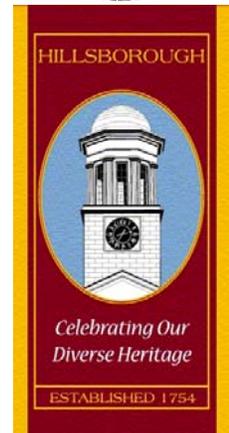


# Housing and Community Development Consolidated Plan 2005-2010

County of Orange, North Carolina  
Town of Carrboro, North Carolina  
Town of Chapel Hill, North Carolina  
Town of Hillsborough, North Carolina





# **Housing and Community Development Consolidated Plan 2005-2010**

**County of Orange, North Carolina  
Town of Carrboro, North Carolina  
Town of Chapel Hill, North Carolina  
Town of Hillsborough, North Carolina**

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## **EXECUTIVE SUMMARY**

Orange County is well known for its rich history, outstanding educational and employment opportunities, and diverse and friendly citizens. Nestled in the hills of the North Carolina Piedmont, Orange County is located strategically between the Research Triangle Park and the Triad cities of Greensboro, Winston-Salem and High Point. With more than 100,000 citizens, Orange County includes historic Hillsborough, the County seat, Chapel Hill, home of the University of North Carolina, and Carrboro, a former railroad and mill town. When Orange County was founded in 1752, five Native American tribes lived in this area. The Town of Hillsborough was the center of North Carolina politics in the colonial era and hosted the state's Constitutional Convention in 1778, where North Carolina delegates demanded that a Bill of Rights be added before they would ratify the U.S. Constitution.

Orange County lies on the western edge of the Research Triangle area, which is anchored on three sides by UNC-Chapel Hill, North Carolina State University and Duke University. Research Triangle Park is home to leading technological companies and institutions. Orange County is part of the Raleigh-Durham-Chapel Hill, North Carolina Metropolitan Statistical Area (MSA) which comprises six Counties in the Research Triangle Area.

### **Housing Market Analysis**

#### **General Market Conditions**

Orange County's population has increased by more than 25% between 1990 and 2000 (rising from 93,662 to 118,227). The County is expected to experience continued growth through 2010, with the population increasing to a projected 140,750. The North Carolina Office of State Planning estimates that the population in the County in 2003 is 120,881. While most of the County's population is centered in Chapel Hill (46,798 in 2000), the areas experiencing the most rapid growth are Carrboro and Hillsborough. It is estimated that almost one-third (32%) of Chapel Hill's population are students enrolled at the University of North Carolina. Over 40% of the County's population lives in Chapel Hill. Less than 20% of the population lives in other municipalities with the remaining 39.4% living in the remainder of Orange County. The number of households in Orange County, according to the 2000 Census, was 45,863, which represents a 27% increase in households since 1990.

The racial composition of Orange County is changing. As a percentage of the total population, whites make up 78 % of the County and the Town of Chapel Hill. Blacks comprise 13.8 % of Orange County (11 % of Chapel Hill). The most dramatic increase in racial groups is in the Hispanic community, where the population grew from 1,279 in 1990 to 5,273 by 2000, representing a 312.3% increase and 4.5% of the total population in Orange County. The Asian population grew 105.2% during this same period and now makes up 4.1% of the total population.

The unemployment rates for Orange County have been 2% or more below the statewide unemployment rates and about 3% to 4% below the national unemployment rates for the past 10 years. In Orange County, unemployment has ranged from a low of only 1.1% in 1999 to a high of 3.2% in 2002.

Median household income is likewise much higher than state and national averages. In 2004, the median household income for Orange County was \$69,800. This represents a 49% increase in median income over the past 10 years. The median income in Orange County is about 20% higher than the median family income for North Carolina and 21% higher than the national average. The estimated median family income in Chapel Hill is over \$86,000. In terms of per capita income, Orange County ranks fourth among all Counties in North Carolina and third among Counties located in the Triangle region of North Carolina, according to data obtained from the U.S. Bureau of Economic Analysis.

## **Housing Market Conditions**

In 1990, the total number of housing units in Orange County was 38,683. During the period 1990 to 2000, the total number of housing units increased by 27.4% to 49,289 units. Also during this period, the number of owner-occupied units increased by 32.4% and represented over one-half of all housing units in Orange County. In 2000, owner-occupied housing in Chapel Hill represented 43% of all occupied units. In renter-occupied housing, structures with five or more units continue to be the majority of the housing stock at 52.9% in 2000.

Average and median sales prices of both new and existing homes in Orange County for 2004 exceed \$100,000. The lowest prices are reflected in the sales of condominiums and townhouses. Sales prices for new detached homes exceed \$250,000 for both new and existing homes. The average home sales price in 2004 was \$279,996 and the median was \$229,500. In 2004, 20% of homes sold for less than \$160,000 down from 24% in 2003 and 29% in 2002. Almost two-thirds of single-family homes sold in 2004 had a sales price of \$200,000 or more with almost one half of those having a sales price over \$350,000. Housing in the Chapel Hill area is currently among the most expensive in the Research Triangle region. In 2003, the average purchase price of a home in Orange County rose from about \$261,895 to \$280,592. In Chapel Hill, the average purchase price was \$320,913. Since 2000, the average purchase price has increased 22.4% in Chapel Hill.

Rental housing in Orange County is dominated by larger apartment developments—those with five or more units—which represent 52.9% of the renter-occupied housing in the County. The median gross rent (rent plus utility expenses) for 2000 was \$684. The 2005 fair market rents (FMR) for a two-bedroom apartment in Orange County is \$779.

## **Public Housing Programs**

The Orange County Department of Housing and Community Development is responsible for the administration of the Section 8 Housing Choice Voucher Program. The Department does not operate public housing developments. Currently, the Department administers approximately 623 units of Section 8 assistance with 909 people remaining on a waiting list.

The Town of Chapel Hill Department of Housing administers 336 units of low-rent housing located at 13 sites (12 in Chapel Hill and one in Carrboro). The department's goal is to refurbish all 336 units of public housing over a five-year cycle using Community Development Block Grant funds to pay for refurbishing work. The Department does not administer Section 8 tenant-based rental assistance. According to its most recent PHA plan, there is a waiting list of 220 persons for housing assistance from the Town of Chapel Hill's Department of Housing.

## **Housing Needs Assessment**

### **Renter Households**

One-half of all renter households experience a housing problem, which represents a 0.8% reduction since 1990. The percentage of extremely low-income renters who experience housing problems has increased overall since 1990. However, among extremely low-income, very low-income and low-income renters, there has been an overall reduction in the number of housing problems.

### **Owner Households**

Over 20% of all owner households experience a housing problem, which represents a 0.3% increase since 1990. The percentage of extremely low-income owners who experience a cost burden over 50% increased since 1990 to 49.3%. During this same period, however, extremely low income owners experienced a slight decrease in any housing problems and in cost burdens of more than 30%. Among very low-income and low-income owners, there has been an overall increase in the number of housing problems.

### **Disproportionate Needs**

Among renters, Hispanic households experience a disproportionately higher percentage of housing problems<sup>1</sup> in Orange County. Among homeowners, African Americans, Hispanics and Asian Americans experience a disproportionately higher percentage of housing problems. When looking at all households (renters and owners), Hispanic and Asian American households experience a disproportionately higher percentage of housing problems. Very low-income households (those earning less than half of the area's median income) and extremely low-income households (those earning less than 30% of the area median income) have the greatest number of housing problems, whether renters or homeowners.

### **Supportive Housing for Non-Homeless Persons with Special Needs**

In examining supportive housing for persons with special needs, Orange County has considered the needs of the elderly, persons with disabilities (including mental, physical and developmental), alcohol and substance abusers and persons with HIV/AIDS.

People with supportive housing needs have special housing and care needs, largely because they are out of the workforce and/or have substantial medical and care requirements. The types of housing for the elderly (and all those with supportive housing needs) vary depending on the services needed to meet the requirements of the residents. In general, those who provide special housing needs offer an array of services. Efforts are made to ensure maximum independence in the least restrictive setting, but onsite support of those with special needs is often required.

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<sup>1</sup> Households with housing problems are those households occupying units without a complete kitchen or bathroom, that contain more than one person per room and/or that pay more than 30% of their income to cover housing expenses.

Service providers for people with special needs face substantial challenges. In 2000, there were 7,164 elderly households in Orange County, of which, 61.2 % were low-income. Developmentally disabled and mentally ill in the County both need case management, support services, and outpatient treatment services for monitoring and treatment. Alcohol and substance abusers have access to outpatient services in Orange County, but are required to go out of the County for residential treatment.

Orange County had 16 reported cases of HIV disease and eight cases of AIDS in 2004. This represents a marked increase in the number of AIDS and HIV cases. While prevention, medical and support services are available to people with HIV/AIDS, there is also a greater need for permanent supportive housing.

## **Lead-Based Paint Hazards**

Lead poisoning is one of the worst environmental threats to children in the United States. While anyone exposed to high concentrations of lead can become poisoned, the effects are most pronounced among young children.

There are as many as 12,058 occupied housing units in Orange County that contain lead-based paint. Of these units with lead-based paint, 6,001 are owner-occupied and 6,057 are occupied by renters. Up to 5,276 houses may have deteriorated lead-based paint. According to the 2000 Census, there are 16,540 households with annual incomes below \$30,000. Applying the assumption that as much as 35% of these low-income households contain lead-based paint hazards results in an estimated 5,789 low-income households with lead-based paint hazards in Orange County.

## **Barriers to Affordable Housing**

As with other types of development, Orange County's supply of affordable housing is dictated by a variety of factors, the most significant being project affordability, availability of land and infrastructure, developer preference for building high-end housing, and government regulation. To address the Educational Impact Fee, the Orange County Board of Commissioners adopted an impact fee reimbursement policy, which provides funds to nonprofit housing developers constructing rental and owner-occupied housing to enable them to pay the fee without passing the cost to the prospective renters or homebuyers. With this reimbursement, the Board works to alleviate barriers to affordable housing.

## **Impediments to Fair Housing**

Based on the County's analysis of impediments affecting the furtherance of fair housing, appropriate strategies have been designed and implemented to eliminate or reduce the impact of those barriers. The following recommendations included in the "Fair Housing Plan" promote fair housing within Orange County:

- Increase the educational opportunities and provide training relating to Fair Housing through workshops, forums and presentations
- Target specific protected groups for fair housing information
- Continue to consult with local lending institutions regarding their Community Reinvestment Act activities.

- Provide training to housing providers and consumers about their obligations and rights.

## **Homeless Assessment**

Based on a point-in-time count conducted on January 26, 2005, the total number of homeless people in Orange County was 230, Fifty-nine homeless persons in were in families, including 38 children. Additionally, 70 chronically homeless persons were documented, representing 30% of the entire homeless population, which is well above the national average of 10%. These numbers, however, do not include people who are doubled up, that is without a legal residence of their own and temporarily staying with another person. A more detailed survey of the homeless in Orange County is planned for the summer of 2005 to capture this information, as well as another point-in-time count to determine the number of unsheltered people in the summer.

The resources and services to support the homeless in Orange County are coordinated by the Orange County Continuum of Care, with the Orange Person Chatham (OPC) Area Program serving as the lead agency. There are prevention, outreach and supportive services available to Orange County homeless to help alleviate their needs. There is also a vision to create a 10 year plan to end chronic homelessness through the support of the Triangle Alliance to Resolve Chronic Homeless (TARCH).

## **Non-Housing Community Development**

Orange County and the Town of Chapel Hill believe that true community revitalization requires a comprehensive set of strategies to ensure success. Rehabilitating or constructing residential structures without improving the physical, social and economic environment in which they are located does not automatically revitalize neighborhoods.

The public spaces and infrastructure used to support community development includes public facilities, including neighborhood facilities, parks and numerous health facilities for specialized care and medical research. The area's infrastructure includes water and wastewater treatment facilities that provide sufficient server capacity to all townships. Streets include two major interstates as well as hundreds of miles of primary and secondary highways. Public services include support to handicapped and substance abuse services, employment training, health services, and transportation for a wide variety of needs.

Anti-crime measures and youth programs work in and out of the school system to provide awareness for students and increase public safety. There are three senior centers which provide classes, wellness programs, trips, and lunches for area seniors. Orange County and its Towns also provide small business owners with a variety of information and assistance to promote area economic development. The Orange County and Town of Chapel Hill Planning and Inspections Department implements land use and environmental policies, zoning, building construction and standards through a system of regulations to promote stable and quality development.

## Five-Year Strategic Plan

As a growing community, the Orange County and the Town of Chapel Hill must successfully balance 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 Town will attempt to expend public funds in a way that leverages the commitment of private sector support whenever possible.

The following presentation utilizes this performance-centered approach to outline the Town's approach to housing and community development in the upcoming five years. This approach includes identifying goals, objectives and strategies; determining what resources are necessary to achieve these goals; analyzing and evaluating performance data; and using that data to drive improvements in organization. All objectives and performance indicators are based on a five-year time frame.

### Goal 1 – Decent and Affordable Housing for Lower-Income Households

<i>Priority 1.1 – Low income (&lt; 80%AMI) homeowners that live in substandard housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund urgent repairs for qualified units</li> <li>- Continue to fund substantial rehabilitation for qualified units</li> <li>- Continue to incorporate handicap, weatherization and lead-based paint improvements into all substantial rehabilitations</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 25 substantially rehabilitated units (Orange County/Chapel Hill)</li> <li>- 50 units with urgent repairs (Orange County)</li> </ul>
<i>Priority 1.2 – Low income renters (&lt;60% AMI) that live in substandard housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund the rehabilitation of existing rental housing units</li> <li>- Monitor and enforce rent and property standards for completed projects</li> <li>- Leverage existing Town and County resources by utilizing the federal low income tax credit, HUD Section 202 and 811, and other programs to construct new rental housing</li> <li>- Provide educational opportunities related to fair housing, tenant rights, etc.</li> <li>- Continue to dialogue with the University of North Carolina – Chapel Hill on issues that affect affordable rental opportunities in the area</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 50 additional affordable rental units (Orange County/Chapel Hill)</li> <li>- 20 low income renters receive HOME funded rental assistance for up to 2 years each (Orange County)</li> <li>- 100 units of renovated public housing (Chapel Hill)</li> <li>- 150 units of refurbished public housing (Chapel Hill)</li> </ul>
<i>Priority 1.3 – Low income (&lt;80% AMI) homeowners that do not have indoor plumbing or adequate connections to existing public water and sewer systems</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund the connection of lower income homeowners to existing water and sewer facilities.</li> <li>- Continue to fund the construction of complete indoor plumbing facilities</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 100% of all County residents have adequate indoor plumbing (Orange County/Chapel Hill)</li> </ul>

<i>Priority 1.4 – Low-income renters (&lt;80% AMI) that are potential homebuyers</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Provide down-payment and closing cost assistance to qualified homebuyers</li> <li>- Provide homebuyer education and counseling with an emphasis on credit</li> <li>- Provide acquisition, infrastructure, predevelopment and/or construction funding to eligible non-profits and for-profits to develop affordable housing opportunities</li> <li>- Establish homeownership program to assist existing Section 8 recipients</li> </ul>
Output Indicators:	- 75 additional lower income homebuyers (Orange County/Chapel Hill)
<i>Priority 1.5 – Eliminate barriers to affordable housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Challenge and encourage non-profit and for-profit affordable housing providers to share resources and collaborate</li> <li>- Seek legislation that would require all local governments to require new residential and commercial developers in the County and Towns seeking zoning approval and/or permits to contain at least 15% affordable units in residential projects</li> <li>- Declare 2006 “The Year of Affordable Housing” and implement a public education that defines affordable housing</li> <li>- Utilize equity sharing and community land trust concepts to limit the dramatic escalation of housing costs</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 100 units of new affordable housing in mixed income developments (Orange County/Chapel Hill)</li> <li>- Increased awareness of barriers to affordable housing (Orange County/Chapel Hill)</li> </ul>

**Goal 2 – Provide Housing and Services for Populations with Special Needs**

<i>Priority 2.1 – Service-enriched transitional housing for homeless persons with special needs</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Promote and make public service funds available to homeless agencies that operate emergency shelters</li> <li>- Partner with other funding agencies to encourage the development of transitional housing (SRO’s, group homes) that is service-enriched</li> <li>- Continue to strengthen partnership with the local Continuum of Care</li> <li>- Provide property acquisition funding to eligible non-profits and for-profits to develop transitional housing</li> </ul>
Output Indicators:	- Provide financial assistance to support the construction of a residential center for homeless men (Orange County/Chapel Hill)
<i>Priority 2.2 – Continuum of services for special populations including older adults, disabled, mentally ill, persons with AIDS and at-risk youth</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Promote and make public service funds available to agencies that serve identified special populations</li> <li>- Partner with other funding agencies to encourage the development of transitional housing (SRO’s, group homes) that is service-enriched</li> <li>- Continue to strengthen partnership with local service providers</li> <li>- Support applications for federal supportive housing funds</li> <li>- Provide property acquisition funding to eligible non-profits and for-profits to develop permanent housing for those with special needs</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 20 additional permanent housing units for those with special needs (Orange County)</li> <li>- Provide community services to 100 area youth (Chapel Hill)</li> </ul>

**Goal 3 – Promote Neighborhood and Economic Development**

<i>Priority 3.1 – Promote revitalization in selected Chapel Hill neighborhoods and economic development in general throughout the County</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Strengthen partnerships with neighborhood associations (community pride, education, family services, etc.)</li> <li>- Work with neighborhoods to design and implement specific beautification strategies, including neighborhood cleanups</li> <li>- Promote recreational opportunities for area youth</li> <li>- Prioritize one to two neighborhoods located in Chapel Hill and develop revitalization plans accordingly</li> <li>- Concentrate Town funding in selected neighborhoods to create maximum impact. Programs may include redevelopment activities, CHDO Development-Infill and various rehabilitation programs.</li> <li>- Build community capacity and better coordinate neighborhood services through the regular dissemination of information. Examples may include Community Development Day workshops, self-help workshops, activity updates, etc.</li> <li>- Continue to work with area Chambers of Commerce and others to promote the economic development of the community</li> <li>- Coordinate effort of various Town departments to concentrate resources into selected neighborhoods</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- Development of a small area plan for the Rogers Road Neighborhood and a Neighborhood Conservation District for the Pine Knolls neighborhood (Chapel Hill)</li> <li>- Promote county wide partnerships that are dedicated to the economic development of the County</li> </ul>

**Anti-Poverty Strategy**

The 2000 Census reported that 15,318 people in Orange County (14.1%) had incomes below the poverty level—an increase of 3,576 people since 1990. In addition to their housing problems, they often have other social service needs. They face a variety of problems that prevent them from improving their economic situation, escaping poverty and obtaining adequate and affordable housing.

Orange County and the Town of Chapel Hill have targeted significant CDBG and HOME resources within core low-income areas to execute its anti-poverty strategies. These resources will act as catalysts to invite additional public and private investment of capital and services; increase the quantity and quality of affordable housing; and help low to moderate-income residents acquire needed information, knowledge and skills to improve their employment opportunities.

The anti-poverty strategy is the unifying thread that ties the housing, homeless, public housing and non-housing community development strategies together as one comprehensive plan for reducing the number of families that fall below the poverty level. The strategic plan, goals and objectives noted throughout this part promote self-sufficiency and empowerment.

## Annual Action Plan

The following tables show the proposed sources and uses of funding available to Orange County for the fiscal year 2005-2006 from the U.S. Department of Housing and Urban Development. More detailed descriptions are provided in the Annual Plan portion of this document.

Fiscal Year 2005-2006 Funding	
Source of Funds	Amount
Community Development Block Grant	\$685,997
HOME Investment Partnership Program	\$707,949
HOME Matching Funds	\$159,287
HOME Residual Funds	\$111,660
Total	\$1,664,893

<b>Fiscal Year 2005-2006 Funding</b>	
Uses of Funds	Amount
<u>HOME Program</u>	
Rental Assistance	\$153,102
Property Acquisition	\$200,000
Second Mortgage Assistance	\$270,000
Pre Development Costs	\$145,000
New Construction (Infrastructure)	\$100,000
Homeownership Assistance	\$25,000
Operational Support	\$15,000
Administration	\$70,794
<u>Community Development Block Grant</u>	
Renovation of Public Housing	\$217,000
Infrastructure Development: Habitat for Humanity	\$100,000
Homeownership Assistance: Orange Community Trust	\$100,000
Sewer Connection Assistance	\$42,775
Development of a Public Facility	\$25,000
Community Services	\$70,700
Program Administration	\$130,502
<b>Total</b>	<b>\$1,664,893</b>

# INTRODUCTION

## Part I What is a Consolidated Plan?

A consolidated plan is the first step in applying for and receiving federal money for housing and community development programs. The Orange County Consortium must submit a consolidated plan every five years to illustrate to the U.S. Department of Housing and Urban Development (HUD) not only the housing and community development needs in Orange County, but also a coordinated plan to meet those needs. As the lead agency responsible for developing the consolidated plan, the Orange County Department of Housing and Community Development is submitting this consolidated plan as an application for funding for the HOME Investment Partnership (HOME) Program. This Plan also serves as the official application from the Town of Chapel Hill for the Community Development Block Grant Program (CDBG).

The consolidated plan establishes a unified, coordinated vision for community development actions for the upcoming five years. Key elements of this consolidated plan are its emphasis on citizen participation and the collaborative nature of the process. Orange County and the Town of Chapel Hill use the input from citizens and their community development partners to determine their housing and community development needs, to develop strategies for addressing those needs and to undertake specific actions consistent with those strategies.

## Part II The Planning Process

### 2.1 Public Meetings and Hearings

Participation of the general public and also public organizations is extremely important to HUD and to the development of a consolidated plan. To maximize citizen participation, Orange County held a series of local community meetings to discuss the planning process and to solicit input using a Primary Needs Assessment Survey. The public hearings were advertised in local newspapers at least 14 days in advance. The meetings were held in Orange County at the following dates and locations:

Tuesday, February 17, 2005 at 7:00 PM  
Homestead Community Center  
600 Homestead Road  
Chapel Hill, NC 27514

Tuesday, February 22, 2005 at 7:00 PM  
Orange County Library Conference Room  
300 W. Tryon Street  
Hillsborough, NC 27278

Thursday, February 24, 2005 at 6:30 PM  
Carrboro Town Hall  
301 W. Main Street  
Carrboro, NC 27510

Tuesday, March 1, 2005 at 7:00 PM  
Orange County Southern Human Services Center  
2501 Homestead Road  
Chapel Hill, NC 27514

## 2.2 Agency Consultations

In addition to seeking citizen input, Orange County consulted with other public and private agencies to identify and prioritize community needs, to develop strategies and action plans, to identify community resources and to promote the coordination of resources. Representatives from public and private agencies affiliated with assisted housing, health services and social services were invited to individual and group meetings to obtain information from and provide input to the development of this consolidated plan. In addition to the agency consultations, all adjacent units of local government were notified and/or consulted during the preparation of this consolidated plan, including the State of North Carolina, which was notified and sent a copy of the plan.

In addition, the development of the 2005-2010 Consolidated Plan is built on a number of other studies, plans and reports that were prepared in recent years, including:

- National Low Income Housing Coalition's report "Out of Reach: The Gap Between Housing Costs and Income of Poor People in the United States"
- Orange County Housing and Community Development Department's and Human Rights and Relations Office's "Fair Housing Plan: Analysis of Impediments Action Plan"
- Orange County Housing Authority, "Streamlined 5-Year Plan for Fiscal Years 2005-2010"
- Town of Chapel Hill Department of Housing, "Streamlined 5-year Plan for Fiscal Years 2005-2009 and Streamlined Annual Plan for Fiscal Year 2005-2006"
- North Carolina Department of Health and Human Services, HIV/STD Prevention & Care Branch's "North Carolina HIV/STD Quarterly Surveillance Report"
- 2004 Town of Chapel Hill Data Book
- Orange County Commissioners' "Affordable Housing Task Force Report," March 13, 2001
- Orange County Economic Development Commission's "Five-Year Strategic Plan 2004-2009: Investing In Innovation"
- Orange County Economic Development Commission's presentation "2005 State of the Local Economy," August 2005
- Orange County Department of Social Services' "Work First County Plan," October 1, 2005 through September 30, 2007
- Orange County Department on Aging Draft Housing Survey
- Orange County Department on Aging, "Elder Care Guide 2002"

These and other sources of information used in the development of the consolidated plan are referred to throughout this document.

# COMMUNITY PROFILE

## Part I Overview

### **A Cultural Oasis with a Small-Town Atmosphere**

Orange County is well known for its rich history, outstanding educational and employment opportunities, and diverse and friendly citizens. Nestled in the hills of the North Carolina Piedmont, Orange County is located strategically between the Research Triangle Park and the Triad cities of Greensboro, Winston-Salem and High Point. With more than 100,000 citizens, Orange County includes historic Hillsborough, the County seat, Chapel Hill, home of the University of North Carolina, and Carrboro, a former railroad and mill town.

Orange County is proud of its long and distinguished history. When Orange County was founded in 1752, five Native American tribes lived in this area. Two years later, William Churton laid out the boundaries of Hillsborough on land where the Great Indian Trading Path crossed the Eno River. Hillsborough was the center of North Carolina politics in the colonial era and hosted the state's Constitutional Convention in 1778, where North Carolina delegates demanded that a Bill of Rights be added before they would ratify the U.S. Constitution.

In 1789, the North Carolina General Assembly chartered the University of North Carolina, the nation's first state university. UNC-Chapel Hill is the flagship of a 16-member state university system and is consistently rated as one of the finest state universities in the Country.

Orange County lies on the western edge of the Research Triangle area, which is anchored on three sides by UNC-Chapel Hill, North Carolina State University and Duke University. Research Triangle Park is home to leading technological companies and institutions, including IBM, GlaxoSmithKlein, Nortel, Cisco Systems, the U.S. Environmental Protection Agency and the National Institute of Environmental Health Sciences.

The County encompasses rolling farms and dairy land, vital urban areas and graceful historic sites. Orange County combines the best of small town living with an abundance of social and cultural resources, and easy access to major metropolitan areas. It offers a quality of life that is the pride of long-time residents and an attraction for newcomers of all ages.

### **Protecting and Preserving—People, Resources, Quality of Life—Orange County, North Carolina—You Count!**

Orange County's motto represents a commitment to its citizens that they come first. The diversity of the County's residents means that Orange County government must meet many different needs. The County works hard, not only to meet those varied and changing needs, but to set and maintain standards of service excellence. "You Count" means that Orange County encourages and values the active involvement and participation of its citizens. More than 45 boards and commissions—made up of citizen volunteers—develop County policies, shape planning decisions and oversee County programs.

Orange County government provides services ranging from animal control to zoning through its human services, public safety, recreation and parks, and community planning departments. And the County administration ensures that all these departments are working together. Award-winning programs in child support enforcement, watershed protection and solid waste manage-

ment are just a few recent initiatives Orange County has developed in response to citizen needs.

It is its citizens that make Orange County such a special place to live, work and play. And it's the diversity of its people that makes the County interesting and lively—dairy farmers and professors, small business people and corporate executives, developers and horse breeders, carpenters and students. Our citizens display a warmth and genuine friendliness that quickly turns neighbors into friends.

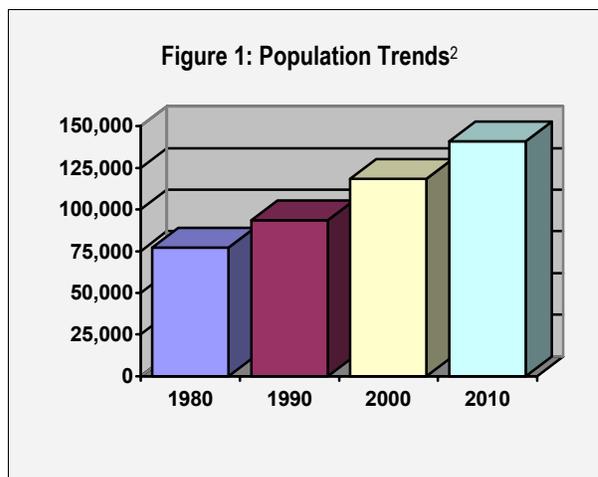
The road from 1752 to the dawn of a new millennium has brought Orange County through many experiences, giving a special character to the future as it has shaped our past. And it is the citizens and government of Orange County, working together that have built a strong and vital community that is serving today's needs while planning for the challenges and opportunities of tomorrow.

## Part II Housing Market Analysis

### General Market Conditions

#### Population

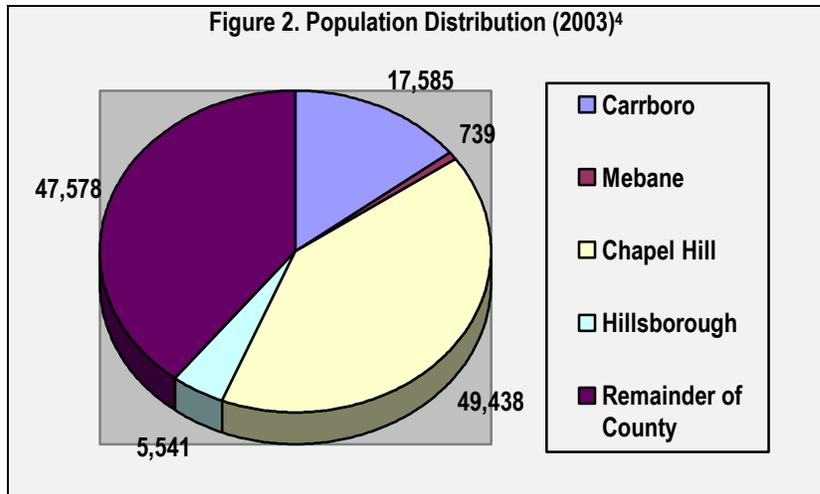
Orange County's population has increased by more than 25% between 1990 and 2000 (rising from 93,662 to 118,227). The County is expected to experience continued growth through 2010, with the population increasing to 140,750 (19%). The North Carolina Office of State Planning estimates that the population in the County in 2003 is 120,881. While most of the County's population is centered in Chapel Hill (46,798 in 2000), the areas experiencing the most rapid growth are Carrboro and Hillsborough. Even so, the rate of population growth increased in Chapel Hill more than the rate in previous years largely due to the annexation of developing property. Sixty-five percent of Chapel Hill's population growth during this period has been from annexation. It is estimated that almost one-third (32%) of Chapel Hill's population are students enrolled at the University of North Carolina.<sup>3</sup>



<sup>2</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1).

<sup>3</sup> 2004 Chapel Hill Data Book

Figure 2 shows the distribution of the population within Orange County. Over 40% of the County's population lives in Chapel Hill. Less than 20% of the population lives in other municipalities with the remaining 39.4% living in the remainder of Orange County.



### Households

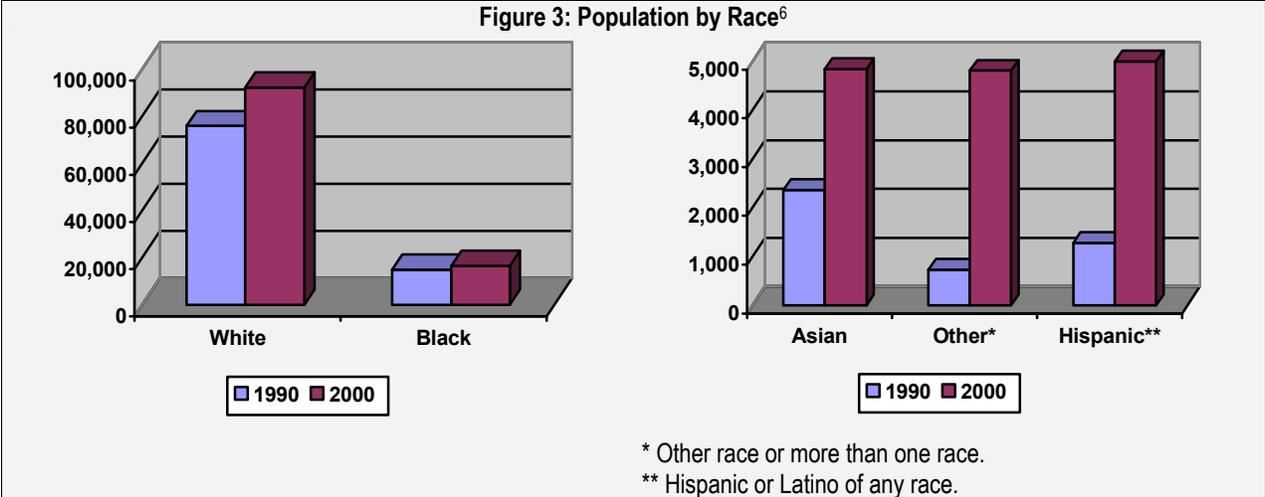
The number of households in Orange County, according to the 2000 Census, was 45,863, which represents a 27% increase in households since 1990 (compared to 26% increase in population). During the period 1980 to 1990, the average household size decreased from 2.5 persons to 2.34 persons. There was a slight increase in household size between 1990 and 2000 to 2.36 persons.<sup>5</sup>

### Racial and Gender Composition

The racial composition of Orange County is changing dramatically. Since 1990, the white and black populations are declining in terms of their percentage of the total population, while all other races have increased in number and as a percentage of the total population. The white population has increased 21.6% to 92,272 (78% of the total population) and the black population has increased 9.4% to 16,298 (13.8% of the total population). Among other racial groups, the most dramatic increase is in the Hispanic community, where the population grew from 1,279 in 1990 to 5,273 by 2000, representing a 312.3% increase and 4.5% of the total population in Orange County. The Asian population grew 105.2% during this same period and now makes up 4.1% of the total population.

<sup>4</sup> Orange County Economic Development Commission, "2005 State of the Local Economy" presentation, (August 2005)

<sup>5</sup> U.S. Department of Commerce, Bureau of the Census (Census 1990 Summary Tape File 1 and Census 2000 Summary File 1) and Orange County Economic Development Commission



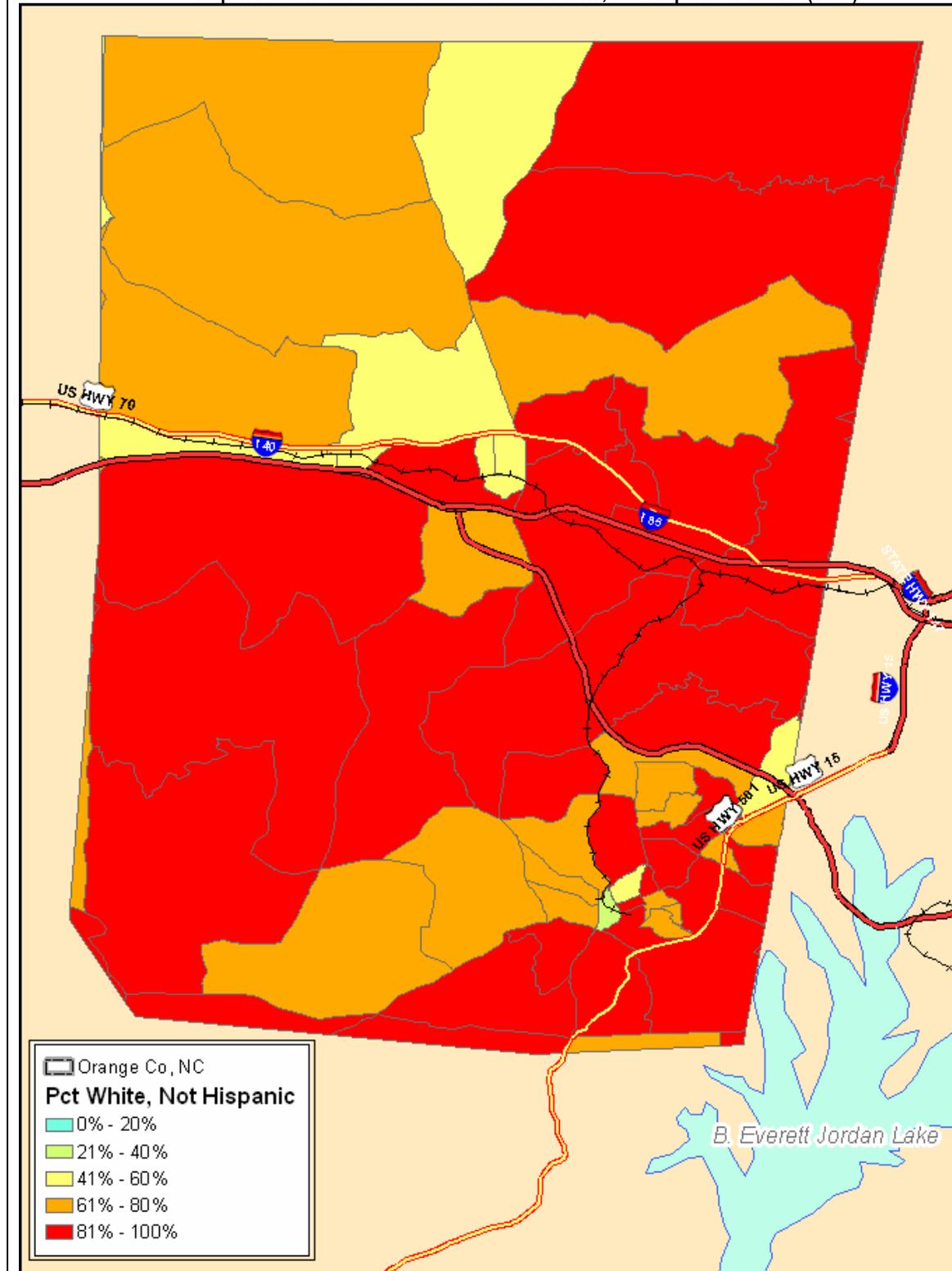
**Note:** Based on the rapid increase in Orange County’s Hispanic population, as evidenced by 1990 and 2000 census information, it is likely that this growth has continued. Although there is limited information concerning the number of Hispanics that have arrived in the area after the 2000 census was taken, local officials estimate that the population is currently much higher than reflected in the census data.

**Note:** Although the data show a dramatic increase in those reporting other race or two or more races, information on two or more races is not included in the 1990 census data.

Similarly, within the Town of Chapel Hill, the racial composition is predominantly white and black with those groups comprising 78% and 11% of the population. Asian and Pacific Islanders and persons of Hispanic origin comprise substantially smaller population segments; however, these two groups have been increasing at the highest rate.

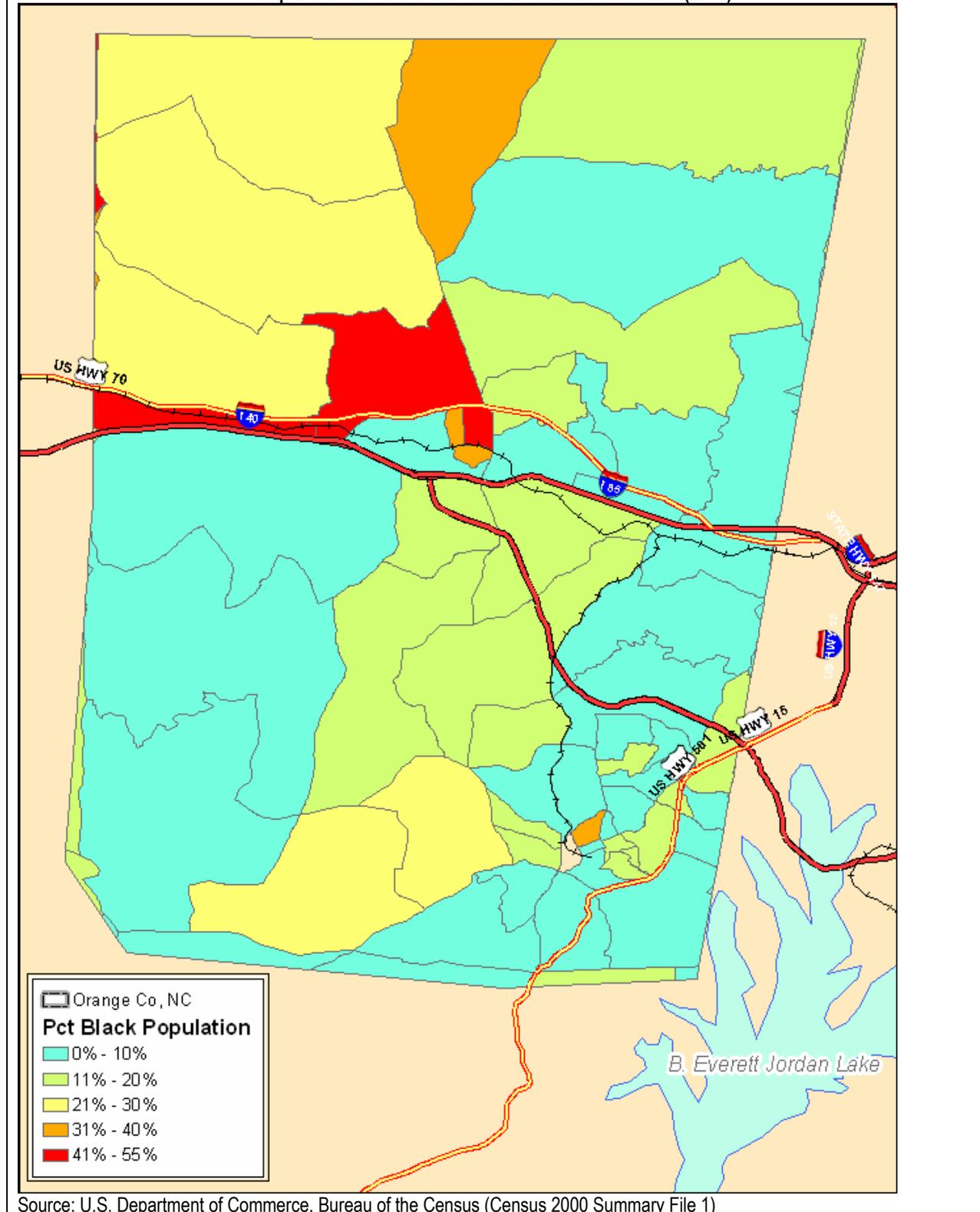
<sup>6</sup> U.S. Department of Commerce, Bureau of the Census (Census 1990 Summary Tape File 1 and Census 2000 Summary File 1)

Map 1. Percent of Persons Who are White Alone, Not Hispanic or Latino (2000)

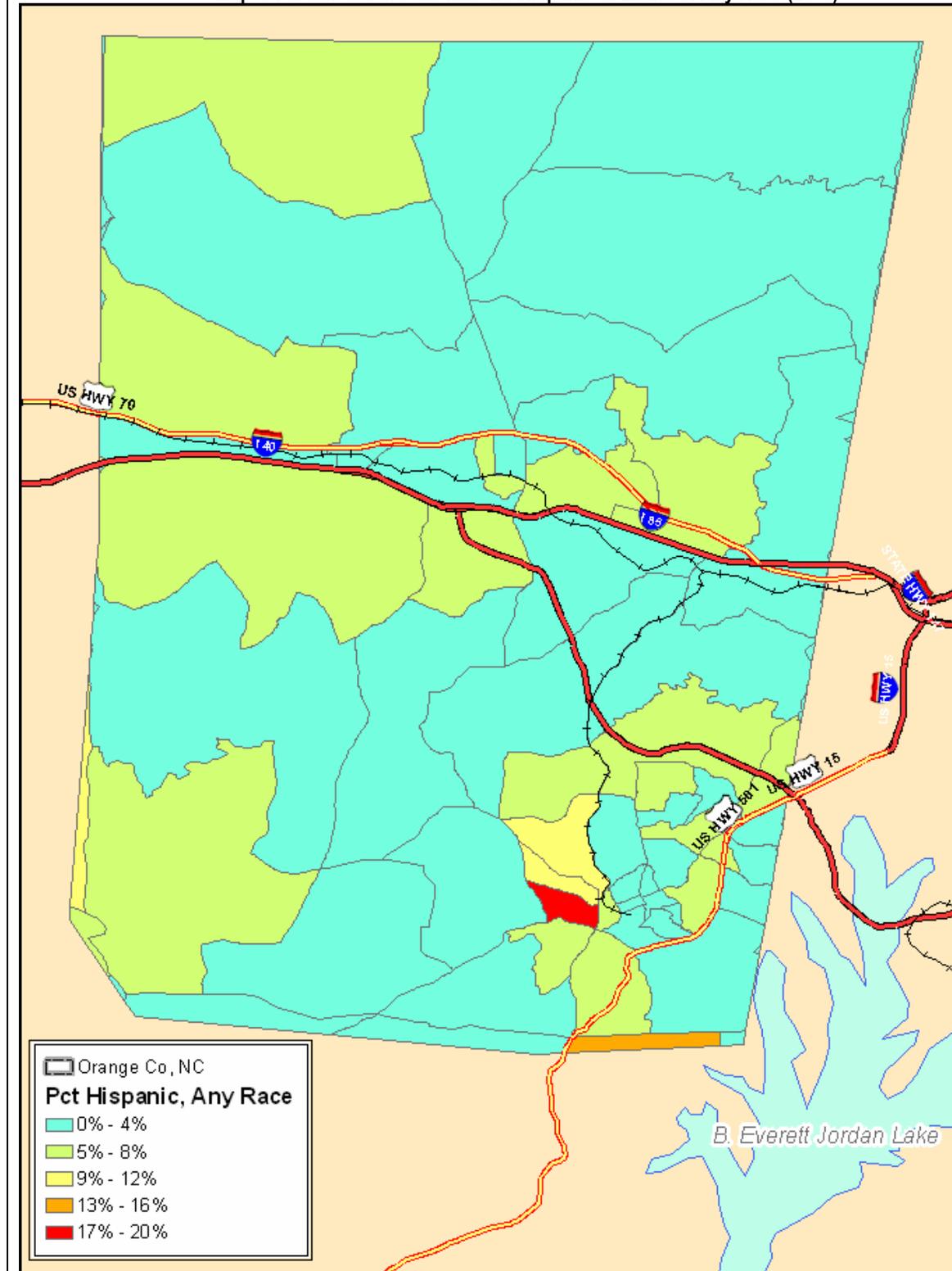


Source: U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1)

Map 2. Percent of Persons Who are African-American (2000)



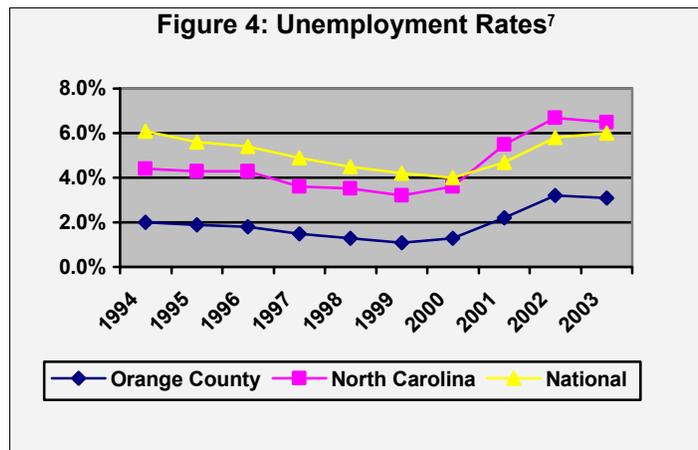
Map 3. Percent of Persons Who are Hispanic or Latino of Any Race (2000)



Source: U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1)

## Unemployment Rates

The unemployment rates for Orange County have been 2% or more below the statewide unemployment rates and about 3% to 4% below the national unemployment rates for the past 10 years. In Orange County, unemployment has ranged from a low of only 1.1% in 1999 to a high of 3.2% for 2002. According to information from the Bureau of Labor Statistics, the unemployment rates in Orange County for 2002 and 2003 have been the highest during the previous 10-year period, a trend seen across the Country.



## Household Income

In 2004, the median household income for Orange County<sup>9</sup> was \$69,800. This represents a 49% increase in median income over the past 10 years and an 11% increase over the past five years. For all years except 2003 and 2004, the area has experienced an increase in median income. In 2003 the median income fell by 2.1% and in 2004 the median income remained steady.

The median income in Orange County is about 20% higher than the median family income for North Carolina and 21% higher than the national average. The estimated median family income in Chapel Hill is over \$86,000.<sup>10</sup>

**Table 1. Median Household Income<sup>8</sup>**

Year	Income	Change	
		Amount	Percent
1995	46,800	—	—
1996	50,700	3,900	8.3%
1997	52,300	1,600	3.2%
1998	54,700	2,400	4.6%
1999	59,500	4,800	8.8%
2000	62,800	3,300	5.5%
2001	66,100	3,300	5.3%
2002	71,300	5,200	7.9%
2003	69,800	-1,500	-2.1%
2004	69,800	0	0.0%

**Table 2. Per Capita Income Rank of Triangle Counties (2002)<sup>11</sup>**

County	Rank
Wake	2
Chatham	3
Orange	4
Durham	9
Alamance	23
Person	50

In terms of per capita income, Orange County ranks fourth among all Counties in North Carolina and third among Counties located in the Triangle region of North Carolina, according to data obtained from the U.S. Bureau of Economic Analysis.

The following map illustrates the geographic distribution of household incomes.

<sup>7</sup> U.S. Department of Labor, Bureau of Labor Statistics (Unemployment Rate Not Seasonally Adjusted)

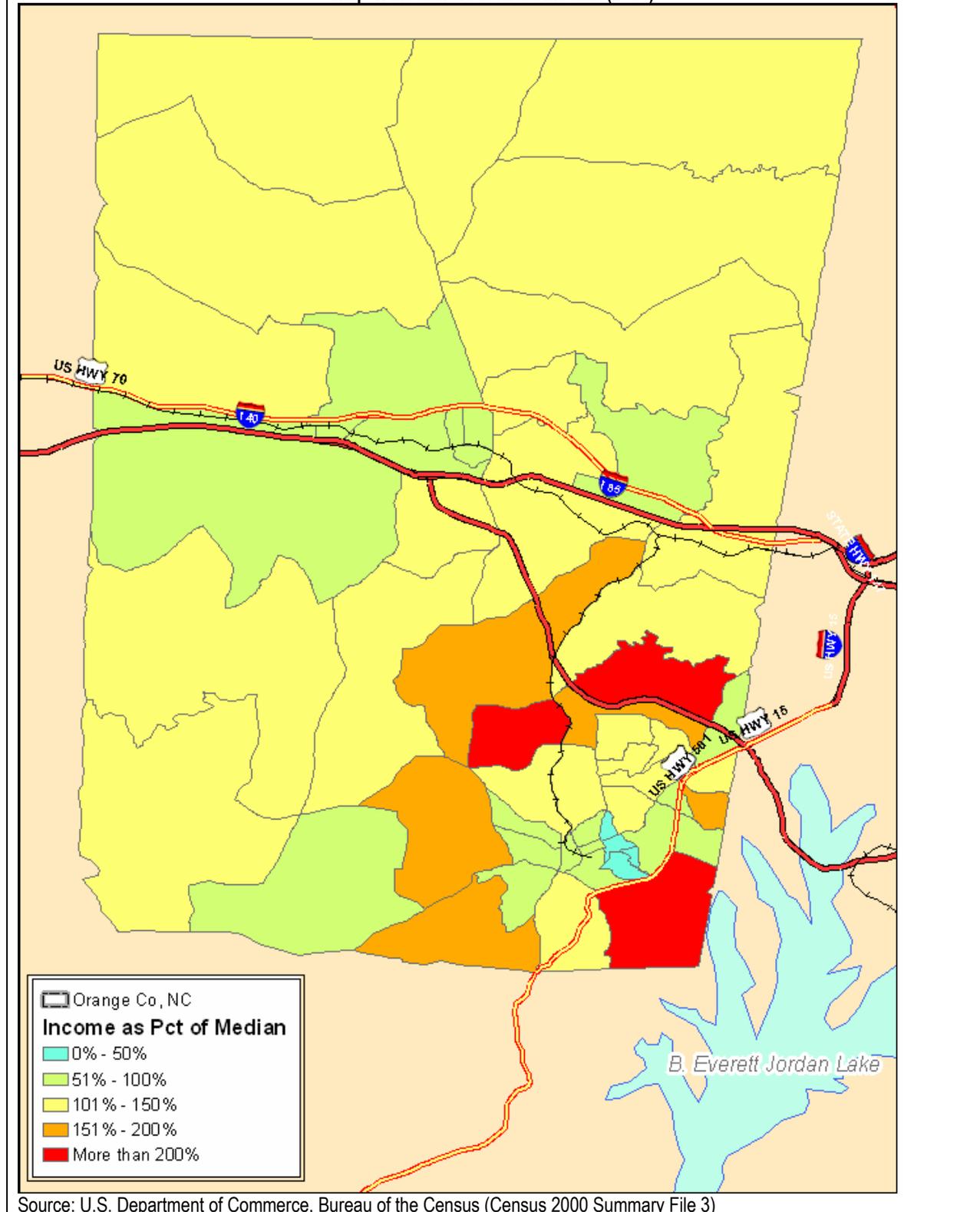
<sup>8</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Data Sets: Median Income Limits)

<sup>9</sup> Orange County is part of the Raleigh-Durham-Chapel Hill, North Carolina Metropolitan Statistical Area (MSA) which comprises six Counties in the Research Triangle Area.

<sup>10</sup> 2004 Chapel Hill Data Book

<sup>11</sup> Orange County Economic Development Commission, "2005 State of the Local Economy," presentation, (August 2005)

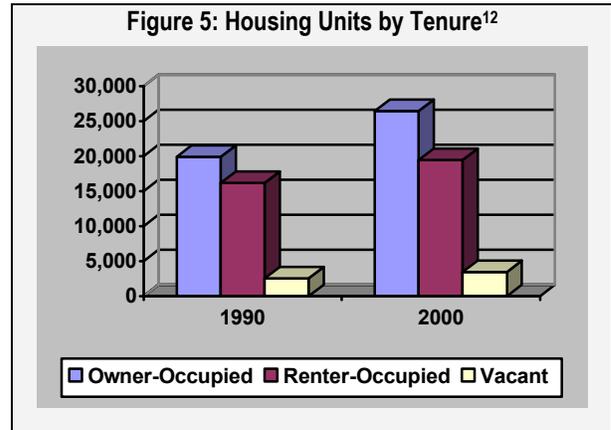
Map 4. Median Household Income (2000)



## 2.1 Supply and Demand—General Housing Units

In 1990, the total number of housing units in Orange County was 38,683. During the period 1990 to 2000, the total number of housing units increased by 27.4% to 49,289 units. Also during this period, the number of owner-occupied units increased by 32.4% and represented over one-half of all housing units in Orange County.

In 2000, owner-occupied housing in Chapel Hill represented 43% of all occupied units in 2000, a higher percentage than in 1990 (41%) and 1980 (42%).<sup>13</sup>



At 80.2%, single-family detached housing units represent the majority of the owner-occupied housing stock in Orange County. The number of single-family detached units has increased by 39.4% since 1990. Overall, owner-occupied housing has increased 32.4% (6,452 units) between 1990 and 2000. The largest increases were seen in the percentage of three- or four-unit housing (124.4%), one-unit detached (39.4%), five or more units (27.9%) and one-unit attached (24.4%).

**Table 3. Housing Units by Tenure and Number of Units\***

Tenure/Number of Units <sup>14</sup>		1990		2000		Change	
		Number	Percent	Number	Percent	Number	Percent
Owner Occupied	1 Unit (detached)	15,182	76.1%	21,170	80.2%	5,988	39.4%
	1 Unit (attached)	884	4.4%	1,100	4.2%	216	24.4%
	2 Units	131	0.7%	138	0.5%	7	5.3%
	3 or 4 Units	78	0.4%	175	0.7%	97	124.4%
	5 or more Units	340	1.7%	435	1.6%	95	27.9%
	Mobile Home or Trailer	3,216	16.1%	3,330	12.6%	114	3.5%
	Other	112	0.6%	47	0.2%	-65	-58.0%
	<b>Total</b>	<b>19,943</b>	<b>100.0%</b>	<b>26,395</b>	<b>100.0%</b>	<b>6,452</b>	<b>32.4%</b>
Renter Occupied	1 Unit (detached)	3,208	19.9%	3,765	19.3%	557	17.4%
	1 Unit (attached)	669	4.1%	916	4.7%	247	36.9%
	2 Units	1,258	7.8%	1,505	7.7%	247	19.6%
	3 or 4 Units	1,573	9.7%	1,640	8.4%	67	4.3%
	5 or more Units	8,210	50.8%	10,308	52.9%	2,098	25.6%
	Mobile Home or Trailer	1,109	6.9%	1,312	6.7%	203	18.3%
	Other	134	0.8%	22	0.1%	-112	-83.6%
	<b>Total</b>	<b>16,161</b>	<b>100.0%</b>	<b>19,468</b>	<b>100.0%</b>	<b>3,307</b>	<b>20.5%</b>

<sup>12</sup> U.S. Department of Commerce, Bureau of the Census (Census 1990 Summary Tape File 3 and Census 2000 Summary File 3)

<sup>13</sup> 2004 Chapel Hill Data Book

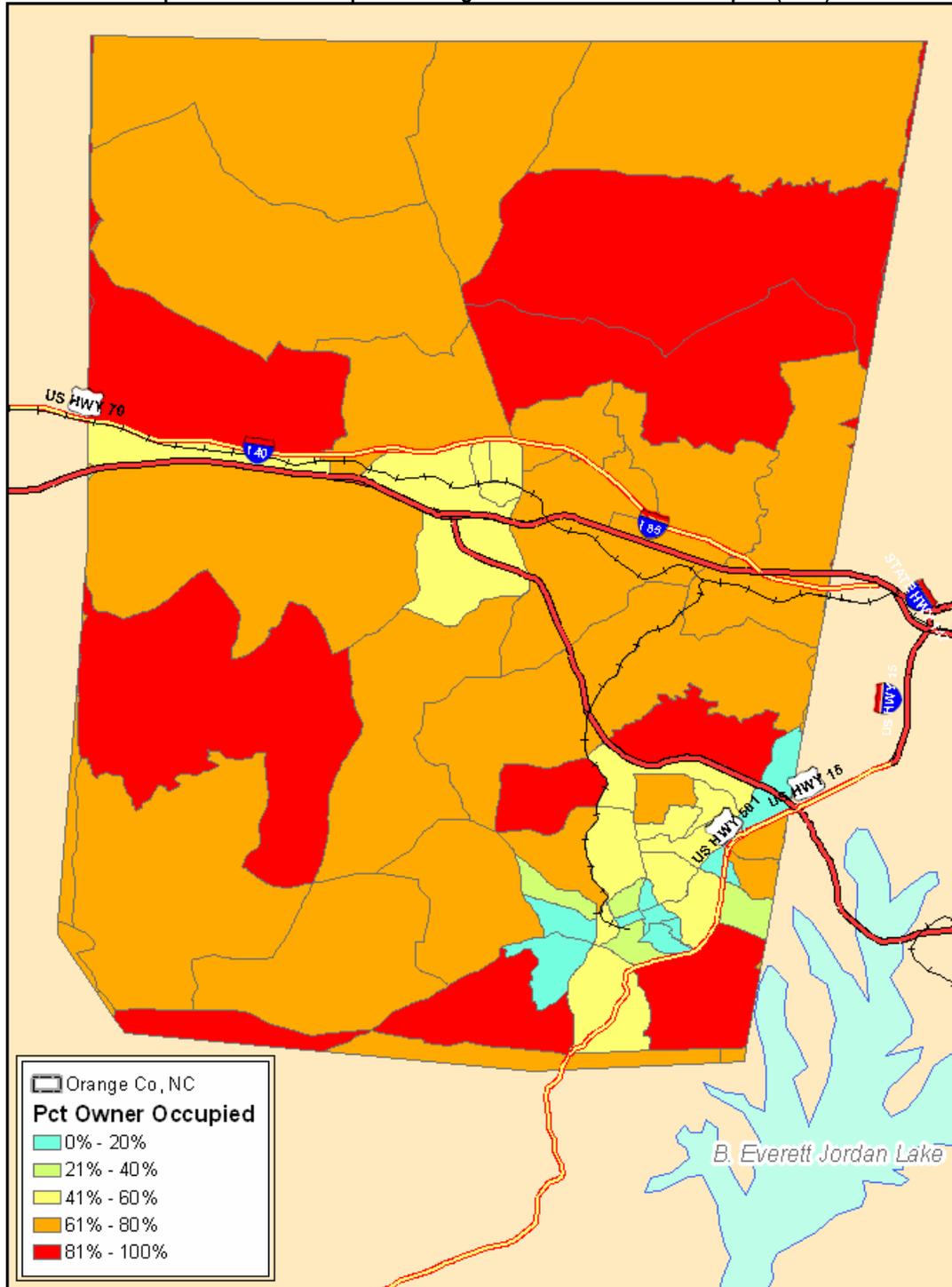
<sup>14</sup> One-Unit, detached refers to a one-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes to which one or more permanent rooms have been added or built also are included. One-unit, attached refers to a one-unit structure that has one or more walls ex-

In terms of rental housing, housing with five or more units continues to be the majority of the housing stock at 50.8% in 1990 and 52.9% in 2000. The number of mobile homes used for rental housing increased 18.3% from 1,109 units in 1990 to 1,312 units in 2000. During this same period, single-family attached housing increased 36.9% and housing with two units increased 19.6% with the overall rental housing stock increasing 20.5%.

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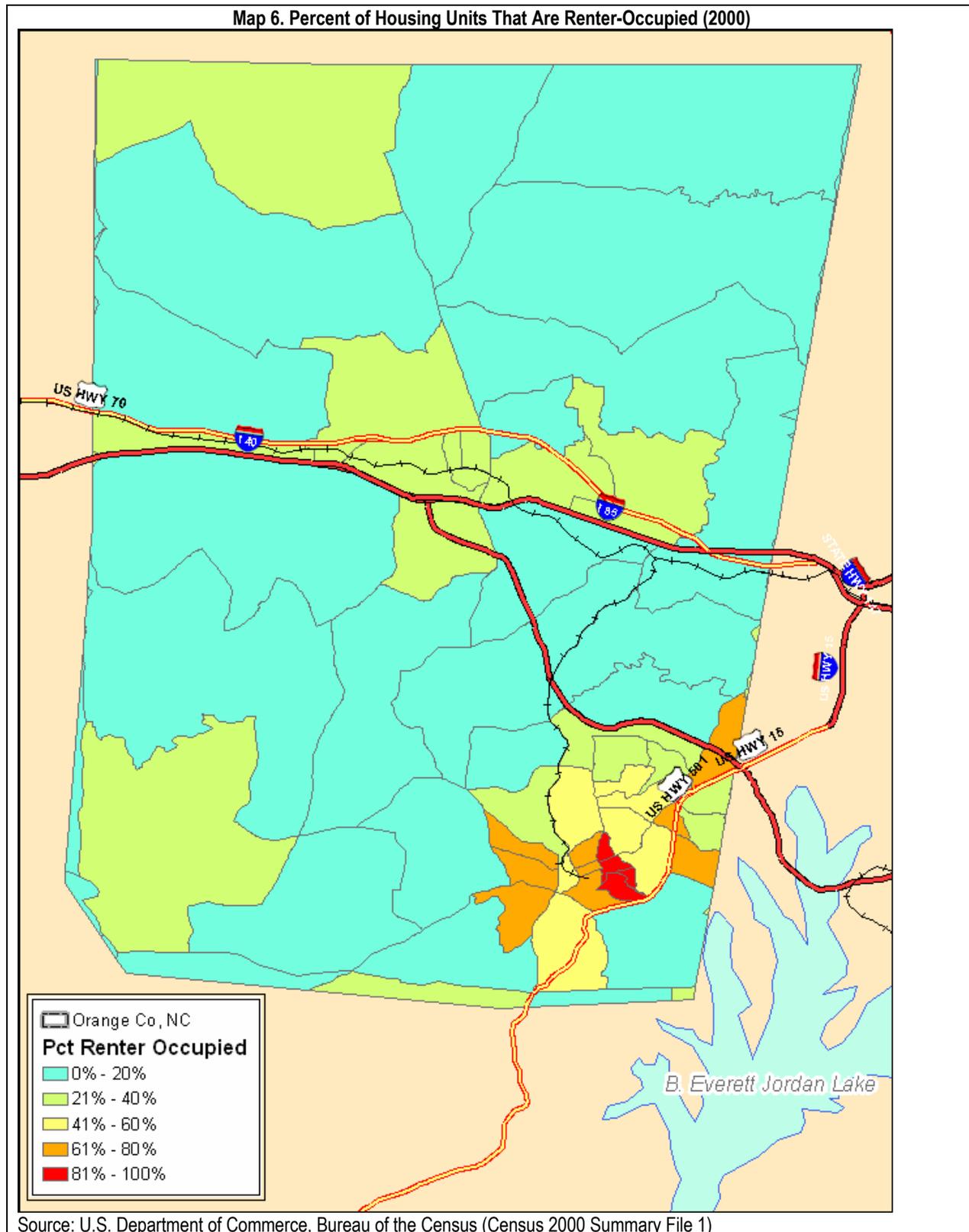
tending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof. Two or more units refers to structures containing two or more housing units, sometimes further categorized as units in structures with two, three or four, five to nine, 10 to 19, 20 to 49 and 50 or more units.

Map 5. Percent of Occupied Housing Units That Are Owner-Occupied (2000)



Source: U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1)

Map 6. Percent of Housing Units That Are Renter-Occupied (2000)



Source: U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1)

## Age of Housing

Most of the housing in Orange County (68.7%) was built between 1960 and 1994. Almost 13% of the housing (6,362 units) was built between 1995 and 2000. Only 10.5% of the housing stock is much older with 5,166 units built before 1950; and over one-half of those were built before 1940.

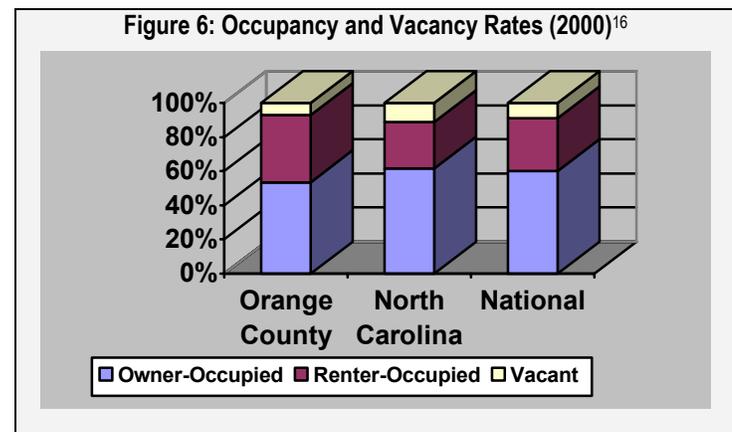
Rental housing is older than owner-occupied housing. Almost 63% of renter-occupied housing was built before 1980 compared to 45.7% of owner-occupied housing. The median year that owner-occupied housing was built is 1982; the median year that rental housing was built is 1975.

## Vacancy Rates

Between 1990 and 2000, the number of vacant housing units rose from 6.7% to 7.0% overall. Rental housing, with a vacancy rate of 8.8% in 2000, experiences more un-occupied units than owner-occupied housing, with a vacancy rate of only 2%. The percentage of vacant units for sale has fallen from 18.3% of all vacant housing in 1990 to 12.9% in 2000 (see Table 5) while the percentage of vacant rental units has remained constant at 46.3% of all vacant housing.

The vacancy rates for both owner- and renter-occupied housing are low compared with statewide and national averages. As shown in Figure 6, the vacancy rate in Orange County was 7.0% in 2000 compared with 11.1% in North Carolina and 9% in the nation.

Year Built	Owner-Occupied		Renter Occupied	
	Units	Percent	Units	Percent
1999 to March 2000	1,098	4.2%	207	1.1%
1995 to 1998	3,530	13.4%	909	4.7%
1990 to 1994	3,763	14.3%	1,720	8.8%
1980 to 1989	5,938	22.5%	4,453	22.9%
1970 to 1979	4,795	18.2%	4,990	25.6%
1960 to 1969	3,032	11.5%	3,084	15.8%
1950 to 1959	2,018	7.6%	1,610	8.3%
1940 to 1949	861	3.3%	1,027	5.3%
1939 or earlier	1,360	5.2%	1,468	7.5%
Total	26,395	100.0%	19,468	100.0%



	1990		2000		Change	
	Number	Percent	Number	Percent	Number	Percent
For sale only	471	18.3%	441	12.9%	-30	-6.4%
For rent	1,194	46.3%	1,587	46.3%	393	32.9%
Rented or sold, not occupied	251	9.7%	325	9.5%	74	29.5%
For seasonal, recreational, or occasional use	150	5.8%	291	8.5%	141	94.0%
For migratory workers	16	0.6%	26	0.8%	10	62.5%
Other vacant	497	19.3%	756	22.1%	259	52.1%
Total	2,579	100.0%	3426	100.0%	847	32.8%

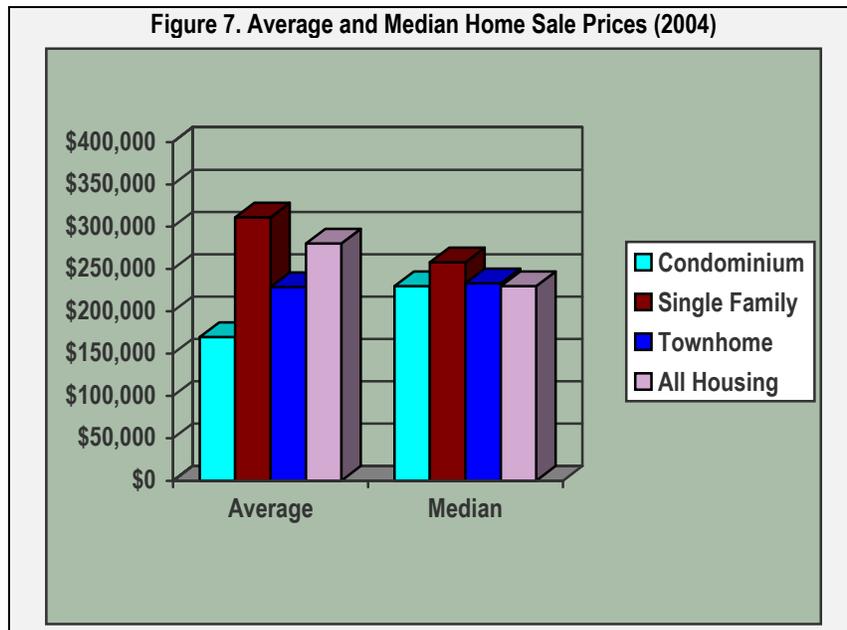
<sup>15</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 3)

<sup>16</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 1)

<sup>17</sup> U.S. Department of Commerce, Bureau of the Census (Census 1990 Summary Tape File 1 and Census 2000 Summary File 1)

## Housing Costs

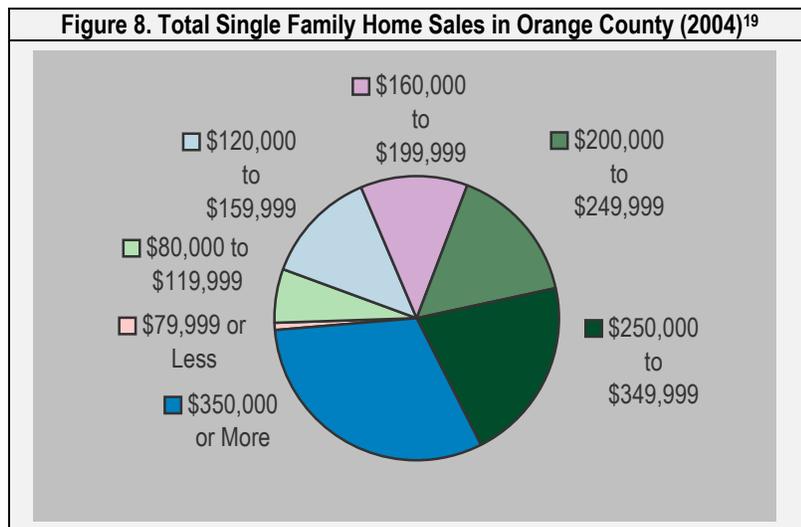
### Owner-Occupied Housing



Average and median sales prices of both new and existing homes in Orange County for 2004 exceed \$100,000. The lowest prices are reflected in the sales of condominiums and townhouses. Sales prices for new detached homes exceed \$250,000 for both new and existing homes. The average home sales price in 2004 was \$279,996 and the median was \$229,500.

In 2004, 20% of homes sold for less than \$160,000 down from 24% in 2003 and 29% in 2002. Almost two-thirds of single-family homes sold in

2004 had a sales price of \$200,000 or more with almost one half of those having a sales price over \$350,000.<sup>18</sup>



Housing in the Chapel Hill area is currently among the most expensive in the Research Triangle region. In 2003, the average purchase price of a home in Orange County rose from about \$261,895 to \$280,592. While, in Chapel Hill, the average purchase price was \$320,913. Since 2000, the average purchase price has increased 22.4% in Chapel Hill.<sup>20</sup>

<sup>18</sup> Orange County Economic Development Commission, "2005 State of the Local Economy" presentation, (August 2005)

<sup>19</sup> Orange County Economic Development Commission, "2005 State of the Local Economy" presentation, (August 2005)

<sup>20</sup> 2004 Chapel Hill Data Book

## Rental Housing

Rental units consist of a combination of single-family homes (attached or detached), various types of small complexes (one to four units) and larger apartment developments (five or more units). Census statistics classify all occupied units which are not owner occupied, whether they are rented for cash rent or occupied without payment of cash rent, as renter-occupied.

Larger apartment developments—those with five or more units—represent 52.9% of the renter-occupied housing in Orange County. Of the remaining rental units, 24.0% are single-family units (attached or detached), 16.2% are two- to four-family units and the remaining units are mobile homes or other types of housing.

As shown in Table 6, gross rents (rent plus utility expenses) range between \$500 and \$899 for most of the rental housing (55.6%) in Orange County. Less than one-quarter of all rental units (22.1%) have gross rents below \$500. The median gross rent for 2000 is \$684.

The fair market rents (FMRs) for Orange County<sup>23</sup> have increased on average 2% per year since 1996. The rate of increase slowed dramatically in recent years; the annual increase between 2001 and 2002 was 3%, but by 2004 it dropped to 0.4%. Between 2004 and 2005, FMRs for efficiency and one-bedroom units saw increases, while the FMRs for two-, three- and four-bedroom units saw decreases between 2.5% and 14.9%. Table 7 provides the FMRs by number of bedrooms for the last 10 years.

Amount of Rent	Contract Rent		Gross Rent	
	Units	Percent	Units	Percent
Under \$100	266	1.4%	54	0.3%
\$100 to \$199	408	2.1%	334	1.7%
\$200 to \$299	1,076	5.6%	809	4.2%
\$300 to \$399	2,098	11.0%	1,350	7.1%
\$400 to \$499	2,493	13.0%	1,679	8.8%
\$500 to \$599	3,179	16.6%	2,354	12.3%
\$600 to \$699	3,032	15.8%	3,159	16.5%
\$700 to \$799	2,560	13.4%	2,964	15.5%
\$800 to \$899	1,316	6.9%	2,167	11.3%
\$900 to \$999	451	2.4%	1,262	6.6%
\$1,000 or More	1,498	7.8%	2,245	11.7%
No Cash Rent	760	4.0%	760	4.0%

Year	Number of Bedrooms				
	Zero	One	Two	Three	Four
1996	420	510	599	803	947
1997	433	525	617	827	975
1998	444	539	633	849	1,001
1999	453	550	645	866	1,021
2000	456	553	649	871	1,027
2001	530	643	755	1,013	1,195
2002	545	662	777	1,042	1,230
2003	559	678	796	1,069	1,260
2004	561	680	799	1,073	1,264
2005	574	701	779	995	1,076

## Housing Affordability

Between 1998 and 2003, housing units with a purchase price over \$250,000 comprised the most rapidly growing segment of the market in Orange County, representing more than 45% of total sales in 2003. Sales of units priced below \$120,000 declined during this period. During this period, the proportion of sales in the upper middle ranges rose and the proportion in the lower middle range fell, pointing to a rise in house prices and a decrease in availability of houses at lower levels. Fewer than 20% of houses sold in Chapel Hill during 2003 were affordable to families earning \$56,500, or 80% of the area's annual median income. Most of these affordable units

<sup>21</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 3)

<sup>22</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Data Sets: Fair Market Rents)

<sup>23</sup> Orange County is part of the Raleigh-Durham-Chapel Hill, North Carolina Metropolitan Statistical Area (MSA) which comprises six Counties in the Research Triangle Area.

were condominiums and townhouses, with just 2% of detached houses sold being affordable to families in this income group.<sup>24</sup>

According to *Out of Reach 2004* published by the National Low Income Housing Coalition, an extremely low-income household in Orange County (earning \$20,940, 30% of the 2004 area median income of \$69,800) can afford a housing expense (rent or mortgage) of no more than \$524, while the fair market rent for a two-bedroom unit is \$779.<sup>25</sup>

A minimum wage earner (\$5.15 per hour) can afford a housing expense payment of no more than \$268; an SSI recipient receiving \$564 a month can afford a housing expense payment of no more than \$166, while the fair market rent for a one-bedroom unit is \$701. In Orange County, a worker earning the minimum wage must work 116 hours per week to earn enough so that a two-bedroom unit—at the area's fair market rent—would be affordable (that is, the household would pay no more than 30% of its income to cover the gross rent). In a two wage-earner household where each earns the minimum wage, each wage-earner must work 58 hours per week to afford a two-bedroom unit at the area's fair market rent.

### Housing Condition

According to 2000 Census data, 0.6% of the housing units in the Orange County lack complete plumbing facilities and 1.5% lack complete kitchen facilities.<sup>27</sup> Over 85% of units without complete plumbing facilities and 94.3% of units

Tenure and Geographic Area		Without Complete Plumbing Facilities		Without Complete Kitchen Facilities	
		Units	Percent	Units	Percent
Owner-Occupied	Orange County	44	0.2%	40	0.2%
	North Carolina	9,484	0.4%	6,110	0.3%
	National	328,860	0.5%	243,205	0.3%
Renter-Occupied	Orange County	253	1.3%	656	3.4%
	North Carolina	9,811	1.0%	10,092	1.1%
	National	342,126	1.0%	472,330	1.3%

without complete kitchen facilities are renter-occupied. Furthermore, 188 units without complete plumbing facilities are occupied by households living below the poverty level.<sup>28</sup>

As can be seen in Map 7 and Map 8, housing units without complete kitchen facilities and plumbing tend to be clustered in the more densely populated areas of Chapel Hill and Carrboro as well as the more rural areas in the northwestern parts of Orange County.

According to the Orange County Housing and Community Development Department, 9.8% of the County's housing supply is considered to be substandard. Substandard housing is commonly characterized by excessive cost burden, overcrowding and structural problems such as inadequate heating, plumbing, etc. Of the estimated 3,610 substandard units in the County all but 2% are considered to be uninhabitable; the remainder offer rehabilitation possibilities.<sup>29</sup>

<sup>24</sup> 2004 Chapel Hill Data Book

<sup>25</sup> A unit is considered affordable if it costs no more than 30% of the household's income.

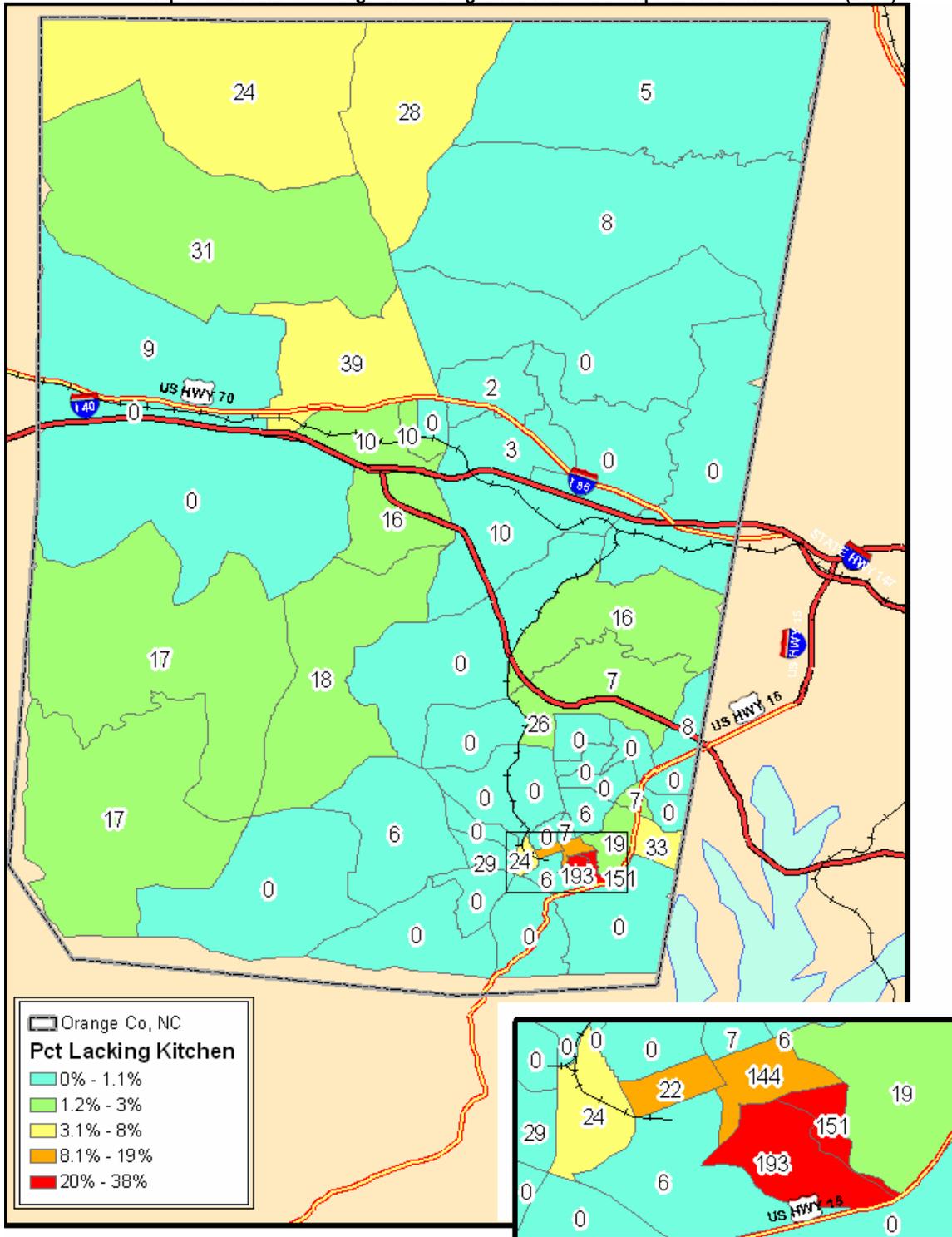
<sup>26</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 3)

<sup>27</sup> Note that units without complete plumbing facilities may also lack complete kitchen facilities (and vice versa) and may be represented twice in the data.

<sup>28</sup> U.S. Department of Commerce, Bureau of the Census (Census 2000 Summary File 3)

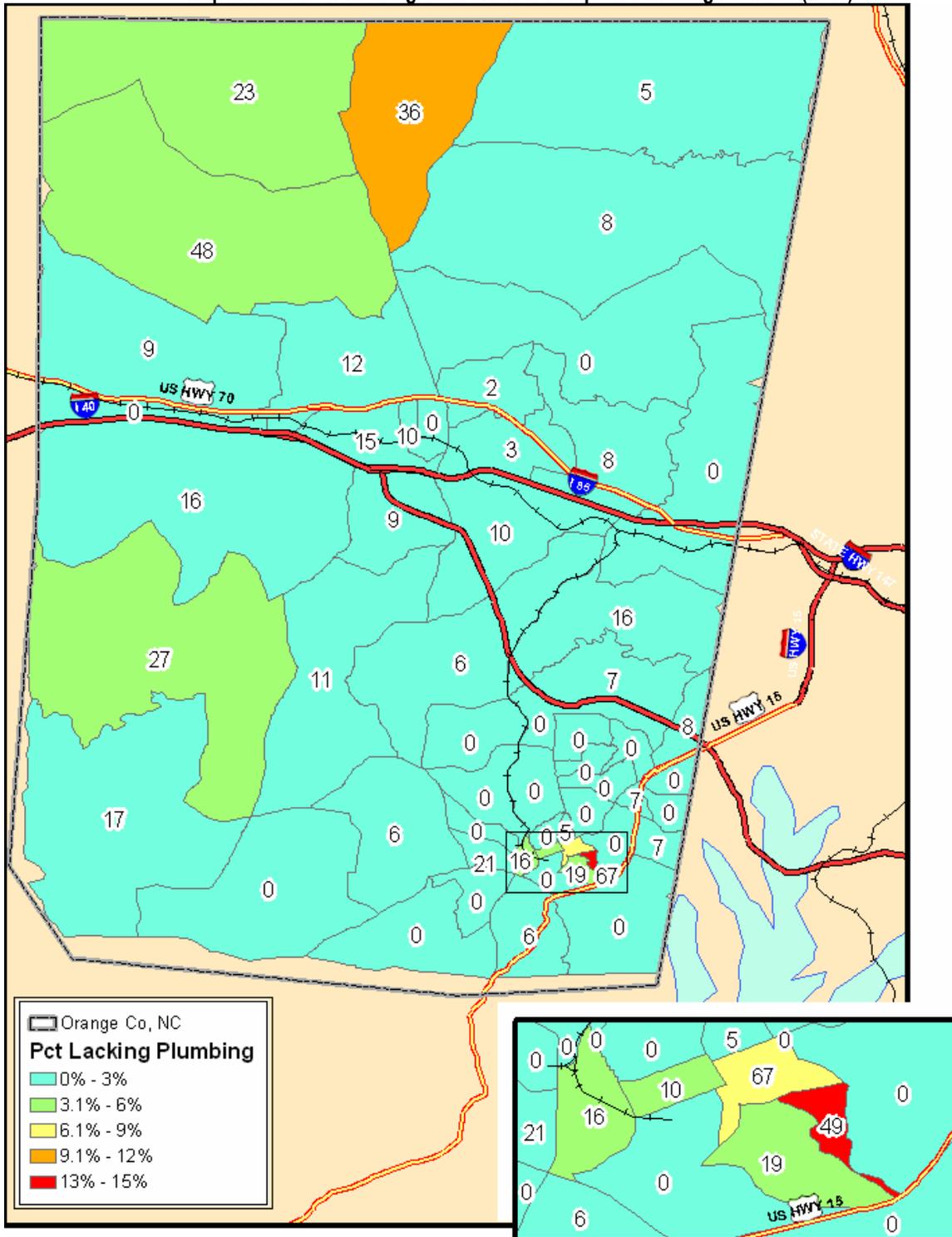
<sup>29</sup> Orange County Housing and Community Development Department and Human Rights and Relations Office, "Fair Housing Plan: Analysis of Impediments Action Plan," (Revision May 2001)

Map 7. Number/Percentage of Housing Units Without Complete Kitchen Facilities (2000)



Source: U.S. Department of Commerce, Bureau of the Census

Map 8. Number of Housing Units Without Complete Plumbing Facilities (2000)



Source: U.S. Department of Commerce, Bureau of the Census

## **2.2 Supply and Demand for Public and Assisted Housing**

Public housing was established to provide decent and safe rental housing for eligible low- and moderate-income families, the elderly and persons with disabilities. Public housing includes federally subsidized, affordable housing that is owned and operated by the local public housing authority (PHA). The PHA also administers the federal Section 8 tenant-based rent subsidy program, which assists very low-income families in paying rent for privately owned housing units of their choice.

In addition, by using other federal, state and local programs, Orange County and the Town of Chapel Hill are attempting to encourage the development and rehabilitation of other assisted affordable housing for their low- and moderate-income citizens.

### **Public Housing Programs**

The Orange County Department of Housing and Community Development is responsible for the administration of the Section 8 Housing Choice Voucher Program. The Department does not operate public housing developments. Currently, the Department administers approximately 623 Section 8 vouchers with 909 people on a waiting list.<sup>30</sup> The actual number of vouchers available in the future will depend on the level of continued HUD funding.

The Town of Chapel Hill Department of Housing administers 336 units of low-rent housing located at 13 sites (12 in Chapel Hill and one in Carrboro). The Department does not administer Section 8 tenant-based rental assistance. According to its most recent PHA plan, there is a waiting list of 220 persons for housing assistance from the Town of Chapel Hill's Department of Housing.<sup>31</sup>

### **Rental Assistance**

The Section 8 Housing Choice Voucher Program is a rent subsidy program designed to assist very low-income families in paying rent for private housing of their choice. Recipients are limited to low-income families, eligible elderly, handicapped and/or disabled persons. Section 8 program participants use vouchers for housing units that fall within certain rent levels and that have been inspected by a Section 8 inspector to assure that they comply with U.S. Department of Housing and Urban Development's Housing Quality Standards.

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<sup>30</sup> Orange County Housing Authority, Streamlined 5-Year Plan for Fiscal Years 2005-2010.

<sup>31</sup> Town of Chapel Hill Department of Housing, Streamlined 5-year Plan for Fiscal Years 2005-2009 and Streamlined Annual Plan for Fiscal Year 2005-2006.

## Waiting Lists

The Orange County Department of Housing and Community Development maintains a list of eligible families that have applied for Section 8 assistance who are waiting for rental assistance to become available. According to the current PHA plan, there were 909 families on the waiting lists for Section 8 vouchers. Some key characteristics of the households on the waiting lists include the following:<sup>33</sup>

- Of the 909 families on the waiting list, 60% are very low-income and 40% are extremely low-income
- Families with children comprise 71% of those on the waiting list
- Almost one-quarter of those on the waiting list are families with disabilities
- African-Americans, at 67%, represent the largest racial group

Characteristics		Families
Total Families on Waiting List		909
Race/ Ethnicity	White	309
	Black	646
	Other	10
Family Income	Extremely Low-Income	364
	Very Low-Income	545
	Low-Income	—

The Town of Chapel Hill Department of Housing also maintains a general community-wide public housing waiting list. According to the current PHA plan, there were 220 families on the waiting lists for public housing. Annual turnover for the public housing waiting lists is 60 families. Some key characteristics of the households on the waiting lists include the following:<sup>35</sup>

- Of the 220 families on the waiting list, 96% are extremely low-income
- Families with children comprise 77% of those on the waiting list
- African-American families, at 84%, represent the largest racial group
- Families waiting for a two-bedroom unit account for 40% of those on the waiting list

Characteristics		Families
Total Families on Waiting List		220
Race/ Ethnicity	White	2618410
	Black	
	Other	
Family Income	Extremely Low-Income	21631
	Very Low-Income	
	Low-Income	
Unit Size	1 Bedroom	61896181
	2 Bedrooms	
	3 Bedrooms	
	4 Bedrooms	
	5 or more Bedrooms	

## Other Public Housing Initiatives

Orange County intends to offer homeownership opportunities to Section 8 participants. While clear program guidelines have not been established, it is envisioned that any program created will blend with existing first-time homebuyer programs. A community-based committee will be

<sup>32</sup> Orange County Housing Authority, Streamlined 5-Year Plan for Fiscal Years 2005-2010.

<sup>33</sup> Orange County Housing Authority, Streamlined 5-Year Plan for Fiscal Years 2005-2010.

<sup>34</sup> Town of Chapel Hill Department of Housing, Streamlined 5-year Plan for Fiscal Years 2005-2009 and Streamlined Annual Plan for Fiscal Year 2005-2006.

<sup>35</sup> Town of Chapel Hill Department of Housing, Streamlined 5-year Plan for Fiscal Years 2005-2009 and Streamlined Annual Plan for Fiscal Year 2005-2006.

formed to design the program, which will require borrowers to provide a downpayment of at least 3% of the purchase price with at least 1% of the purchase price coming from the family's own resources. Participants will be strongly encouraged to participate in existing homebuyer education classes and homebuyer clubs.

In addition, The Departments of Housing and Community Development in Orange County and Chapel Hill provided a variety of public housing initiatives that benefit residents and help them achieve self-sufficiency. These programs, listed below, are described in detail in the strategic plan beginning on page 88:

- Community Centers
- Housing and Community Development Advisory Board
- Achieve! Pathways to a Brighter Future
- Transitional Housing Program
- Community Service and Self-Sufficiency Program
- YMCA After School Program
- Orange County Family Resource Center After-School Program

### **Strategic Plan**

As part of a process to establish clear direction and quantifiable goals, Orange County and the Town of Chapel Hill have developed strategic plans for HUD as part of their PHA Annual Plan for Fiscal Year 2005.

#### **Orange County**

The following strategic goals and objectives serve to address Orange County's identified needs:

- Expand the supply of assisted housing by applying for additional rental vouchers and encouraging local landlord participation in the Section 8 program
- Improve the quality of assisted housing by improving voucher management, increasing customer satisfaction and continuously reviewing and modifying Housing Quality Standards to ensure an inventory of quality rental housing in the program
- Increase assisted housing choices by conducting outreach efforts to potential voucher landlords and implementing voucher homeownership program
- Ensure equal opportunity and affirmatively further fair housing by undertaking affirmative measure to ensure access to assisted housing regardless of race, color, religion, national origin, sex, familial status and disability, and undertaking affirmative measures to ensure accessible housing to persons with all varieties of disabilities regardless of unit size required
- Create positive awareness and expand the level of family, owner and community support in accomplishing the housing authority's mission
- Administer an efficient, high –performing agency through continuous improvement of the housing authority's support system and commitment to its employees and their development

### **Chapel Hill**

The following strategic goals and objectives serve to address the Town of Chapel Hill's identified needs:

- Improve the quality of assisted housing by improving public housing management and renovating or modernizing public housing units
- Increase assisted housing choices by implementing public housing or other homeownership programs (increasing number of housing in the Transitional Housing Program)
- Provide an improved living environment by implementing measures to de-concentrate poverty by bringing higher income public housing households into lower income developments
- Promote self-sufficiency and asset development of assisted households by providing or attracting supportive services to improve assistance recipients' employability (maintain partnerships and relationships with network of human service and nonprofit agencies and organizations)
- Ensure equal opportunity and affirmatively further fair housing by undertaking affirmative measure to ensure access to assisted housing regardless of race, color, religion, national origin, sex, familial status and disability

### **Condition of Public Housing Units**

The Orange County Department of Housing and Community Development does not maintain any public housing units as part of its activities.

The Town of Chapel Hill Department of Housing, in compliance with HUD requirements, conducts an annual assessment of the condition of its housing units. Based on its assessment, the Department identifies its needs for capital improvements, prioritizes these needs, and establishes a long-term schedule for improving its housing stock. The department's goal is to refurbish all 336 units of public housing over a five-year cycle beginning in 2004 using Community Development Block Grant funds to pay for refurbishing work. A summary of the scope of work and estimated costs is included in Table 11.

Development	Description of Work	Cost Estimate				
		2004	2005	2006	2007	2008
North Columbia	Replace refrigerators and ranges; upgrade electrical; general interior and exterior repairs; replace concrete walks; modify baths; washer and dryer connections; replace/repair water and sewer lines; modify kitchens; architectural and engineering; replace windows; abate asbestos tiles; relocation	7,700	249,701	261,224	—	—
Colony Woods West	Replace refrigerators and ranges; general interior and exterior repairs; relocation; upgrade sewer lines; landscaping; architectural and engineering; replace/relocate water heaters	21,000	—	—	—	368,190
Airport Gardens	Replace and upgrade heating and air conditioning system; washer and dryer connections; upgrade plumbing; landscaping and exterior repairs; repair/replace storm drainage system; repair community space	228,471	130,512	—	—	—
South Roberson	Architectural and engineering; washer and dryer connections; relocation; general interior and exterior repairs; replace windows; modify kitchens; modify baths; replace furnace and hot water heaters; upgrade electrical; replace/repair water and sewer lines; replace concrete walks	—	—	115,389	385,613	15,223
PHA-wide Activities	Administrative; maintenance; computer software and upgrades; architectural and engineering; resident activities; refrigerators and ranges	196,300	73,240	76,840	67,840	70,040

<sup>36</sup> Town of Chapel Hill Department of Housing, PHA Plans: 5 Year Plan for Fiscal Year 2000-2004 and Annual Plan for Fiscal Year 2004 (May 13, 2004).

## Other Assisted Housing

Other affordable housing options in Orange County include the following federal, state and local programs. A summary of available subsidized properties is provided in Table 12.

Additional affordable housing has been provided through the activities of the Orange County HOME Consortium, County and local governments and nonprofit organizations. These activities include rehabilitating housing for Orange County's lower income populations. Affordable housing projects are primarily funded with federal and state sources. Local funding, when used, comes from Chapel Hill's Revolving Acquisition Loan Fund or its Housing Loan Trust Fund.<sup>38</sup>

### Orange County Housing Bonds

Affordable Housing Bond funds are available from the Orange County Department of Housing and Community De-

velopment. A \$1.8 million general obligation bond was issued by the County in 1997. Another bond totaling \$4 million was issued in 2001. Nonprofit organizations apply for funding through a competitive process in response to a request for proposal (RFP). Separate RFPs are issued simultaneously for four types of projects—homeownership, special needs (whether ownership or rental), non-special needs rental and/or cooperative housing, and land banking.

Under its bond financing policies, the county encourages a wide variety of projects, including projects of mixed-tenure nature, that is, mixing different housing types together in one project. Eligible projects include existing housing and new construction projects to provide homeownership, rental housing and or housing for those with special needs. The development of non-traditional housing types—such as duplexes, single room occupancy (SROs), group homes and transitional housing—is encouraged. The following housing programs are also eligible for funding.

- Affordable Housing Loan Program—focuses on providing direct assistance to eligible first-time homebuyers

**Table 12: Subsidized Properties in Orange County<sup>37</sup>**

Property	Type	Bedrooms			
		1	2	3	4
Adelaide Walters Apartments	Elderly	●	●		
ARC/HDS Orange County Group Home I	Disabled	●			
ARC/HDS Orange County ICF/MR Group Home	Disabled	●			
CAC of Orange County	Disabled	●			
Carolina Spring Apartments	Elderly	●			
Chase Park	Family	●			
Coachwood Apartments	Family	●	●		
Clark Road Apartments	Family	●			
Club Nova Apartments	Disabled	●			
Covenant Place	Elderly	●			
Elliot Woods	Family	●			
Elmwood Apartments	Family	●			
First Baptist and Manley Estates	Elderly	●			
Gateway Village	Family	●	●		
IN-CHU-CO Apartments	Family	●	●	●	●
ICF Community House	Family	●			
Manly Estates	Elderly	●			
NCAET – Ephesus Group Home	Disabled	●			
NCAET – Fountain Ridge Group Home	Disabled	●			
Project Homestart	Family	●			
Purefoy Road Group Home	Disabled	●			
UCC Living Center	Elderly	●			
Umstead Drive Group Home	Disabled	●			
Whitted Forest Apartments	Family	●	●	●	
Dobbins Hill Apartments	Family	●	●	●	

<sup>37</sup> U.S. Department of Housing and Urban Development

<sup>38</sup> Orange County Housing and Community Development Department and Human Rights and Relations Office, "Fair Housing Plan: Analysis of Impediments Action Plan," (Revision May 2001)

- Rehabilitation of Substandard Housing—second mortgages are provided to eligible homeowners and 501(c)(3) non-profit organizations that own rental property for rehabilitation of apartments with code violations
- Community Revitalization Loan Program—provides assistance for the purchase and rehabilitation of existing property by first-time homebuyers
- Acquisition for Low Income Rental Housing—funds are provided to local 501(c)(3) organizations for the purchase and, if necessary, renovation of housing for lease to low-income tenants
- Urgent Repair Program—provides funds to low-income homeowners for repairs that eliminate potential life or safety threats and/or to enable the elderly and disabled to remain in their homes by providing essential accessibility modifications
- New Construction Programs—assistance is provided to nonprofit housing developers for the new construction of housing for first-time homebuyers and/or renters

#### ***Chapel Hill Affordable Housing Programs***

The Town of Chapel Hill provides a variety of financing programs to increase the availability of well-designed, affordable, safe and sanitary housing for all its citizens. In general, the Town's affordable housing programs serve households earning 80% or less of the area median income. Community Development funded homeownership programs are designed for first time homebuyers that currently live or work in Orange County. The Housing Loan Trust Fund guidelines require recipients to live or work in Chapel Hill when applying for assistance.

- Community Development Block Grant (CDBG) Program—Funds are used for the renovation of public housing communities, affordable housing development, neighborhood revitalization and community service programs.
- HOME Program—Funding is provided for a variety of housing programs that benefit low-income homeowners and renters.<sup>39</sup>
- Housing Loan Trust Fund—Using local revenue sharing funds, the Housing Loan Trust Fund provides assistance to low-income families for the purchase of a new home or to renovate an existing home. Funds are also used for predevelopment costs related to the construction of affordable housing.
- Revolving Acquisition Fund—Funds are made available to nonprofit affordable housing providers to quickly purchase properties that might otherwise be sold to non-low income households or be used for relatively high cost rental housing. This fund may also provide assistance for the maintenance or creation of additional affordable homeownership opportunities in Chapel Hill.

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<sup>39</sup> Unlike Community Development Block Grant funds, which are only available in Chapel Hill, HOME funding is available countywide.

## Part III Housing Needs Assessment

### 3.1 Overall Needs

A large percentage of extremely low-income and very low-income households in Orange County experience one or more housing problems. Households with housing problems are those households occupying units without a complete kitchen or bathroom, that contain more than one person per room and/or that pay more than 30% of their income to cover housing expenses. Table 13 provides a summary breakdown of the percentage of households with housing problems by type of housing problem and income level. Over one-third of all households (at any income level) experience a housing problem and almost one-third experience a cost burden of 30% or more. Sixteen percent of all households experience a cost burden of 50% or more; almost two-thirds of all extremely low-income households (those earning 30% or less of the area median income) fall in this category. Table 14 provides a detailed breakdown of households with housing problems by housing problem, income level, housing tenure and household composition.

Housing Problem	Income Level	Households		
		Renter	Owner	Total
Any Housing Problems	30% or Less of Median	85.5%	68.1%	81.1%
	31% to 50% of Median	76.1%	51.8%	66.8%
	51% to 80% of Median	44.6%	42.3%	43.6%
	All Income Levels	50.7%	22.5%	34.5%
Cost Burden Over 30%	30% or Less of Median	80.3%	67.9%	77.2%
	31% to 50% of Median	71.3%	48.8%	62.7%
	51% to 80% of Median	39.0%	39.6%	39.3%
	All Income Levels	45.7%	21.4%	31.7%
Cost Burden Over 50%	30% or Less of Median	69.8%	49.3%	64.6%
	31% to 50% of Median	28.0%	29.8%	28.7%
	51% to 80% of Median	3.6%	11.9%	7.4%
	All Income Levels	26.2%	8.5%	16.0%

The following sections describe characteristics of low-income households experiencing housing problems in Orange County as shown in Table 14, Table 15 and Table 16. Looking at renter-occupied and owner-occupied housing separately, census data shows important distinctions based on the following income levels:

- **Extremely low-income households** are households earning 30% or less of the area median income (adjusted for family size). Given the area median household income for Orange County<sup>41</sup> in 2004 is \$69,800 (for a household of four), households earning \$20,940 or less annually are considered extremely low-income.
- **Very low-income households** are households earning between 31% and 50% of the area median household income (adjusted for family size). Given the area median household income for Orange County in 2004 is \$69,800 (for a household of four), households earning \$34,900 or less annually are considered very low-income.
- **Low-income households** are those earning between 51 and 80% of the area median household income (adjusted for family size). Given the area median household income for Orange County in 2004 is \$69,800 (for a household of four), households earning \$55,840 or less annually are considered low-income.

<sup>40</sup> U.S. Department of Housing and Urban Development, The Comprehensive Housing Affordability (CHAS) Database.

<sup>41</sup> Orange County is part of the Raleigh-Durham-Chapel Hill, North Carolina Metropolitan Statistical Area (MSA) which comprises six Counties in the Research Triangle Area.

**Table 14: Low-Income Households<sup>42</sup> with Housing Problems<sup>43</sup>**

Household by Income and Housing Problem		Renter Households					Owner Households					Total Households
		Elderly*	Small Related†	Large Related‡	All Others	Total	Elderly*	Small Related†	Large Related‡	All Others	Total	
Income of 50% or Less of Median	Total Households	780	1,893	242	5,960	8,875	1,694	1,109	223	829	3,855	12,730
Income of 30% or Less of Median	Total Households	445	945	94	4,255	5,739	920	405	88	514	1,927	7,666
	Percent with Any Housing Problems	64.0%	79.4%	84.0%	89.1%	85.5%	62.5%	59.3%	78.4%	83.5%	68.1%	81.1%
	Percent with Cost Burden Over 30%	59.6%	76.2%	75.5%	83.5%	80.3%	62.5%	59.3%	78.4%	82.7%	67.9%	77.2%
	Percent with Cost Burden Over 50%	46.1%	61.4%	51.1%	74.5%	69.8%	42.9%	45.7%	39.8%	65.2%	49.3%	64.6%
Income Between 31% and 50% of Median	Total Households	335	948	148	1,705	3,136	774	704	135	315	1,928	5,064
	Percent with Any Housing Problems	52.2%	69.4%	77.0%	84.5%	76.1%	29.6%	66.6%	92.6%	55.6%	51.8%	66.8%
	Percent with Cost Burden Over 30%	52.2%	63.6%	43.2%	81.8%	71.3%	29.1%	66.1%	55.6%	55.6%	48.8%	62.7%
	Percent with Cost Burden Over 50%	34.3%	16.8%	9.5%	34.6%	28.0%	14.2%	44.7%	37.0%	31.7%	29.8%	28.7%
Income Between 51% and 80% of Median	Total Households	270	1,489	249	2,454	4,462	865	1,640	229	989	3,723	8,185
	Percent with Any Housing Problems	57.4%	38.2%	61.8%	45.4%	44.6%	23.1%	49.7%	60.7%	42.4%	42.3%	43.6%
	Percent with Cost Burden Over 30%	57.4%	29.1%	23.7%	44.6%	39.0%	23.1%	47.6%	34.5%	42.0%	39.6%	39.3%
	Percent with Cost Burden Over 50%	11.1%	3.0%	4.0%	3.1%	3.6%	5.8%	13.1%	12.7%	15.2%	11.9%	7.4%

\*One and two person households  
†Two to four person households  
‡Five or more person households

<sup>42</sup> Includes households with annual income of 80% of the area median or less.

<sup>43</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Comprehensive Housing Affordability (CHAS) Data Report, 2000)

## Renter Households

One-half of all renter households experience a housing problem, which represents a 0.8% reduction since 1990. As shown in Table 15, the percentage of extremely low-income renters who experience housing problems has increased overall since 1990. However, among extremely low- and very low-income and low-income renters, there has been an overall reduction in the number of housing problems.

	1990				2000			
	Total Households	Any Housing Problem	Cost Burden Over 30%	Cost Burden Over 50%*	Total Households	Any Housing Problem	Cost Burden Over 30%	Cost Burden Over 50%*
Income 30% or Less of Median	3,830	86.3%	83.9%	75.0%	5,739	85.5%	80.3%	69.8%
Income 31% to 50% of Median	2,693	84.4%	81.8%	27.1%	3,136	76.1%	71.3%	28.0%
Income 51% to 80% of Median	3,870	35.8%	33.4%	1.6%	4,462	44.6%	39.0%	3.6%
Total Households	15,465	46.6%	**	**	19,442	50.7%	45.7%	26.2%

\* Households experiencing a cost burden greater than 50% are a subset of those households experiencing a cost burden greater than 30%.  
 \*\* Data unavailable.

### **Extremely Low-Income Renters**

Among extremely low-income renters, individuals and unrelated households experience many more housing problems than other groups—89.1% experience any housing problem, 83.5% pay 30% or more on housing and 74.5% pay 50% or more on housing. Extremely low-income elderly households experience less housing problems than other groups with 64.0% encountering any housing problem, 59.6% being 30% or more cost burdened and 46.1% being 50% or more cost burdened.

### **Very Low-Income Renters**

Among very low-income renters, almost three-quarters of large related households and 84.5% of individuals and unrelated households experience any housing problem. Among those renters that are 30% or more cost burdened, 63.6% are small related households and 81.8% are individuals or unrelated households. Large related households are less likely to be 50% or more cost burdened while elderly, individual and unrelated households are more likely to pay 50% or more for housing.

### **Low-Income Renters**

A higher percentage of elderly households (57.4%) experience one or more housing problems than other low-income groups. Elderly households are also more likely to be cost burdened—over one-half spend more than 30% of income for housing expenses and 11.1% spend more than half of their income on housing expenses. Among all renters, over one-third are cost-burdened by 30% or more.

<sup>44</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Comprehensive Housing Affordability (CHAS) Data Report, 1990 and 2000)

## Owner Households

Over 20% of all owner households experience a housing problem, which represents a 0.3% increase since 1990. As shown in Table 16, the percentage of extremely low-income owners who experience a cost burden over 50% increased since 1990 to 49.3%. During this same period, however, extremely low income owners experienced a slight decrease in any housing problems and in cost burdens of more than 30%. Among very low-income and low-income owners, there has been an overall increase in the number of housing problems.

	1990				2000			
	Total Households	Any Housing Problem	Cost Burden Over 30%	Cost Burden Over 50%*	Total Households	Any Housing Problem	Cost Burden Over 30%	Cost Burden Over 50%*
Income 30% or Less of Median	1,742	71.3%	70.3%	40.5%	1,927	68.1	67.9	49.3
Income 31% to 50% of Median	1,667	49.4%	46.4%	17.4%	1,928	51.8	48.8	29.8
Income 51% to 80% of Median	3,200	28.2%	25.7%	5.8%	3,723	42.3	39.6	11.9
Total Households	20,813	22.2%	**	**	26,406	22.5	21.4	8.5

\* Households experiencing a cost burden greater than 50% are a subset of those households experiencing a cost burden greater than 30%.  
 \*\* Data unavailable.

### Extremely Low-Income Owners

Among extremely low-income homeowners, it is individuals and unrelated households that experience the greatest number of housing problems—83.5% experience one or more housing problems, 82.7% experience a cost burden greater than 30% and 65.2% experience a cost burden greater than 50%. Almost one-half of all homeowners are paying 50% or more of their income to cover housing expenses.

### Very Low-Income Owners

Over 90% of large related households experience some housing problems. Almost one-half of all very low-income owners are 30% or more cost burdened with two-thirds of small households paying 30% or more for housing expenses. Small related households, at 44.7%, have a high likelihood of spending more than 50% of their income for housing expenses.

### Low-Income Owners

Non-elderly owners are much more likely than elderly owners to experience one or more housing problems, with large related households (at 60.7%) encountering the most problems. Almost one-half of small related households experience a cost burden of more than 30% and 13.1% experience a cost burden of more than 50%. However, individuals and unrelated households are most likely to be 50% or more costs burdened. Overall, homeowners are more likely than renters to experience a cost burden.

<sup>45</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Comprehensive Housing Affordability (CHAS) Data Report, 1990 and 2000)

### 3.2 Disproportionate Needs

Information available from the 2000 census has been analyzed to identify the extent to which racial or ethnic groups may have disproportionately greater needs compared to the housing needs of all groups in Orange County. The U.S. Department of Housing and Urban development considers that a “disproportionately greater need exists when the percentage of persons in a category is at least 10 percentage points higher than the percentage of persons in a category as a whole.”

Race	Renter Occupied	Owner Occupied	Total
White	49.5%	19.8%	31.2%
African American	50.2%	<b>38.5%</b>	44.4%
Hispanic	<b>61.8%</b>	<b>32.6%</b>	<b>54.7%</b>
Native American	22.2%	10.8%	16.4%
Asian	58.4%	<b>36.3%</b>	<b>50.6%</b>
All Households	50.7%	22.5%	34.5%

Table 17 illustrates that, among renters, Hispanic households experience a disproportionately higher percentage of housing problems<sup>47</sup> in Orange County. Among homeowners, African Americans, Hispanics and Asian Americans experience a disproportionately higher percentage of housing problems. When looking at all households (renters and owners), Hispanic and Asian American households experience a disproportionately higher percentage of housing problems. Very low-income households (those earning less than half of the area’s median income) and extremely low-income households (those earning less than 30% of the area median income) have the greatest number of housing problems, whether renters or homeowners.

### 3.3 Supportive Housing for Non-Homeless Persons with Special Needs

In examining supportive housing for persons with special needs, Orange County has considered the needs of the elderly, persons with disabilities (including mental, physical and developmental), alcohol and substance abusers and persons with HIV/AIDS. A discussion of the housing needs for these sub-populations follows.

#### Elderly and Frail Elderly Persons

During the period 1990 to 2000, the number of elderly households in Orange County has increased from 5,826 to 7,164. As a percentage of total households, this represents a decrease. In 1990, 16.1% of all households were elderly and by 2000 this number dropped to 15.6%. In 2000 there were 7,164 elderly households in Orange County, of which 4,384 households, or 61.2%, were low-income. Table 18 provides an overview of renter and owner elderly households.

	All Households			Low-Income Households	
	Total	Elderly	Percent of Total	Elderly	Percent Low-Income
Renters	19,442	1,575	8.1%	1,050	66.7%
Owners	26,406	5,589	21.2%	3,334	59.7%
Total	45,848	7,164	15.6%	4,384	61.2%

The majority of elderly owner-occupied households are low-income. Of the 5,589 elderly households that reside in their own home, 3,334 (or 59.7%) are low-income and over two-thirds of renters are low-income.

<sup>46</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Comprehensive Housing Affordability (CHAS) Data Report, 2000)

<sup>47</sup> Households with housing problems are those households occupying units without a complete kitchen or bathroom, that contain more than one person per room and/or that pay more than 30% of their income to cover housing expenses.

<sup>48</sup> U.S. Department of Housing and Urban Development, Policy Development and Research (Comprehensive Housing Affordability (CHAS) Data Report, 2000)

As evidenced by a survey recently conducted by the Orange County Department on Aging, elderly owner-occupied households face a unique set of problems. The cost of maintaining a home rises with age of the house and homeowner's insurance rates increase almost annually. Yet elderly incomes generally do not rise when adjusted for inflation. Thus, elderly owner households are continually squeezed financially by the need to maintain the property, by the rise in insurance rates and by the overall decline in the owner's health. Many elderly persons find it medically beneficial and an emotional comfort to remain in a familiar setting, making decent and affordable housing a major concern for this population. As a result, a strong emphasis is placed on the elderly maintaining an independent, to semi-independent lifestyle, with close, convenient and immediate access to recreational, medical and social service resources. The types of housing for the elderly and frail elderly vary depending on the special features and/or services needed to meet the needs of older residents. Factors that must be considered in developing housing for the elderly include location, services and amenities, nearness to healthcare, shopping and other services, affordability and ease of upkeep. Various categories of housing needed for the elderly include the following:

- Independent living housing, including apartments, congregate housing, multi-unit assisted housing with services, adult communities, retirement communities and shared housing
- Assisted living, including adult care homes and multi-unit assisted housing with services
- Nursing homes

#### ***Retirement Communities and Independent Living***

Retirement communities and independent living include homes, condominiums, apartments, retirement hotels and cooperative housing arrangements that provide age-segregated, independent living units and that offer personal care services, social activities and limited nursing supervision. Facilities available in Orange County include:<sup>49</sup>

- Adelaide Walters Apartments (Chapel Hill)
- Carol Woods Retirement Community (Chapel Hill)
- Carolina Meadows (Chapel Hill)
- Carolina Spring (Carrboro)
- The Cedars (Chapel Hill)
- Covenant Place (Chapel Hill)
- Manley Estates (Chapel Hill)
- 

#### ***Assisted Living***

Assisted living includes senior housing arrangements that provide some personal care and nursing supervision, medication monitoring, social opportunities, meals and housekeeping. Facilities available in Orange County include:<sup>50</sup>

- Alterra Wynwood of Chapel Hill (Chapel Hill)
- Carolina House (Chapel Hill)
- Clare Bridge (Chapel Hill)
- National Senior Living of Carrboro (Carrboro)
- R&G Family Care Homes (Hillsborough)

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<sup>49</sup> [Orange](#) County Department on Aging, "Elder Care Guide 2002," (n.d.).

<sup>50</sup> [Orange](#) County Department on Aging, "Elder Care Guide 2002," (n.d.).

- Shepherd House (Chapel Hill)
- Villanes Home for the Aged Family Care Home (Hillsborough)
- Woods Family Care Home (Hillsborough)
- Yancey’s Rest Home (Hillsborough)

***Nursing Homes***

Nursing homes include skilled nursing facilities, convalescent hospitals, intermediate care facilities and rehabilitation centers for seniors requiring 24-hour medical attention. Facilities available in Orange County include the following:<sup>51</sup>

- Britthaven of Chapel Hill (Chapel Hill)
- Brookshire Nursing Center (Hillsborough)
- Carol Woods Retirement Community (Chapel Hill)
- Chapel Hill Rehabilitation and Healthcare Center (Chapel Hill)

**Persons with Disabilities**

Persons with mental illness, disabilities and substance abuse problems need an array of services. Their housing requires a design that ensures residents maximum independence in the least restrictive setting, including independent single or shared living quarters in communities, with or without onsite support. Options include:

- Living with family or friends with adequate support and/or respite services
- Small, home-like facilities in local communities close to families and friends, with the goal of moving to a less structured living arrangement when clinically appropriate

Residential placements need to provide the equipment and supplies necessary to assist in successful, long-term housing stability. Admission to state or private hospitals, mental retardation centers, state schools or alcohol and drug abuse treatment centers must not be considered permanent or long-term residential options.

***Mentally Ill***

Those individuals experiencing severe and persistent mental illness are often financially impoverished due to the long-term debilitating nature of the illness. The majority of these individuals receive their sole source of income from financial assistance programs—Social Security Disability Insurance or Social Security Income. The housing needs for this population are similar to other low-income individuals. However, because of this limited income, many of these individuals may live in either unsafe or substandard housing. The citizens need case management, support services and outpatient treatment services to monitor and treat their mental illness. Facilities in Orange County that provide behavioral and/or psychiatric care include the following:<sup>52</sup>

- Residential Services (Carrboro)
- Residential Services (Chapel Hill)
- Residential Services – Ridgefield (Chapel Hill)
- Residential Services – Woodcrest (Chapel Hill)
- Residential Services – Shady Lawn (Chapel Hill)

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<sup>51</sup> Orange County Department on Aging, “Elder Care Guide 2002,” (n.d.)

<sup>52</sup> Extended Care Information Network ([www.extendedcare.com](http://www.extendedcare.com))

- Residential Services – Christopher Road (Chapel Hill)
- University of North Carolina Hospitals (formerly North Carolina Memorial Hospital)/UNC Health Care (Chapel Hill)

**Developmentally Disabled**

Housing for the disabled must include a variety of options to meet the unique needs of persons with diverse types of disabilities. Services must be provided by area programs or contracted privately, including group home placements, intermediate care facilities, supported living programs, supported employment, sheltered workshops, home ownership and rental subsidy. Facilities in Orange County that provide housing for the Developmentally Disabled include the following:<sup>53</sup>

- Residential Services (Carrboro)
- Residential Services (Chapel Hill)
- Residential Services – Ridgefield (Chapel Hill)
- Residential Services – Woodcrest (Chapel Hill)
- Residential Services – Shady Lawn (Chapel Hill)
- Residential Services – Christopher Road ((Chapel Hill)
- Residential Services – Spring Glen (Hillsborough)

**Alcohol and Substance Abusers**

The majority of people who suffer from any form of alcohol or substance abuse maintain jobs and homes at the beginning stages of their problem. However, as the problem progresses, the ability to maintain a well-functioning lifestyle diminishes. This problem touches every income and racial group, but is found to be most prevalent among the lowest income groups. Preventive programs incorporated into housing services provided to low-income persons are necessary to address this problem.

In Orange County, the University of North Carolina, Alcohol and Substance Abuse Program provides a mix of mental health and substance abuse services, but only on an outpatient basis. Persons requiring residential treatment programs need to access facilities located in Durham, North Carolina.<sup>54</sup> Freedom House is also available for those residents of Orange County in need of such services.

**Persons with HIV/AIDS**

According to the most recent quarterly update of the North Carolina HIV/STD Surveillance Report, Orange County had 16 reported cases of HIV disease in 2004, which represents 1% of all the cases reported in North Carolina. With eight cases reported in 2004, Orange County showed a marked increase in the number of AIDS cases—up from one reported case in 2003 and three reported cases in 2002. There have been 285 cumulative reported cases of HIV and 128 reported cases of AIDS in Orange County since 1983.

Year	HIV	AIDS
2002	12	3
2003	17	1
2004	16	8

<sup>53</sup> Orange County Department on Aging, “Elder Care Guide 2002,” (n.d.) and Extended Care Information Network ([www.extendedcare.com](http://www.extendedcare.com))

<sup>54</sup> U.S. Department of Health and Human Services, Substance Abuse & Mental Health Services Administration, Substance Abuse Treatment Facility Locator (<http://www.findtreatment.samhsa.gov>)

<sup>55</sup> North Carolina Department of Health and Human Services, HIV/STD Prevention & Care Branch, North Carolina HIV/STD Quarterly Surveillance Report, Volume 2004, Number 4

While prevention, medical and support services are available to people with HIV/AIDS, there is a greater need for permanent supportive housing. Other types of housing assistance needed include rental assistance and transitional supportive housing for patients leaving institutions of physical health or incarceration.

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

Lead poisoning is one of the worst environmental threats to children in the United States. While anyone exposed to high concentrations of lead can become poisoned, the effects are most pronounced among young children.

All children are at higher risk to suffer lead poisoning than adults, but children under age six are even more vulnerable because their nervous systems are still developing. At high levels, lead poisoning can cause convulsions, coma and even death. Such severe cases of lead poisoning are now extremely rare, but do still occur. At lower levels, observed adverse health effects from lead poisoning in young children include reduced intelligence, reading and learning disabilities impaired hearing and slowed growth.

Since the 1970s, restrictions on the use of lead have limited the amount of lead being released into the environment. As a result, national blood lead levels for children under the age of six declined by 75% over the 1980s and dropped another 29% through the early 1990s. Despite the decline in blood-lead levels over the past decade, as many as 900,000 children in the United States still have blood lead levels above 10µg/dL (micrograms of lead per deciliter of whole blood). These levels are unacceptable according to the Centers for Disease Control and Prevention (CDC) which lowered blood lead intervention levels for young children from 25µg/dL to 10µg/dL in 1991. Many of these lead-poisoned children live in low-income families and in old homes with heavy concentrations of lead-based paint. The CDC identified the two most important remaining sources of lead hazards to be deteriorated lead-based paint in housing built before 1978 and urban soil and dust contaminated by past emissions of leaded gasoline.

The national goal for blood lead levels among children ages six months to five years is to limit elevations above 15µg/dL to no more than 300,000 per year and to entirely eliminate elevations above 25µg/dL.<sup>56</sup>

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<sup>56</sup> Westat, Inc. under contract with the U.S. Department of Housing and Urban Development and the Environmental Protection Agency, *Report on the National Survey of Lead-Based Paint In Housing*, (June 1995).

## Housing with Lead-Based Paint Hazards

### National Trends

In 1990, as many as 64 million homes had lead-based paint somewhere in the building. By 2000, this estimate dropped to 38 million of all housing units with lead-based paint with 24 million having significant lead-based paint hazards. Of those units with lead-based paint hazards,

1.2 million are occupied by low-income families (those with an annual income of less than \$30,000) with children under the age of six. As much as 35% of all low-income housing is estimated to have lead-based paint hazards compared to 19% of households with incomes of \$30,000 or more per year. Renter-occupied housing (at 30%) has a higher incidence of lead-based paint hazards than owner-occupied housing (at 23%).<sup>57</sup>

Location and Condition of Lead-Based Paint	1990 HUD Survey		2000 HUD Survey	
	Units*	Percent	Units*	Percent
Housing units built before 1980	77,177	100%	68,756	100%
Units with lead-based paint	64,059	83%	34,195	50%
Interior lead-based paint	48,986	63%	26,184	38%
Exterior lead-based paint	56,495	73%	27,373	40%
Units with deteriorated lead-based paint	14,354	19%	14,962	22%
Interior deteriorated lead-based paint	5,596	7%	7,281	11%
Exterior deteriorated lead-based paint	9,657	13%	11,784	17%

\* Thousands of housing units.

### Local Estimates

While the prevalence of lead-based paint hazards varies by region, housing unit age and household income among other factors,<sup>59</sup> the national percentages of lead-based paint in occupied housing were applied to the number of housing units in Orange County to estimate the percentage of housing units that could contain hazards.<sup>60</sup>

Based on these estimates, as many as 12,058 occupied housing units in Orange County contain lead-based paint. Of these units with lead-based paint, 6,001 are owner-occupied and 6,057 are occupied by renters. Up to 5,276 houses may have deteriorated lead-based paint. According to the 2000 Census, there are 16,540 households with annual incomes below \$30,000. Applying the assumption that as much as 35% of these low-income households

Location and Condition of Lead-Based Paint	Units	Percent
Housing units built before 1980	24,245	100%
Units with lead-based paint	12,058	50%
Interior lead-based paint	9,233	38%
Exterior lead-based paint	9,652	40%
Units with deteriorated lead-based paint	5,276	22%
Interior deteriorated lead-based paint	2,567	11%
Exterior deteriorated lead-based paint	4,155	17%

<sup>57</sup> David E. Jacobs, Robert P. Clickner, Joey Y. Zhou, Susan M. Viet, David A. Marker, John W. Rogers, Darryl C. Zeldin, Pamela Broene and Warren Friedman, "The Prevalence of Lead-Based Paint Hazards in U.S. Housing," *Environmental Health Perspectives*, Volume 110, Number 10, (October 2002).

<sup>58</sup> David E. Jacobs, Robert P. Clickner, Joey Y. Zhou, Susan M. Viet, David A. Marker, John W. Rogers, Darryl C. Zeldin, Pamela Broene and Warren Friedman, "The Prevalence of Lead-Based Paint Hazards in U.S. Housing," *Environmental Health Perspectives*, Volume 110, Number 10, (October 2002).

<sup>59</sup> David E. Jacobs, Robert P. Clickner, Joey Y. Zhou, Susan M. Viet, David A. Marker, John W. Rogers, Darryl C. Zeldin, Pamela Broene and Warren Friedman, "The Prevalence of Lead-Based Paint Hazards in U.S. Housing," *Environmental Health Perspectives*, Volume 110, Number 10, (October 2002).

<sup>60</sup> For example, the national study conducted in 2000 indicated that 50% of housing units built before 1980 contained lead-based paint. By multiplying the number of housing units in Orange County built before 1980 by 50% provides an estimate of the number of housing units in Orange County that contain lead-based paint (24,245 x 50% = 12,058).

contain lead-based paint hazards results in an estimated 5,789 low-income households with lead-based paint hazards in Orange County.

### **Lead-Based Paint Hazard Reduction**

The federal Residential Lead-Based Paint Hazard Reduction Act of 1992 (Title X of the Housing and Community Development Act of 1992) amends the Lead-Based Paint Poisoning Prevention Act of 1971, which is the law covering lead-based paint in federally funded housing. These laws and subsequent regulations issued by the U.S. Department of Housing and Urban Development protect young children from lead-based paint hazards in housing that is financially assisted or being sold by the federal government.

In Orange County, evaluations of the prevalence of lead-based paint in housing units are conducted by project and lead abatement is prescribed for all dwellings targeted for rehabilitation. In addition, all assisted housing tenants are informed of the hazards of lead-based paint. The Orange County Health Department provides ongoing consultation to local housing staff.

### **3.5 Barriers to Affordable Housing**

As with other types of development, Orange County's supply of affordable housing is dictated by a variety of factors, the most significant being project affordability, availability of land and infrastructure, developer preference for building high-end housing, and government regulation. Because of land use policies that discourage urban services (sewer and water) outside of municipal areas and stringent municipal development regulations, traditional affordable housing (apartments, single family homes) is limited to areas within or adjacent to municipalities.<sup>61</sup>

Public policies and actions related to the approval of sites of publicly assisted housing has not been a major barrier in this community. However, the adoption of an Educational Impact Fee in Orange County in 1993 does pose a barrier to affordability. The fee is collected for all new residential construction. The revenue generated by the fee is used to finance a portion of the cost of new public school space created by new residential growth. Presently, the fee is \$3,000 in the Chapel Hill-Carrboro school district and \$750 in the Orange County School District. To address this barrier, the Orange County Board of Commissioners adopted an impact fee reimbursement policy, which provides funds to nonprofit housing developers constructing rental and owner-occupied housing to enable them to pay the fee without passing the cost to the prospective renters or homebuyers. However, neither individuals nor for-profit developers are eligible for reimbursement under the existing policy.<sup>62</sup>

The Town of Chapel Hill has adopted a comprehensive plan with goals intended to, among other things, increase the availability of well-designed, affordable, safe and sanitary housing for all its citizens. One of the objectives of the comprehensive plan is for the town to establish policies, regulations, incentives and programs that promote the availability of a full range of housing types, densities, costs and tenancy options, both within new developments and existing neighborhoods. Affordable housing policies adopted by the town and incorporated into the land use management ordinance include the following.

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<sup>61</sup> Orange County Housing and Community Development Department and Human Rights and Relations Office, "Fair Housing Plan: Analysis of Impediments Action Plan," (Revision May 2001)

<sup>62</sup> Orange County Housing and Community Development Department and Human Rights and Relations Office, "Fair Housing Plan: Analysis of Impediments Action Plan," (Revision May 2001)

## **Residential Special Standards – Conditional**

Chapel Hill created a new zoning district—Residential Special Standards – Conditional (RSS-C). The main features of this conditional use zoning district are that it allows higher density for housing developments (12 units per acre), a ten-foot minimum street setback and no buffer requirement. Projects using this zoning district must have a long-term affordability component.

## **Rezoning Requests**

Chapel Hill passed a resolution to increase the availability of affordable housing for low- and moderate-income households by establishing a policy that rezoning requests with a residential component should incorporate a 15% affordable housing feature into their plans with a mechanism to ensure ongoing affordability. Developers with rezoning requests work with Orange Community Housing and Land Trust to market these homes to persons earning less than 80% of the median income.

## **Size Restricted Units**

The town's land use management ordinance requires developers with a major subdivision or a planned development housing proposal with five or more single-family or two-family residential lots to build at least 25% of the units at less than 1,350 square feet of floor area.

## **Affordable Housing Substitution**

The town's land use management ordinance also allows for a substitution of affordable housing for floor area restrictions. Chapel Hill may allow a developer of a major subdivision or planned development housing to provide initial and continued affordability of at least 15% of the dwelling units. The dwelling units must be priced to be affordable to individuals and families who have incomes at or below 80% of the area median. Restrictive covenants must be recorded with the dwelling units to ensure continued and ongoing compliance with these restrictions and the units must be sold to individuals and families who have incomes at or below 100% of the area median.

## **Payment-in-Lieu of Affordable Housing**

As an alternative to providing affordable housing, a developer may also make a payment-in-lieu of affordable housing to the town. The amount of the payment is determined by multiplying the number of affordable housing units to be provided by an estimate of funding that would be needed to make a homeownership opportunity in the proposed development available to individuals and families with annual income at or below 80% of the area median.

## **Other Features**

Within the designated urban services areas of Chapel Hill—where access to employment, transit, day care, schools, and public utilities is located—the supply of vacant land is small and the price is high. In addition to the high cost of plan preparation, processing fees, utility installation, street improvements and lengthy review schedules all add to development costs. Chapel Hill has responded by making special accommodations for affordable housing development, which include waiving processing fees, expediting review schedules and modifying street improvement requirements.

### **3.6 Impediments to Fair Housing<sup>63</sup>**

The Board of County Commissioners established the Orange County Human Relations Commission in 1987. The Commission is composed of 23 members. The Towns of Carrboro, Chapel Hill and Hillsborough each hold two seats, with the remaining 17 positions considered at-large seats with representation sought from all Townships. The mission of the Orange County Human Relations Commission is:

- To promote the equal treatment of all individuals; to prohibit discrimination in employment, housing and public accommodations
- To protect residents' lawful interest and their personal dignity and to prevent public and domestic strife, crime and unrest within Orange County
- To carry out, in Orange County, the policies provided for in various federal rules, regulations and laws prohibiting discrimination in—among other areas—housing, employment and public accommodations

The Orange County Human Relations Commission, in 1989, conducted a series of public hearings on discrimination in the areas of—among others—employment, housing and public accommodations. The commission found that discrimination exists in Orange County in these areas. Orange County's "Fair Housing Plan" was prepared in 1999 and has been revised three times, most recently in May 2001.

Based on the County's analysis of impediments affecting the furtherance of fair housing, appropriate strategies have been designed and implemented to eliminate or reduce the impact of those barriers. The following recommendations included in the "Fair Housing Plan" promote fair housing within Orange County:

- Increase the educational opportunities relating to Fair Housing through workshops, forums and presentations
- Target specific protected classes (such as, handicapped persons) for fair housing information
- Continue to consult with local lending institutions regarding their Community Reinvestment Act activities. Monitoring of compliance with the local and federal fair housing laws and testing of local lending institution are necessary to ensure equal access to capital for all residents. Meetings should be held with local bank executives to formalize participation in public-private partnerships that further housing opportunities that provide for housing choices for all citizens. Further, public policy should be created to link public deposits in financial institutions to a commitment by lenders to meet the community reinvestment needs of the County.
- Continue to provide one-on-one consultation to area landlords to encourage participation in the Section 8 Program
- Provide training to housing providers and consumers about their obligations and rights under the act. Specifically, educate housing providers, consumers and private and public agencies that assist consumers about the Department of Human Rights and Relations' re-

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<sup>63</sup> Orange County Housing and Community Development Department and Human Rights and Relations Office, "Fair Housing Plan: Analysis of Impediments Action Plan," (Revision May 2001)

sponsibility for enforcement of the Act. Provide technical assistance training to property managers, lenders attorneys, builders, etc., on their responsibilities under the law. Educate citizens about their rights under the law; and educate public and non-profit agencies on how to identify discriminatory practices.

- Increase the educational opportunities relating to Fair Housing through workshops, forums and presentations
- Provide fair housing information to specific protected classes
- Collaborate with local housing coalitions and others in fair housing awareness activities
- Conduct training for public and non-profit agencies in Orange County on the fair housing laws and place fair housing advertisements in the local newspapers

## **Part IV Homeless Assessment<sup>64</sup>**

### **4.1 Overview**

After a period of disjointed leadership, the Orange Person Chatham (OPC) Area Program is the lead agency for the Orange County Continuum of Care Committee (Orange County CoC), which covers Chapel Hill and Orange County. The Inter-Faith Council for Social Services (IFC)—which had been the lead agency since the CoC’s creation—strategically pulled away from the CoC in 2003. The OPC Area Program implemented a plan in 2004 to re-institute the continuum, which had not been formally active during this period of transition. Although the formalities of the CoC have been lacking, the community has continued to carry out the work of the Continuum, as can be documented by the numerous developments that have continued to occur.

The OPC Area Program is implementing a historic reorganization as mandated by the North Carolina Mental Health Reform Legislation. As part of these activities the continuum has turned its attention to strengthening its organization, planning and leadership. A permanent, full-time Housing Coordinator has been hired to re-energize the CoC, manage programs for the homeless and act as a community advocate in the continuum’s efforts to end chronic homelessness.

The Orange County CoC is comprised of approximately 50 members that represent state and local government, public housing authorities, nonprofit organizations, businesses, homeless or formerly homeless, law enforcement, hospitals and medical facilities, funders, homeless advocates, universities and religious organizations.

### **4.2 10-Year Plan to End Chronic Homelessness**

The Orange County CoC shares a common vision with the Triangle Alliance to Resolve Chronic Homelessness (TARCH) regarding its strategy for ending chronic homelessness by 2012. The TARCH has encouraged all local communities to develop 10-year plans to end chronic homelessness. The Orange County CoC participates in all of those meetings and shares the goals and visions of TARCH. The continuum is working to achieve the following outcomes:

- Expanded affordable permanent housing capacity

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<sup>64</sup> Information in this part comes primarily from the Orange County Continuum of Care Committee’s 2004 Continuum of Care Application to the U.S. Department of Housing and Urban Development.

- Placement of chronically homeless individuals and families
- Increased availability of and access to best-practice mental health, substance abuse, medical treatment and non-clinical supports, such as life management skills and informal support networks
- Successful linkages with and use of mainstream resources, such as Vocational Rehabilitation, Orange Enterprises and other employment and employment training agencies, collaborative planning and service delivery

The continuum continues to strengthen its efforts in building community partnerships, working to create a service system that is less fragmented, educating the community and encouraging public responsibility to end homelessness, developing an HMIS system and coordinating with various local, state and federal groups to address the many factors that impact homelessness in the community. The Orange County CoC participated in a point-in-time homelessness Count on December 15, 2003. As a result of the Count, there are an estimated 17 people who are chronically homeless that were sheltered and approximately 41 of 50 unsheltered chronically homeless individuals in Orange County.

The Orange County CoC has made progress toward meeting its goals to end chronic homelessness. Goals from previous years have included adding additional permanent housing, implementing an HMIS system and facilitating community discussion of homeless issues.

A subsequent point-in-time count, conducted in January 2005, is the first of several efforts on behalf of the Community Initiative to End Homelessness (CIEH) to raise awareness about homelessness in Orange County. The count revealed 70 chronically homeless people in Orange County. Orange County's chronically homeless population represents 30% of the County's total homeless population, which is well above the national estimate of 10%. The number of chronically homeless people in Orange County increased 20% between the 2004 and 2005 counts. These calculations, however, do not include people who are doubled up, that is without a legal residence of their own and temporarily staying with another person. The CIEH is planning to conduct a more detailed survey in Orange County in the summer of 2005 to capture this information, as well as another point in time count to determine the number of unsheltered people in the summer.

In October 2003, Triangle-area elected officials were briefed on the 10-Year Plan to End Chronic Homelessness sponsored by the U.S. Interagency Council on Homelessness. Attendees were asked to begin similar planning in their localities. Leaders in our area have responded to the call by creating a Partnership to End Homelessness, which currently includes the Towns of Chapel Hill and Hillsborough, Orange County, Triangle United Way, as well as local nonprofit organizations. The partnership will be responsible for creating a process for developing a 10-year plan to end chronic homelessness in Orange County.

### **4.3 Discharge Planning Policy**

The most significant effort to prevent homelessness due to discharge from public institutions being carried out by the OPC Area Program regards the hospital downsizing initiative mandated by the North Carolina Mental Health Reform. The hospital downsizing plan involves discharging well-functioning patients to the community to allow them to recover in the most appropriate and least restrictive setting. The OPC Area Program has obtained state funding for two full-time staff to serve as Community Integration Coordinators. Each client targeted for placement back in the community has access to community capacity funding to assist them in reaching their

highest level of functioning in the community. This funding is earmarked for housing needs, as well as psychiatric, vocational and other community supports.

Additionally, hospital social workers currently contact the Project for Psychiatric Outreach to the Homeless (PPOH) social worker during patient discharge planning to assure that mental health services are available to patients that become clients of the Inter-Faith Council for Social Services. The PPOH is a psychiatric clinic at the IFC Community House. The PPOH social worker and the social worker crisis services of University of North Carolina Hospital are in the process of creating more comprehensive follow-up services for homeless individuals who are patients of UNC.

#### 4.4 Subpopulations in the Region

While most organizations that make up the members of the Orange County CoC serve and represent the interests of all homeless populations, a number of member organizations focus their activities on specific subpopulations in the region, including the seriously mentally ill, substance abusers, veterans, people with HIV/AIDS, victims of domestic violence and youth. The populations and subpopulations served by the continuum are shown in the following table.

Table 22: Continuum of Care Homeless Population and Subpopulation Chart <sup>65</sup>					
		Sheltered		Unsheltered	Total
		Emergency	Transitional		
Homeless Population	Homeless Individuals	83 (A)	61 (A)	50 (N)	194
	Homeless Families w/ Children	5 (E)	7 (E)	0 (E)	12
	Persons in Homeless Families w/Children	19 (A)	23 (A)	0 (E)	42
	<b>Total Homeless Persons</b>	<b>102</b>	<b>84</b>	<b>50</b>	<b>236</b>
Homeless Subpopulations	Chronically Homeless	17 (E)		41 (E)	58
	Severely Mentally Ill	23 (E)			
	Chronic Substance Abuse	50 (E)			
	Veterans	40 (E)			
	Persons with HIV/AIDS	8 (E)			
	Victims of Domestic Violence	28 (E)			
	Youth (Under 18 years of age)	20 (E)			
* Sum of homeless individuals and persons in homeless families with children (A) administrative records (N) enumerations (E) estimates					

Subsequent to the development of the information shown in Table 22, the Orange County CoC conducted another point-in-time Count. This Count—completed in January 2005—showed the number of:

- Total homeless people in Orange County to be 230
- Homeless people in families to be 59
- Homeless individuals to be 171
- Homeless children to be 38
- Homeless people with a history of domestic violence to be 48
- Chronically homeless people to be 70

<sup>65</sup> Orange County Continuum of Care Committee's 2004 Continuum of Care Application to the U.S. Department of Housing and Urban Development, (n.d.).

## **4.5 Existing Resources and Services**

The fundamental components that comprise the Orange County continuum of care system and the member agencies that provide services to the homeless are described below.

### **Prevention**

Homeless persons access or receive assistance by calling or visiting one of the continuum agencies providing emergency assistance and/or case management. IFC's Community House and Homestart Program and other agencies and units of local government in the County refer persons to these agencies. Services in place and the members that provide prevention services include the following:

- Emergency Assistance—IFC Community Services Department, Orange Congregations in Mission, local congregations, Orange County Women's Center, Helping Hands, Orange County Department of Social Services, Joint Orange Chatham Community Action Agency and North Carolina Hillel Foundation
- Case Management—IFC Family Support Program, OPC Area Program, UNC Department of Psychiatry and Freedom House

In addition, the Mental Health Association of Orange County is launching a new program called Peer Bridgers (PB). This program is related to the hospital downsizing efforts occurring in North Carolina. The Bridgers will be matched with recently discharged patients to assist them with accessing community resources to prevent homelessness and other problems. Freedom House, a substance abuse residential treatment facility is currently increasing its capacity, particularly in the stabilization unit.

### **Outreach**

For persons who are living on the streets, the UNC Department of Psychiatry currently has a team of health professionals staffed at IFC's emergency shelters that provide outreach. The mental health team includes a number of volunteers and a full-time staff psychiatric social worker who provides comprehensive assessments and services to the facility's persistently mentally ill population. The social worker and local police social workers with the Chapel Hill Police Department also provide outreach to non-sheltered individuals that are referred by congregations, businesses and police agencies.

For other homeless persons, approximately 20 health professionals volunteer at three weekly clinics to screen and provide primary health care services to homeless individuals and to refer them to UNC hospitals as needed. The Family Violence Prevention Center also does outreach and public education throughout the community.

The PPOH plans to continue expanding its outreach activities to all homeless persons through continued funding. The continuum will also explore implementation of additional services.

### **Supportive Services**

How homeless persons access/receive assistance: Most homeless persons are either referred for supportive services by various nonprofit agencies, County departments, congregations and hospitals or they walk in for services. Needs are assessed during an intake process at each provider location. The specific supportive services provided through the continuum and the member agencies that provide the services include the following:

- Case Management—IFC, OPC Area Program, Freedom House Recovery Center and the Department of Social Services through referral or walk-in
- Life Skills—OPC Area Program and private contract agencies through referral
- Alcohol and Drug Abuse Treatment—Freedom House Recovery Center, Horizons and OPC Area Program through referral or walk-in
- Mental Health Treatment—OPC Area Program, UNC Hospitals and free clinics at IFC shelters through referral or walk-in
- AIDS Related Treatment—UNC Hospitals, Orange House (group home for persons living with HIV) through referral
- Education and Employment Assistance—Vocational Rehabilitation Services, Orange Enterprises, Job Link, Orange County Literacy Council, The Women’s Center and the Employment Skills Center through referral or walk-in
- Child Care—Child Care Services Association through walk-in
- Transportation—Chapel Hill/Carrboro Bus System provides free service and Orange County Department of Transportation through referral

### Homeless Facilities

The following housing projects and housing assistance programs were current in place or under development at the time of this plan.

Facility or Resource		2004 Year-Round Units/Beds			2004 All Beds		
		Family Units	Family Beds	Individual Beds	Year-Round	Seasonal	
Emergency Shelters	Community House	—	—	61	61	—	
	Homestart	—	20	20	40	—	
	Crisis Apartments	—	—	8	8	—	
	<b>Total</b>	—	20	89	109	—	
Transitional Housing	Oxford House	—	—	39	39	—	
	Sunrise Apartments	—	—	22	22	—	
	Homestart	—	—	20	20	—	
	Transition Home	—	—	22	22	—	
	<b>Total</b>	—	—	103	103	—	
Permanent Housing	Current Inventory	Shelter Plus Care	—	—	14	14	—
		Supportive Housing	—	—	8	8	—
		Scattered Site Housing	—	—	17	17	—
		Public Housing*	—	—	336	336	—
		Section 8 Certificates*	—	—	623	623	—
		Scattered Site*	—	—	12	12	—
	<b>Total</b>	—	—	39	39	—	
	Under Development	Shelter Plus Care	—	—	11	11	—
		Supportive Housing	—	—	6	6	—
		SRO*	—	—	24	24	—
<b>Total</b>		—	—	17	17	—	

\*Although the homeless are a priority population to lease these units, they are available to non-homeless persons as well and have not been counted in the permanent housing total.

## 4.6 Continuum of Care Gaps Analysis

OPC Area Program staff contacted each housing provider in the County to confirm current housing inventory in place and under development. The data sources used to determine the current inventory and under development in 2004 were local housing providers and emergency shelters, as well as a point-in-time assessment conducted on December 15, 2003.

The point-in-time Count showed a 32% increase in homeless individuals and/or families in Orange County. To account for the rise, the continuum increased the number of unmet needs by one-third and concurrently accounted for development that occurred during the previous year. The continuum also accounted for the fact that its point-in-time assessment could not include a Count of every single homeless person in Orange County, as this population is transient and difficult to track.

		Beds		
		Current Inventory in 2004	Under Development in 2004	Unmet Need/ Gap
Individuals	Emergency Shelter	109	0	118
	Transitional Housing	103	0	111
	Permanent Supportive Housing	39	17	367
	Total	251	17	596
Persons in Families With Children	Emergency Shelter	20	0	4
	Transitional Housing	0	0	100
	Permanent Supportive Housing	0	0	17
	Total	20	0	121

		Sheltered		Unsheltered	Total
		Emergency	Transitional		
Homeless Population	Homeless Individuals	83 (A)	61 (A)	50 (N)	194
	Homeless Families w/ Children	5 (E)	7 (E)	0 (E)	12
	Persons in Homeless Families w/Children	19 (A)	23 (A)	0 (E)	42
	Total Homeless Persons	102	84	50	236
Homeless Subpopulations	Chronically Homeless	17 (E)		41 (E)	58
	Severely Mentally Ill	23 (E)			
	Chronic Substance Abuse	50 (E)			
	Veterans	40 (E)			
	Persons with HIV/AIDS	8 (E)			
	Victims of Domestic Violence	28 (E)			
	Youth (Under 18 years of age)	20 (E)			
* Sum of homeless individuals and persons in homeless families with children (A) administrative records (N) enumerations (E) estimates					

## **Part V Non-Housing Community Development**

### **5.1 Overview**

The Orange County Consortium believes that true community revitalization requires a comprehensive set of strategies to ensure success. Rehabilitating or constructing residential structures without improving the physical, social and economic environment in which they are located does not automatically revitalize neighborhoods. Well-designed public spaces and infrastructure, as well as social and economic development activities, must be combined with decent affordable housing to help ensure a strong community.

### **5.2 Public Facilities**

#### **Neighborhood Facilities**

The Orange County Recreation and Parks Department operates two community centers with programs co-sponsored by the Orange County Department on Aging and the Joint Orange/Chatham Community Action (JOCCA).

- Efland-Cheeks Community Center
- Northern Orange Human Services Center

#### **Parks and Recreation**

The Orange County Recreation and Parks Department is dedicated to enriching the physical, social and emotional quality of life of the people of Orange County. The Department provides a variety of affordable recreation programs for individuals of all ages and abilities. The Department strives to offer programs that respond to the changing needs and interests of the community. Within the limitations of available resources, the department provides clean and safe parks, preserves and greenways throughout the County and through its partnerships with the Towns of Chapel Hill, Carrboro, Hillsborough and Mebane. The Department works to protect and preserve the elements of natural and cultural heritage within the County's parks and to promote the stewardship of these sites through educational and conservational programs and practices.

The recreation and parks departments of Chapel Hill, Carrboro and Orange County manage a total of 25 park facilities covering nearly 500 acres, providing a multitude of youth and adult programs. Facilities include:

- 4 golf courses
- 2 volleyball courts
- 14 picnic areas
- 2 senior centers
- 25 tennis courts
- 7 recreation centers and/or gyms
- 9 lighted athletic fields
- 2 art museums
- 2 swimming pools
- 2 visitors centers
- 6 greenways and/or nature trails
- Miles of bicycle paths
- 1 fitness trail

Within Chapel Hill, the Parks and Recreation Department is dedicated to enhancing the quality of life of all citizens and fostering a sense of community by providing recreational, cultural, and educational services, and effectively maintaining and protecting the Town's natural resources. The department provides community centers and art facilities, walking trails, a rose garden, batting cage and skate park, community celebrations, adult and youth classes, aquatics programs and sports for all ages.

There are 15 parks in Chapel Hill covering 360 acres. There are also 11.5 miles of recreational trails amongst 716 acres of greenways and open spaces. The anticipated opening in 2006 of the 70 acre Homestead Park Aquatics Center will provide swimming facilities for Town residents. In addition, the Town of Chapel Hill provides its residents with:

- 4 Recreation Centers
- Adult and Youth League Sports
- Climbing Wall
- Multiple Recreation and Educational Programs
- After School Programs
- Summer Camps
- Seniors Programs

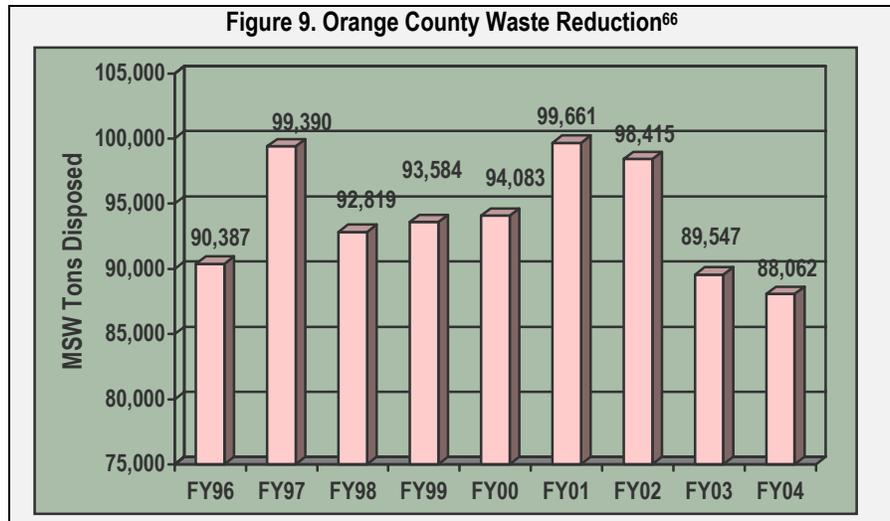
The Triangle SportsPlex, a community sports center in Hillsborough, offers two swimming pools, a professional-quality ice hockey and skating rink and exercise rooms. The YMCA, local schools and several private exercise clubs provide further options. Among outdoor enthusiasts, two of the most popular destinations are the hiking trails, canoeing spots and wilderness of Duke Forest (4,500 acres in Orange County) and Eno River State Park (1,820 acres).

### **Solid Waste Disposal**

Orange Community Recycling is a division of the Orange County Solid Waste Management Department. The Town of Chapel Hill was responsible for the operation and administration of the landfill, recycling and other solid waste functions before this responsibility was turned over to Orange County in 2000. The goal of Orange Community Recycling is to help Orange County and its Towns exceed the North Carolina solid waste diversion goal.

Orange County has reduced its waste per person by 46% over the last decade. It was the first County in North Carolina to achieve the state goal and is making progress toward its long term goal of 61% waste reduction.

The life of the County-owned solid waste landfill has been extended by 12 years beyond the original projected closing date by diverting yard waste, tires, and white goods from the landfill and by implementing an aggressive, large-scale recycling program.<sup>67</sup>



Residents of Carrboro, Chapel Hill and Hillsborough have tax-provided garbage collection. Businesses pay a fee for waste collection based on volume generated. Fees vary among jurisdictions. Many residents and businesses in unincorporated Orange County contract with private haulers to have their waste disposed. Most County residents bring their garbage to the County's solid waste convenience centers. In all of these cases the garbage usually goes to Orange County Landfill.

### Health Facilities

The Research Triangle area is one of the nation's premier health care centers. The University of North Carolina (UNC) Hospitals is a leading health care system focusing on primary care, specialized care and medical research. The system is made up of the clinical programs of the University of North Carolina at Chapel Hill School of Medicine and UNC Hospitals, including North Carolina Memorial Hospital, North Carolina Neurosciences Hospital, North Carolina Children's Hospital and North Carolina Women's Hospital. Facilities include 684 medical-surgical and other specialty unit beds, including 113 intensive care beds, 76 psychiatric beds, 30 rehabilitation beds and 10 clinical research beds. Outpatient care is also provided at the UNC Ambulatory Care Center and the Chapel Hill North Medical Center, as well as thirteen additional facilities outside Orange County.

### Libraries

The Town of Chapel Hill Library system provides free library services for all of Orange County. The Chapel Hill public library endeavors to complement, rather than compete with, the academic and research focus of the University of North Carolina library system. Total circulation of the Chapel Hill Public Library was over 785,000 books for 2002 through 2003. Residents of the County also have access to the library services of the Orange County Public Library system, which maintains branches in Hillsborough, Carrboro and Cedar Grove.

<sup>66</sup> Orange County Economic Development Commission, "2005 State of the Local Economy" presentation, (August 2005)

<sup>67</sup> Chapel Hill 2004 Data Book

## 5.3 Infrastructure

### Water and Wastewater

Existing capacities and inter-system agreements make adequate water available in all municipalities and along Interstate corridors. Tertiary treatment plants serve the municipalities and the Efland area. Sufficient sewer capacity exists in all service areas. Providers include the following:

- Chapel Hill and Carrboro: Orange Water and Sewer Authority
- Hillsborough: Town of Hillsborough
- Efland: Orange-Alamance Water System and Efland Sewer System (administered by Orange County)
- Mebane: Graham-Mebane Water System and Town of Mebane

#### *Chapel Hill and Carrboro*

The Orange Water and Sewer Authority (OWASA) is a special purpose governmental entity that provides public water supply, wastewater management and related services in the Carrboro-Chapel Hill urban area. The overall safe yield of the water supply and distribution system is 11.2 million gallons per day (MGD). This capacity will increase to 15 MGD within a few years through water transmission and pumping improvements. Water sources are as follows:

- Cane Creek Reservoir: Went into service in 1989 with a capacity of 3 billion gallons
- University Lake: Built in 1932 with a capacity of 450 million gallons
- Stone Quarry Reservoir: Acquired in the early 1980s with a capacity of 200 million gallons. A nearby privately-operated quarry will be extended over the next 20 to 30 years and then turned over to OWASA by 2030 for water storage purposes. The extended quarry and existing quarry reservoir will provide an estimated total water storage capacity of 3 billion gallons.
- Jordan Lake: OWASA holds an allocation from the State of North Carolina with a capacity between 5 MGD and 10 MGD
- Jones Ferry Road Water Treatment Plant: Current capacity of 18 MGD

OWASA operates and maintains more than 325 miles of water mains and more than 275 miles of sewer mains, which primarily operate through the gravity flow of wastewater. The wastewater management system includes more than two dozen pumping stations in locations where gravity flow was not feasible when development initially occurred. Pump stations are phased out when practical through installation of gravity sewers connecting other gravity mains. OWASA treats about 3 billion gallons of wastewater annually for safe return to the natural environment at the Mason Farm Wastewater Treatment Plan. Treated water is returned to Morgan Creek, a tributary of Jordan Lake. Present capacity calculated on a monthly average basis is 12 MGD.

#### *Town of Hillsborough*

Hillsborough constructed Phase I of the new West Fork Eno Reservoir between 1998 and 2000, which was filled to its volume of 786 million gallons for the first time in November 2002. The reservoir has a safe yield of 1.8 MGD. The Town has additional capacity at Lake Ben Johnson, which has a safe yield of 1.25 MGD. In addition, Hillsborough has three pressure zones and four water storage tanks in its distribution system.

Hillsborough upgraded its 3.0 MGD water treatment plant between 2002 and 2004, which replaced existing equipment and provided needed improvements. The existing average water usage is 1.2 MGD; therefore, excess capacity exists for future growth. An expansion of the water plant to 4.5 MGD will occur when the capacity is needed.

To accommodate short-term water needs, Hillsborough has interconnections with three adjoining water systems. To address future water needs, Hillsborough will complete Phase II of the West Fork Eno Reservoir, when it is needed, to increase its volume to 1.72 billion gallons, and its capacity to a safe yield of 3.0 MGD.

### **Orange County**

Construction of the Efland sewer system was completed in 1988 at a cost of \$1.5 million. There is 235,000 gallons per day (GPD) excess capacity currently available for industrial and/or commercial development in the Efland area. In 1997, Orange County voters authorized a \$1.2 million bond issue to improve sewer service in the Efland community. Orange County has assisted with Watershed Management projects, the installation of larger sewer lines to serve industrial areas, and the planning and building of new reservoirs to supply central Orange County.

### **Town of Mebane**

The Town of Mebane expanded its total treatment capacity to 2.5 MGD in 1992. Planning efforts are underway regarding the future expansion of sewer service further into Orange County.

### **Streets**

Orange County is located on the western edge of the Research Triangle and lies adjacent to the Triad region (Greensboro, Winston-Salem and High Point). Orange County offers a central location for the entire mid-Atlantic and Southeast regions with a network of interstate and state roadways as follows:

- Interstate Highways: I-40 (Wilmington, North Carolina to Los Angeles, California) and I-85 (Petersburg, Virginia to Montgomery, Alabama) intersect in Orange County just west of Hillsborough. There are 27.7 miles of Interstate highways in Orange County.
- Primary Highways: North-south connectors to Virginia include US-501 and NC-86, NC-57 and NC-49. NC-54 serves as an east-west connector between Chapel Hill and Burlington/Greensboro. There are 106.1 miles of primary state-maintained highways in Orange County.
- Secondary Highways: An extensive system of secondary paved roads provides convenient access to many smaller markets. There are 648.33 miles of state-maintained secondary roads in the County.

## **5.4 Public Services**

### **Handicapped and Substance Abuse Services**

The Orange Person Chatham (OPC) Area Program is a local governmental agency providing Mental Health, Developmental Disabilities, and Substance Abuse Treatment Services in Orange, Person and Chatham Counties in North Carolina. Services are provided to people of all ages. Its mission is to work in partnership with consumers and their families so they can lead

satisfying lives and become integral, valued and contributing members of the community. Among its many functions, the program:

- Supports individuals to make meaningful choices and to achieve their personal and family goals
- Ensures human and civil rights
- Serves individuals most in need
- Makes services readily available and as timely as possible
- Assists individuals to secure and keep a home and a job

In addition, the Chrysalis Foundation—a private nonprofit organization—provides funds and resources for the unmet needs of people living with mental illness, developmental disabilities, and substance abuse in Orange, Person and Chatham Counties. Members of the Chrysalis Foundation believe that everyone has a right to good mental health care and the funding for mental health services is both a public and a private responsibility.

### **Transportation**

Orange Public Transportation (OPT) was established by the Orange County Board of Commissioners to serve the general public and the clients of community service agencies, primarily in rural areas of the County. The OPT program, a division of the Orange County Department on Aging, offers bus and van service outside the Chapel Hill and Carrboro Town limits including planning and coordinating for County residents with transportation needs. OPT connects with Chapel Hill Transit and Triangle Transit Authority (TTA), which provides weekday bus service to Durham, Raleigh and the Research Triangle Park.

An OPT transportation coordinator helps any County resident in need of transportation. The coordinator develops a transportation plan with the resident, using public services and private providers in Orange County. Residents 60 or older who cannot afford Chapel Hill Transit bus passes are welcome to apply for free passes from OPT. The availability of free passes depends on current funding.

The Orange County Donated Vehicle Ownership Program (Wheels to Work) is coordinated by the Department on Aging in cooperation with the Department of Social Services and the Commission of Women. The program provides an opportunity for citizens to receive a tax credit by donating vehicles to eligible Orange County residents who are in a transportation crisis and/or are in a low-income category. The purpose of the program is to provide clients with transportation for work related activities.

#### **General Public Bus Service**

OPT operates two fixed routes for the general public. The Orange Express route runs four times a day, Monday through Friday, between Hillsborough and Chapel Hill/Carrboro and connects with Chapel Hill Transit and TTA routes. Limited distance route deviations may be made for disabled persons and subscription riders.

#### **Feeder Transfer Service**

People who live in certain areas of the County without regular bus service can arrange to be taken from a pickup point to the nearest bus stop. The dispatcher will schedule the trip as close as possible to the desired time and coordinate transfer to the correct bus.

### ***Special Agency Bus and Van Services***

OPT transports clients of Orange County community service organizations, such as the Department of Social Services and the Orange Enterprises Inc. Routes, operated under contract, provide transportation for people with ongoing special needs. The service is open to the general public but seating is limited, with priority for people with employment and training needs.

### ***Special Door-to-Door Van Service***

OPT offers Orange County residents transportation from their residence to their medical care providers. Non-emergency door-to-door transportation to area medical facilities (Orange and Durham Counties) or the closest provider can be arranged with three working days notice. Special rates are available to senior citizens, disabled and Medicaid eligible residents. The service is also available to the general public. Plans are under way to offer transportation for employment, business, shopping and other types of trips.

### ***Special Event Trips***

Qualifying agencies and community service groups are able to lease vehicles for preplanned trips to locations within and outside Orange County. This service is offered based upon availability and requires advanced notice for scheduling.

Public transportation in Chapel Hill is coordinated by Chapel Hill Transit. This public agency provides bus service, van service and supports bicycle traffic. The services are supported by Carboro and the University of Chapel Hill for residents and students who live in the area.

### ***General Public Bus Service***

Chapel Hill Transit provides public transportation service throughout the Chapel Hill, Carrboro, and UNC community. It is a municipal department within the Town of Chapel Hill and was established in 1974. Chapel Hill Transit operates fixed route and demand responsive service within approximately a 25 square mile service area. In January 2002, the system became fare-free. Chapel Hill Transit produces over 142,000 annual hours of service and has a budget of over \$11 million. At the end of the 2003-2004 fiscal year, fixed route ridership was over 4.5 million. Chapel Hill Transit offers a Bike and Ride program which permits bus riders to bring their bicycle along on the bus. Special racks, with a capacity of two bikes, are mounted on the front of the buses. There is no additional bus fare for Bike and Ride passengers.

### ***Special Bus and Van Services***

The Chapel Hill Transit also operates the Tarheel Express for special events at the University of North Carolina. Express bus service is provided for each UNC home football and basketball game as well as most concerts at the Smith Center. Service begins one and one-half hours before the scheduled start of an event.

### ***Special Door-to-Door Van Service***

The Chapel Hill Transit operates the EZ Rider program for those who are physically unable to use the general public bus services. This program operates regularly during the week and on Saturdays. Evening and Sunday hours are available.

## **Employment Training**

The Orange County Skills Development/Job Link Center provides a comprehensive range of employment and training services under one roof. The center was created so that people can

make informed choices about their careers and employers can make informed choices about their workforce needs. Several agencies work together as a team to make the best use of scarce resources while serving all citizens of Orange County. The center is staffed with counselors that assist participants with meeting their employment goals. A wide range of service options are available from individualized one-on-one assistance to self-directed programs focusing on:

- Job placement
- Job search assistance
- Résumé preparation
- Internet access for job search
- Employer contacts
- Career information

In addition, Durham Technical College provides free workforce skills training for new and expanding industries that create at least 12 new jobs. Training in new management and production skills can also be offered to existing employees. Training programs can be carried out on-site, at the Orange County Skills Development Center, or at other off-campus locations.

The goal of Orange County's workforce development activities is to put effective systems in place to train and support residents and those who work in Orange County. At least 75% of new jobs in the County—for both new and expanding businesses—are expected to be filled by County residents.<sup>68</sup> Work First is North Carolina's cash assistance and support program for low-income families, which is funded by the federal Temporary Assistance for Needy Families (TANF) block grant, state and County funds. As part of the Work First initiative, Orange County has developed a plan outlining its strategies for implementation including the following objectives:

- Establish a partnership with area employers to strengthen employer involvement in the Work First initiative
- Provide training programs to increase the employability of Work First participants and their ability to locate and maintain employment
- Develop intervention strategies that enhance the ability of Work First participants to meet the basic physical, social, educational, health and economic needs of their families

Under the Orange County Work First plan, 118 TANF recipients obtained employment from July 1, 2003 through June 30 2004. Of those recipients who left welfare for jobs, 94% have not returned for cash assistance.<sup>69</sup>

Transitional Work First transportation assistance is provided to former Work First participants engaged in work-related activities and to other low-income clients certified for Medicaid or food stamps. Under the program, funds are provided for car repairs, vehicle insurance, car payments, bus passes, vanpool or carpool expenses or expenses related to other transportation arrangements.

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<sup>68</sup> Orange County Economic Development Commission, "Investing in Innovation: Five-Year Strategic Plan 2004-2009," (August 2004)

<sup>69</sup> Orange County Economic Development Commission, "2005 State of the Local Economy" presentation, (2005)

## **Health Services**

The Orange County Health Department serves Chapel Hill and its health services needs. The department strives to enhance the quality of life, promote the health, and preserve the environment for all people in the Orange County community. The Department's core functions include: prevention and intervention in epidemics and the spread of disease; protecting against environmental hazards; promoting and encouraging safe and healthy behaviors; assuring the quality and accessibility of health services; and assuring compliance with laws and regulations that protect health and safety. The Department's services include:

- Monitoring health status to identify community problems, needs and assets
- Diagnosing and investigating health problems and health hazards in the community
- Linking people to needed personal health services and assuring the provision of health care, health education and outreach services, especially to vulnerable populations
- Informing and educating people about health issues
- Mobilizing community partnerships and action to address community health needs
- Developing policies and plans that advocate for and support individual and community health efforts
- Assuring an expert public health workforce
- Evaluating the effectiveness, accessibility and quality of health services
- Researching for new insights and innovative solutions to health problems

## **5.5 Anti-Crime Programs**

The Orange County Sheriff's Office provides full law enforcement service for the County's residents. The Agency offers patrol service to Orange County's unincorporated areas, provides varying degrees of support to all of the County's three municipal police departments, one Campus Police Agency and one Hospital Police Agency and operates the Orange County Detention Center, which is located in Hillsborough.

The Crime Prevention Division of the Orange County Sheriff's Office sponsors many programs that are aimed at educating the public on matters of home security, safety, self-protection, drug prevention and awareness. Community Watch, D.A.R.E., and C.A.R.E., are examples of a few of the programs offered by the Crime Prevention Division.

### ***Community Watch***

This program was implemented in the late 1970's as a crime prevention program aimed at involving a total community. The program focuses on encouraging community members to form watch groups in given areas and to report anything suspicious or out of the ordinary in their area or neighborhood. At meetings, members discuss issues regarding security of their homes and neighborhoods, with feedback designed to provide them with assistance in protecting neighborhood property. Members are encouraged to participate in projects such as property identification and to participate in home security checks. Participants are given advice on how different types of locks and doors can help delay or withstand kicking or prying by suspects attempting to gain entry.

### ***D.A.R.E.***

The Orange County Sheriff's Office provides instruction at area schools in the Drug Abuse Resistance Education (D.A.R.E.) curriculum. The D.A.R.E. program teaches kids how they can as

individuals “say no” to drugs and stay off drugs. It also teaches kids how to avoid conflicts and violence, build their self-esteem, cope with stressful situations and deal with stress, avoid gangs, make decisions and find alternative choices to drugs and violence. Deputies teach the program in all of the County’s fifth grade classes. These deputies also visit kindergartens, pre-school classes and first grade classes to present safety lessons. The D.A.R.E program lasts 16 weeks and culminates with a graduation held at each school's auditorium.

### **C.A.R.E.**

The Child Abuse Reduction Effort (C.A.R.E.) is held for students in the second grade. In C.A.R.E., officers teach students about feeling good about themselves, stranger rules, being healthy, having safe habits, trusted adult networks, good touches and bad touches and what good secrets are. Using puppets in their lessons, students get to participate by answering questions, drawing pictures and coloring. The curriculum lasts approximately 15 weeks with the officer visiting the class once a week.

The Town of Chapel Hill Police Department works on the principle of Community Oriented Policing. Community Policing is based on the concept that police officers and private citizens work together in creative ways to help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay. Achieving these goals requires that the Police Department develop new relationships with law-abiding residents in the community. This allows residents a greater voice in setting local priorities and involves them in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of police work from handling random calls to solving problems.

Programs include summer camps, tutoring and after school initiatives, and Community Watch groups. Officers work with landlords and housing revitalization programs to improve housing, demolish and clean up condemned housing, and to encourage home ownership. The Town's Police Officers also check the security of homes and businesses on request at no charge and recommend security improvements. Through Operation ID, residents can also indelibly mark valuable metal items.

Part of the Community Oriented Policing policy is to provide outreach to area youth and residents who would benefit from positive attention and role models. These Community Outreach programs include:

- After-school and tutoring programs
- Basketball-tutoring league
- Bicycle safety and repair clinics
- Holiday programs
- Think Smart
- Preparing to Learn
- Educational and recreational field trips

## **5.6 Youth Programs**

### **Youth Services**

Orange County Schools operates a volunteer program that matches the interests and needs of volunteers with area schools. Volunteers act as resources for teachers working on units that

match special skills of volunteers. Teachers also use volunteers to provide special assistance to students such as:

- Tutoring in reading
- Listening to children read or reading to children
- Playing math and literacy games with kindergartners
- Tutoring in math
- Interpreting for, tutoring and befriending Spanish-speaking students
- Helping with recreation activities

Chapel Hill-Carrboro Town Schools also offers volunteer opportunities to assist students through a variety of programs that include:

- Classroom Volunteers—Teachers request volunteers for a wide variety of roles, from one-time enrichment activities to ongoing tasks unique to each classroom. Teachers provide on-the-job training for the roles they have described.
- School Reading Partners—Volunteers support reading instruction in early elementary and pre-kindergarten classrooms by giving children more opportunities to explore books and language. Volunteers read selected books with children and then use them to guide the child in discovery-based activities that reinforce early literacy skills.
- English as a Second Language—Volunteers work one-on-one or in small groups with students who are beginning to learn English.
- Coach Write!—Volunteer writing coaches conference one-on-one with students to improve their writing skills. Each volunteer is assigned to a classroom, working under the teacher's guidance to support ongoing instruction. Students generally bring a piece of writing to the session, and the volunteer provides feedback and encouragement.
- Blue Ribbon Mentor-Advocate—This is a comprehensive support program for students that provides mentoring, tutoring, advocacy, enrichment, leadership training and scholarship support services to students.
- First Day Friends—Volunteers that speak a second language accompany a foreign student during his or her first few days at school to help them make the transition.

### **Child Care Services**

Child care services are provided by Orange County Social Services through its Day Care Unit. The mission of the Day Care Unit is to provide child care subsidy to low-income families who are working to help with the cost of child care so that families can work and be self supporting. Services provided by the unit include:

- Assisting families in applying for child care subsidy and in finding child care placement
- Providing supportive casework services
- Providing child care information and referrals
- Collaborating with the Child Care Services Association to administer the Smart Start enhanced child care payments
- Making timely payments to child care providers

- Maximizing all public funds available to help families with the cost of child care
- Reducing barriers to families receiving child care services

Additionally, the unit provides opportunities for training child care providers and share investigation of neglect or abuse in child care programs. The Day Care Unit's policies and service strategies are designed to meet the following goals:

- To provide low-income families with the information and the financial resources to find and afford quality child care for their children
- To provide child care to parents trying to achieve independence from public assistance
- To promote parental choice in the selection of child care
- To empower working parents to make their own decisions on the child care that best suits their family's needs
- To provide consumer education to help parents make informed choices about child care
- To ensure that subsidy dollars are provided to the families that need them the most
- To enhance the quality and increase the supply of child care for all families

Child care subsidy is available for low-income families based on income, eligibility, the need for child care and the availability of funds. At times, there is a waiting list for services due to limited funds.

In addition, the Orange County Partnership for Young Children, Orange County's Smart Start agency, works to ensure that every child arrives at kindergarten healthy and ready to succeed. The Partnership is a nonprofit organization that plans and funds programs for young children and their families. The Partnership's work is guided by community volunteers who serve on the Board of Directors, grant making committees and other advisory bodies. Programs concentrate on early childhood education, children's health and early intervention, and family support.

## **5.7 Senior Programs**

### **Senior Centers**

There are three senior centers operated by Orange County—Chapel Hill Senior Center, Central Orange Senior Center (Hillsborough) and Northside Senior Center. The centers offer a variety of programs including classes, wellness programs, trips and lunches.

- Chapel Hill Senior Center—Managed by the Orange County Department on Aging with support of the Chapel Hill Parks and Recreation Department and Friends of Chapel Hill Senior Center
- Central Orange Senior Center—Managed by the Orange County Department on Aging with support of the Orange County Recreation and Parks Department
- Northside Senior Center—Managed by the Orange County Department on Aging

### **Senior Services**

The Orange County Department on Aging was established in 1980. It was one of the first departments established by ordinance for the purpose of helping all older persons regardless of race, sex, social, financial or ethnic origin. The department helps seniors maintain maximum independence, dignity and quality of life in the least restrictive setting possible. Services are

provided to people aged 55 and older and to families who are supporting older members in the community. Most services are available to everyone, although some services have income, County residency or age requirements. Programs and services available through the Department on Aging include:

- Community support groups
- Eldercare program
- Information and referral
- Retired and senior volunteer program (RSVP)
- Senior centers and community centers
- Senior games
- Transportation
- Trips
- Wellness and health

## **5.8 Economic Development**

The board of the Orange County Economic Development Commission is comprised of 17 voting members (including a representative and alternate representative from the Board of County Commissioners) and seven non-voting ex officio members. The commission provides small business owners with a variety of free information and assistance, on topics including:

- Demographics and statistics for the County and region
- Available office, retail, warehouse and industrial space
- Available land for non-residential construction
- Understanding local government regulations and procedures in Carrboro, Chapel Hill, Hillsborough, Mebane and rural portions of Orange County
- Contacts for small business counseling and financing

### ***Economic Development Districts***

Orange County has designated over 2,450 acres in three strategically placed areas along I-85 and I-40 as economic development districts. The districts offer development potential for light industrial, warehouse/flex space, office, retail and business service. Numerous tracts, ranging in size from 20 to 100 acres or more, are available.

### ***Agricultural Economic Development***

The Orange County Economic Development Commission, through its Agricultural Economic Development Coordinator, assists farmers with business planning, marketing and brokering agricultural goods and services, and estate planning. This represents a collaborative effort of the Orange County Economic Development Commission and Orange County Cooperative Extension Service, with funding provided by Orange County and North Carolina A&T State University. A directory, LOCAL HARVEST, provides individuals, farms and businesses with information about the availability of goods and services provided by County farmers and how and where they may be purchased.

### ***Small Business Loan Program***

The purpose of the Orange County Small Business Loan Program is to stimulate the creation of good jobs for Orange County citizens, as well as to stimulate successful business development and expansion. The program assists businesses that have limited access to financing through

conventional means or other government guaranteed sponsored programs. Businesses receiving funding through this program are strongly encouraged to be good corporate citizens as defined in Orange County's Economic Development Strategic Plan and to employ Orange County citizens. The Orange County Small Business Loan Program Company was incorporated in September 1999 to make and facilitate loans to small businesses in Orange County. The loan program has been approved and initiated by the County, to promote the economic development and general welfare of the County and its citizens. Participating financial institutions include:

- BB&T
- Centura Bank
- CCB
- First Citizens
- Wachovia
- Bank of America
- First Union
- Harrington Bank

### ***Small Business Resource Guide***

The Small Business Resource Guide helps existing small business owners, and those considering a start-up business, to find answers to the variety of questions that business owners are likely to face. Developed by the Orange County Economic Development Commission, with assistance from the Small Business and Technology Development Center and others, the Resource Guide offers a quick, straightforward reference for a variety of issues, including everything from financing options to child care, from executive business school classes to zoning regulations.

### ***Small Business and Technology Development Center***

For most start-up and expanding small businesses, the local Small Business and Technology Development Center (SBTDC) office will be a primary resource. Orange County's SBTDC is sponsored by the University of North Carolina and supported by the Orange County Economic Development Commission. The SBTDC office is located in Chapel Hill, but staff counselors also meet with clients in Hillsborough. For startup businesses, the SBTDC organizes a regularly-scheduled group session to provide a core of information in a convenient manner. The SBTDC also provides free, confidential, one-on-one business counseling, particularly on such crucial issues as:

- Analyzing a business idea
- Creating a business plan
- Researching markets
- Locating sources of funding
- Increasing revenues and profits for existing firms

One of the most valuable publications of this agency is "Capital Opportunities for Small Business," which is updated regularly and available on-line or in hard copy. The SBTDC's workbook, "So You're Thinking of Starting a Business," is also available online. Other services of the SBTDC include assistance with federal, state and local procurement processes, transfer of technology and related services of the Technology Group, international business development assistance and specialized assistance for those associated with marine industries.

The Orange County Economic Development Commission developed a five-year strategic plan in 2004 to guide the organization. Work groups were formed to prioritize and develop strategies that focus on four key areas:<sup>70</sup>

- Business climate—Formation of public and private partnerships to create a stronger business climate and development of clear guidelines, standards and procedures designed to sustain and nurture existing businesses, encourage entrepreneurship and attract targeted employers
- Infrastructure—Development of infrastructure to support economic development goals of increasing the commercial tax base and retaining and attracting targeted businesses
- Workforce development—Development of effective systems to train and support residents and those who work in Orange County
- Quality of place—Establishment of thriving partnerships ensuring Orange County is a great place to live and work to attract and retain the creative community of innovators, artists and civic leaders that drive the desired economy

The Carrboro Economic and Community Development Department promotes and enhances the economic well-being of Carrboro, promotes and facilitates the development of safe and decent housing for Carrboro residents by encouraging the creation and retention of quality jobs for Carrboro residents and advocates economic balance, which promotes geographically focused actions where needed and which addresses areas of economic need and opportunity. The Department also works with external agencies to develop housing proposals and grant applications that yield a measurable number of housing units that meet the needs of Carrboro citizens.

The Chapel Hill Downtown Economic Development Corporation brings the resources of the Town, the University of North Carolina and the downtown community together to maintain, enhance and promote the downtown as the social, cultural and spiritual center of Chapel Hill. The organization formulates strategies to improve downtown economic strength through business development, business recruiting, retention and expansion, job creation, and promotion of tourism.

Additionally, the Chapel Hill-Carrboro Chamber of Commerce provides multiple resources for area economic development. The mission of the Chapel Hill-Carrboro Chamber of Commerce is to foster and develop a thriving and sustainable local economy to enhance the community's quality of life. The Chamber provides small business owners with a variety of free information and assistance on topics that include:

- Understanding local government regulations and procedures in Carrboro and Chapel Hill
- Contacts for small business counseling and financing
- Support for small businesses and those interested in relocating to the Chapel Hill-Carrboro area

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<sup>70</sup> Orange County Economic Development Commission, "Investing in Innovation: Five-Year Strategic Plan 2004-2009," (August 2004)

## 5.9 Planning

The Orange County Planning and Inspections Department implements land use and environmental policies, zoning, building construction and standards through a system of regulations to promote stable and quality development.

The Comprehensive Planning Division is responsible for the County's long range planning efforts including the development and implementation of the Land Use Element of the Comprehensive Plan. This plan intends to guide the County's future growth and land use patterns in a manner that enhances and protects the economic, environmental, and human resources that characterize Orange County. The Division also participates in the development of other Comprehensive Plan Elements as required. In addition to the Comprehensive Plan, the Comprehensive Planning Division provides support for several other long range planning projects, including the following:

- Chapel Hill – Carrboro – Orange County Joint Planning Agreement
- Various Transportation Plans

The Current Planning Division is responsible for writing and enforcing land use regulations that are designed both to protect the natural environment and to affect the physical development of lands within the Orange County zoning jurisdiction.

The Erosion Control Division enforces the Erosion Control Ordinance and the Storm Water Ordinance; administers the Neuse Buffer Rules; reviews erosion control plans; issues plan approvals and permits; inspects permitted sites; and investigates complaints and unauthorized land disturbances.

The Building Inspections Division enforces the mandated North Carolina State Building Code and conducts inspections during construction of buildings, mechanical, electrical and plumbing systems to ensure code compliance. The division issues occupancy permits upon compliance with state building codes and local regulations and issues zoning and building permits. The Inspections Division inspects foster homes, daycare centers, family care homes and schools; inspects abandoned structures and takes proper corrective action; and informs contractors of building code changes.

The Chapel Hill Planning Department assists the Town Council and the community in managing growth, administering development regulations, planning for capital improvements, planning for transportation improvements and promoting affordable housing opportunities. The department works with not only Orange County, but also the University of North Carolina at Chapel Hill to coordinate and integrate development plans that will benefit the County, the university, and the Town of Chapel Hill. The Planning Department is responsible for implementing the town's comprehensive plan, which sets a positive course for Chapel Hill's future. Based on an analysis of where Chapel Hill is today, the plan articulates a vision and directions in which the community should move. It suggests ways to invest in the community and build value for the 21st century. Most importantly, the plan focuses on specific actions that will help Chapel Hill achieve its vision. The Plan is organized around 12 major themes, each growing out of the community values that have been identified and which, taken together, form a strategy for Chapel Hill's future. These themes are:

- Maintain the Urban Services Area/Rural Buffer Boundary
- Participate in the regional planning process

- Conserve and protect existing neighborhoods
- Conserve and protect the natural setting of Chapel Hill
- Identify areas where there are creative development opportunities
- Encourage desirable forms of non-residential development
- Create and preserve affordable housing opportunities
- Cooperatively plan with the University of North Carolina
- Work toward a balanced transportation system
- Complete the bikeway / greenway / sidewalk systems
- Provide quality community facilities and services
- Develop strategies to address fiscal issues

The Hillsborough Planning Department is responsible for implementing its Vision 2010 plan and enforcing the land development ordinances enacted by the Town Board. This is done through:

- Land development plan and permit review by staff and advisory boards
- Facilitating public interaction and participation in the plan review process through advisory board membership, public meetings, hearings and one-on-one communication
- Specialty planning areas like historic preservation and parks planning
- Suggesting ordinance amendments to keep current with technology and trends
- Representing the town on regional planning committees
- Maintaining records of advisory board actions

Planning department staff issues zoning compliance permits for new home construction, home additions, fences and outbuildings, businesses operated from homes, building changes in the Historic District, and board approved non-residential and multi-family projects. In addition, the staff provides support and processes applications for four advisory boards, which are comprised of town citizens who volunteer to help with these important and often difficult issues.

The Carrboro Planning Department serves the town's land use, housing, environmental protection, transportation and state building code needs through the formulation of plans, policy recommendations and enforcement of local ordinances. The department provides staffing support to a number of standing citizen advisory boards and commissions and to citizen committees that are formed to consider special projects. The department is comprised of three divisions—planning, zoning and Inspections. The planning division is responsible for comprehensive, long-range planning activities, including transportation planning, environmental planning and development and maintenance of the town's geographic information system. The zoning division is responsible for assisting the public in their compliance with the land use ordinance; reviewing development proposals for compliance with the land use ordinance; processing zoning, special use and conditional use permits; reviewing site plans; monitoring previously issued land use permits; responding to citizen complaints and inquiries associated with land use activities; providing the public with information regarding the land use ordinance; and assisting the Town's boards and commissions. The inspections division is responsible for enforcing the North Carolina state building code throughout the Town's jurisdiction; monitoring construction activities for compliance with local and state regulations; enforcing the Town's minimum housing code; and providing building inspection and building code information.

# FIVE-YEAR STRATEGIC PLAN

## Part I - Overview

This five-year Strategic Plan for housing and community development is the result of an extensive needs assessment and community outreach process by Orange County and the Town of Chapel Hill. By gathering and applying a wide variety of research data and community input, the Town has developed this comprehensive approach to housing and community revitalization. This strategic plan will outline the goals and priorities that will serve as the overall framework for the five-year strategy and provide a linkage between these identified priorities and the adopted strategies and programs. The final section of this strategic plan portion of the Plan will highlight other relevant public policies as required by HUD.

## Part II - Priority Analysis and Strategy Development

As a growing community, Orange County and the Town of Chapel Hill must successfully balance 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 County 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 County has identified the community's overall goals and priorities as follows:

- Provide decent and affordable housing for lower-income households
- Provide housing and services for homeless populations with special needs
- Facilitate non-housing community development activities

### Goal 1 – Provide Decent and Affordable Housing for Lower-Income Households

This goal includes retaining existing affordable housing stock, increasing the availability of affordable permanent housing in standard condition without discrimination, and providing affordable housing that is accessible to job opportunities.

#### *Priority Needs*

- 1.1 Low income (< 80% AMI) homeowners that live in substandard housing
- 1.2 Low income (<60% AMI) renters that live in substandard housing
- 1.3 Low income (<80% AMI) homeowners that do not have indoor plumbing or adequate connections to existing public water and sewer systems
- 1.4 Low income (60-80% AMI) renters that are potential homebuyers
- 1.5 Eliminate barriers to affordable housing

### Goal 2 – Provide Housing and Services for Homeless Populations with Special Needs

This goal includes assisting homeless persons to obtain services and housing, and assisting persons at risk of becoming homeless.

#### *Priority Need*

- 2.1 Service-enriched transitional housing for homeless persons with special needs

- 2.2 Continuum of services for special populations including older adults, disabled, mentally ill, persons with AIDS and at-risk youth

### Goal 3 – Facilitate Non-Housing Community Development Activities

This goal includes improving the safety and livability of neighborhoods, increasing access to quality public and private facilities and services, restoring and preserving properties of special historic, architectural, or aesthetic value, job creation and retention, other community activities that promote the long-term economic and social viability of the community.

#### Priority Needs

- 3.1 Promote revitalization in selected Chapel Hill neighborhoods and economic development throughout the County.

The following tables summarize these priorities using the format required by HUD.

Description of Housing Needs		Priority Need Level	Estimated Households*	Estimated Dollars to Address**	
Renter	Small Related	0 to 30%	High	750	\$11,254,950
		31 to 50%	High	658	6,579,120
		51 to 80%	High	569	4,265,985
	Large Related	0 to 30%	High	79	\$1,184,400
		31 to 50%	High	114	1,139,600
		51 to 80%	High	154	1,154,115
	Elderly	0 to 30%	High	285	\$4,272,000
		31 to 50%	High	175	1,748,700
		51 to 80%	Medium	155	1,162,350
	All Other	0 to 30%	Medium	3,791	\$56,868,075
		31 to 50%	Medium	1,441	14,407,250
		51 to 80%	Medium	1,114	8,355,870
Owner	0 to 30%	Medium	1,312	\$19,684,305	
	31 to 50%	Medium	999	9,987,040	
	51 to 80%	Medium	1,575	11,811,218	
Special Needs**	0-80%	Medium	1,833	\$18,331,770	

\*The estimated households is calculated by taking the total number of renter, owner and special needs households in the income categories and multiplying them by the percentage with any housing problems.<sup>71</sup>

\*\*The estimated dollars includes the public and private funds necessary to address the identified housing needs. The cost to address the needs varies by income level from \$15,000 per unit for households with incomes less than 30% of the area median to \$7,500 for higher income households.

\*\*\*Households where one or more person has a long-lasting condition that substantially limits one or more physical activity (such as walking, climbing stairs, reaching, lifting or carrying) and/or a physical, mental or emotional condition lasting more than six months that creates difficulty with dressing, bathing or getting around inside the home.

<sup>71</sup> Source: U.S. Department of Housing and Urban Development

Table 27. Non-Housing Community Development Needs (HUD Table 2B)		
Description of Non-Housing Community Development Needs		Priority
Public Facility Needs	Neighborhood Facilities	Medium
	Parks and/or Recreation Facilities	Medium
	Health Facilities	Medium
	Parking Facilities	Medium
	Solid Waste Disposal Improvements	Medium
	Asbestos Removal	Medium
	Non-Residential Historic Preservation	Medium
	Other Public Facility Needs	Medium
Infrastructure	Water Improvements	High
	Street Improvements	High
	Sidewalks	High
	Sewer Improvements	High
	Storm Water Improvements	High
	Other Infrastructure Needs	High
Public Service Needs	Handicapped Services	Medium
	Transportation Services	Medium
	Substance Abuse Services	Medium
	Employment Training	Medium
	Health Services	Medium
Anti-Crime Programs	Crime Awareness/Prevention	Medium
Youth Programs	Youth Centers	High
	Child Care Centers	Medium
	Youth Services	High
	Child Care Services	Medium
Senior Programs	Senior Centers	Medium
	Senior Services	Medium
Economic Development	Rehabilitation of Publicly or Privately Owned Commercial and/or Industrial	Medium
	CI Infrastructure	Medium
	Other Commercial and/or Industrial Improvements	Medium
	Micro-Enterprise Assistance	Medium
	ED Technical Assistance	Medium
	Other Economic Development	Medium
Planning	Planning and Code Enforcement Services	High

### Part III – Geographic Priorities

During the term of this Strategic Plan, the Town of Chapel Hill may target a portion of housing and community development funding in selected neighborhoods. The balance of housing and community development assistance will be widely dispersed throughout the Town. To promote increased housing choice and opportunity, efforts will be made to increase the number of public and assisted housing units located outside areas of minority and low-income concentration. The County will utilize its funds on a county-wide basis.

### Part IV - Objectives, Strategies and Performance Indicators

Strategic planning is the process of looking toward the future, identifying why an organization exists, what it would look like if it achieved its mission and the concrete steps it must take to

achieve that vision. Data that tell if you are achieving results on your strategic plan are performance measures. Performance measurement helps translate an organization’s strategy into tangible objectives and performance indicators. Output indicators measure performance in the shorter term and include items such as the number of applications received, houses rehabilitated, etc. It is important to note that output indicators will generally be within the control of the community and its partners. This integrated process, known as Managing for Results, is based on:

- Identifying goals, objectives and strategies as well as relevant measures;
- Determining what resources are necessary to achieve them;
- Analyzing and evaluating performance data; and
- Using that data to drive improvements in an organization.

The following charts utilize this performance-centered approach to outline the local approach to housing and community development in the upcoming five years. All objectives and performance indicators are based on a five-year time frame.

**Goal 1 – Decent and Affordable Housing for Lower-Income Households**

<i>Priority 1.1 – Low income (&lt; 80%AMI) homeowners that live in substandard housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund urgent repairs for qualified units</li> <li>- Continue to fund substantial rehabilitation for qualified units</li> <li>- Continue to incorporate handicap, weatherization and lead-based paint improvements into all substantial rehabilitations</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 25 substantially rehabilitated units (Orange County/Chapel Hill)</li> <li>- 50 units with urgent repairs (Orange County)</li> </ul>
<i>Priority 1.2 – Low income renters (&lt;60% AMI) that live in substandard housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund the rehabilitation of existing rental housing units</li> <li>- Monitor and enforce rent and property standards for completed projects</li> <li>- Leverage existing Town and County resources by utilizing the federal low income tax credit, HUD Section 202 and 811, and other programs to construct new rental housing</li> <li>- Provide educational opportunities related to fair housing, tenant rights, etc.</li> <li>- Continue to dialogue with the University of North Carolina – Chapel Hill on issues that affect affordable rental opportunities in the area</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 50 additional affordable rental units (Orange County/Chapel Hill)</li> <li>- 20 low income renters receive HOME funded rental assistance for up to 2 years each (Orange County)</li> <li>- 100 units of renovated public housing (Chapel Hill)</li> <li>- 150 units of refurbished public housing (Chapel Hill)</li> </ul>
<i>Priority 1.3 – Low income (&lt;80% AMI) homeowners that do not have indoor plumbing or adequate connections to existing public water and sewer systems</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Continue to fund the connection of lower income homeowners to existing water and sewer facilities.</li> <li>- Continue to fund the construction of complete indoor plumbing facilities</li> </ul>

Output Indicators:	- 100% of all County residents have adequate indoor plumbing (Orange County/Chapel Hill)
<i>Priority 1.4 – Low-income renters (&lt;80% AMI) that are potential homebuyers</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Provide down-payment and closing cost assistance to qualified homebuyers</li> <li>- Provide homebuyer education and counseling with an emphasis on credit</li> <li>- Provide acquisition, infrastructure, predevelopment and/or construction funding to eligible non-profits and for-profits to develop affordable housing opportunities</li> <li>- Establish homeownership program to assist existing Section 8 recipients</li> </ul>
Output Indicators:	- 75 additional lower income homebuyers (Orange County/Chapel Hill)
<i>Priority 1.5 – Eliminate barriers to affordable housing</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Challenge and encourage non-profit and for-profit affordable housing providers to share resources and collaborate</li> <li>- Seek legislation that would require all local governments to require new residential and commercial developers in the County and Towns seeking zoning approval and/or permits to contain at least 15% affordable units in residential projects</li> <li>- Declare 2006 “The Year of Affordable Housing” and implement a public education that defines affordable housing</li> <li>- Utilize equity sharing and community land trust concepts to limit the dramatic escalation of housing costs</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- 100 units of new affordable housing in mixed income developments (Orange County/Chapel Hill)</li> <li>- Increased awareness of barriers to affordable housing (Orange County/Chapel Hill)</li> </ul>

**Goal 2 – Provide Housing and Services for Populations with Special Needs**

<i>Priority 2.1 – Service-enriched transitional housing for homeless persons with special needs</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Promote and make public service funds available to homeless agencies that operate emergency shelters</li> <li>- Partner with other funding agencies to encourage the development of transitional housing (SRO’s, group homes) that is service-enriched</li> <li>- Continue to strengthen partnership with the local Continuum of Care</li> <li>- Provide property acquisition funding to eligible non-profits and for-profits to develop transitional housing</li> </ul>
Output Indicators:	- Provide financial assistance to support the construction of a residential center for homeless men (Orange County/Chapel Hill)
<i>Priority 2.2 – Continuum of services for special populations including older adults, disabled, mentally ill, persons with AIDS and at-risk youth</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Promote and make public service funds available to agencies that serve identified special populations</li> <li>- Partner with other funding agencies to encourage the development of transitional housing (SRO’s, group homes) that is service-enriched</li> <li>- Continue to strengthen partnership with local service providers</li> <li>- Support applications for federal supportive housing funds</li> <li>- Provide property acquisition funding to eligible non-profits and for-profits to develop permanent</li> </ul>

	housing for those with special needs
Output Indicators:	<ul style="list-style-type: none"> <li>- 20 additional permanent housing units for those with special needs (Orange County)</li> <li>- Provide community services to 100 area youth (Chapel Hill)</li> </ul>

**Goal 3 – Promote Neighborhood and Economic Development**

<i>Priority 3.1 – Promote revitalization in selected Chapel Hill neighborhoods and economic development in general throughout the County</i>	
Strategies:	<ul style="list-style-type: none"> <li>- Strengthen partnerships with neighborhood associations (community pride, education, family services, etc.)</li> <li>- Work with neighborhoods to design and implement specific beautification strategies, including neighborhood cleanups</li> <li>- Promote recreational opportunities for area youth</li> <li>- Prioritize one to two neighborhoods located in Chapel Hill and develop revitalization plans accordingly</li> <li>- Concentrate Town funding in selected neighborhoods to create maximum impact. Programs may include redevelopment activities, CHDO Development-Infill and various rehabilitation programs.</li> <li>- Build community capacity and better coordinate neighborhood services through the regular dissemination of information. Examples may include Community Development Day workshops, self-help workshops, activity updates, etc.</li> <li>- Continue to work with area Chambers of Commerce and others to promote the economic development of the community</li> <li>- Coordinate effort of various Town departments to concentrate resources into selected neighborhoods</li> </ul>
Output Indicators:	<ul style="list-style-type: none"> <li>- Development of a small area plan for the Rogers Road Neighborhood and a Neighborhood Conservation District for the Pine Knolls neighborhood (Chapel Hill)</li> <li>- Promote county wide partnerships that are dedicated to the economic development of the County</li> </ul>

## **Part V - Anti-Poverty Strategy**

### **5.1 Overview**

The 2000 Census reported that 15,318 people in Orange County (14.1%) had incomes below the poverty level—an increase of 3,576 people since 1990. In addition to their housing problems, they often have other social service needs. They face a variety of problems that prevent them from improving their economic situation, escaping poverty and obtaining adequate and affordable housing. Many of them lack the basic skills necessary to obtain and hold decent jobs. Some of them are single mothers who need affordable childcare while they seek or maintain jobs. Others need treatment for medical or substance abuse problems. Many of those living below the poverty level are children who would benefit from special programs to address their educational, recreational and self-esteem issues.

In Orange County, 18 businesses closed or laid-off workers in 2004. The high costs of homeownership and the lack of safe, affordable rental housing continues to be major issues for low-income families. Rental households face serious challenges with high cost, inadequate supply and competition with university students for limited housing stock. Transportation to and from

work, childcare transportation and access to childcare remain key obstacles for low-income families that are transitioning from dependency to independence.<sup>72</sup>

Orange County and the Town of Chapel Hill have targeted significant CDBG and HOME resources within core low-income areas to execute its anti-poverty strategies. These resources will act as catalysts to invite additional public and private investment of capital and services; increase the quantity and quality of affordable housing; and help low to moderate-income residents acquire needed information, knowledge and skills to improve their employment opportunities.

Under North Carolina's Work First initiative, Orange County has developed a local plan to assist those most in need and forms the basis for its anti-poverty activities. Orange County's current Work First population faces major obstacles in obtaining and retaining employment because they are competing for jobs with a highly skilled workforce. Unskilled and semi-skilled workers without a high school diploma or a recent connection to the workforce are unable to obtain jobs that provide a living wage. Barriers such as substance abuse, criminal records and chronic physical and mental health problems have no quick fix. They are resolved as a result of participant commitment, adequate resources and over time. Under the Work First initiative, Orange County will provide the following.<sup>73</sup>

- First Stop—provides a continuum of services including job search and job preparedness
- Childcare—provides daycare subsidy payments
- Transportation—provides expanded transportation routes, vehicle donations and financial assistance to address transportation needs
- Substance Abuse Services—provides initial screening, assessment, and residential and outpatient treatment services
- Family Violence Option—provides full assessment of domestic violence, counseling and support group sessions, and coordination of services such as emergency housing, transportation and legal services
- Child Welfare Services—provides collaboration of services to ensure the safety and well-being of children
- Emergency Assistance—provides housing, food and utility assistance

The anti-poverty strategy is the unifying thread that ties the housing, homeless, public housing and non-housing community development strategies together as one comprehensive plan for reducing the number of families that fall below the poverty level. The strategic plan, goals and objectives noted throughout this part along with the activities being undertaken as part of the Work First initiative promote self-sufficiency and empowerment.

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<sup>72</sup> Orange County Department of Social Services, "Work First County Plan: October 1, 2005 to September 30, 2007"

<sup>73</sup> Orange County Department of Social Services, "Work First County Plan: October 1, 2005 to September 30, 2007"

The County and Town will coordinate efforts among its many partner organizations to ensure that the goals outlined in the consolidated plan are met. These partners include neighborhood residents, representatives of health and human service agencies, businesses, churches, non-profit developers, lenders and for-profit entities. The key principles of the County's plans are described in the following sections.

## **5.2 Improve the Quality and Availability of Affordable Housing**

Eliminating many of the physical signs of poverty is a key element in the anti-poverty strategy. The housing, public housing and community revitalization initiatives work toward fulfilling this goal. The County and Town will direct significant resources toward the creation of affordable housing and coordinating the efforts of local nonprofit and for-profit providers. Affordable housing is the foundation for achieving self-sufficiency.

## **5.3 Provide For and Improve Public Services**

Important long-term goals in the strategy to reduce and eliminate poverty include providing services to residents. Specifically, the strategy includes an emphasis on the provision of operational subsidies for service providers.

## **5.4 Neighborhoods and Economic Development**

Another component of the anti-poverty strategy includes goals and objectives for improving the living and business environments throughout the Town of Chapel Hill. The consolidated plan includes strategies to demolish or reuse vacant properties and encourage businesses to invest in the Town. The Town of Chapel Hill will target funding in specific neighborhoods which will focus CDBG and housing efforts to revitalize specific neighborhoods as "anchors" in revitalizing the low and moderate income communities within the overall community. Orange County will continue to focus its efforts on a County-wide basis.

# **Part VI - Institutional Structure and Coordination of Resources**

## **6.1 Public Institutions and Private Organizations**

Important partners in achieving Orange County's low-income housing goals include the following public institutions and private organizations.

### **Public Institutions**

The Orange County Consortium is made up of several local government entities. These entities have various responsibilities for administering programs and activities through a variety of departments as described below.

- The Orange County Housing and Community Development Department is responsible for administration of the Section 8 program for the County, the CDBG Small Cities program and serves as the lead agency for the Orange County HOME Consortium.
- The Chapel Hill Planning Department is the administrator of the Town's CDBG entitlement program. The department is also responsible for long-range planning and policy design for housing development and for implementing the Town's affordable housing program.

- The Town of Carrboro administers the Carrboro CDBG Small Cities program and the planning department is responsible for planning and policy design for housing development. The Town also has a successful revolving loan fund for small business.
- The Hillsborough Planning Department is responsible for planning and policy development for the Town, including the recently adopted 2010 plan.

### **Non-Profit Organizations**

Most of these nonprofit organizations work closely together on housing issues. Local government staffs work with the nonprofits on a regular basis, since many nonprofit activities are supported with local funds. Communication could be improved between housing development agencies and social service agencies that provide support and empowerment for families receiving housing assistance.

- The Orange Community Housing and Land Trust (OCHLT) is a housing development corporation, whose operating budget is funded by Orange County, Chapel Hill and Carrboro. The organization utilizes the land trust model for homeownership to create permanently affordable housing opportunities for Orange County residents.
- Habitat for Humanity of Orange County is a strong local affiliate of the national organization.
- InterFaith Council for Social Service (IFC) operates a homeless shelter and is a chief advocate for the homeless population. IFC also offers a program to prevent homelessness through financial assistance to families that are at risk of losing their permanent housing.
- Orange Congregations in Mission serves northern Orange County, offering programs that prevent homelessness through financial assistance to families that are at risk of losing their permanent housing.
- The Joint Orange-Chatham Community Action Agency is a local community action agency offering a wide variety of rehabilitation, weatherization, counseling and financial assistance to very low-income families.
- EmPOWERment, Inc. is a community development corporation that promotes models of community building, problem solving and social action to mobilize low-income communities to build shared vision and power for community change.
- The Northside Community Association is a neighborhood organization that represents people, issues and needs of the Northside Community of Chapel Hill. Emphasis is placed on preserving the existing community and promoting affordable housing.
- Affordable Rentals, Inc. is an organization whose goal is to make affordable rental housing possible for residents with annual incomes between 30% and 50% of the area median.
- The Chrysalis Foundation for Mental Health is a private, nonprofit organization that promotes affordable housing through property acquisition, rehabilitation, and development for persons with mental disabilities in Orange, Person and Chatham Counties.
- The Weaver Community Housing Association is a cooperative housing association specializing in the provision of rental housing for low-income families.

## **Private Industry**

Private lenders (especially those interested in achieving the lending goals of the Community Reinvestment Act), public lenders like Rural Development, builders, realtors and developers, are entities whose assistance is crucial to the success of housing initiatives undertaken in Orange County.

Utility companies develop construction and energy conservation standards to reduce energy costs. They also provide information and training on energy-saving practices in home, such as how to install insulation and weather stripping. Low-interest loans are available from utility companies for the purchase and installation of insulation, high efficiency heat pumps and other energy conservation measures.

Many commercial banks have responded to the Community Reinvestment Act with programs to finance decent, affordable housing. Banks in Orange County with such programs include Wachovia, Central Carolina Bank, RBC Centura Bank, First Citizens, BB&T, Harrington Bank and Hillsborough Savings Bank/NBC Bank. These special lending programs are targeted to households that do not qualify for the lenders' regular programs and may have rates slightly lower than conventional rates, lower down payment requirements or special underwriting treatment.

## **Public Housing Authorities**

The Town of Chapel Hill Department of Housing operates 336 conventional public housing units. (There are no plans for demolition of public housing in the Town of Chapel Hill.)

The Orange County Housing and Community Development Department operates the Section 8 Housing Voucher Program. The program provides approximately 623 vouchers to low income families. The Orange County Board of Commissioners serves as the governing board and the managerial affairs of the County conform to applicable County ordinances and policies. A resident advisory board has been established to include Section 8 residents in the decision-making process. The Orange County Board of Commissioners is the elected body that sets policy for the public housing functions and approves the Annual Public Housing Agency Plan.

## **Coordination**

With the creation of Orange Community Housing Corporation (now Orange Community Housing and Land Trust), Orange County, Chapel Hill, Carrboro and Hillsborough demonstrated the desire to cooperate among the several jurisdictions to provide the best housing assistance that will serve the low-income residents of Orange County. With respect to coordination of resources, all agencies will continue their history of communication regarding projects in progress, applications submitted to state and federal funding agencies, programs that are particularly successful or troublesome, and other sharing of information and sources of funds.

The existing coordination of services has been further enhanced with the creation of the Orange County HOME Consortium whose members include Orange County, Carrboro, Chapel Hill and Hillsborough.

The previously described infrastructure has been successful in providing some housing for the low-income population; the need for supportive services for families benefiting from these programs and other low-income families has become more critical. These services are provided by only a few non-profit social service organizations and are not provided in conjunction with an established housing program.

This is particularly true for special populations who have critical case management needs. Housing counseling is also needed to help low-income persons locate and manage affordable housing. Assistance may also be needed when navigating the publicly assisted programs as well as when applying privately for housing. Thus, this phenomenon represents a gap in the delivery system that must be addressed in order to maintain viable neighborhoods.

Additionally, in an effort to facilitate communication with other local housing nonprofit organizations in the past, the members of the HOME Program Consortium have convened semi-annual meetings with these organizations. Items shared during these meetings have included clarification of federal and state housing program regulations and discussion of local housing programs and initiatives. All attendees consider the meetings a useful opportunity to dialogue about important issues.

## **Part VII - Public Housing Improvements and Resident Initiatives**

### **Community Centers**

Trinity Court, Airport Gardens, South Estes Drive and Eastwood public housing communities have Community Centers at their complexes and are therefore able to plan more on-site activities. The Chapel Hill Service League was instrumental in assisting with the renovation of the South Estes Drive Community Center. Local agencies such as the Cooperative Extension Service and the Orange County Literacy Council offer educational programs on-site.

In addition, a Family Resource Center has been established at Trinity Court. The mission of the family resource center project is to empower families and communities to improve the quality of their own lives and to raise healthy, self-reliant children who are able to form fulfilling relationships. Further, these centers will build a foundation of collaboration for a comprehensive Countywide approach to family support programs.

### **Housing and Community Development Advisory Board**

The Town of Chapel Hill provides an organizational structure that guarantees public housing residents a forum to participate in the operation of the housing authority. Through regular meetings, residents have the opportunity to voice complaints, needs, concerns and ideas that guarantees an adequate response from the Housing and Community Development Advisory Board. Through these meetings, public housing residents have participated in the management of the public housing program by providing ideas and comments on the public housing operating budget and the renovation needs of the apartments.

### **ACHIEVE! Pathways to a Brighter Future**

ACHIEVE! Pathways to a Brighter Future is a program sponsored by the Town of Chapel Hill Department of Housing. It is a partnership of agencies and residents designed to support and encourage residents of public housing in their progress toward greater economic independence and self-reliance and/or improving the quality of life of their families and communities. The program is guided by its philosophy and approach:

#### ***The ACHIEVE! Philosophy***

- Participants entering the program have strengths, abilities, and talents and the goal is to build on and enhance these individual assets

- Participants have ideas and contributions that can benefit others and enhance and shape the overall effectiveness of the program
- The best way to work with participants is in partnership—that is, participants have an active role in choosing and deciding how best to accomplish their goals
- A key element in individual achievement is community encouragement and support, especially from others who are on a similar path

***The ACHIEVE! Approach:***

The ACHIEVE! approach has two major components—monthly meetings and individual attention.

Monthly meetings provide program participants and local agency and organization representatives a structured time to meet to focus on the participant’s progress toward reaching their individual goals and to discuss the participant’s successes and struggles. Other participants and representatives provide information and resources that will further the successes and overcome the barriers. The meetings also provide opportunities to cover other topics of participant interest, in the form of workshops, cultural enrichment activities, or other group activities.

Participants are also provided individual attention from the Housing Department’s Resident Resource Coordinator. The one-on-one aspect provides participants with support between the monthly or group meetings in order for them to reach their short-term goals. This support may take the form of transportation, navigating the human service system, filling out paper work, etc. The individual aspect also recognizes that some participants might benefit from this attention.

Though based on a U.S. Department of Housing and Urban Development program, the ACHIEVE! model is an approach based upon the particular interests, needs and resources of Chapel Hill.

**Transitional Housing Program**

The Transitional Housing Program (THP) is the newest of the Chapel Hill Housing Department’s self-sufficiency programs. The program’s purpose is to prepare public housing families for the move from public housing to private market housing.

Participation in the THP is open to all public housing families with a rent paying ability of at least \$450 per month. Families selected agree to participate in budgeting and financial management sessions, in addition to other courses that will enhance their capacity and skills related to living in private market housing. The maximum time allowed in the program is five years. At the end of the five-year period, families must leave the program and move into private market housing. A family remaining in the transitional house after the five-year period will begin to pay market rate rent.

A long-term goal of the THP is to purchase 10 houses over a five-year period. Purchasing houses is essential to the effectiveness of the program, especially because it allows the Housing Department to be more creative with its rent policy. The benefits to the program and participants include:

- Exemption from conventional public housing rent policy where rent increases when income increases

- Twenty percent of the monthly rent will be deposited into a savings account to be used only when the family leaves the program
- Eighty percent of the monthly rent from each house will be used to defray costs of purchasing subsequent houses
- Family receives a network of supportive services and resources designed to prepare it for the move from public housing to the private market

The vision for the Transitional Housing Program supports broader goals of providing affordable and quality housing. By purchasing houses that will be available for rent to low and moderate-income families, the Housing Department is ensuring a core of affordable houses, in a way that is self-supporting, and with the potential of being self-sustaining. In addition, the Transitional Housing Program provides public housing residents a supportive learning environment that serves to foster increased opportunities for greater self-reliance and improved quality of life.

### **Community Service and Self-Sufficiency Program**

The federal Quality Work and Responsibility Act of 1998 requires that public housing residents who are not exempt complete community service or self-sufficiency activities for eight hours per month or 96 hours in 12 months.

The community service and self-sufficiency requirement is intended to assist public housing residents in improving their own economic and social well-being and give these residents a greater stake in their communities. The Town's housing department staff coordinates with local agencies and organizations to develop opportunities for residents to satisfy this requirement.

### **YMCA After School Program**

The Chapel Hill–Carrboro YMCA provides free after school care to public housing residents living in the South Estes Drive community at the Community Center. Approximately 12 children ages 5 to 12 attend the program. The children arrive at the YMCA after school and have social time, a snack supervised homework time. This program is funded in part by the Town of Chapel Hill Community Development program and scholarships are provided for children from South Estes Drive that attend.

### **Orange County Family Resource Center After-School Program**

Chapel Hill Training and Outreach—a division of the Orange County Family Resource Centers—sponsors an after-school enrichment program for children living in the South Estes Drive public housing community. This program is funded by the Town of Chapel Hill Community Development program and scholarships are provided for each child in the program.

# ANNUAL ACTION PLAN

## Part I Proposed Funding

Table 28 shows the funding available to Orange County for the fiscal year 2005-2006 from the U.S. Department of Housing and Urban Development.

Source of Funds	Amount
Community Development Block Grant	685,997
HOME Investment Partnership Program	707,949
HOME Matching Funds	159,287
HOME Residual Funds	111,660
Total	\$1,664,893

## Part II Proposed Activities and Proposed Projects

### HOME Program Activities and Projects

1. Rental Assistance: \$153,102

HOME funds will continue to fund a small program for Tenant-Based Rental Assistance in Orange County. The program would operate like the Section 8 program and provide rent subsidies for eligible families with incomes at or below 50% of the area median income. Resembling the Section 8 Program, the subsidy would be calculated based on the tenant's ability to pay and the fair market rent. The program would be administered by the Orange County Housing and Community Development Department.

2. Property Acquisition: \$200,000

The following projects are proposed for funding.

- \$100,000 to the Town of Hillsborough to acquire and renovate a house in the Fairview neighborhood in Hillsborough. Hillsborough intends to work with a non-profit organization to complete this project. The property would be sold to a household earning less than 80% of the area median income, and use deed restrictions to guarantee the long-term affordability of the property for at least 99 years.
- \$100,000 to the Chrysalis Foundation to acquire property for a permanent supportive housing project. The Foundation proposes to develop a project that focuses on serving the homeless in Orange County, with specific emphasis on addressing chronic homelessness.
- \$75,000 to EmPOWERment Incorporated to provide second mortgages to three first time homebuyers earning less than 80% of the area median income. In June 2005, EmPOWERment intends to begin construction of a three-bedroom condominium on Davie Road in Carrboro. Funds would assist the buyers of these units.

3. Second Mortgage Assistance: \$270,000

Funds will be allocated to the following agencies for second mortgage assistance:

- \$115,000 to Orange Community Housing and Land Trust for two projects: (1) to acquire and if necessary demolish, and / or reduce the sales price of homes in the Northside neighborhood in Chapel Hill. The Land Trust would work with EmPOWERment to sell the properties to households earning between 50% and 80% of the area median income; and (2) to reduce the price of three townhomes in the Pacifica development in Carrboro. With both projects, funds would be converted into second mortgages for the future buyers. Eligible applicants must be first time homebuyers, currently living or working in Orange County who earn less than 80% of the area median income.
- \$80,000 to Habitat for Humanity to provide four second mortgages in the Richmond Hills subdivision in Efland. Funds would be available to first time homebuyers earning less than 60% of the area median income.
- \$75,000 to EmPOWERment Incorporated to provide second mortgages to three first time homebuyers earning less than 80% of the area median income. In June 2005, EmPOWERment intends to begin construction of a three-bedroom condominium on Davie Road in Carrboro. Funds would assist the buyers of these units.

#### 4. Pre Development Costs \$145,000

Funds will be allocated to the following agencies for pre-development costs:

- \$70,000 to Habitat for Humanity for pre-development costs for a 17-acre vacant tract of land on Sunrise Road. Funds would be used for expenses such as surveying, engineering and design costs related to submitting a development application to the Town of Chapel Hill. Habitat intends to build no more than 68 homes on the site (maximum number of homes permissible under the current zoning) that would be available to first time homebuyers earning less than 60% of the area median income.
- \$75,000 to the InterFaith Council for Social Service for predevelopment costs related to development of a Residential Center for homeless men. The Center would offer emergency and longer-term housing services and provide services for homeless citizens residents.

#### 5. New Construction (Infrastructure Development): \$100,000

\$100,000 will be allocated to Habitat for Humanity for pre-development costs and infrastructure development of Phase II of the Rusch Hollow project located on Rusch Road in the Rogers Road community. Habitat would build at least twelve single family homes on this property that would be sold to first time homebuyers earning less than 60% of the area median income.

#### 6. Homeownership Assistance \$25,000

\$25,000 will be allocated as the local match for the County-wide individual development account (IDA) program funded through the County's State Community Development Block Grant. This program provides a dollar for dollar match up to \$1,000 for participants that are able to save funds to purchase their first home.

#### 7. Operational Support \$15,000

\$15,000 will be allocated to Orange Community Housing and Land Trust for administrative expenses related to its HOME Program funded projects. As a designated Community Housing Development Organization for the HOME Program, the Land Trust is eligible to receive funds for administration of a housing program.

8. Administration: \$70,794

The remaining \$70,794 would be allocated to the Orange County Housing and Community Development Department for administration of the HOME program.

### **Community Development Block Grant Activities and Projects**

1. Renovation of Public Housing: \$217,000

- Renovation of Public Housing: \$167,000 - Continue the renovation of Airport Gardens community and begin renovating the North Columbia Street public housing community. Funds would be used along with Public Housing Capital Grant funds and previously allocated Community Development funds to renovate the communities. \$15,000 of this amount be used to pay a portion of the Operations and Special Projects Coordinator's salary for oversight of the renovation project. Proposed renovation work would include the abatement of lead-based paint and asbestos, replacement of water and sewer lines to OWASA standards, installation of new washer and dryer hook-ups, replacement of wall and base cabinets and Countertops to include new range hoods and sinks, replacement of windows and screens, replacement of interior and exterior doors, replacement of furnaces including air conditioning and water heaters, replacement of floor tiles, replacement of bathtub liners and surrounds, bathroom fixtures, plumbing and electrical upgrades, and interior and exterior painting. Funds will also be used for site improvements including replacement of asphalt driveways and parking lots; planting new shrubs, and replacement of storm drainage systems and retaining walls. Due to the extent of building improvements, the relocation of residents will be required and the work will have to be scheduled in phases.
- Refurbishing Program: \$50,000 - Funds will be used to continue the public housing refurbishing program. This program includes repainting and minor repairs of public housing units.

2. Infrastructure Development: Habitat for Humanity: \$100,000

Habitat for Humanity will be provided funding for development of Phase II of the Rusch Hollow development located off of Rogers Road. Funds would be used for infrastructure development. Habitat intends to build at least twelve single family homes on this site for first time homebuyers earning less than 60% of the area median income. Habitat intends to begin construction of the sanitary sewer for this development before submitting a development application. The sewer extension is related to the request for sewer assistance for residents of the Rogers Road / Purefoy Road neighborhood.

3. Homeownership Assistance: Orange Community Housing and Land Trust: \$100,000

Orange Community Housing and Land Trust will be allocated funds for acquisition of property, demolition or renovation (if necessary or appropriate), and/or to reduce the sales price of homes

in the Northside neighborhood. The Land Trust would work with EmPOWERment to sell the properties to households earning between 50% and 80% of the area median income.

4. Sewer Connection Assistance: \$42,775

Provide funding to homeowners earning less than 80% of the area median income who need assistance with connection to the public sewer system. Funds would be available to eligible applicants Town-wide, with priority given to residents of the Rogers Road and Apple Street neighborhoods. Funds would be provided as a deferred second mortgage that would be forgiven over a five to ten year period (depending on the amount of assistance provided).

If the Town receives program income during the program year, up to \$40,000 may be allocated to this program. The additional funds would allow us to assist more homeowners to connect to the public sewer system.

5. Development of a Public Facility: \$25,000

Provide funding for pre-development costs for a residential center for homeless men. The shelter would offer emergency and longer-term housing services and provide services for shelter residents. The InterFaith Council has not yet identified a site for this facility. The preliminary HOME Program plan also includes \$75,000 for this request.

6. Community Services: \$70,700

We recommend that the Council allocate funds for four community service activities that meet the Community Development regulations:

\$41,700 to the Chapel Hill Police Department to fund two youth programs:

- \$40,700 to continue the Youth Work Program for youths ages 14-17 living in the Pine Knolls, Northside and public housing communities. During the summer, at least thirty youths would work a minimum of twenty hours per week in various Town Departments and local non-profit organizations. During the school year, some of these children would continue to work. Youths would also be required to participate in workshops focusing on financial education, career development, and improving interview skills. The Police Department also proposes to enhance the program by providing CPR training and vocational training such as resume writing, interview skills, career exploration.
- \$1,000 for educational programs for youths living in the Northside, Pine Knolls, or public housing communities including an academic awards program, a mentoring and leadership program for young men, and trips to college campuses. Programs would be coordinated with the Town's Police, Housing and Parks and Recreation Departments, and would provide structured activities and emphasize components that will improve academic skills, prevent drug abuse and drug-related crime, leadership development, and career planning.
- \$15,000 to the Orange County Family Resource Centers to continue to operate an after school enrichment program at the South Estes Family Resource Center located in the South Estes Drive public housing community.

- \$14,000 to the Chapel Hill–Carrboro YMCA to continue operation of an after school program for children living in the Pine Knolls neighborhood and the South Estes Drive public housing community. Funds would be used to provide scholarships to eligible children.

#### 7. Program Administration: \$130,502

Provide funds for the administration of the Community Development program and related housing programs. Currently, the Community Development staff administers the Community Development Program and the Housing Loan Trust Fund, coordinates efforts with non-profit organizations that receive Community Development funding from the Town, coordinates activities with the HOME Program Consortium, monitors compliance with Performance Agreements and federal regulations, administers housing loans and grants provided by the Town over time, and coordinates with the U.S. Department of Housing and Urban Development to achieve compliance with federal regulations.

We propose to continue to use funds for the Community Development Coordinator’s salary and benefits, a portion of the Long Range Planning Coordinator’s salary, a part-time Community Development Program Monitor, and a part-time financial/clerical position. These costs total approximately \$126,350. The balance of funds, approximately \$4,150, would be used for overhead costs such as advertising expenses, business meetings and training, supplies and professional services.

### **Part III Anti-Poverty Strategy**

The Anti-Poverty Strategy for the annual action plan is the same as that described in the five-year strategic plan.

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

The institutional structure and coordination of resources for the annual action plan is the same as that described in the five-year strategic plan.

### **Part V Geographic Distribution**

During the term of this Strategic Plan, the Town of Chapel Hill may target a portion of housing and community development funding in selected neighborhoods to be determined later. The balance of housing and community development assistance will be widely dispersed throughout the County. To promote increased housing choice and opportunity, efforts will be made to increase the number of public and assisted housing units located outside areas of minority and low-income concentration.

### **Part VI HOME Program Requirements**

#### **Resale and Recapture Provisions**

All properties receiving financial assistance from Orange County for homeownership activities must ensure that the housing remain affordable to families with incomes of 80% or less of the area median for at least 99 years from the date of initial assistance.

### ***Right of First Refusal***

A right of first refusal or right to purchase is accomplished by means of a Declaration of Restrictive Covenants on the property purchased by the first-time homebuyer. Any assignment, sale, transfer, conveyance or other disposition of the property will not be effective unless the following procedures are followed.

If the original homebuyer or any subsequent qualified homebuyer contemplates a transfer to a non low-income household, the buyer must send Orange County and/or the sponsoring non-profit organization a notice of intent to sell at least 90 days before the expected closing date. If Orange County and/or the sponsoring nonprofit organization elects to exercise its right of refusal, it will notify the buyer within 30 days of its receipt of the notice and will purchase the property within 90 days.

If neither Orange County nor the sponsoring nonprofit organization advises the buyer in a timely fashion of its intent to purchase the property, then the Buyer is free to transfer the property in accordance with the equity sharing provisions described below.

### ***Equity Sharing***

Orange County provides its financial assistance as deferred second loans secured by a 40-year Deed of Trust and Promissory Note, forgivable at the end of 40 years. This Deed of Trust and Promissory Note constitute a lien on the property, subordinate only to private construction financing or permanent first mortgage financing.

The 99 year period of affordability for each individual housing unit is secured by a declaration of restrictive covenants that incorporate a right of first refusal that may be exercised by a sponsoring nonprofit organization and/or Orange County. This declaration of restrictive covenants is further secured by a deed of trust. The nonprofit organization and/or the County are responsible for compliance with the affordability requirement throughout the affordability period, unless affordability restrictions are terminated due to the sale of the property to a non-qualified buyer.

If the buyer no longer uses the property as a principal residence or is unable to continue ownership, then the buyer must sell, transfer or otherwise dispose of their interest in the property to a new homebuyer whose annual income does not exceed 80% of the area median. However, if the property is sold during the affordability period to a non-qualified homebuyer to be used as their principal residence, the net sales proceeds<sup>74</sup> or "equity" will be divided equally between the seller and the County. If the initial County contribution does not have to be repaid because the sale occurs more than 40 years after the County contribution is made, then the seller and the County will divide the entire equity realized from the sale.

Any proceeds from the recapture of funds will be used to facilitate the acquisition, construction, and/or rehabilitation of housing for the purposes of promoting affordable housing.

### **Tenant Based Rental Assistance (TBRA) Program**

The Orange County HOME Consortium plans to implement a Tenant Based Rental Assistance Program with HOME funds. Funds would be used to subsidize rents for families that earn 50% or less of the annual area median income. The current County Section 8 Housing Choice

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<sup>74</sup> New sales proceeds equals the gross sales price less selling costs, the unpaid principal amount of the original first mortgage and the unpaid principal amount of the initial County contribution and any other initial government contribution secured by a deferred payment promissory note and deed of trust.

Voucher Program serves approximately 623 families Countywide. However, the waiting list for the program was closed in October 2001 because of the lengthy wait for assistance, which at the time was three to four years. The waiting list remains closed at this time with approximately 964 applicants currently on the list. There is no current expectation that new Section 8 vouchers will be available from HUD in the foreseeable future.

The rental housing market in Orange County is inflated by the ability of University of North Carolina at Chapel Hill students to pay market rents, which is beyond the means of families with incomes below 50% of the area median. In 2000, it is estimated that rental units represent 43% of the County-wide housing market and approximately 67% of those rental households experience an extreme cost burden—paying between 30% and 50% of their income for housing expenses. Additionally, experience in Orange County has shown that local rents often run an average of 15% to 20% higher than those HUD published Fair Market Rents, which explains why such a high percentage (35%) pay more than 50% of their income for rental housing costs. The ability of low-income families to afford the available rental housing in the community is a problem far greater than the ability of the current Section 8 Program to address adequately. Thus, this Tenant Based Rental Assistance Program is proposed for the upcoming fiscal year.

The Orange County Housing and Community Development Department, the HOME Program Administrator, also operates the County's Section 8 Housing Choice Voucher Program. The proposed TBRA program design will mirror the current Section 8 Program with the exception of the HOME requirement that TBRA contracts have a term no longer than two years. Specifically, the currently approved Section 8 Program Administrative Plan will govern tenant selection, eligibility calculations and property standards. The County's Section 8 program staff will handle program administration and tenants will be selected from the existing Section 8 Program waiting list. Care will be taken in explaining the differences between the HOME TBRA and Section 8 Housing Voucher Program at the time of full application and TBRA participants will be allowed to maintain their name on the Section 8 waiting list. HOME Funds will primarily be used for rental assistance; however, security deposit assistance may be needed in some cases.

### **Match Requirement**

Under the Orange County HOME Consortium's agreement, the participating municipalities are required to provide a 25% match of HOME funds after subtracting administrative costs. In addition, the Town of Chapel Hill's contribution to the matching funds is 41%. The matching funds are budgeted by Orange County, Carrboro, Hillsborough and Chapel Hill at the beginning of each program year.

## **Part VII American Dream Downpayment Initiative Requirements**

The Orange County HOME Consortium will utilize 2004-2005 funds from the American Dream Downpayment Initiative (ADDI) to increase the homeownership rate, especially among lower income and minority households, and to revitalize and stabilize communities. Specifically, funds will be provided as deferred payment second mortgage loans with a term of 30 years. The amount of the loans will not exceed 6% of the purchase price of a single-family house or \$10,000. All loans will be secured by a Note and a Deed of Trust with additional restrictive covenants requiring properties to remain affordable for 99 years. All homebuyers must contribute at least \$1,000 toward the downpayment costs. Additionally, all prospective buyers will be required to participate in an established homebuyer education program that will include financial counseling as well as housing counseling.

Special efforts will be made to market this program to tenants of public housing as well as Section 8 Housing Choice Voucher participants by providing information via flyers and/or brochures. Additionally, for public housing tenants, consortium staff will schedule time at resident council meetings to provide information and guidance to public housing residents. Material will also be sent to all assisted housing developments and individual contact will be made with development managers for assistance with identification of prospective program participants. For tenants of manufactured housing, the consortium will distribute promotional material to current Section 8 tenants residing in mobile homes or manufactured housing. Where possible, material will also be provided to mobile home park operators who may share the information with their residents and/or assist program participants in reaching their residents.

## **Part VIII Monitoring Plan**

The Orange County Consortium is committed to a comprehensive program of monitoring and evaluating the progress of housing and community development activities. The goal of the consortium is to ensure long-term compliance with the applicable regulations and standards, particularly the National Affordable Housing Act. The Town of Chapel Hill conducts monitoring of agencies receiving funding from its CDBG program. Orange County monitors agencies receiving HOME funding through the consortium.

### **Town of Chapel Hill CDBG Program**

The Town of Chapel Hill has developed procedures for monitoring agencies that receive Community Development funding from the Town. A risk assessment of each agency is performed based on the agency's activities and its organizational strengths and past performance. The assessments help to determine the level of review necessary to monitor each agency and the order in which they will be monitored. Generally, the monitoring process involves:

- Thoroughly reviewing Town files, including performance agreements, quarterly progress reports, reimbursement requests and other communications
- Conducting one or more site visits that entail inspecting construction or rehabilitation work, observing classes or other services in action, gathering information and discussing progress of each program
- Evaluating the agency's administrative and financial management (per Community Development Block Grant requirements) by inspecting and obtaining copies of by-laws, personnel policies, fidelity bonds, audits, certificates of insurance, financial records, etc.
- Reviewing documentation to ensure the agency is satisfying other federal requirements such as the U.S. Department of Housing and Urban Development's contractor requirements and the U.S. Department of Labor's Davis Bacon requirements
- Evaluating the effectiveness and timeliness of the delivery of services
- Reviewing reporting procedures

After obtaining and evaluating all the necessary information, the Town's monitor writes an assessment letter to each agency that summarizes the findings and suggests organizational or program changes that are either required or that may be useful to the organization.

This process allows Chapel Hill to have an increased level of interaction with agencies that receive CDBG funds and to ensure that funds are spent accurately and in a timely manner. Throughout the year, the Town will use this process to monitor each agency that is approved for funding.

### **Orange County HOME Consortium**

Orange County will implement a Monitoring Plan for the year that ensures subgrantees—and in particular, Community Housing Development Organizations (CHDOs)—comply with regulations and requirements pertaining to their status and their daily administrative and programmatic operations. Actual project performance will also be reviewed to determine consistency with proposed program achievements. The plan will include:

- Completing an initial desk review of documents received by the County
- Reviewing HUD subgrantee regulations and requirements—including subrecipients and CHDOs
- Scheduling a site visit with the County’s nonprofit housing organization Affordable Rentals, Inc.
- Reviewing the expenditure rates of all subgrantees and providing technical assistance where needed to ensure timely expenditure of funds
- Closely monitoring all rental projects to ensure continued eligibility and to track program income generated by these projects

### **Part IX Anti-Displacement Plan**

Orange County will replace all low- and moderate-income dwelling units that are either occupied or deemed “vacant but suitable for occupancy” but which are subsequently demolished or converted to a non-housing use 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).

All replacement housing will be provided within four years after the commencement of the demolition or conversion. Before entering into a contract committing Orange County to provide funds for an activity that will directly result in demolition or conversion Orange County will make public a notice in local newspapers and submit to HUD the following information in writing:

- A description of the proposed assisted activity
- The location on a map and number of dwelling units by size (number of bedrooms) that will be demolished or converted to a use other than as low- or moderate-income dwelling units as a direct result of the assisted activities
- A time schedule for the commencement and completion of the demolition or conversion
- To the extent known, the location on a map and the number of dwelling units by size that will be provided as replacement dwelling units

- The source of funding and a time schedule for the provision of the replacement dwelling units
- The basis for concluding that each replacement dwelling unit will remain a low- or moderate-income dwelling unit for at least 10 years from the date of initial occupancy
- Information demonstrating that any proposed replacement of dwelling units with smaller dwelling units (for example, a two-bedroom unit with two one-bedroom units), is consistent with the housing needs of lower-income households in the County

If such data are not available for the last four items at the time of the general submission, Orange County will identify the general location on an area map and the approximate number of dwelling units by size and provide information identifying the specific location and number of dwelling units by size as soon as it is available.

The Orange County Department of Housing and Community Development is responsible for tracking the replacement of housing and ensuring that it is provided within the required period. The department is also responsible for ensuring that relocation assistance, as described in 570.606(c)(2), is provided to any lower-income person displaced by the demolition of any dwelling unit or the conversion of a low- or moderate-income dwelling unit to another use in connection with an assisted activity.

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

- Coordinate code enforcement 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 multifamily 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 to house persons who must be relocated temporarily during rehabilitation
- Adopt public policies to identify and mitigate displacement resulting from intensive public investment in neighborhoods

## **Definition of Income**

Orange County and the Town of Chapel Hill will utilize the Section 8 definition of income in all of its housing and community development programs.

# CERTIFICATIONS

## General Certifications

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

## Affirmatively Further Fair Housing

The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis and maintain records reflecting that analysis and actions in this regard.

## Anti-Displacement and Relocation Plan

It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

## Drug Free Workplace

It will continue to provide a drug-free workplace by:

- 1) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition
- 2) Establishing an ongoing drug-free awareness program to inform employees about:
  - a) The dangers of drug abuse in the workplace;
  - b) The grantee's policy of maintaining a drug-free workplace;
  - c) Any available drug counseling, rehabilitation and employee assistance programs; and
  - d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
- 3) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
- 4) Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will:
  - a) Abide by the terms of the statement; and

- b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction
- 5) Notifying the agency in writing, within 10 calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant
- 6) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted:
  - a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
  - b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a federal, state, or local health, law enforcement, or other appropriate agency
- 7) Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

## **Anti-Lobbying**

To the best of the jurisdiction's knowledge and belief:

- 1) No federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any federal contract, the making of any federal grant, the making of any federal loan, the entering into of any cooperative agreement and the extension, continuation, renewal amendment, or modification of any federal contract, grant, loan, or cooperative agreement;
- 2) If any funds other than federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
- 3) It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all sub-awards at all tiers (including subcontracts, subgrants and contracts under grants, loans and cooperative agreements) and that all sub-recipients shall certify and disclose accordingly.

## **Authority of Jurisdiction**

The consolidated plan is authorized under state and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

## **Consistency with Plan**

The housing activities to be undertaken with CDBG, HOME, ESG and HOPWA funds are consistent with the strategic plan.

## **Section 3**

It will comply with section 3 of the Housing and Urban Development Act of 1968 and implementing regulations at 24 CFR Part 135.

\_\_\_\_\_  
Signature/Authorized Official

Title: \_\_\_\_\_

Date: \_\_\_\_\_

## **SPECIFIC CDBG CERTIFICATIONS**

The Entitlement Community certifies that:

### **Citizen Participation**

It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

### **Community Development Plan**

Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

### **Following a Plan**

It is following a current consolidated plan that has been approved by HUD.

### **Use of Funds**

It has complied with the following criteria:

- 1) Maximum Feasible Priority—With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular ur-

gency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available

- 2) Overall Benefit—The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) shall principally benefit persons of low- and moderate-income in a manner that ensures that at least 70% of the amount is expended for activities that benefit such persons during the designated period
- 3) Special Assessments—It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements. However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

### **Excessive Force**

It has adopted and is enforcing:

- 1) A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
- 2) A policy of enforcing applicable state and local laws against physically barring entrance to or exit from a facility or location which is the subject of such nonviolent civil rights demonstrations within its jurisdiction.

### **Compliance with Anti-discrimination laws**

The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619) and implementing regulations.

### **Lead-Based Paint**

Its activities concerning lead-based paint will comply with the requirements of 24 CFR Part 35, subparts A, B, J, K and R.

### **Compliance with Laws**

It will comply with applicable laws.

Signature/Authorized Official

Title: \_\_\_\_\_

Date: \_\_\_\_\_

## **APPENDIX TO CERTIFICATIONS**

Instructions concerning lobbying and drug-free workplace requirements:

### **Lobbying Certification**

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

### **Drug-Free Workplace Certification**

- 1) By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
- 2) The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the federal government, may take action authorized under the Drug-Free Workplace Act.
- 3) Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
- 4) Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or state highway department while in operation, state employees in each local unemployment office, performers in concert halls or radio stations).
- 5) If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph 3).
- 6) The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Orange County Department of Housing and Community Development  
200 South Cameron Street  
Hillsborough, North Carolina 27278

Check  if there are workplaces on file that are not identified here.

The certification with regard to the drug-free workplace is required by 24 CFR Part 24, subpart F.

Definitions of terms in the Non-procurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantee's attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15)

"Conviction" means a finding of guilt (including a plea of *nolo contendere*) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the federal or state criminal drug statutes

"Criminal drug statute" means a federal or non-federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) all "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of subrecipients or subcontractors in covered workplaces).

# **APPENDICES**

- Appendix A – Citizen Participation Information
- Appendix B – Primary Needs Assessment Survey
- Appendix C – List of Attendees
- Appendix D – Meeting Notes
- Appendix E – Notice of Community Meetings
- Appendix F – Notice of Public Hearing

## Appendix A – Citizen Participation Information

**The Town of Chapel Hill  
Citizen Participation Plan  
for the  
Community Development**

### **BLOCK GRANT PROGRAM**

**The January 5, 1995 Consolidated Submission for Community Planning and Development Program Regulations require the Town of Chapel Hill to adopt a Citizen Participation Plan that establishes the policies and procedures for citizen participation.**

Citizen participation is an essential component in the preparation and development of the Community Development (CD) Program. This Citizen Participation Plan (CPP) sets forth a process to keep citizens informed and to allow for citizen input at all stages of the program, including development of the Consolidated Plan, program implementation, and monitoring and evaluation.

### **A. STANDARDS OF PARTICIPATION**

**The Town shall provide for a citizen participation process at the community-wide level. This process must:**

- Be conducted in open;
- Involve lower-income persons, minority groups, the elderly, the handicapped, the residents of the CD area(s) of concentration, the business community, and civic groups who are concerned about the CD Program;
- Include reasonable efforts to ensure continuity of participation by citizens or citizen organizations throughout all stages of the program;
- Provide citizens with adequate information;
- Encourage citizens, particularly those living in slum/blighted areas and where CD funds will be used, and all minorities to submit their views and proposals and to participate in the Consolidated Plan and amendment process, and to provide comments on the performance reports; and
- Provide substantial representation of lower-income persons and minority groups on any community-wide or neighborhood advisory committee that may be established.

**The following process addresses these performance standards.**

### **B. DEVELOPMENT OF THE CONSOLIDATED PLAN**

Citizens have been and will continue to be involved in the development of the Consolidated Plan. Prior to adoption of the Consolidated Plan, the Town will make available a proposed plan in a manner that affords citizens, public agencies, and other interested parties a reasonable op-

portunity to examine its contents and to submit comments. The Community Development staff will also consult with the Town's Housing Department and other assisted housing providers and provide the organizations with information about the Consolidated Plan activities related to its development and surrounding communities so the information can be shared at annual meetings. The following information will be included in the proposed plan:

- The amount of assistance the Town expects to receive including grant funds and program income;
- The range of activities that may be undertaken including the estimated amount that will benefit persons of low- and moderate-income ;
- The Town's plans to minimize displacement of persons and to assist any persons displaced, specifying the types and levels of assistance the jurisdiction will make available or require others to make available to persons displaced;
- How the Town will make this information available.

Prior to submission of the Consolidated Plan, a period of not less than thirty (30) days will be provided for citizens to comment on the proposed plan. The proposed plan will include the contents and purpose of the Consolidated Plan, including the contents and purpose of the Plan, a list of locations where copies are available; and provide free copies to citizens and groups that would like a copy. Typically citizens may obtain a copy of the proposed Consolidated Plan at no charge from the Planning Department in Chapel Hill Town Hall, 306 North Columbia Street, Chapel Hill. Copies of the proposed Plan will also be made available for review at the Town's public library. Citizens will be directed to submit their comments to the Planning Department. All comments received will be summarized and for those not accepted, the reason why.

### **C. AMENDMENTS TO THE CONSOLIDATED PLAN**

The Citizen Participation process is applicable to program amendments as required in section 91.105 of the Consolidated Submission for Community Planning Development Program Grant Regulations. The Consolidated Plan will be substantially amended whenever an activity previously described will not be carried out, or to carry out an activity not previously described in the action plan or to substantially change the purpose, scope, location, or beneficiaries of an activity. An activity will be substantially changed when: (1) there is a change in the use of CD funds from one activity to another; (2) the activity location is changed to a location that is outside of the previously stated community; and (3) the beneficiaries change from one type to another (i.e. low-moderate households to low-moderate jobs).

Prior to a substantial amendment to the Consolidated Plan, citizens will be given reasonable notice of, and opportunity to comment on such proposed change and reuse of funds. Public notice will indicate the specific aforementioned criteria or reason for the amendment to the Consolidated Plan.

The Town shall hold a public hearing to receive citizen comments on a substantial amendment to the Consolidated Plan. Public notice will result to provide the public a description of any changes adopted. All citizen comments submitted in writing, or orally will be considered. A summary of all comments or views and for those not accepted the reasons why not accepted, shall be attached to the substantial amendment of the Consolidated Plan. A period of no less than thirty (30) days will be provided for citizens to comment before the amendment is implemented.

#### **D. PERFORMANCE REPORTS**

**Citizens will be given the opportunity to comment on all performance reports the Town submits to the U.S. Department of Housing and Urban Development (HUD). Reasonable notice of submission of reports will be published in local newspapers. The Town shall provide a period, not less than fifteen (15) days to receive comments on the performance report that is to be submitted to HUD prior to its submission.**

Any comments or views of citizens received in writing, or orally during the preparation of the performance report will be attached to the report and for those not accepted the reasons why.

#### **E. PUBLIC HEARINGS**

The Town will hold at least two public hearings during the development of the Consolidated Plan. The pre-submission hearing will be held at the initial stage of the development of the Consolidated Plan to obtain community views on housing and CD needs and to develop proposed activities for the program year. A second public hearing will be held to obtain community input and review the specified planned CD activities, and to review program performance.

**Any comments or views of citizens received in writing or orally at the public hearings will be considered in preparing the final Consolidated Plan. A summary of these comments or views and for those not accepted the reasons why shall be attached to the Consolidate Plan.**

Notice of public hearings will be advertised in The Chapel Hill Herald or other local newspapers at least fourteen (14) days prior to the hearing. The local radio station, WCHL will also be informed about any public hearing and mailings will be made to interested persons and organizations as noted in F.1. below.

**All public hearings will be held in the Council Chamber of Town Hall, located at 306 North Columbia Street. This room is centrally located and is accessible to handicapped residents. Town Hall was designed to meet the North Carolina Building Code requirements for handicapped. The meetings will be held at times convenient to potential and actual beneficiaries.**

#### **F. AVAILABILITY TO THE PUBLIC**

The Town shall provide full public access to program information and will make good faith efforts to keep citizens informed, consistent with the rights of personal privacy and obligations of confidentiality.

The major means of assuring that adequate information is received by citizens as follows:

1. The Planning Department maintains a mailing list of town-wide and neighborhood organizations and individuals that may be interested in receiving CD program materials. These organizations are notified of all public hearing dates and other information pertaining to the CD Program.
2. The CD staff has set up files containing CD materials, including mailings and promotional materials, key program documents, copies of federal CD regulations, explanations of program requirements, copies of the Citizen Participation Plan, substantial amend-

ments, the adopted Consolidated Plan, and the Grantee Performance Reports. This CD staff will provide access to records relating to the Consolidated Plan and the use of CD funds during the preceding five years. These files are set up in the Planning Department at 306 North Columbia Street. This building is accessible to the handicapped.

3. At public hearings, Planning staff presents and explains relevant CD background information and answers questions. The staff compiles concerns and questions brought out in these meetings that warrant further response. The Assistant Town manager routes the questions to the correct Town department(s) for detailed replies. These responses are reviewed by the CD staff and/or appropriate advisory board(s).
4. The Town shall provide a period, not less than thirty (30) days, to receive comments from citizens or units of general local government, on the Consolidated Plan and substantial amendments, or fifteen (15) days for performance reports submitted to HUD, prior to its submission.

## [ Appendices ]

### G. TECHNICAL ASSISTANCE

Resources must be made available to provide technical assistance to: 1) citizen organizations, so that they may adequately participate in planning, implementing, and assessing the program; and 2) groups of low- and moderate-income persons and groups of residents which request assistance in developing proposals and statements of views. Assistance may be made available to citizens who are organizing and operating neighborhood and project area organizations.

Resources presently available:

1. Staff planner(s) for the CD program can assist citizen groups in interpreting the federal CD regulations and local timetables, in advising groups concerning the procedures to be followed, and in providing relevant background documents and available data.
2. The Planning Department provides technical assistance to the recipients of CD grants, Housing Loan Trust Fund and HOME Program grants.
3. Other non-profit organizations operating in the community may also provide technical assistance from time to time.

### H. COMPLAINTS

**It is the policy of the Town of Chapel Hill to provide a just procedure for the acknowledgement, presentation, consideration, investigation and disposition of complaints received concerning the Community Development Block Grant program.**

#### **Definition**

A complaint is a clam concerning any action on the part of a department or contract agency or firm involved in carrying out the CD program, based upon any event or condition which effects the circumstances under which a citizen lives, allegedly caused by misinterpretation, unfair application, violation of contract or lack of established policy pertaining to program implementation and which the complaint feels infringes upon the health, safety welfare or right to due process for himself/herself or his/her family, property or personal possessions.

#### **Procedure**

When a person directly affected by the Community Development program has a complaint, the following successive steps are to be taken. The number of days indicated for each step should be considered the maximum number of number o f working days unless otherwise provided; every effort should be made to expedite the process. Upon request by the citizen, assistance by the Community Development Planner may be in the form of explanation of the procedure, preparation of the complaint, identification of resources, etc. These activities can occur in any of the steps listed below.

Step 1 – A citizen with a complaint may first present it verbally to the Town Planning Department, contract agency or contract firm that is the subject of the complaint. T his step is not a prerequisite for making a written complaint as set forth in Step 2.

Step 2 – If the response that the citizen receives in Step 1 is not satisfactory or if the citizen initially wishes to submit a written complaint, Step 1 procedures shall be followed. The citizen may

also present his complaint in writing to the Town Planning Department, contract agency or contract firm that is the subject of the complaint. The Town Planning Department shall investigate the complaint further and respond to the citizen with a written evaluation within fifteen (15) working days when practicable.

Step 3 – If Step 2 does not resolve the complaint to the satisfaction of the citizen, the citizen shall request that the Town Manager evaluate the complaint. The CD Planner will assess the nature of the complaint and report to the Assistant Town Manager. The Assistant Town Manager shall then review the written documentation of the complaint and develop a response.

At any time, a citizen may make an oral or written petition to the Town Council describing the nature of the complaint.

#### **I. BILINGUAL OPPORTUNITIES**

If a significant number of residents of the CD areas speak and read a primary language other than English, bilingual opportunities must be provided at public hearings, and major notices and documents must be printed in the primary language.

#### **J. DISABILITIES**

The Town Council Chambers is audio-equipped for the hearing impaired and this availability of service is always indicated on all Town Council agendas, as well as in all public notices for public hearings. The public notice also states that Deaf and Hearing impaired individuals needing interpreter services should provide the Town Manager's Office five (5) days prior notice by voice and TDD. The TTY (Teletypewriter) Device and the TDD (Telecommunication) Device are available for use in the Town of Chapel Hill Clerk's Office, which is the primary communications system for all Town Departments. The Town's TDD number is 968-2728/TDD, and will be on correspondence to all citizens.

Adopted by Planning Board on 4/10/78

Revised 9/18/78

Revised 5/01/79

Revised 4/15/80

Revised 3/15/89

Adopted by Housing and Community Development Advisory Board on

11/28/95

Adopted by the Town Council on 2/28/00

## Appendix B – Primary Needs Survey

### Primary Needs Assessment Survey Orange County Consolidated Plan

*How would you spend \$8 million? Orange County and the Towns of Chapel Hill, Carrboro, and Hillsborough expects to receive approximately that much funding over the next 5 years to address housing and community development needs in the County. By completing this survey, you will help us determine the types of projects that should be financed in the future with these funds.*

*Please answer these questions first.*

Where do you live? Zip Code: \_\_\_\_\_

What is your age?     Under 18    18-34    35-54    55-74    75 & Over

*Now, please tell us your priority for each of these needs by checking the high, medium or low box for each item.*

	<b>High Need</b>	<b>Medium Need</b>	<b>Low Need</b>
<b>Providing Decent, Affordable Housing</b>			
Repairing homes owned by households with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Repairing apartments rented by households with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Building new rental apartments for households with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Building new homes for first-time homebuyers with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Making low-interest loans for first-time homebuyers with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Helping Homeless People</b>			
Providing housing for people that are homeless	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing services for people that are homeless	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Helping People with Special Needs</b>			
Providing housing for people with special needs, like the frail elderly, or people with disabilities, alcohol or drug addiction, or HIV/AIDS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Providing services for people with special needs, like the frail elderly, or people with disabilities, alcohol or drug addition, or HIV/AIDS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Neighborhood Revitalization</b>	<b>High Need</b>	<b>Medium Need</b>	<b>Low Need</b>
Providing resources for neighborhood organizing and leadership development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing assistance to neighborhoods for development of plans and strategies to encourage appropriate development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Building or improving streets, sidewalks and drainage in the area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Eliminating environmental hazards such as trash, vacant or dilapidated buildings and overgrown lots.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Upgrading parks and recreational facilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing incentives for the development of neighborhood stores in under-served areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Providing Public Services</b>	<b>High Need</b>	<b>Medium Need</b>	<b>Low Need</b>
Involving citizens in violence reduction and crime prevention efforts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing after-school programs and childcare for children and youth	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing wellness programs for infants, youth and adults	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Programming to address discrimination and support diversity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Encouraging Economic Development</b>	<b>High Need</b>	<b>Medium Need</b>	<b>Low Need</b>
Making low-interest business development loans to people with low or moderate incomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financing projects that increase jobs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing financing for job training programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*Finally, please rank in priority order from 1 to 6 the following broad categories of needs, with 1 being of greatest importance.*

Affordable Housing	<input type="checkbox"/>	Homeless People	<input type="checkbox"/>
People with Special Needs	<input type="checkbox"/>	Neighborhood Revitalization	<input type="checkbox"/>
Public Services	<input type="checkbox"/>	Economic Development	<input type="checkbox"/>

**[ Appendices ]**

***Thank you for taking the time to complete this survey.***

**If you are aware of any specific needs in the areas listed on the survey, please tell us more in the space below.**

Please Return to:  
Orange County Housing and Community Development Department  
P.O. Box 8181  
Hillsborough, NC 27278  
Fax Number: 919-644-3056

## Appendix C – List of attendees

### February 17, 2005

J.R. Manley – First Baptist  
Damita J. Hicks – Pine Knolls Community Center  
Andrea Kinnaugh – OPC Area Program  
Edna Heath – Inter-Church Council for Chase Park Apartments  
Lane Sarver – Sarver Housing Group, Inc.  
Lisa Stephenson  
Delores Bailey – Empowerment  
Meghan Agresto – Family Violence Prevention Center  
Marc Roth  
Danielle Matula – Triangle United Way  
Trish Hessey – Freedom House Recovery Center  
Jim Modlin – ESC/Joblink  
Kay Satgner – Orange Congregation in Mission  
Gary Gaddy – NAM 1-Orange County  
Allan Rosen – AHAB  
Susan Levy – Habitat for Humanity  
Robert Dowling – Orange Community Housing and Land Trust  
Loryn Barnes – Town of Chapel Hill  
Elizabeth Waugh-Stewart – The Women’s Center  
Karen Archia – Weaver Community Housing Association  
Sabrina Farrar – TOCH/Housing Department  
Shira Beloricz – Club Nova  
Elisabeth Malphurs – Club Nova  
Jefferson Parker – Chrysalis Foundation for Mental Health  
Karen Rose – Town of Chapel Hill  
Donna Musson – Orange Enterprises

### February 22, 2005

Rosetta A. Moore

### February 24, 2005

James Harris – Town of Carrboro  
Gwen Harvey – Orange County  
Alex Zalfron – Town of Carrboro  
Enz Hallman – Town of Hillsborough

### March 1, 2005

Jack Chestnut – OCAHAB  
Scott Keller – Residential Services, Inc.  
Jason Laws – Residential Services, Inc.  
Sandra Cummings  
Doug Schworer

## Appendix D – Meeting Notes

**February 17, 2005**

### **Housing**

- Even with down payment assistance still difficult to get into homeownership; housing market isn't there
- TH for special needs lacking
- Environment around affordable housing is tough (crime, poor condition)
- Cheap apartments are **cheap**; unfit in many cases
- Inadequate rental assistance (missing from survey)
- Problems at **lowest** income levels (SSI recipients, etc.)
- Ties into living wages & jobs
- Owner-occupied repair needs; Long time residents, houses falling apart, urgent repairs
- Building new rental units may not be the need-just affording the existing ones-perception of tightening market
- Impact of University on rental market: University needs to be at the table when talking about affordable housing; Gentrification (not just around University)
- Rental increase and leasing policies squeezing lower income/SSI
- Landlords not accepting Section 8; waiting lists

### **Homeless**

- Transitional housing. for all age groups
- Nothing afford to transition to
- Emphasis from HUD on "mainstream" programs doesn't work when programs are maxed out
- Mental health reform: case management changes; downsizing of hospitals; people with no resources for housing or services; no more transportation, even if they have jobs, especially in county
- Services for prevention (case management especially); women without children caught in between
- Education and advocacy about homelessness

### **Special Needs**

- Felony histories are barriers
- Credit/bankruptcy
- Wheelchair accessible housing; not enough
- Affordability for folks whose income are limited by special needs; need ability to be creative and flexible for addressing special needs
- Uncertain needs of people fleeing domestic violence; housing and services (variety of)
- Elderly housing not affordable for many; transportation issues; Transitional housing for special needs
- Supportive services to help people with special needs retain housing
- Special problems for immigrants (both legal and illegal)

- Hidden population in institutions that could live independently

### **Neighborhood Revitalization**

- Youth: more healthy options; education about laws; involvement in community development projects
- Neighborhood organizing; watch groups
- Sanitary sewer extensions; Rogers Road community
- Pine Knolls community: playground equipment; space for computer lab and walking trails
- Some areas need better lighting
- Clean up efforts

### **Public Services**

- Neighborhood organizing
- Youth after school care program funding
- Diversity training between African American and Hispanic teens
- Literacy, family resource centers, youth employment and other “employability” programs
- Affordable medical assistance

### **Economic Development**

- Livable wages
- Financing projects that increase jobs
- Job training (ties to daycare and after school)

### **February 22, 2005**

- No need for new rental
- Opportunities for homeownership; live a decent life
- Repairs for owner-occupied housing
- Housing and services for both homeless and special needs
- Need a drug treatment center in Orange County; not just for poor people
- Elderly people having lots of problems
- Leadership training for neighborhood organization skills
- Clogged drainage and no trash collection in county
- Work with Section 8 tenants; home maintenance; rights and responsibilities
- Education on home budgeting, credit and home management

### **February 24, 2005**

#### **Needs**

- Fairview neighborhoods; Rogers Road, Pine Knolls and Northside
- People with mental illness; job training and placement (variety of options)

## [ Appendices ]

- Increase stock of affordable housing (rental and owner); disparity between job base and housing base
- Transitional housing for single men (homeless and ex-offenders) and permanent housing options (Single Room Occupancy – SRO)
- Neighborhood revitalization (targeted, wholistic)
- Slow down gentrification in certain areas (use land trust, deed restrictions)
- Support elderly to be able to stay in homes; rehabilitation to make accessible; northern part of county, no 202 sites
- Land use mechanisms that promote neighborhoods

## March 1, 2005

### Needs

- Seniors: growth in population, staying at home; accessibility of new homes; education for builders to help “age in place;” modifying existing houses to help stay in homes; create naturally occurring retirement communities
- People with developmental disabilities: locally 39 people ready with R.S.I. with three autistic (33%); housing and supportive services
- Like the 2000-2005 plan
- Stretch money further; come up with ways to add to affordable housing stock with out all the new infrastructure; rehabilitation instead of new construction; maintenance education and assistance; keep housing stock in good repair
- Look at jobs, especially with living wages; attract environmentally friendly businesses; University with low-wage workers; transportation for lower wage workers to get into towns
- Low interest loans and/or buy-downs to make ownership accessible
- Need to get control of mobile home parks with problems (for example, \across from Alan’s BBQ); protect stock
- Nonprofits don’t have infrastructure/capacity to make use of bond and land trust funds; may need to pay the profit for builders to do it; assist in capacity building for nonprofits
- Bring University to table with county and towns
- Excess stock of apartments, rents are coming down

## Appendix E – Notice of Community Meetings



### **Orange County Consolidated Housing Plan Community Meetings**

Orange County will hold two community meetings to obtain input into the development of the Orange County Five-Year Consolidated Housing Plan, which affects the program and funding for housing and community development projects from 2005 to 2010.

The meetings will be held at the following times and locations:

**Tuesday, February 22, 2005 at 7:00 PM**

Orange County Library Conference Room  
300 W. Tryon Street  
Hillsborough, NC 27278

and

**Tuesday, March 1, 2005 at 7:00 PM**

Orange County Southern Human Services Center  
2501 Homestead Road  
Chapel Hill, NC 27514

All interested citizens of the County including Chapel Hill, Carrboro and Hillsborough residents are invited to attend these important meetings to offer comments on the housing and community development needs of the entire County including the Towns and to make recommendations for the types of activities to be undertaken to address those needs.

For additional information, please call 245-2490 or 644-3045 TDD

**Appendix F – Notice of Public Hearing**



**PUBLIC NOTICE**  
**County of Orange Consolidated Housing Plan**

Orange County is accepting comments from April 4, 2005 to May 6, 2005 on the draft of its five-year consolidated plan. The consolidated plan consists of a community profile of the housing market, housing needs, homeless needs, and non-housing community development need, and a five-year strategy to address identified needs. The plan also contains an Annual Action Plan that describes the actions the County expects to undertake in the next fiscal year to begin implementation of the five-year strategy.

The Orange County HOME Consortium application to the U.S. Department of Housing and Urban Development (HUD) for funding from the HOME Investment Partnership Program (HOME) and the Town of Chapel Hill application for Community Development Block Grant Program (CDBG) are a part of the Annual Plan.

A public hearing will be held on **Tuesday, April 12, 2005 at 7:30 pm** at the F. Gordon Battle Courtroom in Hillsborough to receive public comments.

The Draft Consolidated Housing Plan is available for review at the following locations.

Orange County Public Library  
300 West Tryon Street  
Hillsborough, NC 27278

Chapel Hill Public Library  
100 Library Drive  
Chapel Hill, NC 27514

Written comments are acceptable and must be received no later than 5:00 pm on Friday, May 6, 2006 and may be submitted to:

**Orange County Housing and Community Development Department**  
**P.O. Box 8181**  
**Hillsborough, NC 27278**  
**Email: [housingcd@co.orange.nc.us](mailto:housingcd@co.orange.nc.us)**  
**(919) 644-3056 fax**