



HAMPTON COMMUNITY PLAN

Land Use & Community Design and Transportation

SUMMARY OF RECOMMENDATIONS
DRAFT
NOVEMBER 2004

Hampton's Community Plan

In January 2003, the City of Hampton, Hampton City Schools, and numerous community partners initiated a broad-based process to review and update both the existing Hampton Strategic Plan (1998) and the 2010 Comprehensive Plan (1989). This effort aims to take a fresh look at what major directions our community must take in order to achieve our vision of "*Making Hampton the Most Livable City in Virginia*." These two documents have served to set many key directions that guide both public and private activity. The Strategic Plan and the Comprehensive Plan will be updated and combined into a single document known as "Hampton's Community Plan."

The first step in preparing the Community Plan was to identify a vision and a series of goals for the community. Eight community-based focus groups were organized to carry out this step of the process. Over two hundred focus group members attended approximately fifty-eight meetings over the course of four months to develop a report called "Vision and Goals for Strategic and Comprehensive Planning." (Copy of this report are available on the City website.) Key findings are summarized below:

Vision:

Customer Delight
Healthy Business Climate
Healthy Growth and Development of Youth
Healthy Neighborhoods
Healthy Diverse Community
Healthy Region
Strong Schools
Youth

Overarching Themes:

Economic Sustainability
Community Partnerships and Engagement
Community Perception, Marketing, and Image
Preparing Citizens for Future Success

Directions for Moving Forward with the Community Plan:

Be Inclusive
Increase Coordination among Critical Issues
Communicate with the Public

Summary of Land Use and Community Design Section

The land use and community design section of the Community Plan is a key tool for achieving the community's vision. This document summarizes this section of the plan in order to promote public review and comment on the draft recommendations before they are considered for adoption by the Planning Commission and City Council.

The land use and community design section serves as an official policy guide for City decisions about physical development. It establishes a framework for future growth by identifying the City's major policies concerning the type and location of future development to meet the vision and goals of the Community Plan. It is a tool for steering both public and private actions. This section of the Community Plan is primarily intended to serve current property owners, potential investors, and City boards and commissions. In combination with other City policies and strategies, this section of the Plan creates predictability and provides confidence for existing land owners and potential investors concerning the future development of the city.

Land use and community design objectives provide additional guidance for City plans and policies.

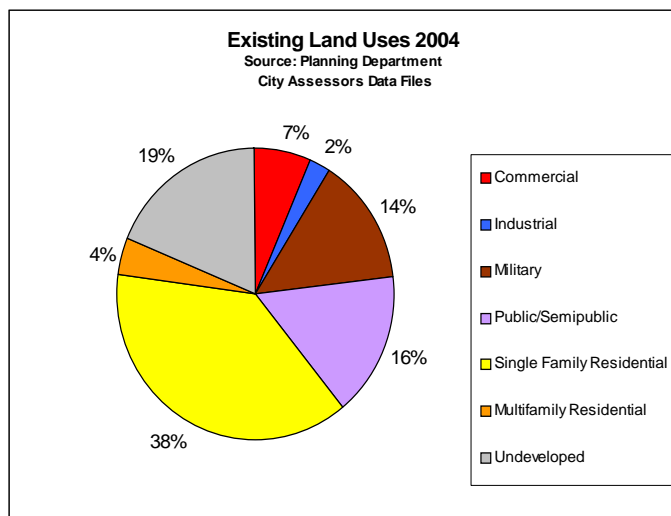
Land Use and Community Design Objectives

1. Promote the efficient use of land. Recognize land as a limited resource.
2. Leverage and promote the effective use of city services, assets and amenities.
3. Promote compatibility and synergy among different land uses.
4. Be responsive to market and demographic trends and opportunities.
5. Protect community appearance, character and design.
6. Recognize land use and transportation relationships.
7. Be responsive to the fiscal and other tax base implications of land use and community design.
8. Recognize environmental constraints and opportunities.
9. Protect real property values.

Existing Conditions

Land use and community design recommendations are greatly influenced by the existing land use and development conditions within the city. These existing conditions are described in the Community Plan and examples are provided below.

Existing Land Use – the mix of existing land uses in Hampton in 2004 is shown in the table below.



Development Potential - The city experienced a significant increase in land development from the 1960's through the 1990's. Much of this development involved the conversion of vacant or agricultural land to residential uses. By January of 2004, it was estimated that only 9.6% (2,878 acres) of the remaining undeveloped land in Hampton was suitable for new development. About one-half of the remaining developable properties (more than 1,400 acres) has been subdivided into parcels smaller than 5 acres. An estimate of how much raw land is still available for new development in the city is shown in the table below.

Acres of Developable Land in the City of Hampton by Parcel Size				
Description	# of parcels	% of total parcels	# of acres	% of all Developable land
Parcels under 0.5 acres	2026	72.05	391.43	13.60
Parcels 0.5 to less than 1 acre	299	10.63	206.18	7.16
Parcels 1 to less than 5 acres	379	13.48	815.97	28.35
Parcels 5 to less than 10 acres	64	2.28	418.58	14.54
Parcels 10 acres or more	44	1.56	1046.11	36.35
Totals	2812	100.00	2878.27	100.00
Sources: City of Hampton Planning Department Development Potential Analysis				

Future Conditions

A number of long range trends affecting the city and the region help to define the City's land use and community design policies. Examples of these trends are summarized below.

Increased Emphasis on Redevelopment - Hampton's low inventory of vacant, developable land will continue to have important implications for revenue growth, service requirements, and future community development strategies. It is expected that redevelopment and revitalization of existing development, including in-fill, will be the main source of growth and change within the city.

Planning for Strategic Investment Areas - Strategic neighborhoods, districts, and corridors serve as the "front door" for surrounding areas of the city. These areas play an important role in defining the overall image of the city and they perform an important function in the economic vitality of the city. Focusing investments in these areas can result in benefits for the entire city. Strategic investment areas include Coliseum Central, Downtown, Buckroe, and Phoebus, and the Kecoughtan Road and N. King Street corridors.

Expanding Opportunities for Housing - Hampton is a city of neighborhoods. Residential land is expected to remain the dominant land use in the city. The quality of the city's neighborhoods and the housing stock within them are key quality-of-life indicators. The ongoing aging of the city's housing stock and the growing demands for alternative housing types will continue to be important trends influencing land use and community design policies.

Summary of Recommendations

The City of Hampton contains over 49,000 parcels. The proposed land use for most of these parcels has not changed from what was recommended in the 2010 Comprehensive Plan. Many of the parcels that have a new land use recommendation were changed to reflect the existing use of the parcel. The major changes in proposed land use from the 2010 Plan are summarized below along with a brief statement explaining the recommended change.

Key Changes in Land Use Definitions & Categories

"Residential Transition" is no longer a land use category. This change promotes a *Healthy Business Climate* and *Economic Sustainability* by encouraging commercial development within existing districts, retail centers, and commercial corridors. It also promotes *Healthy Neighborhoods* by discouraging incompatible land uses.

"Open Space" is a new category. This change recognizes that environmentally sensitive areas pose some limitations for new development. These areas also add aesthetic value and improve the quality of life in existing neighborhoods and districts which promotes *Healthy Neighborhoods* and a *Healthy Business Climate*.

"Military" is a new category. This change recognizes the unique land use and economic implications for Hampton of large federal facilities such as Fort Monroe, Langley Air Force Base, and the NASA Langley Research Center.

The definition for “Business/Industrial” has been expanded. This change provides for a wider range of employment uses and protects designated areas for creation of high-wage jobs. It promotes a *Healthy Business Climate* and *Economic Sustainability* by recognizing the movement from a manufacturing to a knowledge-based economy.

The range of residential densities has been expanded. This change provides a more accurate description of existing housing densities and protects existing single family residential areas. It also provides for a wider variety and mix of housing types and densities and promotes low-density, high-value housing in sensitive environmental areas. Promotes *Healthy Neighborhoods* and *Economic Sustainability*.

“Mixed-Use” replaces “Commercial/Mixed-Use”. This change promotes the creation of true mixed-use districts - particularly in the City’s strategic investment areas. It promotes a *Healthy Business Climate*, *Healthy Neighborhoods*, and *Economic Sustainability* by promoting a balance of residential, commercial, and public uses.



Proposed view of redeveloped Coliseum Mall: New streets and mixed-use buildings will create a pedestrian oriented center within the District—Coliseum Center Master Plan.

Key Changes in the Proposed Land Use Map

Buckroe - change from High Density Residential to Mixed-Use and Medium Density Residential. Provides the flexibility to promote a mix of options as the Buckroe Master Plan process moves forward. Promotes investment in adjacent residential neighborhoods.

Coliseum Central - change from Commercial/Mixed-Use to Mixed-Use and High and Medium Density Residential. Promotes the creation of a true mixed-use district as envisioned in the Coliseum Central Master Plan. Promotes investment in adjacent residential neighborhoods.

Downtown - change from Commercial/Mixed Use to Mixed-Use and Medium Density Residential. Promotes the creation of a true mixed-use district as envisioned in the Downtown Hampton Master Plan. Promotes investment in adjacent residential neighborhoods.

Phoebus - change from Commercial/Mixed-Use to Mixed-Use and Medium Density Residential. Provides the flexibility to promote a mix of options in anticipation of the upcoming update of the Phoebus Master Plan. Promotes investment in adjacent residential neighborhoods.

Kecoughtan Road Corridor - removed the Residential Transition designation. Recommends a range of Low, Medium, and High Density Residential with Commercial and Mixed-Use at key nodes or intersections. Promotes a *Healthy Business Climate* and *Economic Sustainability* by encouraging commercial development within established retail centers and commercial nodes. Promotes *Healthy Neighborhoods* by discouraging incompatible land uses.

King Street Corridor (from I-64 to Langley Air Force Base) - removed the Residential Transition designation. Recommends a range of Low, Medium, and High Density Residential with Commercial and Mixed-Use at key nodes or intersections. Promotes a *Healthy Business Climate* and *Economic Sustainability* by encouraging commercial development within established retail centers and commercial nodes. Promotes *Healthy Neighborhoods* by discouraging incompatible land uses.

Brick Kiln Creek Area (north of Armistead and west of Wythe Creek Rd.) - replaces some Business/Industrial and Low Density Residential with Open Space and Rural Residential. Recognizes the environmental constraints to development in this area and the potential for high-value, low density housing.

Fox Hill Commercial (on Beach Rd from Johnson Rd. to Canal Rd.) - some limited changes from Commercial to Rural Residential to reflect existing uses. Recognizes the limited potential for new commercial uses and protects the historic rural character of this area. Promotes high value, low density housing.

LaSalle Avenue at Tide Mill Lane - from Low Density Residential and Public/Semi-Public to Open Space, High Density Residential, and Rural Residential. Recognizes recent multi-family housing developments in the area. Recognizes environmental constraints to development and the potential for high-value, low density housing.

Big Bethel Road North (from I-64 to Semple Farm Rd.) - from Low Density Residential, Commercial and residential transition to Rural Residential and Open Space. Promotes commercial in existing commercial nodes and centers along Big Bethel Rd. Recognizes the environmental constraints to development in this area and the potential for high-value, low density housing.

Net Center (5200 Mercury Blvd) - from Commercial to Business/Industrial. Recognizes the transition of this area from a retail uses to employment center as well as opportunities for higher-value, higher-density mixed use area.

Pembroke Avenue Corridor (West) - some limited changes from Business/Industrial to Medium Density Residential and Commercial. Recognizes a number of land use changes that have occurred in this area. Promotes investment in adjacent residential neighborhoods.

Sunset Creek (south side of Sunset Creek east of Kecoughtan Rd.) - from Business/Industrial to Mixed-Use, Commercial, and High Density Residential. Promotes the continued transition of this older waterfront industrial area to a higher value, higher density mixed-use waterfront.

Summary of Transportation Section

The transportation section of the Community Plan identifies policies, projects, and program improvements to guide the management and development of Hampton's network of transportation facilities and services. This network is intended to accommodate the movement of people and goods using all methods of transportation – from walking to air travel. The Plan includes recommendations to address existing priority deficiencies, future demands generated by anticipated development within the city, as well as regional transportation trends. The Plan takes a comprehensive and long term perspective on Hampton's local, regional, national, and international travel demands. As such, the Plan is not intended to provide detailed recommendations regarding the design, construction, or operation of specific transportation facilities and services.

Hampton's transportation system is designed to balance a number of sometimes competing interests, including safety, level of service, construction and operating cost, community character, environmental impacts, system capacity, operating efficiency, and convenience.

Transportation Planning Objectives

1. Encourage transportation choices for city residents and visitors.
2. Promote integration among transportation methods.
3. Be flexible in response to changing future conditions, including: population characteristics, economic conditions, and technology.
4. Integrate the transportation plan with the other elements of the Community Plan.
5. Use transportation improvements to support economic development and to implement master plans for strategic investment areas.
6. Recognize the regional, national, and international nature of transportation services and facilities.
7. Promote transportation facilities and services that are attractive, efficient and environmentally sound.
8. Balance the needs of residents, employers, employees, and visitors for safety, convenience, and efficiency in a variety of transportation methods.
9. Promote a high level of safety for motorists, pedestrians, and bicyclists on the city's road network.
10. Promote mobility for people with special needs: young people, seniors, people with low incomes, and people with disabilities.
11. In addition to adding system capacity, manage travel demand whenever appropriate.
12. Recognize the potential for transportation corridors to also function as public open spaces such as linear greenways.
13. Promote aesthetically pleasing transportation corridors that are well-designed and landscaped.
14. Maintain the existing transportation system and promote efficient system management.
15. Promote transit-ready development.

The plan for transportation is also integrated with the other elements of the Community Plan, including plans for land use and community design, housing and neighborhoods, community facilities, and environmental stewardship.

A regional approach to some transportation issues is needed to avoid local solutions that shift the problem elsewhere within the region or that produce other unintended consequences. Some of the issues that are addressed at the regional level include planning for interstate highways, tunnels, and transit alternatives; managing air quality from transportation sources; and evacuation planning for hurricanes and other emergencies.

Federal regulations require that urbanized areas with a population of 200,000 or more have a regional transportation planning process governed by a Metropolitan Planning Organization (MPO). The Hampton Roads Planning District Commission (HRPDC) serves as the MPO for the region.



View of Interstate 64 at the bridge-tunnel approach— Improvements to regional transportation infrastructure are key to Hampton's future vitality.

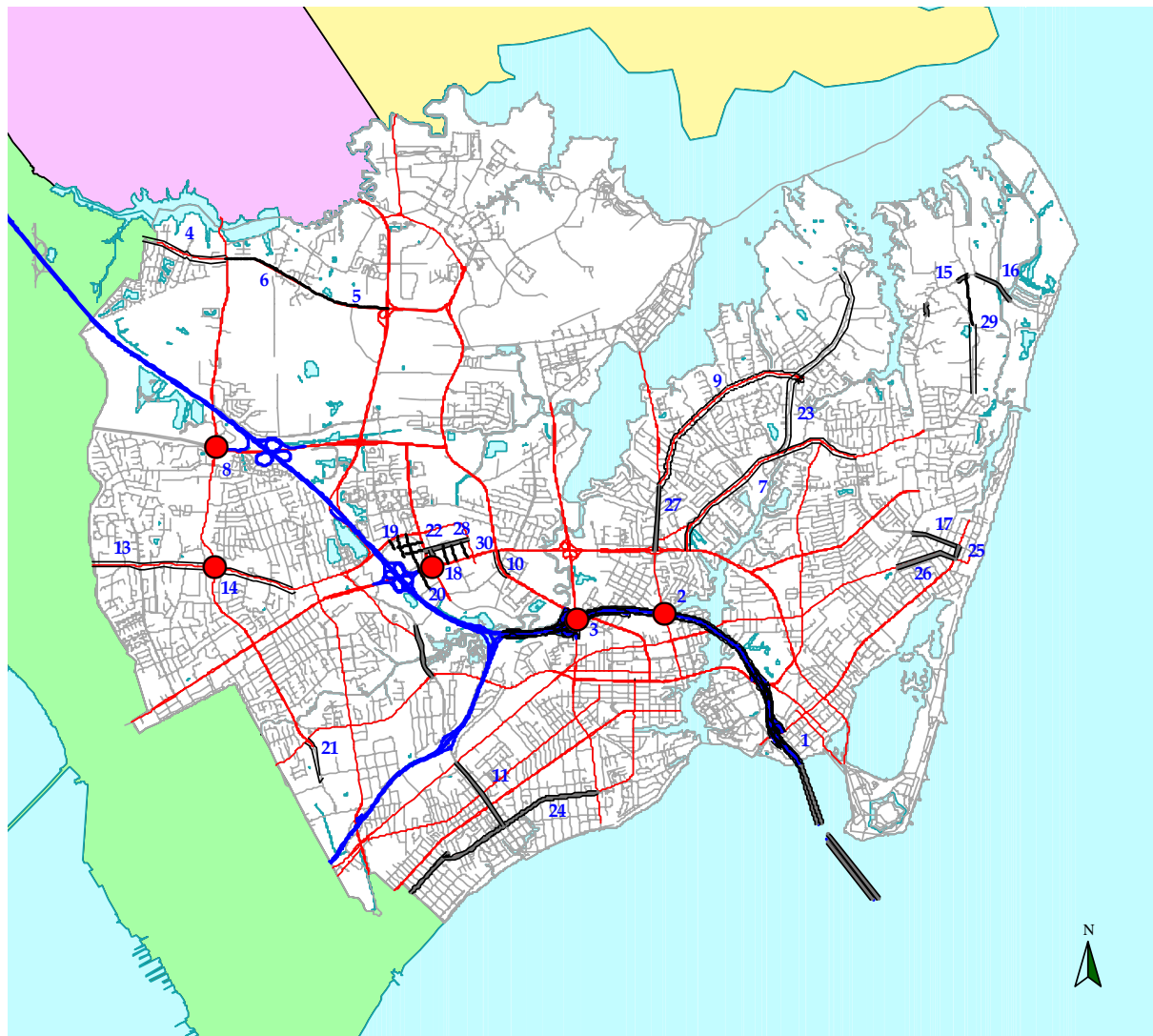
Future Conditions

A number of long range trends affecting the city and the region help to define the transportation section of the Community Plan. Examples of these trends are summarized below.

Funding Constraints – The Hampton Roads Planning District Commission (HRPDC) has documented a significant funding shortage to address existing and future transportation needs within the region. According to the HRPDC, \$26 billion in unmet transportation needs were identified in the region's 2026 Long Range Transportation Plan.








Growth in Travel Demand - A major national and regional transportation trend is the increasing amount of travel that the average person experiences. Growth in travel on our road network continues to far outpace growth rates in population and employment. On average, people are making more trips, longer trips, and with fewer people per vehicle.

Transportation Plan



Features

Road Projects 2005-2025

-  EXTENSION/NEW ROAD
-  ROAD IMPROVEMENT
-  WIDEN FACILITY
-  Intersection Improvements
-  Interstate
-  Arterial
-  Local

Hampton Community Plan Transportation Element

Data Sources:
Planning Department
City of Hampton, Geographic Information Services
ESRI Geographic Data



City of Hampton
Planning Department
October 2004

Improvements to the Road Network

The first step in identifying improvements to the road network is to identify the areas of greatest need. The objective is to address transportation challenges as well as land use and economic development opportunities. A list of critical transportation corridors and districts was developed using existing plans and studies and the City's list of strategic investment areas.

Critical Transportation Corridors and Districts:

- | | |
|----|---|
| A. | Interstate 64 Corridor |
| B. | East-West Corridor: North Armistead to King Street |
| C. | North-South Corridor: Big Bethel Road |
| D. | North-South Corridor: Magruder/Coliseum/N. Armistead |
| E. | East-West Corridor: Little Back River/Fox Hill/Harris Creek |
| F. | North-South Corridor: Old Buckroe /Woodland |
| G. | Coliseum Central District |
| H. | Downtown Hampton District |
| I. | Kecoughtan Corridor |

Local and regional transportation plans and studies were used to identify and evaluate existing deficiencies in the road network as well as potential future transportation challenges. The City's 2010 Comprehensive Plan, adopted small area plans, and the City's list of strategic investment areas were used to identify land use and economic development opportunities.

Proposed improvements to the road network include several different types of projects: road widening and extensions, construction of new alignments, intersection improvements and general improvements or upgrades (e.g. pipe ditches, curb and gutter, realignments, etc.)

A list of critical transportation corridors and districts provided a conceptual framework for developing a more detailed list of proposed road improvement projects. The critical transportation corridors and districts are identified below.

Potential road projects were identified to address the challenges within these critical transportation corridors and districts. Identified projects were evaluated and prioritized using the following criteria:

- **Community Development** – implements specific district, neighborhood, or corridor plan objectives.
- **Safety** – increases safety for vehicle occupants, pedestrians, bicyclists, and/or property owners.
- **Level of Service** - increases service level (facility or system) through improved access, convenience, and/or reduced congestion.
- **Regional Access** – improves regional access to City facilities, districts, and uses that have a city-wide and/or regional service area.
- **Cost Effectiveness** – provides the most cost-effective solution to the transportation problem or opportunity.

The evaluation process also considered financial constraints based on expected levels of local, state, and federal funds. Imposing this funding constraint on the prioritized list of potential projects resulted in the final recommendation for improvements to the road network.

Projects are grouped in the following two categories:

- **2005-2025 Projects** – These projects are identified as being the most critical for meeting the city's needs, and as capable of being funded within the estimated 20-year financial constraint (see Transportation Map).
- **Future Projects** – These projects are identified as key projects to the City's future; however, funding is not expected to be available based on the estimated 20-year financial constraint.

2005-2025 Projects

1. Hampton Roads Bridge Tunnel/I-64 Widen (I-664 to Norfolk)
2. King Street Interchange/Rip Rap extension
3. N. Armistead/LaSalle Interchange
4. Saunders Road - Widen (Big Bethel to Newport News City Line)
5. Commander Shephard Boulevard Phase 1
6. Commander Shephard Boulevard Phase 2
7. Fox Hill Road - Widen (Old Fox Hill to Nickerson-add center turn lane)
8. Hampton Roads Center Parkway/Big Bethel Grade Separation
9. Little Back River Road - Widen (N. King to Harris Creek Rd)
10. N. Armistead Avenue Phase 1B (New Link Road to Mercury)
11. Powhatan Pkwy - Upgrade (Pembroke to Kecoughtan)
12. Power Plant Pkwy - Upgrade (Briarfield to Pine Chapel)
13. Todds Lane - Widen (Aberdeen to NN City Line—add center turn lane)
14. Todds Lane/Big Bethel - Upgrade Intersection
15. Beach Road - Straighten curves @ various locations
16. Beach Road - Upgrade (Canal Road to Long Creek Bridge)
17. Buckroe Avenue - Upgrade (Old Buckroe Road to beachfront)
18. Coliseum/Mercury Flyover Removal & Intersection Improvements
19. Coliseum Mall Redevelopment - Road Extensions on mall property
20. Commerce Drive - Extend (Convention to Cunningham)
21. E Street - Upgrade/widen (58th to Briarfield Road)
22. Enfield Road - Upgrade (Von Schilling to Mercury)
23. Harris Creek Road - Upgrade/widen (Gloria Dei to road end)
24. Kecoughtan Road - Upgrade (Lasalle to Newport News City Line)
25. Mallory Road - Upgrade (Pembroke Ave. to Buckroe Ave.)
26. E. Pembroke Avenue - Upgrade (Old Buckroe Road to Mallory Road)
27. N King Street - Upgrade (Mercury to Little Back River)
28. Riverdale Center Redevelopment - Road Extensions on center property
29. Silver Isles Boulevard. - Upgrade/widen (Hall Road to Beach Road)
30. Von Schilling Drive - Upgrade (Cunningham to Coliseum Mall)

Contacts for Additional Information

Planning Department (757) 727-6140
Website www.hampton.gov/community-plan/