

CHESTERFIELD COUNTY



EASTERN MIDLOTHIAN TURNPIKE

RE-VISIONING SUBURBAN COMMERCIAL



June 9, 2016

Richmond Regional Planning District Commission

Martha Shickle, Executive Director

Barbara Jacocks, AICP, Director of Planning

Billy Gammel, Senior Planner (Project Manager)

Anne Darby, AICP, Senior Planner

Chesterfield County

Staff

Kirk Turner, Director of Planning

Steve Haasch, AICP, Planning Manager

Carl Schlaudt, AICP, Revitalization Manager

Chelsea Hartman, Planner/Demographer

Board of Supervisors

Leslie Haley - Midlothian District

Chris Winslow - Clover Hill District

Steve Elswick - Matoaca District

James M. Holland - Dale District

Dorothy Jaeckle - Bermuda District

Preface

The primary intent of this study by the Richmond Regional Planning District Commission (RRPDC) for Chesterfield County (FY15 Rotating Technical Assistance project) is to lay the initial groundwork for a subsequent County update of the Eastern Midlothian Plan, a part of the County's Comprehensive Plan. The geographic focus of this RRPDC study extends from Chippenham Parkway to Courthouse Road, but is limited in scope to explore potential for reuse/redevelopment of the immediate commercially designated uses along the corridor. Part of the exploration comes from better understanding the demographic characteristics of the surrounding residential uses, or the primary trade area most likely to be served by the adjacent uses in order to help answer several questions: Is an alternative development pattern or use possible? Would emerging trends support redevelopment? Which parcels might serve as good starting points or models of redevelopment? What tools are available or necessary to drive change? This study starts to answer these questions, but further planning will be required later by County staff as part of the Eastern Midlothian Plan update.

Key Findings:

- 1 Clear nodes of activity are evident along the corridor with the strongest being at either end of the study area: 1) the new Stonebridge mixed-use development at Chippenham is starting to shape the southwest quadrant of this intersection; and 2) Chesterfield Towne Center infill with large box retailers and out-parcel redevelopment provides a dominant, emerging 4-corner center at Midlothian/Courthouse/Huguenot Road.
- 2 A less prominent node of activity at Midlothian and Powhite Parkway (State Route 76) has yet to fully emerge since the 1988 completion of the extension of the parkway into Chesterfield County. In the northeast quadrant, Gateway Centre has a low profile and offers a number of vacant parcels for additional development. To the southeast, Midlothian Center provides an excellent example of a shopping center re-purposed as a medical office complex. The Arboretum suburban campus style office park to the southwest also has a relatively low profile from the Midlothian Turnpike view, but offers an easy collector-distributor access point from Powhite Parkway.
- 3 Much of the commercial frontage is front-loaded with single or multiple drive access from Midlothian, traditional expanse of parking out front and strip row of storefronts behind. Depth of parcel varies but is not deep enough to be widely conducive for an alternative development pattern. The major intersections/interchanges offer the best examples of a development pattern that can extend along the bisecting spine as with the Boulders, Stonebridge, the Arboretum, Southport and the Chesterfield Towne Center.
- 4 Older shopping centers dotting the corridor are largely occupied and seem to reflect the populations they most immediately serve. Retail and shoppers goods catering to the emerging Hispanic population in the Study Area are evident in several clusters and offer distinct opportunities to expand to serve a greater regional or County-wide population.

5 Overall demographic characteristics of the Study Area are similar to that of the County although median assessed values of single-family residential housing is considerably less than in the rest of the County. Owner/renter mix (92%/8%) is comparable to the County averages as are contract rental rates. Housing stock is somewhat older than in the County as a whole. Household incomes as an indicator of buying power are also lower in the Study Area than the County.

6 The Midlothian corridor has a strong employment base with approximately 28,000 jobs centered around industry clusters of Health Care and Finance/Insurance and Real Estate. In contrast approximately 12,000 residents are working indicating the Study Area is a net job generator. Only roughly 1,200 both work and live in the area. An estimated 85% of the area's residents drive alone to work. Public transit service is confined to local week-day routes in the eastern portion of the Study Area. Express Route 81 with service to Chesterfield Plaza in the western portion of the area has recently been suspended by the County due to lack of ridership.

7 Average daily traffic along the corridor is fairly substantial ranging from 53,000 average annual daily traffic (AADT) just east of Powhite Parkway to 66,000 AADT (2014) in the segment near the intersection with Robious Road. Relatively high traffic volumes have contributed to a notable number of accidents. Turner Road's intersection with Midlothian is ranked as #2 highest Potential for Safety Improvements (PSI) in the VDOT Richmond District. The Midlothian segment west of Chippenham which serves Stonebridge also has a high PSI ranking, and even given the new redevelopment, continues with a difficult traffic arrangement left over from the former Cloverleaf development.

8 The Study Area does exhibit two very different character sections east and west of the Powhite Parkway. The eastern portion is older and the development pattern more closely represents the vestiges of the City section east of Chippenham. Assessed values and rental values are lower than the western Midlothian section. Recognizing these two distinct characters means redevelopment challenges, opportunities, implementation mechanisms and necessary incentives will be different for the two areas.

9 To illustrate the variability between the two character areas, five different redevelopment parcels were selected to explore possible revitalization scenarios which could be used as prototypes to show practical retrofitting alternatives by which to start driving corridor transformation. The prototypes depict reorganized and re-purposed parking lots for new uses and better utilization to improve storm drainage, water quality and site aesthetics, and a more attractive street frontage. A variety of parcel types, including large format shopping centers, single commercial sites which have evolved or been differently used over time, smaller old commercial strips and a single purpose typical auto sales parcel were analyzed to be illustrative of the typical commercial uses along the corridor.

10 Finally with regard to implementation, the County's approach to use public investments in school renovations as a catalyst for strategic revitalization of neighborhoods is highlighted with the potential around Providence Middle School and A. M. Davis Elementary School located within the Study Area. The eastern portion of the Study Area is appropriately located within one of the County's designated Technology Zones which offers local tax incentives that could be applicable and vital to the redevelopment of Spring Rock Green as illustrated. The goal of this report is to provide a vision for practical renovation of underutilized sites.

Contents

Introduction and Purpose	1
Demographic & Existing Conditions	3
Existing Land Use	3
Zoning	4
Demographics	5
Housing Characteristics	7
Planned Residential	9
Income Characteristics	10
Labor Force and Employment	12
Commuting Patterns	17
Public Transit	19
Traffic and Accidents	20
Traffic Counts	22
SWOT Analysis	23
Revitalization Potential	24
Two Character Areas of the Corridor	24
Vacant Property	26
Underutilized Sites	27
Minimum Parking Requirements	32
Design Recommendations	34
Case Study #1: Spring Rock Green	35
Case Study #2: Buford Shopping Center	37
Case Study #3: 60 West Shopping Center	39
Case Study #4: Chesterfield Marketplace	41
Case Study #5: New Car Dealership	43
Stormwater Best Management Practices	45
Implementation	47
Revitalization Framework	47
Existing Incentives	47
Redevelopment: Thinking Beyond Revitalization	49
Guiding Principles and Next Steps	50
Implementation Ideas	52

Exhibits

Exhibit 1: Study Area	2
Exhibit 2: Existing Land Use	3
Exhibit 3: Zoning	4
Exhibit 4: Population by Age	5
Exhibit 5: Pop by Age and Ethnicity	5
Exhibit 6: Households by Type	6
Exhibit 7: Owner-Occupied Housing Value	7
Exhibit 8: Owner-Occupied Housing Units	7
Exhibit 9: Renter-Occupied Contract Rent	7
Exhibit 10: Year Structure Built	8
Exhibit 11: Residential Projects in the Pipeline	9
Exhibit 12: Residential Pipeline Activity	9
Exhibit 13: Household Income	10
Exhibit 14: Ratio of Income to Poverty	11
Exhibit 15: Residents Employed by Occupation	12
Exhibit 16: Employment Location Quotient	13
Exhibit 17: Top 10 Largest Employers	14
Exhibit 18: Employment Dot Density West	15
Exhibit 19: Employment Dot Density East	16
Exhibit 20: Means of Transportation	17
Exhibit 21: Midlothian Commuting Patterns	18
Exhibit 22: Public Transit	19
Exhibit 23: High Incident Areas	20
Exhibit 24: Bicycle and Pedestrian Accidents	21
Exhibit 25: Average Daily Traffic Counts	22
Exhibit 26: Midlothian West	24
Exhibit 27: Midlothian East	25
Exhibit 28: Market Conditions	25
Exhibit 29: Vacant Parcels	26
Exhibit 30: Underutilized Sites	27
Exhibit 31: Spring Rock Green	28
Exhibit 32: Buford Shopping Center	29
Exhibit 33: 60 West	30
Exhibit 34: Chesterfield Marketplace	31
Exhibit 35: SRG Parking Requirements	32
Exhibit 36: Buford Parking Requirements	33
Exhibit 37: 60 West Parking Requirements	33
Exhibit 38: Eastern Midlothian Technology Zone	53

INTRODUCTION AND PURPOSE

The purpose of this study is to explore how existing conditions may lead to greater potential for reuse given enhanced design standards for former big box uses and aging shopping centers, and to create connectivity of complementary uses along the Midlothian corridor. Essential to this planning effort is the opportunity to envision a different future for an aging corridor by illustrative redesign of selected prototypical sites along the corridor.

The Midlothian study area is defined as a 5 mile segment of U.S. Route 60 (Midlothian Turnpike) in northern Chesterfield County, adjacent to the City of Richmond, as illustrated in exhibit 1. The study area is located between Chippenham Parkway and Huguenot Road/N. Courthouse Road, with Powhite Parkway bisecting the middle of the Midlothian corridor. The corridor is fronted by mostly retail and office uses with a large concentration of single-family residential uses situated both north and south of the corridor, adjacent to the commercial uses.

The corridor serves as a strong employment base with approximately 28,000 jobs located within the study area with a concentration of retail, professional services, management, finance and insurance, information, and health care services, among others. Some of the employment anchors include big box retailers, car dealerships, Johnston Willis Hospital, and the new mixed-use development of Stonebridge.

The eastern portion of the corridor is served by public transit while the western portion is currently served by no transit service. As one of the more highly traveled corridors in the Richmond Region, the Midlothian corridor has some of the highest traffic accidents in the area, especially in the eastern portion.

The housing composition is currently dominated by single-family housing but recent development activity suggests, similar to national

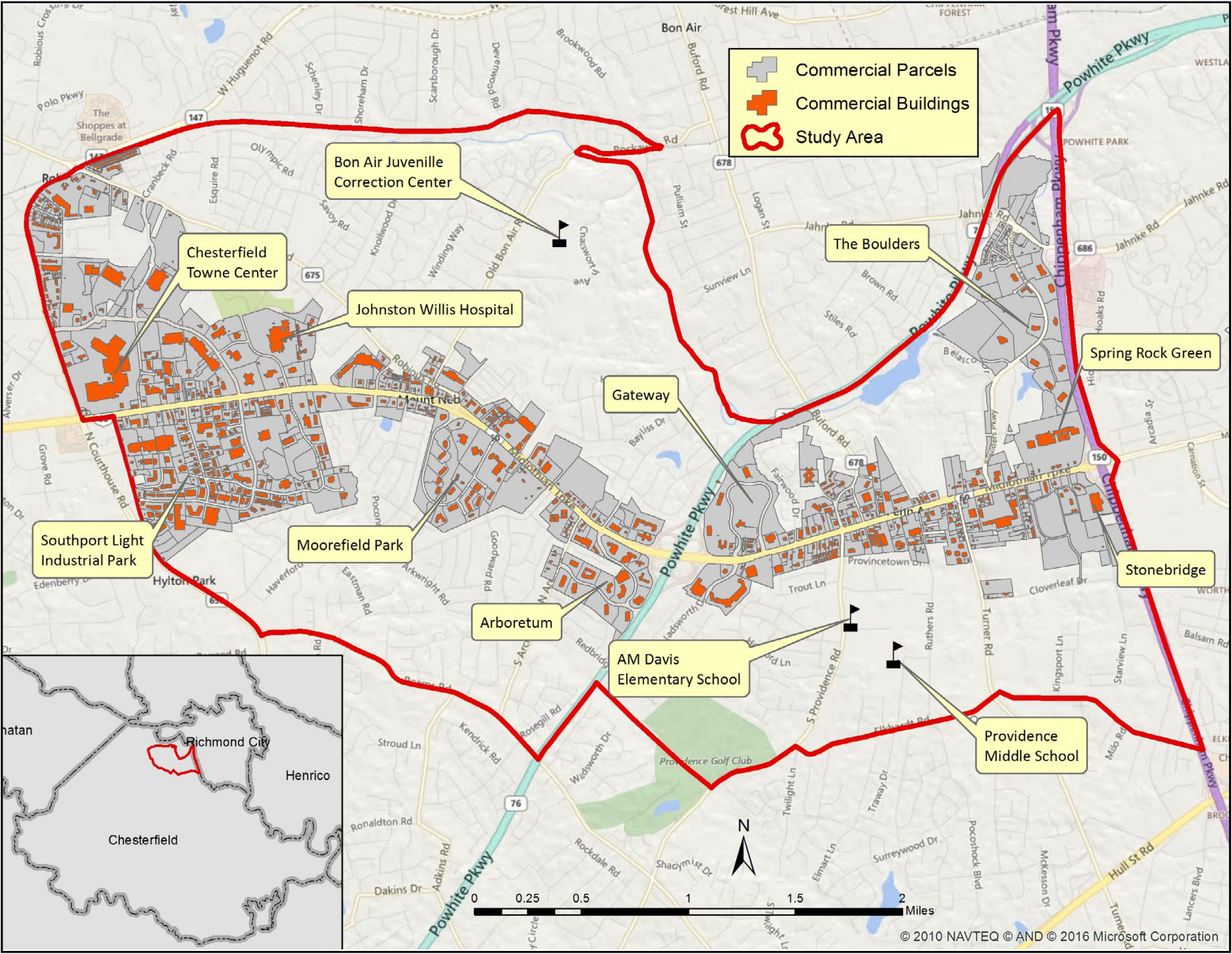
trends, newer housing development is shifting to higher density, mixed use options as well. The market potential offered by the immediate household incomes offers little incentive for major investments in commercial/retail uses suggesting the need for alternative, retro-fitted uses in the short-term.

The Midlothian corridor has two distinct characters in the western and eastern portions of the study area. The western portion is anchored by more modern big box retail and office parks while the eastern portion can be described as more of an aging corridor and obsolete designs with the exception of the recently redeveloped Cloverleaf Mall into the multi-use site of Stonebridge.

Underutilized shopping centers dominate the eastern portion of the corridor and to a lesser extent, the western portion. Four shopping centers have been identified as sites having underutilized potential due to large surface parking lots and/or less than desirable site aesthetics/street frontage. Design recommendations have been proposed for these case studies to help promote pedestrian-oriented activities and spur revitalization efforts.



Exhibit 1. Study Area



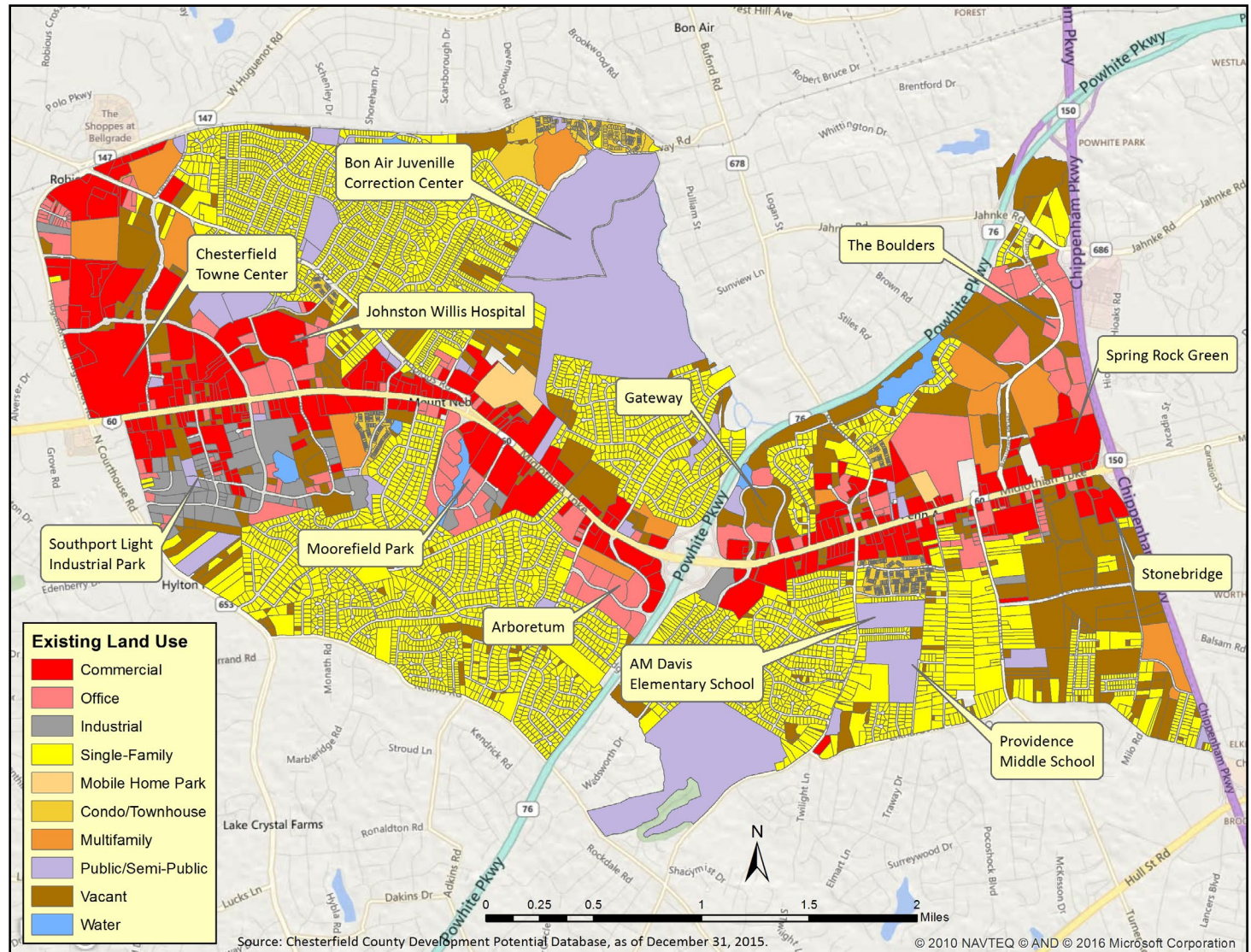
DEMOGRAPHIC & EXISTING CONDITIONS

Existing Land Use

Exhibit 2 illustrates the existing land use within the Midlothian Study Area. Existing land use is defined as the current use to which the underlying land parcel is committed in the built environment. Commercial and office uses dominate the street frontage, while residential uses prevail throughout. A cluster of light industrial uses is located near the western portion of the Study Area, and public/semi-public and vacant uses are scattered throughout. This seems to show a healthy mix of uses to support a strong commercial corridor.

It should be noted some of the more recent projected under construction or just completed may not reflect the current land use when this study was completed. Data was used from the County as of December 31, 2015.

Exhibit 2. Existing Land Use



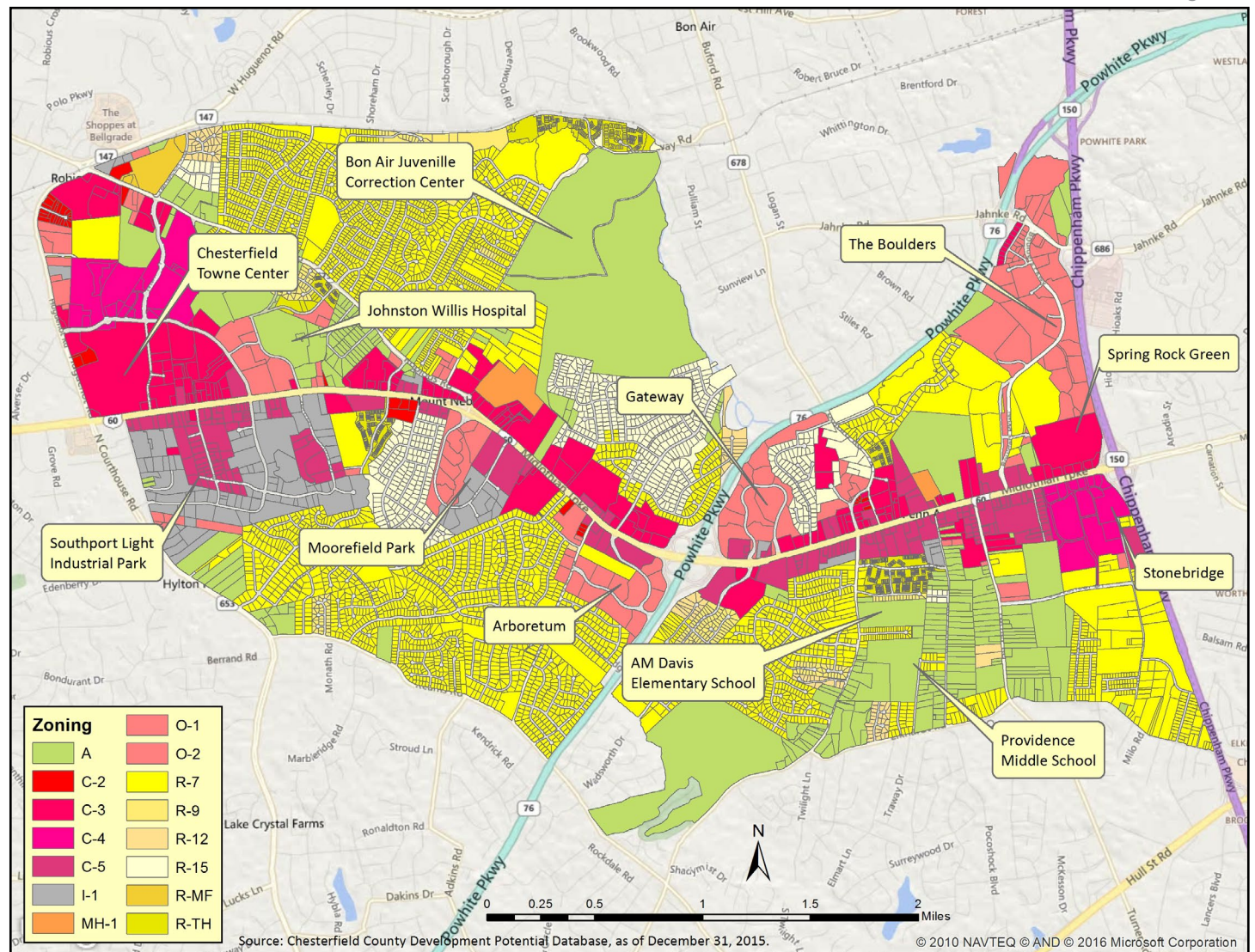


Zoning

Exhibit 3 illustrates how the land is zoned within the study area. Similar to the existing land use pattern, commercial and office uses are the predominant zoning along the street frontage. Single family residentially zoned land uses off the major corridors range from R-7 (7,000 square feet minimum lot size) to R-15 (15,000 square feet minimum lot size). Light industrial is zoned in the southwest quadrant of the Study Area. A significant amount of land is zoned agricultural, but in many cases residential and public/semi-public uses comprise this designation. In the southeastern quadrant of the study area, south of Stonebridge are large tracts of land zoned also zoned agricultural which are vacant. This same scenario exists in the northwestern quadrant, north of Chesterfield Towne Center. Both of these should be considered underutilized uses where there is opportunity for rezoning to higher intensity uses.

It should be noted there are two large tracts of land zoned agricultural which serve as a juvenile correctional center and a golf course. Combined, these two parcels comprise 571 acres, or 9.5% of the total land within the Study Area.

Exhibit 3. Zoning



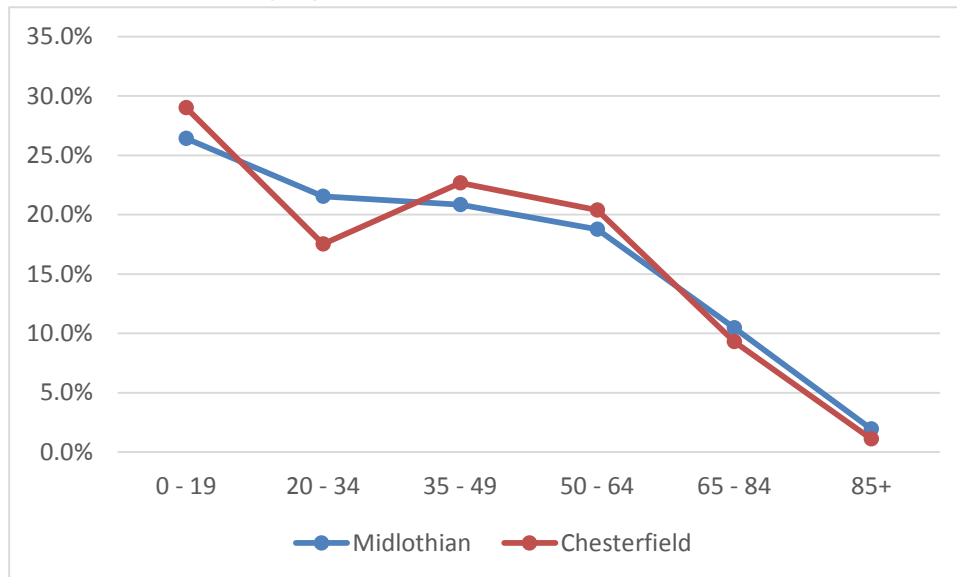


Demographics

Age characteristics of residents along the corridor show a relatively even distribution (exhibit 4). The under nineteen age cohort represents the largest population at 26.4% followed by the 20 -34 age cohort at 21.5%. This age distribution does not deviate from the county-wide distribution, although the Midlothian corridor has slightly fewer children (0-19) and slightly more young adults (20-34).

The racial composition within the Midlothian corridor is primarily white at 64.6%, followed by black at 22.8% and Asian at 4.2%, with 11.1% being of Hispanic ethnicity as depicted in Exhibit 5. The Midlothian corridor population is somewhat more diverse in terms of race and ethnicity than the rest of the County.

Exhibit 4. Population by Age



Source: U.S. Census, 2010 Summary File 1.

Exhibit 5. Population by Race and Ethnicity

Race/Ethnicity	Midlothian	Percent	Chesterfield	Percent
Total Population	21,857	100%	316,269	100%
Population Reporting One Race	21,158	97%	307,905	97%
White	14,109	65%	215,976	68%
Black	4,974	23%	69,422	22%
American Indian	91	0%	1,210	0%
Asian	917	4%	10,294	3%
Pacific Islander	15	0%	201	0%
Some Other Race	1,052	5%	10,802	3%
Population Reporting Two or More Races	699	3%	8,364	3%
Total Hispanic Population ¹	2,436	11%	22,865	7%

Source: U.S. Census, 2010 Summary File 1.

¹Race and ethnicity are not mutually exclusive. This group includes people who identify themselves as Hispanic or Latino origin and does not equate to race.



Multi-family residential in Chesterfield Village. Source: RRPDC, 2015.



Multi-family residential near the Boulders. Source: RRPDC, 2015.



Single family residential neighborhood near Arch Road . Source: RRPDC, 2015.

Within the corridor 13.2% of the population 25 years and older have less than a high school degree compared to 10.4% county-wide, while 33.9% of Midlothian residents hold a Bachelor's degree or more, compared to 36.4% county-wide.

Along the corridor, of the population 3 years and older, almost 25% are enrolled in some kind of school, compared to almost 30% county-wide. Among the same population living in the corridor, 4.5% are enrolled in high school compared to 6.2% county-wide, and 8.2 are enrolled in wither undergraduate or graduate programs compared to 7.6% county-wide.

Among all households along the corridor 30.7% are one person households, 62.6% are family households of related individuals, and 6.7% are non-family households, as shown in Exhibit 6. This differs significantly from Chesterfield County where 20.7% of households are comprised of one person households, 79.3% are family households, and 4.8% are non-family households.

Exhibit 6. Households by Type

Households by Type	Midlothian	Percent	Chesterfield	Percent
Total	8,843	100%	115,695	100%
Households with 1 Person	2,715	31%	23,897	21%
Households with 2+ People	6,128	69%	91,798	79%
Family Households	5,538	63%	86,244	75%
Husband-Wife Families	3,724	42%	65,866	57%
With Own Children	1,593	18%	29,679	26%
Other Family (No Spouse Present)	1,814	21%	20,378	18%
With Own Children	971	11%	11,517	10%
Non-family Households	590	7%	5,554	5%

Source: U.S. Census, 2010 Summary File 1.



Housing Characteristics

The values of single family homes along the corridor vary significantly from county-wide values. Exhibit 7 shows 2.2% of homes in the corridor are valued at less than \$100,000 compared to 2.6% county-wide. Looking at the most expensive home values, less than a tenth percent of homes along the corridor are valued at more than \$400,000 compared to 8.2% county-wide. 97.3% of the housing stock within the corridor is valued between \$100,000 and \$300,000, compared to 78.2% countywide. This suggests housing stock within the corridor is comprised of mainly working and middle class residents. The median home value for single family housing along the corridor is \$170,400 significantly lower than county-wide at \$194,800.

Exhibit 7. Owner-Occupied Housing Value

Single-family assessed value	Midlothian	Percent	Chesterfield	Percent
Total	5,651	100.0%	102,903	100.0%
Less than \$100,000	127	2.2%	2,642	2.6%
\$100,000 - \$199,999	4,364	77.2%	51,185	49.7%
\$200,000 - \$299,999	1,135	20.1%	29,281	28.5%
\$300,000 - \$399,999	23	0.4%	11,377	11.1%
Greater than \$400,000	2	0.0%	8,418	8.2%
Median Assessed Value	\$170,400	n/a	\$194,800	n/a

Source: Chesterfield County Development Potential Database, as of December 31, 2014.

Exhibit 8 shows the composition of owner-occupied single family housing units vs not owner-occupied. A house that is not owner-occupied means either the housing unit is being rented or is sitting vacant. Within the corridor, 92% of single family housing units are occupied compared to 90.7% county-wide.

Exhibit 8. Owner-Occupied Housing Units

Owner-Occupied Housing Units	Midlothian	Percent	Chesterfield	Percent
Total	5,652	100.0%	103,360	100.0%
Owner-Occupied	5,201	92.0%	93,713	90.7%
Not Owner-Occupied or Vacant	451	8.0%	9,647	9.3%

Source: Chesterfield County Development Potential Database, as of December 31, 2014.

The ranges of rent being paid within the corridor is on par to county-wide rents, as shown in exhibit 9. Over 31% of renters in the corridor are paying at least \$1,000 a month in rent compared to 33% county-wide. The median rent for resident along the corridor is \$894 compared to \$889 county-wide.

Exhibit 9. Renter-Occupied Contract Rent

Renter-Occupied Housing Units by Contract Rent	Midlothian	Percent	Chesterfield	Percent
Total	2,918	100%	25,069	100%
With Cash Rent	2,818	97%	23,943	96%
Less than \$500	56	2%	1,636	7%
\$500 - \$749	637	22%	5,167	21%
\$750 - \$999	1,215	42%	8,956	36%
\$1,000 - \$1,499	772	26%	6,684	27%
Greater than \$1,500	138	5%	1,498	6%
No Cash Rent	100	3%	1,126	4%
Median Contract Rent	\$894	n/a	\$889	n/a
Average Contract Rent	\$943	n/a	n/a	n/a

Source: U.S. Census, 2008-2012 5-Year American Community Survey.





New multi-family residential under construction in Stonebridge. Source: RRPDC, 2016.



Single family residential neighborhood off S. Providence Rd. Source: RRPDC, 2015.

According to the County's records in 2014 there was a total of 9,113 housing units within the corridor consisting of single family, multi-family, townhouses, and mobile homes. Single family has the largest share of residential with 5,389 units or 59.1% of all housing, followed by multi-family with 2,689 units or 29.5%, townhouses with 752 units or 8.3%, and then mobile homes at 283 units or 3.1% of all housing.

The age of the corridor is emphasized in Exhibit 10. Only 3.1% of single-family housing units were built after 2000, compared to 22.2% county-wide. Along the corridor 8.6% of single-family housing was built before 1960, compared to 8.1% county-wide. The median year for a single-family housing units built is 1975 along the corridor and 1986 county-wide. This parallels an aging corridor suggested previously in the analysis of the building to land value of commercial uses.

Exhibit 10. Year Structure Built

Housing Units by Year Structure Built	Midlothian	Percent	Chesterfield	Percent
Total	5,652	100.0%	103,360	100.0%
Built 2000 or Later	178	3.1%	22,968	22.2%
Built 1980 to 1999	1,531	27.1%	45,481	44.0%
Built 1960 to 1979	3,461	61.2%	26,592	25.7%
Built 1940 to 1959	382	6.8%	5,463	5.3%
Built 1939 or Earlier	100	1.8%	2,856	2.8%
Median Year Structure Built	1975	n/a	1986	n/a

Source: Chesterfield County Development Potential Database, as of December 31, 2014.



Planned Residential

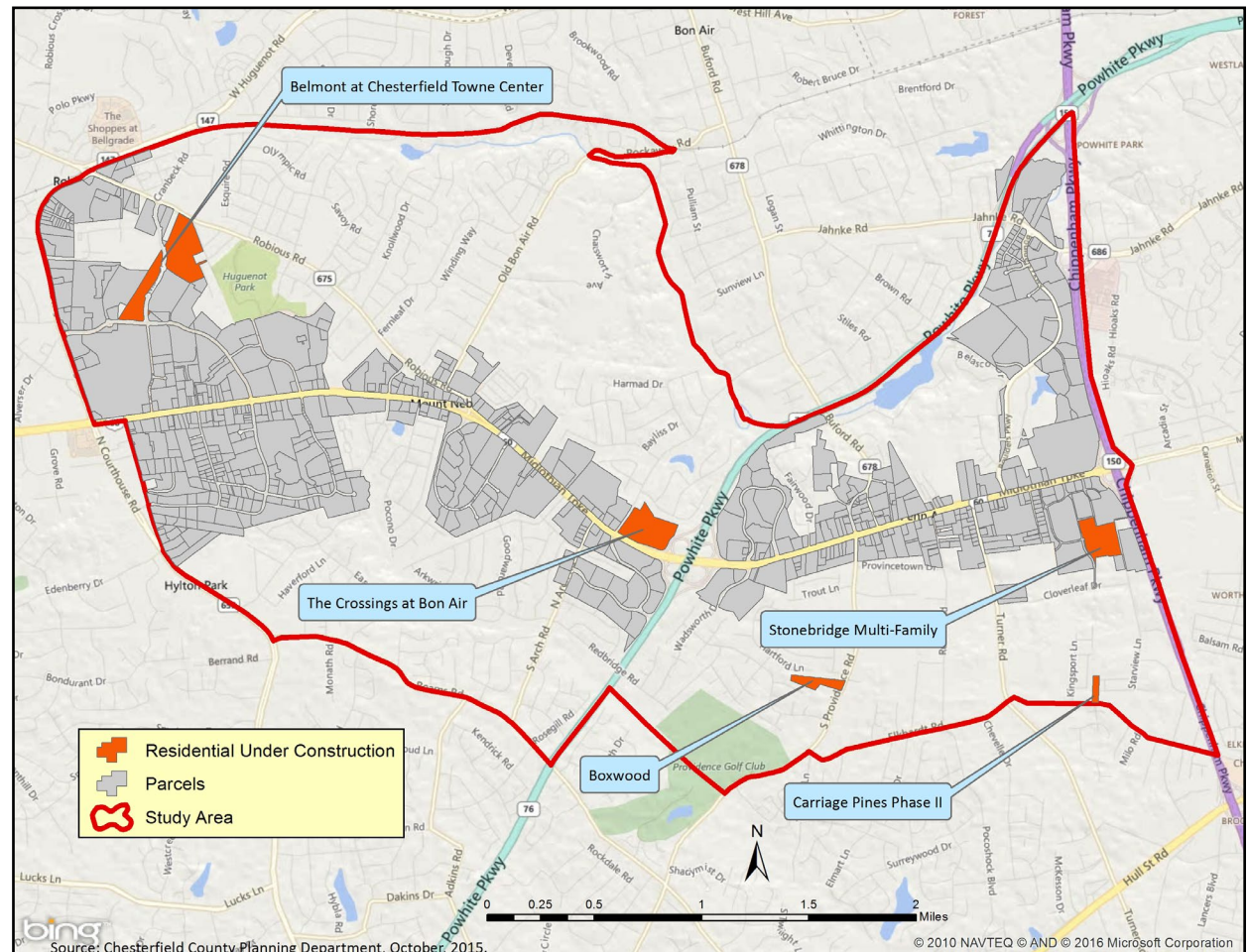
As illustrated in Exhibit 11 & 12, Chesterfield County has recently approved five residential projects within the Midlothian corridor. These projects stretch the length of the corridor, from Chesterfield Towne Center to Stonebridge. There are 1,119 approved units within the corridor with the largest being the Stonebridge multi-family project with 600 approved units followed by Belmont at Chesterfield Towne Center with 360 approved units. Much of the housing stock will be multi-family.

Exhibit 11. Residential Projects in the Pipeline

Residential Development	Approved Units	Built Units
Boxwood	13	7
Carriage Pines Phase II	8	0
The Crossings at Bon Air	138	4
Belmont at Chesterfield Towne Center	360	296
Stonebridge Multi-family	600	0
Total	1,119	307

Source: Chesterfield County Active Site for Planned Cases, 2015.

Exhibit 12. Residential Pipeline Activity



Income Characteristics

Exhibit 13 shows the disparity of income levels between the corridor and the County. Within the corridor, 22.9% of households earn less than \$30,000 a year compared to 15.3% county-wide. For the top income earners (those households making more than \$100,000 a year), 18.1% in the corridor meet this threshold, compared to 32.8% county-wide. Median household income is substantially lower along the corridor at \$55,760 compared to \$72,019 county-wide, corresponding to a smaller average household size within the corridor (2.44) compared to countywide (2.69).

A similar picture of income disparity can be drawn by looking at household disposable income levels, or income after taxes. According to ACS, those households making less than \$35,000 is 34% along the corridor compared to 25% countywide. Those households making more than \$100,000 is 9% along the corridor compared to 20% county-wide. The difference in median disposable income between residents along the corridor and county-wide is almost \$12,000.

Exhibit 13. Household Income

Households by Income	Midlothian	Percent	Chesterfield	Percent	US	Percent
Total	8,725	100.0%	113,103	100.0%	115,610,216	100.0%
Less than \$10,000	307	3.5%	3,446	3.0%	8,380,364	7.2%
\$10,000 - \$29,999	1,697	19.4%	13,925	12.3%	24,612,714	21.3%
\$30,000 - \$49,999	1,834	21.0%	18,830	16.6%	21,723,347	18.8%
\$50,000 - \$74,999	1,997	22.9%	22,482	19.9%	20,744,045	17.9%
\$75,000 - \$99,999	1,307	15.0%	17,301	15.3%	14,107,031	12.2%
Greater than \$100,000	1,583	18.1%	37,120	32.8%	26,042,715	22.5%
Median Household Income	\$55,760	n/a	\$72,019	n/a	\$53,046	n/a
Average Household Income	\$66,633	n/a	\$88,911	n/a	\$73,487	n/a
Per Capita Income	\$26,876	n/a	\$32,530	n/a	\$28,155	n/a

Source: U.S. Census, 2008-2012 5-Year American Community Survey.

Income disparity levels exist between residents living along the corridor and county-wide residents, but this does not mean residents along the corridor should be characterized as low income. By comparison, Chesterfield County routinely outperforms the state and the nation in terms economic prosperity measurements. According to ACS, 8.4% of residents within the corridor live below the poverty line, compared to 6.1% county-wide. To put the poverty rate in perspective, the U.S. has 14.9% people living below the poverty line, compared to 11.1% in Virginia. Still, the impact of higher numbers of a lower income population may hamper retail/reinvestment.



Chesterfield Towne Center located in the western portion of the corridor. Source: RRPDC, 2015.



Another way to measure the vitality of an area is to look at the ratio of income to poverty level, as depicted in exhibit 14. A ratio of 1 represents people's income is equal to the poverty threshold amount, as defined by the U.S. Census. Greater than 1 means the population's income is greater than the poverty status. Of those living within the corridor, 69.2% have an income at least twice as high as the poverty line, compared to 80.9% of the County's population. Still, there is higher rates of chronic poverty within the corridor (as a ratio of income to poverty level less than 1) at 9.9% compared to the countywide rate of 6.4%

Public assistance income provides cash payments to families in need and includes General Assistance and Temporary Assistance to Needy Families (TANF). Only 2% of households along the corridor claim this assistance, compared to 1.4% county-wide.

Supplemental Nutrition Assistance Program, or SNAP, identifies households in which one or more current members receive SNAP during the last 12 months. Along the corridor 7.1% of households received SNAP, compared to 6.3% county-wide. Those households receiving disability assistance along the corridor is slightly less than county-wide, at 19.2% and 20.1%, respectively.

Exhibit 14. Ratio of Income to Poverty

Population by Ratio of Income to Poverty Level	Midlothian	Percent	Chesterfield	Percent
Total	22,266	100.0%	311,944	100.0%
Under .50	788	3.5%	8,598	2.8%
.50 to .99	1,424	6.4%	11,330	3.6%
1.00 to 1.49	2,231	10.0%	18,908	6.1%
1.50 to 1.99	2,424	10.9%	20,686	6.6%
2.00 and Over	15,399	69.2%	252,422	80.9%

Source: U.S. Census, 2008-2012 5-Year American Community Survey.



Newly opened New Grand International Food Mart located in Chippenham Square, in the eastern portion of the corridor. Source: RRPDC, 2015.

Labor Force and Employment

The labor force is defined as people 16 years and older who have a job or are actively looking for a job. In terms of the total population 16 years and older, 72.2% of the Midlothian population is part of the civilian labor force, compared to 69.2% county-wide. Within this labor force 8% are unemployed within the study area, compared to 6.9% county-wide. It should be noted this data reflects labor force data during the recent recession and unemployment rates have trended downward since 2009. According to the Bureau of Labor Statistics the seasonally adjusted unemployment rate for Chesterfield County as of August 2015, was at 4.6%.

Exhibit 15 shows what occupations Midlothian residents are employed. The top occupations include office and administrative, sales and related, and management.



Arboretum office park. Source: RRPDC, 2015.

Exhibit 15. Midlothian Residents Employed by Occupation

Civilian Employed Population Age 16+ Years by Occupation	Jobs	Percent
Total	12,034	100.0%
Office and administrative support	1,855	15.4%
Sales and related	1,579	13.1%
Management	1,064	8.8%
Education, training, and library	812	6.7%
Business and financial operations	797	6.6%
Healthcare practitioner, technologists, and technicians	761	6.3%
Food preparation and serving related	670	5.6%
Transportation and material moving	655	5.4%
Personal care and service	582	4.8%
Construction and extraction	431	3.6%
Community and social services	383	3.2%
Computer and mathematical	381	3.2%
Protective service	321	2.7%
Installation, maintenance, and repair	320	2.7%
Production	290	2.4%
Building and grounds cleaning and maintenance	257	2.1%
Arts, design, entertainment, sports, and media	254	2.1%
Architecture and engineering	176	1.5%
Legal	170	1.4%
Healthcare support	162	1.3%
Life, physical, and social science	72	0.6%
Farming, fishing, and forestry	42	0.3%

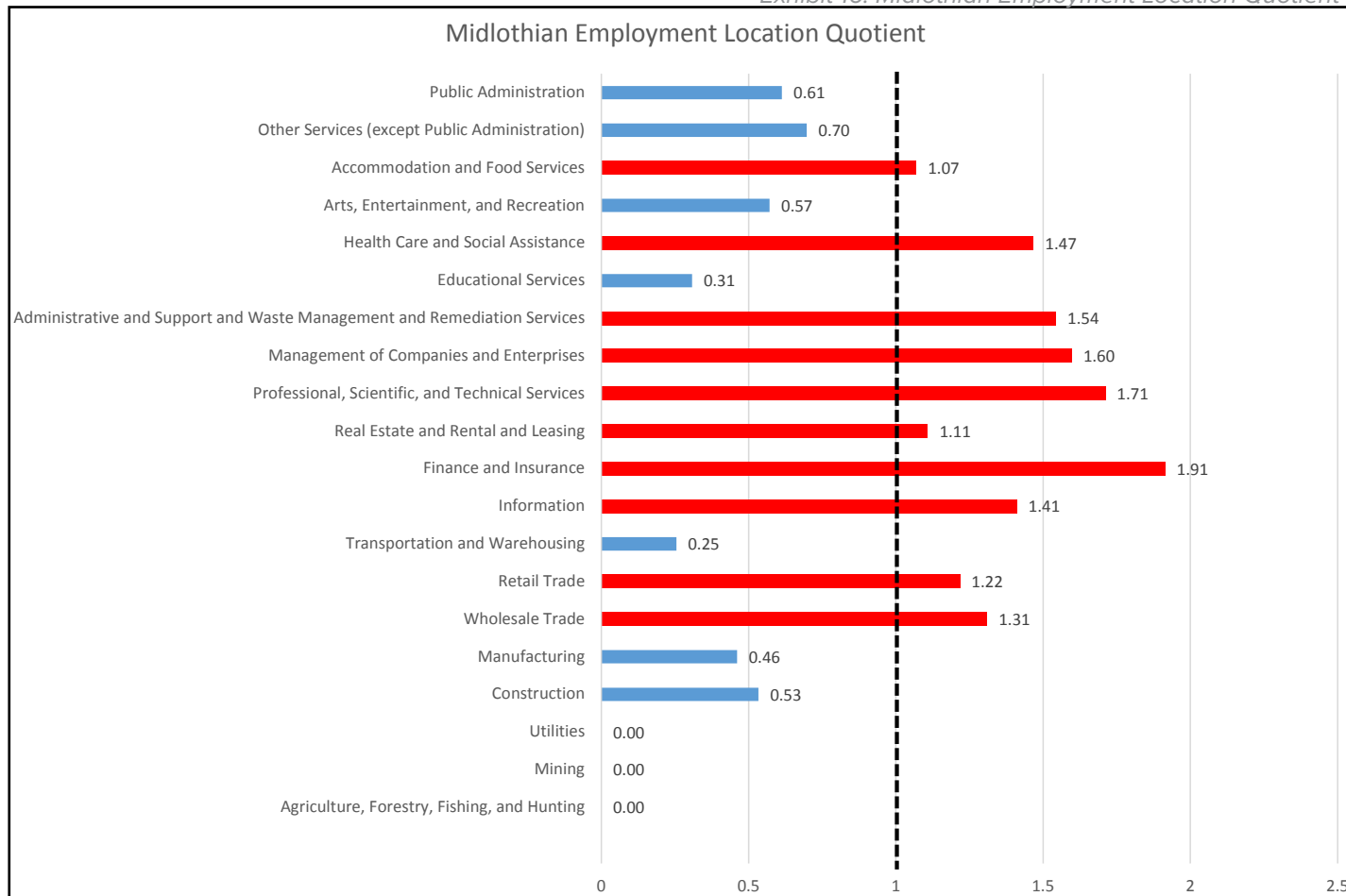
Source: U.S. Census, 2008-2012 5-Year American Community Survey.



The concentration of jobs by industry in the Midlothian corridor relative to Chesterfield County are illustrated in exhibit 16. A location quotient (LQ) of greater than 1 indicates the corridor has a high concentration of employment relative to the County, while less than 1 indicates the corridor is less concentrated in employment compared to the County, regarding any particular industry. Employment by industry within the corridor, highlighted in red, are outperforming the County.

Finance and Insurance has the greatest LQ at 1.91, meaning compared to the County in relative terms, the study area is 1.91 times more concentrated in this industry. Other notable concentrated industries within the study area include Professional and Scientific Services at 1.71, Management at 1.6, Healthcare at 1.47, and Information at 1.41. Combined, these five industries make up over 38% of all employment located in the study area. These highly

Exhibit 16. Midlothian Employment Location Quotient



concentrated industries also have high wage jobs within them, proving there are many high skilled, high wage workers employed in the study area. This does not seem to be the same for workers who live in the study area, where the largest occupation is in office and administrative support (exhibit 15), an occupation associated with lower skills and lower wages. Although there is a strong employment base of high skilled and high wage jobs located within the corridor, most of the working residents have jobs outside the corridor, as illustrated later in exhibit 21.



The largest employers located in the Midlothian study area are listed in Exhibit 17. These top employers are diversified in many industries including healthcare, insurance, government, and retail, among others.

Exhibits 18 & 19 shows where the highest concentration of jobs by industry are located within the Midlothian corridor. Each color map represents the five most concentrated industries as illustrated in exhibit 16. The smallest dots represent employment of less than 50 and the largest dots represent employment of greater than 250. The middle sized dots represents employment between 50 and 250. Some of the larger employers within these industries have been called out to give spatial reference.

The western portion of the corridor as depicted in Exhibit 18 shows the most concentrated industries (as described in exhibit 16) are located in Southport, Aboretum, and Johnston Willis Hospital. The eastern portion of the corridor (Exhibit 19) shows these concentrated industries are clustered in the Boulders, Gateway, and Midlothian Center. It should be noted other industries which have a high concentration of employment

compared to the County are not included in these maps such as Retail Trade, Wholesale Trade, Real Estate, and Accommodation and Food Services.



Parallon office building in the Boulders. Source: RRPDC, 2015.

Exhibit 17. Top 10 Largest Employers in the Midlothian Study Area

Rank	Employer
1	Parallon Employer LLC
2	Chippenham & Johnston Willis Hospital
3	Virginia State Police
4	IBM
5	Travelers Indemnity Co
6	Nationwide Mutual Insurance
7	Timmons Group
8	A Morton Thomas & Associates
9	Ukrop's Homestyle Foods, LLC
10	Selective Insurance Group

Source: Virginia Employment Commission, QWEC 2nd Quarter 2012, verified by RRPDC staff.



Johnston-Willis Hospital, adjacent to Chesterfield Towne Center. Source: RRPDC, 2015.



Exhibit 18. Employment Dot Density Midlothian West

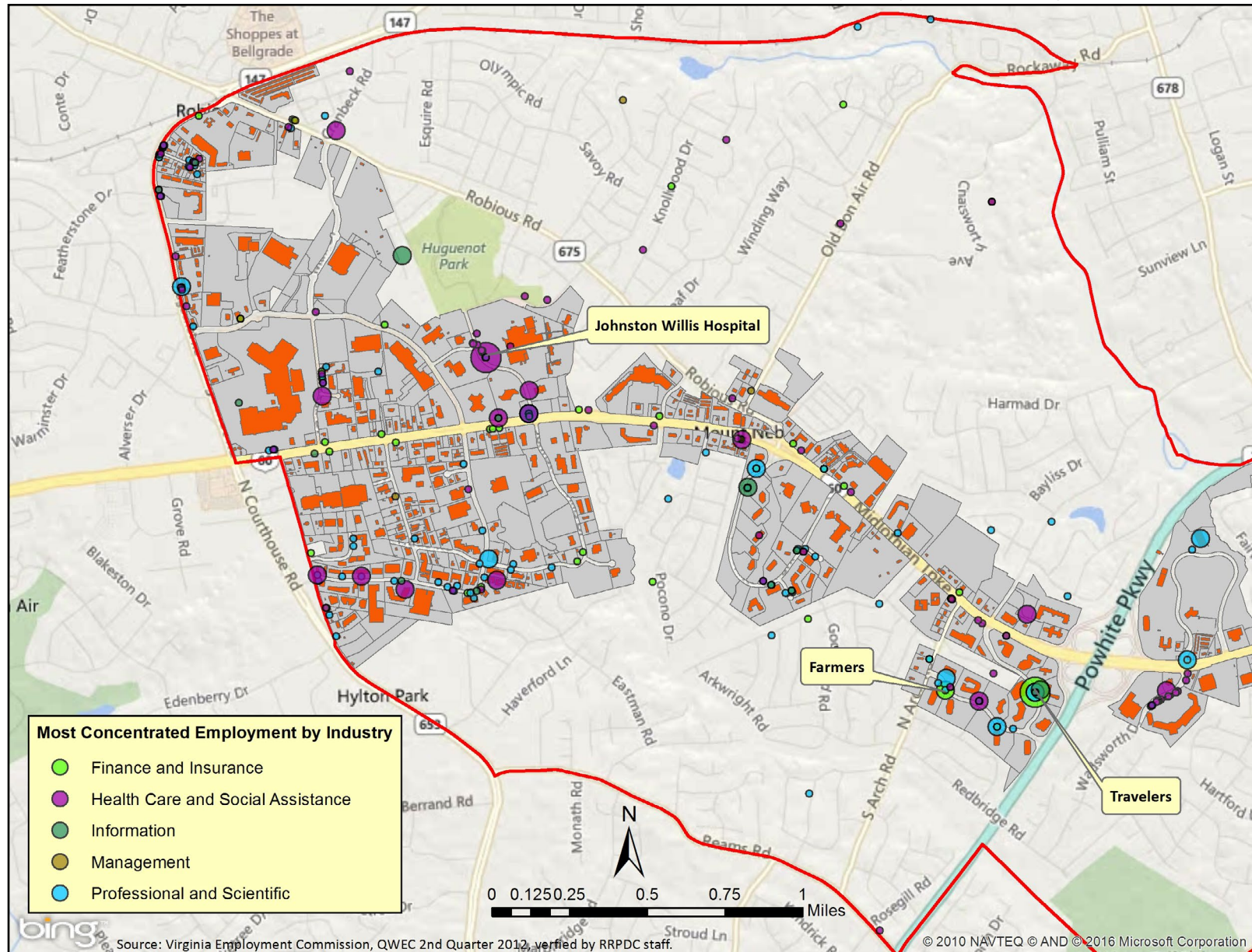
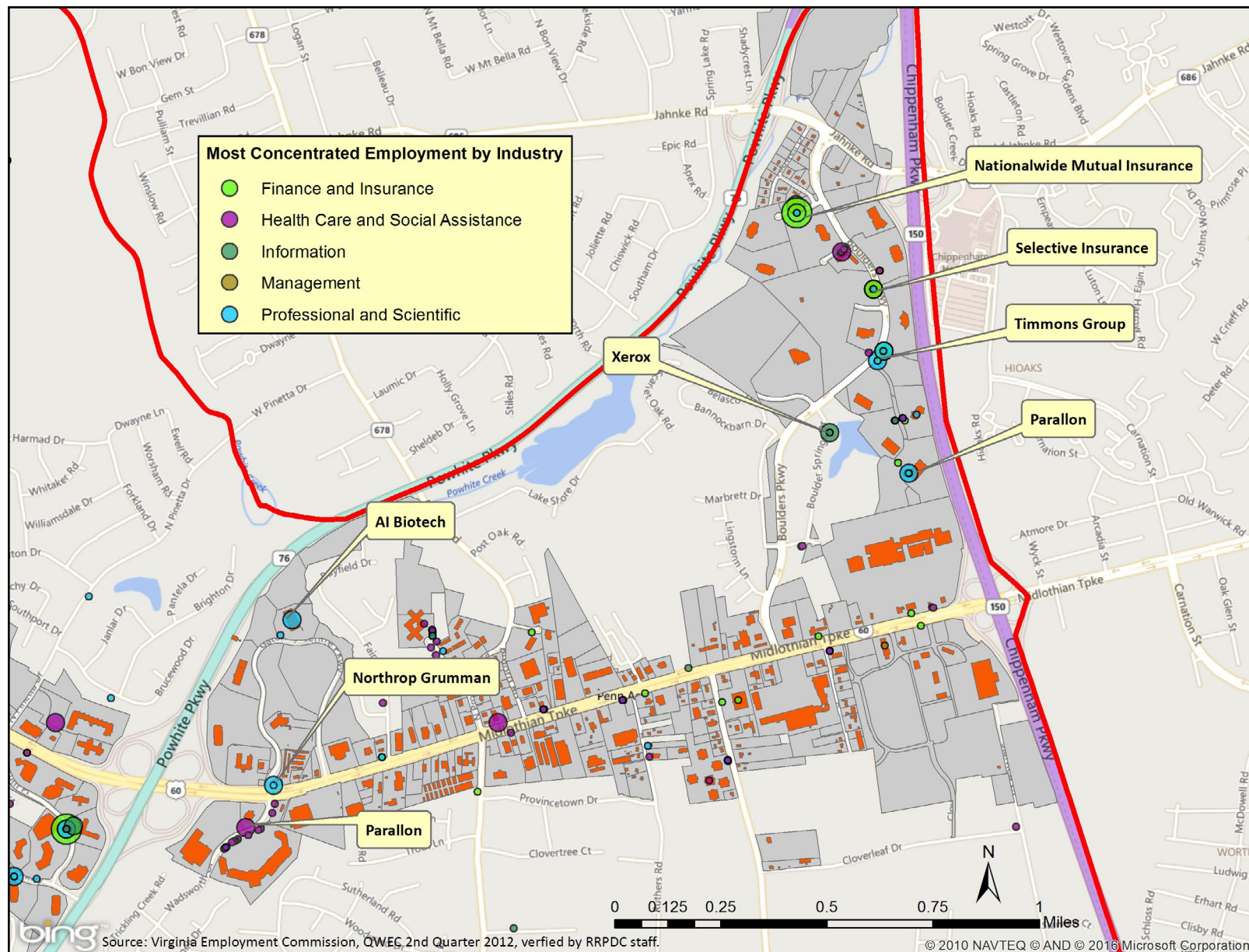


Exhibit 19. Employment Dot Density Midlothian East





Commuting Patterns

As depicted in Exhibit 20, the dominant means of transportation for both residents of the corridor and county-wide is the automobile, where 83.6% of workers along the corridor drive alone, compared to 84.9% county-wide. Along the corridor 10.5% carpool compared to 8.5% county-wide, and 1.2% of workers along the corridor use public transportation compared to 0.8% county-wide. This illustrates there are a lack of viable transportation options other than the car.

Exhibit 20. Means of Transportation

Workers Age 16+ Years by Means of Transportation to Work	Midlothian	Percent	Chesterfield	Percent
Total	11,991	100.0%	155,971	100.0%
Drove Alone	10,025	83.6%	132,409	84.9%
Carpooled	1,264	10.5%	13,292	8.5%
Public transportation	146	1.2%	1,223	0.8%
Taxicab	0	0.0%	9	0.0%
Motorcycle	37	0.3%	139	0.1%
Bicycle	56	0.5%	156	0.1%
Walked	143	1.2%	143	0.1%
Other Means	6	0.1%	627	0.4%
Worked at home	314	2.6%	7,306	4.7%

Source: U.S. Census, 2008-2012 5-Year American Community Survey.

Commuting time for workers living in the corridor is shown to be shorter than county-wide commutes. According to the 2008-2012 5-Year American Community Survey, it takes 19 minutes or less for 43.6% of workers living in the corridor to commute to work, compared to 33.8% of workers county-wide. 27.5% of Midlothian residents commute more than 30 minutes to work, compared to 36.7% county-wide. Access to Chippenham Pkwy and Powhite Pkwy allows residents to quickly

commute to regional employment centers.

Exhibit 21 illustrates the commuting patterns along the Midlothian corridor in terms of where workers are commuting to and from, according to the Census' Longitudinal-Employer Household Dynamics (LEHD). With a total of 28,938 workers employed in the study area, 27,701 workers are commuting from outside the study area. 10,669 workers living in the study area are commuting outside, and 1,237 workers live and work within the study area.

Of the 11,906 workers living the study area, 24% are commuting to jobs in the City of Richmond, with the remainder commuting to other parts throughout the Region and beyond. Of the 28,938 total jobs located in the study area, 12% of workers commute from the City of Richmond with the rest commuting from various parts within the Region and beyond.

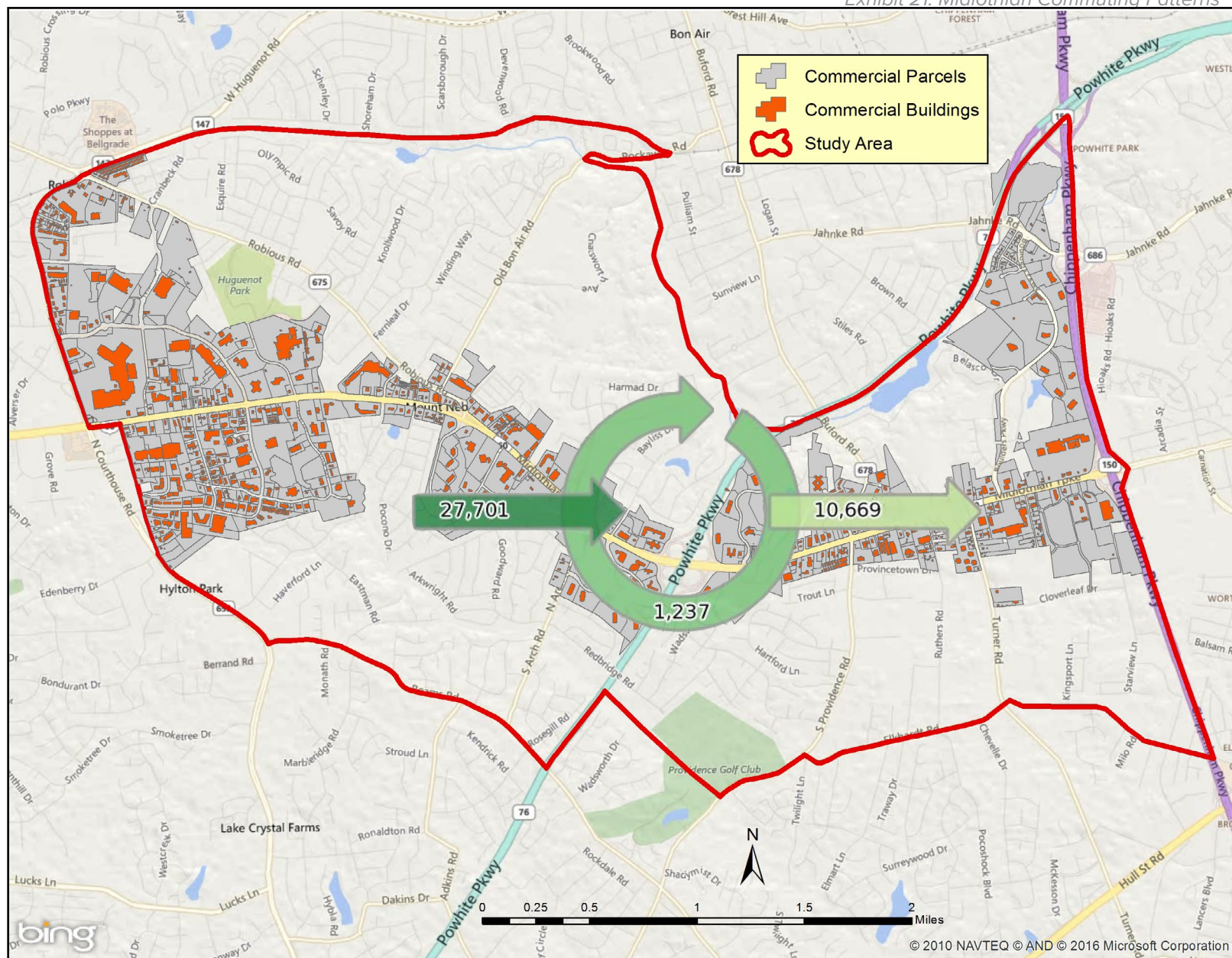


Traffic near the intersection of Midlothian and Boulders Pkwy. Source: RRPDC, 2015.





Exhibit 21. Midlothian Commuting Patterns



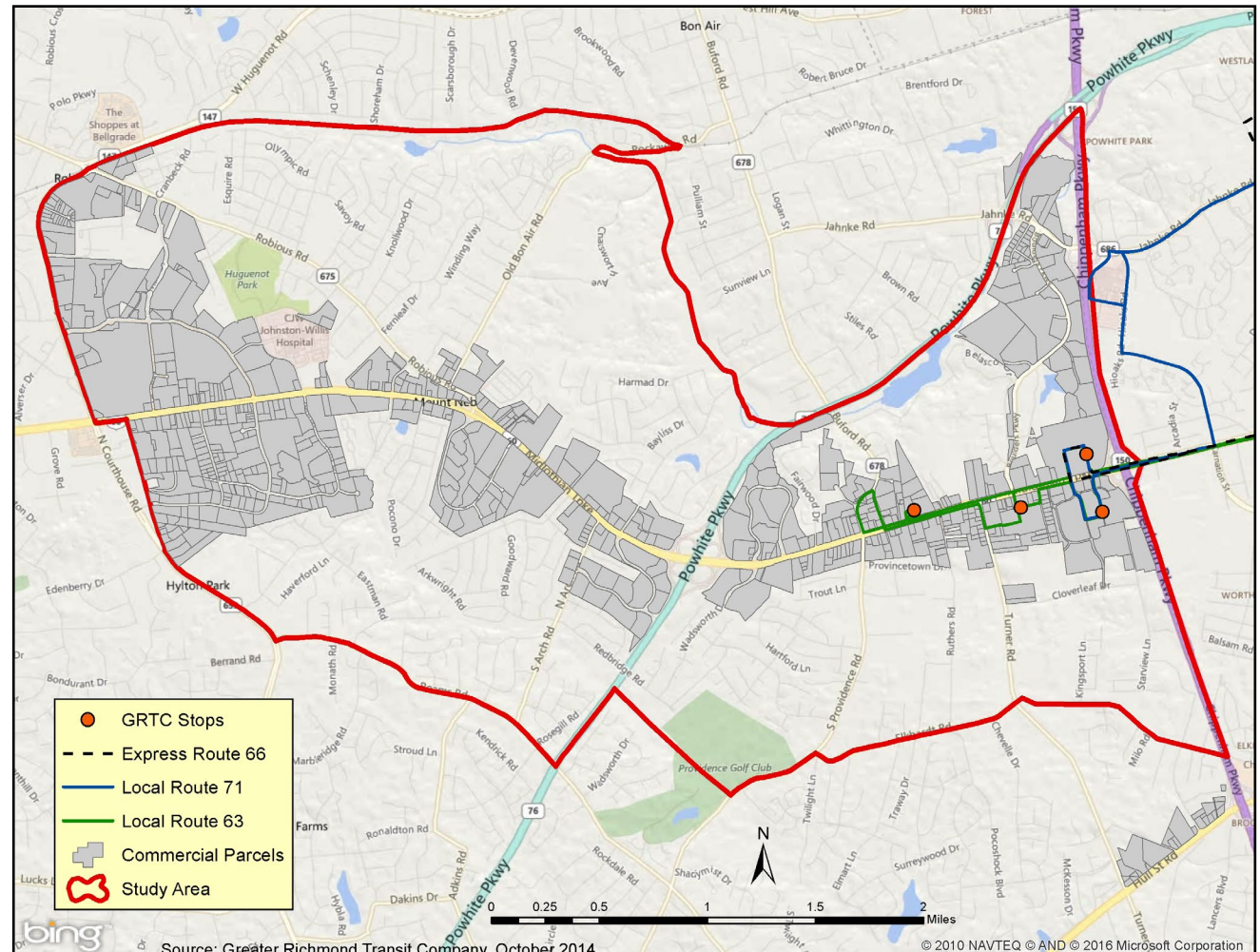


Public Transit

Local and express routes of the Greater Richmond Transit Company (GRTC) serve the Midlothian Study Area. Local routes run regularly during the week and weekends while express routes are more limited in service. As illustrated in exhibit 22, two local routes run through the eastern portion of the study area. Route 71 originates in downtown and travels to the study area via Jahnke Rd, servicing Spring Rock Green and Stonebridge/Kroger before heading back downtown. The recently revised Route 63 originates in downtown before traveling along the City portion of the Midlothian Tpke before serving the study area. The bus stops are situated at Stonebridge, Spring Rock Green, Chippenham Square, and Centura College. One express route currently serves the corridor. Spring Rock Green Express (express route 66) originates in Spring Rock Green before arriving downtown.

In terms of ridership numbers, Spring Rock Green and Chippenham Square have the highest average weekly numbers. According to GRTC, for the Fall of 2015 Spring Rock Green bus stop had average weekly boardings of 288 and 683 alightings compared to Chippenham Square with 308 and 480, respectively. The Kroger/Stonebridge bus stop went into service in the summer of 2013. As a relatively new service the average weekly numbers are still low with 45 boardings and 9 alightings. Development of Stonebridge has been gradually phased in, with retail completed first followed by residential. Once all residential development has been completed these ridership numbers should trend upwards. Centura College bus stop has not been in service long enough to capture accurate ridership numbers.

Exhibit 22. Public Transit





Traffic and Accidents

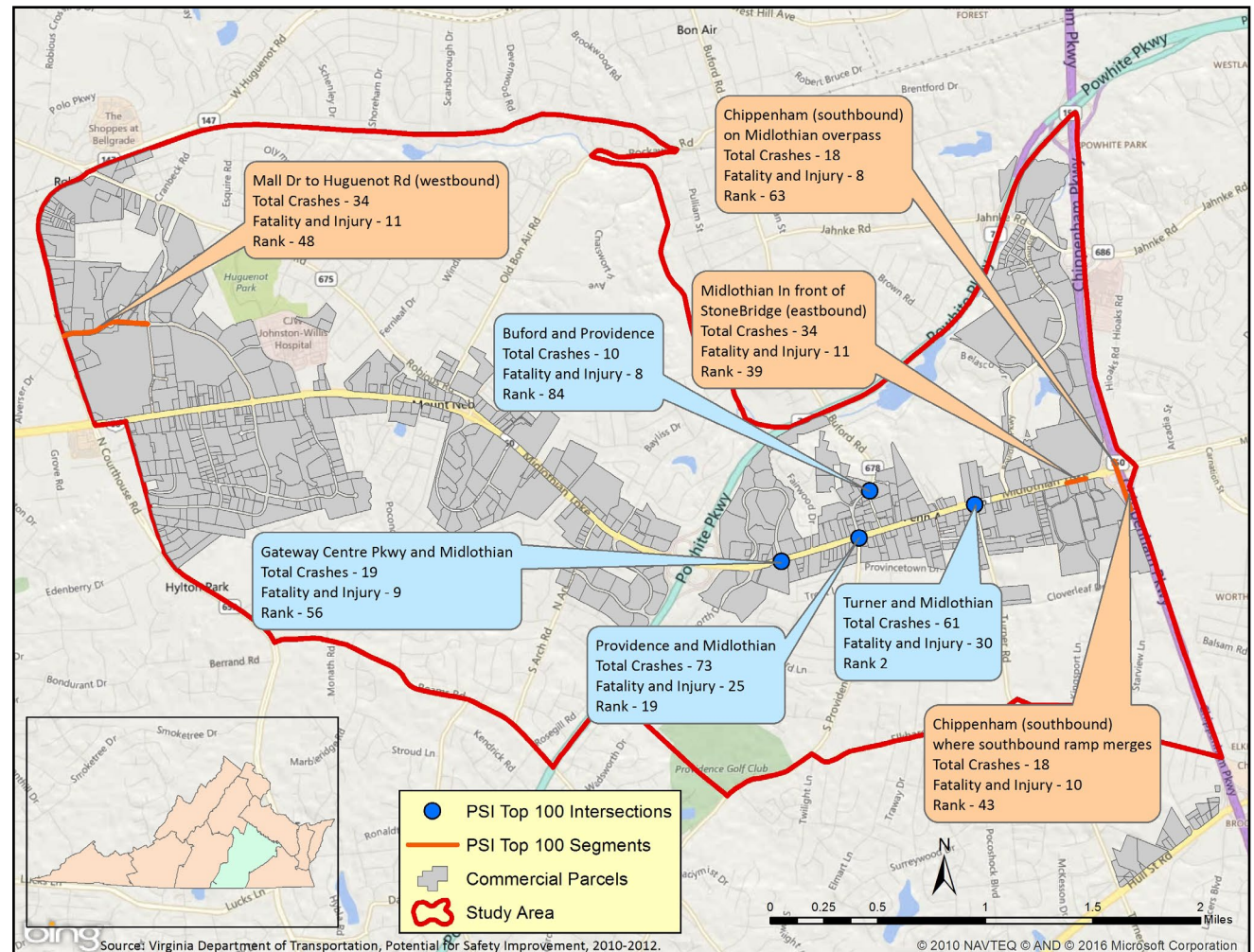
Virginia Department of Transportation (VDOT) compiles a Potential for Safety Improvement (PSI), which tracks and ranks fatalities plus injury and property damage only for all road intersections and segments within the VDOT Richmond District. Ranking are determined by measuring the difference between observed modified crashes (“expected”) and typical crashes (“predicted”). Using injury PSI allows VDOT to identify improvements to reduce deaths and injuries with safety programs and Virginia House Bill Two (HB2). The VDOT Richmond District includes most counties in central Virginia, stretching from Hanover in the north to the Virginia/North Carolina border in the south, referenced in the insert map in exhibit 23. This compiled PSI list also ranks both the top 100 intersections and top 100 segments that need safety improvements.

Exhibit 23 shows any intersections or segments ranked in the top 100 of the VDOT Richmond District. Within the entire Richmond District there are four intersections and four road segments which rank in the top 100 based on fatality plus injury.

Most notably, the intersection crashes ranked in the top 100 are located in the eastern portion of the corridor, with the intersection of Turner and Midlothian ranking as the 2nd highest in the Richmond District with 30 fatality and injuries. Other high fatality and injury crashes involved the intersections of Providence and Midlothian, Gateway Centre Pkwy and Midlothian, and Buford and Providence.

Three of the top 100 fatality plus injury crashes by road segment are also located in the eastern portion of the corridor with the fourth located in the western portion, near Chesterfield Towne Center. Two of the road segments are located adjacent to one another, near the Midlothian interchange along Chippenham Pkwy. The highest ranked crash segment is located on Midlothian, traveling eastbound, in front of Stonebridge Shopping Center, ranked

Exhibit 23. High Incident Areas

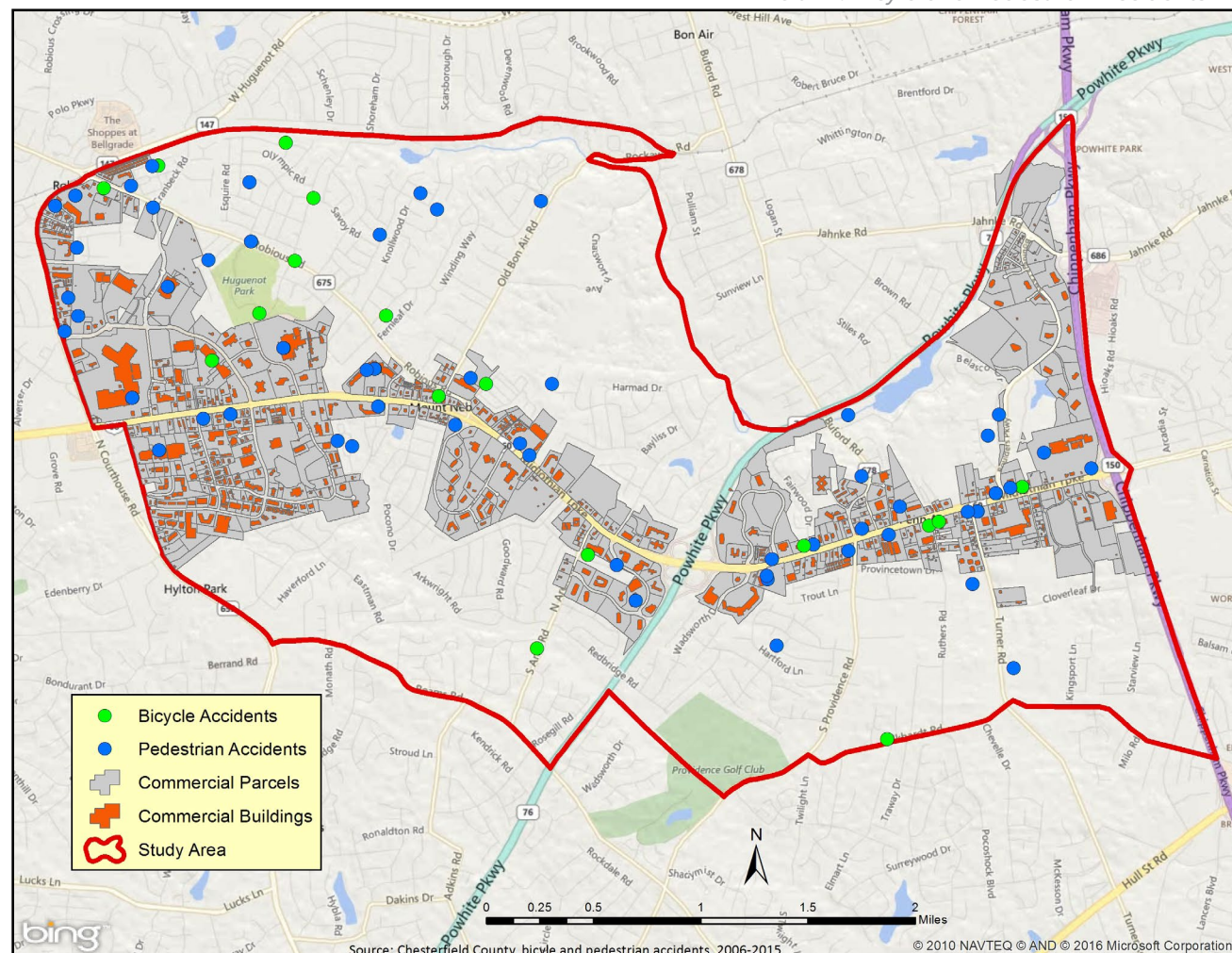




23rd on the list with 11 fatalities plus injuries.

Exhibit 24 illustrates the location of bicycle and pedestrian accidents which have occurred in the last 10 years within the study area. According to Chesterfield County, 19 bicyclist and 68 pedestrian accidents have occurred between 2006 and 2015. Of this total 2 were fatal, 73 caused personal injury, and 12 caused property damage only. In the eastern portion of the corridor most of these accidents have occurred along Midlothian Tpke. In the western portion of the corridor only a handful have occurred along the Midlothian Tpke, while many have occurred in the adjacent residential areas between Robious Rd and Old Bon Air Rd, and in the commercial areas adjacent to Chesterfield Towne Center.

Exhibit 24. Bicycle and Pedestrian Accidents





Traffic Counts

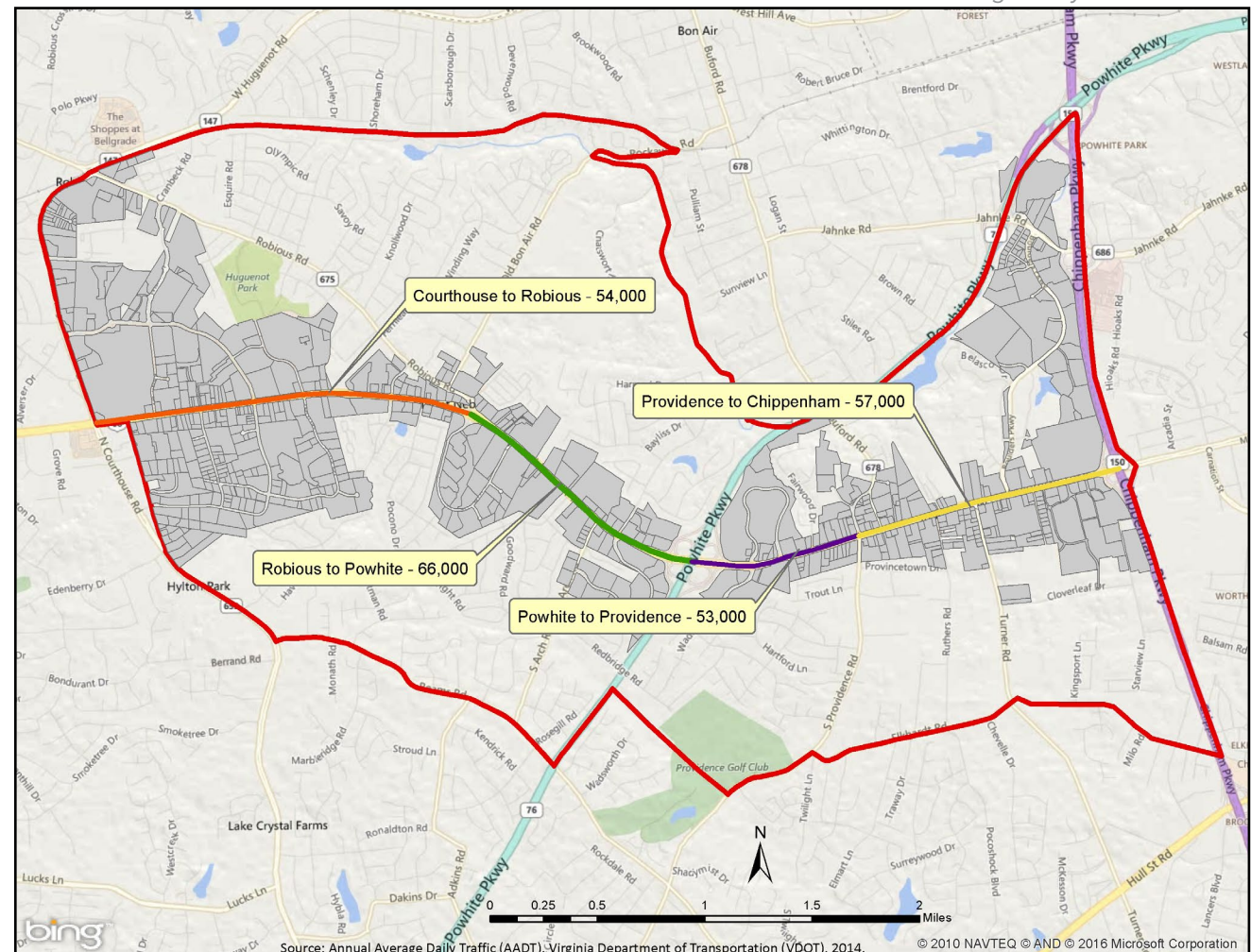
Considered one of the major corridors in the Richmond Region, this stretch of the Midlothian corridor is heavily traveled by both commuters and shoppers. Exhibit 25 shows the Average Annual Daily Traffic (AADT) within the study area, according to VDOT as of 2014.

According to the AADT the section of the corridor from Robious Rd to Powwhite Pkwy has the highest traffic volume at 66,000, followed by 57,000 from Providence Rd to Chippenham Pkwy, 54,000 from Courthouse Rd to Robious Rd, and 53,000 from Powwhite Pkwy to Providence Rd.

These high traffic volumes can be attributed to the corridor being an employment and shopping destination combined with the major arteries of both Powwhite Pkwy and Chippenham Pkwy bisecting the corridor. It also seems reasonable these high traffic volumes are a contributing factor to the number of high PSI rankings for intersections and segments discussed in exhibit 23.

The market conditions for retail suggest a westward movement. New retail anchors are choosing more desirable locations west of the study area resulting in the Midlothian study area becoming more of an aging corridor. This suggests despite the high traffic counts, much of it is passing over the study area, with retail failing to fully capture this activity.

Exhibit 25. Annual Average Daily Traffic Counts



SWOT ANALYSIS

STRENGTHS

- Retail anchors, e.g., Stonebridge, Chesterfield Towne Center
- Employment anchors, e.g., Boulders, Arboretum, Moorefield Park, Johnston Willis Hospital
- High volume of regional traffic
- Close proximity to regional transportation corridors: Chippenham and Powhite
- Strong employment base in vicinity
- High concentration of residential within and adjacent to the study area
- Good mix of both retail and office uses

WEAKNESSES

- Underutilized/obsolete shopping centers
- Outdated signage and design standards along corridor
- Outdated commercial strip pattern of development
- Lack of pedestrian access: connected sidewalks, safe crossings, bike facilities
- Limited transit options in the western portion of the corridor
- Access management substandard, traffic impacted - especially east
- High number of auto accidents in eastern portion of the corridor
- Higher levels of poverty and lower income compared to the County

S

W

O

T

- School revitalization efforts
- Reuse of older buildings, e.g., artists studios, craft centers, recreational uses
- Controlled access management through redevelopment to organize traffic and increase pedestrian safety
- Market to international community, building on existing international restaurants and food markets, creating regional draw
- Building on existing adapted uses, e.g., medical offices and regional entertainment, water park, skate rink, indoor miniature golf, bowling
- Pedestrian and transit connectivity and safety (pockets or elements of walkability along the corridor) to neighborhoods, services, employment, and transit

OPPORTUNITIES

- Lack of reinvestment and perception of area - undesirable
- Challenges to redesigning/retrofitting older strip development
- Aging building stock
- Regulation of predatory uses: eg car title loans, payday loan centers
- Used car dealerships moving into existing new car lots

THREATS / CHALLENGES



REVITALIZATION POTENTIAL

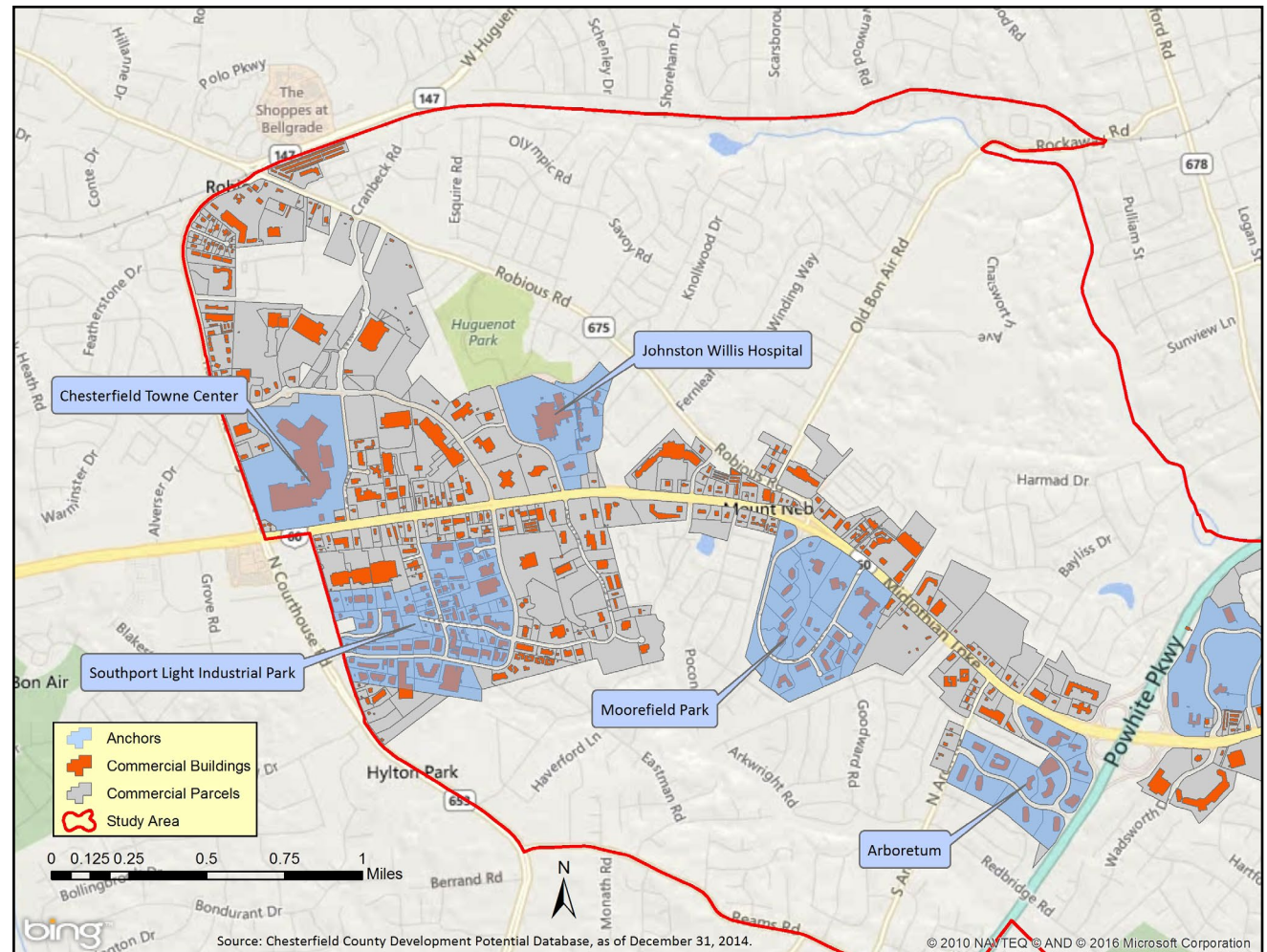
This section of the document provides the background of the differing economic characteristics of the western and eastern portion of the study area and identifies sites as opportunities for enhancing design features through retrofitting existing shopping centers. The retrofit sites were selected to illustrate the possible existence of at least one of the following: 1) the site is underutilized due to surface parking being significantly larger than what is required 2) the site lacks appropriate design and/or greenscaping amenities 3) the site is disconnected from shoppers and adjacent uses 4) there is an opportunity to address second life cycles of an aging corridor.

Two Character Areas of the Corridor

The Powhite Pkwy (Route 76) bisects the Midlothian Study Area into two different areas of varying character. The western portion of the study area consist of approximately 1,216 acres of commercial/non-residential uses, and is strongly anchored on the east by two large 1980's business parks with hotels, Moorefield Park and the Arboretum, and the 950,000 square foot Chesterfield Towne Center, illustrated in exhibit 26. Creating more of a center of activity off the corridor are Southport light industrial/office park, south of Midlothian at Courthouse and the Johnston-Willis Hospital, north of Midlothian between Kroger Center Blvd and Robious Rd. This portion of the corridor is supported by big box retail and Class A office space.

The eastern area between Chippenham Pkwy and Powhite consists of approximately 775 acres of commercial/non-residential uses. Parcels are primarily oriented to the corridor frontage with a few larger parcels having greater depth anchoring either end

Exhibit 26. Midlothian West





at Stonebridge/The Boulders and Gateway Center/Powhite Parkway, shown in exhibit 27. Except for the transformation of the old Cloverleaf Mall into the 82-acre Stonebridge mixed-use development and the recent outparcel development of Spring Rock Green, this portion of the study area is of earlier construction reflecting the natural progression of development out from the City center. Reflective of larger regional growth trends vestiges of their past remain along with structures which once housed old format merchandise stores, big-box discounters, service oriented strip shopping centers, convenience goods and auto dependent uses.

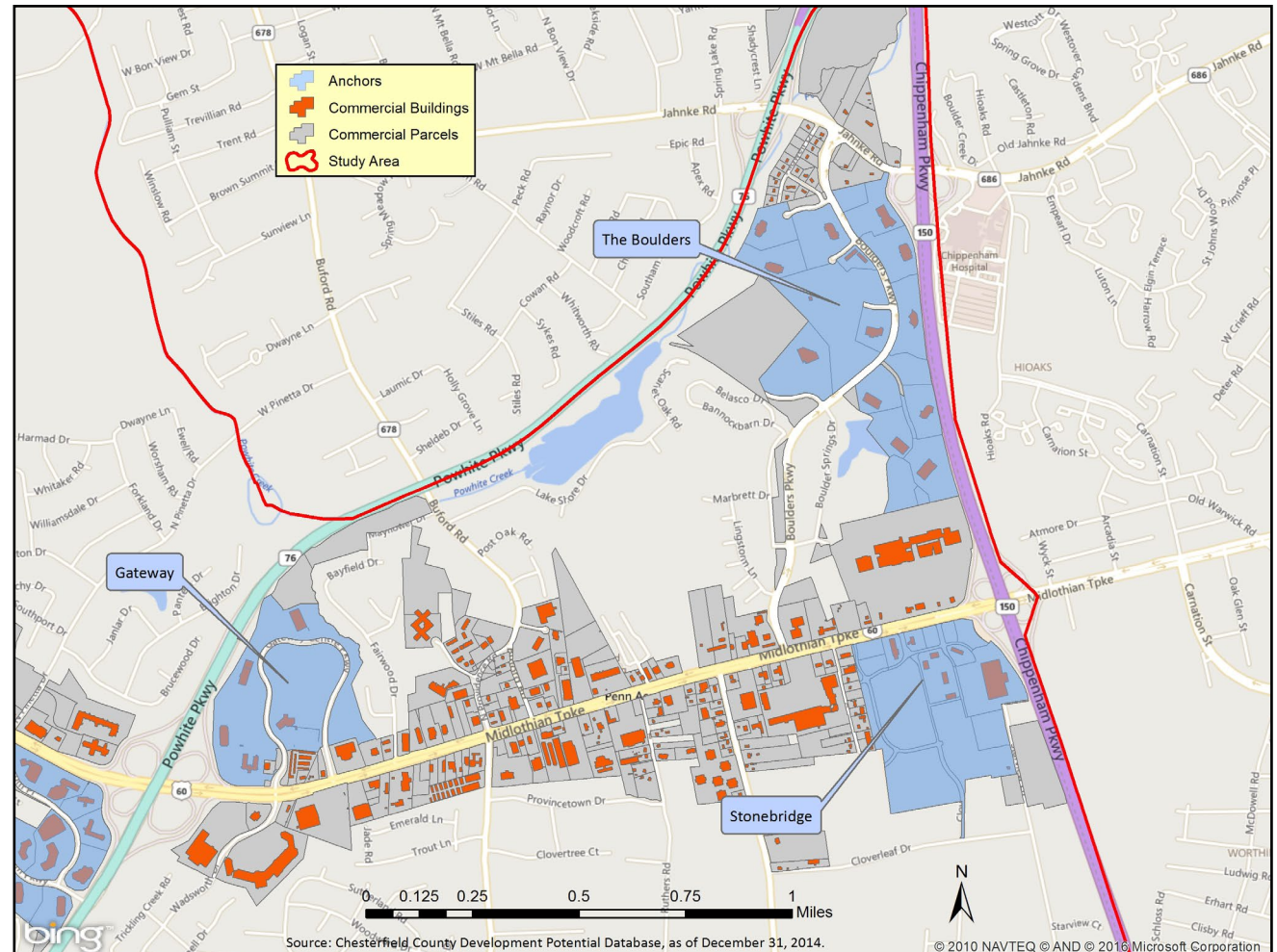
If the look and feel of the two portions of the corridor are different so too are the market conditions. In terms of commercial uses, the average building to land value, average assessed values per acre, and median age of buildings are somewhat different. Furthermore, the retail rental rates and vacancy rates also tells a tale of two corridors. As shown in exhibit 28 the average building to land value of the western portion of the corridor is 2.35 compared to 2.04 for the eastern portion. The average assessed value per acre (as of Dec 31, 2014) is approximately \$703,000 for the western portion compared to \$447,000 for the eastern portion and tells a similar story of higher building and land values in the western portion. The median age of the commercial/non-residential buildings reflects the characteristics of an aging corridor in the eastern portion compared to the western portion, with a median age of 1979 and 1986, respectively. According to the 2015 3rd quarter Retail Snapshot by Cushman & Wakefield, the western portion has higher asking retail rental rates per square feet and lower vacancy rates at \$13.77 and 4.6%, compared to the eastern portion at \$10.53 and 8.8%, respectively.

Exhibit 28. Market Conditions

Portion of the Corridor	Building to Land Value	Assessed Value Per Acre	Median Age of Building
Midlo East	2.04	\$447,000	1979
Midlo West	2.35	\$703,000	1986

Source: Chesterfield County Development Potential Database, as of December 31, 2014.

Exhibit 27. Midlothian East





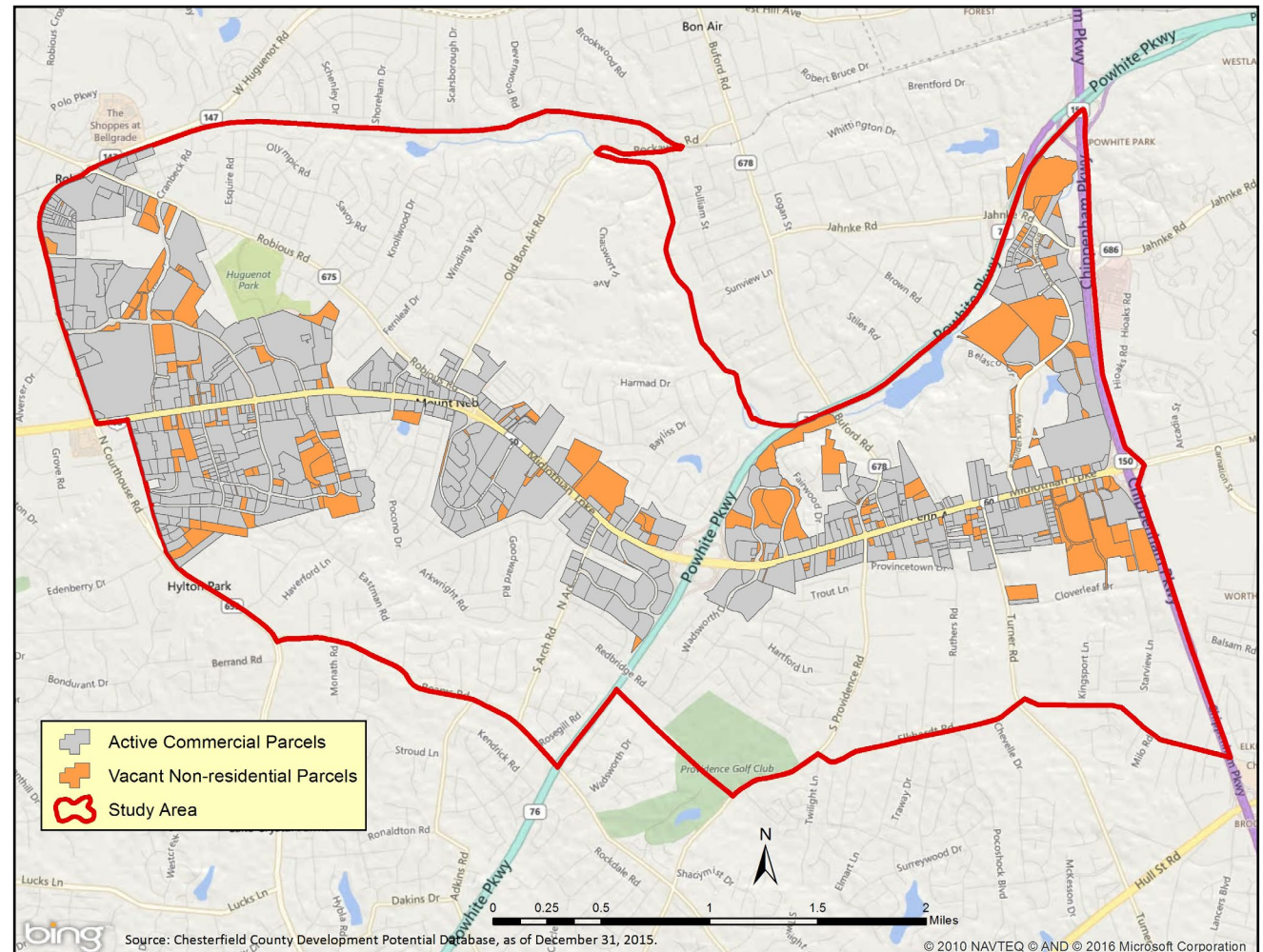
These physical and economic factors show the character of the underutilized and underperforming development, the potential for redevelopment, and the retail mix of both portions of the corridor. The eastern portion of the corridor may offer the greater catalyst for redevelopment due to lower land values and ongoing stimulus of public and private sector investments in Providence Middle School (\$25.9 million investment) and the multi-use Stonebridge development (\$120 million private investment as of July 2015). The completion of phase I of Stonebridge includes Kroger Marketplace, 4 outparcels shops, and 4 small village retail buildings. The next phase is projected for an additional 125,000 square feet of retail space. Additionally, a

Vacant Property

Exhibit 29 shows all the vacant parcels of land zoned either commercial, office, or industrial as of December 31, 2015. Some of these parcels are currently under construction. The first phase of the Stonebridge apartments in the southeast quadrant of the study area called the Element at Stonebridge is now being completed. Future phases of multi-family residential are expected in the near future. Pearson Hyundai located to the west of Powhite Pkwy is currently expanding their operations. In the northwest quadrant, north of Chesterfield Towne Center, a multi-family project has been approved called Belmont at Chesterfield Towne Center.

Other concentrations of vacant land are located in the northeast quadrant, where the Boulders office park is located, and east of Powhite Pkwy, where Gateway Center office park is located. Additionally, there are vacant parcels scattered throughout the study area, most prominently in the southwest quadrant near Southport Light Industrial Park.

Exhibit 29. Vacant Parcels



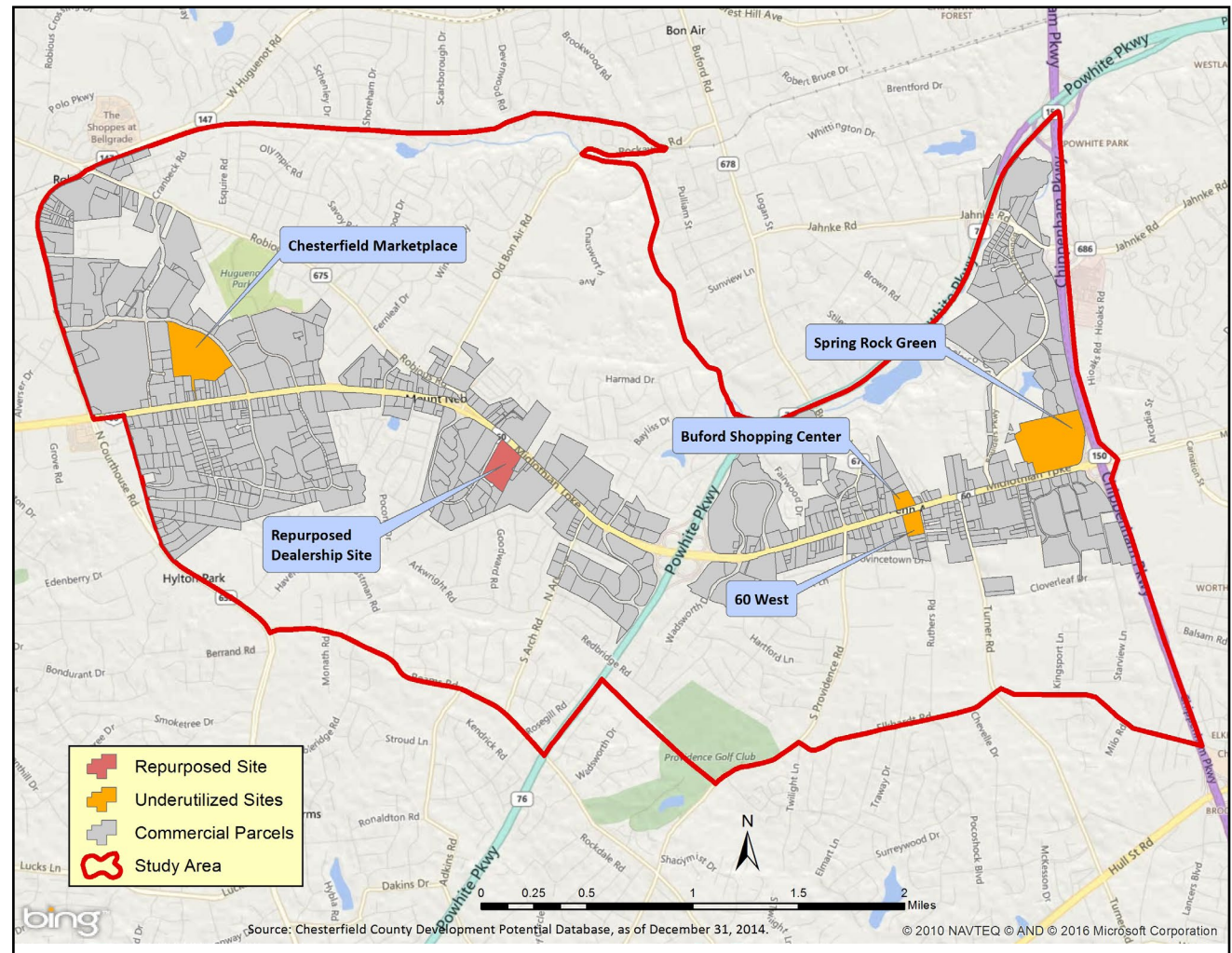


Underutilized Sites

The purpose of the Midlothian study is to review and explore the potential for reuse through enhanced design standards for former big box uses and aging strip shopping centers. As mentioned previously, private sector partners have made significant investments in Stonebridge, located in the eastern edge of the study area. Analysis of County specific data coupled with numerous field visits identified the eastern portion of the corridor as the most underutilized in terms of physical infrastructure and determined to have the most potential for redevelopment.

In terms of former big box potential, there were very few vacant big box stores, with the exception of Spring Rock Green Shopping Center. Instead, more emphasis was placed on mature shopping centers with underutilized surface parking. Spring Rock Green, Buford Shopping Center, 60 West, and Chippenham Square were the shopping centers identified with the most potential for retro-fitted sites through a combination of enhanced design standards and/or outparcel development when the opportunity existed. The map in exhibit 30 shows the location of these four shopping centers.

Exhibit 30. Underutilized Shopping Centers



Spring Rock Green Shopping Center, previously known as Beaufont Shopping Center, was once an anchor in the eastern portion of the corridor, hosting Best Products, and across the street from the old Cloverleaf Mall. Cloverleaf Mall has been redeveloped into Stonehenge Shopping Center, anchored by a Super Kroger and 600 units of multi-family apartments under construction. Spring Rock Green has been repurposed from a major retail center to being anchored by the Virginia College Career Center and currently holding a vacancy rate of 65%. Although there has been some outparcel development in recent years, the massive surface parking lot still exists and has not been retrofitted to better accommodate current uses.

Exhibit 31 shows the aerial of Spring Rock Green with its large surface parking. Most of the spaces closer to Chippenham Pkwy are currently vacant resulting in an almost empty parking lot during peak business hours.

Exhibit 31. Spring Rock Green Shopping Center



Eastern portion of the parking lot during business hours in Spring Rock Green Shopping Center. Source: RRPDC, 2015.



Unlike Spring Rock Green, Buford Shopping Center is characterized by small-scale retail uses and anchored by Dollar General (exhibit 32). The parking lot has no landscaping or any pedestrian oriented features. The signage of the stores and facades offer little design appeal. With a vacancy rate of only 4.2%, marginal greenscaping and facade improvements would make this a viable commercial use.

Exhibit 32. Buford Shopping Center



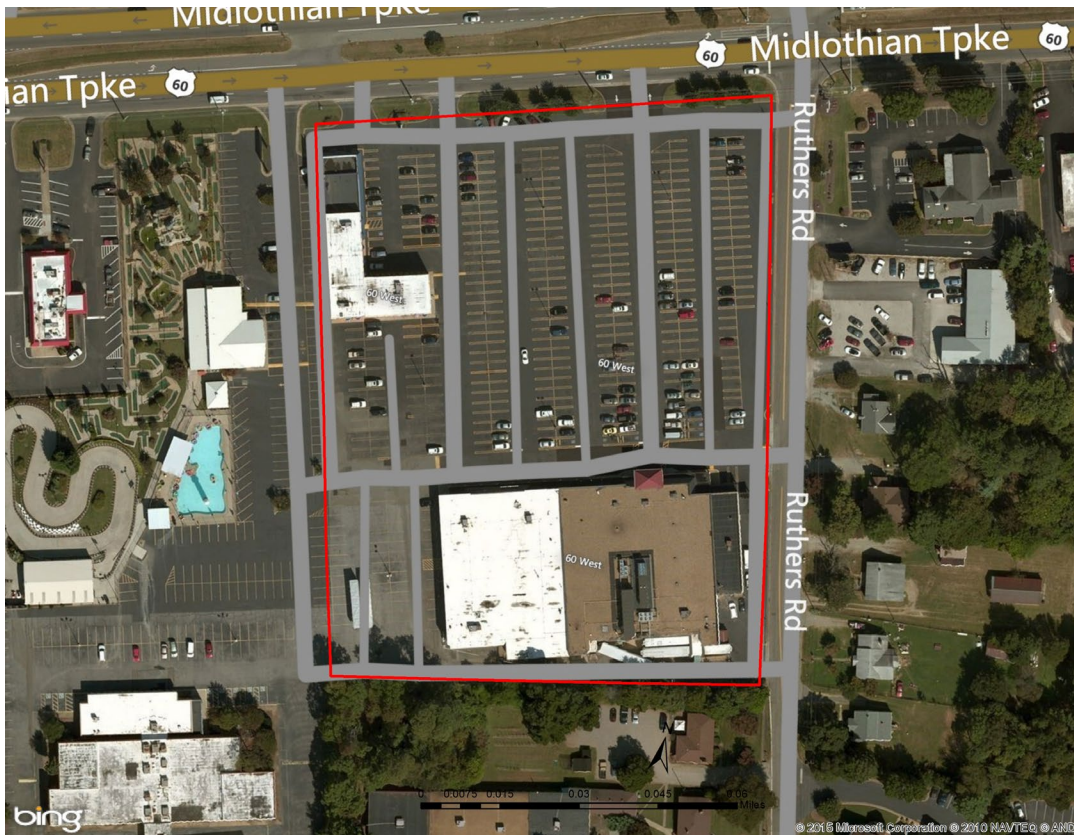
Signage for Buford Shopping Center.
Source: RRPDC, 2015.



Surface parking lot in Buford Shopping Center. Source: RRPDC, 2015.

60 West Shopping Center is similar to Spring Rock Green with a great deal of surface parking being underutilized (exhibit 33), and similar to Buford there are no trees or pedestrian friendly design elements. 60 West is currently anchored by Fresh to Frozen Grocery Salvage.

Exhibit 33. 60 West



Surface parking lot in 60 West Shopping Center. Source: RRPDC, 2015.



Chesterfield Marketplace is located in the western portion of the corridor, adjacent to Chesterfield Towne Center, shown in exhibit 34. It hosts big box retailers such as Sky Zone, PetSmart, Staples, Home Depot, and Toys”R”Us. Similar to Spring Rock and 60 West there is great deal of underutilized surface parking. The retention pond lacks pedestrian pathways which could connect adjacent retail uses and create a sense of place.

Exhibit 34. Chesterfield Marketplace



Surface parking lot in Chesterfield Marketplace. Source: RRPDC, 2015.



Retention pond in Chesterfield Marketplace. Source: RRPDC, 2015.

Minimum Parking Requirements

The first step to looking for better use of land potential involves a comparison of parking requirements vs. the application of a potentially more flexible arrangement allowing for new uses and greater amenities.

The required off-street parking in Chesterfield County's zoning ordinance for what the County refers to as "shopping centers or similar retail groups of buildings" is 4.4 parking spaces per 1,000 square feet of gross floor area (GFA). Additionally spaces shall have a minimum width of nine feet and a minimum depth of 18 feet. Calculations were made to

Exhibit 35. Spring Rock Green Parking Requirements

Factors to consider	Current Conditions	With Outparcel Development
Total area of parking spaces required ¹	194,455	261,254
Building GFA (sq ft)	272,804	39,000
Required number of parking spaces ²	1,200	1,372
Underutilized parking area (sq ft) ³	106,361	39,562
Number of underutilized parking spaces ⁴	468	174

¹Estimate only includes GFA of all parking spaces and not turning spaces and/or access lanes.

²Represents 4.4 per 1,000 square feet of gross floor area (GFA) for shopping centers or similar retail groups of buildings as required by Chesterfield County's zoning ordinance. If the total area of individual parking spaces (not including turning spaces and/or access lanes) was re-engineered based on the County ordinance minimum requirements this the number of parking spaces in Spring Rock Green which could potentially exist.

³Represents difference in existing total area of individual parking spaces and total area of individual parking spaces required by the County. There is a surplus of total area parking based on what is required.

⁴Estimate was calculated using Chesterfield County's minimum parking requirements.

the following three sites based on these minimum parking requirements to determine the feasibility of redevelopment potential and/or design enhancements.

The largest of the three sites, Spring Rock Green, currently has 300,816 square feet committed to parking, well above what is required by the County. Exhibit 35 shows the summary of the minimum parking requirements based on current conditions and potential redevelopment. Based on current conditions only 194,455 square feet of total parking area or 1,200 parking spaces is required by the County, a surplus of 106,361 square feet of parking area, or approximately 468 parking spaces .

This would allow for additional outparcel development shown later in the design recommendation section (case study #1) as design renderings. With outparcel development totaling 39,000 square feet, 261,254 square feet of total parking area, or 1,372 (an additional 172) parking spaces would be required. This would also allow for an additional 39,562 square feet of parking area, or 174 parking spaces for design improvements such as additional landscaping features and storm water management features.



Exhibit 36. Buford Shopping Center Parking Requirements

Factors to consider	Current Conditions
Total area of parking spaces required (sq ft) ¹	24,777
Building GFA (sq ft)	34,760
Required number of parking spaces ²	153
Underutilized parking area (sq ft) ³	3,613
Number of underutilized parking spaces ⁴	16

¹ Estimate only includes GFA of all parking spaces and not turning spaces and/or access lanes.

² Represents 4.4 per 1,000 square feet of gross floor area (GFA) for shopping centers or similar retail groups of buildings as required by Chesterfield County's zoning ordinance. If the total area of individual parking spaces (not including turning spaces and/or access lanes) was re-engineered based on the County ordinance minimum requirements this the number of parking spaces in Buford Shopping Center which could potentially exist.

³ Represents difference in existing total area of individual parking spaces and total area of individual parking spaces required by the County. There is a surplus of total area parking based on what is required.

⁴ Estimate was calculated using Chesterfield County's minimum parking requirements.

Buford Shopping Center is the smallest of the three sites. Though an overabundance of parking is not as prevalent here, there is still a surplus of parking over what is required by the County. There is currently 28,390 square feet of total parking area. Based on the GFA of the current building only 24,777 square feet of parking or 153 parking spaces is required by the County (exhibit 36), allowing for an additional 3,613 square feet of parking area, or 16 parking spaces, which could be dedicated to landscaping/design enhancements. These enhancements are discussed later as reference in the design recommendations section (case study #2).

Exhibit 37. 60 West Shopping Center Parking Requirements

Factors to consider	Current Conditions	With Outparcel Development
Total area of parking spaces required (sq ft) ¹	38,451	48,728
Existing building GFA (sq ft)	53,944	6,000
Required number of parking spaces ²	237	264
Underutilized parking area (sq ft) ³	19,156	8,879
Number of underutilized parking spaces ⁴	84	39

¹ Estimate only includes GFA of all parking spaces and not turning spaces and/or access lanes.

² Represents 4.4 per 1,000 square feet of gross floor area (GFA) for shopping centers or similar retail groups of buildings as required by Chesterfield County's zoning ordinance. If the total area of individual parking spaces (not including turning spaces and/or access lanes) was re-engineered based on the County ordinance minimum requirements this the number of parking spaces in 60 West Shopping Center which could potentially exist.

³ Represents difference in existing total area of individual parking spaces and total area of individual parking spaces required by the County. There is a surplus of total area parking based on what is required.

⁴ Estimate was calculated using Chesterfield County's minimum parking requirements.

60 West Shopping Center currently has 57,607 square feet of total parking area, above what is required by the County. Based on current conditions 38,451 square feet of total parking area, or 237 parking spaces are required, an excess of 19,156 square feet of parking area or 184 parking spaces, as shown in exhibit 37.

This underutilized parking area could allow for outparcel development along with landscaping and design improvements. In this scenario adding 6,000 square feet of outparcel development would still allow 8,879 square feet for landscaping/design improvements. These improvements are detailed later in the design recommendations section (case study #3).



DESIGN RECOMMENDATIONS

At the heart of this plan is the desire to improve the corridor in a way that makes investment attractive. Over time, shopping centers in the study area have become run-down and out-dated. This section of the document looks at low cost ways of retrofitting existing strip development in a way that is more attractive and inviting to the public and potential future investment.

Five sites were chosen to use as prototypical examples of redevelopment potential. Each chosen site was both in need of revitalization effort and was typical of other sites along the corridor. The selected sites were:

- 1) Spring Rock Green Shopping Center
- 2) Buford Shopping Center
- 3) 60 West Shopping Center
- 4) Chesterfield Marketplace
- 5) Former Car Dealership Site



Each site is different, but is marked by certain common features: Overabundance of parking, outdated and faded building facades, and limited (if any) landscaping. The first three sites' recommendations are based on an analysis of parking requirements and aesthetic enhancements. Each of the first four properties has more than the required number of spaces according to current regulations. This allows the freedom to add features to break up the parking lot and/or include outparcel growth.

The fifth site, a car dealership is simply an example of what might be done with former car dealership sites. It is not an indication that any particular dealership is moving, but what improvements could help with reuse of the site.

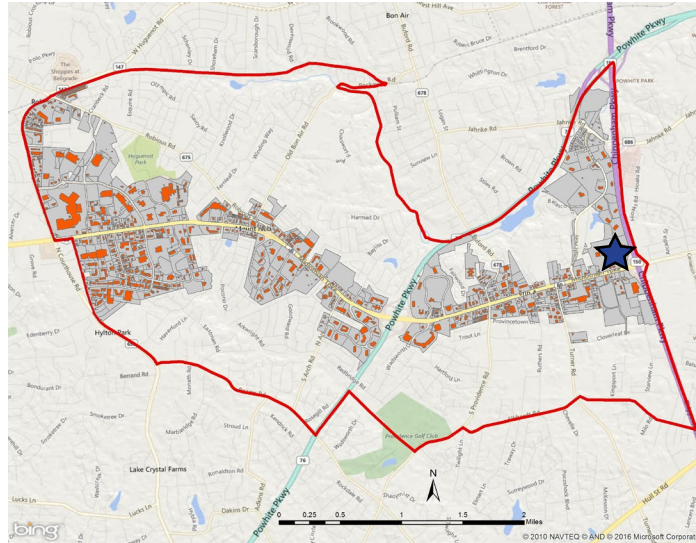




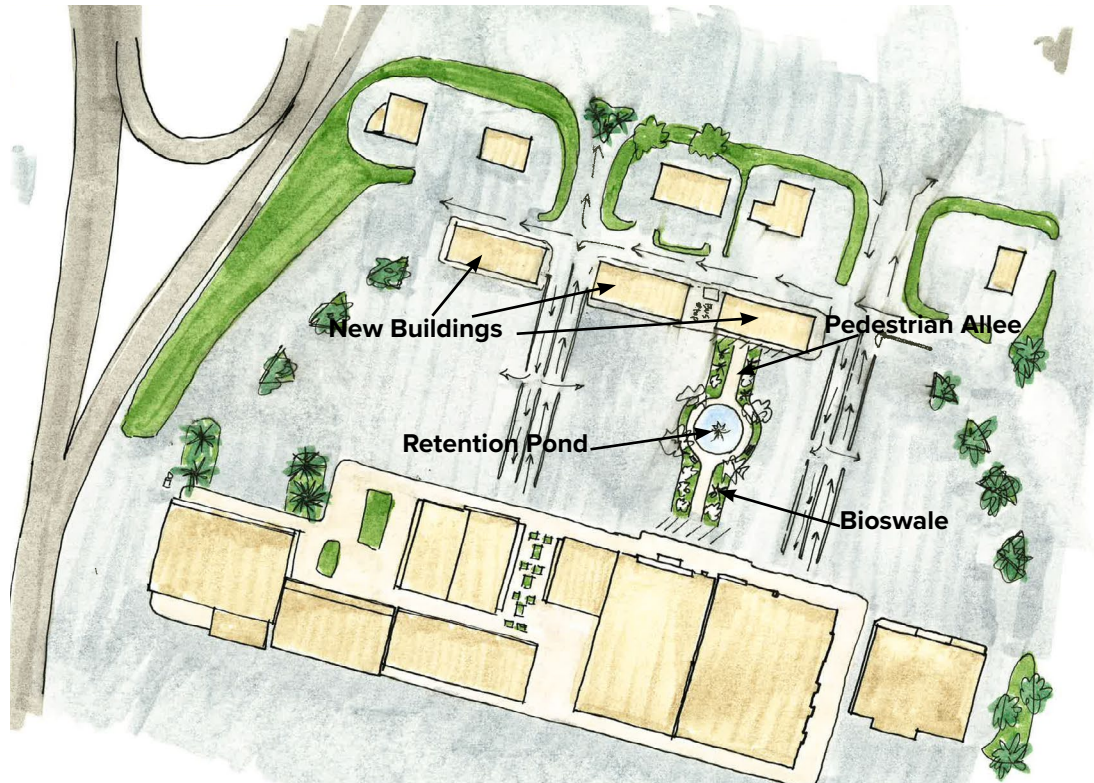
Case Study #1: Spring Rock Green

Spring Rock Green was once the home of thriving retailers like Best products, and is currently enjoying a new life as the home of Virginia College as well as other retailers including new outparcel restaurants. However, the dominant feature is still the vast parking lot.

There is little to recommend the site to a pedestrian, who needs to fend for his/herself on the way from automobile to destination. There is limited access to the site via GRTC bus, but the bus stop is situated between the main access lane and the parking area, leaving riders exposed to traffic.



Existing view of the Green Rock Green parking lot. Source: RRPDC, 2015.



The plan drawing at left and the perspective drawing below both depict additional landscaping, including a central park-like allee in the middle of the Spring Rock Green parking lot. There are also three additional buildings, which could fit nicely in between the anchor buildings and the newer outparcel businesses lining the street.

The allee would break up the dominant parking lot, create safe crossings for pedestrians, address stormwater runoff and create pleasant outdoor space and shade. On either side of the pedestrian walkway leading to the small pond (also a stormwater catchment basin), there would be a bioswale to catch and filter further runoff. (See the end of this section for explanation of bioswales and other stormwater mitigation features.)

Ideally, this refuge would also house the GRTC stop, giving riders a sheltered and safe place to wait for the bus. The small pond and fountain as well as the pedestrian allee are considered stormwater BMPs.

Above: Redesigned site plan of Spring Rock Green.

Below: Conceptual drawing of Spring Rock Green with pedestrian and landscaping amenities, as well as additional outparcel development. Source: RRPDC, 2015.

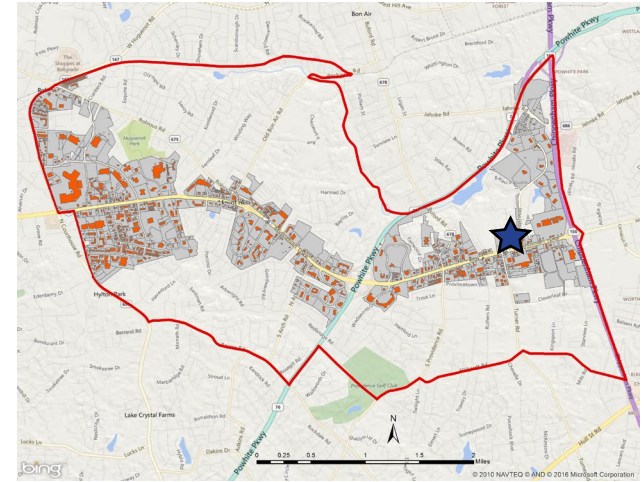




Case Study #2: Buford Shopping Center

The Buford Shopping Center is significantly dated and dominated by a nondescript, cracked parking lot. There is little to break up the facade of the row of storefronts other than the font on the tenant's similar looking signage. The sign for the shopping center itself dates back many decades, but still retains its character and can be considered a local landmark.

New store facade signage would help, and should be encouraged. In addition, parking lot landscaping including trees and linear bioswales would greatly improve the parking lot's aesthetic appeal while creating shade and mitigating stormwater runoff by reverting some excess parking into amenity area. Expansion of the sidewalk in front of the storefronts on one end could allow for outdoor seating for the existing restaurants, creating a pleasing environment and attracting customers.



Signage at Buford Shopping Center.
Source: RRPDC, 2015.



View of existing parking lot of Buford Shopping Center. Source: RRPDC, 2015.



To the left, note additional trees and bioswales in the parking lot, including a thicker screen of trees protecting the lot from traffic on Midlothian Turnpike, creating both a visual and an auditory buffer.

Note also the addition of outdoor seating in front of the restaurants.

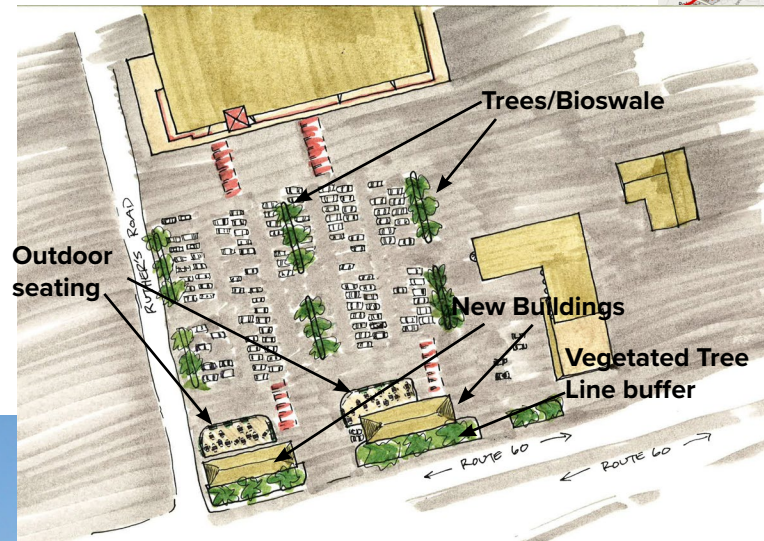




Case Study #3: 60 West Shopping Center

The 60 West Shopping Center is also dominated by out-dated signage and architecture and a large, faded parking lot. Small crepe myrtle trees provide some barrier between Midlothian and the lot.

The addition of aisles of trees and bioswales would go a long way toward breaking up the monotony of the lot, while strengthening the landscaping/tree buffer between the lot and the street that would create more of a sense of calm. The lot is large enough that outparcel buildings can be added, perhaps restaurants with outdoor seating.

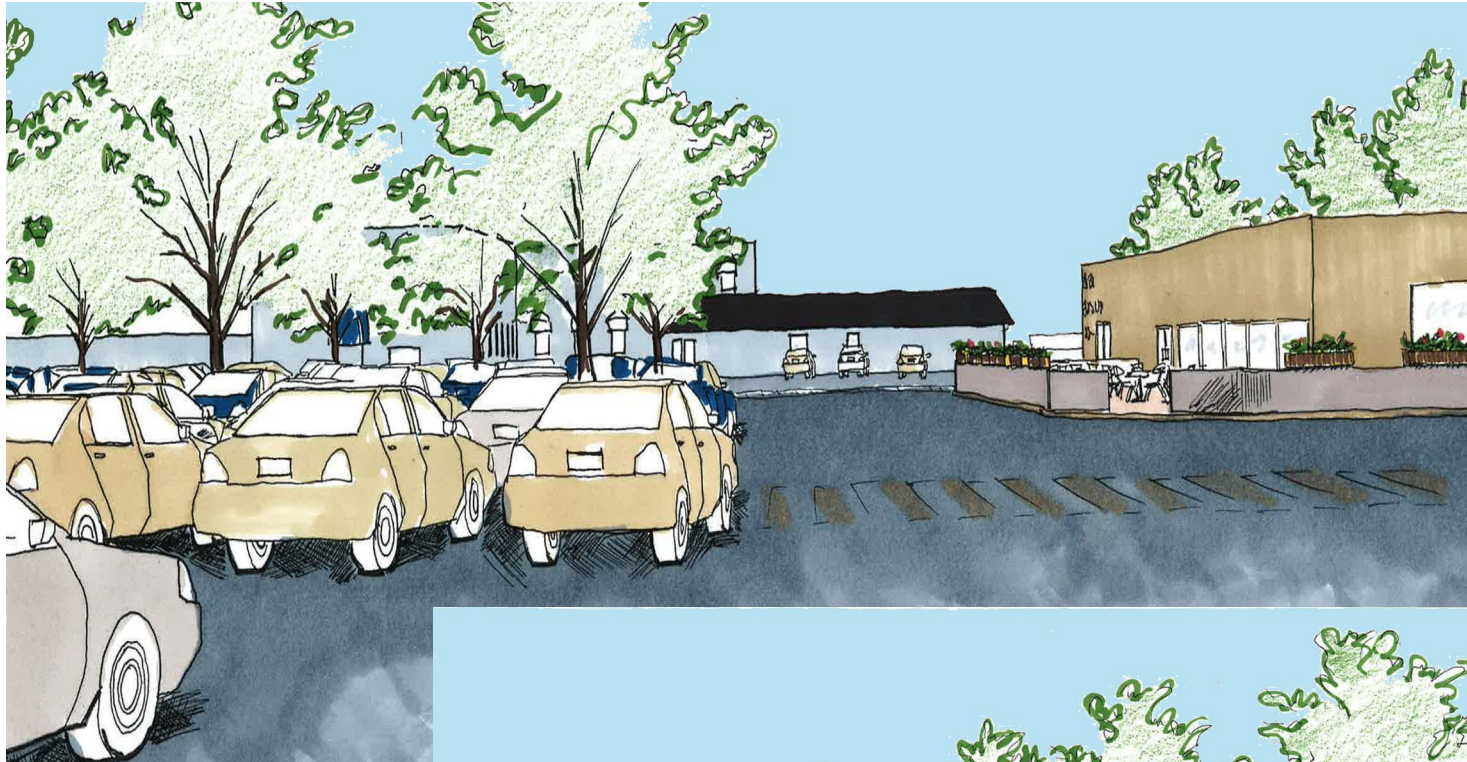


Signage at 60 West. Source: RRPDC, 2015.



View of existing parking lot of 60 West. Source: RRPDC, 2015.





Envision/Proposed

To the left, note the changes in the lot with the addition of trees, pedestrian walkways and outparcel buildings with outdoor seating.

Below, the view of the re-vamped parking lot from the refuge of outdoor restaurant seating with barrier wall and planter boxes.

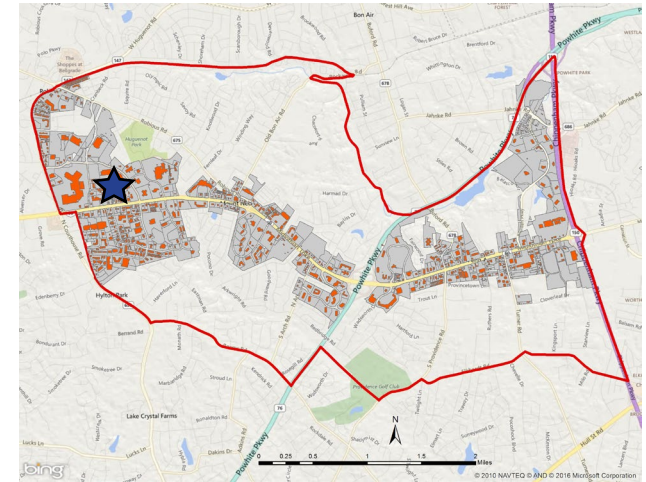




Case Study #4: Chesterfield Marketplace

Toward the western end of the study area, there is a newer, but still fairly dated, shopping center called Chesterfield Marketplace. Once home to several big box stores including a TJ Maxx, the shopping center is now home to an indoor trampoline center and indoor go-cart course. Both are good examples of adaptive reuse of big box stores, and alterations to the parking lot would further enhance the area as a recreational destination.

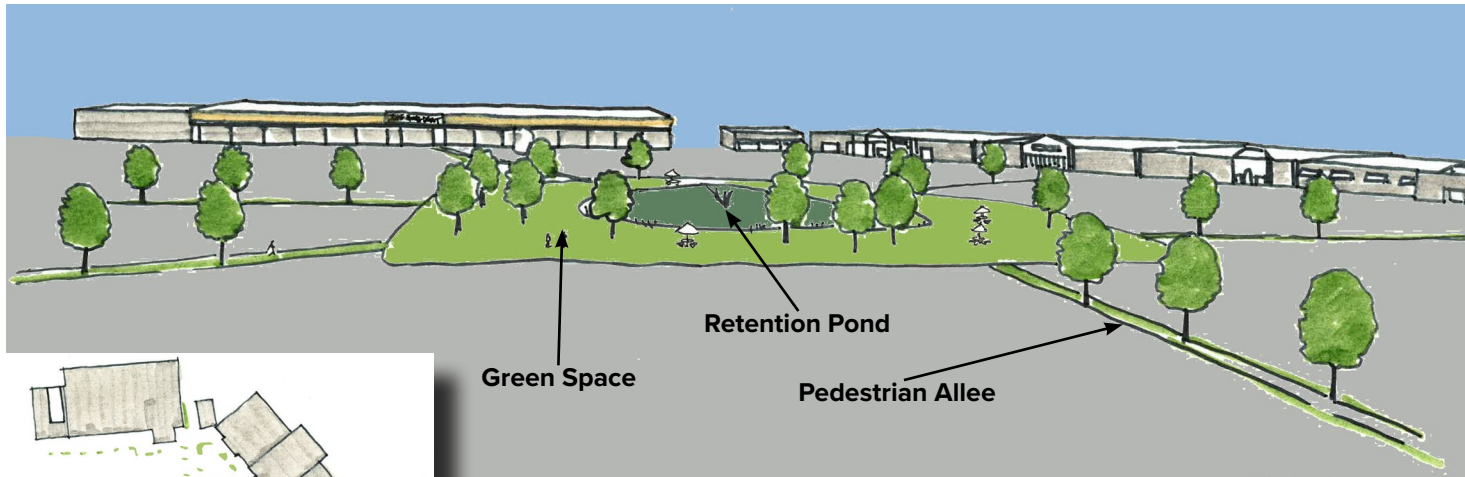
On the following page the drawings show the addition of expanded green space around the existing stormwater retention pond, with pedestrian walkways radiating from the center to shop fronts. The landscaping adds aesthetic value, shade and stormwater mitigation while offering patrons of nearby businesses a place to walk, rest, picnic or play. The complementary uses centered on kids activities could be expanded upon where this is known as a kids destination center with additional restaurants to support the increased activity. These additional uses could be a lasertag center, a Romp n' Roll, among others.



Above: the existing stormwater retention pond at Chesterfield Marketplace. The pond functions currently as a stormwater mitigation tactic, but could be better integrated into the environment.

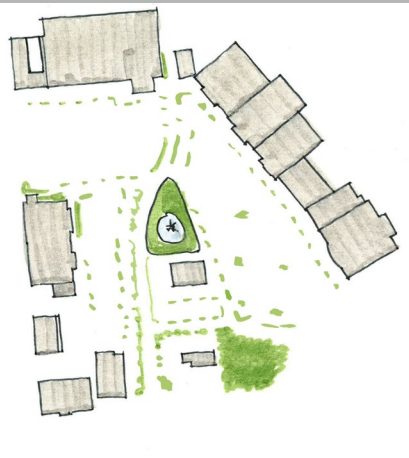
Right: the expansive parking lot, facing east from the stormwater retention pond vicinity.



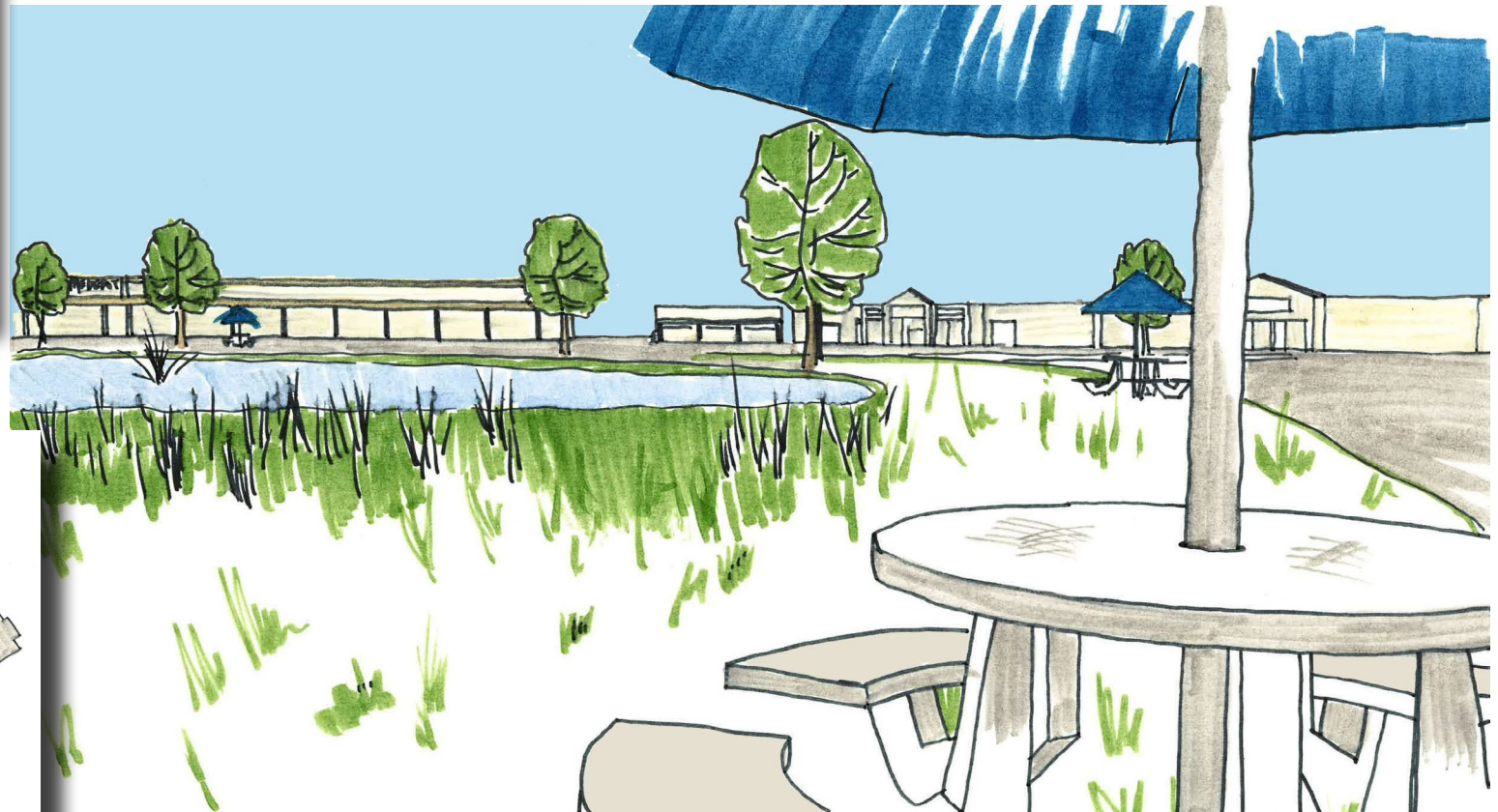
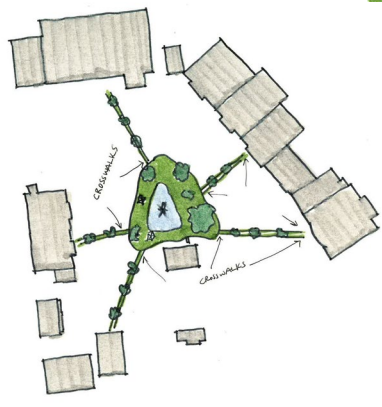


To the left, parking lot shown with expanded green space around the existing stormwater retention pond with additional trees and seating areas, as well as pedestrian walkways from green space to shopping destinations.

Below, a view from seating in green space adjacent to the retention pond.



Above: aerial drawing of lot as existing. Below, aerial drawing with enhanced green space.





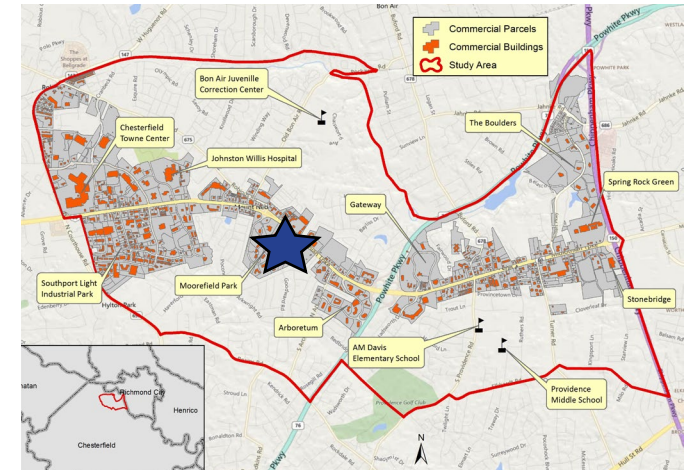
Case Study #5: New Car Dealership

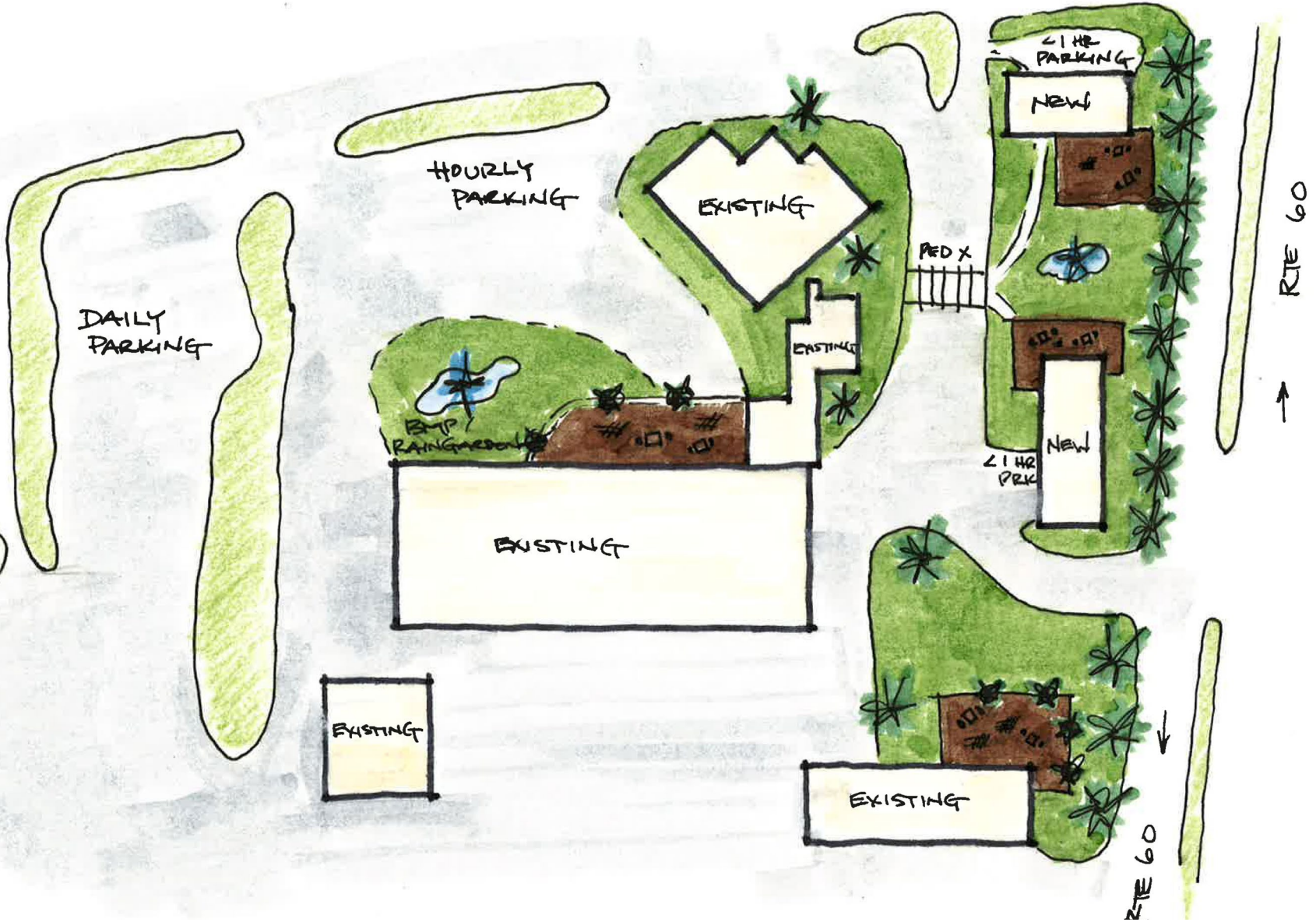
As retail corridors like Midlothian Turnpike age, types of uses change. For example, those familiar with the corridor will note a marked difference in the types of businesses in the eastern and the western extents of the study area, from the struggling to the thriving.

As development trends continue to move further west, there is the risk of the western segments becoming run-down, and the County hopes to take steps to limit the decline in that case. One of the catalysts of corridor decay is a new car dealership changing hands to a used car dealership. If any of the new car dealerships go out of business or move, these suggested alterations could encourage uses other than used car dealerships. Suggested uses here could include a combination of flex spaces for less intensive manufacturing i.e. custom furniture makers, boutique retail, and restaurants.

The drawing on the next page shows the layout of an existing car dealership with added outparcel buildings and landscaping, including pedestrian crossings, parking, a stormwater retention pond with fountain and outdoor seating in three areas. The plan also features a thick planting of evergreen trees to screen new outdoor seating from traffic on Midlothian.

Please note: This is purely an example of ways in which the County may want to address parcels as businesses move away, and is in no way whatsoever reflective of any particular business.







Stormwater Best Management Practices

In an area where there is a large amount of impervious surface like roads and parking lots, rain is unable to stay where it falls to seep back into the ground. This creates problems as the water is directed into storm sewers and carries pollutants and debris into streams, rivers and the water bodies into which they flow. It also depletes the water table below ground. In order to stem this flow and make an attempt to mitigate the ecological damage caused by impervious surface, there are a number of best management practices which can be employed. Often called BMPs for short, they include bioswales, rain gardens, retention ponds and landscaping. They have the added benefit of making a space more attractive.



Source: RRPDC, 2015.

Stormwater Retention Ponds: What are they?

The image above shows a stormwater retention pond at the Stratford Hills Shopping Center in Richmond. These ponds are created as part of a development to keep stormwater on site, allowing it to slowly filter back into the aquifer or into wetlands. They also are attractive amenities and wildlife habitat.

Rain Gardens: What are they?

The image to the left depicts a rain garden. The plants and soil trap stormwater, which is filtered through and gradually released into the aquifer.



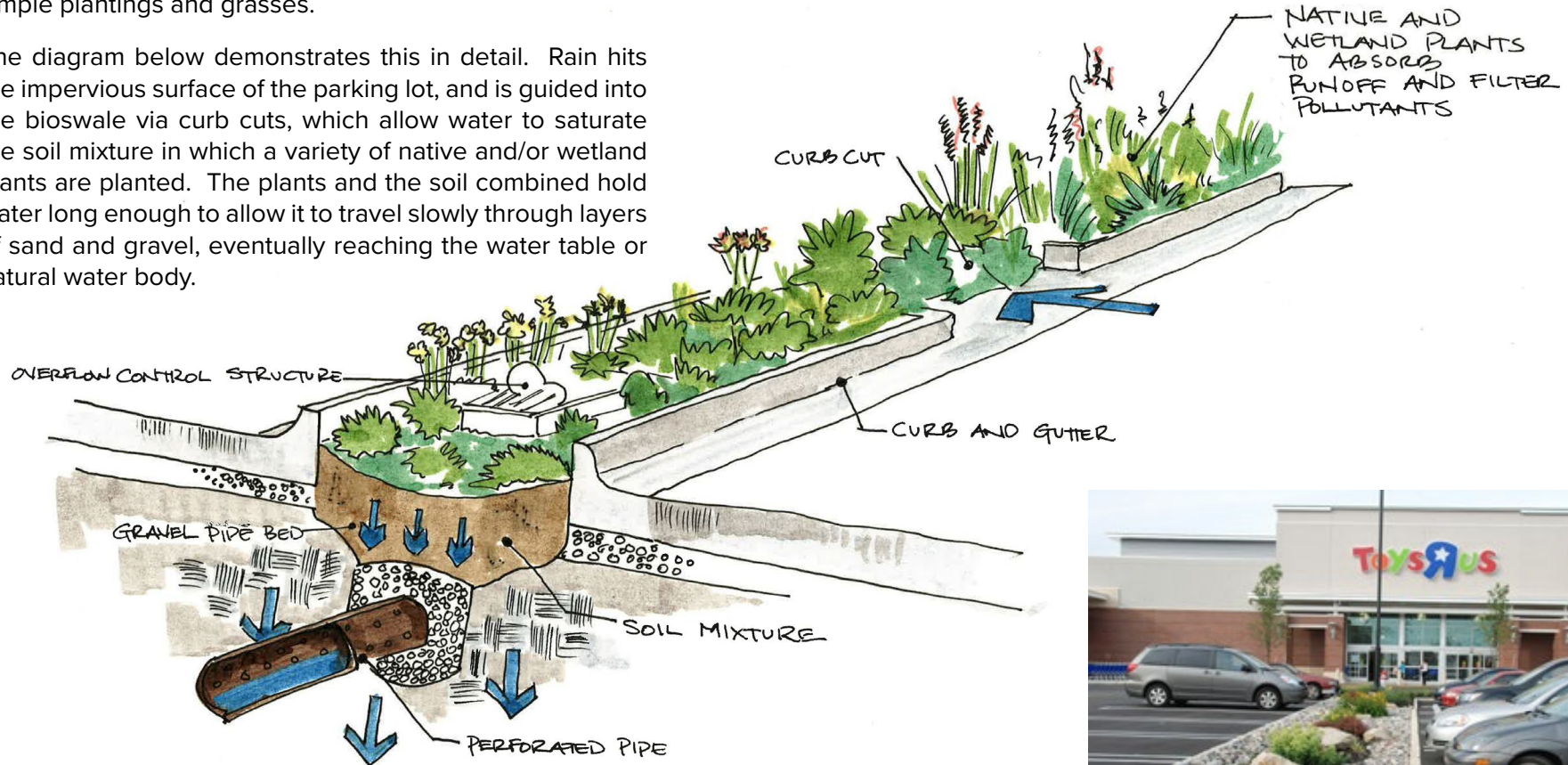
Source: bluegreenbldg.org



Bioswales: What are they? How do they work?

Bioswales are another method of trapping stormwater and allowing it to slowly sink into the ground, rather than letting it run off site and into storm sewers and water bodies. They are similar to rain gardens, but linear and often incorporate simple plantings and grasses.

The diagram below demonstrates this in detail. Rain hits the impervious surface of the parking lot, and is guided into the bioswale via curb cuts, which allow water to saturate the soil mixture in which a variety of native and/or wetland plants are planted. The plants and the soil combined hold water long enough to allow it to travel slowly through layers of sand and gravel, eventually reaching the water table or natural water body.



Above: in the parking lot of Horsham Gate shopping center, Horsham Pennsylvania.

IMPLEMENTATION

The purpose of this study is to take an advance look at existing conditions and area demographic characteristics that together may open transformative opportunities for the corridor. Many of the Case Study examples featured in the previous Chapter on Design Recommendations focus on revitalization or partial redevelopment of key sites along the corridor which are intended to influence or set in motion a new, renewed development pattern. The larger initiative is a foundational element for the future development of an updated Eastern Midlothian Plan to be undertaken by County staff in subsequent years as part of the 2035 Comprehensive Plan update.

Revitalization Framework

Existing implementation tools for the corridor itself, including strategic public investments and the County's revitalization approach calls for a "place-based" and "community-based" revitalization centering on specific geographic areas and community partnerships to achieve maximum impact. The County approach offers a framework for the Midlothian corridor area that is the subject of this study:

1. School-based revitalization - Providence Middle School, located in the eastern portion of the study area south of Midlothian corridor between Ruthers Road and S. Providence Road is slated for a \$25.9 million renovation project, including major face-lift and wholesale improvements to expand capacity to 1100 students, along with improvements to the athletic fields and parking for the middle school and adjacent A.M. Davis Elementary School. Scheduled for completion in Fall 2018, the project also includes a sidewalk on the east side of Providence Road to just south of Midlothian Turnpike and planned water line upsize and replacements.

2. Coordination - A major component of the comprehensive school bond improvement program implementation is coordination of property maintenance efforts within the residential neighborhoods surrounding the school. A proactive inspection project thus far has involved 800 home inspections to assist property owners compliance with the Virginia Property Maintenance Code.
3. Strengthening community based revitalization - The County Revitalization office is also very involved in assisting in strengthening existing and in the formation of new community organizations, neighborhood associations, and home owner associations which represent the areas around the schools to be improved. The intent is to by building stronger relationships within the neighborhoods and with the County that children will also gain a better sense of community and enhance their own educational success.

Existing Incentives

Incentive Program for Rehabilitation of Residential Properties

In concert with the community based and coordination framework cited on the previous page, the County has adopted an ordinance granting a partial tax exemption for the rehabilitation, renovation or replacement of older residential properties. The exemption is available to approved properties for eight (8) years, and can transfer with the real estate. Qualifications are based on the following criteria:

1. Property is used for residential purposes;
2. Structure is no less than 25 years old, or structures between 15-25 years of age may qualify if the assessment reflects an above normal (10 percent or greater) physical depreciation;



3. The rehabilitation, renovation or replacement must increase the assessed value by more than 10 percent;
4. Renovation, rehabilitation or replacement of multifamily residences must not increase the total square footage by more than 30 percent;
5. The exemption shall apply only to the first 200 percent of increase in square footage due to replacement or rehabilitation for residential structures other than multifamily; and
6. Landscaping, driveways, fencing or other detached improvement do not qualify.

Technology Zone Incentives

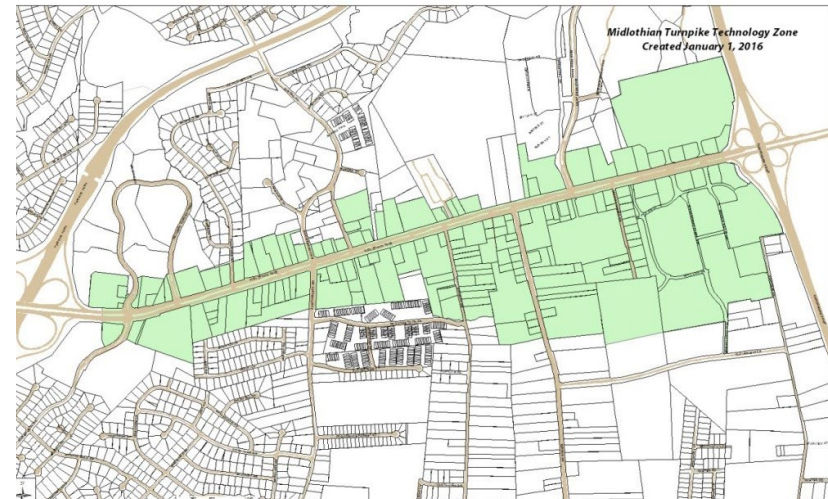
The eastern-most portion of the corridor study area (see exhibit 38) is now designated a Technology Zone which makes certain local incentives available to eligible projects and property owners, including:

1. A partial exemption from real estate taxes for certain commercial, industrial and mixed-use projects, such as:
 - 5-year, up to 100% tax credit on increased assessed value resulting from substantial rehabilitation, renovation or replacement of properties 15 years or older
 - For motel/hotel properties older than 35 years, improvements must result in at least a 15% increase in the assessed value of the property
2. 5-year, up to 100% exemption from Business, Professional, & Operations Licensing (BPOL) fees for companies new to Chesterfield or partial exemption for those relocating to the Technology Zone
3. County coverage of industrial or commercial utility connection fees up to the capital cost recovery fee for a 5/8-inch meter charge
4. County waiver of the cost of site plan review fees, land disturbance permit fees, sign and/or building permit fees

5. 5-year, up to 100% Machinery & Tools (M&T) tax for businesses locating or expanding in a Technology Zone, with certain stipulations by the Commissioner of Revenue
6. County waiver of rezoning fees for any office, commercial, or industrial use within a Technology Zone in compliance with the Comprehensive Plan.

This Technology Zone area has been a part of the former Enterprise Zone established in 2008 through the Commonwealth. With the expiration of the Enterprise Zone at the end of 2015, the local Technology Zone was created using essentially the same footprint. From 2008 through 2015, more than \$150 million dollars in private investment creating an estimated 900+ jobs has been realized in this portion of the Midlothian corridor. The Technology Zone incentives will be a central component toward continued revitalization and repurposing of the existing commercial/industrial/mixed-use as featured in the previous chapter of this report.

Exhibit 38. Eastern Midlothian Technology Zone





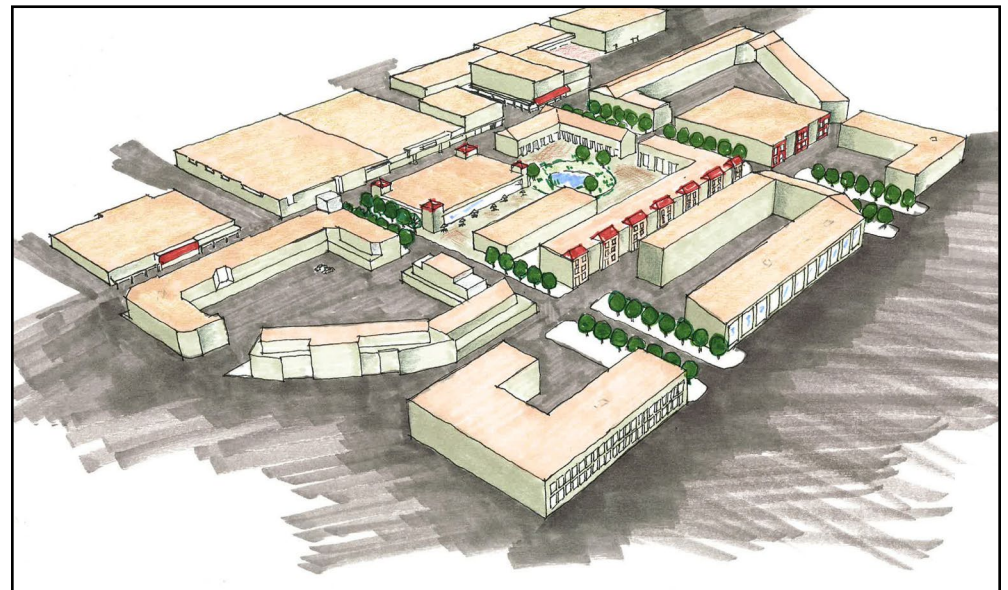
Redevelopment: Thinking Beyond Revitalization

The focus on *Re-Visioning Suburban Commercial* has been to explore options for retrofitting new or adaptive reuse of selected parcels along the corridor, using a variety of illustrative examples, including a large shopping center site, a smaller strip commercial center, a single site occupied by an auto dealer, and interior big-box infill center. In some cases like that of the former Cloverleaf Mall, decline in retail sales, age of building(s), construction quality, vacancy rates and changes in the marketplace, and the life-cycle of a project may dictate the need for wholesale redevelopment. As described by Randall Arendt in his newest edition of *Rural by Design*: “After decades of unattractive, uncoordinated strip development, many retail corridors are losing economic vigor. Although all existing buildings, centers and plazas will eventually be renovated or replaced, many of these strips will be rebuilt with only cosmetic improvements, perpetuating their original mistakes, unless local regulations are updated.”



Cloverleaf Mall on opening day in 1972.

Arendt goes on to say that “most buildings along highway strips were built cheaply with relatively short design-lives, usually no longer than 25 years, meaning that opportunities always exist to replace structures that are ripe for demolition.” Just as the 83-acre former Cloverleaf Mall site is being transformed to be a newer mixed-use Stonebridge development, adjacent commercial shopping centers or single use parcels along the corridor may be best suited for redevelopment. A redevelopment option for the 46 acre Spring Rock Green location which is 65% vacant shows how such redevelopment could be phased over a number of years by infilling the middle and front of the site with retail, office and residential uses as the market dictates to a revitalized level of development. As later phases are developed, surface parking will need to be converted to structured parking which could be driven by the developer’s partnership agreement with the public sector. The following page illustrates this phased-in redevelopment. Increased or enhanced transit service can be a big part of the parking demand equation; transit amenities should be considered with any site planning for ultimate redevelopment.



Isometric drawing of conceptualized redevelopment of Spring Rock Green.

**Existing building footprint****Phase I****Phase II****Phase III**

The illustrations above show how a single or multiple developers could approach the redevelopment of Spring Rock Green. Depending on the structural integrity of the existing shopping center at the back of the lot, existing lot coverage over time by infill “town centers” can create a main street throughout the centers and internal street grid. By Phase II structured parking would have to be incorporated to support the development.



Guiding Principles and Next Steps

The opportunity to fully transform the Chippenham/Midlothian interchange started with the Stonebridge redevelopment, and includes the eastern quadrants in the City of Richmond. A study *Maximizing Potential: Midlothian/Belt Boulevard Corridor Study* completed in August 2014 for the City by the RRPDC for the Midlothian corridor envisions positive redevelopment opportunities for the 119 acre Gresham Woods parcel in the southeast quadrant and recognized the need to providing greater density and height at this location for greater impact. Full development around this interchange would also drive the need to upgrade the access to Chippenham, requiring a companion traffic study to explore options for improving the deficient, out-moded interchange diamond.

Urban Land Institute researchers identify a number of guiding principles for reinventing strip commercial corridors which are very applicable and in practice in Chesterfield along Midlothian Turnpike (see *Planning Magazine* of the American Planning Association, April 2016):

1. Provide tools for leadership and partnerships - Public investment in the Stonebridge development and related corridor enhancements have been a significant reason for the resulting private investment, establishing a strong example for public-private partnerships that will result in improved property values, more efficient land use and transportation improvements, and greater a tax base.
2. Study and anticipate shifting marketing preferences - A different model of mixed use, walkable environments that replace the traditional model of car-served commercial parcels along a long corridor is widely recognized to be more successful.
3. Reduce land zoned for retail - Typical of many growing metropolitan areas, the Richmond area has approximately 3-times the amount of retail square footage that we need. Approximately 18% of the land area located in the study area is zoned for general commercial and served directly from the main corridor.
4. Plan for nodes of concentrated development - Looking ahead at the future revitalization or redevelopment of a highway corridor is served well to support a more nodal or cluster approach to development, pro-actively zoning to support larger nodes at major intersections supported by smaller scale infill between. This pattern has started to emerge along Midlothian Tpke with fairly well-defined nodes at Chippenham, Powwhite and Courthouse/Huguenot Road, provide opportunity for concentration of varied uses at greater depths such as illustrated by the Boulders office park along the western edge of Chippenham extending from Jahnke Rd to Midlothian Tpke, paired with the Stonebridge development.
5. Calm the traffic - The relatively high accident rate within the merge zone of Midlothian west from Chippenham along with the frequent interruptions along the entire corridor which fosters frequent traffic conflicts should be addressed as new, infill and redeveloped land uses replace the existing pattern of development. Accidents can fall by as much as 30 percent when curb cuts are reduced by one-half. Traffic volumes are fairly substantial in the Chesterfield portion of reaching closer to the corridor's design capacity than the City of Richmond segment from Chippenham to Belt Boulevard. This is a factor that will need to be considered as the area redevelops and perhaps can be a driver for expanded transit serving not only the corridor land uses but looping efficiently through the denser nodes such as the Boulders with a loop extending from CJW Hospital - Chippenham Campus down Jahnke Road to Midlothian Turnpike and the Stonebridge development.
6. Create a sense of place - Implementing these planning principles through supportive zoning, incentives, and active partnerships will together create opportunities for place-making, distinguishing the corridor.



Implementation Ideas

1. Public-Private Partnerships - This tool that has been employed in the corridor in conjunction with the Stonebridge and the Western Midlothian Gateway project associated with the new Wegmans Food Markets in the Stonehenge Village shopping center. Public investments in corridor improvements needed to enhance both projects were essentially financed through a special property tax assessment on business properties located within the designated public service district.
2. Tax Increment Financing (TIF) - Taking this public-private partnership arrangement further, the Town Center of Virginia Beach represents a City contribution of \$83.6 million for public parking garages, a plaza, infrastructure, and streetscape features to attract an investment by Armada Hoffler Properties of \$300 million. The City of Virginia Beach brings in \$13.5 million in assorted tax income each year, \$5.2 million of which comes from a special Tax Increment Finance District to repay the city's debt service on the project. Funds are also used for maintenance of the public spaces. Such public-private partnerships work well when three factors are present: 1) the project will be for the public good; 2) it will fulfill a need not currently being met; and 3) it provides a healthy profit potential for the business investment. (Virginia Business, "Public-private partnerships: Developers and localities share in cost of high profile projects", (September 27, 2013).
3. Adaptive Reuse Team - A concerted effort to make adaptive reuse through redevelopment is actively transforming major highway corridors in Phoenix, AZ into vibrant, tax generating businesses. A three-person planning team serves as an "expediter" of rezoning, variances, and other permits which often tangle up small projects, cause delays and cost private investors valuable time. Since 2007, the Phoenix Adaptive Reuse Team has worked actively with developers, small business owners, and other property owners on 351 reuse cases, resulting in 141 completed projects. The team is often the first contact prospective investors make to weigh one property potential against another in terms of the development timeframe



Adaptive reuse project in Phoenix Arizona of an abandoned car dealership site. Source: RRPDC, 2016.

and approval process as a cost factor in the pro-forma. The team works closely with the neighbors in liaison with the city and developer, and has established a process for securing funds from the developer to place in escrow for future off-site improvements to alleviate NIMBY fears should problems actually occur after a business become operational. In one case, an affluent neighborhood feared significant pass-through traffic, noise and spill-over parking from a proposed project which turned out not to be true one year after operation so the escrow was returned to the developer. The neighbors instead experienced a 28% increase in their own property values by virtue of the adaptive use of an abandoned car dealer site which had been an eyesore for years.

