West End

Transformation Plan

Salisbury, NC

Contents

1 INTRODUCTION

West End Neighborhood 3
Vicinity & Region 4
Civic Park 6
What are the Challenges? 7
Neighborhood Strategies that Work 8
Developing the Plan 9
Timeline and Resident Engagement 10
Alignment with other Plans & Existing Efforts 13
Early Implementation 14
Leveraged Commitments 15
Potential timeline for Implementation 16
Data Metrics: Measuring Success 18

2 WEST END: ENVISIONING A NEIGHBORHOOD OF CHOICE

History & Development of West End 20
Anchor Institutions 22
Existing Assets to Build Upon 24
Needs Assessment/Neighborhood Profile 27
Current Conditions 28
Neighborhood Opinion Survey 31
Opportunities for Reuse & Reinvestment 32
West End Neighborhood Vision 33
- Vibrant 35
- Safe 41
- Connected 47
- Green 51
- Offers Quality Housing 55
- Offers Opportunity 59

Neighborhood Coordination & Capacity-Building 69

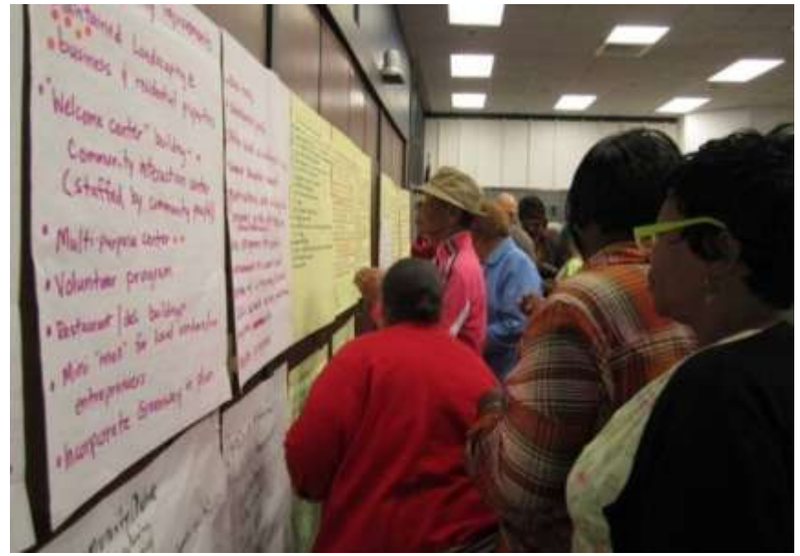
3 THE HOUSING PLAN

Civic Park 73
Redevelopment Strategy 76
Redevelopment Process 88
Market Study 91
West End Housing 93
Potential Timeline for Implementation 96
Leveraged Commitments 96
Development Process 97

4 IMPROVING OUTCOMES FOR RESIDENTS

Positive Outcomes 100
Civic Park Resident Needs 101
West End Priority Concerns 103
Neighborhood Opinion Survey 103
People Strategies 104
Education Plan 106
Health Plan 109
Employment Plan 111
Plan to Reduce crime 113
Leveraged commitments 114
Coordination of Resident Strategy 115
Potential Timeline for Implementation 116

APPENDIX



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Introduction

This plan is the result of a collaborative process involving residents of Civic Park and the West End neighborhood, in addition to numerous organizations and other stakeholders. It was built upon the concept that neighborhood revitalization is a multi-dimensional issue that demands a comprehensive approach in order to be truly effective.

In 2010 the Department of Housing and Urban Development announced the first round of planning grants as part of the *Choice Neighborhoods* initiative, a new program designed to revitalize distressed public and assisted housing, as well as the neighborhoods in which they are located. The Housing Authority of the City of Salisbury viewed this as a rare opportunity to potentially transform Civic Park, one of its most distressed communities. Further, recognizing that revitalization on this scale is more than a single organization can tackle alone, the Housing Authority reached out to the City of Salisbury for assistance.

The neighborhood around Civic Park known as the "West End," or alternatively the "West Side," has long been a focus of the city's housing and neighborhood revitalization efforts. The city has invested a substantial proportion of the Community Development Block Grant and other available resources in the West End. Working in concert with Salisbury Community Development Corporation, a non-profit housing developer, these efforts have yielded incremental improvements in housing and public facilities, but have resulted in only modest progress in overall neighborhood livability. *Choice Neighborhoods* offered the potential to make a more substantive impact in the West End and even to change the trajectory of the neighborhood while also improving outcomes for its residents.

The West End neighborhood embodies many of the traits that define Salisbury—familial ties, strong institutions, pride of heritage, a sense of place rooted in history and celebrated among its church congregations, social networks, elders and their families living both near and far. Its many assets —an advantageous location near downtown and major transportation corridors; anchor institutions and public facilities; community and faith-based organizations; historic resources and additional strengths — offer a foothold for advancing the goals and aspirations of its residents. In short, the West End together with the Civic Park community are well-poised for the level of neighborhood transformation endorsed by *Choice Neighborhoods*.

When the Housing Authority and the City of Salisbury joined forces, a partnership was formed that was unprecedented for the two organizations which had previously operated much like "distant cousins"— mutually supportive of their respective mission and goals yet distinctly apart in their everyday affairs. In their first collaborative endeavor, they successfully applied for a *Choice Neighborhoods* Planning Grant for the West End. Salisbury was one of 17 grantees selected out of a pool of 119 applicants from across the country. Working in tandem, the Housing Authority and the City of Salisbury launched a community -driven visioning process that brought together residents, anchor institutions, elected officials, public service agencies and other stakeholders from both the West End as well as the larger community.

Throughout the process, the plan was informed by residents: their vision, their collective and individual needs, their expectations for change. The plan builds upon the neighborhood's existing assets and outlines strategies to achieve community objectives related to housing, education, health, employment opportunities and overall neighborhood livability.

Choice Neighborhoods Core Goals

The plan is organized around three core goals:

- HOUSING— To redevelop Civic Park in the context of a mixed income community and to strengthen the residential fabric of the West End.
- PEOPLE— To improve outcomes for Civic Park residents related to education, health and self-sufficiency.
- NEIGHBORHOOD— To transform the West End into a neighborhood of choice where the overall living environment and quality of life become a catalyst for further investment.

West End Neighborhood

A hub of Salisbury's African-American community since the 1880s, the West End is home to 3,200 residents. It encompasses an area of roughly 50 blocks situated less than a mile from downtown Salisbury and near the intersection of two major transportation corridors—Brenner Avenue and Jake Alexander Boulevard.

A few "mom & pop" stores and businesses dot the West End.

Public housing includes Civic Park, at 72 units, with additional 8 units on Partee St.

Livingstone College sits at the geographic center of the neighborhood.

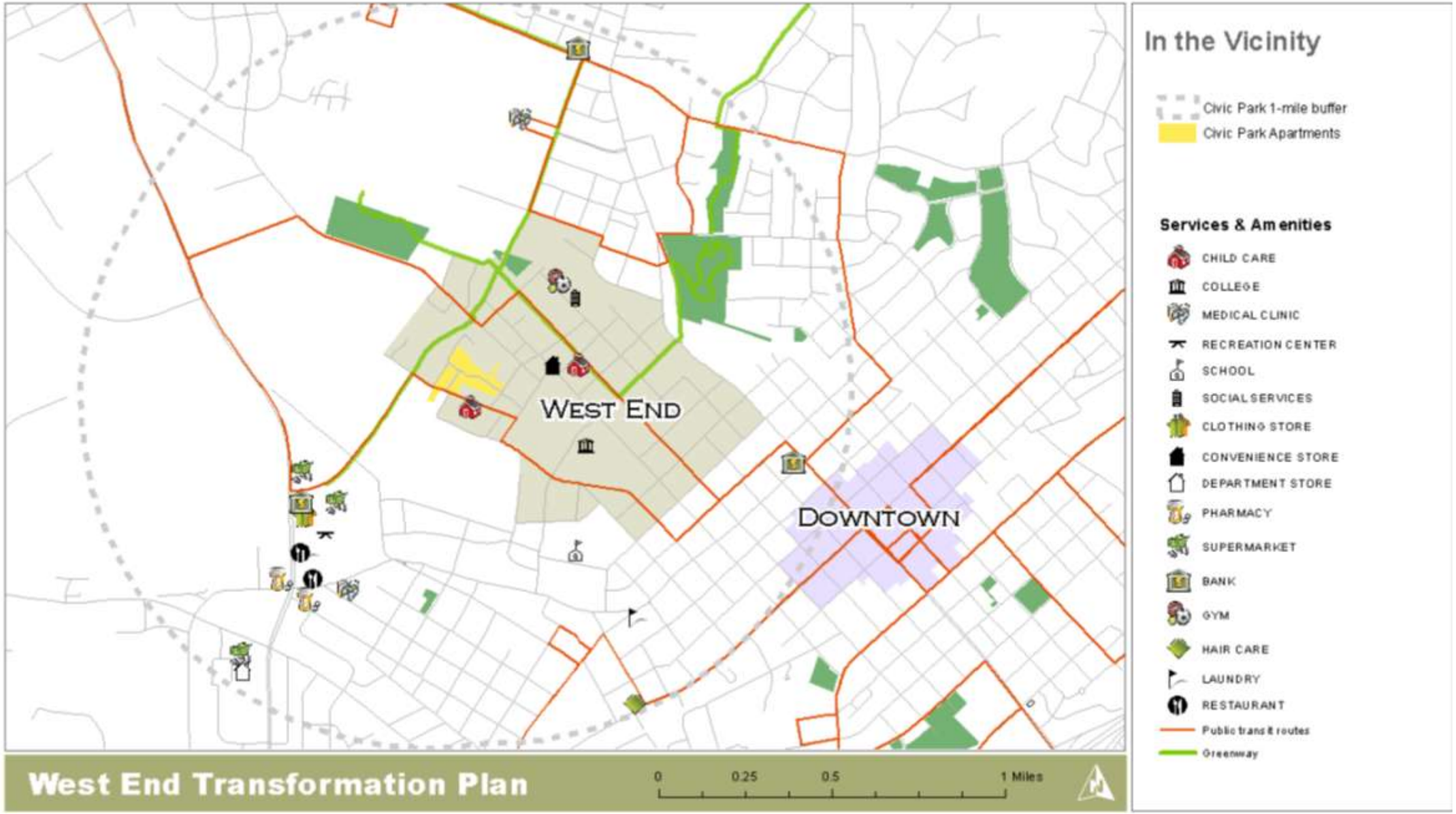
Of the 1,100 housing units in West End, most are single family homes.

Vicinity & Region

Home to over 33,000 residents, Salisbury is the Rowan County seat of government and part of the Charlotte-Gastonia-Concord NC-SC Metropolitan Statistical Area (MSA). Salisbury and Rowan County, as with other locations in the Piedmont where textile and other industries once reined, have experienced a protracted decline in manufacturing jobs. Services and retail now hold the top spots among employment sectors.

Downtown Salisbury, just one mile from the West End neighborhood, has experienced a phenomenal rebirth within the last two decades to become a leader in the region for commercial growth and residential investment, fueled in large part by concerted planning and collaborative efforts around the arts & culture, historic preservation and tourism. Downtown Salisbury has also caught national attention; in 2012 the downtown was named as one of America's *Great Places* by the American Planning Association.

The West End is one of several neighborhoods that together with downtown make up the city's urban core. Historic architecture and the sense of place that characterizes the downtown spills over into these neighborhoods. This authenticity and vitality creates enriching places to live and work, and also drives tourism. Neighborhoods that are healthy and strong help support the continued revitalization of the downtown as a center for jobs and tourism, which in turn attracts new residents and visitors to the neighborhoods. West End is also important in terms of its cultural and social heritage, and its contribution to the richness and variety of life within the entire community. West End revitalization will nurture and build upon these strengths and assets that define the neighborhood's identity and make it unique.


West End
Downtown
In the Vicinity
Civic Park 1-mile buffer
Civic Park Apartments
Services & Amenities
CHILD CARE
COLLEGE
MEDICAL CLINIC
RECREATION CENTER
SCHOOL
SOCIAL SERVICES
CLOTHING STORE
CONVENIENCE STORE
DEPARTMENT STORE
PHARMACY
SUPERMARKET
BANK
GYM
HAIR CARE
LAUNDRY
RESTAURANT
Public transit routes
Greenway
West End Transformation Plan
0
0.25
0.5
1 Miles

Civic Park

Civic Park occupies just over nine acres in the southwest portion of the West End. The complex includes 72 units and a small community room . Another eight public housing units are located off-site on Partee Street. An awkward site configuration and limited street connectivity sets Civic Park apart from the rest of the neighborhood. Undeveloped land presents a visual barrier to nearby Brenner Avenue, contributing to a sense of isolation from the larger community. Though the units have been consistently maintained, they do not adequately meet residents' needs due to structural and design deficiencies.

Civic Park—Current Unit Mix *	
Type	Number of Units
One Bedroom	14
Two Bedroom	35
Three Bedroom	21
Four Bedroom	10
Total	80

* Includes 8 units on Partee Street

What are the Challenges?

Despite many remarkable attributes, West End has not been as resilient as some neighborhoods with regard to housing conditions, social factors and overall livability.

Civic Park is isolated from community; **does not meet residents' needs.**

13% of residents hold a bachelor's degree or higher, compared to 25% in the city.

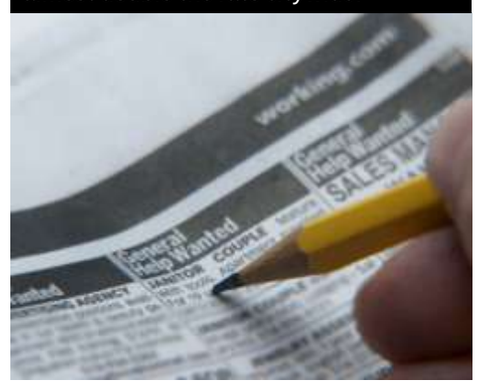
40% of homeowners have mortgage costs that exceeds 35% of their income

Crime is a persistent problem with rates well over the city average.

Thirty-eight homes are either long-term vacant or abandoned.

30% of family incomes are below the poverty level.

At 22%, the unemployment rate is almost double the rate citywide.



Per capita income is $10,775, half the city average.

Neighborhood Strategies That Work

The transformation plan builds on a few key guiding principles that have proven successful in other neighborhood transformation efforts.

Purpose Built Communities

Purpose Built Communities seeks to promote neighborhood transformation following the model of East Lake, a highly-successful community rebuilding effort near Atlanta. East Lake demonstrated that a community can change course through a holistic approach centered on mixed income housing, education reforms, health and supportive services that help residents set and achieve life goals.

- Mixed Income housing—Public/Affordable/Market—in combination with a strong education focus improves the outcomes for all families;
- Plan for the long-term governance at the start of the project.

Mixed-Income Housing Models

During development of the transformation plan, the planning team organized site visits to mixed-income developments in other communities to learn more about the development process, financing alternatives and amenities. Residents of Civic Park and West End attended site visits to Park Terrace in High Point, NC, toured units and met with the developers.

- Seamless incorporation of public and affordable units that are indistinguishable from market-rate units;
- Build to the highest quality throughout—materials, design, amenities.

National Trust Main Street Program

Main Street is a preservation-based, economic development strategy founded on a Four-Point Approach: Organization, Promotion, Design and Economic Restructuring. Salisbury became one of the first N. C. Main Street communities when the program began in 1980, a strategy that has transformed Downtown Salisbury into an award-winning neighborhood and destination.

- No organization can do it alone: partnerships are key;
- Take a comprehensive approach;
- Involve local leadership and talent to propel the project forward, generate excitement and build confidence and commitment from the larger community.

Developing the plan

From the outset, dialogue with residents and the community laid the foundation for the transformation plan. Residents were engaged even before the grant application was submitted, beginning a process that intensified with the announcement of the Choice Neighborhoods planning grant.

One of the first and most important outcomes was the partnership that was formed between the City of Salisbury and the Salisbury Housing Authority. The two organizations had not previously worked together, but Choice Neighborhood provided a common goal that brought them together. They immediately set to work and have established a strong and lasting partnership that will surely benefit other neighborhoods in the future.

The structure and governance for the planning process included three main organizational components, beginning with a Steering Committee appointed by the City Council. This group acted as advisors to the process and were involved in identifying other partners and opportunities. Next, People/Housing/Neighborhood working groups were organized. They met as often as weekly, especially at the beginning of the process. Working groups adopted regular meeting times on different days of the week and met in the West End at the Salisbury CDC office so as to encourage drop-in participation from the neighborhood. Participants were encouraged to participate in more than one group based on their topics of interest. The primary task of these groups was to drill down into issues in more detail and try to look at the root causes of problems in order to find solutions. They reported their findings back to the Steering Committee periodically. Members of the Steering Committee were also encouraged to participate in working groups, or to send other representatives from their organizations. Third, the Core Planning Team was made up of staff from the Salisbury Housing Authority, City Planning, and Executive Directors of Salisbury CDC and the Community Action Agency. The Planning Consultant and project architects were also part of the team.

West End Transformation Steering Committee

Councilmember Brian Miller / Steering Committee Chair
Mayor Pro-Tem Susan W. Kluttz / Steering Committee Chair
Latricia Bernhardt, Civic Park Resident
Ashley Brewer, Civic Park Resident
Fanny Butler, West End Resident /West End Community Organization
Mae Carroll, Commander /J. C. Price American Legion Post #107/Salisbury CDC Board
Jo Ann Diggs, WIA Director /Salisbury-Rowan Community Action Agency
Barbara Ellis, Director /Rowan County Health Department
Donna Fayko, Director /Rowan County Social Services
Ida Finger /Salisbury-Rowan Community Action Agency
Kaye Green, Director /Heffner VA Medical Center
Dr. Judy Grissom, Superintendent /Rowan-Salisbury Schools
Dr. Jimmy R. Jenkins, Sr., President /Livingstone College
Shirley Johnson, West End Resident /West End Community Organization /Salisbury CDC Board
City Council Member William R. "Pete" Kennedy
Terrie Love, West End Resident /J. C. Price American Legion Ladies Auxiliary
Rick Parker, Mgr. for Strategic Growth & Integration /Rowan Regional Medical Center
Robert Roakes, Vice-Chair /Salisbury Housing Authority Board
David Setzer, Director /Blanche & Julian Robertson Family Foundation
Amy Smith, Health Education Specialist /Rowan County Health Department
Dr. Carol Spalding, President /Rowan-Cabarrus Community College
Dee Dee Wright, West End Resident /West End Community Organization

Timeline and Resident Engagement

This plan for West End transformation was completed over a two-year period. The planning process began in March 2011, four months prior to executing the grant agreement. This time was used to develop the organizational structure of committees and working groups to guide the planning process, and to begin building resident participation. The grant agreement was executed with the Department of Housing and Urban Development on June 29, 2011, which set the clock in motion for the two-year grant period ending on June 29, 2013.

Residents were involved throughout the process in public forums, steering committee meetings, working groups meetings. The plan evolved gradually through a continuous loop of gathering resident input, collecting data, engaging partner agencies, gathering more resident input, exploring opportunities and discussing potential solutions with the steering committee and working groups, reporting back to residents in neighborhood meetings for additional feedback.

Some of the key resident engagement strategies included a public forum to kick-off the planning process which drew a crowd of more than 100 participants. From there, People/Housing/Neighborhood working groups began a deliberate analysis of the needs and concerns compiled during the forum. They met as often as once a week for the next few months to delve further into the issues raised. City functions, including public safety, parks, streets and others were an integral part of the working groups and data collection.

Eleven architects and designers were invited to participate in a two-day design workshop, or charrette, where they put pen-to-paper in an attempt to visualize ways that residents' concerns could be addressed within the physical context of the neighborhood. The designers, some of whom came in from other cities, toured the West End, talked with residents and reviewed the resident input and priorities already collected. Residents were encouraged to drop in during the two-day charrette to observe the creative process and to share their thoughts about the concepts and designs being created. The event culminated in a pin-up presentation to the residents.

Youth in the West End and Civic Park were engaged in the process as well. During a back-to-school event at a neighborhood church, elementary and middle school youth were invited to participate in a "dot" voting exercise to select preferred types of park and playground equipment. Students of all ages participated in a survey on desired recreation programs as part of a Community Fun Day at Miller Recreation Center.

Efforts to build capacity of residents included site visits to a new public housing community in High Point, North Carolina, where residents met with the developers to learn about current practices in developing mixed income housing. Through a partnership that was developed with Purpose Built Communities, residents learned first-hand about strategies that have been successful in other communities to transform troubled neighborhoods. A capacity-building opportunity is also being pursued with the North Carolina Community Transformation Grant, a pass-through grant initiative out of the Centers for Disease Control. Through this program, residents can receive training to act as health trainers and conduct health-related outreach in the West End.

Going forward, residents will be fully engaged in the implementation process. A resident council will be formed which will meet regularly in West End. The council will include representation from business leaders, churches, neighborhood organizations and other residents. This group will take the place of the People/Housing/Neighborhood working groups that were a part of developing the plan and may include many of the same individuals. This group will work in coordination with the planning team and will act as the primary conduit for the flow of information to and from the neighborhood. Moreover, the goal is to develop greater capacity within the group over time to take on more leadership role in implementation.

Resident Engagement

Steering Committee / Working Groups

Steering committee members participated in key community engagement events with Civic Park and West End residents, working group members and other stakeholders — including public forums, a neighborhood "Walk-About" and other meetings.

Public Forums and Neighborhood Meetings

In a public forum attended by more than 100 residents, participants generated a comprehensive list of concerns and then gave weight to the issues through a dot-voting process. This formed the basis of the needs analysis. Working groups composed of residents, city staff, steering committee members and other stakeholders explored the issues in greater depth over a period of several months and collected additional data. Other forums focused on public safety and other specific topics. The Choice Neighborhood resident engagement process also spawned other resident-driven meetings that helped move the process forward. Of note, residents initiated a series of meetings that ultimately strengthened the relationship between the West End and its primary institutional anchor, Livingstone College.

Design Charrette

A two-day design workshop brought together residents and designers to envision possibilities for transformation. Designers were introduced to the list of concerns generated by residents and toured the West End and Civic Park. They produced multiplerenderings and concepts for replacement housing (Civic Park), infill housing, rehabilitation of Duncan/Monroe Street School property, parks, streetscaping and retrofitting, gateways and other issues identified by residents. The drawings produced during the charrette, many included in this document, help illustrate the possibilities for positive change in the West End.

Resident Engagement

Capacity-Building

Residents and the core planning team participated in site visits to Park Terrace, a new mixed-income development in High Point, NC, where they learned about the development process, financing strategies and amenities. Core team members also visited the community of East Lake and the Drew Charter School near Atlanta, attended national conferences on neighborhood revitalization, and enlisted assistance from the Purpose Built Communities Foundation which was formed to help others replicate the kind of successful transformation found at East Lake in their own communities.

National Night Out in West End

Moore's Chapel A. M. E. Zion Church, in collaboration with the Choice Neighborhood team, held a National Night Out celebration in the West End that included children's games and a cookout. Elected officials, police officers and other city officials participated in the event that drew about 75 residents.

Neighborhood "Walk-About"

Residents joined elected officials, code inspectors, police officers and other city representatives for a walking tour of the West End. The tour provided up-to-the-minute information on minimum housing and nuisance abatement activity, giving residents an opportunity to ask questions and discuss concerns related to public safety and other neighborhood conditions.

Alignment with Other Plans & Existing Efforts

The guiding principles of the transformation plan are aligned with other plans and efforts in the community.

- SALISBURY VISION 2020 COMPREHENSIVE PLAN — The Vision 2020 Plan, adopted in 2001, established guiding principles that promote the viability of older neighborhoods such as the West End. Transformation plan strategies echo Vision 2020 principles with regard to the preservation of existing housing, and investing in existing infrastructure, parks, public transit, public safety and community centers. Similarly, the plan for redevelopment of Civic Park parallels Vision 2020 policies for new neighborhoods which emphasize compact, walk-friendly and transit-supported design with a mixture of housing types for families of all sizes and all stages of life.

- PUBLIC HOUSING AUTHORITY PLAN — Transformation of the West End is one of the primary goals of the Salisbury Housing Authority (PHA) plan .

- CONSOLIDATED PLAN — The West End is one of four revitalization areas described in the city's five–year Consolidated Plan. Transformation strategies are consistent with the city's goals to increase homeownership among low-moderate income families, participate in development of affordable rental units and invest in public facilities and services that benefit residents of these areas.

- GREENWAY PLAN— Promotes further development of the Salisbury Greenway to serve additional neighborhoods and create an interconnected network of parks, trails and sidewalk connectors.

- HISTORIC PRESERVATION MASTER PLAN — Salisbury has long been proactive regarding the designation of historic resources within its jurisdiction. Further, the city has stepped up with façade grants and other incentives that promote reuse of historic buildings. Transformation strategies, in particular those addressing two historic school buildings in West End, are aligned with the city's Historic Preservation Master Plan which advocates for public/private partnerships that also take advantage of available historic tax credits so that historic structures are used to their full potential.

- REGIONAL SUSTAINABILITY — Salisbury is a participant in a 14-county initiative, funded by a 2012 HUD grant, to develop a more sustainable and resilient regional economy. West End transformation is consistent with the principles of regional sustainability that emphasize livability and affordable housing production near existing urban centers served by public transit and other services.

Early Implementation

A number of steps and achievements in the early stages of the plan helped to fulfill an identified need or propel the planning process forward.

- PARTNERSHIPS & RESOURCES — More than fifteen partner agencies have committed a total of over $12 Million in financial resources, staff support and other in-kind assistance to help carry out various parts of the plan.

- OLD WILKESBORO ROAD SIDEWALK — New sidewalks, funded by a CMAQ Congestion Mitigation and Air Quality grant, have been installed along 5 blocks on Old Wilkesboro Road between Partee Street and Brenner Avenue at a cost of $71,000.

- PHILANTHROPIC SUPPORT — The Blanche and Julian Robertson Family Foundation granted $140,000 over a two-year period toward implementation of the plan.

- COMPUTER LEARNING CENTER — In response to resident feedback during the planning process, Salisbury Parks & Recreation created a new computer center at Miller Recreation Center for residents of West End. Internet access will be provided to designated sites related to education and employment. Computer classes and tutoring provided by college students will also be offered.

- ACCESS TO HEALTHY FOOD — Partnering with a local church, Salisbury Parks & Recreation received a grant from NourishNC which has been used to establish a food production garden. Fresh produce has been distributed to West End seniors and area food banks.

- ACCESS TO RECREATION — The West End also garnered a grant from the state of North Carolina under the Eat Smart Move More initiative for new play structures at Kelsey-Scott Park and a new sidewalk.

- MILLER CENTER SPRUCE-UP — To kick off a community fun day and to begin transitioning the facility to a neighborhood-based community center, Fire Department crews and other city staff helped spruce up the facility with new landscaping, installed new drinking water fountains and completed other repairs.

Leveraged Commitments

PEOPLE	Amount	Description
Salisbury-Rowan Community Action	$ 1,890,400	Head Start/Early Head Start; Family Self-Sufficiency; Weatherization Assistance; and Workforce Development Programs
Smart Start Rowan	$82,790	Circle of Parents (support group); Early Learning Resource Center; NC Pre-K and Subsidy; Parenting and Child Development; Smart Start Community Education and Resources
Rowan-Cabarrus Community College	$202,265	Adult Basic Education and GED; Career Readiness Certification classes; Job Training Efforts R3 (Refocus, Retrain, Re-Employ) Center
J.F. Hurley Family YMCA	$85,680	Open Doors Program – 72 scholarships for low income families, senior citizens, and youth (5 year period)
Communities in Schools	$539,300	Case manage up to 171 students; Volunteer training for residents to volunteer within their child's school
Fibrant	$25,500	Provide internet access to community building/job training center over 5 years
Partners in Learning	$2,219,920	Provide onsite Director; portion of existing HR/Finance Director, Inclusion Specialist, Family Support position, 6 full time lead teachers, 6 full-time assistant teachers, 8 part-time flexible teachers, full time cook, part-time bus driver and cleaning staff; and in-kind contributions for materials for family support specialist, administration of ProCare (attendance software), auditor and bookkeeping fees, use of bus, and volunteer program
Rowan-Salisbury School System	$1,225,000	I – Pod Touch programs at Overton/Knox Middle; science summer camp and after-school at Horizons; Kaplan Math, Aleck's Math-Knox Middle; Children's Progress; AIMS Web – Hurley; 3D Reading and Math Wireless Generation-Overton; IXL Math-Hurley; Raz Kids (3rd Grade-Hurley0; Responsiveness to Intervention Program (RTI) Technology Plan; Math Science Partners' Grant; create STEM model at Knox Middle
Rowan County Health Department	$131, 205	Designate Health Education Specialist every other month; Part-time Breastfeeding Peer Counselor; Certified Child Safety Seat Technician to conduct safety child seat inspections; Family Assessment and Support Worker (weekly Healthy Families Rowan County Services)
HOUSING		
Habitat for Humanity	$900,000	Construction of 3 houses annually in the West End for 3 consecutive years on suitable lots provided by SHA
City of Salisbury-CDBG	$500,000	Entitlement CDBG funds allocated to Transformation Plan activities in West End neighborhood for housing and revitalization
Salisbury Housing Authority	$200,000	Disposition of property located on Partee Street to be used to purchase dilapidated or vacant houses to be rehabilitated or demolished and rebuilt as home-ownership opportunities for graduate of our FSS Program
Salisbury Community Development Corporation	$1,800,000	Revitalization efforts in the West End neighborhood through the Home- ownership Program. Build 15 affordable homes for first time homebuyers in the next 5 years
NEIGHBORHOOD		
Purpose Built Communities	$300,000	Provide consulting services and technical assistance throughout the implementation process
Salisbury Parks & Recreation	$832,550	Continue to provide programs, facilities and services including Hall Gym, Miller Recreation Center, and future programs: Summer Playground Program in Civic Park area and Community Garden, Brenner Ave.
Livingstone College - Old School	$989,796	Make property available to SHA for construction of housing and associated community amenities and services in exchange for property owned by SHA, located on Partee Street, adjacent to Livingstone College Campus and for reasonable monetary recompense described in ground lease agreement related to development of Duncan/ Monroe Street School
Salisbury Police Department	$137,640	Law enforcement: Conduct 7 Undercover Drug "Sting" Operations per year; Installation and Utilization of Crime Surveillance Cameras; and Police led Educational and Mentoring Programs for Youth within the West End Community
TOTAL	*$12,062,046*	

Potential timeline for Implementation

Implementation has already begun on many of the strategies while others are waiting on funding to be obtained or additional partners to be identified. The following timeline is an estimate of the sequence and timing for implementation. These strategies are described in more detail in Chapter 2.

Short range (1—5 years)	NOTES
Civic Park Redevelopment Phase I	Low Income Housing Tax credits applied for in 2013. If funded, construction would begin by December 2013 with lease up in 2015. If not funded, will reapply in 2014.
Housing Rehabilitation / Homeownership	Salisbury CDC currently operating rehab program. With more funding, this activity could be ramped up.
Neighborhood gateways	Standish Street @ Brenner Avenue gateway will be improved with Phase I Civic Park . Other gateways will be medium and long range activities.
West End resource and youth center @ Miller Center	Implementation is underway. Facility upgrades will be completed and the center will convert to a community-based facility in FY2013.
Sidewalk improvements	Sidewalks can be programmed incrementally with smaller grants and CDBG funds. Anticipate this activity to continue throughout the implementation period.
Police Interdiction Team (PIT team)	Will be implemented in FY2013.
Civilian Police Expeditor Program	Will be implemented in FY2013.
Target unsafe structures and conditions	Underway.
Upgrade street lighting	Will work with residents to complete the necessary citizen petitions. Once completed, upgrades will be put in the schedule after other lighting projects already scheduled.
Develop resident leaders	Resident advisory council will be created in FY2013.
Public transportation—bus shelters	Planning has begun on this activity.
Parks & street trees	Planning is underway. Civic Park redevelopment will result in dramatically improved park and recreation facilities. Anticipate this activity to continue incrementally throughout the implementation period.
Neighborhood spruce-ups	Anticipated to begin small and grow the program over time.
Expand youth programs	Planning is underway for Boys & Girls Club and to strengthen overall youth after-school and summer programs
Family Self-Sufficiency	Currently underway. Partners have been identified to provide more programs and training in the West End. Implementation hinges on redevelopment plans to provide adequate classrooms and meeting rooms.
Health & wellness programs	Anticipated to begin when Civic Park Phase I is completed.
Upgrade Hall Gym	Facility improvements underway. Air conditioning will be installed in FY2013.
West End Community Garden	Underway. Garden was transitioned and refurbished in FY2011 for food production with support of a local church.
Job retraining/ GED classes	Community college can begin offering classes in new Civic Park community center planned in Phase I redevelopment

Medium Range (5-10 years)	
J. C. Price High School Rehabilitation	Planning has begun for future use and potential funding sources.
Civic Park Phase II	After Phase I is completed, residents will be relocated to the new units and to other existing public housing in the city. Anticipate applying for tax credits in a second round to fund Phase II. Possibly also a CN Implementation Grant application in a future cycle.
Partners in Learning Preschool	Planning is underway. Site has been reserved on the Civic Park redevelopment plan. Preliminary plans and estimated cost have been determined in preparation for identifying funding.
Move Livingstone Head Start to permanent facility	Options are being explored to include a new building or to locate in the Duncan/Monroe Street School after it has been rehabilitated.
Federally-Qualified Health Clinic FQHC	Planning is underway. Implementation hinges on providing a suitable space for the facility.
Education reforms	Planning is underway and options being explored for improving elementary and middle school student outcomes
Long Range (10-20 years)	
Duncan/Monroe Street School Rehabilitation	Planning has begun. The timeline will depend on availability of funds and partner commitments.
J. C. Price American Legion Post #107	Initial meetings with Legion have taken place. Will continue exploring options and opportunities for funding.
Police patrol unit for West End	Funding source needs to be identified. If grant funded, must consider how it can be sustained after the grant ends.
Public transportation—expanded service hours	This is a future goal. When implemented, must take into account ways to sustain the service over the long term.
Assess stormwater infrastructure and improve Vanderford Street basin	Neighborhood-wide stormwater assessment must be completed first. Improvements must begin at the upper end of the drainage area, before they can start at the lower end (Vanderford Street). Assessment could be a short or medium range goal if funding can be obtained.
Business infill / incubator	Infill of new business will be dependent on market conditions. If plans proceed with the city and county on a new business incubator, this could be a medium range goal.

Data Metrics: Measuring success

The strategies outlined in the plan are based on the needs identified by residents and build upon existing community strengths and assets. Data was used to help determine the depth and severity of need. For example, residents expressed frustration that the West End has an inordinate number of vacant or boarded homes that detract from the overall neighborhood appearance and contribute to other problems. The data confirmed their observation. A city-wide survey of housing conditions did in fact show that the percentage of vacant, boarded or dilapidated homes in West End was 7.1%, compared to 4.6% city-wide.

Going forward, data will be used to track the effectiveness of the chosen strategies to see if the actions taken have resulted in measurable improvements. In the example of housing conditions, housing rehabilitation strategies in this plan should alleviate the situation over time and result in more resident satisfaction and a measureable decrease in the percentage of deteriorated homes in the West End. Data will be tracked on a quarterly or annual basis, depending on the source and availability of updated measurements. A strategy that fails to produce a measurable difference, given a sufficient amount of time, will be re-evaluated to determine how it could be made more effective or may call for a different approach.

The following data metrics will be used to monitor the effectiveness of the plan.

People (Residents of public and assisted housing)	Benchmark	Source
Percent of youth who participate in positive youth development activities	39%	March 2013 HH survey
Percent of young children participating in high-quality, early childhood education	Under 5%	March 2013 HH survey
Grade 3 Math proficiency	69.1%	2010-2011 school data
Grade 8 Reading proficiency	36.5%	2010-2011 school data
Adults over 18 with a high school diploma or GED	66.6%	March 2013 HH survey
Percent unemployed (ages 18-65 who are not disabled)	63.3%	March 2013 HH survey
Percent of residents who have health insurance (both private and public sources)	58.3%	March 2013 HH survey
Residents report feeling safe in their homes (capture on a scale of 1-5)	-	Case Mgmt
Neighborhood		
Percent unemployed (population 16 years and over)	22.7%	2006-2010 ACS
Median household income	$27,591	2006-2010 ACS
High school graduate or equivalency	27.7%	2006-2010 ACS
Percent of families below poverty level	30.4%	2006-2010 ACS
Female head-of-household with children present	16.9%	2006-2010 ACS
Number of crimes per 1,000 residents (Part I crimes)	26	Salisbury Police (2011 data)
Residents report feeling safe in their homes (capture on a scale of 1-5)	-	Neighborhood Survey
Percent reporting high level of satisfaction with overall living conditions	15%	West End Opinion Survey March 2012
Percent reporting high level of confidence that transformation will result in substantial neighborhood improvement	56%	West End Opinion Survey March 2012
Housing		
Percent of s.f. houses that are vacant, boarded or abandoned	7.1%	Salisbury Code Services (2010)
Percent owner-occupied housing units	21.4%	2006-2010 ACS
Number of new affordable housing units created annually (homeownership and rental units)	-	Local data
Number of new market-rate housing units created annually (homeownership and rental units)	-	Local data

2

West End: Envisioning a Neighborhood of Choice

West End History & Development

Earliest records indicate that parts of the neighborhood were once part of the Mill Plantation, a 700-acre estate located in the Union Hill suburb of Salisbury and owned by brothers John and Thomas Frohock between 1766 to 1794. The estate consisted of slaves, a gristmill and a pond overlooking Grant's Creek. A large two-story plantation home presided over the estate from the prominent hill then known as Mount Pleasant. In 1794 the plantation and estate holdings, including twenty slaves, was acquired by the estate executor Judge Spruce Macay. A prominent figure in Salisbury history, Macay was a Superior Court judge and the legal mentor of William R. Davie, who would rise to become the tenth governor of North Carolina, as well as Andrew Jackson, the seventh President of the United States. The plantation house was destroyed by fire sometime around 1800 and over time the prominent hillside where it once stood was sold in parcels to the city, funeral homes and families for burials and came to be what is now the Oakdale/Union Hill Cemetery.

During the era of Reconstruction, a pivotal period of development began when the Zion Wesley Institute was relocated to Salisbury and re-opened in 1882 in the West Ward as Livingstone College. Affiliated with the African Methodist Episcopal Zion Church, Livingstone College constructed a series of impressive administrative buildings, a library and a student dormitory fronting on W. Monroe Street. The influx of teachers, faculty and students to the area brought about a boom time for residential development by the early 1900s. An advertisement from the June 27, 1907 edition of the *Salisbury Evening* Post proclaims that "85 lots more or less" will be sold at auction on July 4 for a new residential development called Livingston Park, roughly located between W. Horah Street and what is now Old Wilkesboro Road in the vicinity of Partee Street.

A remarkable assemblage of civic leaders are associated with the West End community: Joseph C. Price, founder of Livingstone College; James Emman Kwegyir Aggrey, a missionary, teacher and native of the Gold Coast who helped pave the way for progress among African people in the fields of education and religion, and his wife, prominent educator Rose D. Aggrey; business leaders such as William and Lula Kelsey and Mrs. James C. Fair; the Rev. Wiley H. Lash, who founded three Lutheran churches in Salisbury and would become the city's first black mayor, and his wife, Mrs. Mayzonetta Lash—together they were proprietors of a successful store in the downtown; Elizabeth Duncan Koontz, a Livingstone graduate and educator who rose to become the first black woman president of the National Education Association and served in the Nixon administration as Director of the Women's Bureau of the U. S. Department of Labor.

By the 1960s the physical condition of homes in the West End had begun to falter. The area was targeted for urban renewal, a well-intentioned but misguided attempt by the federal government that was the standard practice of the time for improving housing in lower wealth communities. Much of the historic fabric was unfortunately lost, the result of overly-aggressive demolition and clearance.

During the 1990s the city of Salisbury began investing the Community Development Block grant in the West End with a focus on housing rehabilitation. While these investments have been successful individually, a more comprehensive approach will help the West End recapture some of the vitality that has been lost.

AUCTION SALE

OF

HOMES FOR COLORED PEOPLE

ON

JULY 4th

commencing at 10 a.m. we will sell to highest bidders without limit

85 Lots, More or Less, in

LIVINGSTON PARK

A Suburb of Salisbury, as per Map Below. Two Bids Make a Sale on All Lots Put Up.

J. EDGAR POAG, Broker

R. W. GETTINGER, Auctioneer.

An Especially Attractive Proposition for Colored People.

MAP OF LIVINGSTON PARK SALISBURY N.C.

Notice the Easy Terms: Only Five Dollars Cash on each Lot; then One Dollar per week until paid. No Interest or Taxes until June 1st, 1908. Ten per cent. discount will be allowed on all paid above the cash payment. Buyers will be expected to sign up and make each payment as the lots are bought. The papers will then be arranged at the office of McGubbins & Harrison, in Salisbury. A number of useful presents will be distributed to the earliest absolutely free. Music by band. Refreshments and dinner will be sold on the grounds for a charitable purpose.

Sale Conducted for In case of rain Sale to be held in College Auditorium.

F. N. McGubbins & Co., of Salisbury, by J. EDGAR POAG, Broker. Rock Hill, S. C.

Joseph Charles Price (1854-1893)

James Emman Kwegyir Aggrey (1875-1927)

1903
Source: Sketch book of Livingstone College and East Tennessee Industrial School, Salisbury, N.C.

Anchor Institutions

Livingstone College

By far the dominant anchor institution in the West End, Livingstone College is a private, four-year institution affiliated with the African Methodist Episcopal Zion Church. Livingstone College has been a landmark at the geographic center of the neighborhood for well over a century. Originally established in 1879 as the Zion Wesley Institute, the college was relocated to Salisbury and re-opened in 1882. Total enrollment is around 1,200 students. Degree programs are offered in the areas of business, education, social work, liberal arts, science and mathematics.

Salisbury-Rowan Community Action Agency

A non-profit organization serving low income populations offering Workforce Investment Act-funded study skills training, GED preparation, Head Start/Early Head Start child development programs and other services. It is currently housed in the former J. C. Price High School.

Salisbury Community Development Corporation (CDC)

The Salisbury CDC partners with the City of Salisbury to provide affordable housing in the West End through new construction and by acquiring and rehabilitating vacant homes. Eligible homeowners can also obtain assistance with housing rehabilitation. The CDC offers classes in financial literacy and is heavily involved in foreclosure prevention.

J. C. Price American Legion Post #107

The Legion hosts a number of events during the year with a focus on youth in the community, generally coinciding with major holidays and back-to-school. Its signature event, a carnival held through the Memorial Day weekend, is a long-standing neighborhood tradition.

Existing Assets To Build Upon

Salisbury Greenway

A multi-use trail that follows a portion of Brenner Avenue, together with a sidewalk connector through the neighborhood along W. Horah Street and Institute Street, link the West End with the larger greenway system. When all planned phases have been completed, the Salisbury Greenway network of trails and sidewalks will link multiple neighborhoods and destinations around the city.

Faith Community

Moore's Chapel A. M. E. Zion Church. Mt. Calvary Holy Church. Gethsemane Missionary Baptist Church. These and other houses of worship in and around the West End are actively involved with after-school and summer activities, and other outreach to families and youth. Many are also engaged in related activities through the Interdenominational Fellowship, a collaboration of African-American churches within the larger community.

Transportation

West End is served by Salisbury Transit along two routes, each operating on an hourly schedule between 6:15 a.m. and 6:15 p.m. All buses have security cameras on a continuous feed both inside and outside the vehicle.

Resident & Neighborhood Leadership

Dedicated individuals, faith leaders and neighborhood organizations have advocated tirelessly for the West End and its residents, particularly with regard to public safety, nuisance abatement and housing. More often than not, these standard-bearers have been the elders in the community who have extensive familial and social ties within the West End. Similarly, a core group of Civic Park residents has been involved in promoting mutual needs and interests.

Recreation

West End is home to the Miller Recreation Center & Hall Gym, both occupying part of the former J. C. Price High School complex. Salisbury Parks & Recreation operates a range of programs at Miller Center that serve residents of West End as well as the larger community.

Historic Resources

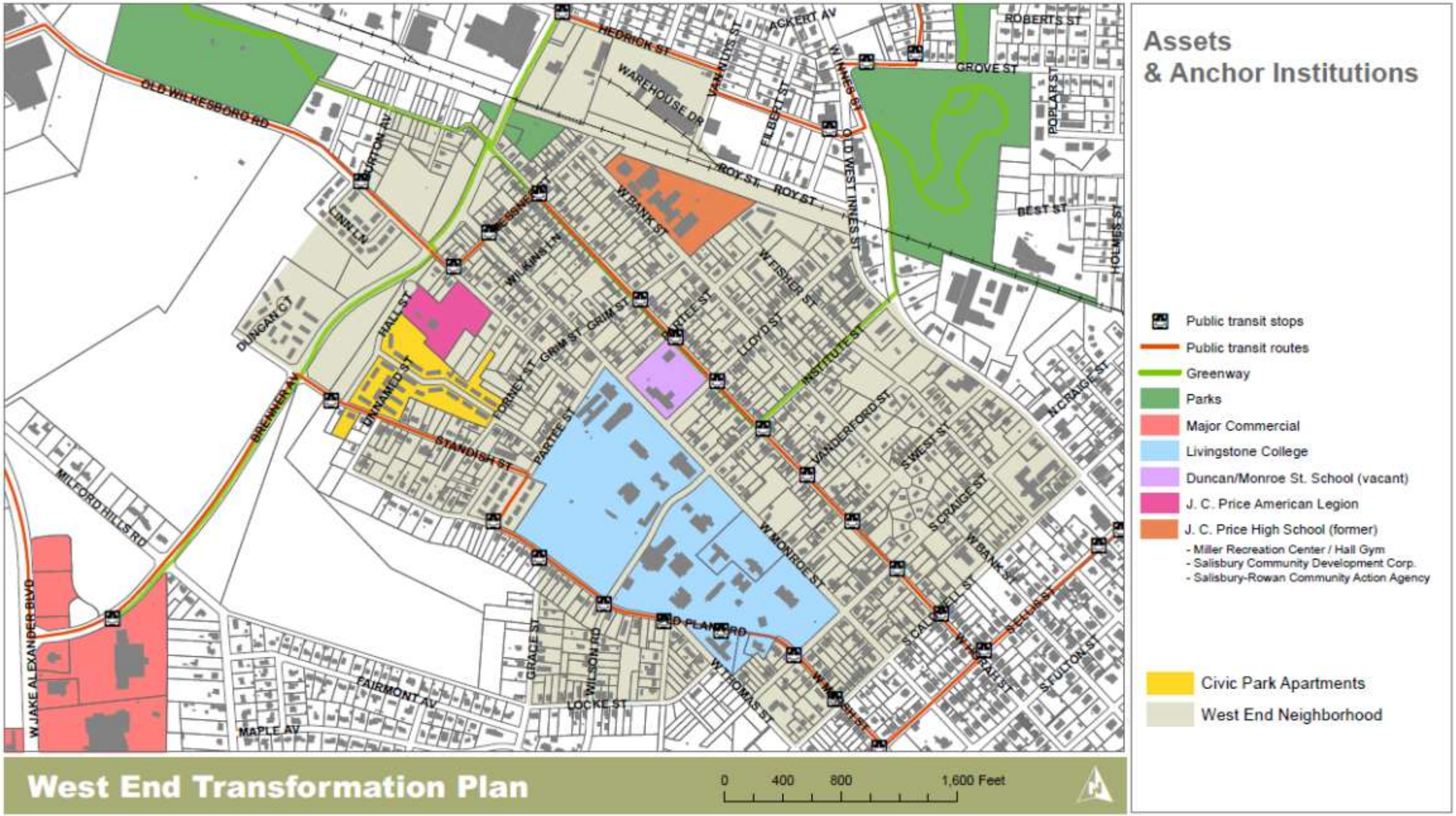
The Livingstone College Historic District encompasses a six-block stretch of W. Monroe Street, including the Livingstone College campus along with a number of residential buildings. The district is listed on the National Register of Historic Places which brings eligibility for historic tax credits for certified rehabilitations. In addition, two former schools located in West End —Duncan/ Monroe Street School and J. C. Price High School— have been individually listed on the National Register.

Veterans Services

W. G. (Bill) Heffner V. A. Medical Center occupies a large tract within 1/4 mile of West End, providing inpatient and outpatient services for veterans from a 24-county region including the Charlotte metro area.

Commercial

West End and Civic Park are served by two major grocery chains located within 1/4 mile on Jake Alexander Blvd., in addition to other commercial uses and the YMCA. Brenner Avenue is a major thoroughfare on the western edge of the neighborhood that provides convenient access to Jake Alexander Blvd. as well as other parts of the city. Downtown Salisbury is easily-accessible within 1/4 mile to the east of West End. A few small "mom-and-pop" businesses and stores dot the neighborhood.


Assets
& Anchor Institutions
Public transit stops
Public transit routes
Greenway
Parks
Major Commercial
Livingstone College
Duncan/Monroe St. School (vacant)
J. C. Price American Legion
J. C. Price High School (former)
- Miller Recreation Center / Hall Gym
- Salisbury Community Development Corp.
- Salisbury-Rowan Community Action Agency
Civic Park Apartments
West End Neighborhood
West End Transformation Plan
0
400
800
1,600 Feet
OLD WILKESBORO RD
HEDRICK ST
ACKERT AV
ROBERTS ST
GROVE ST
WAREHOUSE DR
VAN NUYS ST
FILBERT ST
W INNES ST
POPLAR ST
ROY ST
OLD WEST INNES ST
BEST ST
HOLMES ST
BURTON AV
LINN LN
W BANK ST
W FISHER ST
WILKINS LN
DUNCAN CT
HALL ST
GRIM ST
PARTEE ST
LLOYD ST
INSTITUTE ST
BREWER AV
UNNAMED ST
FORNEY ST
STANDISH ST
VANDERFORD ST
N CRAIGE ST
S WEST ST
MILFORD HILLS RD
S CRAIGE ST
W MONROE ST
W BANK ST
W JAKE ALEXANDER BLVD
OLD PLANK RD
S CALDWELL ST
BELLIS ST
GRACE ST
WILSON RD
W THOMAS ST
W MARSH ST
W FRANKLIN ST
S FULTON ST
FAIRMONT AV
LOCKE ST
MAPLE AV

Needs Assessment

The needs assessment was made up of five components:

- Resident Engagement
  1. Resident and public input, including public forum, steering committee and working groups;
  2. Topic-specific meetings: public safety; church/faith leaders; nuisance conditions and minimum housing

- Neighborhood Opinion Survey
  1. Alternate method for resident input
  2. Established baselines for resident satisfaction

- Neighborhood Profile/Census Data

- Physical Conditions Inventories
  1. Housing conditions
  2. Sidewalk conditions
  3. Street lighting conditions
  4. Transit service

- Engagement of Service Providers and Agencies
  1. Provided greater insight on the extent of the issues
  2. Revealed opportunities for partnerships

Neighborhood Profile

- 3,200 Residents
- 1,100 Housing Units
- Housing Tenure/Occupancy: 78.6% renter-occupied
21.4% owner-occupied
- Median Household Income: $27,591 ($35,871 city)
- Percent of Residents whose Housing Costs are 35% or higher: 40.8% (29% city)
- Percent of Families Below Poverty Level: 30.4% (19.7% city)
- Percent Unemployed: 22.7% (12.2% city)
- Age: Slightly higher than city in older age cohorts with spike in 15-19 age group, amplified by Livingstone College resident student population.
- High School Graduate or Equivalency*: 27.7% (29.9% city)

  (*Assuming this percentage is skewed higher due to resident college student population)

- **Percent Bachelor's Degree or Higher:** 13.3% (25.1% city)
- Female Head-of-Household with Children: 16.9% (10.9% city)

Current Conditions

Vacant / Boarded Properties

A survey of vacant, boarded or dilapidated properties found that the vacancy rate for the West End is more than 1.5 times that of the city.

2011 Vacancy Analysis	West End	City of Salisbury
Total Parcels	567	16,242
Vacant, Boarded and/or Dilapidated	40	753
Vacancy Rate	7.1%	4.6%

Duncan / Monroe Street School

Situated at the geographic center of the West End, the Duncan/Monroe Street School is the most prominent vacant structure in the neighborhood. Listed on the National Register of Historic Places, the building holds an important spot in the history of the city and West End. Residents have a strong interest in the rehabilitation and reuse of the building, making it a centerpiece of the entire plan, second only to the redevelopment of distressed public housing that makes up Civic Park.

Part I Violent Crimes

Violent crime rates in the West End show a decreasing trend, which can be attributed in part to overall national crime trends and possibly to community policing efforts put into place in recent years.

	2009	2010	2011
Total Part 1 crimes for Salisbury	2627	2191	1872
Total Part 1 crimes for West End	147	121	86
West End population	3288	3288	3288
Crimes per 1,000 residents	45	37	26

Storm Water Infrastructure

Residents point to several storm water issues around the West End. In 2012 the city established a new storm water utility and began collecting a monthly storm water fee to fund much-needed technical studies and system upgrades across the city.

The most significant problem areas in the West End include:

- Partee Street just south of Old Wilkesboro Road;
- Interior of the block near the J. C. Price American Legion;
- Vanderford Street which is dominated by a large, unsightly and unkempt retention basin;
- Hall Street cul-de-sac adjacent to Civic Park.

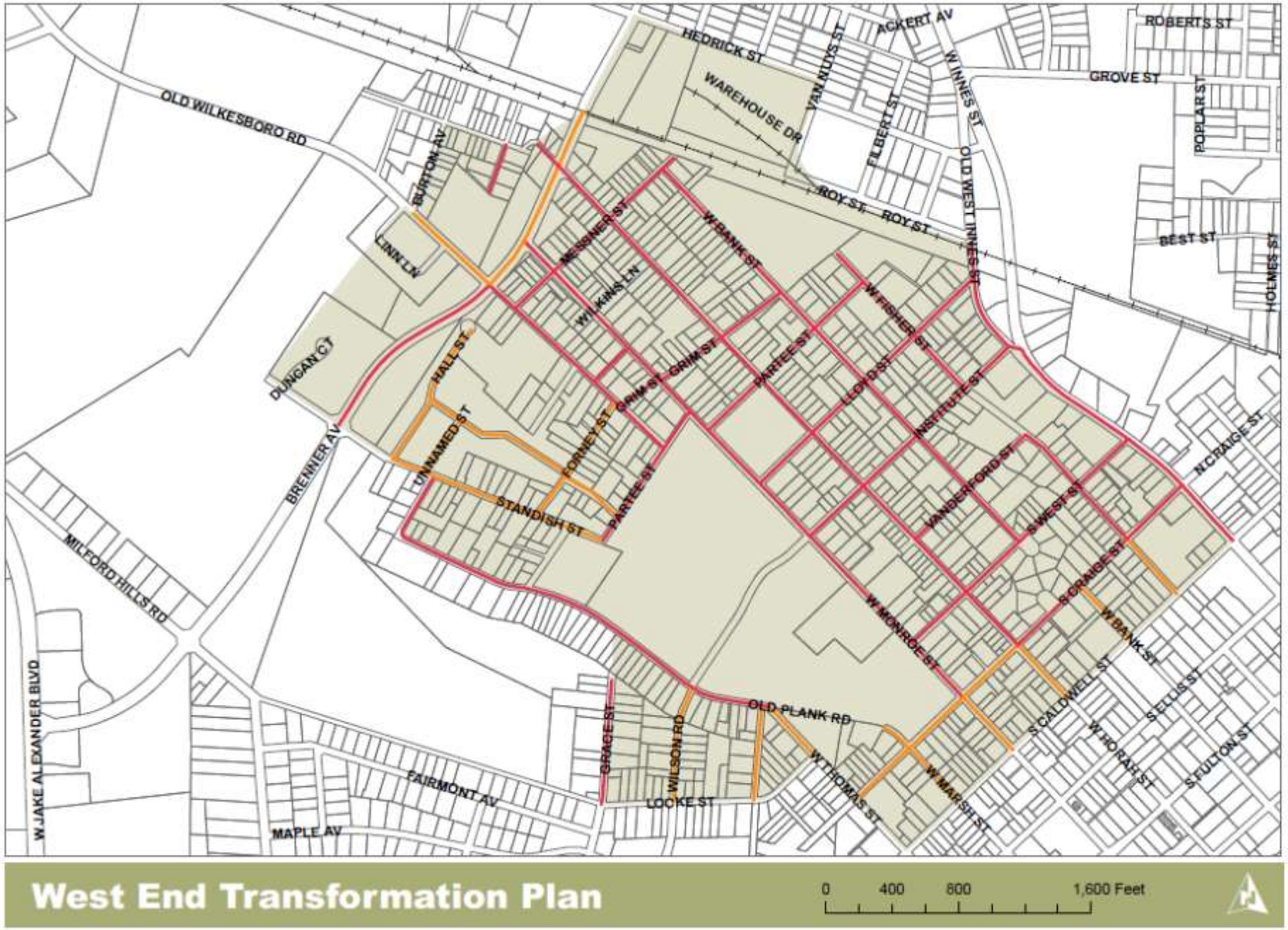
Public Transportation

The West End is served by two of the city's three transit routes. In total, there are 240 stops across the city (20 in West End), with a transfer depot located in the downtown area. Buses follow an hourly schedule between 6:15 a.m. and 6:15 p.m. five days a week, with limited service on Saturdays and no service on Sundays. Very few stops in the West End are currently fitted with covered shelters and/or benches.

An informal survey of transit drivers indicated that the busiest stops in the West End include:

- Brenner Avenue near Harris Teeter Supermarket
- Standish Street near Civic Park
- Old Wilkesboro Road near Linn Lane
- W. Horah Street at S. Craige Street
- W. Horah street at Partee Street
- Old Plank Road near Partee Street
- W. Thomas and West streets near the Old Hood Theological Seminary
- Brenner Avenue near the VA Medical Center

The Salisbury Five-Year Transit plan was recently adopted which recommends some shifting of routes that overall would serve the West End as well or better than the current routes.



West End Transformation Plan

0 400 800 1,600 Feet

Sidewalk Priority Index

Sidewalk Category

- HIGH
- MEDIUM

This sidewalk prioritization study was based on factors that tend to create more pedestrian activity, such as proximity to schools, businesses, parks, residential density and other factors. Most streets scored in the medium to high range of priority for sidewalks. Many streets already have sidewalks installed, but about one-third do not have sidewalks. This study helps to determine which of those that do not have sidewalks should receive priority over others for new sidewalk.

Neighborhood Opinion survey

A Neighborhood Opinion Survey was conducted in March 2012. The survey was mailed to all households in the West End, including owner-occupied homes and tenants of rental property. The following responses were compiled from the 95 surveys that residents completed and returned.

Residency characteristics:
- 33% have resided in West End for more than twenty years
- 56% own their own home / 42% rent their home

Current employment status:
- 17% employed 4% students 5% unemployed 50% retired or disabled

What are the most important programs and services to focus on? (top five answers)

Assistance for elderly and disabled	83%
After-School/Youth	72%
Housing rehabilitation	65%
Early childhood education	59%
Health & Wellness	52%

If you could only choose one of the above, which would you choose? (top three answers)
- Housing rehabilitation / Assistance for elderly and disabled / After-School/Youth

What are the most important neighborhood improvements? (top five answers)

Crime prevention	72%
Housing conditions	70%
Economic development/jobs	54%
Parks & Recreation	52%
Unoccupied buildings and lots	46%

What kinds of retail or business services would you like to see? (top five answers)

Farmers market	72%
Laundry/dry cleaners	65%
Clothing or consignment	61%
Sandwich shop	48%
Exercise studio	46%

What kinds of government or public facilities would you like to see? (top four answers)

Medical clinic	44%
Bill pay center	43%
Community center	43%

Level of satisfaction with current living conditions: Low 37% Moderate 44% High 15%

Level of confidence that West End Transformation Plan will result in substantial improvements: Low 8% Moderate 35% High 56%

Resident Priority Concerns

The following list of top resident concerns was compiled by residents during a facilitated group process. Over one hundred residents participated. Working in small groups, they identified dozens of specific issues and concerns and then collectively ranked them. Related items were grouped to produce a snapshot of the residents' top areas of concern.

RESIDENT PRIORITY CONCERNS	
PEOPLE	
1	Recreation
2	Employment / Self-Sufficiency
3	Education / Mentoring
4	Healthcare / Nutrition / Life Skills
5	Childcare / After-School
6	Social Services / Other Services
7	Community / Cultural Activities
HOUSING	
1	Amenities
2	Housing Rehabilitation / Housing Code
3	Ownership / Affordability
NEIGHBORHOOD	
1	Community Facilities
2	Commercial / Business
3	Transportation / Access to Services / Infrastructure
4	Neighborhood Identity

Opportunities for Reuse & Reinvestment

Vacant land and underutilized buildings in West End present opportunities to improve and increase housing, strengthen neighborhood identity through historic preservation and expand the base of services provided within the community.

Historic Duncan/Monroe Street School

This National Register-listed historic school building, which has sat vacant for ten years, occupies a 3.7-acre tract at the heart of West End, making it particularly well-suited for a range of redevelopment scenarios. The 3-story, 33,000 sq. ft. structure was completed in 1923 when it became the only public school for black students. It features an auditorium and ample land area to provide a central neighborhood park and additional building development.

Vacant Land

Numerous vacant housing lots are scattered about the area, the result of demolition of dilapidated housing over time. These lots and other available land would be suitable for affordable housing infill and replacement public housing.

Vacant Housing

Vacant, boarded homes have been a persistent issue in West End. Rehabilitation of these units would benefit the entire neighborhood through the creation of affordable housing, improved appearance, reduced criminal activity associated with derelict property and reduction in nuisance and minimum housing cases.

Historic J. C. Price High School

The main structure, along with ancillary buildings erected between 1931-57, served as Salisbury's black high school from 1923 until the 1968-69 school year. Listed on the National Register as well as a national Rosenwald School directory, it includes an unused 525-seat auditorium, in addition to many of the original features. The primary building is currently occupied by the Salisbury-Rowan Community Action Agency. The buildings are eligible for state and federal historic rehabilitation tax credits.

West End Neighborhood Vision

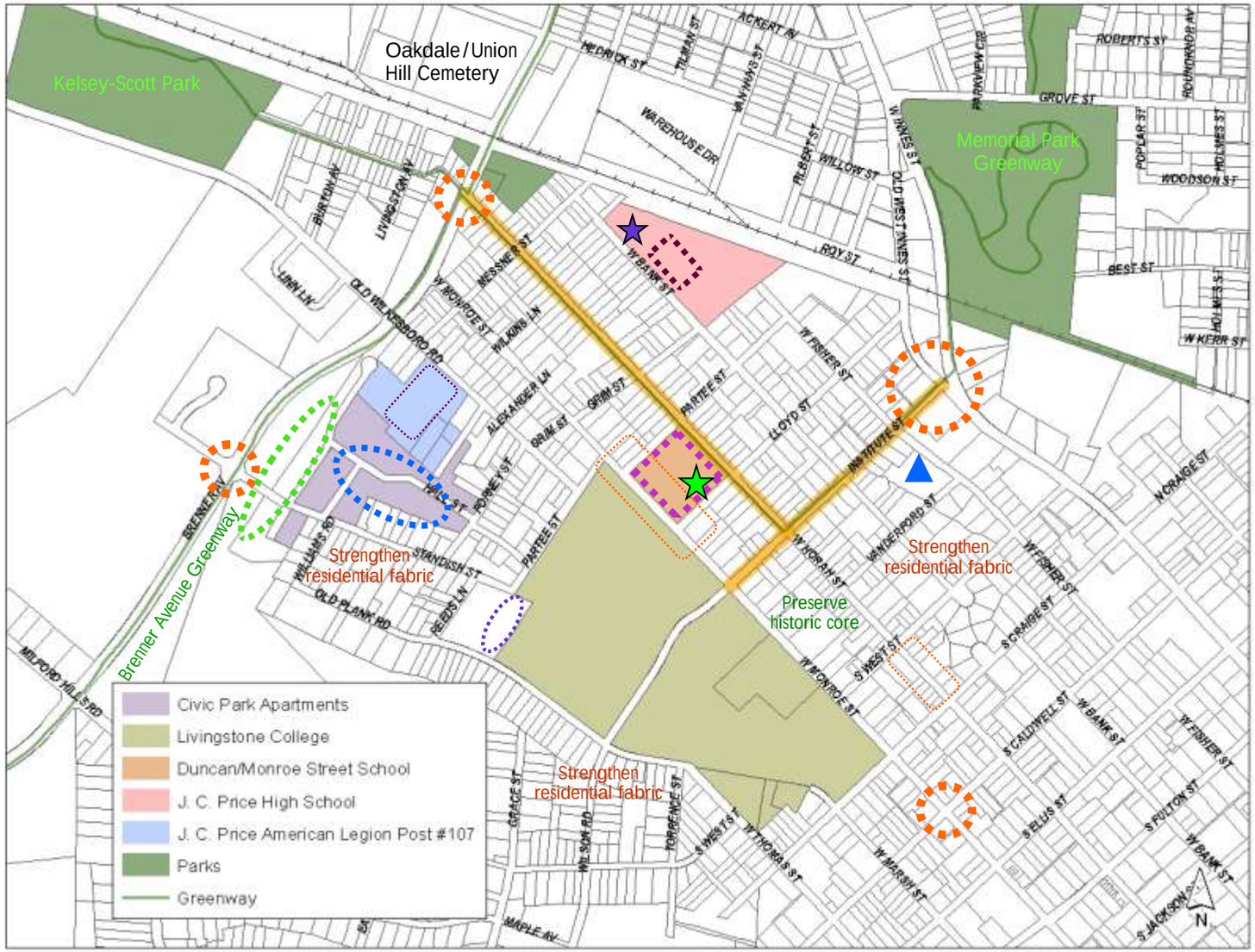
The Vision for the West End evolved over a series of community meetings in which residents collectively outlined and prioritized their needs and aspirations for neighborhood change. The result is the following set of *Guiding Principles* which together paint a picture of the neighborhood as residents want it to become.

Residents envision a neighborhood that is Vibrant, with its own unique sense of place where all residents are actively engaged in community life and the history is preserved and celebrated. Residents envision a community where residents feel Safe, where the incidence of crime is low and any stigmas associated with crime become a thing of the past. Residents envision a community that is Connected— both socially, through robust internal networks, and physically, by transit and public infrastructure to resources inside and outside the community. Residents envision a neighborhood that is Green, with a healthy tree canopy, ample landscaping, green buildings and sustainable infrastructure that contribute to overall livability and help protect the environment. Residents envision a neighborhood that Offers Quality Housing— homes are well-maintained and desirable for families of all types and incomes. Residents envision a neighborhood that Offers Opportunity where residents have access to resources that support positive outcomes in the areas of health, education and employment.

Building upon these *Guiding Principles*, residents identified neighborhood strengths, existing assets and opportunities that provide a place to start the transformation. As momentum began to build and residents continued to plan, more partner organizations came on board and other opportunities surfaced. The West End Neighborhood Vision presented on the following pages evolved from this collaborative process. The *Guiding Principles* set the framework. The strategies describe the actions, methods, key players and potential resources for neighborhood transformation.

West End Vision & Guiding Principles	
Vibrant	Gateways & Signage Historic Buildings Preserved & Reused New Buildings Complement Neighborhood Strong Resident Leadership Duncan/Monroe Street School community hub
Safe	Targeted Crime Intervention & Prevention Community Policing Free of Nuisance Conditions Well-lit Streets Designed for Safety
Connected	Embrace Public Transportation Support Walking & Biking Access to Technology Miller Center Activity & Resource Hub
Green	Parks, Greenways & Street Trees Places for Play and Outdoor Leisure Sustainable Building & Design
Offers Quality Housing	Housing Rehabilitation Compatible Infill Housing Homeownership & Affordable Rental Community Spruce-Ups Public Housing Redevelopment & Mixed Income
Offers Opportunity	Cradle-to-Career Education Youth Programs Affordable Healthcare Nutrition & Wellness Employment Opportunities

Neighborhood Vision



- Make neighborhood gateways distinctive!
- Enhance West Horah Street / Institute Street sidewalk connector
- Rehabilitate Duncan School and make it a hub of the community
- Rehabilitate J. C. Price High School
- Civic Park Phase I Redevelopment
- Civic Park Phase II Redevelopment
- Livingstone College Redevelopment Area
- Encourage neighborhood -scale business
- J. C. Price American Legion Redevelopment Area
- Make stormwater basin functional + attractive
- Create a neighborhood transit hub
- Create West End resource and activity hub at Miller Center

The West End…….is vibrant!

Residents envision an aesthetically-pleasing community with a strong sense of place rooted in its architectural and cultural traditions. Gateways, signage, greenery and historical markers proudly mark entrances and places of special significance. Historic buildings are preserved and rehabilitated. Older homes, churches and institutional buildings give the West End its character and contribute to the vitality of the entire city. New buildings complement and reinforce the historic integrity of the West End. Residents envision a cohesive community where neighborhood pride is reflected in the physical surroundings. It is a place with a robust civic life involving residents of all ages.

Strategy 1: Make neighborhood gateways distinctive.

Primary entrances to the West End should announce to the visitor that he or she is entering a unique and special place. Make key entrances to the neighborhood prominent and attractive by introducing greenery, decorative signage and lighting or public art.

Key gateways include:

- Standish Street @ Brenner Avenue (Primary entrance to Civic Park public housing redevelopment area)
- West Horah Street @ Brenner Avenue (connector route linking the Brenner Avenue Greenway and Memorial Park Greenway)
- Institute Street @ West Innes Street (Key entrance to Livingstone College)

Potential sources of funding include HBCU grants (Historically Black Colleges and Universities), Department of Transportation and health- or recreation-related state or federal grants.

A new gateway to Livingstone College is planned for Partee Street which will feature a new Field House to support the existing athletics programs. Through a land swap with the college, Salisbury Housing Authority will demolish eight public housing units on Partee Street and incorporate those units into the Civic Park site; in return, SHA has obtained an option from Livingstone College for an undeveloped tract on Brenner Avenue on which to build Phase I Civic Park Redevelopment.

Strategy 2: Restore the historic fabric of West End.

Some of the historic architectural fabric of the West End was lost through urban renewal in the 1960s. However, numerous early 20th century bungalows, simple cottages and impressive institutional buildings have endured. Rehabilitation will be carried out in a manner that is sensitive to the historic integrity of the building while providing for modern uses. The institutional and residential structures that make up the Livingstone College campus are also a defining feature of West End. Most have been lovingly preserved while others are still in need of rehabilitation. The campus, in addition to numerous residential structures along West Monroe Street make up the Livingstone College National Register Historic District. Historic preservation tax credits is one tool that will be put into practice to facilitate further rehabilitation efforts. Organizations that can be called upon for technical assistance for historic rehabilitation and adaptive reuse include Historic Salisbury Foundation, Downtown Salisbury, Inc. and the North Carolina Department of Culture & Archives -Historic Preservation Office. Other key players will be the City of Salisbury, Salisbury CDC and Livingstone College.

Strategy 3: Introduce new architecture that complements historic character of the neighborhood.

New construction will borrow heavily from this historic template in order to reinforce the traditional character of West End. New single-family homes will be in keeping with the overall scale, massing, lot sizes, roof forms, porches and other details that relate to other structures nearby. New public housing at Civic Park and other multi-family units will be designed with these familiar elements to be in keeping with the character of West End. Rather than stand apart from its surroundings as the 1950s-era public housing was designed, the new Civic Park will be redeveloped with careful attention to site design and building scale so that the public housing melds into the fabric of the surrounding neighborhood.

Strategy 4: Make the Duncan/Monroe Street School a hub of community life.

This three-story building listed on the National Register of Historic Places is located at the very heart of the West End, adjacent to Livingstone College. When the building was completed in 1923, it became the only public school for black students in Salisbury. It is an important community and city landmark of great cultural significance. Vacant for more than ten years, it needs significant historic rehabilitation. The building contains over 30,000 sq. ft. suitable for adaptive reuse for a range of community and academic uses. The historic structure occupies approximately one-quarter of the lot with the remainder of the lot in open space.

At the onset of the planning process, West End residents astutely recognized the potential for the building to serve as a community hub to serve the student population as well as the neighborhood. It is strategically-located to be the confluence of neighborhood and student life, and via public transit, the broader community. Working in partnership with the current owner, Livingstone College, the city of Salisbury, Salisbury Housing Authority, Salisbury CDC and other organizations will develop a rehabilitation plan for the building. The financing plan might include historic preservation tax credits, private developer fees and financing, CDBG, Choice Neighborhood Implementation Grant funds, local foundations and other sources that can be identified. The development arrangement potentially would involve a ground lease agreement between Livingstone College and Salisbury Housing Authority.

The plan to transform the Duncan/Monroe Street School into a community hub includes the following strategies:

1. Rehabilitate the historic structure. Include office space, classrooms, meeting rooms and flex space to support a range of services and activities. Make the original school auditorium available for community events and performances.
2. Offer education- and health-related services. Redevelopment possibilities for the structure include: relocate Head Start classrooms from mobile units on the property to permanent facilities on the first floor; establish a Federally Qualified Health Center on one floor; develop the remaining floor for offices/classrooms/meeting rooms to support youth programs and adult education with joint use by Livingstone College for academic programs.
3. Attract neighborhood-scale business. Develop and attract small businesses to infill sites adjacent to the Duncan/Monroe Street School or close by to attract people to the area at all times of the day, thereby reinforcing this spot as a hub of activity.
4. **Create a West End "central park".** Develop a portion of the open space for active and passive recreation which would be the only park centrally-located in the West End. Include walking trails and playgrounds.
5. Embrace public transit. Support employment and link residents to needed services outside the neighborhood by fully-embracing public transit. Create a neighborhood transit hub at the Duncan/Monroe Street School by installing a large shelter with real-time route information and call boxes to improve functionality and safety. Further, to make transit fully supportive of employment, offer 2nd shift bus service on weekday evenings to the city's largest employment centers.

Strategy 5: Rehabilitate the historic J. C. Price High School. Evaluate best use for the facility.

Listed on the National Register of Historic Places, J. C. Price School is the first and only public school building in the city of Salisbury erected for the exclusive use as a high school for black students. The school was closed after the 1968-69 school year when the city's schools were fully integrated. The building was used for office space and other purposes after the school was closed. The structure is associated with the Julius Rosenwald Fund which supported the construction of hundreds of public educational facilities for black students from the 1910s until 1932. It is in fair to good condition and many of the original fixtures, such as built-in lockers and auditorium features, are extant. Window stabilization and other repairs are needed to restore energy efficiency. It is eligible for state and federal tax credits which could help offset costs of a certified rehabilitation. Other potential funding sources include grants from the Rosenwald Centennial Fund, federal Historic Preservation Fund grants for Certified Local Governments and local philanthropic foundations.

Rowan Salisbury Community Action Agency, the current occupant, has been considering alternative sites nearby which might be a better fit for their needs. The plan is to support the CAA in this process and to explore other uses for the structure that ensures its continued use and contributes to overall neighborhood transformation.

Strategy 6: Working in tandem with the J. C. Price American Legion Post #107, explore redevelopment potential for Legion-owned property.

The American Legion hosts several events through the year focusing on children and youth. The largest is a week-long annual Memorial Day celebration culminating in a carnival midway with rides and games. This event is a long-standing neighborhood tradition welcomed by residents. The Legion property includes a small meeting hut and ancillary structures, which members built in the 1950s. Most of the property is undeveloped land which forms the site of the annual carnival and other events. The property extends from the Civic Park redevelopment area to Old Wilkesboro Road .

The Salisbury Housing Authority and the city of Salisbury will continue to work with Legion members to explore redevelopment options for their property and to identify potential funding sources for a new Legion building. Goals will include continuing to support the annual carnival and other Legion activities while also exploring options for a connection to Old Wilkesboro Road. This could reduce the block length in this area for improved pedestrian connectivity. The Civic Park redevelopment plan has been designed to accommodate a future street connection if that opportunity arises. Potential assistance for a new Legion building might be obtained through federal grants for veterans organizations or technical assistance from the Veterans Administration.

The West End……. is safe!

Residents want to feel safe in their neighborhood. They want a strong police presence with quick response time and frequent patrols to deter crime. Residents envision well-lit streets and parks that are free of drug and gang activity. Ridding the West End of abandoned or boarded-up houses and overgrown lots is important to residents from a crime prevention standpoint, as well as appearance.

Strategy 7: Continue community policing.

In recent years Salisbury Police Department has put in place community policing measures that help build stronger relationships between patrol officers and neighborhood residents. Officers have laptop computers and pads that allow them to prepare reports and paperwork from their vehicle while spending more time in their patrol area. Officers are encouraged to participate in community events and get to know residents and business owners, forming personal bonds that help build trust and encourage residents to be more vigilant about reporting suspicious activity.

Strategy 8: Expand the PIT Team (Police Interdiction Team)

In 2011 Police Chief Rory Collins restructured the department to create a specialized unit under the Criminal Investigations Division that would combat street-level criminal activity in an aggressive and vigilant manner. The focus is elevated visibility in high crime areas with covert surveillance to augment narcotics and gang investigations. The PIT team monitors calls and tips from involved citizens about where suspicious activity is taking place and also relies heavily on statistical data to track crime hot spots. After initial deployment of the PIT team in a crime-troubled area of the city, statistics showed that burglaries were down by 66.7% and disturbances were down 42.8% during a one month period compared to the previous year. Warrant service was up by 850%. Based on these results, Salisbury PD will form a second PIT team in FY 2013 to be able to target more high crime areas.

Strategy 9: Create a civilian Police Expeditor Program.

In FY 2013 Salisbury Police Department will create a new unit made up of part-time civilian employees to assist patrol officers with reports and paperwork of a non-confidential nature. This will allow patrol officers to spend a greater proportion of their time on the street, increasing overall police visibility throughout the city. In another move to improve patrol coverage and to be consistent with national incident management standards, the department's two existing patrol districts will be reorganized into quadrants, generally aligned with existing fire districts.

Strategy 10: Create dedicated police patrol for West End.

Neighborhood transformation is a process that happens slowly, through a series of deliberate actions to improve housing and the physical environment, supported by steps to improve employment, education, healthcare and other social factors. Heightened public safety will be critical during this process until transformation begins to take hold. Based upon recommendation from Salisbury Police Department, this plan includes as a future goal a dedicated around-the-clock patrol for the West End to augment the current levels of service. The additional coverage would consist of two patrol units working 12-hour shifts (or four additional officers) that would work solely in the West End. Potential funding for the additional police coverage include Department of Justice Community Oriented Policing (COPS) grants.

Strategy 11: Target unsafe conditions related to vacant structures and nuisances.

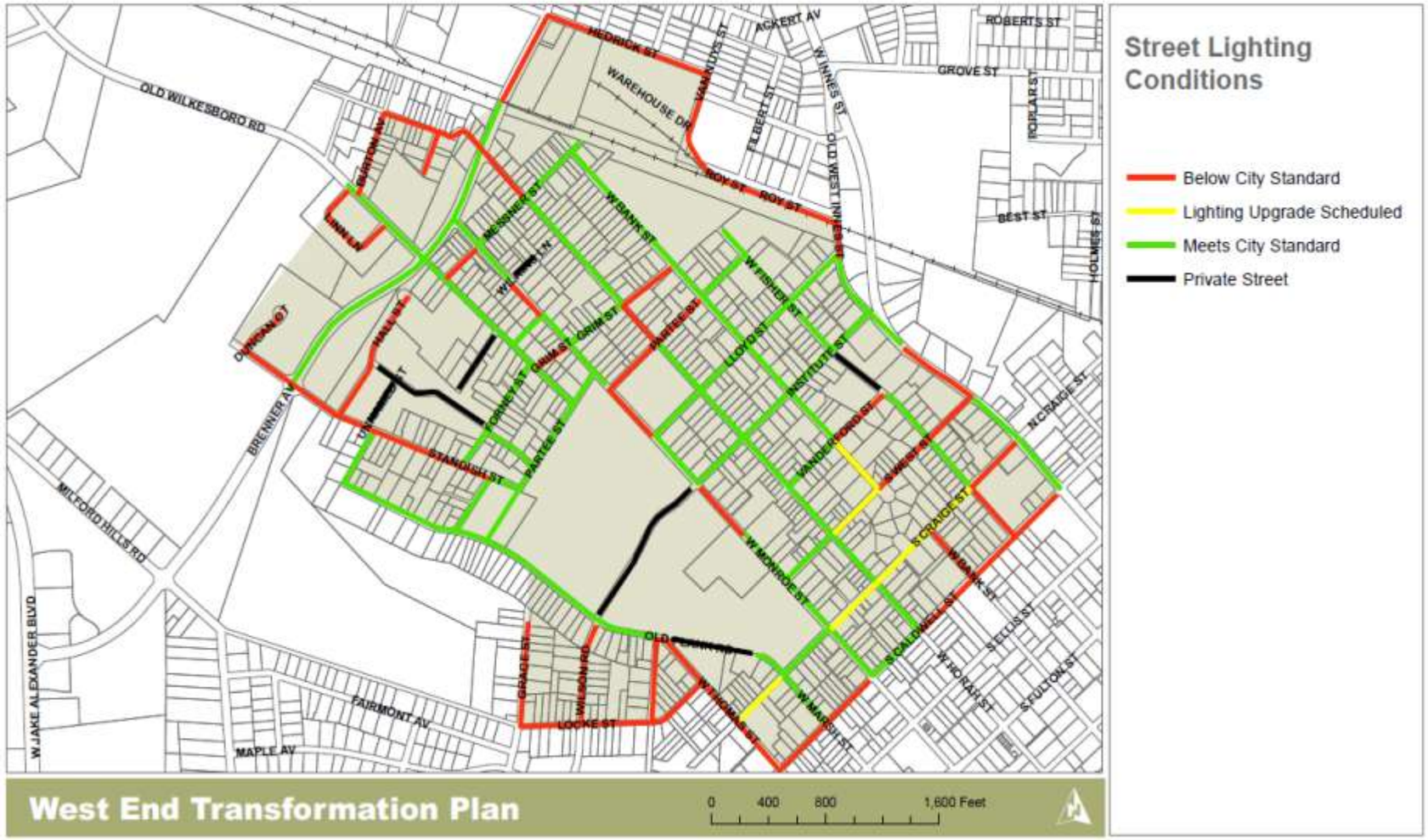
Boarded-up homes and overgrown lots harbor pests, rodents and unseen hazards, and are associated with increased criminal activity and vagrancy. They also add to negative perceptions about crime and safety of the area. In 2010, the city of Salisbury revamped its code enforcement activities to improve effectiveness and capacity. The city will continue to focus on minimum housing and nuisance conditions and will work to remove these conditions in partnership with the Salisbury CDC through housing acquisition and rehabilitation using CDBG funds. The Salisbury Housing Authority will partner as the property manager for rental and lease-purchase units in the West End under a new affordable rental program with the Salisbury CDC.

Strategy 12: Upgrade street lighting

A number of streets in the West End do not meet the city's current standards for street lighting. To improve public safety and help deter crime, all streets should be brought up to the current standard.

Priorities include:

- Standish Street
- West Monroe Street
- Partee Street
- Other segments identified on the map



Strategy 13: Make Civic Park safer through design.

Several factors having to do with the original layout of the site and how the buildings were designed are causing an unsafe living environment for residents. These factors include the lack of adequate porches or other areas outside of the units that residents can claim and defend as personal space. The only area designated for children to play is located behind the units where adults can't easily watch over them. Interior streets that are not wide enough for parked cars cause problems for access by emergency response vehicles. Storm water control is inadequate resulting in ponding of water near units and the play area.

The Civic Park redevelopment will feature ample porches and balconies on all units. Playgrounds will be located where parents can monitor and supervise children while playing. Storm water facilities will ensure that water runoff can quickly drain to retention areas located away from the units.

The West End…….is connected!

Residents envision a community that is connected to a range of goods and services, jobs and educational opportunities , either in the neighborhood or by public transportation. They need public transit that is easily accessible, with more frequent service and extended service hours to be able to get to medical appointments and employment. Residents envision a neighborhood that is safe and inviting for a walk to visit a friend or to access public transportation. Computer training and access to computers is important to residents for both the educational value and employment. Residents also value their existing social networks and feel strongly that a community center for West End is needed to support resident engagement and to act as a resource center for information on programs, services, youth and senior activities or cultural events.

Strategy 14: Embrace public transportation to support employment, education and access to services.

For a city of just over 33,000 residents, Salisbury has good access to public transportation. Salisbury Transit offers three routes with hourly service between the hours of 6:15 a.m. until 6:15 p.m. Two of these routes, with about twenty stops, serve the West End. All buses have security cameras inside and out.

This plan recommends embracing public transit as a critical link to education and employment. Nearly one-quarter of West End residents depend on friends, family members or public transportation to get around. Currently the only covered bus stop is located near the intersection of Brenner Avenue and Jake Alexander Blvd. just beyond the neighborhood boundary. Expanded service hours and more bus shelters could improve the rider experience and increase ridership, but more importantly, would help the system to become more fully functional in terms of linking residents to employment and educational opportunities outside the West End.

Strategies for enhancing public transportation include:

- Install bus shelters at key locations in West End. High priority locations include:

  Standish Street @ Civic Park
  Old Wilkesboro Road @ Linn Lane
  W. Horah Street @ Partee Street
  Old Plank Road @ Partee Street
  Thomas Street @ West Street near the Old Hood Seminary
  W. Horah Street @ Craige Street

- With the rehabilitation and reuse of Duncan/Monroe Street School as a community hub, make this a neighborhood transit hub as well. Install a larger shelter and provide real-time route information and call box for added security.
- Add evening service during the week to the larger employment centers to support 2nd shift employment.

Strategy 15: Make West End safer and more inviting to walk, bike and reach public transportation.

Sidewalks are present on many West End streets, but gaps do exist that create a less than ideal environment for pedestrians. One sidewalk priority frequently mentioned by residents is Old Wilkesboro Road from Brenner Avenue to Kelsey-Scott Park. This segment has been studied for feasibility and cost, and is planned as a second phase to sidewalk that was installed on the opposite end of Old Wilkesboro Road in 2012. A sidewalk prioritization study has also been completed. The study was based on factors that tend to create more pedestrian activity. Most streets scored in the medium to high range. The following priorities have been identified:

Partee Street from W. Horah Street to Fisher Street
West Street from W. Bank Street to W. Innes Street
Monroe Street from Grim Street to Brenner Avenue
W. Fisher Street from Partee Street to Craige Street
Grim Street from Old Wilkesboro to W. Bank Street
Old Plank Road

West Horah Street and Institute Street together make up a sidewalk connector that links the Brenner Avenue Greenway to the Memorial Park Greenway. This route should be further enhanced with street trees to provide shade and beautify the area.Potential funding sources for sidewalks include the North Carolina Eat Smart Move More program and CDBG funds.

Strategy 16: Use technology to support education and employment.

Access to technology and computer skills are crucial to educational attainment and employability in many fields. To support advancement in these areas, a computer center was installed at the Miller Center in 2012 with free access to computers and a range of education and employment websites. Computer classes will also be offered as part of Miller Center programming.

Salisbury is one of a relatively few communities in the country to have municipal high-speed fiber Internet/phone /cable services available for its residents. Salisbury's *fibrant* Internet service will be an important tool to support community and education facilities in the West End and the provision of neighborhood-based community college classes, job retraining and similar programs.

Strategy 17: Bring back the Miller Center as a resource and activity hub for West End.

Miller Recreation Center is a city facility, built in the 1950s, operated by Salisbury Parks & Recreation. According to neighborhood residents, the Miller Center once served as a community center for the West End. Youth participated in plays, social events or just went to the center to enjoy free time with friends. Over time, the facility transitioned to offer more structured programs, camps and league sports open to all city residents. Many of these programs charge fees that are not affordable for residents of West End, or larger families choose not to participate because they can only afford camp tuition or program fees for one child to attend. During the planning process, the lack of affordable and accessible youth programs became one of the most frequently-cited concerns.

In response to this need, the city of Salisbury will transition the Miller Center back to a neighborhood-based community center during FY2013. Free or low-cost programs will be offered for youth, seniors and adults. Opportunities will be explored to offer a Boys & Girls Club, Big Brothers/Big Sisters and similar programs. A study is currently underway for facility upgrades and a resident survey will be used to determine programming needs and desires.

Strategy 18: Support and develop resident leaders.

West End is fortunate to have many devoted and involved residents who have participated in transformation planning. The West End Community Organization (WECO) was established in 1955 by residents to promote the West End and offer support for schools that students attend. West End Pride is another community group that coalesced during transformation planning with a goal of hands-on community beautification and physical improvements coordinated by volunteers from within the community. At its current level, neighborhood organization could benefit from leadership development, recruitment and increased coordination to enhance their efforts.

As West End planning transitions to implementation, residents will continue to be involved in all facets of the process. A resident council will be formed with representation from business leaders, churches, neighborhood organizations and other residents. This group will take the place of the People/Housing/Neighborhood working groups that were a part of developing the plan and may include many of the same individuals. This group will work in coordination with the planning team and will act as the primary conduit for the flow of information to and from the neighborhood. Moreover, the goal is to develop greater capacity within the group over time to take on a greater leadership role in implementation.

The West End.....is green!

Residents envision easily-accessible and safe parks for kids to play that are tailored to their needs. Street trees and attractive landscaping are important to residents for overall beautification of the West End and to highlight its best features. Energy efficiency is also important to residents, both for lower utility costs as well as sustainability reasons. Storm water infrastructure needs to be updated and improved to alleviate significant drainage issues, to remove places where water tends to collect and to improve water quality.

Strategy 19: Make the West End more attractive, healthy and livable.

Improve appearance and promote more active lifestyles by providing safe and inviting parks and green space for recreation and leisure pursuits. Plant street trees, build walking trails in new parks and create areas for children to play in locations that can be easily monitored by adults. Include adequate lighting in parks for safety and to deter criminal activity.

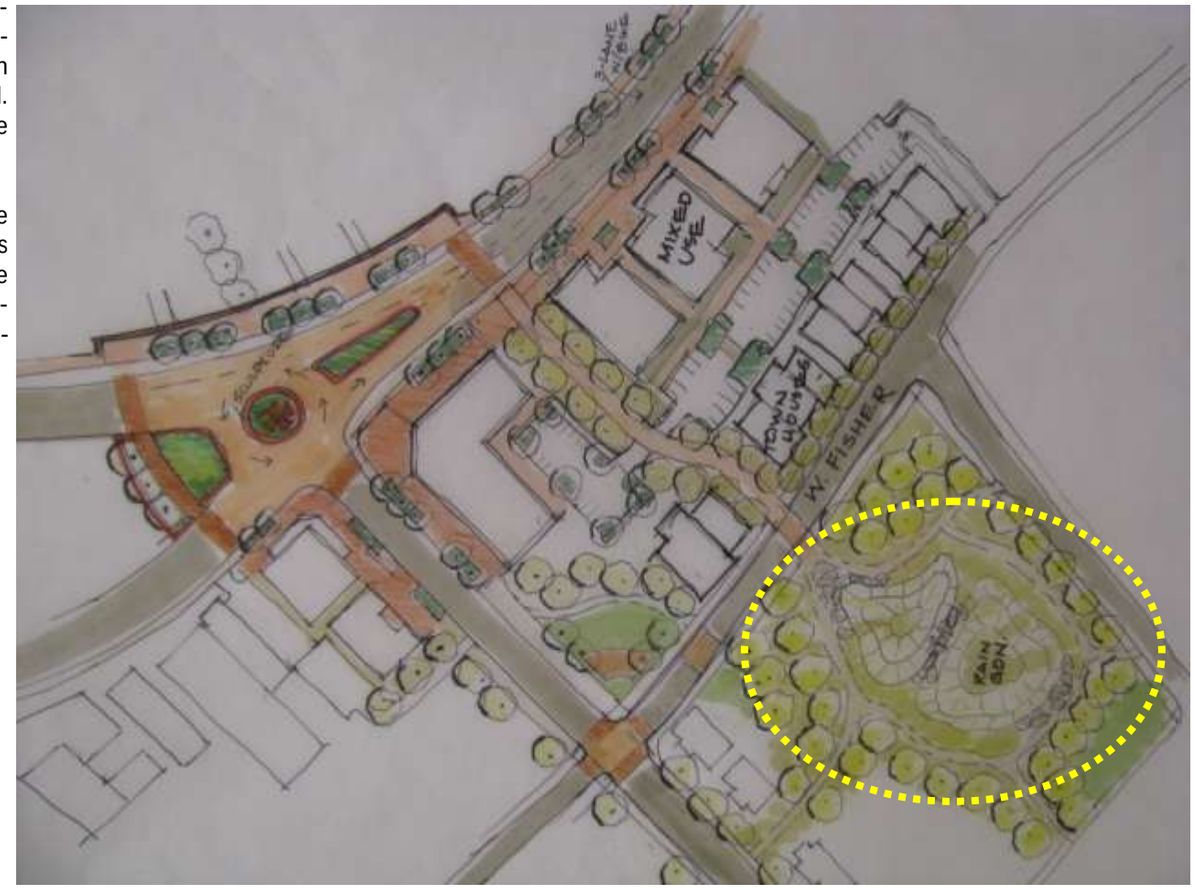
Priority locations for improvements include:

- Create a new public park as part of Duncan/Monroe Street School redevelopment/building rehab
- Plant street trees to enhance the West Horah Street/Institute Street greenway connector
- Incorporate parks, playgrounds and walking trails in the Civic Park redevelopment area
- Explore ways to beautify the Moore's Chapel A.M.E. cemetery on Standish Street
- Enhance key gateways with landscaping
- Plant shade trees near bus shelters
- Work with the Tree Board to increase the amount of street trees in designated areas.
- Build a 1/4 mile track facility in West End. This was a preferred choice of Civic Park youth who participated in a "dot" voting exercise on park amenities.

Strategy 20: Improve the Vanderford Street storm water basin — make it functional and attractive

This open space located on Vanderford Street holds a large storm water retention basin that collects runoff from two drainage channels that run through the neighborhood. These channels run underground at some points and are uncovered at other points. Where they are below ground, the pipes are beginning to fail in some locations leading to small sinkholes and erosion. Where they run above ground, they are choked with weeds and overgrowth at some locations. The two streams converge and drain into the basin on Vanderford Street where excess water collects and slowly seeps into the ground. In very heavy rain events, a low point on Institute Street on the opposite side of the basin is known to flood. The basin itself is currently surrounded by an offensive and unattractive chain link fence topped by razor wire.

A comprehensive storm water assessment is needed for the entire drainage system in the West End to identify solutions for these issues. The vision for the Vanderford Street basin is to transform it into an amenity that enhances the West End while also providing adequate control of runoff. A potential funding source for assessment and improvements is the Environmental Protection Agency—grants for nonpoint-source water quality or watershed protection.



Strategy 21: Make buildings energy-efficient.

Energy efficiency upgrades should be incorporated in both new construction and building rehabilitation. Strategies can range from advanced framing techniques that improve thermal efficiency in new construction to better insulation and installation of energy-rated appliances as part of remodeling an older home. Energy efficiency will be a standard practice with West End transformation. Rating certification systems that will be utilized include Energy Star in single-family homes and EarthCraft Multi-Family in the Civic Park redevelopment. The standards that must be achieved in order to receive the certification ensures that the future occupant will enjoy the benefit of lower utility costs over the long term.

The West End.....offers quality housing!

Residents envision a neighborhood free of run down buildings, boarded up homes and vacant lots that are not well- maintained. Conditions related to housing have been a major contributor to negative perceptions about the West End. Residents want more programs to help homeowners, especially senior citizens, get needed repairs to their homes. Rental properties also need to be better maintained. The vision is for all homes to reflect positively on the West End and to complement new public housing planned for Civic Park.

Strategy 22: Expand housing rehabilitation programs.

The city of Salisbury, with the Salisbury CDC as its development partner, will continue to focus CDBG—Community Development Block Grant funds— in the West End for housing rehabilitation. Under this program, homeowners with incomes of 80% or below the median income can qualify for low interest, deferred loans for emergency repairs and rehabilitation. However, CDBG alone will not be enough to rehab all of the homes that need work and make the desired impact on overall housing conditions. Also, some owners who need assistance do not qualify for CDBG, so other funding sources will be needed. Potential partners and resources that could help fill the gap include Salisbury Rowan Community Action Agency and Habitat for Humanity. Assistance will be in the form of low-interest loans for homeowners, or grants whenever possible. An equitable and effective strategy to raise the condition of rental property is also called for. This strategy will be incentive-based, such as matching grants for exterior repairs, and will also depend on a non-federal source of funding to be obtained.

Strategy 23: Build new homes. Increase homeownership.

Constructing new homes will put vacant lots back into productive use. By focusing on homeownership, this will help to increase the overall household income in the West End. The Salisbury CDC will invest HOME Investment Partnership funds, along with HOME funds received by the city of Salisbury, to build new homes on vacant lots for first-time homebuyers in the West End. Additional funds will be needed in order to address all of the vacant lots and make a larger impact. Eligible homebuyers will generally be in the 50-80% of median income range. Careful attention to building scale, design details and lot size will be crucial so that new buildings help to reinforce the historic character of West End.

Strategy 24: Organize neighborhood spruce-ups, focusing on facades and curb appeal.

Many homes in West End are well-maintained, while many others could benefit from a little TLC. This program will be aimed at smaller-budget façade improvements, beautification and landscaping projects that can deliver a big impact in overall curb appeal. Examples include exterior painting, porch repairs, removal of dead or diseased trees, pruning overgrown shrubs or planting new shrubs and flowers. This program will potentially be managed by the Salisbury CDC with support from volunteers, community service agencies, churches, scouting programs and other organizations. Donations and grants will be sought from local foundations, local building supply companies, national home improvement chains (such as Lowes and Home Depot) and other sources. Initially, the program will target owner-occupied homes and eventually expand to include rented homes, neighborhood churches and small businesses.

Strategy 25: Rehabilitate vacant or abandoned homes to provide affordable, well-maintained homes for rent

This strategy will focus on transforming vacant or abandoned homes into well-maintained, affordable homes for homeownership, rent or lease-purchase. Sweeping changes in the housing market have made it more difficult for first-time homebuyers to enter the market, creating a higher demand for affordable rental housing. For many families, renting a home is the only option they can afford, or it may be the preferred option. To meet the need for safe, high-quality housing for lower-wealth families, the Salisbury CDC will initiate a rental housing program. Vacant, abandoned or foreclosed homes will be purchased and rehabilitated for the program. The Salisbury Housing Authority will partner with the CDC to manage occupancy and maintenance of the rental units. These homes will generally be affordable for families in the 30-80% income range. A lease-purchase option will be available for eligible families which will help increase homeownership in the West End as families become more financially stable.

Strategy 26: Redevelop Civic Park apartments. Incorporate public and affordable units.

The redevelopment of Civic Park is a centerpiece project of this plan. The buildings and units in Civic Park are structurally and functionally obsolete making them unsuitable for rehabilitation. The new development will provide adequate parks, playgrounds, parking and a community building. In addition, a portion of the site has been reserved for a future child development center.

The redevelopment has been made possible through a land swap with Livingstone College to obtain undeveloped acreage along Brenner Avenue. The new Civic Park will contain a mix of public housing and affordable units to help reduce the concentration of poverty. The site has been carefully designed to ensure that it harmonizes with the surrounding neighborhood and enhances neighborhood character.

Low Income Housing Tax Credits have been applied for through North Carolina Housing Finance Agency for Phase I of Civic Park. Funding for Phase II may likely include a second application for tax credits. Other potential sources include Choice Neighborhood Implementation funds.

The West End.....offers opportunity!

West End is a neighborhood where health, education and employment are tangible priorities. Vacant or underutilized historic buildings, including the Duncan/Monroe Street School and J. C. Price High School, have been rehabilitated to become facilities for education, healthcare, after-school programs for youth and centers of community life. Young children receive high-quality early childhood education and enter kindergarten ready to learn. Residents envision youth mentoring and tutoring programs led by retired teachers and other volunteers in the community and college students actively involved with youth programs as positive role models. Families have access to affordable recreation outlets and education-based after-school programs to help keep kids on track and off the street. Students from West End have the tools and resources they need to be successful in school. Residents have access to primary healthcare at a price they can afford to pay. Families can participate in wellness programs and receive health screenings without having to leave West End. Residents envision parenting programs, drug abuse prevention, initiatives to curb teen pregnancy and access to healthy food. Adults have access to GED classes, job retraining and community college courses to advance into higher paying jobs. Employment rates are on par with other parts of the city, made possible by comprehensive education and job retraining programs, with the support of public transportation. The benefits to the neighborhood from robust educational offerings and employment have meant that youth are engaged from an early age and are less likely to enter gangs or get involved in drugs, and as a result, crime rates have decreased.

Education

Strategy 27: Provide high-quality early childhood education

To ensure that young children have the skills they need to be successful and not fall behind in school, early childhood education will be a priority. Academic-based, fully-resourced early childhood programs will be available in the West End where children will be exposed to a variety of enriching and stimulating experiences that promote language development and foster learning.

Actions will include:

- Construct an early education facility in the new Civic Park. A site has been reserved in the Civic Park redevelopment for a 6,200 sq. ft. facility.
- Open a new Partners in Learning Child Development and Family Resource Center in Civic Park. Serving at-risk children is part of the operational philosophy of Partners in Learning, with reduced tuition fees for lower-wealth families supported through fundraising and grants. PIL is located on the campus of Catawba College in Salisbury. This expansion will be its second facility.
- Move the Livingstone College HeadStart classrooms into a permanent facility. Currently the classrooms are located in mobile units on the grounds of the Duncan/Monroe Street School. This could be accomplished by relocating to the main building after rehabilitation, or new construction on the same site or another site in the vicinity.

Strategy 28: Expand after-school and summer youth programs.

Residents want affordable after-school programs that bridge students' out-of-school time in ways that support their continued education and help keep kids motivated to learn. They also want to see recreation opportunities and programs that help build self-esteem and leadership skills.

Action steps will include:

- Make the Miller Center a community center to serve the West End. Focus on programs needed by West End residents and youth that are free or low-cost. Reach out to residents through surveys and events to get their input on preferred activities, times and days for programs. Support Miller Center seniors programs and other existing programs that residents want to keep. as an expansion area by Boys & Girls Club of North Carolina. With the transition of Miller Center to a neighborhood-based facility, this philosophy lines up with that of Boys & Girls Clubs, which also prefers to focus on the neighborhood where it is located. Also explore the potential for Big Brothers/Big Sisters program based at Miller Center.
- Provide a youth programs resource hub at Miller Recreation Center. There are a number of faith-based summer and after-school programs and other programs being offered for youth, but there is a lack of resources to market the existing programs and no coordinated system to inform families of the options that are available.
- Partner with Salisbury YMCA. Link West End youth to YMCA scholarships and transportation.
- Develop mentoring and tutoring opportunities. Involve students of Livingstone College and other colleges, as well as retired teachers and other volunteers to provide leadership role models.

Strategy 29: Work with Rowan Salisbury Schools to identify education reforms and alternatives to improve student achievement

Find ways for Rowan Salisbury Schools o participate in West End transformation through reforms that are responsive to needs of West End students.

- Expand outreach to parents by coordinating more closely with Head Start and the future Civic Park Partners in Learning Center to ease the transition from preschool to kindergarten.
- Offer after-school programs in the three elementary schools that serve the West End based on the 21st Century After-School program.
- Involve West End parents in the school level School Improvement Teams and Title I District Council.
- Explore the possibility of a neighborhood-based elementary program or magnet school. Currently elementary students attend three different schools, all more than five miles from West End. A neighborhood-based school would improve parental involvement by removing the transportation barrier that currently limits participation. Explore other alternatives that allow education to be tailored to the specific needs of West End students and their families.

Strategy 30: Give families and parents the tools they need to be self-reliant.

Residents have a strong desire for adult education, self-sufficiency, parenting and related programs to be offered within the neighborhood as much as possible to make them more accessible and easier to attend.

The following agencies are currently offering programs in West End:

- Salisbury Housing Authority— Family Self-Sufficiency
- Rowan Salisbury Community Action Agency—Family Self-Sufficiency; Workforce Development
- Salisbury CDC—Financial Literacy; Homebuyer Education

The following agencies have committed to offering programs in West End:

- Partners in Learning— Parenting Classes
- Communities in Schools— Education Case Management; Training parents to volunteer in their child's school
- Rowan Cabarrus Community College— Adult Basic Education and GED; Career Readiness Certification; Job training Efforts R3 (Refocus, Retrain, Re-Employ)
- Smart Start Rowan— Circle of Parents; Parenting and Child Development

Health

Strategy 31: Locate a Federally Qualified Health Center (FQHC) in West End.

FQHCs are community-based organizations that provide comprehensive primary and preventative healthcare to underinsured, uninsured and medically underserved populations. Services are provided to all persons with charges based on a person's ability to pay. Cabarrus Health Alliance, a FQHC in a neighboring county, has recently expanded into Rowan County with plans to open several clinics. The goal is to open a clinic in the West End. Once an appropriate space can be provided, the FQHC will equip the clinic, provide a physician and staff, as well as manage the center. The Duncan/Monroe Street School is being considered as one possible location for the health center.

Strategy 32: Partner with Rowan County Health Department to provide health screenings and wellness education

The Health Department will offer the following services focusing on preventative care including nutrition education; obesity prevention and managing chronic conditions such diabetes or heart disease.

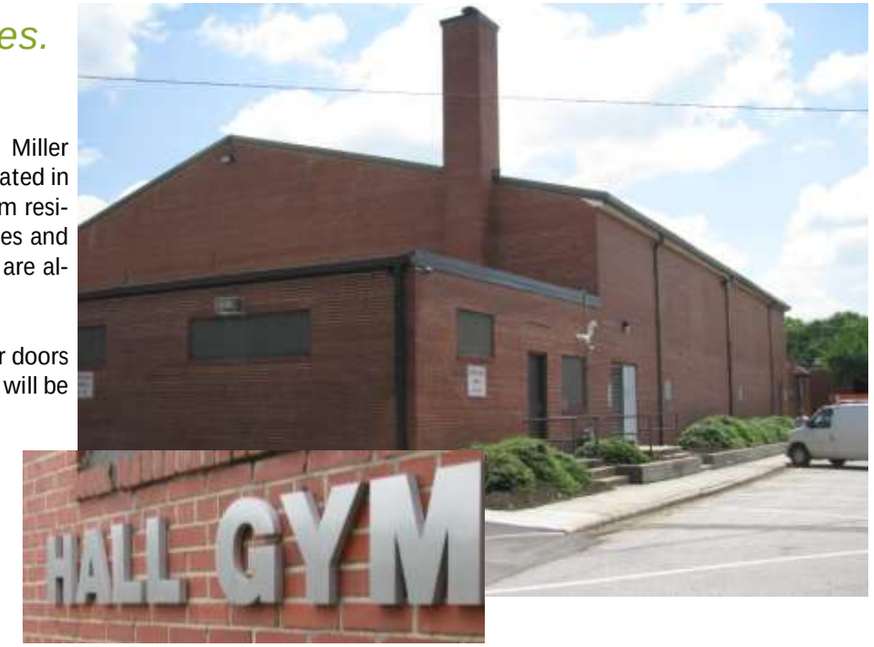
Services will include:

- Health Education Specialist every other month
- Breastfeeding Peer Counselor, part-time
- Certified Child Safety Seat Technician to conduct child safety seat inspections
- Family Assessment and Support Worker, weekly

Strategy 33: Upgrade Hall Gym and Miller Center facilities. Improve access and tailor programs to residents needs.

Both Hall Gym and Miller Center are city-owned facilities located on the campus of the J. C. Price High School. Miller Center will be transitioned in FY2013 as a community-based facility for the West End. Over 275 residents participated in a Community Fun Day held at Miller Center on June 23, 2013; surveys were distributed to gather feedback from residents about desired programs and hours. The facility will get a facelift in FY2013, including painting, new tables and chairs, and other needed equipment. A computer center was created at Miller Center in 2012 which residents are already using. New landscaping and exterior security cameras were recently installed.

Recent upgrades to Hall Gym include a new parking lot and repaving, new drinking water fountains, new exterior doors and other needed repairs. New HVAC will be installed in FY2013. Programs and access to the facility for free play will be evaluated to ensure that West End residents have adequate access to the gym.



Strategy 34: Continue to support and expand the West End Community Garden.

The West End Community Garden is located on Brenner Avenue on property owned by Salisbury Parks & Recreation. For years the Rowan Master Gardeners maintained a demonstration garden and conducted garden programs in conjunction with senior and youth programs at the Miller Center. With the help of The Refuge, a local church, and a grant from Nourishing North Carolina, the garden was recently refurbished to focus more on food production. Produce collected from the garden has been distributed to West End seniors and local food banks. The goal is to continue the garden and expand its offerings. Potential additions to the garden include more raised beds and a small orchard of fruit and nut-bearing trees. Funding sources could include Eat Smart Move More North Carolina.

Strategy 35: Partner with Mobile Farm Fresh to increase access to healthy food.

Mobile Farm Fresh is a new start-up venture in Rowan County which plans to operate as a year-round farmers market out of a re-purposed city transit bus. Affordable produce items, in addition to seasonally-available fresh local produce will be sold. Senior nutrition vouchers and WIC can be used for purchases. Once the business gets up and running, Mobile Farm Fresh plans to visit Civic Park, Miller Center and other West End locations on a regular basis to make healthy, fresh food more accessible.

Strategy 36: Partner with the Community Transformation Grant initiative to promote more healthy lifestyles.

The Centers for Disease Control has awarded pass-through funding to the state of North Carolina to help promote health education programs and access to healthy food at the local level. Salisbury is located in Region 4 for the Community Transformation Grant. Opportunities will be explored to partner with the Cabarrus Health Alliance, the management entity for the CTG grant in Region 4. Funds can be used to help set up a farmers market in the neighborhood, to train residents to be health advocates, to conduct community engagement around health issues and priorities or to promote access to more fresh food options in local corner markets.

Employment

Strategy 37: Expand public transportation to increase access to employment.

Public transportation is absolutely critical for neighborhood transformation to take place. Without public transit, residents without their own personal transportation would be virtually cut off from jobs, services and educational opportunities outside the West End. Fortunately the West End is currently served by public transit, however the hours and frequency are limited. Residents asked for longer hours, more routes and more frequent stops. A key issue is that workers can get to and from a first shift job, but not, for instance, second shift retail positions that generally get off around 7 PM which make up a majority of Rowan county jobs at starting wages. Residents also have conflicts with getting to and from medical appointments and work in a timely manner since bus service typically runs about one hour between buses at each stop. This plan recommends expanding service hours to support second shift employment, targeting the top two or three employment centers including large retail centers and Rowan Novant Medical Center, and to secondarily work to increase the frequency of stops to provide more flexibility for workers.

Strategy 38: Offer job retraining, Basic Adult Education and GED classes in West End.

Through a partnership with Rowan Cabarrus Community College, classes will be offered in the West End to help residents make the transition in the changing marketplace. The textile production and light manufacturing jobs that were the staple of employment for decades have disappeared, replaced by service-oriented jobs that pay less and come with fewer benefits. The rehabilitation of Duncan/Monroe Street School will provide a place for classes to be held. Computers and technology will be necessary to support the workforce education component. Partnerships with Livingstone College to provide student trainers and mentors will be explored as well.

Strategy 39: Encourage appropriately-located neighborhood-scale business.

The traditional center of business activity in the West End was West Horah Street. After segregation ended and black residents came to have more options for obtaining goods and services, many neighborhood businesses gradually moved out or closed shop. Currently West End is home to McLaughlin's, a small corner market on West Monroe Street at Partee Street, in addition to a funeral home, a convenience store and two barbers. Residents would like to see small businesses increase and to include more variety, such as ahair salon for women, a consignment store and a small dining establishment.

Two locations have been identified where small businesses should be encouraged to locate:

- Duncan/Monroe Street School— Small business infill on Monroe Street adjacent to the historic school building can help reinforce this location developing into a community hub. With the on-campus student population hovering around 800 students and expected to grow, college students could help create the critical mass to support small retail, services, deli or coffee shop and other infill businesses. Combined with the local resident population, the plan to rehabilitate the school building for neighborhood-based services and the plan to create a transit hub, and the central location — the Duncan School is the natural place to nurture small business development.
- West Horah Street includes numerous vacant lots and is also suitable for business infill as market conditions will support it.

Strategy 40: Explore West End link to business incubator proposed on W. Innes Street.

A broader discussion has been taking place in the community about developing a business incubator to support economic development and job creation. The location currently being promoted is a vacant county-owned building located on West Innes Street within a few blocks of the West End. The proposal hinges on the structure to be found suitable and cost-effective for rehabilitation, the feasibility of the site for the proposed use and successful city/county cooperation. West End could stand to benefit due to its close proximity to the proposed location.

Neighborhood Coordination & Capacity-Building

Neighborhood Lead Entity

The City of Salisbury will act as lead entity for the Neighborhood core strategies — Vibrant, Safe, Connected and Green — while the strategies included in this chapter under the headings of Housing and Opportunity generally reflect those in the Housing and People chapters. Put another way, the Neighborhood chapter is a stand-alone package reflecting everything in the transformation plan; the Housing and People chapters are also stand-alone plans, but subsets of overall neighborhood transformation. The strategies, like neighborhoods themselves, are layered and build on one another.

Neighborhood Coordination and Implementation of the Plan

Implementation will be carried out through a governance structure similar to the planning process, with one important change. A resident council will be established to participate and help lead transformation. This organization will generally take the place of the three committees — People, Housing & Neighborhood — that were involved during the planning phase. Many of the same individuals who participated in the committees are likely to make up a portion of the resident council membership. The resident council will be the conduit of information between the neighborhood, the planning team and the steering committee. Initially, they will act as advisors on community engagement and implementation priorities. They will receive training to become more effective leaders and facilitators. The goal is for the resident council to gradually assume more of a leadership role to be more directly involved in directing the course of implementation.

The steering committee will continue to meet at least quarterly to provide the long-range view and to help channel resources. The planning team will continue in its current function. This group is more nimble than the steering committee and takes on the day-to-day communication, partnership development responsibilities, coordination of meetings and investigating grants and funding opportunities. The planning team will meet as often as needed depending on the level of focus at the time and the task that needs to be accomplished.

Roles and Responsibilities

Community Planning Services, with the City Planning Director acting under the direction of the City Manager as advised by the Transformation Plan, will be the lead staff for implementing the Neighborhood strategies. Planning department staff will ensure that public notification requirements have been met and will be involved with grant writing, public meeting facilitation, partner agency recruitment, and overall coordination required to carry out the Neighborhood strategies. Planning staff will also assist with the resident council, including initial organization of the council, obtaining training and assisting with meetings as needed.

Tracking and Reporting

Community Planning Services will establish the benchmarks that will be used for tracking results, with the input of the resident council and planning team and will report back to these groups and to the steering committee. Reporting will be at least annually for some measures, or more frequent as is feasible based on availability of data.

Ongoing Capacity-Building for Residents and Stakeholders

Community Planning Services will seek out partnerships with other agencies that can provide training or resources in order for the resident council to learn the skills they need to become more effective. Specific skills to be honed include meeting facilitation, community organizing, grant writing as well as training in particular topics related to neighborhood

transformation. The Centers for Disease Control — Community Transformation Grant initiative, for instance, can provide training to residents to become volunteer health trainers in their community.

3

Housing Plan

Finding effective solutions for distressed public housing is a fundamental part of the *Choice Neighborhoods* initiative. The Housing strategies in this section outline the approach for revitalizing Civic Park, and thereby taking a giant step toward transformation of the West End. Strategies for other housing in the West End include rehabilitation to preserve existing housing and increase affordability , combined with compatible new homes on infill lots.

The vision for revitalizing Civic Park and the West End is rooted in the idea that building "whole" communities — those capable of supporting the quality of life needs of families of all sizes, stages in life and a range of incomes — leads to stronger communities more likely to attract additional business activity, jobs, services and other investment. The overall vision is for housing that is Mixed income, Sustainable, Highly-Livable and Integral to the surrounding neighborhood.

MIXED INCOME

Supports a range of incomes and families at all life stages.

- Seamlessly Integrated
- Range of Home Sizes & Types

SUSTAINABLE

Housing that conserves resources and stands the test of time.

- Energy Efficient/Lower Utility Cost
- Supports Walking/Biking/Transit
- Green Building Methods

HIGHLY-LIVABLE

Housing that supports residents' quality of life.

- Places to Gather and to Play
- Parks and Walking Trails
- Safe and Defensible

INTEGRAL

Meld replacement housing into the physical fabric of the neighborhood.

- Street Connectivity
- Lot Sizes & Building Scale
- Architecture and Details

Civic Park

Built in 1953-1954, Civic Park is characteristic of a time when it was customary to congregate public housing, often in a way that tended to isolate its residents from the surrounding community. In addition to being set apart from the community in a physical sense, this concentration of poverty has been statistically linked to overall lower achievement in education, employment and family self-sufficiency, compared to families who live in areas with a wider range of incomes.

The *Choice Neighborhoods* initiative was built on the concept that outcomes improve for families who reside in mixed income communities where public housing is physically-integrated into the surrounding neighborhood along with affordable and market rate units. Not only is this approach more likely to lead to better outcomes for residents of public housing, it helps build whole neighborhoods that attract private investment and become an asset to the entire community. Accordingly, the transformation of the West End neighborhood hinges in large part on the transformation of Civic Park, making it a centerpiece of the plan.

Civic Park—Current Unit Mix *	
Type	Number of Units
One Bedroom	14
Two Bedroom	35
Three Bedroom	21
Four Bedroom	10
Total	80

* Includes 8 offsite units on Partee Street

Civic Park Site

0 100 200 400 Feet

Current Conditions

Civic Park is a barracks-style complex consisting of 72 units distributed among 22 buildings on 9.6 acres of land. While the units have been consistently maintained over the years, a number of structural and design deficiencies are negatively impacting residents' quality of life.

Structural Deficiencies — Units

- Interior floor slabs have settled as much as four inches, a result of how the slabs were poured independent of the unit walls. In some cases residents have to step up to get out of their homes. This has created uneven walking surfaces, shimming of appliances and fixtures and separation of interior walls from ceilings;
- Roof slope is below the minimum standard for asphalt shingles, promoting water penetration and rot;
- Flat door canopies are sagging and pulling away from exterior walls;

Structural Deficiencies — Site

- Storm water drainage problems have resulted in erosion and ponding of water. Concrete drain troughs run through front yards of housing units in an attempt to address the problem;
- Roads and sidewalks are deteriorating and cracked. Sidewalks also have vertical offsets resulting in tripping hazards;
- Wooden retaining walls located outside of several units are degrading, causing them to fail and bow.

Design Deficiencies — Community Layout

- Trash dumpsters are poorly located immediately adjacent to the housing units;
- Play area is located on the community's perimeter behind a bank of units making it difficult to supervise and monitor children playing;
- Interior streets wind and do not interconnect, resulting in poor connectivity to the surrounding neighborhood;
- Parking is limited to interior private streets which are not wide enough to accommodate parked cars, creating problems for emergency response vehicles.

Design Deficiencies — Units

- Bathrooms are on the upper level of two-story units, with only one bathroom per unit. These bathrooms are located above the kitchen or extending partially over the adjacent unit's footprint;
- Accessible units do not meet current handicap-accessibility standards for turn-around space and continuous path wide enough to accommodate a wheelchair;
- Landing stoops are the only area outside units that residents can claim and defend as personal space. Units have no front or rear porches;
- Utility costs run approximately 1.5—3 times higher than a comparable neighborhood due to the age of systems and equipment

Redevelopment Strategy

The Housing strategy includes demolition of all 72 units on the Civic Park site, in addition to 8 units located on Partee Street. These apartments will be replaced as part of a new mixed income apartment community consisting of approximately 170-200 units. Undeveloped land will be combined with the current Civic Park tract which will allow the overall footprint of the community to be expanded to accommodate additional units, parking and green space while maintaining appropriate housing densities.

Another component of the strategy involves construction of approximately 10 units on scattered sites within the West End. This will be accomplished using existing vacant lots or through demolition of boarded or severely dilapidated homes. Building designs for the new units will complement the scale and architecture of existing homes in the West End.

PROPOSED UNIT MIX	
UNIT TYPE	NUMBER OF UNITS
One Bedroom	44
Two Bedrooms	96
Three Bedrooms	34
Four Bedrooms*	10

*Scattered sites

REPLACEMENT PLAN

All public housing units will be replaced one-for-one as part of the new Civic Park apartment community, with the exception of 10 4-bedroom homes which will be built on scattered sites in the West End.

AMENITIES

The new Civic Park will feature parks, playgrounds, walking trails and other amenities that are the norm for quality multi-family housing found in the non-subsidized market.

- Community center facing a central green space
- Site reserved for early childhood education center
- Multiple parks and playgrounds distributed around the community
- Water play features
- Bioretention areas to treat and manage storm water
- Street trees
- Landscaped gateway at intersection of Standish Street and Brenner Avenue
- Outdoor seating areas
- Porches and balconies
- Upgraded bus stops and enclosures
- Bike racks
- Walking trails
- Community garden area
- Shaded parking areas
- Adequate resident and guest parking (on-street and off-street parking)

INCOME MIX

The income mix that can be achieved and the project phasing will depend on the financing available to the overall project.

HOUSING STRATEGY — REPLACEMENT PLAN OPTIONS			
REPLACEMENT PLAN		FINANCING MECHANISMS	NUMBER OF UNITS
PLAN A	PHASE I – 9% Tax Credit 36 - PH units 44 - TC units	9% Tax Credit Equity Public housing units are converted through the Rental Assistance Demonstration (RAD) program to Project Based Rental Assistance (PBRA). Bank Loan Assumes 36 public housing units; remaining units tax credit	80– Total Units
	PHASE II – 9% Tax Credit 44 - PH units 46 - TC units	9% Tax Credit Equity Public housing units are converted through the RAD program to PBRA Bank Loan Assumes 44 public housing units; remaining units tax credit	90 – Total Units
PLAN B*	PHASE I – 9% Tax Credit 36 - PH units 44 - TC units	Deal is the same as Plan A – Phase I Assumes 9% credits are awarded in 2013	80 – Total Units
	PHASE II – 4 % Tax Credit 44 - PH units 80 - TC units 76 - Mkt units	Choice Neighborhood Implementation Grant Award 4% Tax Credit Equity Bank Loan (as required) Grant award allows for an increase in units from 170 to 280 overall units (Plan A to Plan B) Existing public housing units are converted to PBRA through the RAD program Assumes 44 public housing units; remaining units tax credit and market rate	200 – Total Units
PLAN C*	PHASE I – 4% Tax Credit 80 - PH units 58 - TC units 62 - Mkt units	Choice Neighborhood Implementation Grant Award 4% Tax Credit Equity Bank Loan (as required) Grant award allows for an increase in replacement units from 170 to 200 plus overall units (Plan A to Plan C) Existing public housing units are converted to PBRA through the RAD program Assumes 80 public housing units, 58 additional tax credit units and 62 market rate units	200 – Total Units

*Assumes a Choice Neighborhood Implementation Grant Award.

PROJECT PHASING

Depending on financing and timing, it's probable that the development will occur in two phases.

Phase I

- In this phase 80 units will be constructed on the undeveloped tract adjacent to Brenner Avenue.

Upon completion, Civic Park residents will relocate to Phase I and the scattered sites, enabling those residents to move only one time. The remaining Civic Park residents who are eligible for relocation will gradually move to public housing elsewhere in the city.

Phase II

- Existing Civic Park buildings will be demolished and 80 new units will be constructed on this portion of land. Eligible Civic Park residents who so desire will be able to relocate to the new housing.
- Construction of 10 4-bedroom units on scattered sites in the West End will run concurrently with Phase II construction. The current strategy provides for the replacement of ten 4-bedroom units on site. However, if suitable single-family parcels can be identified and acquired, the ten 4-bedroom units will be converted out of the Civic Park site and built on scattered sites within the single-family neighborhood for the following reasons:
  - Four bedroom units have a better livability in a single-family house type
  - Apartment communities have a better livability with 1-3 bedroom units types
  - In addition the scattered site will further stimulate the revitalization efforts of the surrounding neighborhood.

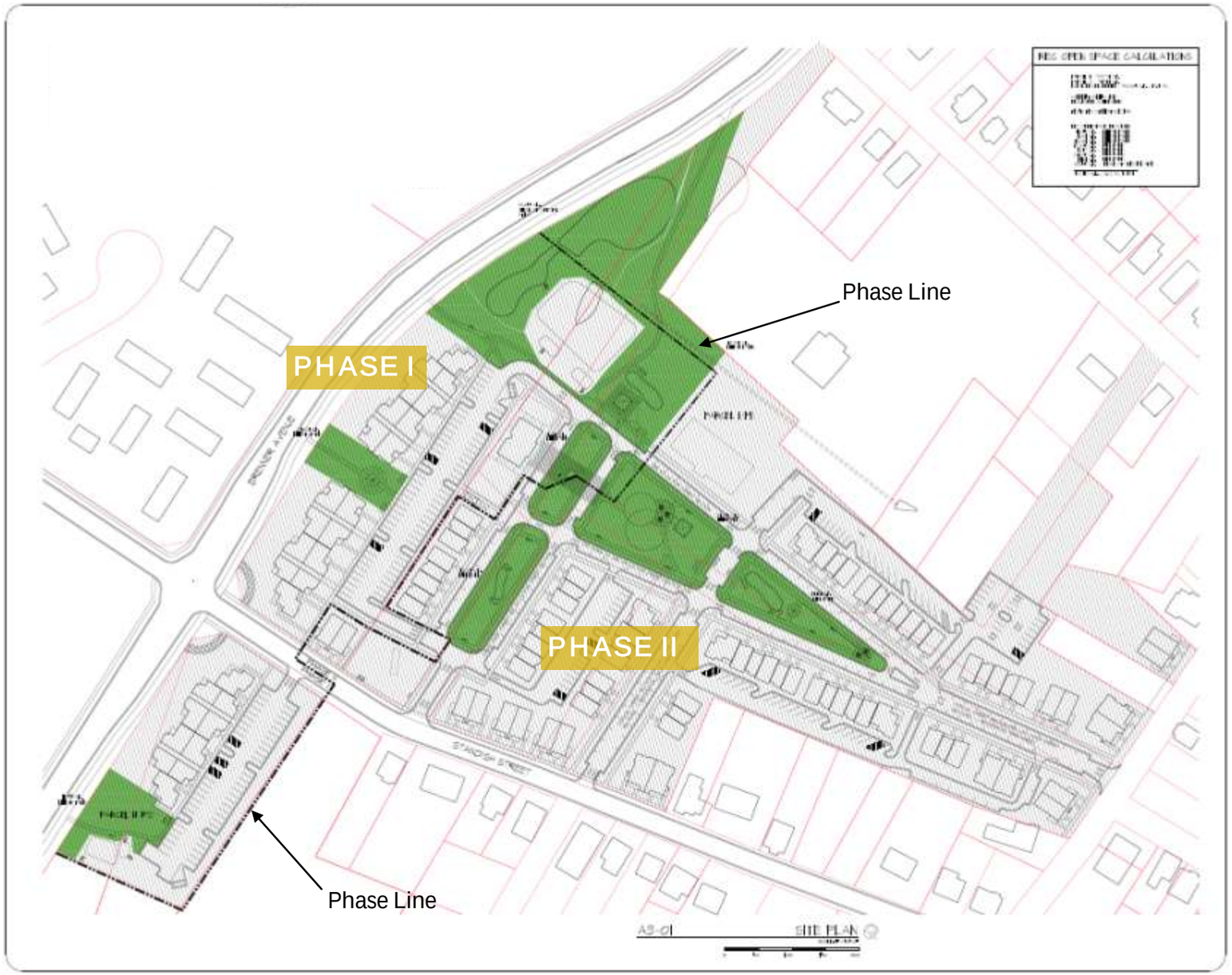
Phase I Potential Unit Mix					
Bedroom Size	1 BR	2BR	3BR	4BR	TOTAL
Apartments					
Building 1—Type B	6	12	8		26
Building 2—Type A	12	12	4		28
Building 3—Type B	6	12	8		26
Total	24	36	20		80
Phase II					
Apartments	8	36	36		80
Scattered sites				10	10
TOTAL					90

Civic Park

Full Site Landscape Plan

The site plan features:

- Ample open space
- Playgrounds
- Water feature
- Sidewalks and walking trails
- Bus shelter and attractive gateway on Brenner Avenue
- Off-street and on-street parking
- Street trees



Civic Park

Project Phasing

Redevelopment will occur in two phases. Phase I will take place on the undeveloped property adjacent to Brenner Avenue and will include three buildings facing Brenner Avenue. The buildings will be two- and three-stories tall with elevators. Individual units will be single-level with porches and balconies. Phase I will also include a community building.

Residents will be relocated to Phase I or to other public housing in the city once the new units have been constructed. Phase II will involve demolition and clearance of the existing units and construction of new units on the same site. The units in Phase II will include townhomes and house-type buildings in order to mesh comfortably into the fabric of the surrounding neighborhood.

Civic Park

Phase I Garden Apartments

The garden apartment buildings will be constructed in Phase I and will front Brenner Avenue. Individual units will be single-level.

Civic Park

Phase I Community Building

The community building will be centrally-located near parks and play areas in the community. It will feature a kitchen, meeting room and other amenities.

Civic Park

Phase II Townhouses

Phase II will include two-story townhouses with individual porches, landscaping and convenient access to parking.

Civic Park

Phase II House-Type Stack Flats

Phase II will also include house-type buildings that are similar in overall size to others in the surrounding neighborhood. They will include four units per building, with porches or balconies for each unit.

SUSTAINABILITY

New housing at Civic Park will be constructed using proven sustainable construction techniques which help conserve resources and result in lower utility costs over the long-term. The project will be developed according to standards set by the EarthCraft Multi-Family program.

During Construction

The project's sustainable practices will begin during the demolition and construction phases, including the following:

- Recycling of demolition debris - concrete from old slabs will be crushed and reused locally;
- Advanced framing techniques - Simple adjustments from traditional framing techniques add little cost, but create a more thermally sound structure.
- Insulation installation - Additional oversight and training ensures better insulation without cost increases.

Sustainable Materials & Features

Making the sustainable approach an integrated component of the project's planning efforts allows for many of the objectives to be implemented through construction selections that would not occur without a commitment to green practices. Such considerations include the following:

- High efficiency appliances, HVAC, lighting, and plumbing fixtures
- Low or no VOC adhesives and sealants
- Enhanced erosion control during construction
- Enhanced storm water management post construction
- Recycling of construction material waste
- Locally sourced building materials
- Extra focus on waterproofing details
- Extra focus on air tightness and thermal efficiency of buildings

Features to Enhance Overall Livabillity

The community will also benefit from numerous sustainability objectives that also meaningfully improve quality of life for residents. These will include:

- Outdoor seating areas
- Upgraded bus stop enclosures
- Bike racks
- Walking trails
- Community garden area
- Shaded parking areas
- Lower utility bills
- Improved indoor air quality

Verification of Sustainability

The EarthCraft Multi-Family Program involves a third party certification process to verify compliance with the program's sustainability standards. Outside independent review is conducted during the design and construction phase, followed by post construction review and physical testing to verify actual building performance meets the design intent.

VISITABILITY & ACCESSIBILITY

Salisbury Housing Authority will specifically target potential tenants with disabilities who are likely to apply for housing and to make them aware of accessible affordable housing opportunities. While HUD and local Building Codes typically require 5% of units to be accessible to persons with disabilities the plan is to have 11.8% of our units fully accessible to people with mobility, visual and hearing impairments. All units would be available to persons with non-physical disabilities that might include physiological disorders, alcoholism, AIDS and AIDS related conditions, mental illness or cognitive disabilities.

Visitability: Apartments

All grade level units will comply with Visitability Concepts in order to increase the opportunities of a mobility-impaired person to visit others within the community. In Phase 1, 28 of 80 units will be grade level and provide Visitability; in Phase 2, 77 of 97 units will allow for visitability thereby have visitability to 60% of all units. Accessible parking will be provided with accessible routes to all grade level units and to all public facilities. All Primary entry doors, interior doors and bathroom doorways will be 36 inches wide to allow persons in wheelchairs adequate space to pass thru. Grade level units will be on an accessible means of egress / ingress. Persons with mobility impairments will have a ready path of travel from their unit and accessible parking space to and thru each grade level unit.

Accessibility: Apartments

In lieu of the required 5% Accessible Units we are providing 11.8% accessible units as follows:

		Total Units	Accessible Units	% Accessible Units
Phase 1	1 BR	24	3	12.5%
	2 BR	36	4	11.1%
	3 BR	20	3	15.0%
Subtotal 1		80	10	12.5%
Phase 2	1 BR	28	4	14.3%
	2 BR	32	3	9.4%
	3 BR	37	4	10.8%
Subtotal		97	11	11.3%
Totals		177	21	11.8%

All accessible units will be designed for mobility, visual and hearing impairments. Accessible units will have all doors 36 inches wide for wheelchair passage with lever hardware. All controls will be located between 18 and 48 inches above the floor. Kitchens will have cabinets lowered to accessible heights with roll-under sinks and 30 inch wide role under work stations beside the ranges and will have a 60 inch turn around space, ranges will have front controls and be self-cleaning. Refrigerators will be ADA and Energy Star rated. Laundry rooms will have 60 inch turn around and hook-ups for washer / dryers. At least one bathroom will be fully accessible with 60 inch turnaround, ADA toilet with grab bars and either an accessible tub or roll-in shower with grab bars (minimum of 5% will have roll-in showers). Closets will have adjustable shelving and rods. Smoke detectors and door bells will have both audible and visual indicators.

In addition to the 11.8% accessible units all other grade level units will be adaptable Type B units. Blocking for future grab bars will be installed and all passage doors will be 36 inches wide for visitability and / or adaptability and will have lever hardware.

Accessibility: Public Spaces

In addition to the apartment units, all public spaces are being designed to be accessible to persons with mobility impairments. This includes tenant and guest accessible parking, curb ramps, accessible routes (minimum sidewalks will be 48 inches wide and less than 1:20 slope). Access will be provided to and within the Community Building, walking trails with benches, gazebo, playground and other public spaces. All public toilets will be accessible including having required turn around space, grab bars and accessible mounting heights. Controls will be designed to be at accessible heights.

Every effort will be made to see that the site, apartments and public spaces are accessible.

MAKING CIVIC PARK AN INTEGRAL PART OF THE WEST END

The current site plan extends the footprint to Brenner Avenue where a bank of buildings will face the street, as well as the greenway which runs parallel to the street. This will open up the site significantly, making Civic Park a more integral part of the larger community.

- Street Connectivity —The plan also includes a stub for a future street connection to Old Wilkesboro Road where connectivity with the rest of the West End neighborhood is currently lacking. If this connection were to be completed, it would greatly reduce the distance that pedestrians would have to travel to get to Miller Recreation Center and other destinations in that part of the West End.

- Gateway — Improvements at the intersection of Standish Street and Brenner Avenue are included in the plan, making that location a key gateway into Civic Park and improving residents' access to the greenway and to public transportation from there.

- Building Design — The building facades will be designed to complement the West End in terms of massing, scale and architectural detail. Taller buildings and clustered units that have a larger overall mass are located along Brenner Avenue, with house-type units where the site intersects with the surrounding neighborhood

ALTERNATIVE HOUSING STRATEGIES

Several other strategies for replacement housing were considered and explored, but ultimately were not selected.

- Rehabilitation of Civic Park – This option was not feasible due to the structural failure of concrete floor slabs in many of the units. This has resulted in floor slabs sinking as much as four inches in some units, causing them to separate from the walls, leaving gaps at the top or bottom of the walls. Units have only one bathroom and, in addition, bathrooms in two-story units are on the upper level. In some cases, the bathrooms are stacked above the neighboring apartment's kitchen. Finally, there are no handicap-accessible units in the complex that meet current standards. The modifications that would be necessary to meet the standards made this alternative not cost effective.

- Additions to Existing Buildings – This option was not feasible for many of the same reasons as rehabilitation. The structural and design deficiencies, including sinking floor slabs, problems associated with the number and placement of bathrooms, and accessibility issues, could not be corrected in a cost effective manner.

- New Development on Other Sites in West End – The lack of available land made this alternative unfeasible.

SUPPORT FOR THE CHOSEN STRATEGY

- Cost Effective — Total replacement of the Civic Park units is the most cost effective means of addressing the residents' housing needs due to the existing structural issues and design incompatibility.

- Mixed Income — This strategy will enable 100% replacement of the existing number of units in the same location, and the construction of additional units in order to achieve the mixed income goal.

- Livability and Quality of Life — This strategy allows for the incorporation of adequate parks, playgrounds, access to public transit and the Salisbury Greenway, landscaped streets, gateways and community buildings in a cohesive plan that supports community life and the safety and well-being of residents.

Civic Park Redevelopment Process

HOUSING LEAD ENTITY & HOUSING DEVELOPER

Salisbury Housing Authority will act as the lead entity for the Housing strategy, partnering with Laurel Street Residential as developer and general contractor. The Housing Authority will retain possession of the land through a land lease agreement. A decision as to who will manage and maintain the property is forthcoming.

RESIDENT INVOLVEMENT

Civic Park residents were involved throughout the planning process. Three residents were appointed to the Steering Committee by the City Council, participating alongside elected officials, the school superintendent and other community leaders. Residents also participated in public forums, working groups and public meetings along with West End residents, indicating their desires and preferences for the redevelopment of Civic Park. At various points in the process, residents provided feedback that informed the plan for the site. Better parking, split bedroom plans, porches, single-level units and seperation between larger and smaller families are some of their desires which have been recognized and folded into the plan.

During a two-day design charrette, Civic Park residents presented Powerpoint slides depicting the physical conditions in Civic Park which gave the architects and designers a better understanding of the existing structural conditions and the challenges they pose from the residents' point of view. Civic Park youth were engaged during a back-to-school event held at a church across the street. The kids used sticky dots to indicate their preferences for various types of outdoor play structures, water features and athletic facilities. Their top choices were water features and a 1/4 mile track, both of which have been incorporated into the plan. Residents also participated in regular Resident Council meetings where they could provide feedback about the redevelopment plan.

Going forward, residents will be involved in selecting finish materials, colors and other interior and exterior design details for the new Civic Park units. Residents will also be involved in all other aspects of implementation of the Neighborhood vision, as members of the West End Resident Council and the Steering Committee.

RELOCATION & MOBILITY PLAN

- RIGHT OF RETURN POLICY — Any resident of Civic Park who is lease compliant at the time of relocation will have priority status to move into new on-site or off-site replacement units after they are constructed. Alternatively, residents have the option to remain in the unit they relocated to as long as it is another approved public housing unit managed by Salisbury Housing Authority. These residents will continue to receive priority for Civic Park units for up to one year after redevelopment. Any resident of Civic Park who is not lease compliant at the time of relocation will be notified of lease violation(s) and given notice to comply or vacate public housing. Upon compliance, transfers will then be granted.

- RELOCATION & RESIDENT TRACKING — Residents will be notified in writing at least 90 days in advance of their move date and will receive additional notification at least 30 days in advance. The residential location of all original residents of Civic Park will be tracked, regardless of their relocation status or intention to return to the redeveloped complex. Residents will be offered a Section 8 voucher or a transfer to any vacant apartment within the Salisbury Housing Authority units. The Occupancy Manager will be responsible for collecting and tracking the residential locations of residents through completion of all phases of redevelopment. Upon notification of their relocation date, residents will meet with the Property Manager to review lease compliance, eligibility for other public housing units or vouchers and relocation options. Residents who choose to end their participation in subsidized public housing at any time during redevelopment will notify Salisbury Housing Authority of any subsequent address

changes upon their initial move and for one year after completion of Civic Park.

- MOBILITY COUNSELING — Individual mobility counseling will be provided to all residents. Counseling will cover all aspects of the relocation plan and address any questions and concerns residents may have. The relocation plan will be provided to residents in writing and will include a thorough description of likely displacement, the right-of-return policy, relocation payments, relocation options, mobility assistance, right of appeal of a decision regarding eligibility and all other aspects of the relocation process.
- RELOCATION ASSISTANCE — Residents of Civic Park will be entitled to relocation benefits and payments for their relocation into a temporary subsidized unit. Section 8 voucher recipients will be able to keep the vouchers on a permanent basis. Relocation assistance will consist of:
    1. Transportation of person and personal property up to fifty miles;
    2. Disconnecting, dismantling, removing and reinstalling appliances and other personal property as needed;
    3. Packing, crating and unpacking personal property;
    4. Storage of personal property up to twelve months;
    5. Insurance for the replacement value of property in connection with move and storage;
    6. Replacement of lost, stolen, or damaged property not covered by insurance during the process of moving;
    7. Other moving expenses deemed reasonable and necessary that are not otherwise listed as ineligible.

If a resident chooses to end participation in public subsidized housing, including lease non-compliance issues, after being relocated from Civic Park and receiving relocation benefits will no longer be eligible for relocation assistance for any subsequent move from their temporary subsidized unit.

BARRIERS TO FAIR HOUSING & ACTIONS TO OVERCOME BARRIERS

The city's most recent Analysis of Impediments to Fair Housing (AI) identifies nine impediments to fair housing and actions to overcome them. Five of these impediments are also relevant at the neighborhood level. The specific actions that will be taken during West End transformation to help overcome these barriers include:

Impediment #1. Racial and income concentration are disproportionately high.

Actions:

- Incorporate affordable rental units as part of Civic Park redevelopment in order to achieve a more diverse population related to income.
- Attempt to incorporate market-rate rental units in Civic Park Phase II to achieve an even greater diversity of income.

Impediment #2. Shortage of affordable housing for families earning less than $25,000/year.

Actions:

- Salisbury CDC will start a single-family rental program with rents that are affordable for lower wealth families.. Salisbury Housing Authority will partner with the CDC as the maintenance contractor to ensure that the homes are always well-maintained.

Impediment #3. Often, new housing is not user-friendly for persons with disabilities.

Actions:

- Follow Visitability principles endorsed by HUD for all new housing units in West End. Enhance the user-friendliness of all housing to include the needs of everyone, regardless of physical abilities.

Impediment #4. Lack of awareness about fair housing laws.

Actions:

- Include fair housing education as part of West End resident engagement.
- Train the resident council on how to conduct fair housing education.

Impediment #5. Homeownership rates are lower in areas with substantial minority populations

Actions:

- The city of Salisbury will invest in and promote homeownership in the West End.
- Salisbury CDC will continue to conduct a homeownership program in the West End.

The following *additional* fair housing impediments will also be addressed during West End transformation:

Impediment #6. Residents of minority and low wealth neighborhoods are vulnerable to unfair practices in lending and insurance.

Actions:

- Salisbury CDC will conduct workshops in the West End about obtaining insurance or a mortgage at fair rates.

Impediment #7. The West End is an older neighborhood with a significant amount of aging public infrastructure that needs replacement.

Actions:

- The city of Salisbury will invest in facility and infrastructure upgrades and replacement, including storm water system, streets, recreation facilities.

Impediment #8. High utility costs limit affordability of homes.

Actions:

- All new housing will be built for energy efficiency.
- Energy-efficient features will be incorporated in rehabilitation of older homes.

ACTIONS TO AFFIRMATIVELY FURTHER FAIR HOUSING

Education and outreach will include:

- The Human Relations Council and the Housing Advocacy Commission will conduct a fair housing workshop in the West End.
- Fair housing materials will be posted and distributed at the Miller Center and the new Civic Park community building.
- Resident council members will receive training on how to educate other West End residents about fair housing issues.
- Fair housing will be featured in transformation marketing, newsletters, website and at community events.
- Salisbury CDC will promote fair housing through its homeownership and rental housing programs.

Civic Park – Market Study

A preliminary market analysis conducted in March 2012 found that the development and income mix (public, affordable and market rate units) projected for Civic Park could be supported in the Salisbury market.

The analysis took into account overall economic trends, anticipated population growth and existing conditions in the current rental market. According to the report, population growth in Salisbury is likely to increase demand for housing over the next five years, particularly in the older age cohorts (55+), with moderate growth in the 25 -54 age range.

The market-rate segment of the existing rental housing was the weakest performer, at 88.4% occupancy compared to 98.7% occupancy for tax credit units (affordable). However, the overall age and quality of existing market units was believed to have contributed to the lower occupancy; in contrast, the two newest developments (one market rate and one tax credit) had a combined occupancy of 98.3%.

Assuming that 30% of total eligible households will still seek housing (the capture rate), the study estimates that the local market can support up to 808 new public units, 84 new affordable units and 119 new market rate units.

Demand Component	Market Segment		
	Public/ Subsidized	Affordable/ Tax Credit	Market Rate
Net Demand of Eligible Renter Households	2,694	279	396
Maximum Capture Rate	30%	30%	30%
Unit Potential	808	84	119

West End Housing

West End in its "glory days" is a recurring theme among residents, particularly elder residents who were raised in the West End and those who attended the former J. C. Price High School before it closed in 1968. Bringing the community back will require concerted efforts in housing rehabilitation, new construction, homeownership, affordability and sustainability.

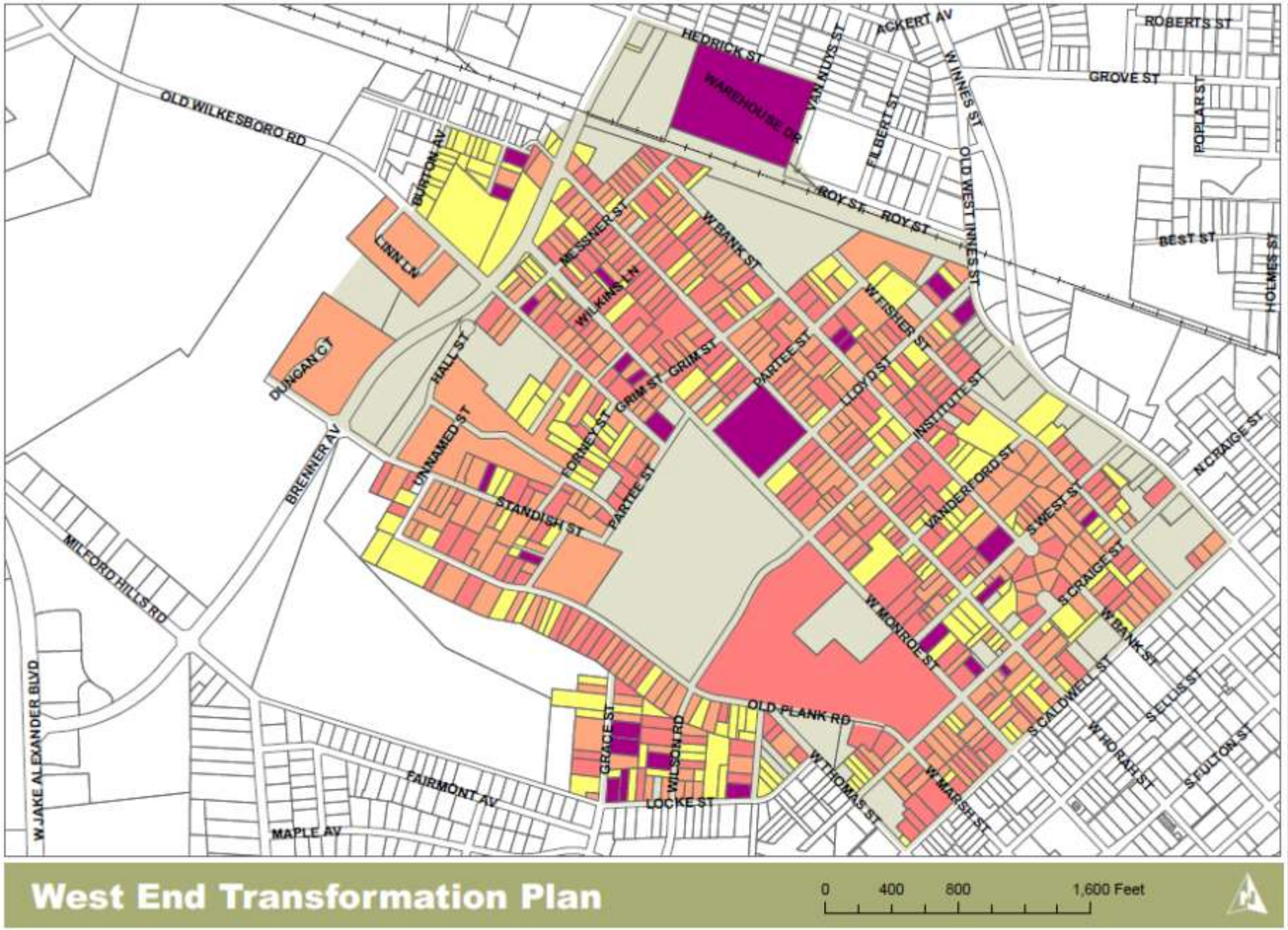
The plan to improve housing conditions will focus on two basic approaches:

- *Preserve & Rehab Homes*
- *New Construction*

Current conditions

A survey of vacant, boarded and dilapidated properties found that the vacancy rate for the West End is more than 1.5 times that of the city. Approximately thirty-eight homes are considered vacant or abandoned, with conditions ranging from deteriorated with minor repairs needed to dilapidated with major repairs needed. Roughly one-third of these properties are candidates for demolition.

2011 Vacancy Analysis	West End	City of Salisbury
Total Parcels	567	16,242
Vacant, Boarded and/or Dilapidated	40	753
Vacancy Rate	7.1%	4.6%



Housing Occupancy

- Owner-occupied
- Renter-occupied
- Boarded
- Unimproved Parcels

Homeownership stands at 21.4%, with 78% in the rental market. There are numerous buildable lots suitable for infill construction. About one-third of the boarded homes—roughly ten to twelve—need to be torn down, while the remainder are probably suitable for rehabilitation.

Preserve & Rehab Homes

Expand Housing Rehabilitation Programs

CDBG Rehab Programs (existing)
Owner-occupied
Purchase/Rehab

- Salisbury CDC will manage
- Eligibility: 80% or below median income
- First-time homebuyers or lease-purchase
- Properties that are not sold within the first 6 months convert to rental

NEW

Owner-Occupied Rehab (non-federal source)

- Eligibility: Below median income
- Terms: Deferred loan at 0% interest that will be forgiven after 10 years
- $140,000 Robertson Foundation

Rental Property Incentive Grants

- Competitive grants
- Exterior & facade
- 75% of project cost
- $5,000 maximum grant
- Potential funding: Philanthropic foundations

PARTNERS

- City of Salisbury
- Salisbury CDC
- Salisbury Housing Authority

Promote Historic Rehabilitation Tax Credits

NC State Historic Tax Credit

- 30% of project cost for certified rehabilitation of residential non-income producing property
- Interior and Exterior
- Coordinate technical assistance from preservation partners for property owners
- Help property owner to prepare applications, photo documentation
- Layer with CDBG funding when applicable
- City of Salisbury will act as ccoordinator

PARTNERS

City of Salisbury
Historic Salisbury Foundation
Downtown Salisbury, Inc.
North Carolina Department of Culture & Archives
Salisbury CDC
Livingstone College

Rental Rehabilitation Program

- Salisbury CDC will manage
- Eligibility: 80% or below median income
- Partner with Salisbury Housing Authority who will manage property
- Fee: 10% of the rental fee
- Salisbury Housing Authority will provide the following services:
  - -Secure a qualified tenant
  - -Obtain criminal/credit reports
  - -Provide maintenance
  - -After hours maintenance
  - -Services reimbursed as time plus materials plus 10%.
  - -Collect all rental fees

Organize neighborhood spruce-ups, focusing on facades and curb appeal

- Smaller-budget façade improvements
- Overall beautification
- Landscaping projects, exterior painting, porch repairs, removal of dead or diseased trees, pruning overgrown shrubs or planting new shrubs and flowers.
- Salisbury CDC will manage
- Recruit volunteers, community service agencies, churches, scouting programs and other organizations.
- Funded by donations and grants from local foundations, local building supply companies, national home improvement chains (Lowes and Home Depot) and other sources.
- Owner-occupied homes, neighborhood churches and small businesses eligible

New Construction

Increase Homeownership

- HOME Investment Partnership funds
- First-time homebuyers
- Eligibility: Eligibility: 80% or below median income
- Careful attention to building scale, design details and lot size will be crucial so that new buildings help to reinforce the historic character of West End.

Architecture that complements historic character

- Borrow from the historic pattern to reinforce the traditional character of West End.
- New single-family homes in keeping with the overall scale, massing, lot sizes, roof forms, porches and other details that relate to other structures nearby.

Infill Construction

- Put vacant lots back into productive use.
- Careful attention to building scale, design details and lot size so that new buildings help to reinforce the historic character of West End.

Make homes energy-efficient

- Adhere to energy certification programs such as Energy Star
- Advanced framing techniques
- Better insulation
- Energy-rated appliances

Potential Timeline for Implementation

Short range (1—5 years)	NOTES
Housing Rehabilitation / Homeownership/ rental Rehabilitation	Salisbury CDC currently operating CDBG and HOME housing programs.
Historic Rehabilitation Tax Credit Program	Technical assistance by volunteers and staff. City as lead agency
Neighborhood spruce-ups	Anticipated to begin small and grow the program over time.

Leveraged commitments

HOUSING		
Habitat for Humanity	$900,000	Construction of 3 houses annually in the West End for 3 consecutive years on suitable lots provided by SHA
City of Salisbury-CDBG	$500,000	Entitlement allocation to Transformation Plan activities in West End neighborhood for housing and revitalization
Salisbury Housing Authority	$200,000	Disposition of property located on Partee Street to be used to purchase dilapidated or vacant houses to be rehabilitated or demolished and rebuilt as home-ownership opportunities for graduate of our FSS Program
Salisbury Community Development Corporation	$1,800,000	Revitalization efforts in the West End neighborhood through the Home- ownership Program. Build 15 affordable homes for first time homebuyers in the next 5 years
Robertson Foundation	$140,000	Support for housing rehabilitation in the West End
TOTAL	$3,540,000	

Development process

Housing Lead Entity

Salisbury CDC will act as lead entity for the West End housing component plan, in partnership with the city of Salisbury. The Salisbury Housing Authority will be a key partner with the Salisbury CDC as property manager for the new rental housing program.

Support for the Chosen Strategies

The strategies support transformation of the West End through the preservation and rehabilitation of existing housing. Affordability will be improved as more homes in the neighborhood are purchased and rehabilitated with federal CDBG and HOME funds. Vacant and abandoned homes that detract from the neighborhood's inherent appeal will be transformed and put back into productive use providing safe, quality and highly-desirable homes for residents. Neighborhood spruce-ups add value to community by improving overall appearance and providing assistance for senior or elderly homeowners on fixed incomes to obtain needed repairs and maintenance. Infill construction of new homes will help remove the stigma of vacant lots that are frequently ignored and become a nuisance. The housing vacancy rate in the West End will decrease, putting more eyes on the street to help deter unwanted activity and crime.

Alternative Strategies

Alternative strategies that were explored included doing nothing for neighborhood housing which would only perpetuate and exacerbate the current conditions that will surely get worse if nothing changes. Other alternatives included a larger focus on demolition and new construction, but this would result in additional loss of historic fabric and the unique sense of place of the West End. The historic integrity of the neighborhood is of enormous architectural and cultural value to residents of West End as well as the entire city. Pursuing demolition when it is not warranted or can be avoided would not be a wise choice for multiple reasons. In addition to the loss of historic integrity, this would result in needless waste of embodied energy, place an undue strain on landfills and would not be cost effective.

Coordination and Implementation of the Plan

Coordination and Implementation of the West End housing plan will involve numerous partners. A key partnership is that of the Salisbury CDC and the city of Salisbury. These entities have worked together to carry out the city's community development program for more than ten years. The CDC will continue to serve as housing developer for the housing rehabilitation and homeownership components as part of the transformation plan. Another key partnership, one that flowed out of the Choice Neighborhood initiative, is between the Salisbury CDC and the Salisbury Housing Authority. The CDC has been motivated to expand its mission and start a rental housing program to address more of the need in the West End. The housing Authority has a desire to expand its property management activities. The two organizations quickly recognized that they shared a mutual goal and a new collaboration took hold. Other organizations that will be involved include Historic Salisbury Foundation to provide technical assistance and to help evaluate historic buildings for rehabilitation.

Tracking and Reporting

The Salisbury CDC, in coordination with the City of Salisbury will be responsible for collecting data and tracking performance. The resident council and the steering committee will be informed regularly on the progress of housing improvements and be able to monitor the effectiveness based on the data. Salisbury code Services will be responsible for collecting data on housing conditions in the West End at least annually to assist the resident and stakeholder's participation in the process.