Vision: Richmond is a city where all people can access quality housing choices.

By preserving and increasing housing, Richmond supports existing and new residents, regardless of income. As the city grows, Richmond provides options to existing residents, preventing involuntary displacement and reducing housing disparities. Housing is the foundation of inclusive Richmond neighborhoods that are walkable with adequate linkages to services, goods and open spaces.
Goals, Objectives, and Strategies

Goal 14: Housing

Preserve, expand, and create mixed income communities, by preserving existing housing units and developing new ones—both rental and owner occupied—throughout the city.

$72,000
Households earning as high as $72,000 cannot afford to live in most of the Richmond region.

Existing Context

Richmond has not experienced this kind of residential growth since the late 1800s. Between 2000 and 2019, Richmond added 32,646 residents and its population grew by 17 percent. That 19-year growth rate is the highest absolute and highest growth rate in population since 1930 to 1950, when the city grew by over 47,381 residents or 26 percent and also annexed nearly 17 square miles which accounted for 41 percent of the total land area in 1942. Richmond has not experienced this kind of population growth—a significant growth in residents over a 20-year period without also annexing land—since the late 1800s. Despite this significant growth in population since 2000, in 2019 many of Richmond’s neighborhoods still had less population than in the 1970s and continued to have vacant houses and parcels.

Richmond’s housing prices are catching up with the region. The increase in population since 2000 has generally been middle- and high-income earning households who are reinvesting in neighborhoods and bringing average housing prices into parity with the region. Average housing prices increased by 56 percent from 2009 to 2018, putting Richmond at the fastest price increase in the region. However, in 2009

![Historic Population Graph](Image)

**FIGURE 34 // Historic Population**
Richmond’s average housing price was 24 percent below the regional average, whereas in 2018 the average housing price was 5 percent below the regional average.

Housing costs in Richmond have outpaced income growth for low and very-low income households.

From 2000 to 2016, the proportion of housing-cost-burdened households (spending more than 30% of income on housing) increased from 33 to 42 percent. In 2016, two-thirds of households earning less than 80 percent of area median income (AMI) were housing cost burdened; whereas in 2000 half of households earning less than 80% of AMI were housing cost burdened. Given this data, there is a substantial need for more housing for very-low income and low-income households in Richmond and the Richmond region. The Partnership for Housing Affordability, a regional non-profit, authored a Richmond Regional Housing Framework Plan to develop strategies for all Richmond localities to create more affordable housing throughout the region.

<table>
<thead>
<tr>
<th>TABLE 4 // Housing Sale Prices</th>
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<tbody>
<tr>
<td>Avg price</td>
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<tr>
<td>-----------</td>
</tr>
<tr>
<td>Richmond</td>
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<td>Henrico</td>
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<td>Chesterfield</td>
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<td>Hanover</td>
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<tr>
<td>Ashland</td>
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<td>Region</td>
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</tbody>
</table>

Source: Richmond MLS

Housing prices limit mobility and concentrate poverty.

According to the 2017 Market Value Analysis (MVA) by the Reinvestment Fund, households earning as high as $72,000 (120% of AMI) can only afford to live in the lowest housing markets in the Richmond region - whereas in comparable regions (such as Akron and Pittsburgh), moderate income households are able to afford housing in the middle housing markets as well as the low housing markets. This means that in Richmond low- and moderate-income households must live in concentrated pockets of poverty because affordable housing choices do not exist in middle and strong housing markets.

FIGURE 35 // Housing Cost Burden by Household Income, 2000-2014

Housing cost burden has increased across all income levels between 2000 and 2014 and decreased slightly in some income levels between 2010 to 2014. Source: Comprehensive Housing Affordability Strategy (CHAS): 2000, 2010, and 2010-2014

HAMFI = HUD Area Median Family Income

FIGURE 36 // Number of Families

Severely cost-burdened (spend more than 50% of income on housing) Cost-burdened (spend 31–49% of income on housing) Not cost-burdened (spend less than 30% of income on housing)
FIGURE 36 // Richmond Region Market Value Analysis, 2017
Source: The Reinvestment Fund, 2017
Objective 14.1
Create 10,000 new affordable housing units for very-low and low-income households over the next ten years

a. Commit to providing a dedicated revenue source to annually fund the Affordable Housing Trust Fund and prioritize funding projects that provide housing to very low-income individuals and families, including supportive housing, within a ¼ mile of enhanced transit corridors

b. Amend the rehabilitation tax abatement program to provide incentives for for-profit developers to create mixed-income residential housing where at least 20% of the units are affordable to households earning less than 50% of the AMI

c. Lobby the General Assembly to adopt Inclusionary Zoning

d. Partner with VCU to open satellite affordable housing preservation policy program (see Diverse Economy section)

e. Develop new construction technologies that standardize housing design and construction to reduce the cost of building affordable housing.

f. Insert small map showing existing low-income housing projects and enhanced transit corridors and nodes

Objective 14.2
Re-imagine the future of “manufactured home parks”

a. Develop an action plan to revitalize the physical condition of the manufactured home parks into desirable tiny home or co-housing communities

b. Promote non-profit investment and cooperative ownership in existing manufactured home parks

c. Develop an action plan to revitalize the physical condition of the manufactured home parks into desirable tiny home or co-housing communities

Objective 14.3
Assist households that desire to age in place in their neighborhoods

a. Track and report annually the funding that the City allocates to existing homeowners to fix their homes.

b. Increase education/promotion of existing program and expand programs to aid homeowners in implementing energy efficiency and stormwater upgrades, including establishing a Residential PACE (Property Assessed Clean Energy) Program (see Goal 15)

c. Continue to allocate HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) funds to non-profit affordable housing developers to create or preserve homeownership opportunities especially in neighborhoods experiencing gentrification

d. Analyze City-owned parcels that are located in neighborhoods that are conducive for low income homeownership opportunities and sell to the Maggie Walker Community Land Trust

e. Coordinate and promote existing Green and Healthy Homes programs to address and promote the basic healthy homes principles of dry, clean, ventilated, free from pests and contaminants, well-maintained, and safe

f. Partner with non-profits and philanthropic institutions to develop a grant program to assist very-low and low-income homeowners renovate their homes and to address building and property maintenance code violations

g. Encourage and facilitate property tax relief for very-low and low-income seniors to increase to allow them to stay in their neighborhoods

h. Amend the zoning ordinance to allow accessory dwelling units in all residential zones to allow for in-law apartments

i. Educate seniors about reverse mortgages

j. Encourage the creation of 55+ senior communities within ¼ mile of enhanced transit corridors
Objective 14.4
Increase the number of mixed-income communities along enhanced transit corridors

a. Prioritize the development review process for applications for mixed-income housing that includes 20% or more of the units at 80% of the area median income (AMI)
b. Develop small area plans for key Nodes (see Goal 1)
c. Coordinate with GRTC to develop new station locations and routes where development is occurring (see Goal 8)
d. Create affordable housing tax-increment finance (TIF) zones for land within ¼ mile of Pulse stations and direct the future incremental tax revenues funds from the TIF to the Affordable Housing Trust Fund for funding mixed-income projects within the Pulse TIF zone; establish similar TIF zones along future enhanced transit corridors
e. Lobby the Virginia Housing Development Authority (VHDA) to update the Qualified Allocation Plan (QAP) to encourage more Low-Income Housing Tax Credit (LIHTC) projects near transit in urban areas and require open space for children
f. Create a database to monitor LIHTC projects to track expiring affordable housing and determine ways to preserve the affordability (possibly including programs to allow tenants to purchase units and programs allowing the City to purchase expiring projects), focusing on LIHTC projects within ¼ mile of enhanced transit corridors
g. Insert small map showing low-income housing projects and enhanced transit corridors and nodes

Objective 14.5
Encourage more housing types throughout the city and greater density along enhanced transit corridors and at Nodes by amending the zoning ordinance.

a. Rezone corridors and Nodes (see Goal 1)
b. Amend the existing Affordable Dwelling Unit density bonus ordinance to make it more attractive than the Special Use Permit process
c. Update zoning ordinance to allow for accessory dwelling units in all residential zones
d. Adapt obsolete City-owned buildings into affordable and market rate housing (see Goal 2)
e. Encourage the development of middle housing (2- to 4-unit buildings) within ¼ mile of enhanced transit corridors
f. Explore expanding the Maggie Walker Community Land Trust scope to create small multi-family buildings (2- to 4-units) where one unit is owned by a low-income household and the other unit(s) are rented to low-income households with Housing Choice Vouchers.
FIGURE 37 // Existing Affordable Housing with Nodes and Enhanced Transit

- Affordable Housing Projects
- CDBG & HOME Projects 2015-2020
- Low-Income Housing Tax Credit Projects
- Maggie Walker Land Trust Projects
- RRHA Public Housing
- Future Enhanced Transit

National/Regional Node
Neighborhood Node
Objective 14.6
Transform Richmond Redevelopment and Housing Authority (RRHA) public housing properties into well-designed, walkable, mixed-use, mixed-income, transit-adjacent communities

- Identify revenue streams dedicated to the transformation of public housing into mixed-income residential neighborhoods
- Develop small area plans with inclusive community input to plan for the redevelopment of mixed-income neighborhoods on public housing sites such as Creighton Court, Mosby South, Gilpin Court and Hillside Court
- Ensure that all RRHA residents have quality housing and choice by working with public housing residents to consider forming homeowner associations or cooperative housing corporations by rehabilitating and then purchasing their current housing for a nominal cost
- Partner with the RRHA to assist over-income public housing residents transition to market rate housing by providing wrap-around supportive services to increase confidence and financial security
- Partner with the RRHA and develop an agreement that integrates the City’s and the RRHA’s housing objectives into a comprehensive strategy to end poverty and to assist public housing residents build wealth.
**Objective 14.7**

Increase city-wide awareness of the importance of integrating affordable housing into every residential neighborhood so every household has housing choices throughout the City

- a. Develop and fund a housing policy educational program for newly elected officials and applicable City staff

- b. Create a Richmond Housing Collaborative comprised of eight areas of influence including housing thought leaders from City government, public housing administration and resident leaders, philanthropic and housing finance leaders, non-profit and for-profit housing development leaders and housing advocacy leaders to discuss, innovate, create, test and implement solutions to the City’s housing needs

- c. Increase awareness and improve relationships with landlords on the Housing Choice Voucher program, particularly in areas within ¼ mile of transit and Nodes

- d. Create a center for homeownership that is a clearing house for information on city programs, grants, loans, and education, partnering with state agencies such as VHDA and the Virginia Department of Housing and Community Development

**Objective 14.8**

Develop inclusionary and equitable housing options for our gentrifying neighborhoods to prevent involuntary displacement.

- a. Update and monitor annually the Market Value Analysis to evaluate the impact policies and programs have on local housing markets and to develop new programs as markets change

- b. Create a tax fund to help qualifying low-income residents remain in their homes as their assessments increase by involving the philanthropic community

- c. Develop home repair and energy efficiency programs to assist individuals with deferred maintenance (see Objective 14.3)

- d. Create and fund new programs and coordinate existing programs that will reduce evictions, such as emergency rental assistance and tenant and landlord education and training

- e. Create and then fund an emergency rental and utility assistance program

- f. Support marketing efforts that encourage landlords to accept housing vouchers

- g. Reduce the impediments to fair housing choice by implementing the first-tier priorities outlined in the Analysis of Impediments to Fair Housing Choice report (2017-2020), many of which directly align with the recommendations outlined in this Goal of the Plan

  - Increase access to accessible housing
  - Decrease racial/ethnic disparities in access to opportunity
  - Decrease Disproportionate Housing Needs Among Minority and Low-Income Households
  - Expand Fair Housing Capacity
  - Deconcentrate Publicly Supported Housing
  - Reduce Concentrated Areas of Racial/Ethnic Poverty
  - Decrease Residential Segregation
Objective 14.9

Ensure that homelessness is rare, brief and one-time

a. Create a minimum of 300 units of permanent supportive housing to house persons with special needs by 2024

b. Create a minimum of 250 new emergency shelter units to provide additional housing for persons experiencing homelessness by 2021

c. Ensure that individuals and families facing eviction due to late- and/or non-payment of rent receive free legal assistance, one-time rental assistance and personal finance education to prevent eviction

d. Amend the zoning ordinance to allow by right emergency shelter units and permanent supportive housing units in zoning districts where currently permitted by conditional use permits only

e. Create siting criteria and program requirements for City-wide emergency housing facilities to include the maximum number of units permitted, the maximum travel distance permitted to public transit and the requirement of on-site management, the requirement for food, supportive and housing-focused services to be required, as well as provisions for facility security for both the residents and community

f. Expand partnerships serving the homeless to provide small year round emergency housing facilities for all homeless populations that include supportive services and food

g. Change zoning definitions related to services and facilities serving people experiencing homelessness (including group homes, lodginghouses and multi-family/ permanent supportive housing) to support best and emerging practices as designated by the U.S. Interagency Council on Homelessness

h. Leverage the housing and funding expertise of the Virginia Department of Housing and Community Development to increase permanent affordable housing to Richmonders exiting homelessness

i. Review City properties for suitability for conversion to emergency housing or services to meet the needs of Richmonders experiencing homelessness

j. Develop a Memorandum of Understanding or other formal partnership agreement between the Greater Richmond Continuum of Care, the designated “Collaborative Applicant” (Homeward), and appropriate City stakeholders and our neighboring counties and cities to address the regional presence of persons experiencing homelessness