



Housing

E. Housing

The quality of housing in Raleigh is fundamental to the quality of life for all City residents. Raleigh enjoys a large and diverse base of well-maintained housing. With ample land available and zoned for the production of a variety of housing types, housing prices relative to incomes in Raleigh and the Triangle Region are consistent with national averages. The Wells Fargo/National Association of Home Builders “Housing Opportunity Index” indicates that 74.4 percent of homes for sale in the Raleigh-Cary MSA during the first quarter of 2009 were affordable to a median income household, slightly above the national figure of 72.2 percent. According to the American Community Survey, the median value of owner-occupied housing units was about five percent higher in 2005 – 7 than the national average (\$190,500 versus 181,800) and median gross rents were the same (\$780 versus 781). By comparison, median household incomes were three percent higher (\$51,647 versus 50,007). With a housing stock almost evenly split between ownership and rental, and single-family and other types, Raleigh offers housing that meets the needs of diverse households at different stages of life.

Yet, affordability constraints place good housing beyond the reach of many residents. According to the 2006 American Community Survey, Raleigh had 28,882 renter and 11,292 homeowner households with annual incomes below \$50,000 paying more than 30 percent of their income for housing; many paid more than one-half of their income on housing, leaving little money for food, health care, transportation or other basics. Many of these households will require assistance in order to afford decent housing.

Affordable housing provides stability for families, improves opportunities for education and career advancement, and reduces the risk of homelessness for households that are dependent on low wages or fixed incomes. Affordable housing is a key factor for community vitality and continued economic growth.

The City has been able to use federal, state, and local resources to produce and preserve affordable housing. Collaborations with Wake County, the Raleigh Housing Authority, the North Carolina

Housing Finance Agency, and private and non-profit housing developers have helped to create new homeownership and rental units. The City’s housing bond has been a significant resource for the development of affordable housing.

There are 7,564 units of publicly-supported affordable housing within the City, including traditional public housing units and apartments developed by for-profit and non-profit housing developers with federal low-income housing tax credits. Including housing choice vouchers managed by the Raleigh Housing Authority, the most current estimate of assisted affordable housing units totals nearly 11,150 units in the City, less than 5 percent of Raleigh’s total housing supply.

The supply of assisted affordable housing is spread unevenly across the City. The Central Planning District includes one-quarter of all assisted units, while the Umstead Planning District in Northwest Raleigh contains less than four percent of affordable housing units. The City’s Scattered Site Housing Policy encourages the development of affordable housing throughout all areas of the City and rehabilitation of substandard housing in older neighborhoods.

Although the City has demolished a significant portion of the substandard housing stock in redevelopment areas, there are still many areas where housing has deteriorated. In these instances, deteriorated or abandoned housing acts to discourage new investment in the surrounding neighborhood. The City uses code enforcement to require property owners to improve their properties but also provides financial assistance to help homeowners rehabilitate their homes.

The federal Fair Housing Act exists to prevent housing discrimination against minorities, persons with disabilities, and families. The City is committed to enforcing the Fair Housing Act using all the tools that are legally available.

The need for accessible housing is growing steadily with the aging of the population. While most households would prefer to “age in place,” many are forced out of their homes when a physical disability makes it impossible for them to manage



stairs. New universal design approaches incorporated into new housing will allow individuals to stay in their homes for a longer period by making modifications simpler and less expensive.

Other types of housing are needed to meet residents' special requirements for shelter and support services. Supportive housing includes emergency housing, transitional housing that provides structured programming for up to two years, and permanent supportive housing for persons with disabilities, including individuals with chronic mental illness, developmental disabilities, substance abuse, and HIV/AIDS.

Ending Homelessness: The 10-Year Action Plan prepared by Wake County, City of Raleigh, Wake Continuum of Care, and Triangle United Way in 2005 has established a strategy for preventing and ending homelessness through provision of affordable housing and intensive case management.

The Housing and Neighborhoods chapter of the City of Raleigh Community Inventory Report, the data and analysis companion volume of the Comprehensive Plan, provides background information and analysis of the City's housing stock and housing needs.

Defining Affordable Housing

The terms "affordable housing" and "workforce housing" mean different things to different people, and a variety of definitions have been advanced by various groups. For the purposes of this plan, housing is "affordable" if the cost of occupying it does not consume more 30 percent of household income—the definition promulgated by the U.S. Department of Housing and Urban Development (HUD). HUD defines housing costs as contract rent plus utilities for renters, and monthly payment (mortgage plus taxes and insurance) for owners. Affordable housing refers to housing affordable to households with incomes at or below 80 percent of the HUD-estimated Area Median Income (AMI) for owners, and 60 percent for renters. Workforce housing is generally thought of as

housing affordable to essential public- and service-sector employees such as teachers, fire fighters and nurses. It is defined here as housing affordable to households with incomes up to 120 percent of AMI. As of February 2012, the HUD-determined AMI for a family of four in Raleigh is \$79,900.

The Housing Element of the Comprehensive Plan provides policy guidance on the City's housing stock and the future location and mix of housing within the City's planning jurisdiction. It emphasizes the importance of providing a range of housing types throughout Raleigh and the importance of providing housing opportunities for all segments of the City's population. The critical housing issues addressed here include:

- Raleigh has a shortage of affordable housing for low- and moderate-income households—particularly for households with incomes less than 50/60 percent of the Area Median Income, who remain the focus for public-sector support—underscored by the Raleigh Housing Authority's long waiting list;
- The City has seen a loss of private-market affordable rental and ownership units in recent years, resulting in lagging homeownership rates among low- and moderate-income households;
- There is an abundance of vacant and closed houses in the areas near downtown which discourages investment in neighborhoods;
- Affordable housing is heavily concentrated in the areas near downtown and is not distributed across the City. Incentives and strategies are needed to provide affordable housing options throughout Raleigh;
- There is a need for incorporating affordable housing units in projects involving City-owned or other publicly-owned properties; and
- There is an insufficient supply of housing for residents with special needs.

These issues affect every facet of the Comprehensive Plan. They influence land use and density decisions, shape infrastructure and community service needs, and determine transportation demand.

As described in the Framework chapter, Raleigh’s Vision for 2030 is structured to address local housing issues through six vision themes or citywide goals. New housing choices will allow much closer *Coordination of Land Use and Transportation* with creation of diverse and affordable housing opportunities near transit stations and corridors. *Managing Our Growth* requires a move away from the monoculture of large-lot, single-family subdivisions to a more land-efficient model that accommodates a variety of housing styles, including smaller infill units. *Achieving Economic Prosperity and Equity* cannot occur without equal access to housing and new affordable housing opportunities. Providing affordable and workforce housing will ensure that Raleigh employers have access to a vibrant and diverse workforce into the future. *Growing Successful Neighborhoods and Communities* is largely based on the provision of quality housing for all residents. Finally, abundant affordable housing dispersed throughout the City will have a positive impact on air quality as more people will be able to live close to work and will not need to drive as much, helping to achieve the vision theme, *Greenprint Raleigh—Sustainable Development*.

The Economic Development Element provides additional policies and actions for neighborhood revitalization and developing jobs and workforce skills that will help residents meet their housing needs. Mixed-use development is discussed in the Land Use and Urban Design Elements. The Transportation Element addresses issues of mobility and access to public transit.

Policies and actions of this Element appear below. Numbers indicate their relationship to the Vision Themes. The availability of safe, decent, affordable housing will largely determine the success of the City’s vision themes:

1. Economic Prosperity and Equity
2. Expanding Housing Choices
3. Managing Our Growth
4. Coordinating Land Use and Transportation
5. Greenprint Raleigh
6. Growing Successful Neighborhoods and Communities

E.I Quality and Diversity of Housing

Fundamental to residents’ quality of life is the quality of their home. Raleigh enjoys a large supply of attractive, quality housing. Much of this supply consists of single-family detached houses at relatively high prices. Choices are more limited for young and smaller households, those with lower incomes, and those with special housing needs. Few neighborhoods accommodate households with a range of incomes, limiting opportunities for families to stay in the neighborhood as their situations and housing needs change. Affordable assisted housing is disproportionately concentrated in the Central, East, and Southeast planning districts with more than 42 percent of all assisted units in just three of the City’s ten planning districts.

Policy H 1.1

Mixed-Income Neighborhoods

Promote mixed-income neighborhoods throughout the City, particularly within high-density development at employment centers, downtown, and along transit corridors. (1, 2, 3, 4, 6)

Policy H 1.2

Geographic Dispersal of Affordable Units

Promote dispersal and production of affordable and workforce housing units throughout all areas of the City. (1, 2, 3, 6)



Policy H 1.3

Energy Efficiency

Ensure that all new publicly-supported housing construction and rehabilitation meet energy efficiency standards, such as those set by the current SystemVision Energy Guarantee Program. (2, 5)

Policy H 1.7

Public Housing Alteration

The Raleigh Housing Authority (RHA) should jointly plan with City departments, and City departments should take the initiative in assisting the RHA, in the early stages of major renovations, large new developments, and redevelopments, such as projects undertaken under the HOPE VI program, so as to facilitate a smooth land development process. (6)

Policy H 1.4

Assisted Housing Design

All housing, including assisted and market rate housing, should be designed so that it blends with the context of the neighborhood in which it is located, emphasizing quality design and appearance. (1, 2, 6)

Policy H 1.8

Zoning for Housing

Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing. (2)

Policy H 1.5

Scattered Site Infill

Support small, scattered-site rental developments on infill lots where appropriate and where design respects the neighborhood scale and context. (1, 2, 4, 5, 6) *See also Policy LU 8.12 'Infill Compatibility' and Action LU 8.4 'Infill Standards'.*

Policy H 1.9

Housing Diversity

Promote housing diversity and affordable housing choices for households at 50 percent of AMI or below in the immediate area around transit corridors.

Policy H 1.6

Housing Preservation

Encourage the preservation of existing housing units whenever feasible, especially structures of historic or architectural significance. (2, 5)

Action H 1.1

Affordable Rental Program Expansion

Acquire and maintain, through the City of Raleigh's Affordable Rental Program, additional affordable rental units for households below 50 percent of median income throughout all areas of the city.

Action H 1.2

Reserved

Action H 1.3

Reserved

Action H 1.4

Consistency Between Plans

Review RHA annual action plans to ensure consistency with Raleigh’s Consolidated Plan, neighborhood plans, and Raleigh’s Redevelopment Area Plans.

Action H 1.5

City and RHA Meetings

Institute regular meetings between City departments and the RHA to review on-going or future construction / redevelopment projects.

E.2 Affordable and Workforce Housing

As of 2000, more than 26,500 low-income households experienced a housing cost burden, spending more than 30 percent of their gross income on housing costs, up 32 percent from 1990. Among low-income renter households with incomes less than \$20,000, 89 percent experienced a cost burden. These cost-burdened households comprised 62 percent of households in this income bracket and 30 percent of all households in Raleigh. A total of almost 8,000 families are on the waiting list for public housing or Housing Choice Vouchers. Even at somewhat higher incomes, many public sector employees and service providers find themselves priced out of the local housing market. Without an adequate base of workforce housing, Raleigh employers will experience a shortage of potential workers in important segments of the economy. In these times of high gasoline prices, transportation costs are absorbing a larger and larger share of household budgets, reducing the opportunities to move farther out to find lower-cost housing. Within rental housing, the greatest affordable housing need is for households with incomes below 60 percent of the area median family income (AMI). For ownership housing, affordable housing typically responds to the needs of households with incomes up to 80 percent of AMI, while workforce housing addresses the needs of households earning up to 120 percent of AMI. Raleigh is facing two challenges: creating new affordable and workforce housing, and preserving existing affordable housing.

Map H-1: Affordable Assisted Housing, identifies and illustrates housing in Raleigh by affordable rental units, low income housing tax credit units, joint venture units, housing authority, and other rental units.

Figures H-1 and H-2 illustrate the increase in cost-burdened renter and owner households between 1990 and 2000, and the proportion of households with incomes below \$50,000 per year who have a housing cost burden.

Figure H-1

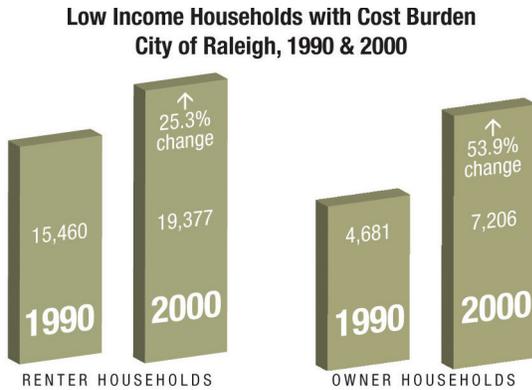
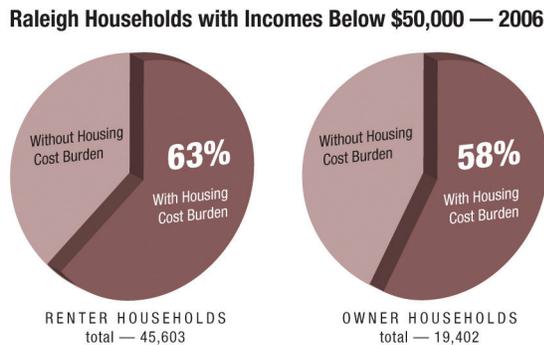


Figure H-2



Source: U.S. Census Bureau, Decennial Census, American Community Survey (2006)

Policy H 2.1

Permanent Funding Source for Housing

Provide permanent local funding to help produce and preserve affordable housing units. (1, 2, 6)

Policy H 2.2

Expanded Housing Assistance

Expand the City’s range of housing assistance programs benefiting low- and moderate-income persons by supplementing existing federal and state programs. (1, 2, 6)

Policy H 2.3

Non-Profit Capacity Building

Work with non-profit housing providers to expand their capacity to develop affordable housing. (1, 2, 6)

Policy H 2.4

Housing Preservation

Encourage reinvestment, preservation, and maintenance of the existing housing stock to prevent the conversion of existing affordable housing units to market-rate units, including funding the City’s housing rehabilitation programs. (1, 2, 6)

Policy H 2.5

Removing Housing Barriers

Address regulatory and policy barriers to affordable housing development while still maintaining Raleigh’s high-quality development standards. (1, 2, 3, 6)



Policy H 2.6

Long-Term Affordability

Ensure that newly created for-sale and rental affordable housing units developed with City financial assistance remain affordable for more than 20 years through a Community Land Trust, developer agreements with 40- to 60-year affordability periods, or similar mechanisms. (1, 2, 6)

Policy H 2.7

Affordable Set-Asides in Projects

Include a set-aside of affordable housing units in housing or mixed-use projects involving City-owned or other publicly-owned properties. For City-owned properties, the set-aside should be 15 to 20 percent. (1, 2, 3, 4, 6)

Policy H 2.8

Accessory Dwelling Units

Promote the construction of accessory dwelling units above garages, or “granny flats,” and cottage/small lot ordinances, to provide affordable and workforce housing options and help accommodate future citywide residential demand. (1, 2, 3, 6)

Policy H 2.9

Housing on Public Sites

Use available City-owned sites for affordable housing. (1, 2, 6)

Policy H 2.10

Incentives on Private Sites

Provide incentives for the development of new affordable housing on privately-owned vacant sites. (1, 2, 6)

Policy H 2.11

Site Assembly for Housing

Continue to acquire vacant and substandard residential lots and assemble into standard lots for new affordable or mixed-income housing. (1, 2, 5, 6)

Policy H 2.12

Avoiding Displacement

Support programs that minimize residential displacement by redevelopment activity and provide replacement housing in the general area of the original housing. (1, 2, 6)

Policy H 2.13

Transit Accessibility

Preferentially locate affordable housing in areas with good access to transit services. (1, 2, 3, 4, 5, 6)

Policy H 2.14

Transit Availability

Expand public transit to serve housing in all parts of the City. (1, 2, 3, 4, 5, 6)

Policy H 2.15

Affordable Units in TODs

Provide zoning and financial incentives for inclusion of affordable and middle-income housing near transit stations, particularly for persons with disabilities. (1, 2, 3, 4, 5, 6)

Action H 2.1

Housing Trust Fund

Create a local dedicated source of funding for affordable housing which is recurring and included in the 5 year capital budget.

Action H 2.2

Community Land Trust

Create affordable housing using vehicles (such as a Community Land Trust, deed restrictions and shared equity appreciation mechanism) to assure long-term affordability of housing.

Action H 2.3

Reserved

Action H 2.4

Bundling Public Sites

Bundle prime City-owned development sites, such as downtown sites, with sites located in neighborhoods in need of reinvestment and affordable housing and in High Priority Areas, as defined in Raleigh’s Scattered Site Policy. Developers bidding to develop the prime sites would also have to make plans for the redevelopment of the bundled sites.

Action H 2.5

Scattered Site Policy Change

Modify the City’s Scattered Site Policy to provide greater flexibility to developers to create more mixed-income communities by indexing local requirements to the requirements of the state low-income housing tax credit program so as to enable larger mixed-income developments and increase the number of affordable units produced, while ensuring that affordable units are distributed throughout the development.

Action H 2.6

Review of Housing Loan Policies

Review City housing loan policies to ensure that requirements for return on investment do not override goals of affordable and middle income housing.



Action H 2.7

Fast-Tracking Affordable Units

Provide an expedited or fast-tracking development review process for housing developments that include at least 10 percent affordable units or 20 percent workforce units.

Action H 2.11

Reserved

Action H 2.8

Review of Potential Barriers

Review existing regulations and development processes (including the city's Scattered Site Policy) to determine what modifications could remove barriers and provide incentives for affordable housing production.

Action H 2.12

Monitoring of Expiring Subsidies

Track existing rental housing units with federal expiring use subsidy contracts or affordable rents to mitigate the loss of these units.

Action H 2.9

Reserved

Action H 2.13

Foreclosure Acquisition

Consider establishing a program to advance funds for the acquisition foreclosed or other existing properties for the purposes of providing long term affordable housing.

Action H 2.10

Educational Material for Removing Barriers

Develop educational material promoting the benefits of having a balanced distribution of affordable units in Raleigh.

Action H 2.14

Impact Fee Waivers

Develop a funding mechanism to pay impact fees imposed on affordable housing units and provide capital grants to reduce land acquisition and site development costs in developments that serve very low-income households, particularly in downtown.

Action H 2.15

Reserved

Action H 2.19

Reserved

Action H 2.16

Housing Program Capacity

Determine and implement the appropriate level of staffing to implement the Comprehensive Plan’s housing policies and actions.

Action H 2.20

Projects Involving City-Owned Land

Establish a procedure in the land disposition process to ensure that residential or mixed-use projects involving City-owned land, as defined in Raleigh’s Scattered Site Policy, include 15 to 20 percent of all residential units as affordable to households below 80 percent of AMI.

Action H 2.17

Land for Affordable Housing

Purchase and “bank” vacant land or land that can be redeveloped to support affordable housing.

Action H 2.21

Affordable Housing Production Goal

Develop a mechanism for establishing a measurable affordable housing production goal.

Action H 2.18

Sustainability Incentives

Provide financial incentives to developers of affordable housing to ensure that homes are designed to minimize energy costs and meet sustainable design principles.

Action H 2.22

Non-Profit Support

Financially support the activities of non-profits to provide transitional, emergency housing services, and permanent housing for the homeless.



E.3 Supportive and Special Needs Housing

Wake County, the City of Raleigh, Wake Continuum of Care, and Triangle United Way developed Ending Homelessness: The 10-Year Action Plan in 2005, a comprehensive strategy for ending homelessness. That strategy focuses on providing “housing first” and then addressing other needs through intensive case management. It draws together the efforts of a range of government and non-profit organizations to address this deep-seated social problem. One of the keys is increasing the supply of affordable housing, particularly for persons working in minimum- and other low-wage jobs. (Refer to Map H-2: Supportive Housing for supportive housing locations in Raleigh.)

Supportive housing is housing accompanied by direct services designed to help individuals and families overcome the health, social, financial, and employment problems that contributed to their homelessness. Many units are designed as transitional housing available to individuals and families for a limited period of time as they prepare to move into long-term housing.

Policy H 3.1

Homelessness Prevention

Address the root causes of homelessness resulting from re-entry, deinstitutionalization, and poverty by supporting workforce training, access to transportation, access to affordable child care, counseling and other strategies to help low-income residents reach self-sufficiency and afford housing. (1, 2, 4, 5, 6)

Policy H 3.2

Supportive Services

Continue and strengthen linkages and coordination between all public agencies and Public Housing Authorities (PHAs) that provide affordable housing and supportive services and businesses. (1, 2)

Policy H 3.3

Assistance to Homeless Service Providers

Promote the efforts of governmental, non-profit organizations, and the private sector such as, the Continuum of Care Collaborative, Wake County Supportive Housing, Wake County Housing and Community Development to increase the supply of transitional, emergency housing services and permanent housing for the homeless. (1, 2, 6)

Policy H 3.4

Integrated Core Programs

Support Wake County in creating an integrated, comprehensive system of care to provide health and behavioral health care, housing, and social services. (1, 2)

Policy H 3.5

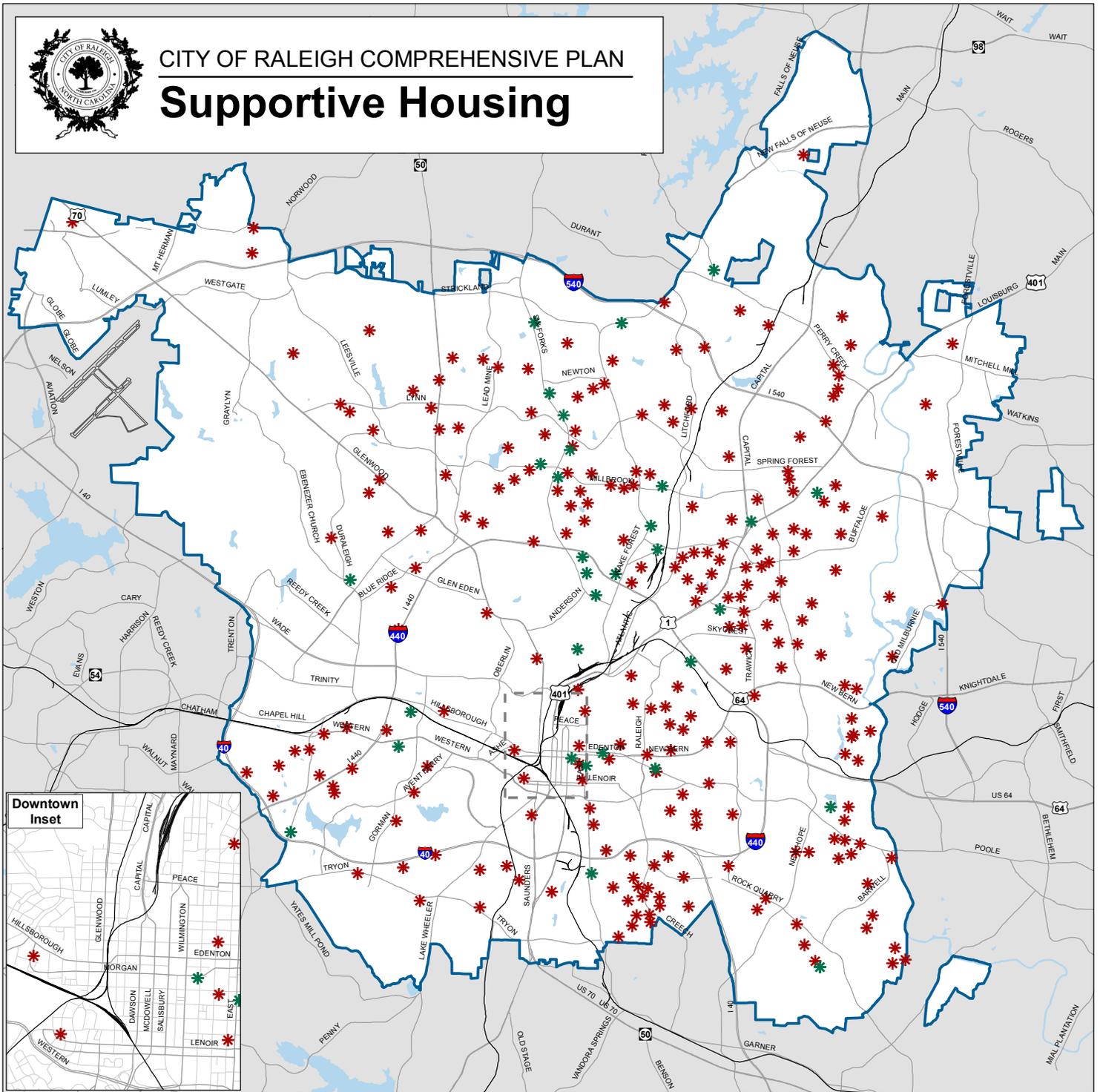
Supportive Housing

Promote development of additional housing serving persons with disabilities.



CITY OF RALEIGH COMPREHENSIVE PLAN

Supportive Housing



MAP H-2

- * Special Care Facilities
- * Supportive Housing

 Raleigh Jurisdictional Limit



0 0.5 1 2 Miles

Map created 9/24/2013 by the City of Raleigh
Department of City Planning



Action H 3.1

Ending Homelessness Action Plan

Implement prevention, housing, and service strategies outlined in the 2005 document Ending Homelessness: The Ten-Year Action Plan (see text box).

Action H 3.2

Very Low Income Rentals

Continue to develop and preserve additional homeownership and rental units that are affordable to households below 50 percent of median income.

Action H 3.3

Transitional and Emergency Housing

Financially support the activities of non-profits to provide transitional and emergency housing services for the homeless.

Ending Homelessness: The Ten-Year Action Plan

The following is a summary of the strategies outlined in the 2005 Council-adopted document Ending Homelessness: The Ten-Year Action Plan. The strategies below address three of the Plan's objectives: Prevention, Housing, and Services and Support.

Objective: Prevention

Prevent individuals and families from becoming homeless through comprehensive discharge planning and targeted resources.

- A. Create and execute comprehensive discharge plans for people leaving institutions.
- B. Design and implement an integrated prevention effort.
- C. Pursue prevention activities within the public school system.

Objective: Housing

Expand the availability and choices of permanent housing that are affordable to individuals and families with extremely low incomes.

- A. Increase the supply of permanent affordable housing.
- B. Develop resources for supportive services available to those in housing.
- C. Educate funders, developers, and citizens.
- D. Establish a Housing First model (permanent housing provided immediately to persons who are homeless, along with voluntary supportive services).

Objective: Services and Support

Enhance services and support for people who are homeless, at-risk of homelessness, or recently homeless to help them achieve maximum independence and self-sufficiency.

- A. Expand the capacity to serve people with mental illnesses and/or substance use disorders.
- B. Expand current multi-service centers to serve as "one stop shops."
- C. Implement targeted services for those with special needs.
- D. Promote an integrated, comprehensive system of care.

Action H 3.4

Reserved

Action H 3.5

Reserved

With the rapidly growing number of aging households, Raleigh will face increasing needs for housing suited to the needs of the elderly and other persons with disabilities and housing that can evolve to meet the residents’ changing needs over their lifetime. Incorporated at the time the home is built, universal design includes wider doorframes, structural accommodations for adding grab bars at a later date, counters that can be accessed by persons in wheelchairs, and other features that would allow persons with disabilities to function. Beyond the housing unit itself, access to transit is very important for the elderly and persons with disabilities.

Policy H 4.1

Fair Housing Act Enforcement

Ensure enforcement of the federal Fair Housing Act to provide equal access to housing and prevent unfair lending practices. (1, 2)

Policy H 4.2

Aging in Place

Promote universal design and lifecycle housing to facilitate the ability of homeowners and neighborhood residents to age in place in their homes and neighborhoods. (1, 2, 6)

Policy H 4.3

Housing for the Disabled

Support development of accessible housing for residents with disabilities, particularly near transit stations and corridors. (1, 2, 4, 6)

E.4 Fair Housing, Universal Design, and Aging in Place

The federal Fair Housing Act prohibits discrimination by landlords, real estate companies, banks or other lending institutions, and homeowner insurance companies that makes housing unavailable to persons because of race or color, religion, sex, national origin, familial status, or disability. While progress has been made, discrimination still impacts Raleigh families, closing them out of the market and preventing access to quality housing. The 2007 Analysis of Impediments to Fair Housing Choice identified significant disparities in local area mortgage lending and real estate transactions between minority and non-minority households that affect the ability of minority households to obtain mortgage financing and buy homes. The Analysis also identified the lack of effective and consistent fair housing enforcement to be a barrier. The City does not have a fair housing department or agency to receive complaints, conduct testing, and promote education and outreach and does not have the legislative authority to undertake such programs.



Policy H 4.4

Housing for Seniors

Provide and fund housing rehabilitation programs that assist elderly homeowners to repair, modernize and improve the energy efficiency of their homes, and remove barriers to age in place. (2, 3)

Action H 4.4

City Sponsored Residential Construction and Rehabilitation

Expand Community Development's use of universal design and visitability in City-sponsored residential construction and rehabilitation, including infill developments in Redevelopment Areas.

Action H 4.1

Tax Relief for Seniors

Explore additional property tax relief mechanisms for elderly and low-income households facing rising tax cost burdens.

Action H 4.5

Reserved

Action H 4.2

Fair Housing Ordinance Review

Make any changes needed in the City's Fair Housing Ordinance to become substantially equivalent with the federal Fair Housing Act as amended and actively pursue enforcement.

Action H 4.3

Reserved

