

EXTENDED ST. PAUL'S AREA / TIDEWATER GARDENS | NORFOLK, VIRGINIA

# TRANSFORMATION PLAN



**CHOICE NEIGHBORHOODS INITIATIVE**  
Norfolk Redevelopment and Housing Authority  
City of Norfolk

**04.28.14**



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## Major Partners

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Hampton Roads Transit  
Episcopal Church of The Good Shepherd  
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### **Consulting Partners**

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# Executive Summary



## Downtown Norfolk

The *Expanded St. Paul's Area* sits along the east side of Downtown Norfolk, which is the center of a 1.8 million regional population—*Hampton Roads, Virginia*. Recently, Downtown Norfolk was recognized as one of the fastest growing Downtown areas in the nation, due to rapid and extensive revitalization—it experienced the strongest growth of any city in the country in the 1990s. Norfolk's Downtown is bounded on the west and south by the Elizabeth River, which also serves as the home to Naval Station Norfolk, the world's largest naval station, supporting 75 ships and 143 aircraft, alongside 14 piers and 11 aircraft hangars. The base houses the largest concentration of U.S. Navy forces, and it is the hub for Navy logistics going to the European and Central Command theaters of operations, and to the Caribbean. The former WWII USS Wisconsin now serves as a museum ship docked in Downtown, and is operated by Nauticus, the National Maritime Center in Norfolk.

Downtown is home to numerous cultural attractions, such as Scope Theater, Chrysler Hall and the Harrison Opera House. The MacArthur Mall, with 1 million square feet of upscale retail shopping, was developed by the City and the Norfolk Redevelopment and Housing Authority in 1999, and is central to the

Downtown. Waterside Festival Marketplace opened in 1983 as a project to revamp the then-declining Downtown area, and serves as a one-stop attraction for dining, shopping, nightlife, sightseeing, and festivals. It is currently undergoing a \$30 million upgrade. In 2011, *The Tide* began operations, and is Virginia's first light rail system, extending 7.4 miles from the Eastern Virginia Medical Center complex east through Downtown to the border of Virginia Beach.



**Norfolk Scope**



**Opera House**



The Downtown area is “landlocked” by the Elizabeth River on two sides, an established residential area on the north, and the *Expanded St. Paul’s Area* on the east, which is dominated by three large public housing communities, having a combined nearly 1,700 units. The forces of the Downtown revitalization are now pressing eastward.

## St. Paul’s Quadrant Plan

Tidewater Gardens public housing community, at the center of what is called the *St. Paul’s Quadrant* area, is in stark contrast to the revitalizing Downtown immediately to its west. With 618 units placed in service in 1955, it was designed when Norfolk was a different City, and the Downtown was at a different scale than today. **See Figure 0-1—Tidewater Gardens Public Housing Community.**

The City of Norfolk and the Norfolk Redevelopment and Housing Authority have collaborated for decades on the revitalization of Downtown. In addition to the MacArthur Mall, the City and NRHA have worked together on multiple area revitalization projects: Ghent; Huntersville; Brambleton; all four quadrants of the Downtown; and the Waterside Festival Marketplace (on the waterfront on the south side of Downtown). **See Figure 0-2—NRHA Redevelopment Areas in Downtown.**



**Figure 0-1—Tidewater Gardens Public Housing Community**



**Figure 0-2—Norfolk Redevelopment and Housing Authority (NRHA) Redevelopment Areas in Downtown**

In 2005, the City and NRHA launched a major study of *St. Paul's Quadrant*, and the City engaged a team led by the renowned planning firm Goody Clancy, with Abt Associates, ZHA, Zimmerman Volk, and Clark Nexsen on its team.

The original study area concentrated on an area of 115 acres, largely under City and NRHA site control, with Tidewater Gardens at its center, as can be see in the map on the next page. This study area is

generally bounded by St. Paul's Boulevard on the west, Brambleton Avenue on the north, Tidewater Drive on the east, and I-264 and City Hall Avenue on the south. There is a United States Postal Service mail distribution facility in this area, which was carved out of the original master planning area, due to uncertainty as to its future. It has since been slated for closure—which opens up major additional planning opportunities. **See Figure 0-3—St. Paul's Planning Area.**



**Figure 0-3—St. Paul's Planning Area**

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Analysis and planning for the *St. Paul's Quadrant* area continued over the course of several years, with an extensive community participation involvement, and in 2010, the City and NRHA decided to compete for a Choice Neighborhoods Initiative Planning Grant to expand the area being studied and deepen the analysis, as well as prepare for a potential submission of an implementation grant of up to \$30 million. The reasons for the expansion of the geographic area include: (1) one-for-one replacement of the public housing units may be difficult to achieve within the small footprint of the initial study area; (2) the needs of the two adjacent public housing complexes (Young Terrace and Calvert Square) should also be considered, since the Plan timeframe is 20 years, and these properties date from 1954 and 1957 respectively; and (3) the redevelopment needs to be planned in a way that consciously strengthens the nearby Huntersville residential neighborhood.

This *Transformation Plan* refers to the original study area as the *St. Paul's Quadrant*, and the enlarged area is referred to as the *Expanded St. Paul's Area*.

In 2011, the U.S. Department of Housing and Urban Development awarded the City and NRHA a \$250,000 planning grant, matched by in excess of \$580,000 in local funding and in-kind contributions.

## Choice Neighborhood Expanded St. Paul's Area

The area map below shows the *Expanded St. Paul's Area*, which covers approximately 500 acres and is generally bounded by St. Paul's Boulevard on the west, Tidewater Drive on the east, I-264 and City Hall Avenue on the south, and the Norfolk and

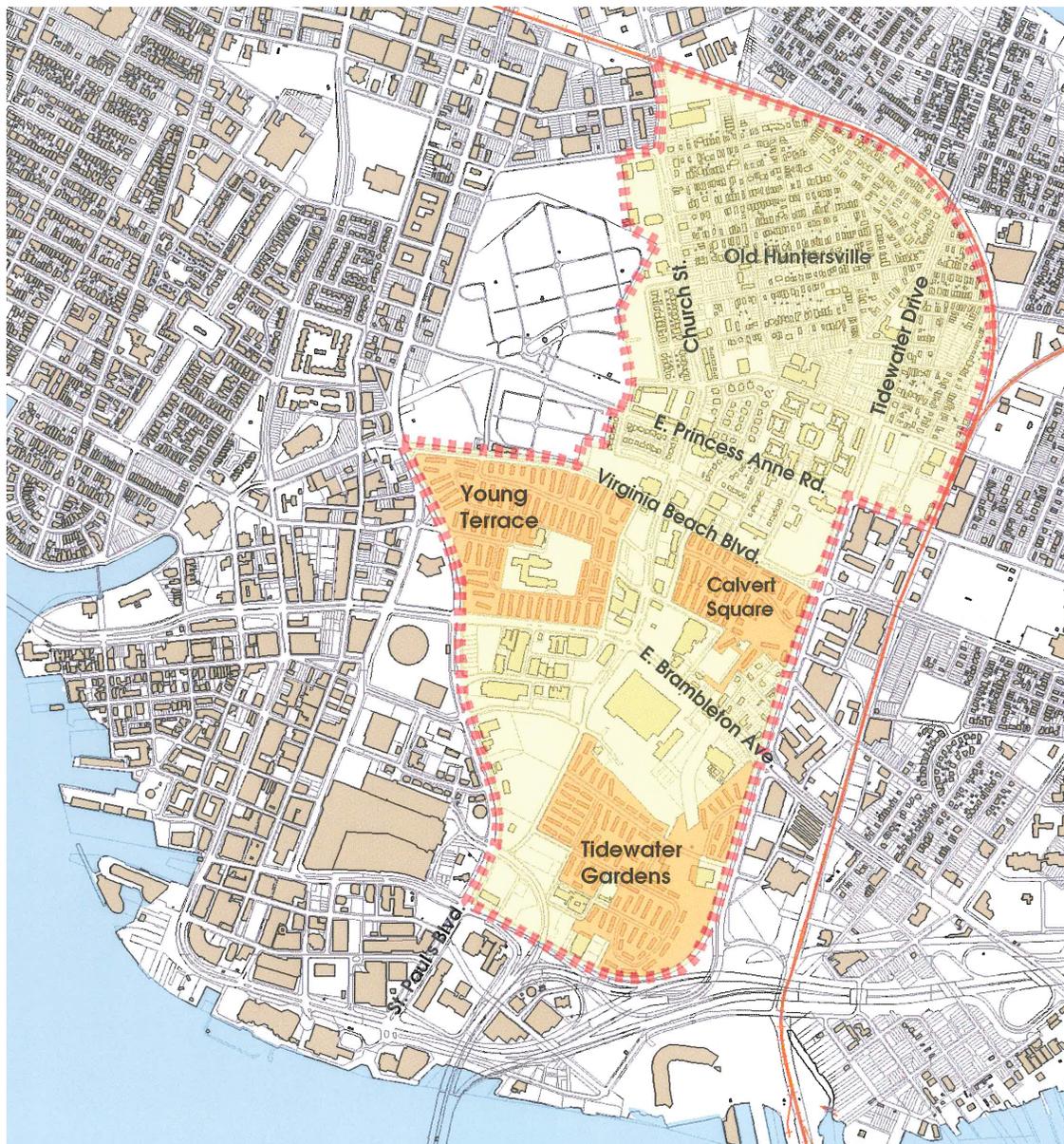
Southern railroad tracks to the north. The area includes the Old Huntersville neighborhood as well as three family public housing projects with a total of 1,674 units: Tidewater Gardens (618 units), Young Terrace (746 units), and Calvert Square (310 units). Also included in the area are two elementary schools, assisted midrise apartments for the elderly and disabled, a privately-owned family project-based Section 8 apartment complex, the post office distribution center, various commercial uses, and the Hunton YMCA, which provides day care services and recreation.

Introduced in 2010, the *Choice Neighborhoods Initiative* represents an evolution of HUD's HOPE VI program, and is now its signature tool for redeveloping distressed public housing communities and their surrounding impacted neighborhoods. Norfolk's planning grant application specified *Tidewater Gardens* as the targeted public housing. *Choice* also stresses the importance of addressing the broader neighborhood, the needs of the public housing residents, education, health, safety and other critical community elements. Implementation Grants, which are highly competitive, need to be implemented in a five-year timeframe and for this reason the major assisted housing focus is limited to Tidewater Gardens.

The systems and many structural components of the Tidewater Gardens buildings are reaching the end of their useful life. Capital needs identified in a recent physical needs assessment are high and will increase as elements continue to age, deteriorate and wear out. The area is characterized by concentrated poverty with corresponding social conditions—51.54% living in poverty. The

extent of the deficiencies in the structural and building systems along with overall infrastructure deficiencies are such that major modernization is not recommended. Modernization will not correct major deficiencies: the super block site layout and major roadwork network that result in isolation; obsolete unit sizes and amenities; or the flood hazards due to its location. Modernization itself would also not address the concentrated poverty. Redevelopment is considered the best alternative.

This *Expanded St. Paul's Area* is served by four under-achieving schools: P. B. Young Elementary (located on Young Terrace grounds); Tidewater Park Elementary (adjacent to Tidewater Gardens); Ruffner Middle School (immediately east of Tidewater Gardens); and Booker T. Washington High School, (located within one mile). Quality education is a major focus of the Choice Neighborhoods Initiative Program. **See Figure 0-4—Choice Neighborhood Initiative Boundary.**



**Figure 0-4—Choice Neighborhood Initiative Boundary**

## Vision and Guiding Principles

As the chart at right shows, the planning process engaged community residents, stakeholders, the business community, the faith-based community, and numerous resource organizations, over an extended period of time.

The *St. Paul's Quadrant Plan* has set out a vision for the area as a vibrant mixed-use, mixed-income community integrated with the Downtown area.

**See Figure 0-5—St. Paul's Quadrant Plan and Choice Neighborhoods Planning Major Public Meetings.**

<b>St. Paul's Quadrant Plan and Choice Neighborhoods Planning Major Public Meetings</b>	
<b>Meeting or Activity</b>	<b>Timeframe</b>
St. Paul's Analysis Phase	Summer 2005
Initial Tidewater Gardens Resident Survey	Summer 2006
Tidewater Gardens Residents Meeting	November 2006
Area Community Meeting	November 2006
St. Paul's Plan Visioning Phase	Summer 2007
St. Paul's Plan Community Charrette	October 5-6, 2007
Public Vision Workshop	May 21, 2009
Draft St. Paul's Quadrant Plan	Summer 2009
St. Paul's Plan Area Advisory Committee Meetings	July 2009 to June 2011
St. Paul's Quadrant Plan Area Advisory Board	June 2011 and following
HUD Choice Neighborhoods Site Visit	June 2011
CNI Committees and Task Force Meetings Including Physical; Neighborhood; People	June 2011 Through August 2012
Tidewater Gardens Fun Days--CNI Info Booth & Surveys	August 2, 2011
Monthly CNI Status Meeting with Tidewater Resident Council	September 2011 to Present
Huntersville Community Meeting	September 15, 2011
Church Street Task Force (1st Thursday of each month)	October 2011 to Present
People Planning Community Meeting	October 6, 2011
St. Paul's Plan NRHA Board Presentation	October 12, 2011
United Way, NRHA & City first visit to Harlem Children Zone	November 12, 2011
St. Paul's Plan Tidewater Gardens Resident Meeting	December 12, 2011
Norfolk CNI Group Visit to Harlem Children Zone	January 18-20, 2012
St. Paul's Plan Community Presentation	February 6, 2012
Huntersville Survey Event	March 7, 2012
St. Paul's Bus Transfer Meeting	April 1, 2012
Presentation to City Council Health, Education & Families Comm	April 24, 2012
Tidewater Gardens Fun Days--CNI Info Booth & Surveys	July 27, 2012
CNI Presentation to NRHA Board	September 12, 2012
Joint City Council and NRHA CNI Board workshop	October 16, 2012
Collective Impact Workshop with HUD at Young Terrace	October 22-23, 2012
City Council Action on Bus Transfer Station	October 1, 2012
Council and Board Joint Meeting on St. Paul's Area Plan	November 1, 2012
NRHA Board CNI Update Presentation	May 8, 2012
Appointment of NRHA Board CNI Sub-Committee	May 8, 2013
NRHA Board Sub-Committee Meetings	May thru August, 2013
Planning Commission Public Hearing on St. Paul's Plan	July 25, 2013

**Figure 0-6—St. Paul's Quadrant Plan and Choice Neighborhoods Planning Major Public Meetings**



This *Choice Neighborhoods Initiative* Transformation Plan builds upon the *St. Paul's Area* planning effort and provides more in-depth implementation strategies to achieve the *St. Paul's Vision*, by establishing partnerships for new educational initiatives, developing strategies for housing development, and coordinating actions to strengthen neighborhoods.

**See Figure 0-6—St. Paul's Plan Guiding Principles.**

Transformation goals as they have evolved for the *Expanded St. Paul's Area* include:

- Redevelop Tidewater Gardens into a mixed-use, mixed-income neighborhood that is physically and psychologically connected to the Downtown district;
- Provide replacement housing in safe and healthy neighborhoods for the residents who will relocate from Tidewater Gardens;
- Develop a mixed-use, mixed-income neighborhood with significant housing choices and supporting retail and office uses;
- Correct deficiencies in the storm drainage system to protect existing development where appropriate and to facilitate new development;
- Continue to strengthen and improve the existing neighborhoods, particularly the Huntersville area, by developing new market-rate homeownership opportunities and strengthening code enforcement and rehabilitation programs; and
- Provide the services necessary to improve the lives of residents of the area. Specifically, devote attention to programs designed to increase educational achievement and to improve employment opportunities for residents by increasing job readiness and preparation.

<b>Create a neighborhood</b>	<b>1</b>	Replace public housing units on a one-for-one basis.
	<b>2</b>	Address economic segregation.
	<b>3</b>	Invest in resources for safe, healthy, rewarding living.
<b>Establish strong sense of place</b>	<b>4</b>	Provide recreation and open space opportunities.
	<b>5</b>	Address stormwater issues.
	<b>6</b>	Improve community form.
<b>Connect to the City</b>	<b>7</b>	Reconnect missing links.
	<b>8</b>	Remove barriers to pedestrian mobility.

**Figure 0-6—St. Paul's Plan Guiding Principles**

## Assets Upon Which to Build

Norfolk is blessed with many assets upon which to draw for the redevelopment of the *Expanded St. Paul's Area*. They include, among others:

- Strength of the Downtown economy and its position in the Hampton Roads area;
- Extensive and lengthy history of collaboration between the City and the NRHA;
- Prior successful major redevelopment of three adjacent distressed public housing communities, resulting in the *Broad Creek Renaissance*, which leveraged a \$35 million HOPE VI grant into over \$357 million in development to date, and was stimulated by a capital infusion from the City through creation of a tax increment financing district;
- Prior successful master planning of *Grandy Village* as a mixed-income, mixed-tenure community, with 275 units redeveloped to date and a new phase being implemented now;
- Committed Partners and Stakeholders;
- Recent expansion of transportation resources: *The Tide* light rail system; the relocating of the bus transfer station to the *Choice Neighborhoods* target area; and the resumption of AMTRAK passenger service from Norfolk to Washington, D.C.;
- The addition of a Tidewater Community College downtown campus; and

- Partnerships with Old Dominion University and Norfolk State University.

Add to this a changing environment in regard to HUD resources, where the Department has recently launched the *Rental Assistance Demonstration (RAD) Program*, which permits housing authorities to convert public housing to project-based Section 8 assistance, and which can be used creatively to raise capital for public housing redevelopment. The initial demonstration was for 60,000 units, and it is expected that Congress will authorize HUD to expand this program in the near term (2014).



**Broad Creek**



**Grandy Village Learning Center**

## Transitioning from Vision to Implementation Plans

As the planning has evolved from the conceptual Vision, to a linear and dynamic implementation strategy, a major challenge faces the City and NRHA—the high cost of relocation, demolition, development of a new storm water management system, and installation of infrastructure. The cost is estimated at \$145 million or more. Another challenge is the housing typologies envisioned—they are certainly

appropriate for an urban environment, but they are not likely to be considered appropriate by many of the Tidewater Gardens residents. *The Housing Plan*, therefore, is evolving as well, so that these and other challenges can be successfully addressed, as discussed in the next section of this Executive Summary and in more depth in the *Housing Plan* chapter. The Great Recession has also impacted the projections for market rate housing, retail and commercial development—which will impact the implementation expectations, plans and timing.



**Figure 0-7—Market Square District Rendering**

## Housing Plan

There are three alternative approaches to the siting and development of the replacement housing: (a) All 618 replacement units back on the original site; (b) A portion of the units back on site, with others elsewhere in the target area, and still others outside the target area; and (c) All of the replacement units off-site, either in the balance of the target area or outside those boundaries, or a combination of both.

(a) The *St. Paul's Quadrant Plan* envisions development of as many as 2,100 residential units, 260,000 square feet of office space, and 378,000 square feet of retail. To achieve economic integration and a de-concentration of poverty, the plan called for one-for-one replacement of the public housing units within the 2,100 total units (30% concentration).

(b) Subsequent detailed analysis of flood plain area, storm water management issues and buildable areas within the *Plan* footprint indicate that building heights need to increase, and storm water retention would likely need to be placed underground—both of which exacerbate the upfront site preparation and construction cost issues. This also reduces the opportunity for lower-density units for returning public housing families in a building form they would find appropriate to their wants and needs.

As a result, a second approach to housing is discussed in this *Expanded St. Paul's Area Transformation Plan* wherein some relocation takes place outside the immediate St. Paul's area, and some outside the target area altogether. To address the storm water management and infrastructure costs under this scenario, this approach proposes a phased

redevelopment, where the first phase of on-site development takes place on high ground (estimated at 450 mixed-income units on approximately 20 acres, with 1/3 public housing replacement).

Storm water retention will be addressed using best management practices.

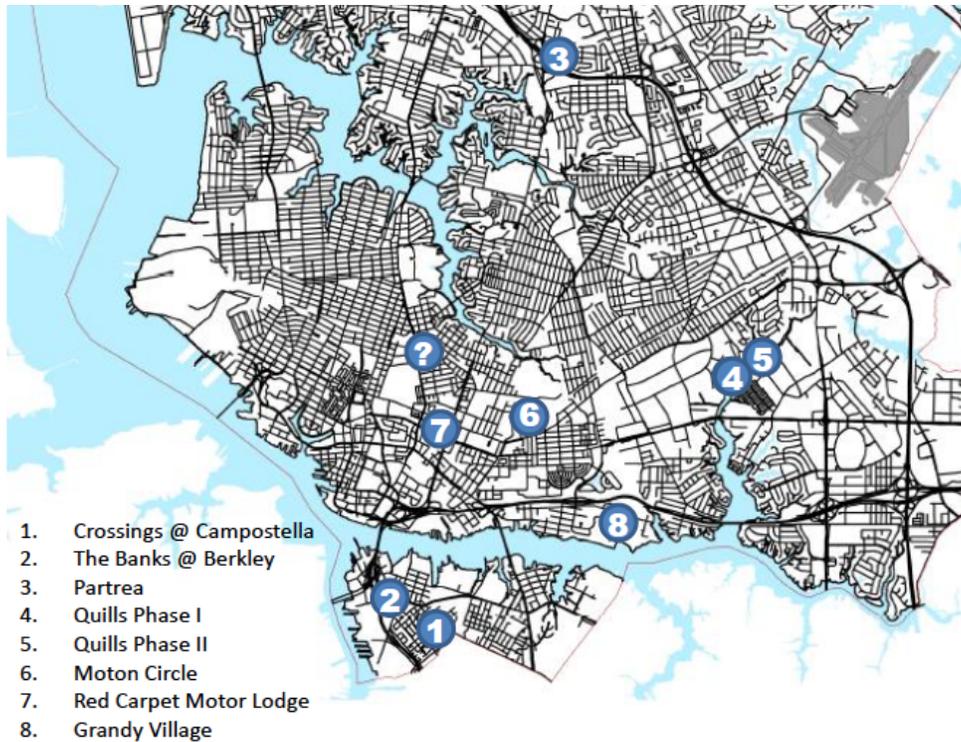
(c) A third approach under consideration is the replacement of all of the units outside the original footprint of Tidewater Gardens. Supplemental analysis and community consultation will help finalize the approach ultimately selected.

Relocation will be carried out through a mix of solutions and choices for residents:

- 1) Housing Choice Vouchers for those residents who need or prefer Section 8 as their permanent relocation choice;
- 2) Project-basing of Section 8 in funded and pipeline projects with third-party developers, outside the CNI neighborhood (see map of potential locations below);



**Figure 0-8—Key Design and Programming Strategies**



**Figure 0-9—Relocation Sites Map**

- 3) Project-basing of Section 8 in pending NRHA projects, both inside and outside the CNI area;
- 4) Transfers to other public housing, for those who prefer to remain within a traditional public housing community;
- 5) Attrition—that is, normal turnover of units vacated by residents who are leaving the public housing program;
- 6) On-site—once the onsite housing is developed (under scenarios (a) and (b) above), this would be a solution for any households still on site at that time, or others wishing to return to Tidewater.

One potential scenario for development of the 618 replacement units could include:

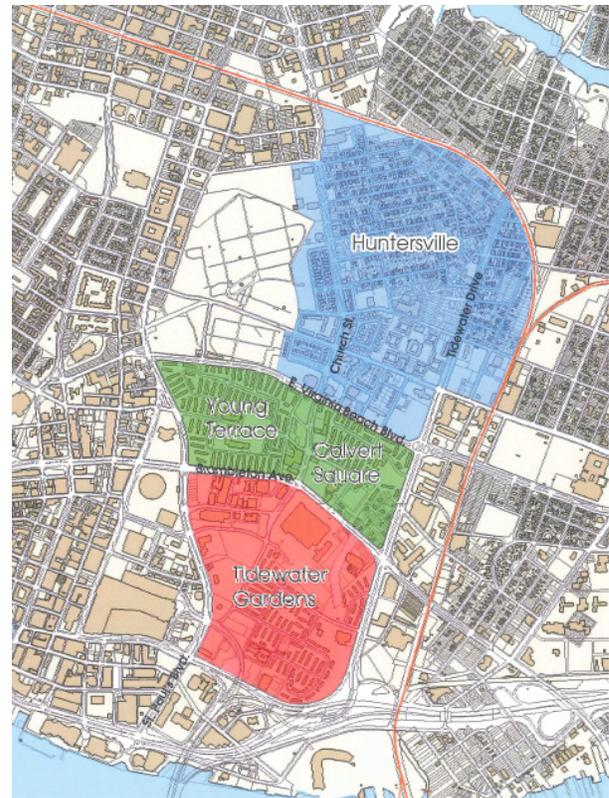
- 1) 150 units on-site, within a mixed-income community of approximately 450 units;
- 2) 100 units off-site, within the CNI area (e.g., Red Carpet Motor Lodge (7) on map).
- 3) 165 units within future on-site market rate developments, perhaps with a density bonus provided, along with a 10% Inclusionary Zoning requirement of deep-subsidy units;
- 4) 100+/- units outside the CNI area in project-based mixed-income developments; and,
- 5) 100+/- in existing apartments, not currently accepting vouchers, but willing to do so in the future (either tenant-based or project-based), or in future mixed-income developments.

This scenario results in 315 replacement units back on site, and another 100 off-site, but nearby, which can accommodate the 50% of households who expressed an interest to return to the site, plus accommodate another 15% nearby, for nearly two-thirds of the households being able to return either on-site or nearby. The remaining third of the replacement units would be dispersed into new developments in a variety of locations. See map on prior page. This approach also provides for more than enough project-based Section 8 units and new developments that accept vouchers, such that supply would exceed demand for Tidewater Gardens replacements.

Under this approach, the site plan would be revised to reflect the 450-unit mixed-finance development within the context of the overall master plan. In this approach, the storm-water and infrastructure costs are limited initially to those needed to support only this first phase, as project costs, hopefully with financial support from the City.

## Neighborhood

The overall neighborhood can be divided into three separate zones (See **Figure 0-10—Zones Map**), with *Tidewater Gardens/St. Paul's Quadrant* at the south, *Calvert Square and Young Terrace* public housing complexes in the middle, and the *Huntersville* neighborhood on the north. Each area has distinct characteristics. The *St. Paul's Quadrant* area is notable for its immediate proximity to the Central Business District, historic churches, major areas of land owned by either NRHA or the City, the Post Office processing center (slated for closure), and the major arterials. The middle zone is characterized by



**Figure 0-10—Zones Map**

two public housing sites with over 1,000 units, and a small commercial/ industrial area in between.

The northern zone is an established neighborhood: *Huntersville*, with 1,350 units, predominantly single family and small-scale multi-family (shown in photo at lower left). Only 28% of the units in the area are in buildings with more than 4 units.

The vision established for the *Huntersville* and *Church Street* area is a *Community of Choice* that is a residentially diverse, attractive, and desirable community in which to live, play, and nurture future generations. It is envisioned as a community whose strategic urban locale is enhanced through careful community planning, strong civic pride, recognition of its rich history and heritage, development of excellent community facilities, and highly active

churches and civic leagues. The strategies developed for the Huntersville community will address the challenges currently facing the area as well as the challenges and opportunities that may result from the redevelopment of the *St. Paul's Area*. The overriding goals are to build on the assets of the neighborhood and strengthen and support homeowners through controlled development of available parcels, neighborhood improvement programs, improved connections to Downtown, and community capacity building initiatives. The ultimate goal is a significant increase in homeownership with reductions in blight and crime.

This *Transformation Plan* addresses the impact of relocation activities on nearby communities and the need to stabilize and promote homeownership within these communities. The primary investment strategy to capitalize on the assets of the Huntersville area is the development of new homeownership opportunities. NRHA and the City will continue to develop new homeownership units in the Huntersville area at both the former JT West School site and on infill housing sites.

The City is implementing the *Neighbors Building Neighborhoods (NBN) Program* to actively work with the community to enlist and encourage residents in neighborhood revitalization. NBN seeks to create stronger, more desirable neighborhoods by increasing resident capacity, improving neighborhood connections, building a positive neighborhood image, and strengthening a viable and competitive real estate market. Through a focus on traditional City activities matched with more direct neighborhood capacity development through the *Neighbors Building Neighborhoods Program*, the City will work

with the community to foster more involvement and investment.

Numerous **early start** projects targeted to this neighborhood have emerged from the planning focus on this overall area, including:

- The Hampton Roads Transit bus transfer station was moved to a central position within the neighborhood, greatly improving access to jobs and amenities throughout the City.
- *The Tide* light rail opened in 2011, with 3 stops in close proximity to the target area. AMTRAK recently resumed passenger service from Norfolk to Washington D.C., with access close to the *St. Paul's Area*.



**Huntersville Community**



**Historic First Baptist Church**

- The City has earmarked \$1 million in HOME funds for the Huntersville neighborhood, to be jointly planned with NRHA, with a likely focus on support for rehabilitation, and homebuyer subsidy, given the very low ownership rate in this neighborhood (33.2%).
- The Rockefeller Foundation is provided funding for the *Re.Invest Initiative*, which recently selected Norfolk and only 7 other cities nationwide to participate in a two-year effort to develop options for financing and building better urban storm water infrastructure systems in the aftermath of Hurricane Sandy.
- Norfolk's long-range 2030 *plan* Norfolk has identified a streetscaping initiative for Tidewater Drive.
- The Hunton YMCA, with support from the KaBoom initiative and PNC Bank, opened a playground in 2012 adjacent to the Y.
- In March 2014, the City Council approved a new development for Huntersville area: a 161-unit combined SRO and apartment complex, including unsubsidized workforce units;
- The City Council approved the transfer of the J. T. West School site to NRHA for the future development of approximately 16 homes;
- A farmers market, sponsored by St. Paul's Church and staffed by volunteers from Tidewater Gardens, was announced for the study area. Also, Five Points Community market will operate a mobile market at St. Mary's Church—both initiatives starting in May 2014.

## People

This plan envisions opportunities for existing and future residents to have access to high quality learning programs and services for their children as well as access to quality healthcare and employment programs to achieve self-sufficiency. This CNI transformation planning effort brought together key partners to address identified issues. Norfolk Public Schools, **United for Children**/United Way South Hampton Roads, *Tidewater Gardens Partnership*, Norfolk State University, City of Norfolk, Eastern Virginia Medical School, Tidewater Builders Association, *CommuniCare Health*, and additional partners are working together with NRHA to provide educational, health, job training, and family self-sufficiency services to initiate transformative change opportunities for residents within the public housing communities.

In 2014, the Norfolk Public School Board launched a *Transformation Initiative* to convert all of the schools in the study area to a variety of theme approaches, such as Montessori and International Baccalaureate, which will allow more innovative approaches to improving academic performance.

In 2013, **early start** efforts were launched in the two elementary schools located in the Choice Neighborhoods Initiative project area to increase academic achievement. First, the United Way of South Hampton Roads established an ambitious goal that every child born into the Young Terrace public housing community would graduate from high school and go on to some form of further development whether college, vocational training, or military service. This initiative has become known as **United**

**for Children** in Young Terrace and is founded on a model of Collective Impact that involves multi-sector collaboration between the City, foundations, local universities and the private sector. Second, to counter the trend of falling test scores at Tidewater Park Elementary, the **Tidewater Gardens Partnership** coordinated by NRHA, Tidewater Park Elementary School, and Norfolk State University was implemented in the spring of 2013.

NRHA is also working with key partners (Department of Human Services, Hampton Roads Transit, the Planning Council, Opportunity, Inc., Tidewater Community College, Norfolk State University, and others) to integrate resources and services in a strategic and structured manner to help public housing residents achieve employment. The **Job Readiness Program**, operated by NRHA, plans to keep at least 25-50 residents in the program in order to prepare Tidewater Gardens residents with the job-related foundation and individual/family support services (e.g., childcare, transportation, health related services) necessary to obtain gainful employment.

Health care options for the area have been greatly improved with the opening of the *CommuniCare Health Clinic* in the Young Terrace community in December 2012. This marked the first health care facility located in Norfolk's public housing communities and provides access to many residents who had previously not received health services. NRHA is also partnering with Norfolk State University's Biology Department and the Virginia Cooperative Extension Agency *Master Gardening Program* to assist with the development and implementation of a comprehensive community garden project.

## Implementation

The Norfolk Redevelopment and Housing Authority, with over 70 years of experience in neighborhood revitalization and the development of affordable housing, will spearhead the implementation of this project. The most recent project of this type undertaken by NRHA is an extensive area revitalization program, *Broad Creek Renaissance*, to implement a HOPE VI grant awarded in 2000. The *Broad Creek* project involved the relocation of 767 households, total demolition, development of new infrastructure, and the financing and construction of 1,115 new units, of which 749 are replacement units. Development continues in the area, with the most recent addition being an \$81 million Kroc Center, funded jointly by City of Norfolk, the Salvation Army (Kroc Foundation grant funding) and Norfolk Redevelopment and Housing authority. To date, total *Broad Creek Renaissance* development exceeds \$357 million, with over 90% of the funding derived from leveraged sources.



NRHA and the City of Norfolk collaborated throughout the planning and implementation of *Broad Creek*, with the City notably establishing a Tax Increment Finance (TIF) District to support public improvement and infrastructure development at and near the site, and in the nearby neighborhood. Numerous partners and stakeholders supported the community and supportive services, as well as the relocation effort.

To manage the implementation of *Broad Creek*, NRHA established the *Broad Creek Steering Committee*, composed of City Council Members,

NRHA Commissioners, resident and community representatives, and key stakeholders. Steering Committee meetings were held monthly throughout the development process.

For the *Expanded St. Paul's Area* revitalization, NRHA will use a similar model for the steering committee, which will oversee and lead all elements of the Plan: Neighborhood; Housing; and People (including Education, Health and Employment and Self-Sufficiency). Of special note is the City Council's *Poverty Commission*, which is extensively involved in policies related to Norfolk's poor neighborhoods.

