

CHAPTER 7: REVITALIZATION

Overview

This chapter is the countywide revitalization plan for Chesterfield County. It provides ideas and identifies opportunities to:

- 1) Preserve and improve existing communities
- 2) Protect private investment and property values
- 3) Maintain and enhance a high quality of life

REVITALIZATION–

The ongoing and long-term process of bringing new life to older neighborhoods and communities, through preservation, rehabilitation, and redevelopment.

Many parts of the county are doing well and have minimal need for revitalization.

Other parts of the county have greater revitalization needs. This chapter provides a shared understanding of countywide revitalization issues, identifying desired outcomes and goals for revitalization, best practices for suburban revitalization and how to focus revitalization efforts. The chapter offers guidance to direct revitalization efforts – providing the bridge between long-term goals and short-term actions.

This chapter emphasizes near-term and practical solutions for revitalization needs. It offers a comprehensive toolkit of revitalization initiatives and guidance for effective implementation.

The Comprehensive Plan is not a plan for funding, staffing or organizational structure. Such matters are handled through the annual budget process and administrative procedures. However, this plan can help to inform and prioritize those decisions.

DESIRED OUTCOMES OF THIS CHAPTER:

- **Prevent and Address Community Decline & and Blight**
- **Leverage Public Infrastructure Investment as a Catalyst for Private Investment**
- **Support Appropriate Public and Private Reinvestment in Established Communities**
- **Partner with the Community, Nonprofits and the Private Sector to Address Revitalization Concerns**
- **Create Tools, Incentives and Programs to Encourage Revitalization Efforts**
- **Support Enhancements to Communities Identified by Residents & and Businesses**
- **Encourage Community Events, Celebrations & and Other Social Pride-Instilling Efforts**

Revitalization efforts should promote communities that are:

- **Clean:** Debris and trash free, with well-maintained homes, businesses, and public spaces (including roads and roadway medians)
- **Connected:** Enjoying healthy community and social connections for people of all ages and abilities
- **Convenient:** Housing, goods, services, jobs, and recreation choices that are available and accessible
- **Resilient:** Capable of thriving in future change
- **Safe:** Enjoying an environment where life, health, and property are protected and well-lighted
- **Stable:** Maintaining an environment with minimal adverse change, long-term desirability
- **Thriving:** Enjoying growth, economic opportunity, community pride and celebration
- **Well-Planned:** Providing sufficient and efficient development and infrastructure

GOALS

In established, aging communities countywide, revitalization efforts seek to:

- Preserve and enhance the quality of life
- Prevent community decline and blight
- Provide equitable access to excellent public facilities, infrastructure and services
- Encourage equitable access to excellent jobs, housing, recreation and commercial opportunities
- Maintain and improve property values, providing countywide benefits
- Promote economic opportunity and private investment
- Empower citizens and community organizations to be effective revitalization partners

Background

KEY TERMS

Revitalization is the ongoing and long-term process of bringing new life to older neighborhoods and communities, through preservation, rehabilitation and redevelopment. *Neighborhoods* are smaller residential areas of one or more subdivisions with shared access and amenities. *Communities* are larger residential and commercial areas with shared access and amenities.

PRESERVATION – Maintaining existing development.

REHABILITATION – Improving existing development.

REDEVELOPMENT – Rebuilding existing development.

WHY REVITALIZATION IS NEEDED

Revitalization is needed to prevent and address decline in aging neighborhoods and communities. The average house in Chesterfield County is now over 30 years old. Older structures show normal effects of age. Building materials such as siding, roofing, windows and trim wear out. Building designs often do not meet modern needs and preferences. Older commercial development likewise may not meet modern needs and preferences. Infrastructure and public facilities serving these older areas also show the effects of age.

Without purposeful ongoing reinvestment in older neighborhoods and communities, the desirability of these areas is reduced, leading to private disinvestment. Over time, such disinvestment can lead to decline, deterioration and blight.

BLIGHT – A building or improvement that, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement of design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, is detrimental to the safety, health, morals or welfare of the community.

[Chesterfield County Code of Ordinances § 5-7.3\(a\)](#)

Older neighborhoods typically lack functioning homeowner or neighborhood associations. They often lack the capacity and resources needed to self-govern issues such as property maintenance.

PAST REVITALIZATION EFFORTS

Past county revitalization efforts have been mostly project-based, without an overall plan. These past efforts have been important to help build awareness of revitalization needs and to improve our understanding of tools that can be effective to address such needs.

- **1993:** The Jefferson Davis Corridor Plan served as the county's first revitalization plan for a small area. The Plan established priorities for Community Development Block Grant (CDBG) funding, encouraged neighborhood improvement, and identified the need for strong code enforcement. The Plan recommended business incentives that ultimately led to the creation of Enterprise Zones. Finally, the Plan recognized the importance of community organization, building the capacity of community partners, including formation of the Jefferson Davis Association.
- **1996:** The Enterprise Zone program was established for a larger area that included the Jefferson Davis Highway corridor. This zone provided state and local incentives for commercial and industrial development and has since been replaced by the Technology Zone program, which still exists and offers local incentives for commercial and industrial development.
- **1998:** Using CDBG funds, the county started a proactive code enforcement program focused on older neighborhoods in the Jefferson Davis corridor and Ettrick. This program currently funds code enforcement staff working proactively to resolve thousands of property maintenance violation cases in these older areas.
- **2006:** The county established its first Revitalization Office. This office worked for several years primarily on redevelopment and streetscape projects, including the redevelopment of Cloverleaf Mall. It was instrumental in the formation of the Sustain Our Communities Committee (now the Revitalize Our Communities Committee, or ROCC), a citizen committee focused on countywide preservation and revitalization issues. The office was incorporated into the Economic Development Department, and later disbanded due to staff changes and shifting priorities.
- **2009:** The county began a Neighborhood Enhancement program, a proactive property maintenance inspection effort for entire subdivisions in older communities. This program is still in effect.
- **2012:** The Comprehensive Plan revision included a chapter specifically focusing on revitalization issues. The Plan emphasized public facility and infrastructure investment in older communities, identified five focus areas for revitalization and recommended development of later strategies through Special Area Plans and/or revitalization plans. Thereafter, the county created a revitalization strategy team that brought together key staff from many county departments and agencies. This team worked from 2012 to 2014 to identify strategies and an organizational structure for revitalization efforts.

This chapter builds on the following important foundations of the 2012 Plan:

- The importance of policy guidance for revitalization
- Geographic focus to concentrate limited resources and maximize impact
- Public facility investment as a catalyst for private investment
- Community partnerships
- Property maintenance

- **2014:** The county adopted Blueprint Chesterfield, a countywide strategic plan, which encourages “a collaborative approach to community revitalization” to foster thriving communities.
- **2015:** The county established a new Revitalization Office in the Community Development Division. This office was responsible to coordinate county revitalization efforts, working with community partners and contributing to the planning and zoning process.
- **2017:** The county established the Department of Community Enhancement in the Community Development Division. This Department consolidated license inspection, property maintenance, CDBG and HOME grant programs, and revitalization programs into a unified operating group.
- **2018:** The county’s anti-litter program (renamed “Keep Chesterfield Beautiful”) was incorporated into the Department of Community Enhancement.

SUCCESS STORIES

Mid-Cities Association

The Mid-Cities Civic Association serves the Bellwood community. In early 2018, the association approached Community Enhancement staff to help coordinate a community improvement campaign. Community Enhancement staff worked with association volunteers and Impact Virginia (a faith-based youth service group) to reach out to residents in six area neighborhoods for various improvement projects. Impact Virginia provided yard work and minor home repair. Soon afterwards, area residents, a non-profit contactor (Greater Richmond ARC), and county staff held a community clean-up day.



Mid-Cities Community Clean-up

Mid-Cities Community Clean-Up Day Results

Homes Served	238
Trash Removed	7 tons
Tires Removed	12
Vegetative Debris Removed	6 truck loads

Staff later conducted a sweep of these neighborhoods to address remaining property maintenance violations. Informal feedback from the area residents suggests that these efforts have helped foster greater sense of community and “ownership” of property maintenance. This project illustrates the value and impact of community partnerships to help restore hope in aging neighborhoods.

Rayon Park Subdivision

Rayon Park is a 105-acre subdivision located north of the Defense Logistics Agency, west of Route 1. Even though Rayon Park was subdivided before World War II, the subdivision was never fully developed due to a lack of public wastewater infrastructure and the failure of original septic systems. The area experienced significant disinvestment, decline and blight. In 2006, Rayon Park had:



Underdeveloped Rayon Park Subdivision

- 90 housing units
- Average assessed house value of \$112,108
- Average house size of 1,301 square feet

In 2006, the county leveraged CDBG funds coupled with a federal grant to finance the installation of a new public sewer line to serve Rayon Park. Since that time, there has been significant new single-family home construction in the subdivision. This new investment has been a significant improvement over existing conditions. New house construction through 2017 has included:



New Construction in Rayon Park

- 42 new housing units
- Average assessed house value of \$135,910
- Average house size of 1,458 square feet

In addition, an aging strip commercial center was demolished and new shops have been built on the Route 1 frontage of Rayon Park.

LESSONS LEARNED AND BEST PRACTICES

Suburban revitalization is at the leading edge of community development research and practice. Most established revitalization efforts nationwide have an urban, city, commercial corridor or downtown focus. Urban revitalization best practices (such as transit oriented development, Main Street programs and tax foreclosure programs) are not well-fitted to our suburban area. Other national best practices are more appropriate for Chesterfield County. At the highest level, these include:

- *Strategy:* Revitalization requires a plan of action with measurable outcomes.
- *Coordination:* Revitalization depends on the sustained efforts of citizens, businesses, community groups and county government. For differing interests to successfully work together to achieve long-term and difficult goals, a single point of coordination and communication is necessary.
- *Partnerships:* Revitalization is a shared enterprise, requiring the joint efforts and resources of citizens, businesses, community groups, county government and other government agencies.

- *Place-Based Revitalization:* Revitalization efforts focused in smaller geographic areas are “place-based.” They concentrate limited resources so that revitalization efforts are focused, resources are leveraged and impacts are maximized.
- *Toolkits:* Toolkits are collections of individual revitalization programs, initiatives and services. These tools may be applied to address challenges countywide.

HOW THIS CHAPTER RELATES TO OTHER KEY COMPREHENSIVE PLAN CHAPTERS

- *Business Development:* This chapter supports and promotes economic opportunity in established communities, through incentives for new development, rehabilitation and redevelopment.
- *Neighborhoods & Housing:* This chapter affirms the need for a range of well-designed housing choices at convenient locations and prices.
- *The Land Use Plan:* This chapter encourages land use compatibility and high-quality, sustainable development.
- *The Public Facilities Plan:* This chapter recognizes the importance of adequate public facilities, and public facility parity / equity to protect investment and the quality of life in our older communities.
- *Environment:* This chapter recognizes the importance of natural resources and how they may be impacted by or incorporated with redevelopment.

REVITALIZATION AREA – Areas within, adjacent to, or surrounded by developed areas in significant need of revitalization as determined annually by quantified revitalization indicators.

Revitalization Indicators

Revitalization best practice concentrates limited resources for maximum impact. For this reason, this plan recommends a place-based approach to focus revitalization efforts. Existing and potential areas of revitalization need may be identified by using revitalization indicators. The following example revitalization indicators are currently readily available, objective, measurable, and reliable. Additional indicators and analysis tools may also be identified. Taken together, they can help identify where revitalization efforts should be focused.

Example Revitalization Indicators

Indicator of Revitalization Need	Geographic Basis
Average Daily Attendance	Elementary School District
Building Age	Subdivisions*; Commercial Corridors
Crime Incidents	Subdivisions*; Commercial Corridors
Free and Reduced-Price Lunch Participation	Elementary School District
Housing Cost Burden (owner, rental, total)	Census Tract
Housing Vacancy	Census Tract
Owner Occupancy	Subdivisions*
Property Maintenance Violations	Subdivisions*; Commercial Corridors
Property Tax Assessment Trends	Subdivisions*; Commercial Corridors
Student Transiency	Elementary School District
Test Scores	Elementary School District

**May include non-subdivision “road-strip” lots*

Revitalization indicator data is updated and reviewed annually by Community Enhancement staff. Measures of revitalization progress, such as assessment and property maintenance trends, are best observed over time. Indicator and program effectiveness should be evaluated during the next Comprehensive Plan update, or as significant community changes occur.

RECOMMENDED APPROACH

This plan provides a recommended revitalization approach based on:

1. *Countywide* efforts, generally emphasizing quality development and preservation.
2. *Revitalization area* efforts include countywide efforts, generally emphasizing public investment, property maintenance and community partnerships. These areas have an overall greater need for revitalization.
3. *Special Area Plan* efforts within revitalization areas include countywide and revitalization area efforts, generally emphasizing targeted development incentives and redevelopment. Special Area Plan geographies in older parts of the county often have concentrated revitalization needs.

Revitalization Themes

Revitalization themes provide direction and focus, helping to accomplish revitalization goals and desired outcomes. They are the bridge between goals, desired outcomes and action. This chapter emphasizes:

- *Collaboration*: leveraging expertise, relationships and resources within the county organization
- *Community partnerships*: developing and leveraging community expertise, relationships and resources
- *Coordination*: providing a single point of contact and management of revitalization efforts
- *Geographic focus*: concentrating limited resources for maximum impact
- *Market-driven solutions*: understanding market trends and working with public and private-sector partners
- *Property maintenance*: preserving and protecting established communities
- *Public investment*: providing leadership and a catalyst for private investment
- *Quality development*: promoting private investment in and near established communities
- *Redevelopment*: promoting reinvestment in established communities

Initiatives: The Revitalization Toolkit

Initiatives are actions to achieve revitalization goals and outcomes. The following list of existing and proposed initiatives includes descriptions of how each tool works and contributes to revitalization, and provides recommendations for action. These initiatives offer a practical toolkit of revitalization solutions.

COMMUNITY PARTNERSHIPS

- **Community Organization Support.** The county currently provides limited assistance to help develop and build the capacity of community organizations and seeks to engage community partners such as the Chamber of Commerce. This includes support for the ROCC, asset-based community development (ABCD) initiatives and a community association database.

In the past, the Planning Department staffed a Community Enhancement program that offered close assistance to residents seeking to establish or strengthen neighborhood associations. These tools promote connected communities by empowering residents, as well as business and community organizations, to be effective partners in revitalization. This tool should be strengthened and expanded in revitalization areas.

- **Volunteer Coordination.** Revitalization work is most effective when it leverages the efforts and resources of community partners (e.g., citizens, associations, organizations, groups and businesses). Coordination of such work requires awareness of revitalization needs and the volunteer resources that may address such needs, and management of reliable means to effectively connect the two. Existing county volunteer coordination programs for revitalization should improve communication, forge better connections to address difficult situations and leverage resources of community partners. This tool would promote communities that are connected, by empowering citizens and community organizations to be effective revitalization partners. This tool should be strengthened and expanded for revitalization areas.

FUNDING

- **Community Development Authorities (CDAs).** The Code of Virginia (§ 15.2-5152 et seq.) allows a locality to create a CDA upon petition by landowners in a proposed CDA area. The county currently has three CDAs, one of which serves the Stonebridge project. CDAs may provide public infrastructure supporting new development or redevelopment, and issue bonds to finance such improvements. Bond servicing may be funded through tax increment (i.e., increased real estate tax revenues resulting from property improvements) or special assessments. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities, infrastructure and services, as well as economic opportunity and private investment. This tool should be prioritized for major redevelopment projects in Special Area Plan geographies located within revitalization areas.
- **CDBG Funding.** CDBG is a federal grant program that is geographically restricted to benefit certain lower income areas. Funding availability is limited and subject to variable annual federal appropriation. The county administers this program, providing annual competitive grants to county and non-profit agencies. Funds may be used for public improvements, infrastructure, housing rehabilitation and public services. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities, infrastructure and services, as well as promoting economic opportunity and private investment. This tool should be prioritized for use in revitalization areas.

- **HOME Funding.** HOME is a federal grant program geographically restricted to benefit certain lower income areas. Funding availability is limited and subject to variable annual federal appropriation. The county administers this program, providing annual competitive grants to county and non-profit agencies. Funds may be used for programs promoting home ownership, rental assistance and housing rehabilitation. This tool promotes communities that are attractive and convenient, by preserving and protecting the quality of life and by encouraging equitable access to housing opportunities. This tool should be prioritized for use in revitalization areas.
- **Housing Rehabilitation Grants and Loans.** Through the CDBG and HOME programs, the county works with third party non-profit agencies to provide housing rehabilitation assistance in certain lower-income areas. This support has been limited, typically reaching only a few dozen properties each year. Lower income households often lack up-front capital or the ability to access credit necessary to finance significant rehabilitation work. Tools such as the rehabilitation tax exemption provide a “back end” incentive for such work, but do not address up-front capital needs. One possible solution to address this need would be to expand rehabilitation grant funding. Additionally, the county could seek to provide rehabilitation loans, such as a revolving loan program to be funded by the county and managed by a non-profit housing partner. ~~This~~ These options would require identifying additional funding sources. Rehabilitation grants and loans may help prevent blight and decline. This tool would promote communities that are attractive, resilient and stable, by maintaining and improving property values. The county should expand funding for rehabilitation grants and evaluate offering rehabilitation loans in Special Area Plan geographies located in revitalization areas.
- **Housing Trust Fund.** Housing trust funds are distinct funds established by city, county or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for families and individuals to access decent affordable homes. Housing trust funds systemically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue. While housing trust funds can also be a repository for private donations, they are not public/private partnerships, nor are they endowed funds operating from interest and other earnings. Housing trust funds promote convenient, stable and thriving neighborhoods, by encouraging equitable access to a range of quality housing opportunities. This tool should be considered countywide.
- **Revolving Loan Fund.** As the name implies, monies are intended to revolve out of the Fund in the form of short-term loans to entities acquiring land and back into the Fund through fundraising efforts of the acquiring organizations. For instance, a land trust requiring immediate cash in order to purchase an important property could borrow from the Fund and then repay the full amount with interest over a predetermined period of time through a capital fundraising drive. All loans from the Fund must be repaid in full with interest in order to preserve the value of the Fund. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities, infrastructure and services, as well as economic opportunity and private investment. This tool should be considered countywide.
- **Service Districts.** The Code of Virginia (§ 15.2-2400 et seq.) allows localities to create service districts by ordinance, to levy additional property taxes to fund in-district improvement and maintenance of public services such as infrastructure, sidewalks and streetscaping. The seed money for such improvements may be financed by bonds or other sources. The county has used service districts to fund limited extensions of utility systems in existing developed areas, as well as for streetscape beautification and maintenance. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities,

infrastructure and services, as well as by promoting economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located within revitalization areas.

- **Tax Increment Financing (TIF).** The Code of Virginia (§ 58.1-3245 et seq.) allows localities to adopt an ordinance designating a development project area, and to earmark anticipated increases in tax revenues from such an area to pay the debt service issued to finance public improvements.

TIF is a classic redevelopment tool designed to finance public infrastructure and facilities, to encourage private reinvestment. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities and infrastructure, as well as by promoting economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located within revitalization areas.

- **Tax Increment Financing (Synthetic TIF).** A synthetic TIF is a variation of traditional tax increment financing (TIF) that uses anticipated increases in tax revenues from a specific project (instead of a geographic district) to pay the debt service used to finance public improvements. This tool promotes communities that are attractive, clean, convenient, safe, thriving and well-planned, by providing equitable access to excellent public facilities and infrastructure, as well as by promoting economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located within revitalization areas.

INITIATIVES AND PROGRAMS

- **Business Incentives.** County business incentive programs include Technology Zones, small business assistance and rehabilitation tax exemptions. These tools promote a thriving community, through economic opportunity and private investment. These programs should continue, with marketing targeted for revitalization areas.
- **Community Land Trusts (CLTs).** CLTs are nonprofit, community-based organizations designed to develop and maintain permanently affordable homeownership opportunities for low and moderate-income households. The Maggie Walker CLT currently operates in the county. The CLT creates single-family homes that are sold to qualified buyers while retaining ownership of the land beneath the houses. When a homeowner sells, the CLT and the homeowner “share” the equity created by the increase in market value. The CLT’s share stays in the house and is not added to the sales price. This keeps the home affordable to future qualified homebuyers. The CLT model requires only one subsidy at the start and then makes that home affordable to all future purchasers without additional subsidy. CLTs promote convenient, stable and thriving neighborhoods, by encouraging equitable access to a range of quality housing opportunities. This tool should be considered countywide.
- **Fee Waivers.** The Technology Zone program currently provides application fee waivers for zoning, site plan, and permits for commercial and industrial projects in five current Technology Zones (which significantly overlap with revitalization areas). In addition, there is a partial credit available for water and wastewater connection fees, equal to the minimum connection fee for water and wastewater service for such uses. Fee waivers are an important incentive that helps mitigate the perceived risk of private investment in areas needing revitalization. Currently, fee waivers are not provided for residential projects. Such tools promote communities that are thriving, by encouraging economic opportunity and private investment. Residential fee waivers should be considered as a targeted incentive for Special Area Plan geographies located within revitalization areas.

- **Historic Tax Credits.** Federal and state income tax credits are available for rehabilitation of certain historic structures. The county could encourage use of this tool by participating in the creation of historic districts and/or listing of individual properties on the historic register. There are currently 67 properties in the county that have local, state, and/or federal historic designation. This tool promotes communities that are attractive, resilient and stable, by maintaining and improving property values. The county should evaluate use of this tool countywide.
- **Housing Rehabilitation Zones.** The Code of Virginia (§ 36-55.64) allows localities to create, by ordinance, housing rehabilitation zones, each with a maximum term of ten years. Such zones are intended to encourage residential development, rehabilitation and redevelopment in revitalization areas. State law allows a locality to provide targeted incentives in housing rehabilitation zones (e.g., development application fee reductions, permit process simplification and special development standards). This tool promotes communities that are convenient, thriving and well-planned, by encouraging economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located within revitalization areas.
- **Land Bank.** The Code of Virginia (§ 15.2-7501) allows localities to create by ordinance an entity (such as an authority or a corporation) for the purpose of assisting the locality in converting vacant, abandoned, and tax delinquent properties into productive use. Land banks may strategically acquire title to problem properties, eliminate their liabilities, and transfer these properties to new, responsible owners for development or redevelopment. This tool can promote communities that are convenient, thriving and well-planned, through economic opportunity and private investment. This tool should be considered countywide.
- **Low Income Housing Tax Credit (LIHTC).** LIHTC is a federal tax credit program, administered in Virginia by the Virginia Housing Development Authority (VHDA). LIHTC encourages the development of affordable rental housing by providing developers a federal income tax credit. This tool provides an incentive for private investors to participate in the construction and rehabilitation of housing for low-income families. These tax credits are awarded on a competitive basis which favors applications supported by the locality. Projects must provide a minimum percentage of units that are affordable to lower income households, resulting in a mix of market rate and below-market rate units in the same development. Additionally, this approach can help deconcentrate affordable housing units. This tool promotes communities that are convenient, thriving and well-planned, by encouraging economic opportunity and private investment. LIHTC is potentially available countywide.
- **Opportunity Zones.** Opportunity Zones allow investors to receive federal tax benefits on currently unrealized capital gains by investing those gains (through development or redevelopment projects) in qualified census tracts (Opportunity Zones). Four census tracts in the county have been federally designated as Opportunity Zones: two tracts generally located between Rt. 76 and Hull Street Road, along Rt. 150, one tract in the Bellwood area adjacent to Rt. 1, and one tract in the Ettrick area. This tool promotes communities that are convenient, thriving and well-planned, by encouraging economic opportunity and private investment. This tool is currently limited by federal law to four census tracts.
- **Proactive Rezoning.** The county may proactively rezone property to better position property for development or redevelopment, to incentivize private investment. This tool promotes communities that are well-planned, by promoting economic opportunity and private investment. This tool should be considered for use in Special Area Plan geographies located within revitalization areas.

- **Regulatory Relief.** The county may encourage new development, redevelopment and rehabilitation through various forms of regulatory relief. Regulatory relief may address development standards, process requirements and/or permit and application fees. Such relief may encourage development flexibility while maintaining quality development that is sustainable and beneficial to areas in need of revitalization. This tool can promote communities that are convenient, thriving and well-planned, through economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located in revitalization areas.
- **Rehabilitation Tax Exemptions.** The county offers partial property tax exemptions based on the increased assessed value of improvement or replacement of older buildings. This tool was improved in 2016 to allow longer exemption terms and to simplify the application process. Rehabilitation tax exemptions may be used for residential, commercial, mixed-use and industrial structures. While this program is infrequently used at present, it could potentially help prevent blight and decline through expanded advertising and marketing. This tool promotes communities that are attractive, resilient and stable, by maintaining and improving property values. The county should expand public awareness and access to this existing program, as a countywide tool to encourage preservation.
- **Tax Abatements for New Construction.** The Code of Virginia (§ 58.1-3219.4) allows localities to adopt an ordinance to provide partial real estate tax abatements for new construction in designated redevelopment, conservation or rehabilitation districts. This concept is similar to rehabilitation tax exemptions, except that it would apply to new construction. This tool could serve as a powerful incentive for private investment. It may have property tax revenue implications that should be carefully evaluated. This tool would promote communities that are thriving by promoting economic opportunity and private investment. This tool should be considered for Special Area Plan geographies located in revitalization areas.

PROPERTY MAINTENANCE

- **Blight Abatement.** The Building Inspection Department currently manages unsafe and derelict building removal and spot blight abatement programs. These programs enable removal of dangerous and severely blighted structures. The county funds these programs, obtaining eventual reimbursement through property liens. Blight abatement is an important tool to prevent dilapidation and address safety concerns. These tools promote attractive and safe neighborhoods, by protecting the quality of life and by maintaining and improving property values. These programs should be expanded within revitalization areas.
- **Bulky Waste Removal.** The county has provided limited assistance to neighborhoods located in CDBG eligible areas, using CDBG funds for roll-off dumpster delivery, removal and bulky waste disposal. This program relies on the request, participation and labor of residents, and results in waste removal that helps improve property maintenance. Bulky waste removal can help prevent blight and decline. This tool promotes attractive and clean communities, by protecting and preserving the quality of life. This program should be expanded, with emphasis given to neighborhoods experiencing significant property maintenance issues within revitalization areas.
- **Homeowner Education.** Homeowner education programs inform and equip first-time homebuyers and existing homeowners to successfully maintain their homes. Educational content typically includes topics such as preventive maintenance, budgeting and homeownership responsibilities.

These programs may be offered in a variety of instructional formats and approaches, by the county and/or third-party providers. Homeowner education may help prevent blight and decline. This tool promotes attractive, clean and stable communities and maintenance of property values. This would be a new program, and should be offered countywide as a priority tool to encourage preservation.

- **Proactive Property Maintenance Inspections.** The county currently has two well-established proactive property maintenance inspection programs. These generally target older neighborhoods with significant property maintenance issues. The Neighborhood Enhancement program proactively canvasses entire neighborhoods for property maintenance code violations, focusing on exterior structural problems and a limited range of property violations. The proactive code compliance program applies to certain CDGB-eligible areas, focusing on non-structural property maintenance violations. Proactive property maintenance inspections are an important tool to prevent blight and decline. This tool promotes communities that are attractive, clean, safe and stable, by maintaining and protecting property values. This preservation tool should be strengthened in revitalization areas.
- **Property Maintenance Requirements.** Subject to the limitations of the Virginia Uniform Statewide Building Code, the county may encourage improved property maintenance by adopting and enforcing more stringent property maintenance requirements. Such action would likely require additional funding for inspection and enforcement activities, and/or reprioritization of existing inspection and enforcement activities. This tool promotes communities that are attractive, clean, safe and stable, by maintaining and protecting property values. This preservation tool should be considered for use countywide.
- **Reactive Property Maintenance Inspections.** The county has established countywide reactive (i.e., based on resident complaint) property maintenance programs to address violations of the Virginia Property Maintenance Code, the Building Code, and the Zoning Code; as well as violations of other code issues such as tall grass and inoperable vehicles. Reactive property maintenance inspections are an important tool to prevent blight and decline. This tool promotes communities that are attractive, clean, safe and stable, by maintaining and protecting property values. This preservation tool should be continued countywide.
- **Rental Property Maintenance.** Reactive and proactive property maintenance inspection programs also apply to renter-occupied properties. In addition, renters may file complaints for building and/or property maintenance violations. The Police Department also works closely with apartment managers to promote safe, quality living environments. Rental property maintenance is important to prevent decline and blight. These tools promote communities that are attractive, clean, safe and stable, by maintaining and protecting property values. This tool should be continued countywide. The county should expand public awareness of existing services.

PUBLIC INVESTMENT

- **Public Facility and Infrastructure Investment.** The county plans the funding for public facility and infrastructure investment through the Capital Improvements Program (CIP). The CIP covers three main categories: general government, schools and utilities. Through the strategic allocation of limited funding, the CIP can encourage new development, improvement, reinvestment and/or the replacement of existing public facilities and infrastructure. This tool may promote facility equity and serve as a catalyst for private investment.

This tool promotes public investment and quality development and redevelopment, through equitable access to public facilities and infrastructure. This tool should continue to focus investment in revitalization areas.

- **Streetscape and Gateway Improvements.** Streetscape improvements may include landscaping, community signs, bike and pedestrian ways, and decorative lighting in the public right-of-way. Gateways are the highly visible points of entry to the county, typically located at or near highway interchanges. Such areas are state-maintained to a minimum standard, unless other maintenance arrangements are made (e.g., through Service Districts). Improvement of these areas could promote a significant positive visual impact. Successful improvement projects require initial funding, design, planning, installation, project and contract management and formal long-term maintenance mechanisms (including funding). The county has pursued a few streetscape and gateway improvement projects in the past; however, these projects have been limited due to funding and the need for long-term maintenance. This tool promotes communities that are attractive and clean. This tool should be considered for revitalization areas and Special Area Plan geographies located within revitalization areas.

OTHER REVITALIZATION TOOLS

- **Development Standards.** Development standards may contribute to revitalization by encouraging high-quality development. This tool may promote thriving and well-planned communities, by promoting economic opportunity and private investment. This tool should be carefully considered for Special Area Plan geographies located within revitalization areas.
- **Environmental Revitalization.** The county promotes revitalization of environmental resources such as streams, ponds and reservoirs, as part of efforts to protect local water quality and the Chesapeake Bay. In addition, county efforts to support economic opportunity and revitalization incentivizes infill development and redevelopment. These improvements typically occur in developed areas, and provide opportunities to preserve and improve water quality in comparison to traditional greenfield development by incorporating innovative development features such as low-impact design and minimizing impervious surfaces. This tool may promote clean and resilient communities by preserving and protecting the quality of life. This tool should be continued countywide.
- **Redevelopment.** Redevelopment is an often-complicated process involving issues such as land assembly, demolition, environmental remediation, project design, land use entitlements, developer selection, contract management, infrastructure improvement, creative financing and marketing. Successful large-scale redevelopment projects require specialized expertise and project management capacity. While the county has participated in a few redevelopment projects (such as the redevelopment of the former Cloverleaf Mall property), such work has been largely reactive and project-specific. The county does not currently have the capacity for ongoing, proactive redevelopment project management. Redevelopment is an important revitalization tool to address the difficult challenges of bringing new life to existing larger developments. Redevelopment is also a national best practice to address blight and decline. This tool promotes communities that are thriving by promoting economic opportunity and private investment. This tool should be developed with emphasis on building organizational capacity and identifying funding streams.
- **Revitalization Coordination.** Community Enhancement staff can provide a single point of contact and coordination for countywide revitalization efforts. This function supports and furthers the desired outcomes and goals of this plan. This tool should be continued and strengthened countywide.

- **Revitalization Information.** Community Enhancement staff manage revitalization information resources, including best practice research, revitalization databases and citizen self-service information resources. This work should be expanded to include program evaluation of revitalization indicators, initiatives, and outcomes. These tools support and further the desired outcomes and goals of this plan, by improving citizen awareness and access to existing program and services. These tools should be continued and strengthened to benefit revitalization efforts countywide.
- **Safety Programs.** Public Safety departments provide numerous countywide community safety programs, including neighborhood and business watch, apartment safety liaison, Crime Prevention Through Environmental Design (CPTED), fire safety instruction, Citizen Academies and the Community Emergency Response Team (CERT). These tools promote safe communities by empowering citizens to be effective revitalization partners. These programs should continue, with marketing targeted for revitalization areas.
- **Specific Area Plans.** Community Enhancement staff participate on Specific Area Plan project teams. This tool promotes well-planned communities, protecting the quality of life and promoting quality private and public investment. This program should be continued, with emphasis given to appropriate strategic initiatives for Specific Area Plan geographies located within revitalization areas.
- **Zoning Case Review.** Community Enhancement staff review zoning cases when there is a demonstrable revitalization need or benefit. This tool promotes well-planned communities, by protecting the quality of life and promoting quality private investment (as discussed in greater detail later in this chapter). This program should be continued, focused on revitalization areas.

Zoning Case Review Guidance

Community Enhancement staff will review the merits of individual zoning cases by using objective criteria – such as the revitalization indicators listed on page RE 6 -- when there is a demonstrable revitalization need or benefit. This review should have the following objectives:

- 1) Zoning should encourage substantial improvement compared to current conditions. Each project should promote development quality and long-term sustainability that is, on balance, superior to existing surrounding development conditions.
- 2) Zoning should encourage development that protects area investment.
- 3) Zoning should be consistent with other revitalization objectives and efforts.
- 4) Zoning review depends on context – different areas have different conditions and needs.
- 5) Development may require further regulatory relief such as variances and waivers. Revitalization project review focuses on the larger goals of revitalization, not strict regulatory compliance.

Implementation Guidance

Implementation of this chapter is guided by the county, is the shared responsibility of the county and community partners, and requires sustained effort and the dedication of resources. The following Implementation Matrix provides implementation guidance for each revitalization tool. It indicates and/or recommends:

- **Focus:** Where the initiative best fits -- countywide, revitalization areas and/or Specific Area Plan geographies. This recommendation is based on the principle of geographically focusing limited resources in areas of highest need, to achieve maximum impact. However, the use of initiative/revitalization tools may also be appropriate anywhere in the county.
- **Program Status / Recommendation:** Whether the tool is existing, needs to be created, needs to be continued and/or needs to be expanded or improved.
- **Priority:** When the tool should be implemented, based on feasibility and likely impact – listed from 1 (immediate) to 3 (intermediate term).
- **Funding:** Potential funding source(s) for each tool, where known. Stable funding sources beyond county government should be emphasized.

RHA – A political subdivision of the Commonwealth of Virginia for general purposes of removing blight and improving blighted areas, through development and redevelopment of housing, public facilities, commercial and other buildings; managing federal housing assistance programs; issuing bonds; making grants and loans; and forming partnerships.

CDC – A not-for-profit organization incorporated for programs, services and activities that promote and support community development.

CHDO – A private nonprofit community-based organization that develops affordable housing.

CBDO – A private nonprofit or for-profit community-based organization that carries out neighborhood revitalization, community economic development, or energy conservation projects.

It should also be noted that there are many possible funding and delivery approaches for various revitalization initiatives. These may include sole and/or shared funding and delivery by:

- Chesterfield County
- Quasi-governmental authorities (such as CDAs, Economic Development Authorities and Redevelopment / Housing Authorities (RHAs))
- Community development entities, such as community development corporations (CDCs), community housing development organizations (CHDOs), and community-based development organizations (CBDOs)
- Civic organizations
- Neighborhood associations
- Contract management by a private company

Finally, revitalization needs may vary by location, timeframe and other factors. Implementation should be flexible to respond to unique needs and changing circumstances.

Implementation Matrix

Initiative / Revitalization Tool	Geographic Focus*			Program Status / Recommendation				Priority**	Potential Funding Source
	Countywide	Revitalization Areas	Special Area Plans	Existing Program	New Program	Continue Program	Expand/Improve		
Affordable Housing	X	X	X	X		X	X	2	To Be Determined
Blight Abatement		X	X	X		X	X	2	General Fund
Bulky Waste Removal		X	X	X		X	X	1	CDBG; General Fund
Business Incentives		X	X	X		X	X	1	To Be Determined
Community Development Authorities			X	X		X	X	3	Assessments
CDBG Funding		X	X	X		X		1	Federal
Community Land Trust	X	X	X			X		1	CDBG; TBD
Community Organization Support		X	X	X		X	X	2	To Be Determined
Development Standards			X	X		X	X	2	N/A
Environmental Revitalization	X			X		X		1	General Fund
Fee Waivers			X	X		X	X	2	N/A***
Historic Tax Credits	X	X	X		X			3	N/A
HOME Funding		X	X	X		X		1	Federal
Homeowner Education	X	X	X		X			1	To Be Determined
Housing Rehab Grants & Loans			X	X	X	X	X	2	CDBG; TBA TBD
Housing Rehabilitation Zones			X		X			2	N/A***
Housing Trust Fund	X	X	X		X			3	To Be Determined
Land Bank	X	X	X		X			1	To Be Determined
Low-Income Housing Tax Credit	X	X	X	X		X		2	N/A
Opportunity Zones	3 Census Tracts				X			1	N/A
Proactive Property Maint. Inspections		X	X	X		X	X	1	General Fund/CDBG
Proactive Rezoning			X	X		X	X	3	N/A
Property Maintenance Requirements	X	X	X	X	X			2	General Fund
Public Facility & Infrastructure Invest.		X	X	X		X	X	2	CIP
Reactive Property Maint. Inspections	X	X	X	X		X		1	General Fund
Redevelopment	X	X	X		X			3	To Be Determined
Regulatory Relief			X	X		X	X	2	N/A
Rehabilitation Tax Exemptions	X	X	X	X		X	X	2	N/A***
Rental Property Maintenance	X	X	X	X		X	X	1	To Be Determined
Revitalization Coordination	X	X	X	X		X	X	1	General Fund
Revitalization Information	X	X	X	X		X	X	1	General Fund
Revolving Loan Fund	X	X	X		X			1	To Be Determined
Safety Programs	X	X	X	X		X	X	1	General Fund
Service Districts			X	X		X	X	3	Assessments
Specific Area Plans			X	X		X	X	1	General Fund
Streetscape & Gateway Improvements			X	X		X	X	3	Assessment District
Synthetic Tax Increment Financing			X		X			2	Tax Increment
Tax Abatements for New Construction			X		X			3	N/A***
Tax Increment Financing			X		X			2	Tax Increment

Strategic Initiative / Revitalization Tool	Geographic Focus*			Program Status / Recommendation				Priority**	Potential Funding Source
	Countywide	Revitalization Areas	Special Area Plans	Existing Program	New Program	Continue Program	Expand/Improve		
Volunteer Coordination		X	X	X	X		X	3	General Fund
Zoning Case Review		X	X	X		X	X	1	General Fund

* All listed initiatives and revitalization tools may also have value countywide.
 ** Priority: 1) immediate (within one year); 2) near-term (within one to three years); and 3) intermediate (within five years, or sooner as revitalization needs and opportunities warrant).
 *** Minimal direct expenditure. May result in unrealized property tax revenue and/or operational impacts associated with providing services without cost recovery that is normally provided by fee revenue.