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THE CHESTERFIELD PIKE PLAN

A COMMUNITY REVITALIZATION PLAN FOR HISTORIC ROUTE 1

PREPARED BY ERIC VAN MAI

Master of Urban and Regional Planning
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Spring 2020



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THE CHESTERFIELD PIKE PLAN

PREPARED FOR CHESTERFIELD COUNTY COMMUNITY ENHANCEMENT

PREPARED BY ERIC VAN MAI

Master of Urban and Regional Planning
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County taken by Will Parsons of the Chesapeake Bay
Program.



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EXECUTIVE SUMMARY



Revitalization of suburban commercial corridors focuses largely on transforming areas into mixed-use, denser, and more compact communities. When connected to public transportation, these areas further provide residents with greater access to economic opportunity and stability. These opportunities are coming down the Pike due to the dedication of community members and Chesterfield County. The 2018 *Northern Jefferson Davis Special Area Plan* laid the groundwork for revitalization efforts, and the *Chesterfield Pike Plan* continues the momentum by focusing more specifically on two vital components of healthy and sustainable communities: affordable housing and small-businesses.

Current conditions on the corridor prevent needed private investment, but without that private investment, conditions will not improve or may even worsen. Therefore, this plan seeks to enhance and strengthen existing residential and commercial conditions so that revitalization benefits everyone. With its focus on community benefits, this plan is guided by three principles that focus on benefits for the existing community:

**MAINTAIN AFFORDABILITY
BUILD COMMUNITY WEALTH
SUPPORT COMMUNITY CAPACITY**

ON THE PIKE

While a great deal of the Pike community is housing cost-burdened, the rents and housing prices along the Pike are some of the lowest in the county. These trends reflect the low wages of many residents that prevent improved conditions. Maintaining current affordability for existing community members, while increasing economic opportunities is a delicate balance that must be maintained so residents and businesses can reap the benefits of a revitalized Pike. Building wealth that stays within the community, while also supporting the capacity of the local community to lead the charge in revitalization are crucial aspects of long-term, sustainable revitalization.

With its housing affordability and the county's quality public schools, the Pike has been a destination for Latino



immigrants for decades. The Pike is a social and economic hub for the Latino community in the Richmond region. The high concentration of Latino-owned businesses and Latino renters and homeowners along the Pike has contributed greatly to maintaining economic activity on the Pike. With establishments like the Jefferson Davis Flea Market, Latinos and Latinas from across the Richmond region support the local economy on the Pike.

The recommendations of this plan are the result of technical research, socioeconomic analyses, physical observations, and most importantly one-on-one interviews with stakeholders. Based on the preceding, seven major goals to realize revitalization for all on the Pike were produced:

- 1. ESTABLISH A COUNTYWIDE, DEDICATED SOURCE OF FUNDING FOR AFFORDABLE HOUSING**
- 2. PRESERVE AND ENHANCE AT-RISK MARKET AFFORDABLE HOUSING ON THE PIKE**
- 3. PROMOTE THE COUNTY AS AN IMMIGRANT-FRIENDLY PLACE**
- 4. DEVELOP A MULTICULTURAL PUBLIC MARKET ON THE PIKE**
- 5. IMPROVE EXISTING COMMERCIAL BUSINESS CONDITIONS ON THE PIKE**
- 6. PROMOTE CHALLENGE-CONSCIOUS WORKFORCE DEVELOPMENT ON THE PIKE**
- 7. EXPAND AND FOCUS PUBLIC INVESTMENT ON THE PIKE**

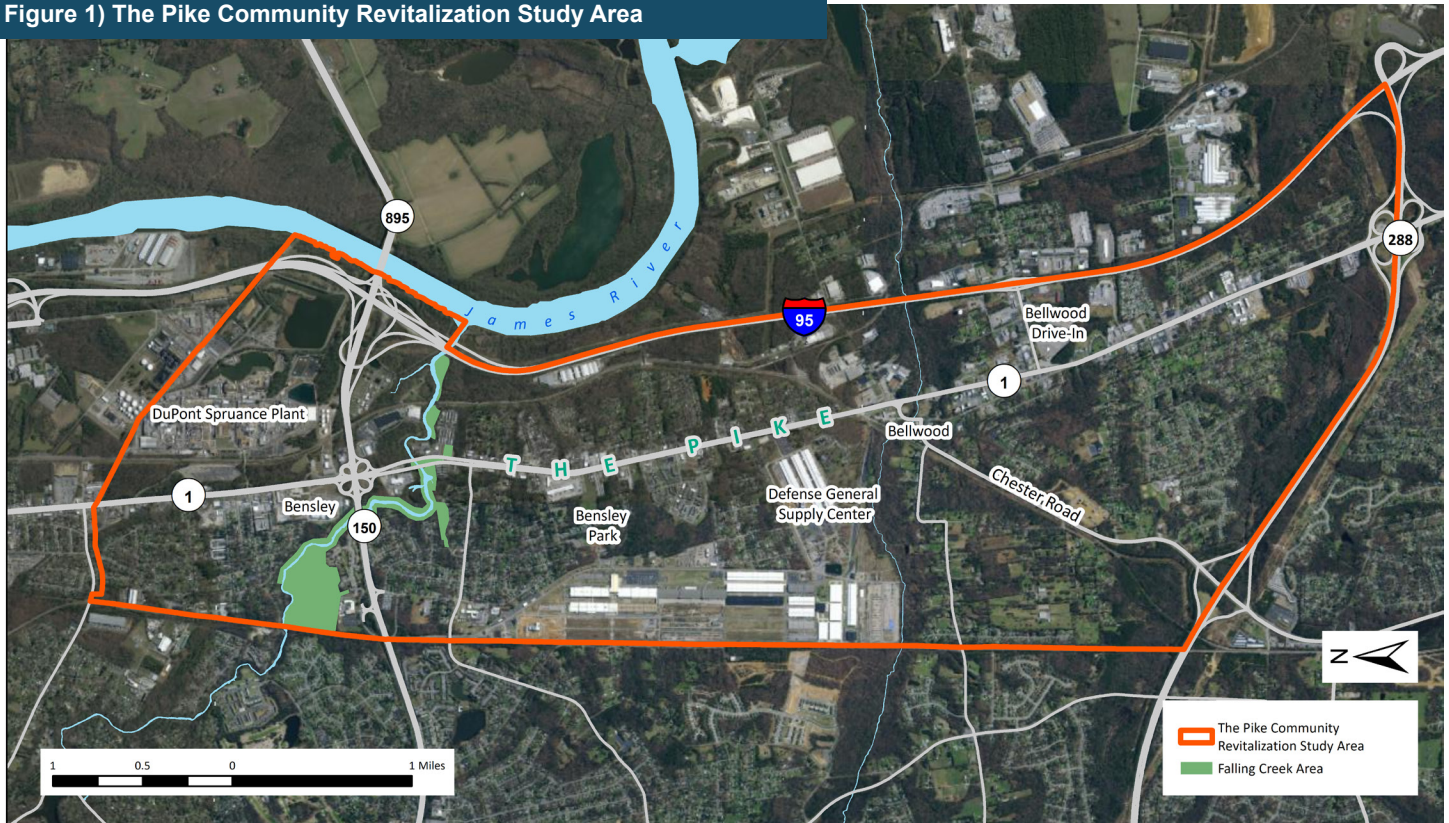
Major objectives and actions to accomplish these goals involve the development of the Chesterfield County Housing Trust Fund, promotion of the county as an immigrant-friendly community, the development of a multicultural public market, the prioritization of a community resource center, new county staff positions to address revitalization and immigrant community outreach, and nonprofit-led redevelopment of market affordable housing.

With the addition of these goals to the *Special Area Plan*, Chesterfield County will further support existing residents and businesses on the Pike, while setting the stage for new residents and businesses to join a vibrant and diverse community on the Pike. *The Chesterfield Pike Action Plan* presents actions that can be completed between now and in the long-term to realize this vision. Strong commitment and investment in the existing community now will pay dividends in the long run. The community must inevitably be the ones “to carry the ball down the field,” as one stakeholder put it, but through this plan, the County can ensure that the path is clear to the “end zone.”



1.0 | INTRODUCTION

Figure 1) The Pike Community Revitalization Study Area






Chesterfield County is regarded by many as a first-choice community in which to live, work, and play. Ranked as one of the best employers in the Commonwealth of Virginia, Chesterfield County is one of only two local governments listed by *Forbes* in their America's Best-in-State Employers 2019 for Virginia. New developments are the norm as the county continues to grow and transform with new residents and businesses. Recognizing the value of moving forward together, the County has prioritized the preservation and revitalization of one of its aging communities, the Northern Jefferson Davis Highway Corridor, a section of U.S. Route 1 (Figure 1).

U.S. Route 1 once served as the major north-south corridor that connected East Coast states. However, the completion of Interstate 95 in the late 1950s drew traffic and business away from the highway. Since then, areas up and down the entirety of U.S. Route 1 have experienced decline and significant change that present challenges to revitalization. As a home to residents and businesses, the Route 1 corridor in Chesterfield County, known locally as "The Pike," is well-positioned to be one of the county's most vibrant suburban communities to existing and future generations. In close proximity to the City of Richmond and with convenient access to Interstate 95, the corridor is centrally located in the Richmond metro area and could play a pivotal role in the growth and development of the entire region (Figure 2).



Current conditions on the Pike prevent significant reinvestment, but recent efforts by the County improve those conditions and incentivize new and much needed development. The 2018 *Northern Jefferson Davis Special Area Plan* and the 2019 *Northern Jefferson Davis Real Estate Market Study* provide Chesterfield County with initial tools to revitalize the Pike. Momentum has continued with the Route 1 Residential Overlay District, the Northern Jefferson Davis Incentive Program, and Greater Richmond Transit Company's Pilot Bus Service. Nonetheless, Chesterfield County welcomes additional strategies that further help existing residents benefit while allowing for private reinvestment.

Figure 2) The Pike Study Area and the Richmond Metro Area

The Pike and the Richmond Metro Area

-  The Pike Study Area
-  James River
-  Richmond Metro Area

USA Major Highways

-  Limited Access
-  Highway





1.1 | PLAN PURPOSE

The Chesterfield Pike Plan complements the County's ongoing efforts by providing Chesterfield County's Department of Community Enhancement with a community revitalization strategy that is focused on the specific housing and local economic challenges of the Pike. With an assortment of housing options ranging from single-family homes to manufactured homes and apartments, the Pike has been a major source of unsubsidized affordable housing, or market affordable housing, for county residents for decades. In addition, there are diverse businesses along the Pike that serve and enhance the community. Two business categories have come to define the Pike: Latino-oriented and auto-related businesses. However, the varying age and quality of housing and commercial properties along the Pike have long contributed to the challenges of revitalization. Striking a balance between meeting community needs and economic growth requires a plan that identifies ways in which both new private investment and the existing community can benefit.

The Chesterfield Pike Plan responds to this need with specific policy and program recommendations that find that balance. Exploring the market affordable housing and community-defining business types along the Pike, this plan identifies multiple ways in which the County can develop each type to strengthen existing residential options while also creating an economic environment to support new business and residential growth. This plan recommends policies and strategies that can provide secure employment, small business development, and permanent and affordable housing in order to support revitalization efforts along the Pike.

1.2 | PLAN PROCESS

The *Chesterfield Pike Plan* was developed from August 2019 to April 2020 through an understanding of existing housing and commercial conditions, community knowledge and experience, and best practices in community revitalization in diverse suburbs. These three areas each influenced the other in order to gain recommendations that acknowledge the unique context of the Pike. Three major questions guided the information sought through this plan:

1. What are the distinct challenges that residents and businesses along the Pike face related to housing and local business opportunities?
2. How can revitalization of the Pike address the challenges of existing communities?
3. What best practices in revitalization are most appropriate for addressing community needs along the Pike – specifically related to housing and small-business needs?

Determining the challenges that face residents and businesses was accomplished through an analysis of existing data on housing and economic conditions, physical observations, and stakeholder interviews. An overview of existing market affordable housing options in the study area involved mapping and an availability and affordability assessment. Physical observations, online rental websites (e.g., ApartmentFinder.com, Rent.com, Zillow.com, and respective apartment community websites where available), interviews, and phone communications with property management confirmed and supplemented existing data.

The two community-defining commercial businesses in the study area were mapped against planned land use, and then assessed for their ability to contribute to revitalization efforts. Additional information on business/parcel ownership and the provided goods and services was gained through physical observation and available online resources; these resources included Google Maps, Facebook.com, Virginia’s State Corporation Commission website, Chesterfield County’s parcel mapper web application, LatinosAqui.net, and Yelp.com.

Interviews with residents, business owners, property owners, community advocates, county staff, and nonprofit organizations supplemented existing conditions information. In addition, these interviews resulted in important insight into the challenges that residents and businesses face along the Pike, as well as how revitalization can best occur to benefit existing communities.

Opportunity sites to support community-focused development were identified through a mapping of improvement ratios of all parcels within the study area. The improvement ratio identifies sites that are ripe for redevelopment because the value of the land is greater than the value of the buildings present on that land. These sites seek to provide affordable housing options or community-serving resources. Sites chosen were visited to assess physical conditions.

The preceding information provided context to determine best practices in community revitalization that would be most suitable for the Pike. The following graphic shows the workflow for this plan wherein information inputs were constantly evaluated in relation to one another (Figure 3).

Figure 3) Chesterfield Pike Plan workflow



1.3 | PLAN OUTLINE

The following describes the overall structure of the *The Chesterfield Pike Plan*.

2	THE PIKE AT PRESENT
3	PLANNING EFFORTS
4	HOUSING ON THE PIKE
5	BUSINESS ON THE PIKE
6	OPPORTUNITIES ON THE PIKE
7	ENGAGING WITH THE PIKE
8	FINDINGS ON THE PIKE
9	RECOMMENDATIONS FOR THE PIKE
10	THE CHESTERFIELD PIKE ACTION PLAN

SECTION 2 THE PIKE AT PRESENT provides an overview of current conditions on the Pike. This section describes the study area population in terms of income, race, ethnicity, and poverty status. The *Northern Jefferson Davis Highway Real Estate Market Analysis* conducted by Urban Partners in Summer 2019 has largely collected the majority of this data. This plan includes portions of that data and frames it around the trends of suburban poverty and immigrant suburbanization.

After establishing the influences that have contributed to the Pike’s current conditions, **SECTION 3 PIKE PLANNING EFFORTS** identifies and summarizes the efforts of the County and other organizations to address community issues and revitalization along the Pike. The *Northern Jefferson Davis Special Area Plan* and other planning documents were utilized to inform this plan’s recommendations.

SECTION 4 HOUSING ON THE PIKE builds upon the real estate assessment conducted by Urban Partners by focusing on three major housing types along the Pike that were not explored in-depth. Manufactured home communities, post-war era low-rise apartments, and motels make up a large portion of affordable housing options in the study area. This section explores the connection between affordable housing and employment, and shows the important role these housing types play in housing Chesterfield County’s low- to moderate-income residents.

SECTION 5 BUSINESS ON THE PIKE also builds upon the real estate assessment conducted by Urban Partners. Rather than focus on the retail categories presented by Urban Partners, this plan explores two business types that have come to define perceptions of business on the Pike: Latino-oriented and auto-related businesses. This section describes these businesses, their offerings, maps their location and their alignment with planned land use designations.

By conducting an improvement ratio analysis, this plan explores study area parcels with high redevelopment potential. This section, titled **SECTION 6 OPPORTUNITIES ON THE PIKE**, identifies three potential sites not already identified by Urban Partners as potential sites to support community-focused revitalization efforts.



SECTION 7 ENGAGING WITH THE PIKE describes the engagement process of this plan. A series of semi-structured interviews were conducted over a period of several months to gain insight into community needs surrounding housing and economic opportunities. Stakeholders were also informally approached at multiple community events held between Fall 2019 and early Winter 2020.

SECTION 8 FINDINGS ON THE PIKE brings together existing conditions data and information gained from stakeholder engagement. This section summarizes the community needs and potential opportunities as they relate to housing and small-business development along the Pike.

The result of these findings is a vision for community-focused revitalization on the Pike. **SECTION 9 RECOMMENDATIONS FOR THE PIKE** lays out our suggested goals and objectives to realize this vision. This section presents specific policy and program recommendations to address the housing and small-business needs of the existing Pike community.

Lastly, **SECTION 10 THE CHESTERFIELD PIKE ACTION PLAN** defines the actions, responsibilities, and timeline required to implement the recommendations of this plan. While revitalization is a long-term strategy, this plan provides a multitude of actions that can be taken in the short-, mid-, and long-term to help realize a revitalized Pike community.

2.0 | THE PIKE AT PRESENT

From its beginnings as a streetcar suburb, the Pike has a rich and storied past that influences its present. Community members fondly remember a time when the Pike was vibrant and thriving. In some aspects the Pike is still a thriving community, but in others it is not. The northern section of the Route 1 corridor in Chesterfield County has been challenged by local and national trends that have contributed to its current conditions. This section describes the current study area and the factors that have led to its decline and transformation.

2.1 | STUDY AREA

The geographic focus of the *Chesterfield Pike Plan* mirrors the study area of the 2019 *Northern Jefferson Davis Highway Real Estate Market Study* completed by Urban Partners. The area is comprised of eight census block groups: Block Group 1, Census Tract 1003; Block Group 1, Census Tract 1004.05; Block Group 2, Census Tract 1004.05; Block Group 1, Census Tract 1004.06; Block Group 1, Census Tract 1004.04; Block Group 2, Census Tract 1004.07; Block Group 1, Census Tract 1004.07; and Block Group 3, Census Tract 1004.07 (Figure 4). These eight census block groups are centered around U.S. Route 1/301 within Chesterfield County, and are bounded on the north by the Richmond municipal line, VA-288 on the south, Interstate 95 on the east, and the CSX railway on the west. This stretch of U.S. Route 1/301 is approximately 6 miles in length.

Along this section of the Pike is a wide mix of land uses from residential, to commercial, to industrial. In some cases, general commercial and industrial land uses are in close proximity to residential and neighborhood commercial areas. These areas do not comply with recommended development and have contributed to the decline of the Pike. The County has provided new recommendations for land uses and development standards along the Pike that seek to improve the quality and harmonize land uses in the area.

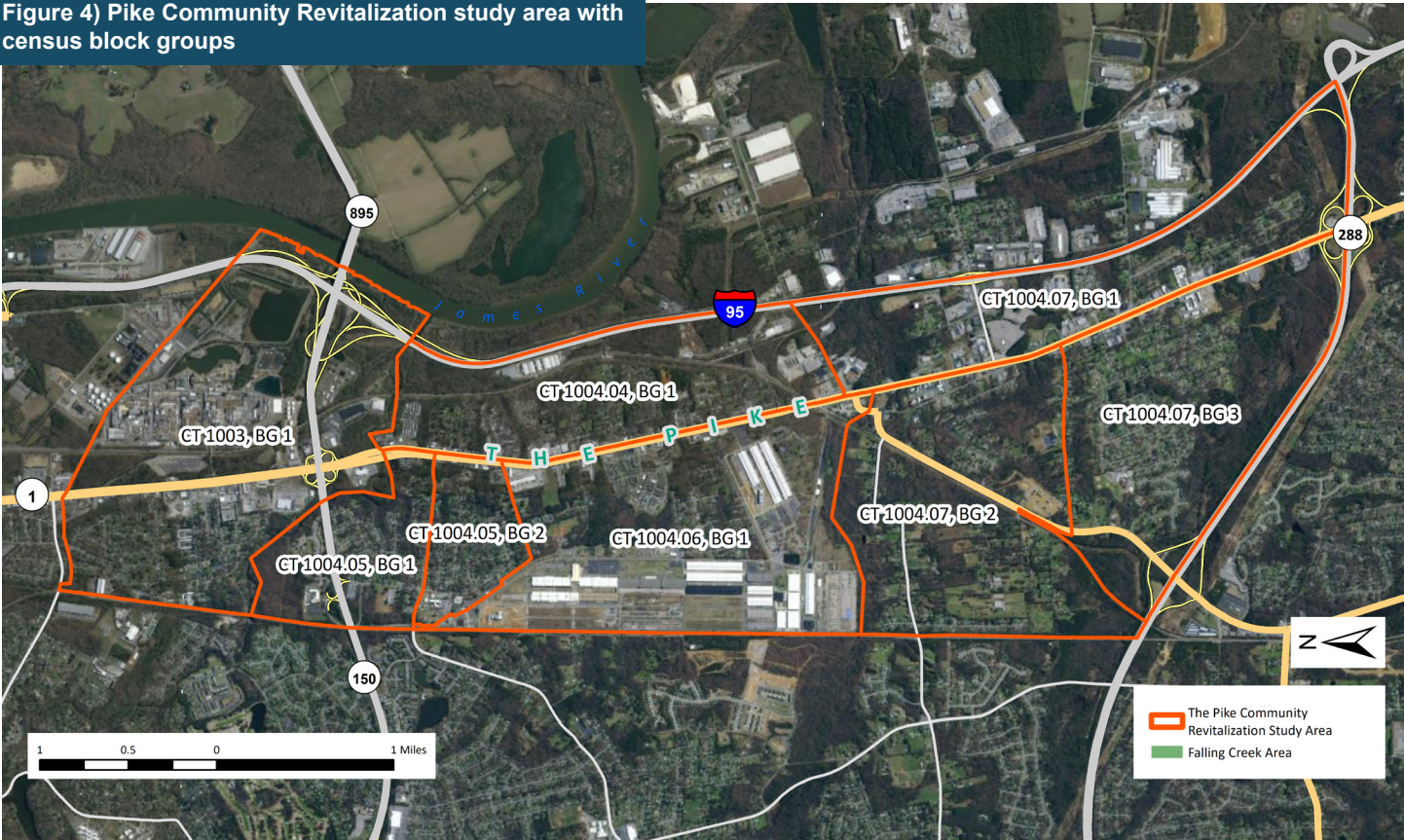
Physical connectivity throughout the Pike is auto-oriented and reflects suburban development patterns of the mid-20th century. The Virginia Department of Transportation estimates that the Annual Average Daily Traffic Volume of this section of the Pike is 20,000 vehicles in 2018. The majority of this traffic is pass-through traffic on the way to or from the City of Richmond. The Chippenham Parkway (State Route 150) and State Route 288 interchanges at the north and south ends of the study area respectively contribute to the physical isolation of communities along the Pike,

as many individuals are without personal vehicles. For many, this results in a lack of safe access to the Food Lion north of the Chippenham interchange and to major retailers and employment opportunities south of the 288 interchange such as Target, Kroger, Home Depot, and Lowe's Home Improvement. The majority of new development has occurred at the Route 10 intersection where Breckenridge Shopping Center and Bermuda Square see growth due to its proximity to the Interstate 95 interchange to the east. Close to this intersection is The Jane at Moore's Lake, a luxury apartment complex set back from the Pike.

Although pockets of poverty exist throughout Chesterfield County, none are more publicly visible and persistent than are those on the Pike. Lack of infrastructure and aging residential and commercial buildings pose major challenges to reinvestment. Meanwhile, motels and mobile home parks serve as affordable housing options for dozens of individuals and families who do not meet the credit or background requirements for apartments, or who simply cannot afford anything else. Potential revitalization and redevelopment along the corridor could harm residents and small business owners through displacement; but at the same time, current conditions on the Pike make it difficult for individuals to benefit from economic opportunities and live in safe and thriving communities. Thus, striking a balance between reinvestment and community preservation is crucial to ensuring viable outcomes.



Figure 4) Pike Community Revitalization study area with census block groups



2.2 | HISTORY OF THE PIKE

The U.S. Route 1 Corridor from Richmond to Petersburg was once referred to as the Richmond-Petersburg Turnpike well before the 30-mile section of Interstate 95 was designated as the Richmond-Petersburg Turnpike.¹ Operated by the Manchester and Petersburg Turnpike Company, the roadway that would become Jefferson Davis Highway was opened through Chesterfield County to connect the two cities. The Virginia Passenger and Power Company operated an electric interurban railway that was well-maintained and provided high-speed service along the U.S. Route 1 right-of-way from 1902 until 1936. The electric rail service led to the development and growth of many of Chesterfield County's oldest suburban communities such as Amphill, Bensley, and Bellwood - all of which still exist today. Streetcar stops along the Richmond-Petersburg Turnpike in Chesterfield County became commercial nodes and thrived throughout much of the early 20th century, connecting residents to manufacturing jobs in the cities of Richmond and Petersburg.

The discontinuation of the streetcar system gave way to the rise of automotive travel and commercial development that catered to interstate motorists. A 1940 federal Work Projects Administration guide to Virginia described the corridor as follows: "South of Richmond U.S. 1 is lined with tourist cabins, garages, and lunchrooms swathed in neon lights that at night convert the road as far as Petersburg into a glittering midway".² Long-time residents fondly remember a thriving residential and commercial corridor that was near manufacturing jobs, a vibrant tourist industry, with drive-in theaters, swimming lakes, and local diners. However, the completion of Interstate 95 through Richmond in 1958 contributed to the decline of traffic along the former Richmond-Petersburg Turnpike. Coupled with the effects of inner-ring suburban decline, the Pike experienced disinvestment and deteriorating conditions of its residential and commercial building stock through the latter half of the 20th century.

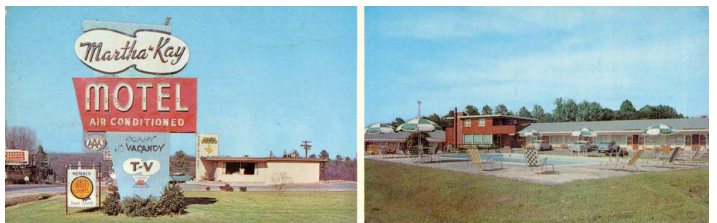
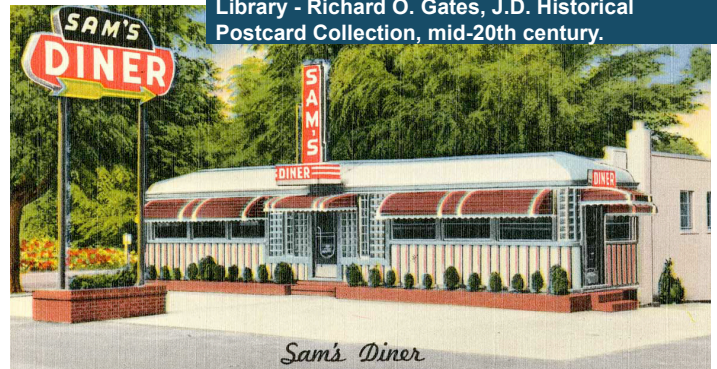
¹ Ritchie, Thomas. (1839). Annual Report of the Board of Public Works to the General Assembly of Virginia: With the Accompanying Documents. Richmond, Virginia.

² Federal Writers' Project. (1940). The WPA Guide to Virginia: The Old Dominion State. United States Work Progress Administration.

"THE CHESTERFIELD PIKE"

This plan refers to Jefferson Davis Highway as "The Chesterfield Pike" in order to honor the past, while looking to the future. Long-time residents of the area continue to refer to the area as "The Pike" - a term that harkens back to the days when Route 1 was the Richmond-Petersburg Turnpike. The Pike is a unique place within the county that deserves an official name to unite the different communities located in Amphill, Bensley, and Bellwood. By calling the corridor the Chesterfield Pike, this plan solidifies the corridor as a place that is proudly Chesterfield's own.

Images from top to bottom: 1) Sam's Diner, 2) Snow White Motel, and 3) Martha Kay Motel, from the Chesterfield County Public Library - Richard O. Gates, J.D. Historical Postcard Collection, mid-20th century.



2.3 | SUBURBAN DECLINE

The challenges that Chesterfield County faces in revitalizing the northern section of the Jefferson Davis Highway Corridor are symptoms of inner-ring suburban decline, a trend that has affected communities across the nation, as well as globally.³ Previous development patterns focused on auto-oriented development, and mass-produced housing following World War II created commercial and residential stock that has become outdated and outmoded. The reinvestment required to revitalize or redevelop these communities is high in comparison to the costs of greenfield development in the outer suburbs.⁴ In addition, the demand for larger housing units and greater connectivity to amenities such as commercial uses and jobs has driven the market away from many inner-ring suburbs. The outmigration of those able to move has subsequently created a cycle that increases the concentration of low to moderate income households within inner-ring suburbs.

The Pike community exhibits several traits of inner-ring suburban decline such as increased poverty, low median household income, low median owner-occupied home values, and lower educational attainment. These socioeconomic trends impact the likelihood of private reinvestment in the community. Therefore, understanding current conditions is important to addressing the challenges that prevent wholesale revitalization of the Pike.

Census data have further confirms the Pike as an area of concentrated poverty. In 2000, the poverty rate of the study area was 15.3%; over three times that of the county's overall poverty rate of 4.5% (Table 1). The median household income of the area was \$33,895 in 2000; only 58% of the county's median household income in 1999. While poverty has increased across the county overall, the Pike area has consistently had a poverty rate three times that of the county.

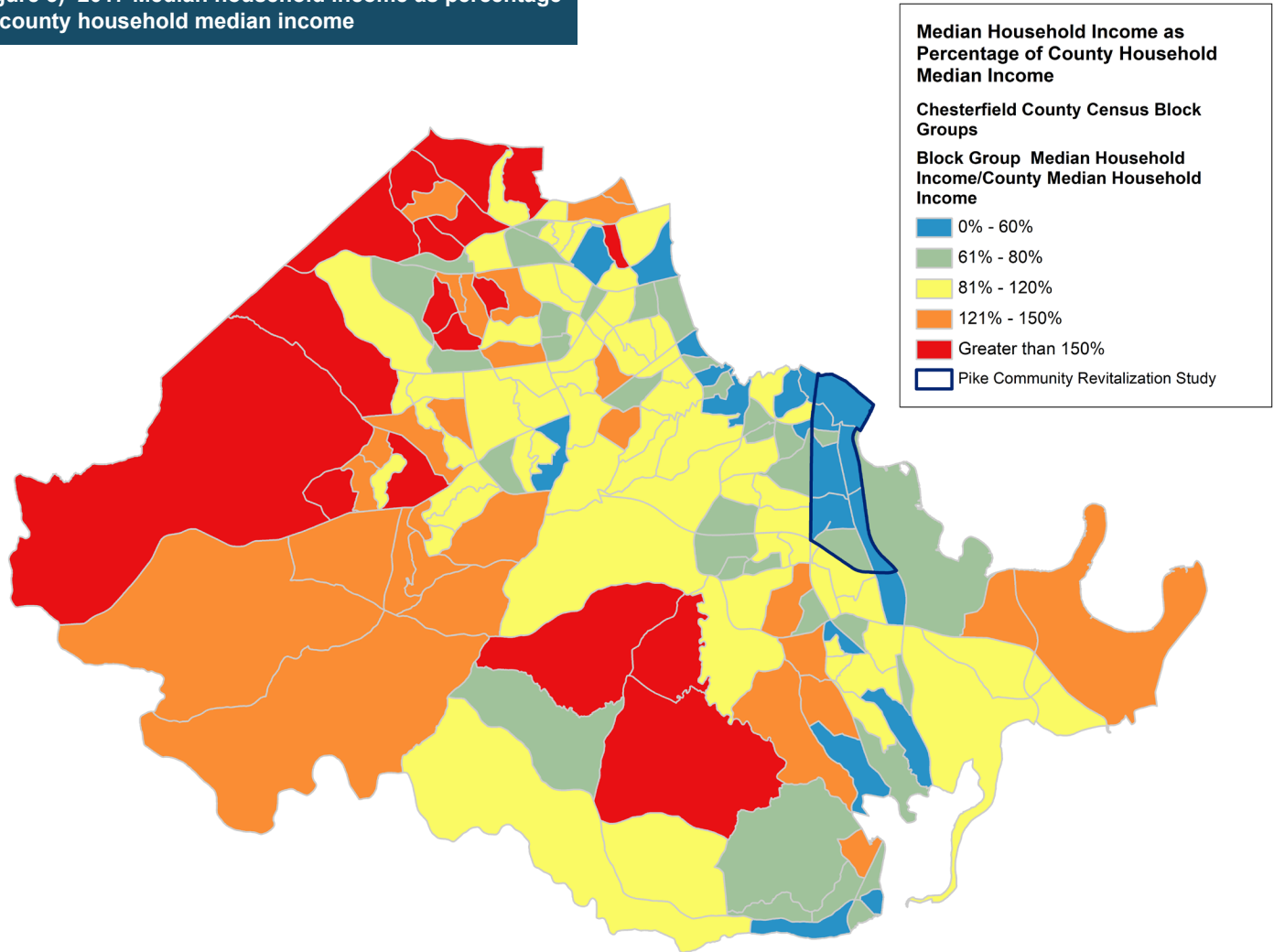
Table 1) Comparison of Study Area and Chesterfield County Median House Income and Poverty Rate in 2000 and 2017, Source: U.S. Census Data

	Median Household Income		Poverty Rate	
	2000	2017	2000	2017
Study Area	\$33,895	\$40,339	15.3%	23.7%
Chesterfield County	\$58,264	\$76,969	4.5%	7.2%

³ Kneebone, E. and Alan Berube. (2013). *Confronting suburban poverty in America*. Washington, D.C.: Brookings Institution Press.

⁴ Hanlon, Bernadette. (2010). *Once the American dream: inner-ring suburbs of the metropolitan United States*. Philadelphia: Temple University Press.

Figure 5) 2017 Median household income as percentage of county household median income



In recent years, the median household income has increased for both the Pike and the county, but the disparity between the two grew significantly. As of 2017, the area’s median household income (\$40,339) is only about half that of the county’s median household income of \$76,969 (52.4%). Spatially, median household incomes that are only 60% or below the county median household income are concentrated in the Pike area (Figure 5).

In 2017, the area’s poverty rate increased to 23.7%, while the county’s overall rate increased to 7.2% (Table 1). Three census block groups within the study area have median house incomes that are among the lowest within the county. At less than half that of the county’s median household income in 2017, incomes in these areas did not exceed \$39,000 (Table 2).

Spatially, individuals experiencing poverty are concentrated within the study area and within other inner-ring suburban areas along Hull Street Road, as well as Etrick. However, census block group data show that four out of the ten block groups with the highest poverty rates are located within the study area (Table 3).

Table 2) Chesterfield County census block groups with lowest percentages of county median household income > 0 in 2017. Source: U.S. Census Bureau, 2017 ACS 5-year estimates

Geography	Percentage of County Median Household Income > 0 (\$76,969)	Relation to Study Area
Block Group 1, Census Tract 1004.06	33%	Within Study Area
Block Group 1, Census Tract 1008.19	35%	-
Block Group 1, Census Tract 1004.04	37%	Within Study Area
Block Group 2, Census Tract 1003	46%	Study Area Adjacent
Block Group 4, Census Tract 1004.09	46%	Study Area Adjacent
Block Group 3, Census Tract 1005.06	48%	-
Block Group 1, Census Tract 1003	48%	Within Study Area
Block Group 1, Census Tract 1008.04	49%	-
Block Group 1, Census Tract 1001.07	53%	-
Block Group 3, Census Tract 1009.34	54%	-

Table 3) Chesterfield County census block groups with highest poverty rates in 2017. Source: U.S. Census Bureau, 2017 ACS 5-year estimates

Geography	Percent of Individuals Below Poverty	Relation to Study Area
Block Group 2, Census Tract 1006	100%	-
Block Group 2, Census Tract 1003	35%	Study Area Adjacent
Block Group 1, Census Tract 1004.06	33%	Within Study Area
Block Group 1, Census Tract 1004.05	32%	Within Study Area
Block Group 1, Census Tract 1003	31%	Within Study Area
Block Group 1, Census Tract 1004.04	30%	Within Study Area
Block Group 3, Census Tract 1006	29%	-
Block Group 4, Census Tract 1007.01	25%	-
Block Group 1, Census Tract 1001.07	24%	-
Block Group 1, Census Tract 1008.04	23%	-

2.4 | LATINO SUBURBANIZATION

The suburbs are increasingly becoming more diverse in terms of race and ethnicity. Economic trends continue to push poverty and new immigrants into the suburbs, as the cost of living in many American urban cores rapidly increases - among many more trends related to shifts in the economy and development.⁵ In some cases, immigrant groups are foregoing central cities completely and choosing to settle first in the suburbs for the availability of affordable homeownership opportunities and quality public services such as education.⁶ These trends are reflected in the large Latino population within Chesterfield County.

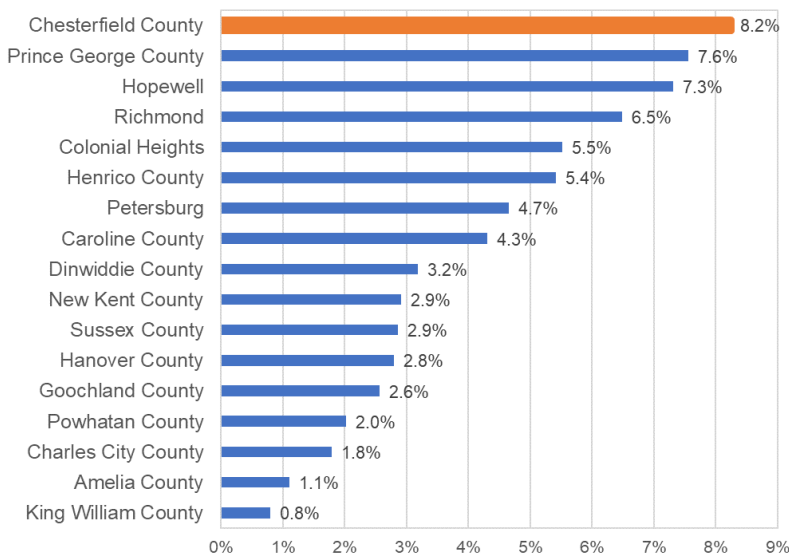
The Latino population, both long-time U.S. residents and new immigrants, have largely migrated to the Richmond metro area for either economic- or education-related reasons.⁷ As of 2018, the Latino population in Chesterfield County was 8.2%, representing the largest proportion in the Richmond metro area (Figure 6). In Chesterfield County, the Latino population is highly concentrated in the northeastern portion of the county towards the southside of Richmond (Figure 7). Four census block groups within the study area are among the top ten areas with the highest percentage of Latino individuals (Table 4). Notably, Block Group 2 within Census Tract 1004.05 possesses the highest percentage of Latino individuals within the entire county with three other census block groups ranking at third, fourth, and fifth.



LATINO? LATINA? LATINX? HISPANIC?

This plan utilizes the term “Latino” for consistency and cultural purposes. “Latino” encompasses the diverse pan-ethnic groups that originate from Latin American geographies such as Mexico, the Caribbean (Puerto Rico, Cuba, Dominican Republic, etc.), Central America (El Salvador, Guatemala, Honduras, etc.), and South America (Colombia, Peru, Ecuador, etc.). The U.S. Census Bureau utilizes the terms “Hispanic or Latino” as an ethnic category that encompasses populations that originate from Latin American geographies and utilize the Spanish language. However, the Pew Research Center found that most (51%) of Hispanics or Latinos identify themselves based on their family’s country of origin.¹ An interview with a Latino community advocate recommended the use of the term “Latino” as it would be more widely accepted. The term “Latinx,” which seeks to be gender-inclusive has increasingly become used, however, its use is more prevalent in academic circles and thus may not be understood among all populations.²

Figure 6) Latino Population in the Richmond Metropolitan in 2017, Source: U.S Census Data, 2017 ACS 5-year estimates



⁵ Kneebone, Elizabeth. (2017). “The changing geography of US poverty.” [Congressional Testimony]. February 15, 2017.

⁶ Vitiello, D. (2014). “The Politics of Immigration and Suburban Revitalization: Divergent Responses in Adjacent Pennsylvania Towns.” *Journal of Urban Affairs*, Vol. 36(3), 519-533.

⁷ Schleef, Debra J. and H.B. Calvanti. (2009). *Latinos in Dixie: Class and Assimilation in Richmond*. Virginia. Albany, NY: SUNY Press.

¹ Taylor, Paul, Mark Hugo Lopez, Jessica Martinez, and Gabriel Velasco. (2012) “When Labels Don’t Fit: Hispanics and Their Views of Identity.” Pew Research Center.

² Torres, Lourdes. (2018). “Latinx?” *Latino Studies*, Vol. 16. pp. 283-285.

Figure 7) Latino population density in Chesterfield County, Source: U.S. Census Bureau, 2017 ACS 5-year estimates

Hispanic/Latinx Population in Chesterfield County

- Hull Street Corridor
- Midlothian Turnpike Corridor
- Route 1 Corridor
- Pike Community Revitalization Study Area

Chesterfield County Census Block Groups

- 1 Dot = 5
- Hispanic/Latinx

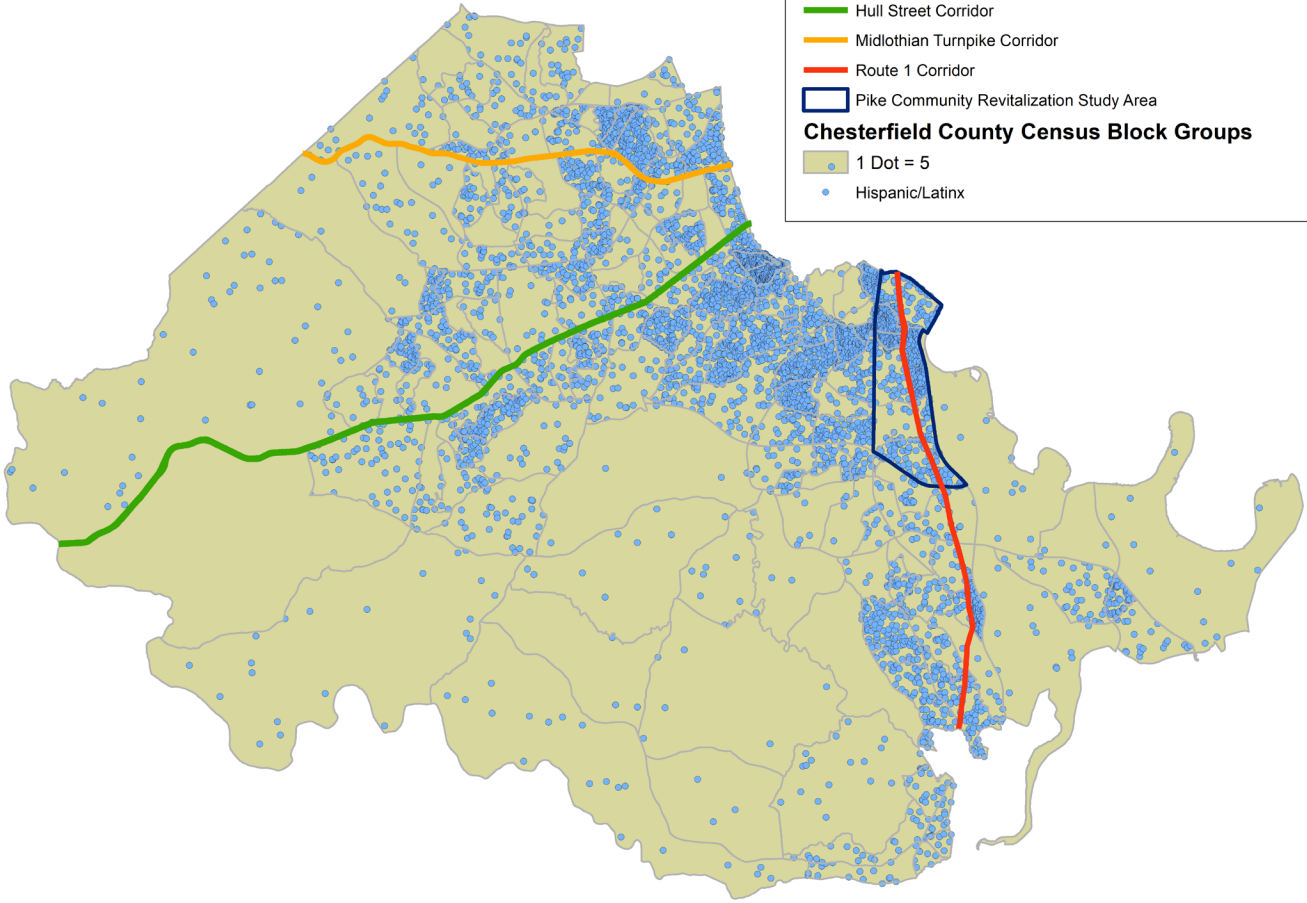


Table 4) Highest Latino population in Chesterfield County by census block group, Source: U.S. Census Data, 2017 ACS 5-year estimates

Geography	Percent Latino	Geographic Relation
Block Group 2, Census Tract 1004.05	51%	Study Area
Block Group 4, Census Tract 1005.06	49%	-
Block Group 1, Census Tract 1004.07	43%	Study Area
Block Group 1, Census Tract 1004.04	43%	Study Area
Block Group 1, Census Tract 1004.05	42%	Study Area
Block Group 1, Census Tract 1009.07	38%	-
Block Group 2, Census Tract 1003	37%	Study Area Adjacent
Block Group 4, Census Tract 1002.05	34%	-
Block Group 3, Census Tract 1002.05	31%	-
Block Group 2, Census Tract 1008.06	31%	-

The Latino population constitutes nearly 30% of the Pike's 11,221 residents and represents a diverse pan-ethnic group (Table 5). A large proportion of the Pike Latino population originates from Central American countries such as El Salvador, Guatemala, and Honduras.⁸ The large concentration of Latino individuals along the corridor is reflected in one of the densest concentrations of Latino-owned businesses in the Richmond metro area, all of which have played a pivotal role in maintaining business activity along the Pike.

Their presence in neighborhood communities continues to grow as the *Real Estate Market Study* notes that from 2000 to 2017, the Latino population within the study area grew by 195.8%, whereas the White and Asian populations on the Pike decreased by 30% and 35.9% respectively (Figure 8). As of 2017, 3,266 of the Pike's 11,221 individuals are Latino (29.1%) and current research only points to these numbers steadily growing over the coming decades.⁹

A *Style Weekly* article noted not only the growth of the Latino population in Chesterfield County in 2010, but also the rising number of Latino individuals in poverty, especially along the Pike.¹⁰ The Latino population in America continues to be overrepresented among those in poverty. According to the U.S Census Bureau, the 2017 Latino population in the United States was 18.3% and accounted for 27.2% of the population in poverty. This trend is reflected in Chesterfield County as well, as the county's 8.2% Latinx population accounts for nearly 18% of its population in poverty; the largest proportion of any other race or ethnic group (Figure 9). The poverty rate of the Latinx population within Chesterfield County is nearly three times that of the white population (6.3%) and nearly double that of the African American population (8.5%) and that of the County overall (7.2%).

⁸ The distribution of Latino ethnic groups for Census Tract 1003, Block Group 1 was approximated by calculating the percent Latino population of Census Tract 1003 that resided in Census Tract 1003, Block Group 1. Assuming that ethnic groups followed a similar breakdown, the same proportion was applied to the count of each Latino ethnic group within Census Tract 1003. The result is an estimate of Latino ethnic groups that exist in Census Tract, Block Group 1.

⁹ Pew Research Center. (2015, September 28). "Modern Immigration Wave Brings 59 Million to U.S., Driving Population Growth and Change Through 2065: Views of Immigration's Impact on U.S. Society Mixed." Washington, D.C.: Pew Research Center.

¹⁰ Bass, Scott. (2010). "Blurring the Lines." *Style Weekly*. March 10, 2010.

Table 5) Largest ethnic groups among the Latino population in the study area, Source: U.S. Census Data, 2017 ACS 5-year estimates

Ethnic Identity	Percent of Pike Latino Residents (N=3,266)
Salvadoran	34%
Guatemalan	23%
Mexican	21%
Honduran	12%

ETHNOBURBS

The Pike can be considered an emerging type of ethnic concentration area called an "ethnoburb." The term was coined by Dr. Wei Li, a professor of urban ethnicity and ethnic geography in 1997, as she studied the Chinese immigrant settlement in the suburbs of Los Angeles, California.¹

Like ethnic enclaves, ethnoburbs are concentrations of institutional, residential, and business enterprises owned and operated by an ethnic or pan-ethnic group. These concentrations lead to strong social networks and exchange of resources and knowledge. Over time these concentrations grow and provide both national and global linkages to the community. The benefits of ethnoburbs to immigrants is substantial as it often leads to faster incorporation into the local economy.

Ethnoburbs are unique in that they are located in the suburbs and allow for greater space than in cities and more diversified economic activities. This can be seen along the Pike as Latinos participate in a variety of business and employment types up and down the Pike.

As a new gateway into America or the Richmond region, the Pike is a significant place for the Latino population.

¹ Li, Wei. (2009). *Ethnoburb: The New Ethnic Community in Urban America*. Honolulu, HI: University of Hawaii Press.

Figure 8) Population change within the study area by race and ethnicity, Source: Urban Partners, 2019

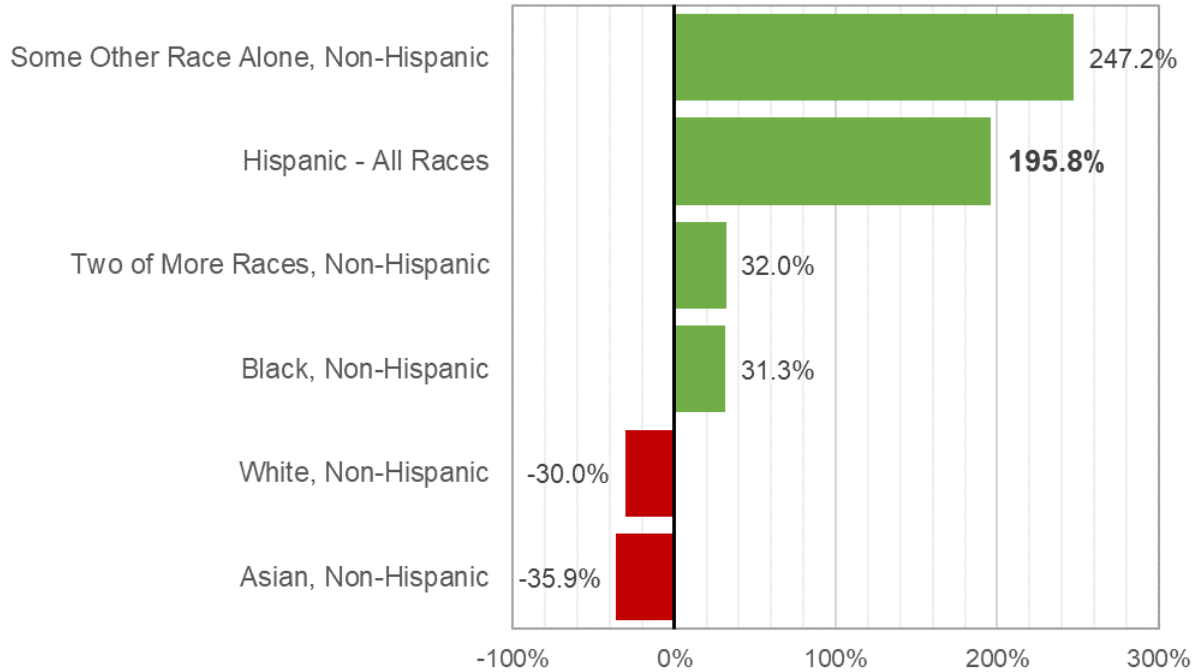
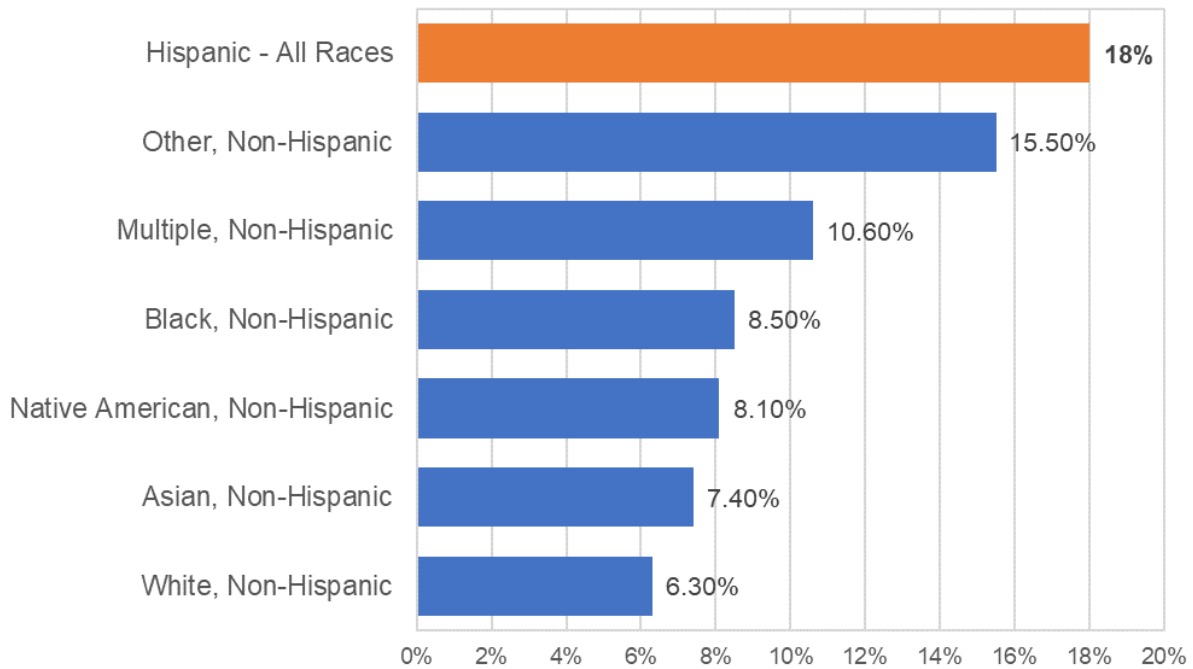


Figure 9) 2017 Poverty Rate in Chesterfield County by Race and Ethnicity, Source: U.S. Census Data, 2017 ACS 5-year estimates



3.0 | PLANNING EFFORTS

Chesterfield County, the Richmond Regional Planning District Commission (now PlanRVA), and nonprofit organizations such as HDAdvisors have been involved in multiple planning efforts to address revitalization and its challenges along the Pike. From a real estate market analysis to an assessment of manufactured home communities in Central Virginia, these documents provide the *Chesterfield Pike Plan* with valuable information about the community and existing conditions. Rather than repeat the hard work of others, this plan builds upon their work and aligns itself with their goals and recommendations, where appropriate. The following section provides a summary of these documents as they relate to the *Chesterfield Pike Plan*.

3.1 | PAST AND PRESENT INITIATIVES

JEFFERSON DAVIS HIGHWAY REVITALIZATION STUDY (2011)

In 2011, Chesterfield County requested for Richmond Regional Planning District Commission (now PlanRVA) to conduct an economic study of the northern Jefferson Davis Highway corridor. The study included the current footprint of the Pike study area, as well as a portion of the corridor south of Route 288 to Walmsley Boulevard. The study conducted a SWOT analysis, an inventory of existing commercial building conditions, an analysis of zoning and land use, a real estate analysis, a market analysis, and an identification of opportunity sites.

Although completed in 2011 and preceding Chesterfield County's comprehensive plan update, many of PlanRVA's findings still ring true today. Many of the retail services that the study identifies as having an unmet demand are the same as what the Urban Partners report identified in 2019: clothing retailers, home furnishing stores, laundromats, and specialty retail stores such as gifts or florists.

Additionally, the revitalization study identifies 12 opportunity sites where commercial parcels were vacant or site improvements were valued less than the land, had street frontage to the corridor, and high visibility (Figure 10). Site 4 identified in identified by the PlanRVA is reconsidered in the *Chesterfield Pike Plan* as part of Opportunity Site #2.

AN ASSESSMENT OF CENTRAL VIRGINIA'S MANUFACTURED HOUSING COMMUNITIES (2016)

In 2016, HDAdvisors was commissioned by a group of Richmond metropolitan non-profits to assess the conditions of the region's manufactured home communities in Central Virginia (Amelia, Caroline, Charles City, Chesterfield, Cumberland, Dinwiddie, Goochland, Hanover, Henrico, King and Queen, King William, Louisa, New Kent, Powhatan, Prince George, Sussex, Colonial Heights, Hopewell, Petersburg, and Richmond). Visiting over 50 communities, HDAdvisors provided a comprehensive report that highlighted the role that manufactured homes play in the affordable housing spectrum. Providing a snapshot of the socioeconomic characteristics of residents of manufactured home communities, the report provides vital context for many of the communities that exist along the Pike.

Relevant to this plan, the report notes that a large majority of communities are located along Jefferson Davis Highway in both Richmond and Chesterfield County - with many in very poor condition. Furthermore, the five communities with the highest number of children per household are located along Jefferson Davis Highway in Richmond and Chesterfield. Chesterfield County contains the most manufactured housing units in the region at over 2,000.

The report found that although manufactured homes provide a large source of unsubsidized affordable housing, the cultural stigma associated with them has stymied this important benefit. Nonetheless, HDAdvisors provide important recommendations that seek to enhance and preserve manufactured home communities in Chesterfield County and the Richmond metropolitan area: 1) nonprofit park revitalization with community ownership, 2) increased education, 3) resident protections, 4) pre-1876 home replacement, and 5) innovative financing techniques.

NORTHERN JEFFERSON DAVIS SPECIAL AREA PLAN (2018)

The *Northern Jefferson Davis Special Area Plan* was adopted by the Chesterfield County Board of Supervisors on April 25, 2018. As a guide for future “land development, redevelopment and revitalization decisions, programs, ordinances, and policies” along Jefferson Davis Highway, the plan is also a response to increased calls by residents and officials alike to address the issues that face the Pike.¹¹ Efforts to revitalize the Pike date as far back as the mid-1980s. These early efforts coalesced in the 1993 *Jefferson Davis Corridor Plan*, but the plan did not bring about revitalization of the entire corridor.

The *Special Area Plan* goes into a great amount of detail on transforming areas of the Pike using New Urbanist principles of design that call for greater walkability, access to transit, and mixed-use development (Figure 11). These recommendations follow standard best practices in the revitalization of suburban commercial corridors. In regard to housing needs, the *Special Area Plan* calls for the continued encouragement of housing rehabilitation and preservation, the development of mixed-income residential development, and the spread of multifamily development throughout the area. The *Special Area Plan* encourages development that retains and attracts businesses, supports small enterprises, increases workforce development, and encourages the hiring of residents. Owners are encouraged to proactively rezone their properties to comply with planned land uses or relocate illegal uses to align with recommendations of the *Special Area Plan*.

The County has continued to respond to the needs of the Pike with the adoption of the Route 1 Residential Overlay District in October 2019. This code amendment allows for multifamily development along the Pike north of Osborne Road within certain parcels that are zoned as C-3 and C-5 by right under certain conditions. In addition, the County has created the Jefferson Davis Incentive Policy, which encourages redevelopment through the use of performance-based grants. Based on this policy, a development project along the Pike that meets certain criteria will receive 80% of its incremental real estate taxes back for seven years with reductions to 60, 40, and 20% for the last three years for the 10-year grant program.

The *Chesterfield Pike Plan* brings housing and local businesses to the forefront as the intersection of affordable housing and local economic development have been emphasized in recent decades.¹²

¹¹ Chesterfield County. (2018). *The Northern Jefferson Davis Special Area Plan*. NJ 7.

¹² Waldrip, Keith, Laura Williams, and Suzanne Hague. (2011). *The Role of Affordable Housing in Creating Jobs and Stimulating Local Economic Development: A Review of the Literature*. January 2011. The Center for Housing Policy and the MacArthur Foundation.

Figure 10) Opportunity Sites identified by PlanRVA in 2011, Taken from PlanRVA (2011). Jefferson Davis Highway Revitalization Study.

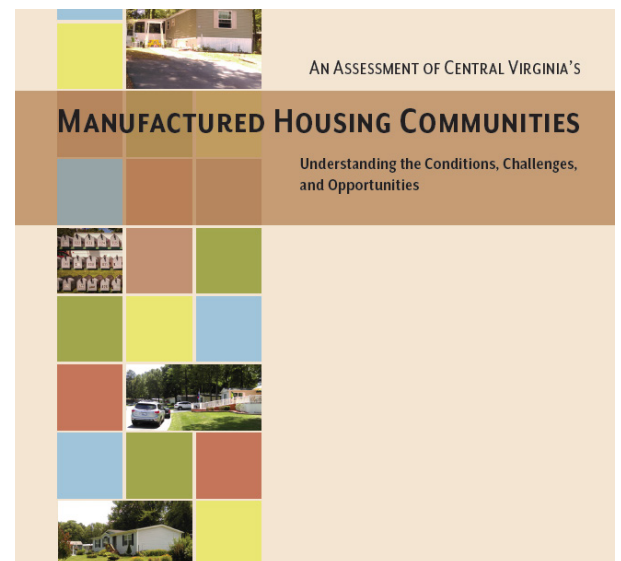
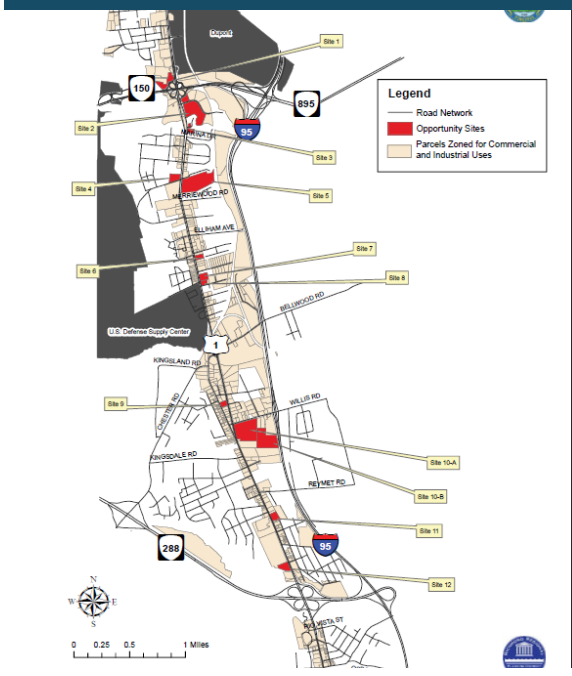


Figure 11) Conceptual design for mixed use development at Route 1 and Willis Road



MOVING FORWARD... THE COMPREHENSIVE PLAN FOR CHESTERFIELD COUNTY (2019)

*M*oving Forward... *The Comprehensive Plan for Chesterfield County* was adopted in Spring 2019 and serves as the county's long-range growth, development, and revitalization guide. The *Comprehensive Plan* provides an overview of the entire county, highlighting its strengths, opportunities, and future needs. As a guide for revitalization, *The Comprehensive Plan* also includes a chapter that focuses on revitalization efforts. This chapter describes high level best practices that are appropriate for Chesterfield County:

1. A strategic plan of action with measurable outcomes
2. A single point of coordination and communication between citizens, businesses, community organizations, and county government
3. Public-private partnerships between citizens, businesses, community organizations, county government, and other government agencies
4. Place-based revitalization efforts
5. A revitalization toolkit¹³

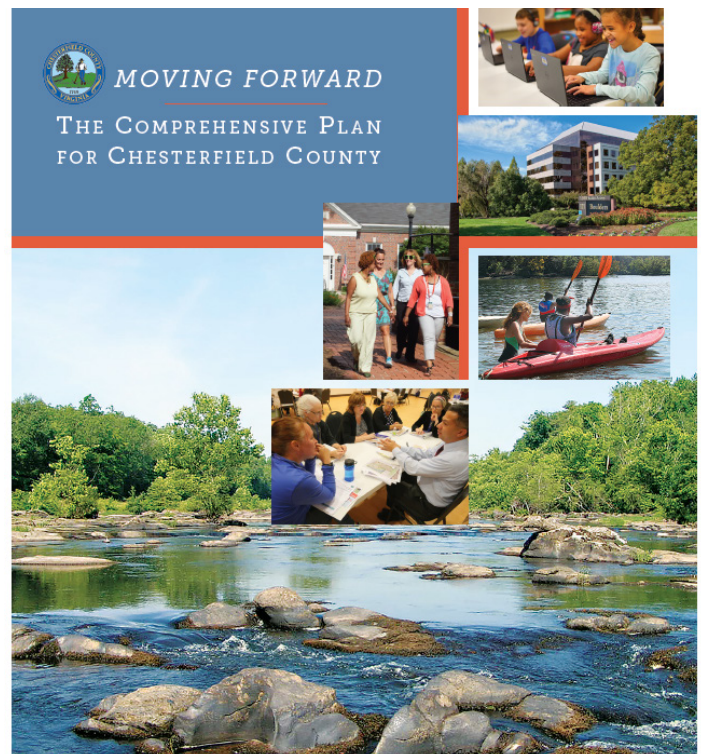
Revitalization in Chesterfield County relates to business development, neighborhood and housing development, land use, public facilities, and the environment. Accordingly, revitalization supports the goals of these interrelated areas by supporting and promoting:

- Economic opportunity in established communities through incentives for new development, rehabilitation, and redevelopment
- A range of well-designed housing choices at convenient locations and prices
- Land use compatibility and high-quality, sustainable development
- Adequate public facilities, and public facility parity/equity to protect investment and quality of life in older communities
- The importance of natural resources and the mitigation of impact or incorporation with redevelopment¹⁴

Chesterfield County utilizes a variety of strategies to prevent and address community decline. Through partnerships with the community, nonprofits, and the private sector, the County takes a comprehensive approach to revitalization. New and existing tools, incentives, and programs will continue to play a vital role in revitalization. Public infrastructure investments

¹³ Chesterfield County. (2018). Chapter 7: Revitalization. *Moving Forward... The Comprehensive Plan for Chesterfield County*. RE 5-6.

¹⁴ Chesterfield County. (2018). Chapter 7: Revitalization. *Moving Forward... The Comprehensive Plan for Chesterfield County*. RE 6.



will be key to catalyzing private investment, as will the support of public and private reinvestment efforts. *The Chesterfield Pike Plan* follows these guidelines with a lens that is unique to commercial corridor revitalization in inner-ring suburbs.

NORTHERN JEFFERSON DAVIS HIGHWAY REAL ESTATE MARKET ANALYSIS REPORT (2019)

Urban Partners was contracted by Chesterfield County in early 2019 to conduct a real estate market study for the Northern section of the Jefferson Davis Highway Corridor. This study informs the County, as well as community stakeholders, of the various opportunities for new development that exist along the corridor. Through an analysis of supply and demand conditions for retail, office, commercial, and residential uses, Urban Partners indicated that the study area can support approximately 60 to 80 new multifamily units per year from 2019 to 2025. New market rate single-family detached homes and townhomes, as well as affordable housing for low to moderate incomes, are all viable housing options that would see a strong demand.

In addition, Urban Partners and the *Special Area Plan* steering committee identified three potential catalytic development sites and provided alternative development scenarios for these three sites. These development schemes sought to demonstrate what types of development are financially feasible within

known constraints. The three sites were identified and given potential site names: 1) Falling Creek Junction, located at the interchange of Chippenham Parkway and Jefferson Davis Highway, 2) Willis Town Center, the former Bellwood Drive-In property and adjacent parcels to the south, and 3) Bellwood Village, the Star Auto Sales and Bermuda Self Storage parcels just north of Colony Village Apartments (Figure 12).

For the Falling Creek Junction site, Urban Partners found that over 600 new housing units as part of townhome and multi-family rental apartments, an 80-room hotel, two full-service restaurants, and the location of the John Tyler Community College Workforce Training Center are economically feasible. New development in the area builds upon the County's investment into the Falling Creek Linear Park and the James River Conservation Area.

At the Willis Town Center site, a new 120-room hotel and three restaurants would be located at the corner of Willis Road and Route 1. Where the Snow White and White Hotels are currently located, over 200 new housing units consisting of multi-family and townhomes would be developed.

Bellwood Village would build upon the success of Colony Village Apartments by developing nearly 200 more housing units consisting of multifamily and townhomes. New retail development would front the highway with housing located behind.

In its assessment of additional opportunity sites, the *Chesterfield Pike Plan* sought potential opportunities not already identified by Urban Partners.

Figure 12) Map of Catalytic Development Sites, Taken from Urban Partner. (2019). NJDH Alternative Development Scenarios.

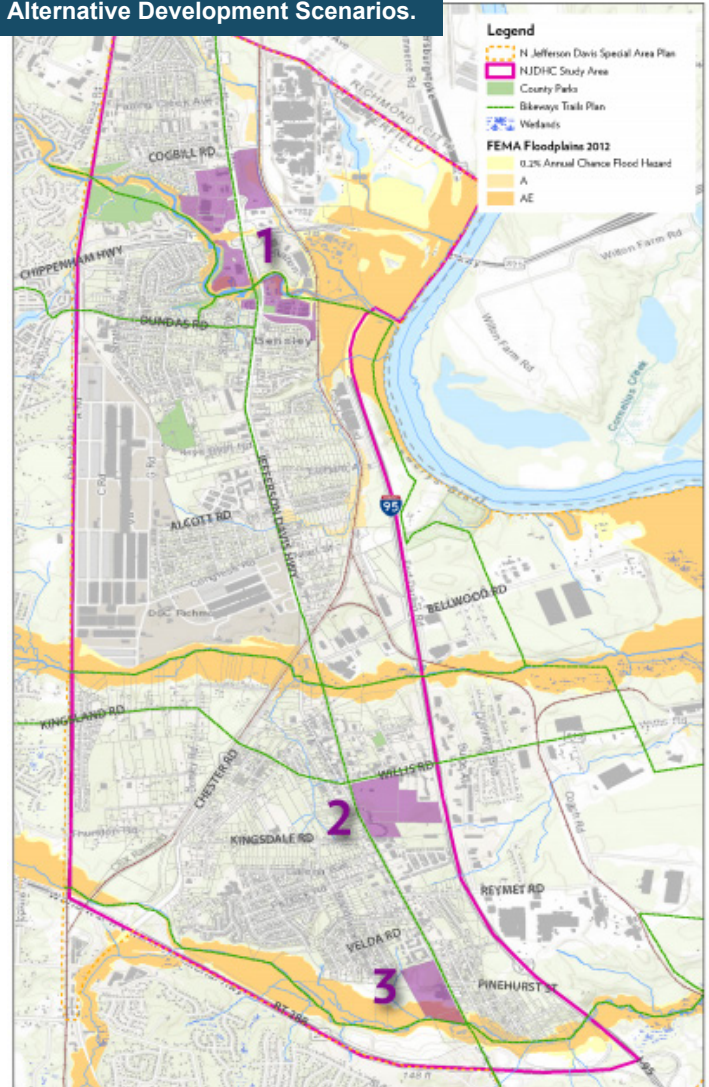
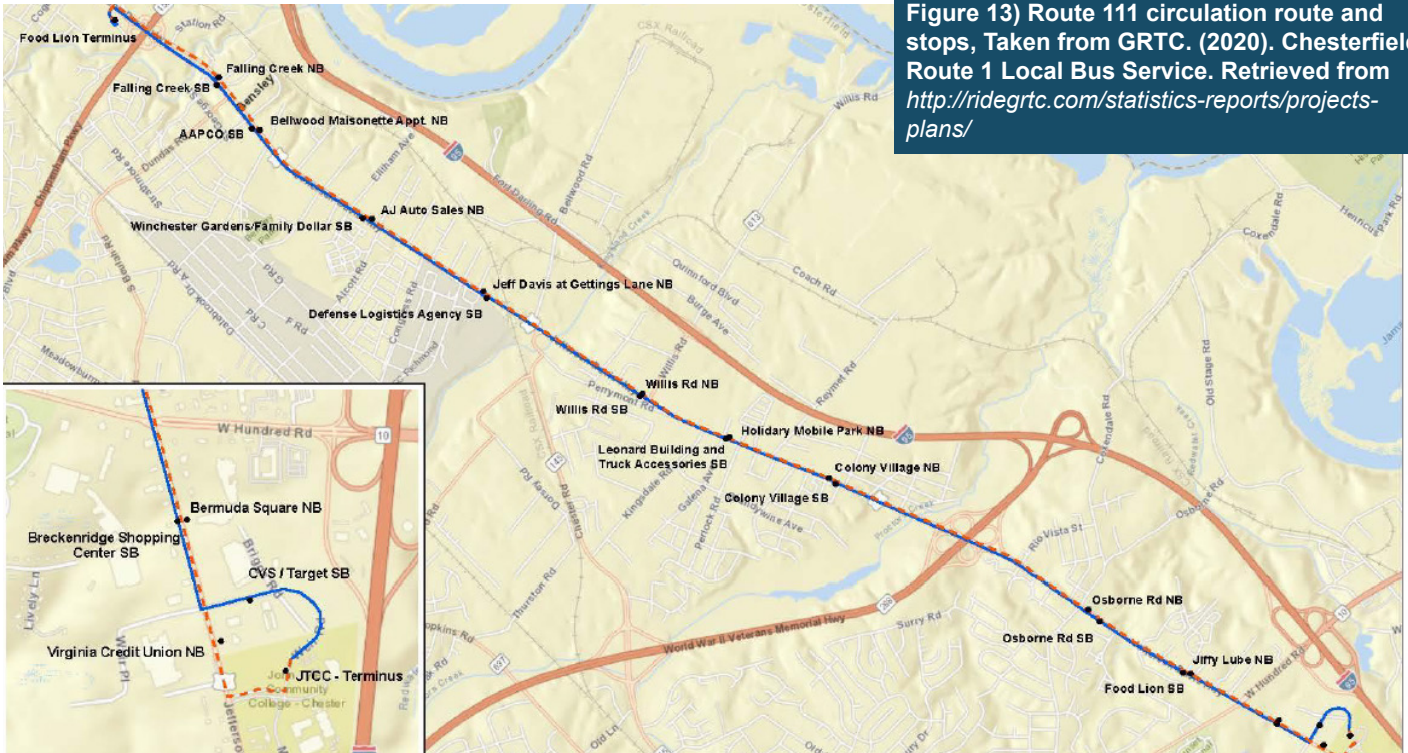


Figure 13) Route 111 circulation route and stops, Taken from GRTC. (2020). Chesterfield Route 1 Local Bus Service. Retrieved from <http://ridegrtc.com/statistics-reports/projects-plans/>



CHESTERFIELD ROUTE 1 LOCAL BUS SERVICE (2020)

To help address the transportation challenges of residents along the Pike, Chesterfield County partnered with the Greater Richmond Transit Company (GRTC) and the Virginia Department of Rail and Public Transit (DRPT) to pilot a local bus service from the Food Lion at Falling Creek to John Tyler Community College’s Chester campus which is designated as Route 111 (Figure 13). This service is funded through a two-year demonstration grant provided by DRPT (80%) and a local contribution (20%) from Chesterfield County.

Beginning on March 16, 2020, Route 111 local bus service operates Monday to Saturday (5am to 7pm on weekdays and 7am to 7pm on Saturday) and will cost \$1.50 for a single fare. The service has a 30-minute frequency with 24 planned bus stops. At the Food Lion stop, riders are able to transfer busses to access the rest of GRTC’s bus system.

The Chesterfield Pike Plan acknowledges the importance of addressing transportation needs in low wealth communities. Transportation, however, is not the focus of this plan as infrastructure improvements are planned for the area within the next five years.

RICHMOND REGIONAL HOUSING FRAMEWORK (2020)

In 2019, Partnership for Housing Affordability (PHA) began working with a variety of stakeholders including local government representatives and housing providers and experts to develop a regional framework to address the housing challenges of the Richmond metro area. The framework acknowledges the importance of working across localities to adequately address the housing needs in the City of Richmond, Chesterfield County, Henrico County, Hanover County, and the town of Ashland.

The framework highlights the housing challenges of each locality and provides solutions to address those challenges. The challenges of Chesterfield County are as followed:

1. Increasing cost to buy a home
2. Lack of affordable rental communities
3. The fastest-growing senior population in the region
4. Manufactured home communities with unit quality and infrastructure problems
5. Increase in low wage jobs



The solutions proposed by the PHA working group to address Chesterfield County’s housing challenges are:

1. Increase the amount of land available for multifamily housing development in residential zones (and commercial zones where appropriate), especially in “communities of opportunity.”
2. Reduce barriers to accessory dwelling units in residential districts.
3. Build a region-wide, racially equitable homeownership opportunity program.
4. Reduce land cost per home by encouraging higher density homeownership, including smaller, innovative home types.
5. Promote and expand existing senior tax relief programs.
6. Revitalize manufactured home communities and replace older, poor quality homes.¹⁵

Chesterfield County has already begun to respond to these challenges by encouraging more multifamily development on C-3 and C-5 zoned properties by-right through the Route 1 Residential Overlay District. Furthermore, the County is considering the permittance of accessory dwelling units. The Chesterfield Pike Plan explores additional ways in which to promote higher density homeownership and the revitalization of manufactured home communities.

¹⁵ Partnership for Housing Affordability. (2020). Richmond Regional Housing Framework.

4.0 | HOUSING ON THE PIKE



The *Chesterfield County Housing Report 2018* highlights the county's strong housing market, which led the Richmond metro area in sales growth and new home construction in the last decade.¹⁶ In 2017, 80% of housing in Chesterfield County was single-family and only 14% was multifamily. The number of renters in the county continues to increase as new multifamily development occurs in the county, but the rate of single-family development has outpaced multifamily development in recent years.¹⁷ Home prices and rents continue to rise as well. In 2017, the average sales price of a home was \$275,699 and the median monthly rent was \$1,180. Single-family homes in neighborhoods along the Pike continue to benefit from a strong housing market. The *Real Estate Market Analysis* notes that the Pike's sales and rental housing market is tight, as demand is high but supply is low. High demand and low supply have impacted affordability across the county, but especially for low income residents.

Housing is considered affordable when a household pays no more than 30% of their annual income towards housing costs. Those households that spend more than 30% are considered housing cost-burdened. Using U.S. Census data, Urban Partners found that 28% of owner-occupied households in the study area are cost-burdened, while over half (56%) of renter-occupied households were cost-burdened. The *Real Estate Market Analysis* also reports that in 2015 only about 3% of employed residents work within the study area. The majority of employed residents work in another area of the county (29%), in the City of Richmond (20%), or in Henrico County (17%). Therefore, transportation costs have a significant impact on Pike resident employment. Transportation costs are increasingly being included in affordability calculations. While these costs were not included in these calculations, transportation costs create additional pressures on affordability for those living on the Pike who already are face housing challenges.

Employment that provides adequate wages is crucial to overcoming those challenges. To further gauge affordability, the *Chesterfield County Housing Report 2018* presented the fair market rental housing in 2017 and the incomes required to afford those units (Table 6). The occupations of Pike residents in 2017 are presented in Table 7 with their respective median earnings.¹⁸ The three leading occupations of "Construction and extraction," "Office and administrative support," and "Sales and related" had median earnings that could not meet the annual income needed to afford a fair market one-bedroom rental unit in 2017.

¹⁶ Chesterfield County Planning Department. (2018). *Chesterfield County Housing Report 2018*. December 2018. Chesterfield County, Virginia.

¹⁷ Chesterfield County Planning Department. (2018).

¹⁸ The distribution of occupations for Census Tract 1003, Block Group 1 was determined by calculating the percent population of Census Tract 1003 that resided in Census Tract 1003, Block Group 1. Assuming that occupations followed a similar breakdown, the same proportion was applied to the count of each occupation within Census Tract 1003. The result is an estimate of occupations that exist in Census Tract, Block Group 1.

Table 6) 2017 fair market rents and annual income needed to afford rental, Reproduced from Chesterfield County Housing Report 2018

Rental Size	2017 Fair Market Rent	Annual Income Needed
Efficiency	\$ 864	\$ 34,560
One-Bedroom	\$ 907	\$ 36,280
Two-Bedroom	\$ 1,042	\$ 41,680
Three-Bedroom	\$ 1,386	\$ 55,440
Four-Bedroom	\$ 1,684	\$ 67,360

Table 7) Distribution of occupations within the study area and respective median earnings in 2017, Source: U.S. Census Data, 2017 ACS 5-year estimates

Occupation	Percent within Study Area in 2017	Median Earnings in 2017
Construction and extraction	18%	\$ 35,754
Office and administrative support	12%	\$ 33,808
Sales and related	10%	\$ 32,138
Transportation	8%	\$ 37,615
Food preparation and serving related	7%	\$ 11,683
Management, business, and financial	7%	\$ 71,325
Production	6%	\$ 41,259
Building and grounds cleaning and maintenance	6%	\$ 20,978
Installation, maintenance, and repair	4%	\$ 45,548
Computer, engineering, and science	4%	\$ 76,600
Personal care and service	4%	\$ 15,818
Material moving	3%	\$ 24,568
Education, legal, community service, arts, and media	3%	\$ 44,961
Healthcare practitioner and technical	3%	\$ 57,111
Healthcare support occupations	2%	\$ 28,378
Firefighting and prevention, and other protective service workers including supervisors	2%	\$ 35,846
Law enforcement workers including supervisors	1%	\$ 50,503
Farming, fishing, and forestry	0%	\$ 7,500

Utilizing 2019 Comprehensive Housing Affordability Strategy data from HUD, Chesterfield County identified 20,500 units, both for-sale and renter, affordable at less than 50% AMI (Figure 14). With 30,675 households that are cost burdened in the county, there is an affordable housing gap of 10,175 units throughout the county.

Many Pike residents are able to find housing solutions in the area due to three housing types that are just affordable enough for those with wages 50% below the Area Median Income (AMI): manufactured homes, post-war era apartments, and motels. Although motels are meant to serve as temporary residence for transient populations, they have increasingly become long-term housing solutions for at-risk populations including the recently evicted.

These three housing options are approaching nearly half a century in age, in turn requiring major rehabilitation or in some cases replacement. Privately-owned and managed, these properties face distinct challenges for both owners and residents as owners often cannot demand rents to support major improvements and maintenance, nor do they possess the resources to preserve affordability at scale.¹⁹ The high costs of capital, land, and construction leave developers with only one economically feasible option: substantially upgrade or build new luxury multifamily units for market rate.²⁰ This places these housing options in a tenuous position between eventual deterioration or redevelopment. Either direction has major impacts on residents who often have no other affordable options. The following presents an overview of these three types of market affordable housing within the study area.

WHAT IS AMI?

AMI stands for Area Median Income. The U.S. Department of Housing and Urban Development (HUD) calculates the AMI for metropolitan areas every year to set eligibility criteria for housing assistance programs. AMI is the midpoint of a region's income distribution where half of the population makes more than the AMI and the other half makes less.

Income limits for housing programs are set by HUD based on the AMI and household size. Typically, households are distinguished by three types. Households earning less than 80% AMI are considered low-income, less than 50% are very low-income, and less than 30% are considered extremely low-income.

THE 2017 CHESTERFIELD COUNTY AMI WAS \$78,700.

AS OF 2019, THE AMI HAS INCREASED TO \$84,700.

The chart below shows the 2019 income limits for a four person household.

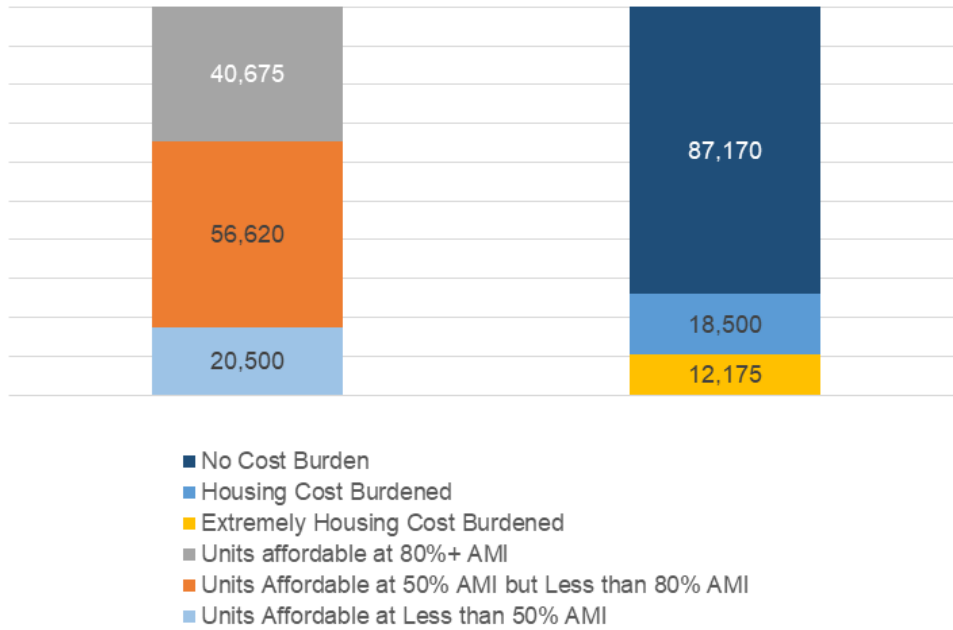
Percent AMI	4 Person Household
30%	\$25,900
50%	\$43,200
80%	\$69,000

¹⁹ Bhatia, Aliya and Miriam Keller. (2018). Preserving Naturally-Occurring Housing Affordability In Metro Atlanta Neighborhoods: Findings and Recommendations for Policymakers, Foundations, Developers, and Nonprofits. May 2018.

²⁰ Bhatia, Aliya and Miriam Keller. (2018).

Figure 14) Cost-burdened households and unit affordability in Chesterfield County, Source: Catherine Bray, Chesterfield County Planning Department

Cost Burden by Income and Housing Stock by Level of Affordability for Renter and Owner Households





4.1 | MANUFACTURED HOUSING

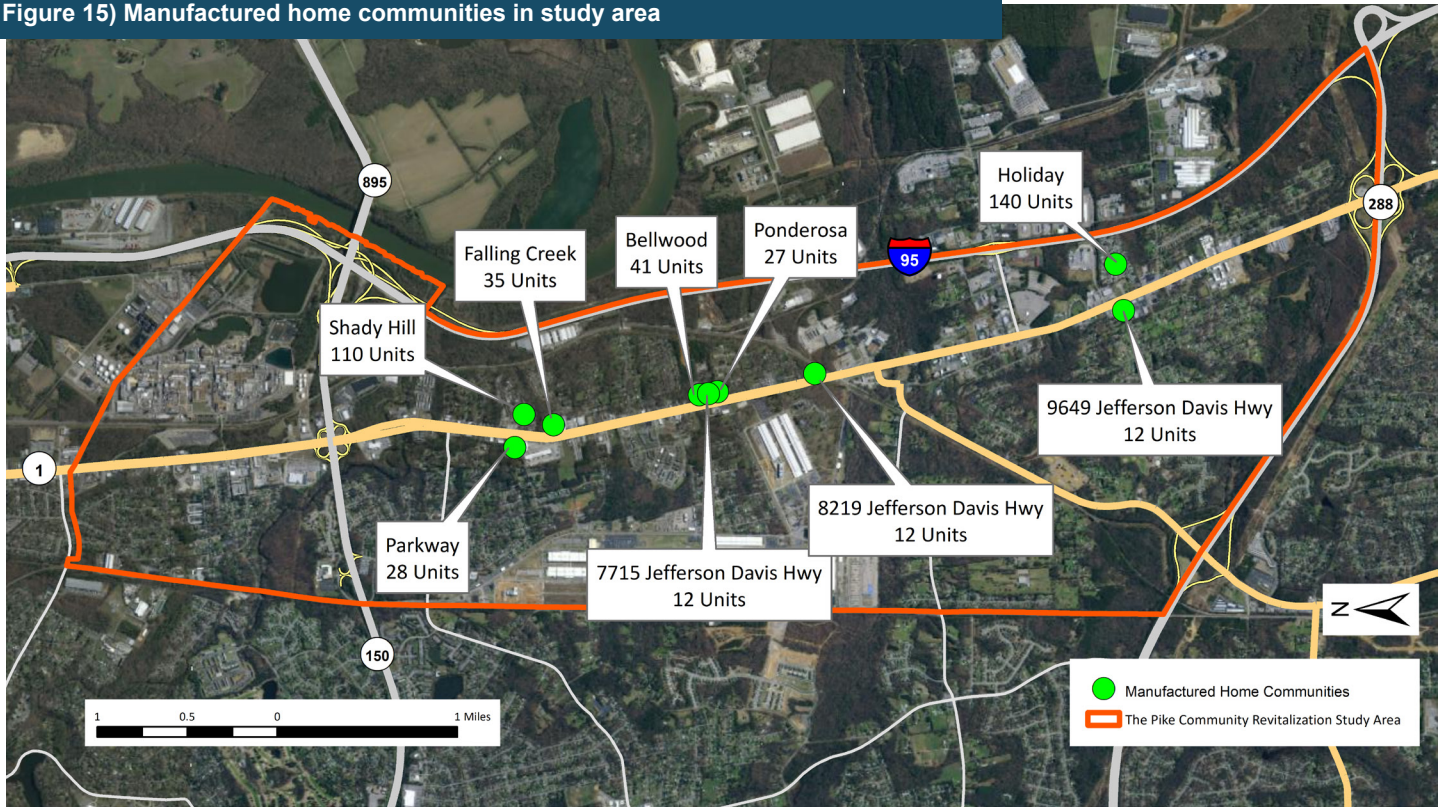
The *Real Estate Market Analysis Report* identifies 405 manufactured home units within the study area. These 405 units are located in seven different manufactured home communities along the Pike. The manufactured homes at 7715 Jefferson Davis Highway are part of the Bellwood Mobile Home and RV Park, while the homes at 8219 Jefferson Davis Highway are an unnamed manufactured home community. The Chesterfield Pike Plan identified an additional 12 manufactured home units located behind a commercial business at 9649 Jefferson Davis Highway - resulting in a total of 417 manufactured home units across nine communities (Figure 15). The *Real Estate Market Analysis* emphasizes that the U.S. Census Bureau grossly under-reports the number of manufactured homes within the study area.

An Assessment of Central Virginia's Manufactured Home Communities emphasizes the importance of manufactured homes in providing a large stock of unsubsidized affordable housing.²¹ In 2016, the median monthly cost of a manufactured home in the region was only \$602, whereas the median monthly cost for all housing types was \$1,003. Furthermore, the median price to purchase a manufactured home in the region was only \$26,000.

In spite of its affordability, manufactured home residents face several challenges. Manufactured home renters and owners typically do not own the land their unit is located on, even if they do own their home. This leaves many residents in a state of uncertainty if a property owner chooses to redevelop the community. The assessment noted that 26% of communities are considered to be “obsolete” because they lack infrastructure and amenities, do not have active park management, have substandard unit conditions, and lack multimodal access to employment and retail services. Communities along the Pike are in varying conditions but it is important to understand that many can be categorized as “Under Pressure” due to either poor conditions, redevelopment, re-zoning, and/or code enforcement pressures. If property owners decide to redevelop a community, all residents face challenges in relocation. Anecdotally, the cost to relocate a unit can often be more than it is worth, while finding a new location to place a new unit is often impossible.

²¹ HDAvisors. (2016). *An Assessment of Central Virginia's Manufactured Home Communities: Understanding the Conditions, Challenges, and Opportunities*. Prepared for project:HOMES.

Figure 15) Manufactured home communities in study area



Manufactured home at Shady Hill





4.2 | POST-WAR ERA APARTMENTS

Eleven apartment communities in the study era were built between 1956 and 1975 towards the northern end of the study area and constitute 1,158 units of market affordable housing (Figure 16) (Table 8). The majority of these multifamily units are part of garden-style apartments that offer one- to two-, two-, and two-three bedroom units within two-story structures. The remaining units are located in ranch-style duplexes or quadplexes, the majority of which are one-bedroom.²²

Rents for a two-bedroom, one and a half bathroom are as low as \$795 at Collindale Apartments, while one-bedroom, one-bathroom units at Bellwood Terrace are at \$575. Neither of these apartments include utilities in the cost of housing, but communities such as Bellwood Maisonettes and Parkdale include utilities in their weekly and monthly rents of \$225 and \$900, respectively. The most expensive rent among these units is for a three-bedroom, one and a half bathroom at Southpointe Landing for \$1,044. For comparison, the rent for a 521 square foot, one-bedroom, one-bathroom apartment at Colony Village is \$1,084.

Four of these apartment communities are located directly off the Pike: Falling Creek Apartments, Bellwood Maisonettes, Bellwood Terrace, and Huntwood Apartments. Falling Creek Apartments were renovated in 2017 and are listed as an investment property by Brick Lane, a D.C. real estate development and investment firm. Bellwood Maisonettes are managed by Richmond Maisonettes, which also manage three similar properties: Oaktree Maisonettes in the City of Richmond, Chester Maisonettes to the south of the study area, and Parkdale Maisonettes within the study area. These properties are notable for offering weekly rates and including all utilities in the rent. Information on property management for Bellwood Terrace Apartments is not available online. However, the property is owned by First Noel LLC, which also owns a vacant parcel at the front of the community facing the Pike that is currently for sale through Colliers International with a list price of \$295,000.²³ Huntwood Apartments are located at 2570 Alcott Road directly behind commercial businesses on the Pike. Like Bellwood Terrace Apartments, information for property management is not available online. However, Huntwood Apartments is owned by Huntwood Apartments LLC and connected to J.D. Lewis Construction Management, Inc.

²² There are several additional units in ranch-style duplex and quadplex apartments located in the study area that were not included in this assessment. These properties are not publicly advertised as for rent as part of a community.

²³ Colliers International. (2020). 7811 Jefferson Davis Highway. Retrieved from

Figure 16) Post-war era apartments in the study area

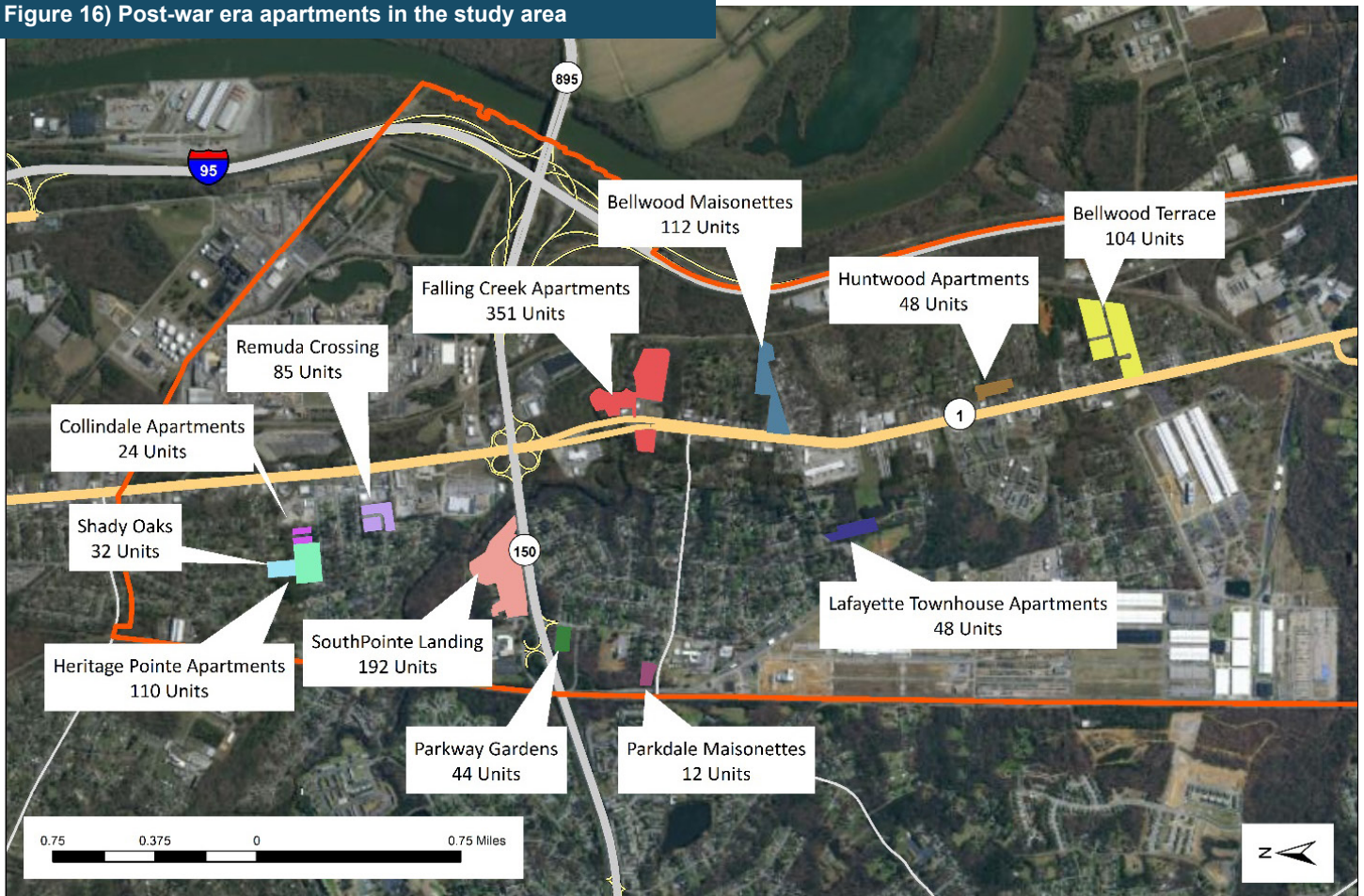


Table 8) Description of post-war era apartments within the Study Area

Name	Size	Units	Year Built	Stories	Square Footage	Monthly Price Range
Falling Creek Apartments	1-2BR	351	1964	2	464-780	\$705-905
Bellwood Maisonettes	1 BR	112	1966-1968	1	678	\$900 (include utilities)
SouthPointe Landing	2-3BR	192	1974	2	976-1,304	\$805-1,044
Heritage Pointe	1-2BR	110	1968/1973	2	875-900	\$750-775
Bellwood Terrace	1 BR	104	1962	1	480-808	\$575-725
Remuda Crossing	1-2 BR	85	1958	2	575-930	\$625-800
Lafayette Townhouse Apartments	2 BR	48	1956	2	800	-
Huntwood Apartments	1 BR	48	1974	1	500	\$595
Parkway Gardens	1 BR	44	1964-1965	1	675	\$575
Shady Oaks	1 BR	32	1975	1	-	-
Collindale Apartments	2BR	24	1964	2	950	-
Parkdale	1 BR	12	1956	1	678	\$900 (include utilities)



4.3 | MOTELS

Studies of the relationship between motels and the housing crisis in America have been lacking. However, motels as extended shelter options for homeless individuals and families have increasingly come to the public's attention.^{24 25 26} Within the study area there are ten different motel or hotel accommodations. Two additional accommodations are located to the east of the Willis Road-Interstate 95 interchange which lead to a total of 12 motel/hotel accommodations within two miles of each other (Figure 17). From media reports and community member interviews, there are dozens of individuals and families who live in the motels for extended periods of time - ranging from weeks, to months, to years.²⁷ An approximate number is not known because often families will move between motels and more permanent accommodations located along the Pike, such as the Bellwood or Chester Maisonettes.

However, a community advocate for the Pike noted that there are enough children living within one motel that a school bus stops there. Although motel parking lots may lead to perceptions of vacancy, it was stated by community advocates that many motel residents do not own a car. The majority of these motels are remnants of the Pike's motor tourist past, but they have since become vital shelter for individuals who have experienced housing instability due to eviction, financial issues, or personal indiscretions. Weekly costs for a single-room motel are said by community advocates to range from \$275 to \$315. These housing costs are on par with more stable housing options located along the Pike, but motels offer low barrier housing because they require neither background or credit checks, nor a security deposit.

Because many individuals and families living in motels along the Pike pay for accommodations themselves, they are not considered homeless by U.S. Department of Housing and Urban Development (HUD) standards and therefore do not qualify for homeless services funded by HUD. What is often intended to be a temporary solution becomes permanent as individuals and families do not make enough to avoid homelessness and save

²⁴ Nowicki, Mel, Katherine Brickell, and Ella Harris. (2019). "The hotelisation of the housing crisis: Experiences of family homelessness in Dublin hotels." *The Geographic Journal*, Vol. 185, Issue 3, pp. 313-324.

²⁵ Dum, Christopher P. (2016). *Exiled in America: Life on the Margins in a Residential Motel*. New York City: Columbia University Press.

²⁶ Wingate-Lewinson, Terri, June Gary Hopps, and Patricia Reeves. (2010). "Liminal Living at an Extended Stay Hotel: Feeling Stuck in a Housing Solution," *Journal of Sociology and Social Welfare*, Vol. 37, Issue 2, pp. 9-34.

²⁷ Rendleman, Julia, Vanessa Remmers, and Michael O'Connor. (2017). "Poverty and Housing Insecurity Along Jefferson Davis Highway." *Richmond Times-Dispatch*. [Special Report]. Retrieved from <https://www.richmond.com/special-report/poverty-along-jefferson-davis-highway/>

for more permanent housing at the same time. Studies suggest that the transitional nature of motels further causes residents emotional distress and feelings of entrapment that make leaving more difficult.²⁸

In pursuing revitalization of the Pike, it is important to acknowledge the impact of redeveloped motel sites. One community advocate mentioned that there are three distinct populations in need that often reside in motels: individuals suffering from 1) substance abuse or 2) mental health disorders and 3) individuals or families with no outside supports (i.e., those who do not have family, friends, or community support to rely on for help). Many motel residents currently receive support from local faith-based organizations along the Pike.

Motels comprise approximately 564 units of potential shelter for individuals and families experiencing housing instability (Table 9). Six of the 12 motels reside on the Pike and the remaining six surround the I-95 interchange on Willis Road. Eight of these motel buildings are over 35 years in age, making them qualified for Chesterfield County's Commercial Rehabilitation Tax Exemption Program, which allows for a partial real estate tax exemption if a property owner rehabilitates, renovates, or replaces their structures in a way that increases the assessed value by 15% or more. However, no motels have sought to take advantage of this incentive as none of them have any outstanding code enforcement violations.

Figure 17) Motels and hotels in study area



Table 9) Description of motel and hotel accommodations in the study area

Name	Number of Units	Year Built	Location
America's Best Value Inn	95	1973	Willis Road
Country Inn and Suites	50	1999	Willis Road
Executive Inn and Suites	25	2006	Route 1
La Quinta	55	2002	Willis Road
Martha Kay	25	1957	Route 1
Rodeway Inn	45	1972	Willis Road
Sleep Inn	51	1996	Willis Road
Snow White	50	1955	Route 1
Stratford	15	1957	Route 1
VIP Motor Inn	110	1960	Willis Road
Virginian	18	1957	Route 1
White House	25	1952	Route 1

²⁸ Wingate-Lewinson, Terri, June Gary Hopps, and Patricia Reeves. (2010). "Liminal Living at an Extended Stay Hotel: Feeling Stuck in a Housing Solution," *Journal of Sociology and Social Welfare*, Vol. 37, Issue 2, pp. 9-34.

5.0 | BUSINESS ON THE PIKE

Two business types stand out among residents and pass-through drivers of the Pike: auto-related businesses and Latino-oriented businesses. The number of these businesses within this six-mile stretch of the Pike present challenges and opportunities to revitalization. While the *Real Estate Market Analysis* provided an overview of the supply and demand for commercial uses along the corridor, this plan focuses on these two categories of businesses due to their overwhelming presence on the Pike. Auto-related businesses include all businesses within the study area that contribute to vehicular travel except for gas stations. This includes vehicle dealerships, vehicle repair facilities, tire stores, and vehicle part and accessory stores. Latino-oriented businesses provide goods and services marketed towards a Latino consumer. Among the businesses on the corridor, at least 61 businesses are Latino-owned, including auto-related businesses. This represents a substantial commercial investment in the corridor from the Latino community which does not include the numerous other Latino-owned businesses north across the county line into Richmond.

A dedicated commercial code enforcement inspector works specifically on the Pike to build relationships with businesses and ensure code compliance. The work of the code enforcement inspector has already resulted in major physical improvements. The Multicultural Liaison has also assisted with code enforcement to help individuals with limited English language skills to understand the requirements of code compliance. Nonetheless, many minority-owned businesses face obstacles to acquiring the necessary capital to make improvements to their businesses and require additional information on resources available to them.

The following provides an overview of the two commercial business types that have come to define the Pike.



Food truck outside of Jefferson Davis Flea Market

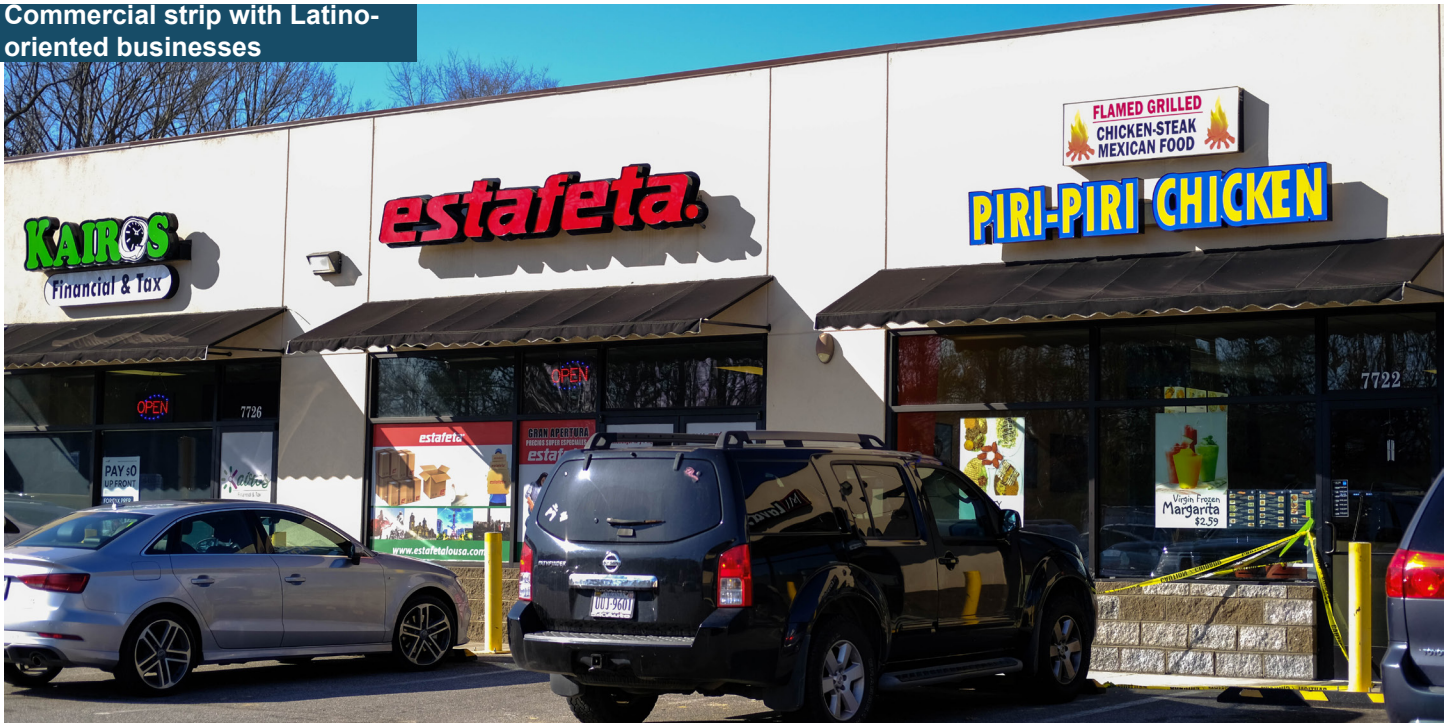
Soccer equipment vendor at Jefferson Davis Flea Market



Used auto dealer at Willis Road and Route 1



Commercial strip with Latino-oriented businesses





5.1 | AUTO-RELATED BUSINESSES

Within the study area, 46 individual auto-related businesses were identified through physical observation and Google Maps. Additional information was supplemented through internet searches via Facebook.com, Yelp.com, Virginia’s State Corporation Commission website, and the websites of identified businesses. While the *Real Estate Market Analysis* excludes several of these businesses, this plan includes them to highlight the concentration of auto-related businesses within the study area. Of the 46 auto-related businesses, 19 are vehicle sales businesses and 19 are vehicle repairs businesses. Eighteen of the 46 auto-related businesses are confirmed to be minority-owned, 12 of the 18 minority-owned businesses are owned by a Latino individual (see Appendix A).

The *Special Area Plan* calls for the development of “a small business relocation program to move car dealerships and other auto-uses from areas the Plan suggests should be developed for Neighborhood Businesses uses.”²⁹ Out of the 46 identified auto-oriented businesses, 24 of them are located in areas that have been designated as Neighborhood Business uses (Figure 18). According to the *Land Use Plan* for the *Special Area Plan*, Neighborhood Business uses

²⁹ Chesterfield County. (2018). *Northern Jefferson Davis Special Area Plan*. NJ 45.

are characterized as “Commercial uses that serve neighborhood-wide trade areas. Such uses attract customers residing in neighborhoods within a small geographical area. The size of individual stores is typically larger than that found in Convenience Business area; and uses are located completely within an enclosed building. Typical uses could include grocery stores, clothing stores, medical clinics, hardware stores, restaurants or other uses that primarily serve weekly or bi-weekly household needs.”³⁰

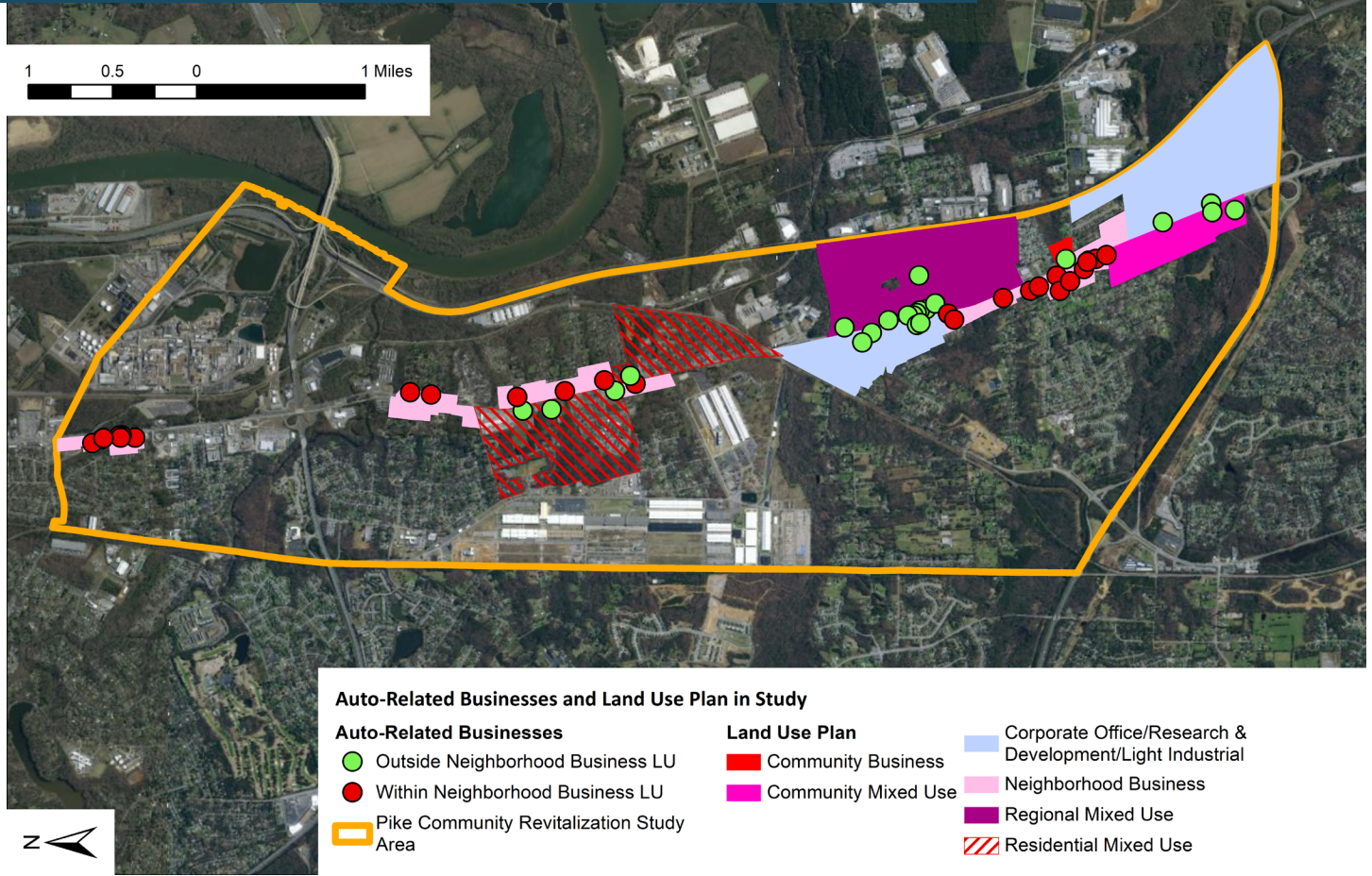
Of these 24 businesses, 14 of them (58%) are minority- or woman-owned businesses. Half of those 14 businesses are confirmed to be Latino-owned businesses. Latino small business owners rely heavily on personal savings, credit cards, and personal loans from family and friends as a major source of capital.³¹ Latino entrepreneurs face several obstacles in accessing business capital to grow their businesses: banks reluctant to offer loans less than \$250,000, low credit scores among Latino business owners, lack of Latino outreach among traditional lenders, and incomplete business records.³² Therefore, the costs of relocating or improving businesses to comply with commercial codes can be difficult for Latino business owners. Interviews confirm that many Latino business owners do not have business plans nor easy access to traditional bank loans.

³⁰ Chesterfield County. (2018). *Northern Jefferson Davis Special Area Plan*. NJ 14.

³¹ CDC Small Business Finance. (2017). “New Study Concludes: Latino Entrepreneurs Face Hurdles in Accessing Capital to Grow Their Businesses.” CDCLoans.com. [BLOG]. September 12, 2017. Retrieved from <https://cdcloans.com/blog/new-study-concludes-latino-entrepreneurs-face-hurdles-accessing-capital-grow-businesses/>.

³² National Association for Latino Community Asset Builders. (2017). *Fueling California’s Economic Growth: A Study on Latino Small Business and Capital Access*.

Figure 18) Auto-related businesses in the study area and planned land use



Latino-owned automotive business on the Pike





5.2 | LATINO-ORIENTED

The identification of Latino-oriented businesses was completed by physical observation and internet searches via Facebook.com, Google.com, LatinosAqui.net and Yelp.com. Additional information was supplemented through stakeholder interviews, Chesterfield County's Parcel Mapper, and Virginia's State Corporation Commission website. The number of Latino-oriented businesses in the study area represents the largest concentration of Latino-oriented businesses in the region due largely in part to the Jefferson Davis Flea Market (Figure 19). With 55 vendors in 2020, all but one business is minority-owned. Nearly half of those minority-owned businesses (24) are Latino-owned. Interviews indicate a regional draw for the Jefferson Davis Flea Market and the ability of the market to act as a small-business incubator for minority-owned businesses. The manager of the Jefferson Davis Flea Market indicates that several businesses have since moved to brick-and-mortar stores elsewhere in

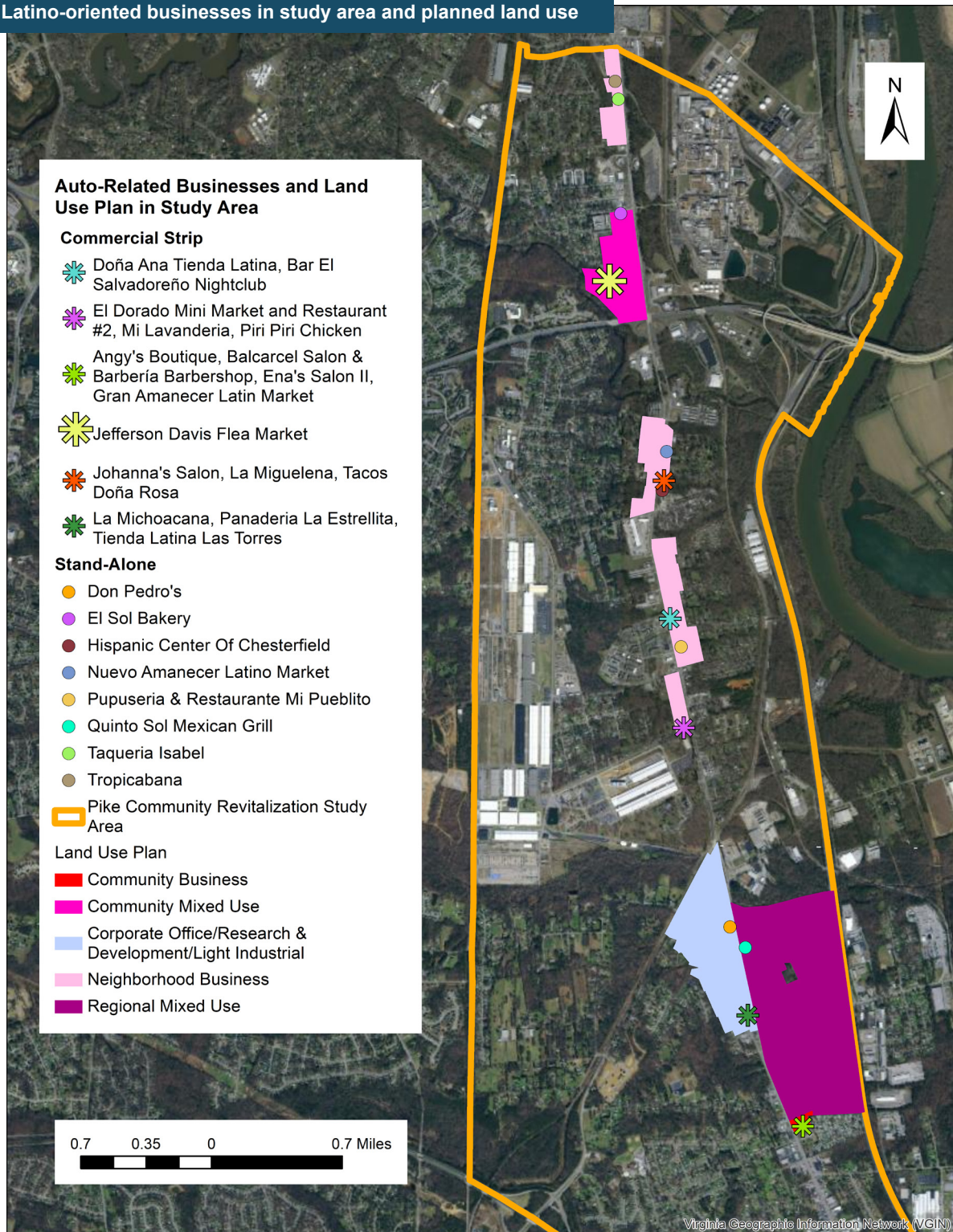
the region. The success of the Jefferson Davis Flea Market has been highlighted by the *Real Estate Market Analysis*, which estimates that the Jefferson Davis Flea Market comprises \$12.7 million in annual retail sales.

Excluding businesses inside the Jefferson Davis Flea Market, there are at least 25 other Latino-oriented businesses located along the Pike that are not auto-related (Table 9). Eleven of these businesses are full-service or limited-service restaurants; seven are markets, four of which also include limited-service restaurants. If auto-related businesses that are Latino-owned are included in the count, the number of Latino-oriented businesses on the Pike goes up to 35, not including the numerous businesses at the Jefferson Davis Flea Market.

Many of the businesses that act as markets provide additional goods and services not found at traditional grocery stores. These include but are not limited to country-specific products from Mexico, Central America, or South America, clothing, international calling cards, package shipping, international money transfers, and fax/photocopy services.

Many of the markets and/or restaurants are located in stand-alone buildings or within small commercial strips.

Figure 19) Latino-oriented businesses in study area and planned land use



Businesses located within commercial strips are more likely to be leased to businesses by a property owner, while businesses in stand-alone buildings are more likely to be owned by the business owners themselves. The three commercial strips that were built after 1988 have well-maintained facades and parking lots.

These 23 businesses are located in land uses designated as Community Business, Community Mixed Use, Corporate Office/Research and Development/Light Industrial, Neighborhood Business, and Regional Mixed Use. Based on the guidelines of the *Northern Jefferson Davis Land Use Plan*, all businesses conform to the land use plan except for those located in the Corporate Office/Research and Development/Light Industrial designations – Don Pedro's and those businesses located in the commercial strip at 9110 Jefferson Davis Highway (La Michoacana, Panaderia La Estrellita, and Tienda Latina Las Torres).

6.0 OPPORTUNITIES ON THE PIKE



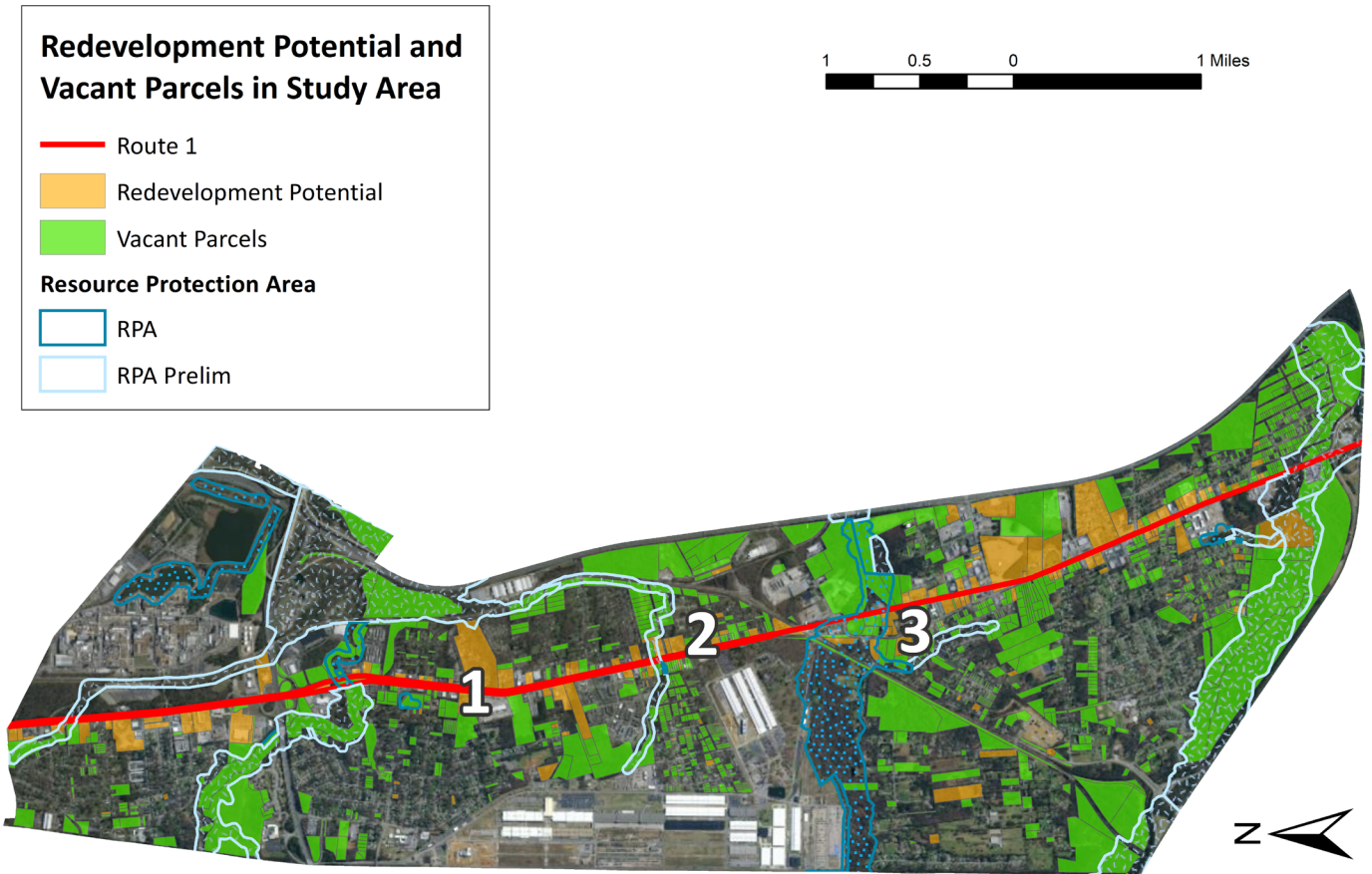
Perrymont Middle School Building

Identification of opportunity sites along the Pike was conducted through an improvement ratio analysis of all parcels within the study area. Utilizing the 2019 assessed value for parcels, this plan focused on parcels where no improvements existed and where the assessed value of improvements (buildings) was less than the value of land. These vacant and redevelopment potential parcels were mapped against the resource protection area to identify parcels that may be physically constrained for development. The RPA is corridor of environmental sensitivity where disturbance could cause negative impacts to Chesterfield County's waterways, including the James River and more broadly the Chesapeake Bay.

These three opportunity sites were chosen because they represent significant assets on the Pike that are located next to vacant land. Opportunity Sites #1 and #2 are aging residential communities that provide affordable housing options. The threat of redevelopment places these communities in a precarious position. Adjacent vacant land provides an opportunity to increase density while improving residential conditions for these residents. The major asset of Opportunity Site #3 is the county-owned Perrymont Middle School building, which currently sits vacant. Properties directly east of the school are underutilized and offer potential redevelopment to help connect the Perrymont site directly to the Pike. All but one of the adjacent vacant parcels at these opportunity sites are not currently listed for sale. Few, if any, improvements have been made to these vacant parcels, which may assist in acquisition by a non-profit or mission-driven developer.

Sites previously identified by Urban Partners in their alternative scenarios were ignored, as a scenario for development has been provided for those areas. This plan instead focuses on these three potential areas where community needs could be met (Figure 20).

Figure 20) Opportunity sites in study area



Vacant parcels behind Bellwood and Ponderosa Mobile Homes





6.1 | OPPORTUNITY SITE #1

PARKWAY PHASED REDEVELOPMENT

Opportunity Site #1 allows for the sensitive redevelopment of the Parkway manufactured home community (Figure 21). Parcels directly to the north and west of Parkway are currently vacant and offer approximately 9 acres of developable land. With 28 manufactured home units on four acres, the development of affordable home units could allow for a one-for-one replacement of all units at Parkway and the development of additional mixed income units.

Habitat for Humanity of Greater Charlottesville has undertaken such a project on a much larger scale. In 2007, the owner of the Southwood Mobile Home Park in Albemarle County, Virginia approached Habitat for Humanity of Greater Charlottesville to see if they would be interested in purchasing the park. This decision came after consultation with residents, pressure from code enforcement, and maintenance issues at the park. When this chapter of Habitat for Humanity agreed to purchase the park, the undertook an asset-based community development approach to ensure that no residents would be displaced in the redevelopment of the park.

In Fall 2016, Habitat for Humanity of Greater Charlottesville and the Albemarle County Board of Supervisors adopted a resolution to support a collaborative redevelopment process. The benefits of redevelopment to both the county and residents at Southwood are numerous: increased tax revenue, private investments, cost avoidance due to non-displacement, and a community designed by its residents.³³

project:HOMES is a nonprofit organization that focuses on a holistic approach to housing. They focus on production and preservation of high-quality affordable homes, large-scale home repairs, and improved accessibility and energy efficiency. They have expressed interest in the acquisition of a manufactured home community to serve as a regional model for redevelopment of a manufactured home community. Opportunity Site #1 could serve as a potential option for them.

³³ Habitat for Humanity of Greater Charlottesville. (2019). Southwood Phase 1 Neighborhood Model: Context and History. Revision #2: January 7, 2019.

Figure 21) Opportunity Site #1: Parkway Phased Redevelopment





6.2 | OPPORTUNITY SITE #2

BELLWOOD TERRACE PHASED REDEVELOPMENT

Bellwood Terrace Apartments consists of 104 units of 1-bedroom and 2-bedroom apartments spread across approximately 15 acres (Figure 22). There is a substantial amount of underutilized greenspace within the apartment community. Towards the front of the community is a 1.4-acre parcel of vacant land that is owned by the Bellwood Terrace Apartments property owner, First Noel, LLC. This parcel is being marketed for sale by the commercial real estate broker, Colliers International, for \$295,000. Colliers states that since the property is zoned as C-3, it would be an ideal location for a convenience store, auto parts store, or storage facility.³⁴

To the north of Bellwood Terrace Apartments across the RPA are 14 vacant parcels that are held by a single owner, WDV, LLC. These vacant parcels are situated behind the Bellwood Mobile Homes and Ponderosa manufactured home communities. The major use of these vacant parcels appears to be outside storage of construction equipment, while a portion of the parcels to the east towards the railroad tracks have been cleared for an unknown purpose. The properties to the north of these parcels are single-family detached homes.

The acquisition of the vacant parcels, manufactured home parks, and Bellwood Terrace by a nonprofit or mission-driven developer would be a complex deal. But the use of vacant parcels to transition manufactured home residents to new affordable units set back from the road would free road frontage for additional commercial properties. A phased development like the Southwood Community would prevent displacement of residents.

The vacant land as part of Opportunity Site #2 provides another chance to undertake a sensitive redevelopment wherein affordable units are developed in phases which allow for post-war era apartments and manufactured home units to be either replaced or enhanced.

³⁴ Colliers International. (n.d.) For Sale: 7811 Jefferson Davis Highway. Retrieved from <https://www2.colliers.com/en/properties/7811-jefferson-davis-highway/USA-7811-jefferson-davis-hwy-richmond-va-23237/usa1052411>.

Mailboxes along Gayland Avenue



Figure 22) Opportunity Site #2: Bellwood Terrace Phased Redevelopment

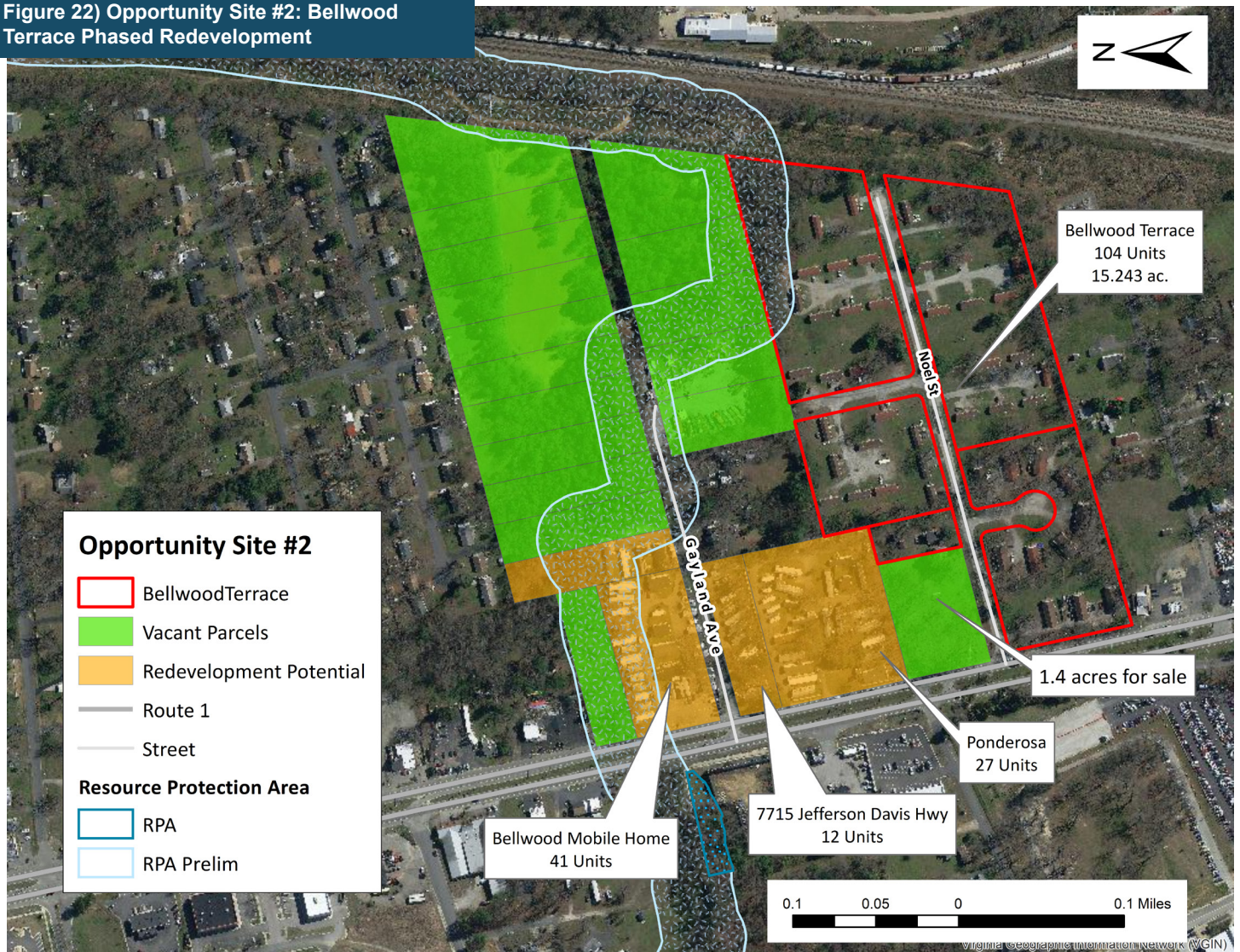


Figure 23) The former Perrymont Middle School building



6.3 | OPPORTUNITY SITE #3

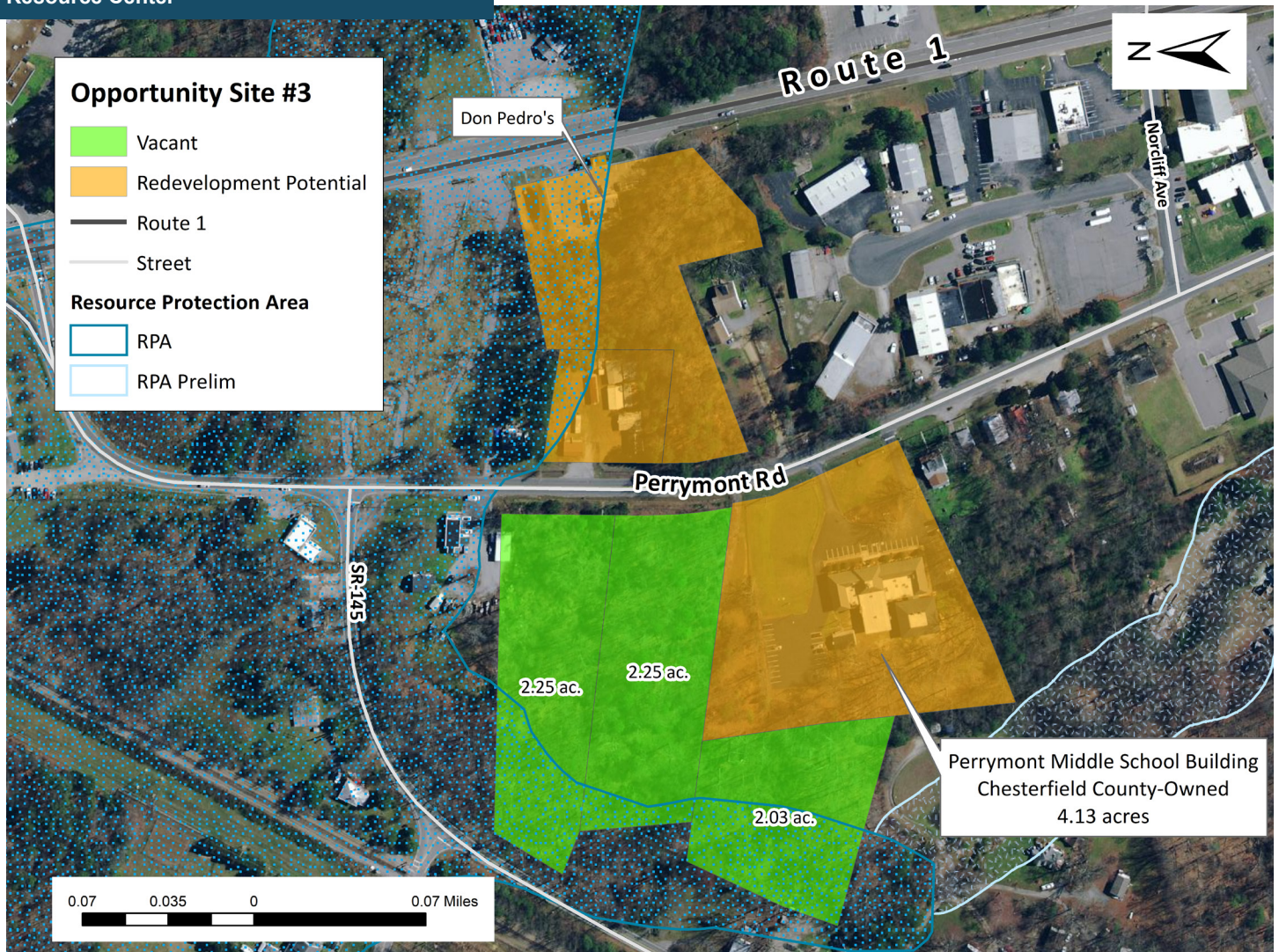
PERRYMONT RESOURCE CENTER

The Perrymont Middle School building was constructed in the early 20th century and was last used as an alternative school for Chesterfield County Public Schools (Figure 23) (Figure 24). The Perrymont school property is the only county-owned property located within close proximity to Route 1 that is not a park. Parcels directly to the north and west of the building are vacant and offer approximately 6.5 acres of land, some of which is constrained by the RPA.

The building is a major resource and could be a centerpiece for the Pike if rehabilitation of the building is undertaken. The adaptive reuse of the building into a resource center for residents on the Pike could provide a space for county, as well as nonprofit services. Vacant land could potentially be developed for additional outbuildings or even some type of shelter services.

Connectivity to the Pike may be an issue, but parcels across from Perrymont are currently underutilized. A small parcel is being utilized as storage for construction trailers, while the larger parcel is largely wooded aside from Don Pedro's, a full-service restaurant. Easements across the larger parcel may be able to provide pedestrian connectivity from Route 1 to Perrymont, or the acquisition of these parcels could further create an area of community resources.

Figure 24) Opportunity Site #3: Perrymont Resource Center



7.0 | ENGAGING WITH THE PIKE



Engagement of the diverse stakeholders who will be impacted by revitalization is necessary to realize revitalization that is not only successful but sustainable. Community engagement provides community members with power and voice in the development process. Furthermore, PolicyLink and the Kirwan Institute list several benefits of comprehensive community engagement that seeks to involve underserved communities, which also increase the likelihood of successful initiatives: 1) legitimacy and increased support for plans and projects, 2) improved community/government relations, 3) deeper understanding of issues, 4) increase in community capacity, 5) reduced long-term costs, and 6) democracy in action.³⁵

A multitude of individuals, groups, and organizations have been involved in efforts to revitalize the Pike for the past 30 years. This represents a vast knowledge of past conditions that have shaped the Pike into what it is today, as well as an understanding of what works in the community. This local knowledge served as an important source throughout the *Chesterfield Pike Plan*. The following section describes the engagement process of this plan, which involved semi-structured stakeholder interviews, community event attendance, and impromptu visits.

The engagement process of the *Chesterfield Pike Plan* began with the identification of key stakeholders in the revitalization of the Pike in late August 2019. These individuals represented residents, businesses, property owners, county officials, and non-profit organizations that have had or will have a vested interest in the revitalization of the Pike. These stakeholders were identified based on conversations with members of the Department of Community Enhancement, as well as a comprehensive search of individuals and organizations who have been involved in the revitalization of the Pike over the past 30 years. Additionally, community events along the Pike provided more informal outreach opportunities that resulted in conversations with County officials, as well as residents of the Pike.

³⁵ Bergstrom, Danielle, Kalima Rose, Jillian Ollinger, and Kip Holley. (2012). *The Sustainable Communities Initiative: The Community Engagement Guide for Sustainable Communities*. PolicyLink and Kirwan Institute.

7.1 | INTERVIEWS

The initial identification resulted in 18 stakeholders who have varying interests and experience with the Pike. A snowball technique was utilized to expand the list of stakeholders, by asking stakeholders if they could facilitate connections to others who may provide valuable information or insight into revitalization and life on the Pike. In total, 23 informal semi-structured interviews were conducted between August 2019 and March 2020. The role of each of these stakeholders was categorized as business owner, community advocate, financing expert, county official, nonprofit organization, property owner, real estate expert, and resident. Stakeholders could hold multiple roles but in many cases a community advocate was also a resident and a member of a nonprofit organization.

These 23 stakeholders were contacted via phone or e-mail to participate in informal semi-structured interviews. This allowed stakeholders to drive discussion so that their concerns and experiences were prioritized. Conversations began by understanding the stake that an individual or organization has in the revitalization of the Pike and then dived into the specific challenges that exist related to housing and business opportunities along the Pike. Conversations lasted anywhere from 15 minutes to an hour and a half depending on various factors such as an individual's stake, time available, or experience. At times conversations diverged from the specific housing and business challenges along the Pike, but all information gained provided valuable context for issues that affect recommendations of this plan and implementation. At the conclusion of conversations, stakeholders were asked if they could facilitate outreach with or identify additional stakeholders.

7.2 | COMMUNITY EVENTS AND IMPROMPTU VISITS

Attending community events resulted in brief conversations on the general issues of the Pike. These conversations lasted anywhere from a few minutes to a half an hour depending on an individual's time. Attendees were approached and asked for their feedback on the most pressing needs of the community in relation to housing and economic opportunity. In many cases, individuals invited others to provide their input as well. Unplanned visits were also made to select business properties along the Pike to engage with potential stakeholders.

A Place of Miracles, a community kitchen that provides dry food goods and prepared meals, held dinner service on **November 19, 2019**. In partnership with Ascend Church, they provided meals for individuals and families living in motels every Tuesday night. Following conversations with the executive director of A Place of Miracles and attendees at the dinner service, an ethnographic field method was utilized to observe Ascend Church members engage with motel individuals and families from a distance.

An event held by Ascend Church on **January 12, 2020** resulted in eight informal conversations with residents of the Pike. The majority of these residents were adult homeowners who have lived in the area for decades, while three residents were individuals in their late teens.

On **January 14, 2020**, the Jefferson Davis Association (JDA) celebrated outgoing Board Supervisor Dorothy Jaeckle and incoming Board Supervisor Jim Ingle. The event was attended by members of the JDA, as well as County officials. Three informal conversations were had regarding commercial code enforcement, affordable housing, and engagement with the Latino community.

On **January 31, 2020**, a visit to a Latino services business located along the Pike resulted in a 30-minute conversation with the business owner who also owns the property.

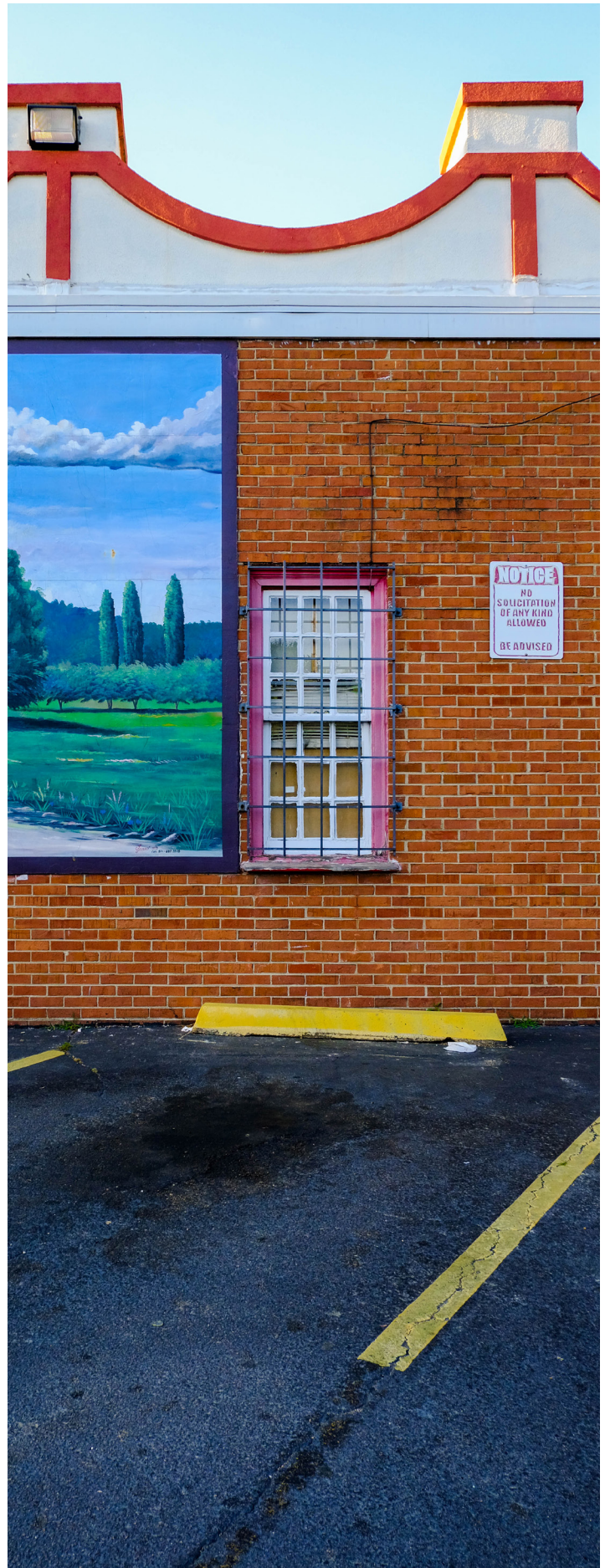
Leaders of the faith community along the Pike gathered on **February 20, 2020** at Grace Alive Ministries to network and celebrate Black History Month. Discussions were related to the GRTC pilot bus service,

EquipVA2020: Empowering Faith Leader to Respond to Substance Use Disorder in Their Communities, and recent developments among organizations. This event was attended by a diverse group of faith organizations, as well as community members. Three informal conversations were had regarding motel outreach, community capacity, and business revitalization.

On **February 21, 2020**, at A Place of Miracle's weekly food distribution, brief conversations were had with attendees and A Place of Miracles staff members. Conversations with staff members sought to confirm information on motel residents and the general housing and employment needs of the community.

Directly after this event, an unplanned visit was made to the Jefferson Davis Flea Market. This visit was one of many that were made between November 2019 and March 2020. However, this visit resulted in a conversation with the manager of the market. The conversation provided information on the success of business and future plans.

Ascend Church with support from A Place of Miracles held a February (Free)ze Community Outreach event on **February 22, 2020** at Bellwood Elementary School. This event offered free clothes, household items, toys, haircuts, and food to the surrounding community. The event was well-attended and provided diverse families with necessary items and an ability to socialize with each other. One individual provided information on the need for more employment opportunities and safety concerns among the Latino community. A second individual stressed the importance of addressing addiction among communities along the corridor and provided information on the ownership of a manufactured home community.



8.0 | FINDINGS ON THE PIKE



The following provides an overview of findings that are a result of an existing conditions analysis and engagement with stakeholders. These findings represent the unique context along the Pike that must be considered when undertaking revitalization efforts. As a result of these findings, a vision for the Pike is established.

8.1 | THEMES

The analysis of existing conditions and engagement with stakeholders on the Pike results in the emergence of several key themes. These findings identify the distinct challenges that residents and businesses face as revitalization of the Pike proceeds. By addressing these challenges, the revitalization of the Pike will support existing residents and businesses and invite new economic development to the community.

8.1.1 | WEALTH-BUILDING

While census data indicates that the study area has a poverty rate over three times the county, interviews indicate that many Pike residents are gainfully employed. In many instances, residents are working multiple stable, yet low-wage jobs. Census tract data indicates that the occupations held by residents in the area are largely in services, sales, and construction, where 2017 median earnings were below \$40,000. The following table presents the 2017 annual mean wages of occupations that several stakeholders confirmed are occupations of Pike residents (Table 10). For those individuals that make less than 30% AMI, no individual can afford rent with a single income. Those individuals who make 31 to 51% AMI make just enough to afford a one-bedroom apartment at a pre-war era apartment.

Table 10) Occupations making below 50% AMI for Chesterfield County and the maximum affordable housing costs, Source: U.S Bureau of Labor Statistics. (2017). May 2017 Richmond Metropolitan Area Occupational Employment and Wage Estimates.; VHDA. (2017). HUD Median Income for Fiscal Year 2017.

Occupation	2017 Annual Mean Wage	Max Affordable Housing Cost	% AMI
Fast Food	\$ 18,800	\$ 470	< 30% AMI
Cashier	\$ 20,200	\$ 505	
Childcare worker	\$ 20,690	\$ 517	
Housekeeping	\$ 21,760	\$ 544	
Manicurist	\$ 22,210	\$ 555	
Server	\$ 22,370	\$ 559	
Home Health Aide	\$ 22,480	\$ 562	
Retail Sales	\$ 25,650	\$ 641	31-50% AMI
Vet Tech	\$ 25,930	\$ 648	
Construction Laborer	\$ 28,950	\$ 724	
School Bus Driver	\$ 29,320	\$ 733	
Bank Teller	\$ 29,530	\$ 738	
Security Guard	\$ 29,650	\$ 741	
Landscaper	\$ 29,780	\$ 745	
Customer Service Rep.	\$ 34,880	\$ 872	
Hairdresser	\$ 38,490	\$ 962	

A community advocate stated that many residents are unable to save enough money for first month’s rent and a security deposit for more stable and desirable housing. Residents at motels and manufactured home units pay \$200 to \$300 a week on rent which has typically included utilities. At a monthly rate, these rents are on par with rates at more permanent housing options, but at current wages many residents make only enough to cover housing expenses. In conversations with residents, many have expressed a strong desire for workforce development opportunities, but the time required of these programs makes it difficult for individuals whose time is dedicated to multiple jobs in order to maintain housing. Therefore, residents are in need of opportunities to build wealth that do not jeopardize current stable conditions.

8.1.2 | COORDINATION

There are several leaders and organizations that have been interested in a positive transformation of the corridor. The majority of these leaders are part of faith-based organizations that are strongly focused on the social issues of the area such as substance abuse and poverty. Interviews with leaders, residents, and business owners suggests that there is a lack of coordination between the diverse communities that exist along the Pike. Efforts to coordinate the faith community have increased recently, but communication with the business community is currently lacking. Conversations with three different organizations indicated a shared interest in the development of an outreach center on the Pike, but conversations between these organizations had yet to occur. While there is a strong desire to work together, coordination is difficult between organizations due to varying obligations and responsibilities.

8.1.3 | STALLED INITIATIVES

Initiatives stemming from the 1993 *Jefferson Davis Corridor Plan* such as the Jefferson Davis Association and the BizWorks Center saw great success following their formation in the 1990s and 2000s. However, both organizations have had little activity in the past years in addressing revitalization of the Pike. Business tenants of the BizWorks Center have resided in the center for several years and have not graduated to a business space outside of the center. The Chesterfield County FY2019 Budget states that the requirements of CDBG

funds may have hampered BizWork’s effectiveness in incubating small businesses.³⁶ General fund dollars are now intended to be used to support future operations at BizWorks. As stated by the executive director of BizWorks, plans for BizWorks in 2020 include greater outreach to existing communities along the Pike as awareness of BizWorks and its offerings is low among the surrounding communities.

The Jefferson Davis Association (JDA) is composed of several passionate individuals who have contributed greatly to revitalization efforts over the years. The JDA has worked on streetscape improvements, mission-driven camps to help homeowners with repairs, collaboration with county officials, and accentuating the history of the Pike. Engagement with the large Latino community has been challenging for the JDA due to language and cultural barriers. As of 2020, there are no current projects listed on the JDA website.³⁷

8.1.4 | FEW IMMEDIATE PLANS FOR UNDERUTILIZED PROPERTIES

There are multiple underutilized properties where the land value is higher than the building value. Interviews with property owners or individuals who have been in contact with property owners indicate that there are no immediate plans for improvement beyond bringing properties up to code. Conversations regarding property owners suggest that many are holding out for when the market turns to maximize profit. Furthermore, there is a strong fear of investment without the necessary infrastructure improvements or households with disposable income. This has resulted in a fear of being the first to sell or redevelop due to potential losses when compared to profit in a strong market.

The Route 1 Residential Overlay District and the Residential and the Rehabilitation Tax Exemption have been implemented to incentivize redevelopment. The Rehabilitation Tax Exemption is a tax abatement geared towards buildings at least 25 years of age. The County allows for a partial real estate tax exemption for 15 years in the case of residential properties and seven years for commercial and industrial properties if an owner rehabilitates, renovates, or replaces qualifying structures. However, additional incentives may be needed to catalyze redevelopment of certain properties.

³⁶ Chesterfield County. (2019). Chesterfield County FY2019 Budget. p. 143.

³⁷ Jefferson Davis Association. (2020). “Current Projects.” Jefferson Davis Highway Association. Accessed on March 8, 2020 from <http://jefersondavisassociation.org/projects.html>.





8.1.5 | LACK OF INFORMATION AND AWARENESS

Interviews indicate that there are varying degrees of knowledge about revitalization efforts, housing opportunities, and business opportunities along the Pike. Interviews with Latino residents suggest that information on revitalization efforts is low, as well as the opportunities for home ownership and business development. A Latino resident responded that they were unaware of the Chesterfield Route 1 local bus service, but believed that it would be important to many in the Latino community who are without vehicles. Another Latino resident noted that many of the Latino families that they work with are unaware of low interest mortgages available to them and that many Latino businesses are without business plans. To increase awareness, it is also important to understand that Spanish literacy should not be assumed. A county official notes that printed materials in Spanish may not be sufficient for many residents because Spanish literacy is low. Furthermore, it was stated that cultural differences in regard to the role of local government also contributes to an unawareness of county services and opportunities.

Conversations with a business owner indicate that businesses are aware of revitalization efforts. However, beyond increased property taxes or rents, many businesses are unaware of how revitalization can benefit them. Many businesses and property owners have expressed no intention of enhancing their businesses or properties because conducting business “as-is” is currently sustainable. For the Latino business community, an advocate suggested that they are simply unaware of the benefits of revitalization to their businesses and that if given the opportunity they would readily be willing to attend workshops on the subject. The BizWorks Enterprise Center offers workshops and education on business development, but awareness of the center and its offerings is fairly low among the existing community. These workshops and classes are also not directly marketed towards the businesses that currently exist on the Pike such as Latino markets and restaurants or a mechanic. Therefore, there is a clear need for specialized business development programs and direct outreach.

Interviews with property owners indicated a lack of awareness of new revitalization incentives such as the performance grant and the multifamily overlay. Although these incentives are readily available on the Chesterfield County website, there was an expressed desire for proactive communication between the county, businesses, and property owners on the corridor about new incentives and the potential for future incentives.

8.1.6 | LATINO COMMUNITY RELATIONS

Interviews with Latino residents and community advocates suggests that there is a large undocumented immigrant population in the area. Census data is unable to confirm this information but individuals noted that



the number of Latino individuals in the area may be substantially higher. Familial and community ties regardless of immigration status has led to a fear among many Latino residents in working with county officials. Immigration enforcement is the role of the federal government yet fear of deportation and separation of community by working with the county has prevented community-wide cooperation. Many undocumented immigrants readily work in the community, contribute to the local economy, and are law-abiding residents. In spite of their legal status, relationships with the Latino community are stifled by fear and distrust with county officials. Therefore, there is a need to clarify and improve county relationships with the undocumented.

8.1.7 | A POSITIVE COMMUNITY

Several conversations with residents and community advocates point to negative perceptions and portrayals of the Pike community. These perceptions have contributed to the lack of private investment and employment opportunities for residents. One community advocate recounted when a contractor asked if they were aware of anyone needing additional employment. When the advocate suggested a motel resident, the contractor refused to employ them and cited that the motel resident may steal from them. One resident noted that media coverage in the area has highlighted negative aspects of the community rather than strong points such as social cohesion or the diversity of the area. There is a strong sense of community along the Pike and a desire to help each other. Events such as the February (Free)ze event are a testament to community and the positive contributions of residents. Moving forward, it will be important to continue to improve public perception of the area.

8.1.8 | NO WHERE ELSE TO GO

Interviewees attested to the affordability of apartments, manufactured home units, and motels along the Pike that provides life-saving shelter that often does not exist elsewhere within the county. For some residents living along the Pike is a choice and for others it is a necessity. One resident noted that when her family was evicted from another area of the county, there was nowhere else for them to go within such a short period of time. What was meant to be a temporary housing solution has since become a permanent home with a supportive community for her and her family.

Another resident mentioned that when searching for an apartment, they could find nothing within their budget. They specifically mentioned the rents at Colony Village being beyond their budget. One community advocate said that there are several individuals within the manufactured home communities that would prefer to stay within the community rather than living in apartments or a single-family detached home. They cited the sizing

of manufactured home units as being “just right,” coupled with the privacy when compared to apartments. In addition, there are important social networks within the community that provide care and support during hard times.

Speaking with community advocates who surveyed manufactured home communities, there is a real fear of displacement within communities. Whether fact or rumor, communities appear to understand the precariousness of their living conditions from past experiences. Several residents remember the impact of redevelopment on former manufactured home residents where the Jane at Moore’s Lake currently reside. When asked where residents would go if displaced from existing housing options along the Pike, both a community advocate and resident stated that many individuals would lack the necessary financial and personal support to find alternative housing. Furthermore, there are several elderly and/or disabled individuals who have not physically left manufactured home communities in years. If displaced, these individuals would no longer have the vital supports that they receive from members of their community. Preserving affordability while improving housing conditions is crucial to many Pike residents who depend on the current affordability of their housing to have stable shelter.

8.1.9 | LATINO DESTINATION

From 2010 to 2017, the Latino population has grown by nearly 200% and conversations with community members suggest that the population will continue to grow. Interviews with a real estate agent, small-business owner, and residents have confirmed that the Pike area is attractive to the Latino community for several reasons: 1) affordability, 2) community, and 3) access to good schools. As mentioned by a real estate broker, home prices in the area are in the first-time home buyers range and often move quickly. Many single-family detached homes that do come to market have been increasingly bought by Latino investors who are flipping homes to rent them. For example, one of these homes, a 3-bedroom, 2-bath 1,500 square feet detached, is being rented for \$1,200 a month.

A current Latino resident who owns their home confirms that the majority of their neighbors are also Latino and own their homes. Latino residents are increasingly looking to buy in the area, but housing that offers three bedrooms or more is lacking within the study area. Interviews with residents have confirmed that many Latino individuals and families may double-up inside units in order to save money and due to the lack of affordable multiple-bedroom options.

The Latino population in the area has been a vital part of the local Pike community, as within an approximately six mile stretch of highway there are well-over 20 Latino-owned businesses; at least 15 of those businesses are market and/or restaurant combinations, while others are auto-related businesses or services such as barbers or salons. Three Latino residents confirmed that individuals travel from outside the county to frequent these destinations because the goods and services provided are not easily available elsewhere. These goods and services are Latino food items, quinceañera dresses, and immigration services. The *Real Estate Market Study* stated that there is an oversupply of retailers that suggests that current retailers “are drawing from a customer base much wider than the local neighborhoods.”³⁸ Data from interviews confirms this and that the draw is as far as Hanover County in some instances.

This regional draw is due to the Latino business community that is highly concentrated and offers an assortment of goods and services that are not located at traditional grocery stores. An interview at the Jefferson Davis Flea Market suggests that individuals and families come to the market on a regular basis from the study area and from around the Richmond metro area. Inside of the market is a multicultural assortment of businesses, but the majority of them are geared towards the Latino community. The market for Latino-oriented goods and services is exceptionally strong in this area and an interview with a Latino community member suggested that the Chesterfield County Economic Development Authority should consider focusing on Latino consumer trends. As the county boasts the highest percentage of Latinos (8.2%) in the entire Richmond metro area, working with the Latino community which has increasingly chosen to live along the Pike is key to revitalization.

³⁸ Urban Partners. (2019). *Northern Jefferson Davis Highway Real Estate Market Study*.



8.2 | THE CHESTERFIELD PIKE

The goal of the *Special Area Plan* is to cultivate “a place where residents, businesses, and the county invest in community” with a vision for “a place with a past” and “a place with a future.”³⁹ *The Chesterfield Pike Plan* builds upon this goal and vision by envisioning a thriving multicultural residential and commercial community of opportunity that attracts diverse residents, employees, and business from all areas of the Richmond metro area. Residents and businesses work together to cultivate a community of connection, care, consensus, and commitment to see everyone on the Pike prosper. On the Pike, residents are able to build wealth with high-quality, affordable housing and living wage jobs. Businesses contribute to the well-being of the community and continue to see growth as new investment comes to the Pike.

³⁹ Chesterfield County. (2018). Northern Jefferson Davis Special Area Plan. NJ 32-33.

9.0 | RECOMMENDATIONS FOR THE PIKE



Undertaking revitalization in a diverse community presents multiple challenges, but localities have utilized innovative strategies to stabilize communities and spur community transformation that supports existing residents and businesses. The *Special Area Plan* stresses mutually beneficial relationships between preservation and new develop, between residents and businesses, and between private and public interests. *The Chesterfield Pike Plan* continues this emphasis by recommending the prioritization of specific actions suggested in the *Special Area Plan* and the addition of actions that further support the existing community. By first stabilizing the conditions of at-risk residents and businesses, existing residents and businesses will have a choice in regards to their future on the Pike and improved conditions will attract new development that supports the community.

9.1 | GOALS AND OBJECTIVES

The goals and objectives that follow are the result of the research, analysis, and engagement conducted through this plan. These goals and objectives provide the Department of Community Enhancement with clear targets to complement the existing goals of the *Special Area Plan*.

GOAL 1 | ESTABLISH A DEDICATED SOURCE OF FUNDING FOR AFFORDABLE HOUSING DEVELOPMENT

OBJECTIVE 1.1 | ESTABLISH THE CHESTERFIELD COUNTY HOUSING TRUST FUND (CCHTF)

The development of a housing trust fund in Chesterfield County will seek to provide gap financing for affordable housing preservation and development on the Pike, as well as across the county. Nonprofit organizations acquisition of properties is an essential component of maintaining long-term affordability. Assisting nonprofit organizations and mission-driven for-profit developers with funding, with a priority on projects on the Pike, will help to enhance existing and develop new affordable housing options on the Pike. While the Virginia Housing Trust Fund has served as a source of funding for affordable housing initiatives in the county, the process is dependent on a competitive application process with localities across the Commonwealth. A locally-controlled, HTF would reduce barriers to development and preservation needs in the county.

Establishing a housing trust fund begins with the development of a proposal to be presented to the Board of Supervisors. Stakeholders from diverse realms of affordable housing development should be included in a Housing Trust Fund Working Group to craft a proposal that meets the needs of Chesterfield County residents. This

group should include county staff from Community Enhancement, Social Services, and Aging and Disability Resources, nonprofit and for-profit developers, housing advocates, regional employers, and current residents. This working group will be tasked with setting the goals of the fund and eligibility of the fund. The working group may also determine who shall administer the trust fund and propose potential oversight advisory members to sit on a CCHTF Board. However, this plan recommends that the CCHTF be administered by the Department of Community Enhancement, as this department already administers HOME and CDBG funding.

As the working group convenes, public support of the Housing Trust Fund should be gained through advocacy and informational sessions on the importance of developing new and preserving existing diverse housing options within the county. Public support to direct funding either from general fund revenue or from other sources is critical to passing a new ordinance. Further support from nonprofit and for-profit developers, banks and other financial institutions, and community advocates will provide the proposal with strength towards adoption.

Upon a final drafted proposal and significant public support, the proposal should be presented to the Board of Supervisors by the HTF working group.

OBJECTIVE 1.2 | IDENTIFY DEDICATED FUNDING SOURCES FOR THE CCHTF

Removing debt from financing is a crucial to supporting long-term affordability. With finite resources at the federal and state-level, the need to compete for funding prevents much needed housing from being built or rehabilitated. Multiple sources of funding are recommended and may include foundation and corporate support, general fund revenue, and redirecting revenue from fees such as document recording fees.

Staff members from the Department of Community Enhancement can begin to immediately explore potential funding sources within the county's budget and assessing creative ways of diverting existing fees. Community Enhancement staff members can begin to look at HOME and CDBG funding applications to estimate the gaps in financing to provide the working group with potential target funding goals. Potential funding sources may exist through the increasing of an existing revenue source or undedicated funding. These sources could be housing-related sources such as real estate transfer taxes, document recording fees, or building permit fees.

The HTF need not be funded by a single source, and could also come from corporate and nonprofit sponsors. While these entities may not be able to provide a major proportion of funding to the HTF individually, layered funding sources could. Responsibilities of the working group can include engagement with potential sponsors of the HTF. Community Enhancement and the Working Group should present the identified dedicated funding sources to the Board of Supervisors for approval.

GOAL 2 | PRESERVE AND ENHANCE AT-RISK MARKET AFFORDABLE HOUSING ON THE PIKE

OBJECTIVE 2.1 | INCORPORATE MARKET AFFORDABLE HOUSING PRESERVATION STRATEGIES INTO COUNTY HOUSING PROGRAMS ON THE PIKE

Current housing rehabilitation strategies on the Pike are focused on single-family detached housing rather than multifamily rental units. However, existing multifamily developments on the Pike can be leveraged to offer a complementary strategy to new housing development. The capacity to acquire, renovate, and manage older multifamily developments while preserving affordability needs to be built within the county.

LOCAL HOUSING TRUST FUNDS IN VIRGINIA

Arlington County
Fairfax County
City of Alexandria
City of Arlington
City of Fairfax
City of Norfolk
City of Richmond

POTENTIAL HOUSING TRUST FUND REVENUE SOURCES

- Real estate transfer tax
- Document recording fees
- Developer fees (linkage and inclusionary zoning ordinances)
- Permit fees (development, conversion, demolition, etc.)
- Property taxes
- Tax increment financing districts
- Market account interest
- Government account interest

The Department of Community Enhancement should play a vital role in advocating for the preservation of market affordable housing. The Real Estate Development and Housing Coordinator can begin immediately by understanding the current inventory of market affordable housing in the county, with priority on those reviewed in this plan. This plan provides some of the vital information necessary when considering the development of a database, however, the coordinator should seek to supplement this data with information on building condition, code violations, utility efficiency, and ownership status.

A study of market affordable housing in metro Atlanta provides additional actions that a housing coordinator and Community Enhancement can undertake to support preservation and enhancement of market affordable housing in Chesterfield County:

- 1. BUILD RELATIONSHIPS WITH SELLERS AND BROKERS TO FACILITATE A "BROAD PIPELINE" BETWEEN PROPERTIES AND MISSION-DRIVEN DEVELOPERS**
- 2. STREAMLINE THE PERMITTING PROCESS FOR MARKET AFFORDABLE HOUSING PRESERVATION AND ENHANCEMENT**
- 3. CONNECT OWNERS OF MARKET AFFORDABLE HOUSING TO UTILITY EFFICIENCY PROGRAMS AND RESOURCES TO ENHANCE PROPERTIES, LOWER OPERATING COSTS, AND IMPROVE TENANT CONDITIONS⁴⁰**

A strategy to incentivize owner preservation of market affordable housing may include additional tax incentives for property owners should they maintain affordability over a set time period and complete capital improvements. The current Rehabilitation Tax Exemption is only a partial real estate tax exemption for physical improvements to a property. A deeper or complete tax exemption could be offered to property owners who not only make improvements to their property but also preserve a portion of their rental units at affordable rates. This could be done through a restrictive covenant on the property in return for the tax exemption and additional incentives. In New York City, the J-51 Exemption and Abatement is one example of such an incentive tool. Described as "the most successful housing rehabilitation program in New York City history."⁴¹ Although, an overhaul of this incentive is being explored due to changes in the housing market since the 1970s, one solution proposed by the NYU Furman Center is a 30-year, complete property tax exemption for capital improvements or conversion to residential use and the entrance of those properties into a restrictive affordability covenant.⁴²

A Chesterfield County-specific tax abatement must be attractive enough so that entrance into long-term affordability agreements will still result in a net profit for property owners. In addition to a 20-year tax abatement, the County may offer to cover the costs for major systems upgrades and maintenance and road-fronted landscaping. In return, the property owner would enter into an agreement to maintain rents at 50% AMI or below, complete the necessary property improvements within a given period, and continue to maintain the property at a high standard for the duration of the abatement. This mutually beneficial agreement will preserve affordable housing options for residents over a substantial period of time, develop an enhanced property to attract new investment to the Pike, and allow for the property owner to sell their property after 20-years at a market value that has risen due to the new investments that the improvements have attracted.

OBJECTIVE 2.2 | SUPPORT NONPROFIT AFFORDABLE HOUSING REDEVELOPMENT OF OPPORTUNITY SITES #1 AND #2

Market affordable housing is dispersed throughout the study area, but those options directly on the Pike will face redevelopment pressures as revitalization takes place. Opportunity Sites #1 and #2 offer a potential to redevelop existing market affordable housing while preserving affordability, increasing density, and improving quality. The presence of nearby vacant land provides the ability to phase development so that a one-to-one replacement can occur for existing low-income residents. This plan has identified these sites due to the existence of market affordable housing and adjacent vacant land, however, a more fine-grained study will provide a better understanding of site potential.

⁴⁰ Bhatia, Aliya and Miriam Keller. (2018). Preserving Naturally-Occurring Housing Affordability In Metro Atlanta Neighborhoods: Findings and Recommendations for Policymakers, Foundations, Developers, and Nonprofits. May 2018.

⁴¹ Capps, Kriston. (2015). "What would it take to keep rental housing affordable in NYC?" CityLab.com. June 10, 2015. Retrieved from <https://www.citylab.com/equity/2015/06/what-will-it-take-for-landlords-to-keep-rental-housing-affordable-in-nyc/395561>.

⁴² NYU Furman Center. (2015). The Challenge of Rising Rents: Exploring Whether a New Tax Benefit Could Help Keep Unsubsidized Rental Units Affordable. Research Brief: June 2015.

Community Enhancement, more specifically the Housing Coordinator, should engage immediately with the property owners of the identified parcels of Opportunity Sites #1 and #2 to determine future plans for their properties. With an understanding of future goals, the Housing Coordinator can propose nonprofit acquisition to support long-term affordability for existing tenants. Nonprofit acquisition of properties can be supported through the existing Residential Revolving Loan Fund and the tentative Housing Trust Fund.

This plan envisions a development, where new affordable rental homes would be built on vacant parcels to provide replacement homes for existing residents of manufactured homes and post war era apartments. The nonprofit developer will play a significant role in maintaining the same level of affordability, if not deeper, for residents. The former parcels where manufactured homes existed can be freed up to provide newer, more stable manufactured home units, or the redevelopment of a more intense use such as a mixed-use development that supports the former communities. This provides an opportunity for a mixed-income development and the increase of community-oriented retail.

GOAL 3 | PROMOTE CHESTERFIELD COUNTY AS AN IMMIGRANT-FRIENDLY PLACE IN WHICH TO LIVE, WORK, AND PLAY

OBJECTIVE 3.1 | ESTABLISH IMMIGRANT-FRIENDLY PUBLIC POLICY STANCES

Immigration will continue to play a vital role in the growth of Chesterfield County, both in terms of population and business. Immigrants who have chosen to settle in Chesterfield County are a vital part of the region's workforce, and not only contribute to its tax-base, but to a vibrant culture that brings business activity to the Pike. Fostering greater trust between immigrant populations and the county requires public policies and investments that support a part of the county that is essential to economic and cultural vitality. With greater trust, greater cooperation and understanding with long-time resident and newly arrived immigrant populations on the Pike will lead to the realization of shared goals and prosperity for everyone.

Chesterfield County can begin the promotion of itself as an immigrant-friendly community by joining Welcoming America's Welcoming Network. Welcoming America is a nonprofit, non-partisan organization that seeks to work with different institutions in order to reduce the barriers that immigrants face in fully participating in community-building and to increase connections between new immigrants and long-time residents. By joining the Welcoming Network, the County will be provided with tools, resources, and a global network to positively transform itself for all residents. Chesterfield County should join as a Core Member to take full advantage of the program and to demonstrate a commitment to its diverse communities. Other Virginia localities that are a part of the Welcoming Network include Charlottesville, Harrisonburg, and Roanoke.

With support from the Welcoming Network program, Multicultural Services should convene a group of immigrant advocates and residents to discuss potential policy changes and additions to better support the immigrant community, with specific focus on at-risk communities on the Pike. Discussions should focus on bridging the barriers between the community and the county to ensure mutual benefits. This Immigrant Advisory Group should be a permanent fixture within the county that meets regularly to discuss county-immigrant relationships and how best to support the county and its residents – both new and long-time.

In addition, Multicultural Services should engage in an educational campaign to study and promote the positive contributions of immigrants to Chesterfield County's economy and culture. Bridging the divide between native born Americans and new Americans is important to building a vibrant community where no one lives in fear of the other, and can be done through community engagement to explore the common bonds that everyone shares and to introduce each other's culture.

New policies and changes should be presented to the Board of Supervisors by the Immigrant Advisory Group for approval.

OBJECTIVE 3.2 | EXPAND CHESTERFIELD COUNTY MULTICULTURAL SERVICES ON THE PIKE

Currently, Chesterfield County Multicultural Services is only staffed full-time by a single individual. This limits the capacity to conduct sustained outreach with the diverse communities located on the Pike. By expanding

Multicultural Services in terms of staffing and programming, the county can dedicate staff specifically to the Pike.

At least one additional full-time staff member is recommended to work directly on the Pike, with the potential to increase staffing capacity in the future. This individual would be bi- or multi-lingual and possess a thorough knowledge of how to engage with underserved communities. Ideally, this person would be from the community to cultivate trust and better facilitate communication between the immigrant community and the County through revitalization. When providing printed materials, the content should be reading-level appropriate and be in plain language to reach a wide variation of education and literacy levels in English and Spanish. Although printed materials are often provided to residents and businesses in both English and Spanish by groups such as the JDA, Revitalizing Our Communities Committee, and code enforcement, Latino individuals and communities often prefer face-to-face interaction.⁴³ When interacting with the Latino community, county staff should take care to recognize and respect differences between countries of origin and to connect through their interests and culture - like family, schools, and recreational activities.

The new Multicultural Services staff member will work with Community Enhancement to engage with the immigrant communities on the Pike to understand how programs can be specifically tailored to their needs. Partnering with trusted immigrant advocacy groups such as Sacred Heart Center and the Virginia Coalition of Latino Organizations is just one of the ways that the county can build better outreach and relationships with the Latino community. In addition, a program that recruits well-respected Latino residents on the Pike may also help.

GOAL 4 | DEVELOP A MULTICULTURAL PUBLIC MARKET ON THE PIKE

The weak market for new commercial development prevents new opportunities that could spur major revitalization up and down the Pike. The success of Stonebridge Shopping Center along Midlothian Turnpike is a testament to how a County-initiated effort can result in significant success.⁴⁴ To serve existing residents and attract new investment, a county-led effort with nonprofit partners is needed on the Pike to achieve significant change in the mid- to long-term. A public project presents an opportunity to excite the community and gain outside interest, but also address community needs. The Jefferson Davis Flea Market acts like a public market with its small vendors and de facto business incubator services, but is privately-owned which prevents its ability to take advantage of grant funding to improve its space and increase services to the community.

⁴³ Torres, Alicia, Luz Guerra, Selma Caal, and Weilin Li. (2016). *Reaching and Engaging with Hispanic Communities: A Research-Informed Communication Guide for Nonprofits, Policymakers, and Funders*. Child Trends Hispanic Institute & The Crimsonbridge Foundation.

⁴⁴ Remmers, Vanessa. (2018). "The story of Stonebridge: 'It could have been the next Jeff Davis.'" Richmond Times-Dispatch. June 22, 2018. Retrieved from https://www.richmond.com/news/local/the-story-of-stonebridge-it-could-have-been-the-next/article_305bf6fd-17a2-5627-ad93-9c1292838b13.html.

WHAT IS A PUBLIC MARKET?

A public market is a collection of diverse owner-operated shops and stalls that operates year-round and serves a significant public purpose: 1) accentuating a community's culture, 2) meeting everyday shopping needs, 3) job creation, 4) small business incubation, 5) tourist attraction, 6) economic revitalization.¹

Public markets are typically owned by public and/or nonprofit entities in order to access grant funding and maintain its public-serving mission. When assessed in 1977, Seattle's Pike Place Market was said to be "the most successful community economic development project in the history of the U.S., at turning one-time capital support, into long term, permanent, well-paying jobs."² Pike Place Market has also resulted in major benefits in the surrounding area, as with every dollar invested \$20 is generated in surrounding private economic development.³ In Roanoke, Virginia, the Roanoke City Market played a pivotal role in revitalizing the city's downtown area.

Restricting chain and franchise vendors from the market places a focus on locally-owned and operated businesses. In turn, an eclectic mix of long-time vendors and new startups provides a unique experience for visitors. In addition, the market creates entrepreneurial opportunities for immigrants and other minorities who may have challenges entering the mainstream economy. The operator of the market typically assists with business startup training and marketing to help new businesses establish themselves and prosper.

¹ Zaretsky, Aaron. (2017). "What is a public market?" Public Market Development. Retrieved from <https://publicmarketdevelopment.com/what-is-a-public-market-2/>

² Zaretsky, Aaron. (2017).

³ Zaretsky, Aaron. (2017).

Figure 25) Pike Place Public Market in Seattle, Washington, Photo by Peter Miller



OBJECTIVE 4.1 | CONTRACT A PUBLIC MARKET CONSULTANT

Developing a public market is a complex process when compared to typical retail and commercial developments like malls or shopping centers. Contracting a public market consultant to conduct a feasibility study and craft a business plan will provide Chesterfield County with expertise to see a successful public market development. With support from the Board of Supervisors and the public, Community Enhancement and the Chesterfield Economic Development Authority should begin the process by crafting a request for proposal (RFP) to contract a public market consultant that has a proven track record of seeing a public market through all stages of development. To better understand the process of developing a public market and how to develop language for a public market consultant RFP, designated staff members of Community Enhancement and Economic Development can contact Aaron Zaretsky, the former director of Seattle's Pike Place Public Market and an experienced public market consultant, at no charge.

Consultants, like Aaron Zaretsky, provide services to entities looking to develop a public market for revitalization purposes by conducting feasibility studies that provide site selection recommendations and detailed business plans. In addition to guiding the County through the development process, a seasoned consultant can also help identify potential sources of funding. This plan recommends that the Jefferson Davis Flea Market be considered as a potential site for public market development due to the existing vendors and current regional draw.



OBJECTIVE 4.2 | PARTNER WITH BIZWORKS ENTERPRISE CENTER TO OPERATE SMALL-BUSINESS INCUBATOR WITHIN PUBLIC MARKET

Although the development of a public market could take several years, a key aspect of a public market is business assistance. The BizWorks Enterprise Center, already located on the Pike, provides small-business resources and assistance, but capacity to reach the immigrant community is currently limited. Community Enhancement along with Multicultural Services can work with BizWorks to enhance BizWork’s capacity to conduct outreach with Latino-owned businesses along the Pike. This outreach would be conducted to understand how BizWorks can best serve minority-owned businesses on the Pike, such as how to access other forms of capital or marketing towards a wider audience.

Additional partnerships with other organizations may also help facilitate greater engagement between BizWorks and the immigrant community on the Pike. A partnership between the current manager of the Jefferson Davis Flea Market and BizWorks should be facilitated by Community Enhancement and Multicultural Services. This partnership would seek to provide low-cost or free business services to vendors within the market. Sacred Heart Center is an organization that focuses on providing adult education and other support programs to the Latino community in the Richmond region. Their programs have continued to grow over the years and they should be considered as a potential partner with BizWorks to engage in small-business services with the Latino population in Chesterfield County.

GOAL 5 | IMPROVE EXISTING COMMERCIAL BUSINESS CONDITIONS ON THE PIKE

The Design Plan from the *Special Area Plan* recommends guidelines and ordinances to support consistent, New Urbanist design that focuses on orientation towards the street, encouraging pedestrian activity, higher density, and more mixed-uses. However, these guidelines and ordinances are difficult for existing businesses to implement without significant funding and disruption in business. Furthermore, access to capital for improvements is a challenge for many minority-owned businesses who often depend on friends, family, or personal funding for financing. An important aspect of business improvement is whether a business owns or leases their property. This information could not be easily obtained without access to proprietary data resources such as CoStar. Community Enhancement should consider investing time in utilizing CoStar data to develop a commercial tenant database for the Pike to support the following objectives.

OBJECTIVE 5.1 | ESTABLISH A MINORITY-OWNED BUSINESS REVOLVING LOAN FUND

Many minority-owned businesses on the Pike lack the capital needed to make significant improvements on their property and many are unaware of existing incentives. Developing a minority-owned business revolving

loan fund (RLF) that is designed specifically to meet the needs of minority-owned small-businesses will have greater impact for business owners on the Pike that often rely on personal finances and social networks for funding.

Community Enhancement in partnership with Multicultural Services and BizWorks should conduct a comprehensive needs assessment of all minority-owned businesses on the Pike to determine the major funding challenges that businesses owners face. This needs assessment will seek to understand the varying amounts of capital needed by small-businesses to improve their business functions, improve their properties, or acquire the property in which their business is located. The results of this needs assessment will help determine eligibility criteria and other aspects of the RLF such as minimum and maximum loan amounts for the RLF in order to have the maximum impact and to specifically serve inner-ring suburban, commercial corridor businesses.

While a needs assessment is being conducted, Community Enhancement staff should be identifying potential funding sources for the revolving loan fund. Initial funding should be a local source, as state and federal sources may come with restrictions that might not meet local business needs. The funding sources can be layered to meet determined capitalization of the RLF.

OBJECTIVE 5.2 | DEVELOP A SENSITIVE AUTO-RELATED BUSINESS ENHANCEMENT/RELOCATION STRATEGY

A large proportion of auto-related businesses are Latino-owned and serve the Latino community on the Pike. Relocation for some of these businesses may sever ties to their customer base and therefore it may be essential for them to remain on the Pike. The current zoning ordinance now treats many auto-related businesses on the Pike as nonconforming uses which disincentivizes business enhancement and property improvements. Providing concessions for businesses that improve their properties to meet the new design standards set forth in the Special Area Plan will allow businesses to stay close to their customer base and reduce potential risks in relocations such as high costs and disruptions in business.

Community Enhancement can begin to engage with auto-related businesses located in planned Neighborhood Business Districts (C-2) to determine future business plans and goals. This engagement seeks to understand the importance of a business' existing location to business viability and the willingness and capability of a business to meet the design standards of the Special Area Plan.

The information gained from engagement will help Community Enhancement and Chesterfield County's Zoning Team craft language for zoning amendments to support small auto-related businesses on the Pike. It is recommended that auto-related businesses located in Neighborhood Business Districts in the Revitalization Area be permitted under a conditional use permit. A conditional use permit will be granted to auto-related uses under the agreement that properties will be meet design standards under



the discretion of the Planning Department. This zoning amendment seeks to incentivize property enhancements in alignment with the design standards of the Special Area Plan, and no longer prevents auto-related businesses in C-2 Districts from making improvements to their buildings or properties whereas before they were subject to violation if they did so.

GOAL 6 | PROMOTE CHALLENGE- CONSCIOUS WORKFORCE DEVELOPMENT ON THE PIKE

Many residents on the Pike hold multiple jobs and have family obligations that make participation in workforce development initiatives difficult or impossible. Residents need workforce development solutions that do not force them to choose between improving their economic standing or existing stability. Workforce development that is conscious of the specific obstacles that Pike residents face must be developed, as well as programs that lead to secure, living wage jobs.

OBJECTIVE 6.1 | ESTABLISH NEIGHBORHOOD- FOCUSED WORKFORCE DEVELOPMENT PROGRAMMING

Centralized one-stop workforce centers provide a full-range of services at no cost, but they lack services that address the unique challenges that residents may face in their communities. Neighborhood-focused workforce development instead emphasizes neighborhood-level needs, opportunities, and outcomes to increase resident employment and income, but to also increase the number of and improve the quality of career opportunities to residents. A Pike-specific program will listen to residents and cater programs to meet the needs of the community.

Community Enhancement and Social Services can begin to develop an RFP for an experienced employment program to provide neighborhood-focused workforce development services on the Pike. A program that is familiar with working at the neighborhood-level is needed to conduct outreach within the community and recruit individuals who would not normally or are unable to seek out employment services at existing workforce and career centers. While many resources exist for residents, there are many that do not take into account the many challenges that Pike residents may face.

When an employment program has been procured, their first task will be to conduct a community employment assessment of vulnerable communities along the Pike. This work will be heavily focused in community engagement at the ground-level to understand the



current skills that residents possess, education levels, employment history, goals, and challenges. The needs assessment will guide the development of programs that seek to serve subsections of the Pike community who face challenges in obtaining living wages, which may include newly arrived immigrants, the housing instable, and/or those with substance use issues.

Wendy Fleischner and Julie Dressner provide a model for neighborhood-focused employment programs that Chesterfield County should subscribe to in the development of a Pike employment program. This model was submitted to the Annie E. Casey Foundation and describes six core components that the RFP should include when seeking out a program:

- Outreach and recruitment
- Individualized career planning via career advisors
- Income enhancement via financial advisors
- Job readiness and retention support groups
- Employment center with resource room
- Access to training programs and other employment resources⁴⁵

OBJECTIVE 6.2 | LOCATE WORKFORCE CENTER ON THE PIKE

Workforce centers are not conveniently located for residents on the Pike who may face challenges in transportation and childcare. Locating employment services on the Pike would not only be more convenient, but allow for community outreach to recruit those who may not typically seek out employment services on a regular basis. Furthermore, a workforce center that also provides childcare and wraparound services that address mental health and substance use issues will give comprehensive support to all Pike residents.

The Perrymont Middle School site is a county-owned property that offers a large space in which to locate community services. Although not located directly on the Pike, the property is approximately 600 feet west of Route 1 and could be easily accessed with an easement on underutilized properties between Route 1 and Perrymont Road. The Perrymont Middle School building could serve as one of many centerpieces on the Pike. Built in the early 20th century, the building has many historic features that are worth saving and incorporating into an adaptive reuse project that serves the community.

⁴⁵ Fleischner, Wendy and Julie Dressner. (2002). Providing the Missing Link: A Model for a Neighborhood-Focused Employment Program. May 2002. The Annie E. Casey Foundation.



With school yard space, this building offers a sufficient site to have childcare services that support workforce development participants and vacant parcels to the north that could lead to an expansion of community resources at this site. Chesterfield County should undertake this adaptive reuse project in a public-private partnership with willing nonprofit organizations. The space is large enough for additional nonprofit tenants to locate at this site. With a multitude of nonprofit organizations under one roof, a holistic approach to neighborhood-focused workforce development can be more easily coordinated. Suggested tenants may include Sacred Heart Center, Ascend Church, Route One Association for Revitalization, Empowered Warriors, and Whitestone Recovery.

John Tyler Community College should be engaged with to be a partner in the reuse of the Perrymont site or adjacent vacant parcels to locate technical education resources closer to Pike residents. Although the Route 111 bus service provides residents with easier access to the John Tyler Chester Campus, the presence of childcare facilities adjacent will provide parents with greater coordination and convenience.

GOAL 7 | EXPAND AND FOCUS PUBLIC INVESTMENT ON THE PIKE

Support for residents along the Pike exist mainly in the form of small nonprofit and faith-based organizations that are dispersed along the Pike. Accessing county services at the centrally-located government offices is not only difficult for residents of the Pike that lack personal vehicles, but county outreach on the Pike is hard to sustain without a consistent, long-term presence. With additional county staff and infrastructure located on the Pike, greater capacity building and coordination can occur among the various stakeholders of the Pike. Furthermore, these efforts support a physical, long-term commitment to the success of the Pike.

OBJECTIVE 7.1 | PRIORITIZE DEVELOPMENT OF COMMUNITY RESOURCE CENTER ON THE PIKE

As mentioned in Objective 6.2, the Perrymont site can serve as a workforce development center, but the county can also locate additional support for residents here such as social services, Community Enhancement staff, and Multicultural Services. Locating county and nonprofit services in a centralized location on the Pike must be prioritized to immediately begin coordination and have a consistent county presence. The current location of county government offices makes it difficult for all advocates on the Pike to coordinate their efforts with the county.

The adaptive reuse of the Perrymont site should be a county-led initiative with nonprofit support. As a county-owned property with a standing building, the obstacles that accompany property acquisition and construction are reduced significantly. Furthermore, the property is already zoned as a C-3 Community Business District which permits childcare and offices by right. The county can begin the Perrymont project by identifying potential nonprofit partners to enter into a public-private partnership to rehabilitate and occupy the adaptive reuse project. Anchor tenants like the county and a significant Latino-oriented nonprofit such as Sacred Heart Center would help to build bridges between the county and the Latino community.

Upon entering a public-private partnership with one or more partners, the county should issue an invitation for bid (IFB) for the historic rehabilitation of the Perrymont school building into a multi-tenant office space.

To improve pedestrian and public transit access to the resource center, the county should assess the potential of a public easement through the property where Don Pedro's restaurant is located. This property is largely wooded and underutilized, with no residential properties adjacent.

OBJECTIVE 7.2 | HIRE A FULL-TIME REVITALIZATION COORDINATOR

The Special Area Plan suggests the designation of a transit coordinator, human services coordinator, and implementation coordinator. However, the Pike requires a consistent county point-of-contact that engages with residents, businesses, property owners, community advocates, nonprofits, and developers. This plan recommends that a single individual be responsible for these three aspects in order to maintain consistent information and engagement with the community. With the opening of the Perrymont Resource Center, the revitalization coordinator will have a convenient, central location on the Pike to coordinate and help community leaders build greater capacity. The revitalization coordinator will provide a bridge between the community and the county.



The responsibilities and qualifications for this position should be developed immediately. The revitalization coordinator would report directly to the Director of Community Enhancement and the Revitalization Manager. The position will require an understanding of all aspects of the community and revitalization efforts including transit, business, social services, and housing. This individual should possess several years of experience in community revitalization and engagement in diverse communities. Fluency in Spanish should be required as well as a demonstrated ability to win trust within underserved communities. To build capacity within the community, the revitalization coordinator will provide technical assistance in grant writing, workshops to educate on community revitalization best practices, and help coordinate the multiple stakeholders on the Pike.

The position should be presented to the Board of Supervisors for approval. Upon approval, the position should be posted immediately for viable candidates. A panel that involves Pike community leaders should be created in order to select a candidate that best serves the community. The interview process will be conducted by the Director of Community Enhancement, the Revitalization Manager, and two community leaders.

Upon hiring, one of the first actions to be completed by the revitalization coordinator should be to visit each business located along the corridor. The coordinator should introduce themselves and seek to build relationships with each business owner. When conducting outreach for this plan, a business owner stated that they appreciated an individual coming to them to personally inform them of new incentives and developments on the Pike. Visiting businesses in a non-enforcement capacity will seek to build greater reciprocal relationships between the County and the Pike business community.

The revitalization coordinator should also serve as a promoter of county-led revitalization efforts, including the large actions of this plan such as the development of a public market and the establishment of an affordable housing trust fund. Explaining the purpose and benefits of these initiatives will be important towards building grassroots support.

10.0 | THE CHESTERFIELD PIKE ACTION PLAN



Revitalization of the Pike is a long, multi-step process that will require long-term investment from all stakeholders. Long-time residents and businesses on the Pike have known this for decades and their commitment to revitalizing their community is a testament to what commitment truly is, but getting things done on the Pike also requires support from new residents, the County, nonprofit organizations, and for-profit organizations. *The Chesterfield Pike Action Plan* is an addendum to Section 9: Implementation of the *Northern Jefferson Davis Special Area Plan*, which listed suggested actions and their desired outcomes and/or deliverables.

The *Chesterfield Pike Action Plan* provides key actions that the County can take to demonstrate clear investment and commitment to positive change on the Pike. *The Action Plan* is presented in an implementation matrix to present clear benchmarks to be achieved within a given time. These actions relate directly to the goals and objectives as stated in Section 8 of this plan. Certain actions can take place in the short- (1-2 years), mid- (3-4 years), or long-term (5 + years). With each action, a responsible party for completing that action is listed.

SHORT-TERM ACTIONS

Actions to occur in the first two years of this plan are focused on building a strong community foundation as revitalization continues down the Pike. First and foremost, a full-time revitalization coordinator will be needed to facilitate greater coordination between different county departments and the community. This *Action Plan* serves as guiding document for the revitalization coordinator's work and responsibilities. In the short-term, actions listed seek to:

- Develop healthier and stronger relationships between county government and the community
- Demonstrate permanent county investment in the Pike community
- Help build community support for the larger goals of this plan

MID-TERM ACTIONS

With a revitalization coordinator on the ground and initial conversations on major initiatives completed, the third year and fourth year will see the bulk of the *Action Plan* beginning its implementation. Stemming from the continued momentum of the County, the work of the revitalization coordinator, and commitment to a community resource center, actions in the mid-term will begin to catalyze the wholesale transformation of the Pike. These mid-term actions seek to:

- Focus county resources on supporting residents and businesses on the Pike
- Leverage community, private, and nonprofit assets
- Solidify commitment to housing affordability and small-business success

LONG-TERM ACTIONS

Five years and beyond will be focused on sustaining actions in the mid-term, celebrating success, and initiating complex development projects. Public market development and the rehabilitation and management of the community resource center will be new, but also exciting, endeavors for Chesterfield County. With public input and support, these long-term developments will result in positive impacts that will reverberate up and down the Pike. These long-term actions seek to:

- Transform the Pike into a regional destination
- Provide generational support for the Pike community

It must be noted that during the completion of this plan, the COVID-19 pandemic took place and has major implications in regards to county funding and operations. Nonetheless, Chesterfield County still remains in a position to achieve many aspects of this plan within the first year through existing infrastructure. Upon a reassessment of county funding and operations post-COVID-19, this plan should be adopted in full.

For the following implementation matrices, abbreviations were used to indicate responsible parties: CE = Community Enhancement, EDA = Chesterfield County Economic Development Authority, HTFWG = Housing Trust Fund Working Group, MS = Multicultural Services, IAG = Immigrant Advisory Group, C = community leaders, BIZ = BizWorks Enterprise Center, ZT = Zoning Team, SS = Social Services, and CC = Chesterfield County at-large.

		Short	Mid	Long	Responsibility
Goal 1 Establish a dedicated source of funding for affordable housing development	Objective 1.1 Establish the Chesterfield County Housing Trust Fund				CE
	Action 1.1.1 Convene a Housing Trust Fund Working Group to develop an establishing proposal				CE
	Action 1.1.2 Build public support for housing trust fund				CE, C, CC
	Action 1.1.3 Present proposal to Board of Supervisors for approval				HTFWG
	Objective 1.2 Identify dedicated funding sources for the CCHTF				CE
	Action 1.2.1 Explore the potential of county funding sources				CE
	Action 1.2.2 Engage with potential corporate and nonprofit sponsors				CE
	Action 1.2.3 Present proposed funding source to Board of Supervisors				CE, HTFWG
Goal 2 Preserve and enhance at-risk market affordable housing on the Pike	Objective 2.1 Incorporate market affordable housing preservation strategies into county housing programs on the Pike				CE
	Action 2.1.1 Designate market affordable housing preservation responsibilities to Real Estate Development and Housing Coordinator				CE
	Action 2.1.2 Create a market affordable housing database to track at-risk properties on the Pike to share with nonprofit and mission-driven developers				CE
	Action 2.1.3 Explore feasibility of new tax abatement to preserve market affordable housing				CE: Housing Coordinator
	Action 2.1.4 Hold information sessions with real estate brokers and developers on market affordable housing preservation and redevelopment				CE: Housing Coordinator
	Objective 2.2 Support nonprofit affordable housing redevelopment of Opportunity Sites #1 and #2				CE, CC
	Action 2.2.1 Engage with property owners of occupied and vacant parcels at Opportunity Sites #1 and #2 to determine future plans and goals				CE: Housing Coordinator
	Action 2.2.2 Connect property owners with potential nonprofit and mission-driven developers				CE
	Action 2.2.3 Utilize the Residential Revolving Loan Fund and Housing Trust Fund to support acquisition and rehabilitation				CE, CC

		Short	Mid	Long	Responsibility
Goal 3 Promote Chesterfield County as an immigrant-friendly place to live, work, and play	Objective 3.1 Establish immigrant-friendly public policy stances				CC
	Action 3.1.1 Join Welcoming America Network				CC
	Action 3.1.2 Establish a Chesterfield County Immigrant Advisory Group of immigrant advocacy groups and county residents to discuss potential policies changes and additions				CC, MS
	Action 3.1.3 Educate the public on the positive contributions of immigrants to Chesterfield County's economy and culture				MS, C, CE
	Action 3.1.4 Propose new policies and changes to the Board of Supervisors				IAG
	Objective 3.2 Expand Chesterfield County Multicultural Services on the Pike				CC
	Action 3.2.1 Hire additional full-time Multicultural Services staff to work specifically on the Pike				CC
	Action 3.2.2 Develop a Pike community ambassador program to facilitate sustainable communication				MS, CE
	Action 3.2.3 Engage with Pike immigrant communities to tailor programs specific to them				MS
	Action 3.2.4 Consult/Partner with Sacred Heart Center and VACOLAO				CC, MS, CE
Goal 4 Develop a multicultural public market on the Pike	Objective 4.1 Contract a public market consultant				CC, CE, EDA
	Action 4.1.1 Contact Aaron Zaretsky to discuss public market development at no cost				CE, EDA
	Action 4.1.2 Develop a public market consultant RFP				CE, EDA
	Action 4.1.3 Market RFP nationally				CC
	Action 4.1.4 Conduct a feasibility study that considers Jefferson Davis Flea Market redevelopment				Public Market Consultant, CE, EDA
	Objective 4.2 Partner with BizWorks Enterprise Center to operate small-business incubator within public market				CE, EDA, MS
	Action 4.2.1 Work with BizWorks and Multicultural Services to increase immigrant and minority outreach capacity on the Pike				CE, EDA, MS
	Action 4.2.2 Identify additional partners to assist BizWorks in expanding services to immigrant communities on the Pike				CE, EDA, MS

		Short	Mid	Long	Responsibility
Goal 5 Improve existing commercial business conditions on the Pike	Objective 5.1 Establish a minority-owned business revolving loan fund				CE
	Action 5.1.1 Conduct a comprehensive needs assessment survey of minority-owned small businesses on the Pike				CE, MS, BIZ
	Action 5.1.2 Develop minority-owned business revolving loan fund criteria based on needs assessment				CE
	Action 5.1.3 Identify potential capitalization sources				CE
	Action 5.1.4 Present to Board of Supervisors for approval				CE
	Objective 5.2 Develop a sensitive auto-related business enhancement strategy				CE
	Action 5.2.1 Engage with auto-related businesses in Neighborhood Business Districts to determine future business plans and goals				CE
	Action 5.2.2 Amend zoning ordinance to allow nonconforming auto-related businesses to improve their property under certain conditions (e.g., compliance with Special Area Plan design standards)				CE, ZT
	Action 5.2.3 Utilize RLF to support minority-owned auto-related businesses				CE
Goal 6 Promote challenge-conscious workforce development on the Pike	Objective 6.1 Develop neighborhood-focused workforce development programming				CE, CC
	Action 6.1.1 Develop an RFP for an experienced employment program to provide neighborhood-focused workforce development services on the Pike				CE, SS
	Action 6.1.2 Conduct a Pike community employment assessment				Contracted Program
	Action 6.1.3 Establish workforce development programming based on community employment assessment				Contracted Program
	Objective 6.2 Locate a workforce center on the Pike				CC
	Action 6.2.1 Utilize the Perrymont Middle School site as a workforce center through adaptive reuse				CC
	Action 6.2.2 Partner with John Tyler Community College to locate technical education resources at the center				CC

		Short	Mid	Long	Responsibility
Goal 7 Expand and focus public investment on the Pike	Objective 7.1 Prioritize development of community resource center on the Pike				CC
	Action 7.1.1 Identify nonprofit partners to co-locate and co-fund the adaptive reuse of the Perrymont site				CE, CC
	Action 7.1.2 Develop and post an Invitation for Bid for the rehabilitation of the Perrymont Resource Center				CC
	Action 7.1.3 Assess the feasibility of a public easement to connect Perrymont Road to Route 1				CE, CC
	Action 7.1.4 Celebrate the opening of the Perrymont Resource Center				CC
	Objective 7.2 Hire a full-time revitalization coordinator				CE
	Action 7.2.1 Establish position description and responsibilities				CE
	Action 7.2.2 Present position to Board of Supervisors for approval				CE
	Action 7.2.3 Post job position upon approval				CE
	Action 7.2.4 Assemble a selection and interview panel that includes community leaders				CE
	Action 7.2.5 Conduct interviews and hire new revitalization coordinator				CE
	Action 7.2.6 Conduct regular (biweekly/monthly) visits with resident and business communities on the Pike to provide updates and information				Revitalization Coordinator
	Action 7.2.7 Promote the goals of the <i>Action Plan</i>				Revitalization Coordinator

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APPENDIX A

Name	Goods or Services	Ownership	Non-Conforming
Angel's Auto Sales	Vehicle Sales	Latino-owned	x
Auto Mundo Repair	Vehicle Repair	Latino-owned	x
Chasin Cars Inc	Vehicle Sales	Latino-owned	x
Escromotors	Vehicle Repair	Latino-owned	x
G'z Tires and Rims	Tire Sales and Rims	Latino-owned	x
Mauricio's Tires	Tire Sales	Latino-owned	x
Noes Auto Repair	Vehicle Repair	Latino-owned	x
Franco Auto Sales	Vehicle Sales	Latino-owned	
Legacy Motor Sports	Vehicle Sales	Latino-owned	
Quality Automotive Group	Vehicle Sales	Latino-owned	
Tire Jireh	Tire Sales	Latino-owned	
V&M Automotive	Vehicle Sales	Latino-owned	
AJ Auto Sales	Vehicle Sales	Minority-owned	x
GCarz	Vehicle Sales	Minority-owned	x
Kingdom Kars Auto Sales	Vehicle Sales	Minority-owned	x
M&M Automotive II	Vehicle Sales	Minority-owned	x
RVA Automotive Group	Vehicle Sales	Minority-owned	x
South River Auto Sales	Vehicle Sales	Minority-owned	x
Richmond Towing	Vehicle Service	Woman-owned	x
#Chrome Wheels and Tires	Tire Sales and Rims		x
Davis Auto Sales	Vehicle Sales		x
Express Auto Center Inc.	Vehicle Repair		x
Fisher Auto Parts	Vehicle Parts		x
Garland's Auto Repair	Vehicle Repair		x
JD Engine and Transmission Repair	Vehicle Repair		x
Leonard Buildings and Truck Accessories	Truck Accessories		x
Mac MacDonald Tire and Auto	Vehicle Repair/Tire Sales		x
NAPA Auto Parts	Vehicle Parts		x
Virginia Automotive Service	Vehicle Repair		x
AED Performance	Specialty Parts/Manufacturing		
Affordable Used Cars	Vehicle Sales		
ATC Towing	Vehicle Service		
C and J Auto Service	Vehicle Sales/Repair		
Commonwealth Motors	Vehicle Sales		
Davis Off Road	Vehicle Parts/Service		
Haley Ford Body Shop	Vehicle Repair		
Haley Ford Richmond	Vehicle Sales/Repair		
Hayes Performance	Vehicle Repair		
Henderson's Texaco Service	Vehicle Repair		
Landmark Motor Co Inc	Vehicle Sales		
Paradise Road Speed and Custom	Vehicle Parts		
Precision Tune Auto Care	Vehicle Repair		
Southern RV	Recreational Vehicle Sales		
Star Auto Sales	Vehicle Sales		
Superior Trailer	Vehicle Trailer Sales		
Sweetie Boy Repair	Vehicle Repair		

