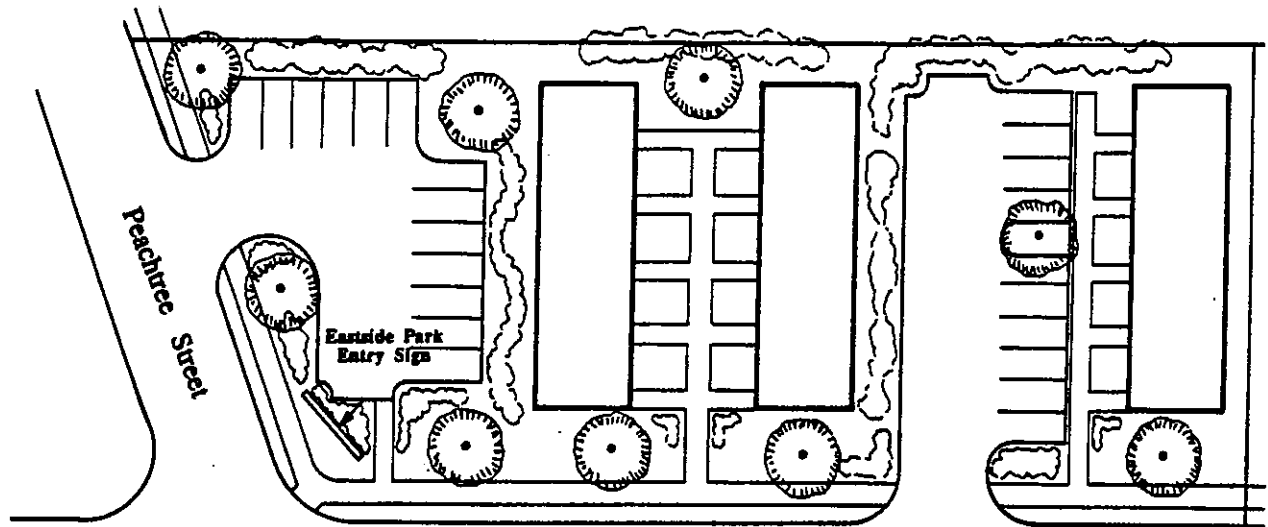




Gillespie Street

**EXISTING**

Arby Court



Gillespie Street

**PROPOSED**

Arby Court

**FIGURE 4.1  
GILLESPIE APARTMENT RETROFIT**

---

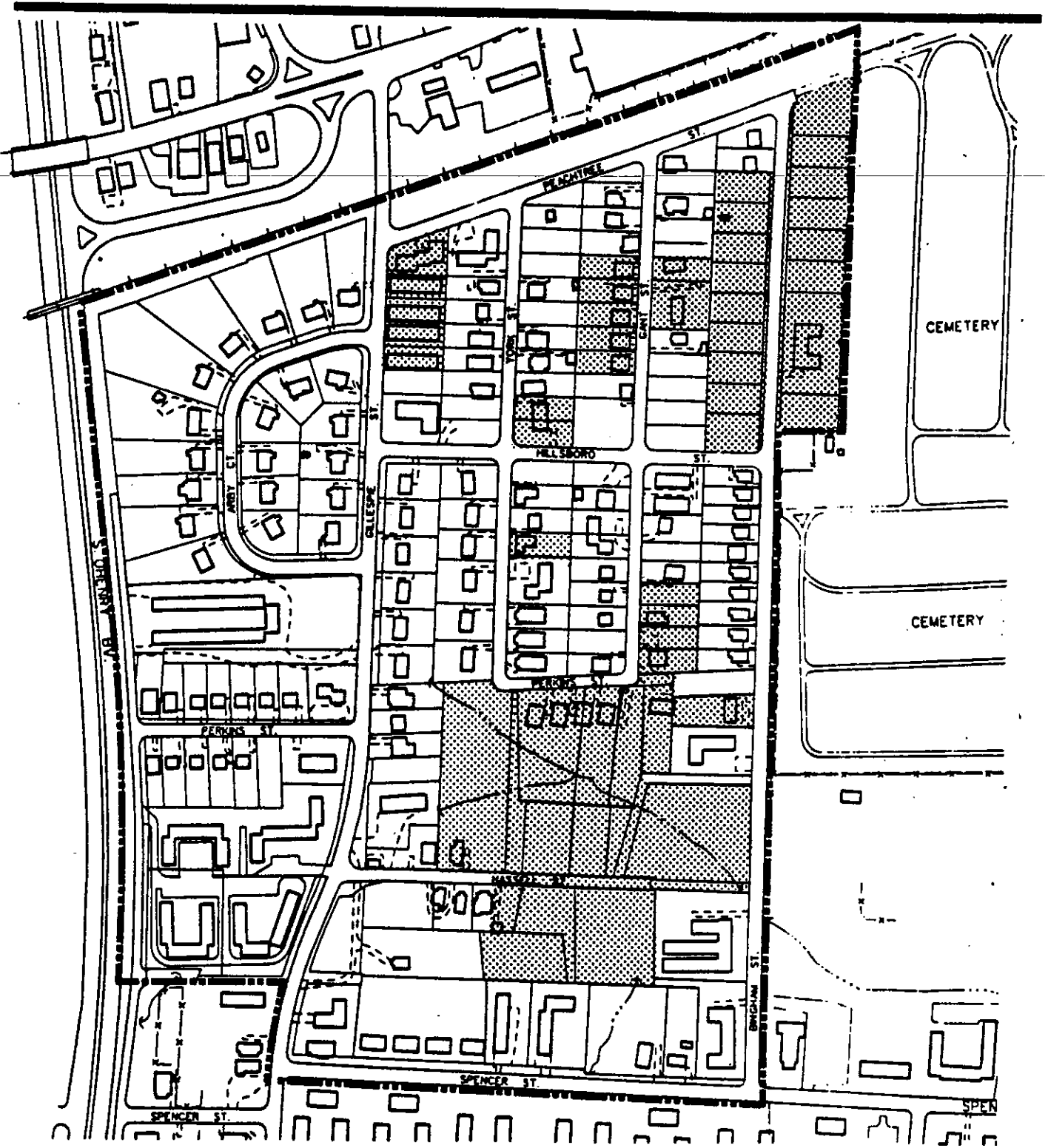
## 4.6 Visual Improvements

Quite often, relatively simple and inexpensive visual improvements in a neighborhood can have a tremendous influence on the way the neighborhood is perceived by both residents and non-residents. Simple improvements such as a neighborhood entry sign with modest landscaping can communicate that something positive is happening in the neighborhood. Such improvements also have a positive long term benefit as symbols of community pride and self esteem. There are three locations in the neighborhood where specific improvements are recommended. The first, as perhaps the most important, is on the corner of Gillespie and Peachtree Streets. As indicated in Figure 3.2, a neighborhood entry feature and landscaped parking lot are proposed for the corner parcel which is currently occupied by a severely dilapidated multi-family structure. Eliminating the structure will in itself be a dramatic visual improvement and should therefore be accomplished during the very early stages of the revitalization process. Concurrently, the neighborhood entry feature should be constructed. The sign itself should be simple, colorful, and resistant to vandalism. A sand-blasted wooden sign would probably be most appropriate. The second location for improvements is the drainage area between Perkins and Hassell Streets. Currently, the area is overgrown with vines and dense understory. Not only is this area visually unattractive, it also provides a breeding ground for rodents and a hiding place for illicit activity. Removing the remaining brush and vines and establishing turf will have a dramatic visual impact on the neighborhood and eliminate a detriment to the community's health and safety. The City of Greensboro currently owns much of the affected land and has drainage easements across the bulk of the remaining overgrown property and therefore, accomplishing these improvements should be a relatively simple task. The third location for

improvement is the grassy strip of land owned by the Norfolk Southern Railroad and lying between Peachtree Street and the tracks. It is proposed that a planting project be undertaken that would buffer the residential neighborhood from the commercial uses north of the railroad while at the same time serving as a neighborhood amenity. The planting material used might be of a type to discourage pedestrian traffic, i.e., holly and pyracantha. Obtaining permission for improvements on railroad rights-of-way is sometimes quite difficult. Given the potential benefits to the community, however, an attempt is more than justified.

## 4.7 One Year Development Plan

For purposes of the revitalization plan, the first year of implementation is assumed to be between January 1, 1993 and December 31, 1993. Areas for proposed improvements are graphically depicted on Map 9. Implementation activities during the first year are projected to be the completion of single family home construction on the sixteen lots on Bingham Street in the northeast corner of the neighborhood and the extension of Hassell Street to Bingham. Acquisition of the remaining land needed for the sixteen lot subdivision in that area is also projected as a part of the one year development plan. Four dilapidated multi-family structures (13 units) within the Hassell/Perkins redevelopment area will be cleared. Currently, eight of those units are occupied and therefore eight families must be relocated. Also proposed as a part of the one year development plan is the acquisition and clearance of the dilapidated multi-family structure at the corner of Gillespie and Peachtree and the construction of a neighborhood entry feature immediately on the corner. These proposed activities are immediate steps needed to complete the retrofit of the Gillespie Apartment Complex proposed in subsequent years of the plan. See Figure 4.1 on page 27 of this plan.



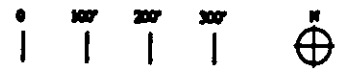
MAP 9

 Development Areas

ONE-YEAR DEVELOPMENT PLAN

EASTSIDE PARK COMMUNITY REVITALIZATION PLAN

The Wooten Company



---

Rehabilitation activities will also be launched during the first year. Also, projected for completion are the rehabilitation of all owner-occupied units (only four owner occupied units needing rehabilitation have been identified).

#### **4.8 Long Range Development Plan**

Map 10 is an illustrative plan depicting full implementation over a five-year period of the Eastside Park Revitalization Plan. It is projected that all acquisition and clearance will be completed by the end of the second year and all new single family construction will be complete by the end of the third year.

Programs to assist investor-owners should be available by the beginning of the second year. Systematic code enforcement should begin during the third year. Completion of all rehabilitation activities will likely not occur until sometime in the fourth or fifth year.

#### **4.9 Urban Redevelopment Law Provisions**

In order to effectively implement the recommendations outlined above, this plan must comply with North Carolina Urban Redevelopment Law. Supplemental provisions are provided in the Appendix of this plan.

#### **4.10 Future Neighborhood Recommendations**

Although not included within the five-year plan, the following neighborhood facilities, identified in Section 3.0, are included below for future study as to their feasibility and possible implementation at some time in the future:

#### Public Projects:

- Improved public transit service within the Eastside Park neighborhood particularly in light of the needs of the disabled population.
- Construction of a public sidewalk on the north side of Hillsboro Street between Gillespie and Bingham Streets.
- The development of a children's playground within the open space (drainage area) between Perkins and Hassell Streets.

#### Private Initiatives

- The construction of a daycare center within the neighborhood.
- The development of some type of community center facility either within a new structure or existing building.

---

## **5.0 Implementation**

---

---

The most important part of any plan is implementation. Although this Eastside Park Revitalization Plan concentrates a great deal on needed physical improvements and how they might be accomplished, the plan's primary underlying objectives are to stabilize the neighborhood and to maintain it as an affordable housing resource. From a strategic point of view, the most immediate objective is to stabilize the neighborhood and halt the disinvestment which has occurred in recent years. The mechanism recommended for accomplishing that objective is to increase homeownership in the neighborhood. This stabilizing influence, in combination with the very visible and significant investment associated with the proposed homeownership program, is expected to begin creating demand for the many boarded up rental units in the neighborhood. Accordingly, investor-owners will be provided with a tangible incentive to improve their individual properties. As indicated below, the assistance package for investor-owners relies heavily on private financing with the public and philanthropic dollars being used both as an incentive and as a mechanism for insuring that the units remain affordable for low and moderate income tenants.

## **5.1 Resource Evaluation**

A major objective of any significant revitalization initiative is to ensure that the identified needs are addressed with appropriate resources. Therefore, an evaluation of the available resources is a critical concept of the plan. The resource evaluation essentially consisted of interviews with all entities now active in the revitalization effort: non-profit housing providers, Neighborhoods United, and the City of Greensboro. An overview of the each entity's capabilities is summarized below:

**5.1.1 Greensboro Episcopal Housing Ministry (GEHM):** The Housing Ministry is an experienced and diversified provider of low and moderate income housing. GEHM has experience and capability in single family construction and rehabilitation for homeownership and is capable of reaching families with incomes below 50% of median. Homes typically sell for between \$39,000 and \$50,000. GEHM has a projected capacity of 25 units annually in Eastside Park. GEHM is also experienced in the acquisition and rehabilitation of rental properties. Programs utilized in the past include Low Income Housing Tax Credits, the North Carolina Housing Finance Agency's (NCHFA) Production and Incentive Programs, and local Community Development Block Grant (CDBG) funds and bond proceeds. It currently has a pending application for the newly created Home Investment Partnership Program (HOME) funds and a Section 811 (AIDS Housing) application. Administratively, GEHM has the capacity to acquire, rehabilitate, and manage an additional 90 rental units within Eastside Park over the next five years. The Housing Ministry also provides support services such as information/referral and homeownership counseling.

**5.1.2 Homeowners Model Experiment, Inc. (HME, Inc.):** With the support of the Foundation of Greater Greensboro, HME, Inc. operates a lease purchase program targeting families with incomes ranging between 45% and 80% of median. Homes typically sell for between \$45,000 and \$50,000 for a three-bedroom, two-bath house. As with all of the non-profit providers, HME requires that the lot be donated and an additional \$5,000 in seed money per unit be provided. Although HME itself does not have any experience in rental housing, its project administrator, Ronald L. Fields, has an extensive background in that

---

area and has participated in Tax Credit Programs (both Low Income and Historic Properties), NCHFA programs, and various locally funded programs. Mr. Fields has indicated an interest in participating in the rehabilitation of rental units within Eastside Park.

**5.1.3 Habitat for Humanity of Greater Greensboro, Inc.:** Because of the unique way in which Habitat's program is structured (i.e., heavy reliance on volunteers and donations), it is able to reach potential homeowners having incomes as low as \$10,000. Homes typically sell for between \$35,000 and \$37,000 and payments are set according to the buyer's ability to pay. Habitat requires a donated lot and has the potential capacity for 12 to 15 units annually in Eastside Park.

**5.1.4 Guilford Native American Association, Inc.:** With the support of Wachovia Neighborhood Revitalization, Guilford Native American operates a program which simultaneously trains workers in construction and offers homeownership opportunities to families with incomes ranging between 50% and 80% of median. Both a donated lot and a deferred second mortgage are required. Annual capacity in Eastside Park is projected to be roughly six units.

**5.1.5 Neighborhoods United of Greensboro, Inc.:** Neighborhoods United is a consortia of five Rotary Clubs in Greensboro and was formed largely in response to the revitalization effort in Eastside Park. The primary purpose of the organization is to raise private money in support of housing and neighborhood revitalization initiatives throughout the City. Neighborhoods United has committed to provide each of the non-profit housing providers with \$5,000 of seed money per unit in support of their low and

moderate income homeownership programs.

Overall, Neighborhoods United has established a fund raising goal of \$1.5 million in support of the Eastside Park revitalization effort and it has expressed a willingness to be somewhat flexible in how those funds are used.

**5.1.6 The City of Greensboro:** The City's involvement in the Eastside Park revitalization effort goes back several years to the passage of a redevelopment bond to acquire and clear several blocks of severely deteriorated housing in the northeast corner of the neighborhood. Beyond the physical deterioration, that portion of the neighborhood was infested with drug traffic and related violence. The cleared area has now been resubdivided into sixteen lots which have been conveyed to the non-profit housing providers for owner-occupied, single family housing production. Other scattered properties throughout the neighborhood have also been acquired. Largely because the acquisition and relocation costs were so much less than originally projected, the City has approximately \$200,000 remaining from the bond issue. Negotiations are under way to use those funds in the purchase of the so-called "Farmers" property which consists of parcels along Bingham, Perkins, and Gant Streets. Except for the bond funds, there are no monies specifically targeted to Eastside Park. However, there are significant resources which can be brought to bear in support of the revitalization effort. One of the most significant resources is the City's Housing Partnership Fund which is supported with property tax revenues of just under one million dollars annually. The fund is used to provide below market rate first mortgages and "soft seconds" (deferred second mortgages) in assisting first-time homebuyers making less than 80% of the City's median family income. In some instances, the fund is used to pay certain fees on behalf of non-profit or limited profit housing developers. Availability of the

---

soft second is a critical element in the success of the homeownership programs operated by the non-profit housing providers operating in Eastside Park and elsewhere in Greensboro. For existing homeowner whose homes are in need of repair, the City operates a rehabilitation loan and grant program on a Citywide basis. That program is funded through the City's CDBG Program. The bulk of the City's CDBG entitlement however is currently committed to two other target areas where major redevelopment efforts are underway. It may not be realistic to expect a significant allocation of CDBG funds to Eastside Park anytime in the immediate future.

**5.1.7 Other Related Financial Resources.** The HOME program represents yet another significant resource which can be brought to bear in Eastside Park. As an entitlement city under that program, Greensboro has received an allocation of \$987,000 for the current fiscal year and is evaluating proposals for the rehabilitation of multi-family properties throughout the City. Beyond the entitlement amount, Greensboro is also eligible to apply for funds under two other program categories. Community Housing Development Organizations (CHDOs) are eligible to apply for project funding under the state's 15 percent set aside for CHDOs. In addition, Greensboro may apply for project specific funding on behalf of either for profit or non profit developers under the state's Housing Projects category. An additional funding source is the North Carolina Housing Finance Agency which offers various programs in support of low and moderate income rental housing production. In terms of funding levels, the most significant is the Low Income Housing Tax Credit. Two other programs, which offer direct grants and/or loans are the Agency's Production and Incentive Programs.

## **5.2 Financing Plan**

Based upon an evaluation of the neighborhood needs and available resources, a financing plan has been developed which reflects a \$5.27 million total investment in the Eastside Park neighborhood over the next five years. Individual activities and sources of financing are summarized in chart form by Table 4.

**5.2.1 Housing Rehabilitation.** Housing rehabilitation activities are projected to cost approximately \$2 million. HOME funds, in financing two separate projects, account for \$468,000 of that amount. For purposes of project budgeting, it was assumed that one of those projects will be the multi-family complex at the corner of Gillespie and Peachtree Streets. HOME funds are also budgeted for the acquisition, clearance, and relocations directly associated with that project. The City's CDBG rehabilitation program is assumed to be the funding source for providing low and moderate income homeowners with the assistance they need in repairing their home. As previously stated, there are very few homeowners in Eastside Park whose homes appear to need repair and therefore, a relatively modest sum has been budgeted. Private funds are projected to be the largest and most significant source of rehabilitation financing. Much of this is envisioned as voluntary investment as the neighborhood begins to stabilize as a result of the infusion of homeownership. The private funds category also includes assistance available from the North Carolina Housing Finance Agency, i.e., Tax Credits or Production/Incentive funds. The balance of the money in the "private funds" category is truly private in that it is assumed to be either owner's equity or privately obtained financing. Part of this money will likely not have other tandem funds but rather an investment the owner makes in



Table 4

Eastside Park  
Activity Financing Plan

	Rehabilitation	Acquisition	Clearance	Relocation	New Construction	Streets	Other	Contingency <sup>1</sup>	Total
Redevelopment Bond		\$200,000							\$ 200,000
HOME Funds	\$468,000 <sup>2</sup>	200,000	45,000	56,250				100,000	869,250
CDBG Rehab Program	67,500								67,500
Neighborhoods United	414,000 <sup>3</sup>	120,000	35,000		295,000 <sup>4</sup>		50,000 <sup>5</sup>	200,000	1,114,000
Future CDBG	300,000 <sup>3</sup>							100,000	400,000
Private Funds	681,000 <sup>6</sup>				2,360,000 <sup>7</sup>				3,041,000
Other City Funds		120,000	38,000	31,250		35,000		100,000	324,250
<b>TOTAL</b>	<b>\$1,930,500</b>	<b>\$640,000</b>	<b>\$118,000</b>	<b>\$87,500</b>	<b>\$2,655,000</b>	<b>\$35,000</b>	<b>\$50,000</b>	<b>\$500,000</b>	<b>\$6,016,000</b>

<sup>1</sup>Includes contingency, service delivery and administration.  
<sup>2</sup>Two projects.

<sup>3</sup>Rehab assistance to investors, with rent control.

<sup>4</sup>\$5,000 per unit, 59 new single-family units.

<sup>5</sup>Includes entry feature and misc. landscaping.

<sup>6</sup>Includes rehab and/or "soft seconds" assistance for RTC properties on Bingham Street.

<sup>7</sup>Includes "soft seconds" from City or other sources.

response to improved market forces or code enforcement efforts. It is expected that a large part of the privately financed improvements will be matched with other funds designed to create an incentive and at the same time, insure that the rehabilitated units remain affordable to low and moderate income tenants. At this point, there is no mechanism other than the HOME program for providing assistance to investors and the absence of that mechanism is perhaps the most problematic gap in focusing resources and programs on the Eastside Park neighborhood. Given that gap, the creation of a new program is recommended, the details of which are outlined in the Appendix to this Plan. The proposed program is essentially a matching deferred loan to provide investor owners with an incentive to improve their property while also controlling rents and thus maintaining low an moderate income affordability. Just over \$700,000 is proposed for this use and the recommended funding source is a combination of future CDBG dollars and private funds raised through Neighborhoods United. It may also be possible to structure a "small investor" loan program under a future HOME entitlement and include a specific set-aside for Eastside Park.

**5.2.2 Acquisition, Clearance, Relocation.** Acquisition, clearance, and relocation activities are projected to cost approximately \$825,000. As indicated previously, roughly \$300,000 of that amount is directly associated with the multi-family improvements at the corner of Gillespie and Peachtree and those costs are projected to be provided by the HOME program. The remaining acquisition, clearance and relocation activities are associated with the acquisition of the "Farmers" property, the balance of the required property in the proposed Hassell/Perkins Street Redevelopment area, and the acquisition of scattered dilapidated

properties. Also included in the budget figures is the acquisition of existing vacant lots scattered throughout the neighborhood and the conveyance of those lots to the non-profit housing providers. Again, the City of Greensboro and Neighborhoods United are seen as the two funding sources.

Approximately \$200,000 is identified to be provided by the City, although no particular programmatic source is proposed. It is possible that funds remaining from previous bond issues could be earmarked for use in Eastside Park. Another alternative source is the City's CDBG entitlement.

**5.2.3 New Construction.** Approximately \$2 million is budgeted for new construction and this amount reflects the cost of 43 new single family units to be constructed by the involved non-profit housing providers (financing has already been arranged for the first sixteen units on Bingham and therefore not included here.) Of that amount, \$215,000 is budgeted to come from Neighborhoods United and represents their commitment of \$5,000 per unit in seed money. The balance of the funds required is shown as "private funds" but it should be noted that the amount budgeted includes soft seconds provided by the City of Greensboro or other sources.

**5.2.4 Redevelopment.** Extending Hassell Street over to Bingham is estimated to cost \$35,000. Construction of the street within the next few months is crucial if new single family production is to continue without interruption. This public improvement is already underway.

**5.2.5 Other Improvements.** A small amount of money (\$50,000) has been budgeted for "other" improvements in the community, primarily the construction of an entry feature and landscape installation on the corner of Gillespie and Peachtree Streets. An indicated elsewhere in the plan, there are other

---

## **Appendix 1**

---

---

## REDEVELOPMENT PLAN PROVISIONS

---

### EASTSIDE PARK COMMUNITY REVITALIZATION PROJECT GREENSBORO, NORTH CAROLINA

#### INTRODUCTION

This appendix relates to a revitalization project known as the Eastside Park Community Revitalization Project located in Greensboro, North Carolina, and being carried out by the City Council of Greensboro in accordance with and in furtherance of the North Carolina Urban Redevelopment Law, Chapter 160A, Article 22, Sections 160A 500-534, as amended. The provisions outlined herein are intended to supplement the recommendations of the Revitalization Plan described in the main body of this document. The primary purpose of this Appendix is to fully incorporate the provisions of N.C. Urban Redevelopment Law therefore qualifying the City of Greensboro to utilize the power of eminent domain to effectuate the recommendations of the Revitalization Plan.

#### 1.0 DESCRIPTION OF PROJECT AREA

The Project Area is a "Blighted Area" as determined by the City of Greensboro and is considered eligible under the North Carolina Urban Redevelopment Law, Chapter 160A, Article 22, Sections 160A 500-534, as a "Redevelopment Area."

#### 1.1 Boundaries of the Project Area

Boundaries of the Project Area are clearly shown on the Existing Land Use-Transportation Map (Map 2 - Revitalization Plan) and are described in the Boundary Description (Exhibit A). The map and the exhibit area made part of this plan.

#### 1.2 Redevelopment Plan Objectives

In addition to the goals and objectives stated in Section 3.0 of the Revitalization Plan, the following objectives are proposed:

- To eliminate slums and blight and structures which are substandard to a degree requiring clearance.
- To eliminate substandard, inadequate lot patterns.
- To assemble land as necessary for the logical redevelopment of the Project Area.

#### 1.3 Types of Proposed Redevelopment Action

This Plan provides for rehabilitation and acquisition of real property, and the project area has been designated a "Blighted Area" under North Carolina State Law, Chapter 160A, Article 22, Section 160A-500 through 160A-526, and qualified as a "Redevelopment Area." Conditions leading to this designation are graphically depicted on the Existing Housing Conditions Map (Map 3 - Revitalization Plan). A tabulation of land use and building conditions is provided as Exhibit B. Properties proposed to be rehabilitated and acquired are identified on the Rehabilitation and Land Assembly Map (Map 6 - Revitalization Plan). Subsequent to acquisition, all acquired structures not suitable for rehabilitation will be removed.

---

## **2.0 LAND USE PLAN**

### **2.1 Land Use Map**

The proposed land use categories and street rights-of-way are shown on the Land Use and Transportation Plan (Map 5 - Revitalization Plan) and the characteristics of these land use categories are further described in this section.

### **2.2 Land Use Provisions, Building Requirements and Other Regulations, Controls and Restrictions**

In order to achieve the objectives of this Plan, the redevelopment and use of the land constituting the Project Area will be made subject to the requirements and restrictions specified in this subsection. For the purpose of (a) this Plan, and (b) any provisions of law (Federal, State or local) having reference to the land uses specified or provided in the Plan for the Project Area, and (c) any contract or transaction entered into by the City of Greensboro or the Redevelopment Commission with respect to the Project Area, it is intended that the provisions of this subsection, together with the category of use indicated on the Land Use and Transportation Plan Map, shall be deemed to constitute the provisions or parts of the Plan that specify the use of land in the Project Area. It is further intended that to constitute compliance with the provisions of this Plan as to uses specified for land within the Project Area by the City of Greensboro by purchasers of land, by owners of land comprising the Project Area, or by successors in interest in such land, the requirements set forth in this subsection, together with the use indicated on the Land Use and Transportation Plan Map, shall be met. The land use provisions, building requirements and other regulations, controls and restrictions described in this Plan are meant to complement existing or future land use regulations imposed on the Project Area by the City of Greensboro. In case of conflict between the provisions of the

Plan and such land use regulations, the more restrictive shall apply.

### **2.2.1 Permitted Uses**

The following principal uses shall be permitted within the land use categories shown on the Land Use and Transportation Plan Map.

- single-family dwellings
- two-family dwellings
- multi-family dwellings
- schools, churches, parks, community centers, and other uses as may be permitted by the underlying zoning.

### **2.2.2 Development Standards Within Residential Area**

All new construction or replatting occurring after the effective date of this plan shall comply with the provisions of the underlying zoning and all other applicable codes. In addition, all new residential construction shall comply with the Eastside Park Development Standards as approved by the Greensboro Redevelopment Commission, and as amended.

### **2.2.3 Property Maintenance**

All construction/rehabilitation shall be maintained so as to assure a state of good repair. All finished surfaces shall be maintained so as to prevent and eliminate flaking, peeling, blistering, and excessive weathering. All property shall be maintained to promote the health, safety, and welfare of project area residents. Yards shall be properly maintained and not be allowed to accumulate debris (such as abandoned vehicles, household items or appliances, and construction by-products). If property owners fail or refuse to bring the premises into compliance with these provisions, the City of Greensboro shall have the right to cause such action to take place and to place a lien on the property equal to all costs associated with the action.

---

#### **2.2.4 Urban Design Objectives and Controls**

It is the intent of this Plan that all residential redevelopment in the Redevelopment Area be of the highest possible quality of design (within certain inherent economic constraints) and contribute to an overall upgrading of the environment.

The City of Greensboro or the Redevelopment Commission may require preliminary plans be submitted and approved prior to the acceptance of a bid from a private redeveloper and may require that final construction drawings and specifications be submitted and approved before any construction shall begin. The purpose of this approval is to ensure that the proposed development conforms to the standards set forth in this Plan and to develop an architectural interrelationship between adjoining and nearby structures and open space area.

#### **2.2.5 Period of Duration of These Provisions**

It is intended that the provisions of this Plan, specifying the land uses permitted in the Project Area and the additional regulations, controls, and restrictions with respect thereto shall be effective upon the date of approval by the Greensboro City Council and shall remain in effect for a period of 20 years from the approval date.

### **3.0 PROJECT PROPOSALS**

#### **3.1 Land Acquisition**

##### **3.1.1 Identification of Real Property**

- **Clearance and Redevelopment.** Land in the Project Area proposed to be acquired during the life of the project for clearance and

redevelopment purposes is identified on Map 6, Property Acquisition Plan). The City of Greensboro or the Redevelopment Commission will acquire fee simple absolute title to the land proposed to be acquired in the Project Area. Acquisition of property is necessary due to the existence of dilapidated and obsolete structures and other substandard conditions, and to assemble land which will advance Plan objectives. Property will be acquired by negotiation with the present owners. Where negotiation does not result in a satisfactory agreement, the properties will be taken by eminent domain proceedings and just compensation will be awarded in accordance with the State's statutes. The basis for negotiations will be the fair market value of the property as determined by competent appraisers and approved by the Greensboro City Council or the Redevelopment Commission. The City of Greensboro or the Redevelopment Commission may acquire and clear property for one or more of the following reasons:

- **To Remove Substandard Structural Conditions.** Buildings to be cleared for this reason must contain defects in structural elements and/or a combination of deficiencies in essential utilities and facilities, light and ventilation, fire protection (including adequate egress), layout and condition of interior partitions, or similar factors which defects and/or deficiencies are of sufficient total significance to justify clearance.
- **To Effectively Remove Existing Blighting Influences.** Buildings to be cleared for this reason must be

---

responsible for the blighting condition. Examples of blighting include:

- • Inadequate street layout.
  - • Incompatible uses or land use relationship.
  - • Overcrowding of buildings on the land.
  - • Obsolete buildings not suitable for improvements or conversion.
  - • Other identified hazards to health, safety, and to the general well-being of the community.
- **To Provide Land for Public Improvements or Facilities.** Such as rights-of-way for streets, water, sewer and/or drainage facilities.
  - **To Achieve Other Identified Objectives of This Plan.** Including the assemblage of land for logical redevelopment of the Project Area.

### 3.2 Rehabilitation

Property not acquired under this Redevelopment Plan will be subject to the Rehabilitation Standards attached hereto as Exhibit B. Rehabilitation activities will be conducted by the Plan's implementing agency (Agency) through a systematic inspection of all structures in the Project Area which are not proposed to be acquired.

Following an inspection of the property, the Agency will notify the property owner of necessary improvements under the provisions of the Rehabilitation Standards and such other suggested improvements which would benefit the property.

Financial assistance will be offered to owner-occupants and investor-owners. Financial assistance will be subject to the terms and conditions specified in the Rehabilitation

Guidelines adopted by the Greensboro City Council or the implementing Agency.

If compliance cannot be achieved through this program, the property may be acquired by eminent domain proceedings.

### 3.3 Redeveloper's Obligation

Disposition of the land comprising the Project Area will be on the basis of affording maximum opportunity, consistent with the sound needs of the locality as a whole, for the redevelopment of such area by private enterprise non-profit housing providers. The land in the area will be disposed of, by lease or sale, to public or private parties for redevelopment by them in accordance with the provisions of this Plan.

The City of Greensboro or the Redevelopment Commission, in disposing of the land in the Project Area to be redeveloped by private or public parties, will, in contracts or deeds or other instruments to such parties, include such terms and conditions as in the judgment of the City or the Redevelopment Commission will be necessary or advisable to ensure redevelopment of the Project Area and its use thereafter in accordance with this Redevelopment Plan and to prevent recurrence of the conditions of blight in this area. Such provisions will be contained in such contracts, deeds, or other instruments irrespective of whether they duplicate, in whole or in part, requirements of existing or proposed zoning ordinances or other local laws or regulations with respect to the Project Area, so that such obligation may operate independently of such zoning or other laws or regulations. In all instances, the improvements to be constructed in the Project Area will be constructed in accordance with applicable local codes and ordinances; the requirements of this Revitalization Redevelopment Plan; and such other requirements as may be set forth in the contracts, deeds, and other instruments between

---

the City of Greensboro or the Redevelopment Commission and the redevelopers.

Such contracts, deeds or other instruments, in addition to including other terms and conditions as the City or the Redevelopment Commission may find desirable in order to implement and effectuate objectives of this Plan, will obligate the purchaser of land in the Project Area and their successors in interest to:

- Devote the parcels owned by them only to the uses specified in this Redevelopment Plan.
- Diligently prosecute the construction of the improvements agreed upon and to begin and complete such improvements within a reasonable time as determined by the City of Greensboro or the Redevelopment Commission.
- Make no changes in such improvements after completion of their construction that are not in conformity with this Plan.
- Not to effect or execute any agreement, lease or conveyance or other instrument whereby any parcels in the Project Area owned by them are restricted upon the basis of race, religion, color, national origin, sex, or handicap in the sale, lease or occupancy thereof. (This obligation to be effective without limitations as to time, regardless of any termination date provided with respect to any other provisions of this Plan.)
- Not to assign contract rights or to resell or otherwise transfer the land (or interests therein) purchased by them prior to the completion of the

improvements thereon without the approval of the City of Greensboro or the Redevelopment Commission and except in cases satisfactory to the City or the Commission, not to speculate in or with respect to such land.

It is the intention of this Plan that the City of Greensboro or the Redevelopment Commission be the beneficiary of all such covenants and obligations and that it (in addition to other appropriate public agencies) shall be entitled to represent the interests and to act on behalf of the City in enforcing such and any covenants and obligations as to the redevelopment and continued uses of the Project Area in accordance with this Plan. It is further intended that the City of Greensboro or the Redevelopment Commission shall retain such rights and remedies as it shall find necessary or desirable in order to protect its interests, and the interests of the City or the Commission. At the same time, for the reasonable protection of the purchasers and owners of any land in the Project Area, and also to prevent undue clogging of, or clouds upon, title with respect to such land, it is intended that the City of Greensboro or the Redevelopment Commission provide, upon completion of any proposed improvements in the Project Area, certification to that effect which shall conclusively represent a determination that the covenants with respect to the construction of the improvements have been complied with and that their existence is terminated.

### **3.4 Land Disposition Covenants**

These restrictions will be made effective by recording them as restrictive covenants in the Office of Register of Deeds of Guilford County to which reference will be made in the deeds of Project Area properties or by including the applicable restrictions in the instruments of conveyance.



---

These requirements and restrictions will be reinforced by applicable public codes adopted and enforced by and for the City of Greensboro and/or State of North Carolina. In case of conflict between requirements and restrictions of this Plan and any applicable code, the more restrictive shall apply.

#### **4.0 OTHER PROVISIONS NECESSARY TO MEET STATE AND LOCAL LAW**

##### **4.1 Feasible Method Proposed for the Relocation of Families and Individuals Displaced from the Project Area**

The City of Greensboro is in compliance with state and federal law. A feasible method for the relocation of families and individuals has been developed prior to displacement from the Project Area into safe, decent and sanitary housing units. These units shall be located in areas not generally less desirable in regard to public utilities and public and commercial facilities, at rents or prices within the financial means of the families or individuals displaced from the Project Area. Such units will be available to these displacees and will be reasonably accessible to their place of employment. Every effort will be made to provide replacement dwellings within the Project Area, for those displacees to desire to remain therein.

Every family and individual displaced by the project, who is eligible for admission, will, in accordance with Federal and State law, be given priority in vacancies or turnovers in existing or new assisted housing. All possible relocation services will be extended to families and individuals displaced by project action.

The City of Greensboro considers a dwelling unit to be "standard housing" and to be decent, safe, and sanitary when:

- It is in compliance with the applicable City building, housing and sanitary codes;
- It is in good repair and is weathertight, with no leakage or dampness;
- It has no health, fire nor safety hazards within the structure or in the immediate vicinity;
- It has safe running water, a private flush toilet, and a bathroom with tub or shower with hot and cold running water, all within the dwelling;
- It has permanent, reasonably efficient kitchen facilities, including sink, cooking stove connections, shelves and storage space for food and utensils;
- It has facilities for washing and drying clothes;
- It is large enough to accommodate the family without overcrowding;
- It is equipped with adequate heating facilities or has flue connections for adequate heating equipment, adequately ventilated by at least one openable window in every room and is screened, or screens are available;
- It is safely and adequately wired for electricity; and
- It is located in a neighborhood which is free from nuisances, is supplied with the community facilities of a standard neighborhood, and is reasonably accessible to transportation, schools, churches, and stores.

It is intended that all dwellings into which Project Area displacees relocate will be inspected by the implementing Agency. The Agency will undertake to offer such displacees every opportunity to move into suitable standard housing. Families and individuals who move without notifying the Agency of their new address will be traced and similarly followed up.

The Agency will be responsible for relocation activities and will maintain contact with the displacees, look after applications for assisted housing, locate suitable standard housing available in the community and will extend every assistance possible in the relocation of families and individuals.

No family or individual will be required to move from the Project Area unless they have had adequate opportunity to obtain suitable standards housing. As property is acquired, the occupants will be advised in writing and by personal interview in regard to their relocation and information will be furnished as to suitable accommodations available. A file will be maintained by the Agency listing available dwellings evaluated through inspection.

The relocation method is intended to remove any necessity to resort to eviction proceedings which would be a last resort only if a family or individual completely fails to cooperate with the Agency or rejects relocation service or accommodations available without reason, or maintains a nuisance, or fails to recognize its obligation for rent due. It is contemplated that relocation will follow acquisition in an orderly manner, giving families and individuals sufficient time to choose a new location and prepare to relocate and that acquired property will not be operated and managed longer than necessary except for unforeseen circumstances.

In the opinion of the City of Greensboro, the relocation of all site occupants in the Project Area, in accordance with applicable City, State and Federal relocation requirements, will be feasible.

#### **4.2 Estimated Cost and Method of Financing**

The estimated cost of the redevelopment activities in the Project Area is \$5,270,600. An itemized breakdown of the costs of each proposed activity as well as the source of funding for each activity is explained in Section 5.2 of the Revitalization Plan.

#### **5.0 PROCEDURES FOR CHANGES IN THE APPROVED PLAN**

This Redevelopment Plan may be modified, changed or amended, at any time by City of Greensboro with the approval of the local governing body, provided, however, that in no event shall the provisions of the Plan be modified in any manner which will adversely affect any land in the Project Area that has been sold or leased to a redeveloper, or his successors in interest, without the consent of the redeveloper or successor in interest. Where the proposed modification will substantially change the Redevelopment Plan as previously approved by the governing body, the modification must similarly be approved by the governing body as provided by the North Carolina Urban Redevelopment Law.

---

## **EXHIBITS**

- A Boundary Description
- B Land Use and Building Conditions Data
- C Property Rehabilitation Standards

---

## EXHIBIT A

---

### BOUNDARY DESCRIPTION

BEGINNING at a point of the intersection of the centerline of the Southern Railway line and the eastern right-of-way of S. O'Henry Boulevard (U.S. 421/220/70); thence southerly along said eastern right-of-way approximately 1,400 feet to a point; thence easterly approximately 350 feet to the western right-of-way of Gillespie Street; thence southerly along said western right-of-way approximately 200 feet; thence easterly along the southern right-of-way of Spencer Street approximately 1,050 feet to a point; thence northerly along the eastern right-of-way of Bingham Street approximately 1,300 feet to a point; thence easterly along a property line approximately 85 feet to a rear property line; thence northerly along said rear property line approximately 90 feet to a side property line; thence easterly approximately 50 feet to a point; thence northerly along rear property lines approximately 850 feet to the centerline of the Southern Railway line; thence southwesterly along said railroad centerline approximately 1,720 feet to the beginning point. Said area to consist of approximately 66.6 acres.

---

**EXHIBIT B**

**LAND USE AND BUILDING CONDITION DATA  
EASTSIDE PARK COMMUNITY REVITALIZATION PROJECT  
GREENSBORO, NORTH CAROLINA  
NOVEMBER 1992**

<u>Land Use</u>	<u>Number</u>	<u>Percent</u>
Single-Family	21.3	32.0
Two-Family	6.4	9.6
Multi-Family	11.7	17.6
Commercial	.1	.1
Institutional	.9	1.4
Vacant	11.1	16.7
Right-of-Way	<u>15.1</u>	<u>22.7</u>
Total	66.6 Acres	100.0%

<u>Building Conditions</u>	<u>Number</u>	<u>Percent</u>
Standard	38	27
Deteriorating	92	65
Dilapidated	<u>12</u>	<u>8</u>
Total	142	100%

---

**EXHIBIT C**

**PROPERTY REHABILITATION STANDARDS  
EASTSIDE PARK COMMUNITY REVITALIZATION PROJECT  
GREENSBORO, NORTH CAROLINA**

All properties in the Eastside Park Community Revitalization Project Area shall comply with the standards set forth in all applicable codes and ordinances, as amended from time to time, relating to the use, maintenance, facilities and occupancy of existing property, including, but not limited to, the building, plumbing, electrical and fire prevention codes of the City of Greensboro. These codes and standards are hereby incorporated by reference and made a part of these Property Rehabilitation Standards.

In addition to compliance with local codes and ordinances, properties located within the East Park Community Revitalization Project Area shall conform to the following HUD Section 8 Housing Quality Standards and to the City's Housing Rehabilitation Standards which are also incorporated by reference and made a part of these standards.

## SECTION 8, HOUSING QUALITY STANDARDS

### § 842.109 Housing quality standards.

Housing used in this program shall meet the Performance Requirements set forth in this section. In addition, the housing shall meet the Acceptability Criteria set forth in this section except for such variations as are proposed by the PHA and approved by HUD. Local climatic or geological conditions or local codes are examples which may justify such variations.

(a) *Sanitary Facilities.*—(1) *Performance Requirement.* The dwelling unit shall include its own sanitary facilities which are in proper operating condition, can be used in privacy, and are adequate for personal cleanliness and the disposal of human waste.

(2) *Acceptability Criteria.* A flush toilet in a separate, private room, a fixed basin with hot and cold running water, and a shower or tub with hot and cold running water shall be present in the dwelling unit, all in proper operating condition. These facilities shall utilize an approved public or private disposal system.

(b) *Food Preparation and Refuse Disposal.*—(1) *Performance Requirement.* The dwelling unit shall contain suitable space and equipment to store, prepare, and serve foods in a sanitary manner. There shall be adequate facilities and services for the sanitary disposal of food wastes and refuse, including facilities for temporary storage where necessary. (e.g., garbage cans)

(2) *Acceptability Criteria.* The unit shall contain the following equipment in proper operating condition: cooking stove or range and a refrigerator of appropriate size for the unit, supplied by either the Owner or the Family, and a kitchen sink with hot and cold running water. The sink shall drain into an approved public or private system. Adequate space for the storage, preparation and serving of food shall be provided.

(c) *Space and Security.*—(1) *Performance Requirement.* The dwelling unit shall afford the Family adequate space and security.

(2) *Acceptability Criteria.* A living room, kitchen area, and bathroom shall be present; and the dwelling unit shall contain at least one sleeping or living/sleeping room of appropriate size for each two persons. Exterior doors and windows accessible from outside the unit shall be lockable.

(d) *Thermal Environment.*—(1) *Performance Requirement.* The dwelling unit shall have and be capable of maintaining a thermal environment healthy for the human body.

(2) *Acceptability Criteria.* The dwelling unit shall contain safe heating

and/or cooling facilities which are in proper operating condition and can provide adequate heat and/or cooling to each room in the dwelling unit appropriate for the climate to assure a healthy living environment. Unvented room heaters which burn gas, oil or kerosene are unacceptable.

(e) *Illumination and Electricity.*—(1) *Performance Requirement.* Each room shall have adequate natural or artificial illumination to permit normal indoor activities and to support the health and safety of occupants. Sufficient electrical sources shall be provided to permit use of essential electrical appliances while assuring safety from fire.

(2) *Acceptability Criteria.* Living and sleeping rooms shall include at least one window. A ceiling or wall type light fixture shall be present and working in the bathroom and kitchen area. At least two electric outlets one of which may be an overhead light, shall be present and operable in the living area, kitchen area, and each bedroom area.

(f) *Structure and Materials.*—(1) *Performance Requirement.* The dwelling unit shall be structurally sound so as not to pose any threat to the health and safety of the occupants and so as to protect the occupants from the environment.

(2) *Acceptability Criteria.* Ceilings, walls, and floors shall not have any serious defects such as severe bulging or leaning, large holes, loose surface materials, severe buckling or noticeable movement under walking stress, missing parts or other serious damage. The roof structure shall be firm and the roof shall be weathertight. The exterior wall structure and exterior wall surface shall not have any serious defects such as serious leaning, buckling, sagging, cracks or holes, loose siding, or other serious damage. The condition and equipment of interior and exterior stairways, halls, porches, walkways, etc., shall be such as not to present a danger of tripping or falling. Elevators shall be maintained in safe and operating condition.

(g) *Interior Air Quality.*—(1) *Performance Requirement.* The dwelling unit shall be free of pollutants in the air at levels which threaten the health of the occupants.

(2) *Acceptability Criteria.* The dwelling unit shall be free from dangerous levels of air pollution from carbon monoxide, sewer gas, fuel gas, dust, and other harmful air pollutants. Air circulation shall be adequate throughout the unit. Bathroom areas shall have at least one openable window or other adequate exhaust ventilation.

(h) *Water Supply.*—(1) *Performance Requirement.* The water supply shall be free from contamination.

(2) *Acceptability Criteria.* The unit shall be served by an approved public or private sanitary water supply.

(i) *Lead Based Paint.*—(1) *Performance Requirement.* (i) The dwelling unit shall be in compliance with HUD Lead Based Paint regulations, 24 CFR, Part 35, issued pursuant to the Lead Based Paint Poisoning Prevention Act, 42 U.S.C. 4801, and the Owner shall provide a certification that the dwelling is in accordance with such HUD Regulations.

(ii) If the property was constructed prior to 1950, the Family upon occupancy shall have been furnished the notice required by HUD Lead Based Paint regulations and procedures regarding the hazards of lead based paint poisoning, the symptoms and treatment of lead poisoning and the precautions to be taken against lead poisoning.

(2) *Acceptability Criteria.* Same as Performance Requirement.

(j) *Access.*—(1) *Performance Requirement.* The dwelling unit shall be useable and capable of being maintained without unauthorized use of other private properties, and the building shall provide an alternate means of egress in case of fire.

(2) *Acceptability Criteria.* The dwelling unit shall be useable and capable of being maintained without unauthorized use of other private properties. The building shall provide an alternate means of egress in case of fire (such as fire stairs or egress through windows).

(k) *Site and Neighborhood.*—(1) *Performance Requirement.* The site and neighborhood shall be reasonably free from disturbing noises and reverberations and other hazards to the health, safety, and general welfare of the occupants.

(2) *Acceptability Criteria.* The site and neighborhood shall not be subject to serious adverse environmental conditions, natural or manmade, such as dangerous walks, steps, instability, flooding, poor drainage, septic tank back-ups, sewage hazards or mudslides; abnormal air pollution, smoke or dust; excessive noise, vibration or vehicular traffic; excessive accumulations of trash; vermin or rodent infestation; or fire hazards.

(l) *Sanitary Condition.*—(1) *Performance Requirement.* The unit and its equipment shall be in sanitary condition.

(2) *Acceptability Criteria.* The units and its equipment shall be free of vermin and rodent infestation.

(m) *Congregate Housing—Performance Requirement.* The foregoing standards shall apply except for paragraph (b) of this section and the re-

quirement in paragraph (c)(2) of this section for a kitchen area. In addition, the following standards shall apply:

(1) The unit shall contain a refrigerator of appropriate size.

(2) The sanitary facilities described in §882.109(a) shall be contained within the unit.

(3) The central dining facility and central kitchen shall be located within the building or housing complex and be accessible to the occupants of the congregate units, and shall contain suitable space and equipment to store, prepare and serve food in a sanitary manner by a food service or persons other than the occupants and shall be for the primary use of occupants of the congregate units and be sufficient in size to accommodate the occupants. There shall be adequate facilities and services for the sanitary disposal of food wastes and refuse, including facilities for temporary storage where necessary (e.g., garbage cans).

(n) *Independent Group Residence—Performance Requirement.* The foregoing standards shall apply except for paragraphs (a), (b), (c), (f), (k), and (m) of this section. In addition, the following standards shall apply: (1) The unit shall contain and have ready access to a flush toilet which can be used in privacy, a fixed basin with hot and cold running water, and a shower and/or tub equipped with hot and cold running water all in proper operating condition and adequate for personal cleanliness and the disposal of human wastes. These facilities shall utilize an approved public or private disposal system, and shall be sufficient in number so that they need not be shared by more than four occupants. Those units accommodating physically handicapped occupants with wheelchairs or other special equipment shall provide access to all sanitary facilities, and shall provide, as appropriate to needs of the occupants, basins and toilets of appropriate height; grab bars to toilets, showers and/or bathtubs; shower seats; and adequate space for movement.

(2) The unit shall contain suitable space to store, prepare and serve foods in a sanitary manner. A cooking stove or range, a refrigerator(s) of appropriate size and in sufficient quantity for the number of occupants, and a kitchen sink with hot and cold running water shall be present in proper operating condition. The sink shall drain into an approved private or public system. Adequate space for the storage, preparation and serving of food shall be provided. There shall be adequate facilities and services for the sanitary disposal of food wastes and refuse, including facilities for temporary storage where necessary (e.g., garbage cans).

(3) The dwelling unit shall afford the Family adequate space and security. A living room, kitchen, dining area, bathroom, and other appropriate social and/or recreational community space shall be within the unit and the dwelling unit shall contain at least one sleeping room of appropriate size for each two persons. Exterior doors and windows accessible from outside each unit shall be capable of being locked. An emergency exit plan shall be developed and occupants shall be apprised of the details of the plan. Regular fire inspections shall be conducted by appropriate local officials. Readily accessible first aid supplies and fire extinguishers shall be provided throughout the unit. Smoke detectors shall be provided and emergency phone numbers (police, ambulance, fire department, etc.) shall be available at every phone and individual copies shall be provided to each occupant. All emergency and safety features and procedures shall meet applicable State and local standards.

(4) The unit shall be structurally sound so as not to pose any threat to the health and safety of the occupants and so as to protect the occupants from the environment. Ceilings, walls and floors shall not have any serious defects such as severe bulging or leaning, large holes, loose surface materials, severe buckling or noticeable movement under walking stress, missing parts or other serious damage. The roof structure shall be firm and the roof shall be weathertight. The exterior wall structure and exterior wall surface shall not have any serious defects such as serious leaning, buckling, sagging, cracks or holes, loose siding, or other serious damage. The condition and equipment of interior and exterior stairways, halls, porches, walkways, etc., shall be such as not to present a danger of tripping or falling. Elevators shall be maintained in safe and operating condition. Units accommodating physically handicapped occupants with wheelchairs and other special equipment shall not contain architectural barriers which impede access or use, and handrails and ramps shall be provided as appropriate.

(5) The site and neighborhood shall be reasonably free from disturbing noises and reverberations and other hazards to the health, safety, and general welfare of the occupants, and shall not be subject to serious adverse environmental conditions, natural or manmade, such as dangerous walks, steps, instability, flooding, poor drainage, septic tank back-ups, sewage hazards or mudslides; abnormal air pollution, smoke or dust; excessive noise, vibrations or vehicular traffic; excessive accumulations of trash; vermin or rodent infestation; or fire hazards. The unit shall be located in a residen-

tial setting and be similar in size and appearance to housing generally found in the neighborhood, and be within walking distance or accessible via public or available private transportation to medical and other appropriate commercial and community service facilities.

(6) *Supportive Services.* (i) A planned program of adequate supportive services appropriate to the needs of the occupants shall be provided on a continual basis by a qualified Resident Assistant(s) residing in the unit, or other qualified person(s) not residing in the unit, who will provide such services on a continual, planned basis. Supportive services which are provided within the unit may include the following types of services: counseling; social services which promote physical activity, intellectual stimulation and/or social motivation; training or assistance with activities of daily living including housekeeping, dressing, personal hygiene and/or grooming; provision of basic first aid skills in case of emergencies; supervision of self-administration of medications, diet and nutrition; and assurance that occupants obtain incidental medical care, as needed, by facilitating the making of appointments at, and transportation to, medical facilities. Supportive services provided within the unit shall not include the provision of continual nursing, medical or psychiatric care.

(ii) The provision and quality of the planned program of supportive services, including the minimal qualifications, quantity and working hours of the Resident Assistant(s) living in the unit or other person(s) providing continual supportive services, shall be initially determined by the Service Agency in accordance with the standards established by the State. Compliance with these standards by the Service Agency shall be regularly monitored throughout the term of the Contract by the PHA and the State (e.g., Department of Human Resources, Mental Health, Mental Retardation, Social Services, etc.), or a local authority (other than the Service Agency providing services) designated by the State to establish, maintain and enforce such standards.

(iii) A written Service Agreement(s), approved by the State and in effect between the Owner and the Service Agency and/or the entities which provide the necessary supportive service, shall be submitted to the PHA with the request for Lease Approval. The Lease between the eligible individual and the Owner shall set forth the Owner's obligation for and means of providing these services. If the lessor provides the supportive services, a Service Agreement is not required and the provision of these services shall be incorporated into the Lease and shall be approved by the State. (See §882.210(f)(2).)



---

## **Appendix 2**

---

---

**EASTSIDE PARK  
INVESTOR-OWNER REHABILITATION ASSISTANCE  
PROGRAM DESIGN  
(Proposed)**

The program of rehabilitation assistance to investor-owners in Eastside Park has been designed to offer the investor a substantial incentive to undertake property improvements while at the same time providing for rent control mechanisms which will not only avoid displacement, but will also insure long term affordability. The basic program offers a 60% public participation to match 40% in funds provided by the investor. The public participation will be in the form of a diminishing loan which is forgiven or amortized over the period of affordability. The number of years comprising the period of affordability is determined by the amount of assistance provided, as outlined below:

<u>Assistance Amount</u>	<u>Period of Affordability</u>
≤ \$5,000	Five Years
\$5,001 - \$9,999	Ten Years
≥ \$10,000	Fifteen Years

The loan will be secured by a self amortizing lien placed on the individual property. The loan will be forgiven in equal monthly installments over the affordability period. For example, a loan with a ten year period of affordability would be forgiven at the rate of 1/120th of the original principal amount each month. In the event the property is sold during the period of affordability, the amount not forgiven will be returned to the program fund.

To insure affordability, the rent charged for any given unit will become frozen at the amount being paid by tenant at the time the investor applies for assistance or six months prior to the date, whichever is lower. During

the period of affordability, the investor will be limited to annual rent increases of 5 percent. The deferred loan will become immediately due and payable in the event that the investor violates the terms of the rent control agreement or fails to properly maintain the unit in accordance with the requirements of the Greensboro Minimum Housing Code.

Because of the large number of vacant units in the neighborhood and the need to provide replacement housing for those affected by acquisition and clearance activities, special provisions have been made for investor-owners who agree to rehabilitate a vacant unit and make it available to households being relocated. In such instances, the investor-owner will be eligible for 80% assistance instead of 60%. Maximum rents may not exceed the published HOME program rent at the 50% of median income level, less the applicable Section 8 Existing Housing Utility Allowance. Once this base rent has been established, annual increases of five percent will be allowed.

The implementing agency will provide for the initial inspection to determine needed improvements and will be responsible for having a work write-up prepared. All improvements must be bid in an open and competitive process and completed by a licensed contractor. The investor-owner may not undertake his share of the improvements on his own. At the time a rehabilitation contract is signed, the investor must either deposit with the Project Administrator an escrow amount equal to his total contribution or submit documentation from a local lender that a line of credit has been established and is

---

available for the improvements. Investor funds must be expended prior to drawing down program funds.

49-04

RESOLUTION APPROVING AMENDMENT OF THE EASTSIDE PARK  
COMMUNITY REVITALIZATION PLAN

WHEREAS, the Eastside Park Community Revitalization Plan was adopted in February 1993 for the purpose of revitalizing this area;

WHEREAS, since the implementation of this Plan most of the goals identified in the original Revitalization Plan have been achieved or exceeded;

WHEREAS, 206-208 York Street, 218 York Street and 1851 Spencer Street have been determined to be in substandard condition and contributing to the blighted conditions of the area and need to be added to the proposed acquisition list to complete the acquisition program for this neighborhood;

WHEREAS, work has been completed on 300 Gant Street, 301 York Street, 225 York Street and 213 Gant Street and these properties can be removed from the Plan at this time;

WHEREAS, it is necessary for the Eastside Park Community Revitalization Plan to be amended for the addition of the four properties needing revitalization and the removal of the four properties which have been completed as listed above.

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

That the Eastside Park Community Revitalization Plan is hereby amended to add properties requiring revitalization located at 206-208 York Street, 218 York Street and 1851 Spencer Street and to remove properties which have been completed located at 300 Gant Street, 301 York Street, 225 York Street and 213 Gant Street.

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

March 2, 2004  
Juanita J. Cooper  
City Clerk

RESOLUTION APPROVING AMENDMENT TO THE EASTSIDE PARK  
COMMUNITY REVITALIZATION PLAN

20  
220-05

WHEREAS, the Eastside Park Community Revitalization Area was designated as a blighted area in November, 1992 and the Community Revitalization Plan was adopted in February, 1993;

WHEREAS, since that time most of the goals identified in the original Revitalization Plan have been achieved or exceeded;

WHEREAS, the Department of Housing and Community Development is proposing an amendment to the Eastside Park Community Revitalization Plan which will change the use shown for 1845 and 1847 Spencer Street from single family residential use to single family (attached) residential and a change in use for 1851 Spencer Street from multifamily residential use to single family (attached) residential use;

WHEREAS, at their September meetings, the Redevelopment Commission and the Planning Board voted to recommend approval of this plan amendment.

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

That the amendment to the Eastside Park Community Revitalization Plan changing the use shown for 1845, 1847 and 1851 Spencer Street is hereby approved.

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

Oct 4, 2005  
Juanita J. Cooper  
City Clerk

