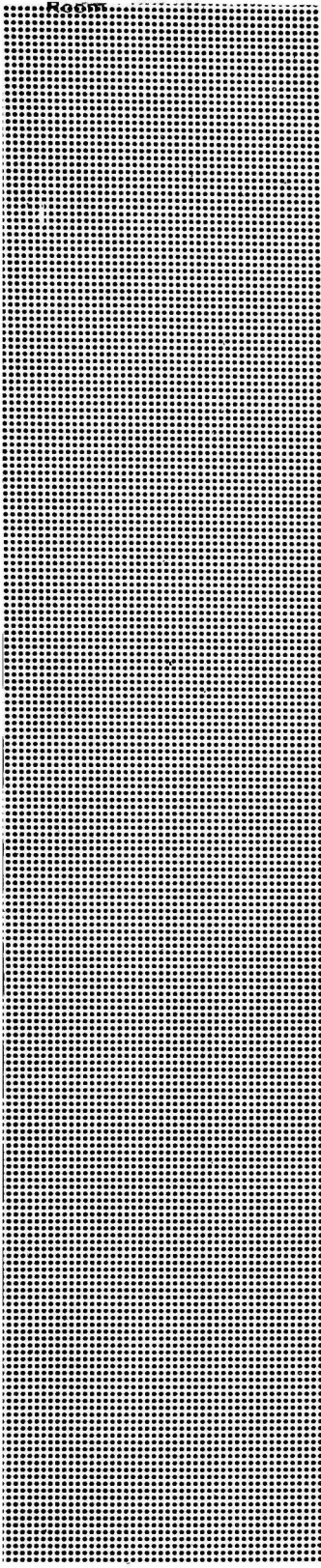
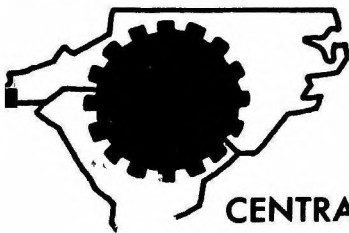


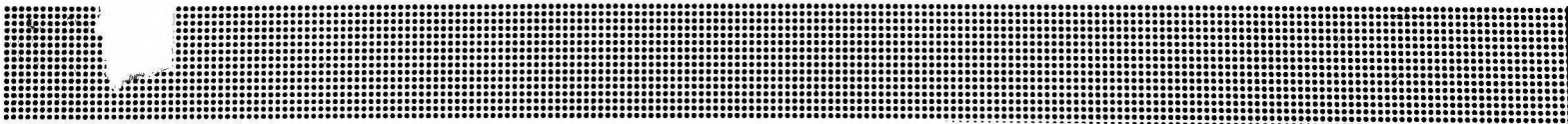
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HOUSING / OPERATION BREAKTHROUGH 1970-71



CENTRAL PIEDMONT REGIONAL COUNCIL OF LOCAL GOVERNMENTS



HOUSING/OPERATION BREAKTHROUGH
1970-71

Prepared by: Central Piedmont Regional Council of Local Governments
Date: April, 1971

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TITLE : 1970-71 Housing/Operation Breakthrough Element

AUTHOR : Central Piedmont Regional Council of Local Governments

SUBJECT : A summary of housing/breakthrough related activities for fiscal 1970-71 in the Central Piedmont Region and an analysis of governmental actions for the next year's work.

DATE : April, 1971

NAME OF PLANNING AGENCY : Central Piedmont Regional Council of Local Governments

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ABSTRACT : This report reviews the year's activities of the author agency against the work program established in April, 1970. It summarizes responses to housing constraint surveys made under the State of North Carolina's Breakthrough Plan and delineates the problem areas identified through the process.

It recommends directions for related activities in future work and emphasizes the necessity for consultation to permit assignment of appropriate tasks to varying levels of governmental and planning agencies.

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INTRODUCTION

This report summarizes and analyzes the 70-71 work program of the Central Piedmont Regional Council of Local Governments. This work program was the result of a series of meetings, and surveys conducted regionally as well as statewide. Its primary intent was to furnish maximum assistance to the State of North Carolina in implementation of the State's "Breakthrough" plan and the priorities attributed thereto in the Federal Government's priorities for 701 Comprehensive Planning Grants.

A series of meetings, starting in late December of 1969, contributed to the formulation of North Carolina's "Breakthrough Operations Plan for North Carolina" by the State Planning Division of the N. C. Department of Administration dated April, 1970. These meetings brought together the responsible State officials and representatives from the regional organizations to analyze and assign agency responsibilities for Breakthrough Planning.

The Central Piedmont Regional Council of Local Governments had conducted an initial survey in October of 1969 to identify regional priorities and problems in housing. This survey was summarized in the Initial Housing Element 1969-70 published in April, 1970. This survey identified several problem areas toward which much of the State's Breakthrough Plan was directed. Hence the work program of the Central Piedmont Regional Council of Local Governments was specifically designed to provide maximum support to the State effort albeit during its preparation the details of the State Plan were unknown.

The specific elements of this report will be structured about the specific work elements projected for fiscal 1970-71 in the Council's Program Design for 1970-73. These work elements, designed in response to State requirements, have formed the basis for all staff activity.

For fiscal 71-72 these work elements will be continued with such revisions as are necessary to respond to revised assessments of State priorities at the State level. This work is currently in progress.

I. PROGRESS REPORT - WORK ACCOMPLISHED

WORK ELEMENT 1. - "Obtain such additional basic housing market information as may be required by the State of North Carolina including, but not limited to, potential housing starts for the years 1970, 1971, and 1972, from the plans of suppliers of housing throughout the region."

WORK ACCOMPLISHED:

State requirements for market information were received by the Council of Governments staff on August 18th together with a copy of the State "Breakthrough" plan. These requirements were established by the use of a standardized reporting form for housing authorities and another for potential sponsors and/or developers.

At this time the State housing coordinator briefed staff on the use of the forms, and also on the important elements of the State's plan.

Initial interviewing commenced almost immediately. It was determined with the State that to establish a comprehensive list of the potential developers and sponsors, the most efficient tactic would be to poll the housing authority directors in the region as to firms who had expressed interest in this field. Having established a master list during the first quarter of interviewing staff proceeded during the second quarter to interview both sectors.

Several discussions have been held within staff as well as with the State concerning the objectives of this type of market aggregation reporting. The information developed through the State questionnaire develops relatively short term projections of that housing which will be constructed within the reporting area.

There is sincere question as to: (1) Whether the information furnishes all accurate views as to the Actual Potential Market for low and moderate income housing (or "Breakthrough" Housing) in the region and (2) whether a more accurate view of this type input might be more readily, and more inexpensively available through aggregation of applications received for Public Housing and Governmentally assisted housing at the Federal level. There is, in connection with (2) a severe problem in identification of potential sponsors or developers prior to public announcements.

All housing authority directors within the COG region were visited during August, September, and October. Total projections for housing are indicated in table one. These figures were transmitted to Raleigh in late October as per the State's Breakthrough Plan. Additionally, a regional list of potential sponsors was developed from these housing authorities and used for the second quarter's reporting. (See appendix for list.)

During the second quarter the combined list of housing authorities and potential sponsors/developers was polled and quantities reported to the State. (See Table II and appendix for list.) Similar reporting will be continued through the planning year to satisfy this work element.

TABLE I

REGIONAL PUBLIC HOUSING PLANNING (Oct. '70 and Jan. '71)

Program	70	71	72
Elderly	100	318	100
Leased	306	42	0
Conventional	460	350	150
Turnkey I		472	0
Turnkey III		600	250
TOTALS	866	2,182	500*

TABLE II

REGIONAL FEDERALLY ASSISTED HOUSING PLANNED (Jan. '71)

Program	71	72
236	550	0
235	768	0
Turnkey III	404	250
Turnkey I	68	0
Leased	92	0
Elderly	318	100
Conventional	350	150
TOTALS	2,550	500

*Projection information not available for 1972 from all LPHA's or private sponsors

WORK ELEMENT 2. - "Assist the State of North Carolina in the establishment of Breakthrough Housing Development targets initially for a two-year period beginning June 1970 with separate targets for low and moderate income families and middle and above income families."

WORK ACCOMPLISHED

There has been no implementation of this work element. The targeting responsibility was specifically retained within the State Housing Information Exchange in the State Breakthrough Plan (see pp 21, paragraph 4). The State of North Carolina has not requested any assistance in this role.

WORK ELEMENT 3. - "Assist the State of North Carolina in the identification of both public and private sites for Breakthrough Housing within the region."

WORK ACCOMPLISHED

State Breakthrough Planning under the State Housing Information Exchange was to develop standardized questionnaire forms for reporting. Included as part of the Information Exchange was to be an inventory of land available for industrialized housing for low and moderate-income families. No information has been made available from the State as to criteria and reporting procedures.

Nevertheless, as part of the Comprehensive Planning Process for the region it was deemed necessary to locally establish certain basic criteria and to identify on a regional and generalized basis those areas suitable for Breakthrough Housing location in accordance with regional goals, objectives, and existing planning. (See Appendix for map)

In establishing criteria for this regional designation the following was assumed:

- 1) That density would be moderate to high.
- 2) That suitable locations must be defined in terms of long term and short term developmental considerations.

The following were assigned as locational criteria for short term development.

- A. Employment opportunities should be located within reasonable distances. On a regional scale this has implied locations close to existing employment centers.
- B. Public transportation, being a basic necessity to the low income wage earner, should be readily available to the potential site. Again, on a regional basis, this has indicated proximity to existing major arteries as being feasible mass transit corridors.
- C. Urban services, especially water and sewerage, should be available. The costs of provision would raise the price of housing improbably high, should these services not be close to the site.
- D. Given the existing consensus development plan for the region, other use designation (or density) precludes establishment of housing development.

The above criteria were established to permit regional designation of optional circumstances. They do not include any investigation of the specific characteristics of any site therein as to cover,

drainage, adjacent use, or local planning unit criteria. These investigations will more logically be carried out by a local housing authority or the potential Breakthrough Developer.

Long Term Locational Criteria were similar. However, these additional areas recognize employment centers, transit corridors and water and sewerage provision projected to develop within a 15 year period. These projections reflect the goals and objectives of the adopted consensus plan for development of the Central Piedmont Region. Location of "Breakthrough" type or low to moderate income housing in these areas will further the objectives of the Consensus Plan.

WORK ELEMENT 4. - "Assist the State of North Carolina in the identification of constraints to the attainment of increased housing production which may exist within the region."

WORK ACCOMPLISHED

Pursuant to the State's Breakthrough Plan contact was made soon after receipt of the Breakthrough Plan with the N. C. Department of Local Affairs for the purpose of establishing definitions of "unreasonable planning, zoning, and subdivision controls." Being advised that a contract had not yet been signed and hence no work had been done towards this end, this element was delayed until the Department of Local Affairs was ready to proceed. On January 28, 1971, a letter was received from the Department of Local Affairs inquiring as to "the status of our work in these areas..."

Work has just begun on this element with initial survey work by the Department of Local Affairs and staffed C.O.G.s.

During the interim period, information was collected through the housing questionnaires distributed for market information. While limited in scope, the responses by housing professionals indicate comparatively similar views of the constraints to increased housing development.

PUBLIC HOUSING DIRECTORS

Constraints to proposed public or subsidized housing (Ranked in Order)

- 4 Lack of suitable land
- 4 Inadequate Federal money
- 3 Opposition of voting public
- 2 Restrictive zoning
- 1 Opposition of local government
- 0 Opposition of low-income population
- 2 Other (1 Lack of Local Interest - 1 Opposition by Some Low Income Groups)

In evaluating these responses it should be noted that two responses are from small jurisdictions with very limited programs. Their responses indicated lack of local interest and inadequate federal money as their constraints. Exempting their responses produces the following ranking:

- 4 Lack of suitable land
- 3 Inadequate federal money
- 3 Opposition of voting public
- 2 Restrictive zoning
- 1 Opposition of local government

Inasmuch as two of the 3 citations of voting public opposition included with it "objections to special sites" it can be concluded

that acquisition of suitable land ranks as the prime restraint especially when political feasibility is added as a consideration.

Responses from potential sponsors of developers showed wider diversity in viewing constraints to development. This may be related to individual experiences of the respondents on their latest project.

EXPECTED OBSTACLES TO PLANNED PROJECTS

- 4 Inadequate Federal money
- 3 Lack of suitable land
- 3 Opposition of General Public
- 1 Lack of "Seed" money
- 1 Opposition of local Government
- 2 Other
- 0 Restrictive zoning
- 0 Opposition of low income population

DISCOURAGING PROBLEMS TO MAKING PLANS FOR ADDITIONAL HOUSING

- 6 Difficulty with Federal Housing Programs
- 4 Land availability
- 2 Zoning requirements
- 2 Mortgage fund shortage
- 0 Inadequate market

It remains to be seen if this sampling technique and questionnaire have significant value. Major developers outside the region cannot be interviewed under this system, and private projected activities cannot be anticipated or identified for market aggregation until publicly announced. Potential private developers within the region are only

identifiable through their contacts with Public Housing authorities within the region.

WORK ELEMENT 5. - "Establish coordination of technical assistance to sponsors and developers with the State of North Carolina."

WORK ACCOMPLISHED

A housing assistance response system through the N. C. Department of Local Affairs was a major element of the State's Breakthrough Plan. No role was projected or has developed for Councils of Government in this area.

II. ANALYSIS & ADDITIONAL WORK CONTEMPLATED

The 1990 Preliminary Regional Consensus Development Plan for the Central Piedmont Region (adopted on July 8, 1970 by the Central Piedmont Regional Council of Local Governments) included the following objective for housing:

"Promote a continuing program for the elimination of substandard housing to meet currently unmet needs as well as anticipated future needs of all citizens of the region [for housing], with particular emphasis upon the unmet needs of the low and lower-middle income families and such special groups as the elderly and the handicapped."

This objective reflected the following statements set forth in the "Initial Housing Element 1969-70" of the Central Piedmont COG:

"Solution of the housing problems confronting the Central Piedmont region can best be accomplished by achieving the following objectives:

1. Providing a complete range of housing types, prices, and designs to meet all income levels, the diversity of housing tastes, and age group composition with housing contributing to a stable, well designed, and complete urban housing environment;
2. Encouraging the arrangement of basic community services and facilities in such a manner as to maximize the attainment of objective No. 1;
3. Increasing the quantity of sound, healthful housing for families of limited income and for individuals (such as the aged or handicapped) with particular unmet housing needs;

4. Promoting the economic development of the Central Piedmont region and the State of North Carolina by nurturing and stimulating the residential construction industry to meet the needs noted above."

Work programs specifically designed to correspond to these objectives were subsequently modified in response to State Housing Planning imperatives as reflected in the Federal government's Urban Planning Assistance "701" Program priorities concerning "Operation Breakthrough." This modification also recognized the difficulty of meaningful achievement with the limited resources available within the region and the necessity of merging regional and statewide actions to produce a greater supply of acceptable housing units within the State and hence the region.

The specific work program for 1970-71 and the results therefrom are detailed earlier within this report. It is necessary here to examine the general and specific findings from this work in comparison to the regional objectives for housing and also the specific obstacles identified in the previously cited "Initial Housing Element."

Starting from the premise that goals and objectives may be achieved by overcoming the obstacles to achievement, the initial "statement of obstacles" is herein reproduced.

"STATEMENT OF OBSTACLES

Again, obstacles to meaningful progress toward solving housing problems of our region are much the same as those identified by the State of North Carolina in its initial study effort. They include:

1. Attitudes of resistance or opposition by some citizens to Federal Assistance programs in general and the public housing programs in particular.
2. A general negative reaction against the use of Federal housing aids fear of and/or resistance to the integration requirements of the Federal government.
3. Limited interest in improved housing at the local level due in part to incomplete information about the extent of the problem and related need.
4. The complexity of any housing undertaking, coupled with lack of experience at the local level, discouragement in the face of inevitable difficulties, and the absence of close-at-hand, qualified technical assistance outside of the major urban centers.
5. A scarcity of conventional financing for high-risk, low-income home owners and relatively low-level use of FHA-insured financing at the local level outside of the major urban centers.
6. Prejudicial attitudes regarding the poor and minority groups found operative in the real estate market and reflected in housing development patterns.
7. The seeming complexity of the Federal Workable Program and Certification process to local communities large and small."

To these must be added the obstacles identified through the initial interviews.

Primary among the constraints identified by Public Housing Directors are those which have relevance to the site criterion, i.e., "Lack of suitable land," "Opposition of voting public (to specific sites)" and "Restrictive zoning."

The private sphere also recognizes this impediment to increased production as critical.

The impediments identified can be broken down into the following areas:

1. Attitudinal - The unwillingness of the population to accept the proximity of federally assisted housing with the concomitant implications of racial and/or economic integration.
2. Physical - The two primary resources, land and money are in limited supply, and the conditions surrounding what is available further restrain its use.
3. Informational - Knowledge and experience in housing problems and possible solutions is limited. This limits the use of what resources are available.

ADDITIONAL WORK CONTEMPLATED

On the surface, these three problem areas appear insurmountable. It is the conclusion of this report, however, that this is not true. Sudden change will not be possible, but evolution can be brought about by action in concert by all the agencies, public bodies and individuals assigned responsibilities in housing at all levels of government. It is the fundamental assumption of this report that effective action is possible only if tasks to be accomplished are appropriate to the level and capabilities of the assigned body, federal, State, regional

and local. Leadership is the necessary role for some, information dissemination for others. Respective roles must be clearly understood and agreed upon by all before any can be effective. Without this cooperation the efforts of only a few segments of government will constitute a wasteful exercise in futility.

Attitudinal Objectives

Change will be the slowest and hardest in this area. Specific objectives, responsibilities and tasks cannot be assigned to produce substantial change in any designated time period, but it certainly will be and is the obligation of every public official, elected or appointed, to advocate equal opportunity for all citizens. This advocacy will be difficult at times, politically dangerous occasionally, and may in fact be more honored in the breach than the promise for many years, but only through leadership of the most positive sort will this restraint be lifted.

A specific objective for the Central Piedmont Regional Council of Local Governments in this area must be the active promotion of all efforts to help the region towards greater public willingness to accept economic and racial diversity in their community and neighborhood.

Physical Objectives

Two basic objectives are attainable within this area.

1. Sufficient funding must be made available from the federal level.
2. Constraints to use of land within the region must be alleviated.

The former objective will only be achieved when sufficient

emphasis is placed on this area by State and local representatives in Washington. The Council of Governments may be instrumental in communicating the problem to member governments and hence to elected representatives.

The latter objective may be approached through a variety of means.

a. The local units of government can encourage placement of low or moderate income housing in such locations as will promote development in accordance with local and regional plans.

b. Recognition of the local housing problem should be recognition of a liability to improved economic growth. Incentives for housing production can be incentives for industrial development.

c. Generalized housing locations included elsewhere in this report indicate locations of potentially developable land based upon defined developmental criteria. Local planning units need to insure and plan for adequate supplies of land in feasible locations for low and moderate income families.

It is beyond the scope of the Council's role to enter into local unit planning. It is hoped that through the coordinated planning process for the region the above possibilities may be fully explored with local planning agencies and their staff. However, it would be unrealistic not to recognize that local constraints can often be overcome by larger unit activity. Accordingly it appears advisable to explore the possibilities inherent in a regional, sub-regional, or multi-regional community corporation with specific responsibility and authorization to help communities overcome the local constraints to increased housing production.

INFORMATIONAL OBJECTIVES

The Central Piedmont Region compared to much of the State is less deficient in this problem area. Many of our communities are well along towards developing sophisticated capabilities for the provision of public housing. Additional work is necessary, however, in communicating the possibilities inherent in federally assisted programs to local private and non-profit sponsors and in maintaining and improving the State communication and market aggregation network established in the State "Breakthrough" Plan.

Council of Governments informational objectives can be summarized as follows:

1. Recognizing the State of North Carolina's concurrent commitment to increasing housing information exchange, to support and contribute to the State "Breakthrough" Plan Objectives. Hopefully this support would include consultation and mutual agreements as to appropriate levels for action.

2. To additionally promote and encourage wider knowledge of Federal assistance possibilities to both member governments and potential producers of housing within the region.

III. COMMENT

The Central Piedmont Regional Council of Governments does not in this report consider many proposals for increasing housing supply that have been nationally discussed. Such would be beyond its scope.

It does recognize that within the existing structure of government and private industry the housing problem can be solved. What is necessary to this effort is the will to succeed on the part of all

segments of the system and the concentration of effort and resources where they may be successful. Without effective leadership at the appropriate levels and dedication by all to the common goal the effort will be fruitless.

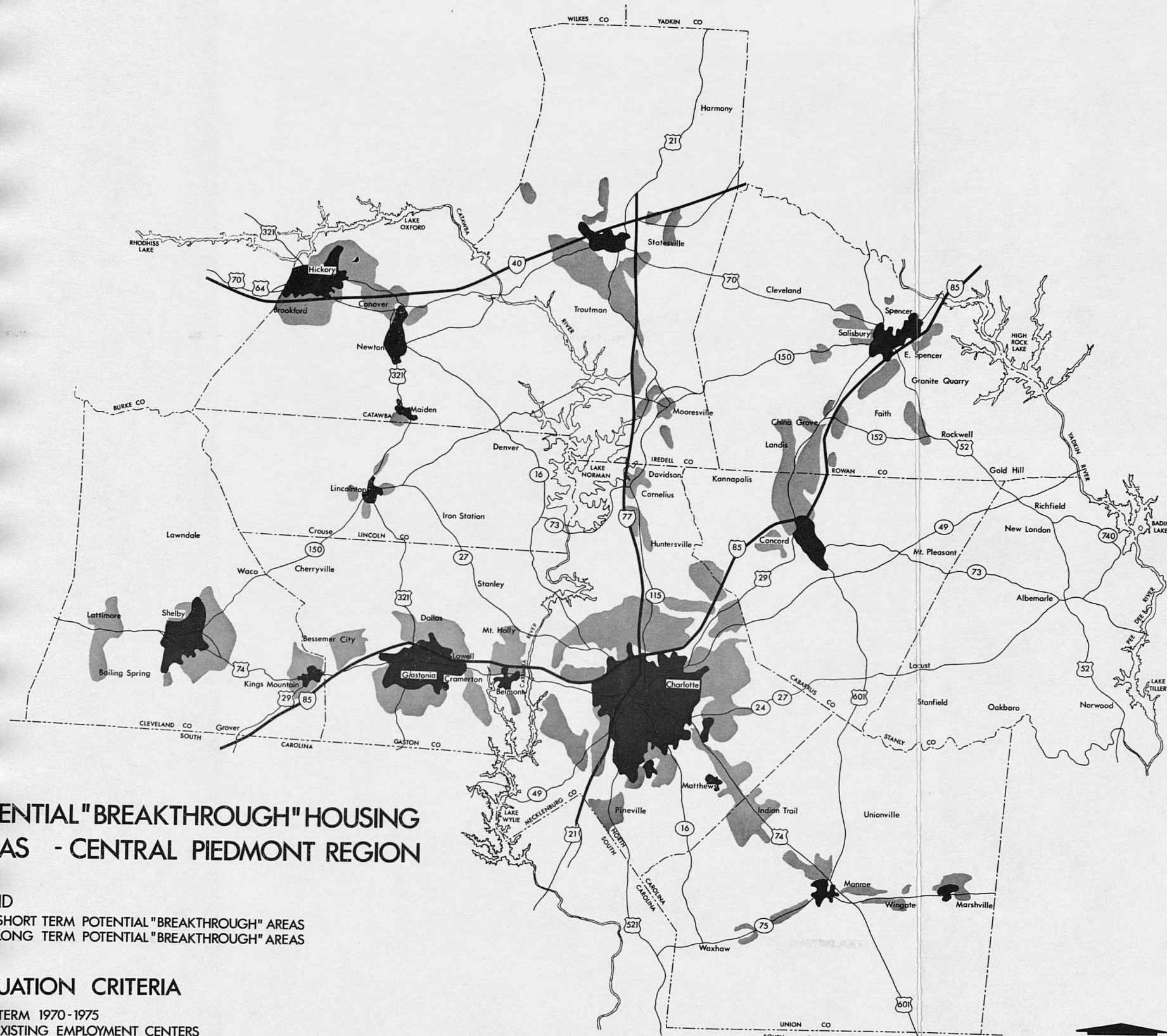
APPENDIX

HOUSING AUTHORITIES CONTACTED

Charlotte Housing Authority
Gastonia Housing Authority
Statesville Housing Authority
Monroe Housing Authority
Marshville Housing Authority
Mooresville Housing Authority
Concord Housing Authority
Shelby Housing Authority

PRIVATE DEVELOPERS AND/OR SPONSORS CONTACTED

The Kinston Corporation
Motion, Inc.
Percival's, Inc.
Touchberry Realty
Summers Development
Johnson and Associates - Architects
Davis & Davis Realty Company, Inc.
John Crosland Company
Myers and Chapman



POTENTIAL "BREAKTHROUGH" HOUSING AREAS - CENTRAL PIEDMONT REGION

LEGEND

- SHORT TERM POTENTIAL "BREAKTHROUGH" AREAS
- LONG TERM POTENTIAL "BREAKTHROUGH" AREAS

EVALUATION CRITERIA

- SHORT TERM 1970-1975**
- EXISTING EMPLOYMENT CENTERS
 - EXISTING TRANSPORTATION CORRIDORS
 - EXISTING DEVELOPMENTAL PATTERNS AND UTILITY SERVICE AREAS
 - PRELIMINARY CONSENSUS LAND DEVELOPMENT PLAN TO 1990
- LONG TERM 1976-1990**
- PROPOSED EMPLOYMENT CENTERS
 - PROPOSED TRANSPORTATION CORRIDORS
 - PRELIMINARY CONSENSUS LAND DEVELOPMENT PLAN TO 1990
 - PROPOSED WATER AND SEWER SYSTEMS DEVELOPMENT PLAN TO 1990

INFORMATION SOURCES:
 LOCAL PLANNING AND DEVELOPMENT STUDIES, N.C. STATE HIGHWAY COMMISSION, COG COMPREHENSIVE REGIONAL PLAN SERIES, TECHNICAL REPORTS 1 AND 2, COG 1990 PRELIMINARY CONSENSUS LAND DEVELOPMENT PLAN, COG PRELIMINARY WATER/SEWER FUNCTIONAL PLAN AND PROGRAM, AND THE U.S. DEPARTMENT OF AGRICULTURE-SOIL CONSERVATION SERVICE

Prepared by: CENTRAL PIEDMONT REGIONAL COUNCIL OF LOCAL GOVERNMENTS
 Base map source: United States Geological Survey dated 1953 limited revisions 1965
 Date prepared: March 1971

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