



A ROADMAP TO A THRIVING RICHMOND

FY2027 PROPOSED BUDGET

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CITY OF RICHMOND MAYOR AND COUNCIL



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Portfolios

City Departments

Finance & Administration

Tanikia Jackson, DCAO

Operations

Al Wiggins Jr., DCAO

Housing & Economic Development

Sharon Ebert, DCAO

Human Services

Amy Popovich, DCAO

Police Department

Richard “Rick” Edwards, Chief of Police

Fire Department

Jeffrey Segal, Fire Chief

Emergency Communications

Stephen Willoughby, Director

Constitutional Offices

Commonwealth Attorney

Treasurer

Sheriff’s Office

(For informational purposes)



Message from the Chief Administrative Officer



Greetings Honorable Members of the Richmond City Council,

I am pleased to provide this detailed overview of the Proposed Fiscal Year 2027 Budget on behalf of the Avula administration as a part of the official budget transmittal. The FY2027 Proposed Budget has been developed during a period of economic uncertainty and intentional constrained revenue growth. With the uncertainties of this changing environment as a backdrop, the Administration has developed a balanced financial plan that maintains core services, advances strategic investments, and preserves the City's long-term fiscal stability. The FY2027 Proposed Budget reflects a disciplined approach to fiscal management while continuing to invest in the priorities that support Richmond's neighborhoods, families, and growing economy.

Real estate assessments—Richmond's largest source of General Fund revenue—are projected to remain relatively flat due to adjustments in the City's reassessment cycle, limiting the natural revenue growth that has supported the most recent budgets. Simultaneously, other revenue categories reflect mixed trends. Some sources are projected to experience moderate growth as economic activity remains steady, while others are expected to decline as temporary federal funding and pandemic-related fiscal support return to normal (or below) levels.

The proposed budget endeavors to deliver best in class services to residents, business owners, and a variety of other key stakeholders. Now more than ever the juxtaposition between the quality of life in the City versus that of other localities plays front and center. The costs associated with living within the City must be balanced against the return on investment of those costs. Whether it be the City's strong restaurant scene, access to diverse entertainment, the delivery of paved roads, meticulously maintained bridges, continuously improving public education, reliable trash pickup, consistently lowering crime rates or increased housing stock - access to best-in-class City services is a fair expectation in exchange for the investments made by Richmonders.

The Avula administration has intentionally framed the FY2027 budget, as A Roadmap to A Thriving Richmond ensuring a focus on the many inputs required across service areas to deliver a safe, growing, fiscally responsible government, that delivers on behalf of its residents. This can be seen in the proposed budgets leveraging of public input to determine investments that support for public housing transformation, the continuation of historic investments in K-12 education, the realignment of departments to increase productivity, strengthening partnership with the City Council, support for our most vulnerable (including homeless residents), and becoming a model employer that supports its workforce.

There is evidence of these investments already taking shape illuminated through historic graduation rates, the lowest vacancy rate in more than a decade, historic resolution of audit findings, successful transparency initiatives, and a revamped budget process that has prepared our elected officials to govern based on the desires of their constituents armed with greater access to the budget prioritization process.

The budget before you reflects the ideas and priorities of Richmond residents and delivers on our unified commitment of world class service delivery for every Richmond resident. From again investing heavily in the administration of Parks and Recreation to allocating funding over the next five years for the continued modernization of our fleet, this budget continues to Move Richmond Forward. This budget also maintains critical investments to build a safer, stronger Richmond and to ensure our residents have access to transparency tools that will put them squarely in the center of our government's accountability efforts.

A Safer, Stronger Richmond

The City is committed to ensuring that all residents feel and are safe, providing an environment where businesses can succeed and thrive. To that end, the FY2027 budget includes investments to expand the police and fire apparatus fleet, investments in public safety personnel, allowing the City to recruit and retain officers, investments in essential software related to crime suppression and investigations, and investment in 311 activities to reduce the burden on 911 related to non-emergency calls.

Supporting our Economy, the Richmond Way

Maintaining a strong, diverse, and resilient Richmond requires that business and industry have the ability to operate in an environment that supports commerce. We accomplish this by nurturing small business assets, and intentionally connecting local businesses to government service delivery. Some ways the FY2027 proposed budget supports Richmond as a key destination for businesses includes an investment in a Carytown BID, the alignment of the Office of Community Wealth Building (OCWB) under the economic development cluster, and a new façade improvement program funded at \$250,000.

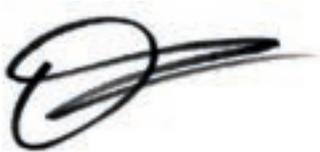
Taking Steps Toward A High Performing Government

As our City continues to grow, we must approve these critical investments to ensure that citizens in all 9 Districts benefit from our inclusive prosperity. It is imperative that we make all of the critical investments in our budget and financial plan to ensure that residents receive world class services and municipal support. Key among these activities is preparing to continue investments in our workforce through a robust class and compensation plan.

In addition to investing in those responsible for delivering top notch service to residents, it is equally important to operationalize the Mayoral Action Plan (MAP) codifying the Mayor's vision for the City and provide strategic direction allowing for the development and implementation of departmental goals and performance measures. Building a government that works for the citizens of Richmond streamlines processes and improves efficiency.

In a city with the potential of ours, we can and should make all of the critical investments necessary to ensure that residents in all nine (9) districts receive world class service delivery in a safe environment focused on inclusive prosperity. I am honored to serve Mayor Avula and our dynamic elected officials in reaching this goal.

In Service,



Odie Donald II

FY2026 Key Activities

Over the past year, the City has continued to advance several important initiatives that strengthen Richmond’s operational capacity, infrastructure, and service delivery. These accomplishments reflect the Administration’s commitment to implementing budget priorities while preparing for the challenges ahead.

A sample list of key accomplishments during the current fiscal year includes (but is not limited to):



Strengthening Procurement and Cost Management

In FY 2026, the Administration introduced new procurement tools designed to increase competition and deliver better value for taxpayers. One example was the City’s first reverse auction procurement, used to purchase ferric chloride for wastewater treatment operations.

Through this competitive process, vendors were able to lower their bids in real time, resulting in a contract price significantly below the City’s previous agreement. The new contract is projected to generate approximately \$572,000 in annual savings, or \$1.7 million over the three-year contract term, while maintaining reliable wastewater treatment operations.

This initiative reflects the Administration’s ongoing commitment to responsible financial stewardship and operational efficiency.

Modernizing Public Safety Facilities

During FY 2026, the City has completed construction of **two new fire stations—Stations 12 and 21—and is nearing completion of the new First District Police Precinct.**

These projects replace aging facilities and represent a significant step forward in modernizing the City’s public safety infrastructure. Continued investment in modern facilities helps ensure that first responders have the tools and environments necessary to serve the community effectively.



Advancing Economic Development Efforts

During FY 2026, the Administration recommended and City Council approved an ordinance authorizing a \$14.7 million loan to the Economic Development Authority to support redevelopment activities within the Diamond District.



2.5%
of annual real estate tax
revenues dedicated to
affordable housing

Advancing Affordable Housing Initiatives

During this fiscal year, the Administration and City Council worked collaboratively to improve on the City’s **Affordable Housing Trust Fund** by adopting a redesigned ordinance that establishes a dedicated funding source for affordable housing. The updated framework dedicates **2.5 percent of annual real estate tax revenues** to support affordable housing initiatives while strengthening transparency, reporting requirements, and long-term funding stability.

Key Accomplishments in Support of A Thriving Richmond

While the administration is focused on creating a plan to lay the foundation for a thriving Richmond, that work does not begin in July. Below is a summary of key activities toward that end delivered during the current fiscal year.

Setting Joint Priorities, Together

FY 2026 also marked important improvements to the City’s budget development process. The Administration worked with City Council leadership to introduce earlier opportunities for collaboration and fiscal planning through the **Budget Review Task Force**, which met throughout the summer to review the City’s existing budget development practices.

These efforts resulted in several new milestones in the FY 2027 budget calendar, including the City’s **first joint Mayor and Council Budget Kick-Off activation** and a **joint budget retreat held in December 2025 that produced eight priority areas** used to frame investments for the Mayor’s proposed budget.

Eight Priority Areas	
Economic Development	Health in Community
Infrastructure + Transportation	Public Safety
Housing Continuum	Environmental/City We Love
Education Continuum	Government Service Delivery

Publication of Departmental Budget Requests

In accordance with City Council Ordinance 2025-100 and Section 12-25 of the City Code, the city published departmental budget requests for the upcoming fiscal year for the first time as part of the FY 2027 budget development process. This publication provides agency-level estimates of revenues and expenditures submitted by city departments, boards, commissions, offices, courts, and other agencies, including the School Board, prior to the January 15 submission deadline.

The information reflects each department’s projected resource needs — including personnel, operating, and programmatic requirements — based on current service levels and anticipated operational demands.

Making these materials publicly available represents an important advancement in transparency and accountability in the city’s budget process. The published workbook documents departmental requests in a consistent format and provides additional context for policymakers and residents as the Administration develops the proposed budget. The publication also includes funding requests submitted by select external agencies as part of the annual budget development process. The full publication can be found at <https://rva.gov/budget-and-strategic-planning/fy27-budget-season>.

Community Engagement and Public Input



Resolution No.2019-R051 Requests the Mayor to include \$3.0M in each year of the proposed FY21 to FY25 Capital Improvement Plan for a participatory budget project or projects. **Ordinance 2021-200** creates the Participatory Budgeting Steering Commission. The commission serves as an advisory board to the Council, Mayor, the Chief Administrative Officer, and the Department of Budget and Strategic Planning for the implementation of participatory budgeting process. In **2024**, the Participatory Budget program was piloted through the Councils Chief of Staff’s Office. **FY2026** funding was adopted through the Capital Improvement Plan Amendment for a total of \$1.7M through **ORD 2025.058**.

The Richmond *People’s Budget* is the city’s participatory budgeting initiative that gives residents direct decision-making power over how a portion (\$3M) of the city’s Capital Improvement funds are invested in their neighborhoods. The participatory budgeting process begins with a resident-led Steering Commission that designs the framework, including timelines, funding guidelines, and participation standards. Residents then submit ideas for neighborhood improvement through meetings, events, surveys, and online tools. Budget Delegates from each district develop these ideas into formal project proposals, which residents vote on using a ranked-choice ballot. Winning projects are funded, implemented by city departments, and tracked publicly to ensure transparency and accountability.

While the intent of the legislation was to align the program with administrative activities, **FY2027** marks the first time the organization will serve under the purview of the Chief Administrative Officer as intended by the enabling legislation. This alignment not only follows the letter of the law, but provides the connectivity necessary to deliver as the enabling legislation intended.



Aligning RVAPB with Budget Cycle

Similar to the real estate assessment cycle that has resulted in the FY2027 freeze, the participatory budgeting cycle is not fully in alignment with the fiscal year budget cycle. Initially the program was under the purview of the City Council and attempts to align approved projects occurred outside of the proposed budget process. Current activities as well as the projected public vote on future projects is slated for January, more than halfway through the budget year. The Office of the CAO is currently reviewing and offering improvements to this process, with a focus on receiving public input and delivering on the projects they identify in line with the budget calendar.



Project Breakdown and Implementation

The following is a breakdown by department and funding source (per FY2026 budget) for the implementation of selected projects from Cycle 1 of the RVAPB.

Depts	Total Projects	Funding Allocated	CIP	Go Bond	Operations
DPW	17	\$1,745,000	\$205,000	\$450,000	\$1,090,000
DPR	7	\$265,000	\$130,000		\$135,000
GRTC	8	\$700,000	\$700,000		
RPL	1	\$40,000			\$40,000
Total	33	\$2,750,000	\$250,000 contingency		

The Office of the CAO has developed a tracking system, that once implemented, will allow for the public to receive consistent updates on project status. Further efforts are underway to move toward completion and integration into ongoing departmental projects.

Next steps, previously not in place, now include:

- Moving funds to departments (where/if necessary) with the support of the City’s fiscal operation
- Development of project timelines and implementation plans under the guidance of the CAO’s Office.
- Development of a robust communications and engagement plan to appropriately share community updates.

Engage RVA Budget Town Halls

For the first time, the city conducted a coordinated community engagement effort as part of the budget development process through a series of public budget town halls and online participation opportunities. Through Engage RVA (<https://rva.gov/budget-and-strategic-planning/fy27-budget-season>), residents were invited to learn more about how the city’s budget is developed and to provide input on funding priorities and service needs. The town halls were designed as interactive sessions where participants could better understand how revenues are generated and allocated, while also sharing perspectives on community priorities.

In addition to in-person meetings held across multiple neighborhoods, residents were able to participate through a virtual presentation and an online budget prioritization survey. Feedback gathered through these efforts helped inform the development of the FY 2027 Proposed Budget. This new approach represents an important step toward a more transparent and accessible budget process and reflects the Administration’s commitment to incorporating resident input into major financial decisions. While a full report of the EngageRVA initiative is forthcoming, a summary of outcomes used in FY2027 budget development is below.

Community Budget Priorities

Public Engagement Summary for the Roadmap to a Thriving Richmond

To inform the Roadmap to a Thriving Richmond, the City conducted a public engagement effort by hosting six Budget Townhall meetings, combining service allocation exercises, budget prioritization surveys, and town hall exit surveys. Across all engagement tools, 1,004 residents participated, providing both quantitative and qualitative feedback on how the City should prioritize resources. This blended approach ensured that Richmond residents were able to participate both in person and online, capturing input from community members with different levels of familiarity with municipal budgeting.

What the Community Prioritized

Across both the allocation exercise and prioritization survey, residents demonstrated consistent preferences for core city services. Average resident budget priorities were distributed as follows:

Resident Budget Priorities

Service Area	Average Resident Priority
Education	21%
Public Safety	18%
General Government	15%
Health & Welfare	14%
Operations & Infrastructure	13%
Recreation & Culture	10%
Community Development	9%

Key Insight

Residents allocated nearly **39%** of their total budget priorities to **education** and **public safety**, demonstrating strong support for services that directly impact **safety, youth opportunity, and community stability**.

Administrative services and infrastructure received **28%**, while quality-of-life investments such as parks, culture, and economic development received **19%**.

Town Hall Outcomes

95% said the activities helped them better understand the city budget. 82% felt the event length was appropriate. 62% reported the experience changed how they think about city spending priorities.

Executive Takeaway

Public input from more than 1,000 Richmond residents reveals a clear set of community priorities. Residents overwhelmingly support strong investment in:

- Education
- Public Safety
- Reliable City Services

At the same time, residents recognize the importance of investments that strengthen community health, recreation, and long-term economic development. Together, these engagement results provide a strong foundation for aligning Richmond’s future policy and budget decisions with community priorities and values.

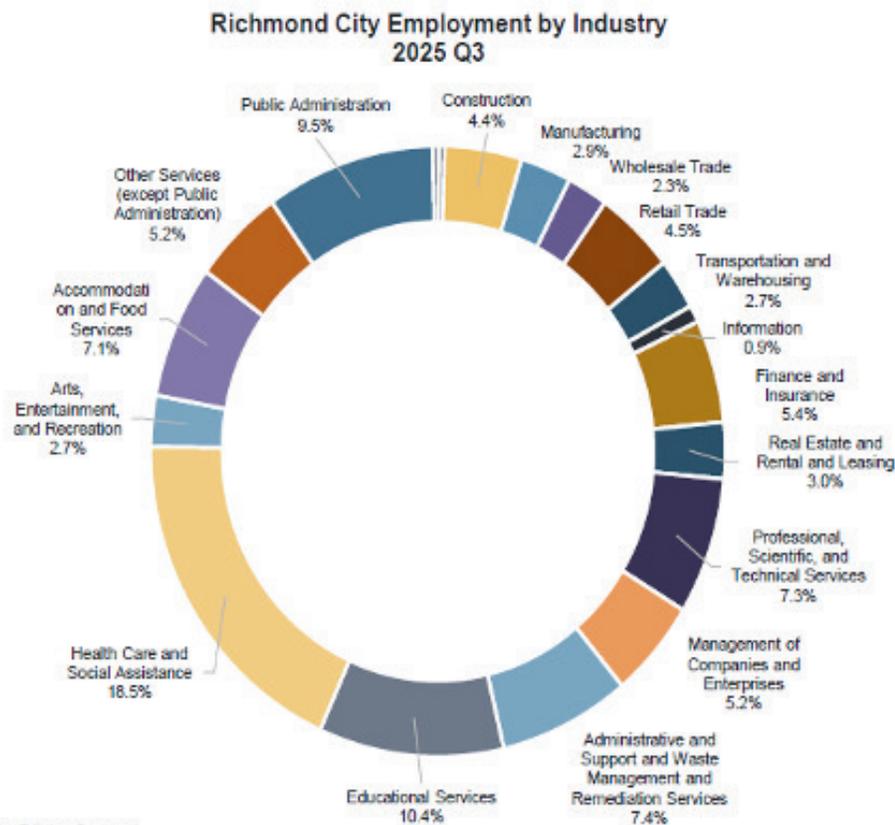
Budget at a Glance

<u>Category</u>	<u>FY 2027 Proposed</u>
Total Budget (All Funds)	\$3,483,557,483
General Fund Budget	\$1,099,079,826
Revenue Growth	4.03%
RPS Local Contribution	\$257.1M
Affordable Housing Investment	\$11.7M
General Fund Personnel Costs	\$454.3M

Economic Indicators

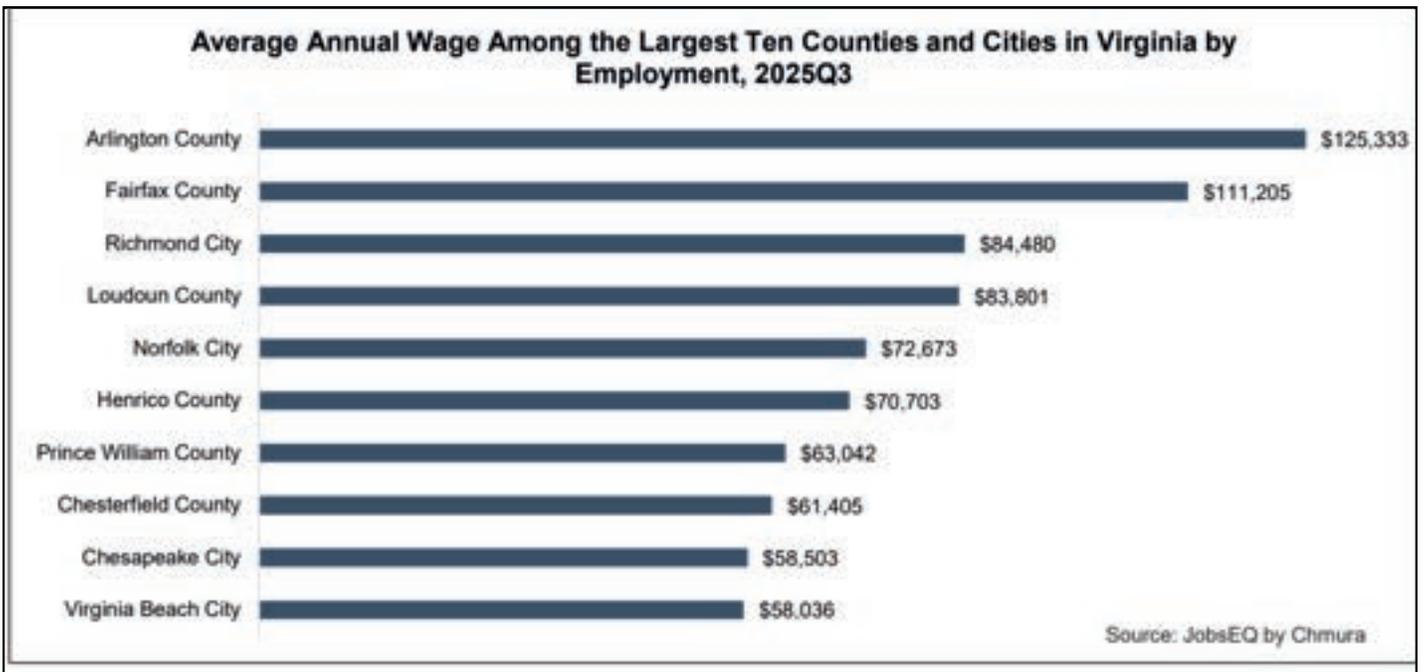
The FY 2027 Proposed Budget was developed against a backdrop of **steady but uneven economic conditions at the national, regional, and local levels.**

The Richmond economy continues to demonstrate moderate growth. Employment in the City increased approximately **1.3 percent year-over-year**, reaching more than **176,000 jobs** according to Jobs EQ, with healthcare and social assistance remaining the largest employment sector.



Average wages also increased significantly, rising **5.6 percent to approximately \$84,480**, the fastest wage growth among the ten largest cities and counties in Virginia.

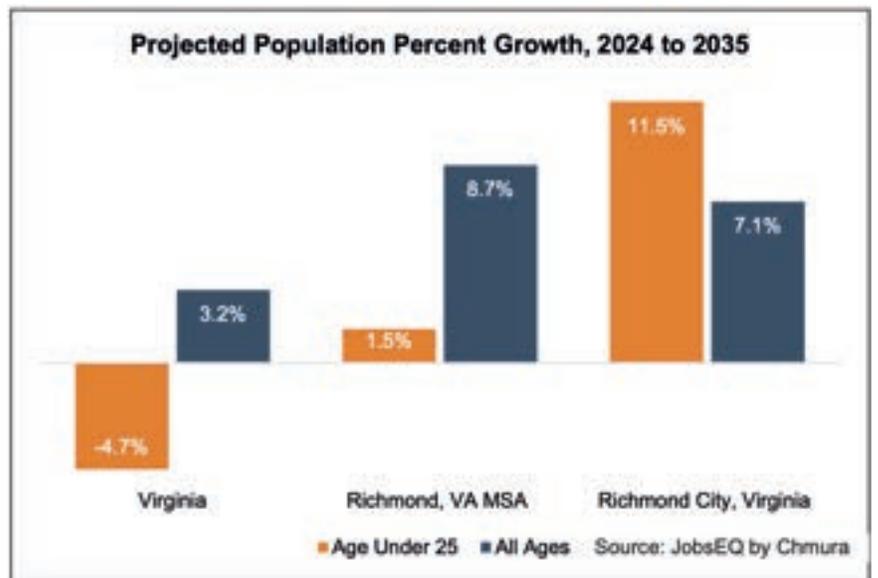
Population growth continues to support the City’s long-term economic outlook.



Richmond’s population increased to **233,655 residents in 2024**, growing faster than both the Richmond metropolitan region and the Commonwealth of Virginia.

Looking ahead, the City’s population is projected to grow 7.1 percent by 2035, with particularly strong growth expected among residents under the age of 25.

At the same time, Richmond’s housing market remains constrained.



Housing inventory remains limited, with approximately **1.2 months of available supply**, well below the level typically associated with a balanced housing market. Median single-family home prices increased **6.5 percent to approximately \$425,000**, reflecting continued demand and limited housing supply.

Consumer activity also remains relatively stable. Richmond’s local sales tax revenues increased approximately **4.0 percent during calendar year 2025**, although holiday retail activity showed some moderation compared with prior years.

Component	2021	2022	2023	2024	2025
Richmond City	11.7%	16.5%	4.7%	1.8%	4.0%
Chesterfield County	14.2%	6.6%	4.9%	3.6%	8.0%
Hanover County	14.6%	8.9%	6.6%	3.5%	6.3%
Henrico County	20.1%	9.0%	0.0%	4.1%	4.8%

At the national level, economic growth has remained strong, with **real GDP increasing at an annualized rate of 4.4 percent in the third quarter of 2025**, supported by continued consumer spending. However, inflation remains elevated and interest rates continue to exceed historical norms, increasing borrowing costs for both households and local governments.

Component	2025 Q2	2025 Q3
Personal Consumption Expenditures	1.68	2.34
Investment in Nonresidential Structures	-0.23	-0.15
Investment in Equipment	0.44	0.28
Investment in Intellectual Property Products	0.78	0.31
Residential Investment	-0.21	-0.29
Change in Private Inventories	-3.44	-0.12
Net Exports of Goods and Services	4.83	1.62
National Defense Spending	0.03	0.21
Nondefense Federal Spending	-0.38	-0.04
State and Local Government Spending	0.33	0.21
Real Gross Domestic Product	3.8	4.4

Taken together, these indicators suggest that Richmond’s economy remains resilient, but the broader economic environment continues to require prudent fiscal planning and disciplined financial management.

While Richmond’s economic outlook remains stable, several fiscal and operational factors shaped the development of the FY 2027 Proposed Budget.

Major FY27 Budget Drivers

The development of the FY 2027 Proposed Budget was influenced by several fiscal and economic factors that shaped the City's financial outlook. These drivers include constrained revenue growth associated with the real estate reassessment cycle adjustment, rising personnel costs associated with collective bargaining agreements and workforce commitments, contractual cost increases across several city operations, and targeted cost containment measures implemented to maintain structural balance. Together, these factors required a disciplined financial approach that balances investment in key priorities with long-term fiscal sustainability.

Maintaining a Stable Tax Structure

The FY 2027 Proposed Budget maintains the City's current tax structure and includes **no recommendation to increase the General Fund property tax rate**. This decision reflects the Administration's commitment to fiscal stability for residents and businesses during a period of constrained revenue growth.

Real Estate tax revenues—the City's largest source of General Fund revenue—are projected to remain relatively flat due to the temporary assessment freeze implemented to realign the City's reassessment cycle. Based on the current land book, taxable assessed values are projected to change by approximately 1.5 percent, limiting the natural growth in revenues that has supported recent budgets.

By maintaining the existing tax rate while operating within a constrained assessment environment, the Administration has developed a balanced financial plan that preserves core services while avoiding additional tax burden on residents. This approach required careful prioritization of expenditures, targeted operational efficiencies, and a disciplined review of spending to ensure that essential services and strategic investments could continue without increasing tax rates.

The FY 2027 Proposed Budget maintains the City's current tax structure and includes no recommendation to increase the General Fund property tax rate.

Personnel and Workforce Costs

Personnel costs represent the largest single driver of expenditure growth in the FY 2027 Proposed Budget. The budget reflects the City's continued commitment to honoring its workforce obligations and maintaining competitive compensation structures necessary to recruit and retain qualified employees.

The FY 2027 budget provides full compliance with all Collective Bargaining Agreements (CBAs). Police and Fire sworn employees receive an average compensation increase of approximately **6.73 percent**, along with step increases. Other bargaining units receive a **3.25 percent salary increase** and certain positions will also be eligible for market adjustments, as consistent with their agreements, while employees not formally included in bargaining units but in comparable classifications receive the same adjustment beginning July 2026. Remaining non-CBA employees receive a **3 percent salary adjustment effective January 2027**, resulting in a partial fiscal year impact due to mid-year implementation.

Additional personnel cost drivers include:

- Increased overtime funding associated with Fire Department shift scheduling requirements under the Fair Labor Standards Act.
- A projected **4 percent increase in healthcare costs**.
- Adjustments to retirement contributions for public safety employees.
- Changes in Virginia Retirement System contribution rates reflecting updated actuarial assumptions and investment performance.

In total, General Fund personnel costs increase by approximately **\$20.7 million (4.8 percent)** compared to the FY 2026 Adopted Budget, bringing total General Fund personnel expenditures to approximately \$454.3 million.

General Fund Revenue Environment

Overall General Fund revenues are projected to increase by approximately **4.03 percent, or \$42.6 million**, compared to the prior fiscal year. Included within this growth estimate is approximately **\$6.0 million in one-time funding from the Employee Compensation Reserve** applied in FY 2027 to support personnel costs.

Excluding this non-recurring source, underlying revenue growth more closely reflects current economic conditions and the limited expansion in the City's largest revenue source.

Other revenue categories reflect mixed trends influenced by economic conditions and legislative changes.

Admissions Tax revenues are projected to increase as a result of expanded entertainment activity associated with the recently opened amphitheater and continued development of the baseball stadium in the Diamond District.

Other Permits and Licenses are projected to increase due to changes in state legislation governing Gaming Parlor fees. Under updated law, one hundred percent of these revenues are directed to the locality where the facility operates, increasing projected collections by approximately **\$4.0 million**.

At the same time, Interest Income is projected to decline as the City's cash balances normalize following the conclusion of American Rescue Plan Act (ARPA) programs. During recent years, temporarily elevated federal balances generated higher interest earnings while projects were implemented. As those funds have been expended, average balances and associated earnings have declined.

The Department of Public Utilities dividend transfer is also projected to decline by approximately **\$4.3 million**, reflecting the City's established financial policy governing utility transfers. Under City Code, transfers of retained earnings are limited to thirty percent of utility net income and must occur two fiscal years after the earnings are realized. Lower prior-year earnings therefore reduce the allowable transfer amount for FY 2027.

Utility System Costs and Rate Adjustments

The City's enterprise utilities—including water, wastewater, stormwater, and natural gas—continue to face rising operating and capital costs associated with aging infrastructure, regulatory compliance requirements, and inflation in construction materials, energy, and labor.

In order to maintain safe and reliable service while supporting long-term infrastructure investments, the FY 2027 Proposed Budget includes modest utility rate adjustments.

These adjustments are necessary to maintain appropriate debt coverage ratios, support capital improvement programs, and ensure the continued financial stability of the City's utility systems. Additional detail regarding the utility capital program and proposed rate changes is provided in the Department of Public Utilities section of this document.

Contractual Cost Adjustments

The FY 2027 Proposed Budget includes approximately **\$4.1 million in additional funding** to support new and existing contractual obligations across city operations.

These increases reflect rising market costs, contract renewals, and service enhancements necessary to maintain operational continuity and service standards.

Notable adjustments include:

- Approximately **\$1.2 million for the City's security services contract**, supporting a minimum compensation level of \$20 per hour for contract security personnel in alignment with the City's living wage standard.
- Additional funding for janitorial services contracts to support a **minimum wage of \$18 per hour beginning January 2027**.

These adjustments reflect the City's commitment to fair compensation for contracted workers while maintaining responsible fiscal management.

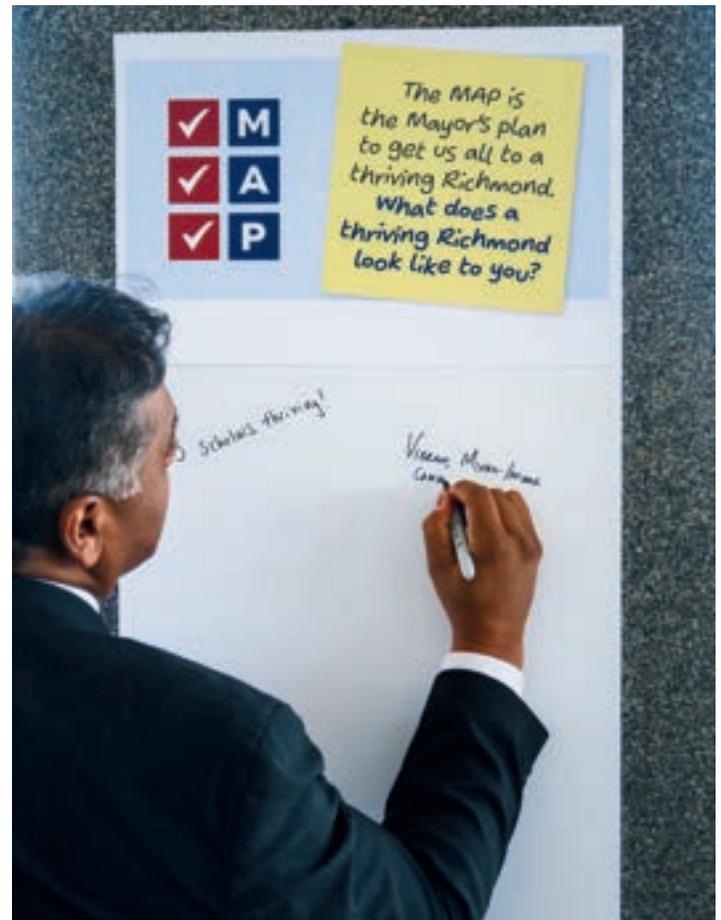
Tightening Our Belts (*Cost Containment + Departmental Reductions*)

To support structural balance as we collectively face challenging fiscal constraints, the Administration conducted a focused review of department budgets under the CAOs purview to identify responsible cost reductions and operational efficiencies.

All departments were directed to develop reduction proposals equal to approximately **two percent of their General Fund budgets**, focusing on vacancy management, operational adjustments, and targeted reductions in non-essential expenditures.

The review excluded Richmond Public Schools, courts and constitutional officers, public health agencies, outside agencies, and City Council operations.

The process resulted in approximately **\$4.0 million in combined personnel and operating reductions**, demonstrating the Administration's commitment to disciplined financial management and long-term fiscal sustainability.



Removal of One-Time Funding

As part of the FY 2027 budget development process, the Administration also conducted a comprehensive review of prior-year appropriations to identify **one-time funding and initiatives that have concluded or are no longer required**. As a result, approximately **\$1.6 million in non-recurring funding** included in previous budgets has been removed.

These adjustments reflect the completion of time-limited initiatives, the expiration of temporary funding sources, and the elimination of projects or activities that have fulfilled their intended purpose. Removing these one-time appropriations helps ensure that the FY 2027 budget remains structurally balanced and that ongoing revenues support ongoing expenditures.

Reorganizations and Personnel Changes

The **Participatory Budgeting** function, which transitioned from City Council to the **Chief Administrative Officer's Office** during FY26, will continue under the CAO in FY27. The **Office of Community Wealth Building (OCWB)** will move from the **Human Services portfolio** to the **Economic Development portfolio**. **Minority Business Development** will move from the **Economic Development portfolio** to the **Finance and Administration portfolio**. **General Services** will move from the **Finance and Administration portfolio** to the **Operations portfolio**. Parks and Recreation will move from the Human Services portfolio to the Operations portfolio. Additionally, five positions within **DNCS** related to **community engagement** and **customer service** will be transferred to the **Chief Administrative Officer's Office**.

A new endeavor, the **Richmond Department of Transportation** will remain within the **Department of Public Works**, but will be established as a **separate division**. As part of the realignment supporting the **Gun Violence Prevention initiative**, the **Gun Violence Prevention Coordinator/Specialist** position will move from **DNCS** to **Justice Services**. In addition, **five community engagement positions currently within the Police Department will transfer to Justice Services**. This realignment reflects that Justice Services already manages a significant portion of the target population—many of whom are high-risk and under supervision for weapons violations and domestic assaults. Integrating the Office of Gun Violence Prevention within Justice Services ensures prevention strategies are embedded where justice-involved populations already receive services. OGVP will support Justice Services through evidence-based approaches focused on four core areas: **advocacy, outreach, intervention, and community engagement**. This alignment supports the Mayor's Action Plan by addressing root causes of violence, strengthening neighborhoods, and improving cross-agency coordination.

Capital Funding Strategy Adjustment

To maintain a balanced FY 2027 budget while preserving essential services, the Administration implemented a temporary adjustment to the City's capital funding strategy. In recent years, the City has supported portions of the Capital Improvement Program through pay-as-you-go General Fund funding, including support for the fleet replacement program. Due to fiscal constraints in the current budget cycle, the FY 2027 Proposed Budget temporarily suspends approximately \$10 million in General Fund cash funding for fleet replacement.



Fleet purchases in FY 2027 will instead be financed through **short-term debt**, allowing the City to maintain operational readiness while preserving General Fund flexibility during a constrained fiscal year. The Administration anticipates restoring General Fund support for fleet replacement beginning in **FY 2028** in order to maintain the City's strong capital funding practices and credit profile.

Funding Regional Activities

Organization	FY26 Adopted Budget	FY27 Proposed Budget	\$ Change	% Change
GRCCA Operating Subsidy	10,262,000	12,192,217	1,930,217	19%
Greater Richmond Chamber of Commerce	25,000	50,000	25,000	100%
Greater Richmond Partnership, Inc.	385,000	336,875	(48,125)	-13%
Greater Richmond Transit Co. (GRTC)	9,447,339	9,990,743	543,404	6%
J. Sargeant Reynolds Community College (Capital)	269,883	311,512	41,629	15%
J. Sargeant Reynolds Community College (Operating)	96,725	111,646	14,921	15%
Richmond Ambulance Authority	7,139,121	7,639,121	500,000	7%
Richmond Behavioral Health Authority (RBHA)	6,130,000	6,607,000	477,000	8%
Richmond Metropolitan Convention & Visitors Bureau (Richmond Region Tourism)	2,611,139	2,452,776	(158,363)	-6%
Richmond Regional Planning District Organization (t/a PlanRVA)	136,180	151,475	15,295	11%
Ridefinders	10,000	10,000	-	0%
Venture Richmond (operating costs) (one-time)	80,000	-	(80,000)	-100%
Venture Richmond, Inc. (for Municipal Services)	1,500,000	1,533,495	33,495	2%
Virginia Career Works	102,500	102,500	-	0%
Virginia Cooperative Extension - Richmond	37,000	87,000	50,000	135%
Total	38,231,887	41,576,360	3,344,473	9%

The City has provided a variety of pertinent investments in ensuring that key services in partnership across the region remain intact. This includes adjustments that match regional allocations to our partners at the Greater Richmond Partnership (GRP) and Richmond Regional Tourism (RRT).

It also includes a forthcoming request to the Richmond Ambulance Authority to provide an analysis on cost savings related to the colocation of call centers as recommended by the Robert Bob Group Study from 2023. This study projected close to \$3 million in savings based on collocating services, which the administration supports.



Major FY2027 Operating Investments

Despite fiscal pressures, the FY 2027 Proposed Budget continues to make targeted operating investments that support essential services, strengthen neighborhoods, and improve the delivery of municipal programs.

These investments reflect the Administration’s commitment to advancing the priorities outlined in the **Mayor’s Action Plan (MAP)** while maintaining responsible fiscal stewardship.

Thriving Families Where Every Child Succeeds

Richmond Public Schools – Operating Support

Funding for Richmond Public Schools (RPS) remains a central priority in the FY 2027 Proposed Budget and reflects the City’s continued commitment to supporting student success and long-term community prosperity. Richmond Public Schools serve a diverse student population and play a critical role in preparing students for future educational and career opportunities.

The FY 2027 Proposed Budget includes a total local contribution of \$257.1 million, representing an increase of approximately \$8.2 million, or 3.3 percent, over the prior fiscal year.

While the School Board’s requested increase exceeded the level of funding included in the Proposed Budget, the Administration developed this recommendation within the context of a challenging fiscal year. The proposed increase aligns with the City’s overall General Fund revenue growth and does not rely on one-time funding sources or reserves to support ongoing operations.

This approach reflects a balanced effort to provide meaningful support to Richmond Public Schools while maintaining the City’s structural financial stability.

Thriving Neighborhoods That Meet Our Housing Needs

Affordable Housing Investments

Addressing housing affordability remains a central priority for the Administration and City Council.

During this budget cycle, the Administration and City Council worked collaboratively to modernize the City’s Affordable Housing Trust Fund (AHTF) through the adoption of a redesigned ordinance establishing a dedicated funding source for affordable housing.

The new framework dedicates 2.5 percent of annual real estate tax revenues to support the construction and preservation of affordable housing across Richmond. The ordinance strengthens transparency and reporting requirements while establishing predictable funding levels at the time of budget introduction.

The City continues its previously adopted five-year \$50 million affordable housing commitment, dedicating \$10 million annually to support housing development and preservation. The FY 2027 Capital Improvement Program includes the planned \$10 million allocation for affordable housing initiatives.

Creighton Court Redevelopment

The City has also continued to advance its commitment to the Creighton Court redevelopment project in partnership with the Richmond Redevelopment and Housing Authority. With prior appropriations bringing the City's contribution to \$19.7 million toward the total \$21.4 million commitment, the FY2027 Proposed Budget includes the remaining \$1.6 million necessary to fulfill this pledge.

Completion of this commitment supports the delivery of 246 affordable housing units and represents an important step in the transformation and modernization of public housing in Richmond. In addition to capital investments in housing development, the City continues to support a broad range of housing stability programs, including eviction diversion initiatives, emergency sheltering services, right-to-counsel programs, the Family CrisisFund, and the Homeless Resource Center.

When accounting for General Fund resources, capital funding, grant support, and federal allocations, the City is investing approximately \$43 million in housing-related initiatives in FY 2027.



A Thriving City Hall That Gets Things Done

Information Technology Investments

The FY 2027 Proposed Budget includes approximately \$4.1 million for new and previously approved information technology system enhancements and infrastructure upgrades. These investments are intended to maintain operational reliability, strengthen cybersecurity protections, and modernize critical technology systems that support city services.

Approximately \$3.3 million is funded through the General Fund to support lifecycle replacement of end-user devices and core infrastructure, including desktop and laptop computers, aging servers, and network systems. These upgrades also support enhanced disaster recovery services designed to reduce downtime in the event of system disruptions.

An additional \$652,000 supports targeted upgrades within the Office of the General Registrar, including ADA-compliant voting equipment and security enhancements designed to protect election infrastructure and improve accessibility for voters.

Compensation and Workforce Study

The FY 2027 Proposed Budget includes \$500,000 to fund a comprehensive compensation and classification study. The City's last full compensation review was conducted prior to 2020, and evolving labor market conditions and recruitment challenges necessitate an updated evaluation of the City's pay structures.

The study will assess market competitiveness, internal equity, and position classifications to ensure that the City remains well positioned to attract and retain a qualified workforce.

Community Engagement and Customer Service

The FY 2027 Proposed Budget includes the reallocation of five community outreach positions from the Department of Neighborhood and Community Services to the Chief Administrative Officer's Office. This organizational realignment is intended to establish a more coordinated **constituent services model** that strengthens the City's approach to resident engagement and customer service.

Modeled after constituent service functions used in peer local governments (San Antonio, the District of Columbia, and Atlanta), this structure will improve the City's ability to assist residents in navigating municipal processes, elevate unresolved or cross-departmental concerns, and provide a centralized point of coordination for community issues requiring executive-level attention. The function is designed to complement—rather than replace—the City's existing 311 system and direct departmental service delivery.



By situating these positions within the CAO's Office, the City will strengthen oversight of resident engagement activities, improve coordination across departments, and support a more consistent and responsive approach to constituent services throughout City government

Thriving and Inclusive Communities

Public Safety Investments

The FY 2027 Proposed Budget includes targeted investments to support public safety operations and ensure that emergency personnel have the tools necessary to respond effectively.

These investments include:

- **\$300,000** for critical incident equipment for the Richmond Police Department to replace equipment identified during a recent citywide warehouse audit as reaching the end of its recommended service life.
- **\$317,000** for contracted security services at the John Marshall Courts Building to address staffing shortages and maintain appropriate security coverage.

These investments strengthen operational readiness and support safe and secure facilities for residents and employees.

A Thriving Economy That Leaves No One Behind

Façade Improvement Grant Program

The FY 2027 Proposed Budget includes \$250,000 to establish a Façade Improvement Grant Program aimed at supporting small businesses and property owners in enhancing the exterior appearance of commercial properties.

The program is intended to stimulate private investment, strengthen neighborhood commercial corridors, and improve the visual appeal and economic vitality of business districts across the city.

A Thriving and Sustainable Built Environment

Transportation and Mobility

The FY 2027 Proposed Budget continues implementation of the City's Department of Transportation within the Department of Public Works, strengthening coordination of transportation planning, traffic operations, and multimodal mobility initiatives.

The department will lead efforts to improve transportation safety, support walkability and bicycle infrastructure, coordinate transit partnerships, and ensure that transportation investments align with the City's broader land use and economic development goals.



Housing Redevelopment and Community Wealth Building

The FY 2027 Proposed Budget includes \$450,000 to support implementation of the Jackson Ward Community Plan and revitalization efforts at Gilpin Court. These funds will support expanded staff capacity, resident needs assessments, and case management services designed to ensure a coordinated and resident-centered redevelopment process.

This investment complements the People Plan Manager position currently being recruited within the Office of Community Wealth Building and strengthens the City's capacity to align housing redevelopment with workforce development and supportive services.

Outside Agencies and Strategic Partnerships

(Advancing Thriving Families and Inclusive Communities)

The FY 2027 Proposed Budget completes the Administration's effort to modernize the City's approach to funding outside agencies and nonprofit partnerships. Consistent with **§15.2-953 of the Code of Virginia**, the City may appropriate funds to external organizations that advance strategic priorities or regional partnerships. Under the revised framework, outside agency funding is organized into three categories—**Organizational Subsidies, Strategic City-Driven Initiatives, and Partner Agencies**—improving transparency, clarifying the purpose of public funding, and strengthening accountability for how resources are deployed.

Within the Organizational Subsidies category, several adjustments reflect updated operational needs and funding formulas. The Greater Richmond Convention Center Authority subsidy increases by approximately \$1.9 million based on transit lodging tax revenues and existing contractual commitments. The Richmond Ambulance Authority subsidy increases by \$500,000 to support emergency medical service delivery, and the Richmond Behavioral Health Authority subsidy increases by **\$477,000** to strengthen behavioral health and community-based treatment services.

Through Strategic City-Driven Initiatives, the City continues targeted investments aligned with the Mayor’s Action Plan priorities focused on housing stability, youth development, and violence prevention.

Key FY 2027 investments include:

- Family Crisis Fund – **\$1,000,000**
- Eviction Diversion Program – **\$1,000,000**
- Right-to-Counsel Program – **\$700,000**
- Gun Violence Prevention – **\$644,000**
- Out-of-School Time Programming – **\$1,034,168**
- Positive Youth Development – **\$850,000**
- Communities In Schools – **\$500,000**
- Early Childhood Care & Education Trust Fund – **\$500,000**
- Social Needs Navigation – **\$300,000**
- Greater Richmond SCAN – **\$75,000**



Together, these investments support prevention-oriented strategies that strengthen families, improve youth outcomes, promote housing stability, and reduce violence across Richmond’s neighborhoods.

Beginning in FY 2027, the City will transition to a partner-led competitive grantmaking model for nonprofit funding. Under this approach, funding will be reserved across four priority areas, with external partners administering competitive grant processes to ensure funding decisions are guided by subject-matter expertise and measurable community impact.

FY 2027 Partner Agency Grant Reserves include:

- Arts & Culture Grants – **\$601,400**
- Children & Families Grants – **\$625,000**
- Economic Mobility Grants – **\$1,465,856**
- Health Grants – **\$1,148,000**

This approach strengthens fiscal stewardship, enhances accountability, and ensures that nonprofit investments remain aligned with the City’s strategic priorities and community needs.



Major FY2027 Capital Investments

The FY 2027–FY 2031 Capital Improvement Plan (CIP) reflects the City’s continued commitment to maintaining critical infrastructure, strengthening public safety facilities, expanding mobility and transportation options, and investing in public spaces that support economic growth and community vitality. These capital investments align with the priorities outlined in the Mayor’s Action Plan (MAP) and represent a disciplined approach to managing long-term infrastructure needs while supporting Richmond’s continued growth.

A Thriving and Sustainable Built Environment

Maintaining City Facilities

Investing in the City’s infrastructure is a core governmental responsibility and an essential component of long-term fiscal stewardship. Aging public facilities require sustained capital investment to maintain safety, operational reliability, regulatory compliance, and asset preservation. Proactive maintenance reduces the risk of costly emergency repairs, extends the useful life of public assets, and ensures safe and functional environments for residents, employees, and visitors.

The FY 2027 Capital Improvement Plan includes \$20.5 million in facility-related investments, contributing to a total of \$56.4 million over the next five years for the maintenance and improvement of city-owned assets.



Key investments within the Generalized Capital Maintenance Program include:

- Major Park Improvements
- Neighborhood Park Improvements
- City Facilities – Electrical and Generator Replacement
- City Facilities – Roof Replacement
- Improvements to the Richmond City Justice Center and court facilities

In addition to these efforts, the FY 2027 CIP includes targeted investments in major public assets, including:

- \$14.3 million for flood protection system maintenance
- \$15.6 million for planning related to renovation or replacement of the John Marshall Courts Building
- \$1.0 million for upgrades to library facilities

Together, these investments protect critical public infrastructure and position Richmond for long-term resilience and operational reliability.



Thriving and Inclusive Communities

Public Safety Infrastructure and Equipment

The City continues to invest in modern public safety infrastructure to ensure that first responders have reliable facilities and equipment necessary to serve the community effectively.

In 2025, Richmond celebrated the opening of Fire Stations 12 and 21 and is nearing completion of the First Police Precinct, replacing some of the City's oldest emergency facilities.

Building on that progress, the FY 2027 Capital Improvement Plan includes:

- \$2.3 million to replace the Fire Department's Burn Tower Training Facility, ensuring firefighters can meet national training and safety standards.
- \$600,000 for replacement of self-contained breathing apparatus (SCBA) equipment, providing firefighters with essential respiratory protection during hazardous operations.
- \$917,000 for the City's contribution to the Metro Aviation Unit, a regional partnership with Chesterfield County and Henrico County supporting aerial law enforcement and emergency response operations.



These investments strengthen emergency preparedness while supporting regional public safety coordination.

A Thriving City Hall That Gets Things Done

Fleet Replacement

Reliable fleet vehicles and equipment are essential to maintaining public safety, emergency response capacity, and core service delivery across City departments. The FY 2027 Proposed Budget includes an \$11.0 million fleet replacement investment financed through short-term debt to support critical vehicle and equipment replacement across the City.

Fleet acquisitions for FY 2027 include:

- Police Department: 20 vehicles
- Fire Department: four trucks and administrative vehicles
- Solid Waste: 7 vehicles
- Richmond Ambulance Authority: 2 ambulances
- Other City Departments: 42 vehicles
- Radio Shop: equipment for police vehicle installations

Looking ahead, the FY 2028–FY 2031 CIP includes \$46.6 million in planned cash-funded investments to continue fleet replacement efforts and maintain asset lifecycle discipline.

A Thriving Economy That Leaves No One Behind

Brown's Island Improvements

In 2012, City Council adopted the Richmond Riverfront Plan, establishing a long-term vision for transforming Brown's Island into a vibrant destination for recreation, cultural programming, and community events along the James River.

Construction on the Brown's Island Improvement Plan began in December, marking a major milestone in advancing this vision.

The total investment for planned improvements is estimated at \$30 million. With Venture Richmond successfully raising \$15 million in private funding, the FY 2027 CIP includes the final \$5 million installment of the City's \$15 million public commitment spanning FY 2025 through FY 2027.

This investment highlights the strength of Richmond's public-private partnerships and supports the continued revitalization of the City's riverfront.



Greater Richmond Partnership

A Thriving and Sustainable Built Environment

Connecting the City – Transportation and Mobility Investments

The FY 2027–FY 2031 CIP continues the City's commitment to improving connectivity, mobility, and safety across Richmond's neighborhoods and corridors. These investments support a coordinated strategy to modernize roadways, enhance pedestrian and bicycle infrastructure, and strengthen connections between residential areas, commercial districts, and public spaces.

Key FY 2027 transportation projects include:

- \$3.0 million – Arthur Ashe Boulevard Improvements
- \$4.9 million – Clay Street Streetscape
- \$10.0 million – Cherokee Road Safety Improvements
- \$11.0 million – Hull Street Corridor Improvements
- \$6.0 million – Jahnke Road Improvements
- \$1.2 million – Jefferson Avenue Improvements
- \$2.4 million – Manchester Connection to the James River
- \$1.0 million – Richmond–Henrico Turnpike Improvements
- \$2.8 million – Shockoe Valley Street Improvements

These investments enhance roadway safety, strengthen economic corridors, and improve connectivity across neighborhoods.

Bridge Replacement and Rehabilitation

The FY 2027 CIP also includes targeted investments to maintain the safety and reliability of Richmond’s bridge infrastructure.

Planned projects include:

- \$2.3 million – Arthur Ashe Boulevard Bridge Replacement
- \$2.6 million – Hull Street over Manchester Canal Bridge Replacement
- \$3.0 million – Lombardy Street CSX Bridge Replacement
- \$6.0 million – repairs and structural improvements to other city bridges

These projects ensure the continued integrity of critical transportation infrastructure supporting daily travel, emergency response, and freight movement.

Fall Line Trail

The Fall Line Trail is a 43-mile regional multi-use trail connecting Ashland to Petersburg through the Richmond metropolitan area. Once completed, the corridor will link neighborhoods, parks, employment centers, schools, and cultural destinations across multiple jurisdictions.

To advance Richmond’s portion of the project, the FY 2027 CIP includes \$2.4 million for planning and implementation, with an additional \$40.5 million programmed between FY 2028 and FY 2031 to support continued development of trail segments within the city.



Fallinetrail.org

Complete Streets and Vision Zero

The City continues to prioritize a transportation network that is safe and accessible for all users. Richmond’s Complete Streets initiative integrates sidewalks, bicycle infrastructure, transit accommodations, traffic calming features, and roadway improvements to support safe mobility regardless of age or ability.

The FY 2027 CIP includes:

- \$21.0 million for Complete Streets investments
- \$84.0 million programmed between FY 2028 and FY 2031
- \$4.4 million for systemic safety improvements
- \$3.8 million for traffic signal upgrades, including new signals and replacement of aging controllers

These investments support the City’s Vision Zero goals, improving roadway safety while strengthening mobility options throughout Richmond.



Department of Public Utilities – Enterprise Operations

In addition to General Fund programs and citywide capital investments, Richmond operates several enterprise utilities that provide essential services including natural gas, drinking water, wastewater treatment, and stormwater management. These systems are funded through user rates and supported by long-term capital investment strategies designed to maintain safe, reliable, and resilient infrastructure.

The FY 2027 Proposed Budget continues the City’s commitment to maintaining safe, reliable, and resilient infrastructure in support of the Mayor’s Action Plan pillar “**A Thriving and Sustainable Built Environment.**” Through the Department of Public Utilities (DPU), the City provides essential services—including natural gas, drinking water, wastewater treatment, and stormwater management—to Richmond residents and regional customers. These systems require sustained operational discipline and long-term capital investment to ensure continued service reliability, regulatory compliance, and environmental stewardship.

DPU operates within established financial policies that guide rate setting, capital investment, and debt management. These policies serve as guardrails that protect system stability, maintain strong bond ratings, and ensure that ratepayer funds are managed responsibly. At the same time, the proposed budget reflects continued inflationary pressures affecting labor, energy, chemicals, construction materials, and borrowing costs, as well as the need to maintain adequate staffing levels to ensure operational resilience across the City’s utility systems.

Over the next five years, the Gas Utility plans to invest approximately **\$135 million** in infrastructure improvements, including the replacement of leak-prone pipe to improve system safety and efficiency as part of a broader **\$624 million ten-year capital plan**. The Water Utility is programmed to invest approximately **\$168 million in distribution system improvements** and **\$281 million in water treatment infrastructure upgrades**, supporting a larger **\$1.4 billion ten-year capital plan** that includes continued implementation of the City’s lead service line replacement program.

Similarly, the Wastewater Utility anticipates investing approximately **\$102 million in treatment plant modernization** and **\$335 million in sewer rehabilitation and replacement** over the next five years, contributing to a \$1.6 billion ten-year capital plan designed to improve system reliability and support water quality improvements in the James River. The Stormwater Utility will invest approximately **\$195 million over five years**, as part of a **\$307 million ten-year capital plan** to address chronic flooding, expand drainage capacity, and improve stormwater conveyance in underserved areas of the city.

While these investments are essential to maintaining safe and reliable utility systems, the Administration remains committed to minimizing rate impacts wherever possible. The proposed utility rates reflect a careful balance between infrastructure investment, operational stability, and affordability. To maintain safe and reliable service, DPU must generate sufficient revenues to support capital improvements, maintain appropriate debt service coverage ratios, preserve adequate working capital, and protect the City’s bond ratings.

Accordingly, the FY 2027 Proposed Budget includes modest average monthly rate adjustments of approximately **\$3.97 for gas, \$3.04 for water, \$5.61 for wastewater, and \$1.22 for stormwater**, resulting in a combined average monthly increase of approximately **\$13.84 per household**. These adjustments ensure that Richmond’s utility systems remain financially sustainable while continuing to support the long-term infrastructure investments necessary to protect public health, environmental quality, and the City’s economic vitality.

How the FY2027 Budget Advances the Mayor's Action Plan

The FY 2027 Proposed Budget advances the priorities outlined in the Administration's Mayoral Action Plan (MAP), which establishes a clear strategic framework for guiding investments and policy decisions across the City of Richmond.

A Thriving City Hall That Gets Things Done

Investments support workforce development, technology modernization, performance improvement, and financial management practices designed to strengthen operational effectiveness and accountability.

Thriving Neighborhoods That Meet Our Housing Needs

The proposed budget supports housing production, neighborhood amenities, and housing stability initiatives designed to ensure residents have access to safe and connected communities.

Thriving Families Where Every Child Succeeds

The FY 2027 budget maintains strong support for Richmond Public Schools and programs that promote educational success, health, and youth development.

A Thriving Economy That Leaves No One Behind

Investments support workforce development, small business growth, and initiatives connecting residents to stable employment opportunities.

Thriving and Inclusive Communities

Programs support community well-being and ensure residents have equitable access to services and opportunities.

A Thriving and Sustainable Built Environment

The budget continues investments in transportation infrastructure, environmental sustainability, and long-term capital improvements.

A City That Tells Its Stories

The proposed budget supports arts, culture, and initiatives that help residents understand Richmond's past while strengthening civic identity.

The FY 2027 Proposed Budget reflects a balanced and forward-looking financial plan that advances the City's strategic priorities while maintaining responsible fiscal stewardship. Despite operating within a constrained fiscal environment, the Administration has developed a budget that preserves core services, invests in Richmond's neighborhoods and families, and strengthens the infrastructure and systems that support the City's long-term growth. Guided by the roadmap established through the Mayor's Action Plan, this budget positions Richmond to continue making meaningful progress toward becoming a more prosperous, inclusive, and resilient city. The Administration looks forward to working collaboratively with City Council and the community in the weeks ahead to review and refine this proposal as we move toward adoption of the FY 2027 budget.



**OFFICE OF THE CHIEF
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