



**City of Durham  
North Carolina**

# **ANNUAL ACTION PLAN**

## **Fiscal Year 2011-2012**

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## **Executive Summary**

### **Purpose**

The Action Plan is a requirement of the Department of Housing and Urban Development (HUD) as a condition of receiving funding under certain federal programs. The goal of the Plan is to extend and strengthen partnerships among the public and private sector to provide decent housing, establish and maintain a suitable living environment and expand opportunities.

### **Background**

The Annual Action Plan describes how the City of Durham intends to invest its Community Development Block Grant (CDBG), HOME Investment Partnership Program (HOME), and Emergency Shelter Grant (ESG) funds during Fiscal Year 2011-2012 which covers the time period of July 1, 2011 through June 30, 2012. It also identifies actions that the City of Durham and other local organizations will pursue to further the strategies and priorities in the Five-Year Consolidated Plan for 2010-2015. Funds received by the City are managed by the City's Department of Community Development (DCD).

In order to be eligible to receive CDBG, HOME, and ESG funds the City must submit a Consolidated Plan to the HUD every five years, and is required to update that plan annually. The Consolidated Plan is an assessment and analysis of local conditions and issues related to housing, homelessness, community development, and economic development. Utilizing a comprehensive outreach and citizen participation process, the Consolidated Plan describes priority needs facing the community and develops strategies to address those needs. The FY 2011-2012 Annual Action Plan represents the second year of the 2010-2015 Five-Year Consolidated Plan.

### **Brief Overview of CDBG Program**

The CDBG Entitlement Program established in 1974 and administered by the HUD provides metropolitan cities and urban counties with funds to assist in achieving their goals of neighborhood revitalization, economic development, improved community facilities, prevention and elimination of slums and assistance to low and moderate-income persons. Low and moderate-income (LMI), as defined by HUD, refers to households earning 80% or less than the area median income, adjusted for family size. The City of Durham has been participating as an entitlement city since this program's inception.

HUD determines the amount of each entitlement grant by a statutory dual formula which uses several objective measures of community needs, including the extent of poverty, population, housing overcrowding, age of housing and population growth lag in relationship to other metropolitan areas.

The primary objective of CDBG is the development of viable urban communities, by providing decent housing and suitable living environments and expanding economic opportunities, principally for persons of low and moderate-income. Consistent with this primary objective, not less than 70 percent of CDBG funds received by the participating jurisdiction (PJ) will be used in accordance with the applicable requirements for activities that benefit persons of low and moderate income. PJs may use up to 20 percent of their annual allocation plus any program income received for eligible and reasonable planning and administrative costs.

CDBG funds can only be used in compliance with the national objectives of the program. PJs must certify that the proposed uses of funds have been developed so as to give maximum feasible priority to activities that will carry out one the following national objectives:

- Benefit to low and moderate-income families;
- Aid in the prevention of elimination of slums and blight;
- Addressing urgent needs.

### **Brief Overview of HOME Program**

The HOME Program was created by the National Affordable Housing Act of 1990 (NAHA), and has been amended several times by subsequent legislation. The intent of the HOME Program is to:

- Provide decent affordable housing to lower-income households;
- Expand the capacity of nonprofit housing providers;
- Strengthen the ability of state and local governments to provide housing, and;
- Leverage private-sector participation.

HOME funds are awarded annually as formula grants to PJs. The eligibility of households for HOME assistance varies with the nature of the funded activity. For rental housing and rental assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20 percent of the units must be occupied by families with incomes that do not exceed 50 percent of the HUD-adjusted median. The incomes of households receiving HUD assistance must not exceed 80 percent of the area median. HOME income limits are published each year by HUD.

PJs must reserve a minimum of 15 percent of their HOME allocation to Community Development Housing Organizations (CHDOs) for affordable housing development.

### **Brief Overview of ESG Program**

The ESG Program is designed to be the first step in a continuum of assistance to prevent homelessness and to enable homeless individuals and families to move toward independent living.

The ESG program was originally established by the Homeless Housing Act of 1986, in response to the growing issue of homelessness among men, women, and children in the United States. In 1987, the ESG program was incorporated into subtitle B of title IV of the Stewart B. McKinney-Vento Homeless Assistance Act.

ESG is a formula-funded program that uses the CDBG formula as the basis for allocating funds to eligible jurisdictions for:

- Rehabilitation or conversion of buildings into homeless shelters;
- Operating expenses;
- Essential services; and
- Homeless prevention activities.

### **Source of Funds**

#### **Available Resources**

The table below shows the anticipated funding the City of Durham expects to receive for the fiscal year 2011-2012 from the HUD.

<b>Fiscal Year 2011-2012 Anticipated Funding</b>	
<b>Source of Funds</b>	<b>Amount</b>
Community Development Block Grant	\$1,947,053
Estimated Program Income	125,000
HOME Investment Partnership Program	1,238,703
Estimated Program Income	240,000
Emergency Shelter Grant Program	84,200
Neighborhood Stabilization 3	950,000
<b>Total</b>	<b>\$4,584,956</b>

In addition to the funds listed above, the City currently anticipates receiving Bond Program Income. Original proceeds from the 1996 Housing Bond Program have been expended. However, the City expects to receive approximately \$500,000 in bond fund repayments in FY 2011-2012. A portion of these funds will be used to support the City Homeownership Assistance Program and to fund activities within the Southside development area.

### Proposed Activities and Projects

The following tables show the summary of activities and associated proposed projects to be undertaken during the fiscal year 2011-2012. More complete details are provided in Appendix A.

<b>Recommended FY 2011-2012 Community Development Block Grant Allocations</b> <i>(includes \$125,000 of projected program income)</i>		
Recipient	Project	Amount
Durham Interfaith Hospitality Network	Case Management	\$40,000
Asbury Temple United Methodist Church	Feed My Sheep	\$50,000
Urban Ministries	Meals for Homeless Community	\$55,000
Durham County	Homeless Initiatives	\$68,000
Habitat for Humanity	Repairs	\$50,000
Durham Community Land Trustees (DCLT)	Rehabilitation	\$25,000
New Beginnings Outreach, CDC	Salem Street Property-Rehabilitation	\$17,197
Neighborhood Improvement Services	Code Enforcement	\$451,170
Department of Community Development	Housing Rehabilitation	\$300,000
Department of Community Development	Urgent Repair	\$100,000
Department of Community Development	Individual Development Account (IDA) Program/Downpayment Assistance	\$50,000
Department of Community Development	Southside Homeownership	\$416,326
Department of Community Development	Volunteer Repair Program	\$50,000
Department of Community Development	Administration	\$399,360
<b>Total</b>		<b>\$2,072,053</b>

<b>Recommended FY 2011-2012 Home Investment Partnership Allocations</b> <i>(includes \$240,000 of projected program income)</i>		
<b>Recipient</b>	<b>Project</b>	<b>Amount</b>
Community Alternatives for Supportive Abodes (CASA)	Acquisition and Rehabilitation	\$253,031
Durham Community Land Trustees (DCLT)	SWCD Housing Rehabilitation	\$75,000
Department of Community Development	Homeownership Program	\$300,000
Department of Community Development	Southside Homeownership	\$714,551
Department of Community Development	Administration	\$136,121
<b>Total</b>		<b>\$1,478,703</b>

<b>FY 2011-2012 Recommended Emergency Shelter Grant Allocations</b>		
<b>Applicant</b>	<b>Project</b>	<b>Amount</b>
Genesis Home, Inc.	Operations	\$20,000
Durham Interfaith Hospitality Network	Operations	\$15,000
Urban Ministries of Durham	Operations	\$21,000
Housing for New Hope	Essential Services	\$24,000
Department of Community Development	Administration	\$4,200
<b>Total</b>		<b>\$84,200</b>

### **Leverage**

Durham intends to use leverage resources through the RFP requirements. In an effort to maximize the effort of federal funds received by the City, all applicants seeking an award of either CDBG, HOME or ESG from the City were required to commit leveraged funds to the given project or program as follows:

- Public Service/Non Construction Projects: \$1 for \$1 match
- Housing Development: \$2 for each \$1 in HOME or CDBG requested
- ESG: \$1 for \$1 match

In addition, the City received as part of the American Recovery and Reinvestment Act (ARRA) of 2009 and the Housing and Economic Recovery Act (HERA) of 2008, \$2,825,000 in Neighborhood Stabilization Program (NSP1), \$789,101 in Homeless Prevention and Rapid Re-Housing Program (HPRP) and \$516,025 in CDBG-R funds for increased leveraging of sources. Although these funds were allocated in FY 2009-10, they continue to affect funding of current year priorities. The CDBG-R funds are used to leverage the City’s acquisition, demolition and clearance and home owner programs. HPRP is focused on housing for homeless and at risk households often leveraging continuum of care funds. NSP 1 funds are used for acquisition, rehabilitation, secondary financing, demolition, and redevelopment activities.

In addition, the City has been recommended to receive \$950,000 in NSP3 funds from the North Carolina Department of Commerce-Community Investment Assistance. These funds will be used as a part of the subordinate financing required for the rental portion of Phase I of the Southside Revitalization Project.

### **Citizen Participation Process**

The purpose of the Citizen Participation Plan is to identify and set forth guidelines that the City of Durham Department of Community Development will follow to ensure that the citizens of Durham are adequately aware of the programs/activities that are financed with entitlement funding from HUD. The City updated its Citizen Participation Plan in April 26, 2010 and it was approved as a part of the Consolidated Plan on May 3, 2010 by City Council. In preparing the Annual Action Plan, the Department of Community Development followed the schedule below:

<b>Citizen Participation Process Schedule</b>	
December 3 & 4, 2010	FY 2011-2012 Application for Federal and General Funding Workshop Advertised in the Herald Sun and Carolina Times
December 14, 2010	Application Workshop and Release of Application
January 7 & 8, 2011	Needs Public Hearing Advertised in the Herald Sun and Carolina Times
January 18, 2011	Public Hearing on Community Development Needs
January 27, 2011	Initial Application Deadline
February 18 & 19, 2011	Notice to Extend Application Deadline advertised in the Herald Sun and Carolina Times

February 25, 2011	Extended Application Deadline
March 23, 2011	Internal Review of Applications by DCD Staff
March 28, 2011	DCD presentation of initial funding recommendations to CAC
April 1 & 2, 2011	Public Hearing on Draft Annual Action Plan Advertised in the Herald Sun and Carolina Times
April 1 – May 2, 2011	Draft Annual Action Plan on Review
April 18, 2011	Public Hearing on Draft Annual Action Plan
May 2, 2011	City Council to adopt Annual Action Plan
My 15, 2011	Submission of Annual Action Plan to HUD

In addition to advertisements published in the Herald Sun and the Carolina Times, a minority owned newspaper; notices were also posted on the Department of Community Development's website and sent to interested persons, various community organizations and nonprofit groups via electronic mailings.

The Citizen Advisory Committee (CAC) is a group of 15 individuals appointed by the City Council (12 appointed) and County Commission ( 3 members appointed) to assist in facilitating citizen participation with CDBG, HOME, and ESG funding. The CAC reviewed and evaluated all applications received for funding for FY 2011-2012 and provided their recommendations to the Department.

The Draft Annual Action Plan was available for public review from April 1, 2011 until May 2, 2011 at the following locations: Department of Community Development located at 807 E. Main Street, Building 2-Suite 200, the Durham County Public (Main) Library, the City Clerk's Offices, and the front desk of City and on-line [www.durhamnc.gov/departments/comdev/](http://www.durhamnc.gov/departments/comdev/).

### **Public Comments**

Public comments are located in Appendix C.

### **Identification of Priority Needs**

As a growing community, the City of Durham is challenged with successfully balancing a diverse array of housing and community development issues. Given the range of competing needs, the community must invest its scarce public resources wisely. Therefore, as a general principle, the City of Durham will attempt to expend public funds in a way that leverages the commitment of private sector support whenever possible. Through the public participation and consultation process, the City of Durham has

identified the community's priorities which will focus on neighborhood revitalization and housing for persons with special needs.

The needs identified in this section were prioritized based on community input, surveys, service provider feedback, assessment of the areas of greatest need, and a review of existing plans and studies that document need. High priority needs have been identified in the Rolling Hills/ Southside area as well as areas in Northeast Central Durham and Southwest Central Durham. Working with a number of public and private partners, the City will expand its efforts to improve the quality of life in the targeted neighborhoods through a plan of reinvestment, revitalization and redevelopment.

Of significant importance in terms of priority need is Northeast Central Durham. The City's efforts to improve the quality of life in this area will continue. This neighborhood, which contains a vast amount of deteriorated housing stock, covers a significant portion of the City. Properties in this area have suffered years of neglect which has resulted in serious disinvestment and decline. The City will continue to build on the accomplishments to date that have resulted through the reinvestment of millions of dollars as a result of a HOPE VI development by the Housing Authority, affordable and market rate housing financed by the North Carolina Housing Finance Agency, and investments made with the City's housing and community development funds. Partners engaged in the ongoing efforts to revitalize the North Central Durham area include: GlaxoSmith Kline, Research Triangle Park Foundation, Duke, University of North Carolina, and North Carolina Central Universities along with Habitat for Humanity, Builders of Hope, the Historic Preservation Foundation of North Carolina, Inc., and others.

Of equal importance in terms of addressing priority need is the Southwest Central area of the City of Durham. The focus for neighborhoods in this area will continue to be on the acquisition and demolition of blighted properties and the creation of new affordable housing options on vacant sites. The City's efforts in this area will be complemented by partnering with Habitat for Humanity, Self-Help, Builders of Hope, and Durham Community Land Trustees. Three of the neighborhoods targeted for revitalization include: Burch Avenue, Lyon's Park, and the West End. Through working with its partners, the City will eliminate vacant and dilapidated properties, increase homeownership, and construct new energy efficient replacement homes for Durham citizens.

Rolling Hills/Southside is the newest priority area of the City that has been targeted for revitalization by the City. The shared vision of the City and its partners is to create a central city housing market that attracts residents of all income levels. A mixed-use, mixed-income community is envisioned that will incorporate a variety of housing types with price points that are appropriate for workforce and market rate housing for rental and homeownership. This area is in a serious state of decline and disinvestment and will be the focus of the City's revitalization efforts for the remaining years defined by this

Consolidated Plan. Redevelopment will be implemented consistent with the Rolling Hills/Southside Redevelopment Plan prepared by McCormack Baron Salazar (MBS) and approved by City Council. This area which encompasses approximately 125 acres and lies between downtown and North Carolina Central University will be targeted for investments that create a “tipping point” that will be a major catalyst for private reinvestment which can reverse the trend of disinvestment and decline.

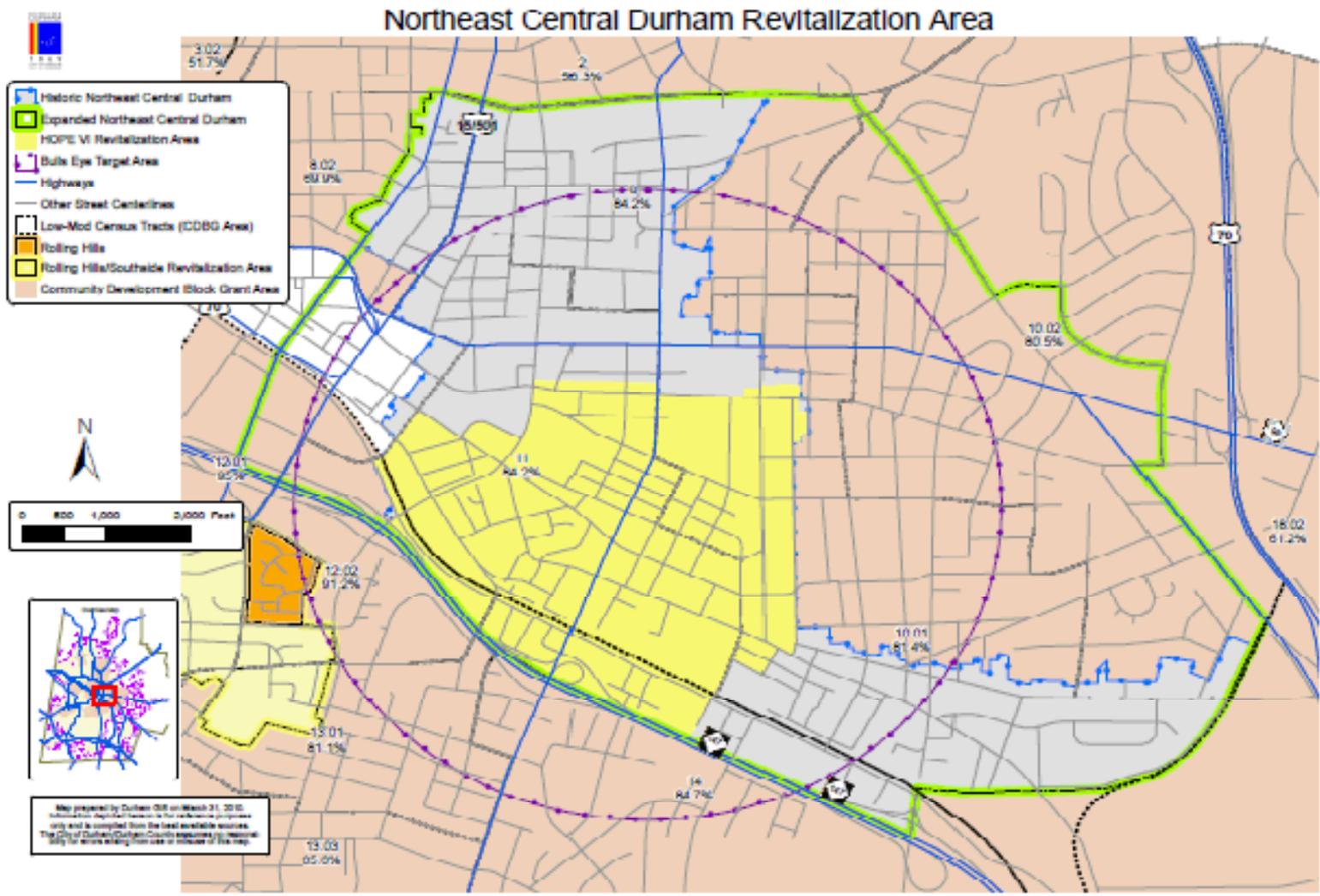
The City will focus on two top priority needs identified in the Five Year Consolidated Plan which are summarized as follows:

- Neighborhood Revitalization
- Housing for Persons with Special Needs

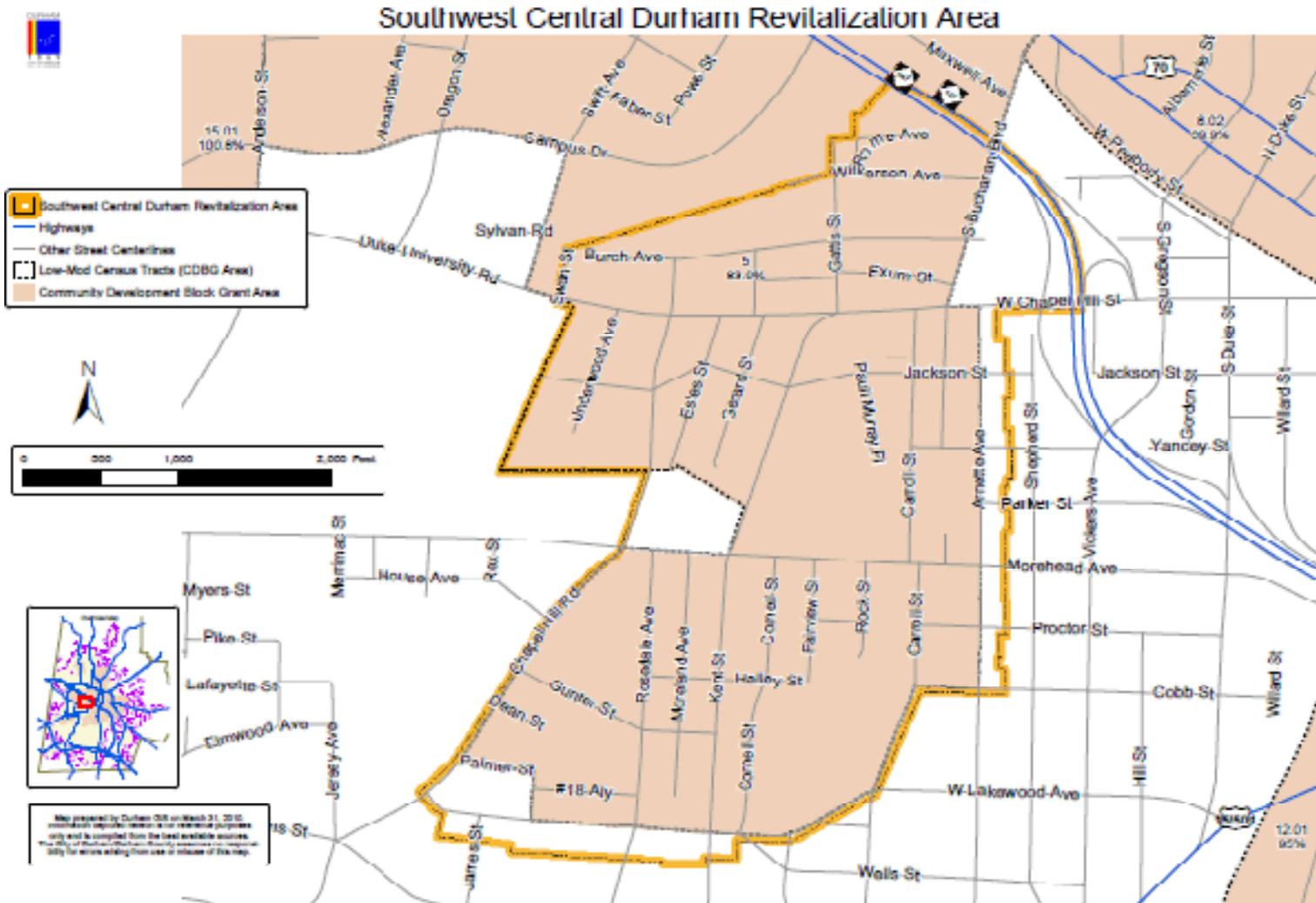
Supporting data documenting Durham’s housing needs comes from a review of HUD’s 2009 CHAS Data sets. Priorities and strategies for neighborhood revitalization are driven by the need to address the housing needs of those who are cost burdened, who lack adequate facilities, who are overcrowded, and who live in dilapidated housing. The needs assessment conducted as a part of the strategic planning process reflects that there is a very large portion of the community’s population who are experiencing housing problems of this nature. Nearly 50% of the 100,830 occupied housing units in Durham face housing burdens. The need for some form of housing assistance for these households ranks as a high priority. Priority will also be given to owner occupied, special needs housing, and homeownership units. The following section addresses priorities and the strategies designed to address them.

#### **Priority A: Neighborhood Revitalization**

Revitalizing and stabilizing communities has always depended on identifying resources, creating partnerships, and mobilizing the capacities and assets of residents and neighborhoods. As has been the case in many of its housing and community programs, the City will continue to work with community groups and stakeholders to develop and implement plans for the revitalization efforts planned for the Rolling Hills/Southside neighborhoods and the ongoing efforts for neighborhood stabilization in Northeast and Southwest Central Durham. Various sources of funding will be sought to continue neighborhood redevelopment efforts. Maps of each neighborhood follow.







## *Strategies*

1. Continue efforts to eliminate blight and increase homeownership in Northeast Central Durham

Northeast Central Durham is a community of challenges faced with issues of crime, deteriorated housing conditions, declining population, and the lack of employment opportunities. It is estimated that nearly 75% of the housing units in the neighborhood are renter occupied and only 25% are owner occupied. The population is comprised of 75% African Americans, 18% Latino, 6% White, and 1% other. The City will continue to vigorously pursue code enforcement efforts, address environmental issues, eliminate blighted conditions, and demolition of dilapidated properties. Continued efforts will be made to stabilize and revitalize this area of the City by targeting resources and mobilizing partners.

2. Continue efforts to eliminate blight and increase homeownership in Southwest Central Durham

Efforts to revitalize and stabilize Southwest Central Durham will be similar to those for Northeast Central Durham. The Department of Community Development will work aggressively to ensure that every citizen has access to adequate, safe and affordable housing by reducing the number of substandard and unsafe structures, increasing the number of homeowners. With assistance from partner organizations that include Self-Help, Habitat for Humanity, Builders of Hope, Durham Community Land Trustees, and others the City will provide additional rental and homeownership opportunities. Homeowner Rehabilitation will be used to support revitalization and neighborhood stabilization efforts. Land banking options can be explored for this neighborhood as well as Northeast Central Durham.

3. Implement strategic and focused investments in Rolling Hills/Southside to reverse disinvestment and create a sustainable mixed income community

The Rolling Hills/Southside area encompasses nearly 125 acres and contains concentrations of vacant houses and a homeownership rate as low as 13%. The vacancy rate continues to increase and the rate of homeownership has spiraled. Mc Cormack, Baron, and Salazar's revitalization plan calls for targeted and strategic investments by the public sector which will help create the "tipping point" for private investment. The Plan's authors describe the "Tipping point" as being the point in the real estate market where private investment becomes economically viable without significant public subsidy.

Smart growth, higher density strategies will be used to create a mixed-use and mixed income community. Along with the development of rental and homeownership affordable housing options, the City is exploring a number of project funding sources and options that include: equity from the sale of tax credits, financing from the North Carolina Housing Finance Agency, conventional mortgages, and subsidies. New sources of funding are sought for this initiative which will allow continued funding support for other targeted areas. The City may use housing entitlement funds to borrow against future entitlement amounts along with housing bond funds to start the initial phase of development in an effort to achieve the “tipping point”.

The City’s goal is to stabilize and revitalize neighborhoods for existing homeowners in neighborhoods and communities throughout the city while simultaneously increasing opportunities for homeownership through rehabilitation and/or new construction. This goal is specifically targeted to existing homeowners and first-time homebuyers since the City of Durham believes that homeownership is an effective way to sustain and preserve neighborhoods.

4. Continue efforts to eliminate blight and increase homeownership in NECD and SWCD. Reducing home energy bills in NECD and SWCD is one important element in making home ownership in these neighborhoods more accessible and sustainable.
5. Strategic and focused investments in Rolling Hills/Southside to reverse disinvestment and create a sustainable mixed income community

### **Priority B: Housing for Persons with Special Needs**

Addressing the needs of populations with special needs continues to be a goal for the City. Recognizing the complexity of housing needs of the elderly, persons with disabilities and substance abuse problems, homeless individuals and families, and persons with HIV/AIDS; the City will continue its efforts to coordinate and aid in the delivery of adequate and affordable housing with services to adequately address their needs.

## *Strategies*

1. Coordinate with institutional partners to increase the supply of permanent housing for persons with special needs.

The City will lend support through ESG, CDBD and/or HOME CHDO funds. All projects will be reviewed for consistency with the Consolidated Plan and the City's continued support will be given to Durham's Continuum of Care.

2. Enhanced coordination among service providers to ensure ongoing case management and effective management information systems.

The City will support the Continuum's efforts to improve the HMIS tracking system and work with service providers to make sure that documentation and recordkeeping requirements are met.

## **Affordable Housing and Neighborhood Revitalization**

### Resources to Support Revitalization Efforts

The City will use a number of funding sources to support neighborhood revitalization activities in Southwest Central Durham, Northeast Central Durham, and Rolling Hills/Southside. Among those under consideration are the following:

- HOME
- Community Development Block Grant
- Community Development Block Grant Recovery
- Section 108
- Emergency Shelter Grant funds
- Community Development Program Income
- Bond Financing
- Neighborhood Stabilization Program funds
- Tax Credits
- North Carolina Housing Finance Agency funds
- City of Durham General funds

### Neighborhood Revitalization Strategy Area (NRSA)

The NRSA is a program created by HUD to revitalize and stimulate growth in low income most distressed neighborhoods. Communities with approved NRSA's are offered enhanced flexibility in undertaking economic development, housing, and public service activities with CDBG funds. In FY 2011-12, the City plans to seek a NRSA designation for the Southside neighborhood. The proposed NRSA would encompass census tracts 12.01, 12.02 and 13.02 (Block Group 2). The NRSA boundaries of the Southside are

somewhat smaller than the existing census block boundaries. The proposed NRSA, which covers about 125 acres, is located south of the Durham Freeway.

### Section 108 Loan

The Section 108 Program is a loan guarantee which enables grantees to borrow up to five times their annual CDBG allocation. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. In FY 2011-12, the plans to apply for a Section 108 Loan which would be used for site preparation and infrastructure improvements for the Southside development.

## **Housing Programs and Code Enforcement**

### Housing Rehabilitation Program

This activity provides priority assistance under two distinct programs. CDBG totaling \$300,000 for this activity will allow for the rehabilitation of approximately 5-6 homes.

- Elderly and Disabled Housing Rehabilitation Program. Deferred, forgivable loan amortized for up to 10 years for elderly and disabled owner-occupants located throughout the city whose income is at or below 50% of the area median to address a housing unit that has at least three severe conditions. The maximum amount per unit is \$35,000 except for houses that meet prescribed special conditions.
- Owner-occupant Housing Rehabilitation Program. To encourage the preservation and renovation of the City's housing stock, the City offers owner-occupants whose income is at or below 80% of the median assistance up to \$50,000 in the form of a repayable 2% loan amortized for up to 20 years. At completion of the rehab, the unit must have a remaining useful life of not less than 30 years. All loans must be affordable to the occupant and are underwritten by the City. The Section 8 income definition will be utilized with Homeowner Rehabilitation Program.

### Urgent Repair Program

This program serves elderly or disabled owner-occupants with incomes at or below 50% of the area median. Improvements are limited to conditions which pose an imminent threat to the health or safety of the occupants or which limit accessibility to the unit. Assistance is in the form of a grant not to exceed \$7,500. CDBG funds in the amount of \$ 100,000 will allow for the repair of approximately 12 homes.

### Homebuyer's Purchase Assistance Program

This program provides second mortgage financing at 2% amortized over thirty years, payable in monthly installments, to income eligible low to moderate-income. The Census Long Form income definition will be utilized with all city homeownership mortgage loan programs.

### **Code Enforcement**

The Department of Community Development partners with the Code Enforcement Division of the Department of Neighborhood Improvement Services to assist with its priority to revitalize and to stabilize neighborhoods by addressing blight, nuisances and maintaining a clean environment in low-income neighborhoods. Specifically, Code Enforcement works to reduce substandard housing and unsafe structures, to decrease the number of individuals residing in substandard housing, to decrease the number of abandoned, junked and hazardous vehicles, and to decrease the number of trash/debris/weedy lots located within the City. In accordance with CDBG regulations, the City will use \$451,170 in CDBG funds to support code enforcement efforts to promote and to maintain a safe and healthy living and working environment in low-income neighborhoods.

### **Homeless and Special Needs**

City and County leaders, as well as some providers, have been discussing how both the CoC and the TYP can be improved to provide maximum services in assisting homeless providers as well as ending chronic homelessness in Durham. The results of these discussions are that both the City and the County have endorsed a course of action that would move the CoC from the DAHC to the City, as well as other related functions that would meet some recommendations of the Federal Strategic Plan to End and Prevent Homelessness - *Opening Doors*. Other aspects of *Opening Doors* would be transferred to the Durham Center and the County Department of Social Services.

Special needs populations include the elderly, frail elderly, persons with disabilities and persons with HIV/AIDS. The City addresses these populations with the development of affordable rental properties for the elderly and disabled. In addition, the City will continue to use its ESG allocation and HPRP funding to support the needs of this population.

### **Fair Housing**

Sections 104(b)(2) and 106(d)(5) of the Housing and Community Development Act of 1974 as amended, specifically require that the City certify that it will affirmatively further fair housing. Congress reiterated this affirmative obligation in the National Affordable Housing Act of 1990 (NAHA). The City of Durham will continue its efforts to promote a wide range of housing choices in ways that do not discriminate against protected classes. The City emphasizes the fact that all citizens will have equal access to housing opportunities. Specifically, the City's objective is to promote the ability of

persons, regardless of race, color, religion, sex, handicap, familial status, or national origin, of similar income levels to have the same housing choices available to them. The City's Human Relations Department administers the City's Fair Housing Ordinance. The Fair Housing Ordinance of the City of Durham is equivalent to federal civil rights law. This enables the Department to contract with the HD and as a result receive funding for processing housing complaints and conducting education and outreach.

The City plans to pursue the following strategies to insure that all citizens have a full range of housing opportunities:

- Assist in providing training for realtors, property managers, landlords, and tenants.
- Continue efforts to coordinate with the City Human Relations Department to ensure that all fair housing complaints are received and appropriately addressed.
- Continue to disseminate fair housing information to the public and advise on ways to improve equal access to housing and other services.

The City of Durham anticipates updating its Analysis of Impediments to Fair Housing by the end of October 2011. The City will immediately work to implement its recommendations, wherever reasonable, in an effort to insure that no citizen is discriminated against and that all citizens are given an opportunity to access housing of their choice in areas they desire to live in.

### **Barriers to Affordable Housing**

The City of Durham has made efforts to identify barriers to the development of affordable housing. The City currently encourages the development of affordable housing by including density bonuses for developers.<sup>1 1</sup> The consolidated plan discusses key issues related to barriers to affordable housing such as federal resources and policies, the gap between housing cost and income, local development regulations, so called "Not in My Back Yard" (NIMBY) opposition, and education. While few potential barriers are within the City's control to directly reverse, the City is dedicated to using its resources to counteract the negative effects of such external factors.

The objective is to significantly reduce and eliminate barriers to the development of affordable housing. The City expects to continue the following strategies over course of the Five Year Consolidated Plan:

- Address the financial barriers faced by many low- and moderate-income families by providing HOME and/or CDBG funding for homeownership, renovation, revitalization, programs

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<sup>1 1</sup> [www.huduser.org/rbc](http://www.huduser.org/rbc) Regulatory Barriers Clearinghouse

- Raise awareness about barriers to affordable housing development through a variety of methods, and implement policy changes that would make affordable housing development less challenging.
- Examine best practices on HUD's Regulatory Barriers Clearinghouse and determine applicability for Durham.

By undertaking the initiatives previously described in this section, the City will address a number of the barriers to affordable housing that currently challenge them.

### **Lead-Based Paint Hazards**

The hazards associated with lead-based paint are a greater concern for low-income families who live in dilapidated housing and who often do not have the financial resources to make their homes lead-safe. To address this concern the City has developed the following strategy for reducing lead-based paint hazards.

The objective is to increase the number of homes that are made lead-safe and reduce the number of child lead poisoning cases in the City of Durham through a program that addresses all types of environmental hazards in low income housing.

The City will ensure compliance with environmental regulations by conducting the following activities:

- Insuring that the construction staff is knowledgeable about the requirements concerning lead based paint as it pertains to all federal housing programs
- Distributing information on lead-based paint hazards to all households that participate in the City's housing programs
- Conducting lead-based paint inspections and assessments as necessary
- Implementing environmental control or abatement measures (lead-based paint and asbestos) as required in all federally funded projects
- Leveraging existing local funding in order to increase the total funds available to control and abate environmental hazards

The proposed accomplishments include the following:

- Full compliance with all applicable lead-based paint regulations
- Control or abate , to the extent feasible, all lead-based paint hazards in all housing rehabilitated with federal funds
- Reduction in the number of incidences of elevated blood lead levels in children

### **Institutional Structure and Coordination of Resources**

The City of Durham has an effective working relationship with many community partners in the implementation of its housing and community development programs. The City's

neighborhood revitalization strategies require the leveraging of resources from all areas of the community. This process of community involvement helps to strengthen the existing partnerships with housing, community development, and social service providers. These partnerships are important for several reasons, including the ability to gain new insight into problem solving, to build upon successful efforts and to leverage scarce resources.

By continuing to strengthen the network of residents, faith based organizations, service providers, lenders, for-profit and nonprofit developers, state and federal agencies the City of Durham will achieve the goals included in the consolidated plan. One strategy that will be examined is providing development and resource enhancement training and support for local non-profits with a particular emphasis to reach out to corporations located in the Research Triangle. This is particularly important as a significant percentage of the current entitlements will be devoted to the revitalization of Rolling Hills and Southside. Non-profits and other partners that operate on a larger citywide basis will need to shift some of their utilization of City funding to philanthropic sources. Each partner plays a vital role in the implementation of the housing and community development efforts.

Each partner brings a unique perspective, level of expertise, experience, and resources that will enable the City to accomplish its mission and achieve its goals for community revitalization and neighborhood stabilization. Communication and coordination are key aspects of a healthy institutional structure and the City will continue to prioritize building and maintaining its relationship with public institutions and private organizations. These elements are key to the successful implementation of the City's housing and community revitalization strategy and in meeting the needs and priorities of neighborhoods and communities throughout the City of Durham.

### *Public Sector*

#### **Durham**

The agency responsible for housing and community development activities is the Community Development Department of the City of Durham. Included among an extensive list of community partners, stakeholders and collaborators are the following:

- County of Durham
- Durham Housing Authority
- North Carolina Housing Finance Development Agency
- Durham Continuum of Care
- North Carolina Central University
- Duke University
- UNC Chapel Hill
- Health Department
- Department of Social Services

- U. S. Department of Justice
- Durham Human Relations Commission

### **County of Durham**

The City of Durham is a direct recipient of HOME and CDBG funds from HUD. As such, the City has been aggressively involved in neighborhood revitalization and housing efforts since 1975. Working with the City of Durham, the County will continue to support the coordination of housing and community development efforts as practical during the five-year period of this consolidated plan.

### **Durham Housing Authority (DHA)**

The DHA is an autonomous, nonprofit public housing agency. The housing authority addresses the need of housing for low- and moderate-income persons through conventional public housing, leased housing (Section 8) and other initiatives. The DHA is working closely with the City to better utilize programs and resources to increase housing options and to appropriately target housing to those in need within the community.

### **For Profit and Non Profit Partners**

Many organizations develop and manage affordable housing and/or provide housing related services to lower income households. While many agencies and organizations are involved in providing affordable housing opportunities, some of the more prominent organizations include the following:

- Triangle Alliance to End Homelessness
- Durham Affordable Housing Coalition
- Local Lenders
- McCormack Baron Salazar Inc.
- Habitat for Humanity
- Community Alternatives for Support Abodes
- Urban Ministries of Durham
- Durham Interfaith Hospitality Network
- Volunteers of America of the Carolinas
- Builders of Hope
- Self Help
- Triangle Residential Options for Substance Abuse
- DHIC
- Durham Community Land Trustees, Inc.
- Genesis Homes Incorporated
- Housing for New Hope
- Durham Crisis Response Center

- Woodlands Associates
- Historic Preservation

Each partner plays a critical role in the operation of the housing and community development system and brings a unique perspective and expertise to approaching community stabilization and revitalization. Communication and coordination are key aspects of a healthy institutional structure. These elements are also essential to the successful implementation of the county's housing and community revitalization strategy.

### **Coordination**

The City works very well with its partners to address the gaps in the housing delivery system. Efforts are made to integrate and coordinate that among housing community development and social service providers. The City works very closely with the county and key governmental departments in carrying out the community development strategies. Within City government the Community Development Staff must work closely with the following Departments: Engineering, Planning and Zoning, Parks and Recreation, Police, Public Works, and Fire.

To overcome any gaps in the delivery system, the City will continue to provide opportunities for public, private, governmental and faith based organizations to come together to share information, advocate for issues of concern, leverage resources and address the obstacles and challenges that often face local governments in developing affordable housing. The City encourages the participation of individuals and groups who are motivated to assist in addressing the housing and community development needs of the community.

### **Public Housing Improvements and Resident Initiatives**

The DHA is an active partner in the City in the redevelopment of Northeast Central Durham and other neighborhoods. The DHA works in conjunction with the City's Consolidated Plan and Comprehensive plan. Knowing the importance of planning and clear direction, the DHA has prepared its own five-year plan which serves as its road map for affordable housing and services for very low income citizens.

Among the goals that the organization has established for itself are the following:

- Create a viable real estate company
- Build strong community partnerships
- Provide quality affordable housing to people everywhere

Through these goals it is expected that the DHA will help in increasing housing opportunities, improve housing infrastructure and make needed improvements in housing stock. Resident self-sufficiency is being encouraged by the staff and is being

pursued by residents. A Neighborhood Network is in place and provides services to adults and high school students. To further assist residents in being self-sufficient, the DHA partners with job training agencies to help residents secure business and job skills. Partnerships are pursued in Northeast Central Durham with the DHA, Duke University, North Carolina Central University, and the University of North Carolina at Chapel Hill.

In order to maintain the housing stock the DHA owns, it conducts assessments of the conditions of the buildings and units. Supported by the resources provided through the capital fund initiative, the DHA will make improvements to the following buildings: Oldham Towers, Liberty Street, Club Boulevard, Forest Hills, McDougald Terrace. The Authority carries out the Capital Fund Program to insure that HUD's requirements for developing resources are met. The DHA's resources are also being invested in the creation of affordable homeowner units and the rehabilitation of other housing stock in its portfolio.

The DHA manages 1,851 housing units and the baseline for the Housing Choice Voucher Program is 2684 consisting of a contract authority award exceeding \$15 million dollars annually. The waiting list for public housing averages 2567 applicants throughout the year. The average turnover for residents in public housing is approximately 30 families per month.

### **Geographic Distribution**

With the exception of neighborhood revitalization activities in Rolling Hills/Southside most other community development projects will take place in Southwest Central Durham and Northeast Central Durham.

### **Affirmative Marketing**

The City makes special efforts to ensure that housing programs assisted with federal and local funds are marketed throughout the community. Efforts to affirmatively market available housing include the use of minority newspapers, community organization, social service agencies and local churches. The city also employs outreach through the Citizen Advisory Committee (CAC), list serve, website, and the five districts of the Partners Against Crime (PAC Districts).

Housing Opportunities are advertised using fair housing logos and are printed in Spanish and English as the Department of Human Relations (DHR) employs a Spanish Language Specialist to insure that Spanish speaking persons are informed about housing laws and opportunities. The City is required to display the fair housing logo on all publications advertising housing opportunities

The DHR is responsible for enforcing Federal Fair Housing Laws. Durham implements its Fair Housing Ordinance as Civil Rights Law. The DHR continues to provide outreach to participants of the WD Hill Parks Recreation Center and the Durham Employment Security Commission -- Job Link. Active partnerships with community groups like El

Centro Hispano and publications educating the community on fair housing are part of its outreach activities. Other education activities include:

- Spanish Speaking Health Fairs
- Mayor's Hispanic Initiative Committee
- Hispanic Women's Forum -- Taller de Mujeres
- First time homebuyers classes
- New Employees Training Programs (NET)
- Mayor's Committee for Persons with Disabilities Banquet

### **Recapture Provisions**

The City applies recapture provisions consistent with 24 CFR Part 92.254 in its deeds of trust and promissory notes. The use of HOME funds requires that a period of affordability be determined as it relates to the resale of the property. During the affordability period, in the event that the property is sold or title is transferred by conveyance, will, operation of law or otherwise, voluntary or involuntarily, when the first mortgaged is refinanced or no longer the principal residence of the homebuyer, the City shall recapture all or a portion of the subsidy to the homebuyer to include interest. However, the homeowner is permitted to refinance the second mortgage without repayment for the purpose of lowering the interest rate. The borrower is not permitted to consolidate debts or take cash out options.

### **HOME Match Requirements**

For affordable housing activities, participating jurisdictions must provide a 25 percent match of their HOME funds drawn down from the HOME Investment Trust Fund Treasury account during the fiscal year. PJs are not required match funds for administration costs. A match log will be maintained that demonstrates compliance with the HOME Program matching requirements. The possible sources are bond funds, North Carolina Housing Finance Agency funds, private and philanthropic funds.

### **Minority Outreach Programs**

The City's Equal Opportunity/Equity Assurance Department is in charge of implementing the Small Disadvantaged Business Enterprise Program. It is the policy of the City to provide equal opportunities to small firms owned by socially or economically disadvantaged persons. In balancing this policy, the City prohibits discrimination of other firms in pursuit of promoting these minority outreach policies. The City establishes goals per project for the availability of small disadvantaged business enterprises (SDBE's) based on the total value of work per project participation.

Participation in the program is promoted through Professional Services Forms which are part of every RFP and RFQ the City produces. The participating firms must provide documentation for certification as a SDBE including a managerial profile, equal opportunity statement, employee breakdown, and letter of intent. SDBE qualification is

open to African American, Woman, Hispanic, American Indian, Asian American and Disabled owned businesses. Sub-recipients must comply with the applicable provisions of Chapter 26 of the Durham City Code which contains the Minority and Women Owned Business Enterprise Ordinance. Monitoring of SDBE City goals is maintained by the Equal Opportunity/Equity Assurance (EO/EA) Department.

### **Monitoring Plan**

The City will continue its ongoing efforts to insure compliance with all HUD requirements. Durham is committed to a comprehensive program of monitoring and evaluating the progress of all housing and community development activities. The goal of the jurisdiction is to ensure long-term compliance with the applicable regulations and standards. The monitoring process will facilitate the evaluation of program accomplishments in relation to the goals and objectives established by allowing the opportunity to review all programs and housing service providers in order to assess strengths, weaknesses, performance capabilities and accomplishments. Information gained from the review will give the City an opportunity to determine which programs and/or strategies are working, the benefits being achieved, needs being met and accomplishment of objectives. Both qualitative and quantitative methods of evaluation will be utilized including determining:

- Compliance with eligible activities and national objectives
- Progress against production goals
- Compliance with CDBG and HOME regulations, other program rules and administrative requirements
- Timeliness in the expenditure of funds
- Completed and inspected housing units
- Performance on recordkeeping and file documentation
- Compliance with general accounting principles
- Accuracy in managing expenditures

These strategies will be used, as necessary, to redirect or refocus programs in order to meet year-end objectives.

As part of the monitoring process, monitoring information letters will be prepared and distributed prior to visits for each program, housing provider and/or service provider. The notification will be sent to each agency, organization or appropriate department as part of the initial CDBG or HOME orientation. Notification letters, with schedules included, will address specific monitoring and technical aspects to be covered along with agency staff that should be involved. Site visits and or desk reviews will be conducted each year while the subrecipient is funded.

The focus of the monitoring plan will center on key indicators, which demonstrate if programs are operating effectively and efficiently. The plan will help to ensure that

housing issues and internal policies are consistent. Where projects and/or programs have experienced delays, assessments of the following will be conducted:

- Reasons for the delay
- Extent to which the delay is beyond the control of the housing and/or service provider
- Extent to which original priorities, objectives and schedules were unrealistic

Monitoring activities for the Consolidated Plan will incorporate aspects that have been included in the HOME and CDBG programs. This includes reviewing and documenting projects for eligibility, maintaining record-keeping requirements and reviewing financial transactions, including budgets and funding. Since the Consolidated Plan is an integrated, comprehensive document, expansions and modifications of other monitoring procedures that have been used in the past will be also be included.

The HOME rental monitoring schedule for FY 2011-2012 is located in Appendix B.

### **Performance Measurement**

The HUD Outcome Measurement System includes Objectives, Outcome Measures and Indicators. In this system, there are three objectives, three outcomes and one indicator. The City must choose one of the three objectives for each activity.

Objectives include:

1. **Suitable Living Environment.** Relates to activities that are designed to benefit communities or groups of families by addressing issues in their living environment.
2. **Decent Housing.** Activities that fall under this objective are designed to cover the wide range of housing possible under HOME, CDBG or ESG. This objective focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort.
3. **Creating Economic Opportunities.** Applies to the types of activities related to economic development, commercial revitalization, or job creation.

Once an Objective is chosen, the City then chooses which of the three Outcome categories best reflects what is to be achieved by funding the activity. The three Outcome categories are:

1. **Availability/Accessibility.** Applies to activities that make service, infrastructure, public services, public facilities, housing, or shelter available or accessible to low-and moderate-income people.
2. **Affordability.** Applies to activities that provide affordability in a variety of ways in the lives of low-and moderate-income people. It can include the

creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.

3. Sustainability. Promoting Livable or Viable Communities. Applies to activities aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefit to low- and moderate-income or by removing or eliminating slums or blighted areas, through multiple activities or services that sustain communities or neighborhoods.

### **Anti-displacement Plan**

Durham will replace all low- and moderate-income dwelling units that are occupied or vacant but suitable for occupancy and that are demolished or converted to a use other than as low- and moderate-income housing. This will be done in connection with an activity assisted with funds provided under the Housing and Community Development Act of 1974, as amended, as described in 24 CFR 570.606(c)(1).

Consistent with the goals and objectives of activities assisted under the Act, the City will take the following steps to minimize the displacement of persons from their homes:

- Coordinate code enforcement actions with rehabilitation and housing assistance programs
- Evaluate housing codes and rehabilitation standards in reinvestment areas to prevent their placing undue financial burden on long-established owners or tenants of multi-family buildings
- Stage rehabilitation of apartment units to allow tenants to remain during and after rehabilitation by working with empty units or buildings first
- Locate temporary housing for housing individuals who must be relocated temporarily during rehabilitation
- Adopt public policies to identify and mitigate displacement resulting from revitalization in targeted neighborhoods.

### **Anti-Poverty Strategy**

The City has an asset building strategy to address HUD's requirement for an anti-poverty strategy. This strategy is the primary theme that ties the housing, homeless, public housing, and non-housing community development strategies together as one comprehensive plan for affecting changes in the lives of those of low wealth. The strategic plan which includes the priorities and strategies outlined in this section promotes self-sufficiency and empowerment. The City of Durham's Community Development Department (DCD), as the lead agency in the implementation of the Consolidated Plan, will coordinate efforts through residents, health and human service agencies, members of the private sector, members of the faith based community as well as for profit and non-profit developers, to ensure that the City's goals are met. Self sufficiency and empowerment for low and moderate income individuals will be created through the City's strategies to increase economic wealth and promote job creation through projects and activities included in the strategic plan.

Down payment assistance programs for first-time homebuyers are one incentive that the City uses to assist low wealth households. These programs include subordinate lending for many types of residential properties including attached and detached single-family homes, condominiums, and townhomes. The department's homeownership purchase assistance programs provide funding for second mortgage loans up to \$20,000 to households for the purchase of their first home. Free credit, budget and housing counseling are aspects of this program.

Asset and wealth building initiatives are tools to incorporate and combat anti-poverty and encourages self-sufficiency. The DCD has created several other incentive programs to encourage and promote asset building and wealth accumulation. One program encourages inner-city investment such as the Neighborhood Incentive Program where up to \$30,000.00 in second mortgage financing at a 2% interest rate is offered to households who purchase in one of the neighborhood revitalization areas, and who purchase a home built prior to 1978. Up to \$16,000.00 in grant funds for lead abatement is also available. If a household purchases a home built after 1978, but still selects a property in a neighborhood revitalized area, up to \$25,000.00 in second mortgage financing is offered.

Another incentive and wealth building program that encourages a pattern of savings to enable households to reach the goal of homeownership is saving for a down payment. When the future homeowner saves, the City matches these funds in an Individual Development Account (IDA). The City offers grant matching funds up to a 5:1 match or a maximum of \$7,500.00 if the applicant satisfies the terms and conditions of their savings plan. The City and the DHA collaborate to promote self-sufficiency and asset building with this initiative.

Earned Income Tax Credit (EITC) is a refundable federal income tax credit for eligible working individuals and families. The EITC campaign coincides with the City's goal of maintaining stable families, creating strong neighborhoods, providing financial education and implementing effective programs that benefit residents and the City's economic vitality. There are many public, non-profit and voluntary organizations throughout the Durham community that offer Volunteer Income Tax Assistance (VITA Sites) for eligible households to help increase Earned Income Tax Credit utilization through education activities and assisting with filing of relevant tax forms at no cost to the taxpayer.

Homeownership is one of the City's four priorities that focus on efforts to address specific housing and community development needs. There are two specific homeownership goals and objectives that the City hopes to achieve. First, homeownership is the primary way in which low-to-moderate income households can build assets that can be passed from generation to generation. Secondly, homeownership stabilizes the neighborhoods that are in need of revitalization.

Annually, the City holds two informational workshops for the local realtors and lenders to ensure that they are kept abreast of all City programs, fair housing updates, and other financial opportunities. The City depends on realtors and lenders for updates relative to the lending industry and real estate laws.

As a member of the Durham Regional Association of Realtors, the Department assists with the planning of the annual Homebuyer's Fair where several thousand potential homebuyers obtain home purchase information. The Durham Regional Association of Realtors and the DCD were recognized nationally as a best practice collaboration.

The City's strategy for reducing poverty and creating wealth engages the following principles:

**A. Improving the Quality and Availability of Affordable Housing**

Eliminating many of the physical signs of poverty is a key element in improving the quality of life for Durham residents along with improving the quality and availability of affordable housing. The City's affordable housing, public housing, and community revitalization initiatives work toward reducing the signs of poverty in many neighborhoods. Significant resources are focused on the creation of affordable housing utilizing the federal CDBG and HOME programs, working with the community, enlisting the support of partners, and coordinating the efforts of local nonprofit and for-profit providers. Efforts will focus on increasing housing choice and options, insuring that fair housing remain a primary focus, eliminating overcrowding, increasing homeownership, decreasing sub-standard and inadequate housing as well as increasing the opportunities for investment of additional public and private resources in the community. Improved quality and availability of affordable housing is the foundation for achieving self-sufficiency and increasing homeownership opportunities.

**B. Provide and Improve Public Facilities and Amenities**

Equally important in the strategy to eliminate the conditions caused by disinvestment in targeted neighborhoods is providing adequate infrastructure, public facilities, and amenities. The primary focus of the redevelopment strategy in Rolling Hills /Southside includes responding to the physical capital and human capital needs of the area. The objective of this focus is intended to support the development of neighborhood stability, stronger connections with surrounding communities, and greater opportunities for economic growth.

Revitalization plans call for reconnecting some of the streets of the south side of the City with the northern portion which were originally separated by the Durham Freeway. Another approach to neighborhood redevelopment that will occur, as a result of the analysis of open spaces, will be the linkage of neighborhood parks and larger open space amenities. Greater pedestrian access, sidewalk improvements, new streets, the development of additional parks and green space, and the elimination of a number of cul-du- sacs are other services and amenities being planned to improve the overall

quality and character of this neighborhood . The redevelopment strategy also provides opportunities for street connections of the south side of the city with the northern portion.

The City's emphasis on partnership involvement can help promote an effective delivery of services and amenities that is responsive to both the physical and social needs of the community. The plan for infrastructure improvements may include; light fixtures, trash receptacles, fencing, and other amenities. Infrastructure improvements that include water, sewer, and drainage will be installed based on the context of other development undertaken by the City and as resources permit.

### **C. Revitalize neighborhoods**

Another component of the anti-poverty strategy includes goals and objectives for improving the living and business environments in neighborhoods throughout the City. The consolidated plan includes strategies to demolish or reuse vacant properties, encourage businesses to invest in Durham and redevelop properties to improve the overall character of the area's neighborhoods. Resources will be targeted in order to have a visual impact in targeted areas, particularly in Rolling Hills/Southside, Northeast Central Durham, and Southwest Central Durham. The targeted strategy approach is being pursued as a means of encouraging private investment in the neighborhood revitalization process.

Through a comprehensive five-year plan, the City of Durham will continue to fund communities on a targeted basis by utilizing Community Development Block Grant (CDBG), Community Development Block Grant- Recovery (CDBG-R), Neighborhood Stabilization Program (NSP), and HOME Investment Partnership Program (HOME) funds to revitalize neighborhoods and communities. In addition, other public and private sector funds will also be sought as a means of leveraging the CDBG and HOME allocations received by the City on an annual basis. Further, the consolidated plan includes strategies to promote community involvement, increase the supply, mix, types, and options for affordable housing; and to make economic opportunities available to community residents while preserving the fabric, architecture, character, and integrity of neighborhoods.

While the City will continue to target Northeast Central Durham and Southwest Central Durham, the next five years will see the development of strategies that attempt to completely revitalize Rolling Hills and Southside. This may involve new programs that stress creating spin off development and rehabilitation, neighborhood beautification programs, continuation of crime prevention strategies and incentives for absentee owned properties.

Current housing rehabilitation programs may be targeted in Southside, and new rehabilitation programs may be designed that have more flexible qualification guidelines. Programs that contribute to the overall appearance in a neighborhood and

programs that encourage absentee owner investment will also be considered. Recognition of the role energy efficient plays in the affordability of a housing unit will also be considered. Durham will utilize performance measures that go beyond number of units to include tracking any increase in building permits and other methods to be developed which indicate reinvestment.