



# NORTHSIDE HOUSING MARKET ACTION PLAN



Clockwise from top left: Hargraves Community Center, Rosemary Village condominiums and retail, house on Sunset Drive, rendering of Northside Elementary, and one of the last remaining stone houses in the neighborhood.

***Revised Final Draft***  
**November 3, 2015**

**Presented by:**  
Center for Community Self-Help,  
in collaboration with the Marian Cheek Jackson Center,  
the Northside Compass Group, and various community stakeholders

**General Notes:** This plan builds on the fall 2012 *Northside Baseline Report* (included as Appendix C). The purpose of this plan is to present a clear implementation strategy for the Northside that will change the trajectory of the neighborhood's housing market.

Through coordinated, strategic investment, Northside's drift into a primarily student rental investor market can be corrected. In its place, a diverse, multi-generational neighborhood can emerge.

The Center for Community Self-Help developed this plan in collaboration with the Marian Cheek Jackson Center, neighborhood residents, and other stakeholders.

Throughout the plan, we use two phrases: "affordable housing" and "workforce housing." We define **affordable housing** as homes within reach of people who earn 80% or less of Area Median Income (AMI) for Chapel Hill/Carrboro, as specified by the U.S. Department of Housing and Urban Development (HUD) each year. Currently, HUD ties the AMI determination to the median income of the Durham-Chapel Hill metro area (see <http://www.huduser.org/portal/datasets/il/il13/index.html>). We define **workforce housing** as homes within reach for people who earn between 80% and 120% of AMI for this area.

The distinction between affordable and workforce housing matters because federal community development and housing dollars are largely restricted to 80% AMI and below. There is a shortage of affordable and workforce housing in the community at large, and in the Northside where historically this housing has been the core of the neighborhood. Note that when determining housing each group can afford, we assume buyers are able to put 30% of their gross income toward rent/mortgage (inclusive of principal, interest, taxes and insurance). Individual buyers and tenants have individualized housing needs—depending on credit scores, savings, available financings, et al.—and this report presents approximations rather than assuming circumstances apply to everyone equally.

This November 2015 Revised Final Draft updates the original March 2013 Final Draft; it primarily makes minor corrections and other edits for clarity, and deletes the estimated resources needed budget.

### **Acknowledgment to Participants**

The *Northside Housing Market Action Plan* is the culmination of nine months of neighborhood planning work involving Northside residents and other stakeholders. The key group we involved throughout our work is known as the Compass Group. Appendix B provides more detail on the participation process, and contains the complete list of participants in the Compass Group as well as listing some of the other participants in the process. Members of the Compass Group met with Self-Help, the Jackson Center, and project consultants repeatedly throughout the planning process. These individuals also had a chance to preview and comment upon this *Northside Housing Market Action Plan*. We did not call upon other participants as many times, yet many gave hours of their time to listen to presentations, review documents and offer ideas.

We express our sincere thanks to everyone who took the time to participate in the planning process. Neighborhood residents, Town employees (Carrboro and Chapel Hill), University employees and students, business owners, non-profit employees, and many more played a valuable role. All told, 100-plus people directly participated in the planning process and cumulatively gave many hundreds of hours of their time. We hope and expect that this level of commitment will continue as the process shifts from the sometimes grueling work of meetings to the more rewarding stages of implementation.

Thank you for all you have done and will continue to do to support the Northside.

## TABLE OF CONTENTS

A Call to Action .....	1
Introduction & Overview .....	3
Section I. Background and Purpose .....	7
Section II. Goals, Priorities & Strategies.....	10
Northside Housing MAP Goals.....	10
Key Priorities & Strategies.....	10
Section III. Guiding Principles for Success .....	13
Section IV. Turning the Principles into Action .....	15
Five-Part Strategy Framework .....	15
Key Target Groups.....	16
Northside Housing MAP Implementation Strategies.....	16
Examples of Potential Development Types:.....	25
Section V. Investment Strategy .....	26
Potential Investors.....	26
Portfolio Approach .....	27
Implementation Structure .....	32
Next Steps .....	33
Appendices .....	i
Appendix A. Intentionally Left Blank	<b>Error! Bookmark not defined.</b>
Appendix B. Community Process .....	iii
Appendix C. Northside Baseline Report.....	ix

## A Call to Action

The Northside neighborhood<sup>1</sup> stands at a crossroads. With each additional step down the current path of unchecked student rental investment, Northside's history as a hub for local employee housing and African-American community further erodes. Continuing down this path would be a mistake for the Towns, the University, and the community as whole because this path is a dead end. It does not advance the goals of local comprehensive planning documents, address the University's or Towns' workforce housing needs, or reach the full potential of the Northside. Another, albeit arduous, path leads to a better place; one that fulfills neighborhood, Town of Carrboro, Town of Chapel Hill, and University aspirations. This *Northside Housing Market Action Plan* clears the brambles and guides the way down this path.

**Northside's long-term residents and their allies envision a neighborhood that is vital, family friendly, socially cohesive, multi-generational, mixed-income, and diverse. They envision a community that celebrates its strengths and opportunities, while honoring the neighborhood's cultural and historic legacy.**

This *Northside Housing Market Action Plan (Northside Housing MAP)* outlines a comprehensive, neighborhood-driven community investment strategy that could touch more than two hundred homes within five years, acting as a catalyst for further investment in the medium-term and attaining the community's vision in the long-term. The map included on the following page shows the broad vision for investment in the Northside.

---

<sup>1</sup> Northside is defined as the area within Chapel Hill that is designated a Conservation District, and within Carrboro that is west of the town boundary, north of Cobb Street, east of Lloyd Street, and south of the railroad corridor. A map of the neighborhood's boundaries is shown in the *Northside Baseline Report* in Appendix C.



1: Retention	2: Transition & Attraction	3: Retention & Attraction	4: Long-term Attraction	5: High-density Development
<p>Retain strong homeownership, build towards transition &amp; attraction strategies.</p> <ul style="list-style-type: none"> <li>+ Policy focus</li> <li>+ Retain heir properties</li> <li>+ Help market homes</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes</p>	<p>Has not reached tipping point yet.</p> <ul style="list-style-type: none"> <li>+ Retain neighborhood leaders</li> <li>+ Enable rehab</li> <li>+ Acquisition now and quick transitions</li> <li>+ Attract long-term renters and owners</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes</p>	<p>Large UNC student population, close to new school.</p> <ul style="list-style-type: none"> <li>+ Retain accountable landlords and students</li> <li>+ Attract community-minded students, teachers, small families</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes, townhouses</p>	<p>More marketable to families who want larger homes. Not a focus of immediate acquisition but part of a long-term attraction strategy.</p> <ul style="list-style-type: none"> <li>+ Market-rate homes</li> <li>+ Increase density with accessory dwelling units</li> <li>+ Promote community assets</li> </ul> <p><i>Development types:</i> rehab of existing homes, accessory dwelling units</p>	<p>Key part of portfolio approach.</p> <ul style="list-style-type: none"> <li>+ LIHTC Multi-family or senior housing</li> <li>+ Market-rate condos or apartments</li> <li>+ By-design student housing</li> <li>+ Mixed-use with retail and office</li> </ul> <p><i>Development types:</i> LIHTC, Multi-family, Mixed-use</p>

## Introduction & Overview

Over the past 30-plus years student renters have steadily replaced homeowners and long-term renters in the Northside neighborhood. Yet today a strong and dedicated contingent of long-term residents remain in the Northside, proudly calling it home and fighting for its future.<sup>2</sup> The Northside has a long, rich history in which the neighborhood has been a hub of workforce housing for University and Town employees. Historically, Northside is an important neighborhood for the local African-American community, and it remains the most populous such neighborhood in Chapel Hill/Carrboro. ***Yet without intervention and new investment in the housing market, the diverse community of local workers who have historically defined the Northside will disappear. Decades of change in the neighborhood’s housing market require a coordinated, strategic response to alter its trajectory.*** This *Northside Housing Market Action Plan (Northside Housing MAP)* offers a framework for such a response.

With student renters comprising approximately half of the neighborhood today, Northside stands on the edge of a precipice—will it become an all-student enclave or will it again be a mixed-income, multi-generational community that helps meet the housing needs of the University’s and Towns’ workforce? Currently, student rental investors can afford to pay more for properties than family homebuyers, and demand from non-students at these prices is minimal. This is a product of several factors, including the housing stock, competition from outside the neighborhood, strong demand from students, and a changing cultural and policy environment. The net effect is that student rental investors are filling a void by providing a product the market favors, and the influx of students in turn reduces non-student demand and creates additional opportunities for student rental investors (Figure 1).

---

<sup>2</sup> The *Northside Baseline Report* (Appendix C) explores this trend and other issues facing the Northside neighborhood in more depth.

### Investor-owned properties in Northside: 2000



### Investor-owned properties in Northside: 2005



### Investor-owned properties in Northside: 2011



 *Investor-Owned Property*       *Boundary of neighborhood conservation district*

Source: Orange County Land Records & Jackson Center Research, June 2011

Figure 1: Change in Investor-Owned Properties

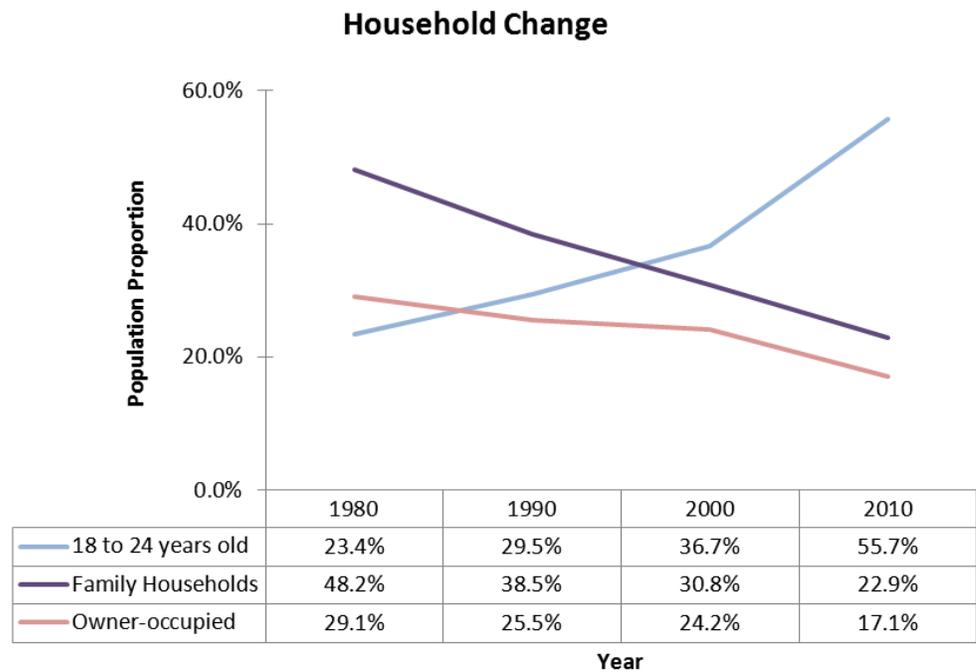


Figure 2: 30-Year Trends; Data from Decennial Census, for Census Tract 113 (slightly larger area than the Northside boundaries delineated by the Neighborhood Conservation District overlay)

Long-term residents recognize the urgency of turning the trajectory of their neighborhood around; they seek to restore homeownership and family rental housing in the neighborhood. Inaction will lead to further decline in the traditional base of the neighborhood—members of the local workforce—as student renters move in when long-term residents move out. Looking at the accelerating trend lines in the graph on the previous page, it is easy to envision a future Northside that has little room for members of the workforce, and exclusively serves students. It is harder to envision a future Northside that features a balanced housing market. Yet such a future is within reach.

This *Northside Housing MAP* presents a set of strategies, including land acquisition, community engagement, housing rehabilitation and construction, and a variety of other activities, that collectively work towards the goal of resetting the housing market in Northside. By committing resources—financial, political and more—toward the strategies outlined in the *Northside Housing MAP* and working on

implementation over a period of years, the neighborhood can serve as an important housing hub for local workers and families of diverse incomes as well as help to revitalize downtown, enhance the new elementary school, and support faculty/staff recruitment and retention at the University. In short, the Northside housing market can support University and Town goals for workforce housing, meet neighborhood aspirations for self-determination, build a community of learning around the new Northside Elementary School, and grow the local tax base.

This document presents a framework for implementation of strategies to help Northside residents achieve their common aspirations. The five year timeline used in this document is an estimate of how long it would take to reach the scale of neighborhood improvements necessary to create meaningful change in the Northside housing market. The expectation is that neighborhood resident involvement, and broader community involvement, will continue for far longer than five years. However, the first five years of strategic investment will be critical to changing Northside's trajectory. It is up to community members, their partners, and funders to determine a work plan (specific priorities and goals) for each year.

As property values continue to rise, and investors convert more and more residences to student rentals every month, taking action today improves the chances of rebuilding the neighborhood that residents envision. Failing to act now will make future change all the more difficult. We hope the *Northside Housing MAP* serves as a call to action and a how-to guide for success.

## Section I. Background and Purpose

This *Northside Housing MAP* is the culmination of nine months of work by the Center for Community Self-Help (Self-Help), the Marian Cheek Jackson Center for Saving and Making History (Jackson Center), Northside residents and stakeholders, project consultants, and other partners to develop a community-based and action-oriented plan for the Northside neighborhood.

Members of the Northside community have a rich history of individual and collective activism in pursuit of neighborhood improvement and self-determination. As a historically African-American community that was established not long after the Civil War, Northside has been through a lot. The idea of working together in the pursuit of common goals is deeply ingrained in many of the families who have long called Northside home. Yet over the past decade or more the neighborhood has faced never-before-seen market pressures in the face of increasing levels of student rental investment.

Most recently, as part of the Sustaining OurSelves (SOS) coalition, Northside residents worked with the Town of Chapel Hill throughout 2011 to develop the Northside and Pine Knolls Community Plan to address neighborhood concerns. Chapel Hill Town Council adopted this plan in January 2012. At the invitation of the Jackson Center, and with funding support from the University-affiliated Chapel Hill Foundation Real Estate Holdings, Inc., Self-Help began a planning initiative to further the housing goals outlined in the Community Plan. The initiative started with an analysis of the housing market, led by consultant czb, LLC, a national neighborhood planning firm with specific expertise in market analysis. This data, including demographic trends, neighborhood conditions, market trends, and assets and opportunities formed the basis of the September 2012 *Northside Baseline Report*. (This report is included in its entirety as Appendix C).

The *Northside Baseline Report* provides a sense of where the housing market stands in Northside, reveals trends, and raises some tough

questions. After completion of that report, the Compass Group, a task force of 15 neighborhood residents and allies convened by the Jackson Center and Self-Help, met regularly and held focus meetings to wrestle with these questions and visualize the future they want to see for Northside. Throughout the meetings, the emphasis was on action steps that can start immediately. In addition, during the MAP planning process, Self-Help and the Jackson Center engaged regularly with the Resource Group, made up of over 40 representatives from a variety of community organizations, including UNC, Chapel Hill Town Council and Carrboro Board of Aldermen, Chamber of Commerce, Chapel Hill Downtown Partnership, Chapel Hill-Carrboro City Schools, local NAACP, Community Empowerment Fund, as well as realtors, nonprofit housing developers, neighborhood residents, and Town staff. Together, the meetings directly connected with over 100 people in the *Northside Housing MAP* planning process, with many more reached indirectly.



Figure 3: Compass Group Meetings

How and why did Self-Help get involved in the Northside? In short, Self-Help became involved because of its mission of creating and protecting ownership and economic opportunity, which aligns closely with the neighborhood's own goals. We believe in what the long-term residents of Northside are trying to accomplish. Self-Help

first became aware of the work going on in the Northside when the Jackson Center invited Self-Help staff members to a roundtable discussion hosted by the NC Institute of Minority Economic Development. This discussion led to a follow-up tour of the neighborhood. The tour—and the people we met and heard about on the tour—demonstrated that Northside is a fascinating and unique community within Chapel Hill/Carrboro. Furthermore, in many ways the neighborhood is a microcosm of town-wide issues, including a lack of an adequate supply of affordable and workforce housing, tensions between long-term residents and student renters, and a housing market that could be better balanced to serve a wider variety of community needs.

## Section II. Goals, Priorities & Strategies

### NORTHSIDE HOUSING MAP GOALS

As noted, this document is a companion piece to the *Northside Baseline Report*. While the baseline report identified trends and issues in the neighborhood, this report presents the neighborhood vision articulated in community conversations and lays out concrete action steps that the neighborhood—and its supporters—can take going forward to achieve its vision. This report’s specific goals are to:



- Articulate the community’s shared vision for Northside;
- Summarize the guiding principles for turning the vision into action;
- Introduce the five-part strategy framework of Retention, Transition, Attraction, Balancing the Market, and Policy Context, which incorporate the guiding principles into strategy development;
- Describe specific strategies within each framework that, if implemented, can bring about the future vision; and
- Present recommended next steps.

As with any set of strategies or comprehensive community initiative, success will require strong commitment from all community partners, financial and political resources, accountability, coordinated implementation, and an open attitude to evaluating the process and refocusing the efforts as necessary along the way. This report provides a framework to begin addressing the issues in the Northside neighborhood and to build the neighborhood’s future. The appendices include additional tools, profiles of buyers and renters interested in Northside, and background information that supplements the content of this community development strategy.

### Key Priorities & Strategies

This section outlines the top priorities for changing the Northside housing market, including the most essential strategies/investments needed to achieve these priorities. Later in this plan, in Section IV, when we provide the full set of recommended strategies, community

Figure 4: Traditional Homes in Northside

priorities are organized by key stakeholder group, and categorized into particular frameworks. In this section, however, we focus on the most critical strategies, which we have organized by priorities of the neighborhood. Within each priority area below are essential strategies needed to change the direction of the housing market. These strategies are critical, must-implement items that will form the foundation of a successful *Northside Housing MAP*. If implemented, these strategies will help bend the housing market in the neighborhood's direction and will give other strategies a chance to work. If not, other strategies will be minimally effective in changing the trajectory of the Northside housing market.

➤ **Priority 1: Retain long-term residents and their peers.**

Without retaining long-term residents and making space in the market for socioeconomic and racial diversity, Northside's defining features will disappear.

*Critical Strategies:*

- ✓ Provide property tax relief through loan or grant assistance.
- ✓ Offer rehab-repair grants to help long-term residents stay in their homes.
- ✓ Provide new housing, such as affordable housing for seniors, so that residents can age in place.

➤ **Priority 2: Attract new homeowners and non-student renters.** Without demand from new residents, there is no point in reducing the in-flow of student renters.

*Critical Strategies:*

- ✓ Establish a land bank to facilitate properties ending up in non-student investor hands.
- ✓ Offer 2<sup>nd</sup> mortgage and/or down payment incentives to buyers.
- ✓ Establish design guidelines that ensure new housing is compatible without restricting creativity.

➤ **Priority 3: Create affordable and workforce housing opportunities for people employed in town.** The current housing market favors student rental investors at the

exclusion of other property owners, including members of the local workforce, who historically were the fabric of the Northside.

*Critical Strategies:*

- ✓ Gain site control to allow construction/sale/rental of properties to members of the local workforce.
- ✓ Reduce the number of unrelated persons allowed to live in a house in Chapel Hill's Northside from four to three, and add an unrelated persons ordinance in Carrboro to match.
- ✓ Enforce existing unrelated persons ordinance strictly.
- ✓ Over time, allow increased density to reduce the impact of high land costs.



- **Priority 4: Manage the student presence in the community.** Students will always be a part of the community and their presence should be an asset if managed appropriately.

*Critical Strategies:*

- ✓ Identify appropriate sites in Northside for by-design undergraduate, graduate and married student housing.
- ✓ Gain UNC's help in enforcing off-campus codes of conduct.
- ✓ Tighter code enforcement (noise, parking, trash, etc.).
- ✓ Attract students to live in intentional communities of learners (e.g., a School of Education house that tutors at Northside Elementary).
- ✓ Encourage appropriate Town and University policies and actions around development of student housing (emphasizing that building housing on campus is not the only approach).

Figure 5: Student Rentals in Northside

## Section III. Guiding Principles for Success

This section introduces five guiding principles central to our work. These principles are key components of turning the neighborhood's vision into actionable strategies, and to help address goals such as those identified in the Chapel Hill 2020 Plan and in Carrboro's affordable housing strategies, to accommodate the University's need for workforce and student housing, and to further community members' ideals of living in a diverse, mixed income town.



Figure 6: Community Home Trust (top two) and Public Housing homes (bottom two)

1. **Preserve Northside's future:** Northside has a rich history, culture, and legacy that remain integral to its community identity and to the identity of Chapel Hill, Carrboro, and the greater region. The neighborhood has changed dramatically over the past few decades, particularly in the last 10 years, and will continue to do so. How will we manage this change?

→ *Community development strategies must ensure that the future of the neighborhood continues to honor its history, culture, and legacy even as the neighborhood inevitably changes.*

2. **House Chapel Hill and Carrboro's workforce:** Historically, Northside has been a working-class neighborhood with many UNC and Town employees as residents. Today, there is an absence of workforce housing (80-120% AMI)<sup>3</sup> in Chapel Hill and Carrboro as a whole. Creating workforce housing in Northside furthers the aims of serving the Town and University's workforce housing needs, enhancing investment in Chapel Hill and Carrboro by its primary workforce, and enriching downtown and the new elementary school district by building a stable, family-friendly neighborhood.

→ *Northside is well-situated to serve the community's workforce housing needs, as it has since the neighborhood formed.*

<sup>3</sup> 80-120% of AMI for a three-person household translates into an annual income range of \$48,750 - \$73,100, based on HUD's FY2013 Income Limits.

3. **Students are residents:** Students have always been a part of Chapel Hill and Carrboro and have long been a part of Northside. While the individual students who live in the neighborhood change every year or two, students as a group will continually be present as residents and participants in the community.
  - *We should invite students to our conversations and community initiatives, and we must proactively include student housing in our strategies. We encourage students to educate themselves and their peers in the history and norms of the community.*
  
4. **Create financial and social value:** Northside's value to neighborhood residents themselves, to the Towns of Chapel Hill and Carrboro, and to the broader community is underutilized and threatened. The strategies proposed in this plan aim to, over time, redirect thirty-plus years of demographic and housing market trends.
  - *Parts of this development strategy will generate revenues, while others will require them. Investments in the neighborhood should create financial and social value, with the goal of financial and social sustainability in the long-term.*
  
5. **Town policies and housing market realities are intertwined:** Development regulations, high land values, and other factors limit the supply of housing units in Chapel Hill and Carrboro, while in-town demand from students is nearly infinite in the absence of sufficient supply. This creates competition between students and other residents, and drives up the cost of available properties.
  - *We cannot address Northside's challenges, or take advantage of all its opportunities, without explicitly addressing the interrelated policy and market framework across the community.*

## Section IV. Turning the Principles into Action

### Five-Part Strategy Framework

The community vision and guiding principles lead into a five-part strategy framework for our work: Retention, Transition, Attraction, Balancing the Market, and Policy Context. Our Northside planning work suggests that this framework is a helpful lens through which to view the neighborhood's issues and explore potential responses.

- a. **Retention** involves strategies to retain families and homeowners currently living in Northside that could choose other neighborhoods, asking the question, "What specifically can we do to keep existing owners and families in the neighborhood?"
- b. **Transition** includes strategies that help existing owners who want to or have to leave the neighborhood, asking the question, "What specifically can we do to up the chances that a home sold in Northside gets sold to an owner-occupant or becomes a stable (non-student) rental?"
- c. **Attraction** contains strategies for igniting and taking advantage of existing home ownership demand in Northside, asking "Who are the next generation of Northside homeowners and how do we get them to choose Northside?"
- d. **Balancing the Market** incorporates strategies that influence the demand for student housing in Northside as well as its location and impact on the neighborhood, asking the question, "What can we do to have student rental housing complement our retention and attraction strategies?"
- e. **Policy Context** acknowledges the interconnection between Northside's housing market and Town policies, asking "What strategies speak to housing market issues at the town-wide level?"



Figure 7: New Construction in Northside

## Key Target Groups

Our approach with this plan is to focus on issues that will impact the housing market choices of three key groups:

- **“Legacy Residents,”** those renters and owners who have lived in the neighborhood for a long time;
- **Students and Student Rental Investors,** those who are a part of the community but may not stay in the neighborhood for very long; and
- **Potential Residents,** those renters and owners who could be attracted to Northside’s location, diversity, neighborhood amenities, and the richness of its history, culture, and sense of community.

## Northside Housing MAP Implementation Strategies

This section provides an overview of each of the recommended strategies/ investments needed to achieve neighborhood aspirations, in order to alter the trajectory of the Northside housing market. By implementing the strategies listed in this section at the scale recommended, assuming all suggested resources materialize, we anticipate that within five years following commitment of sufficient resources the work in Northside can directly impact an estimated:

- 60 homes through emergency relief and property tax assistance,
- 40 homes that receive major or minor rehabilitation,
- 50 homes that are acquired and rented or sold through the land bank,
- 40 workforce housing units built through construction gap financing,
- 30 homes purchased by low-income families with supplemental 2<sup>nd</sup> mortgage assistance,

**Cumulatively, if all activities are resources, they could directly impact 220 homes,** with many more properties indirectly impacted through the attraction of additional private investment.

The strategies are organized into tables by key target group, with a table of strategies provided for each group—Legacy Residents, Students and Student Rental Investors, and Potential Residents. Within each table, the strategies are further categorized into the frameworks of Retention, Transition, and Attraction. Note that Balancing the Market is implicit within each of these areas, while strategies related to Policy Context are woven into the other frameworks.

When reviewing the strategy tables that begin on the following page, please note the following additional information regarding how to read the tables:

1. The investments column lists the types of investments/funds required to implement each given sets of strategies.
2. We include key implementation partners to offer a sense of which major players (University and Towns) and community partners (Jackson Center, Self-Help) the neighborhood most needs to carry out each strategy. Additional potential partners are many but we do not attempt to include them all in this table, as Working Group members may identify and recruit appropriate partners to carry out specific strategies.

Finally, note that the strategies we include in the table below are complementary. We consequently have not rank-ordered the priority of the strategies. It is the job of the Working Group to create a work plan that defines which strategies to focus on first and on what timeline. That said, we offer what we perceive as the most critical strategies in Section II. of this report to help guide the process.

<i>Legacy Residents</i>			
<b>Retention</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Increase education and outreach of community resources	<ul style="list-style-type: none"> <li><input type="checkbox"/> Provide an information and implementation hub for existing programs and resources.</li> <li><input type="checkbox"/> Develop events to reinforce the sense of belonging, strengthen community investment, and bridge communities across Chapel Hill and Carrboro.</li> <li><input type="checkbox"/> To amplify Northsiders perspectives through civic media, continued coalition and advocacy work, and support for community participation and leadership in community-wide discussions, events, and commissions.</li> </ul>	Grant in programming funds for community organizations.	<i>Lead:</i> Jackson Center <i>Support:</i> Existing residents, other organizations
Improve existing housing	<ul style="list-style-type: none"> <li><input type="checkbox"/> Focus on improvements to public housing, especially at Craig/Gomains</li> <li><input type="checkbox"/> Connect residents with existing programs, including Habitat for Humanity's A Brush With Kindness and the Town of Chapel Hill WISE home energy upgrades.</li> <li><input type="checkbox"/> Complete major and minor rehabilitation of existing housing.<sup>t</sup></li> <li><input type="checkbox"/> Create low-interest home improvement loans.</li> </ul>	Housing Authority capital improvements, grant for rehab, home renovation loans	<i>Lead:</i> Working Group, Jackson Center <i>Support:</i> Existing organizations, others
Mitigate the impact of rising costs of living on elderly residents	<ul style="list-style-type: none"> <li><input type="checkbox"/> Help eligible homeowners apply for the Homestead Exemption Relief Program through the Orange County Tax Administration.</li> <li><input type="checkbox"/> Create a Revolving Emergency Relief and Property Tax Assistance Fund for ineligible homeowners in need of assistance.<sup>t</sup></li> <li><input type="checkbox"/> Educate elderly homeowners about various home financing</li> </ul>	Grant to start the revolving fund	<i>Lead:</i> Working Group, Jackson Center <i>Support:</i> Town and County tax departments

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan

	<p>strategies, with particular attention to the rise in reverse mortgages.</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Provide a rental subsidy for elderly long-time residents who cannot afford market rent.</li> </ul>		
Enable elderly residents to age-in-place in the neighborhood	<ul style="list-style-type: none"> <li><input type="checkbox"/> Revise NCD Guidelines to allow more housing types with certain provisions.</li> <li><input type="checkbox"/> Construct smaller housing units that would be comfortable and affordable for seniors.</li> <li><input type="checkbox"/> Explore the idea of creating a senior cohousing community in existing residences.</li> <li><input type="checkbox"/> Work with a developer to build a LIHTC multi-family housing development for low to moderate-income seniors and/or families.</li> </ul>	<p>Town, Self-Help, and Jackson Center staff time</p> <p>Land for LIHTC development</p>	<p><i>Lead:</i> Town staff (policy revisions), Developers (new construction /renovation)</p> <p><i>Support:</i> Self-Help (land bank), Jackson Center (community organizing)</p>
<b>Transition</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Help families and property owners manage transition	<ul style="list-style-type: none"> <li><input type="checkbox"/> Reach out to elderly homeowners in careful coordination with family members and heirs.</li> <li><input type="checkbox"/> Educate homeowners about their property's value and transfer options, and encourage open market transactions.</li> <li><input type="checkbox"/> Create an early warning system to connect transitioning owners to potential buyers.</li> <li><input type="checkbox"/> Create restrictive owner-occupancy covenants and right of first refusal/option contract templates.<sup>t</sup></li> <li><input type="checkbox"/> Host will/estate planning workshops.</li> <li><input type="checkbox"/> Enable residents to pre-sell their homes to the land bank or land trust.</li> </ul>	<p>Jackson Center programming funding, in-kind time from UNC Law students</p>	<p><i>Lead:</i> Jackson Center to provide info and host events, Residents</p> <p><i>Support:</i> UNC Law School, other organizations</p>

<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Make the historic legacy of the neighborhood tangible	<ul style="list-style-type: none"> <li><input type="checkbox"/> Create a self-guided walking tour of Northside that recounts historical and cultural landmarks in residents' voices. <sup>t</sup></li> <li><input type="checkbox"/> Create and install plaques to honor neighborhood landmarks</li> <li><input type="checkbox"/> Design and build gateway signs or features at neighborhood entrances that reinforce the neighborhood's identity.</li> <li><input type="checkbox"/> Build a neighborhood website and email listserv that helps connect residents to one another and markets the neighborhood to prospective buyers.</li> <li><input type="checkbox"/> Support community members without digital access through consistent, direct communication.</li> <li><input type="checkbox"/> Continue to build the archive of oral histories that now includes over 150 recordings; make these increasingly accessible to old and new residents.</li> </ul>	Grant for gateway, landscaping, and signage improvements	<i>Lead:</i> Jackson Center, Residents <i>Support:</i> Other organizations

---

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan.

<i>Students and Student Rental Investors</i>			
<b>Retention</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Connect students as neighbors	<ul style="list-style-type: none"> <li><input type="checkbox"/> Build existing service opportunities for student residents and develop others, such as tutoring/mentoring Northside Elementary students.<sup>t</sup></li> <li><input type="checkbox"/> Engage students in peer education about the neighborhood's history; develop neighbor-to-neighbor and cross-generational educational programming.<sup>t</sup></li> <li><input type="checkbox"/> Require off-campus housing orientation for all students.</li> <li><input type="checkbox"/> Encourage UNC to collect local student addresses to maintain more productive contact with them.</li> <li><input type="checkbox"/> Enforce codes of conduct off-campus as well as on.</li> </ul>	In-kind staff time	<i>Lead:</i> UNC Office of Community Involvement <i>Support:</i> Jackson Center, other organizations
<b>Transition</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Deter student rental investors and/or emphasize well-managed student rentals	<ul style="list-style-type: none"> <li><input type="checkbox"/> Implement a landlord registry or rental inspection program.<sup>t</sup></li> <li><input type="checkbox"/> Enforce and/or tighten occupancy limits for unrelated persons<sup>4</sup> to reduce the potential cash flow for student investors.</li> <li><input type="checkbox"/> Provide a list of landlords that meet the registry or rental inspection program standards to potential student renters.</li> <li><input type="checkbox"/> Create development protections in Carrboro to limit the transition of the housing stock into student rentals.</li> </ul>	In-kind staff time	<i>Lead:</i> Town

<sup>4</sup> Chapel Hill currently allows no more than 4 unrelated persons to reside in one dwelling unit. Carrboro does not currently have an unrelated persons ordinance, yet such a rule is critical to changing the math of student rental investments.

Address repeat problem student rentals	<input type="checkbox"/> Report problem houses to UNC Office of Community Involvement. <input type="checkbox"/> Approach landlords about changing the pipeline of students to emphasize recruitment of community-minded students. <input type="checkbox"/> Establish graduated fines for repeat code enforcement violations. <sup>t</sup> <input type="checkbox"/> Continue to improve proactive code enforcement efforts. <sup>t</sup> <input type="checkbox"/> Establish community ownership of student rentals to increase tenant accountability and provide income for community initiatives.	In-kind staff time	<i>Lead:</i> Residents (reporting), UNC (enforcement), Town (enforcement) <i>Support:</i> Jackson Center
<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Recruit students who want to be part of the Northside community	<input type="checkbox"/> Strategic marketing to graduate students, student organizations, and campus departments. <input type="checkbox"/> Develop intentional learning student residences <input type="checkbox"/> Develop graduate student and married student housing in the neighborhood.	In-kind staff time, In-kind housing development	<i>Lead:</i> UNC Office of Community Involvement <i>Support:</i> Jackson Center, student organizations, departments.

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan.

<i>Potential Residents</i>			
<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Market the neighborhood's strong community vision	<ul style="list-style-type: none"> <li><input type="checkbox"/> Market the neighborhood as a diverse multigenerational community with a family-friendly atmosphere.</li> <li><input type="checkbox"/> Support residents in such community-based initiatives as tutoring, community gardens, public health programs, etc. in order to strengthen connections among existing residents and engage potential ones.</li> </ul>	Grant for community initiatives.	<i>Lead:</i> Residents Center, other organizations
Recruit potential homebuyers and families we want to live in Northside	<ul style="list-style-type: none"> <li><input type="checkbox"/> Advise area realtors of the neighborhood's strengths and community vision, and work with them to market those assets.</li> <li><input type="checkbox"/> Work with area realtors to attract those potential buyers who have already self-identified as wanting to "live small," renovate, walk to work, and invest in diverse community.</li> <li><input type="checkbox"/> Collaborate with UNC, UNC Hospitals, and the Towns of Chapel Hill and Carrboro to develop appropriate housing incentive programs.</li> <li><input type="checkbox"/> Work with partners to develop a list of potential homebuyers who are just above the qualification limits for affordable and workforce<sup>5</sup> housing</li> <li><input type="checkbox"/> Maintain a database of interested buyers and renters who receive the Early Warning Digest emails.</li> </ul>	Jackson Center programming funding	<i>Lead:</i> Jackson Center <i>Support:</i> Town and UNC HR departments, other organizations
Address affordability gaps	<ul style="list-style-type: none"> <li><input type="checkbox"/> Utilize a revolving land bank to acquire 25 properties at a time (50 total) for future development.</li> <li><input type="checkbox"/> Create new and market existing financial homeownership</li> </ul>	Loan and operating grant for land bank	<i>Lead:</i> Self-Help (land bank operation plus

<sup>5</sup> "Affordable" refers to housing that is priced so that it does not make up more than 30% of the gross income of a household making 80% or less of the Area Median Income. "Workforce" housing is priced for households making 80-120% of the Area Median Income.

	<p>incentives, including second mortgage, rehab assistance, and downpayment assistance.<sup>t</sup></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Create workforce rentals.</li> <li><input type="checkbox"/> Provide gap financing for workforce housing developers.</li> <li><input type="checkbox"/> Advocate for increased funding for construction of affordable and workforce housing units town-wide.<sup>t</sup></li> </ul>	<p>administration, grant for gap financing, loan for homeownership incentives</p>	<p>identifying development incentives); Funders (resources) <i>Support:</i> Residents, other organizations and funders</p>
<p>Develop underutilized property for community purposes</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Identify underutilized properties, especially those owned by the Towns and University.</li> <li><input type="checkbox"/> Revise NCD guidelines to include compatibility guidelines for a wider range of housing types and different levels of density.</li> <li><input type="checkbox"/> Develop a range of housing, including high-end of market rental and ownership products that can cross-subsidize affordable and workforce housing.</li> <li><input type="checkbox"/> Increase density where appropriate and in ways that contribute to community goals. <ul style="list-style-type: none"> <li>o Accessory Dwelling Units with occupancy restrictions.</li> <li>o Townhouses/duplexes in some locations, such as near Northside Elementary</li> <li>o LIHTC family or senior housing along Rosemary Street</li> <li>o By-design student housing along Rosemary Street<sup>t</sup></li> <li>o Mixed-use with residential and retail/office along Rosemary Street</li> </ul> </li> <li><input type="checkbox"/> Develop pedestrian/bike paths, sidewalks, and other community infrastructure where needed to facilitate connectivity throughout the neighborhood.</li> </ul>	<p>Donation/sale of underutilized land to land bank, Town staff time</p>	<p><i>Lead:</i> Town (guidelines), Working Group/Jackson Center (facilitate conversations around density) <i>Support:</i> Self-Help, other organizations</p>

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan

## EXAMPLES OF POTENTIAL DEVELOPMENT TYPES

Because of Northside's high land costs, affordable and workforce housing opportunities going forward will typically depend on adding more units per acre. One-for-one replacement of existing homes, or development of vacant lots at the density the neighborhood experienced in past decades, is unsustainable at a large enough scale to make a transformative impact in the market; doing so would require large, ongoing amounts of increasingly scarce subsidies. This page shows examples of the types of development proposed in this plan that could help achieve the neighborhood's vision. We are not proposing these houses as prototypes for Northside but rather show them as examples of attached and higher density housing that could be appropriate in the neighborhood, pending in-depth discussion with residents.



Figure 8, Photos and attribution, left to right from top: Townhouses (TightLines Designs), Single-family infill (TightLines Designs), Accessory Dwelling Unit (Aspen Price), Mixed-use building (Flickr: Brett VA), Senior apartments in background and quadraplexes in foreground (Flickr: Brett VA)

## Section V. Investment Strategy

### Potential Investors

The programs and strategies laid out in the previous section will require a large investment of residents' and other community supporters' time, as well as their consistent involvement and collaboration with each other. It will also require financial resources and non-financial resources to achieve the Northside neighborhood's aspirations. Potential financial investors include the Towns of Chapel Hill and Carrboro, Orange County, the University, UNC Hospital, Self-Help, bank partners and philanthropic investors.<sup>6</sup>

An investment from the University in the proposed land bank would demonstrate its commitment to and faith in the Northside community and its many dedicated partners to bring this strategy to fruition. We expect that a foundational investment by the University will catalyze additional funding while setting a national model for innovative community investment. We recommend that the Towns of Chapel Hill and Carrboro take additional steps to increase funding for affordable and workforce housing, both rental and homeownership, which would benefit the whole community, including the Northside. These steps may include creating a Housing Trust Fund with recurring contributions from general funds, as well as payments in lieu; continuing to collect payments in lieu from rental developments; and issuing bond and/or tax increment financing, transfer of development rights, and other such funding mechanisms. This MAP provides the Towns with a framework for how to pursue ways to provide crucial funding support for gap financing of new units, rehabilitation of existing units, 2<sup>nd</sup> mortgage assistance for low- and middle-income homebuyers, and other needs that collectively can begin to close the affordable and workforce housing gap in Chapel Hill and Carrboro broadly, as well as in Northside specifically.

---

<sup>6</sup> Since the original May 2013 publication of this report, significant financial and in-kind support has been received and more is needed.

## Portfolio Approach

The past 30-plus years of neighborhood history make it clear that a piecemeal approach of investing in scattered properties and within a typical governmental housing program will not be sufficient to change Northside's trajectory. Much like financial advisors recommend a diversified set of investments to build wealth, we recommend a balanced, portfolio approach to investing in the Northside. Such an approach will stretch public and philanthropic dollars further, while increasing the scale and speed of change in the neighborhood. Accordingly, we take a "cascade" approach that starts with development we can make happen without subsidy, then focuses on development where some investment is needed, then turns to alternatives such as increased density, and finally relies on leveraging investments in market rate development to serve goals of an inclusive, socioeconomically diverse neighborhood. (The following page walks through the four steps of this cascade.)

Creating affordable and workforce housing that serves families is at the core of community members' aspirations for the Northside, and is one of the most important end goals of our work. Given high land costs, producing socioeconomically diverse housing will require subsidy. Preserving the future of the Northside requires generous support from such funding sources as CDBG, HOME, Payment in Lieu funds, and private philanthropy. In addition, we propose to generate revenues (cash inflow) to balance subsidies (cash outflow) through land acquisition and development. In simple terms, this means strategically leveraging market rate housing development for the purpose of generating revenues to invest in the creation of affordable and workforce housing opportunities.

By acquiring and redeveloping properties that generate returns on investment, we should be able to plow these revenues back into the neighborhood for the purpose of supporting affordable and workforce housing that will often require such investments. This approach is both a desirable outcome for the neighborhood—creating a diverse mix of residents and generating higher property tax receipts, for instance—and a necessity to reach the scale of

investment needed to turn the tide of student rental investment while achieving affordable and workforce housing goals.

The basic “cascade” approach for a successful investment strategy, in terms of how a land acquisition and development tool will be deployed, is as follows:

1. **“Match make”** – that is, purchase properties to pair with prospective homeowners. In these cases, the goal of land acquisition is to purchase properties before student rental investors do (or better yet, facilitate direct sales of properties from sellers to homebuyers). In short order, sell these properties to homebuyers who can afford the homes without further interventions. Compass Group members suggest that demand already exists but that it is not being met because development favors more lucrative supply to student tenants. (The only way to accurately measure the depth of this demand is to test it in real life by providing product for non-student households.) On the other hand, the poor condition of much of the housing stock and market dynamics that favor student rental investors will require investment to attract homeowners and non-student tenants.
2. **“Bridge the gap”** – meaning purchase properties that, with minimal investments, will appeal to homeowners or landlords who serve families. For example, buy a home that is somewhat above the range of being affordable to a family and pair the home with second mortgages or rehab-repair funds to make it appealing and affordable. These homes will require more work and resources, but will be more plentiful than the “matches” shown above.
3. **“Change the math”** – these interventions will look more to the medium- and long-term, with a need for gaining sufficient site control to build a product that can attract homebuyers or family renters at reasonable cost. For example, we might acquire multiple adjacent lots and then propose a townhouse development to better distribute land costs.

4. **“Leverage the market”** – that is, consider deals that generate financial returns through market rate sales and rentals to homeowners or renters (including students). Use the cash flows generated to invest in higher priorities for the community, such as workforce homeownership and affordable rental creation. For example, acquire land to build condos on Rosemary Street and sell most units at prices as high as the market can bear. Through a binding agreement, reinvest a portion of profits into helping “bridge the gap” or “change the math” for the creation of other housing in the neighborhood. This category may be the most difficult to achieve but is critical for creating lasting and financially sustainable change.

### A Range of Housing

Once a land bank acquisition tool establishes site control, Self-Help envisions a multi-faceted strategy of development in the Northside. Reflecting the "portfolio approach" described in the previous section, we believe that development should target a wide range of market needs. Past efforts at redeveloping the Northside have primarily featured affordable housing, hence the development of relatively large amounts of public housing serving people at near poverty level, and the less plentiful but still prominent development of affordable rental and homeownership units serving people under 80% AMI. Clearly the need exists in Northside and the broader community for these types of housing, but we recognize that they should be just part of a balanced development approach. The approach we recommend balances the following housing types within the geographic boundaries of Northside:

- Affordable housing serving below 80% AMI, with an emphasis on two types of affordable housing: 1) rental housing for those below 60% AMI, particularly through Low Income Housing Tax Credits for dense multi-family development that makes the most efficient use of subsidies and 2) housing for first-time homeowners at roughly 50% to 80% AMI, of the sort created by non-profit housing providers, with an emphasis on townhomes or other housing types that make efficient use of

land and therefore subsidies.

- Workforce housing serving households earning between 80% and 120% AMI. These homes should include a wide variety of housing types. Some of these buyers will require subsidies, particularly at the lower end of the 80% to 120% income range. Workforce housing is a critical need in the broader Chapel Hill/Carrboro community and few existing resources are available to serve the need, since federal dollars are mostly limited to households who earn below 80% AMI (as is appropriate given the purpose of the funding streams).
- Housing for market rate buyers who earn over 120% AMI and should be able to afford any of a variety of housing types from detached single-family homes to condominiums, and who require no subsidy. By acting strategically, homes built for market rate buyers in this income range can be used to generate revenues to help subsidize affordable and workforce housing.

The table on the following page summarizes the range of housing choices this plan can help facilitate. The intent is for the emphasis of the work to be put into creating housing opportunities for households who earn below 120% AMI; these are the members of the workforce for whom Northside has traditionally been a stronghold and for whom housing options in the Northside (and the surrounding towns) have diminished. The preservation, renovation and creation of subsidy-dependent affordable housing—from public housing through homeownership—will be critical to the **retention** of existing residents and to serve “peers” of these residents in terms of maintaining socioeconomic and racial diversity. The **attraction** of new residents can best be served by focusing on housing repair, renovation, and new housing development for individuals up to 120% AMI. Much of this work will require investments because it is difficult to serve people in this income range in Northside while generating revenues (profit). Thus, the final range of housing shown in the below table is for households earning more than 120% AMI.

We expect these households to be attracted to the Northside given its proximity to downtown Carrboro, downtown Chapel Hill and the University. Development of housing for families who earn more than 120% AMI, and for students, can help leverage resources to support development of the affordable and workforce housing that is the central focus of this plan. Taken together, this retention-attraction-leveraging approach will work to achieve community aspirations for the Northside. It will help leverage what could be potential development pressures (development of higher income housing) into opportunities (resources to support affordable and workforce housing). This approach will help balance the Northside market.

<b>Building A Range of Housing Choices in the Northside<sup>^</sup></b>				
	<b>RETENTION OPPORTUNITIES</b>	<b>ATTRACTION OPPORTUNITIES</b>		<b>LEVERAGE OPPORTUNITIES</b>
	<i>Affordable Housing (&lt;80% AMI with grants provided)</i>	<i>&lt;80% AMI with no grants provided</i>	<i>80-120% AMI</i>	<i>&gt; 120% AMI</i>
<b>Current stock</b>	76 public housing units, roughly 66 other subsidized affordable homes, and 32 Housing Choice Voucher holders for a sum of 174 subsidized units out of 810 total units in Northside.	Most non-student housing units are occupied by residents at <80% AMI but this is changing—as stock turns over it becomes unaffordable at <80%.	~ 10% of housing units are occupied by residents in this income range and stock affordable to the lower end is turning over.	~ 12% of housing units are occupied by households that earn >120% AMI.
<b>Currently provided by...</b>	Housing Authority, EmPOWERment, Inc., Habitat for Humanity, and Community Home Trust.	Long-term owner-occupants and private landlords.	Existing owner-occupants and private landlords.	Existing owner-occupants and private landlords.
<b>Future housing creation ideas</b>	A Low Income Housing Tax Credit development for <60% AMI renters, and first-time homeownership opportunities for <80% AMI buyers.	Creation of new stock for this income level without grants is nearly impossible. Repair and renovation loans could help.	Creation of new stock for this income level, some with subsidy and some without.	Creation of new stock for this income level, in order to create revenues/subsidy for other housing.

<sup>^</sup>For the purposes of this table students are not included as < 80% AMI residents. Data comes from 2010 census, 2011 American Community Survey, and the *Northside Baseline Report*; income data are for census tract 113, which includes higher income units in areas adjacent to the Northside.

## Implementation Structure

The Compass Group and Resource Group, both of which we formed at the outset of our planning work, have provided valuable insight and direction. Moving into the implementation phase, members of these groups, along with other community partners, should form a “Working Group” of roughly 15 individuals who represent different community interests and entities; the purpose is to guide the hands-on implementation process.<sup>7</sup> The Working Group will provide direct oversight of implementation and help coordinate community partners, institutions, residents, and prospective residents in implementation programs.

To make the Working Group effective and encourage continuity of process, the Jackson Center should continue in its role as convener and community organizer and should hold a seat on the Working Group. The Working Group should also include residents (including students), a Self-Help staff member, advocates, and other stakeholders (e.g., UNC and Town staff); people who are committed to the vision of Northside, as affirmed by the Compass Group in coordination with focus groups, and believe that the vision will come about through dedicated and focused work. It is critical for the Working Group to be a mix of “do-ers” who make sure day-to-day activities moves forward and “see-ers” who understand the big picture and keep that vision front and center. Residents already consider the Jackson Center essential. Staff members of the Center have been working in the neighborhoods to build bridges between the University, Towns, and Northside communities since 2005. They have become trusted by neighbors for their dedication to learning the histories and values of community members and reciprocating with youth media programming, schools outreach, community journalism, public history and festival events, organizational support for the local food distribution center, community forums, and

---

<sup>7</sup> As of the date of this revised version of the report, the Compass Group has assumed the role of the Working Group. Other implementation structures include a “partners group” consisting of staff from the Towns, University, Jackson Center, and Self-Help; and also a non-profit housing developers group.

coalition and policy leadership. The Center is a hub of collaborative preservation and advocacy. The Center importantly complements Self-Help's technical expertise in finance and track record of land banking and community-driven real estate development.

### Next Steps

Between the *Northside and Pine Knolls Community Plan* and this *Northside Housing MAP*, the framework for how to engage in Northside is well-established. Northside residents and their many allies are energized and ready to take action. The critical missing ingredient is a commitment of financial resources, particularly by the Towns of Chapel Hill and Carrboro and the University, supplemented by philanthropic contributions and economic development investment necessary not only to building but to sustaining the vitality of Northside.

Without significant financial resources, the implementation of the many important strategies outlined in current plans will be difficult at best. **Financial resources will enable two critical elements from which all other strategies will flow: 1) acquisition of properties in the Northside, to provide the site control that is a pre-requisite for community self-determination and 2) ongoing neighborhood organizing capacity/support to carry the work forward in a way that is grounded in the community .** If either of these two ingredients is missing, implementation will fail. If both are present, there will be the site control and organizing capacity to allow for other strategies to succeed.

In our opinion, the opportunity to create meaningful, sustainable change in Northside is here for the taking. The social and financial upside is tremendous, while the downside is small. Now is the time to move from studying and planning to doing and acting.

# Appendices

---

Appendix A. Intentionally Left Blank **Error! Bookmark not defined.**  
Appendix B. Community Process ..... iii  
Appendix C. Northside Baseline Report.....ix

## Appendix A. Intentionally Left Blank

## Appendix B. Community Process

The Compass Group held its first meeting on September 25<sup>th</sup>, 2012, and the Self-Help and Jackson Center teams introduced themselves to participants, while sharing the purpose, process, and desired outcomes of the Compass Group meetings. Staff also described the key takeaways from the market assessment, and the strategy framework of Retention, Attraction, Transition, and Balancing the Market. Participants received copies of the *Northside Baseline Report* and czb's market analysis and encouraged to choose the strategy framework focus area they were most interested in.

Throughout October, Compass Group members facilitated focus group meetings in and around Northside, where residents, students, and other members of the greater community discussed the issues around their focus area, the strengths Northside has related to that focus area, and came up with further questions to bring back to the Compass Group. These meetings stimulated conversation with neighborhood residents, and many people who came to these initial focus group meetings continued to attend meetings throughout the fall.

Early in October, the Self-Help and Jackson Center team met with UNC staff, including Gordon Merklein, Linda Convissor, Dean Blackburn, and Taffye Benson-Clayton to present the findings of the *Northside Baseline Report* and update them on the community meetings that had taken place thus far.

The Resource Group first met the week of October 22<sup>nd</sup>. At the initial meetings, participants learned about baseline report findings and the results of Compass Group meetings. Self-Help and Jackson Center staff encouraged Resource Group members to think of ways their organization could support the work underway. Also in October, several of the Self-Help and Jackson Center staff made a presentation to the board of EmPOWERment, Inc. to update them on progress thus far and get their feedback, as they have been engaged in the Northside community for many years.

Concurrent to the October meetings specific to Northside, the Carrboro Planning Board held a 3-part dialogue session around

affordable housing issues in Carrboro. Self-Help staff members attended these sessions, presented on the current work in Northside as it relates to broader policy/market challenges, and participated in a dialogue about impediments and other issues related to affordable housing provision in Carrboro. These meetings gave Carrboro planning staff, Planning Board members, and Board of Aldermen members a sense of greater affordability issues and the work happening in Northside, part of which is located within Carrboro's jurisdiction.

On October 30<sup>th</sup>, we convened a second Compass Group meeting to discuss the focus group conversations and determine the direction to pursue next. On Saturday, November 17<sup>th</sup>, 2012 Compass Group members and other invited guests came to a "game planning" session facilitated by the Jackson Center and Self-Help. Facilitators divided the approximately 25 people in attendance several into focus area groups, each with a large map of the neighborhood, markers, stickers, and other tools to map out the issues within their focus area. Afterwards, facilitators from each group presented the "game plans" to the larger group, and encouraged further conversation around the ideas and questions that emerged. This game planning session placed the strategy framework into a geographical context. Participants identified areas of the neighborhood that were under the most pressure of transition, as well as streets or blocks that had high rates of long-term residents, and so on. Collectively, we identified strengths and challenges on a block-by-block basis throughout the neighborhood. This mapping exercise led to the creation of the geographically-specific strategies portrayed in the Strategic Priorities map shown in the body of this document. In addition, at the meeting we identified a network of residents who could help engage other residents in the process.

One of the first actions that came out of the November 17<sup>th</sup> session was the creation of an "early warning network." Neighborhood leaders distributed letters to Northside residents and property owners just before the Thanksgiving holiday, alerting owners, neighbors, and property heirs in Northside that there is an effort underway to educate residents about transition options and help

match them with interested homeowners. Five Compass Group members signed the letter and they serve as the first point of contact for interested neighbors who may be transitioning out of their home in the future.

In early December, the Self-Help and Jackson Center team, along with market analyst consultant Charles Buki, met with UNC's Chancellor and invited staff to discuss the community's work thus far and identify areas where UNC could contribute to the effort.

We convened a fourth Compass Group meeting on December 13<sup>th</sup>, where members discussed important tools under development, including acquisition tools, the early warning network, and other broader tools. Break-out groups in the four focus areas discussed action items that had been identified for their strategy area, picked 3-5 most important action items that can be implemented immediately, and defined action steps to reach that goal, a timeframe for implementation, and point people that would be key to implementing the item. This session helped to clarify immediate community needs and focused the Compass Group's efforts on strategies that they could get involved in immediately.

On January 16<sup>th</sup>, Resource Group members participated in a second meeting, where facilitators presented attendees with the action items identified by the Compass Group, and encouraged them to brainstorm additional strategies and next steps. Some notable outcomes from these Compass Group and Resource Group meetings include a Making History Tangible task force, which is presently designing gateway signs and other materials to convey the neighborhood's identity. Additionally, Self-Help and Jackson Center staff held a lunch-and-learn with a select group of area Realtors, where they exchanged information about current buyers, what they are looking for, and how best to market properties in Northside in such a way that emphasizes the community and cultural history in the neighborhood.

On February 28<sup>th</sup>, the Compass Group convened again to discuss strategies, such as land bank acquisition and a development portfolio, in depth. They also reviewed the first draft of the

*Northside Housing MAP* and provided feedback. This meeting focused on the larger picture of how to implement these strategies at the necessary scale. Participants talked through what increased density would look like, who we would want to serve with housing in the neighborhood, and what sorts of housing types and costs would be an appropriate match.

### **Compass Group – Roster of Participants**

<b>Name</b>	<b>Affiliation</b>
Anita Booth	Northside resident
David Mason	President, Lincoln High Alumni Association Former Northside resident
Donna Bell*	Northside resident, Chapel Hill Town Council member
Heather Reagan	Northside resident, Community Home Trust homeowner, small business owner in Midway Business District
Jane Farrar	Northside resident, retired UNC employee
Janie Alston	Northside resident
Josh Davis	Northside resident, UNC employee
Kathy Atwater	Northside resident, retired UNC employee
Loryn Clark*	Neighborhood and Community Services Manager, Town of Chapel Hill Planning Department
Keith Edwards	Northside resident, retired UNC employee
Matthew Fearington	Northside (Lloyd-Broad) resident, retired UNC employee
Patricia Jackson	Former Northside resident
Reginald Hildebrand	UNC Professor, member of St. Paul AME
Scott Beavers	Pine Knolls resident, Town of Chapel Hill employee
Taffye Benson Clayton*	Vice Provost of Diversity and Multicultural Affairs, UNC Chapel Hill
Terrence Foushee	Staff member at Teen Center, Northside family connections
Will Leimenstoll	UNC Student Body President
Willis Farrington	Former Northside resident, St. Joseph CME Assistant Pastor

\* Ex-officio member

**Resource Group - Roster of Participants**

<b>Name</b>	<b>Title and Organization</b>
Aaron Bachenheimer	Director, Fraternity & Sorority Life and Community Involvement, UNC
Aaron Nelson	CEO, Chapel Hill-Carrboro Chamber of Commerce
Al McSurely	Civil Rights Attorney, McSurely & Turner and Asst. Secretary, CH-Carrboro NAACP
Bethany Chaney	Carrboro Planning Board Chair. [Anywhere as facilitator]
Cheri Szcodronski	Executive Director, Preservation Chapel Hill
Clay Turner	Civil Rights Attorney, McSurely & Turner
Delores Bailey	Executive Director, EmPOWERment, Inc.
Desiree Goldman	Realtor, RE/MAX Winning Edge
Drew Robinson	Vice President for Homeownership Initiatives, DHIC, Inc.
Esphur Foster	Northside resident
Fred Battle	Former president of NAACP
Gordon Merklein	Executive Director, Real Estate, UNC
Herman Foushee	Business consultant, former Northside resident
Jim Merritt	Former Town Council member
Kristen Smith	Director of Public Policy and Member Engagement, Chapel Hill-Carrboro Chamber
Langston Harris	Intern, Preservation Chapel Hill
Larry Short	Real Estate Developer and Northside advocate
Lee Storrow	Council member, Town of Chapel Hill
Linda Convissor	Director of Local Relations, UNC
Maggie West	Program Coordinator, Community Empowerment Fund
Mariana Fiorentino	Founder, Terra Nova Global Properties
Mark Chilton	Mayor, Town of Carrboro
Mary Jean Seyda	Chief Operating Officer, CASA
Meg McGurk	Executive Director, Chapel Hill Downtown Partnership
Megan Wooley	Housing and Neighborhood Services Planner II, Town of Chapel Hill
Molly De Marco	Public health researcher at UNC, Justice United

---

	member
Nate Davis	Center Supervisor, Hargraves Community Center
Pilar Rocha-Goldberg	President/CEO, El Centro Hispano
Robert Dowling	Executive Director, Community Home Trust
Scott Radway	Founder, Radway Design
Susan Levy	Executive Director, Habitat for Humanity
Tim Stallman	Head of Counter Cartographers Collective
Tina Vaughan	Director, Chapel Hill Department of Housing
Todd LoFrese	Assistant Superintendent for Support Services, Chapel Hill-Carrboro City Schools
Trish McGuire	Planning Director, Town of Carrboro
Vernelle Jones	Former resident, owns a property in Northside
Will Lambe	Director, Community & Economic Development Program, UNC School of Government
Will McInerney	Executive Director, Sacrificial Poets
Yvette Holmes	Director of Community Partnership & Development, DHIC, Inc.

## Appendix C. NORTHSIDE BASELINE REPORT