

Application for Federal Assistance SF-424		
* 1. Type of Submission: <input type="checkbox"/> Preapplication <input checked="" type="checkbox"/> Application <input type="checkbox"/> Changed/Corrected Application	* 2. Type of Application: <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuation <input type="checkbox"/> Revision	* If Revision, select appropriate letter(s): <input type="text"/> * Other (Specify): <input type="text"/>
* 3. Date Received: <input type="text" value="Completed by Grants.gov upon submission."/>	4. Applicant Identifier: <input type="text"/>	
5a. Federal Entity Identifier: <input type="text"/>	5b. Federal Award Identifier: <input type="text"/>	
<b>State Use Only:</b>		
6. Date Received by State: <input type="text"/>	7. State Application Identifier: <input type="text"/>	
<b>8. APPLICANT INFORMATION:</b>		
* a. Legal Name: <input type="text" value="City of Norfolk, Virginia"/>		
* b. Employer/Taxpayer Identification Number (EIN/TIN): <input type="text" value="54-6001455"/>	* c. UEI: <input type="text" value="RS6DCM873FA3"/>	
<b>d. Address:</b>		
* Street1: <input type="text" value="810 Union Street"/>	Street2: <input type="text" value="Suite 210"/>	
* City: <input type="text" value="Norfolk"/>	County/Parish: <input type="text"/>	
* State: <input type="text" value="VA: Virginia"/>	Province: <input type="text"/>	
* Country: <input type="text" value="USA: UNITED STATES"/>	* Zip / Postal Code: <input type="text" value="235102717"/>	
<b>e. Organizational Unit:</b>		
Department Name: <input type="text" value="Office of the City Manager"/>	Division Name: <input type="text"/>	
<b>f. Name and contact information of person to be contacted on matters involving this application:</b>		
Prefix: <input type="text" value="Dr."/>	* First Name: <input type="text" value="Larry"/>	
Middle Name: <input type="text" value="H."/>	* Last Name: <input type="text" value="Filer"/>	
Suffix: <input type="text" value="II"/>	Title: <input type="text" value="City Manager"/>	
Organizational Affiliation: <input type="text" value="City of Norfolk"/>		
* Telephone Number: <input type="text" value="757-664-4242"/>	Fax Number: <input type="text"/>	
* Email: <input type="text" value="City.Manager@Norfolk.gov"/>		

**Application for Federal Assistance SF-424**

**\* 9. Type of Applicant 1: Select Applicant Type:**

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

**\* 10. Name of Federal Agency:**

69A345 Office of the Under Secretary for Policy

**11. Catalog of Federal Domestic Assistance Number:**

20.940

CFDA Title:

Reconnecting Communities Pilot (RCP) Discretionary Grant Program

**\* 12. Funding Opportunity Number:**

DOT-RCP-FY22-01

\* Title:

Reconnecting Communities Pilot Discretionary Grant Program

**13. Competition Identification Number:**

0001

Title:

Reconnecting Communities Pilot - Planning Grants

**14. Areas Affected by Project (Cities, Counties, States, etc.):**

Add Attachment

Delete Attachment

View Attachment

**\* 15. Descriptive Title of Applicant's Project:**

Norfolk I-264 Reconnecting Communities Project

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424**

**16. Congressional Districts Of:**

\* a. Applicant

\* b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date:

\* b. End Date:

**18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="2,000,000.00"/>
* b. Applicant	<input type="text" value="850,000.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="2,850,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

a. This application was made available to the State under the Executive Order 12372 Process for review on

b. Program is subject to E.O. 12372 but has not been selected by the State for review.

c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**

Yes  No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 18, Section 1001)**

\*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title:

\* Telephone Number:  Fax Number:

\* Email:

\* Signature of Authorized Representative:

\* Date Signed:

**BUDGET INFORMATION - Non-Construction Programs**

OMB Number: 4040-0006  
Expiration Date: 02/28/2025

**SECTION A - BUDGET SUMMARY**

Grant Program Function or Activity (a)	Catalog of Federal Domestic Assistance Number (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. Reconnecting Communities Pilot Discretionary Grant Program	20.940	\$ <input type="text"/>	\$ <input type="text"/>	\$ 2,000,000.00	\$ 850,000.00	\$ 2,850,000.00
2.	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
3.	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
4.	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
5. <b>Totals</b>		\$ <input type="text"/>	\$ <input type="text"/>	\$ 2,000,000.00	\$ 850,000.00	\$ 2,850,000.00

**SECTION B - BUDGET CATEGORIES**

6. Object Class Categories	GRANT PROGRAM, FUNCTION OR ACTIVITY				Total (5)
	(1)	(2)	(3)	(4)	
	Reconnecting Communities Pilot Discretionary Grant Program				
a. Personnel	\$ 0.00	\$	\$	\$	\$ 0.00
b. Fringe Benefits	0.00				0.00
c. Travel	0.00				0.00
d. Equipment	0.00				0.00
e. Supplies	0.00				0.00
f. Contractual	2,850,000.00				2,850,000.00
g. Construction	0.00				0.00
h. Other	0.00				0.00
i. Total Direct Charges (sum of 6a-6h)	2,850,000.00				\$ 2,850,000.00
j. Indirect Charges	0.00				\$ 0.00
k. TOTALS (sum of 6i and 6j)	\$ 2,850,000.00	\$	\$	\$	\$ 2,850,000.00
7. Program Income	\$ 0.00	\$	\$	\$	\$ 0.00

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**SECTION C - NON-FEDERAL RESOURCES**

(a) Grant Program		(b) Applicant	(c) State	(d) Other Sources	(e)TOTALS
8.	Reconnecting Communities Pilot Discretionary Grant Program	\$ 850,000.00	\$	\$	\$ 850,000.00
9.					
10.					
11.					
<b>12. TOTAL (sum of lines 8-11)</b>		\$ 850,000.00	\$	\$	\$ 850,000.00

**SECTION D - FORECASTED CASH NEEDS**

	Total for 1st Year	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<b>13. Federal</b>	\$ 1,333,332.00	\$ 333,333.00	\$ 333,333.00	\$ 333,333.00	\$ 333,333.00
<b>14. Non-Federal</b>	\$ 566,668.00	\$ 141,667.00	\$ 141,667.00	\$ 141,667.00	\$ 141,667.00
<b>15. TOTAL (sum of lines 13 and 14)</b>	\$ 1,900,000.00	\$ 475,000.00	\$ 475,000.00	\$ 475,000.00	\$ 475,000.00

**SECTION E - BUDGET ESTIMATES OF FEDERAL FUNDS NEEDED FOR BALANCE OF THE PROJECT**

(a) Grant Program		FUTURE FUNDING PERIODS (YEARS)			
		(b)First	(c) Second	(d) Third	(e) Fourth
16.	Reconnecting Communities Pilot Discretionary Grant Program	\$ 666,668.00	\$	\$	\$
17.					
18.					
19.					
<b>20. TOTAL (sum of lines 16 - 19)</b>		\$ 666,668.00	\$	\$	\$

**SECTION F - OTHER BUDGET INFORMATION**

<b>21. Direct Charges:</b> 2850000	<b>22. Indirect Charges:</b> 0
<b>23. Remarks:</b>	

## ASSURANCES - NON-CONSTRUCTION PROGRAMS

Public reporting burden for this collection of information is estimated to average 15 minutes per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding the burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Office of Management and Budget, Paperwork Reduction Project (0348-0040), Washington, DC 20503.

**PLEASE DO NOT RETURN YOUR COMPLETED FORM TO THE OFFICE OF MANAGEMENT AND BUDGET. SEND IT TO THE ADDRESS PROVIDED BY THE SPONSORING AGENCY.**

**NOTE:** Certain of these assurances may not be applicable to your project or program. If you have questions, please contact the awarding agency. Further, certain Federal awarding agencies may require applicants to certify to additional assurances. If such is the case, you will be notified.

As the duly authorized representative of the applicant, I certify that the applicant:

1. Has the legal authority to apply for Federal assistance and the institutional, managerial and financial capability (including funds sufficient to pay the non-Federal share of project cost) to ensure proper planning, management and completion of the project described in this application.
2. Will give the awarding agency, the Comptroller General of the United States and, if appropriate, the State, through any authorized representative, access to and the right to examine all records, books, papers, or documents related to the award; and will establish a proper accounting system in accordance with generally accepted accounting standards or agency directives.
3. Will establish safeguards to prohibit employees from using their positions for a purpose that constitutes or presents the appearance of personal or organizational conflict of interest, or personal gain.
4. Will initiate and complete the work within the applicable time frame after receipt of approval of the awarding agency.
5. Will comply with the Intergovernmental Personnel Act of 1970 (42 U.S.C. §§4728-4763) relating to prescribed standards for merit systems for programs funded under one of the 19 statutes or regulations specified in Appendix A of OPM's Standards for a Merit System of Personnel Administration (5 C.F.R. 900, Subpart F).
6. Will comply with all Federal statutes relating to nondiscrimination. These include but are not limited to: (a) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) which prohibits discrimination on the basis of race, color or national origin; (b) Title IX of the Education Amendments of 1972, as amended (20 U.S.C. §§1681-1683, and 1685-1686), which prohibits discrimination on the basis of sex; (c) Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. §794), which prohibits discrimination on the basis of handicaps; (d) the Age Discrimination Act of 1975, as amended (42 U.S.C. §§6101-6107), which prohibits discrimination on the basis of age; (e) the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255), as amended, relating to nondiscrimination on the basis of drug abuse; (f) the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970 (P.L. 91-616), as amended, relating to nondiscrimination on the basis of alcohol abuse or alcoholism; (g) §§523 and 527 of the Public Health Service Act of 1912 (42 U.S.C. §§290 dd-3 and 290 ee- 3), as amended, relating to confidentiality of alcohol and drug abuse patient records; (h) Title VIII of the Civil Rights Act of 1968 (42 U.S.C. §§3601 et seq.), as amended, relating to nondiscrimination in the sale, rental or financing of housing; (i) any other nondiscrimination provisions in the specific statute(s) under which application for Federal assistance is being made; and, (j) the requirements of any other nondiscrimination statute(s) which may apply to the application.
7. Will comply, or has already complied, with the requirements of Titles II and III of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) which provide for fair and equitable treatment of persons displaced or whose property is acquired as a result of Federal or federally-assisted programs. These requirements apply to all interests in real property acquired for project purposes regardless of Federal participation in purchases.
8. Will comply, as applicable, with provisions of the Hatch Act (5 U.S.C. §§1501-1508 and 7324-7328) which limit the political activities of employees whose principal employment activities are funded in whole or in part with Federal funds.

9. Will comply, as applicable, with the provisions of the Davis-Bacon Act (40 U.S.C. §§276a to 276a-7), the Copeland Act (40 U.S.C. §276c and 18 U.S.C. §874), and the Contract Work Hours and Safety Standards Act (40 U.S.C. §§327-333), regarding labor standards for federally-assisted construction subagreements.
10. Will comply, if applicable, with flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973 (P.L. 93-234) which requires recipients in a special flood hazard area to participate in the program and to purchase flood insurance if the total cost of insurable construction and acquisition is \$10,000 or more.
11. Will comply with environmental standards which may be prescribed pursuant to the following: (a) institution of environmental quality control measures under the National Environmental Policy Act of 1969 (P.L. 91-190) and Executive Order (EO) 11514; (b) notification of violating facilities pursuant to EO 11738; (c) protection of wetlands pursuant to EO 11990; (d) evaluation of flood hazards in floodplains in accordance with EO 11988; (e) assurance of project consistency with the approved State management program developed under the Coastal Zone Management Act of 1972 (16 U.S.C. §§1451 et seq.); (f) conformity of Federal actions to State (Clean Air) Implementation Plans under Section 176(c) of the Clean Air Act of 1955, as amended (42 U.S.C. §§7401 et seq.); (g) protection of underground sources of drinking water under the Safe Drinking Water Act of 1974, as amended (P.L. 93-523); and, (h) protection of endangered species under the Endangered Species Act of 1973, as amended (P.L. 93-205).
12. Will comply with the Wild and Scenic Rivers Act of 1968 (16 U.S.C. §§1271 et seq.) related to protecting components or potential components of the national wild and scenic rivers system.
13. Will assist the awarding agency in assuring compliance with Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. §470), EO 11593 (identification and protection of historic properties), and the Archaeological and Historic Preservation Act of 1974 (16 U.S.C. §§469a-1 et seq.).
14. Will comply with P.L. 93-348 regarding the protection of human subjects involved in research, development, and related activities supported by this award of assistance.
15. Will comply with the Laboratory Animal Welfare Act of 1966 (P.L. 89-544, as amended, 7 U.S.C. §§2131 et seq.) pertaining to the care, handling, and treatment of warm blooded animals held for research, teaching, or other activities supported by this award of assistance.
16. Will comply with the Lead-Based Paint Poisoning Prevention Act (42 U.S.C. §§4801 et seq.) which prohibits the use of lead-based paint in construction or rehabilitation of residence structures.
17. Will cause to be performed the required financial and compliance audits in accordance with the Single Audit Act Amendments of 1996 and OMB Circular No. A-133, "Audits of States, Local Governments, and Non-Profit Organizations."
18. Will comply with all applicable requirements of all other Federal laws, executive orders, regulations, and policies governing this program.
19. Will comply with the requirements of Section 106(g) of the Trafficking Victims Protection Act (TVPA) of 2000, as amended (22 U.S.C. 7104) which prohibits grant award recipients or a sub-recipient from (1) Engaging in severe forms of trafficking in persons during the period of time that the award is in effect (2) Procuring a commercial sex act during the period of time that the award is in effect or (3) Using forced labor in the performance of the award or subawards under the award.

<p><b>SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL</b></p> <p>Completed on submission to Grants.gov</p>	<p><b>TITLE</b></p> <p>City Manager</p>
<p><b>APPLICANT ORGANIZATION</b></p> <p>City of Norfolk, Virginia</p>	<p><b>DATE SUBMITTED</b></p> <p>Completed on submission to Grants.gov</p>

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## Budget Narrative File(s)

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\* **Mandatory Budget Narrative Filename:**

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To add more Budget Narrative attachments, please use the attachment buttons below.

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# NORFOLK, VA's

## I-264 RECONNECTING PLANNING PROJECT

### BUDGET NARRATIVE

This Norfolk I-264 Reconnecting Planning project, which has not ever received any federal or other funding previously, will be devoted entirely to procuring and funding expert consulting engineers, community planners, and community engagement firms who will conduct the planning, feasibility analysis, traffic counts, preliminary design and engineering, permitting analysis, and cost estimation – all informed by community and key organizational stakeholder input – to get this project prepared for implementation planning and funding. Norfolk will handle its own personnel, indirect, and other costs with local resources, and not make those costs part of this request for funding. The budget is as follows:

Task	Budget
Surveys	\$ 50,000
Traffic Impact Analysis	\$ 300,000
Interchange Access Report	\$ 750,000
Preliminary Design & Engineering (30%)	\$1,150,000
Permitting Analysis	\$ 150,000
Cost Estimation	\$ 200,000
Community outreach and engagement	\$ 250,000
<b>TOTAL COST:</b>	<b>\$2,850,000</b>

Project	Source & Amount			Usage
	Reconnecting Communities	Other Federal	Non-Federal Match	
<b>Norfolk I-264 Reconnecting Communities Planning Project</b>	\$2,000,000	\$0	\$850,000  from City of Norfolk general revenue cash commitment, see enclosed letter of commitment	For all pre-construction planning, feasibility analysis, cost estimation, and community engagement established above.



October 13, 2022

The Honorable Pete Buttigieg  
Secretary, U.S. Department of Transportation  
Washington, DC

**Subject: Strong Support for the City of Norfolk's Reconnecting Communities Initiative**

Dear Secretary Buttigieg:

The City of Norfolk is committed to providing \$850,000.00 in Capital Improvement Program – Revitalize St. Paul's Community (CIP) funds in support of the Interstate 264 Reconnecting Communities Planning application for a Reconnecting Communities Pilot Grant from the U.S. Department of Transportation. As a further demonstration of our support, the City has agreed to serve as a lead applicant on the grant application.

The City is committed to providing CIP funding, over a 22-month period from March, 2023 to December, 2024, in the amount of \$850,000.00 to study the feasibility of reconfiguration of 1-264 near the St. Paul's area, which could include (a) reconfiguration of the City Hall Avenue/Tidewater Drive interchange connectors and ramps, (b) reconfiguration of the Brambleton Avenue interchange with 1-264 (c) reconfiguration of the Market Street 1-264 Ramp, and (d) upgrade of underneath 1-264 lanes to corridors including City Hall Avenue and Tidewater Drive to better connect neighborhood and community assets in the downtown, at Norfolk State University, on the Harbor Park waterfront, in the St. Paul's neighborhood, and to other key areas.

As the City Manager of the City of Norfolk, Virginia, I am the official authorized to make this commitment on behalf of the Norfolk government. The Interstate 264 Reconnecting Communities Planning program will help restore community connectivity and provide a once in a generation opportunity for people and place. The City of Norfolk is committed to accomplishing this goal.

Sincerely,

Dr. Larry H. Filer II  
City Manager

cc: Trista Pope, Deputy City Manager

## Project Narrative File(s)

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\* Mandatory Project Narrative File Filename:

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# NORFOLK, VA'S

## INTERSTATE 264 RECONNECTING COMMUNITIES PLANNING PROJECT



**OVERVIEW** The City of Norfolk, VA requests \$2,000,000 in U.S. Department of Transportation (U.S. DOT), Reconnecting Communities Program (RCP) Planning grant funding backed with an \$850,000 city cash match. RCP funding will enable Norfolk to plan a solution to the “spaghetti-bowl”, a 14-lane-wide jumble of I-264 ramps and interchanges which cuts an extremely low income, 97% African American neighborhood from access and connectivity to the core downtown area which contains the civic, economic, educational, cultural, and transportation resources of the community.

The Interstate 264 highway is critical to the City of Norfolk and the regional economy, connecting the downtown to Virginia Beach, Portsmouth, Chesapeake, Norfolk Naval Shipyard, Oceana Naval Air Station and other key economic and community assets. However, the complex “spaghetti bowl” of I-264 in the heart of downtown Norfolk, planned and built between 1962 and 1991, has disconnected Norfolk’s most economically distressed and racially-concentrated neighborhoods, with highway lanes and interchanges as wide and as many as 14 lanes in this area. Today, Interstate 264 in downtown Norfolk cuts off African-American neighborhoods, public housing communities, and anchor institutions from downtown, The Tide light rail and public bus transit system, job centers, institutional and educational hubs including HBCU Norfolk State University, and the Harbor Park waterfront brownfield revitalization area on the Elizabeth River. Other downtown resources which are cut off from the adjacent African-American neighborhoods include the Governor’s School for the Arts, Slover Library & Maker Studio, Chrysler Auditorium, Scope Arena, Wells Theater, Harrison Opera House, TCC Roper Performing Arts Center, Virginia Arts Festival, Hurrah Players, MacArthur Memorial, the Nauticus & Battleship Wisconsin maritime center, corporate office buildings, the 525-bed Sentara Norfolk General Hospital, entrepreneurial tech companies, a thriving restaurant and entertainment district, and a regional shopping mall.

Norfolk is in ongoing partnerships with the Biden Administration and the Commonwealth of Virginia to revitalize this important area. Norfolk is leveraging nearly *\$1.5 billion* in new resources into this neighborhood, including a \$20.6 million 2020 U.S. DOT BUILD Grant and match, a \$30 million 2019 HUD Choice Neighborhoods Grant leveraging another \$156 million in private investment, \$400 million in Bipartisan Infrastructure Law USACE resources for Coastal Storm Resilience with a \$300 million in non-federal match, \$2.9 million in HUD neighborhood revitalization grant funding, U.S. EPA Brownfields Assessment & Area-Wide Planning Grants, and major local and state funding leveraging private sector investment. These resources will transform the St. Paul’s Area into a mixed-income and mixed-use community to replace the obsolete Tidewater Gardens public housing complex, provide intensive supportive services to support the families along the way, create a new resilient waterfront with major redevelopment of the under-utilized Harbor Park brownfield area, and create an innovative “St. Paul’s Blue-Greenway” resilience park, all in the center of this neighborhood and project area.

**However, the complex configuration of I-264 in this same area remains a barrier to connectivity between the economically-distressed African-American neighborhood, and the community assets being developed with those massive infrastructure, revitalization, and resilience upgrades.**

Norfolk seeks to move forward with a reconfiguration of the I-264 spaghetti bowl, to maintain effective traffic flow through and into Norfolk while providing better access for all via walking, cycling, Tide light rail and bus public transit, and neighborhood vehicle mobility. This requires study of the feasibility of reconfiguration of the I-264 facility in this neighborhood, which could include: (a) reconfiguration of the City Hall Avenue / Tidewater Drive interchange connectors and ramps, (b) reconfiguration of the Brambleton Avenue interchange with I-264 (c) reconfiguration of the Market Street I-264 Ramp, and (d) complete street upgrades to existing urban street corridors underneath I-264 lanes including City Hall Avenue, Waterside Drive, and Tidewater Drive to better connect neighborhood and community

assets in the downtown, at Norfolk State University, on the Harbor Park waterfront, in the St. Paul's neighborhood, and to other key areas.

**To move forward with reconfiguration of problematic barrier portions of Interstate 264** in the Norfolk downtown and St. Paul's neighborhood areas, the City's Department of Transit (manages all transportation), Housing & Community Development, Public Works, Public Utilities, and Office of Resilience together seek to **conduct a planning project to find the best options for I-264 improvements**. This planning project will include traffic studies, surveys, an Interchange Access Report, a feasibility analysis, preliminary design and engineering, a permitting analysis, and cost estimation, all informed by an active community and neighborhood engagement process. Norfolk has already used U.S. EPA Brownfields Area-Wide Planning resources to produce initial concept plans for highway reconfiguration and connection options. Norfolk has also considered I-264 connectivity and mobility issues as the City has completed design and is now moving into construction of its 2020 BUILD grant for the urban corridors just north of I-264 in the St. Paul's neighborhood.

However, due to the extraordinary complexity of this interstate highway and its critical importance to Norfolk and the broader region, more resources are needed to confirm the most feasible approach, create preliminary designs and engineering, determine costs and strategies for funding construction, and to ensure community engagement and consensus around the chosen approach. Norfolk, which has competitively procured a highly competent team of traffic and transportation engineers advised by community planning, civic engagement, and resilience consultants, now seeks to use \$2 million in U.S. DOT Reconnecting Communities planning grant resources, leveraged with \$850,000 in City cash match, to undertake this Norfolk I-264 improvement study.

The proposed planning project aligns well with U.S. DOT's Strategic Framework FY 2022-2026 goals to address public health and safety, support environmental sustainability, increase equity, facilitate competitiveness, improve infrastructure condition, and advance social justice. Planning work will continue/commence immediately upon grant award, and design and engineering will be complete by mid-2025, well in time to meet U.S. DOT's suggested September 30, 2025 deadline.

**Transportation Barriers** – Built between the 1960s-1980s, Interstate 264 is both a critical corridor for access to the heart of Norfolk, and a gigantic barrier to the African American neighborhood into which the interstate lands when it crosses via the Berkley Bridge into downtown. I-264 in the project area connects five city roads, a bridge, and a tunnel, and much of the area around I-264 in this neighborhood is simply unpassable for walkers, cyclers, and other travel modes. Further, this area has exhibited a high concentration of 15 crashes, injuries, and fatalities in the past five years.

The exit ramps at I-264 channel high-speed expressway drivers into one north-south arterial, St. Paul's Boulevard. This creates a traffic nightmare and an impenetrable barrier isolating the low-income, primarily African American communities to the east from the dynamic Downtown and the primarily higher-income White neighborhoods to the west. The ramps and St. Paul's Boulevard also disconnected the historic east-west network of streets that seamlessly tied these areas together. A powerful symbol of the impact of these infrastructure designs is the elevated off-ramp built within feet of the front facade of one America's most historic churches, the mid-19th Century Basilica of St. Mary of the Immaculate Conception. The Church is not only a focus of life for its community, it is one of many historic treasures (Nationally Registered) in Norfolk, and is a vibrant, predominately African-American Catholic worship community. A street of two blocks once connected it with St. Paul's Episcopal Church (1739). St. Mary's is not a part of Norfolk's "history walking tour", the Cannonball Trail – it is too disconnected. The street that once provided a comfortable walk to St. Mary's was removed. The continuity of local history was severed by road and interstate construction. Here is how I-264 disconnects Norfolk:

- **Cuts off Downtown:** I-264, including its Market Street offramp in this neighborhood, divide downtown with its Norfolk Civic Plaza, city offices, county offices, judicial offices, social service offices, and Tidewater Community College at the west side of I-264, from both the Norfolk Downtown Transit Center and from the St. Paul's Neighborhood, an area of highly



concentrated race (97% Black), public housing, and poverty. The I-264 ramps here put 40,000+ vehicles per day (vpd) where St. Paul's area meets downtown, creating congested and fearsome intersections, barriers to accessibility, and high crashes. Traffic moving onto I-264, turning from St. Paul's Boulevard onto on-ramps at Market Street and City Hall Boulevard, experience cycle failures in both AM and PM peaks (11,000 vpd, with peak concentrations at 1,500+ vehicles per hour), backing up traffic in St. Paul's neighborhood. Further, the draw-span on the Berkley Bridge backs traffic onto St. Paul's Boulevard when it opens, creating impediments to all modes of circulation, locality air-quality impacts, and safety concerns. Norfolk seeks to reconfigure portions of I-264 which would include the Market Street ramp to enable better walking, cycling, and bus transit connectivity between these area.

- **Cuts off the Waterfront jobs hub:** As I-264 takes a sharp turn east after it enters downtown, it cuts the St. Paul's Neighborhood off – with a stretch as wide as 14 lanes of highway and exit/entrance ramps – from the 131-acre waterfront, which includes the Amtrak Station, The Tide Light Rail Station, the Harbor Park Baseball Stadium, the Lyon Shipyard & Manufacturing Center, and the area now underway now for development of a major resort development in partnership between the Pamunkey Indian Tribe and the City of Norfolk. This RCP project will evaluate reconfigurations of City Hall Avenue's east and north on-ramps and East Avenue's east and north on-ramps to I-264, as well as new complete street upgrades under the elevated I-264 facility to enhance multimodal access from the neighborhoods including St. Paul's just north of the highway, into the waterfront economic hub area.
- **Cuts off Norfolk State University from both downtown and the waterfront economic hub:** Historically Black Norfolk State University is located at the eastern end of this project area, where I-264 and its two cloverleafs at the interstate's interchange with key corridor Brambleton Avenue, together pose a huge barrier to walkability, cycling access, and mobility for the 6,600+ undergraduates, postgraduates, faculty and staff of this important institution. Norfolk will use this RCP Planning Grant to evaluate reconfigurations of the cloverleafs at I-264/Brambleton as well as new complete street corridor connections to foster connectivity for all modes among Norfolk State University, the St. Paul's Neighborhood, and the waterfront hub.

*Character of Impacted Area* – Norfolk, VA, with a population of 238,005 making it one of the largest 100 cities in America, holds a strategic position as the historical, urban, financial, cultural, and transportation center of the Virginia Beach-Norfolk-Newport News VA-NC MSA (also known as the “Hampton Roads” or “Tidewater” region), which has more than 1.8 million inhabitants. Norfolk has a long history as a strategic transportation and military hub, where many rail lines started, and where there are important links to the broader region by an extensive network of interstate highways, bridges, tunnels, and three bridge-tunnel complexes. Norfolk is home to the largest naval base in the world, Naval Station Norfolk, along with one of NATO's two Strategic Command headquarters, and the city is a key contributor to the Port of Virginia (one of the largest ports in both the nation and the world), home to enterprises including Maersk Line, which manages the world's largest fleet of US-flag vessels.

However, this low-lying coastal area with multiple bodies of water and many miles of riverfront and bayfront along the Elizabeth River and the Chesapeake Bay, is also one of the cities most vulnerable in the nation to sea level rise and storm surges (second only to New Orleans). That is why Norfolk has leveraged its designation as one of the Rockefeller Foundation “100 Resilient Cities”, and its selection by U.S. HUD for major investment under the \$1 billion National Disaster Resilience Competition, to create a robust Norfolk Office of Resilience that touches every aspect of community revitalization, economic development, and infrastructure upgrades.

The African-American St. Paul's neighborhood, Elizabeth River waterfront, and HBCU Norfolk State University neighborhoods just east of downtown have borne the brunt of much of the climate

and flooding impact facing Norfolk, and further these neighborhoods have been hedged in and isolated from key community assets and opportunities by past transportation infrastructure projects, particularly this massive segment of I-264 which lands in the project area after crossing the Elizabeth River. Poverty, racially-concentrated housing, decline, and lack of resources have resulted over decades. The Centers for Disease Control ranks Norfolk Census Tract 48, the main area of the project, as having a desperately high “Social Vulnerability Index” (SVI) score of 0.962, and Tract 47 does not fare much better with an SVI of 0.612.

This St. Paul’s neighborhood was redlined in the past, and conditions of poverty and distress have not changed in the past century. St. Paul’s neighborhood remains “stuck in place.” According to the U.S. Census, this project area (located in Norfolk City, VA Census Tracts 47 & 48) has African-American populations of 93% and 99% in these two tracts, an area with 82% of people living in poverty, 11%-15% unemployed, 62%-67.3% SNAP dependency, and family income levels at only 15% of State income levels, 17.8% of national levels and 21% of city levels. In Census Tract 48, fewer than one percent of residents have a bachelor’s degree or higher and, in Census Tract 47, only 6.1% of people have a bachelor’s degree or higher, compared to 28% in Norfolk, 38.2% in Virginia, and 31.5% for the nation. A full 20% of people in this St. Paul’s Area are disabled, and 20% of people report food insecurity (made much worse by the only grocery store in the area closing during the pandemic, and the Family Dollar closing from a fire in Fall 2022). Given that this area is largely public housing, there is no opportunity for homeownership today. In this area, between 60-63% of individuals have no access to vehicles (10 times lower than state rate), and up to 55.3% of people take public transit or walk to work in Census Tract 42 while 42.6% walk or take transit to work in Tract 48, compared to the city, state and national rates of 13.3%, 6.8 % and 7.7%, respectively.



In past decades, primary urban connectors were built around this Black neighborhood, so that others could avoid it entirely. This area lacks affordable, quality food markets or other health, employment, retail, or recreational facilities – although ironically St. Paul’s is located within just a few physical blocks of Norfolk’s dynamic and revitalized downtown. Physically and emotionally impenetrable barriers isolate and segregate this high poverty community from opportunities which are “so near but yet so far”. Blocked off and adjacent to the behemoth of I-264’s junction in this area, clearly this is a neighborhood in need of reconnecting through the development of a more walkable neighborhood, better transit access, and economic revitalization.

Mayor Kenny Alexander is leading a robust team of civic and community professionals to change the story of this distressed neighborhood. More than 230 neighborhood and stakeholder engagement meetings have been held, and the area is now guided by a robust “Mayor’s St. Paul Advisory Committee” to ensure that connectivity, opportunities for homeownership and quality housing opportunities, public health and resilience, access to parks and recreation, community and social services, and public arts and cultural celebration serve the residents, small businesses, and organizations of this area of Norfolk.

**Historical Context** – The most important historical context which U.S. DOT should consider for RCP Planning, is the massive investment which the Biden Administration, previous administrations, the Commonwealth of Virginia, the City of Norfolk, and the private sector are making to rectify the serious problems of the past and inequities which have resulted. To address the storm surges, coastal flooding, and stormwater impacts in this neighborhood along this I-264 stretch, the U.S. Army Corps of Engineers is investing \$400,000,000, to be matched with



\$300,000,000 which Norfolk leverages, for a major Coastal Storm Resilience creation of a living shoreline and flood protection infrastructure along the Elizabeth River.

(see <https://ncsrm-usacenaohub.arcgis.com/> and <https://s-ga.com/projects/norfolk-harbor-park/>). Further, the City of Norfolk is creating an innovative “St. Paul’s Blue-Greenway” resilience park to both benefit this neighborhood and to act as a “sponge” for the storm surges that now regularly impact this African-American neighborhood, immediately adjacent to this I-264 interstate stretch. (see <https://storymaps.arcgis.com/stories/cc361b66d93a4f88bc0fb78bf64bdb87>).

Immediately south of I-264 in the project area sits the Elizabeth River waterfront, known as “Harbor Park” because of the stadium for the Minor League Baseball “Norfolk Tides” team located there, together with The Tide Light Rail and Amtrak multimodal transit hub. However, this waterfront area is also an under-utilized brownfield.



Norfolk has leveraged U.S. EPA Brownfields Assessment and Areawide Planning grants awarded by the Obama-Biden Administration to address contamination, and prepare a robust revitalization plan for the Harbor Park waterfront, which now includes a partnership with the Pamunkey Indian Tribe to build a \$500,000,000 “HeadWaters Resort & Casino” on 13.1 acres which will bring thousands of short-term and long-term jobs (yet still be badly cut off by the adjacent I-264 facility).

Now, after many years of planning and community collaboration, Norfolk has launched the “St. Paul’s Transformation” initiative, to replace the 1,680 units of obsolete public housing in three major housing complexes here, with a new mixed-income, mixed-use, walkable neighborhood. This is made possible by the \$20.6 million, 2020 U.S. DOT BUILD Grant and match, and a \$30 million 2019 HUD Choice Neighborhoods Grant leveraging another \$156 million in private investment which is now moving into construction (see [www.stpaulsdistrict.org/](http://www.stpaulsdistrict.org/)).



## **LOCATION & MAP**

***Description of I-264 Project Area*** – The project area for planning, study, and design is Interstate 264 beginning on the Berkley Bridge which crosses the Elizabeth River from the industrial waterfront and working class neighborhoods south of the river, into downtown Norfolk and the St. Paul’s Neighborhood north of the river. The area encompasses the I-264 separated expressway including its complex, spaghetti-bowl ramps and interchanges where downtown, St. Paul’s and the Harbor Park waterfront meet, moving east to I-264’s cloverleaf interchange with Brambleton Avenue that is adjacent to Norfolk State University as well as the Lyon Shipyard & Manufacturing Center on the river. The St. Paul’s Area is serviced by more than 900 transit bus runs daily. The study area encompasses the waterfront where the Corps of Engineers is conducting a \$700,000,000 coastal resilience project, and the waterfront where the Pamunkey Tribe will construct a \$500,000,000 HeadWaters Resort, and extends north to the Brambleton Avenue roadway to include all of the St. Paul’s Transformation area where DOT BUILD and HUD Choice Neighborhoods are now transforming this African-American neighborhood.

Here are the demographics from the study area:

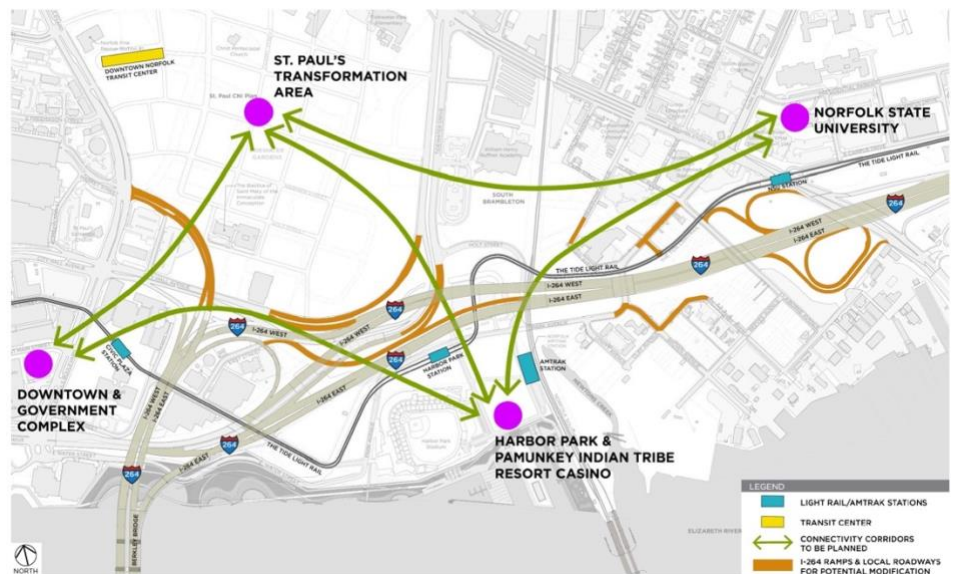
	Census Tract 48	Census Tract 47	Norfolk	Virginia	United States
Minority (Black)	99.3%	85.8%	44.2%	21%	14%
Poverty	71%	17.1%	19.7%	10.9%	14.1%
Median Family Income	\$59,062	\$49,375	\$53,036	\$86,628	\$73,965
SNAP Dependency	67.3%	26.8%	15.3%	8.7%	12.2%
Education – Bachelors or Higher	0.8%	25.7%	28%	38.2%	31.5%
Renter-Occupied Housing	100%	37.0%	56.9%	33.8%	36.2%
No Vehicle	59.9%	16.7%	12.4%	6.2%	6.7%
Walk or Transit to Work	42.6%	43.6%	13.3%	6.8%	7.7%
Persons with Disabilities	18.8%	7%	13.1%	11.6%	12.6%

Source: 2015-2019 American Community Survey

**Geographic Details** – The proposed planning project is located in an Urbanized Area in the independent City of Norfolk (no county), within the Virginia Beach-Norfolk-Newport News VA-NC Metropolitan Statistical Area, in the jurisdiction of the Hampton Roads Transportation Planning Organization/MPO. Geospatial coordinates for the project are the area bounded by -76.286794, 36.841350, -76.263298, 36.848682. The project area is located in Census Tracts 48 and 47, which are Areas of Persistent Poverty, Historically Disadvantaged Transportation Tracts, and federally-designated community development zones under the Choice Neighborhood, Opportunity Zone, and Empowerment Zone programs.

See the project area at top right, and the I-264 facility highlighting barriers to access and mobility (in orange) and envisioned corridors for connectivity (in green), at bottom right.

**RESPONSES TO MERIT CRITERIA** – The information provided above demonstrates that Norfolk’s





project to plan a reconfiguration of the problematic Interstate 264 interchanges, which divide the St. Paul's neighborhood and Norfolk State University from the resources of the community, is a mission of connectivity, environmental justice, equitable development and community engagement. The following information further explains how the Norfolk I-264 Reconnecting Communities planning project meets the four merit criteria of this grant program:

**#1: Equity, Environmental Justice, & Community Engagement**

Norfolk has been a test bed for segregationist policies and tools throughout its history, particularly for the federal government. A recent study from author Kevin Long Ringelstein at Old Dominion University located in Norfolk explains how, in the 1910s and 1920s, Norfolk's leaders used residential segregation ordinances, restrictive covenants, and white terror to divide the city by race. Then in the 1930s and 1940s, federal government initiatives in redlining and the segregation of defense housing projects validated Norfolk's discriminatory housing practices and emboldened Norfolk's leaders to continue to segregate the city. In 1947, the federal government funded the first (all Black) public housing project in America in this Norfolk neighborhood. In the 1950s, the federal government funded projects in Norfolk that cleared African American "slums", demolished mixed-race neighborhoods, transformed essentially all black housing into public housing complexes, and created buffer zones that preserved residential and school segregation.<sup>1</sup> In 1958, Norfolk closed its public schools rather than comply with federal orders to integrate them and, in 1986, Norfolk was the first city in America to be released from federally-mandated busing.<sup>2</sup> **All of this was concreted into place in the 1960s through 1980s when Interstate 264 boxed inequity into these same Norfolk neighborhoods.** The legacy is self-evident in the terrible Census numbers for Tracts 48 and 47 in this Reconnecting Communities project area. EPA's EJScreen further tells the story:




According to the EPA EJScreen Tool, the eligible I-264 facility and adjacent neighborhoods are in an area of "people of color" at the 95<sup>th</sup> highest percentile compared to the Commonwealth of Virginia and the 87<sup>th</sup> percentile compared nationally; at the 98<sup>th</sup> and 97<sup>th</sup> percentiles for low-income compared to the state and nation; and at very high levels of proximity to environmental hazards compared to state levels. This project area neighborhood is at the 99<sup>th</sup> percentile (worst) for proximity to Hazardous Waste, 99<sup>th</sup> for proximity to Superfund sites, 98<sup>th</sup> for Lead Paint impacts, 98<sup>th</sup> for Traffic impacts, 95<sup>th</sup> for proximity to Underground Storage Tanks, 94<sup>th</sup> for Diesel Particulate impacts, 92<sup>nd</sup> for Risk Management Program facilities for extremely hazardous substances, 90<sup>th</sup> for Air Toxics Respiratory impacts, 90<sup>th</sup> for Wastewater Discharges, 89<sup>th</sup> for Ozone pollution, 88<sup>th</sup> for Air Toxics Cancer rates, and 88<sup>th</sup> for Particulate Matter pollution. This Norfolk project area's EJScreen scores are all above the 76<sup>th</sup> percentiles (the worst quartile) for proximity to environmental hazards compared to national levels.

Kenny Alexander took office as the first Black Mayor of Norfolk in July 2016 with a passion to address the deep historic inequities facing the city's public housing residents and minority neighborhoods in this project area. Norfolk has since created the 19-member "St. Paul's Area Advisory Committee" to ensure that connectivity, opportunities for homeownership, public health and resilience, access to parks and recreation, community and social services, and public arts and cultural celebration serve the

<sup>1</sup> Ringelstein, Kevin L.. "Residential Segregation in Norfolk, Virginia: How the Federal Government Reinforced Racial Division in a Southern City, 1914-1959" (2015) DOI: 10.25777/12de-v566 [https://digitalcommons.odu.edu/history\\_etds/](https://digitalcommons.odu.edu/history_etds/)

<sup>2</sup> Norfolk remains deeply segregated. Now, The Pilot begins exploring the city's 'Dividing Lines.'

residents, small businesses, and organizations of this area of Norfolk. See [www.stpaulsdistrict.org/advisory-committee](http://www.stpaulsdistrict.org/advisory-committee). The Advisory Committee meets monthly at the Basilica of St. Mary's of the Immaculate Conception in St. Paul's neighborhood. There have now been 230 neighborhood and stakeholder engagement meetings, including public workshops, charettes, and community-led planning sessions with family-friendly and easy-to-access approaches, with more than half conducted for direct community/resident participation, and the others with stakeholder representatives from the community. Norfolk conducts "People First" community surveys to supplement these direct meetings, and disseminates a regular "St. Paul's Community Newsletter".

For Norfolk, "People First" is more than about meetings. The  \$1.5 billion in local, state and federal (DOT, HUD, EPA, Corps) investments described already which are being made in this neighborhood will transform St. Paul into an equitable, sustainable, and connected community with real opportunities for meaningful work, access to nature, and mobility. Further, Mayor Alexander and the city have committed \$3.5 million annually to help the residents, organizations, and businesses of St. Paul's neighborhood succeed during this massive transition, with a high-quality, comprehensive approach to enhancing life outcomes for residents and families through individualized family coaching and referral services focused on housing stability, economic mobility, education, and health & wellness. [www.stpaulsdistrict.org/people-first](http://www.stpaulsdistrict.org/people-first). The city has contracted Norfolk State University's Social Work program to conduct longitudinal evaluation of the outcomes and benefits of the People First program.

All of this momentum, community-based change and progress is exciting and will make this long-neglected neighborhood better – but will not be complete if a massive interstate continues to box out African-American neighborhoods from the broader opportunities and assets in Norfolk. This Norfolk I-264 Reconnecting Communities project is meant to identify how key facilities on this I-264 segment can be reconfigured and updated, and how complete street and walkability/transit connections can reintegrate these neighborhoods back into the community to show that every place counts. Like the other transformation initiatives underway now, any U.S. DOT Reconnecting Communities approach for planning this I-264 improvement will be done with robust community engagement, led by the St. Paul's Advisory Committee, supported by the People First program, and tracked and evaluated by community engagement and outcome indicators tested by neighborhood input, People First surveys, and objective measures of progress in Census tract socio-economic data.

**#2: Mobility and Community Connectivity** – This narrative shows how the I-264 expressway and its two major interchanges, which box the St. Paul's neighborhood and HBCU Norfolk State out from the assets in downtown, multi-modal transit facilities, and the waterfront, is poorly suited for this community and presents significant barriers to access, mobility, and economic development. This I-264 facility literally severed the established grid-street patterns and killed walkability and non-vehicle access modes for getting out of this neighborhood, including for the 43% of residents in Census Tracts 48 & 47 who walk, bike, or take public transit to work, and the 60% of residents in Tract 48 who have no vehicle. Norfolk thus must and will confirm the feasibility and design approach for reconfiguring or removing the problematic I-264 ramps that most impact the neighborhood, along with the upgrade of existing corridors with complete street strategies.

Norfolk has already commenced this feasibility assessment and designs, using EPA Brownfields Areawide Plan funding to identify I-264 upgrade approaches (see [www.norfolk.gov/DocumentCenter/View/55574/NORF\\_Final-Report?bidId=](http://www.norfolk.gov/DocumentCenter/View/55574/NORF_Final-Report?bidId=)), particularly Chapter 2), and is further developing these approaches with a procured team of expert transportation engineers and

community planning consultants. These Norfolk teams are working to ensure that 2020 DOT BUILD, USACE coastal resilience, and other revitalization initiatives further these goals. However, the complexity of Interstate 264 reconfiguration here requires major resources for traffic analysis, design, engineering, cost estimation, and other feasibility assessments – which is why Norfolk seeks the highest potential DOT RCP grant (\$2 million), and overmatching that grant with \$850,000 in local resources.

Please note that this reconfiguration is not too complex to feasibly achieve. The Virginia Department of Transportation (VDOT) is undertaking similar projects now, including the VDOT project in the City of Norfolk itself just two miles due east on I-264 of this RCP project, to reconfigure the I-264 and Interstate 64 interchange, improve corridor conditions, and better connect the east Norfolk communities surrounding that complex interstate interchange (in full coordination with Norfolk). [www.i64i264improvements.org/learn\\_more/default.asp](http://www.i64i264improvements.org/learn_more/default.asp). And VDOT is with Norfolk on this Reconnecting Communities project too, as indicated by the enclosed letter from VDOT’s District Engineer strongly endorsing this RCP application and pledging that “VDOT’s Hampton Roads District stands ready as a fully engaged partner with Norfolk in determining the best options for reconnecting the community.”

While these 40+ year old I-264 facilities are not immediately slated for reconstruction, they will remain unworkable and problematic for the Norfolk community unless certain portions of this interstate segment are reconfigured to accommodate the massive equity and sustainability investments now underway for this area. This study will assess and plan the upgrade of I-264 access ramps to fully enhance connectivity for African-American neighborhoods by walking, biking, bus transit, and Tide Light Rail transit to the broader region. New multimodal and mobility connections will reach a tremendous number of downtown assets (described earlier), the areas now undergoing huge economic investment on the Elizabeth River waterfront, the Norfolk State University campus, and other key hubs. Further, this will be integrated into a much broader, nearly one billion dollar level of investment in coastal flooding and stormwater, a priority for Norfolk as one of the most vulnerable cities in the nation to the impacts of climate change. This will include integration of I-264 improvements with the “St. Paul’s Blue Greenway” project to remove obsolete public housing established long ago on filled-in estuary lands that has never stopped flooding, and which will be transformed into a grand recreational park area that doubles as a “sponge” for storm surges and stormwater flooding.

***#3. Community-based Stewardship, Management, and Partnerships*** – As previously described, the transformation of St. Paul’s has been led by the St. Paul’s Area Advisory Committee, chaired by City Councilwoman Danica Royster, who also chairs the Norfolk Mayor’s Commission on Social Equity and Economic Opportunity, and has a professional career as a wealth consultant at a minority enterprise financial planning firm located just north of this neighborhood. Alongside this advisory committee, the “People’s First” initiative is actively providing \$3.5 million and incredible staff hours to support and prioritize family needs and housing choices during the transformation of Tidewater Gardens HUD Choice Neighborhood project, the City of Norfolk partnered with Urban Strategies, Inc. (USI), an organization that designs and implements neighborhood and human-services programs (health and wellness, education, economic mobility, and housing stability) in communities undergoing transitions around the nation. <https://urbanstrategiesinc.org/>.

The organizations and community-based groups who will continue to be engaged in this endeavor, as well as the partnership of key organizations including the Virginia Department of Transportation, are shown by the enclosed letters of partnership and support including from:

Virginia Department of Transportation  
Hampton Roads Transit MPO

U.S. Dept. of Housing & Urban Development  
St. Paul’s Area Advisory Committee  
Norfolk State University (forthcoming)

Urban League of Hampton Roads  
Norfolk Redevelopment & Housing Authority  
Norfolk Planning Commission  
Downtown Norfolk Council  
Norfolk Innovation Corridor  
Norfolk Economic Development Authority  
Greater Norfolk Corporation  
Elizabeth River Trail Foundation  
Olde Huntersville Civic League

Norfolk Urban Renewal Center (forthcoming)  
Basilica of St. Mary's of the Immaculate Conception  
First Baptist Church  
Gethsemane Community Fellowship Baptist Church  
Brinshore Development (HUD Choice developer)  
Senator Mark Warner (to be sent directly)  
Senator Tim Kaine (to be sent directly)  
Congressman Bobby Scott (to be sent directly)  
Congresswoman Elaine Luria (to be sent directly)

All this will be continued in the planning, design, and feasibility assessment for the Norfolk Reconnecting Communities I-264 reconfiguration project.

***#4. Equitable Development and Shared Prosperity*** – The I-264 project will be the culmination of a decade of comprehensive visioning and planning that has moved into action with real implementation on creative placemaking in the past five years under Mayor Kenny Alexander. This project is specifically called for in the Norfolk [2030 Plan: Vision for the Next Decade](#), and would fulfill the Norfolk [2030 Downtown Plan](#). A plan to deal with the I-264 barrier to Norfolk's progress is needed to fulfill other key plans, including the **St. Paul's Area Plan** issued in 2012 and the 2014 **St. Paul's Area Transformation Plan** funded by HUD Choice Neighborhood Planning and Implementation Grants, the 2020 **U.S. DOT BUILD** Grant, the **Plan to Reduce Poverty** established in 2013-2015, Norfolk's **Purpose-Build Communities** initiative launched in 2015 and still continuing, and the more recent Norfolk **EPA Brownfield AreaWide Plan**, **St. Paul's Blue Greenway Plan**, and **USACE Coastal Resilience Plan**. This effort is Norfolk's second try for federal funding, after it was not selected for U.S. DOT "Every Place Counts Design Challenge" grant funding by the Obama-Biden Administration.

Implementation of these plans is being conducted in an equitable and inclusive way. Norfolk is using key policies in this neighborhood such as inclusionary housing and mixed-income requirements for housing developers, a homeownership program providing \$40,000 for downpayment/closing costs for low- and moderate-income first time homebuyers, an Owner Occupied Renovation Program, a rental rehab program (prohibiting flips of owner-occupied houses to rentals), the disposition of City-owned land for new family affordable housing, and financial literacy and family support programs through the People First program – all to ensure that improvements to this neighborhood uplift, rather than displace.

Finally, the City is and will promote opportunities for Disadvantaged Business Enterprises (DBEs) to benefit from the planning and construction of the I-264 upgrades. In December of 2020 the Norfolk City Council approved a new economic and inclusion plan and procurement policy designed to improve contract opportunities for women and minority owned businesses, with the St. Paul's Transformation project acting as a pilot for the implementation of set aspirational goals for 12% minority-owned business participation and 13% women-owned business participation of total contract amounts. Norfolk has already awarded \$14 million to these participating MBWE firms in the St. Paul's area. This focused attention to equity and steadfast efforts have seen substantial progress and mirrored efforts will be taken for this planning project. Norfolk will advertise the project with a preference for local DBEs working closely with our established partners at the VDOT Civil Rights Division. The bidding process will provide opportunities for minority-owned businesses to compete for the work. The City will also include local hiring provisions in construction contracts that support the ability of residents to benefit from federal infrastructure investment in their neighborhoods. Norfolk will encourage competing firms to include apprenticeship opportunities for local low-income individuals.

# ATTACHMENTS FORM

**Instructions:** On this form, you will attach the various files that make up your grant application. Please consult with the appropriate Agency Guidelines for more information about each needed file. Please remember that any files you attach must be in the document format and named as specified in the Guidelines.

**Important:** Please attach your files in the proper sequence. See the appropriate Agency Guidelines for details.

1) Please attach Attachment 1	Norfolk Key Information Sheet	Add Attachment	Delete Attachment	View Attachment
2) Please attach Attachment 2	Norfolk RCP Stakeholder Suppo	Add Attachment	Delete Attachment	View Attachment
3) Please attach Attachment 3	City of Norfolk Match Commitm	Add Attachment	Delete Attachment	View Attachment
4) Please attach Attachment 4	Norfolk Project Maps.pdf	Add Attachment	Delete Attachment	View Attachment
5) Please attach Attachment 5		Add Attachment	Delete Attachment	View Attachment
6) Please attach Attachment 6		Add Attachment	Delete Attachment	View Attachment
7) Please attach Attachment 7		Add Attachment	Delete Attachment	View Attachment
8) Please attach Attachment 8		Add Attachment	Delete Attachment	View Attachment
9) Please attach Attachment 9		Add Attachment	Delete Attachment	View Attachment
10) Please attach Attachment 10		Add Attachment	Delete Attachment	View Attachment
11) Please attach Attachment 11		Add Attachment	Delete Attachment	View Attachment
12) Please attach Attachment 12		Add Attachment	Delete Attachment	View Attachment
13) Please attach Attachment 13		Add Attachment	Delete Attachment	View Attachment
14) Please attach Attachment 14		Add Attachment	Delete Attachment	View Attachment
15) Please attach Attachment 15		Add Attachment	Delete Attachment	View Attachment



**The following attachment is not included in the view since it is not a read-only PDF file.**

**Upon submission, this file will be transmitted to the Grantor without any data loss.**

**Norfolk Key Information Sheet.pdf**



**The following attachment is not included in the view since it is not a read-only PDF file.**

**Upon submission, this file will be transmitted to the Grantor without any data loss.**

**Norfolk RCP Stakeholder Support Letters.pdf**



October 13, 2022

The Honorable Pete Buttigieg  
Secretary, U.S. Department of Transportation  
Washington, DC

**Subject: Strong Support for the City of Norfolk's Reconnecting Communities Initiative**

Dear Secretary Buttigieg:

The City of Norfolk is committed to providing \$850,000.00 in Capital Improvement Program – Revitalize St. Paul's Community (CIP) funds in support of the Interstate 264 Reconnecting Communities Planning application for a Reconnecting Communities Pilot Grant from the U.S. Department of Transportation. As a further demonstration of our support, the City has agreed to serve as a lead applicant on the grant application.

The City is committed to providing CIP funding, over a 22-month period from March, 2023 to December, 2024, in the amount of \$850,000.00 to study the feasibility of reconfiguration of 1-264 near the St. Paul's area, which could include (a) reconfiguration of the City Hall Avenue/Tidewater Drive interchange connectors and ramps, (b) reconfiguration of the Brambleton Avenue interchange with 1-264 (c) reconfiguration of the Market Street 1-264 Ramp, and (d) upgrade of underneath 1-264 lanes to corridors including City Hall Avenue and Tidewater Drive to better connect neighborhood and community assets in the downtown, at Norfolk State University, on the Harbor Park waterfront, in the St. Paul's neighborhood, and to other key areas.

As the City Manager of the City of Norfolk, Virginia, I am the official authorized to make this commitment on behalf of the Norfolk government. The Interstate 264 Reconnecting Communities Planning program will help restore community connectivity and provide a once in a generation opportunity for people and place. The City of Norfolk is committed to accomplishing this goal.

Sincerely,

Dr. Larry H. Filer II  
City Manager

cc: Trista Pope, Deputy City Manager





RECONNECTING COMMUNITIES  
PILOT PROGRAM - PLANNING GRANTS  
STUDY AREA BOUNDARY



NORTH



