

# ANNUAL PLAN

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The Fiscal Year 2009 Annual Action Plan represents the first year of the City of Norfolk's 2009 through 2011 Consolidated Plan period. A Consolidated Plan is developed with the purpose of identifying opportunities for strategic planning and citizen participation using a comprehensive approach. The Consolidated Plan enables the City, community based organizations, and citizens to provide input that directs the scope of activities upon which to focus during the Consolidated Plan period. The diversity and range of experience contributed by participants are just two of the many benefits of the development process.

Annually during the Consolidated Plan period, grantees are required to update the goals and objectives for planned projects and programs and to demonstrate how these activities relate to the Consolidated Plan. The Annual Plan describes priority projects for neighborhood revitalization, public improvements, housing development, economic development, public services, and homeless activities. The Annual Plan also identifies funding priorities and details the projects proposed to receive Federal funds under the Community Development Block Grant, HOME Investment Partnership Program, American Dream Down Payment Initiative, and Emergency Shelter Grant Program.

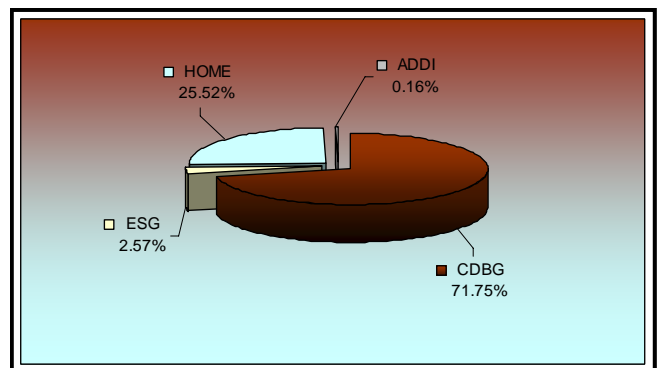
Historically, the City has prepared a five-year plan to outline its planned goals for addressing community needs in the areas of housing, homelessness and for other special groups such as youth, the elderly, the disabled and people living with HIV/AIDS. However, for the upcoming period the City has chosen to submit a three-year plan. The City of Norfolk is currently working on the development of a new Comprehensive General Plan, which is expected to be completed within the next three years. By abbreviating its typical Consolidated Plan period, the City is positioning itself to issue in 2012 a five-year Consolidated Plan that is in line with the City's priority planning document.

For the upcoming Consolidated Plan period (FY 2009 – 2011) the City will continue to focus on programs and services designed to benefit lower income residents of Norfolk. The City's efforts outlined in this Annual Action Plan are identified utilizing HUD's Performance Outcome Measurement System outcome categories: Economic Opportunities, Suitable Living Environments and Decent Housing. Funding considerations will be given to a broad range of issues that include, but are not limited to:

- Efforts to eliminate homelessness
- Methods for improving housing quality
- Increasing homeownership
- Strengthening economic development opportunities

## **Available Resources**

The FY 2009 Annual Plan represents Year 1 of the FY 2009 – 2011 Consolidated Plan. The Annual Plan is a public document that outlines the City's community development and housing profile, and provides the needs assessment and the proposed strategies for meeting those



needs. It is also a means to analyze the entire community and explore linkages to larger regions. A major goal of the Annual Plan is to build on local assets and coordinate resources to meet the needs of the community and to integrate economic, physical and human development strategies into a comprehensive and synchronized effort. In support of this three-year plan, each Annual Action Plan describes the proposed uses of funding for the entitlement programs: Community Development Block Grant (CDBG), Home Investment Partnership (HOME) Program, the American Dream Downpayment Initiative (ADDI) and the Emergency Shelter Grant (ESG) Program. The planned distribution of funds for FY 2009 (July 1, 2008 through June 30, 2009) is provided in the table below.

<b>Community Development Block Grant Program</b>	<b>\$</b>	<b>6,120,171</b>
Entitlement		5,049,364
Program Income <i>Estimate</i>		300,000
Fund Balance*		TBD
Revolving Loan Fund <i>Estimate</i> (Rehab Payments)		770,807
<b>Emergency Shelter Grant Program</b>	<b>\$</b>	<b>231,429</b>
<b>HOME Investment Partnership Program</b>	<b>\$</b>	<b>2,294,714</b>
Entitlement		1,794,714
Program Income <i>Estimate</i>		500,000
<b>American Dream Down payment Initiative</b>	<b>\$</b>	<b>14,813</b>
<b>Total Resources</b>	<b>\$</b>	<b>8,661,127</b>

\*Reprogramming amount is being reconciled by Grants Management

A challenge for many localities is their ability to sustain programs and services in light of continuing funding reductions. For the last several years, HUD has seen programs such as CDBG on the congressional "chopping block." Although the entitlement program awards are derived by formulas, based in part on population size, decreases in overall program funding translates to decreases in the funds awarded to states and localities. The table below summarizes the decrease in Norfolk's entitlement funding from FY 2008 to FY 2009.

<b>COMPARISON OF RESOURCES – FY 2008 VS. FY 2009</b>				
	<b>FY 2008</b>	<b>FY 2009</b>	<b>Inc/(Dec) Amount</b>	<b>% Difference</b>
<b>CDBG</b>	<b>7,377,042</b>	<b>6,120,171</b>	<b>(1,256,871)</b>	<b>-17.04%</b>
<b>Entitlement</b>	<b>5,371,235</b>	<b>5,049,364</b>	<b>(321,871)</b>	<b>-5.99%</b>
<b>Program Income</b>	<b>632,000</b>	<b>300,000</b>	<b>(332,000)</b>	<b>-52.53%</b>
<b>Revolving Loan Fund</b>	<b>1,373,807</b>	<b>770,807</b>	<b>(603,000)</b>	<b>-43.89%</b>
<b>ESG</b>	<b>228,502</b>	<b>231,429</b>	<b>2,927</b>	<b>1.28%</b>
<b>HOME</b>	<b>2,279,837</b>	<b>2,294,714</b>	<b>14,877</b>	<b>0.65%</b>
<b>Entitlement</b>	<b>1,779,837</b>	<b>1,794,714</b>	<b>14,877</b>	<b>0.84%</b>
<b>Program Income</b>	<b>500,000</b>	<b>500,000</b>	<b>0</b>	<b>0.00%</b>
<b>ADDI</b>	<b>36,661</b>	<b>14,813</b>	<b>-21,848</b>	<b>-59.59%</b>
<b>TOTALS</b>	<b>9,922,042</b>	<b>8,646,314</b>	<b>(1,275,728)</b>	<b>-12.86%</b>

### **Community Development Block Grant Program (CDBG)**

A distinctive attribute of the CDBG Program is the flexibility it provides to local officials and citizens to design programs and offer services within a wide range of eligible activities. Although created over three decades ago, the goal of the CDBG Program is still the same today: to encourage more broadly conceived community development projects and expand housing opportunities for low- and moderate-income individuals.

As indicated above, the City's FY 2009 CDBG allocation is \$6,120,171 which includes \$770,807 in Revolving Loan Fund dollars and an estimated \$300,000 in Program Income. Although modest at 1.4%, in FY 2008 the City experienced its first increase in CDBG funding in four years. The major accomplishments of the proposed FY 2009 Annual Plan include:

- Funding 85% of last year's sub recipients, at the same level or higher.
- Funding five new organizations.
- Funding major categories such as homelessness, youth services and the special needs populations.

The Norfolk Redevelopment and Housing Authority (NRHA) will continue its effort to revitalize neighborhoods throughout the City in FY 2009. Planned activities include acquisition, relocation, and demolition of blighted structures and the redevelopment of the sites into uses that are compatible with development in the neighborhoods. In addition, this year's funding will support two new projects: Fauqir/Frederick Streets Drainage improvements and a site improvement project on Liberty Street in the Berkley area of the City. The drainage improvements for both projects include the installation of the curbs and gutters to support future planned development. The Liberty Street project also includes the installation of sidewalks.

### **Prior Year Self-Evaluation**

In Fiscal Year 2008 (Program Year 2007), the City funded 26 public service programs. The funding for these programs encompassed a variety of services to benefit youth, seniors,

homeless persons, and other special needs groups; award amounts ranged from \$7,500 to \$235,800. The City also supported community development projects – “bricks and mortar” activities based on clearly identified needs. Among these initiatives were programs that focused on handicap accessibility projects and home maintenance repairs for special needs populations, as well as low to moderate income homeowners. Both the public service programs and the community development projects were based on priorities identified in the 2004-2008 Consolidated Plan. Specific program accomplishments, which include the percent of goals met, are provided in the Goals and Accomplishments Summary section of this plan.

Striving to meet the community’s needs, the City’s review groups were again able to expand public service activities. In FY 2009, three new organizations were funded to broaden the types of services provided by CDBG funding. The new organizations added during FY 2008 (PY 2007) were the National Institute for Learning Development, Excellence Girls’ Club and Child and Family Services of Virginia.

Over the last year, the City has achieved several administrative successes. Financial monitoring was conducted for all sub-recipients including NRHA and on-site monitoring was completed for the majority of our public service sub-recipients. Mandatory training was held for all sub-recipients in an effort to improve compliance. The City also met its timeliness ratio prior to May 1st.

### **Land Inventory**

Norfolk Redevelopment and Housing Authority’s (NRHA) CDBG acquisition inventory continues to undergo detailed evaluations. The evaluations are a result of technical assistance NRHA receives from HUD and the City of Norfolk’s administrative staff. The results of the evaluations are presented to HUD in the Land Inventory section of each year’s Consolidated Annual Performance Evaluation Report (CAPER). As requested by HUD in their PY 2006 assessment, NRHA developed a disposition plan for parcels that were classified as “not developable.” This plan was submitted as part of the FY 2007 CAPER. NRHA will continue to work closely with HUD on how it will dispose of land parcels, which meets the national objectives of the CDBG program.

### **HOME Program**

HOME Program funds are designed to increase the supply of decent, affordable housing to low-to-moderate income first-time homebuyers throughout the City of Norfolk and to promote revitalization of low-to-moderate income homeowner properties located in designated conservation neighborhoods throughout the City.

Neighborhood Conservation, as the name suggests, is the combination of the activities employed to maintain the character and the identifiable attributes of a geographic area. The strategy in conservation neighborhoods is to strengthen traditional neighborhood characteristics by both rehabilitating existing homes and building new homes that emulate the impressive architectural style of existing structures. Homeowner properties may receive up to \$45,000 worth of rehabilitation through the Equity Secure Program and homebuyers may receive up to 20% of the Sale Price of a home in down payment and closing-cost assistance through the First-Time Homebuyer Assistance Program. The average amount of assistance per homebuyer in FY 2008 was \$27,459.

During FY 2007, approximately 80 homebuyer loans and 9 homeowner loans were originated by utilizing HOME funds. In FY 2008, the City expects to assist at least 63 additional homebuyers and 5 additional homeowners with the new allocation of HOME funds.

**Emergency Shelter Grant Program (ESG)**

The ESG Program provides homeless persons with basic shelter and essential supportive services. The ESG Program can assist with the operational costs of the facility shelter and for the administration of the grant. The ESG Program also provides short-term homeless prevention assistance to persons at imminent risk of losing their housing due to eviction, foreclosure, or utility shutoffs. This Program currently provides funding for six emergency shelters:

<b>Norfolk Emergency Shelter Facilities receiving ESG Funds</b>	
The Salvation Army	Ecumenical Family Shelter, Inc.
St. Columba Ecumenical Ministries, Inc.	The Planning Council, Inc.
FORKids, Inc.	YWCA of South Hampton Roads, Inc.

The collaborative efforts of Norfolk’s Department of Human Services (NDHS), the Office to End Homelessness and the Norfolk Homeless Consortium along with the Emergency Shelter Grant Service Providers have resulted in the accomplishment of all projected goals for FY 2007 as outlined in the Consolidated Plan. The portion of funds rendered for prevention services continues to be used successfully.

NDHS, as the administrator of ESG funds, renders ongoing support and training to assure all activities provided by ESG Service Providers were eligible and available to the community at large. NDHS encourages sub-recipients to help citizens with the services they provide to individuals and families in need of transitional housing. These efforts and continued innovations enhance support services and programs to assist the homeless. The City of Norfolk and the service providers are progressing in the challenge of meeting the needs of the City’s homeless population.

Due diligence, advancement and progression with the City’s use of ESG funds results in increased quality of services, in addition to the number of shelters and facilities that expand and boost better social services to help prevent homelessness. While there is progress being made, there are also gaps to be filled and even more program services needed for development that will assist Norfolk in attaining the ultimate goal of better meeting the needs of the homeless, reducing and preventing chronic homelessness, and ending homelessness.

## FY 2009 Annual Plan with Funding History

Community Development Public Service	FY 2007 Approved	FY 2008 Approved	FY 2009 Requested	FY 2009 Approved
St. Columba Ecumenical Ministries – Homeless Asst.	17,000	18,700	24,297	15,000
St. Columba Ecumenical Ministries – Housing	23,808	31,869	32,869	25,000
Foodbank of Southeastern Virginia	30,000	35,730	35,435	35,000
The Planning Council - ShelterLink	12,600	12,630	12,600	12,600
The Salvation Army	130,869	130,000	189,400	85,000
The Planning Council – Continuum of Care	30,500	46,300	58,250	47,000
Residential Options	75,000	75,000	134,906	0
Park Place School	30,800	30,800	40,000	23,000
YMCA of South Hampton Roads	42,000	50,000	89,964	50,000
William A. Hunton YMCA	25,000	37,000	53,230	32,000
Barrett Haven	0	0	24,000	12,000
Southeastern Tidewater Opportunity Project	50,000	0	202,047	75,000
F.O.R. Kids	0	50,000	0	0
House of Hope Foundation, Inc.	0	0	211,505	0
TACT – Ray of Hope	33,924	33,900	56,562	25,000
Community Mediation Center	5,505	7,500	6,560	5,000
Second Chances – Kids of Incarcerated Parents	35,000	40,000	61,600	44,100
ACCESS	35,508	60,000	70,738	45,000
Excellence Girls' Club, Inc.	0	30,000	56,483	0
Joy Ministries Evangelistic Association, Inc.	12,850	20,000	33,611	20,000
National Institute for Learning Development	0	19,000	28,376	20,000
IBWC – Certified Nursing Assistant	22,500	23,981	57,052	24,000
IBWC – Parenting Program	20,034	0	48,391	15,000
ACT Team Program	0	235,800	0	0
Office to End Homelessness Program	125,000	73,890	172,981	25,000
Urban League of Hampton Roads, Inc.	25,000	25,000	45,000	25,000
Child & Family Services of Eastern Virginia	0	50,000	74,542	30,000
Norfolk Public Schools	32,500	0	0	0
Neighborhood Home Maintenance	60,000	0	0	0
Neighborhood Revitalization	24,743	0	0	0
Empowerment 2010, Inc. – Entrepreneur Program	0	0	263,885	0
Oakmont Community Development Corporation	42,000	0	88,126	20,000
Horizons Hampton Roads	0	0	9,516	0
The Planning Council – Housing Broker Team	0	0	67,522	0
American Red Cross of Southeastern Virginia	0	0	155,504	40,000
Ecumenical Family Shelter (The Dwelling Place)	0	0	21,400	18,000
Housing Opportunities Made Equal of Virginia	0	0	68,725	0
Five Points Partnership <sup>(1)</sup>	0	0	9,500	9,500
ODU Community Development Corporation <sup>(2)</sup>	0	0	297,950	0
Multi-Cultural Performing Arts Consulting	0	0	871,000	0
<b>Total CDBG Public Service</b>	<b>942,141</b>	<b>1,137,100</b>	<b>3,673,527</b>	<b>777,200</b>

## FY 2009 Annual Plan with Funding History

Community Development Project Use	FY 2007 Approved	FY 2008 Approved	FY 2009 Requested	FY 2009 Approved
Southeastern Tidewater Opportunity Project – Home Maintenance	136,500	131,004	369,841	130,000
Endeppendence Center	92,820	0	0	0
Barrett Haven	0	18,700	0	0
F.O.R. Kids	75,000	0	0	0
Empowerment 2010, Inc. – Micro Loan/Next Level	85,000	0	398,540	0
Empowerment 2010, Inc. – Home Improvement	0	0	0	0
Park Place Child Life Center	0	30,000	0	0
YWCA of South Hampton Roads – Norcova House	0	0	15,515	15,500
The Property Group – Rehabilitation and Acquisition	0	0	1,735,000	0
Beacon Ventures	0	0	40,000	0
Dept. of Public Works – Storm Water Management	0	400,000	0	0
Dept. of Public Works – ADA Ramps	182,000	35,492	600,000	189,854
Dept. of Public Works – Pretty Lake Education Pier	0	0	0	0
Dept. of Utilities	0	50,000	0	0
Dept. of Neighborhood Preservation – Home Maint.	0	0	72,861	50,000
Dept. of Neighborhood Preservation – Code Enforcement	150,000	0	0	0
Grant Administration	360,000	360,000	360,000	351,580
<b>Total CDBG Project Use</b>	<b>1,081,320</b>	<b>1,025,196</b>	<b>3,591,757</b>	<b>736,934</b>

Community Development – NRHA Projects	FY 2007 Approved	FY 2008 Approved	FY 2009 Requested	FY 2009 Approved
NRHA Administration	735,387	735,387	735,387	717,292
Acquisition	488,352	826,348	1,405,000	982,137
NRHA Real Estate Services	135,499	105,689	105,689	109,180
Relocation Assistance	104,620	68,800	45,000	45,000
NRHA Relocation Services	156,380	114,398	88,444	114,913
Disposition/Lease/Retention	300,000	300,000	200,000	200,000
Disposition Support Services	251,629	214,416	229,185	172,894
Demolition	70,000	50,000	50,000	50,000
Demolition Support	80,606	67,223	69,536	69,826
Emergency Repair Grant Program	450,000	450,000	425,000	425,000
NRHA Rehabilitation	210,031	311,282	340,080	361,101
Construction Support (Site Improvement)	207,802	150,939	131,679	112,887
Lambert's Point 25th/38th Street Phase	788,323	506,147	0	0
Frederick Street/Fauquir Street Drainage	0	0	200,000	200,000
Liberty Street Residential	0	0	200,000	200,000
Revolving Loan	1,178,000	1,373,807	770,807	770,807
HomeNet <sup>(3)</sup>	75,000	75,000	204,193	75,000
<b>Total NRHA Project Use Allocation</b>	<b>5,231,629</b>	<b>5,349,436</b>	<b>5,200,000</b>	<b>4,606,037</b>

### FY 2009 Annual Plan with Funding History

<b>Emergency Shelter Grant Program</b>	<b>FY 2007 Approved</b>	<b>FY 2008 Approved</b>	<b>FY 2009 Requested</b>	<b>FY 2009 Approved</b>
Salvation Army	25,294	25,738	45,600	26,067
St. Columba Ecumenical Ministries, Inc.	27,410	27,891	34,000	28,250
F.O.R. Kids, Inc.	48,850	49,708	71,250	50,344
Ecumenical Family Shelter (The Dwelling Place)	49,070	49,932	60,000	50,571
The Planning Council, Inc.	35,880	36,510	36,000	36,977
YWCA of South Hampton Roads	26,826	27,298	40,000	27,647
Administration	11,227	11,425	0	11,573
<b>Total Emergency Shelter Grant</b>	<b>224,557</b>	<b>228,502</b>	<b>286,850</b>	<b>231,429</b>

<b>HOME Investment Partnership Program (w/ADDI)</b>	<b>FY 2007 Approved</b>	<b>FY 2008 Approved</b>	<b>FY 2009 Requested</b>	<b>FY 2009 Approved</b>
Community Housing Partners Corporation	0	120,000	0	0
HOME Administration	219,016	227,984	227,000	227,000
Homebuyer Assistance	813,123	1,121,853	824,000	824,000
Empowerment 2010, Inc. – Housing Opportunities	0	100,000	268,000	0
Empowerment 2010, Inc. – Affordable Housing Locator	0	0	350,000	0
Home Program Rehabilitation - Equity Secure	500,000	200,000	600,000	365,000
Office to End Homelessness – Rapid Exit	0	0	120,000	260,000
Plumb Line CHDO	103,525	0	200,000	108,000
Beacon Light CHDO	70,000	42,500	200,000	162,000
Park Place CHDO	95,000	80,000	0	0
CHDO Operating Fund	89,500	87,500	0	72,000
Norfolk Now Homeownership Program	300,000	300,000	300,000	276,714
Virginia Supportive Housing	0	0	0	0
American Dream Down Payment Initiative	36,661	36,661	14,813	14,813
<b>Total HOME Program</b>	<b>2,226,825</b>	<b>2,316,498</b>	<b>3,103,813</b>	<b>2,309,527</b>

(1) Five Points Partnership funding is being awarded as a matching contribution towards another grant program.

(2) The OCU CDC submission falls into the category of Planning & Administration, but was evaluated with other Public Service applications.

(3) NRHA's HomeNet project is a public service activity.