Priority Neighborhoods

Richmond 300: A Guide for Growth Amendment
CPC Resolution 2023-020

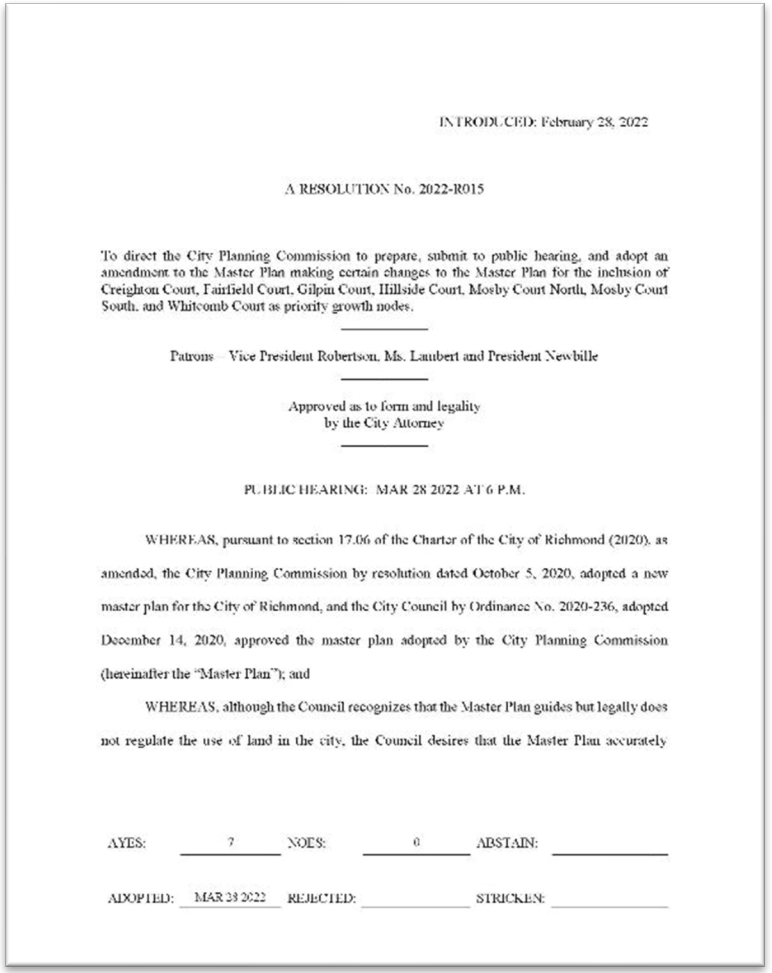
City Planning Commission | July 17, 2023

Maritza Pechin, AICP

DEPARTMENT OF
PLANNING AND
DEVELOPMENT
REVIEW

Resolution No. 2022-R015

To direct the City Planning Commission to prepare, submit to public hearing, and adopt an amendment to the Master Plan making certain changes to the Master Plan for the inclusion of Creighton Court, Fairfield Court, Gilpin Court, Hillside Court, Mosby Court North, Mosby Court South, and Whitcomb Court as priority growth nodes



INTRODUCED: February 28, 2022

A RESOLUTION No. 2022-R015

To direct the City Planning Commission to prepare, submit to public hearing, and adopt an amendment to the Master Plan making certain changes to the Master Plan for the inclusion of Creighton Court, Fairfield Court, Gilpin Court, Hillside Court, Mosby Court North, Mosby Court South, and Whitcomb Court as priority growth nodes.

Patrons – Vice President Robertson, Ms. Lambert and President Newbille

Approved as to form and legality
by the City Attorney

PUBLIC HEARING: MAR 28 2022 AT 6 P.M.

WHEREAS, pursuant to section 17.06 of the Charter of the City of Richmond (2020), as amended, the City Planning Commission by resolution dated October 5, 2020, adopted a new master plan for the City of Richmond, and the City Council by Ordinance No. 2020-236, adopted December 14, 2020, approved the master plan adopted by the City Planning Commission (hereinafter the "Master Plan"); and

WHEREAS, although the Council recognizes that the Master Plan guides but legally does not regulate the use of land in the city, the Council desires that the Master Plan accurately

AYES: 7 NOES: 0 ABSTAIN: _____

ADOPTED: MAR 28 2022 REJECTED: _____ STRICKEN: _____

Amendments to R300

- Added Priority Neighborhoods to Chapter 1: Vision and Core Concepts
- Edited existing maps and text
- Edited the “Expand Housing Opportunities” big move

Priority Neighborhoods

Priority Neighborhoods are the primary focus of investment for the City of Richmond and the Richmond Redevelopment and Housing Authority. Priority Neighborhoods consist of public housing and land owned or recently transferred by RRHA that play an integral role in communities across the city.

Priority Neighborhoods are located within some of today’s most established and distinguished Richmond communities and adjacent to many of the city’s most renown institutions and landmarks. Priority Neighborhoods, many of which date back to the 1950s, are home to multiple-generation residents whose families have signficantly contributed to Richmond’s culture and institutions. While Priority Neighborhoods carry significant stories and lessons of Richmond’s past, including the painful legacy of racial discrimination, they also hold the promise of the city’s transformational future.

The redevelopment of Priority Neighborhoods is an opportunity to redesign the city around the needs, assets, and aspirations of valuable yet historically overlooked communities. By redeveloping Priority Neighborhoods, the City and RRHA will leverage their collective resources and partnerships to provide quality infrastructure, affordable housing, human services, and economic development opportunity for all Richmonders, especially those living in or seeking public housing. Through community-oriented planning and strategic City investment in infrastructure, priority neighborhoods will become high-quality, well-connected, and equitable mixed-use developments that catalyze the Richmond300 vision throughout the city.

PRIORITY NEIGHBORHOODS
The following areas shown in Figure 11 are prioritized for investment.

Gilpin
Creighton
Fairfield
Mosby
Whitcomb
Hillside
Blackwell
Highland Grove

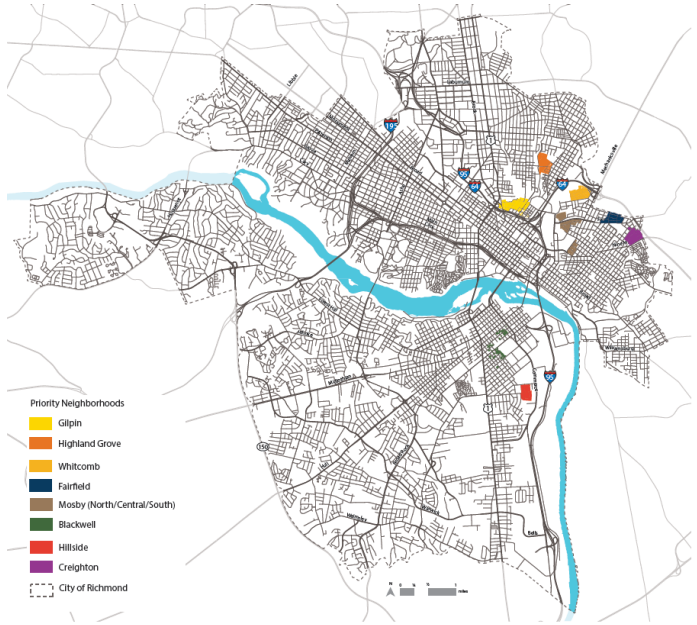
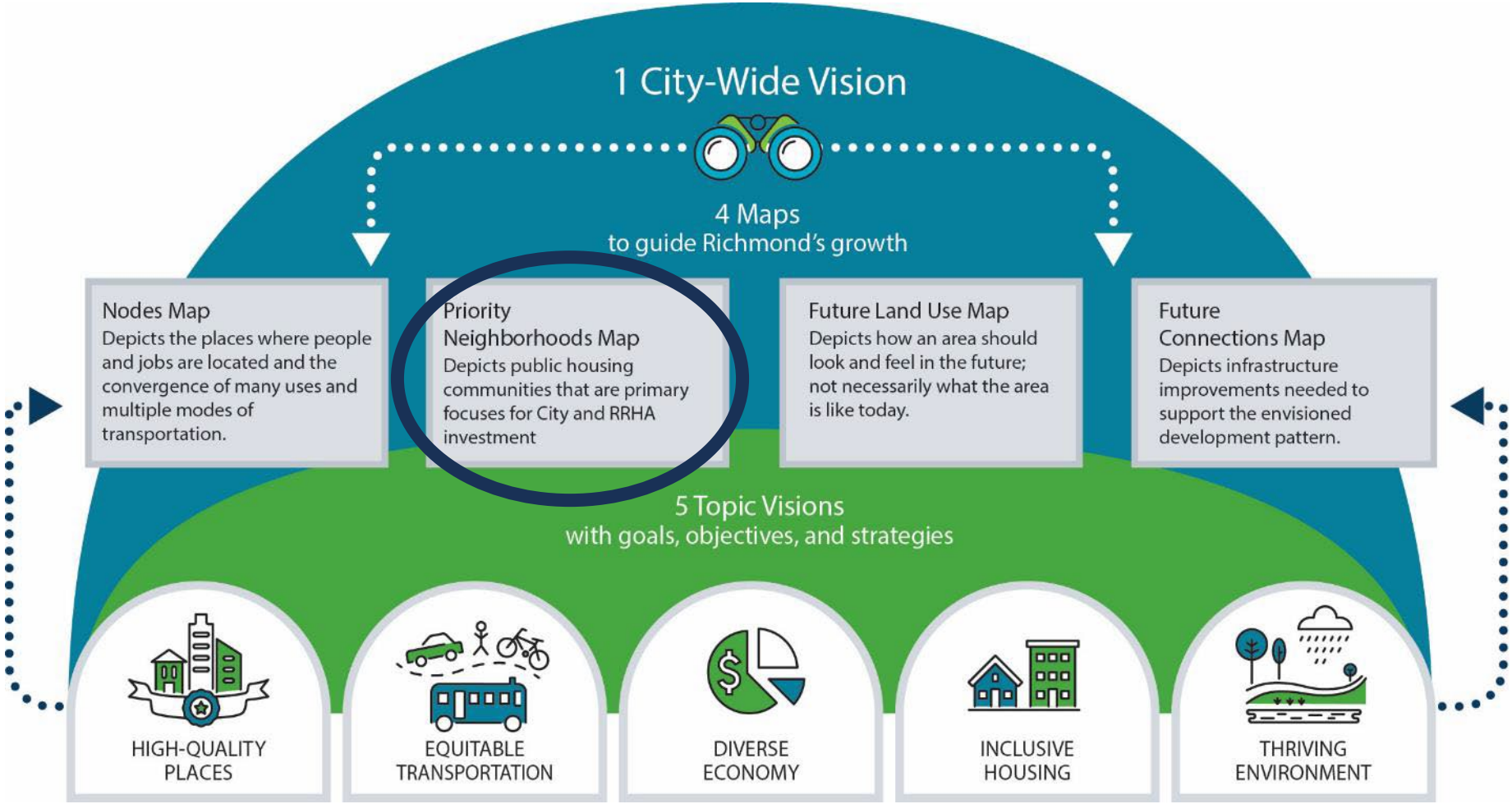


FIGURE 11 // **Priority Neighborhoods Map**
Priority Neighborhoods are a primary focus of investment for the City and RRHA.

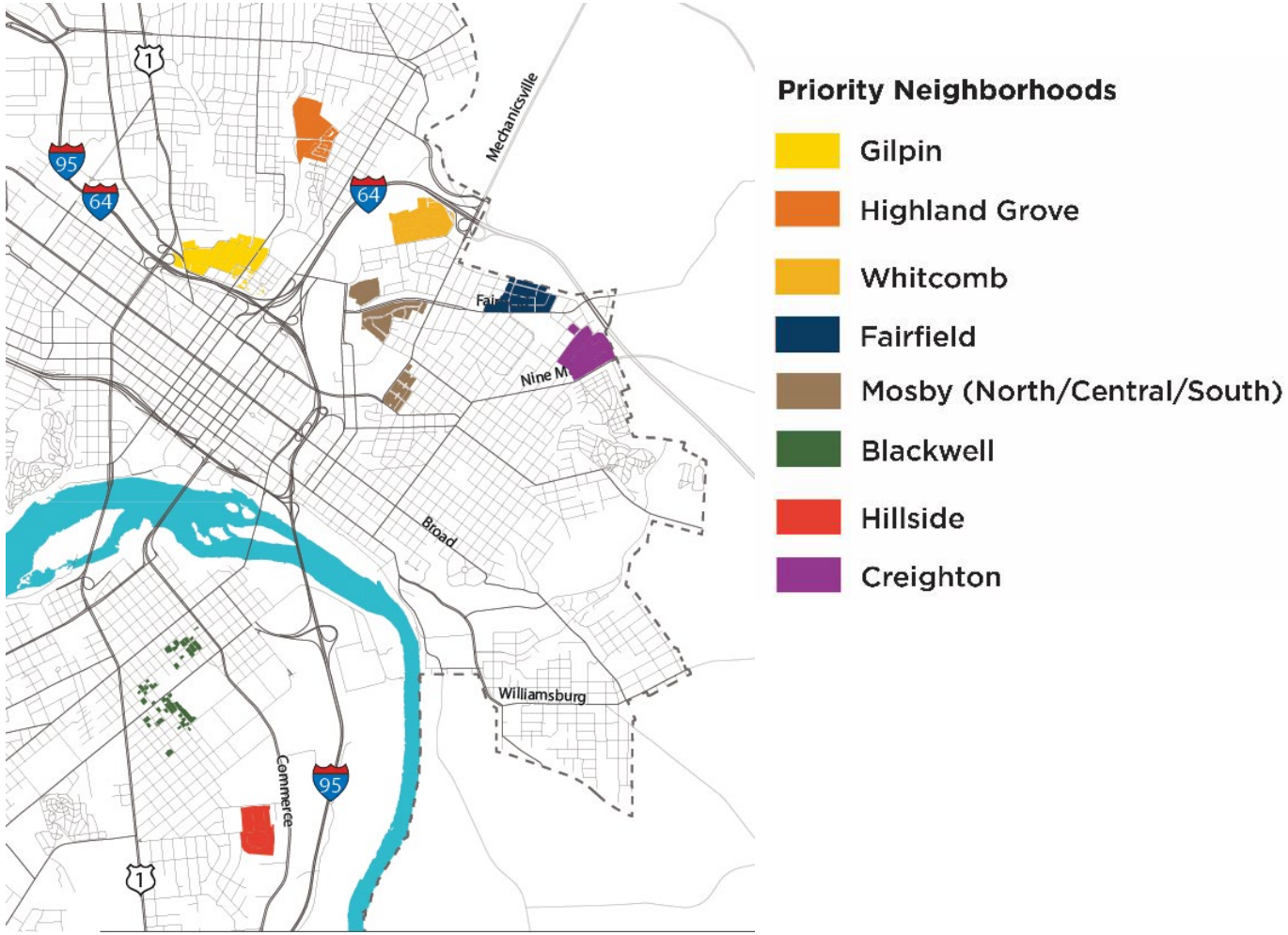
Graphic Amendment in Introduction



Priority Neighborhoods added to Chapter 1

Primary focus of investment for the City and RRHA with shared characteristics:

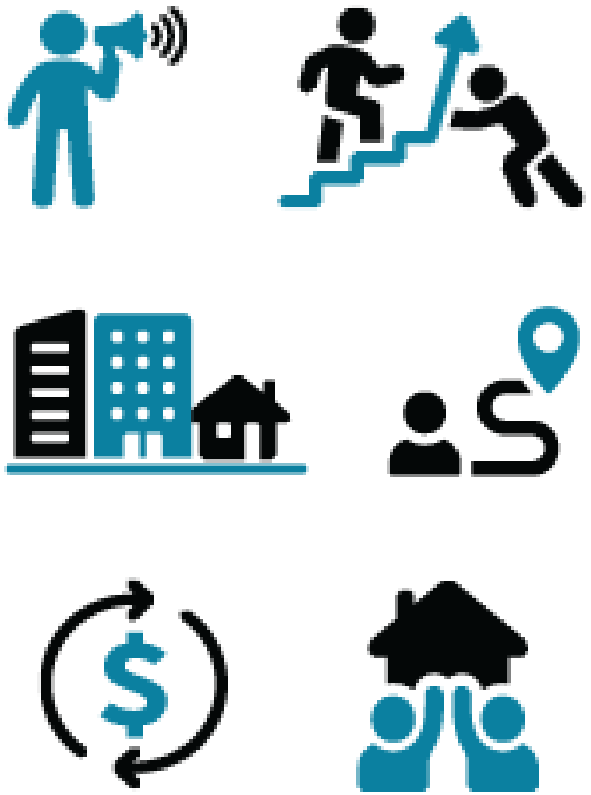
1. Large public housing developments and/or
2. Land owned or recently transferred by RRHA



Mission

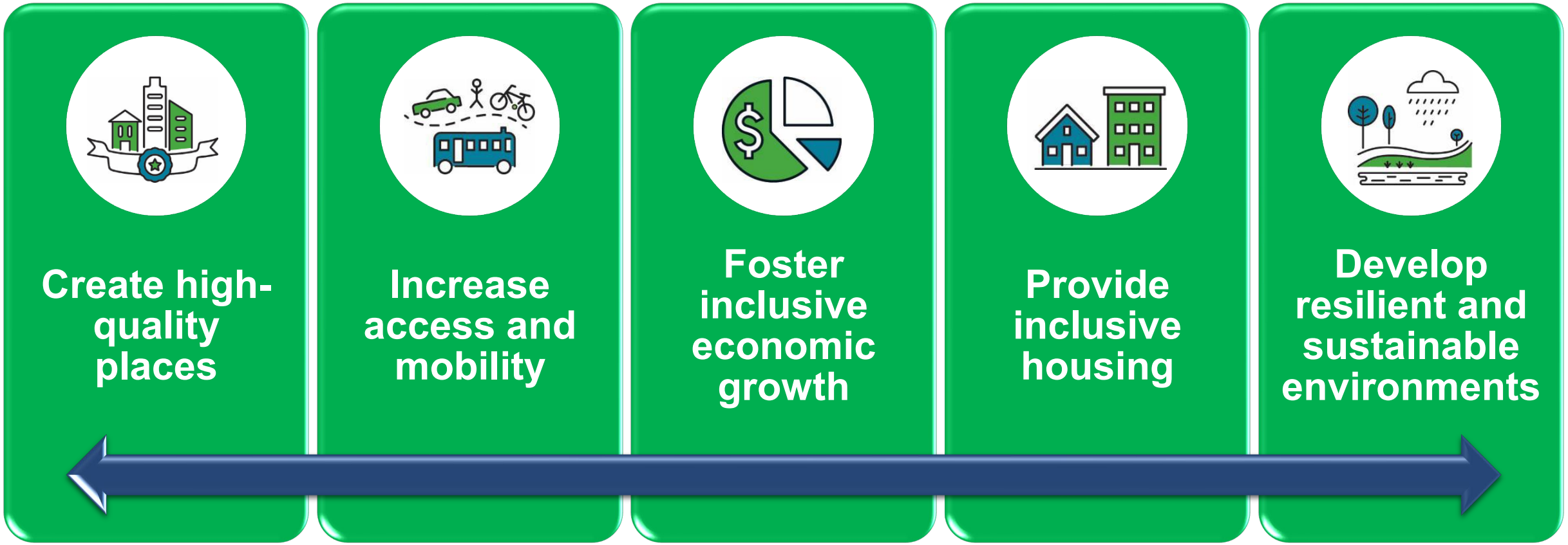
Transform each Priority Neighborhood into **thriving, well-connected, civically engaged, mixed-use, mixed-income** development that becomes a community of choice and strengthens the vibrancy of the surrounding neighborhoods.

Values

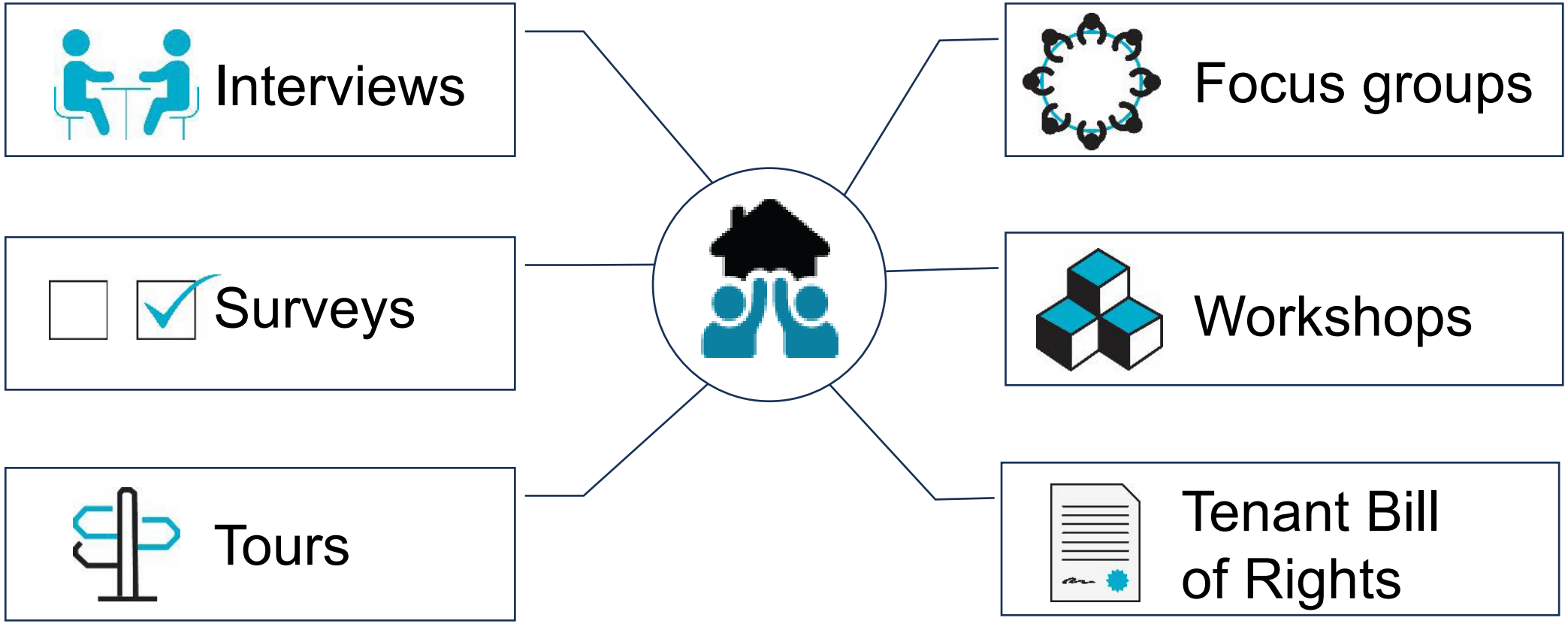


- Everyone belongs.
- People are dynamic.
- Everyone’s voice is valued.
- Everyone needs support.
- Quality housing comes in different forms.
- Great neighborhoods are connected.
- Equity is essential.
- Investments help neighbors.

Commitments



Engagement


Interviews
Surveys
Tours
Focus groups
Workshops
Tenant Bill of Rights

Priority Neighborhoods – Example Spread

Fast Facts

Background

Current Conditions

Map and Photos

Primary Next Steps

Priority Neighborhood

Gilpin Court

Background

Gilpin Court was the first of RRHA's public housing developments and was constructed in three phases beginning in 1942 and ending in 1971. The construction was aided by a 1942 slum clearance project which demolished hundreds of homes and displaced much of the neighborhood's majority Black and immigrant population. The development was named after Charles Gilpin, one of the most famous and early Black stage actors in the country and a Richmond local.

Gilpin is located in Jackson Ward, once the epicenter of Richmond's African-American community. In the 1920s and 1940s, Jackson Ward was known as both the "Harlem of the South" and the "Black Wall Street" due to its emergence as both a place for entertainment and a hub of economic opportunities for Black Richmonders.

In 1957, the construction of the Richmond-Petersburg Turnpike (I-95/I-64) bisected Jackson Ward, leaving Gilpin Court isolated from the rest of the neighborhood and the city. Due to discriminatory planning decisions, structural disinvestment, segregation, and concentrated poverty, the neighborhood struggled and many of its cultural landmarks were destroyed.

Today

Today, Gilpin Court is the most populated public housing development in Richmond with nearly 2475 residents. The poverty rate is nearly 3.5 times that of the city at 80% and the violent crime rate is 2.4 times the city rate. The majority of Gilpin households have an annual income of less than $10,000.

Gilpin is surrounded by rich community resources and Richmond landmarks including: the Calhoun Community Center, historic Shockoe Hill Cemetery and African Burying Ground, Abner Clay Park, the Black History Museum and Cultural Center of Virginia, Hippodrome Theater, Maggie L. Walker Plaza and Statue, and Sixth Mount Zion Baptist Church.

GILPIN COURT

Year Built: 1942, 1957, 1971

Total Acreage: 38

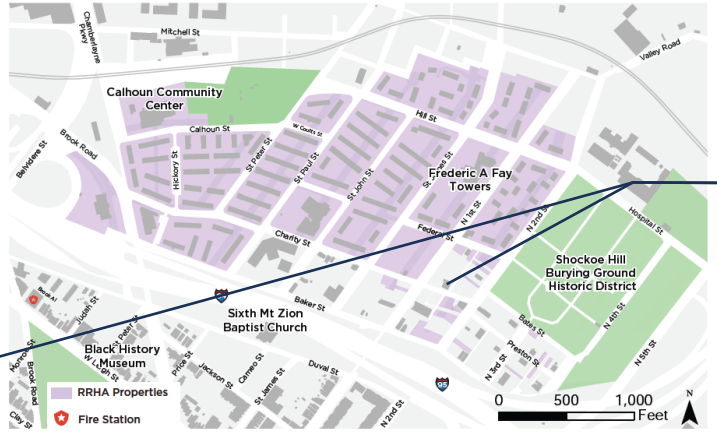
Public Housing Units: 781

Est. Public Housing Population (2019): 2,475

Public Housing Median Household Income (2019): $9,800

Gilpin Court Aerial
Source: Richmond Times-Dispatch

Gilpin Court
1005-1009 Chamberlayne Parkway in Gilpin Court is a typical representation of the development's Phase 1 multi-family dwellings.
Source: RRHA, 2020



Gilpin Priority Neighborhood

In 2022, the City secured a grant from the U.S. Department of Transportation to study the feasibility of new infrastructure reconnecting Gilpin with the Jackson Ward neighborhood south of Interstates 95 and 64.

In 2021 RRHA and the City won a HUD Choice Neighborhood Planning grant to plan for the redevelopment of Gilpin Court. RRHA and the City are leading a community-led planning process in collaboration with the Richmond Health District. The final plan will be finished at the end of 2023.

Primary Next Steps

- **Jackson Ward Community Plan:** Adopt the plan as an element of the City's master plan.
- **Development Partner:** Select a master development via RRHA's competitive bid process to redevelop Gilpin Court
- **Calhoun Center:** Renovate the Calhoun Center into a 21st century facility with a functioning pool.
- **Calhoun Recreational Space:** Improve the green space east of the Calhoun to add a splash pad, playground equipment, exercise equipment, a walking path, public art, and improvements to the community garden.
- **Fay Towers:** RRHA will self develop Fay Towers to provide housing options for residents of Gilpin Court.
- **Section 18:** RRHA will submit a Section 18 application to HUD's Special Applications Center (SAC) to begin the redevelopment process of Gilpin Court.
- **Tenant Bill of Rights:** RRHA will meet with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options

DEPARTMENT OF PLANNING AND DEVELOPMENT REVIEW

Gilpin Court

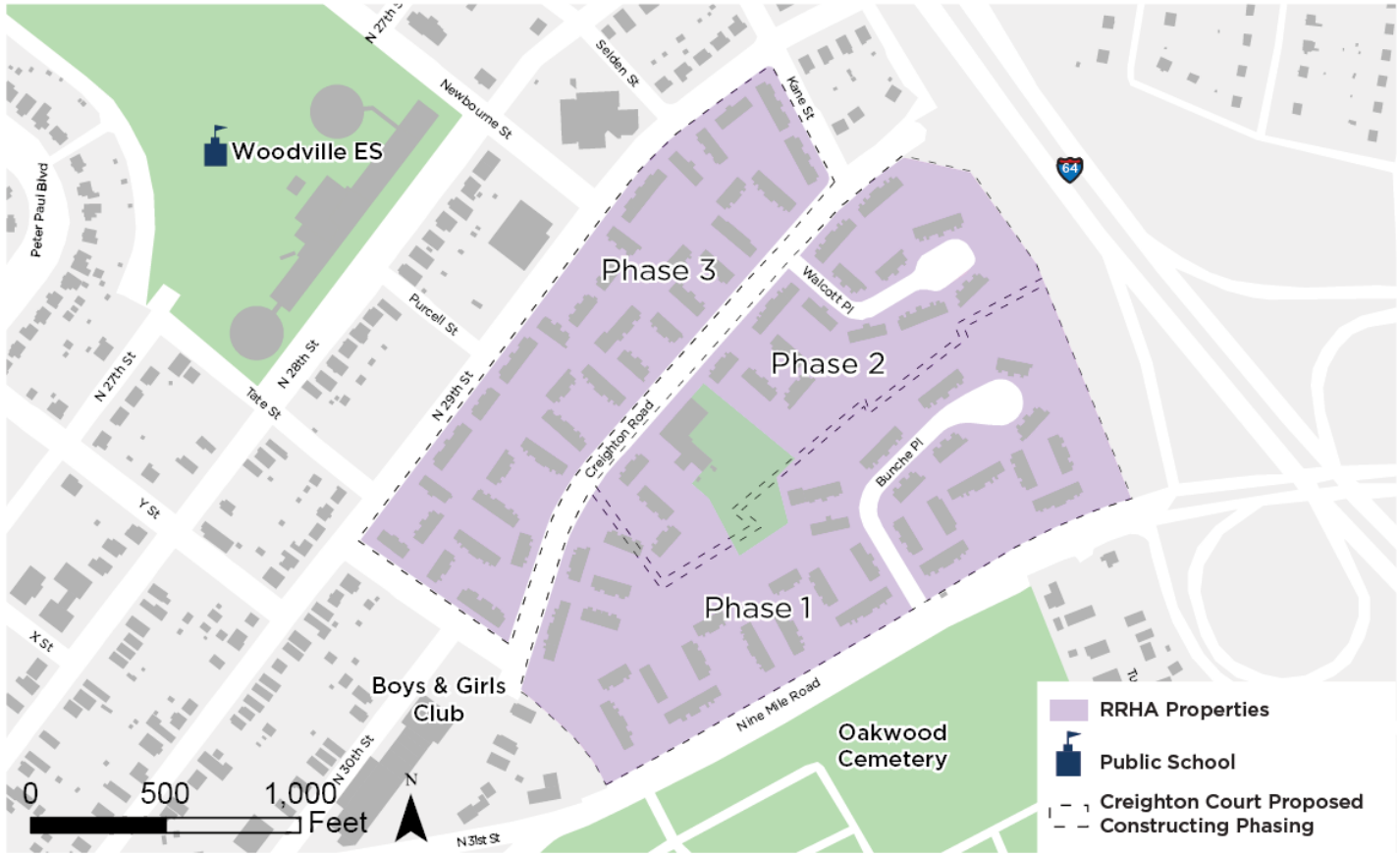
Primary Next Steps

- Jackson Ward Community Plan
- Development Partner
- Calhoun Center
- Calhoun Recreational Space
- Fay Towers
- Section 18
- Tenant Bill of Rights

Creighton Court

Primary Next Steps

- Phase 1 Redevelopment
- Phase 2 Redevelopment
- Phase 3 Redevelopment



Hillside Court

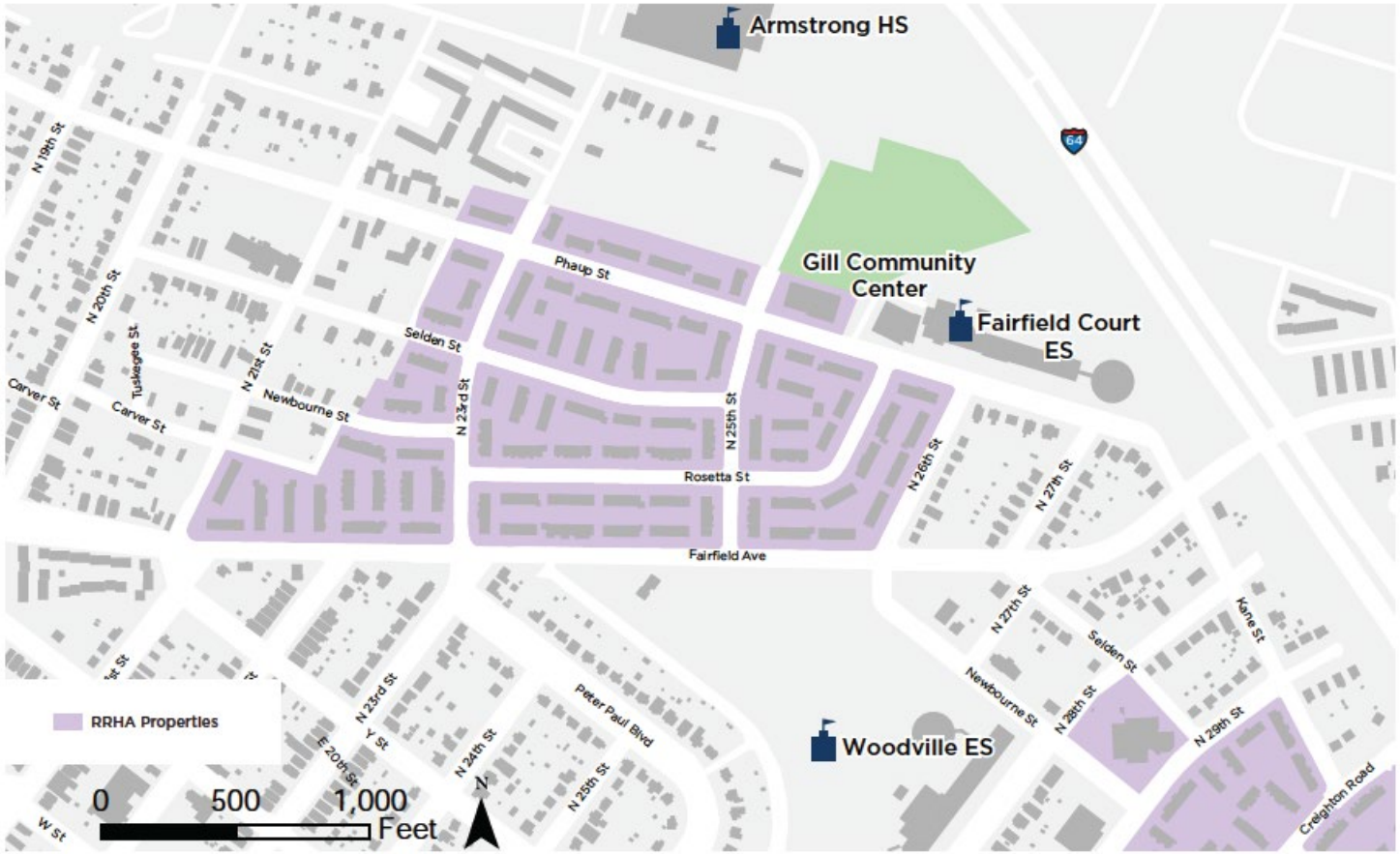
Primary Next Steps

- Oak Grove/Hillside/Bellemeade Small Area Plan
- Maintenance
- Improvements
- Development Partner
- Tenant Bill of Rights

Fairfield Court

Primary Next Steps

- Maintenance
- Improvements
- Small Area Plan
- Tenant Bill of Rights



Whitcomb Court

Primary Next Steps

- Maintenance
- Improvements
- Small Area Plan
- Tenant Bill of Rights

Mosby Court

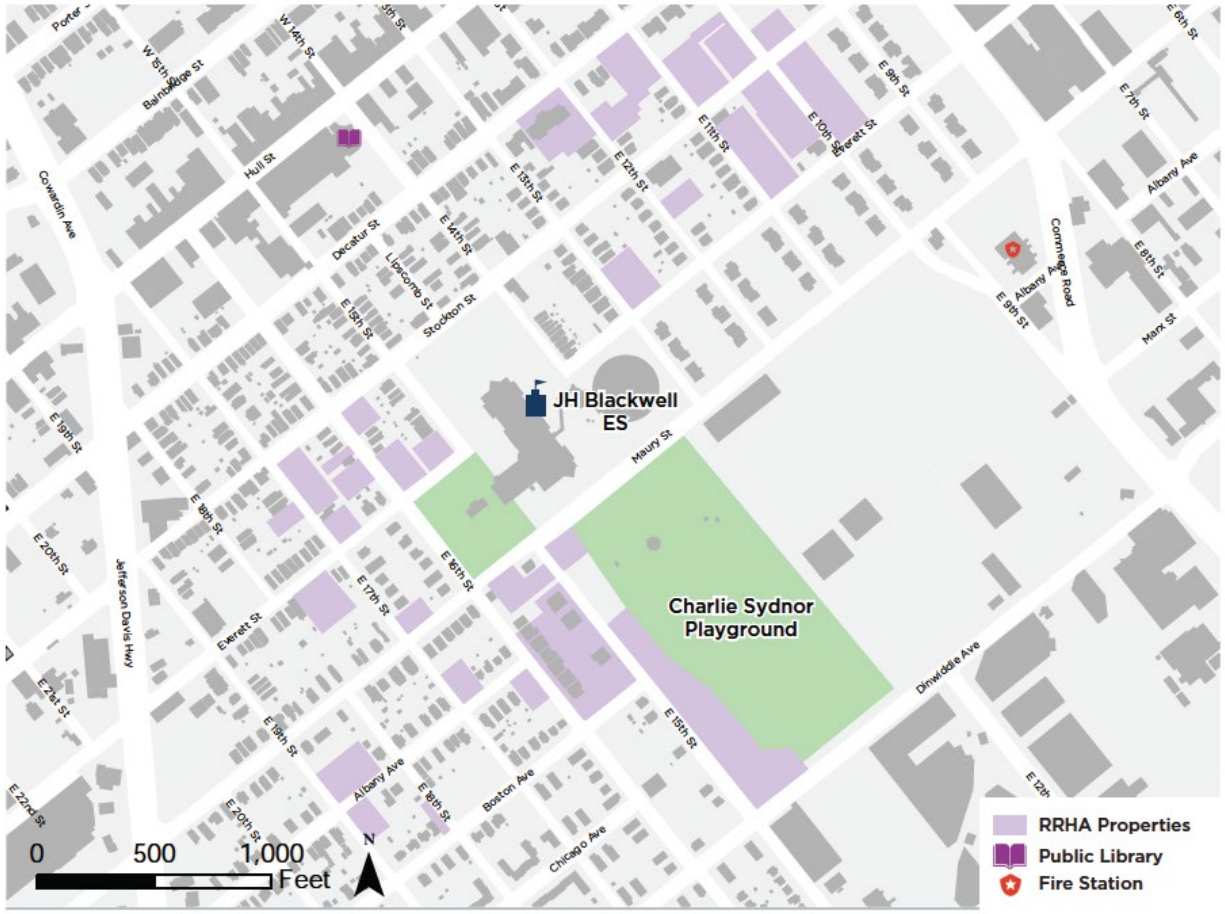
Primary Next Steps

- Mosby South Planning
- Section 18
- Tenant Bill of Rights

Blackwell

Primary Next Steps

- Disposition
- Senior Cottages
- Development Partner
- Tenant Bill of Rights

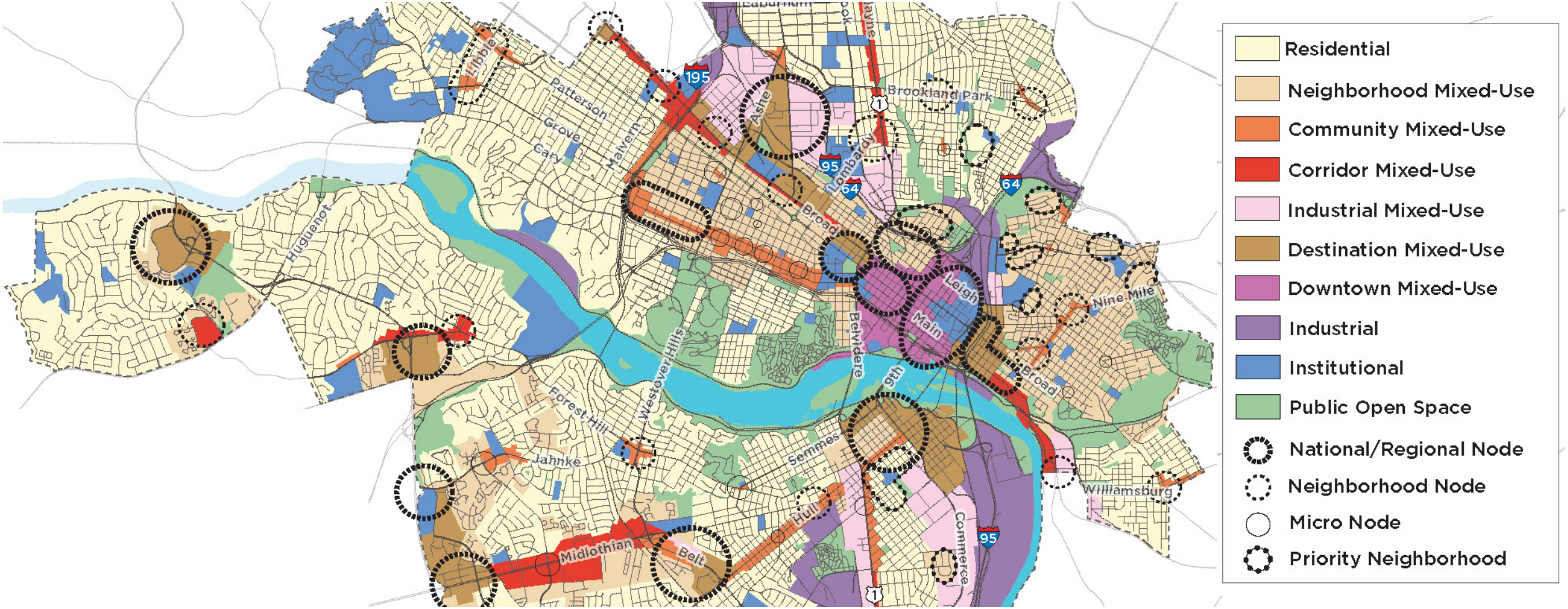


Highland Grove

Primary Next Steps

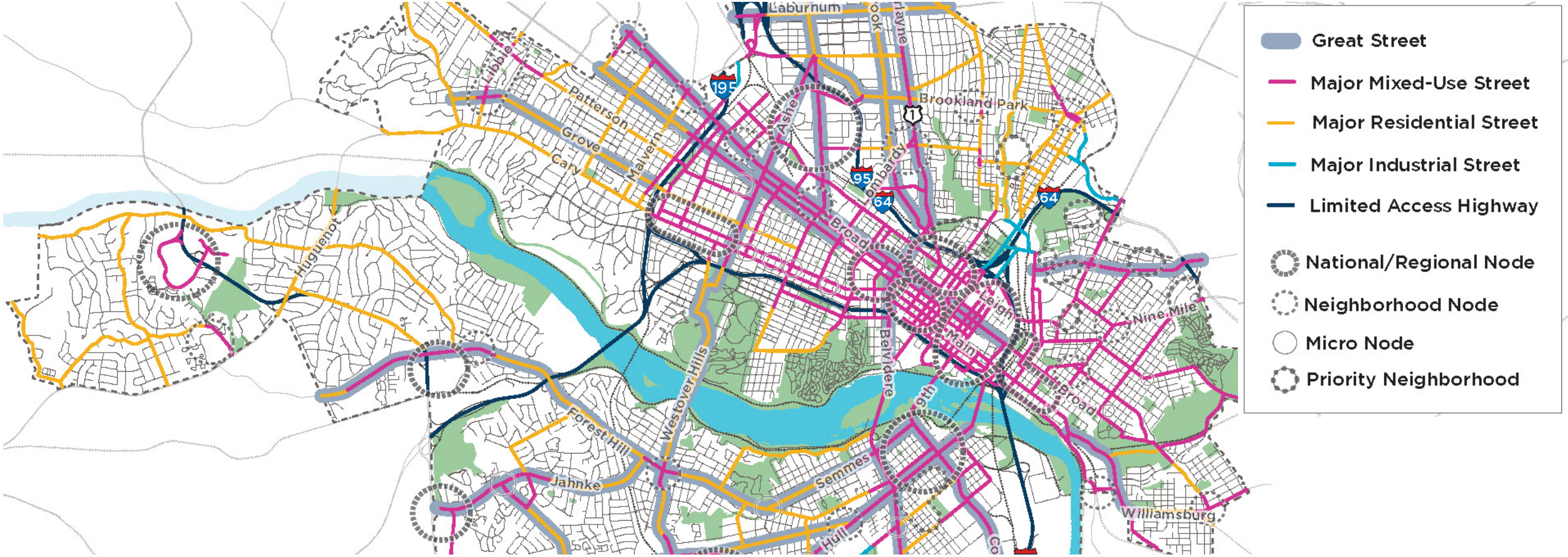
- Redevelopment led by Better Housing Coalition

Future Land Use Map Amendment



Future Connections Maps Amendments

Great Streets and Street Typologies Map

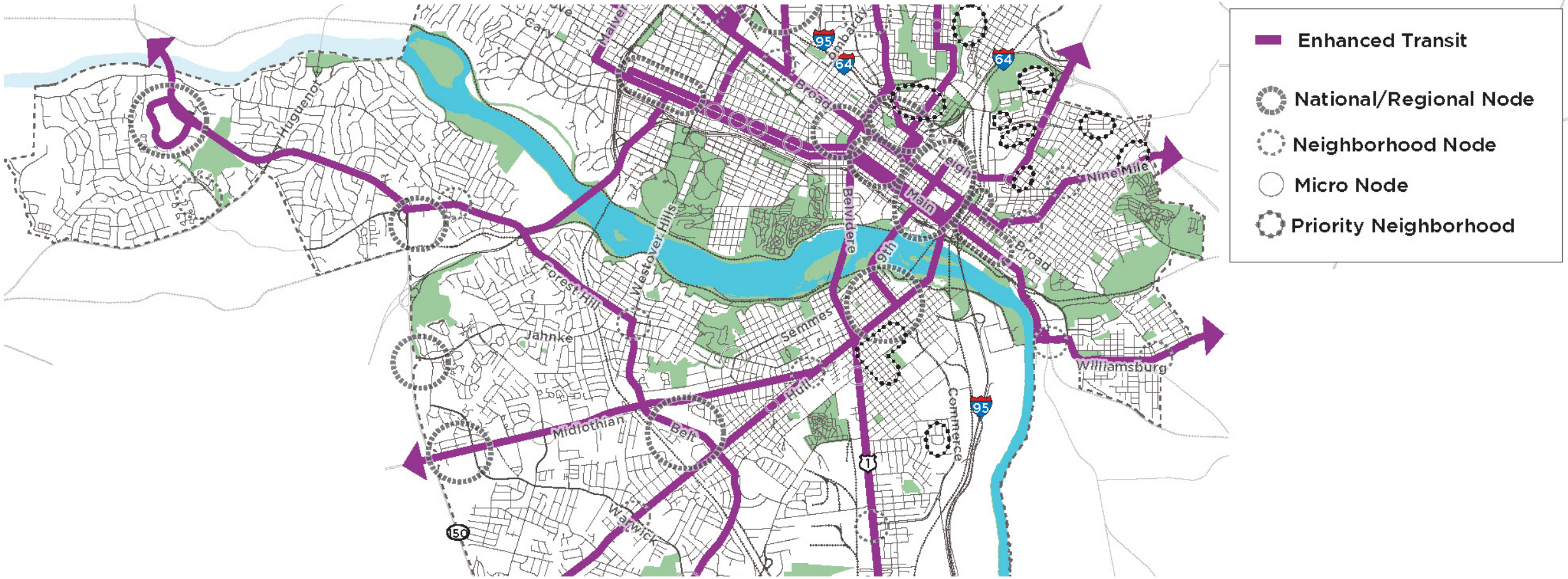


Future Connections Maps Amendments

Greenways and On-Street Bike Facilities

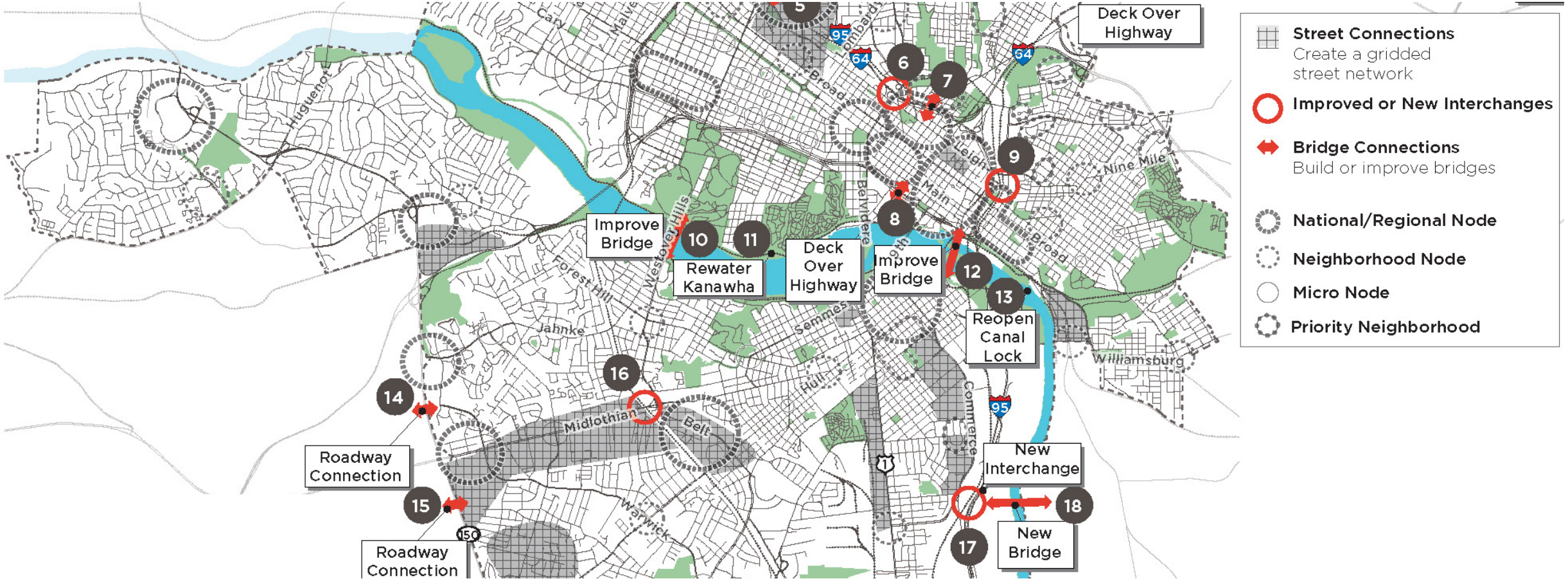
Future Connections Maps Amendments

Enhanced Transit Map



Future Connections Maps Amendments

Connections, Interchanges, and Bridges Map



Map Amendments in Chapters 2 to 6

High-Quality Places

Figure 21 – “Future Land Use” map

Figure 27- “Parks, Greenways, and On-Street Facilities” map

Equitable Transportation

Figure 30 – “Greenways & On-Street Bike Facilities” map

Figure 31 – “Enhanced Transit” map

Figure 32 – “Great Streets and Street Typologies” map

Figure 33 – “Connections, Interchanges, and Bridges” map

Diverse Economy

Figure 35 – “Economic Development Programs and Nodes” map

Inclusive Housing

Figure 41 – “Existing Affordable Housing and Nodes with Enhanced Transit” map

Thriving Environment

Figure 45-”Parks, Greenways, and Bike Facilities” map

Figure 49 – “Floodplain with Nodes” map

Strategy Amendments in Chapters 2 to 6

- 33 text amendments to existing goals, objectives and strategies
- 1 new strategy added

High Quality Places

1: Complete Neighborhoods

Establish a city of complete neighborhoods that have access to Nodes **and Priority Neighborhoods** connected by major corridors in a gridded street network.

1.3.b: Co-locate, consolidate, and modernize community-serving public facilities, and locate them in or near Nodes **and Priority Neighborhoods** (see Goal 2).

Equitable Transportation

6.1.b: Develop housing at all income levels in and near Nodes**, Priority Neighborhoods,** and along major corridors (see strategies Goal 14).

8.4.b: Improve and maintain priority transit stops with amenities such as shelters, benches, trash cans, and bike parking, focusing first on improving stops in ~~low-income and low-car ownership areas~~ **Priority Neighborhoods.**

Inclusive Housing

14.5: Encourage more housing types throughout the city and greater density along enhanced transit corridors, ~~and at~~ Nodes**, and Priority Neighborhoods** (shown in Figure **41**) by amending the Zoning Ordinance.

14.6.b: Develop small area plans with inclusive community input (including existing RRHA residents) to plan for the redevelopment of ~~mixed-income neighborhoods on public housing sites for~~ **Priority Neighborhoods** at 1) Gilpin Court, 2) Mosby ~~South~~ **Court** 3) Creighton Court, 4) ~~Mosby North~~ **Fairfield Court**, 5) ~~Fairfield Court~~ **Whitcomb Court**, 6) ~~Whitcomb Court~~ **Hillside Court**, 7) ~~Hillside Court~~ **Highland Grove**, and **8) Blackwell**.

14.6.f: Partner with RRHA to provide community members the opportunity to negotiate the terms of redevelopment for each Priority Neighborhood through the creation of a Tenant Bill of Rights.

Text Amendments to Chapter 7

Expand Housing Opportunities

Encourage the development of housing options throughout the city to expand the geography of opportunity by de-concentrating poverty.

Description

Richmond offers many housing options; however, the city is intensely segregated by socio-economic status and race. This Big Move seeks to elevate the importance of creating more housing opportunities in more parts of the city for all income earners.

Text Amendments to Chapter 7

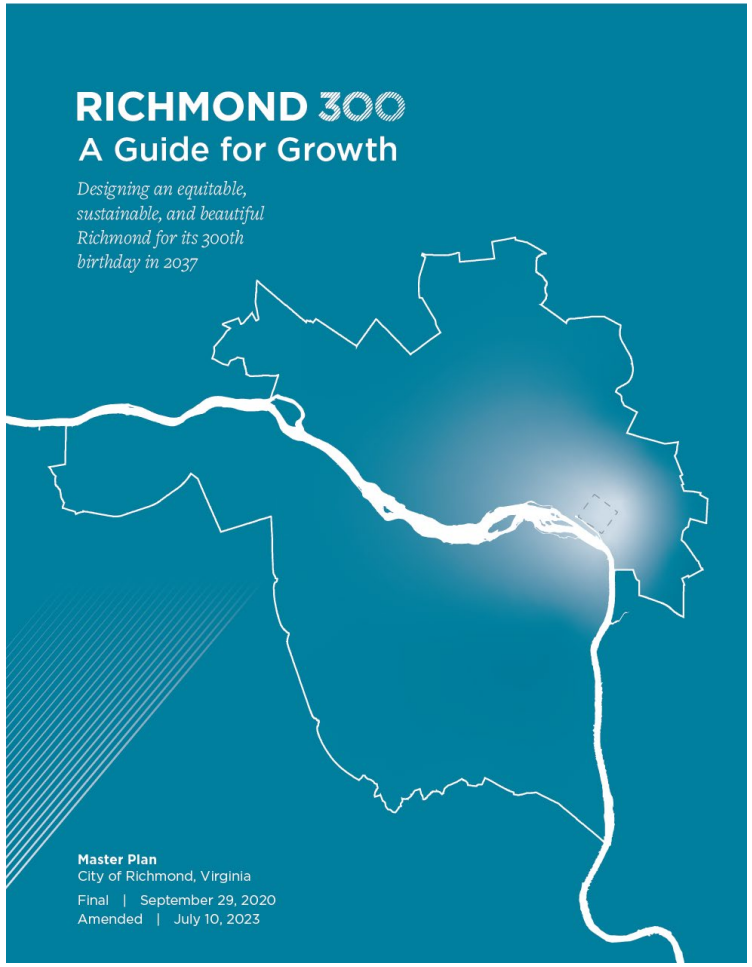
Actions May Include	Type	R300 Goal	Lead*	Time Frame
Priority Neighborhoods Task Force: Convene an inter-agency task force to devise a Memorandum of Understanding between the City and RRHA to determine roles and responsibilities, schedule, project workflow, and a funding strategy for the Priority Neighborhood Program. The Memorandum of Understanding will be adopted by City Council and the RRHA Board of Commissioners.	Administrative Legislation	Goal 1 3.3 Goal 4 Goal 5 Goal 6 Goal 8 11.2 11.3 Goal 14 Goal 15 16.4 Goal 17	PDR	FY23-FY24
GILPIN COURT				
Jackson Ward Community Plan: Adopt the plan as an element of the City's master plan.	Legislation	" "	PDR/RRHA	FY24
Development Partner: Support RRHAA select a development partner through a competitive bid process to redevelop Gilpin Court	Administrative	" "	PDR/RRHA	FY24
Calhoun Recreational Space: Improve the green space east of the Calhoun to add a splash pad, playground equipment, exercise equipment, a walking path, public art, and improvements to the community garden.	Planning	" "	PDR	FY23
Calhoun Center: Renovate the Calhoun Center into a 21st century facility with a functioning pool.	Planning	" "	PRCF	FY23-25
Fay Towers: Support RRHA with redeveloping Fay Towers to provide housing options for residents of Gilpin Court.	Administrative	" "	PDR	FY24-25
Private rental units: Support RRHA and its development partner to build rental units on RRHA owned property in the Jackson Ward Community.	Administrative Legislation	" "	PDR	FY24-25
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options	Administrative	" "	PDR	FY24

Actions May Include	Type	R300 Goal	Lead*	Time Frame
CREIGHTON COURT				
Creighton Court Redevelopment: Support RRHA with Phase 1 Infrastructure Construction, Phase A Construction, Construction of Phase B (~72 units), Phase 2 Resident Relocation, Phase 2 Demolition, Phase 2 Infrastructure, and Construction of next phases.	Administrative	" "	PDR/HCD/RRHA	FY24-FY26+
HILLSIDE COURT				
Oak Grove/Bellemeade Small Area Plan: Develop a Small Area Plan with community input for the Oak Grove/Bellemeade Area that provides strategies for fostering equitable growth and improvement.	Planning	" "	PDR/HCD/RRHA	FY23-24
Hillside Court Development Partner: Support RRHA in soliciting a request for a Hillside Court development partner.	Administrative	" "	PDR/HCD/RRHA	FY24
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options	Administrative	" "	PDR/HCD/RRHA	FY24
FAIRFIELD COURT				
Fairfield Small Area Plan: Develop a Small Area Plan with community input for the Fairfield Priority Neighborhood Area that provides strategies for fostering equitable growth and improvement.	Planning	" "	PDR/HCD/RRHA	FY24-26
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options.	Administrative	" "	PDR/HCD/RRHA	FY25-26
WHITCOMB COURT				
Whitcomb Small Area Plan: Develop a Small Area Plan with community input for the Whitcomb Priority Neighborhood Area that provides strategies for fostering equitable growth and improvement	Planning	" "	PDR/HCD/RRHA	FY24-26
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options.	Administrative	" "	PDR/HCD/RRHA	FY24-26

Actions May Include	Type	R300 Goal	Lead*	Time Frame
MOSBY COURT				
Mosby Court Planning Process: Support RRHA and its selected development partner with planning process for Mosby Court redevelopment.	Planning	" "	PDR/HCD/RRHA	FY24-26
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options.	Administrative	" "	PDR/HCD/RRHA	FY24-FY26
BLACKWELL				
Disposal of 55 RRHA lots: Support RRHA will disposal of 55 lots to awarded development partners for homeownership opportunities.	Administrative	" "	PDR/HCD/RRHA	FY24-FY25
Receipt of 3 RRHA lots: Parks & Rec will receive 3 lots from RRHA for the purposes of park space.	Administrative Legislation	" "	PDR/HCD/RRHA	FY24
Develop 44 vacant lots: Support RRHA with the solicitation of a request for a development partner for their remaining 44 vacant lots.	Administrative	" "	PDR/HCD/RRHA	FY24-FY25
Tenant Bill of Rights: Support RRHA's engagement of with residents and tenant council to establish a Tenant Bill of Rights to ensure residents have right to return and access to housing options.	Administrative	" "	PDR/HCD/RRHA	FY24
HIGHLAND GROVE				
Better Housing Coalition (BHC) Development: Support BHC with infrastructure work for new development and construction of homeownership units.	Administrative	" "	PDR/HCD/RRHA	FY24-26

CPC Resolution No. 2023-020

To adopt the Priority Neighborhoods Master Plan amendment to the Richmond 300 Master Plan



Thank you!