



# HOUSING GSO

Creating Opportunities to Build A Better Community

Adopted October 20, 2020



# ACKNOWLEDGEMENTS

Stakeholder engagement was an integral element of *Housing GSO: Creating Opportunities to Build A Better Community* ("Housing GSO"). The following individuals and organizations participated in the planning process to develop these recommendations and strategies:

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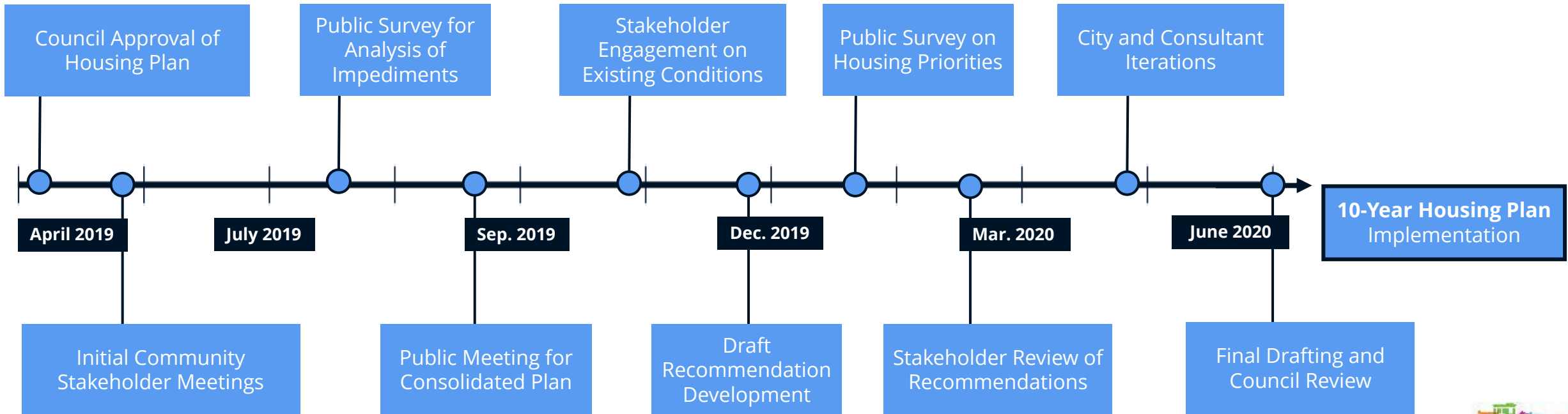
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# PROCESS

**Housing GSO was developed in tandem with an update to the HUD-mandated Analysis of Impediments to Fair Housing Choice (AI) and 5-Year Consolidated Plan.** The AI process requires jurisdictions receiving federal housing funds to assess their policies and programs to demonstrate they are meeting their obligation to affirmatively further fair housing and are taking action to overcome longstanding patterns of housing discrimination and segregation. The Consolidated Plan is a framework to guide the City's housing investments using its federal funds from the CDBG, HOME, ESG, and HOPWA programs. By undertaking these planning processes concurrently, all planned investments, programs, and new strategies are aligned across the Consolidated Plan and the Housing Plan.

**Housing GSO was developed in collaboration with the Greensboro community and stakeholders from a diversity of backgrounds.** HR&A worked with the City's Neighborhood Development Department (NDD) to conduct multiple rounds of stakeholder discussions, hold a citywide public meeting, and release two public surveys. This engagement took place over a nine-month period and reached over 400 residents, shaping the housing goals around which Housing GSO is organized and informing the plan's recommendations.

## Housing Plan Timeline



# Executive Summary

# EXECUTIVE SUMMARY

**Housing GSO is designed to guide the City of Greensboro's public investments in affordable housing over the next ten years.** In 2016, the City dedicated \$25 million in voter-approved local housing bond funds for affordable housing and neighborhood reinvestment programs, an important step toward addressing Greensboro's housing challenges. Housing GSO describes how to refocus the remaining bond funds, along with existing federal and new local funding to most effectively address existing housing challenges.

**Greensboro's housing challenges will require a significant commitment of public funding. The City can only achieve its housing goals through strong partnerships and private contributions to support public resources.** With limited financial resources, the City must deploy its funds strategically and partner with other stakeholders to achieve maximum impact. The City should work closely with the nonprofit community and the private sector to leverage their capacity to execute housing programs, while also collaborating with the philanthropic sector to marshal resources to match public funding and catalyze change. There should be ongoing coordination between the City, neighborhood associations, and other community groups to guide the investment of public funds and sustain public support for the ambitious goals set forth in Housing GSO.

**Successful implementation of Housing GSO will require building public awareness of Housing GSO and its ambitious goals, complemented by education and outreach campaigns throughout the city.** These education efforts will build community understanding of the existing affordable housing need in Greensboro and the importance of sufficient affordable housing to sustain a vibrant and inclusive city.

**Housing GSO is organized around four goals that reflect community priorities and address the major challenges in Greensboro's housing market:**



## Affordable Rental Homes

Increase the supply of quality rental homes available to low-income renters unserved by the market.



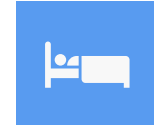
## Neighborhood Reinvestment

Target City housing resources to address blight, attract private investment, and establish self-sustaining markets in areas that have suffered from disinvestment.



## Access to Homeownership

Expand opportunities for sustainable low- and moderate-income homeownership through down payment assistance and housing counseling services.



## Supportive Housing

Provide housing and short-term rental assistance to meet the needs of homeless and other vulnerable populations, including access to adequate service provision.

# EXECUTIVE SUMMARY: RECOMMENDATIONS

**There are five primary actions the City must undertake for the implementation of Housing GSO to be successful.** The 16 housing tools recommended in Housing GSO represent an ambitious approach to addressing Greensboro's significant and growing housing challenges. Greensboro can be successful in achieving these goals if it undertakes these actions:

- 1 Identify various funding sources totaling an additional \$50 million over the next ten years.**

Affordable housing requires public subsidy. To make meaningful progress toward Greensboro's affordable housing goals, an additional \$50 million over the next ten years is needed to fully implement all of the recommended tools. This funding could come in the form of additional bonds, an ongoing annual commitment of general funds, or some other form of subsidy from the City. Any commitment of additional public funds should be leveraged with corresponding commitments from philanthropic and private sector community leaders.
- 2 Establish working groups with private and philanthropic partners to jointly implement housing tools.**

Several of the recommended housing tools require a commitment of resources from the public and private sectors. The City should establish public private partnership working groups to drive implementation of these recommendations. Working groups should be organized around specific tools and their membership should comprise organizations who are committing resources to match the City's investment. The implementation section of Housing GSO identifies the housing tools that will require working groups.
- 3 Facilitate intergovernmental coordination and collaboration.**

NDD should establish intergovernmental administrative teams to facilitate collaboration across departments and agencies to effectively implement many of the recommended housing tools. As with the public private partnership working groups, internal teams should be tasked with advancing specific housing tools. The implementation section of Housing GSO identifies which housing tools will require intergovernmental collaboration. In addition, while the GSO2040 Comprehensive Plan is being developed, NDD should coordinate with the planning process to ensure proposed land use and zoning strategies align with the goals and recommendations outlined in Housing GSO.
- 4 Confirm a timeline and performance metrics, and report on progress against them twice a year.**

A timeline and associated performance metrics will provide the public and elected officials with the information necessary to gauge the City's progress toward its housing goals and measure how effectively public funding is being used. Regular reporting on progress toward the goals of Housing GSO will help keep the community engaged and the City accountable over the ten-year life of the plan.
- 5 Design a community education and awareness campaign.**

Community education, awareness and buy-in is essential for the successful implementation of Housing GSO. NDD should coordinate with implementation working groups to lead a community education and awareness campaign around the need for affordable housing in the community, the benefits it provides, and how supporting the recommendations in Housing GSO will strengthen Greensboro for all.

# EXECUTIVE SUMMARY

The availability of quality and affordable homes is critical to helping households achieve greater financial stability and access economic opportunity. Affordable rental housing units and opportunities for sustainable home ownership enable lower-income earners to dedicate a greater share of their resources to other needs, including healthcare, childcare, nutritious food, and educational opportunities—the building blocks needed for increased economic opportunity, wealth building, and success. Increasing the supply of affordable housing to meet demand and providing housing options affordable at a variety of price points is crucial to a city's vibrancy and urban fabric.

A diverse cross-section of Greensboro residents who provide essential community functions, including providers of childcare, home healthcare aides, and restaurant workers, earn less than \$30,000 annually and may struggle to access quality housing options they can afford. The community members below represent a sample of these occupations in Greensboro. The recommendations laid out in Housing GSO are designed to support these community members in accessing affordable housing options.

## Who earns \$30,000 annually in Greensboro?

**+11,000**

MSA jobs added 2010-2018 with annual salaries <\$30K (40% of total job growth)

**48%**

Of households earning <\$30K include children



**Food & Beverage Workers**  
**\$26,000**



**Child Day Care Center Workers**  
**\$26,000**



**School Bus Drivers**  
**\$25,000**



**Security Guards**  
**\$28,000**

Source: EMSI, PUMS 2017 5 Year Estimates, Shutterstock



The supply of rental homes affordable to low-income households is insufficient to meet the needs of Greensboro residents, a trend seen in other North Carolina cities like Raleigh, Durham, and Charlotte. Rental households earning \$30,000 and below face the most extreme housing shortages in the Greensboro's market. Significant public investment is necessary to prevent the shortage of affordable quality rental homes from expanding dramatically over the next ten years.

The City can increase the supply of affordable rental homes by dedicating additional public funding and leveraging private investment to fund new construction, preserve existing affordable rental homes, and provide rental assistance. The effectiveness of the affordable rental housing tools will be impacted by the degree to which the Comprehensive Plan, prepared by the City's Planning Department, allows for multifamily development. A Comprehensive Plan that is supportive of higher levels of density can improve overall affordability.



## Deeper Affordability

Encourage additional units at deeper levels of affordability in projects to which the City awards funding in exchange for higher levels of subsidy.

**Timeline for Implementation: Year 1**



## Create Public Land Disposition Policy

Explore opportunities for disposing of publicly-owned land, which can include private properties donated to the City, at free or reduced cost to support development of affordable rental homes.

**Timeline for Implementation: Year 2**



## Partner on Greensboro Housing Authority Redevelopment

Establish a partnership between the City and Housing Authority to guide redevelopment activities, with an emphasis on housing and infrastructure needs.

**Timeline for Implementation: Year 2**



## Subsidize 4% Development

Dedicate additional local and philanthropic funding to match federal funding for 4% LIHTC projects.

**Timeline for Implementation: Year 3**



## Establish a Housing Preservation Fund

Establish partnerships with private and philanthropic entities to create a fund to rehabilitate and preserve the affordability of existing multifamily housing.

**Timeline for Implementation: Year 2-3**





**Greensboro must reinvest in its historically disinvested neighborhoods to improve quality of life and provide wealth-building opportunities for its residents.** Due to decades of discriminatory housing policy at the federal level, some residents live in sections of Greensboro characterized by low property values, significant blight, and racial and economic segregation—challenges experienced across the country that have resulted in long-term blighted neighborhoods.

**Successful reinvestment will require strategic public investments in focused areas.** Suggested candidate areas for reinvestment are identified in Housing GSO. The City should work internally and with key stakeholders to determine what areas should be prioritized in the coming years. As part of reinvestment efforts, the Comprehensive Plan update process should also consider land use changes that allow for more missing-middle housing development (a type of clustered multi-unit housing). As Greensboro determines target neighborhoods and the Comprehensive Plan process is completed, evaluation should occur at the neighborhood level for where development to support reinvestment might be appropriate.



## Partner with Neighborhoods

Identify candidate neighborhoods, work with community members and neighborhood leaders to assess interest and engage private partners to support these efforts.

**Timeline for Implementation: Year 1**



## Support Rehabilitation & Infill Development

To jumpstart the pipeline of “move-in ready” homes in areas of reinvestment, provide subsidy and partner with private and non-profit single-family developers.

**Timeline for Implementation: Year 1-2**



## Consolidate Rehabilitation Programs

Consolidate City rehab operations, streamline funding sources, program intake, and operation, so rehab administrators can make data-driven decisions that reduce blight and substandard housing in Greensboro.

**Timeline for Implementation: Year 1**



## Implement Community Partnerships & Engagement

Implement a shared leadership model that allows municipal agencies, institutions, and residents to become joint leaders and laborers in neighborhood advancement.

**Timeline for Implementation: Year 1-2**



## Establish Strategic Code Compliance

Establish a strategic approach to code compliance that engages residents, addresses complaints, and creates sustainable solutions that impact areas of reinvestment.

**Timeline for Implementation: Year 2**



## Create Public Land Disposition Policy

Explore opportunities for disposing of publicly-owned land, which can include private properties donated to the City, at free or reduced cost to support development of affordable rental homes.

**Timeline for Implementation: Year 2**



**The City should work to reduce barriers to affordable homeownership to foster wealth-building opportunities for its low- and moderate-income residents.** In recent years, Greensboro has experienced an overall decline in homeownership, with particularly stark losses for moderate-income households. Since home sales prices have not risen dramatically, the City should invest in strategies that create move-in ready buyers.

**The City should redesign its existing Down Payment Assistance program and extend counseling services to increase sustainable homeownership opportunities for low- and moderate-income residents.** These strategies will require political will, including action by the Greensboro City Council, the coordination of non-profit partners and mortgage lenders, and an ongoing dedication of City staff.



### Modify DPA Program Design

Reconfigure the loan repayment terms and geographic bonuses in the DPA program to better serve low- and moderate-income homeowners and encourage homebuying in areas of reinvestment.

**Timeline for Implementation: Year 1**



### Offer Enhanced Services with Mortgages

Offer DPA loan recipients long-term counseling if they fall behind on their mortgage payments to better prevent foreclosure.

**Timeline for Implementation: Year 3**

Greensboro must provide housing options and access to adequate services to meet the needs of homeless and other vulnerable populations, including those on the brink of homelessness.

The City can serve these vulnerable residents through construction of new supportive housing units, support for sustainable service provision, delivery of short-term assistance, and engagement with the Guilford County Continuum of Care (CoC). There is currently insufficient funding to provide supportive services, which limits the effectiveness and impact of Greensboro's existing supportive housing. A combination of tools is necessary to truly improve housing conditions and meet the needs of the City's homeless and other vulnerable populations.



### Dedicate Funding to Support Housing First Model

Reassess City-funded programs to ensure they are aligned with the Housing First approach.

**Timeline for Implementation: Year 1**



### Construct More Supportive Units

Modify RFP processes to encourage additional supportive units in projects to which subsidy is granted and dedicate funding to establish a sustainable landscape for provision of supportive services.

**Timeline for Implementation: Year 1-2**



### Continue CoC Participation

Continue CoC membership to encourage policy development and delivery of adequate provision of services. Evaluate the current CoC structure in terms of providing data, systems, and outcomes in meeting the needs of the City's homeless population.

**Timeline for Implementation: Ongoing, dependent on CoC actions**



### Provide Short-Term Rental Assistance

Formalize a program to proactively provide short-term rental assistance to residents at risk of homelessness.

**Timeline for Implementation: Year 1**



The current level of annual affordable housing production is not enough to address Greensboro’s growing and future housing challenges. The gap of rental homes affordable to those earning \$30,000 and below is expanding, the homeownership rate for owners with household income under \$75,000 is falling, and there is a shortage of permanent supportive housing units and insufficient service provision to meet the needs of existing vulnerable populations.

The City should commit \$50 million in additional local funding over the next ten years to help address these challenges. This commitment can come in the form of annual funding, a new dedicated bond, or some other form. By dedicating new funding and reallocating existing funding to the recommended tools laid out in Housing GSO, the City can leverage matching funding from philanthropic and private partners. Combined, this commitment of funding can make significant progress towards addressing Greensboro's housing challenges and have impact far greater than the size of the City’s initial investment.

## Over the next 10 years, an additional \$50 million in local funding can produce:

**Affordable Rental Homes**



**1,200**  
*Affordable rental homes*

**800**  
*Affordable rental preservation*

**Neighborhood Reinvestment**



**550**  
*Units rehabbed, repaired, and developed*

**Affordable Homeownership**



**1,150**  
*Affordable homeownership households*

**Supportive Housing**



**100**  
*Supportive units*

**2,000**  
*Short-term rental assistance units*

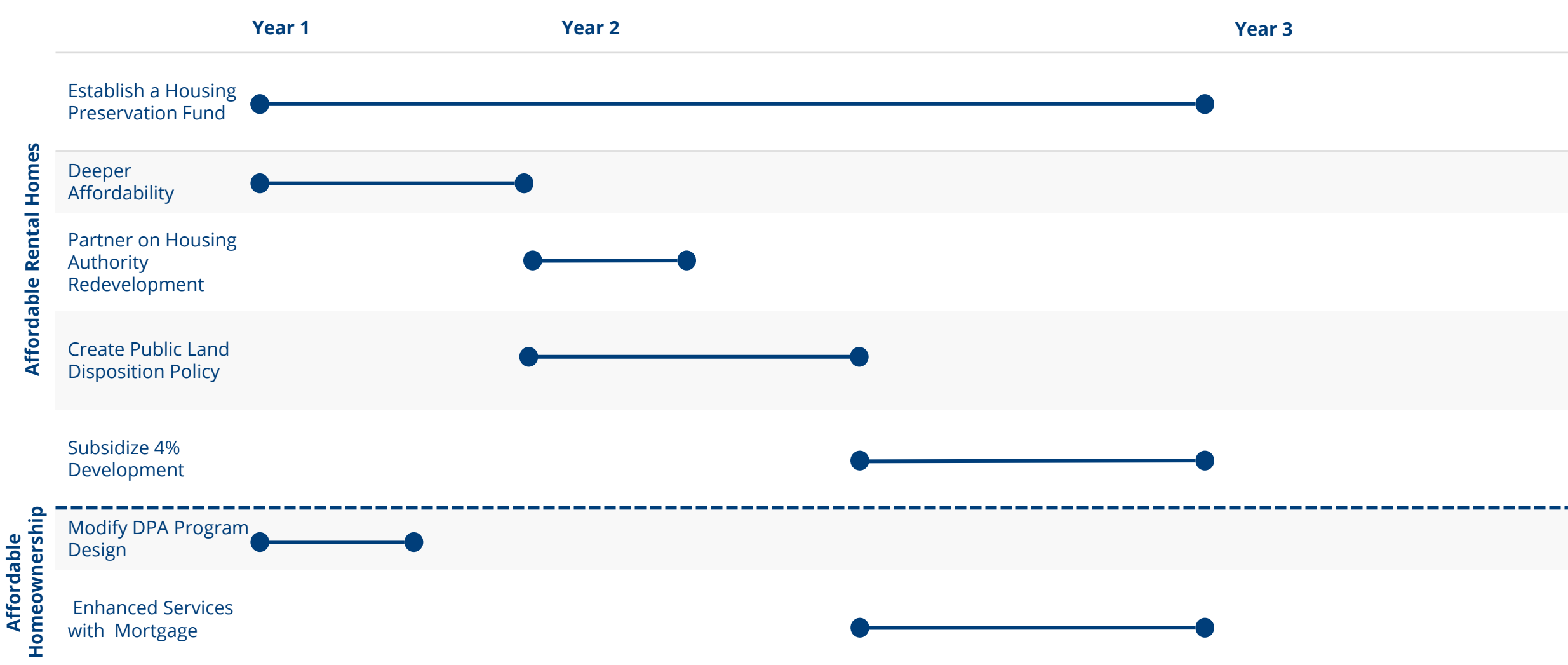
Source: City of Greensboro Bond Tracker, NCHFA, City of Greensboro

Existing funding sources include bond funding, Nussbaum fund, and federal funding including HOME, CDBG, ESG, and HOPWA



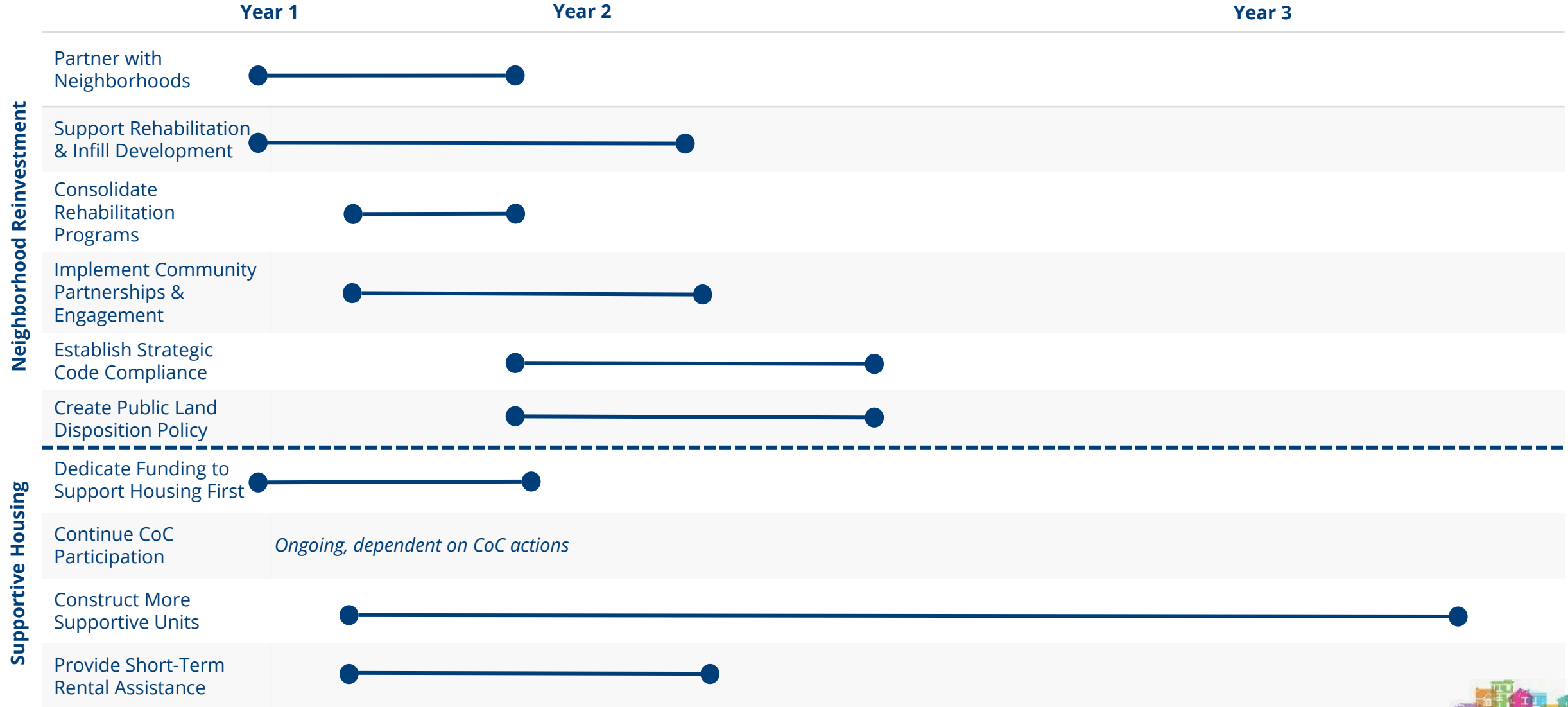


The City will need to prioritize short and mid-term actions in the first two years of implementation. Recommended implementation and timing considers existing municipal and non-profit capacity, legal implications and authority, and the funding sources available in the short-term.





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# **Impacts of the COVID-19 Crisis on Housing Affordability**

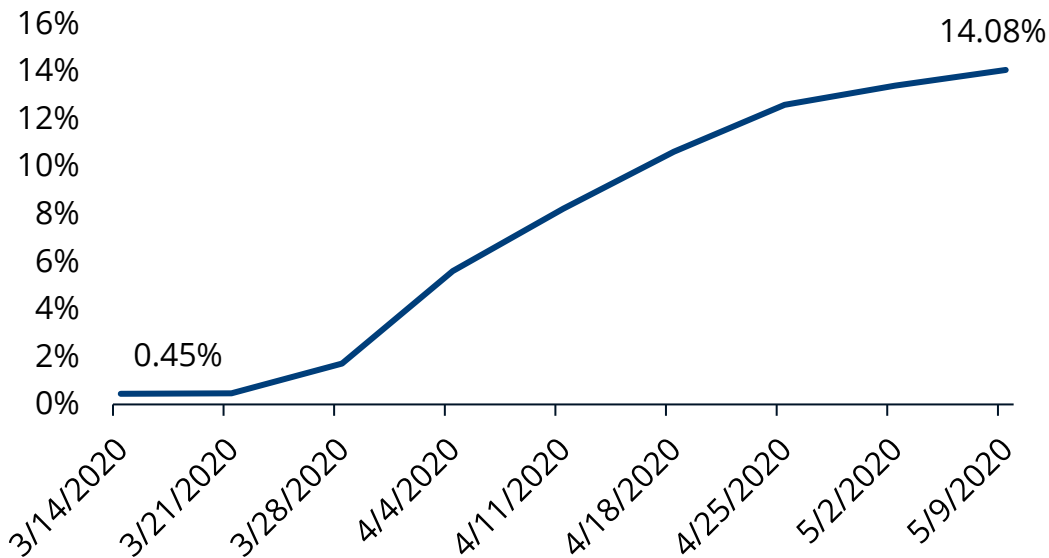
# IMPACTS OF COVID-19 ON UNEMPLOYMENT AND HOUSING

The recommendations of Housing GSO were developed prior to the onset of COVID-19. The ongoing pandemic and economic contraction will exacerbate Greensboro's existing affordability challenges. Loss of employment is the leading cause of housing insecurity and as unemployment rates rise the risk of large-scale evictions and foreclosures increase with it.

The state of North Carolina has seen a massive rise in unemployment insurance claims as a result of businesses shutting down—over 940,000 North Carolinians filed individual unemployment claims between March 15 – May 24, 2020. At projected peak unemployment in Greensboro later this year, between 17,000 – 20,000 households could have at least one unemployed worker. By the end of the year, unemployment is projected to decrease slightly, to 14,000-17,000 households.

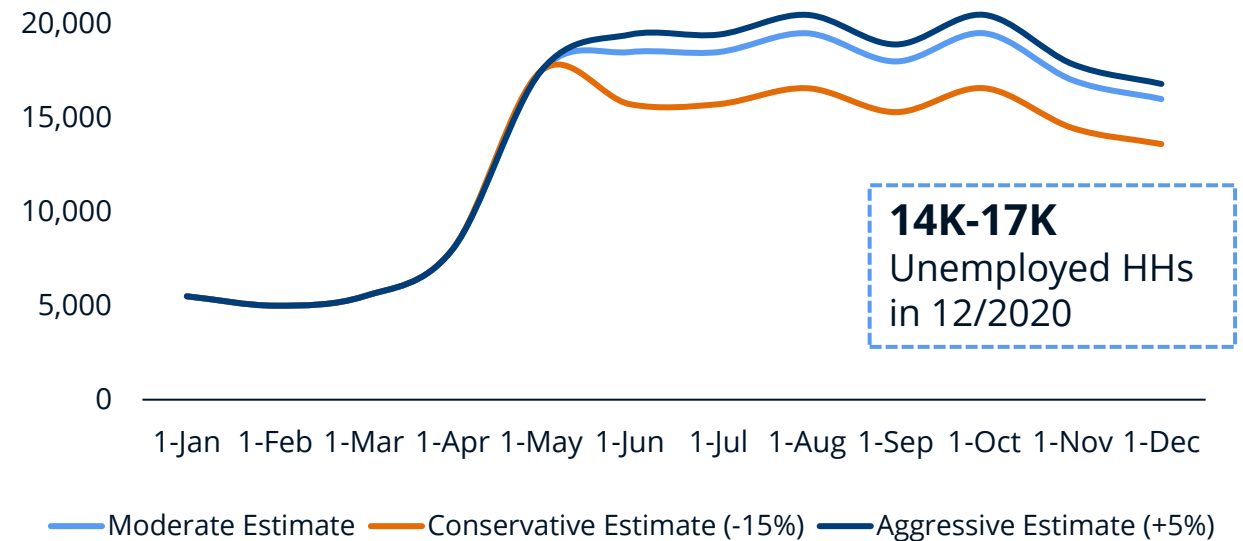
The high rate of unemployment is a warning sign of a coming wave of evictions and foreclosures. As people lose their income and unemployment benefits expire, individuals will struggle to cover housing costs. There is much uncertainty around the timeline and ongoing impacts of the virus, but in the near term, the City should focus its efforts and resources on providing emergency rental assistance and supporting vulnerable and homeless populations.

### North Carolina Insured Unemployment Rate



Source: US Department of Labor Unemployment Weekly Claims Data, NC Department of Commerce Local Area Unemployment Statistics, as of data accessed in July 2020.

### City of Greensboro Projected Unemployment (Households)



Source: Based on Congressional Budget Office unemployment estimates as of data accessed in July 2020, and ACS PUMS 2014-2018.





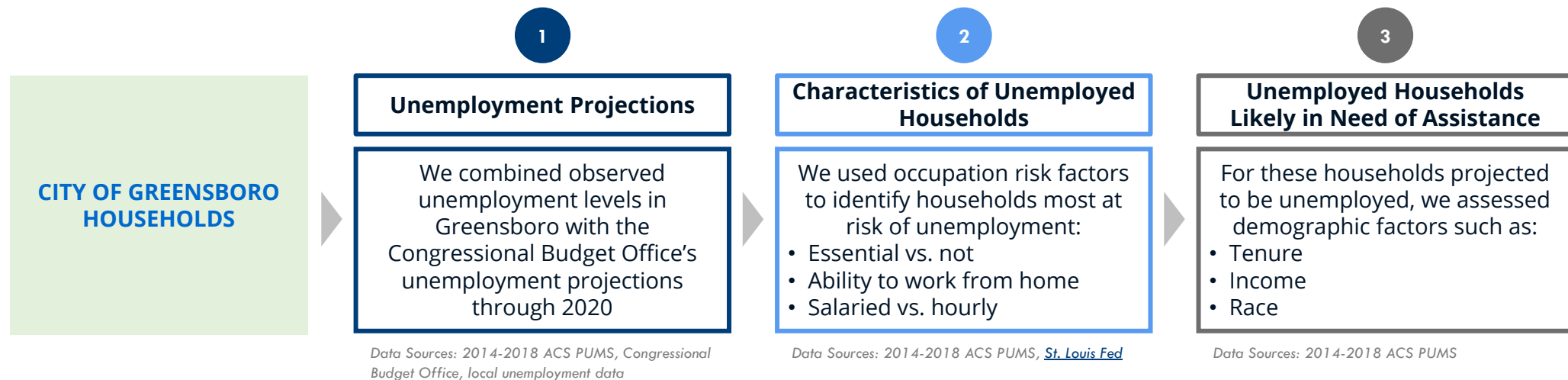
# IMPACTS OF COVID-19 ON UNEMPLOYMENT AND HOUSING

**Our methodology combined unemployment projections and unemployment risk factors to assess the scale of the potential housing support needed in the City of Greensboro.** This methodology is based on an understanding that unemployment is the leading driver and indicator of housing insecurity. Overall, between 14,000 – 22,000 households in the City of Greensboro could have at least one unemployed worker by the end of the year.

We combined observed unemployment with unemployment projections to arrive at a set of region-specific unemployment projections. We next used occupational risk factors developed by the St. Louis Federal Reserve to assign an unemployment risk to specific types of households within the City of Greensboro, based on Census Public Use Micro-Survey Data. This created a baseline dataset for us to understand the characteristics of unemployed households.

Finally, we disaggregated households deemed at high risk of unemployment, along several criteria with implications on housing need:

- **Tenure**, because housing insecurity varies for owners and renters. Protections put in place for owners at a national level (such as mortgage forbearance) are not reliably available for renters, who are therefore at greater risk of housing insecurity.
- **Income**, because low-income renters will be at an even greater risk compared to the overall renter pool, due to higher cost burdens and less available savings.
- **Race**, because as a result of persisting racial injustices, Black households are more economically vulnerable—with systemically less household wealth and greater barriers to employment. Housing challenges will therefore likely be more acute and entrenched for Black households, as they historically have been.

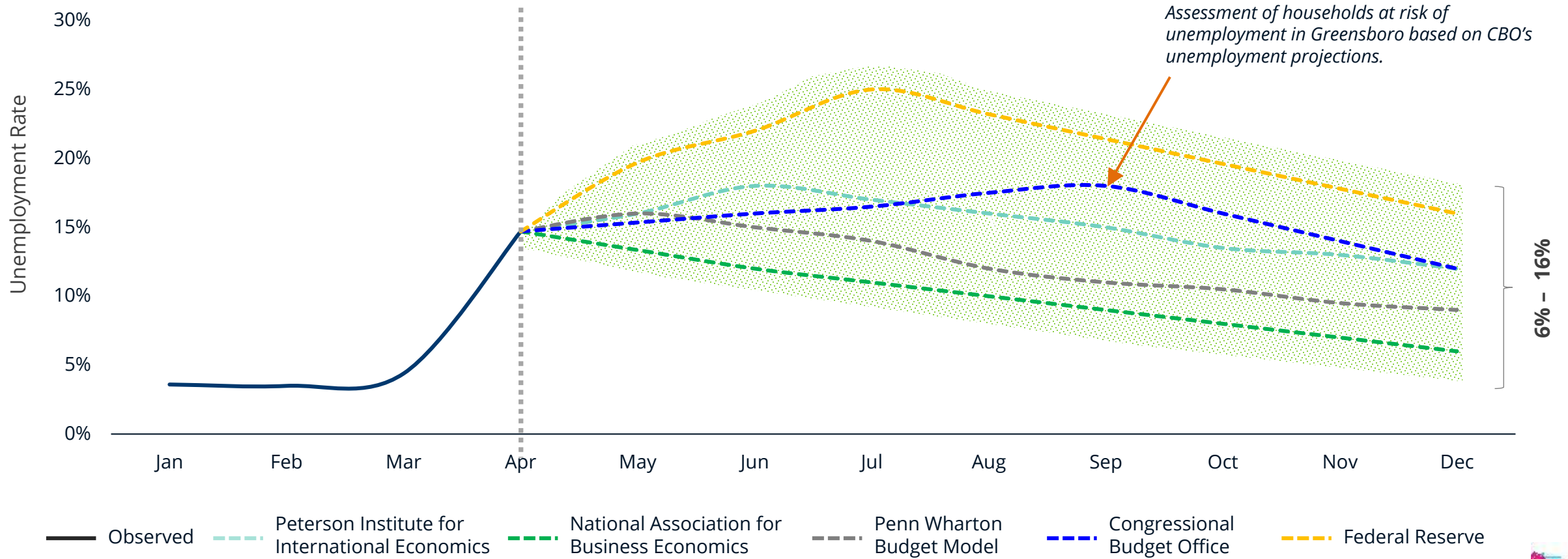


# IMPACTS OF COVID-19 ON UNEMPLOYMENT AND HOUSING

The uncertainty of the COVID-19 pandemic has resulted in a wide range of economic projections, all of which expect great harm. The present analysis uses the Congressional Budget Office's unemployment projections, the blue line in the chart below, which takes a moderate view on the economic impact of COVID-19.

The Federal Reserve has the most negative outlook, projecting peak unemployment of 25% and a year-end unemployment rate of 16%. The most optimistic projection, by Penn Wharton, peaks at 15% and ends at 6%, which is still 50% higher than the 4% unemployment rate at the beginning of the year.

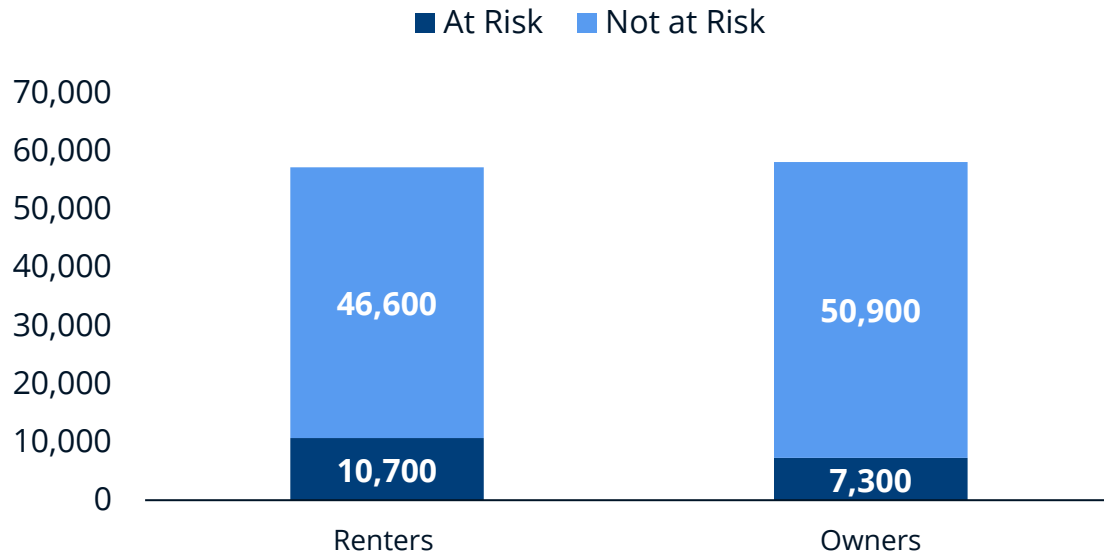
### Real and Projected Unemployment - 2020



# HOUSEHOLDS AT RISK OF UNEMPLOYMENT

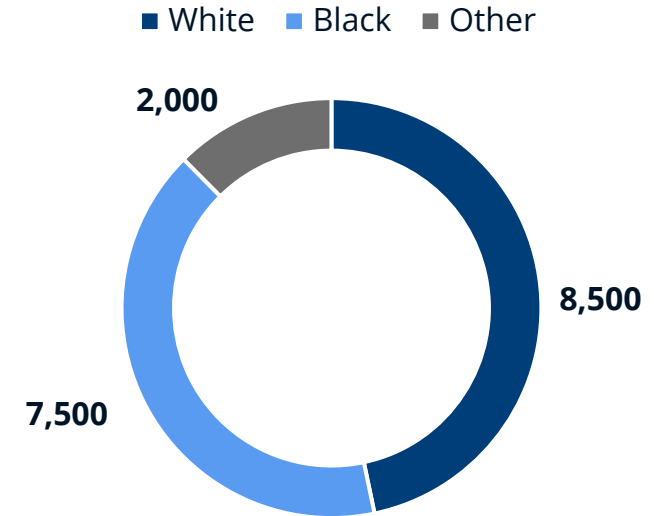
Approximately 18,000 households – 16% of all households in Greensboro - are at risk of having at least one unemployed worker due to ongoing work from home restrictions and the impacts of COVID-19. Even as work from home restrictions begin to lift, the economic recovery will be uneven and households facing long-term unemployment will experience associated housing insecurity as unemployment benefits expire.

### Household Unemployment Risk, by Tenure\*



\* Households with individuals in the workforce, based on projected unemployment at end of Q3 2020

### Household Unemployment Risk, by Race\*



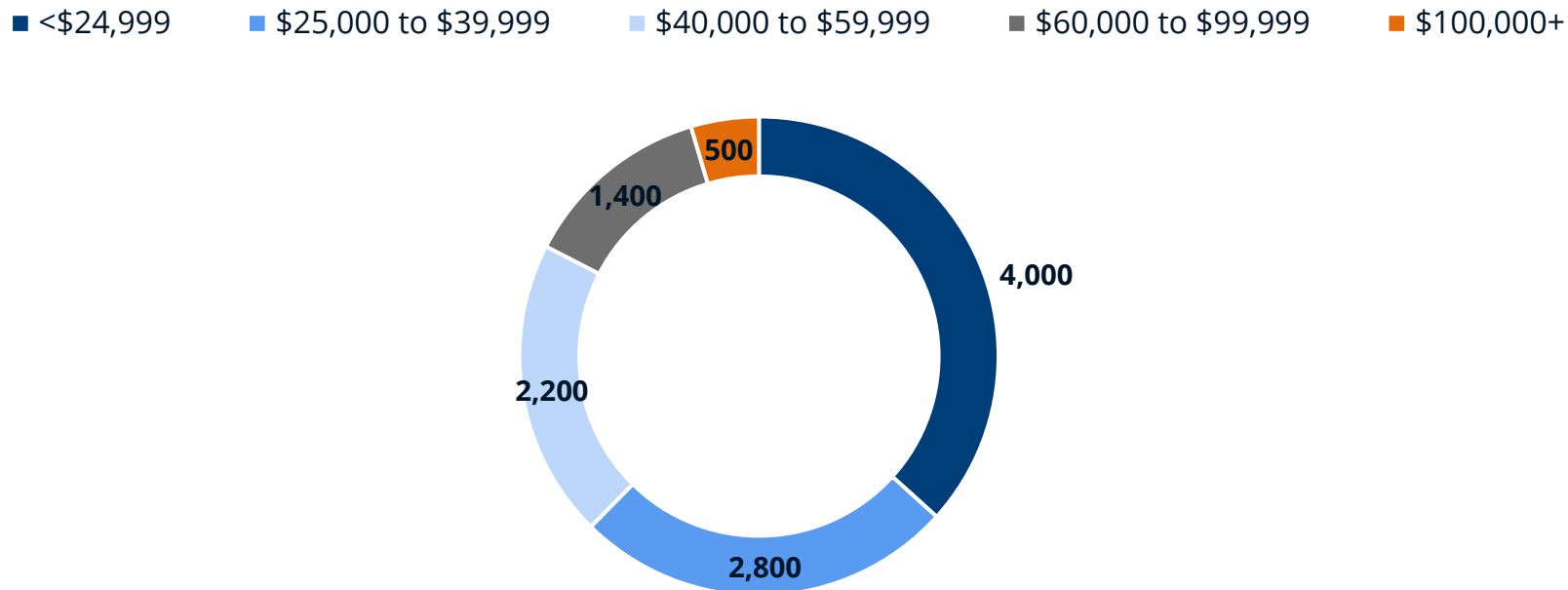
\*Households with individuals in the workforce

Renter households are more at risk of facing unemployment in Greensboro compared to owner households. In terms of race, Black households face a disproportionate risk of unemployment. Of households in Greensboro with one or more workers, 54% are white, 38% are Black, and 8% are other. Yet 41% of all households at risk of unemployment are Black households.

# HOUSEHOLDS AT RISK OF UNEMPLOYMENT

**Low and moderate-income renter households with limited assets and savings will face higher risk of being unable to meet housing expenses and potentially face eviction.** There will be an estimated 6,800 renter households with annual incomes of \$40,000 or less facing risk of unemployment later this year.

**Renter Household Unemployment Risk, by Income\***



\* Households with individuals in the workforce, based on projected unemployment at end of Q3 2020

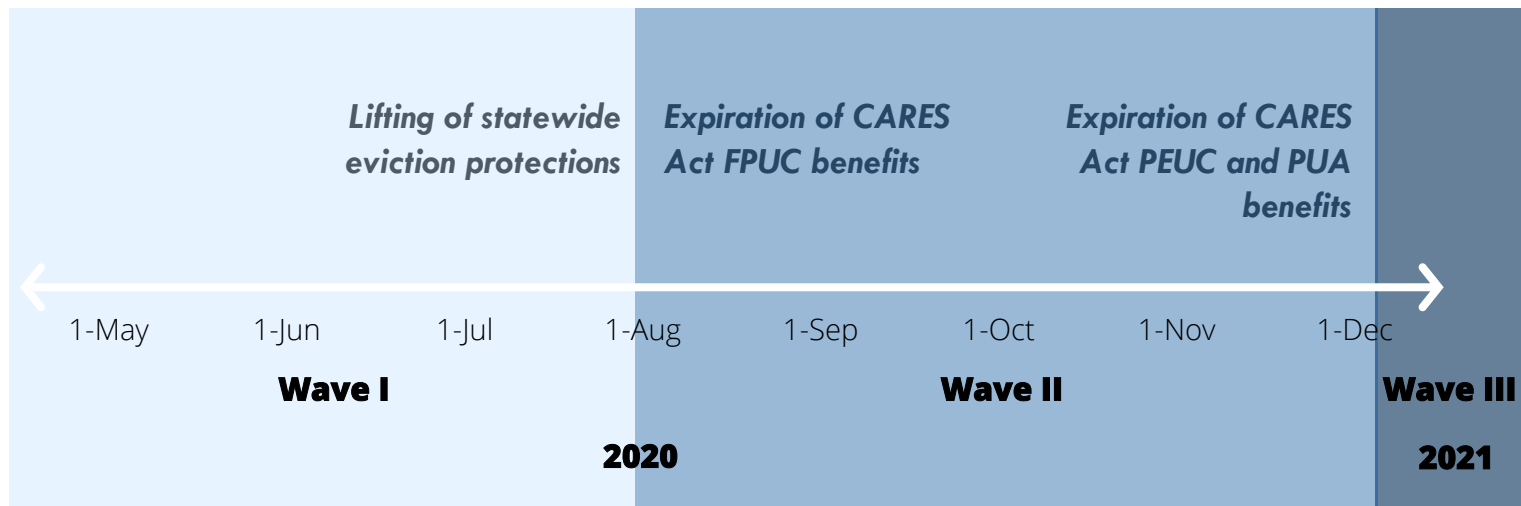
**The majority of renter households at risk of unemployment have an annual income of \$40,000 less,** and 35% of renter households at risk of unemployment have annual earnings below \$25,000. These low-income workers are more likely to hold non-salaried occupations that are viewed as non-essential and are difficult to do from home, like dishwashers, cashiers, hotel clerks, and other positions in the service industry that have been severely impacted by the ongoing pandemic. These low-income renter households will face the highest housing insecurity risk.

# IMPACTS OF COVID-19 ON UNEMPLOYMENT AND HOUSING

**Greensboro will experience waves of housing insecurity as sources of support dry up and job loss persists.** People who are already experiencing homelessness and people who are not eligible to receive unemployment insurance benefits, including undocumented workers, have the most immediate need for assistance to secure safe, affordable housing.

- **Wave I (June 1, 2020):** When superior court and district court proceedings resume on June 1, 2020, those who cannot access unemployment insurance and households who are unable able to pay rent, including undocumented workers, borderline homeless individuals, and those working in the informal economy, will be put at a higher risk of housing insecurity.
- **Wave II (July 31, 2020):** Following the expiration of the Federal Pandemic Unemployment Compensation program on 07/31/2020, unemployed households that had been reliant on the additional \$600 in weekly unemployment benefits will face an increased risk of housing insecurity after CARES expires.
- **Wave III (December 31, 2020):** Following the expiration of the Pandemic Emergency Unemployment Compensation and Pandemic Unemployment Assistance program, which expanded the benefits pool and benefits timeline, on 12/31/2020, all households still experiencing unemployment will face an increased risk of housing insecurity.

**As part of its immediate response, the City should dedicate a significant portion of remaining local housing funds towards emergency rental assistance**—the immediate priority should be keeping as many residents in their homes as possible.



**The City should promptly deploy available funds to meet emergency assistance needs of low-income renters. This will be crucial to averting widespread displacement as eviction stays and unemployment benefits expire.** The City should leverage existing capacity and program structures, and partner with nonprofits already engaged in emergency rental assistance, like the Greensboro Housing Coalition, to minimize the administrative cost and time to quickly deliver funds to households in need. However, emergency rental assistance programs in cities around the country have already been overwhelmed with applications that have quickly depleted available funding, highlighting the scale of the challenge and the need for additional sources of support.

**An emergency housing strategy will need to combine financial assistance with expanded legal protections.** Though North Carolina state law does not generally favor tenants' rights, any actions the City can take to encourage, incentivize, or require expanded tenants' rights will slow the evictions process and help keep residents in their homes. Pairing expanded legal assistance for residents with funding to limit evictions will provide the greatest opportunity for limiting evictions through the recovery period.

## Expand legal assistance

### Expanded Legal Aid

### Mediation Options

The baseline of expanded legal assistance is essential to:

- Increase administrative and legal threshold for evictions, minimizing evictions occurring either without legal counsel or outside of legal proceedings.
- Serve as an alternative dispute resolution to evictions.

+

## Align state, local and philanthropic capital

### Emergency Rental Assistance

A program to directly pay a share of tenant rent:

- First-come, first-served program that targets households under a specific income.
- Provides immediate cashflow for tenants and property owners.
- Although payments are often made to landlords, no landlord contract or agreement is required.

OR

### Tenant-Landlord Workout

A program to directly pay a share of landlord costs, in exchange for additional eviction restrictions:

- Requires a contract between tenants, landlords, and city to share cost obligations.
- Provides cashflow for property owners with possibility for a loan structure.

# **Affordable Rental Homes**

Neighborhood Reinvestment

Access to Homeownership

Supportive Housing

Implementation



**The supply of rental homes affordable to low-income households is insufficient to meet the needs of Greensboro residents, a trend seen in other North Carolina cities like Raleigh, Durham, and Charlotte.** Rental households earning \$30,000 and below face the most extreme housing shortages in the Greensboro's market. Significant public investment is necessary to prevent the shortage of affordable quality rental homes from expanding dramatically over the next ten years.

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Encourage additional units at deeper levels of affordability in projects to which the City awards funding in exchange for higher levels of subsidy.



## Create Public Land Disposition Policy

Explore opportunities for disposing of publicly-owned land, which can include private properties donated to the City, at free or reduced cost to support development of affordable rental homes.



## Partner on Greensboro Housing Authority Redevelopment

Establish a partnership between the City and Housing Authority to guide redevelopment activities, with an emphasis on housing and infrastructure needs.



## Subsidize 4% Development

Dedicate additional local and philanthropic funding to match federal funding for 4% LIHTC projects.



## Establish a Housing Preservation Fund

Establish partnerships with private and philanthropic entities to create a fund to rehabilitate and preserve the affordability of existing multifamily housing.



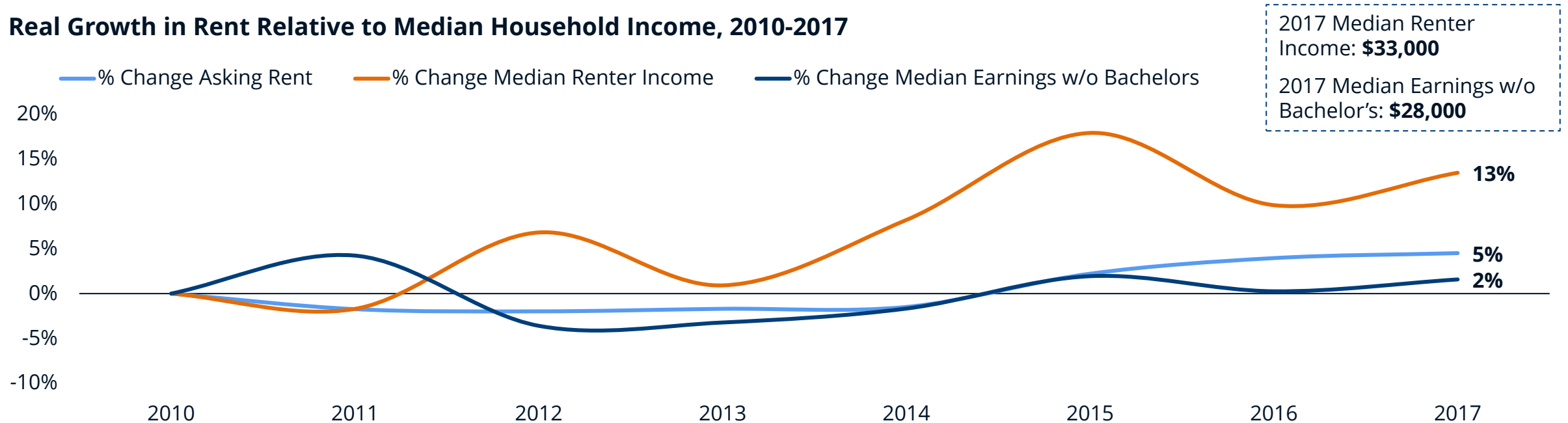


# AFFORDABLE RENTAL HOMES

**As rents rise and the availability of affordable rental homes declines, it is increasingly difficult for low-income households to find quality housing options they can afford.** While renter incomes in Greensboro are rising faster than rents overall, the trend doesn't hold for renters without a bachelor's degree. These renters represent the majority of the city's renters – 71% of all renter households are headed by residents without a bachelor's degree. Incomes for these residents have risen just 2% since 2010 when accounting for inflation, while rents have risen 5%. While Greensboro's rental market is overall largely affordable, residents without a college education are at a disadvantage as their earnings lag increases in housing costs.

**Lagging incomes for residents with lower levels of educational attainment have resulted in a high degree of cost burden for Greensboro's lowest-income households.** 82% of Greensboro's renters earning less than \$20,000, and 71% of renter households earning between \$20,000-\$35,000 annually, pay more than 30% of their monthly income towards housing. 52% of these renters are extremely housing cost burdened and pay more than 50% on a monthly basis towards housing costs. As rents rise but wage growth does not keep pace for those with jobs in lower-paying sectors, there is a significant and increasing need for additional rental housing affordable for Greensboro's low wage earners. While initiatives and efforts to help raise wages and income can also be effective in supporting low-income residents, Housing GSO is focused on housing affordability, and does not include recommendations around income and wage strategies.

## Real Growth in Rent Relative to Median Household Income, 2010-2017



Source: ACS Estimates (2010 and 2017), CoStar



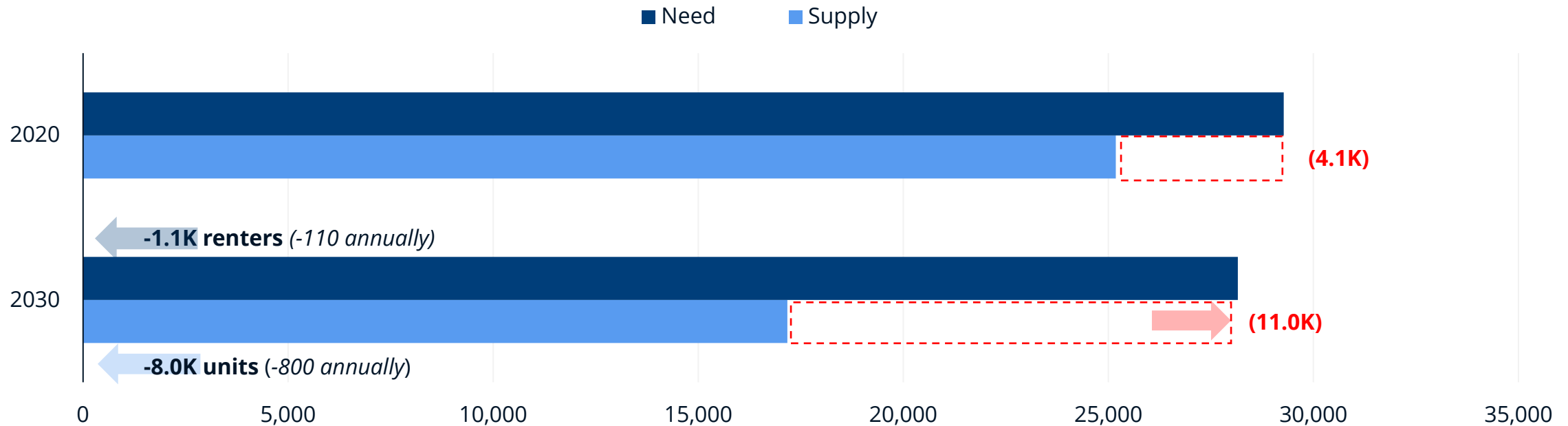


# AFFORDABLE RENTAL HOMES

Similarly to many other cities throughout the country, Greensboro has an existing shortage of over 4,000 affordable rental homes for households earning \$30,000 a year or less. When the need from individuals of certain incomes levels outnumber the number of units affordable at that income level, a housing gap exists. Greensboro's lowest income renters face a challenge in finding affordable rental housing units as rents rise and existing affordable units are lost to obsolescence. This challenge is not unique to Greensboro, and is faced by many jurisdictions throughout the country, as well as other North Carolina cities such as Raleigh, Durham, and Charlotte.

**This gap will only grow more pronounced as rents continue to rise, depleting Greensboro's stock of naturally affordable housing.** Based on recent historic trends, Greensboro is annually losing about 800 units with rents affordable to those earning less than \$30,000. While the city is also losing renters at this income level, units are depleting at a much faster pace than residents. Thus, if current trends continue, the city's housing gap is projected to expand to a gap of 11,000 units by 2030. The City can help address this affordable housing shortage by supporting production of new affordable rental units and preserving existing units to meet the needs of Greensboro's low-income renters.

## Cumulative Rental Housing Gap for Households Earning \$30,000 and Below, Current and Projected



Source: ACS, PUMS 2010 and 2017 5 Year Estimates

HR&A Advisors, Inc.





## DEEPER AFFORDABILITY | Overview

**The City should encourage additional units at deeper levels of affordability in projects to which it grants funding.** Households earning \$20,000 and below face the most critical need. Providing subsidy to support increased production of rental housing units affordable to these households will help address the existing affordability gap.

**Low-Income Housing Tax Credit (LIHTC) awards are the primary source of subsidy for affordable rental housing.** LIHTC is a federal program that provides tax credits to support the creation of affordable housing. There are two types of LIHTC awards: 9% awards, which are competitive and typically provide about a 70% subsidy to a project, and 4% awards, which are non-competitive and provide about a 30% subsidy to a project. In North Carolina, LIHTC awards are allocated by the North Carolina Housing Finance Agency (NCHFA). Developers applying for 9% awards in Greensboro compete against proposed projects in other major North Carolina cities and within Guilford County against projects proposed in High Point.

**The City provides additional subsidy using HOME and bond funds to support 9% LIHTC affordable multifamily projects through its Multifamily Affordable Housing Development Loan program.** Since the passing of the 2016 Housing Bond, the City has provided over \$2,100,000 in additional gap funding to support three LIHTC development projects.\*

**The City can fund additional rental housing units affordable to households earning below \$20,000 in the 9% LIHTC projects it supports.** Providing gap financing to projects enables the City to assert influence into the process of supporting affordable housing development. With this influence, the City should fund additional extremely low-income units in the developments to which it grants support. To further ensure its gap financing goes to projects that align with City priorities, the City should also encourage projects to include a portion of supportive units that go above the minimum required by NCHFA. In addition to providing subsidy, the City should review other requirements placed on affordable housing developers and identify opportunities for improvement, such as reduced permitting fees, accelerated review processes, and reduced infrastructure investment requirements to support development feasibility.

*\*The City has allocated approximately \$2.1 million in funding to support the construction of the 4% Printworks Lofts, 9% Ryan Ridge, and 9% Elmsley Trail LIHTC projects, per the City of Greensboro's Bond Tracker in January 2020*



### Key Partners

- City of Greensboro - NDD
- LIHTC Developers



### Action Steps

1. Modify RFP requirements for the Multifamily Affordable Housing Development Loan program to encourage additional units affordable to households earning <\$20,000 that go beyond NCHFA minimums
2. Communicate new provisions to developers

### Anticipated Cost to Implement:

# ~\$45K

Per additional unit affordable to households with annual incomes <\$20K





## DEEPER AFFORDABILITY | Recommendation

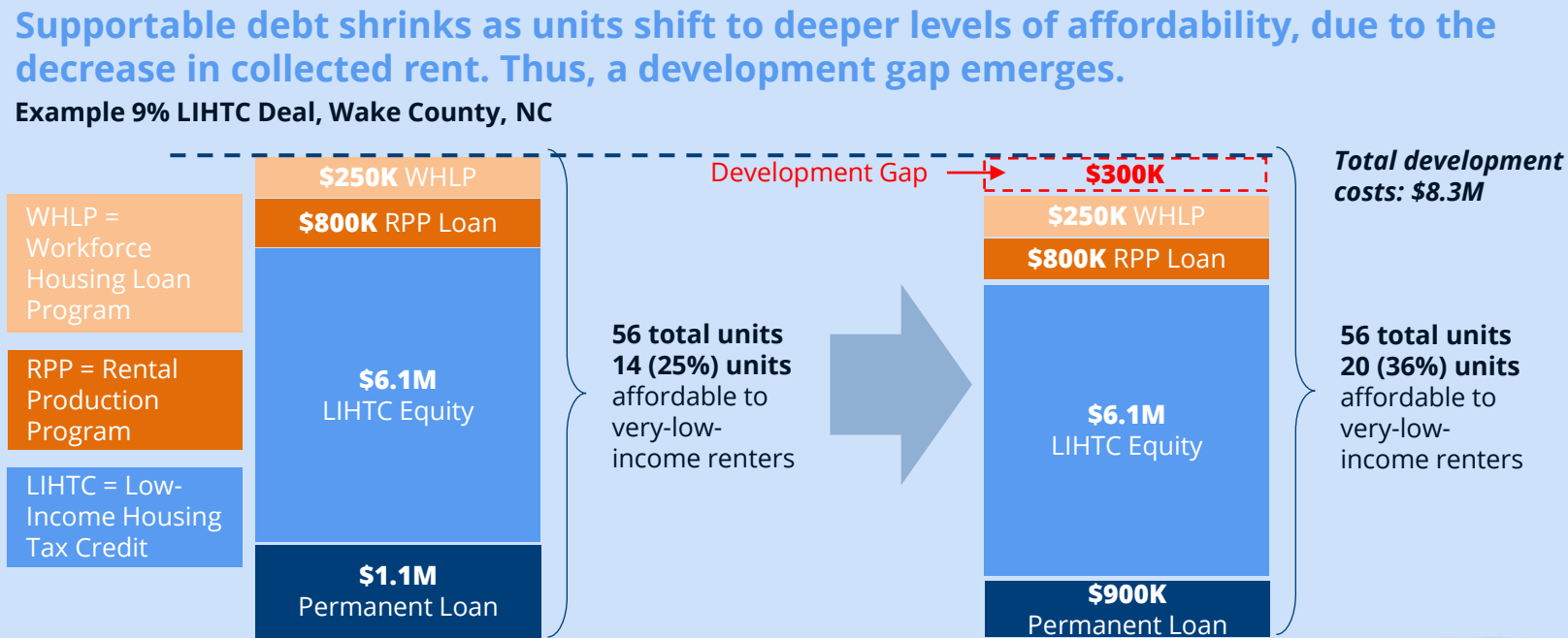
**A financial gap emerges as a developer adds more units at deeper affordability levels into a project.** Shifting a unit from being affordable to a household earning \$30,000 annually to a household earning \$20,000 annually removes about \$250 a month from total collectable rent. This lowers the project's supportable debt and leads to a development gap that must be closed by another funding source.

**The City is already offering a substantial amount of funding for multifamily affordable housing projects.** The City offers about \$1,600,000 annually through its federal HOME funding allocation alone, and the City's 2016 Housing Bond significantly increased available funding for multifamily affordable development. In the 2017-2018 funding cycle, the City offered a total of \$4,800,000 in funding via the Multifamily Affordable Housing Development Loan program, using both bond and HOME funds. In the 2018-2019 cycle, with much of its bond allocation for the program spent, the City still offered approximately \$2,100,000 in funding for the loan program.

**Greensboro should push developers to add additional very low-income units into their projects to receive City support.** The City should be able to leverage this same funding pool to support additional units for households earning below \$20,000.

**The City should alter its RFP and underwriting processes to encourage a higher portion of units affordable to renters earning \$20,000 and**

**below.** For 9% LIHTC new construction projects, the City should offer approximately \$45,000 in subsidy for every additional unit offered beyond the standards established by NCHFA. The City should continue to thoroughly underwrite deals and offer a baseline level of subsidy to ensure it is granting the needed level of gap financing. The amount of this funding should be reevaluated regularly as NCHFA funding and development costs shift.





## DEEPER AFFORDABILITY | Case Study

Wake County has been able to significantly increase unit production for low-income earners by altering the evaluation criteria for its Affordable Development Loan Program. Similarly to Wake County's approach, Greensboro should amend its RFP criteria to preference developments offering lower thresholds of affordability beyond what is required by NCHFA. Adopting a similar baseline and tiered approach to awarding funding should have a tangible impact in the production of units affordable to extremely-low-income renters.

**The City could also offer additional subsidy for 9% LIHTC projects located in areas of opportunity where there is currently a lack of affordable housing and land prices are higher.** Locating affordable housing in areas of opportunity with high-quality schools, low crime, and access to open space and other amenities is one of the most effective ways to impact children's future success. However, with higher land costs, developers need additional subsidy to make affordable development feasible. The Appendix provides an overview and methodology for identifying areas of opportunity in Greensboro.

## Affordable Development Loan Program (ADLP) Modifications

Wake County, NC

**Beginning in the 2017-2018 application cycle, Wake County altered the criteria for its Affordable Development Loan Program (ADLP) to establish a requirement of additional units affordable at lower-income levels, as well as additional supportive units.** For 9% LIHTC projects, the County established a preference for projects offering a portion of total units to individuals or households earning at or below 40% AMI, as well as projects that include units set aside to serve special needs populations.

**Establishing these preferences has significantly deepened the affordability in multifamily projects the County supports.** For the 2019 funding cycle, over a third of total units in supported projects were affordable at or below 50% AMI, which represents an additional 175 units above NCHFA baseline requirements. The County also created 105 permanent supportive housing units above baseline NCHFA requirements based on its updated criteria.

**Wake County offers additional subsidy to units that target deeper affordability according to the following guidelines:**

- **Up to \$30,000** per unit for **50% AMI units**
- **Up to \$50,000** per unit for **40% AMI units**
- **Up to \$80,000** per unit for **30% AMI units**



## PARTNER ON HOUSING AUTHORITY REDEVELOPMENT | Overview

The City and the Greensboro Housing Authority (GHA) should establish a partnership for public housing redevelopment, including the Smith Homes site, designed to address housing development infrastructure needs. Redevelopment is necessary as public housing ages and becomes obsolete and the process must be carefully managed with coordinated support from the City and GHA.

**Greensboro’s public housing is its most powerful tool to serve its lowest-income residents.** However, as public housing ages and becomes obsolete, public housing authorities around the country are utilizing the Rental Assistance Demonstration (RAD) program to transform public housing developments into project-based voucher communities, making it easier to finance needed repairs.

**In Greensboro, Smith Homes needs redevelopment with large-scale infrastructure improvements to improve housing quality.** Redeveloping Smith Homes and similar public housing developments through RAD is critical to ensure extremely low-income residents have safe and dignified housing options.

**Greensboro should establish a formalized partnership with GHA to guide public housing redevelopment, with the larger goal of working together to maintain strong, healthy communities.** Beginning with the multi-phased Smith Homes redevelopment, the City should commit to funding required infrastructure updates at the Smith Homes site, while GHA should commit to providing greater resident-focused support. The City and GHA should establish an MOU to formalize agreements about City investments and GHA support.

**Together, the City and GHA combine powerful resources for serving Greensboro’s lowest-income earners.** Both must work together to build and maintain healthy housing supported by adequate infrastructure. In addition to the MOU for Smith Homes, the City and GHA should develop a strategy for supporting new affordable housing development on other GHA-owned land that becomes available for development in the next ten years. The City and GHA should meet regularly to communicate around opportunities to leverage GHA’s bonding capacity, partner on executing the pipeline of projects, housing choice voucher utilization, and potential land swaps.



### Key Partners

- City of Greensboro – NDD, City Manager’s Office, Field Operations, Water Resources
- Greensboro Housing Authority



### Action Steps

1. Work with GHA to establish resident-focused goals and priorities throughout redevelopment
2. Establish a Memorandum of Understanding (MOU) with GHA outlining agreed investments and support for Smith Homes
3. Dedicate funding to support infrastructure improvements that fall within the purview of Smith Homes

### Anticipated Cost to Implement:

# ~\$5M

For infrastructure and site costs over four phases of redevelopment for Smith Homes





## PARTNER ON HOUSING AUTHORITY REDEVELOPMENT | Recommendation – *Smith Homes Redevelopment*

**Smith Homes is the final public housing development in GHA's portfolio in need of RAD conversion.** GHA anticipates construction will span four phases, beginning in 2021. During this time, between 40-120 households at a time will need to be relocated, and several major infrastructure updates must also be completed.

**The City should fund a portion of required road, sewage, and water infrastructure upgrades at the Smith Homes site.** Most roadways within the Smith Homes subdivision require major repairs to reach an acceptable condition. Additional work may also be required to update sewage and water lines to meet redevelopment needs. GHA does not have the resources required to manage these repairs, so the City should step up to fund repairs that fall within its purview through coordination among Greensboro's NDD, Water Resources, and Field Operations departments.

**GHA should simultaneously ensure it is strengthening support provided to residents throughout the Smith Homes redevelopment process.** Relocation is a very disruptive process, so GHA should go beyond

minimum HUD standards for relocation to ensure current Smith Homes residents are set up for success in their move. This could be achieved by establishing a partnership with a third-party relocation entity.

**For Smith Homes, the City and GHA should partner to cover required infrastructure updates and determine standards for resident-focused support.** The City and GHA should work together to outline goals and codify agreed responsibilities through a memorandum of understanding.



### Smith Homes Redevelopment

#### Anticipated Phasing

**Phase One:** 80 units (2021)

**Phase Two:** 115 units

**Phase Three:** 108 units

**Phase Four:** 44 units

## Choice Neighborhood Initiative (CNI) Program

**The CNI program may represent a good source of funding for the redevelopment of the Smith Homes site.** GHA and the City of Greensboro could partner to develop a strong proposal for the Smith Homes site in the next CNI funding cycle.

CNI leverages significant public and private dollars to support locally driven strategies to address struggling neighborhoods with distressed public housing.

### CNI is focused on three core goals:

- 1. Housing:** Replace distressed public housing with high-quality mixed-income housing that is well-managed and responsive to the needs of the surrounding neighborhood;
- 2. People:** Improve outcomes of households living in the target housing related to employment and income, health, and children's education; and
- 3. Neighborhood:** Create the conditions necessary for public and private reinvestment in distressed neighborhoods.



## PARTNER ON HOUSING AUTHORITY REDEVELOPMENT | Case Study

**GHA should build off the City of Norfolk’s “People First” approach to resident relocation in working together to codify goals for relocation throughout the Smith Homes redevelopment process.** Norfolk’s approach focused on providing residents the support they need to empower families toward success and upward mobility by teaming with resident services providers. GHA should provide Smith Homes residents similar individualized case management, with an emphasis on relocating to housing in areas of opportunity. GHA can explore partnering with third-party providers to assist in providing these services. At the same time, GHA should provide landlord education support to educate landlords on Section 8 Housing Choice Vouchers and to encourage landlords, particularly those with properties in areas of opportunity, to accept voucher holders. Providing these services would transform the stresses of relocation for Smith Homes residents into a positive experience for themselves and their families, many of whom will remain in their relocated unit for the long-term.

### St. Paul’s Quadrant Redevelopment

Norfolk, VA

**To establish a network of support for relocated residents, the City of Norfolk and Norfolk Redevelopment and Housing Authority are partnering to administer the People First Initiative\*.** People First is dedicated to improving resident outcomes and breaking the cycle of intergenerational poverty.

**With \$3.5 million committed in annual funding from the City of Norfolk,** the program aims to empower residents’ ability to be economically self-sufficient and exercise maximize housing choice. People First is designed to respond directly to resident needs as determined through community meetings, household surveys, stakeholder work sessions, and analysis of resident data. The program aims to provide high quality and effective mobility and human capital investment services to the roughly 1,700 families living in the three public housing developments in Saint Paul’s Quadrant.

**The Initiative is a commitment to providing comprehensive services for the residents of St. Paul’s Quadrant.** Mandated tracking and evaluation of outcomes will ensure services are tailored to individual needs, and that overall outcomes are comparable across residents. It will provide:

- **Mobility services** to assist residents in securing rental assistance for those who chose to seek private housing
- **Case management services** to provide individualized success plans for residents
- **Employment and entrepreneurial support** and government benefits assistance
- **Family coaches** to connect residents on an as-needed basis to individualized services such as eviction risk-reduction, special support services, education services, and healthcare services

\*See <https://www.stpaulsdistrict.org/people-first>







## ESTABLISH HOUSING PRESERVATION FUND | Overview

**Greensboro should partner with funders to establish a preservation fund to acquire existing affordable rental homes.** The City's affordable housing gap is growing as the supply of existing affordable rental homes declines and properties fall into disrepair. A preservation fund will help preserve existing stock and slow the increase of the affordable housing shortage for renter households earning \$30,000 and below.

**Housing preservation funds provide financing for developers to acquire and improve the quality of existing affordable rental homes.** The funds can target subsidized rental homes where the affordability restriction on the property is expiring or unsubsidized rental homes that are affordable, referred to as naturally-occurring affordable housing (NOAH). NOAH typically makes up a city's most significant portion of housing that is affordable to low-income renters. However, this housing is often aging, positioning it for lower-cost acquisition and redevelopment in hot neighborhood markets, or to fall into obsolescence and disrepair in less active markets.

**The City should establish a housing preservation fund, capitalized through a mixture of public, private, and lender contributions, to invest in its stock of NOAH and slow the expansion of the affordable housing shortage.** Rising rents and obsolescence are depleting Greensboro's supply of available affordable rental homes, a trend happening in cities across the country. A housing preservation fund in Greensboro will allow developers to identify preservation opportunities and purchase buildings with low-cost financing that will not require them to drastically raise the rent or displace residents.

**A housing preservation fund will have the greatest near-term impact on the City's supply of affordable housing.** Creating a preservation fund will require substantial public, philanthropic, and private funding, but will allow the City to maximize its investment as it layers public dollars with other sources of funding. Leveraging public-private partnerships, in addition to dedicated public funding, can create significant impact as the City simultaneously seeks to develop new affordable units through other programs.



### Key Partners

- City of Greensboro - NDD
- Community Foundation of Greater Greensboro
- Invest Health
- Affordable housing developers
- Fund administrators



### Action Steps

1. Establish a working group with committed funders to advance the design of the fund
2. Evaluate potential pipeline of preservation projects
3. Select a fund administrator and work with them to develop loan products and raise additional funding
4. Launch fund

### Anticipated Cost to Implement:

# ~\$5M

In public support to launch fund





## ESTABLISH HOUSING PRESERVATION FUND | Recommendation

**A one-time funding contribution from the City will be required to launch a housing preservation fund.** The remainder of the fund should be primarily raised from philanthropic entities, wealthy individuals, responsible corporate citizens, banks and other institutions, and the fund administrator.

**The City can use local funding from the Housing Bond or sources of federal funding to invest in the preservation fund.** Federal funding is less effective than local funding because it brings additional regulatory requirements that are cumbersome and raise the cost of rehabilitations. Dedicating a portion of the existing housing bond or a new local housing funding source will likely be more effective.

**Greensboro should combine initiatives to improve public health by addressing housing quality with the preservation fund.** The City can replicate its past success working with philanthropic funders, local developers and community advocates to acquire and rehabilitate the Avalon Trace complex to improve the health of residents and preserve affordability.

**Greensboro will need to select a fund administrator to manage the fund and service loans to developers.** This will ensure the fund can act quickly and leverage private dollars efficiently. While the administrator will be responsible for granting loans, the City will establish detailed criteria to define eligible projects, in line with their established policy goals of housing preservation.

**The fund administrator should be a local CDFI, bank, or philanthropic organization with the ability to underwrite NOAH projects.** Greensboro will need to build these capacities to operate a successful housing preservation fund. The City will also need to build capacity and interest among local developers, which could include incentivizing their participation in the fund and attracting new developers to the market.

### Rehabilitation of Avalon Trace Apartments: Effective Collaboration to Preserve Affordability

This 176-unit complex in East Greensboro had fallen into disrepair. Residents suffered from health problems associated with substandard housing, including asthma and respiratory diseases. Invest Health, a team of stakeholders that included members of the City, Cone Health, UNCG Center for Housing and Community Studies, and the Greensboro Housing Coalition worked with a new buyer to purchase the property in 2017 and finance needed repairs. The new complex, renamed Cottage Gardens, was made possible via collaboration between non-profit, philanthropic, and municipal stakeholders. The project's financing relied on support from the City, the Community Foundation of Greater Greensboro, and the Reinvestment Fund, a

national CDFI. The successful rehabilitation project represents the type of preservation the City should continue to pursue.





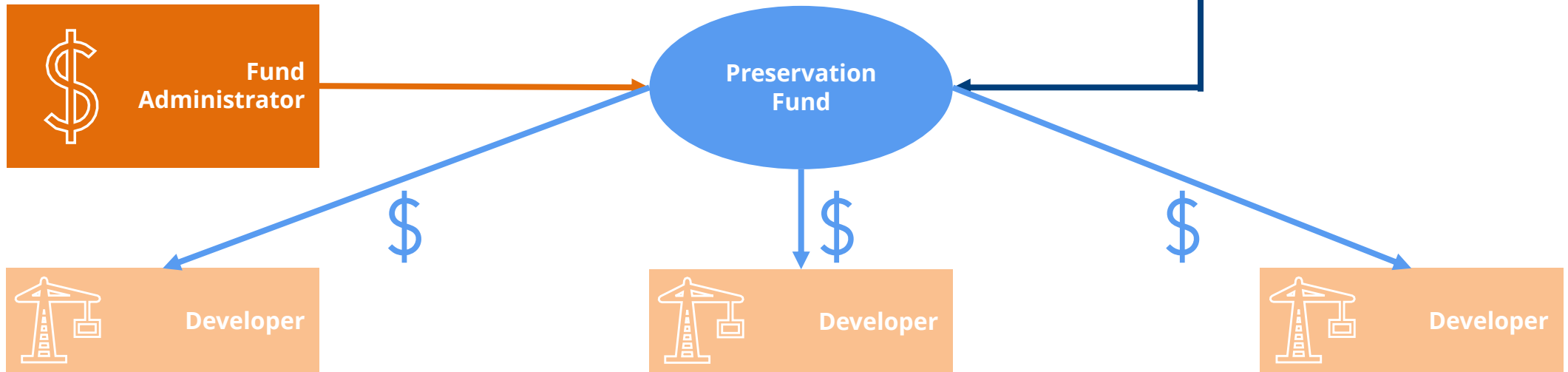
# AFFORDABLE RENTAL HOMES

## ESTABLISH HOUSING PRESERVATION FUND | Recommendation

A housing preservation fund will allow the City and its partners to pool funds so developers can access capital to preserve Greensboro's naturally affordable units.

A selected administrator makes a financial contribution, manages the fund, and originates and services loans to developers.

The City and its partners provide grant or low-interest capital to the fund to support below-market loans.





## ESTABLISH HOUSING PRESERVATION FUND | Case Studies

**Precedent preservation fund models point to two potential fund structures for Greensboro.** A fund in Greensboro could take the form of the Minneapolis NOAH Impact Fund, which is managed by a dedicated entity,

the Greater Minnesota Housing Fund. Alternatively, in the model of the JGB Impact Fund, Greensboro's fund could be managed by established organizations operating in the city.

**The City will need a strong partner with the necessary expertise to successfully run the fund.** The City should complete a detailed fund structure analysis to identify what's best for Greensboro.

### NOAH Impact Fund

Minneapolis, MN



In 2017, the Greater Minnesota Housing Fund created a partnership to preserve naturally occurring affordable housing and expiring subsidized buildings. The resulting Fund is comprised of \$32.5 million raised from public, bank, and philanthropic sources. It is separated into a project investment fund and a credit enhancement tranche. Only the project fund may be used to invest in projects. The remaining credit enhancement serves as a back stop to losses incurred from fund investments.

### JGB Impact Fund/Washington Housing Conservancy

Washington, DC



Established in 2018, the JGB Impact Fund is currently comprised of \$93 million in investor commitments. The fund is anticipated to preserve 3,000 units during its five-year investment horizon and ten-year hold of each property. The Washington Housing Conservancy is an independent non-profit that purchases properties with capital from the impact fund to deliver services and ensure units remain affordable.

*See the Appendix for additional information on these case studies.*



## CREATE PUBLIC LAND DISPOSITION POLICY | Overview

**The City should explore opportunities to dispose of publicly-owned land at free or reduced cost to support production of affordable rental housing.** Publicly-owned vacant and underutilized parcels are significant assets at a jurisdiction’s disposal. Offering such land to affordable housing developers at free or reduced cost can help close the feasibility gap to enable new development and increase the City’s supply of affordable rental homes.

**Selling public land at a discount in exchange for affordable housing development is a common tool within North Carolina and across the country.** Land costs typically represent 20% of total project development costs, and a discounted acquisition price can significantly increase a project’s development feasibility. Disposition of public land provides a jurisdiction a means to support affordable housing development at little to no upfront cost. Public land can include a city’s existing land assets, as well as land acquisitions through private property donations and foreclosures.

**The disposition of publicly-owned land at below-market value is legal in North Carolina, so long as valuable public benefits are provided in exchange.** In North Carolina, the provision of affordable housing is considered a public purpose, assuming the private market will not meet the need on its own. The state defines an affordable housing “project” as one where at least 20% of the units are affordable to and occupied by households with incomes at or below 60% of the area median income. If a property is going to be used for affordable housing, the local government can use “private sale” procedures to convey it to the buyer of its choice and avoid the standard competitive bidding process.

**The City should develop an inventory of publicly owned land in Greensboro, including sites under its control as well as land assets of other public entities.** A necessary first step is building an inventory of all City-owned parcels. The City should then engage with Guilford County, Guilford County Schools, and other public entities to create a more complete inventory of vacant and underutilized publicly-owned land in Greensboro that could support future affordable housing development. After establishing this inventory, the City should develop evaluation criteria to filter through publicly-owned parcels to identify sites most suitable for future affordable housing development. The City should consider a joint acquisition policy with Guilford County. Since the County oversees the process of acquiring land via tax foreclosure, a joint acquisition approach can help the City expand the inventory of publicly-owned sites available for affordable housing development.



### Key Partners

- City of Greensboro – NDD, Planning
- Guilford County and Guilford County Schools
- Greensboro Housing Authority



### Action Steps

1. Create an inventory of publicly-owned land that could accommodate future affordable housing development.
2. Design a policy and program to allow free or reduced cost land disposition for affordable housing projects, with rigorous requirements to maximize public benefit on donated or sold land.
3. Develop a strategy to guide priority parcel identification and disposition.



## CREATE PUBLIC LAND DISPOSITION POLICY | Case Study

**Greensboro can build off Wake County’s approach to public land disposition, first developing criteria for assessing the appropriateness of sites, and then prioritizing properties for affordable housing development.**

Following the release of the *Wake County Affordable Housing Plan*, Wake County worked across departments to establish a comprehensive inventory of publicly-owned land that met basic feasibility requirements for affordable housing development. The County then narrowed this inventory with further assessment to determine priority parcels.

The City can follow a similar approach and policy development process for its own public land strategy. The City should establish evaluation criteria that are appropriate to the Greensboro market for filtering through publicly-owned sites. The City may want to consider sites in identified areas of opportunity as a priority. After assessing its inventory of publicly owned land and identifying priority sites, the City can work to set a policy that guides future City land disposition to prioritize use for affordable housing development. The City can consider developing an RFP process for disposing of identified sites that are feasible and suitable for affordable housing.

### Recommended Criteria to Identify Potential Sites for Affordable Housing Development

Wake County, NC

#### Criteria to determine basic feasibility:

Meets minimum size	<i>Over 3,000 SF, with strong preference for larger sites (&gt;1 acre) that can accommodate multifamily projects.</i>
No conflicting use	<i>Either vacant or a “soft site” (land value &gt; building value), with no County or municipal facility either currently occupying or planned to occupy the <u>entire</u> site. It may be appropriate to have a County or municipal facility <u>partially</u> occupy the site because of the benefits of housing-facility colocation.</i>
No environmental constraints	<i>Located outside floodplain and protected open space areas, with priority for parcels with limited slope.</i>

#### Criteria to determine priority:

Existing zoning	<i>In an existing residential or mixed-use district.</i>
Utility access	<i>Has public water and sewer service or falls in an ETJ that is likely to receive it in the next 5-10 years.</i>
Located in high-opportunity areas	<i>Not located in area of concentrated poverty; in proximity to transit and essential services.</i>



## SUBSIDIZE 4% DEVELOPMENT | Overview

**The City should dedicate new local funding to leverage federal subsidy and private financing for 4% LIHTC projects.** Greensboro must significantly increase the production of affordable rental homes to keep its existing affordable housing shortage from increasing, and 4% LIHTC awards can be used to help increase the available supply.

**Unlike the 9% LIHTC award, 4% LIHTC awards are available to any project that meets NCHFA affordability requirements.** While 9% LIHTC awards are awarded competitively, 4% LIHTC awards are non-competitive, flexible and available to any project that meets baseline requirements. However, they provide less subsidy than 9% awards and typically cover only a third of total project development costs.

**Greensboro could use 4% tax credit awards to increase its production of affordable rental homes, just as Wake and Mecklenburg counties have in recent years.** The availability of 9% tax credits is limited and Greensboro will continue to only receive one to two deals per year, typically representing about 150 new units annually. 4% LIHTC awards are non-competitive and can be used for rehabilitation and adaptive reuse projects, as well as new construction, which makes it a useful tool in markets like Greensboro, where there is significant stock of existing buildings in need of investment.

**Additional dedicated local subsidy is required to deploy 4% LIHTC effectively in Greensboro.** Greensboro's existing low average market rents are insufficient to make up for the larger development gap that exists with 4% awards, which is why the tool has been sparsely utilized by developers. The one recent exception, the mixed-income Printworks Mill adaptive reuse redevelopment, was able to achieve feasibility through cross-subsidization with market-rate units, historic tax credits, and City gap funding, in addition to equity from the 4% award. In other cases, the significant funding gap has steered developers away from pursuing 4% LIHTC awards in Greensboro. In addition to financially subsidizing 4% deals, the City can minimize administrative requirements on developers pursuing 4% development by expediting review and permitting processes, reducing development fees and reducing required infrastructure investment to further support project feasibility.



### Key Partners

- City of Greensboro NDD
- LIHTC Developers



### Action Steps

1. Dedicate new local public funding to make 4% LIHTC development feasible
2. Establish an RFP process to identify and underwrite feasible 4% LIHTC projects

### Anticipated Cost to Implement:

# ~\$30K-\$35K

Required subsidy per unit



## SUBSIDIZE 4% DEVELOPMENT | Recommendation

**The challenge in offering public support for 4% LIHTC developments in weaker markets is the magnitude of funding required at one time.** Low rents in Greensboro equate to a significant gap for 4% LIHTC development. A 200-unit 4% new construction project in Greensboro would have an estimated gap of \$6,000,000, assuming non-profit ownership. This equates to about \$31,000 in required subsidy per unit.

**The City should establish a competitive process to award local funding to 4% project applications that meet affordability goals.** These goals may include providing supportive housing units, developing in areas of opportunity, rehabilitating blighted structures, and preserving public housing.

**The City can explore creative methods to help make 4% projects financially feasible.** Using HUD Section 108 funding, offering public land for free or at a significant discount and integrating project-based vouchers into 4% project developments are methods that can have significant impact on project feasibility. The Section 108 loan program provides low-cost, flexible financing for CDBG

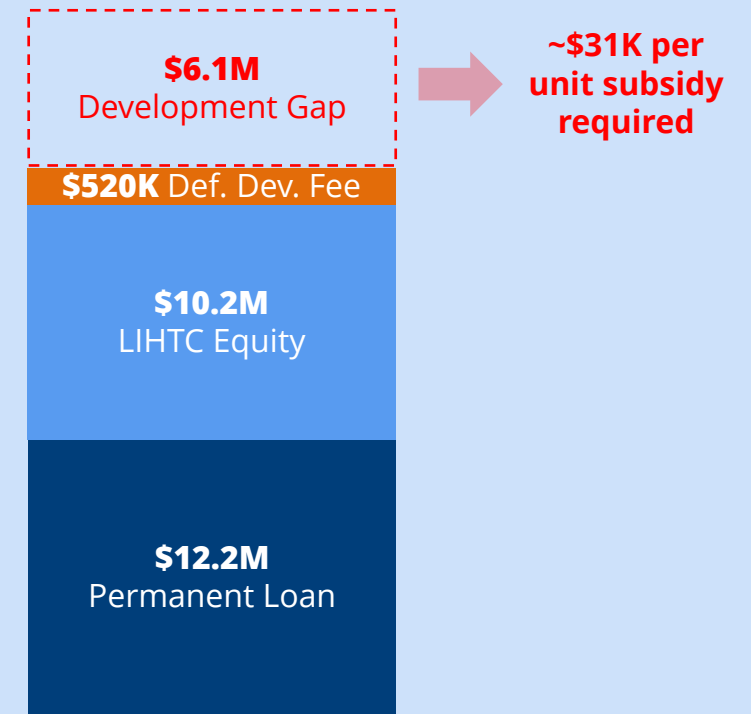
recipients for physical infrastructure projects like housing rehabilitation. Section 108s are flexible in both size and use. The size of the guaranteed loan depends on a variety of factors, including a community's maximum borrowing capacity and an underwriting assessment of the project or loan fund. As of February 2020, Greensboro has almost \$10,000,000 available in Section 108 borrowing authority, based on annual CDBG allocation. The City could use this funding as the base of the funding pool for 4% projects.

**The City should aim to locate 4% LIHTC developments in areas with limited affordable housing and greater access to opportunity.** The Appendix identifies areas of opportunity in Greensboro that provide residents with higher access to economic opportunity and social mobility.

**While 4% LIHTC awards require significant funding to achieve feasibility, they can significantly increase affordable units.**

### Prototypical 4% LIHTC Deal

200 Unit New Construction | Total Development Cost \$29M | Assumes Non-Profit Ownership







## SUBSIDIZE 4% DEVELOPMENT | Case Study

**Charlotte’s success in leveraging dedicated local funding to sustainably increase its 4% LIHTC production offers a potential model for Greensboro.** With additional dedicated local funding, as well as a formalized public-private funding pool to support 4% LIHTC development, Greensboro could significantly increase the supply of units affordable to its low-income earners.

**The City should engage potential partners and create a pool of funding to provide subsidy to support the feasibility of 4% LIHTC projects.** While Greensboro’s size limits the availability and capacity of local private funders, the City may be able to garner interest from local philanthropies, banks, employers, and universities.

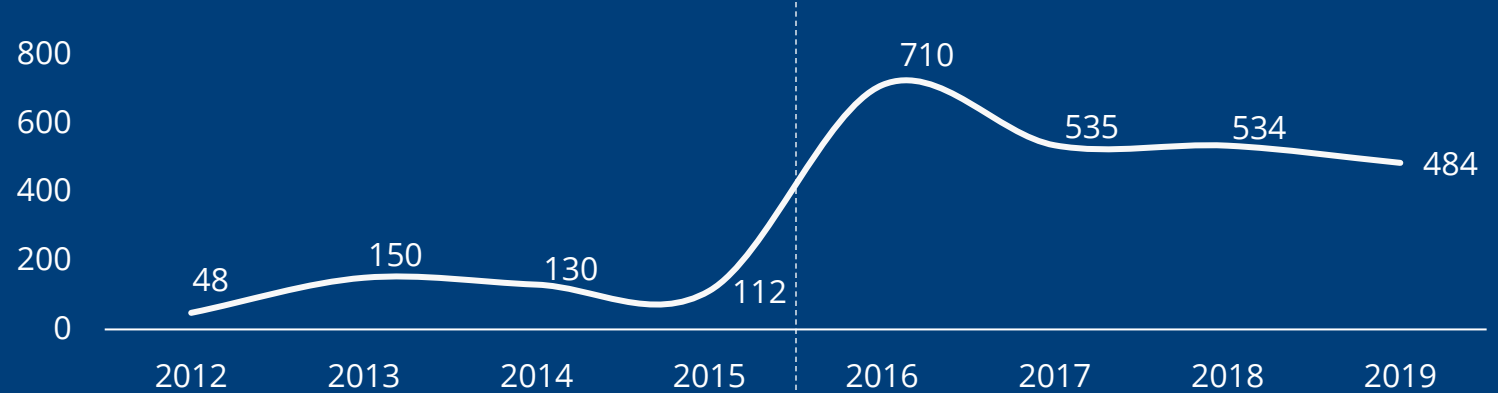
### Charlotte Housing Opportunity Fund

Charlotte, NC

**In 2014, Charlotte voters approved \$15 million in dedicated local funding for affordable housing.** This influx of dedicated local funding has led to a significant increase in the production of awarded 4% LIHTC projects in the city. Between 2015 and 2016, awarded units increased by over 6x, and has remained over 4x higher every year since.

**Building off this success, the Charlotte Housing Opportunity Investment Fund\* is a \$100M private-public fund intended to formalize additional support for affordable housing.** Managed by LISC, the fund will be made up of \$50 million of private funding and \$50 million of public funding. It is expected to finance up to 2,000 units of mixed-income multifamily units. \$10 million in commitments from Foundation for the Carolinas and Wells Fargo seeded the fund.

Charlotte 4% LIHTC Awarded Units, 2012-2019



\*See <https://www.fftc.org/CHOIE>; <https://www.lisc.org/charlotte/our-work/>



Affordable Rental Homes

# **Neighborhood Reinvestment**

Access to Homeownership

Supportive Housing

Implementation



# NEIGHBORHOOD REINVESTMENT

**Greensboro must reinvest in its historically disinvested neighborhoods to improve quality of life and provide wealth-building opportunities for its residents.** Due to decades of discriminatory housing policy at the federal level, some residents live in sections of Greensboro characterized by low property values, significant blight, and racial and economic segregation—challenges experienced across the country that have resulted in long-term blighted neighborhoods.

**Successful reinvestment will require strategic public investments in focused areas.** Suggested candidate areas for reinvestment are identified in Housing GSO. The City should work internally and with key stakeholders to determine what areas should be prioritized in the coming years. As part of reinvestment efforts, the Comprehensive Plan update process should also consider land use changes that allow for more missing-middle housing development (a type of clustered multi-unit housing). As Greensboro determines target neighborhoods and the Comprehensive Plan process is completed, evaluation should occur at the neighborhood level for where development to support reinvestment might be appropriate.



## Partner with Neighborhoods

Identify candidate neighborhoods, work with community members and neighborhood leaders to assess interest and engage private partners to support these efforts.



## Implement Community Partnerships & Engagement

Implement a shared leadership model that allows municipal agencies, institutions, and residents to become joint leaders and laborers in neighborhood advancement.



## Support Rehabilitation & Infill Development

To jumpstart the pipeline of “move-in ready” homes in areas of reinvestment, provide subsidy and partner with private and non-profit single-family developers.



## Establish Strategic Code Compliance

Establish a strategic approach to code compliance that engages residents, addresses complaints, and creates sustainable solutions that impact areas of reinvestment.



## Consolidate Rehabilitation Programs

Consolidate City rehab operations, streamline funding sources, program intake, and operation, so rehab administrators can make data-driven decisions that reduce blight and substandard housing in Greensboro.



## Create Public Land Disposition Policy

Explore opportunities for disposing of publicly-owned land, which can include private properties donated to the City, at free or reduced cost to support development of affordable rental homes.



# NEIGHBORHOOD REINVESTMENT

**The City can begin to overcome disinvestment in historically segregated areas of Greensboro by pursuing focused neighborhood reinvestment in partnership with neighborhood residents.** Many areas of Greensboro, particularly in the south and east, have suffered from disinvestment, partly a result of decades of discriminatory housing policy nationwide. Such policies forced residents to live in neighborhoods characterized by low property values, blight, and racial and economic segregation. Targeted reinvestment efforts should be deployed to rehabilitate substandard housing, offer support for affordable homeownership, and stabilize neighborhoods with self-sustaining residential markets.

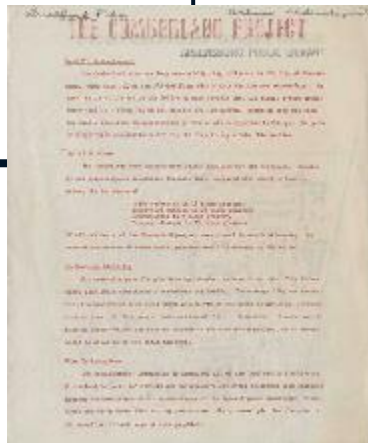
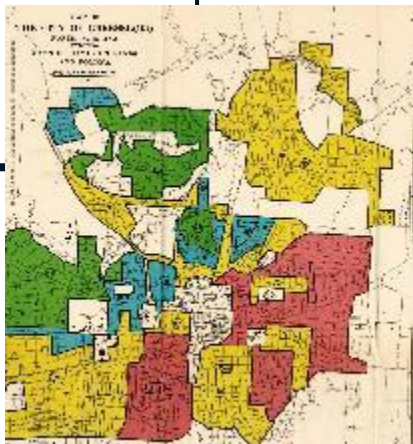
**The process of determining target neighborhoods must balance careful market analysis with neighborhood capacity and represent a top-down and bottom-up partnership.** Historically, top-down neighborhood reinvestment strategies have been ineffective or damaging to communities of color.

**1937:** The Home Owners' Loan Corporation releases its Lending Guidelines Map of Greensboro.

**1959:** The Cumberland Project, North Carolina's first urban renewal project, begins in East Greensboro.

**1951-1968:** The Smith, Warren, Morningside, and Hampton Homes are opened in East and South Greensboro.

**2009—:** Since the subprime mortgage crisis, Greensboro's black homeownership rate has declined each year.





## PARTNER WITH NEIGHBORHOODS | Overview

**The City should recommend candidate neighborhoods for focused reinvestment activities.** Focused reinvestment efforts to rehab housing, support homeownership and stabilize blocks can begin to reverse decades of systematic disinvestment.

**The City can begin to overcome disinvestment in historically segregated areas of Greensboro by pursuing focused neighborhood reinvestment.** Many areas of Greensboro, particularly in the south and east, have suffered from disinvestment, partly a result of decades of discriminatory housing policy nationwide. Such policies forced residents to live in neighborhoods characterized by low property values, blight, and racial and economic segregation. Targeted reinvestment efforts should be deployed to rehabilitate substandard housing, offer support for affordable homeownership, and stabilize neighborhoods with self-sustaining residential markets.

**The process of determining candidate neighborhoods must balance careful market analysis with neighborhood capacity and must represent a combination of top-down evaluation and bottom-up partnership.** Historically, top-down neighborhood reinvestment strategies have been ineffective or damaging to communities of color. The City should partner with existing neighborhood leadership structures and develop implementation committees at the community level. These committees should be made up of neighborhood leadership and residents and be supported by NDD and the philanthropic sector. These committees, coupled with sustained engagement, will inform the phasing, programs, and funding of the reinvestment process.

**NDD can identify candidate neighborhoods using the metrics and recommendations outlined in Housing GSO** (see Appendix). Simultaneously, NDD should engage community members and neighborhood leaders within the candidate neighborhoods to assess their interest in partnering in the reinvestment process. NDD should prepare a memo with recommended neighborhoods for Council, in order to confirm planned deployment of focused reinvestment efforts. These areas of reinvestment are separate and distinct from the Planning Department's existing redevelopment areas (such as Willow Oaks, South Elm, and Ole Asheboro), which will require more extensive public intervention to stabilize.



### Key Partners

- City of Greensboro – NDD, Planning
- Neighbors and community organizations in candidate areas for reinvestment
- Philanthropic partners



### Action Steps

1. Confirm and conduct data analysis to identify and recommend candidate neighborhoods for reinvestment
2. Prepare a memo recommending candidate neighborhoods and focused reinvestment strategy for confirmation with Council
3. Assess interest from candidate neighborhoods
4. Engage philanthropic sector and private entities about willingness to support neighborhood planning activities



## PARTNER WITH NEIGHBORHOODS | Recommendation

The City should concentrate its efforts and resources in specific neighborhoods, as opposed to using a scattered approach. Reinvestment is most impactful in neighborhoods where there is significant potential to establish a healthy housing market. Thanks to the strength of the existing housing stock and nearby amenities in these neighborhoods, with moderate intervention from the public sector, these areas could attract private-sector activity to drive stronger, stable, and more sustainable reinvestment.

The following neighborhoods are recommended candidate reinvestment areas. The Appendix provides the data used to identify these neighborhoods and can be used as a resource for evaluating other neighborhoods that could be viable candidates for future focus. *Areas of Reinvestment are separate and distinct from the Planning Department's existing redevelopment areas (such as Willow Oaks, South Elm, and Ole Asheboro), which will require more extensive public intervention to stabilize.*



Neighborhoods recommended as candidates for reinvestment were identified based on an evaluation of quantitative and qualitative factors that indicated **neighborhoods at the tipping point** where moderate public investment could build on existing assets and community strength to stabilize disinvested areas. These factors include:

- **Civic Engagement:** Presence of homeowners' associations and other civic groups that can partner with the City as champions for the neighborhood.
- **Market Activity:** Presence of private residential market activity, so that investment of limited public dollars can build momentum and begin to establish self-sustaining residential markets.
- **Quality of Housing Stock:** Presence of homes with desirable floorplans and quality architectural features that can help attract new buyers.
- **Neighborhood Amenities and Investment:** Presence of major public investments and/or amenities that provide further neighborhood appeal.

Note: While neighborhood and census tract boundaries are helpful starting points for identifying candidate areas, boundaries for reinvestment should be drawn based on how the market works.



# NEIGHBORHOOD REINVESTMENT

Cities should aim to impact at least 1 in 12 housing units in a candidate area over a five-year period to achieve neighborhood impact that can attract the private sector. Within the framework of Housing GSO, the City could implement reinvestment efforts in the five candidate areas on staggered five-year cycles. A sample approach and estimated cost to implement recommended efforts is presented below:



Source: ACS Estimates (2017), HR&A Analysis, NDD Prior Projects

HR&A Advisors, Inc.





## SUPPORT REHABILITATION AND INFILL DEVELOPMENT | Overview

**The City should expand opportunities for renovation and infill construction.** Increasing the City's capacity to complete reinvestment projects will reduce blight and help to build the supply of move-in ready homes in disinvested areas.

**To attract private investment to the residential market, the City will need to lead in its areas of reinvestment.** Targeted infill development in areas of reinvestment should be undertaken in addition to NDD and Planning's existing Redevelopment Area activities in Willow Oaks, Ole Asheboro, and South Elm, as well as larger plans for infill development outlined in the City's Comprehensive Plan. The recommended candidate neighborhoods for reinvestment have seen more market activity than many disinvested neighborhoods in Greensboro. However, there is still a shortage of recently renovated and/or newly constructed homes for sale and a high proportion of cash investor sales. There are also many homes that are blighted and facing code violations, including a significant portion of homes with Orders for Demolition.

**This landscape impacts homeownership rates and creates a lack of interest among private developers.** While the City has existing resources to fund infill projects, including the East Greensboro Housing Development Revolving Loan Fund and the Non-Profit Homebuyer Revolving Loan Fund, targeted reinvestment and turning around cash sales for homeownership opportunities will require additional resources. The City can jumpstart the reinvestment process in identified areas and build back the for-sale housing stock, while supporting existing homeownership, by expanding the capacity of City staff and local subcontractors to take on renovation and infill projects and putting clear program boundaries in place to help funnel contractors and developers to the right opportunities.

**Greensboro's neighborhood reinvestment process should become a multifaceted initiative, one that improves quality of life for existing residents, while also creating new opportunities for residents to purchase safe, quality, affordable homes within candidate neighborhoods for reinvestment.**



### Key Partners

- City of Greensboro – NDD, Planning
- Local subcontractors



### Action Steps

1. Ensure City has internal and legal capacity to handle properties placed under Order to Demo
2. Strengthen capacity for rehab by investing in local contractors
3. Consolidate all City functions related to real estate and affordable housing in candidate areas
4. Deploy approach in candidate neighborhoods

**Anticipated Cost to Implement:**  
**~\$40K**

Per unit gap between rehab costs and market sales price for infill development construction project





## SUPPORT REHABILITATION AND INFILL DEVELOPMENT | Recommendation

**Greensboro can strengthen the capacity of its rehab and infill development programs by investing in local contractors.**

Like many cities across the nation, Greensboro's infill development capacity is constrained by the shortage of qualified contractors willing to work with the City. Presently, the City provides its infill development partners with gap subsidy to purchase blighted or vacant properties, renovate and/or construct infill units on the land, and then sell them on the market. This established model for infill development is efficient and is operating successfully in Greensboro but will require additional contractors to scale to the neighborhood level.

**Given the smaller scale, infill projects are naturally aligned with the skill sets of small businesses, particularly those who are already established in a given city or region.** City programs can therefore act as a key avenue for local workforce and economic development activity by providing jobs to

residents employed at local contracting businesses.

**The City can increase its pool of qualified contractors to meet the ongoing demand for rehabilitation.** Greensboro can provide technical assistance (such as help with navigating City permitting processes) to contractors interested in becoming qualified for home repair projects. This will support neighborhood reinvestment goals through consistent and focused rehabilitation of properties, while also aiding in workforce development in the City by providing a continual pipeline of construction employment opportunities and building more small businesses in the area.

### Approach to Infill Development



Partner with non-profits or for-profits capable of infill development



Identify property (land or structure) to attract owner occupant



Leverage public subsidy necessary to make repairs economically feasible



Owner sells home to new owner occupants using down payment assistance program



## CONSOLIDATE REHABILITATION PROGRAMS | Overview

**The City should reform and streamline its rehab programs.** Creating an easily navigable system so residents can more readily access the City's resources will improve efforts to combat substandard housing and reinvest in neighborhoods.

**The City of Greensboro currently operates a suite of programs that provide housing rehabilitation services to homeowners and landlords.** Streamlining these programs will improve efficiency and service provision. This will require NDD to merge rehabilitation programs serving similar groups or functions (such as programs for homeowners, landlords, accessibility upgrades, or absentee owners). After this streamlining occurs, the City will be better able to deploy its federal, local, and non-profit funds to a core team of project partners, either across departments or in a centralized location.

**These reorganized rehabilitation services should be advertised and concentrated in NDD's candidate neighborhoods for reinvestment.** City rehab programs will be an essential form of public subsidy in these neighborhoods and will facilitate the removal of blight and restoration of deteriorating homes to start and build healthy, self-sustaining residential markets while also creating new opportunities for affordable homeownership.

**These reformed programs will support homeownership by helping existing residents struggling to afford maintenance and upgrades on their homes.** By repairing homes before they become substandard or uninhabitable, the City will prevent foreclosures and evictions, while preserving naturally-occurring affordable housing. At the same time, these rehab interventions will help clear blighted and/or vacant properties, to open avenues for infill development of newly constructed affordable homes.



### Key Partners

- City of Greensboro – NDD
- Program administrators
- Neighborhood associations



### Action Steps

1. Identify rehab program outreach, administration, and management partners as well as financial sources
2. Set up integrated funding system
3. Deploy approach in candidate neighborhoods

### Anticipated Cost to Implement:

**~\$4M**

Total rehabilitation costs per target neighborhood over a 5-year period



## CONSOLIDATE REHABILITATION PROGRAMS | Recommendation

**The City should identify a core team of project partners to run a unified, streamlined rehabilitation process.** These partners should include community groups who can direct their neighbors to the correct programs and help shepherd them through the City's simplified intake process with a single application. They will serve as a front-facing guide for property owners, linking them to available resources.

**The City should contract with outside organizations that have the construction expertise needed to efficiently manage individual rehab projects.** This will reduce administrative burden on NDD and increase feasibility of ramping up rehabilitation activities.

**NDD should engage other City agencies with a hand in the rehabilitation process, to remain aware of any barriers to project completion.**

- 1** Streamline rehab programs by establishing a **unified intake process** for homeowners to access rehab and lead-safe programs.  
Leverage community groups with strong relationships and community connections to conduct outreach and manage intake process.
- 2** Market programs within reinvestment areas, and prioritize funding in these neighborhoods, to **increase scale of program impacts.**
- 3** Improve communications across City departments to **promote efficiency in moving applicants through program processes.**
- 4** Work with partners as needed to **manage project approvals and monitor** the rehab process.  
Actively manage pool of local rehab contractors to ensure execution.



## CONSOLIDATE REHABILITATION PROGRAMS | Recommendation

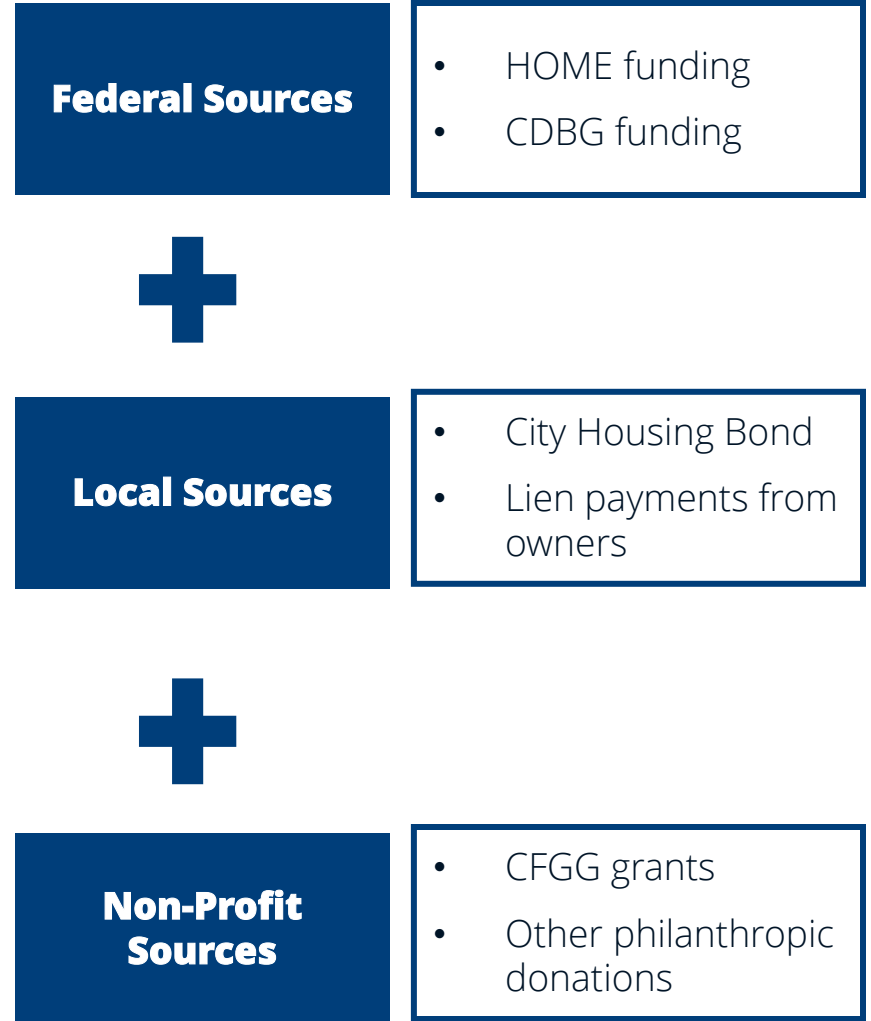
To streamline internal processes, NDD should oversee implementation related to real estate and affordable housing development in areas of reinvestment. To improve efficacy and program delivery, NDD and the Planning Department should consolidate existing programs and maintain open channels of communication across departments.

To complete more rehabs, better serve existing homeowners, and deliver move-in ready homes for qualified homebuyers in areas of reinvestment, City staff will need to monitor a larger number of home repair and rehab projects. Improving overall coordination on rehabilitation projects across NDD and Planning, while providing NDD with consolidated oversight on development activities in areas of reinvestment, will allow the City to be more strategic in its infill and rehabilitation investments and ensure that public resources are being utilized efficiently.

The City should also create a streamlined system to integrate multiple sources of funding and award grants and loans in a strategic manner to complete projects. To

ensure the rehabilitation process is streamlined both internally and externally to program participants, these varied dollars must be integrated into a single system. This will enable the City to deploy federal, local, and non-profit funds simultaneously across different programs and efficiently pursue additional dedicated rehab funding.

The City should deploy funds to both incentivize exterior improvements and ensure the affordability of needed repairs. All home rehabilitations should be required to include exterior components (such as painting or landscaping). Exterior funding can be given as a grant to anyone receiving rehab funds. For any project where total costs are \$10,000 and under, the City should provide rehab assistance as a grant. For projects above \$10,000, the City should provide a zero-percent interest loan, with no payments while the resident remains in the property. Upon sale, if the home is sold to another income-qualified family, the loan should be fully forgivable.





## IMPLEMENT COMMUNITY PARTNERSHIPS & ENGAGEMENT | Overview

The City should build community partnerships and undertake regular engagement activities to include residents as full-fledged partners in the neighborhood reinvestment process. Successful neighborhood reinvestment will not be accomplished via top-down methods alone, so investing in on-the-ground capacity and building neighborhood buy-in will be key to the City's success.

**An effective neighborhood stabilization effort involves active community engagement and working with existing neighborhood leadership.** The City should coordinate with a range of partners, including strengthening Greensboro's existing nonprofit housing delivery system, to successfully implement neighborhoods interventions and create self-sustaining residential markets. Each of the City's partners will provide different skill sets and play an active role in ensuring the success of the process.

**Neighborhood groups can identify problem properties, build neighborhood pride through events and programs, market new homeownership opportunities, and establish neighborhood reinvestment committees that have input on public investment processes.** CDCs and non-profits can manage household intake processes for programs, undertake rehab and beautification projects, and engage in marketing efforts on behalf of the target neighborhoods. Institutional partners can make investments to improve the quality of life in neighborhoods surrounding their campuses and assist residents in identifying problem properties. Finally, Greensboro's government agencies can work to improve the efficiency of their service provision and interdepartmental communication, invest in quality of life improvements, and establish an inter-agency workgroup to coordinate public investment and services. Municipal departments and other partners should also incorporate educational components into their work to promote acceptance of new housing products, including affordable housing, as necessary elements of a healthy city.



### Key Partners

- City of Greensboro – NDD, Planning
- Neighborhood associations
- Local institutions



### Action Steps

1. Organize quarterly meetings to bring together municipal departments and community groups in each candidate neighborhood
2. Develop program for neighborhood captains to do homeowner education about preventative maintenance
3. Deploy approach in candidate neighborhoods



## IMPLEMENT COMMUNITY PARTNERSHIPS & ENGAGEMENT | Recommendation

**The City should organize and host quarterly meetings to bring together the various stakeholders in each reinvestment area.** These stakeholders should include representatives from municipal departments, community groups, local institutions, housing nonprofits, and neighborhood residents and property owners. These meetings will provide a forum for all interested parties to receive updates about ongoing reinvestment processes and to assign responsibilities regarding action steps needed to achieve stated goals.

**To successfully create champions for change and begin to implement action steps:**

- The City must enable cross-departmental collaboration and organize the correct parties to attend meetings and serve as points of contact for designated tasks.
- These meetings must include designated community leaders who are responsible for organizing neighborhood action. While all meetings should be open to the public, there should be formalized avenues where committed neighborhood partners outline the actions they will take at a local level.
- Anchor institutions should also be present at ongoing meetings and should be encouraged to identify complementary investments they may be able to make around their campuses, such as pedestrian improvements and street beautification.

### Sample Meeting Agenda

1. Municipal Update
  - a. Completed neighborhood renovations
  - b. Outstanding code compliance cases
2. Community Leader Update
  - a. Recap of community street cleaning
3. Selection of Priority Properties & Programming
  - a. Items for next quarter
  - b. Items for next year
4. Discussion of Potential Funding Sources
  - a. CFGG's Building Stronger Neighborhoods
5. New Business
6. Delineation of Tasks




## IMPLEMENT COMMUNITY PARTNERSHIPS & ENGAGEMENT | Recommendation


**Greensboro’s nonprofits that provide housing support and services are crucial stakeholders and partners in the reinvestment process.** As is typical with small nonprofits across the country, many of these service providers in Greensboro struggle with capacity and ability to scale up the programs they run.


**The best way to build the capacity of nonprofits is to provide these organizations with a steady line of work.** By equipping nonprofits with a sustainable business line, they will be able to hire additional staff and play a larger role in implementing public initiatives. As Greensboro seeks to strengthen its nonprofit housing delivery system, the City should work to focus resources around a specified number of rehabilitation and infill projects a year. This will ensure that these nonprofits have a reliable pipeline of projects upon which to scale up.

**The City of Greensboro can help strengthen the capacity of its nonprofits by supporting the existing Housing Hub model.** The Greensboro Housing Hub is a joint office location that is home to six affordable housing nonprofits—Community Housing Solutions, Greensboro Housing Coalition, Habitat for Humanity of Greater Greensboro, Housing Consultants Group, and Partnership Homes—many of whom currently partner with the City to provide rehabilitation, development, and housing counseling services. The Hub was designed to be a “one-stop shop” for affordable housing services and to increase the collective capacity of each nonprofit, so they might serve more than their current combined total of 6,000 residents. The City of Greensboro has already demonstrated its commitment to the Housing Hub model by working with the Community Foundation of Greater Greensboro to fund the renovation of the office complex. As part of its neighborhood reinvestment strategy, the City should continue to support the collaborative model of the Housing Hub, working with these nonprofit partners to establish annual plans for a sustainable level of business.

### Nonprofit Capacity Building Approach

- 

The City guarantees partner nonprofits a specified number of annual projects
- 

Nonprofits hire additional staff and make capacity-building investments based on guaranteed line of work
- 

Scaled-up nonprofits carry out reinvestment services on behalf of the City



## IMPLEMENT COMMUNITY PARTNERSHIPS & ENGAGEMENT | Case Study

A **reinvestment and community building program in Houston** provides an example for the City in how to enact a shared leadership model that encourages a range of community participation formats and allows residents to become leaders and laborers in their neighborhood's reinvestment.

**This model outlines the magnitude of active participation that will be necessary and where residents, community organizations, and local non-profits will need to take on initiatives together in identified candidate neighborhoods.** Greensboro can look to this example as it establishes its own recurring neighborhood reinvestment meetings.

### GO Neighborhoods Program | Northside, Houston, TX

**Partners:** Avenue CDC (Avenue), Houston Local Initiatives Support Corporation (LISC)

**Context:** Northside is a historically disinvested, predominantly Latinx neighborhood in Houston. Despite its existing blight and challenges with quality housing, the area's proximity to downtown creates the need for anti-gentrification work.

**Approach:** In 2009, Avenue helped bring GO Neighborhoods, Houston LISC's multiyear revitalization program, to Northside. Its goals were to conduct an exhaustive community building program that would provide affordable housing and homebuyer education for low- and moderate-income families, allowing them to remain in place.

Avenue relied on several community building strategies to meet their goal. In the planning phase, residents were encouraged to **design a GO Neighborhoods program** where they could bring individual and collective talents to their neighborhood. This led to the formation of initiatives such as "Rebuilding Northside Together," a home repair program for very low-income senior, veteran, and disabled homeowners. The initiative is staffed by community volunteers and operated in partnership with Rebuilding Together Houston.

Avenue **incorporated its shared leadership model into recurring community meetings**, by allowing equal standing among participations, rotating meeting leadership among various members, and sharing project responsibilities among neighborhood partners. Avenue required that any proposed community action gain unanimous consent, instead of just a majority rule. This required proponents of an initiative to provide the information, compromises, and patience necessary to build consensus among their group, instead of requiring the minority opinions to go along with the majority. As GO Neighborhoods continues its work in Northside, Avenue has prioritized the development of diverse leadership, by facilitating "train-the-trainers" events and allowing other non-profits to be conveners for GO events.





## ESTABLISH STRATEGIC CODE COMPLIANCE | Overview

**The City should adopt and formalize a strategic approach to Code Compliance.** This will enable Code Compliance staff to better engage residents, address their complaints, and deliver real impacts with visible results at the neighborhood level.

**Greensboro’s Code Compliance Division works within NDD to improve the appearance of neighborhoods and maintain a high standard of living.** The Division’s staff investigate over 11,000 properties annually to resolve and improve blighted conditions that contribute to nuisances, such as junked and abandoned motor vehicles, as well as unsafe residential, and non-residential properties. Limited staffing and the case management requirements to mitigate unsafe housing contribute to delays in compliance.

**Strategic code compliance supports neighborhood reinvestment goals by reducing blight, improving property values, and increasing quality of life.** Strategic code compliance provides a mechanism to address neighborhood quality of life and safety concerns, while positively impacting the investments made by existing homeowners.

**The City should coordinate design of its receivership program and leverage other tools at its disposal to establish code compliance as a strategic tool to reduce blight and support neighborhood reinvestment.** The City operates several rehabilitation programs to help homeowners and landlords with code compliance cases. It is also in the process of implementing a vacant housing receivership program, designed to move blighted properties into receivership, and have the receiver rehabilitate the property and return it to the market as new affordable housing. Greensboro should use these programs as a basis for establishing a toolkit to strategically deploy code enforcement.



### Key Partners

- City of Greensboro – NDD, City Attorney
- County Register of Deeds
- Non-profit partners
- Neighborhood associations



### Action Steps

1. Work with agencies, non-profit partners, and donors to establish a strategic approach to code compliance
2. Build a robust property database
3. Increase the City’s legal, financial, and outreach capacity
4. Educate and empower neighborhoods on Code Compliance processes
5. Deploy approach in candidate neighborhoods

### Anticipated Costs to Implement:

**~\$50K**

Per unit rehabilitation cost for Order to Repair projects





## ESTABLISH STRATEGIC CODE COMPLIANCE | Recommendation

**The City should adopt and formalize a strategic approach to code compliance and work with owners to reduce blight.** There should be collaboration between city departments, property owners, and neighborhoods to improve blighted or dis-invested properties that may have outstanding liens, fines, or unpaid taxes.

**The recommended strategic approach should contain three overarching scenarios for the resolution of code compliance cases: Fix it Up, Pay it Up, or Give it Up.** This will provide a predictable process for residents and neighbors impacted by blighted properties. It will also clarify public subsidy required to ensure the City has both the staff capacity and partnerships needed to move foreclosed properties to market.

### Fix It Up

Encourage, and incentivize property owners to comply with building codes through 1) publicly funded rehab programs and 2) strategic code compliance.

### Pay It Up

Make repairs on behalf of property owners who do not make required repairs and apply fines and liens to the property.

OR

### Give It Up

If property owner fails to pay liens or maintain the property, foreclose so the property can be returned to the market under ownership that will invest in and maintain the property.



## ESTABLISH STRATEGIC CODE COMPLIANCE | Recommendation

The City should develop a detailed action plan, designed to operate in tandem with other reinvestment processes, to successfully leverage code compliance as a strategic neighborhood reinvestment tool:

- **Create a robust database of all properties with a history of code violations**, including information on physical housing conditions, ownership, liens, foreclosure, past code activity, and heir status. This will assist in the prioritization of eligible properties for rehabilitation.
- **Develop outreach materials and community liaisons to help owners gain awareness, make repairs, and navigate the process while retaining ownership.** Displacement of occupants is the least favorable outcome of strategic code compliance and trusted neighborhood advocates should assist in supporting residents. The City's strategic approach to code compliance will involve education campaigns and outreach to empower residents. Providing education around available City resources and programs and supporting community groups and neighborhood associations are necessary actions for successful neighborhood reinvestment. Ultimately, the goal is to assist residents interested in maintaining their homes and to deter slumlords and absentee property owners.
- **Increase Code Compliance Division staff capacity.** Given the volume of code compliance calls for service in Greensboro, and the magnitude of the strategic approach recommended to reduce the city's blight, it will be important to both: 1) provide additional staff and financial support to the division tasked with implementation, and 2) seek an external partner to assist in the implementation of this process.

### Code Enforcement Partnership

Cleveland, OH

**Partners:** Building and Housing Department, local CDCs

**Context:** In 2008, Cleveland listed 8,009 blighted and vacant homes as public nuisances. This blight was exacerbated by the ongoing foreclosure crisis.

**Approach:** Given the considerable number of citywide properties to address, Cleveland's Building and Housing Department partnered with the City's 19 CDCs that employed code enforcers as part of CDC staff to share information and coordinate enforcement.

This communication allowed the City to establish a code enforcement strategy that was responsive to community needs and complaints. By leveraging the CDCs' daily involvement with neighborhood residents and their geographic expertise with local properties, the City was able to tailor its enforcement to properties that were priorities for the community.

This direct interface also allowed for an information transfer to the CDCs about City rehabilitation programs. Thus, their counseling staff was able to better shepherd residents through these programs to prevent and resolve issues of substandard housing.



Affordable Rental Homes

Neighborhood Reinvestment

**Access to Homeownership**

Supportive Housing

Implementation



## ACCESS TO HOMEOWNERSHIP

**The City should work to reduce barriers to affordable homeownership to foster wealth-building opportunities for its low- and moderate-income residents.** In recent years, Greensboro has experienced an overall decline in homeownership, with particularly stark losses for moderate-income households. Since home sales prices have not risen dramatically, the City should invest in strategies that create move-in ready buyers.

**The City should redesign its existing Down Payment Assistance program and extend counseling services to increase sustainable homeownership opportunities for low- and moderate-income residents.** These strategies will require political will, including action by the Greensboro City Council, the coordination of non-profit partners and mortgage lenders, and an ongoing dedication of City staff.



### Modify DPA Program Design

Reconfigure the loan repayment terms and geographic bonuses in the DPA program to better serve low- and moderate-income homeowners and encourage homebuying in areas of reinvestment.



### Offer Enhanced Services with Mortgages

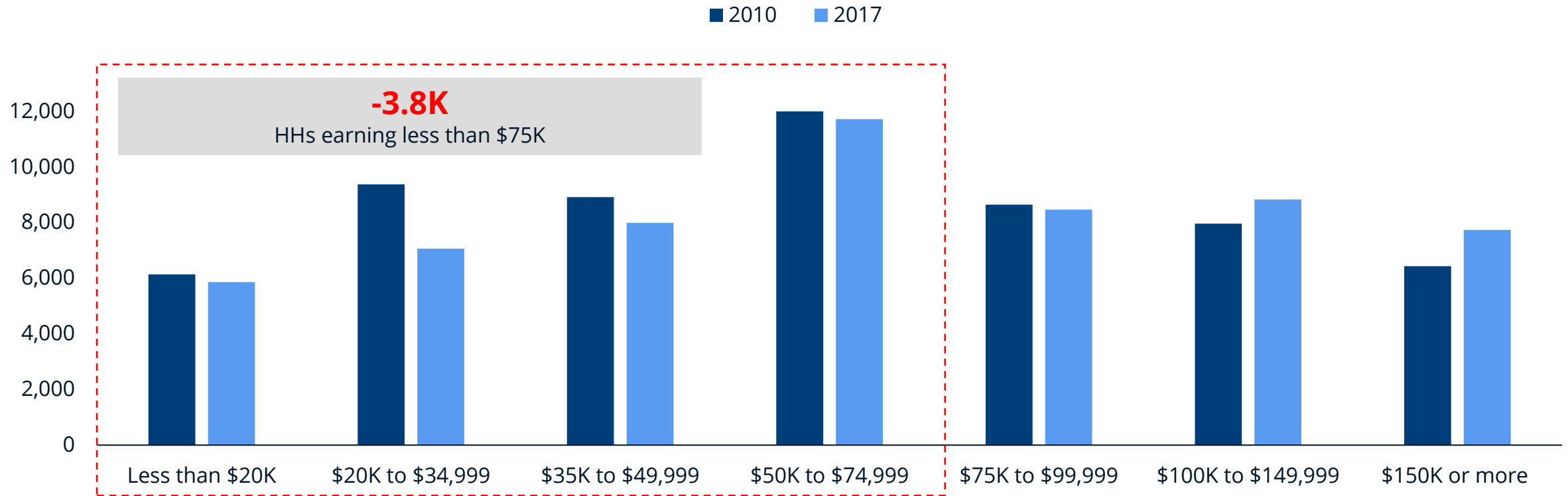
Offer DPA loan recipients long-term counseling if they fall behind on their mortgage payments to better prevent foreclosure.



# ACCESS TO HOMEOWNERSHIP

**Greensboro has lost a total of over 1,800 homeowner households since 2010, with the largest loss concentrated in households earning less than \$50,000 annually.** This decline in homeownership is mirrored within the Greensboro-High Point MSA, indicating that residents are not leaving to purchase homes outside of city limits. The income required to afford the median home value in Greensboro did not significantly increase from 2010-2017, further suggesting there are other barriers preventing residents from accessing homeownership.

## Owner Household Income Distribution, 2010-2017



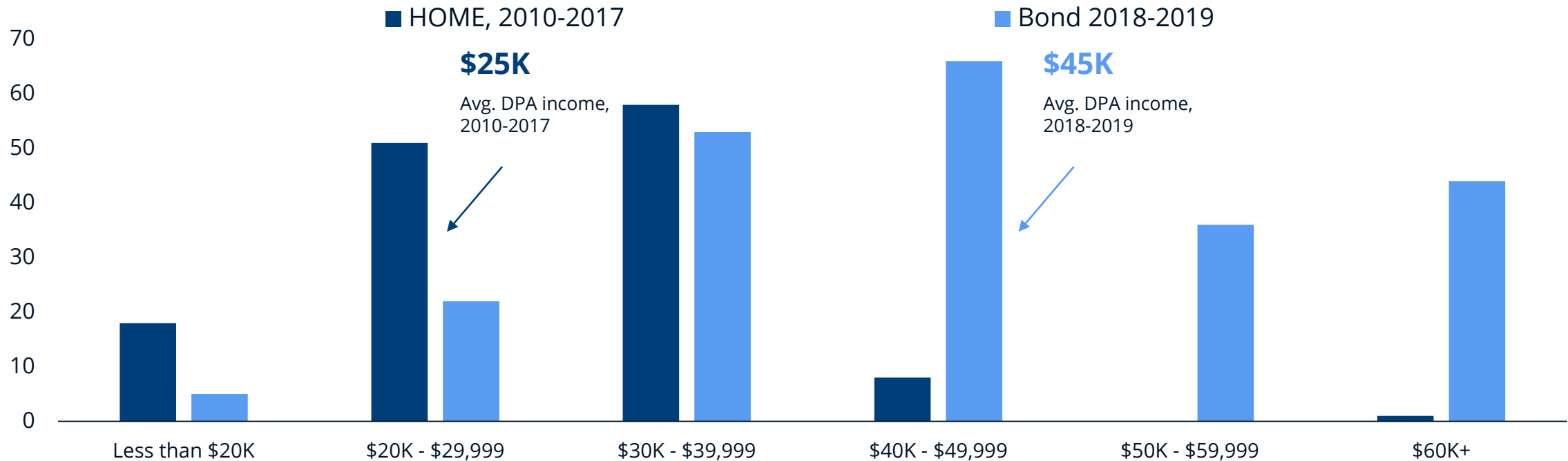
Source: 2010, 2017 ACS Estimates



**Greensboro has dramatically increased the annual number of down payment assistance awards granted in the past two years.** The 2016 Housing Bond allowed the City to grant a greater amount of assistance and to begin to serve moderate income households in 2018.

**These additional awards are predominantly serving moderate income households, as opposed to lower-income households with more severe need and higher incidence of housing cost burden.** While those earning less than \$30,000 annually have experienced the sharpest declines in homeownership, these households have received less than 25% of bond-funded awards. Reconfiguring DPA program design and loan repayment terms can help the City better serve its lowest-income households while continuing to support sustainable homeownership opportunities for moderate income households.

## Income Distribution of DPA Recipients, 2010-Present



Source: City of Greensboro, Housing Consultants Group





## MODIFY DPA PROGRAM DESIGN | Overview

**The City should modify the loan repayment terms and geographic bonuses of its Down Payment Assistance program.** Reconfiguring the program will ensure that assistance will go to those who otherwise would not have been able to access homeownership.

**Greensboro's Homebuyer Down Payment Assistance Program (DPA) assists low- and moderate-income households with the purchase of a primary residence.** Eligible homeowners may receive up to \$10,000 for down payment and closing cost assistance in any area within city limits as a five-year, forgivable loan at zero percent interest. The City contracts with a non-profit partner to administer the DPA program. Program participants are often also directed to additional sources of subsidy through state homebuyer assistance programs, including North Carolina Housing Finance Agency's Home Advantage Mortgage and Down Payment assistance, both of which can be layered with DPA.

**While the program was historically funded through Greensboro's federal HOME allocation, bond funding dramatically increased the capacity of this program.** It served seven households in 2017 and 108 households in 2018. The injection of funds from the Housing Bond broadened the program's income eligibility requirements up to residents making 140% AMI.

**Since this change, the program has serviced a majority of residents with higher incomes.** This raises the question of whether the program is presently helping households who could not otherwise achieve homeownership or granting funds to households that would have bought homes regardless. Recommended program modifications will help the City prioritize funds for the buyer's true need for purchase.



### Key Partners

- City of Greensboro - NDD
- Non-profit partner
- Neighborhood associations in candidate areas



### Action Steps

1. Restructure loan repayment terms with underwriting partner
2. Approve reinvestment areas that will qualify for geographic bonuses in the DPA program
3. Publicize geographic bonuses with help of neighborhood associations

### Anticipated Cost to Implement:

**~\$15K**

DPA loan per household in area of reinvestment (could range up to 20% of total home sales price)





## MODIFY DPA PROGRAM DESIGN | Recommendation

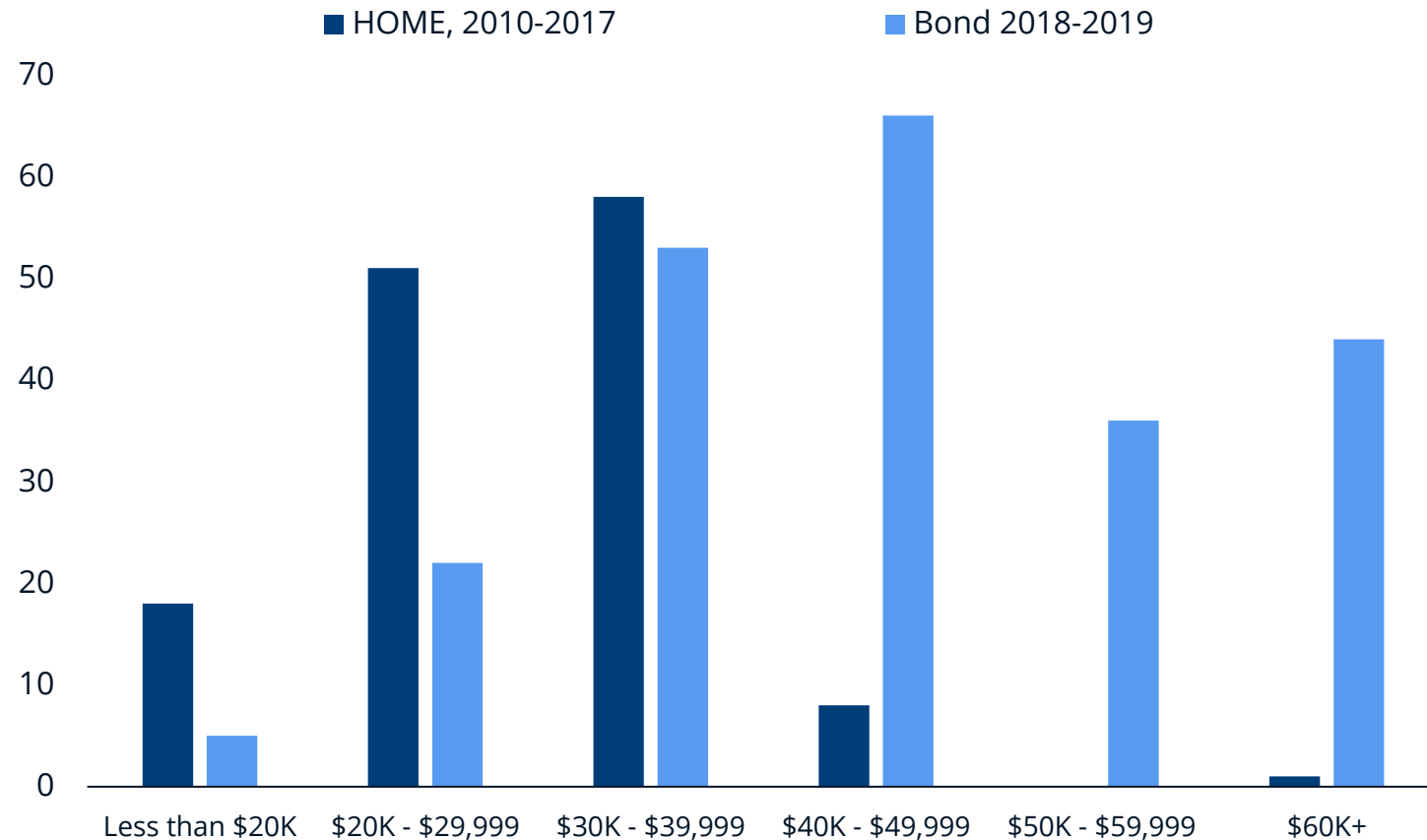
The City should modify the terms of DPA loan repayment to better serve low- and moderate-income households.

The greatest need for access to affordable homeownership is among households earning below 80% AMI, or roughly \$50,000 per year. Since the infusion of bond dollars, the DPA program appears to be serving more moderate and higher income households than previously, with most of the recent DPA participants make over \$40,000 annually. Program funding should be shifted to better support lower-income residents.

The \$10,000 loan should be forgivable for households that earn below 80% AMI or have a household member employed as a public servant (e.g. teachers, police officers). Otherwise, assistance should be provided as a five-year deferrable loan. For higher-earning residents who purchase homes in areas of reinvestment, the loan can be forgivable, given the interest in investing in these identified areas.

As additional means of providing affordable homeownership options for low- and moderate-income households, the City should assess the ability and interest of Greensboro’s largest employers to provide employer-assisted down payment assistance and work with lenders to create Employer Incentive Programs to promote access to homeownership.

### Income Distribution of DPA Recipients, 2010-Present



Source: City of Greensboro, Housing Consultants Group





## MODIFY DPA PROGRAM DESIGN | Recommendation

Greensboro should provide increased, targeted subsidies that allow buyers to access more of the market and encourage homeownership in areas of reinvestment.

**Down payment assistance is the City's most immediate tool to help low- and moderate-income residents afford homeownership.**

**By increasing DPA's geographic bonus for homes located in reinvestment areas, the City can incentivize access to homeownership in identified areas of need.** Supporting neighborhood reinvestment is one of the City's primary goals for addressing its affordable housing challenges, so encouraging new homebuyers in these identified reinvestment areas will help both boost homeownership and support strong neighborhoods.

**The DPA geographic bonus should be increased from its current \$5,000.** It should be increased to the greater of \$10,000 or 20% of property value, so that the total DPA loan becomes a \$10,000 geographic bonus plus up to a \$10,000 DPA award OR 20% of total home value. Geographic bonuses should be available and forgivable to all program participants, regardless of income. Providing 20% of the home value ensures buyers will not have to purchase private mortgage insurance, allowing for additional savings.





## OFFER ENHANCED SERVICES WITH MORTGAGES | Overview

**The City should offer DPA recipients long-term counseling if they fall behind on their mortgage payments.** Providing an enhanced services mortgage to participants will provide greater support for Greensboro’s low-income households and reduce risk of foreclosure .

**The DPA program requires all loan recipients to complete a HUD-approved eight-hour, in-person homebuyer education course.** HUD provides a list of Approved Housing Counseling Agencies, which it sponsors to provide these trainings and general advice to prospective homebuyers. Six agencies are authorized in the Triad, with four located in Greensboro.

**NDD contracts with an Approved Housing Counseling Agency to administer the DPA program and conduct the HUD workshops.** While “credit-ready clients” can immediately take the required eight-hour training, there are more personalized services for households with barriers to homeownership such as gaps in employment, high student or medical debt, or inability to find inspector-approved homes to purchase. These households are serviced through the Individual Development Account Program (IDA), which provides participants with a success coach, intensive financial planning, problem-solving counseling on the costs of homeownership, and a monitored savings account. However, after the duration of the IDA program, participants are no longer monitored or counseled.

**Enacting an enhanced services mortgage program will help prolong public and non-profit support to first-time homebuyers throughout the life of a participant’s mortgage, helping to reduce the potential for foreclosure.**



### Key Partners

- City of Greensboro - NDD
- Non-profit housing services provider
- Financial counseling agencies
- Mortgage lenders



### Action Steps

1. Add enhanced services requirement to loan terms
2. Establish an action plan (with explicit reporting protocol and detailed services) for mortgage lenders, NDD staff, and non-profit partners

### Anticipated Cost to Implement:

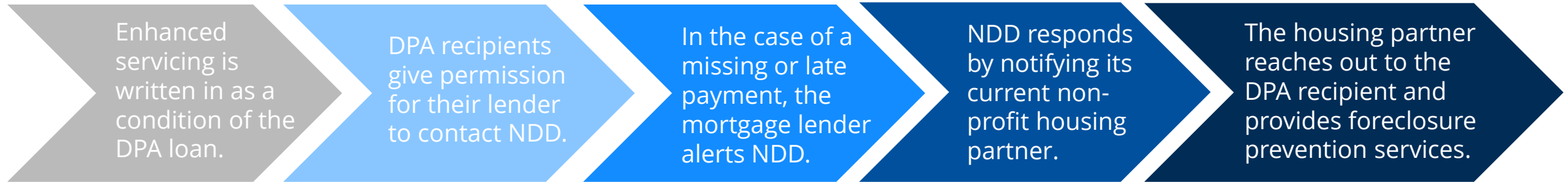
# \$350

Per household served



## OFFER ENHANCED SERVICES WITH MORTGAGES | Recommendation

By offering enhanced servicing to DPA recipients who fall behind on payments, the City can provide counseling services to help low-income homeowners remain in their properties.



**Financial literacy and counseling services end after homebuyers receive their mortgages.** Counseling is particularly limited for “credit-ready clients” who are only required to take HUD’s eight-hour workshop and do not receive personalized, continuous services through the IDA program. This poses a challenge for many first-time homebuyers, who may not be aware of the heightened maintenance obligations they have as homeowners, as opposed to renters. These new homeowners would likely benefit from long-term help as their properties age and the hidden costs of homeownership become challenging.

**NDD should work to offer enhanced servicing for its DPA program, so if a buyer falls behind on their payments, their mortgage lender would be allowed to notify NDD.** NDD would then notify the vendor administering DPA, so the vendor could contact the homeowner to identify issues, provide homeowner support services, and help to prevent foreclosure.

**Throughout the country, similar programs have been utilized to help new homeowners navigate the full cycle of the lending process.** Successful strategies include first year follow-up requirements that provide a designated time for households to meet with housing counselors to proactively discuss any challenges they’ve encountered. This follow-up session is a chance for counselors to advise residents on alternatives to high-risk forms of credit that are newly available to them as homeowners. Given the successful branding of Greensboro’s #100Homes Campaign, the City and its non-profit partners could explore the creation of a Homebuyers Club, which would allow peer DPA recipients to discuss their newfound housing challenges and collaboratively brainstorm solutions in a supportive, cohort-based atmosphere.

Affordable Rental Homes  
Neighborhood Reinvestment  
Access to Homeownership  
**Supportive Housing**  
Implementation

**Greensboro must provide housing options and access to adequate services to meet the needs of homeless and other vulnerable populations, including those on the brink of homelessness.**

**The City can serve these vulnerable residents through construction of new supportive housing units, support for sustainable service provision, delivery of short-term assistance, and engagement with the Guilford County Continuum of Care (CoC).** There is currently insufficient funding to provide supportive services, which limits the effectiveness and impact of Greensboro's existing supportive housing. A combination of tools is necessary to truly improve housing conditions and meet the needs of the City's homeless and other vulnerable populations.



### **Dedicate Funding to Support Housing First Model**

Reassess City-funded programs to ensure they are aligned with the Housing First approach.



### **Construct More Supportive Units**

Modify RFP processes to encourage additional supportive units in projects to which subsidy is granted and dedicate funding to establish a sustainable landscape for provision of supportive services.



### **Continue CoC Participation**

Continue CoC membership to encourage policy development and delivery of adequate provision of services. Evaluate the current CoC structure in terms of providing data, systems, and outcomes in meeting the needs of the City's homeless population.



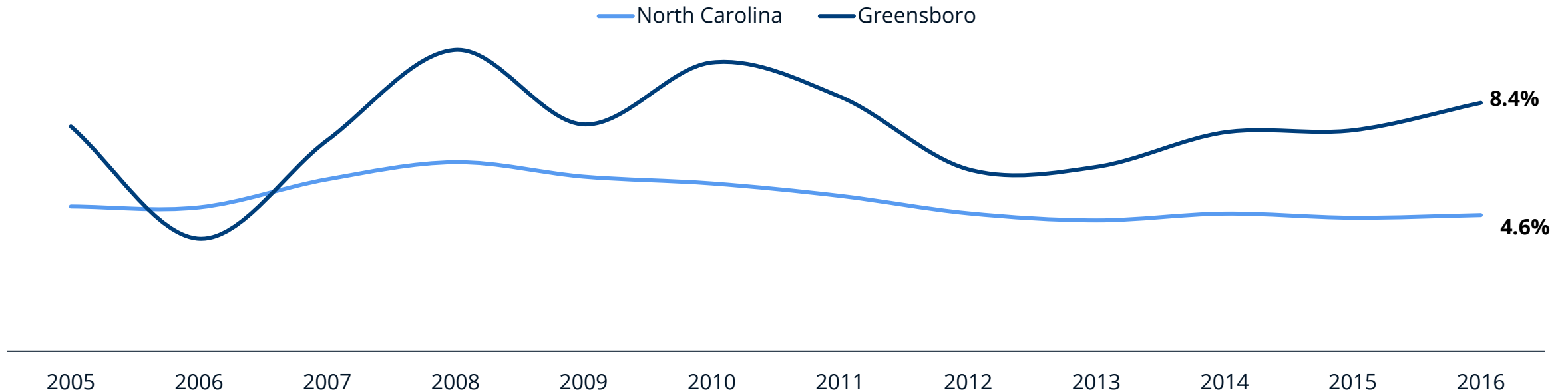
### **Provide Short-Term Rental Assistance**

Formalize a program to proactively provide short-term rental assistance to residents at risk of homelessness.

**Guilford County has close to 600 homeless individuals at a given point in time**, according to the HUD-required 2019 Point-in-Time count estimate. Given the difficulties in accurately counting the homeless population, this is likely a significant underestimate of Greensboro's homeless population and the true need for services to assist vulnerable populations. For example, in 2017, Guilford County Schools estimated that they had over 3,000 students experiencing homelessness.

**There is also a need to assist residents consistently living on the brink of homelessness.** Greensboro has the highest eviction rate of large cities in North Carolina and the seventh highest eviction rate in the country. Since the beginning of the foreclosure crisis, Greensboro's eviction rate has consistently been far above the rate of North Carolina. Finding housing after an eviction is challenging – studies show that only one in three households are able to find safe and quality housing following an eviction. Increasing the City's capacity to collaborate with partners and services providers can help these residents access needed services, remain housed and avoid homelessness.

## Eviction Rate, 2005-2016



## DEDICATE FUNDING TO SUPPORT HOUSING FIRST | Overview

**Greensboro should assess all existing supportive housing programs to ensure that they are aligned with the Housing First approach to homelessness assistance.** Housing First prioritizes providing shelter for all individuals experiencing homelessness.

**The Housing First approach to homelessness assistance prioritizes providing permanent housing to those experiencing homelessness.** The Housing First model prioritizes getting individuals access to housing as quickly as possible, based on an understanding that permanent, safe housing is a necessary first step from which individuals can then be connected to services to improve quality of life and address issues that may have led to homelessness, such as behavioral health problems or addictions. While the Housing First approach offers supportive services to tenants, it does not mandate them as a requirement to remain housed.

**The City should assess all existing supportive housing programs to ensure they are in line with the Housing First approach.** Greensboro has an existing suite of homelessness prevention programs, including emergency shelter as temporary accommodation for those in need, rapid re-housing to rapidly exit those without intensive case management needs from homelessness, and permanent supportive housing for individuals and families with special needs. To prioritize providing shelter for individuals experiencing homelessness, the City should assess all of these existing programs to ensure they prioritize housing over service provision.

**The City should then dedicate additional funding to reassessed Housing First programs.** Ultimately, households that experience homelessness place high costs on society, through things like emergency services and use of hospitals and jails. Funneling public investment into providing safe, permanent housing can actually be a more cost-effective method of addressing homelessness. Additional funding dedicated to Housing First-aligned programs should end up as an overall cost-savings measure for the community.



### Key Partners

- City of Greensboro - NDD
- Guilford County Continuum of Care



### Action Steps

1. Evaluate the current Continuum of Care structure in terms of providing data, systems, and outcomes in meeting the needs of the City's homeless population, and recommend areas for improvement
2. Evaluate the allocation of existing resources
3. Recommend the best structure and funding strategy for Housing First based on evaluation of current structures

**Anticipated Cost to Implement:**

**~\$960,000**

To fund programs



## CONTINUE COC PARTICIPATION | Overview

**Greensboro should continue to engage with the Guilford County CoC and encourage strategy and policy development.** CoC engagement is crucial to designing countywide policies attuned to the needs of the City's vulnerable populations.

**The Continuum of Care (CoC) is a working collaboration of multiple agencies that provide services to homeless households and works to prevent households from becoming homeless.** The program is designed by HUD to promote greater coordination of services with the goal of ending homelessness on a regional level. A CoC consists of the lead organization, a Membership Board made up from member service agencies, and the Homeless Management Information System (HMIS) point of contact. The Membership Board is responsible for developing strategies, goals, and programs in accordance with HUD guidance and regulations for homelessness prevention and services.

**The City should continue its role with the Guilford County CoC to encourage countywide strategy and policy development regarding supportive services.** In this capacity, NDD should work to evaluate the current CoC structure in terms of providing data, systems, and outcomes in meeting the needs of the City's homeless population.



### Key Partners

- City of Greensboro – NDD
- Guilford County Continuum of Care



### Action Steps

1. Prioritize rapid rehousing to rapidly exit people from homelessness
2. Continue active engagement as a Guilford County CoC member

## CONSTRUCT MORE SUPPORTIVE UNITS | Overview

**Greensboro should modify its multifamily RFP process to encourage additional supportive units in projects and set aside additional funding to supplement state and federal funding for supportive services.** The City can leverage both the Housing Bond set-aside for supportive housing and federal funding to support additional supportive units and fund supportive services in affordable and mixed-income multifamily developments.

**Additional supportive housing is required to meet the needs of vulnerable populations in Greensboro.** Due to limitations with the Point-in-Time count method for tracking homeless populations, the actual need from homeless and other vulnerable populations is likely higher than estimated. Transitional housing is required to meet the needs of those coming out of homelessness and special needs populations require supportive housing with on-site services.

**The City should encourage additional supportive units in the projects it supports.** Wake County, NC has successfully delivered almost 200 supportive units more than state mandated requirements with the adoption of a preference for supportive units in its RFP process. Greensboro should adopt similar requirements within its own RFP process, and leverage the Housing Bond's set-aside for supportive housing and additional sources of federal funding to provide subsidy. For each additional supportive unit provided, the City should offer \$10,000 in subsidy, in line with the proposed incentive offered for additional units affordable to those earning \$20,000 and below.

**The City should play an active role in strengthening the ecosystem of supportive service provision in Greensboro.** Stakeholders have articulated the need for a stronger system of programmatic support for supportive housing units in the city. When supportive services are underfunded at the state level, undue burden is placed on property managers, or built units are forced to go empty due to lack of service providers. The City can support a stronger system of service provision through dedicated bond funding, reallocation of existing federal funds, or philanthropic funds funneled to a subgrantee organization. For example, the organization Park Center in Nashville, TN leverages sub-granted federal dollars to provide housing and supportive services for veterans and individuals experiencing chronic homelessness. Since its inception, it has connected over 600 individuals with disability benefits, employment, and housing.

**Increased HOPWA dollars are another potential source of funding to support the construction of supportive housing units and fund service provision.** HOPWA modernization funding is projected to increase the City's funding allocation to over \$700,000 in 2022, nearly double its 2019 allocation of \$378,800. To be compliant with this funding stream, developers should design their project to meet the changing needs of HIV-positive individuals.



### Key Partners

- City of Greensboro – NDD
- Developers
- Central Carolina Health Network



### Action Steps

1. Modify RFP process to encourage all developments receiving City funding to provide additional supportive units
2. Develop a strategy to use increased HOPWA funding to support additional supportive units
3. Work with stakeholders to develop strategy for strengthening programmatic support for supportive housing

### Anticipated Cost to Implement:

**~\$10K**

Per additional supportive unit in a 9% LIHTC deal

## PROVIDE SHORT-TERM RENTAL ASSISTANCE | Overview

**Greensboro should formalize a program to proactively provide short-term rental assistance to residents at risk of homelessness.** Short-term rental assistance can help low-income residents at risk of homelessness retain housing in times of crisis, keeping the City's affordable housing gap from growing larger and preventing the need for emergency assistance.

**Greensboro's extremely low-income renters are often at risk of homelessness due to the proportion of their income they must pay towards rent.** HUD defines 'literal homelessness' as an individual or family lacking a fixed, regular, and adequate nighttime residence. Many of the City's extremely low-income renters pay more than half of their monthly income towards rent, making them vulnerable to becoming 'literally homeless' in cases of substandard housing, loss of funds, evictions, or other reasons that cause displacement. Greensboro has one of the highest eviction rates in the country, according to a survey by Princeton University's Eviction Lab. Short-term rental assistance is one tool to help reduce evictions and displacement and keep residents in their homes.

**Greensboro's existing partnerships have had significant impact in keeping residents housed during times of crisis.** Since 2013, the Community Foundation of Greater Greensboro (CFGG), the Greensboro Housing Coalition (GHC), the City, and a combination of other public contributions have funded the City's Emergency Tenant Assistance Program (ETAP), formerly the Landlord-Tenant Partnership Fund. In the past seven years, the Fund has granted over \$450,000 to assist more than 230 renter households in procuring short-term rental solutions during relocation and amidst displacement. The Fund has been used and scaled in times of citywide emergency, such as the 2014 Heritage House condemnation and the 2018 tornado. In 2018 and 2019, Greensboro approved up to \$60,000 towards this fund and contributed almost \$30,000 to support relocation of Cone-Summit and Georgetown Manor residents.

**Greensboro should build on the success of this existing program, as well as the recently-launched Eviction Resolution Pilot Program, to codify rules and procedures, and scale up to proactively offer short-term rental assistance to at-risk residents.** While Greensboro builds new housing, it must simultaneously act to prevent homelessness for its lowest-income renters. Greensboro is committed to this goal through the Eviction Resolution Program, a new partnership between GHC, Legal Aid, UNCG, and CFGG to allow those referred by Legal Aid to remain in their current housing. With a pilot funding amount of \$100,000, the program will begin with six cases and aim to serve up to 100 households. Building off this pilot program, developing a formalized short-term rental assistance program that leverages additional external funding will help expand the City's pre-eviction capacity and impact.



### Key Partners

- City of Greensboro – NDD
- Community Foundation of Greater Greensboro
- Greensboro Housing Coalition
- Community organizations



### Action Steps

1. Dedicate annual funding
2. Codify program design and establish a Memorandum of Understanding with CFGG and GHC
3. Release RFP for program administrators
4. Establish additional partnerships with community organizations to increase funding pool

### Anticipated Cost to Implement:

**~\$150K**

To serve 75 households on an annual basis

## **PROVIDE SHORT-TERM RENTAL ASSISTANCE** | Recommendation

**Building on the work of the CFGG and GHC, a formalized program should offer short-term rental assistance for no more than six months rent to low-income residents in midst of a housing crisis.** Eligible participants should reside in the City of Greensboro, be able to demonstrate they are in a housing crisis that can be addressed through short-term assistance, such as a natural disaster or health crisis, and demonstrate they earn below 50% AMI.

**The goal of the program should be to assist residents at risk of homelessness stabilize their current housing situation.** It should provide both one-time or short-term funding and accompanying supportive services.

**The program should offer residents fair market rent based on their household size for around three months.** The program can also offer short-term move-in assistance in the form of a security deposit and/or assistance with utilities. In some circumstances, additional assistance may be required for residents to get back on their feet. The program should provide assistance for a maximum of six months and/or be capped at a maximum of \$3,000.

**The City should release an RFP to solicit one or multiple non-profit service agencies to serve as program administrator/s.** This will ensure City staff capacity is not overloaded in administering assistance, while also allowing residents to build a relationship with non-profit staff, who will be positioned to provide catered services to meet household need.

**The chosen non-profit administrator should have demonstrable experience in successful service provision to low-income households and monitoring of program outcomes.** Specifically, the program administrator will need to determine

resident eligibility, perform habitability inspections, create a catered package of services unique to each resident, provide supportive services, monitor household success, maintain documentation, and provide monitoring reports to the City.

**Additionally, the City should work with GHA to assist residents who have experienced a crisis by giving them preference on the voucher waitlist.**

### **Housing Opportunity Fund Housing Stabilization Program**

Pittsburgh, PA

**Pittsburgh's Housing Opportunity Fund Housing Stabilization Program\*** was established in 2019 to provide one time or short-term funding to individuals and families who are struggling with housing expenses including mortgage, rent and/or utility payments. The program is designed to assist participants to stabilize their current housing situation or facilitate access to appropriate housing, with the ultimate goal of preventing homelessness. It also provides legal eviction prevention services, including legal consultation and representation for eviction defense and/or related supportive services. The program anticipates it will be able to aid almost 200 households earning between 30% and 50% AMI on an annual basis.

\*See <https://www.ura.org/pages/housing-opportunity-fund-programs>

Affordable Rental Homes  
Neighborhood Reinvestment  
Access to Homeownership  
Supportive Housing

## **Implementation**

# Housing GSO Overview

Housing GSO recommends the City implement 16 housing tools to address its four housing goals. Developing and launching new housing programs or reforming existing housing programs represents a significant undertaking and will require thoughtful consideration and collaboration between different governmental departments, as well as the private and philanthropic partners involved in execution. For each housing tool, Housing GSO lays out a timeline, recommended first steps, funding allocation, key partners, and performance metrics to help guide the City and its partners in implementation.

**At a higher level, there are five actions the City must undertake for the implementation of Housing GSO to be successful:**

- 1 Identify various funding sources totaling an additional \$50 million over the next ten years.**

Affordable housing requires public subsidy. To make meaningful progress toward Greensboro's affordable housing goals, an additional \$50 million over the next ten years is needed to fully implement all of the recommended tools. This funding could come in the form of additional bonds, an ongoing annual commitment of general funds, or some other form of subsidy from the City. Any commitment of additional public funds should be leveraged with corresponding commitments from philanthropic and private sector community leaders.
- 2 Establish working groups with private and philanthropic partners to jointly implement housing tools.**

Several of the recommended housing tools require a commitment of resources from the public and private sectors. The City should establish public private partnership working groups to drive implementation of these recommendations. Working groups should be organized around specific tools and their membership should comprise organizations who are committing resources to match the City's investment. The implementation section of Housing GSO identifies the housing tools that will require working groups.
- 3 Facilitate intergovernmental coordination and collaboration.**

NDD should establish intergovernmental administrative teams to facilitate collaboration across departments and agencies to effectively implement many of the recommended housing tools. As with the public private partnership working groups, internal teams should be tasked with advancing specific housing tools. The implementation section of Housing GSO identifies which housing tools will require intergovernmental collaboration. In addition, while the GSO2040 Comprehensive Plan is being developed, NDD should coordinate with the planning process to ensure proposed land use and zoning strategies align with the goals and recommendations outlined in Housing GSO.
- 4 Confirm a timeline and performance metrics, and report on progress against them twice a year.**

A timeline and associated performance metrics will provide the public and elected officials with the information necessary to gauge the City's progress toward its housing goals and measure how effectively public funding is being used. Regular reporting on progress toward the goals of Housing GSO will help keep the community engaged and the City accountable over the ten-year life of the plan.
- 5 Design a community education and awareness campaign.**

Community education, awareness and buy-in is essential for the successful implementation of Housing GSO. NDD should coordinate with implementation working groups to lead a community education and awareness campaign around the need for affordable housing in the community, the benefits it provides, and how supporting the recommendations in Housing GSO will strengthen Greensboro for all.

## IDENTIFY VARIOUS FUNDING SOURCES TOTALING \$50 MILLION

**The City cannot act alone to meet existing affordable housing need- it will need to go beyond existing federal, state, and local sources of support.** To fully implement the recommendations of Housing GSO, the City should identify \$50 million in new local public subsidy and other funding sources for affordable housing over the next ten years.

**To make meaningful progress toward Greensboro's affordable housing goals, the City should work to identify an additional \$50M in public and other funding sources over the next ten years.** The City should begin implementation of recommended tools in Housing GSO using its existing budget. However, the City will need access to additional funding, beyond existing local, state and federal allocations, to fully address need and implement all of the new programs outlined in Housing GSO. Dedicating additional sources of local funding and identifying additional sources of support, including contributions from private and philanthropic funders, will help ensure the City has expanded access to the resources it needs to successfully implement and manage all of the recommended programs and policies of Housing GSO. Committing local resources to address affordable housing need, in concert with identification of other funding sources to support public contributions, will demonstrate the City's ongoing commitment to addressing existing challenges and help secure investments from public and private partners.

**This dedicated source of local funding can build on existing sources, or stem from the creation of a new bond, fund or set-aside.** The City's existing Nussbaum Fund is already dedicated to supporting affordable housing and presents one option for meeting the need for additional dedicated funding. The City may also choose to create a separate fund. Any commitment of additional public funds should be leveraged with corresponding commitments from philanthropic and private sector community leaders.



### Key Partners

- City of Greensboro – NDD, City Manager's Office, Financial Services
- Philanthropic partners



### Action Steps

1. Present budget request to City Council
2. Establish and secure annual source of local funds



## COMMIT LOCAL PUBLIC FUNDING | Case Studies

**Many cities in North Carolina have established dedicated local streams of funding in recent years to address affordable housing need.** With declining federal support, and increasing need, cities across the country are grappling with how to meet affordability challenges with limited public resources. By establishing an ongoing

funding stream, the City will ensure it has resources and capacity needed to meaningfully implement the recommended housing tools.

**As these examples from other North Carolina cities illustrate, dedicated public funding can attract additional commitments.** Investment from the private

sector and philanthropic partners should be leveraged to maximize the impact of public funding.

## Local Commitment to Affordable Housing Over Next 5 Years:

**\$95M**

**City of Durham**  
Housing Bond passed in 2019

**\$25M**

**City of Asheville**  
Housing Bond passed in 2016

**\$50M**

**City of Charlotte**  
Housing Bond passed in 2018

**\$100M**

**City of Raleigh and Wake County**  
Penny for Housing property tax allocation (\$6M, City) and dedicated general fund revenue (\$15M, County)





## ESTABLISH WORKING GROUPS WITH PRIVATE AND PHILANTHROPIC PARTNERS

The City should establish working groups with private and philanthropic partners to jointly implement housing tools. Public-Private-Partnership Working Groups will drive implementation of recommendations that require resources from the public and private sectors.

Each working group should be responsible for designing and launching the housing tool that its members have committed resources to support. For example, potential funders and developers should be engaged regarding establishment of a housing preservation fund and creating a pool to subsidize 4% LIHTC developments. The philanthropic community should be engaged with regards to funding neighborhood reinvestment planning efforts, providing enhanced services with mortgages, and providing short-term rental assistance, as in some cases, they are funding these activities already. Participation in these working groups should be limited to partners who are committing resources, which can include both financial and staff resources. This will ensure that the groups are comprised of stakeholders willing to make real contributions and make true commitments to advancing implementation.

The following tools will require Public Private Partnership Working Groups to drive implementation:

- **Establish a Housing Preservation Fund** (*Affordable Rental Homes*)
- **Target Deeper Affordability** and **Subsidize 4% LIHTC Development** (*Affordable Rental Homes*)
- **Partner with Neighborhoods** (*Neighborhood Reinvestment*)
- **Provide Short-Term Rental Assistance** (*Supportive Housing*)
- **Design a Community Education and Awareness Campaign** (*Implementation*)



### Key Partners

- City of Greensboro - NDD
- Philanthropic partners
- Private developers
- Non-profit partners
- Community organizations



### Action Steps

1. Establish working groups
2. Meet regularly to drive implementation

## FACILITATE INTERGOVERNMENTAL COORDINATION AND COLLABORATION

The City should establish intergovernmental administrative teams to drive implementation of recommendations that require cross-department and cross-agency coordination. Internal teams should be tasked to advance specific housing tools for which their coordination and partnership is required.

**NDD should establish intergovernmental administrative teams to work in collaboration with other departments and agencies to effectively implement many of the recommended housing tools.** In addition, while the GSO2040 Comprehensive Plan is being developed, NDD should coordinate with the planning process to ensure proposed land use and zoning strategies align with the goals and recommendations outlined in Housing GSO. A key point of collaboration between NDD and Planning will be reviewing land use and zoning regulations advanced in GSO2040 to ensure alignment with identified affordable housing priorities, including opportunities to support density in areas of opportunity.

**The following tools will require an Intergovernmental Administrative Team to drive implementation.** Suggested initial partners are listed, and NDD should confirm staff availability as a first step:

- **Partner on Housing Authority Redevelopment** (*NDD, GHA, City Manager's Office, other departments as needed*)
- **Create a Public Land Disposition Policy** (*NDD, Planning, Guilford County Schools, Redevelopment Commission of Greensboro, Greensboro Housing Development Partnership (GHDP), City Engineering & Inspections, Guilford County Tax Department*)
- **Consolidate Rehabilitation Programs** (*NDD, Planning, GHDP, local partner programs*)
- **Establish Strategic Code Compliance** (*NDD, Planning, City Attorney, County Register of Deeds*)
- **Implement Community Partnerships & Engagement** (*NDD, Planning, other departments*)
- **Support Rehabilitation & Infill Development** (*NDD, Planning, Redevelopment Commission of Greensboro, GHDP*)
- **Modify DPA Program Design** (*NDD*)
- **Construct More Supportive Units** (*NDD, Guilford County CoC*)
- **Dedicate Funding to Support Housing First** (*NDD, Guilford County CoC*)
- **Engage with the CoC** (*NDD, Guilford County CoC*)



### Key Partners

- City of Greensboro - NDD, Planning
- Greensboro Housing Authority
- Guilford County Schools



### Action Steps

1. Initiate recurring, regularly-scheduled interdepartmental meetings with NDD and Planning
2. Establish administrative teams
3. Meet regularly to drive implementation

## CONFIRM TIMELINE, PERFORMANCE METRICS, AND REPORT ON PROGRESS

To ensure effective use of City funds and to meaningfully track progress towards achieving housing goals, the City should use performance metrics and regular reporting. Regular reporting on progress toward the goals of Housing GSO will help keep the community engaged and the City accountable over the life of the Plan.

**Each recommendation should have associated performance metrics and an established timeline for implementation.** This will help the City begin the initial implementation process and will hold the City accountable as recommendations are implemented. NDD should work collaboratively with other City departments to determine appropriate metrics for each recommendation and to discuss capacity and ability to collect needed data. NDD will also need to work with its partners to institute data collection procedures and reporting schedules in order to fully assess the recommendations of Housing GSO.

**NDD should report on its progress twice a year.** The City should consider creating a publicly-accessible tool, like the City's online Bond Tracker, to report on progress made on each of the 16 recommendations included in Housing GSO. This online dashboard would allow the public to track progress and the City to highlight key accomplishments and successes.

**Pages 85-88 outline potential timeline and performance metrics by housing tool.**



### Key Partners

- City of Greensboro – NDD, Planning, City Manager's Office
- Community partners



### Action Steps

1. Identify appropriate timeline and metrics across recommendations
2. Institute reporting protocol for City departments and public and private partners
3. Report on progress twice a year

## DESIGN A COMMUNITY EDUCATION AND AWARENESS CAMPAIGN

**Community education and awareness is essential for successful implementation of Housing GSO.** NDD should work closely with other City departments to develop a marketing and education campaign to ensure residents understand the importance of affordable housing and how Housing GSO is designed to strengthen Greensboro for all.

**Community support for Housing GSO and the recommendations within it are critical for successful implementation.** Greensboro residents need to understand the existing need for affordable housing in their community, how the recommended programs and services laid out in Housing GSO are designed to address these challenges, and how all programs and services are designed to pair City investment with private funding to maximize the impact of public dollars. Undertaking a community education and awareness campaign will help build community support for Housing GSO, including recommendations for additional funding.

**NDD should coordinate with City marketing and communications staff, as well as implementation working groups to develop a Housing GSO community education and awareness campaign.** This campaign should educate around the need for affordable housing in the Greensboro community, the benefits affordable housing provides, the recommended affordable housing programs and services for Greensboro, and the potential social impact of the recommendations. The campaign should include informational flyers and brochures, a social media presence, and in-person engagement at community events. Housing GSO education efforts should have a strong presence at all public engagement activities for the GSO2040 Comprehensive Plan update process, capitalizing on opportunities to highlight that affordable housing is integral to Greensboro's growth and future success.



### Key Partners

- City of Greensboro – NDD, City Manager's Office, Communications & Marketing
- Implementation Working Groups
- Community partners



### Action Steps

1. Work with Communications and Marketing Staff to market Housing GSO
2. Coordinate to create and disseminate education materials on the need for affordable housing in the community and the recommendations within Housing GSO



# IMPLEMENTATION RECOMMENDATIONS

**The City will need to establish priorities in implementation.** Recommended implementation and timing considers existing municipal and non-profit capacity, legal implications and authority, and the funding sources available in the short-term. The City should begin progress on all recommendations within the next 12 months, finishing within the first five years of the 10-year Housing GSO timeframe. The City should spend the remaining time evaluating program effectiveness and making necessary changes to establish maximum impact.

**Recommendations should be implemented with input from stakeholder working groups and intergovernmental taskforces.** The City should establish Public-Private-Partnership Working Groups to drive implementation of the recommendations that require commitment of resources from the public and private sectors. Simultaneously, NDD will need to establish a series of intergovernmental administrative teams to promote cross-department and agency collaboration.

	Affordable Rental Homes	Timeline	Metrics	First Action Step
Administrative Taskforce	Partner on Housing Authority Redevelopment	Year 2	<ul style="list-style-type: none"> <li>Number of residents receiving support services as part of the relocation process</li> <li>Infrastructure improvements funded</li> </ul>	Meet with GHA to establish MOU on redevelopment and resident-focused goals
	Create a Public Land Disposition Policy	Year 2	<ul style="list-style-type: none"> <li>Amount of funding leveraged</li> <li>Additional property tax revenue generated</li> <li>Number of public sites disposed to affordable housing developers</li> <li>Number of affordable homes produced</li> </ul>	Create an inventory of publicly-owned land that could accommodate future affordable housing development
P3 Working Group	Deeper Affordability	Year 1	<ul style="list-style-type: none"> <li>Amount of funding leveraged</li> <li>Number of rental homes created affordable for HHs earning less than &lt;\$30K</li> <li>Number of rental homes produced in high opportunity areas</li> </ul>	Modify RFP requirements
	Establish a Housing Preservation Fund	Year 2-3	<ul style="list-style-type: none"> <li>Amount of private funding leveraged</li> <li>Number of affordable rental homes preserved</li> </ul>	Assess potential fund structures to determine feasibility and best model for Greensboro
	Subsidize 4% Development	Year 3	<ul style="list-style-type: none"> <li>Amount of funding leveraged</li> <li>Number of rental homes produced for &lt;60% AMI</li> <li>Number of rental homes produced in high opportunity areas</li> </ul>	Dedicate new local public funding to subsidize 4% development



# IMPLEMENTATION

	Neighborhood Reinvestment	Timeline	Metrics	First Action Step
<b>Administrative Taskforce</b>	Establish Strategic Code Compliance	Year 2	<ul style="list-style-type: none"> <li>Number of Order to Repair projects completed</li> <li>Number of homes repaired and brought to market</li> <li>Reduction in blighted properties</li> </ul>	Work with agencies, non-profit partners, and donors to establish a strategic approach to code compliance
	Implement Community Partnerships & Engagement	Year 1-2	<ul style="list-style-type: none"> <li>Attendance at quarterly meetings</li> <li>Number of neighborhood residents actively engaged in reinvestment processes</li> <li>Change in number of homeowners</li> </ul>	Organize quarterly meetings to convene municipal departments and community groups in each candidate neighborhood
	Consolidate Rehabilitation Programs	Year 1	<ul style="list-style-type: none"> <li>Number of rehabs completed in reinvestment areas</li> <li>Reduction in timeline required for rehab project completion</li> </ul>	Develop unified intake process and identify rehab program outreach, administration, and management partners
	Support Rehabilitation & Infill Development	Year 1-2	<ul style="list-style-type: none"> <li>Number of infill development projects completed in areas of reinvestment</li> <li>Number of local contractors</li> <li>Increase in homeownership rate</li> </ul>	Build internal capacity to effectively move properties upheld for repair or demolition into receivership.
<b>P3 Working Group</b>	Partner with Neighborhoods	Year 1	<ul style="list-style-type: none"> <li>New homes purchased in reinvestment areas</li> <li>Number of residents participating in process to define candidate areas</li> </ul>	Confirm and conduct data analysis to identify candidate neighborhoods for reinvestment





	Access to Homeownership	Timeline	Metrics	First Action Step
<b>Administrative Taskforce</b>	Modify DPA Program Design	Year 1	<ul style="list-style-type: none"> <li>• Number of awards made to HHs &lt;80% AMI</li> <li>• Number of awards made to public servants</li> <li>• Number of homes purchased in reinvestment areas</li> </ul>	Restructure loan repayment terms with underwriting partner
<b>P3 Working Group</b>	Offer Enhanced Services with Mortgages	Year 3	<ul style="list-style-type: none"> <li>• Number of program participants</li> <li>• Satisfaction level of program participants</li> <li>• Number of foreclosures prevented</li> </ul>	Add enhanced services requirement to loan terms



	Supportive Housing	Timeline	Metrics	First Action Step
<b>Administrative Taskforce</b>	Construct More Supportive Units	Year 1-3	<ul style="list-style-type: none"> <li>Number of supportive units built</li> </ul>	Modify RFP process to encourage all LIHTC developments receiving City gap funding provide additional supportive units
	Dedicate Funding to Support Housing First	Year 1	<ul style="list-style-type: none"> <li>Reduction in Point-in-Time count of homeless individuals</li> <li>Number of individuals placed in permanent housing</li> <li>Reduction in timeline for placing individuals in housing</li> </ul>	Evaluate the current Continuum of Care structure in terms of providing data, systems, and outcomes in meeting the needs of the homeless population and recommend areas for improvement
	Continue CoC Participation	TBD	<ul style="list-style-type: none"> <li>City attendance and involvement at CoC meetings</li> <li>Passage of policies by CoC that involved City input</li> </ul>	Prioritize rapid rehousing to rapidly exit people from homelessness
<b>P3 Working Group</b>	Provide Short-Term Rental Assistance	Year 1	<ul style="list-style-type: none"> <li>Number of households receiving assistance</li> <li>Reduction in evictions</li> <li>Time required for individual in crisis to access assistance</li> </ul>	Dedicate annual funding and establish partnerships with community organizations to increase funding pool







# HOUSING GSO

Creating Opportunities to Build A Better Community



# Appendix

Affordable Housing Glossary

Summary of Community Engagement Activities

Market Context

Preservation Fund Case Studies

Neighborhood Selection

Areas of Opportunity

Letters of Support

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**Accessory Dwelling Units (ADUs):** ADUs are additional living quarters located on single-family lots that are independent of the primary dwelling unit and provide basic requirements for sleeping, cooking, and sanitation. Due to their smaller size and lower development costs, ADUs tend to be a source of naturally occurring affordable housing, thus helping to increase the full affordable housing supply without the expenditure of public subsidy. They also provide other benefits, discussed in the ADU recommendation.

**Area Median Income (AMI):** AMI represents the midpoint in the distribution of household incomes within a specific geographic region. HUD publishes annual AMI levels for regions, adjusted for family size. The HUD-provided AMI is used to determine applicants' eligibility for both federally and locally funded housing programs where participation is dependent on income levels.

## 2019 Greensboro-High Point MSA Income Limits

Category	1-Person	2-Person	3-Person	4-Person	5-Person	6-Person	7-Person	8-Person
<b>30% AMI</b>	\$12,900	\$16,910	\$21,330	<b>\$25,750</b>	\$30,170	\$34,590	\$38,050	\$40,500
<b>50% AMI</b>	\$21,500	\$24,550	\$27,600	<b>\$30,650</b>	\$33,150	\$35,600	\$38,050	\$40,500
<b>80% AMI</b>	\$34,350	\$39,250	\$44,150	<b>\$49,050</b>	\$53,000	\$56,900	\$60,850	\$64,750
<b>100% AMI</b>	\$43,000	\$49,100	\$55,200	<b>\$61,300</b>	\$66,300	\$71,200	\$76,100	\$81,000

Source: HUD

**Community Development Financial Institution (CDFIs):** CDFIs are financial institutions, certified by the U.S. Treasury Department, to provide credit and financial services to underserved people and communities. They encompass a range of non-profit and for-profit entities, such as community development banks, community development credit unions, community development loan funds, community development venture capital funds, and microenterprise loan funds.

**Cost-Burdened:** Under a standard set by the U.S. Department of Housing and Urban Development, a household is considered cost-burdened when it spends 30% or more of its income on gross housing costs, whether for renter or ownership housing.

**Extremely Cost-Burdened:** A household is considered extremely cost-burdened households when it spends 50% or more of its income on housing costs, often leaving the household with very little money to cover other costs of daily living.

**Extra-Territorial Jurisdiction (ETJ):** ETJs are areas that lie just outside municipalities' corporate limits where future municipal development is expected to reach. Depending on the relevant municipality's size, they can extend 1 to 3 miles beyond corporate limits. Areas within ETJs are subject to the municipality's development regulations.

**Floor Area Ratio (FAR):** The relationship between a building's total amount of usable floor area and the total area of the lot on which the building stands. This ratio is determined by dividing the total, or gross, floor area of the building by the gross area of the lot.

**HOME Investment Partnership (HOME):** The HOME program, authorized by the federal government in 1990, gives federal block grants to participating local jurisdictions, which then use the funds to provide affordable rental and homeownership housing to low- and moderate-income families. When HOME funds are used to support rental housing, at least 90% of the units must be occupied by households with incomes at or below 60% of AMI, with the remaining 10% capable of being occupied by households with incomes at or below 80% of AMI. In rental properties with five or more HOME units, 20% of the units must be set aside for households with incomes at or below 50% of AMI. Depending on the amount of HOME subsidy provided per unit, the HOME program places affordability restrictions of 5 to 20 years on units.

**HUD-Insured Properties:** HUD's Federal Housing Administration (FHA) provides mortgage subsidies to private owners of multifamily housing to reduce development costs. In return, HUD requires assisted properties to agree to low-income "use restrictions," which restrict occupancy to households under specific income limits and cap rent levels. Properties that fall under this category include Section 221(d)(3) BMIR, Section 236, and other non-subsidized HUD insured properties.

**Low-Income Housing Tax Credit (LIHTC):** The Low-Income Housing Tax Credit Program is a federal program that provides a dollar-for-dollar tax credit to support the development of affordable rental housing. The LIHTC program distributes federal income tax credits to developers through states' individual Housing Finance Agencies (HFA), which determine which projects receive tax credits under their federal allocation. There are two general types of credits that can be awarded, 9% credits and 4% credits. 9% credits are higher-value credits that cover a greater percentage of projects' development costs (generally 70% to 80%), and are awarded on a competitive basis. 4% credits are lower-value credits that cover a lower percentage of projects' development costs (generally 30% to 40%), and are generally awarded to any projects that meet specific programmatic requirements and are financially feasible. 4% credits are usually paired with tax-exempt bond financing to help offset the lower subsidy amounts.

**Naturally Occurring Affordable Housing (NOAH):** Naturally occurring affordable housing is housing that is priced by market forces at levels that are affordable to low-income residents. Housing is traditionally considered affordable if total housing costs (rent or mortgage, plus utilities) represent no more than 30% of the occupying household's income. NOAH housing often makes up a significant portion of a jurisdiction's affordable housing stock, in addition to publicly-subsidized housing.

**"Not in My Backyard" (NIMBY):** NIMBY is a term used to describe residents' opposition to new development, including denser multifamily housing and affordable housing, in their neighborhood or community. Opposing residents can sometimes block development, reduce the size of proposed projects, or slow the development process.

**North Carolina Housing Finance Agency (NCHFA):** NCHFA is a state agency that helps finance affordable housing by operating or administering a range of programs, including the sale of tax-exempt bonds, LIHTC, HOME, and North Carolina's Housing Trust Fund.

**Project-Based Section 8 Vouchers:** The Project-Based Section 8 voucher program, as it is now known, was established in 1974. Under this program, HUD enters into Housing Assistance Payments (HAP) contracts with private owners to provide affordable housing to low-income tenants. Under the contracts, tenants pay 30% of their adjusted monthly income for rent and utilities, and HUD pays the owner the difference between the tenants' payment and the agreed-upon rent. New residents of Project-Based Section 8 units must have incomes of at or below 80% of AMI, and 40% must have incomes at or below 30% of AMI.

**Public Housing:** Public housing is a type of affordable housing that has been traditionally owned by a local government agency, generally a designated public housing authority. HUD provides federal aid to these agencies to operate housing for residents, who pay rents that they can afford. In the United States today, there are approximately 1.2 million households living in public housing units, managed by 3,300 housing authorities (HUD Public Housing Program Office).

**Qualified Allocation Plan (QAP):** Per federal requirements, the North Carolina Housing Finance Agency (NCHFA) develops an annual QAP to competitively allocate federal Low-Income Housing Tax Credits to affordable housing projects across the state. The QAP includes geographic distribution and income limit requirements. The NCHFA can only allocate credits in conformance with the QAP.

**Section 202 (Direct Loans):** The Section 202 Program was authorized by the federal government in 1959. While the program has evolved over the years, it has either provided direct loans or capital advances from the federal government for low-income senior housing development. From 1959 to 1990, the program provided below market-rate direct loans, generally at 3% interest for up to 50 years, to non-profit organizations. In addition, from 1974 to 1990, loans were further subsidized by Project-Based Section 8 contracts. In 1990, funding shifted from below market-rate direct loans to capital advances.

**Section 202 and 811 (Project Rental Assistance):** The Section 202 (Supportive Housing for the Elderly) Program provides capital and operating funding to non-profit organizations that develop and operate housing for very low-income seniors, while the Section 811 (Supportive Housing for Persons with Disabilities) Program provides funding to entities that develop and operate housing for low-income people with significant and long-term disabilities. Both programs provide project rental assistance contracts (PRAC), which subsidize developments' operating expenses. Residents pay 30% of their adjusted income towards rent, and the PRAC makes up the difference between rental income and operating expenses.

**Section 515 (Direct Loans):** The USDA Rural Development Housing and Community Facilities Programs Office began making subsidized mortgage loans through the Section 515 (Rural Rental Housing Loan) Program in 1963. This program provides mortgages at 1% interest to non-profit and for-profit developers to build multifamily rental housing that is affordable to low- and moderate-income households in rural areas. Loan terms are 30 years, with principal amortized over 50 years. Tenants pay basic rent or 30% of their adjusted income, whichever is greater.

**Special Assessment Districts (SAD):** In a SAD, a local government provides a specific public benefit to a group of properties and imposes a special assessment (extra tax) on them to pay the costs of providing the benefit. In North Carolina, local governments can create two types of SADs, traditional and critical infrastructure, but only critical infrastructure SADs currently include affordable housing provision as an allowable purpose for which a special assessment may be charged.

**Supportive Housing:** Supportive housing is affordable housing that also includes support services intended to help tenants stay stably housed and build necessary life skills. Supportive housing can be designed to be either permanent or temporary for residents, with temporary housing targeted towards individuals who may be able to transition to traditional housing without support services over time. Supportive housing has proven to be a successful tool to house populations that may be difficult to serve with traditional housing, such as chronically homeless adults.

**Tax Increment Financing:** Tax increment financing is a financing mechanism wherein a government uses anticipated future increases in tax revenues from private development activity to finance present-day improvements, such as new or improved infrastructure, that will benefit that development. In North Carolina, there are two primary types of increment financing, traditional TIF and synthetic TIF, with synthetic TIF being more commonly used. With traditional TIF, the debt used to finance the infrastructure is secured by and repaid from the development's incremental property tax revenues. With synthetic TIF, the debt is secured by either the asset itself (e.g., the improvements being financed) or the local government's full faith and credit (general taxing power), not the incremental tax revenues; however, the tax revenues can be used to pay the debt service and principal of the improvements. Increment financing can be used to capture value from new development to create or preserve affordable housing in areas experiencing significant new growth.

**U.S. Department of Housing and Urban Development (HUD):** HUD is the federal agency charged with overseeing affordable housing and community development programs, including programs promoting homeownership, providing low-income rental housing assistance, enforcing fair housing laws, addressing homelessness, and providing aid for distressed neighborhoods.

**Value Capture:** Value capture approaches seek to capture some of the benefits that private entities realize due to public investments, such as infrastructure investments that make an area more attractive for development, to fund those or other investments.

**Year 15 Properties:** Low-Income Housing Tax Credit projects have a 15-year required affordability period, which is followed by a second 15-year affordability period, called the "extended use period," that keeps them affordable for a total of 30 years. However, the enforcement mechanisms for the second 15-year affordability period are much weaker than the first 15-year period, such that some properties convert to market-rate before reaching the end of their full 30-year affordability period.

**Zoning:** Zoning is a planning tool deployed by local governments that regulates a building's use, size, and shape, as well as other factors, such as parking, signage, accessory structures, and landscaping.



Affordable Housing Glossary

# **Summary of Community Engagement Activities**

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## TIMELINE | Housing GSO Community Engagement Process

### May 29, 2019

- **Community Leaders Focus Group** (Attendees: Beth McKee-Huger, representatives from Piedmont Triad Regional Council, CFGG, NC A&T, East Greensboro Now, Cone Health, UNCG Center for New North Carolinians, and United Way)
- **Lenders and Foundations Focus Group** (Attendees: Kim Graham, Capital Bank – Community Development Officer; Danny Davis, Pinnacle Financial Partners – Community Development; Kevin Lundy, CFGG)
- **Vulnerable Populations Focus Group** (Attendees: Representatives from Salvation Army, IRC, Central Carolina Health Network, Family Services of the Piedmont, Servant Center)
- **Public Agencies (Greensboro Housing Authority) Focus Group** (Attendees: James Cox, Jaymar Jones, Tina Gray, Sharell Newman)
- **Affordable Housing Developers and Non-Profits Focus Group** (Attendees: Greensboro Housing Coalition, Community Housing Solutions (CHS), Affordable Housing Management (AHM), Habitat for Humanity, East Greensboro Now)
- **Brokers/Relators Focus Group** (Attendees: Attendees: TREBIC (9 attendees), Greensboro Rent-A-Home, Greensboro Regional Realtors Association, Piedmont Triad Apartment Association)

### July-August 2019

- **Community Needs Survey** was available to the public from July 22, 2019 to August 16, 2019 in English, Spanish, and Arabic. 451 total responses.

### August 1, 2019

- **Public meeting** at the Greensboro Central Library, 219 N. Church St. 24 people attended the public meeting.
- **Greensboro Homeless Union meeting** (attendance not recorded).

### October 15, 2019

- **Community Foundation of Greater Greensboro meeting** (Attendees: Elaine Ostrowski, Kevin Lundy, Tara Sandercock, Walker Sanders)
- **Individual meetings with City Council** members
- **Public Hearing** for the Analysis of Impediments to Fair Housing Choice (AI).
- **Public Comment Period** open from October 15, 2019 – November 15, 2019 for the AI. (Two comments received.)

## TIMELINE | Community Engagement Process

### October 16, 2019

- **Community Housing Solutions meeting**
- **Housing Consultants Group meeting**
- **Meeting with City Council members**

### January-February 2020

- **Housing Priorities Survey** was available to the public from January 22, 2020 to February 12, 2020. 326 total responses.

### February 5, 2020

- **Brokers and realtors focus group** (Attendees: Jon Lowder, Piedmont Triad Apartment Association; Marlene Sanford, TREBIC; Judy Stalder, TREBIC; Mark Morgan, Morgan & Associates)

### February 6, 2020

- **GHA Focus Group** (Attendees: James Cox, Jaymar Joseph)
- **Lenders, Foundations, & Community Leaders Focus Group** (Attendees: Andy Scott; Beth McKee-Huger; Carolyn Biggerstaff; Steve Hayes, Guilford Nonprofit Consortium; Sarah Healy, DGI; Calvin Riley, CFGG; Ed Kitchen, Bryan Foundation; Kim Cameron, NC A&T Real Estate; Antonia Richburg, CHF & GHC)
- **Vulnerable Populations Focus Group** (Attendees: Central Carolina Health Network Senior Resources of Guilford, The Servant Center, Lincoln Financial, Salvation Army, Youth Focus)
- **Non-Profits & Affordable Housing Developers Focus Group** (Attendees: Harold K. Jordan & Company, Affordable Housing Management, South Creek Development, Black Lamb Development Corporation, Greensboro Housing Coalition, East Greensboro Now, Carolina Community Investments, Community Foundation of Greater Greensboro, Housing Consultants Group, Community Housing Solutions, United Way, Habitat for Humanity)

### August 3, 2020

- **Housing Hub Executive Directors Focus Group** (Attendees: Gene Brown, CHS; Josie Williams, Greensboro Housing Coalition; Sofia Crisp, Housing Consultants Group; Jim Clontz, Partnership Homes)

## TIMELINE | Community Engagement Process

### August 18, 2020

- **City Council Work Session #1**

### August-September 2020

- **Community Engagement Survey** was available to the public from August 31, 2020 to September 8, 2020. 10 total responses.

### September 1, 2020

- **City Council Work Session #2**

### September 29, 2020

- **TREBIC Work Session** (Attendees: Marlene Sanford, TREBIC; David Levy, AHM; Mark Morgan, Morgan & Associates; Jon Lowder, PTAA; Gene Brown, Community Housing Solutions; Lee Ann Clark, TREBIC; Judy Stalder, TREBIC; Sue Schwartz, Greensboro Planning Dept.; Chuck Burns)

## NOTES | Community Engagement Meetings

**May 28, 2019**

### Internal City Meeting

*Attendees: Caitlin Bowers, Jose Colon (Senior Planner – Long Range Planning), Valerie Moore (Senior Housing Planner), Cynthia Blue (Housing Services Division Director) Lamont Taylor, Debby Davis (NDD – Communications Liaison), Stan Wilson (NDD - Director)*

#### *Goals for Affordable Housing Plan*

- Make recommendations that are implementable and actionable
- City is looking for a plan that identifies what the need is, reviews bond programs and current allocation levels, and recommends changes/shifts as needed
- City bond money is new tool, City wants short, medium and long-term recommendations on how to allocate bond money
  - Bond programs parallel local and federal programs
- City interested in idea of creating a new leverage fund, could be for acquisition, preservation, open to different uses
- Affordable housing education campaign is also important – we want something ongoing to educate people about need for affordable housing. We get typical NIMBYism, people don't understand mixed-income housing – we want to put face on affordable housing, we need concerted effort and campaign to do so.
- Engage Council throughout plan development process

#### *Greensboro Context*

- Hard feelings from Housing Our Community process: some people angry about overall process, some angry that process didn't move forward, some angry that homelessness wasn't included
- Want new plan to take some ideas from Housing Our Community, engage City Council along the way
- Existing affordable housing challenges in Greensboro
  - East-west imbalance in terms of development, commercial, education, other quality of life factors and overall access to opportunity
  - Need for affordable rental production
  - Lack of innovative policies
  - Single family zoning prevents density
  - Low capacity organizations - local non-profits and organizations in the affordable housing space lack capacity and resources

#### *Review of Existing NDD Programs*

- Workforce Housing Fund: primarily used for down payment assistance, but can be used for development
  - Doing about 30/month for down payment assistance, up to 140% AMI
  - What's long-term sustainability of workforce fund? \$10K per household, forgivable in five years, plus \$5K bonus if in redevelopment area
- Single family rehab: CDBG money getting used, \$3M lead grant almost used up, so will soon tap into bond
  - Can we improve programs? What should we be doing better?

## NOTES | Community Engagement Meetings

- Staff can't run both federal and local programs – so what do we need to implement? What approaches do we need?
- NDD staffing changes and recommendations – what are peer cities in terms of staffing?
  - Charlotte, Wake County? Others?
  - City of Durham – Affordable Housing Dept.
  - Metropolitan Mayors Council
  - What will be useful to City: org chart and staffing levels, direction on what programs/functions are kept in house vs. contracted out, definition on division between NDD and Planning

### *Partnership with Greensboro Housing Authority*

- City wants to be more collaborative with GHA
  - GHA focused on RAD, now they want to be seen as affordable housing developer
  - GHA wants to do comprehensive redevelopment of Smith Homes site, but may be difficult to collaborate
  - GHA also owns land they want to develop

## May 29, 2019

### Meeting with Cynthia Blue, NDD Program Discussion

- **Code Compliance:** \$3M for forced repairs, MF or SF – City fixes property, then places lien – money should revolve. No current geographic targeting. Public pressure to date is driving – complaint driven. We do not have internal staff capacity to implement this.
  - Need staff capacity to identify properties, then staff to do construction and repairs
  - Most effective – where 1<sup>st</sup> mortgages exist, they don't want lien ahead of them
  - City can take properties if lien not paid – City ramping up foreclosure activity
  - CHS has most capacity and skills to do MF repairs but they don't have steady funding
- **East Greensboro Revolving Loan Fund:** Bond money to do new development in E Greensboro without federal constraints, goal is neighborhood revitalization in targeted way.
  - 2 projects funded: 1 tax credit rehab, other was 24 units new construction by local minority developer (80% AMI and below).
- **Handicapped Accessibility Improvements:** Not launched yet. Could be folded into other programs. It is critical need, so need to invest in this area.
- **Supportive Housing Units for Homeless/Disabled/Veterans:** Approach to supportive housing: primarily all supportive housing development – small rental projects, not tax credits, not integrated into other low-income developments.
- **Nonprofit Homebuyer Lending Revolving Loan Fund:** Goal is to help Habitat operate, program is not targeted. Will be set up as pool and you can get chunk of funds – modeled on NCHFA's pool. Habitat submits plans, get funds per house from this revolving loan fund. Self Help could also apply, not many others who are self-funding mortgages – has to be person willing to do co-first position mortgage and pay City – banks won't be willing to do this.

## NOTES | Community Engagement Meetings

- **Emergency Repair Program and Homeowner Rehab:** Extensions of what we are already doing. But we can target higher incomes (up to 140% AMI) with bond money.
  - No real pipeline of projects for repair program or homeowner repair program. But Medicaid transformation coming, as soon as November. 80K people will go through screening process for housing issues.
    - Reality: most of these people are renters. So how will Medicaid deal with issues where there is a landlord?
  - City working on RFP response to Medicaid transformation project to be one of 2-4 pilots to get funding to screening. Pot of funds from Piedmont Regional Council.
  - Need process for servicing SF homes – triage homes and direct to services – can't be City, don't have capacity
    - Intake, evaluation, estimation, construction, monitoring/compliance – City just wants to do monitoring/compliance.
      - CHS has capacity to do repairs, can identify clients.
  - City's existing rental assistance program: landlords don't want to participate because it's expensive and City has high standards. So real force of remedy is code enforcement.
    - Program Gap: Push more folks to do repairs to SF and small unit rental stock
- **MF AH Development:** LIHTC and MF deals – all \$3M is committed, all going to MF deals, about \$10-\$15K per unit, some may fall out if they don't get 9% award. Projects are geographically dispersed, good distribution.
- **Workforce Housing Initiative:** Primarily down-payment assistance – politically popular, could be used to do other things, anything on SF side to support ownership. No limit on it right now.
  - Changes to down payment assistance program:
    - We don't have minimum front-end ratio, so functions basically as a \$10K gift, no real underwriting.
    - We discussed geographic targeting but ultimately didn't include
  - Housing Consultants Group does intake and underwriting
- **HOME:** funds go to CHDOs (rehab, new construction), homeowner rehab, affordable housing RFP (LIHTC deals)
  - Very rare to do 4% deals here
  - What about putting MF AH Development money towards GHA projects?
    - This could come from HOME or Bond money
    - New focus of GHA is new development – they want to do 9% deals
    - GHA did RAD as 4% deals
- **CDBG:** Using significant funds to do rehab, lead,
- NDD needs to think about how to add capacity and where functions can be outsourced vs. kept in house
- NDD looking for focus – do we focus on middle neighborhoods to stop decline? Or go into low neighborhoods and do complete rebuild?
  - Plan can look at different scenarios, focus on 2-3 neighborhoods in east and south parts of Greensboro

## NOTES | Community Engagement Meetings

May 29, 2019

### Community Leaders Focus Group

*Attendees: Beth McKee-Huger, representatives from: Piedmont Triad Regional Council, CFGG, NC A&T, Greensboro Now, Cone Health, East Greensboro Now, UNCG Center for New North Carolinians, and United Way*

#### Existing Challenges

- Supply – 26K families that don't have housing or are paying more than they can afford
- Need for services – to get into housing, Need for a financial base to pull those together, Need for upkeep
- Involving the knowledge of what do we really want – building off of what is seen in West Gboro, is that right for East? They have their own great ideas that should be listened to
- Wages are not at the level to sustain affordable housing, education levels don't lend to being able to earn wages for housing, housing prices increasing, building costs are the same for a mansion vs. affordable housing. Lost light manufacturing, replaced with service jobs that don't pay a living wage
- If there is enough funding, the number will go down – subsidized housing will be the key
- Affordable housing means different things to different people
- Levers are all linked – if build in NW, need transportation systems and schools, connect to areas of opportunity
- Fair housing – issue in Gboro – 123 city policies to allow for furthering of fair housing
- Need input from county commissioners and government – who can collect taxes, etc. – tension needs to be addressed
- Have a lot of MF, but it is about where it is placed, lack of bus routes
- Can get better jobs, but the amount of time it takes to get there isn't feasible – transportation accessible for the City at large
- More housing at all segments – middle-income, higher middle density
- Model for upward mobility that would require some zoning changes
- People are moving out of rural counties into the city because of services. Suburban services not working for older adults
- Are we building housing that is going to keep talented university grads here?
- Loudon County VA model – lottery for affordable town homes to retain firefighters, etc., can buy at cost – get some equity out of the house, way to retain workforce
- Community land trust models – more potential for stepping stone for families wanting to buy – get some equity, 5 years on move on to market rate
- Losing affordable housing faster than adding, quality is deteriorating
- Code enforcement = code suggestion – if you don't do these things nothing will happen – need properties to get restored to habitability
- Look at subtractions from housing stock from street improvements, etc.
- Greatest need is for low-income rental housing – 30% and lower
  - Balancing this greater need with other needs: homeownership, gentrification, elderly, disabled, homeless, economic development, etc.
- Got scattered housing because of brave leadership who said we no longer want these 300 unit low income housing, rather see scattered smaller units
- Low unemployment, but a lot of created jobs pay less than \$15K annually
- Career path for fixing deteriorated houses



## NOTES | Community Engagement Meetings

**May 29, 2019**

### **Lenders and Foundations Focus Group**

*Attendees: Kim Graham, Capital Bank – Community Development Officer; Danny Davis, Pinnacle Financial Partners – Community Development; Kevin Lundy, CFGG*

- Greensboro organizations lack capacity to do work that is needed, and some nonprofits and boards don't have strong leaders, so they are not a good investment
- Changing mindsets is a big challenge in Greensboro. City is not ready for innovative approaches like tiny homes.
- Need zoning to encourage more density, bring more jobs to different neighborhoods.
- Financial institutions can't do planning and analysis – we'll support plan, but we can't lead it
- Funding from lender's perspective: everything is driven by CRA goals and regulations. Most larger institutions are leaving smaller markets. So our CRA assessment areas – if we don't have large market share in the community, we won't make a large investment.
  - Community banks and credit unions, CDFIs are stepping up – but non-profits get funding from foundations
- Opportunity for Greensboro to better use its universities – UNCG and A&T to help support financial literacy, outreach, education
- Pinnacle partnering with City of High Point to build affordable housing for LMI households – I don't think financial institutions should do this, but High Point didn't have an organization to do it, so bank stood up.
  - Pinnacle has found it easy to work with City of High Point. Pinnacle has program where they do new construction infill projects, strictly affordable, and City helps fill in gap, do about 15 projects a year
- Down payment assistance needs to be re-vamped in Greensboro
- Community Link in Charlotte, and Charlotte-Mecklenburg Housing Partnership – models for rentals in affordability housing
- Model from Charlotte: work with landowners to keep land affordable

### **Vulnerable Populations Focus Group**

*Attendees: Representatives from Salvation Army, IRC, Central Carolina Health Network, Family Services of the Piedmont, Servant Center*

#### *Existing Challenges*

- Not enough safe and affordable housing
- Healthcare dollars could be used differently to address housing
- Low barrier approach to getting people into housing
- Permanent supportive housing is critical, case management is too
- Several instances when vouchers were there but housing is the issue - just can't find anywhere to go
- Domestic violence survivors are sometimes turned down because landlords think abusers will come back
- Bond didn't do anything to impact folks in this room

## NOTES | Community Engagement Meetings

- Land trust models = top of list, would work for everyone in the room
  - Stabilize families, etc.
- Shared housing – housing authority to allow leases with 2+ people
- Contractors that understand the population, you have more options
- Reasonable accommodation – expand to serve people with backgrounds
- Tiny houses – run risk of creating a shanty town, the current model lacks scaffolding to be effective and keep from turning into a shanty town
- Convert out some existing hotels: help with aging in place, help increase safety for survivors of domestic violence
- Most homeless populations concentrate on the East side
- Discrimination by target pop
  - Institutional – credit, income, references, need to be able to check boxes, no way to fix and are systematically excluded
  - Discrimination of information and of opportunity – don't have information on programs, information isn't getting to people, no help in applying or becoming eligible
  - Mental health + substance abuse stigma

### *Where City funds are currently going*

- Salvation Army w/ the city – rapid rehousing, rebuilt from zero
  - Funding for 10+ years
  - Funding from HUD, ESG + private \$\$
- Servant Center – SOAR and rapid rehousing for veterans
- Family Center Piedmont – emergency shelter, some rapid rehousing funds
- Central Carolina – HOPWA services – rent and utilizes help, TBRA
- City doesn't give any money for sheltering – mandate for people to come off the street but no money to pay for it when it gets cold
- Invest in manpower for case management services to build capacity
- City funds start July 1 but don't get that money until Oct to Jan
- Carolina Network – challenge that people can't get through to the Housing Authority
- Communication with clients – people don't want the voucher anymore because don't want to deal with the Housing Authority

## NOTES | Community Engagement Meetings

May 29, 2019

### Public Agencies (Greensboro Housing Authority) Focus Group

Attendees: James Cox, Jaymar Jones, Tina Grey, Sharell Newman

#### GHA Presentation

- Have properties in each City Council district, all over the city
  - 20+ sites and 6,036 affordable units
- 13,000 people on waitlist
- Smith Homes is only site left to transfer to RAD
- Reopened on May 1
  - 6,077 signed up since then, with a little more than 200 vouchers to issue
- Major obstacles
  - Tenant side – looking for a unit they can qualify for re: credit, criminal history, look at 5 years but some people's criminal history goes past
  - Some landlords say they'll no longer take section 8, but then they come back
  - Some tenants with larger incomes, don't necessarily want to rent on the south side
  - Not many landlords with tax credit properties, don't necessarily have a lot that get turned away
- Suggestions for handling the infrastructure side of things to get more units
- Zoning: have historically been working in sites where already zoned for appropriate development
- Smith Homes
  - LIHTC pre apps expected by Jan 2020
  - Just south of downtown
  - Piggly Wiggly development
  - Add teen and other community spaces
  - 350 units will come back online,
- Opportunities
  - Housing financing for Smith Homes
  - Infrastructure support and financing
  - Technical advisory
  - Land use/entitlements
  - Redevelopment plan inclusion
  - Permitting
  - Recreation/open space
- 3-4 vacant land sites that GHA is also interested in developing

## NOTES | Community Engagement Meetings

May 29, 2019

### Affordable Housing Developers and Non-Profits Focus Group

Attendees: Greensboro Housing Coalition, Community Housing Solutions, AHM, Habitat, East Greensboro Now

- CHS is CHDO, so we get money from City for gap financing, Community Partner Loan Pool, Wells Fargo, other grants/foundations supplement gaps between construction costs/selling price. Community Partner Loan Pool helps recover 20% of down payment costs
- Access to credit is a barrier, interest rates from commercial banks not feasible
- Gaps:
  - Housing stock: Homes priced at \$110-\$175K get multiple offers – this stock is missing, nothing else is affordable
  - Rental housing below 30% AMI – very little out there, huge demand for these units
  - Utilities are also key cost. \$300-\$400/year on utilities when renting.
- Capacity is lacking on affordable housing developer side
  - Affordable builders left market after recession and didn't come back
- Development challenges:
  - Cheaper to build on fringes of city where there's more land, but also have to meet NCHFA site requirements. City Council wants access to transit, but City won't bring busses to our fringe locations
  - Community backlash against multifamily no matter where it is located
  - Construction costs are going up
  - Nonprofit developers further hampered by procurement processes for getting subs
  - Local subs not certified as MBE, so don't get credit for using them
  - City processes – expensive to go through, time consuming – took 10 months to do underwriting for Muirs Landing
- Need for more transparency around Nussbaum Fund, we don't know where money goes
- Habitat is buying land in poor neighborhoods because gap is smaller than if they build on more expensive lots in better neighborhoods
- Scattered site development: neighborhoods are concerned about gentrification
  - Old Asheboro – they don't want us to sell homes to people outside of the community – concern that we're gentrifying neighborhood
- Housing Our Community: we don't need another nonprofit, we need wrap around support services – can't just deliver housing and not address root causes
- Perception that City spends too much money on code compliance and enforcement

## NOTES | Community Engagement Meetings

**May 29, 2019**

### **Brokers and Lenders Focus Group**

*Attendees: 13 brokers and lenders (attendance was not taken at this meeting)*

#### *Existing Challenges*

- Regional economy problem, supply problem, problems of fear in the zoning process
- Cost burden rate: back of the napkin calculation for getting up to full economic potential – still be 15-18% HCB
- Community reluctance to accept anything different – can't get things approved that are higher density or look different

#### *Drivers Of the Housing Gap*

- Prices are going up because supply isn't increasing
  - Annual rise of 4%, and incomes aren't close to keeping up
- Difficult to build affordable housing in the market to meet needs of people who are getting low-level, entry level jobs
- Aging housing not being rehabbed, losing ground
- 15-20% drop in median income – '07 major drop, haven't recovered
- Rents have gone up but to a place where it supports a lot of new development
- No movement or change from Housing Our Community process
- Out of land – not much inside the city that hasn't been built on
- Water and sewer service boundaries need to be expanded
- Policies and procedures are built around low-density development, making infill development is onerous and difficult
  - Cost with older infrastructure
  - "Town that ran off trader joes"
  - "Greensboro's gotta get out of comfort zone, gotta get busy, or going to die"
- Need more land supply to be able to build affordable housing
- Separate problem of lack of public transportation – sprawl, a lot of commuting but don't have the infrastructure for people to get around
- Major challenge (such as entitlement reform) will be commitment from political will to implement
- Very smart and competent staff, communication barrier, if council would listen would be in good shape
- Area around 421 south of 85 needs to become Tier 1
- A lot of opportunity for ADUs, but right now you can't get a pocket neighborhood ordinance approved
  - Ordinance is too restrictive, get about 10 a year under current ordinance, should be getting 50-100 a year
  - Out of date, have to have a big lot to get it approved—will the elected body approve it?
- Comprehensive approach is needed

## NOTES | Community Engagement Meetings

May 29, 2019

### Municipal Focus Group

Attendees from: Police Department, Planning, NDD, IT, Parks and Rec, Guilford County Planning, Human Relations, and Libraries

#### Existing Affordable Housing Challenges

- No starter homes, or starter apartments – new teacher is going to live in Reidsville and commute, because they can't afford to live in Greensboro
- Greensboro doesn't have diverse housing stock – we have subdivisions, but not infill, mixed-use, interesting housing to get new residents – we know there is demand for interesting things
- Lack of transportation
- Overreliance on code enforcement and compliance
- Not enough options for middle income households
- Access to high speed internet: present in affluent neighborhoods, low-income neighborhoods don't have as many choices or any. Affordable housing should have affordable internet access
- Need to improve physical connections between parks and our neighborhoods, Mayor signed on to initiative to promote that everyone should be able to walk to a park in 10 minutes
- Need to allow ADUs
- Need for housing for immigrants, specifically refugees – needs to be safe and affordable – refugees rely on service providers for safe housing
- Community readiness piece: programmatic elements need to be in place – communities need to be prepared to receive new residents who are at the margins
- Ability to preserve existing stock is important – people couldn't rebuild today, so preservation is key
- Education around homeownership: paperwork needs to be in place for homeownership – educate people to understand process and alleviate issues
- Opportunity Crescent: This is huge swath of city – how do you break into manageable bites? How do we focus on certain areas without hurting feelings of others?
  - East Greensboro developed later than other parts of the city, it was County land that got annexed, so roads don't have connections, high traffic volume or density, so then there's no retail in these neighborhoods, no cross-town connectors with buses, also lack of sidewalk network.
  - Children don't want parents' houses, so houses are getting snapped up as rentals near research park in E Greensboro
  - Crescent is in transition – even "wealthy" neighborhood are mainly older people, retirees on fixed income.
  - Tornadoes and hurricane – tore through 1/5 of crescent on E side
  - Rehab taking place in Opportunity Crescent is not targeted. We could do better job of marketing rehab properties as starter homes
- Bellemeade: Would have been good contender for mixed-income project, but it's not. It's right in center city, super well connected, but has no affordable units. This would have been good mixed-income infill site.
  - Development on west side of ballpark – currently affordable 4-6 unit -plexes, converted Victorian homes – worry this could become too cool and displace people
  - Downtown could be better mixed income opportunity – we have deficit of housing in downtown, could absorb 300 units/year – we have need for things other than luxury units. Also need to get better at density.
- Jobs growing at airport – aviation cluster. No transit to get from E Greensboro to jobs at airport.
- Cheesecake Factory in Cone Shopping Center – Council member pushed to have it in E Greensboro, even though market research would say it would have to go to Friendly Center – we knew it would thrive in E Greensboro
- 40 W corridor/Gate City Corridor: prime place to bring them East – put retail and restaurants here
  - Elm St. – people live in E Greensboro, but shop in Alamance, so City loses money, sales tax – we were draining our revenue. We need to develop new shopping opportunities

## NOTES | Community Engagement Meetings

October 15, 2019

### Meeting with Community Foundation of Greater Greensboro

Attendees from: Elaine Ostrowski, Kevin Lundy, Tara McKenzie Sandercock, Walker Sanders

- Foundation is interested in concept of a preservation fund for NOAH
- Greensboro Housing Development Partnership could be part of fund
  - Develops, but doesn't manage, properties
- Questions for Greensboro to think about in designing a fund:
  - Who will stand up fund?
  - Who has capacity to manage properties?
  - What would be impact of preservation fund in Greensboro? What would be the right size and scope?
- Foundation funds Building Stronger Neighborhoods Initiative, in collaboration with the City and other funders. Program provides small grants to do neighborhood improvement projects (beautification, health, youth programming, capacity building). Coalition of foundation and community members to make decisions – intersection of grassroots and institutional.
  - Annually making 20-25 grants, ~40 neighborhoods, grants of \$20K - \$40K.
  - Close to \$500K granted out over the years, building relationships across the City.
  - 2<sup>nd</sup> Greensboro Neighborhood Leadership Summit in Spring 2020
  - Organization has morphed over time in terms of staffing – right now we have Building Stronger Neighborhoods liaison who goes out to community meetings, we have community organizer on staff – working to help neighborhoods advance their goals, access institutional resources. Neighborhood liaisons can tell you what units are problems and need to be fixed.
- Foundation, City and Housing Coalition's Landlord-Tenant Partnership program: Funded mostly by private donations to relocate people.
- Culture of community partnerships – perception that City is getting better at embracing neighborhoods. How do we further build out partnerships?
  - NDD can be a coordinator, organizing meetings with representatives from different departments, establish regular forums to help liaise with neighborhood groups and advocates.
- Identified neighborhoods for revitalization:
  - Building Stronger Neighborhoods funds each of these neighborhoods
  - Westerwood is an area that is ripe for gentrification, given proximity to College Hill
- Smith Homes: This should be going for a Choice Neighborhood Grant
  - People First approach to relocation – move people from Smith Homes to areas of opportunity
- Foundation supports City Emergency funds, but process is onerous, requires new contracts with City regularly. Now that City has dedicated staff person (Liz), what is the right fund source? How can we make federal funds work in an emergency?
- Funding sources: City needs to fully fund the Nussbaum Fund. This would be \$3M a year if fully funded.

## NOTES | Community Engagement Meetings

October 15, 2019

### Meeting with Justin Outling, City Council District 3

- We don't have classical gentrification, need to provide people with more accurate terms—the concern is housing quality issues, that is what is displacing people, not high-end condos.
- Going to be a challenge to prioritize affordable rental housing: major failure is prioritization, because the City often “seeks to do everything for everyone”
- His priorities: **addressing blight through code enforcement—neighborhood revitalization**
  - In 2016, they revised housing ordinance so City could make repairs on substandard housing by placing liens on properties
  - He sees this as effective for blight and cash flow issues for landlords with affordable units
  - There are many people who can't make repairs because then they will have to raise rents—helping these people through City having a first-priority lien on a property could help
  - Thinks about code enforcement as “revenue-neutral”: in any scenario, the City gets an asset
- **Thoughts about neighborhood prioritization**
  - The Old Asheboro/Martin Luther King area would be a good one to start with—City has put in a lot of money to revitalize (streetscaping), but with varying success
    - It's proximate to downtown and could be affordable within this
    - Tons of blight, high crime, etc.
- Where did they miss the mark/why isn't Ole Asheboro more effective?
  - There still isn't a great enough degree of prioritization
  - **City doesn't say with its budget that they'll provide enough enforcement staff** to be proactive in these targeted areas (not just waiting for reports)
  - Councilmembers don't ever look particularly at a single neighborhood, and repeatedly/continually ask for updates on them—moreso at the district level, which is meaningless
  - Lack of focus and prioritization is one of the largest challenges in Greensboro
- In the civic side, who would be your civic partners?
  - Neighborhood association sides will be important—Ole Asheboro has a neighborhood association
  - PROBLEM: Greensboro is unique in that you have neighborhood organizations that are politically influential enough to stop things, but not influential enough to get things done
  - EX: improved housing ordinance with commercial property exemption that allowed for liens in these areas—Chamber is not present for advocacy when the interest group comes to the table to fight—**very hard to build proactive coalitions here**
- While there have been successful issue based coalitions, there have not been large scale successes, and most larger projects have **overwhelmingly been done by foundations (in “partnership” with City government/City funds)**
  - EX: The Greenway is driven by Action Greensboro, minor league baseball station was by Bryant Foundation, Tanger Center was more of a combination, so more successful
- **End thoughts: his priorities would be neighborhood revitalization**
  - To a lesser extent, affordable homeownership (here, Greensboro doesn't have explosive growth and property values, so it's not a super valuable wealth-building proposition for many people)



## NOTES | Community Engagement Meetings

October 15, 2019

### Meeting with Goldie Wells, City Council District 2

- Has been advocating for repair of boarded-up homes in District 2 for years
- Prioritization of focus areas:
  - **Neighborhood Revitalization**
  - Affordable Homeownership: Important for the revitalized properties to become owner-occupied properties, wants to see majority of rehab efforts go towards homeownership
  - Affordable Rental Housing
  - Supportive Housing
- **Major problem with code enforcement: not enough staff capacity**
  - Her idea would be to hire retirees that could go through the neighborhood identifying properties and cleaning up some of the blight
  - Consistent issue with residents: they call to report things, but regular citizens don't actually get anything to happen/people to come out
  - Wants to strengthen connections between rehab programs and code enforcement
- **Identified Neighborhoods for Revitalization:**
  - Kings Forest: She lives in Kings Forest—moved there because that's where black middle class lived pre-integration, but she's concerned about the homeowners who died and have left their homes to kids who now rent them out as Section 8 tenants
  - Hears concerns from people about gentrification—thoughts that if people come in/build anything, it's going to lead to displacement. However, this is not her understanding of the case—it'll be important to move this forward intentionally
- Affordable Homeownership and DPA program: surprised to know about the higher-income shift in DPA
  - Thinks a huge part of the problem is **educational knowledge about buying, knowing how to navigate loans, and direction of where you're buying a house/lending discrimination**
  - Wants us to be more direct about barriers to homeownership (geographic and racial biases)
  - Thoughts on new mortgage product: agrees that Self-Help could be a good partner (they did Revolution Mill and an East Greensboro shopping center through their Ventures Program)
- What about implementation and consensus building?
  - Council's buy-in and NDD's buy-in
  - Community Foundation of Greater Greensboro's support
  - Would also be useful to get the realtors and builders to see the vision here
- Ending Thoughts
  - Wants all of the councilmembers to prioritize, but she thinks they will agree about neighborhood revitalization
    - Has thought we should target specific areas for a while
  - Was really interested in finding best practices with Center for Community Progress
  - Rehab work can help with economic development, workforce training/more local jobs, and capacity building for minority contractors

## NOTES | Community Engagement Meetings

October 15, 2019

### Meeting with Nancy Vaughan, Mayor

- Mayor Vaughan's ranking of our four primary areas of priority:
  - Affordable Rental Housing: Sees a pretty large need for 3BR affordable units to serve larger families where the city currently has "no place to put them. So there is not only a need for deeper income targeting, but also targeting unit mix and more units for families.
    - Thinks that there would be a bunch of pushback with the acquisition fund—NIMBYs and people who just want more units
  - Supportive Housing: Need to address issues with CoC, will be difficult to develop recommendations in the area that don't ignite different sensitivities
  - Affordable Homeownership: Provide clarity on what the barrier actually is – down payment, credit, income stability – what is preventing people from accessing a mortgage?
    - Mayor and Councilwoman Hightower have focused on public servants for the Hundred Homes project, particularly to promote homeownership opportunities for teachers
    - One reason why they like the forgivable DPA: **it keeps teachers here for 5 years**
    - County Commissioners weren't as generous with their teacher/police incentives, and surrounding counties pay more than Guilford County does, so this DPA incentive (with a forgivable loan) is more attractive and gives them a commitment to stick around. Could DPA be forgivable for public servants?
  - Neighborhood Revitalization: This can be rolled into other aspects, and will improve as other issues are addressed
- **Need to be hugely intentional about revitalization and not gentrification**
  - Worries are around speculation and investors—
  - Have to be clear that this is a **homeownership and not an outside investment** game
  - **Intentionality about the goal: this is for the existing residents, and it's to build wealth for them**
  - Feels positive about the cost effectiveness of the code enforcement option, and thinks "maybe I shouldn't have put neighborhood revitalization as number four"
- Where else do we need to build consensus?
  - All of the nonprofits at the Housing Hub
  - Habitat for Humanity
  - Would see these non-profit groups as the main stakeholders
  - Builders association

## NOTES | Community Engagement Meetings

October 15, 2019

### 2020-2024 Consolidated Plan Working Session with Consultants

- How does NDD want to incorporate Transportation into the Con Plan?
  - Will get us a draft of the Comp Plan—they are really looking at **ensuring that roads are better designed for safety/Vision Zero**
  - Comp Plan is also **working with transit to talk about higher-frequency routes (not quite BRT) on Randleman, Elm/Eugene, Gate City Blvd, E Market, and mobility hubs to handle the last mile**
  - They don't have the density to drive higher transit use, but they are hoping to encourage this—previously designated **transit corridors and reinvestment corridors**
    - They've called out the goal of doing some Small Area Plan, but they haven't really focused any more than this
  - GOAL: focus on infill development that could encourage more walkability, particularly around existing mixed-use neighborhoods
  - **Will take a look at the corridors called out in the draft comp plan**
- How helpful were the recent route changes?
  - Trying to figure out circulators so that you're not all going to the depot to get anywhere: this is the goal
  - More of a gradual revision than a bus system overhaul that occurs all at once
- Transportation in the narrative of the Con Plan, but not a huge part of the recommendations
- Feedback on "incentives for landlords to provide units at market-rate" recommendation
  - NDD's focus is on leveraging the LIHTC credits, b/c you can get more bang for your buck
  - She hesitates to say they'd help landlords to provide units at market-rate
  - They don't have a system for these landlords to receive assistance
  - Cindy feels that **market-rate landlords aren't giving them what they need to subsidize them with the bond money—best idea instead is leveraging LIHTC dollars**
- Feedback on code enforcement
  - Make sure there is **front end and back end support**
  - Pushing owners to make repairs where they can, and then using the City resources do make investments behind just tearing them down (receivership, etc.)
- What's the progress with the receivership program?
  - New in NC state law...Greensboro would be the pilot city for this
  - They're trying to get to properties with orders and nothing's happening: goal is to get them through the court system so they can get receivership
  - This process will include **better database and figuring out the potential value for the receiver in various properties**
  - Intent is to pilot this with non-profits as receivers: move properties in higher-impact areas
    - Identified partners, will sit down with the pool of them to lay out the process
- Timeline: how do we frame the receivership process?
  - Some councilmembers would really like to see progress get made
  - And so right now it should be branded as a "pilot" or "demonstration project"
  - **Receivership programs meets both goals (affordable homeownership/rental housing and neighborhood revitalization)**

## NOTES | Community Engagement Meetings

- Lead Paint Grant
  - They may be applying for the lead grant, but this will require more investment in terms of targeted neighborhoods—right now, HUD will give you money if you can do the program
  - Right now, they're looking to see if all the MF properties built before 1960, which could nest hand-in-hand with the NOAH fund
  - Main tests show that this will apply to the 65 properties built before 1960—these would likely have lead paint due to deteriorating conditions
- What about coordination between community services and housing assistance?
  - Caitlin: thinks that job training would rely on affiliation with NC Works and the Welcome Home workforce development trainings, financial literacy is covered in housing education workshops seen in HousingConnect GSO through HCG
  - Right now: they don't fund mental health support/elder care/disability care, and **that they're not likely to be able to**
    - It's more about building relationships to ensure that the existing systems work for people
- Cynthia: this is a plan that's going to need to address the **increase in the aging population**
  - It won't get better over time, so what is the solution?
  - Connect to ongoing "aging in place" legislation going through Council?
- STAFFING GOAL: having a new staff contact with the Transportation Department to help **think about infrastructure/transit/mobility linkages between housing, jobs, and services**
- TIMELINE: having a document and having buy-in are two separate things
  - What's the circuit we need to go on to get this plan "socialized"?
  - Our goal is to have the document itself completed by the end of the year

## October 15, 2019

### Meeting with NDD Housing Staff

- TIMELINE: finalizing strategies & recommendations within next 2 weeks, then refining down to the action plan/priority actions and focus areas
  - Programs and recommendations come with a cost, show how different sources of money help meet goals – this will be framework for plan.
- Preferences for staffing structure and information?
  - Describe staffing needs for prioritized programs, including examples from other cities if applicable. Advise on what should be kept in-house vs. where NDD can contract and work with partners.
  - Staffing recommendations are a separate memo, not part of affordable housing plan.
- Stan's ranking of priority areas: affordable rental, supportive housing, neighborhood revitalization, affordable homeownership.
- AREA ONE: AFFORDABLE RENTAL HOUSING
  - Think that targeting will be challenging given developer competition with High Point, and larger funding sources available in precedents (ex: Raleigh/Wake Co)
  - Curious if CFGG would be able to **support an acquisition fund with corporate donations of land**
  - Receptiveness to NOAH Preservation Fund: who is the JBG in this market?

## NOTES | Community Engagement Meetings

- AREA TWO: SUPPORTIVE HOUSING
  - Important to massage the language and emphasize partners instead of the CoC
  - UPDATE IN PROCESS: at this point, the City and the CoC are separated—they're a member, but not on the board
  - Stan: they met with HUD and a couple of organizations to start the Coordinated Entry system, everyone agreed and then someone went on a separate campaign, and now things are stalled
    - Coordinated Entry system is now 4 years behind
    - NDD **and also HUD** were at the table with initial plan
  - In theory, our recommendations are accurate, and they are definitely needed, but there is a need to stay flexible
  - Would like to see more of this work rolled into requirements we see in the **Affordable Rental Housing strategy**
    - Put it in both places, and show how you actually produce those units
  - Other recommendation: line-jumping LIHTC option for developments they've put funding into
    - They'll be interested in **writing this into the Disaster Plan**
    - Figuring out how to get the language from Wake County so that they can go to their LIHTC developers and say that they need units for XYZ emergency situation
    - Feedback: you have to be specific about getting a named disaster, so everyone can't just jump in line, without making it cumbersome to revise the plan to add the name of the disaster each time
- AREA THREE: NEIGHBORHOOD REVITALIZATION
  - In addition to streamlining rehab programs, efforts should **integrate existing neighborhood/community efforts into the** broader neighborhood revitalization plan
    - GOAL: partner with neighborhood organizations who have weatherization funds and other items
  - Agreement that the community should see a single rehab program, with NDD/non-profit partner having a bunch of back-end operations doing this. Goal is to work with existing, qualified non-profit, not create a new organization.
  - Overall goal: City is acting as an ultimate approver, with lots of coordination with non-profit and local groups/neighborhood organizations in each neighborhood
    - Basically, who takes responsibility for various actions in their area?
    - Creating enthusiasm and civic/corporate/institutional support in strategic places
  - Charlotte's models (Neighborhood Action Plans lead to Neighborhood Services Group, which informs targeted code enforcement—as opposed to complaint-driven)
- AREA FOUR: AFFORDABLE HOMEOWNERSHIP
  - DPA: Concerns about repayable loans—because of the difficulty of loan servicing
    - However, they could make it work—deferred loans are just a bit easier
    - Fewer people will likely apply if you do this
  - SO: we're going to need to ensure that you're not cutting civil servants out of the pool when "better supporting lower-income buyers with DPA"
  - General consensus behind allowing program participation up to 140% AMI **in our targeted neighborhoods**, and the greater but-for requirement of new mortgage product
- Next Steps
  - Call for recap of trip meetings
  - Call for feedback on existing tools/recommendations

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Gene Brown - Community Housing Solutions

- Brought up interest in countywide participation—city typically administers HOME funds for Guilford County and Alamance County, sometimes
  - 55-65% of CHS' work is in Greensboro
- Background on CHS
  - 2005: They were birthed out of a housing summit and CFGG affordable housing plan
  - Goal: become an organization that helps to preserve housing for existing homeowners—their main goal is preserving homeownership
  - 180 home repairs a year, roughly \$900k to primarily elderly/disabled/single-parent families (this is 90% of the work)
- Subgoal of preserving homeownership becomes **stabilizing neighborhoods**
  - Because they work in low-income neighborhoods, they also have developed a skillset at renovating vacant/abandoned homes and do scattered-site infill
  - They've gotten this work because of their existing trust through home repairs, and now they're doing 6 homes that they build and sell each year
- Their home repairs go up to \$20K, and CHS will refer higher-priced rehabs to the City's homeowner repair loan program
  - \$20K is their max, with privately-raised funding
  - They see themselves as more of a non-profit general contractor (with 6 of their staff doing the work themselves), so they keep this limit there in order to **touch more people**
- Supportive funding
  - Wells Fargo has helped them locally
  - NOW: competing for national grants, and just awarded \$200K to build 10 homes in the tornado area
  - About 30% of funding is employers, 30% is foundations, and 30% is city/state
  - Others come from individual civic organizations
  - Average home repair cost: \$5K
- Do you have the capacity to go up?
  - They have a waiting list, and turn away 5-10 people a year
  - Their capacity issue would be **funding to do more projects (partially through hiring more staff)**
  - They can turn very quickly in projects, and feel that NDD likes it—they can address one issue without getting wrapped up in other city regulations
- What about infill development?
  - Different financing for this
    - \$1.6M operating budget, \$900K of which is home repairs
    - Other \$700K is for new construction
    - About \$150k costs for the house, and they can get sales prices up to \$119K (usually \$110-\$130K sales prices)

## NOTES | Community Engagement Meetings

- City of Greensboro uses their HOME funding in this way: CHS gets the line of credit to buy the property, build it, and sell it
  - They use HOME funds for the gap subsidy to cover the costs between market sale and rehab costs for the property
  - He bills City for difference between sales price and land/construction cost
- City of High Point funds everything (so limited financing costs for CHS), transfers them the lands through quick-claim deeds, and then gets the proceeds from CHS once they sell at the end
  - This makes **lower costs to build in High Point**
- Sometimes they do acquisition rehabs (especially after the foreclosure crisis), but now there is a lot of vacancy from City demos, and so now this is their primary goal
- What about the homebuyers—what mortgage products are they using to buy?
  - CHS doesn't work in mortgage space.
  - They partner with HCG (Sofia) for homebuyer education counseling courses and real estate agent services in the sales process
  - In terms of financing, there's 3 pieces:
    - Primary Mortgage: NCHFA First Homebuyer Loan Program as primary mortgage, CPLP Down Payment Program (20% deferred zero interest second mortgage), and then City's DPA program (forgivable loan)
  - Trying to move towards Advanced Energy Program: Systems Vision
    - 2-year guarantee for heating and cooling costs: \$35-40 a month
    - This allows for lower costs in their rehabs (Systems Vision for Existing Homes), **but primarily their new homes**
    - They would send out their staff/contractors as raters or certifiers throughout the building process to inspect framing, sheetrock, end testing for sealing/HVAC system. NCHFA gives a \$5k grant to help pay for the costs of having them out to certify (Advanced Energy gets paid \$1,000)
    - Most of the families (who were previously renters) see a HUGE decrease in their utility bills, which frees up a **huge amount of disposable income for the families**
- Thoughts on potential target areas
  - Real excited on our focus in the Crescent—with the housing bond, Council wanted to make sure each District was covered. In CHS' perspective, all of the housing bond \$\$\$ needs to be focused in the Crescent.
  - Right now, homebuyers in low-income neighborhoods are **competing against investors**, which creates an unfair advantage. Investing homeownership opportunities here would allow for people who live in the area to own the area homes.
  - Lives in Glenwood, and they had a plan 10-12 years ago where the City would focus here. Because UNCG is investing south of Gate City, the neighborhood is already seeing investment and changing—maybe too quickly for neighborhood revitalization?
  - Since the tornado hit, they've redirected bond funds—sees opportunities in Kings Forest and Dudley Heights
  - Sees opportunities near Bessemer and between Kings Forest and Dudley Heights, also around A&T (not Market to Wendover, which is industrial)
    - Feels like this area is forgotten, without a good neighborhood association
  - Still sees a lot of need in Ole Asheboro—huge improvement in Glenwood, and lots of “good bones” around Dudley Heights
  - Understands Mill District play, and sees the smaller homes south of Cone (former mill homes)
  - Would like to check with the City about whether they need to continue to invest in Glenwood with all ongoing UNCG developments

## NOTES | Community Engagement Meetings

- Strategic Code Enforcement: What is actual capacity in Gboro to absorb rehabbed properties and get new owners in?
  - CHS can be involved in process at the time of assessing costs of rehab
  - Gene thinks this fits into a larger scale—The City needs to segment out properties in a “continuum of care” of sorts
    - Far Left: what are the properties that just need education in terms of how to maintain the house before it goes to a broader point?
    - Middle: Who are the homeowners who have money to pay for repairs, but are getting scammed by contractors?
    - Far Right: What are the blighted properties that still aren’t being repaired?
  - Need for **homeowner maintenance education** as a preventative piece—this is helpful when coming from neighborhood associations—having **neighborhood advocates** that are trained by City to help their block get that information
  - Need to promote a **list of qualified and reputable subcontractors** to help people who don’t know how to navigate the system to get to that repair
  - Majority of the properties still not repaired from the tornado are from slumlord speculators and/or families in disputes over heir’s ownership—need for **title clearance** programs
- They’ve definitely been able to see **the “ripple effects”** where neighbors of their repair homes are then using private contractors
- Question: when you realize there’s a homeowner who needs a more costly repair, to what degree can you connect to the City’s weatherization/lead-safe programs?
  - They integrate other funding sources into their work “daily”
  - Sees it as a puzzle-like problem, plugging the other desired repairs through the homeowner by finding alternative funding, etc.
  - They always defer to the homeowner’s prioritized needs, but point out other needs as they find them
  - They say no to funding from Guilford County (and others) because of the requirements for repair tracking data and file maintenance, as well as the limits on repair \$1500/home
  - They don’t want to become involved with City’s LeadSafe program, because of the rules and extra time/diligence you have to do—it becomes a much slower process
  - “If the City were to push more funding out”: it’d already align with CHS’ use of multiple funding sources and volunteer hour s
    - They’ve done HOME and CDBG funding before
  - Challenges: MBE contractor requirements—general issues with subcontractors, who can choose to work with the private developers right now, because there’s so much work, and that will leave out the non-profit needs
    - Some of the MBE/WBE contractors are not certified in the ways that the City needs
    - Larger subcontractors aren’t interested, and smaller subs want to work with us but don’t want to go through City certification process
    - These issues prevent other GCs from operating in this space - CHS and Habitat can’t be the only ones operating in this rehab space, but meeting MBE requirements is an example of a barrier.
  - SIXTH POINT BECOMES **BUILDING THE CAPACITY OF THE CONTRACTORS**
  - Very approving of a standardized form—perhaps even county-wide, if cities were able to align on funding priorities



## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Sofia Crisp, Housing Consultants Group

- Thoughts on declining homeownership:
  - Part of the issue may be **student loan debt** in newer homebuyers
  - Despite all the colleges, there's not enough activity here for young people—it's **not a Charlotte or a Raleigh**—not enough retention of college graduates
- A&T is putting together an economic development program in East Greensboro
  - Engaging school's marketing majors in the local neighborhoods
  - This could help with thinking about student retention
- What are the other barriers to homeownership for low and moderate-income households?
  - **Credit scores are a huge challenge in the market:** factoring in student loan debts and difficult credit histories/financial literacy
  - **Less stable employment/breaks in employment,** which leads to **medical collection histories** on people's credit reports
  - Also looking at the student loan debt amongst people who didn't graduate—this leads to an income difference and similar debt burden, but limited ability to pay if off
    - EX: CNAs with \$20-30k in student debt
- Foreclosure crisis hit, and it created a dearth in the affordable housing space that never recovered
  - Subsidy makes the process take longer
  - Builders at lower price points left for less risky recession work, and never returned, which leads to **a dearth in product**
- Discussion of City DPA program and NCHFA program:
  - State money requires use of their first mortgage product.
  - State DPA provides \$8,000, which is forgivable after years 11-15, so longer term commitment.
  - Then there is 20% down through a state community loan program, which is due when you sell your home (this is a lien)
  - City DPA provides \$10,000 forgivable after 5 years.
  - Potential for total subsidy of close to \$30,000, when you layer in these programs
  - So, yes there's a worry about over-subsidy, but we don't have a ton of inventory, and people want a house now. HCG's role is to educate and help people make plans about repayment.
- Shifting to underwriting process, are the requirements reasonable?
  - 640 credit score is the magic number—you can have slightly lower and get city's DPA
  - They tried to limit the regulations for DPA because it's just \$10k—don't want to shut down someone who's already been lent for \$150K
- **Main challenges with lenders are on home inspections and the City's clear ratios**
  - Home inspection: because the inventory is so low, buyers will accept things they wouldn't accept in a less tight market
  - Housing-to-Income Ratios: 33 front-end, and 43 back-end
  - BUT: lender will qualify you on a gross income without transportation/childcare costs, which is unfair. We want people to think about what they can really afford.

## NOTES | Community Engagement Meetings

- What about a new mortgage product?
  - New products with loosened criteria is what caused the foreclosure crisis in the first place
  - Some apprehension for not looking at credit scores seriously, unless there's a life event
  - Larger move towards financial literacy—thinking about what financial services people are ready for—there is a tiered system:
    - HUD class
    - **Individual Development Account Program:** for people who could be ready in 6-12 months, but need specific support
    - Financial Wellness Bootcamp: 5 weeks of credit/budgeting classes, looking at their spending, etc.
  - They have a matching product in High Point, but not in Greensboro.
    - State has a program you can match
- One thing that's nice about builders at the lower price point: developers aren't competing with each other, because they can't build enough – could City incentivize builders to come back and build at this price point?
- HCG works all over the City and has no problem in finding participants
  - #100Homes social media buzz and TV/news publicity has been enough...this combined with NDD support allows you to reach every generation
  - They're already at 250, and will hit 300 by the end of the year
  - This has even driven up demand for other agencies to Winston-Salem who are doing the bootcamps and programs that HCG is starting
- 18 months from now, how do you see this (burning through the bond \$\$)?
  - When they had their annual breakfast in June, they were at 140 homes, and had \$26M in real estate sold—thinks the **value proposition from growing property values and changes to homeowners and community improvement could incentivize reallocation of funds**
- Do you have a feel of the “but-for” homebuyers in the DPA program?
  - She'd say that **the amount of \$\$\$ that people have in their reserves is an indicator** of whether or not they would do it anyway
    - EX: 401(k), \$8-9k in liquid money for reserves, etc.
  - She would say the breakdown for this is around 50-50 – 50% of DPA recipients would have bought homes anyway
- The model of trying to address cushion reserves after closing is in line with the mandated IDA account
  - They educate people about building up their emergency fund in the same way they build their down payment/liquid reserves savings
  - Before people get the DPA, she makes sure that people start to save **the difference between the rent and new mortgage—this discretionary income has to go into their emergency fund**
- What is the operational structure around the IDA Account?
  - They have to talk to their success coach to take money out
  - After the class is over: they encourage them to keep the same account, but they don't have to check in to withdraw afterwards
  - This could work with an Enhanced Servicing project—where buyers have to sign off on this to get DPA funds—**Sofia thinks it would be a great idea to catch folks at that moment of happiness when they get the \$10k**
  - Just gives HCG the knowledge in this process—just letting them know allows them to provide an additional service if they're struggling—if they know, the people don't have to reach out to them 5-6 years later, but HCG can reach out to the homebuyers

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Nancy Hoffman, City Council District 4

- AREA ONE: AFFORDABLE RENTAL HOUSING
  - Last night, Council voted down a workforce housing project—6 members felt the land should've been used for a mixed-use corporate park
  - Pretty impressed by return rates on NOAH Fund idea from JBG
- AREA TWO: SUPPORTIVE HOUSING
- AREA THREE: NEIGHBORHOOD REVITALIZATION
  - Thoughts about code enforcement
    - Long demolition list, and no \$\$\$ to do anything with the properties—vacant homes that would have been able to repair, but now it's something you just have to demo
    - Previously, every time you've demolished a house, you create a hole in the neighborhood—majority of which are in East Greensboro
  - City needs to establish a clear quarterly process for disposing of land after demolishing home through an RFP process
- AREA FOUR: AFFORDABLE HOMEOWNERSHIP
  - From a government/philosophical point, she doesn't think they need to play a role in homeownership
    - HOWEVER: not opposed to geographic targeting in DPA work—"building back houses with good bones"
  - Curious about why City should support homeownership given national trends and changing consumer preferences
    - Spoke to the longstanding problems with federal involvement in homeownership
- Her perspective on **other neighborhoods to add for targets for revitalization:**
  - Older, downtown-proximate neighborhoods in the 1930s-1940s
  - Glenwood and Ole Asheboro were her first mentioned ideas
    - She's always wanted to see Glenwood improved because it was a well-established inner-city neighborhood with good infrastructure, diverse housing stock, and right next to a huge asset (UNCG)
  - Approves of the City "making enough of an impact in one area so that residents can actually see how the money actually gets spent"
- Her thoughts on building consensus for the plan to be implemented
  - Implementation is really a staff conversation
  - Getting private participation is staff, council thing
  - Mentioned the 70% consensus the public had with the bond processes—people believe in this work and its importance
  - **"If you can present the rationale for what you're trying to do, and where you're trying to get, you can lead people"**

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Sharon Hightower, City Council District 1

- All of the areas are priorities in District 1
  - She hears the greatest concern about Affordable Rental Housing, which is in line with Supportive Housing
  - Neighborhood Revitalization requires Affordable Homeownership
- A big part of NOAH in East Greensboro is that affordable housing can offer a good quality of life
- AREA ONE: AFFORDABLE RENTAL HOUSING
  - Interested in finding flexibility so that there is more support for renters at 0-30% AMI who are flexible
    - **GHA should need to step in and provide some form of subsidy and support to offer security to the landlords (bring in models of this)**
    - One of ways to lower eviction rates in the City is to increase support for short-term rental assistance (rent bridges, etc.)
    - **The City is doing it at an emergency level, but we need to have program for these residents, they can apply for 3-6 months assistance**
- Workforce development initiatives: how do we support workers who want to buy homes?
- Additional struggle with neighborhood amenities in East Greensboro: loss of schools in the tornado—they've been fighting with the superintendent for help. New schools are amenities needed for neighborhoods.
- Thoughts on target neighborhoods
  - Dudley Heights: strong neighborhood association, but aging residents/opportunity for investors—repeated complaints of limited maintenance
  - She calls code enforcement everyday, largely because of absentee landlords who don't educate tenants on maintenance of properties
    - Landlords have to be part of the discussion on neighborhood revitalization
  - Benbow Park: larger homes with older, but more affluent residents who are older—might be better for a growing family—but with no school attached
- Really big on community engagement and involvement—people will need to have had involvement in shaping the plan
  - Advisory committee may be councilmembers and residents, or open to the public, so they can reshape the plan
  - Plan as a guidebook for future action

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Tammi Thurm, City Council District 5

- AREA ONE: AFFORDABLE RENTAL HOUSING
- AREA TWO: SUPPORTIVE HOUSING
  - Require percentage of supportive units in 9% deals, provide the City with best practices on how to achieve this
- AREA THREE: NEIGHBORHOOD REVITALIZATION
  - Opportunity Crescent is moving into the west as well—and they consistently get ignored
  - Question that she has about order to demo—**may need to reevaluate if they could be potentially be repaired and moved back to the market faster than before, now that there's a category** for repair
- AREA FOUR: AFFORDABLE HOMEOWNERSHIP
- Neighborhoods to add to our list
  - **Areas off Merritt Drive around Random Woods:** high crime area with very active neighborhood watch programs and long-term residents working very hard to make their neighborhood successful
    - It's "teetering on the edge, and with a smaller investment, you can stop the neighborhood trajectory"
    - Starting to have problems with maintaining the creek bed
    - Pocket park and elementary school already exist there—how can we save this neighborhood to keep it from going totally off the rails?
  - Area around W Market Street from Spring Garden that has begun to turn into an immigrant community: has a plethora of international markets, not in a top priority, but there could certainly be some support
    - Residential around commercial activity
    - Older apartment complexes—these are struggling, but could need to be protected from becoming slumlord dwellings
    - These residents are rent payers, but can't pay a lot
- What do you see as the necessary steps to implementation?
  - In the past, we haven't been good about talking about our successes—**we can't underestimate the PR piece of this work**
  - Successful models in GSO: Parks and Rec Department
  - "Greensboro is a **city** of no": part of that is about how you tell the story, and doing a good job of that
  - **Need to have all of City Council agree about where to start**, and genuinely agree to it! Everyone has to see the logic behind it, and why that is the right place to start.
    - Not because it's the politically right place to start, but because it's the logical place to start. Everyone wants to start where they'll get the most for their people, but everyone has to be able to defend it

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with Marikay Abuzuaiter, Councilwoman At-Large

- AREA ONE: AFFORDABLE RENTAL HOUSING
  - **Really interested in NOAH preservation:** “I think we need to find out are there people who would rent new AH, or do we need to look at revitalizing old AH?”
    - Definitely agrees on need to help aging properties
- AREA TWO: SUPPORTIVE HOUSING
  - Also sees this as tied to affordable rental housing
  - Many of the services should be provided in tandem with the County, but the City isn’t going to let its residents go unsupported
- AREA THREE: AFFORDABLE HOMEOWNERSHIP
  - We’re already doing a lot with DPA
  - Huge concern about this is the marketing of it: “a lot of people don’t know about these things”
  - **Her concern is reaching the people who really need it—there’s still a massive amount of people who don’t know about it**
    - Along with the affordable homeownership, there has to be better PR
  - Definitely a fan of geographic bonuses in DPA (more tightly defined)
- AREA FOUR: NEIGHBORHOOD REVITALIZATION
  - Once you start working on homeownership, a lot of the other portions will start falling into place
  - There’s been a lot of work for tornado and lead home remediation
    - Lots of homes in South/East Greensboro are taking advantage of the lead abatement
  - Really big fan of a unified rehab program—she’s big on one-stop shopping from her time at the Family Justice Center
  - Thinking about involving Crime Stoppers/Code Enforcement/other city actors in monthly recurring meetings—really likes the check-in ideas about this
- Ideas about neighborhoods
  - Glenwood with UNCG, Mill District: “that’s pretty large”
  - “A little surprised at Kings Forest”—doesn’t see a bunch of neglect—there are some areas that are starting to look deteriorated, along Phillips Ave
  - Ranking: Glenwood, Dudley Heights area (needing to broaden it here, it’s more than just Dudley Heights)
- What does it take to see implementation of this plan?
  - “Engaging the community would be the biggest step”
    - You want to make sure you’re explaining what’s going on, so people see how this is a different goal than gentrification
  - Sometimes with steering committees, they aren’t familiar on implementation—**sometimes too many cooks spoil the stew**—“I’ve seen it happen a bunch”
  - Successful example: Community Watch near Merritt Drive was about to disband, and the neighborhood association made flyers and had a potluck to bring people in
    - The flyers on the door approach did what email/social media can’t accomplish
  - Thinking of lower-tech approaches to doing this work is really essential: how do you get the word out and get positive marketing approaches to older communities?

## NOTES | Community Engagement Meetings

October 16, 2019

### Meeting with David Parrish, City Manager

- People seem pretty interested in the fund ideas: NOAH, Acquisition Fund
  - Preservation fund will need to have a Board with real oversight
- Multiple ongoing conversations with Council: opportunities for supportive units with Cone Health, **opportunities for available property**, talking with Guilford County Schools
- See the school system as a potential partner
  - GCSD holds a lot of property, but they are underfunded in general
- Other partners: Cone Health
  - Would be important to bring in GCSD and talk about the findings and how they see them moving forward
  - Stan has more info on Cone's availability—however, **there's a natural alignment with their interest in NOAH properties and bringing them up from being substandard housing**
- Thought on particular neighborhoods
  - Makes sense to add Councilwoman Thurm's area of Random Woods
  - Dudley Heights is a little more surprising—but, additional property along that corridor that'll be developed
  - All of these areas have a lot of existing activity that would complement revitalization,
  - Kings Forest: not too far away from the Self Help shopping center—that area has been a little tougher in making things work there
  - **THE WHY: In articulating this to council, we need to connect our additional investment to this current investment. This will help them to articulate our investment in these communities.**
- Challenges with the Downtown Greenway—Morehead Foundry, which was the biggest development, and went belly-up because it was mixed-use before the housing/other amenities came around it

## NOTES | Community Engagement Meetings

### February 2020 Site Visit Follow-Up

#### Meeting with NDD Staff: Key Takeaways

##### Supportive Housing

- We will look into examples of local supportive service structures and add recommendation language about creating a system of programmatic support for supportive housing developments (*reflected below*).
- *Edits to recommendation language is reflected below.*
- No additional staff will be added right now.

##### Affordable Rental

- We will recommend the City establish different advisory groups by goal area to drive implementation.
- We will add in soft mention to land swaps within partner on public housing redevelopment recommendation.
- Create public land disposition policy will recommend intergovernmental coordination with the school district and the County.
- In implementation – will require a new FTE for preservation. Public land policy can be established with help from a consultant.

##### Neighborhood Reinvestment

- We will recommend implementation committees at the community level, and we will clarify what we mean by local advisory committees (working within established neighborhood leadership structures, though foundation should also be involved based on grant-making capacity).
- Will require an FTE for neighborhoods.
- NDD will make recommendations on candidate neighborhoods, based on criteria set forth in the Housing Plan (will be included in Appendix section of Plan).
- Consultant support will be leveraged for redesigning rehab programs.
- We will review infill development recommendation language to ensure we've discussed how to put clear program boundaries in place to help contractors and developers know what programs they want to take advantage of, and to talk to the cash sales segment of the market and turning around these sales for homeownership.

##### Affordable Homeownership

- We will add language about having discussions with lenders on how to make small dollar loans and evaluating barriers to small dollar loans within the "Modify DPA" recommendation.
- We will add language about employer-assisted down payment assistance.
- We have switched "require" supportive services with mortgages to "offer" (*reflected below*).
- No additional staff will be added for homeownership.



## NOTES | Community Engagement Meetings

### February 2020 Site Visit Follow-Up

#### Key Stakeholder Meeting Takeaways

##### **Brokers & Lenders**

- Strong interest in a mini-mortgage consortium for \$50K and below earners.
- Interest in a grant/loan program for energy efficiency programs – we will tease out language in the report to more clearly speak to energy efficiency.
- Supportive housing services need to be funded, or supportive housing doesn't work – creates undue burden on property management staff.

##### **Planning Dept.**

- *Edits to recommendation language for public land policy and infill program is reflected below.*
- We will add mention within the Plan that building more housing is a solution to housing affordability.
- We will add language about the theory and economics of neighborhood reinvestment.

##### **GHA**

- GHA has two 9% and one 4% application in the NCHFA pool right now.
- GHA will meet with Stan and Cynthia about total financial need in the coming weeks.
- We will add bonding capacity, 9% pipeline, and land swaps to the list of things that should be discussed between the City and GHA.

##### **Nonprofits & Community Leaders**

- Stakeholders voiced that coordinating with County is essential; there is strong feeling that the City needs to take over the CoC, as they have capacity to manage the system.
- There is a shortage of small housing units, stakeholders suggested that perhaps stock of 2bed/1bath housing can be reinvested in as starter homes.
- More feedback that Nussbaum fund should be re-directed towards funding housing.
- Consideration of a design charrette for each neighborhood.
- High Point has done a good job of coordinating with the County re: public land.

##### **Vulnerable Populations**

- Stakeholders echoed desire for the County to be more at the table for the CoC. The County has made comments that housing is not in their wheelhouse – they feel like their responsibility is education.
- Currently have improper case management for supportive housing, due to lack of funding. Housing first must be properly funded.

##### **Nonprofits + Affordable Developers**

- There is trepidation from affordable developers that requiring deeper affordability may make Guilford County less competitive in the region for 9% awards. Phillip explained that additional requirements for very-low income units will be backed by additional funding.
- "Target neighborhoods" is not the appropriate language to describe the process of choosing neighborhoods to pilot reinvestment efforts. *(We have edited this language, reflected below in final recommendation language)*
- Concern was raised that changing DPA program design will shift investment outside of Greensboro, to similarly priced areas with more amenities.
- Lack of supportive service infrastructure for existing state-mandated supportive units was echoed. Stakeholders raised issues including: little funding available for service providers, poor oversight, and lack of referrals.

## NOTES | Community Engagement Meetings

### February 2020 Site Visit Follow-Up

#### Final Recommendations

- **Affordable Rental Homes**
  - Require Deeper Affordability
    - Require additional units at deeper levels of affordability in 9% LIHTC projects to which the City awards subsidy in exchange for higher levels of subsidy.
  - Subsidize 4% Development
    - Dedicate additional local and philanthropic funding to match federal funding for 4% LIHTC projects.
  - Establish a Housing Preservation Fund
    - Establish partnerships with private and philanthropic organizations to create a fund to rehabilitate and preserve the affordability of existing multifamily housing.
  - Partner on Public Housing Redevelopment
    - Establish a partnership for redevelopment of public housing to fund housing development and infrastructure upgrades to support residents who relocate.
  - Create Public Land Disposition Policy
    - Explore opportunities for disposing of publicly-owned land at free or reduced cost to support development of affordable rental homes.
- **Neighborhood Reinvestment**
  - Partner with Neighborhoods
    - Identify candidate neighborhoods, work with community members and neighborhood leaders to assess interest and engage private partners to support these efforts.
  - Consolidate Rehabilitation Programs
    - Consolidate City rehabilitation operations, streamline funding sources, program intake, and program operation, so rehab administrators can make data-driven decisions that reduce blight and substandard housing in Greensboro.
  - Create Public Land Disposition Policy
    - Establish policies to guide the disposition of City-owned land for publicly-owned land for affordable housing and partner with other public landowners.
  - Establish Strategic Code Compliance
    - Establish a strategic approach to code compliance that engages residents, better address complaints, and meaningfully impact areas of reinvestment.
  - Implement Community Partnerships & Engagement
    - Implement a shared leadership model in the reinvestment process that allows municipal agencies, institutions, and residents to become joint leaders and laborers in each neighborhood's advancement.
  - Support Rehabilitation & Infill Development
    - To jumpstart the pipeline of "move-in ready" homes in areas of reinvestment, provide subsidy and partner with private and nonprofit single-family developers.
- **Access to Homeownership**
  - Modify DPA Program Design
    - Reconfigure the loan repayment terms and geographic bonuses in the Down Payment Assistance program, to better serve low-income homeowners and encourage homebuying in areas of reinvestment.
  - Provide Enhanced Services with Mortgages
    - Offer DPA loan recipients long-term counseling if they fall behind on their mortgage payments to better prevent foreclosure.

## NOTES | Community Engagement Meetings

- **Supportive Housing**
  - Construct More Supportive Units
    - Modify RFP processes to require additional supportive units in 9% LIHTC projects to which subsidy is granted and dedicate funding to establish a sustainable landscape for supportive services provision.
  - Provide Short-Term Rental Assistance
    - Formalize a program to proactively provide short-term rental assistance to residents at risk of homelessness.
  - Dedicate Funding to Support Housing First
    - Reassess all programs to ensure that are aligned with housing first while supporting emergency shelters.
  - Engage with the CoC
    - Continue role within the Guilford County Continuum of Care (CoC) to remain engaged in policy development, and support collaboration to ensure adequate provision of services.

## OVERVIEW | Community Needs Survey (Jul-Aug 2019)

In addition to stakeholder engagement, as part of the community participation process of the Analysis of Impediments to Fair Housing Choice, the **City of Greensboro hosted a 30-question online Community Needs Survey that was available from July 22, 2019 to August 16, 2019.**

The purpose of the survey was to obtain community input on housing and community needs in Greensboro. The survey was available online and in paper form in English and Spanish, and also available in paper form in Arabic. The survey received 450 total responses to the English version of the survey and one response to the Spanish version.

- Of the **451 respondents**, 96 percent live in Greensboro.
- The majority of respondents live in one of eight zip codes listed below, with the largest number residing in 27410.
- **Zip Codes (most to least common):**
  - 27410 (72 respondents)
  - 27406 (52 respondents)
  - 27407 (52 respondents)
  - 27405 (51 respondents)
  - 27401 (50 respondents)
  - 27455 (49 respondents)
  - 27403 (43 respondents)
  - 27408 (43 respondents)

## TRENDS | Community Needs Survey (Jul-Aug 2019)

### 1

## General Housing Trends

**Perceptions of physical housing conditions** are mixed.

- 54 percent consider housing stable,
- 31 percent felt it was declining, and
- 15 percent think housing conditions are improving.
- A significant proportion of respondents (68 percent) think abandoned and foreclosed properties are a critical issue.

Housing prices (61 percent) and public safety (45 percent) are the two **most important reasons when considering a place to live.**

- 48 percent felt the physical condition of the public space in their neighborhood was stable.
- 72 percent felt safe in their neighborhoods.
- 77 percent felt economic development and job creation were critical issues.

Important considerations in choosing a place to live include diversity, neighborhood walkability, and sense of community.

Survey respondents ranked the **following community development priorities** in the following order:

1. Safe and Affordable Housing
2. Community/Neighborhood Services
3. Infrastructure (streets, sidewalks, parks)
4. Economic Development
5. Community/Neighborhood Facilities

Survey respondents ranked the following **top three highest public services needs** in Greensboro:

1. Fair Housing
2. Homeless Services
3. Health/Behavioral Services

## TRENDS | Community Needs Survey (Jul-Aug 2019)

### 2

#### Access to Housing

- More than half (55 percent) of Greensboro survey participants **are happy with their current living situation**. For those who were not, “too expensive” was the primary reason, followed by lack of safety and poor housing conditions.
- Just under half of residents **do not wish to move from their current living situation**. The biggest impediment for those who would like to move but haven’t, is not being able to afford the move or the rent/mortgage anywhere else.
- 43 percent of respondents **do not want to live in another part of Greensboro**; those that would like to move **cannot afford to live anywhere else**.
- 20 percent of survey respondents have **someone with a disability** in the household.
- 15 percent of survey respondents reported **being denied housing or facing housing discrimination** in the past five years.
  - For those who were denied, the primary reason was not enough income.
  - For those who felt discriminated against, 75 percent did nothing about the discrimination and did not file a complaint.

## OVERVIEW | Housing Priorities Survey (Jan-Feb 2020)

The City of Greensboro released a survey in early 2020 to gather public priorities around affordable housing in Greensboro. This allowed residents who could not attend in-person meetings to share their housing priorities and their perceptions around Greensboro's greatest housing challenges.

In addition to several public meetings and a prior public survey conducted as part of the HUD Analysis of Impediments, the City's housing priorities survey was another key avenue for community engagement provided during the Housing GSO process. This survey was publicly accessible through the City's webpage, and shared through departmental listservs, social media, and other web platforms.

As of February 2020, the City received a total of **326 survey responses** from residents across the city. In addition to their perspectives on affordable housing priorities in the City of Greensboro, survey respondents were also asked to share the following demographic information about themselves:

- **Zip Codes (most to least common):** 27410, 27406, 27401, 27405, and 27403
- **Housing Status\*\*:** 58% own their home, 34% are renters, 11% are living doubled up, 7% have another person or family living in their home, 4% receive a housing subsidy, and 2% are homeless.
- **Age Range (most to least common):** 35-54, 55-64, 19-34, 65 and above
- **Race and Ethnicity\*\*:** 60% White, 36% Black, 7% Other, 3% Hispanic or Latino, 3% American Indian or Alaska Native, 1% Asian

\*\*Because respondents were able to list multiple housing statuses, races, and ethnicities, these categories are not mutually exclusive.

## QUESTIONS & RESPONSES | Housing Priorities Survey (Jan-Feb 2020)

1

### What is the single biggest challenge to housing affordability in Greensboro?

- High rent
- Barriers purchasing homes
- Lack of safe, quality, affordable housing
- Sufficient/adequate employment options; low wages
- Affordable housing education
- Development costs, timeline, and permit reviews

2

### Rank the following priority areas in terms of importance.

- Affordable Rental Housing (2.97)
- Neighborhood Revitalization (2.61)
- Supportive Housing (2.26)
- Affordable Homeownership (2.21)

3

### Rank where the City should spend money first.

- Start a fund to purchase existing properties with affordable rent (2.72)
- Support construction of new rental apartment units affordable to low-income renters (2.64)
- Dedicate funds to match federal funding to help finance affordable rental (2.38)
- Partner with GHA to support redevelopment (2.29)

4

### Rank where the City should spend money first.

- Create Code Compliance plan (2.8)
- Create move-in ready affordable homes by building new on empty lots and rehab existing (2.62)
- Revamp and streamline City's rehab programs (2.58)
- Implement a receivership program (2.08)



## QUESTIONS & RESPONSES | Housing Priorities Survey (Jan-Feb 2020)

5

### Rank where the City should spend money first.

- Modify DPA program to provide more assistances with incomes <\$30k (2.8)
- Modify DPA program to provide more assistance to purchases in revitalization areas (2.55)
- Modify DPA for more assistance to public servants (2.53)
- Provide long-term counseling for DPA (2.18)

6

### Rank where the City should spend money first.

- Include more supportive housing units (2.73)
- Plan a structured way for people in need to get services (2.57)
- Offer short-term assistance to residents in danger of eviction or becoming homeless (2.54)
- Develop strong network of collaboration between service providers (2.23)

7

### Should the City add any additional focus areas?

- Education – what is affordable housing, financial, and job training
- Economic development
- Renovate before new build
- Community land trusts and land banking
- Access to amenities
- Regulatory changes
- Plan to end homelessness

8

### Any additional suggestions?

- De-cluster low-income housing
- Middle-income needs

## QUESTIONS & RESPONSES | Housing GSO Survey (Aug-Sep 2020)

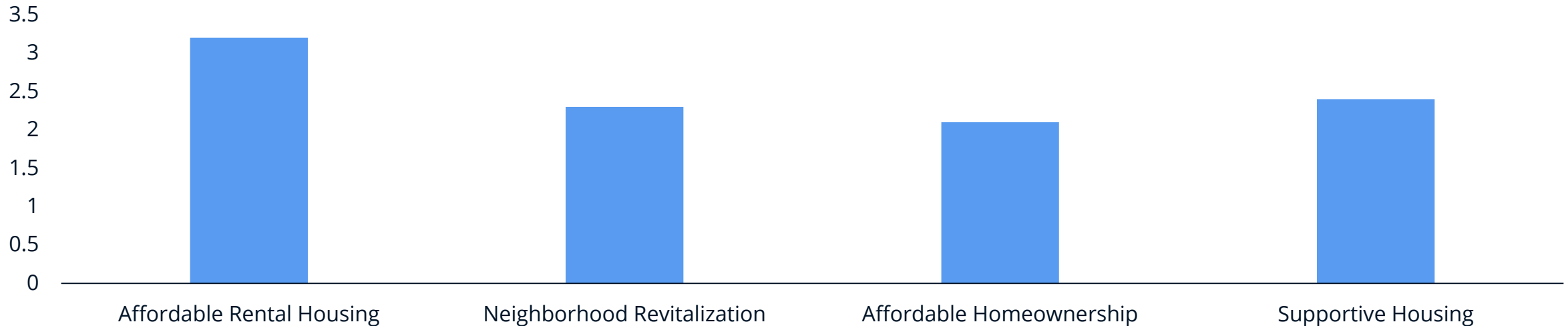
1

### What elements do you like about the Housing GSO 10-year affordable housing plan?

- Making homeownership affordable.
- Nothing
- It provides the data for rental needs for the lowest income residents and the strategies for addressing these needs.
- Focused on supply for housing stability in uncertain times
- That the City is focusing on attracting better paying jobs.
- I particularly like the commitment to make landlords that don't maintain properties to be forced to give them up.

2

Please rank these focus areas in order from 1 to 4, where 1 is the highest priority and 4 is the lowest priority.



## QUESTIONS & RESPONSES | Housing GSO Survey (Aug-Sep 2020)

3

Consider the focus area you ranked #1. Briefly explain why you would make this is a top priority.

- I've always rented but recently the prices have rendered me on the verge of homelessness unless I find somewhere where my rent will be based on my income.
- Some are home owners now but own in neighborhoods that have not received the same attention or state, local and private investments...
- All people should be able to build their assets, so their money is working for them. Quality housing is essential and homeownership is the first building block to building one assets and attaining financial freedom.
- Low income housing choices are very poor in Greensboro. Old large rental apartments some people shouldn't have to live in . Rents are too high.
- Everyone should have the opportunity to own a home, as a long term their investment. So they pass to their kids.
- Greensboro has one of the greatest need of affordable housing in North Carolina. Most metro cities in NC now have plans with specific funds to support affordable housing, Greensboro does not.
- So much of the housing crisis is because of the persistent shortage of safe rental housing affordable to those with low wages or fixed incomes. The goals for developing and preserving rental housing are top priority.
- Wages are low in Guilford county still. Unless the economy improves, affordable rental (if you can control evictions better) provides the most versatile stability. It doesn't change prospects for the future though. It's a safety net. But it shouldn't come at the expense of future goals like improving the economy and strengthening the middle class, as it will always be a problem if you neglect future growth.
- We need to be focused on wealth accumulation/Neighborhood revitalization and better paying jobs and workforce development. The money to support the poor is drying up and we need to focus our efforts on wealth building.
- Too many workers don't make enough to afford living in Greensboro.

## QUESTIONS & RESPONSES | Housing GSO Survey (Aug-Sep 2020)

4

### What should be added to the Housing GSO Plan?

- Oversight. Zero tolerance for drugs, late rent payments, and destruction of surroundings. Make the renter responsible for damages, fine those who disobey rules, ensure the lease holder is not signing for someone else.
- More focus on removal of decrepit and dilapidated houses or buildings...
- Local builders, lenders, and real estate professionals should be involved at every level not just government and non profits.
- To build new affordable housing. Tear down these old out dated buildings people are expected to live in.
- Specific commitments of funds to fund affordable housing. Specific commitments to reduce burdensome local regulations that prohibit from affordable housing getting done. Create a committee for oversight that can override poor policies and processes.
- More detail about how the resources will be allocated from the city budget and leveraged by community partners and investors.
- Increased investment for jurisdictions, foundations, CRA grants for nonprofits building/rehabilitating affordable housing. Most mid-sized production builders are limited in design and location for profitability. You need smaller single family homes in the mix, and very few builders are producing those statewide currently. You have several great building nonprofits in GSO. Help them expand their production.
- Wealth attainment and revitalization block by block
- More outside funds and less reliance on local philanthropy. Every time the City launches a major public private partnership, like the Tanger Center, it reduces funds for local charities.

Affordable Housing Glossary

Summary of Community Engagement Activities

## **Market Context**

Preservation Fund Case Studies

Neighborhood Selection

Areas of Opportunity

Letters of Support

## KEY MARKET FINDINGS

1

### AFFORDABILITY TRENDS

The City's affordable housing challenges **are concentrated amongst renter households earning \$30,000 and below**. The problem is worse for the lowest-income renter households, those earning \$20,000 and below that face an **affordability gap projected to widen over the next ten years**.

2

### TRENDS IN HOMEOWNERSHIP

The City is **losing homeowners across all income bands**, with the starkest loss in middle-income homeowners. This loss is mirrored at the MSA level, which also saw a decrease in middle-income homeowners, suggesting regional **difficulties in accessing ownership**.

3

### TRENDS IN HOUSING STOCK

The City's existing housing supply is largely composed of **older, single-family structures**, which are at risk of abandonment and obsolescence, squeezing the available supply and **adding to affordability challenges**.

4

### DEMOGRAPHIC TRENDS

Greensboro is a growing city, and much of this recent growth has been driven by **gains in its black population**, including more educated and higher-income black residents. Still, the City's housing **market is characterized by deep-seated patterns of racial segregation**, which impact housing choice.

## HOUSING NEED | Key Takeaways

The City's affordability challenges are concentrated among renters earning under \$30K, with those earning under \$20K facing the most extreme need.

There is a large housing gap in rental units affordable to Greensboro's lowest-income earners, and this housing gap is projected to expand.



**13.7K**

Current gap in units affordable below \$20K

Middle-income renters are also increasingly cost-burdened and facing affordability challenges.



**+104%**

Cost-burdened renters since 2010 earning \$35-\$50K

Owner cost burden is declining as Greensboro loses homeowners earning below \$100K.



**-25%**

Cost burdened homeowners since 2010

While income required to afford the median home value has remained fairly steady, falling rates of homeownership imply other barriers for residents.



**-1.8K**

Overall homeowners since 2010

Declining federal funds and the North Carolina Qualified Allocation Plan limit the City's ability to produce units through standard funding sources.



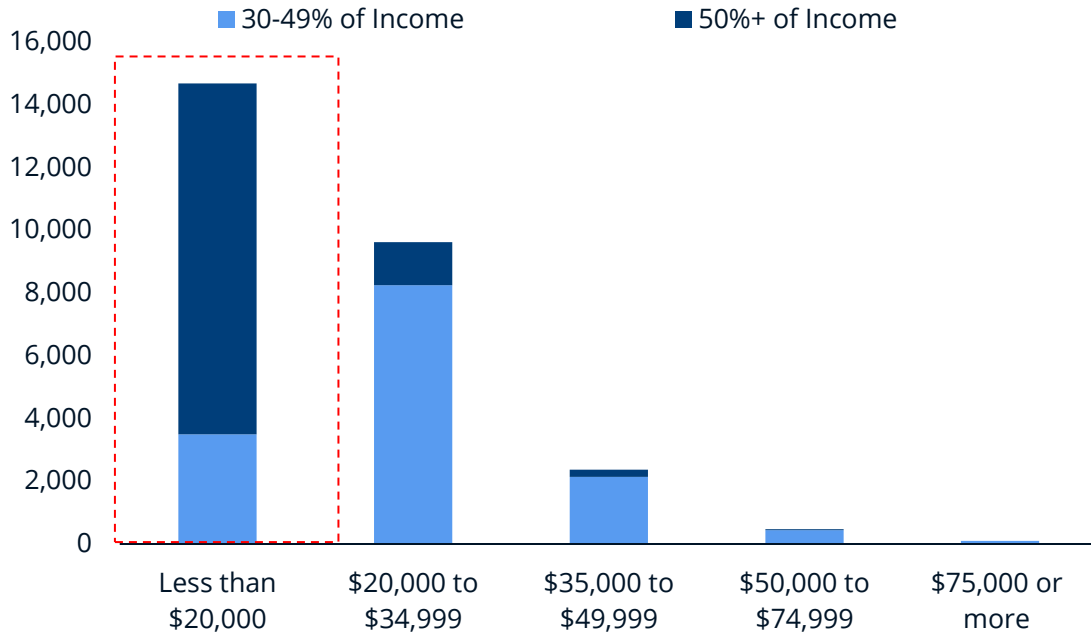
**-\$1.79**

Decrease in federal funds per capita for housing programs, 2010-2017

## HOUSING NEED | Renter Cost Burden

Renter cost burden, the percentage of households at each income level that pay more than 30% of their income towards housing costs, indicates the significant affordability need for Greensboro's residents.

**Renter Housing Cost Burden, 2017**



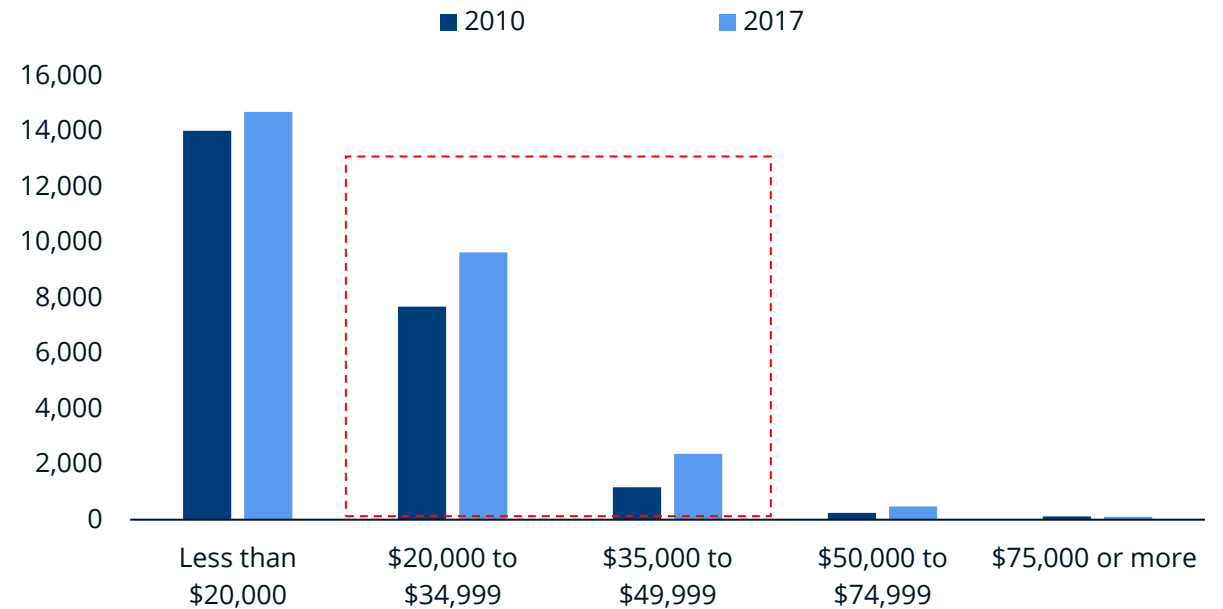
**Renters earning less than \$20,000** are the most severely impacted by housing cost burden. 82% of renters in this income category are cost-burdened, and 76% of them are extremely cost-burdened.

**Renters earning under \$35,000** are also heavily cost-burdened. 71% of all renters in this income category pay at least 30% of their income.

Source: 2010, 2017 ACS Estimates

HR&A Advisors, Inc.

**Renter Housing Cost Burden, 2010-2017**



From 2010 to 2017, **cost burden increased for many renters in Greensboro**. Middle-income households suffered the most drastic increases.

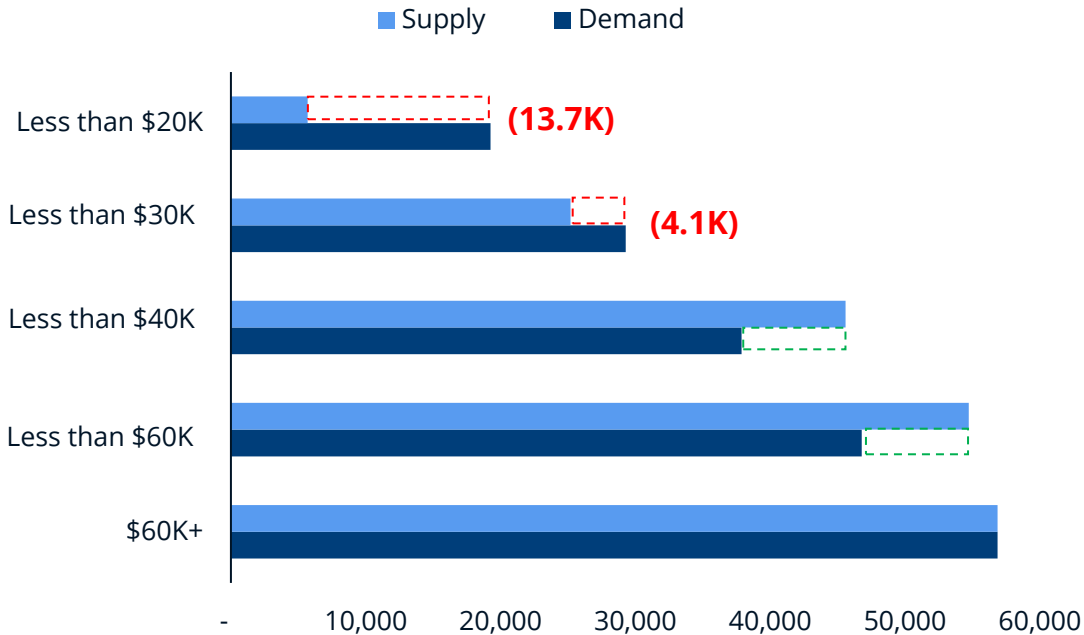
Cost-burdened renters earning \$20K to \$35K increased by **2,000 households**, and cost-burdened renters at \$35K to \$50K increased by **1,200 households**.



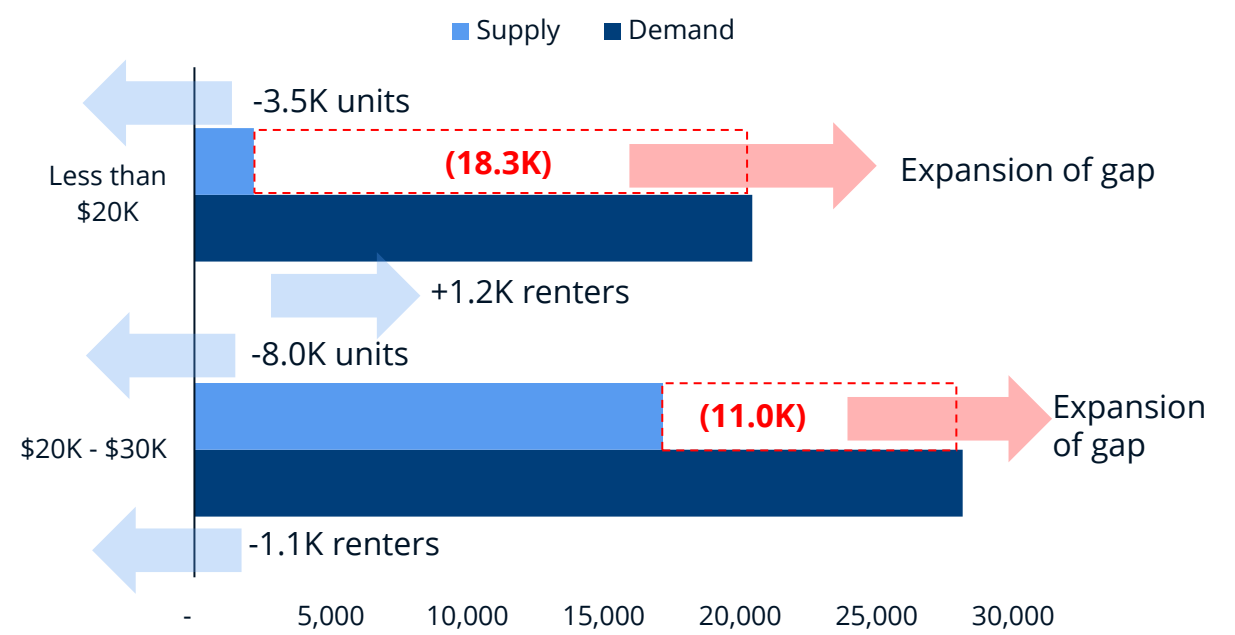
## HOUSING NEED | Current and Future Rental Housing Gap

The rental housing gap highlights the gap between what households can afford to pay in rent and the supply of units available at those rents. The analysis considers this gap at different income levels, and projects how the gap will change over time based on rent and income trends.

### Cumulative Rental Housing Gap, 2017



### Cumulative Rental Housing Gap, 2030



Greensboro's lowest-income renters face the most severe gap in the availability of affordable units. Households earning the median income in Greensboro (\$45,000) are better served by the market.

If current trends continue, in 10 years, the affordability gap will almost triple for households earning less than \$30K. This gap is largely driven by substantial loss of affordable units.

Source: ACS, PUMS 2010 and 2017 5 Year Estimates



## HOUSING SUPPLY | Key Takeaways

Housing prices are affordable relative to incomes, but lower-income households still struggle to afford modest increases in rent and home value.

Low incomes, rather than market pressures, have historically driven Greensboro's affordability challenges, impacting those w/o a college degree.



**5% vs. 2%**

Change in rent vs. change in median income w/o degree

Single-family home values in the City of Greensboro are shifting up, with most new development occurring around the city's periphery.



**+17%**

Median home value since 2013

Greensboro's declining stock of naturally occurring affordable rental units puts pressure on the city's lowest income renter households.



**-5K**

Rental units below \$750

Recent market rate deliveries are largely affordable to renters earning the median household income, but not to the lowest-income renters.



**75%**

Of multifamily deliveries from '09-'19 affordable to HHs \$30-\$40K

Greensboro's housing stock is made up of a majority of aging, single-family units.



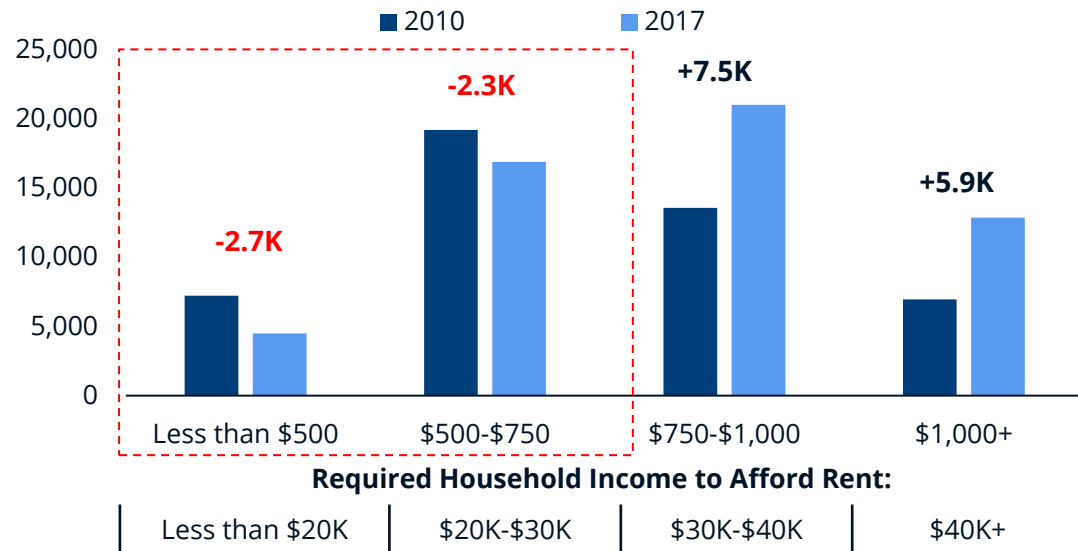
**63%**

Of housing stock built 20-60 years ago

## HOUSING SUPPLY | Causes of Housing Gap

The increasing housing gap in Greensboro is being driven by the loss of naturally-occurring affordable units and by declining wages for earners without a college degree.

Rent Distribution, 2010-2017



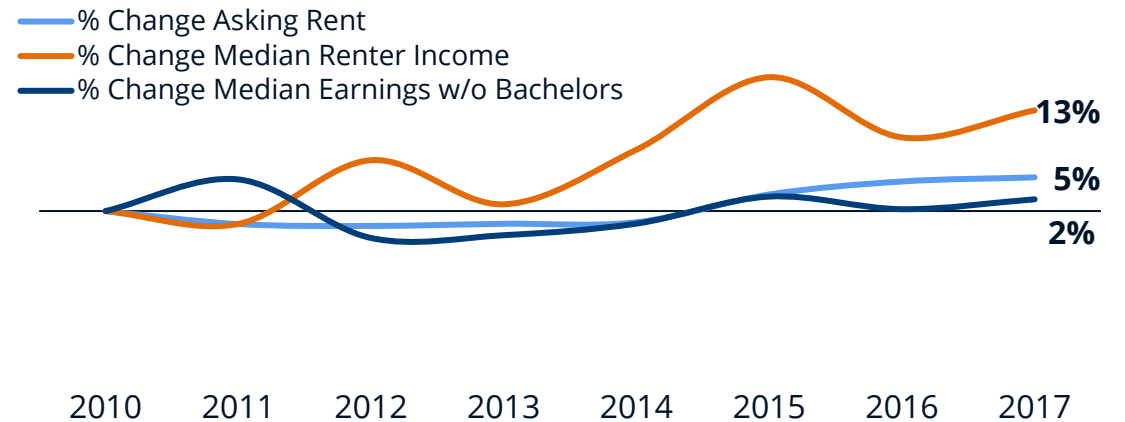
In 2010 and 2017, the bulk of Greensboro’s rental properties were affordable to households earning the median renter income of \$31,248. However, **the supply of units affordable to low-income households significantly declined** from 2010 to 2017.

This decline of naturally-occurring affordable rental housing is likely due to **older units becoming obsolete and general market pressures**.

Source: 2010, 2017 ACS Estimates

HR&A Advisors, Inc.

Real Growth in Rent Relative to Median Household Income, 2010-2017



Greensboro’s recent **population growth has been driven by renter households**, with the most dramatic increases amongst high-income renters.

This explains why even though median renter income has outpaced rent growth, **rental affordability challenges still occur at the lowest income levels**, particularly for residents without a college degree, who have seen their earnings lag rent increases. These income challenges, combined with the declining supply of naturally-occurring affordable rental housing, will widen the city’s existing rental housing gap.

Source: ACS Estimates (2010 and 2017), CoStar



## DEMOGRAPHIC AND SOCIOECONOMIC CONDITIONS | Key Takeaways

Greensboro is a growing city with a diverse population, where residents are increasingly living in rental households.

Greensboro is a growing city, and increases in residents will necessarily add to existing demand for housing.



**+22K**

Residents, 2010-2017

The majority of Greensboro's recent growth has been driven by gains in black residents, who represented 76% of overall city growth.



**+16K**

Black residents, 2010-2017

The majority of Greensboro's recent growth has been in new renter households, offsetting a loss in homeowners.



**+8.5K**

Renter HHs, 2010-2017

The City's overall loss in homeowners is driven largely by a loss in low- and middle-income homeowners.



**-4K**

Owner HHs earning below \$75K, 2010-2017

Greensboro's economy saw growth in both high- and low-paying industries, and these new workers with low wages may face affordability challenges.



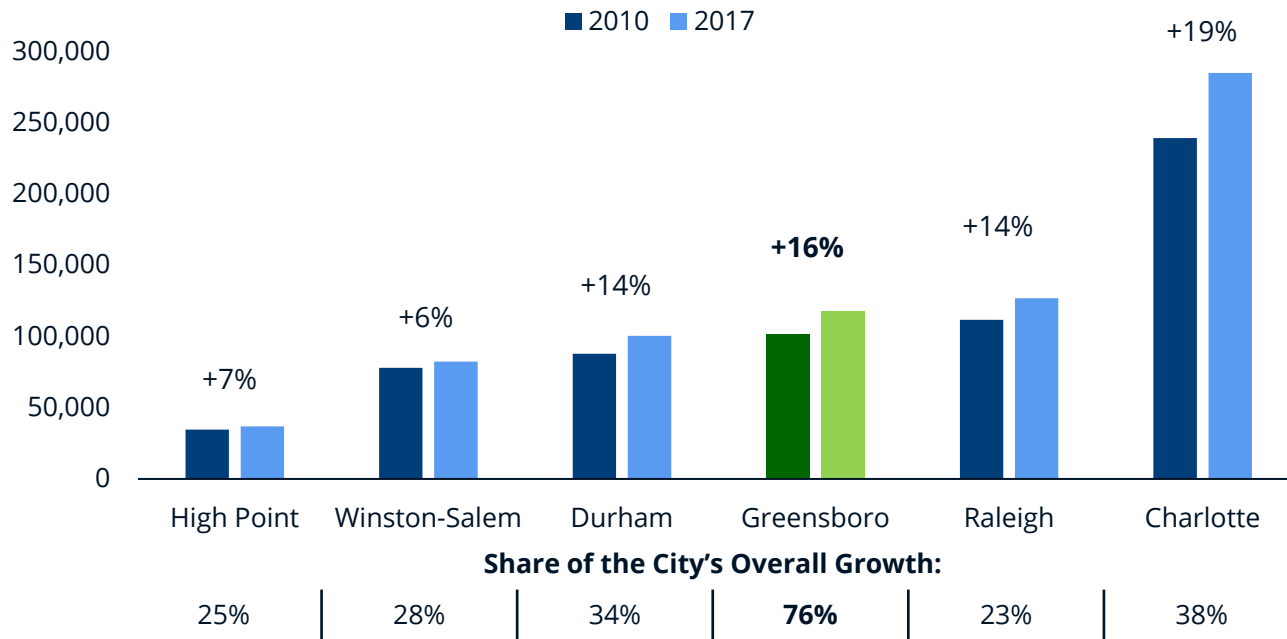
**+10K**

Jobs added < median income, 2010-2018

## DEMOGRAPHIC AND SOCIOECONOMIC CONDITIONS | Growth in Black Residents

Greensboro is a majority minority city and its recent growth is driven by gains in its black population. Despite increased diversity citywide, many of the city's neighborhoods continue to experience racial segregation.

Black (Non-Hispanic/Latino) Population, 2010-2017

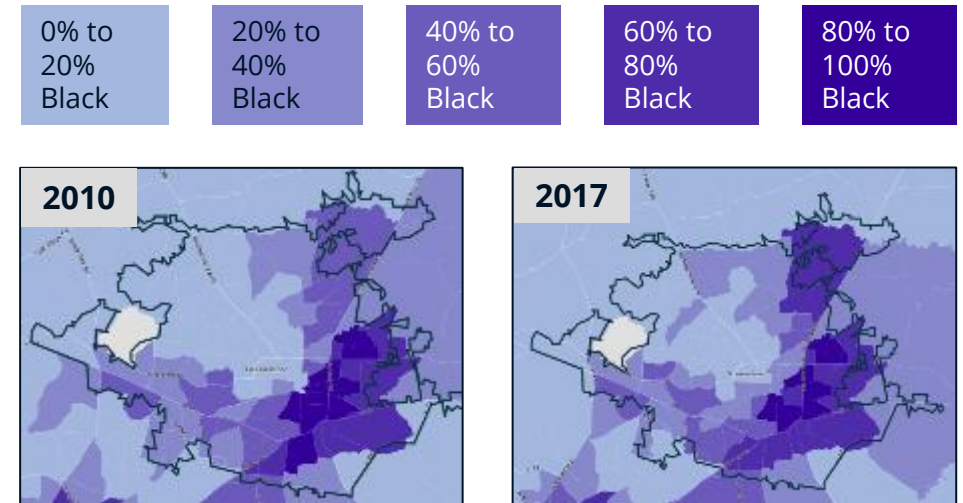


Source: 2010, 2017 ACS Estimates

From 2010 to 2017, **Greensboro gained 16,314 black residents**, an increase of 16% in less than seven years. While this growth rate is similar to other major cities in North Carolina, the share of growth is much higher.

Greensboro's **new black residents accounted for over 76% of the city's overall growth** from 2010 to 2017, more than double the rate of all other cities.

African-American Population by Tract, 2010 & 2017



Source: 2010, 2017 ACS Estimates, Social Explorer

Greensboro **added 3,300 black households earning over \$50K** from 2010 to 2017. Most of these new residents continue to reside in the city's historically black neighborhoods, even though their incomes may have allowed them greater choice within the market.

These factors suggest that Greensboro's recent **population growth hasn't impacted longstanding patterns of housing segregation.**

Affordable Housing Glossary

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Market Context

## **Preservation Fund Case Studies**

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# PRESERVATION FUND CASE STUDIES

## NOAH Impact Fund

Minneapolis, MN  
Established 2017

In 2017, the Greater Minnesota Housing Fund created the NOAH Impact Fund to preserve naturally occurring affordable housing and expiring subsidized buildings. Working with the McKnight Foundation, community banks and local jurisdictions, the fund invests in projects with a ten-year equity partnership, allowing developers to purchase a building with high leverage of their equity and to preserve affordability without needing to obtain additional permanent financing. This investment is paired with a first mortgage at low interest rates from Freddie Mac or Fannie Mae.

- 1 Developer identifies preservation opportunity that meets the NOAH Impact Fund guidelines.
- 2 Developer and Fund purchase building with NOAH Impact Fund and First Mortgage. Developer and Fund own building for 10 years, building equity while Fund ensures compliance.
- 3 Fund investment repaid at year 10 refinance. Project remains affordable for at least 5 more years.

**Need:** Dramatic regional loss of naturally occurring affordable housing (NOAH) buildings

**Goal:** Preserve NOAH with a portfolio goal of at least 75% of units affordable to 80% AMI and below

**Fund Size:** \$25M with \$7.5M additional credit enhancement (\$5.5M public)

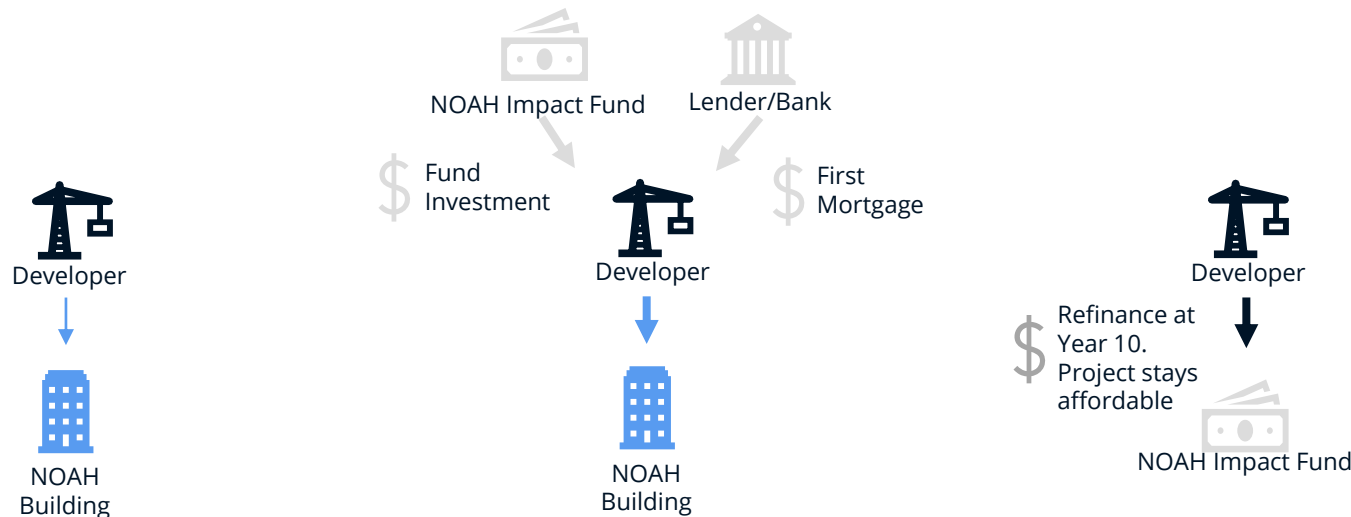
**Fund Product:** Long-term equity as a 90% general partner

**Public Funds Leverage:** \$3.5 private : \$1 public in fund, \$20.6 private : \$1 public in project investment

**Administrator:** Managed by Greater Minnesota Housing Fund (GMHF), a community development financial institution (CDFI) and non-profit that operates three funds and develops programs for key housing issues.

**Users:** non-profit and for-profit developers

Note: Naturally occurring affordable housing (NOAH) is market rate housing affordable to low-income households, typically between 50%-80% AMI, and is not income restricted or subsidized by any government programs. Subsidized housing includes the units supported by the Low-Income Housing Tax Credit, Project Based Vouchers, Section 202 supportive housing, and other government programs.



## NOAH Impact Fund

Minneapolis, MN  
Established 2017

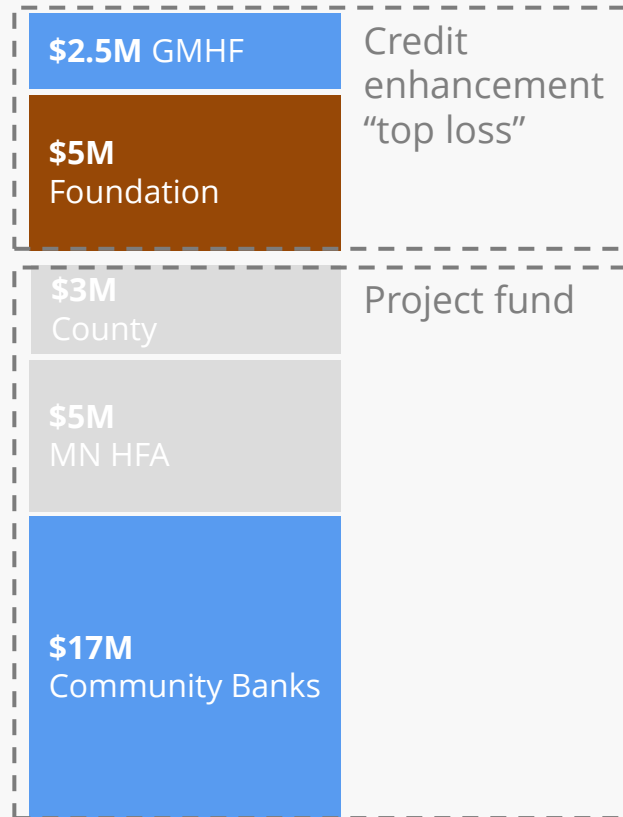
The NOAH Impact Fund is comprised of **\$32.5 million raised from public, bank, and philanthropic sources**. This \$32.5 million is separated into a project investment fund and a credit enhancement tranche. Only the project fund, representing 70% of the total fund, may be used to invest in projects. The remaining credit enhancement is not invested in projects and is meant to be a back stop to losses incurred from fund investments.

If an investment loses money or underperforms, the credit enhancement is used by the Fund to make senior lenders in the project fund whole. By having a fund with a 30% credit enhancement or “top loss” that guarantees repayment, the funders of the project fund feel comfortable lending money at competitive interest rates.

The fund’s investment hold in a project is ten years, with a two-year initial investment period. Capitalizing the fund requires each funder to offer long-term loans of up to twelve years. As of 2019, the Fund is fully deployed and raising capital for a second round.

### Fund Capital Stack

\$32.5M Fund



### Loan Terms/Requirements

\$2.5M typical loan

- Affordability covenant: 15 year deed restriction on property
- Fund equity partnership: 10-year equity investment
- 10% equity required from developers, 90% from fund
- Take-out financing: market-rate financing





## NOAH Impact Fund: Bloomington & Brooklyn Project

Minneapolis, MN  
Established 2017

**When the expiring tax credit building was on the market, the developer and fund were able to purchase the building within sixty days and retain affordability.** Of the \$8 million fund investment, only \$2 million came from the public sector, a public subsidy per unit of \$8,400. While preserving affordability is the goal of the Fund, by investing in each property as equity the Fund is repaid by rents at the property and has a vested interest in ensuring rents are stable or increase. Unlike properties preserved with the Low-Income Housing Tax Credit, buildings purchased through the Fund typically do not feature extensive or costly rehabilitations. The affordability restriction on the property targets affordability at 60% AMI, however rents are not set in stone. With Fund approval through an annual business planning process, rents at the property can float up to cover the costs to operate the property or cover the cost of improvements.

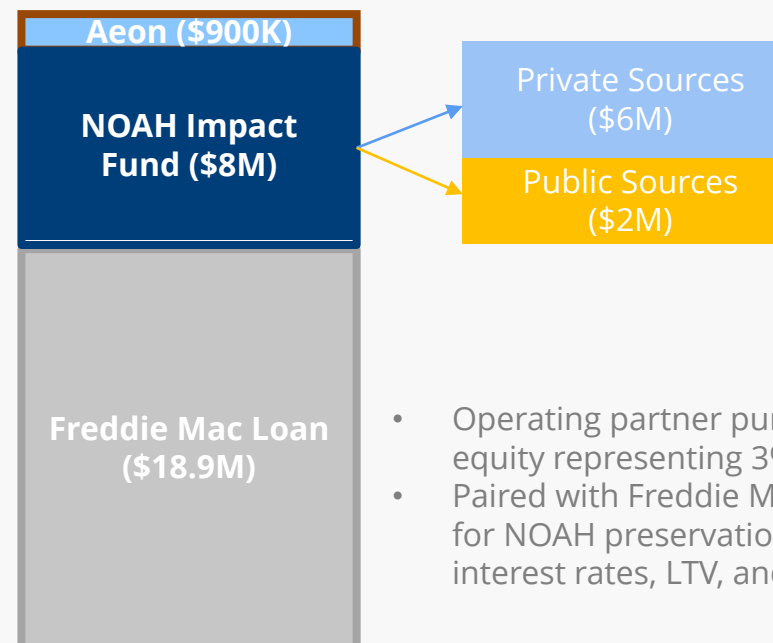
### Example Building: Bloomington & Brooklyn Center

#### Building Details:

- **Units:** 239
- **Purchase Timeline:** 60 days
- **Affordability:** 60% AMI for 15 years with ability to float
- **Operating Partner:** Aeon
- **Public Subsidy Per Unit:** \$8,400



### Building Capital Stack:



- Operating partner purchases building with 10% equity representing 3% of purchase price
- Paired with Freddie Mac loan product designed for NOAH preservation featuring favorable interest rates, LTV, and term.

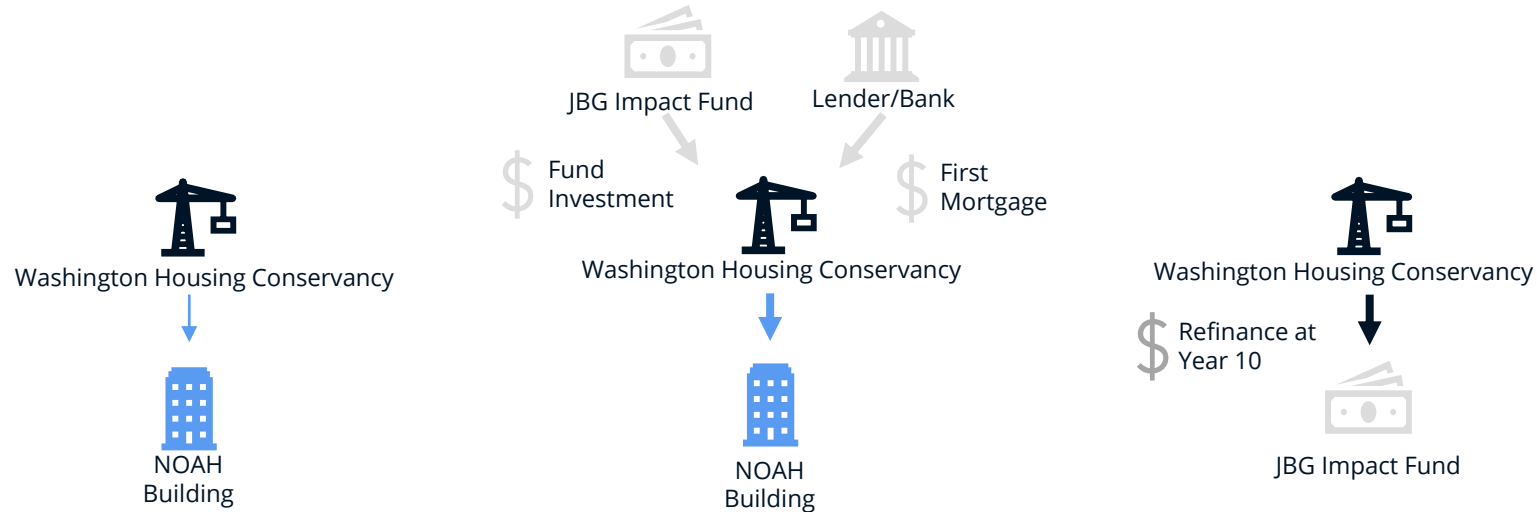
# PRESERVATION FUND CASE STUDIES

## JBG Impact Fund / Washington Housing Conservancy

Washington, DC  
Established 2018

**The Washington Housing Initiative was launched by the JBG Smith Impact Fund (“Impact Pool”) and the Washington Housing Conservancy (WHC), in partnership with the Federal City Council to promote preservation of affordable workforce housing.** The Initiative finances the acquisition and development of mixed-income multifamily properties, investing in projects with tax-exempt junior mortgages and mezzanine loans. The investments focus on preserving affordability in “High-Impact Locations” where land and asset values are currently relatively affordable, but which are expected to have outsized value increases over the next 5-10 years. The Impact Pool seeks investor returns of 7% (after tax) which is comparable to similar after tax returns in traditional market rate investment funds.

- 1 WHC or Fund identifies preservation opportunity that meets the investment guidelines.
- 2 WHC and Fund purchase building with NOAH Impact Fund and First Mortgage. WHC and Fund own building for 10 years, building equity while Fund ensures compliance.
- 3 Fund investment repaid at year 10 refinance. Project remains affordable through WHC stewardship.



HR&A Advisors, Inc.

**Need:** Dramatic loss of naturally occurring affordable housing (NOAH) buildings in region with growing affordability challenges.

**Goal:** Maximize affordability for middle-income families in high-impact locations, 51% at 80% AMI or below

**Fund Size:** \$93M (as of September 2019)

**Fund Product:** Mezzanine debt for NOAH projects in high-impact locations in the region

**Public Funds Leverage:** No public funds, \$13.5M donated from local philanthropic and development community to create non-profit steward

**Administrator:** JBG Smith Impact Manager, a local developer

**Users:** The Washington Housing Conservancy, a non-profit created in conjunction with the Fund.



# PRESERVATION FUND CASE STUDIES

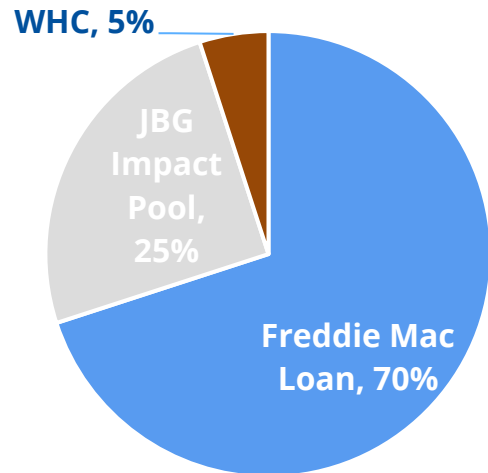
## JBG Impact Fund / Washington Housing Conservancy

Washington, DC  
Established 2018

The Fund is currently comprised of \$93 million in investor commitments. Inaugural investors include: JBG Smith, Bank of American Merrill Lynch, BB&T, Bernstein Management Company, Buchanan Partners, JPMorgan Chase & Co., PNC, SunTrust, United Bank, and Wells Fargo.

This is anticipated to preserve 3,000 units during the Fund's five-year investment horizon and ten-year hold of each property.

### Sample Building Capital Stack



### Fund Capital Stack

\$93M, up to \$150M Fund



### Washington Housing Conservancy

\$13.5M start-up capital



### Loan Terms/Requirements

- Affordability covenant: 15 years
- Affordability requirement: At least 51% of units at 80% AMI or less
- Up to 10-year term
- Interest-only loans
- Investor returns capped at 7%
- Returns above 7% cap donated to the Washington Housing Conservancy



Affordable Housing Glossary

Summary of Community Engagement Activities

Market Context

Preservation Fund Case Studies

**Neighborhood Selection**

Areas of Opportunity

Letters of Support

# NEIGHBORHOOD SELECTION

**What is neighborhood selection?** A form of investment where cities make improvements in a targeted set of neighborhoods for a more visible impact.

**Neighborhood reinvestment** is a form of geographic targeting that allows cities to cluster their public investments in select neighborhoods for maximum impact. Its goal is to target public investments in areas with historic disinvestment and weaker housing markets in order to establish a healthy housing market.

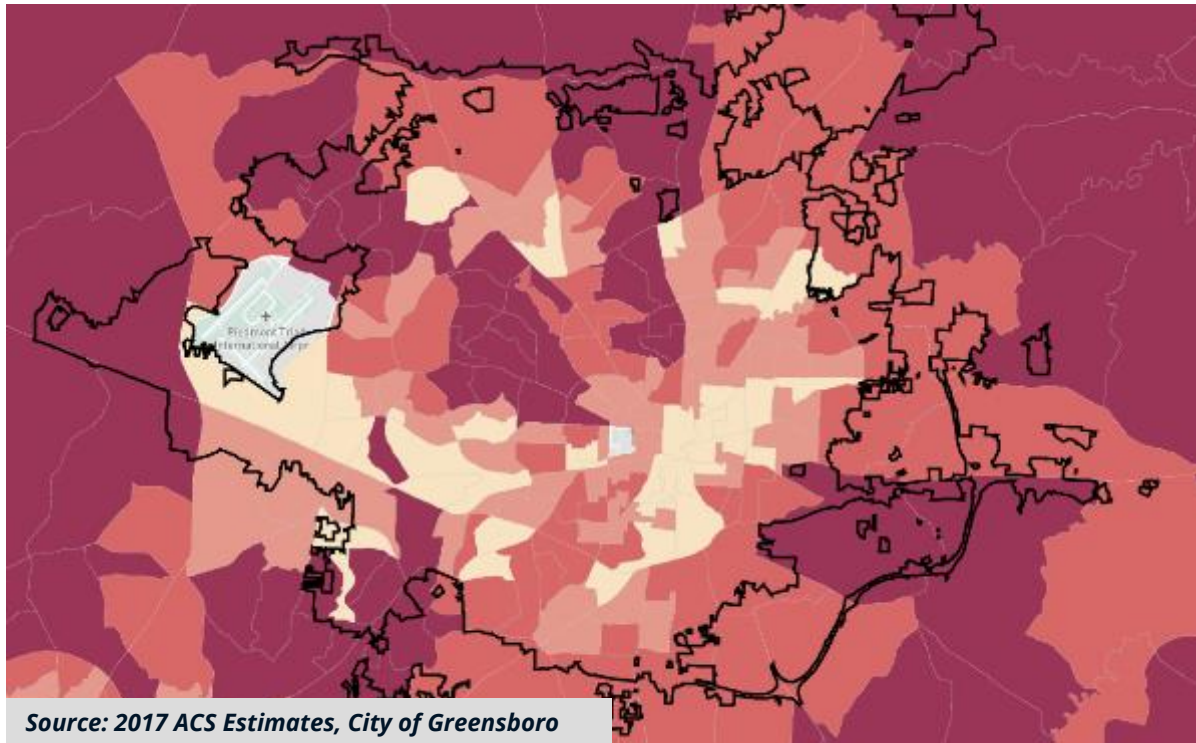


# NEIGHBORHOOD SELECTION

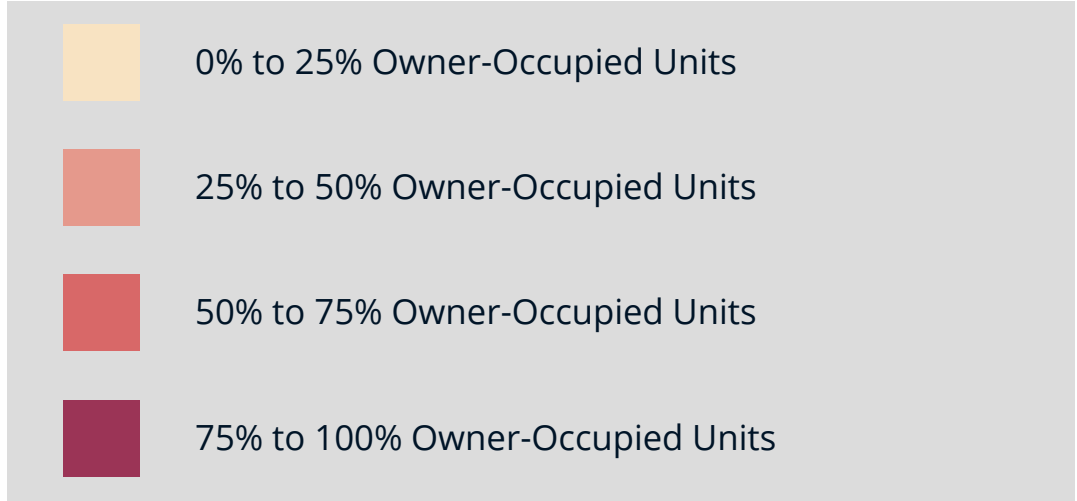
**Greensboro should pursue neighborhood reinvestment in its disinvested communities**, which include many majority black neighborhoods that were historically barred from fair market competition and affordable, quality homeownership. This legacy of disinvestment has created disparate rates of homeownership within these neighborhoods, compared to other parts of the City.

**Reinvesting in these neighborhoods can begin to repair these disparities**, helping strengthen areas to once again have self-sustaining housing markets that provide health- and wealth-building opportunities for residents.

## Homeownership Rate by Census Tract, 2017



**50%**  
Citywide Homeownership Rate, 2017



# NEIGHBORHOOD SELECTION

**How should Greensboro target its housing investments?** The City's limited funds should focus on disinvested areas where there is existing market activity or catalytic public investment.

Examples of catalytic public investment from other cities:



LYNX Light Rail, Charlotte (2007)



Beltline Trail, Atlanta (2005-)



Anacostia Waterfront, DC (2012-)

Catalytic public investment in Greensboro:



Downtown Greenway



Gateway Gardens



Union Square Campus

# NEIGHBORHOOD SELECTION

To determine the ideal areas of reinvestment, neighborhoods were evaluated across four primary areas and a range of quantitative and qualitative metrics. The preceding slides include further details about these metrics, and profiles of the recommended areas for reinvestment.



## CIVIC ENGAGEMENT

Homeowners associations and other civic groups can act as partners and champions for the neighborhood



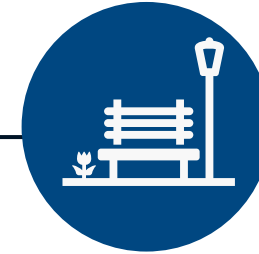
## MARKET ACTIVITY

Focus limited public dollars in areas with private market activity, to help further build momentum and establish a self-sustaining residential market



## QUALITY OF HOUSING STOCK

Homes with desirable floorplans and quality architectural features can become attractive to new buyers



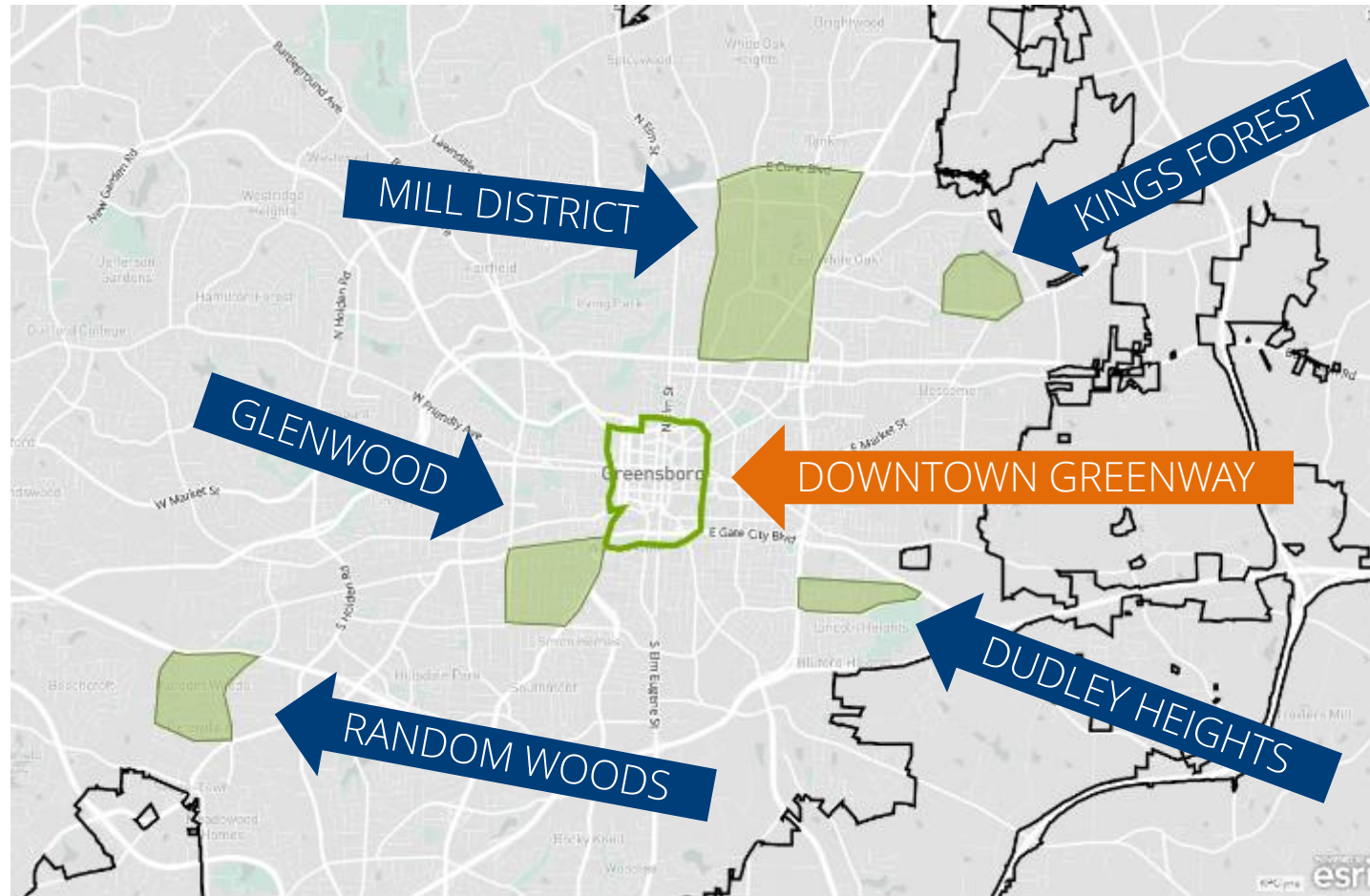
## NEIGHBORHOOD AMENITIES & INVESTMENT

Target areas to complement major public investments, and invest in areas close to amenities that provide further neighborhood appeal



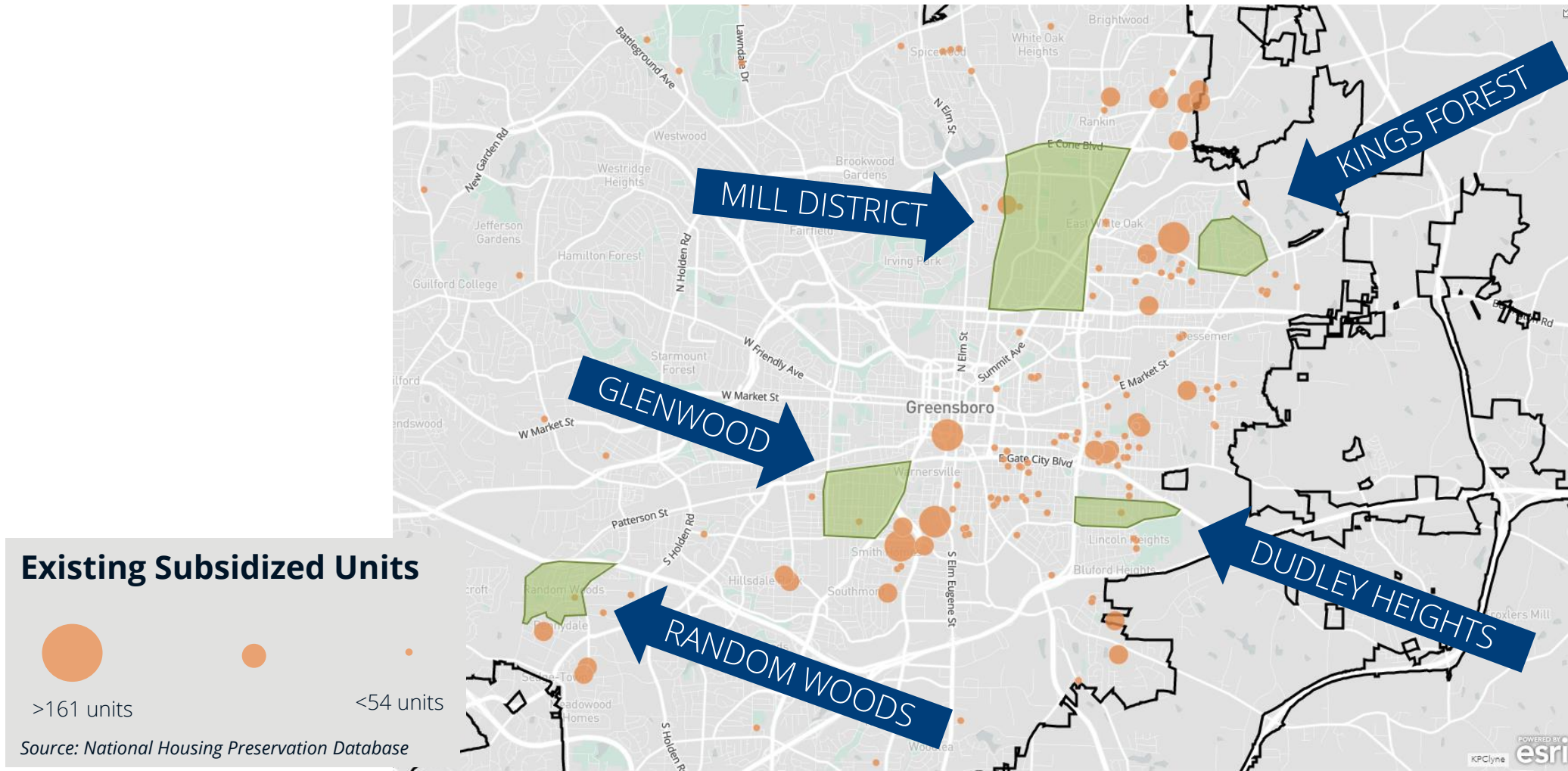
# NEIGHBORHOOD SELECTION

Based on conversations with the City and analysis of the aforementioned metrics, the following neighborhoods were identified as **potential candidate areas for reinvestment**.




# NEIGHBORHOOD SELECTION


The neighborhoods recommended as potential candidate areas for reinvestment are proximate to existing subsidized rental housing, but do not contain large concentrations of subsidized housing. Supporting public investments in these candidate areas will **expand the supply of quality, affordable homeownership units available to residents.**



# NEIGHBORHOOD SELECTION

These potential target areas were assessed across a range of quantitative and qualitative metrics, summarized below.

 <b>GENERAL STATISTICS</b>						
Metric	Dudley Heights	Glenwood	Kings Forest	Mill District*	Random Woods	Citywide
<b>Total Housing Units</b>	1,303	1,437	1,677	3,491	1,497	129,162
<b>% People of Color</b>	100%	59%	99%	70%	56%	56%
<b>Mortgage Approval Rate</b>	75%	70%	63%	59%	72%	72%
<b>Share of Conventional Mortgages</b>	86%	91%	73%	77%	85%	84%
<b>Share of Home Improvement Mortgages</b>	80%	0%	40%	13%	0%	41%

 <b>CIVIC ENGAGEMENT</b>						
Metric	Dudley Heights	Glenwood	Kings Forest	Mill District*	Random Woods	Citywide
<b>Homeownership Rate</b>	61%	49%	71%	39%	51%	50%
<b>Active Neighborhood Organization?***</b>	Yes	Yes	Yes	Yes	--	--

\*Data points were aggregated to the Census tract level. For the Mill District, which falls across two different Census tracts, numbers were averaged or totaled.

\*\*Redfin collects home sales data for the Past 3 Years and Past Year time frames, and may not capture all home sales in a given year.

\*\*\*Given the lack of uniform sources to measure activity of neighborhood organizations, there may be unreferenced organizations that are also active.

Source: ACS Estimates (2010 and 2017), Redfin, City of Greensboro, Home Mortgage Disclosure Act

# NEIGHBORHOOD SELECTION

These potential target areas were assessed across a range of quantitative and qualitative metrics, summarized below.

 <b>MARKET ACTIVITY</b>						
Metric	Dudley Heights	Glenwood	Kings Forest	Mill District*	Random Woods	Citywide
<b>Total Building Permits and Share of Housing Stock, 2018</b>	36 3% of stock	10 1% of stock	26 2% of stock	308 9% of stock	10 1% of stock	3,433
<b>Increase in Home Sales, 2016 vs. 2018**</b>	12	8	19	122	23	2,980
<b>Growth in Home Sales, 2016 vs. 2018**</b>	133%	67%	127%	236%	144%	145%
<b>Average Sales Price, 2018**</b>	\$63,880	\$78,125	\$97,143	\$119,728	\$116,990	\$222,719
<b>Growth in Sales Price, 2016 vs. 2018**</b>	33%	33%	41%	32%	39%	16%
<b>Change in Owner-Occupied Units, 2010-2017</b>	(38)	93	(101)	7	44	(1,819)

\*Data points were aggregated to the Census tract level. For the Mill District, which falls across two different Census tracts, numbers were averaged or totaled.

\*\*Redfin collects home sales data for the Past 3 Years and Past Year time frames, and may not capture all home sales in a given year.

Source: ACS Estimates (2010 and 2017), Redfin, City of Greensboro

# NEIGHBORHOOD SELECTION

These potential target areas were assessed across a range of quantitative and qualitative metrics, summarized below.

Metric	 <b>QUALITY OF HOUSING STOCK</b>					
	Dudley Heights	Glenwood	Kings Forest	Mill District*	Random Woods	Citywide
<b>Average SF Per Unit</b>	1,050 SF	1,000 SF	1,350 SF	1,000 SF	1,350 SF	---
<b>Average Year Built</b>	1967	1946	1973	1955	1970	---
<b>Share of 2-BR, 1-BA Homes</b>	30%	33%	2%	35%	6%	---
<b>Share of 3-BR Homes</b>	35%	55%	90%	55%	81%	---
<b>Vacancy Rate</b>	19%	20%	16%	13%	14%	11%
<b>Housing Code Enforcement Cases and Share of Total Cases, 2011-Present</b>	74 4% of total	173 9% of total	63 3% of total	33 2% of total	7 0% of total	1,990
<b>Impacted by Tornado?</b>	Yes	--	Yes	--	--	--

\*Data points were aggregated to the Census tract level. For the Mill District, which falls across two different Census tracts, numbers were averaged or totaled.

Source: ACS Estimates (2010 and 2017), City of Greensboro

Affordable Housing Glossary

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Preservation Fund Case Studies

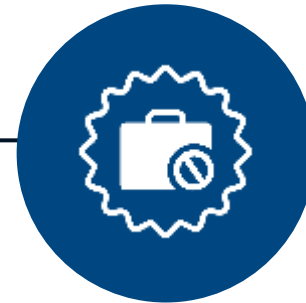
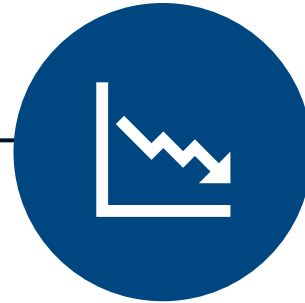
Neighborhood Selection

**Areas of Opportunity**

Letters of Support

# AREAS OF OPPORTUNITY

To identify areas of opportunity in Greensboro, HR&A assessed Guilford County across the following metrics at a Census tract level, following a methodology similar to HUD's Housing Choice Opportunity Index. The HUD index is designed to help Housing Choice Voucher holders identify neighborhoods with improved housing and neighborhood conditions, including low poverty rates, low density of subsidized housing, strong economic health, and educational opportunities.



## HOMEOWNERSHIP

% Homeowners, 2017

## HOUSING VACANCY

% Vacant Housing Units, 2017

## POVERTY

% Population with Income Below Poverty Line, 2017

## UNEMPLOYMENT

% Population 25 and Above Unemployed, 2017

## SCHOOL QUALITY

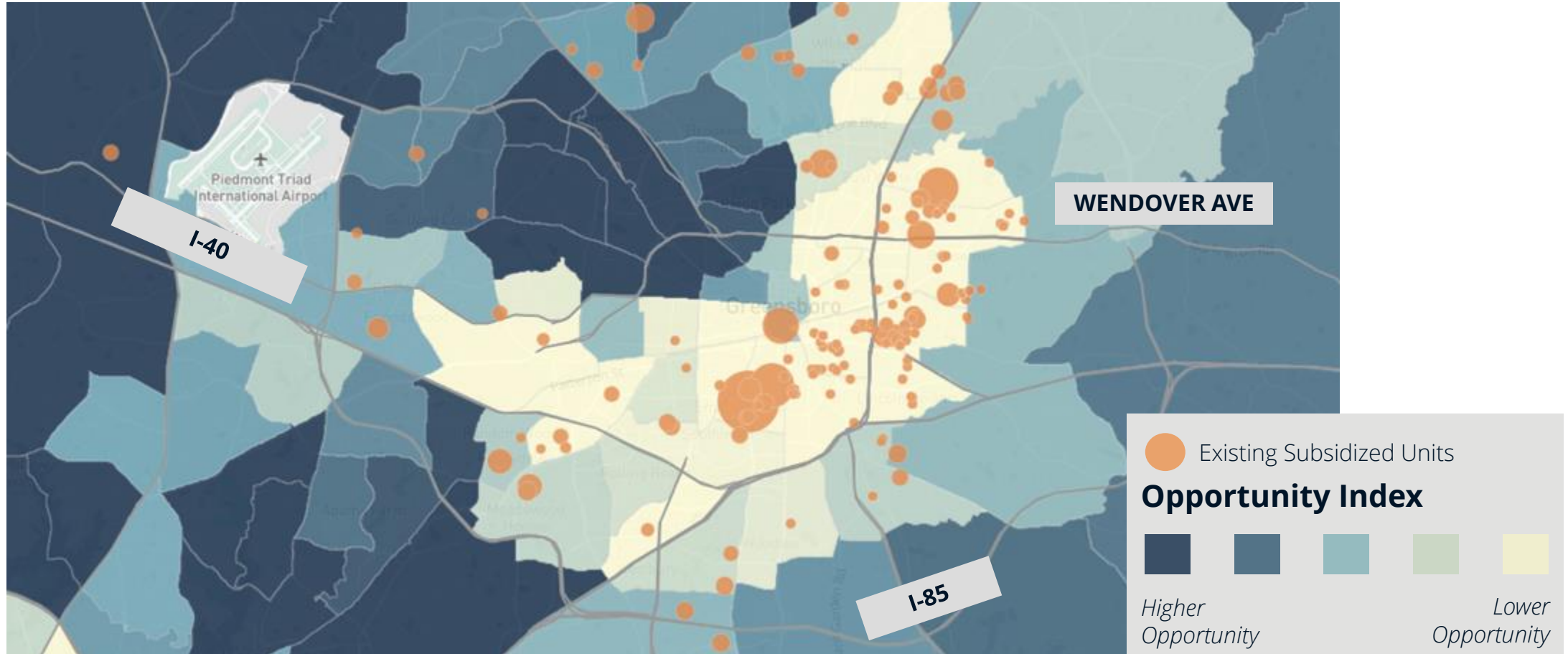
Guilford County Performance Composite, 2019

Tracts were ranked across each of the five variables, and scores were compiled to determine overall ranking.

Tracts in the top quartile of overall rankings were identified as areas of opportunity.

# AREAS OF OPPORTUNITY

**Why does access to opportunity matter?** Place matters, and where you live shapes your future. Having access to quality jobs, schools and transit are all factors that shape people's ability to move out of poverty and create upward mobility for themselves and their children. Areas of concentrated poverty typically have low access to transit and jobs, and poor schools, leading to disparate life outcomes. Locating housing in areas of opportunity empowers families towards future success and helps break cycles of poverty. As is the case in many cities across the country, Greensboro's existing stock of affordable housing is concentrated in areas that do not provide residents with high access to opportunity.

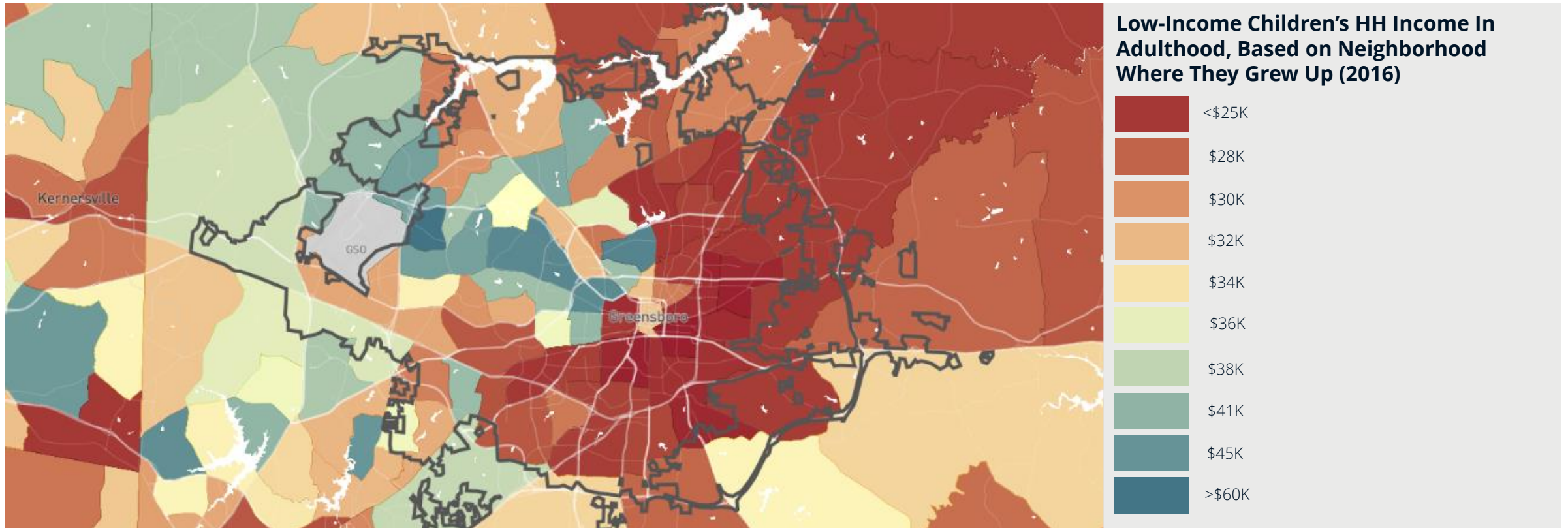


Source: National Housing Preservation Database, Opportunity Atlas, HR&A Analysis



# AREAS OF OPPORTUNITY

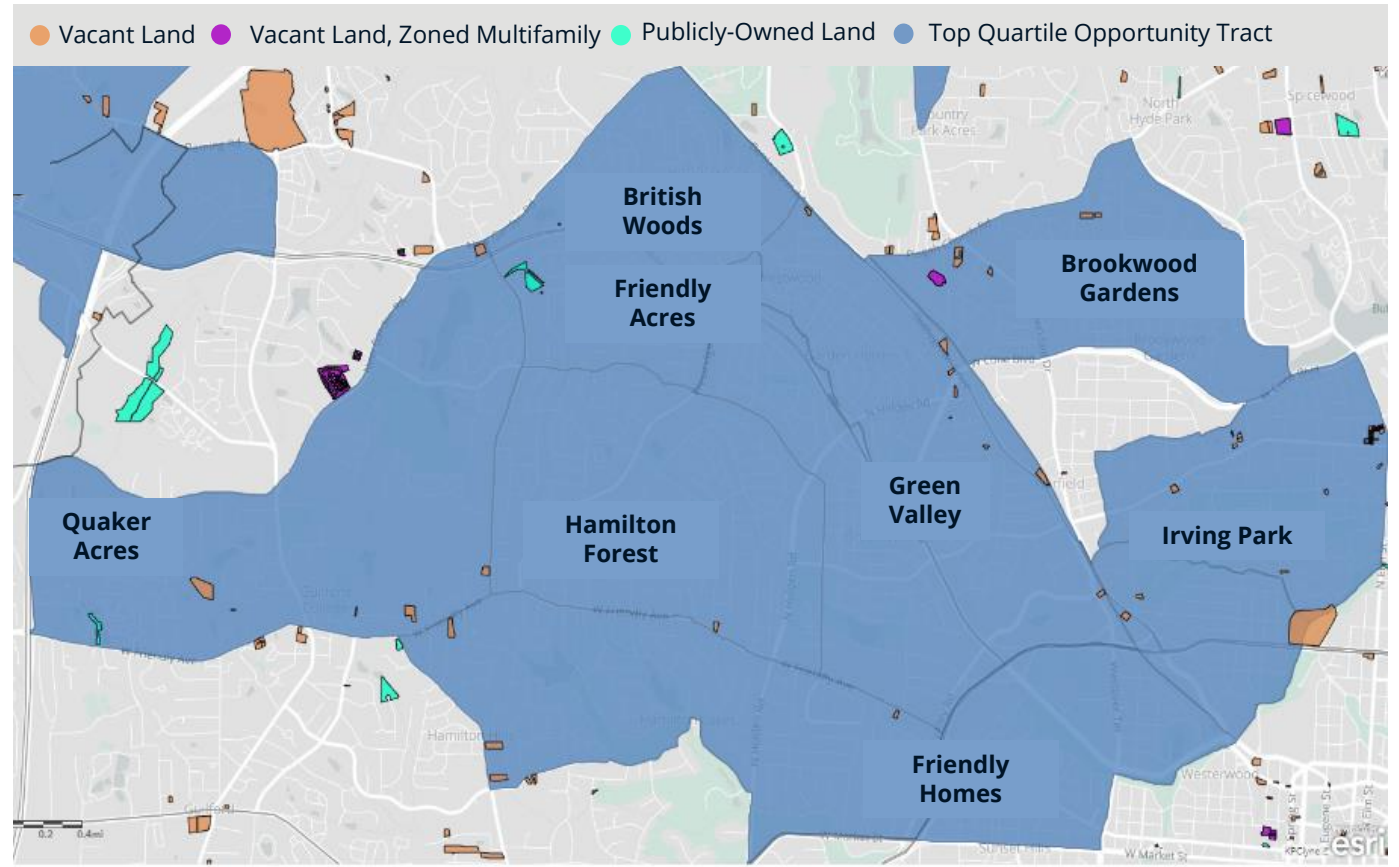
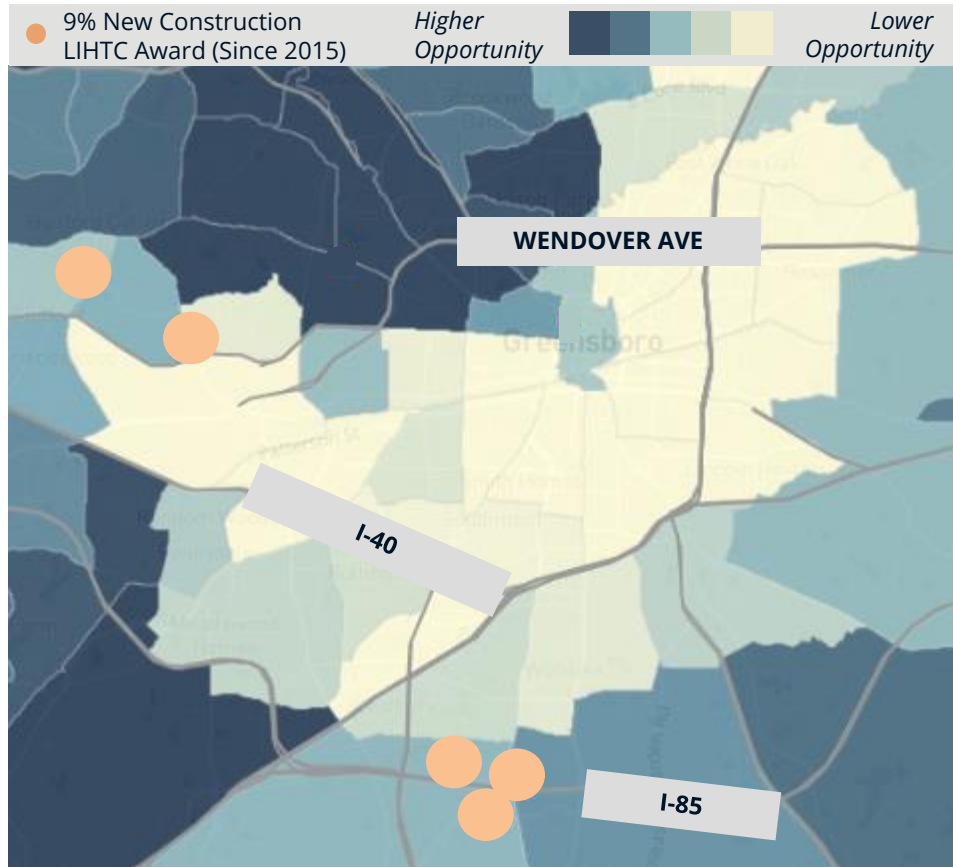
**Why does access to opportunity matter in Greensboro?** Many neighborhoods in Greensboro have a negative impact on the future income mobility of children born into low-income families. Of the 100 largest metro areas in the U.S., Greensboro ranks 98 out of 100 in terms of the causal effects of childhood location on household income in adulthood, compared to the U.S. average, meaning that low-income children in Greensboro make about 15% less in adulthood than if they grew up in an average place. In addition, there is a growing achievement gap in public education, where low-income children are concentrated in poorly ranked schools. Greensboro ranks 72 out of 100 on the Education Equality Index, which measures where children from low-income communities are most likely to attend schools with small or no achievement gaps. Given these well-documented, adverse impacts, Greensboro should work to locate new affordable housing in areas of opportunity to support equitable outcomes for lower-income families and increase access to resources for success.



Source: Equality of Opportunity Index, Opportunity Atlas, Education Equality Index, Guilford County Schools

# AREAS OF OPPORTUNITY

**Additional subsidy will be needed to offset the higher land costs in areas of highest opportunity.** Recent 9% LIHTC new construction projects are beginning to locate in mid-tier opportunity areas along the city's edges, which is a promising development. However, land costs in areas of opportunity are on average more than six times higher on a per acre basis than in areas of Greensboro in which subsidized housing has historically been built. Acquiring a 3.5-acre site, the typical size for a 9% LIHTC new construction project, in an area of opportunity could require an average of \$2.5 million in additional subsidy. Greensboro should explore publicly owned sites in and near areas of high opportunity to identify appropriate parcels for developers to target future affordable development. The City can also consider offering additional subsidy to developers interested in developing affordable units in these areas.



Source: City of Greensboro, HUD, Opportunity Atlas, Real Capital Analytics, NCHFA, City of Greensboro, HR&A Analysis

Affordable Housing Glossary

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**Letters of Support**

# LETTER OF SUPPORT – COMMUNITY FOUNDATION OF GREATER GREENSBORO



September 18, 2020

City Council  
City of Greensboro  
P.O. Box 3136  
Greensboro, NC 27402

Dear Council:

On behalf of the Community Foundation's Housing Committee, I am writing to express our support for adopting the Housing GSO 10-year plan commissioned by the City of Greensboro. We believe this plan addresses the needs of many of the cost-burdened households in our community and we stand ready to partner in the plan's implementation.

We believe that this plan positions our community to address critical needs, sets forth pathways to leverage public and private resources to improve and increase our housing stock, and provides ways for community partners to better align and connect. The vision and direction set forth in this plan is strong, and now we urge the City not only to adopt the plan but to ensure that it is fully implemented.

Over the years, the Community Foundation has partnered with the City on various housing efforts, including:

- Building Stronger Neighborhoods (2001-present)
- Greensboro Neighborhood Summit Planning (2019-present)
- Emergency Tenant Assistance Partnership Fund (2015-present)

- Co-funding affordable housing developments and agencies/nonprofits (ongoing since 1990s)
- Storm Recovery Alliance (2018-19)
- Housing Our Community Task Force and Report (2017-18)
- Co-sponsoring the City's Community Listening Sessions on Housing Issues (2016)
- Development of the facility for the Interactive Resource Center (2008-09)

Throughout our long history of working closely on these efforts and others, we know that the City and CFGG have shared values and a vision of all residents having safe, healthy, and affordable housing. As such, the Community Foundation's housing initiatives closely align with the goals of this plan and we look forward to making progress together. During these challenging times, the ongoing pandemic has truly demonstrated the importance of the role of housing in public health for all.

Warm Regards,

A handwritten signature in blue ink, appearing to read "Bob Powell".

Bob Powell - Chair, Housing Committee and CFGG Board of Directors  
Community Foundation of Greater Greensboro

CC: Anita Bachmann, Board Chair  
Walker Sanders, President



# LETTER OF SUPPORT – GREENSBORO HOUSING COALITION

October 12, 2020

City Council  
City of Greensboro  
P.O. Box 3136  
Greensboro, NC 27402



**the advocate for fair, safe,  
affordable housing**

[www.gsohc.org](http://www.gsohc.org)

Dear Council,

On behalf of the Greensboro Housing Coalition (GHC), I am writing to express our support for adoption of the Housing Greensboro 10-year plan. The primary goals of the plan align with community priorities and the Greensboro Housing Coalition's mission for advocating for affordable housing and long-term solutions for our most critical housing needs.

Greensboro residents are in need of decent and affordable housing, and neighborhood reinvestment is key to increasing the supply of quality housing. Working towards long-term solutions includes expanding access to opportunities for homeownership and supportive housing. The Housing GSO 10-year plan creates those opportunities and addresses major challenges in Greensboro's housing market.

GHC has been a strong supportive partner with the City on various housing efforts through the years of its existence and we support the GSO Housing 10-year plan. We look forward to working together to ensure successful implementation of its ambitious goals.

Sincerely,

A handwritten signature in blue ink that reads 'Josie Williams'.

Josie Williams  
Executive Director

HR&A Advisors, Inc.

# LETTER OF SUPPORT – HOUSING CONSULTANTS GROUP

October 13, 2020



To: Stan Wilson, Director, City of Greensboro Neighborhood Development Department

From: Sofia S. Crisp, Executive Director, Housing Consultants Group

On behalf of HCG, I would like to offer our full support of the 10-Year Affordable Housing Plan. I think the Consultants captured the activities needed and the partners in the community best suited to make the outcomes occur. As a stakeholder the areas of focus in the Plan align with the work HCG provides to the community. We look forward to partnering with the City.

Regards,

*Sofia S. Crisp*

Sofia S. Crisp

# LETTER OF SUPPORT – INVEST HEALTH GREENSBORO

October 19, 2020

Dear Mayor Vaughan, members of the Greensboro City Council, and Mr. Parrish,

Several years ago, we formed a team called *Invest Health Greensboro*<sup>1</sup> to learn more about the influence of housing affordability and conditions on the health and well-being of Greensboro residents. With the support of national funders like the Robert Wood Johnson Foundation, our local leaders joined 50 teams from across the country to investigate how **communities working together** can increase the availability of affordable, safe and healthy housing. We are driven by a deep community need for healthy homes and a belief that **upstream investment in housing will prevent pain and suffering and reduce preventable healthcare costs.**

Through our *Invest Health* work, we have seen evidence of this throughout the country and in our own community. Research by UNC Greensboro and the Greensboro Housing Coalition estimated an 80% reduction in healthcare costs for families with children with asthma who receive housing assessments and modest home modifications to improve indoor air quality. Recent analysis by Cone Health of multi-family renovations in east Greensboro show a sharp drop in the need for respiratory-related trips to the Emergency Department and hospitalizations after renovations began. **Healthy homes make a difference for individuals, families and communities.**

We have more work to do, as a community, to improve the housing, health and well-being of Greensboro residents. In 2019, the Asthma and Allergy Foundation of America<sup>2</sup> ranked Greensboro the third most challenging city in the United States for people with asthma. Our local supply of available affordable housing remains extremely limited, posing a large burden on many families that are currently facing economic hardship due to job loss during this pandemic. **These critical times call for the vision that the City of Greensboro has put forth in its Ten-Year Housing GSO plan.**

**We support the Housing GSO strategic plan and urge its adoption.** We look forward to participating in the implementation groups as shared leadership and will bring resources for accomplishing these urgently needed goals for housing investment necessary for healthy communities, long-term stability, and economic development.

**We want to be a part of realizing this vision and offer our analysis and data, information on solutions from other communities that we have gained through our *Invest Health* national network, and our connections to sources of capital investment in affordable housing.** We look forward to learning more about how we can support the City of Greensboro in the Housing GSO plan for affordable rental development and preservation, neighborhood reinvestment, and supportive housing.

Sincerely,

*Brett Byerly*, Carolina Community Investments

*Brittany Cousins*, Carolina Community Investments

*Kathy Colville*, Cone Health

*Bill Feehan*, Cone Health

*Kenneth Gruber*, UNC Greensboro Center for Housing and Community Studies

*Beth McKee-Huger*, Bishop's Committee on Affordable Housing

*Brooks Ann McKinney*, Cone Health

*Stephen Sills*, UNC Greensboro Center for Housing and Community Studies

*Mac Sims*, East Greensboro NOW

*Josie Williams*, Greensboro Housing Coalition

<sup>1</sup> <https://www.investhealth.org/city-team/greensboro-nc/>

<sup>2</sup> <https://www.aafa.org/asthma-capitals-top-100-cities-ranking/>



# HOUSING GSO

Creating Opportunities to Build A Better Community

Adopted October 20, 2020

