

SECTION 3

Five-Year Strategic Plan

Introduction

This section of the Consolidated Plan describes the City of Norfolk's priorities and objectives for addressing housing and community development needs for the five-year period of Norfolk's Fiscal Years 2004-2008. It identifies priorities and objectives for affordable housing, homelessness, other special needs, and non-housing community development. Further, it analyzes the rationale for the strategies developed to address these priorities and summarizes the resources that will be used in implementing these strategies. The Strategic Plan is developed in order to achieve the following statutory goals, principally for extremely low and low-and moderate-income residents identified in the introduction:

- Provide decent housing,
- Provide a suitable living environment, and
- Expand economic opportunities

Mission

The City of Norfolk has always been noted for the quality of its neighborhoods and the diversity of its population. Both of these characteristics will continue to be strengthened as the City of Norfolk moves forward in realizing our mission by creating;

- *A personable and caring community*
- *An exciting, lively and memorable community*
- *A product of characteristic of American History and values*
- *A place of opportunity for all citizens*

Consolidated Plan Principles

The goals and objectives in the City of Norfolk's 2004 - 2008 Consolidated Plan are built upon the following set of guiding principles that provides the overarching framework within which the City has developed the strategic plan.

1. **Regional And Local.** Balance regional issues with specific neighborhood and target area needs.
2. **Citizen Participation.** Provide opportunities for all citizens and program customers to participate in plan development, implementation and evaluation.
3. **Proactive.** Anticipate and respond to current and emerging trends, community needs and citizen values.
4. **Priority To Lowest Income.** Ensure that no one is left behind, especially the poorest in our community.
5. **Collaboration.** Encourage public, private, and non-profit sector collaboration and reduce program duplication.

6. **Emphasize the Positive.** Build upon available and realistic community assets, resources, plans and market forces.
7. **Leverage.** Leverage the involvement of private sector organizations and resources.
8. **Measurable Results.** Produce and evaluate measurable outcomes and results.
9. **Comprehensive.** Engage comprehensive strategies to address the holistic needs of a neighborhood, household, or individual.

Five Year Strategic Priorities for Investment

HUD requires communities, as part of the strategic plan development, to estimate the cost to address the needs for housing, homeless persons, non-homeless special needs populations and non-housing community development activities during the time period of strategic plan. In addition, communities must assign priorities for addressing their housing and homeless needs. These needs are identified on the tables on the following pages.

The overarching goal for the Community Development Block Grant Program, HOME Investment Partnership Program, and the ESG Program is to assist very low and low to moderate-income households within the boundaries of the City of Norfolk.

The level of funding priority given to the housing needs addressed in the Housing and Homeless Needs Assessment are summarized as follows:

- **High Priority:** The City **will** commit federal funds to address need.
- **Medium Priority:** The City **may** commit federal funds to address need.
- **Low Priority:** The City **will not** commit federal funds to address need.

The largest obstacle to meeting the needs of under served population is lack of sufficient funding. The need of low-income residents far exceeds our available Federal State, and local resources. However, the City of Norfolk will continue to maximize our resources to meet the priority needs of this growing population.

Priority Housing Needs

The goal of the City of Norfolk housing policy is to assure the availability of safe, decent, and affordable housing for all citizens. Norfolk Redevelopment & Housing Authority (NRHA) is a major facilitator in this process through their comprehensive revitalization of declining and blighted communities.

The following categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.

Highest Priority- Existing Owners (0-50%)

Approximately 75-76 percent of extremely low and low-income households (0-30%) in Norfolk have a housing problem. This is twice as likely as housing problems are noted for all Norfolk households. About 95 percent of these households have affordability problems (i.e. paying more than 30% of their income for housing). Severe cost burdens (defined as paying more than 50% of income for housing) is more than twice the problem for those with incomes less

than 30% of the median family income as those with between 31 and 50% of the median family income.

The basis for determining the relative priority of each priority housing need category is to give priority to the lowest owner income groups with maintenance of homeownership as most important.

**Table 1
PRIORITY HOUSING NEEDS**

PRIORITY HOUSING NEEDS (households)			Priority Need Level	Estimated Units	Estimated Dollars to Address
Renter	Small	0-30%	M	5,760	
		31-50%	M	4,888	
		51-80%	L	8,152	
	Large	0-30%	M	1,980	
		31-50%	M	1,198	
		51-80%	L	2,026	
	Elderly	0-30%	M	3,772	
		31-50%	M	1,950	
		51-80%	L	1,798	
	All Other	0-30%	M	3,761	
		31-50%	M	2,899	
		51-80%	L	4,498	
Owner	0-30%	H	3,062		
	31-50%	H	3,945		
	51-80%	M	7,610		

Priority Need Levels : High, Medium, Low, N no such need

In addition, the homeowner is less likely to receive any type of subsidy to assist them in maintaining or repairing their home. Also, because funding is very limited to address this needs, a decision has been made to place the greatest emphasis on the continuation of homeownership in the city. The city stresses the need to increase and maintain homeownership.

Medium Priority - (0-50% MFI) Renter & (51-80% MFI) Owner

Norfolk Redevelopment and Housing Authority provides assistance through the Section 8 and Public Housing Programs. If funds are available, the city may address this need with Federal funds, either alone or in conjunction with the investment of other public or private sector funds during the five year period. Also, the city will take other actions to help this group locate other sources of funds.

Medium priority has been assigned to Small Related Households – Renter, Age Related Households – Renter, Elderly Households – Renter, All other Households – Renter, & Owner Households (51-80% MFI). Extremely low and other low income small related households make up the largest group of renters. They are 21% and 17%, respectively. These households have a primary need of substandard housing conditions & cost burden. If funding is available, these needs will be met.

Low Priority – 51 –80% Renter households

NRHA provides assistance through the Section 8 and Public Housing Programs. The City does not plan to use Federal funds either alone or in conjunction with the investment of other Public or private resources for activities that address this need during the five –year period. The City will consider certifications of consistency for other entities' applications for federal assistance.

No such need

There is no category of households selected as no such need. Each category of households has some type of need such as cost burden or housing problems. The city finds that there is no category which it can say that this is not a priority need or this need is already substantially addressed.

Five-Year Goals

The following goals and objectives have been established to address the City's priority housing needs based on the aforementioned priorities **Highest Priority – Existing Owners (0-50% MFI)**.

The City of Norfolk will address these needs with Federal funds, either alone or in conjunction with the investment of other public or private sector funds during the next five years.

Affordable Housing - High-Priority

Objective: Improve overall quality of Norfolk's housing stock.

Strategies:

- Encourage development of a diversity of housing types
- Continue programs focused on conservation and revitalization of neighborhoods
- Develop additional tools to facilitate neighborhood revitalization
- Insure that infill housing development is compatible in design and existing housing
- Encourage provision of maintenance of amenities that contribute to neighborhood character
- Continue efforts aimed at creating neighborhoods in public housing developments
- Pursue adaptive reuse of appropriate commercial buildings for residential development
- Establish preventative programs, adapting conservation efforts in areas that have potential to decline
- Involve neighborhood residents in neighborhood development and change

Homeownership-High Priority

Objective: Increase homeownership opportunities for low and low to moderate-income households

Strategies:

- Increase the production of affordable housing to address the needs of low income households, taking advantage of all available resources
- Develop homeownership opportunities for very low to moderate income families
- Continue to implement programs aimed at housing rehabilitation to increase and sustain the supply of decent affordable housing
- Provide leadership in formulating a regional strategy for affordable housing
- Maximize the effectiveness of housing resources
- Continue to provide housing counseling assistance to low and moderate income households
- Monitor the effectiveness of housing affordability efforts and respond accordingly

Fair Housing-High Priority

Objective: Provide equal access to affordable housing for all residents in the City of Norfolk

Strategies:

- Emphasize both education and enforcement in fair housing policies
- Insure that the City's Fair Housing Ordinance remains current with the State and Federal requirements
- Encourage awareness of fair housing issues among different categories of participants, such as housing providers, consumers, and other jurisdictions in the region
- Monitor evolving socio-economic needs of households and formulate strategies to address these changes
- Encourage and facilitate mixed-use housing development and revitalization

Table 2
AFFORDABLE OWNER OCCUPIED HOUSING

Objective	Goals	Year	Expected/ Actual 0-80% MFI Units	% of 5-Yr Target Achieved
Obj. #1	Affordable Owner Occupied Housing – Improve/create 600 dwelling units	2004-2008	600	
Obj. #2	Expand the Supply of Affordable Owner Occupied Housing Project/Activity Create 150 new affordable housing units through the use of HOME funds. (Ex: Down- payment & closing cost assistance)	2004 2005 2006 2007 2008 Total	30/ 30/ 30/ 30/ 30/ 150	
Obj. #3	Preserve/Improve the Existing Stock of Affordable Owner Occupied Housing by Overall: Improve 250 housing units expending \$10,000 or less per unit through emergency home repair	2004 2005 2006 2007 2008 Total	50/ 50/ 50/ 50/ 50/ 250	
Obj. #4	Single Family Rehabilitation Program (HOME & CDBG) Improve 100 housing units. @ a maximum of \$25,000 per unit through moderate rehabilitation of existing owner- occupied single family homes	2004 2005 2006 2007 2008 Total	20/ 20/ 20/ 20/ 20/ 100/	
Obj. #5	Homeownership for Public Housing Residents Overall: Assist 100 public housing residents in becoming first-time homeowners through Section 5(h) or similar programs	2004 2005 2006 2007 2008 Total	20/ 20/ 20/ 20/ 20/ 100/	

Table 3
AFFORDABLE SUBSIDIZED RENTAL HOUSING OBJECTIVES

Objective	Goals	Year	Expected/ Actual 0-80% MFI Units	% of 5-Yr Target Achieved
Obj # 1	Affordable Rental Subsidized Housing – Improve or create 650 affordable rental dwelling units	2004-2008	650	
Obj # 2	Expand the Supply of Affordable Rental Public Housing Project/Activity Overall: Create 150 new affordable rental Public Housing units	2004 2005 2006 2007 2008 Total	30/ 30/ 30/ 30/ 30/ 150	
Obj. #3	Preserve and Improve the Existing Stock of Affordable Public Housing units Overall: Improve 250 Public housing units expending Capital Improvement Grant funding	2004 2005 2006 2007 2008 Total	50/ 50/ 50/ 50/ 50/ 250	
Obj. #4	Expand the number of Housing Choice vouchers Overall: Secure not less than 250 new housing choice vouchers with special needs populations priority	2004 2005 2006 2007 2008 Total	50/ 50/ 50/ 50/ 50/ 250/	

Priority Homelessness Needs

The **Norfolk Homeless Consortium (NHC)** oversees coordination of Norfolk’s homeless activities and is the lead entity for the Continuum of Care (COC) planning process. The NHC is a voluntary association of agencies and individuals that provides services, advocacy, information and leadership for Norfolk’s homeless population. There are currently over thirty agencies and homeless persons who take part in the Consortium regularly. The NHC is responsible for planning and facilitating the COC process, and convening and organizing the community-wide effort to create an action plan to deal with outstanding short and long-term needs of the homeless of Norfolk. In February 2002, a half-time staff person was hired to support the NHC and all working committees within the Consortium, as well as coordinate the writing of the COC statement.

The NHC is the key entity responsible for developing and implementing Norfolk’s strategy to end homelessness and to coordinate this Continuum of Care statement. The NHC is comprised of public, private and faith-based organizations and that is led by an executive committee elected from the membership-at-large. One member of the executive committee is elected to serve on the City of Norfolk Citizen Advisory Committee and two NHC members sit on the Homeless Advisory Committee appointed by the City Council. By assuring representatives are involved in all committees involved in funding and planning services for the City’s homeless, the NHC has enlisted additional support and cross-collaboration for carrying out its goals and objectives regarding the elimination of homelessness.

Priority: Homelessness

Objectives: Continue efforts to help eliminate chronic homelessness in the City of Norfolk

Strategies:

- Continue to support and lead efforts for programs that help to prevent homelessness
- Support the development of homeless shelters
- Encourage transitional housing arrangements in conjunction with service and housing agencies

Table 4
HOMELESS AND SPECIAL NEEDS POPULATION

		Estimated Need	Current Inventory	Unmet Need / Gap	Relative Priority
Individuals					
Example	Emergency Shelter	115	89	26	M
Beds / Units	Emergency Shelter	297	211	86	L
	Transitional Housing	166	94	72	M
	Permanent Housing	55	19	36	H
	Total	518	324	194	
Estimated Supportive Services Slots	Job Training	88	324	194	L
	Case Management	217	97	120	M
	Substance Abuse Treatment	91	39	52	H
	Mental Health Care	83	31	52	H
	Housing Placement	116	26	90	M
	Life Skills Training	98	45	53	L
	Other	157	243	71	
Estimated Sub-Populations	Chronic Substance Abusers	144	34	110	H
	Seriously Mentally Ill	72	31	41	H
	Dually – Diagnosed	50	36	14	H
	Veterans	41	30	11	M
	Persons with HIV/AIDS	60	30	30	L
	Victims of Domestic Violence	28	13	15	L
	Youth	N/A.	N/A.	N/A.	L
	Other	46	14	32	

Priority Need Levels: High, Medium, Low, N no such need

Table 5
PERSONS IN FAMILIES WITH CHILDREN

Example	Emergency Shelter	115	89	26	M
Beds / Units	Emergency Shelter	149	87	62	L
	Transitional Housing	58	41	17	M
	Permanent Housing	36	19	17	H
	Total	243	147	96	
Estimated Supportive Services Slots	Job Training	40	11	29	L
	Case Management	49	41	8	M
	Substance Abuse Treatment	22	5	17	H
	Mental Health Care	42	34	8	H
	Housing Placement	50	6	44	H
	Life Skills Training	48	40	8	L
	Other	43	32	11	
Estimated Sub-Populations	Chronic Substance Abusers	10	9	1	H
	Seriously Mentally Ill	9	8	1	H
	Dually – Diagnosed	1	1	0	H
	Veterans	3	2	1	L
	Persons with HIV/AIDS	0	0	0	L
	Victims of Domestic Violence	31	25	6	L
	Youth	N/A	N/A.	N/A.	L
	Other	9	9	0	

Priority Need Levels: High, Medium, Low, N no such need

In January 2002, a Point-in-Time count was conducted over a 24-hour period in Norfolk. This count included persons seeking food, emergency medical and other assistance, social service benefits and shelter. The totals were as follows:

Individuals – 518
Persons in Families with Children - 243

Race was not recorded during the Point-in-Time count but race was recorded for clients requesting assistance through the Homeless Prevention Program. The racial breakdown for clients in 2002 were as follows:

80% African American
16% White
4% Other

Long-term priorities deemed urgent by the Norfolk Homeless Consortium include:

Permanent housing (a maximum of \$400 per month for a two-bedroom apartment)

- Single men, 150 units, half of which (75) are permanent supportive housing.
- Single women, 150 units, half of which (75) are permanent supportive housing.
- Families, 675 units. One-third of new permanent housing units for families should be permanent supportive housing, such as Shelter Plus Care (225 units).

Comprehensive Day Services for individuals (assistance with benefits and linkage with appropriate agencies for needed services, as well as obtain a meal, shower, laundry services, etc.)

Emergency shelter services for single/single pregnant women who are not victims of domestic violence, 50 beds

Residential Substance Abuse Treatment

Transitional housing (service-based, beyond 30-day stays); 10% of all new transitional housing units should be available for people with disabilities or special needs.

Families, 75 units
Men, 75 units or beds
Women, including pregnant women, 50 units or beds

Mental Health Services (medication assistance, case management for non-Seriously Mental Ill, psychiatric care)

Other needs and services:

Comprehensive case management (including long-term)

Homeless Prevention Programs

Medical prescriptions and supplies (non-narcotic and non-psychotropic)

Legal Aid (funding for one full-time lawyer to help homeless with non-criminal issues)

Life Skills (including Aftercare programs that offer vocational skills training, budgeting and counseling for up to one year after leaving shelter care).

Website for Norfolk Homeless Consortium (information sharing and links for finding services)

Homeless Management Information Systems database

Strategies for Ending Chronic Homelessness

HUD Definition: a chronically homeless person is an unaccompanied disabled individual who has been continuously homeless for over one year.

The NHC, guided by the Executive Committee and with input from the Prevention Committee, is making strides to target the root causes of chronic homelessness in Norfolk and the Hampton Roads region. Participation in various statewide organizations targeting homelessness, housing, and healthcare for indigent persons has provided an opportunity for dozens of agencies in Hampton Roads to network and share success stories, resources, in addition to lessons learned. Norfolk agencies and interested persons have been collaborating as a Consortium for ten years and with this experience it has become easier to identify consistent gaps in services and trends in homeless needs. The NHC strategy for ending chronic homeless incorporates the following components including a long-term capacity assessment, establishing SRO efficiency housing, and implementing standards of care. These components are necessary to fully understand and analyze the status of homelessness and services in Norfolk.

Priority - Special Needs Population

Objectives: Insure that there is an adequate choice of housing suitable for persons with special needs in the City of Norfolk.

Strategies:

Support a variety of housing programs to meet the needs of the elderly and the handicapped

Support the integration of the developmentally disabled and elderly into the community at large where appropriate

Support expanded transportation services for the elderly and the handicapped

Insure that housing for the handicapped and elderly is located in appropriate areas

Insure that the housing needs of the disabled and large families are met

The following describes the priority housing and supportive service needs of persons who are not homeless but require supportive housing, such as the elderly, and persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addiction, persons with HIV/AIDS and their families to the extent data is available.

Persons and/or their family members diagnosed with Mental Illness, Mental Retardation, and Chronic Substance Abuse problems are faced with overwhelming housing problems. These problems range from residing in unstable living environments to homelessness. Affordable housing has become a diminishing resource for persons diagnosed with mental illness, mental retardation, and substance abuse over the past decade and the gap continues to widen between affordability and accessibility. Common barriers (impediments) to obtaining affordable housing, identified by consumers, were limited income, housing policies and leasing requirements, transportation, lack of knowledge of housing resources, bad credit, and even discrimination.

Table 6
SPECIAL NEEDS OF THE NON-HOMELESS

Sub-Populations	Priority Need	Estimated Priority Units	Estimated Dollars to Address
Elderly	M		
Frail Elderly	H		
Severe Mental Illness	M		
Developmentally Disabled	M		
Physically Disabled	H		
Persons w/ Alcohol/Other Drug Addictions	M		
Persons w/ HIV/AIDS	H		
Other (Specify) At Risk Youth	M		
Total			

Priority Need Levels: High, Medium, Low, N no such need

Non-Housing Community Development

This section of the Plan discusses the City of Norfolk’s priority non-housing needs and describes the long and short-term community development objectives. The overall goal of the programs included in the Consolidated Plan “is to develop viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities primarily for low- and moderate-income persons.”

The U.S. Department of Housing and Urban Development provides assistance to eligible units of local government to address their *critical community development* needs for housing, infrastructure, and economic development. To meet the federal goal and address Norfolk’s own areas of need, the City’s CDBG program works to improve “the economic and physical environment in its communities through implementation of activities which primarily benefit low- and moderate-income persons, prevent or eliminate slums and blighted conditions, or meet urgent needs which threaten the welfare of citizens.” Listed below are the primary types of projects within the non-housing community development portion of the program. They encompass the various priority needs identified in the Plan.

Non-housing community development priorities are defined through the comprehensive plan and Capital Improvements Program. Priorities include encouraging continued homeownership, to attract new and expanding commercial and industrial activities, and to increase and maintain

balanced growth, with sufficient revenue from non-residential sectors to compensate for the costs for services of residential development.

Priorities include flood drain improvements, water and sewer improvement, streets, parks and recreational facilities, commercial/industrial rehabilitation, commercial/industrial infrastructure, and employment training.

**Table 7
PRIORITY NON HOUSING COMMUNITY DEVELOPMENT NEEDS**

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level	Estimated Need	Estimated Dollars to Address
PUBLIC FACILITY NEEDS			
Neighborhood Facilities	H		
Parks and/or Recreation Facilities	M		
Health Facilities	L		
Parking Facilities	L		
Solid Waste Disposal Improvements	L		
Asbestos Removal	L		
Non-Residential Historic Preservation	M		
Other Public Facility Needs	M		
INFRASTRUCTURE			
Water/Sewer Improvements	M		
Street Improvements	H		
Sidewalks	H		
Sewer Improvements	M		
Flood Drain Improvements	H		
Other Infrastructure Needs	M		
PUBLIC SERVICE NEEDS			
Handicapped Services	H		
Transportation Services	M		
Substance Abuse Services	M		
Employment Training	M		
Health Services	H		
Other Public Service Needs	M		
ANTI-CRIME PROGRAMS			
Crime Awareness	M		
Other Anti-Crime Programs	M		
YOUTH PROGRAMS			
Youth Centers	H		
Child Care Centers	H		
Youth Services	H		
Child Care Services	H		
Other Youth Programs	H		

SENIOR PROGRAMS			
Senior Centers	H		
Senior Services	H		
Other Senior Programs	H		
PRIORITY COMMUNITY DEVELOPMENT NEEDS			
PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level	Estimated Need	Estimated Dollars to Address
ECONOMIC DEVELOPMENT			
Rehab; Publicly- or Privately - Owned	M		
CI Infrastructure Development	M		
Other Commercial/Industrial Improvements	M		
Micro-Enterprise Assistance	M		
ED Technical Assistance	M		
Other Economic Development	H		
PLANNING			
Planning	H		
TOTAL ESTIMATED DOLLARS NEEDED:			

Priority Need Levels: High, Medium, Low, N no such need

Non-Community Development Priorities

Infrastructure

Street Improvements, Sidewalks, and Flood Drain Improvements are a high priority for non-housing community development needs. Priority should be placed on community appearance and lowering maintenance costs by bringing roadways and sidewalks up to the standards expected by the community.

Youth Programs

Youth Centers, Child Care Centers, Youth Services, Child Care Services, & other Youth Programs is a high priority. We continue to see an increase in the number of at-risk students. The city must do more to treat the whole environment that produces at-risk students. We must attack the problems of income and poverty if we want to improve the schools. There is a need to improve the aspirations of at-risk families and provide training for at-risk students in skills for the world of work. There are many dysfunctional families in the city. There is a large number of pregnant teenage girls in Norfolk.

Norfolk, like all cities, has segments of its population with special needs. In Norfolk, these groups are the youth and senior citizens. Both would benefit from additional planned activities: the youth would be kept out of trouble while the seniors would be provided opportunities to interact with individuals their own age. Many of these services already exist in the city. However, many perceive their availability and accessibility to be limited. To overcome this, new and expanded activities could be designed and offered throughout the city, particularly in areas where the youths and seniors are most likely to reside. These new opportunities could be done through the expansion of existing programs in the recreation and parks and social services departments into new areas desired by these residents.

Senior Programs

Senior Centers, Senior Services, & Other Senior Programs is a high priority. Norfolk has an ever increasing population of senior citizens many of whom are ineligible for public housing or convalescence assistance. Nonetheless, these senior citizens are in need of services that are not available.

The community should provide companion service opportunities for its older citizens. This would permit and encourage our elderly to remain in their homes while receiving assistance from skilled workers and citizens in meeting some with their basic physical needs. This service is far more cost effective than institutional facilities and it supports and sustains the dignity of our elderly citizens and respects their rights of home ownership. With companion assistance, either voluntary or through governmental support, these individuals may remain in their home for a longer period of time. With assistance their yards and property will be properly maintained, and their physical and possibly non-physical needs can be met in an environment that represents their life's activity.

Medium Priority

If funds are available, activities to address these needs may be funded by the City during the five year period of this plan. Also, the City will take other actions to help these groups locate other sources of funds. The medium priority needs follow.

Public Facility Needs

Parks and/or Recreation Facilities and Non-Residential Historic Preservation, & Other Public Facility Needs are a medium priority. Norfolk provides many opportunities for its residents to enjoy their spare time. The city must continue to provide and expand the recreation activities available to all of its residents and encourage better participation in activities and better utilization of existing facilities. This includes creation of additional public recreation opportunities on the waterfront. To overcome a perception of unavailability or exclusivity, the city must improve scheduling and marketing efforts as well as informing area schools of youth activities.

The goal is that Norfolk will maintain and improve the attractiveness of the city. They will enhance the quality of its network of roadways and sidewalks, upgrade the availability and allure of its public places, and explore establishing greenways along certain corridors. The city wishes to continue to create an improved visual image of the city by encouraging more proactive programs to beautify the city.

Infrastructure

Water/Sewer Improvements and Other Infrastructure Needs

are a medium priority. The services provided by the city which benefit all residents of Norfolk include those of public safety (such as police, fire, and rescue); public works (such as wastewater treatment, solid waste disposal, and recycling); and transportation (such as roads, sidewalks, and grade crossings). These services should be provided in an uninterrupted

manner to all areas of the city in the quantity and quality that are required.

Public Service Needs

Transportation Services, Substance Abuse Services, Employment Training, & Other Public Service Needs are a medium priority.

Transportation services are a priority which have been included by the Norfolk Social Services Department. Transportation is a factor which is very costly and greatly needed to assist the indigent in being able to get medical assistance outside of the city and take advantage of employment and training opportunities. The publicly assisted transportation which is available is not able to go outside the city limits.

There is a need to seek out new industries to support existing industries, provide additional employment opportunities for residents, enhance the economic and tax base of the city.

The City is losing citizens with the skills, education, income and background to make major contributions to the community in terms of service on citizen boards, commissions, church activities and other voluntary activities necessary for a viable growing community. At the same time increased stress is being placed on the community by those who depend on services provided by social services, public health and public housing and do not in turn offer community leadership. The resulting imbalance places an increased civic burden on an ever decreasing pool of citizens who are willing to be of service, which further encourages the growth of this imbalance.

The City is a community of varied interests and talents that share a location and an opportunity for a quality of life. A diverse citizenry in the fullest meaning of the term is both healthy and creative.

Economic Development

Rehabilitation of Publicly or Privately Owned, Commercial/Industrial Infrastructure Development, Other Commercial/Industrial, Micro-Enterprise Assistance, and Economic Development Technical Assistance is a medium priority. Norfolk will maintain and expand its economic base by attracting new industries, working with existing industry, promoting tourism, and improving its commercial and retail base. They will seek out new industries to support existing industries, provide additional employment opportunities for residents, and enhance the economic and tax base of the city. There is a need to further expand the existing commercial and retail base of the City.

Low Priority

The City does not plan to utilize funds made available for activities to address this need during the five-year period. The City will consider certifications of consistency for other entities' applications for Federal Assistance.

Barriers to Affordable Housing

Norfolk has an abundant supply of affordable housing when you compare the cost of housing within the city to the cost within other localities. However, according to the 2000 census, 28.3% of all homeowners and 40.3% of all renters are paying 30% or more of their income for housing. Further, 10.5% of owners and 31.1% of renters earned an income less than \$20,000 and were paying 30% or more of their income for housing. These statistics suggest that there is a significant barrier to affordable housing, which may be defined as having a very low income.

A great deal of the affordable housing in the city has become affordable because of its declining condition. The units are in a state of disrepair and are affordable to some residents as a result of their condition. They simply cannot command a higher price until the property is upgraded and rehabilitated.

The Norfolk Zoning Ordinance

In the past, the NRHA has provided land for the construction of affordable housing by private developers. It is the intent of the City through NRHA to continue this practice in the future.

Norfolk Redevelopment & Housing Authority provides HOME assistance to families who can participate in homeownership opportunities. This program provides down-payment and closing costs assistance to low income first time homebuyers.

There is an ongoing waiting list for owner occupied residential rehabilitation. Norfolk seeks to assist the elderly through this program to keep elderly very low-income residents in their homes.

Norfolk Redevelopment and Housing Authority has a considerable waiting list. The waiting list suggests that there is a need for more affordable housing.

The scarcity of vacant lots and adequate funding resources, due to cutbacks in housing and community development programs, are identified as the most significant obstacle to meeting under served needs.

The City government is aware of issues relating to their tax policies, land use controls, zoning ordinances, building codes, and other restrictions but feel that these are necessary for reasons of public safety and good public policy.

Lead-Based Paint Hazards

The Norfolk Health Department and NRHA are monitoring and addressing Lead-Based Paint hazards within the City. In the past, the elevated level of lead was 15+ that triggered an investigation of a case. Today, the elevated level of lead is 10+ that triggers the need for an investigation.

There is an assumption that if a unit was constructed prior to 1978, there is a high likelihood of being a possible source of lead based paint contamination. In 2000, 76,899 units (81.4%) of a total of 94,416 units in Norfolk were built prior to 1980. However, any constructed prior to 1950 could be guaranteed to be a source of lead contamination. In 2000 27,201 units (28.8%) of a total of 94,416 units were built prior to 1950.

The City's Health Department and the NRHA have on-going information and educational programs to make citizens aware of the potential for lead-based paint hazards. Families with children identified as having elevated blood levels are subject to interim, personalized counseling.

The City of Norfolk through the Health Department & Norfolk Redevelopment and Housing Authority will dispense information to at-risk residents warning them of the hazards posed by lead-based paint. The Authority will also ensure that lead-based hazards are eliminated in public housing.

It is possible that any housing units built prior to 1978 may have lead based paint. Based on the following chart, the number of units within this range would be significant.

TABLE 8

	Pre-1940 Housing Units	1940-1959 Housing Units	1960-1979 Housing Units
Total Owner & +Renter	13,381	37,431	24,870

Norfolk has had a successful lead-poisoning and prevention program operated by the Norfolk Department of Public Health in connection with the Center from Disease Control for over 30 years (1971) that is actively engaged in primary prevention of lead poisoning; that is, finding or addressing lead based paint hazards in homes with children.

Anti-Poverty Strategy

All of Norfolk's CDBG housing activities and programs have been designed to assist low and very low-income households. Norfolk Redevelopment and Housing Authority and the City of Norfolk Department of Health and Human Services collaborates with the Department of Planning and Community Development in planning for the Consolidated/Annual Plan. The Departments of Health and Human Services provides referrals for financial assistance for emergency housing for those threatened with homelessness. Norfolk's strategy is to promote housing rehabilitation, infrastructure improvement, services, and activities, which support and enhance the quality of life in the community.

The other organizations and agencies which assist in the City's anti-poverty strategy are the Court services unit, Healthy Families, The Salvation Army, The Red Cross, The Community Services Board, Agency on Aging, Norfolk Redevelopment & Housing Authority, Hospitals, the United Way, the Churches, the school system, and many other individuals and organizations.

Institutional Structure

The City of Norfolk Department of Planning and Community Development, Division of Neighborhood and housing services has the primary responsibility for the planning and implementation of the city's housing, economic and community development strategies. The Department prepares the Consolidated Plan in consultation with other agencies and partners, administers the funds, and ensures that funds are utilized in a manner which complies with any and all regulations and rules.

Organizational Relationship

Over 60 years ago Norfolk made a commitment to addressing its housing problems by the formation of the Norfolk Housing Authority in 1940, the predecessor to today's Norfolk Redevelopment and Housing Authority. As knowledge, skills, and programs in the field of housing have evolved over time, Norfolk has increased its ability to analyze its housing market and make strategic decisions on the allocation of available resources and the development of programs to address identified needs. Briefly summarized, the housing strategy currently pursued by the City seeks to build on Norfolk's historic strengths of quality neighborhoods and a diverse population. The following paragraph from the General Plan succinctly states the housing vision for Norfolk. Norfolk seeks every opportunity to coordinate resources available through federal, state, regional and local agencies to maximize the response to needs.

Activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health, and service agencies includes extensive openness and encouraging participation from all agencies. The City makes an intentional effort to be inclusive in its consultation with all agencies, providers, and citizens when decisions and recommendations are being made.

Public Housing Resident Initiatives

The following are economic and social self-sufficiency programs coordinated by NRHA. The goal of these programs is to promote and provide services to enhance the economic and social self-sufficiency of residents.

The following tables provide more information regarding public housing initiatives

Table 9
FAMILY SELF-SUFFICIENCY PROGRAMS

Services and Programs				
Program Name & Description	Estimated Size	Allocation Method	Access	Eligibility
Family Self Sufficiency - PH	694	Open enrollment	Development offices	Public housing
Family Self Sufficiency – Sec 8	94	Open enrollment	PHA Main Office	Section 8
Transitional Housing Program	25	Specific criteria	PHA Main Office	Both
Scattered Sites Homeownership	21	Specific criteria	PHA Main Office	Public Housing
FSS Curriculum	75	FSS participant	PHA Main office and development offices	Both
Youth Job Readiness	100	Ages 14-21	Calvert Family Invest. Ctr and development offices	Both
Homebuyers Club	60	FSS enrollee, min. income of \$15,000	PHA Main office and Development offices	Both
Empowerment 2010 Works (EZ)	250	Open enrollment, live in EZ Zone	PHA Main office and development offices	Both
Even Start / Head Start Centers	130	Parent working on GED, child below school age	NPS / STOP Org.	Both
Boys and Girls Club Roberts/Diggs	700	Open Enrollment	Boys & Girls Club	Both
Health Ambassadors Program	150	Open Enrollment for Grandy Village and Roberts Village residents	Grandy Village and Roberts Village TMC and development offices	Public Housing

Services and Program				
Program Name & Description	Estimated Size	Allocation Method	Access	Eligibility
Effective Parenting Classes	45	Open enrollment	Development Offices	Both
Maintenance Training	40	Open Enrollment	Development offices	Both
Leadership Academy	60	Open Enrollment	Development Offices	Public Housing
Tenant Management Corporations	1500	Open enrollment	Development and TMC offices	Public Housing
Youth Tutorial Programs	80	Open Enrollment	Development Offices	Both
Home Business Network	15	Open Enrollment	PHA Main Office	Both
College Here We Come	35	10 th grade or higher	PHA Main Office, Rec Centers, Dev Offices	Both
Youth Entrepreneurship	100	Open Enrollment for youth	PHA Main Office, Rec Centers/ TMC/Dev offices	Both
Youth Scholarship Program	50	High School graduates w/ college acceptance	PHA Main Office/NPS Urban League, Dev/TMC offices	Both
Economic Development and Self Sufficiency	50	FSS and or TANF	PHA Main Office and Development offices	Both
Alternative HS Education ♦ Best-Key Program (TCC) ♦ Norfolk Preparatory High (NPS) ♦ Norfolk Marine Institute (NJDC)	84	Specific criteria - Student, referral	PHA Main Office	Both
Family Investment Centers –Roberts Village, Calvert Square, Hunton YMCA, SHRYMCA	850	Open enrollment	Development offices/ On site	Both

(2) Family Self Sufficiency program/s

a. Participation Description

Family Self Sufficiency (FSS) Participation		
Program	Required Number of Participants (FY 2000 Estimate)	Actual Number of Participants
Public Housing	21	700 01/07/2001
Section 8	75	94 01/12/2001

The purpose of these programs is to encourage public housing residents to become more involved in management and participate in homeownership. NRHA manages a Section 5(h) homeownership program in which assistance will be provided to help address the needs of persons in public housing.