TRANSFORMATION
OF THE
ST. PAUL’S AREA
Frequently Asked Questions
January 26, 2018
ON JANUARY 23, 2018 the Norfolk City Council approved a resolution to authorize the City Manager to engage residents and other community stakeholders in a planning process to redevelop the St. Paul’s area, including Tidewater Gardens, Young Terrace and Calvert Square. This area of approximately 200 acres is bound by St. Paul’s Boulevard on the West, Virginia Beach Boulevard on the North, Tidewater Drive on the East and City Hall Avenue on the South. The St. Paul’s area includes property under private and public ownership, including three public housing communities built in the 1950’s with 1,674 households and 4,200 individuals (including 2,200 children), mostly with extremely low incomes.

To assist in the discussion of the St. Paul’s area transformation, the following frequently asked questions have been assembled with answers from the perspective of NRHA:

**Q1: WHAT IS THE RESOLUTION?**
The Council approved a resolution that would direct the City Manager to:
Work with the Norfolk Redevelopment and Housing Authority (NRHA) in the development of a revitalization plan for the St. Paul’s area; develop People First, a human services transformation plan that provides supportive service programs aimed at enhancing life outcomes for residents of Tidewater Gardens, Young Terrace and Calvert Square; proceed in a manner that recognizes certain guiding principles which are outlined in the resolution; and provide support letters to NRHA to fulfill transformation processes as required by the U.S. Department of Housing and Urban Development (HUD).

**Q2: WHAT IS INCLUDED IN THE “TRANSFORMATION PROCESSES” THAT THE RESOLUTION DIRECTS THE CITY MANAGER TO SUPPORT?**
This includes support of the NRHA Annual Plan process and the submittal of phased demolition applications for the three communities. This HUD process is a lengthy and complicated one. The demolition application allows NRHA to receive housing choice vouchers for residents who want the opportunity to move to housing in the private market. Without the application, we will not receive the vouchers many residents desire. The submission of the application also doesn’t mean demolition will happen right away. It will be phased, with approximately 80 to 120 units in each phase and will not begin until approximately 18 months following the submission of each demolition application. This allows the City and NRHA to fully implement the People First program that will provide the services residents desire and need to be ready for relocation.

**Q3: DOES APPROVAL OF THE RESOLUTION MEAN THAT THE DEMOLITION OF TIDEWATER GARDENS, YOUNG TERRACE AND CALVERT SQUARE CAN PROCEED BEYOND THE CONTROL OF THE CITY COUNCIL OR THE NRHA BOARD OF COMMISSIONERS?**
No. The resolution provides direction for the engagement of St. Paul’s area residents and other community stakeholders in the development of a revitalization plan. Note that there will be several steps where City Council or NRHA Board approvals will be necessary, however, their input, as well as resident engagement will continue to be part of the implementation process. In addition, the resolution directs the City Manager to provide regular reports to the City Council and the St. Paul’s Area Advisory Board on the revitalization planning efforts and implementation process.

**Q4: ARE PUBLIC HOUSING RESIDENTS GOING TO BE FORCED TO MOVE OUT OF THEIR CURRENT PUBLIC HOUSING COMMUNITIES?**
Residents will not be displaced involuntarily from their communities. Section 3 of the resolution identifies principles that will guide the St. Paul’s transformation effort, emphasizing that the housing
choices of current residents of Tidewater Gardens, Young Terrace and Calvert Square shall be honored throughout the process. Each resident living in a housing unit that is part of an active demolition phase shall be given the choice of moving to another unit in their current community, moving to a different public housing community or receiving a voucher to move into privately owned or managed housing.

Q5: IS THERE A MINIMUM NUMBER OF YEARS THAT RESIDENTS OF TIDEWATER GARDENS, YOUNG TERRACE OR CALVERT SQUARE MUST LIVE IN THE COMMUNITIES BEFORE THEY ARE ELIGIBLE TO RECEIVE A HOUSING CHOICE VOUCHER?
Vouchers will be made available for residents living in units identified for demolition regardless of their number of years in the community.

Q6: INSTEAD OF DISPLACING PUBLIC HOUSING RESIDENTS AND DEMOLISHING TIDEWATER GARDENS, YOUNG TERRACE AND CALVERT SQUARE, CAN’T WE HAVE A PLAN THAT BUILDS NEW HOUSING FIRST?
The revitalization plan, to be developed in collaboration with community partners and current St. Paul’s area residents, is anticipated to utilize Build First and Build Early strategies along with sensitive efforts to vacate and demolish outdated public housing units. Phased demolition sequencing will be focused on removing units in areas most prone to flooding as well as areas that may provide early opportunities to build new housing. It is not believed that a Build First strategy alone, without concurrent efforts to remove obsolete public housing and seek to improve public infrastructure and resilience, will be effective in providing the best housing choices to current public housing residents.

Q7: HOW MANY CURRENT PUBLIC HOUSING RESIDENTS ARE GOING TO MOVE OFFSITE WITH HOUSING CHOICE VOUCHERS?
Two thirds of the residents who responded to surveys indicated a preference to leave their current communities with the use of Housing Choice Vouchers. It is unknown how many families will actually end up using vouchers to leave their communities, but our projection, based on experience with Roberts Village, Bowling Green and Moton Circle, is that about 700 of the current households in Tidewater, Young and Calvert will leave the community with a voucher. Another 400 households will transition out of assisted rental housing in Norfolk over time for various reasons, including reaching self-sufficiency goals, leaving the area, moving in with family members not on assistance, or lease violations. It is anticipated that as the transformation process is completed, as many as 600 current tenant households will remain in the St. Paul’s area with rental assistance.

Q8: ARE THERE ENOUGH WELL-MAINTAINED AND WELL-MANAGED RENTAL UNITS AVAILABLE IN NORFOLK AND IN HAMPTON ROADS THAT CAN ACCOMMODATE RESIDENTS MOVING OUT OF THE ST. PAUL’S AREA WITH HOUSING CHOICE VOUCHERS?
The transformation of the St. Paul’s area will only be judged a success if current residents choosing to leave are able to find quality rental housing opportunities and assimilate into communities and schools throughout the City of Norfolk and Hampton Roads area. It is believed that efforts to build a new St. Paul’s area community must be coupled with comprehensive strategies to build new quality, mixed-income and accountable rental housing in Norfolk and implement new initiatives to strengthen neighborhoods throughout the City. Norfolk has already seen progress towards these goals through the development or approval of over 1,100 new affordable housing units since 2010, as well as the development of new neighborhood strengthening tools to improve existing housing stock. These efforts will continue for the next decade to ensure that the successful deconcentration of poverty in the St. Paul’s area is not accompanied by the re-concentration of poverty elsewhere in the City.
Q9: WHAT IS BEING DONE TO ENSURE THAT CURRENT RESIDENTS IN THE ST. PAUL’S AREA WILL HAVE THE TOOLS THAT THEY NEED TO SUCCEED IN THEIR CHOICE TO MOVE OUT OF PUBLIC HOUSING WITH A HOUSING CHOICE VOUCHER?

A major outcome of the community meetings held by the Mayor with residents, institutions and businesses throughout the fall of 2017 was the recognition that comprehensive human development services that prioritize each family’s goals will be critical to the success of the St. Paul’s area transformation initiative. Section 2 of the resolution directs the City Manager to develop a human services transformation plan that provides supportive service programs involving intensive case management. This “People First” effort is being designed to help each and every person living in the St. Paul’s area achieve their goals through the provision of assistance in the areas of job training, education, housing, health and wellness and safety. This effort will require new collaborative partnerships with existing private and public human service providers, as well as new funding for coaching, counseling and follow-up support.

Q10: HOW IS THE PURPOSE BUILT COMMUNITIES NETWORK INVOLVED IN THE ST. PAUL’S TRANSFORMATION EFFORT?

Representatives from the Purpose Built Communities (PBC) organization have visited Norfolk frequently and there has been mutual interest in Norfolk joining the PBC network. For this to occur, a non-governmental 501(c)(3) organization, called a “Community Quarterback,” would be created with its board formed from local philanthropic representatives and community leaders. Agreements would be completed between the Community Quarterback and a variety of local agencies and partners. Once the Community Quarterback is established, and agreements are executed with local partners, a memorandum of understanding would be executed between the Community Quarterback and the PBC organization, thereby establishing the Norfolk St. Paul’s area transformation initiative as part of the PBC network. Once part of the network, the Community Quarterback would provide a central coordinating role in support of new mixed-income housing opportunities, an enhanced education pipeline and community wellness.

Q11: THE APPROVED NORFOLK FY2018–2022 CAPITAL IMPROVEMENT PLAN (CIP) INCLUDES $14 MILLION FOR THE ST. PAUL’S AREA TRANSFORMATION INITIATIVE. WHAT IS THAT MONEY GOING TO BE USED FOR AND CAN SOME OF THAT BE USED RIGHT NOW FOR NEW HOUSING DEVELOPMENT?

NRHA requested a total of $25 million in local capital funding over the next ten years to provide for the provision of relocation assistance and the demolition of outdated public housing units in order to meet the requirements for submitting applications to HUD for the phased redevelopment of Tidewater Gardens, Young Terrace and Calvert Square. The $14 million included in the City’s FY2018-2022 CIP meets the funding commitment requirements for NRHA to proceed to work with community residents and partners, conduct environmental studies and prepare the aforementioned applications, anticipated to be submitted to HUD in the late summer of 2018. It is projected that the total public and private investment in the St. Paul’s area transformation initiative will approach $1 billion in the next ten years. It is likely that the public portion of this investment, from Federal, State and local sources, will reach $200 million for public amenities and infrastructure, as well as performance-based housing and commercial development subsidies. Depending on the sequencing and pace of demolition activities and the realization of Build First or Early opportunities, it may be possible for some of the current $14 million included in the five-year CIP to be utilized to support infrastructure or housing development, as long as the required funding commitment to satisfy HUD’s relocation and demolition approvals are maintained.
Q12: RATHER THAN SEEK APPROVAL TO REDEVELOP TIDEWATER GARDENS, YOUNG TERRACE AND CALVERT SQUARE, WOULDN’T IT BE MORE PRUDENT TO START WITH ONE COMMUNITY AND MOVE ONTO THE OTHER TWO AFTER THE FIRST COMMUNITY REDEVELOPMENT IS COMPLETE?

There has been a great deal of discussion with residents and community stakeholders regarding the sequencing of redevelopment efforts among Tidewater Gardens, Young Terrace and Calvert Square. On one hand, seeking the phased demolition of all three communities concurrently would allow for vacated units not to be rehoused in Tidewater, Young and Calvert, increasing the choices for families that choose to remain in the St. Paul’s area. On the other hand, there have been significant concerns identified that attempting to move forward with the phased demolition of all three communities all at once would result in an unnecessary level of disruption and anxiety with current residents. The current thinking regarding the phased redevelopment sequencing, subject to further community engagement and discussions, is that vacating and clearing of units would begin with Tidewater Gardens, followed by Young Terrace, and then followed by Calvert Square. The timeline now envisioned for beginning the phased redevelopment of the three communities is provided below:

1. A request for HUD approval to begin a phased redevelopment of Tidewater Gardens would be submitted in the late summer of 2018. Approval from HUD and the initial notification of families residing in the first phase of Tidewater Gardens to be vacated and cleared would occur in the summer of 2019. Demolition of the first phase of Tidewater Gardens would occur in early 2020.
2. A request for HUD approval to begin a phased redevelopment of Young Terrace would be submitted in the summer of 2020. Approval from HUD and the initial notification of families residing in the first phase of Young Terrace to be vacated and cleared would occur in the summer of 2021. Demolition of the first phase of Young Terrace would occur in early 2022.
3. A request for HUD approval to begin a phased redevelopment of Calvert Square would be submitted in the summer of 2023. Approval from HUD and the initial notification of families residing in the first phase of Calvert Square to be vacated and cleared would occur in the summer of 2024. Demolition of the first phase of Calvert Square would occur in early 2025.

It is emphasized that while the beginning of the redevelopment process in the three communities is anticipated to be staggered, the work in each community is expected to take place over ten years or more, resulting in concurrent activities once each community begins.

Q13: HOW LONG WILL IT TAKE TO BEGIN DEMOLISHING PUBLIC HOUSING UNITS?

It is anticipated that community meetings would continue throughout the transformation planning and implementation process. The required actions needed to develop and submit applications to HUD for the approval of the phased redevelopment include approval by the NRHA Board of Commissioners of its 2018 Annual Plan in April, 2018, to become effective on July 1, 2018. The first application for approval of a phased demolition of Tidewater Gardens could be submitted to HUD late in the summer of 2018. If HUD took its full time allowed to review and approve the application and award Tenant Protection Vouchers, it is estimated that relocation notices could be sent to families residing in the first identified phase for demolition in the summer of 2019. Demolition activity for the first phase could possibly begin early in 2020.