PREPARED FOR
City of Hampton

FUNDED BY
City of Hampton

CONSULTANT TEAM
Urban Design Associates
Zimmerman/Volk Associates, Inc.
Economics Research Associates

BUCKROE MASTER PLAN
STEERING COMMITTEE
Abbey and Lee Anderson
Rick Bagley
Frank Blake
Alice Callahan
Bill Ernst
Jim Haug
Amy Hobbs
Frank Huff
Joanne and Mert Ingram
Judy and Tom Paetschides
John Pickin
Bill Sykes
Jim Thompson
Pete Wells
Stephanie White

CITY COUNCIL
Ross A. Kearney
Mayor
Joseph H. Spencer
Vice Mayor
Randy A. Gilliland
Angela Lee Leary
Charles N. Sapp
Turner M. Spencer
Rhet Tignor

PLANNING COMMISSION
Timothy B. Smith,
Chairman
Perry Pilgrim
Vice-Chairman
Regina Bearboy
Ralph A. Heath, III
Angela Leary
Jesse T. Wallace
James A. Young

A special thanks to the Buckroe Civic Association, as well as the many Buckroe neighborhood residents, who gave their time, input, and energy into this effort.
Table of Contents

**EXECUTIVE SUMMARY** 1

**PROCESS & ANALYSIS** 6
- History and Culture
- Architectural Precedents
- Urban Form
- Residential Market Potential
- Commercial Market Potential
- Strengths, Weaknesses, and Visions

**DESIGN PRINCIPLES** 17

**FRAMEWORKS** 18
- Streets and Open space
- Character Areas

**INITIATIVES** 22
- The Bayfront
- Buckroe Avenue
- Pembroke Avenue
- Mallory Street
- Infill Housing

**IMPLEMENTATION** 42
List of Amendments
Adopted by City Council

January 11, 2006 - "Streets and Open Space" section - page 19
January 11, 2006 - "The Bayfront Development Blocks" section - page 26
January 24, 2007 - "Executive Summary: Bayfront Initiative" section - pages 3 – 4
January 24, 2007 - "Design Principles" section – page 17, graphic only
January 24, 2007 - "Frameworks: Streets and Open Space" section – pages 18 – 19
January 24, 2007 - "The Bayfront" section – pages 23 – 29
Executive Summary

Great places build upon their inherited strengths. They evolve organically and incrementally over many years and are rarely built by a single interest. Usually they emerge from divergent interests that share a common vision. Our most revered places have changed incrementally with each generation building upon the strengths of the previous generation. Community change, while difficult and destructive to some communities, can also be embraced as an opportunity to shape one’s own future.

Buckroe is a community with a unique history and a wealth of inherent strengths. It is also a community on the cusp of significant change. Buckroe is not a community for whom change is new. It is a resilient community that has a history of embracing changes and challenges. The purpose of this Master Plan is to help Buckroe identify its strengths, leverage them, and to use them to outline its own future.

Buckroe’s primary strengths are its natural features – especially its waterfront and its diversity. Buckroe Beach is one of the only true beachfront communities on the Peninsula. The beach and park are unlike any other public space in the region. It is a place where all types of people meet and mix; where people come to experience the majesty of living on the Chesapeake Bay. It is a place where families come for the day, the weekend and the summer to create memories and traditions. Recently, as the community has become a full-time residential neighborhood, the beach and the park have become a place where residents play and relax. The playground, boardwalk, dog park, and park pavilion have become essential parts of many people’s daily lives.
Another of Buckroe’s strengths is its diversity. The neighborhood has developed incrementally, over many generations. It is not a community with one type of person. It is many things to many people. Once a beach town, and now a neighborhood in Hampton, Buckroe has many faces. This diversity is best seen in the buildings and landscapes that make up the community. The core of the neighborhood, and one of its faces, is the original town of Buckroe. Its buildings and landscapes are unique and decidedly different from the Salt Ponds or the area to its south between Mallory Street and Pembroke Avenue. These three faces of Buckroe give it the eclectic and unpredictable character that makes Buckroe unique and authentic.

Buckroe is on the cusp of change. After years of transition following the closing of the Amusement Park, Buckroe has emerged as a highly sought-after community. The City is keenly interested in investing in the community to diversify the City’s relatively limited variety of housing stock. Public funds have been committed to several projects such as re-building the fishing pier and replenishing the beach, key property acquisition, new streets, and open space improvements. Investors from Hampton Roads and elsewhere have discovered Buckroe as one of the last “undiscovered” beach communities along the eastern seaboard.

Ironically, the remarkable strengths of Buckroe are at risk because they are fragile. Along the eastern seaboard there are too many examples of beachfront communities destroyed by over-development and inappropriate development. The citizenry and stakeholders in Buckroe are aware of these examples and reiterated to the planning team throughout the process that their vision for Buckroe is to remain a residential beachfront community, not to become the Virginia Beach of the Peninsula. They accept their role as Hampton’s Beach, but desire to be a family-oriented community that maintains its eclectic and authentic character.

## OPPORTUNITIES AND ASSETS

- History of a coastal town within the City
- Unique coastal architecture
- The City’s commitment to neighborhood planning
- Strong market for private redevelopment
- Access and adjacency to public beaches and wetlands
- City-owned property on the waterfront
- Well-organized and included neighborhood organization

## CHALLENGES AND LIABILITIES

- Underutilized and vacant property on the waterfront
- Poorly maintained properties
- Poor entries and gateways to the neighborhood
- Land-banked property has become de facto parks and parking lots
- Low elevations which cause periodic street and yard flooding
- Balancing City-wide interests with neighborhood interests

The Master Plan recommendations represent the next generation of public and private improvements.
The key to achieving this vision will be a commitment to sensitively redeveloping underutilized properties, improving entrances to the community, and diversifying the open spaces in the neighborhood. The Master Plan proposes a framework of streets, open space, and development patterns that can be used to strategically guide future public and private investments. These frameworks will create a connected community with neighborhood scaled streets and parks as their foundation. In addition the Plan includes the following five Initiatives

The Bayfront Initiative

Buckroe will remain Hampton's beach. The beach and the park will remain the public center of the community. The fishing pier will be rebuilt with a restaurant and supporting facilities and the beach will be replenished, effectively doubling its width. The boardwalk will be extended south to the fishing pier, completing the promenade along the beach.

Vacant, underutilized and derelict properties along the Bayfront will be redeveloped with low-scale residential uses at a range of price points. The buildings will draw on Buckroe's coastal architectural traditions. New buildings will be noted for their generous porches and balconies, tower elements, and roof top watch. Their materials will be "of the beach." Weathered clapboard, shingles, shutters, crushed aggregate, seashells, succulent shrubs, beach grasses, and wind-swept coastal trees will be used to create a unique but familiar environment.

A new building, reminiscent of the architecture of the old Buckroe Hotel, will be built along the northwest corner of Buckroe Park. This building will anchor the east end of Buckroe Avenue and will have views across the park and towards the water.

Overall Design Strategy

- Connect investments through a framework of parks, open spaces, and street improvements
- Diversify the neighborhood open spaces
- Improve the entrances – Mallory Street, Buckroe Avenue, and Pembroke Avenue
- Leverage the public assets – the beach, the bayfront, the wetlands, and the neighborhood history
- Reinforce the center of the community – the park, the beach, and Buckroe Avenue
- Celebrate the delicate fabric of Buckroe with sensitive infill development

Initiative Areas

1. The Bayfront Initiative
2. Buckroe Avenue Initiative
3. Pembroke Avenue Initiative
4. Mallory Avenue Initiative
5. Infill Housing
Development around the perimeter will not jeopardize the public nature of the park and beach. They will forever remain public, an amenity for the neighborhood and the City. Over time, the park will be improved with redesigned parking, improved pedestrian walkways, an entry plaza, and additional shade structures adjacent to re-built playgrounds. The redesign of the park will maintain the pavilion and it is expected to continue to be home to large gatherings throughout the summer.

Buckroe Avenue Initiative

Buckroe Avenue will be re-established as the heart of the community. The western end will become a significant gateway with a new school and new community center and housing near the intersection of Old Buckroe Road and Buckroe Avenue. The wetlands at the headwaters of Salt Ponds will be restored and become an inland public space. The wetlands will be improved as a community amenity and an address for new development. The new open space could contain low-impact paths and trails as passive recreation that connects into the new school and community center campus. The park will be protected from the winds off the Chesapeake Bay and will be programmed for uses appropriate to the neighborhood. Underutilized and derelict properties will be incrementally acquired over the next several years to assemble land for the new school and community center.

Buckroe Avenue will be revitalized as the neighborhood’s main street. It will remain the core of the community with convenience retail and service uses, beach-oriented stores, and new restaurants. Buckroe Avenue will be anchored on its east end with an iconic building echoing Buckroe’s historically significant architecture overlooking Buckroe Park.
Pembroke Avenue Initiative
The Pembroke Avenue Corridor will be improved with redeveloped commercial properties and new housing. The Buckroe Shopping Center will be re-positioned with a new mix of uses and out-buildings to create a pedestrian-friendly street and appropriate gateway to the community. Pembroke Avenue will be improved with landscaping, new crosswalks, and signage. New streets will be aligned across Pembroke Avenue in order to create regular intersections and to join the neighborhoods on both sides.

Mallory Street Initiative
Mallory Street, the southern approach to Buckroe, is well-maintained and presents a positive image of the community. Key properties, however, are likely to be redeveloped in the near term in order to remove the blighting influence at this important gateway. The plan proposes new residential developments along both sides of the corridor. The new housing will blend into surrounding neighborhoods and will create public spaces at their centers. New developments along Mill Creek will establish new open space with trails, paths, and restored wetlands.

Infill Development Initiative
Given the substantial demand for new housing in Buckroe and the importance of maintaining an affordable housing stock, the plan offers guidelines for development of housing on infill lots, as well as additions and renovations to existing homes. The purpose of these guidelines is to maintain the affordable housing stock while preserving the essential character of the community. The guidelines describe various sub-areas of Buckroe, their essential elements, appropriate architectural styles, materials, and proportions. The City will implement the guidelines by tying them to incentives for builders, buyers, and owners in Buckroe.

Implementation
The Buckroe Master Plan will be implemented by stakeholders and investors. Upon completion, the community will become a stabilized, mixed-income, mixed-use residential neighborhood while also enhancing its role as the location of Hampton’s beach.

Primary projects to be completed within three years of adoption of this plan will be a new fishing pier, extended boardwalk, improved park edges, new housing overlooking the park, and new infill housing.

In addition to the above stated physical result, implementation of the Master Plan will create a legacy of partnerships between the community, the City, and the private market. The plan should not be thought of as a way to spend public resources; rather, it should be thought of as a way to form partnerships, increase investor confidence, raise capital, and stabilize a community.

The ideas set forth in this plan come from the vested interests of the community’s diverse body of residents and investors. The realization of these ideas relies on a coordinated, cooperative, and active public sector working in tandem with investors at all scales, from homeowners to developers to bankers. The result of this public/private partnership will be a vital Buckroe, a place which embodies its history and diversity, as well as the future aspirations of the community.
BUCKROE IS A DIVERSE COMMUNITY, with residents and stakeholders representing a range of backgrounds, lifestyles, and interests. Stakeholders consist of long-time residents, temporary seasonal residents, recent residents, business owners, investors, and visitors to the community.

Because the range of interests is so diverse, public participation and transparency in the planning process is critical. An open process becomes the foundation for building consensus and increasing investor confidence in an area. The Master Planning process engaged a diversity of stakeholders through the outreach efforts lead by City Staff and the Buckroe Civic Association. The open process helped to assure the Plan is a manifestation of the diverse opinions of the community and is a consensus vision for the community.

The Master Plan process was guided by a Steering Committee. The Steering Committee consisted of residents and business owners. The Steering Committee provided input to the planning team at important points in the process. In addition, the planning team solicited input from the general public through public meetings and open houses.

The first phase of the master planning process, from July 2004 to September 2004, was dedicated to exploring the study area and listening to stakeholders. The planning team collected both hard data and soft data. Hard data consists of mapping, photography, and analysis of the physical conditions of the community. Soft data consists of the stories, the culture, and the aspirations of the stakeholders. All participated in “dotmocracy,” a process where the strengths and weaknesses of the community and the surrounding areas are physically identified. The resulting maps help the planning team identify what elements should be supported and built upon, as well as which parts of the community are liabilities to be addressed.

The second phase of the process, or the exploring phase, was highlighted by a week-long design workshop held in St. Joseph's Catholic Church in Buckroe. During the workshop, the planning team met regularly with stakeholders and generated design alternatives to explore alternative futures for the community. The design workshop culminated in a public meeting where alternatives were presented. The public was asked to comment on the alternatives in order to further shape the plan.

Throughout the fall, the planning team, together with the Steering Committee and City staff refined the plan and produced a draft report for public review. The draft report was presented to the planning commission and adopted by City Council in March 2005.
History & Culture

Buckroe has a colorful and distinguished past that is marked by change and resiliency. The community was originally settled in the 1600s as an English Colony. It was not until the late 1800s that Buckroe became a summer destination. At the turn of the 20th Century, the Buckroe Amusement Park opened, stimulating a vibrant summer economy and development of a community of summer cottages.

The community remained unincorporated, lacking municipal services and maintenance until 1952. Development was scattered and uncoordinated. Homes that were built as summer cottages were converted to full-time residences.

Between World War II and 1980, new interstate highways, bridges, and tunnels joined the separate cities in Hampton Roads into a single regional economy. Once distant locations such as Virginia Beach and the Outer Banks suddenly were a short trip away. New attractions, such as Kings Dominion and Busch Gardens, seized upon the increased regional mobility by taking market share from Williamsburg, Richmond, and Hampton Roads. The amusement park finally closed in 1985. The City purchased the land, built a park, improved the beach, and land-banked the remainder of the property for future development.

Buckroe’s varied past has created a range of stakeholders in the community. Many view Buckroe as home and a place to raise a family. Others view it as a second home, a place to spend the summer and long weekends. Still others, especially residents throughout Hampton and the Peninsula, view it as a beach and entertainment destination.
Buckroe Master Plan: Hampton, Virginia | March 2005 | Urban Design Associates

**Architectural Precedents**

Buckroe was settled by English Colonials in the seventeenth century and evolved a rich variety of beachfront architecture over its history. Though few historic buildings remain today, documentation in photographs and postcards illustrate its rich architectural history.

Always an area for visitors and permanent residents alike, one of Buckroe’s most famous and beloved buildings was the Buckroe Beach Hotel built in 1897. Seizing upon the area’s growing popularity, as well as the construction of a streetcar line ending at Buckroe Beach, this building became well-known to the many visitors and residents of Buckroe and Hampton. The two-story hotel was built in a loose Victorian style, with a long front porch and generous balconies affording its rooms views out to the beach and Chesapeake Bay.

Many larger houses in both the Colonial and Victorian styles were built along the edge of the Bay. These houses were built in the massing and style typical for houses all along the Chesapeake Bay up through northern Virginia and Maryland. Buckroe’s architectural traditions relate much more to an eastern, coastal architecture than some of those forms present in the Tidewater region. Coastal houses possess such architectural elements as porches and many dormers to take advantage of views of the neighboring beach and beyond.

**Chesapeake Bay Style**

A Colonial and Victorian architecture characterizes the towns and cities along the length of the Chesapeake Bay.

**Buckroe Style**

Historically, the larger buildings in Buckroe have been based upon simple massing, but are punctuated with many porches, awnings, and dormers to both articulate the facades and break down their larger scale.

**Historic Buckroe Images**

The Buckroe Beach Hotel (top) was a landmark and center for community life for many years. Houses lined the Chesapeake Bay historically, and their architectural styles ranged from Colonial to Craftsman.
Urban Form

The consultant team collected hard data in order to better understand the study area, as well as to illustrate to city residents the myriad assets and natural patterns found throughout the community. A UDA X-Ray® drawing isolates a physical element of land use, such as streets, for example, to illustrate patterns and opportunities difficult to perceive when combined in a single drawing. By studying various natural and man-made systems, urban designers can unveil the underlying patterns, problems and opportunities of a project area. Often from these patterns, the beginnings of strategies and solutions emerge.

**FIGURE GROUND** Buckroe has a delicate scale of residential buildings. The consistent pattern is interrupted in the center of the community.

**STREETS X-RAY** Buckroe contains a variety of street grids from different areas of growth. The street along the waterfront is discontinuous, restricting access.
**RESIDENTIAL SETTLEMENT PATTERNS X-RAY** Buckroe is primarily a residential community. The blocks are generally formed by streets and natural features.

**STREET CONNECTIVITY** The original settlement of Buckroe is well-connected to the beach while the remainder of the community relies on Pembroke Avenue, Mallory Street, and Buckroe Avenue to access the beach.

**PARKS AND OPEN SPACES X-RAY** Buckroe does not have a diversity of parks and open spaces. Aside from the beach and park, residents have little in the neighborhood for recreational opportunities.

**COMMERCIAL PATTERNS X-RAY** Commercial uses dominate Pembroke Avenue, the western approach to the community. Remnants of beach-related commercial uses exist along Buckroe Avenue. New marina-oriented commercial uses have recently emerged in Salt Ponds.
Residential Market Potential

Context

The spectrum of Hampton's housing stock is relatively narrow. It contains a large stock of low-to-mid-range single-family housing and little upper-range housing. Hampton's supply of low-and-moderate-income housing is above the regional average while its supply of medium-and-high-income housing is below the region's average. The average home value in Hampton is 83% that of the regional average, and the average sales price of new construction is 80% that of the region's average. Hampton's median housing value has lost significant ground as compared to the region each of the last three decades.

The City's narrow spectrum of housing and its position relative to the region is a significant concern. While Hampton is committed to maintaining its fair share of affordable housing, in order to assure its stability, it must be balanced with an appropriate share of higher-value housing. Creating mixed-income neighborhoods, containing a variety of housing types and tenures, is the most effective way to create a stable stock of life-cycle housing at a variety of price points.

Zimmerman Volk Associates, Inc. conducted a market analysis to identify the potential housing market and target residential mix for the Buckroe community. The analysis estimated both the depth and the breadth of the demand for the entire community, as well as for four selected sites in the neighborhood, as mapped at the left. (For details, see Appendix A: Market Analysis: Buckroe Residential Market Potential).

### Housing Market Summary

<table>
<thead>
<tr>
<th>TENURE</th>
<th>HOUSING TYPE</th>
<th>POTENTIAL RESIDENTIAL MARKET</th>
<th>TARGET RESIDENTIAL MARKET</th>
<th>FOUR DEVELOPMENT SITES</th>
</tr>
</thead>
<tbody>
<tr>
<td>RENTAL</td>
<td>Multi-family</td>
<td>520</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>FOR SALE</td>
<td>Multi-family</td>
<td>330</td>
<td>330</td>
<td>240</td>
</tr>
<tr>
<td>FOR SALE</td>
<td>Attached Single-Family</td>
<td>310</td>
<td>310</td>
<td>140</td>
</tr>
<tr>
<td>FOR SALE</td>
<td>Detached Single-Family</td>
<td>790</td>
<td>790</td>
<td>42</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>1470-2445</td>
<td>1430</td>
<td>422</td>
</tr>
</tbody>
</table>

### Target For-Sale Residential Mix by Household Type

<table>
<thead>
<tr>
<th></th>
<th>MULTI-FAMILY</th>
<th>SINGLE-FAMILY</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>ATTACHED</td>
<td>DETACHED</td>
</tr>
<tr>
<td></td>
<td>ALL RANGES</td>
<td>LOW-RANGE</td>
</tr>
<tr>
<td>NUMBER OF HOUSEHOLDS</td>
<td>1,430</td>
<td>330</td>
</tr>
<tr>
<td>EMPTY NESTERS &amp; RETIREES</td>
<td>43%</td>
<td>43%</td>
</tr>
<tr>
<td>TRADITIONAL &amp; NON-TRADITIONAL FAMILIES</td>
<td>35%</td>
<td>21%</td>
</tr>
<tr>
<td>YOUNGER SINGLES &amp; COUPLES</td>
<td>22%</td>
<td>36%</td>
</tr>
</tbody>
</table>

BUCKROE MASTER PLAN: HAMPTON, VIRGINIA | MARCH 2005 | URBAN DESIGN ASSOCIATES

ANALYSIS: RESIDENTIAL MARKET POTENTIAL
Potential Housing Market

The market analysis concluded there is a strong demand for housing in Buckroe. Based on migration patterns and housing preferences, there is an overall potential market for 1,950 new housing units within the Buckroe study area. These households would likely consist of empty nesters and retirees, family-oriented households, younger singles and couples in a range of housing types. Assuming a 15% to 25% capture rate, there is a market potential for 294 to 489 new units per year. Extrapolating this pace over five years results in a potential demand of 1,470 to 2,445 new housing units.

Target Residential Mix

The potential housing market is the maximum number of likely new households in Buckroe. The housing study developed a target residential mix for the community that used the potential housing market as a basis, then excluded the households likely to live in multi-family, rental apartments. These units were excluded from the target residential mix because the community already has a significant stock of multi-family rental units, and because prevailing rents in the area would not support new construction.

After excluding the 520 units, the remaining 1,430 households represent the pool of potential buyers of new market-rate, for-sale housing units within Buckroe. The 1,430 new households would consist of three market segments: empty nesters and retirees, traditional and non-traditional families, and younger singles and couples. As the Baby Boom generation approaches their retirement years, empty nesters and retirees are the largest likely market for new housing in Buckroe. This segment is likely to be childless, and seeking either a retirement home or a second home. With home values of beachfront communities throughout the Eastern Seaboard rising quickly, Buckroe remains one of the few undiscovered waterfront communities.

The next largest market segment is family-oriented households, both traditional and non-traditional. Buckroe’s safe streets, adjacency to a city park, and existing family-oriented community will likely be a major draw for new families in new homes.

Land Availability

Countering this substantial demand for new housing in Buckroe is the lack of available land on which to build new housing. Most of the community is built-out with only a few large vacant parcels available for new construction. Available parcels are well-located and should yield substantial values if well-developed.

In addition to the larger redevelopment parcels, there are several individual lots and “soft properties” that will likely turnover and be redeveloped in the next few years. Most of Buckroe’s vacant lots are located in the oldest parts of the community. Several of the soft properties are located between Mallory Street and Pembroke Avenue. These properties are scattered throughout the community and cannot be assembled as a single contiguous piece of land.

Key Sites

Due to the lack of vacant land, the residential market analysis looked specifically at four important, vacant sites in Buckroe to develop an optimal market position. The four sites, represented on the previous page, are located on the bayfront, adjacent to the city’s park and beach.

The residential study concluded that the four sites should target a total of 423 residential units, approximately 40% of the overall target residential mix. The 423 units should be developed as condominiums, rowhouses, and single-family houses. Their price points should range between $135,000 for small, studio condominiums to $450,000 for larger, 2,700-square foot, detached, single-family houses.

<table>
<thead>
<tr>
<th>UNITS</th>
<th>HOUSING TYPE</th>
<th>BASE PRICE RANGE</th>
<th>UNIT SIZE (SQUARE FEET)</th>
</tr>
</thead>
<tbody>
<tr>
<td>240</td>
<td>Condominium Apartments</td>
<td>$135,000–325,000</td>
<td>800–1,600</td>
</tr>
<tr>
<td>141</td>
<td>Rowhouse/Duplex</td>
<td>$160,000–345,000</td>
<td>950–2,000</td>
</tr>
<tr>
<td>26</td>
<td>Neighborhood Houses</td>
<td>$210,000–295,000</td>
<td>1,350–2,200</td>
</tr>
<tr>
<td>16</td>
<td>Edge Houses</td>
<td>$335,000–450,000</td>
<td>2,300–2,800</td>
</tr>
<tr>
<td>423</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Commercial Market Potential

Economic Research Associates prepared a commercial market study to provide a clear measure of the retail development potential in Buckroe. The market analysis is designed to serve as an independent assessment of the market potential in and around the Buckroe Neighborhood. In particular, the market study compares and contrasts the estimated demand for retail today versus that upon build-out of the proposed plan, which includes up to 1000 new residential dwelling units. The housing component of the plan is based on the residential market study prepared by Zimmerman/Volk Associates.

The commercial patterns in Buckroe follow the historic evolution of the community. Buckroe Avenue represents the historic commercial and civic core of the community. The few commercial buildings along Buckroe Avenue have traditionally provided goods and services catering to both the community and to beachgoers in season. Throughout the mid-century when the Buckroe Amusement Park was a regional attraction, the commercial establishments along Buckroe Avenue were relatively successful. Prior to the infamous storm of Ash Wednesday, commercial buildings extended to the water and along the boardwalk.

Development of Pembroke Avenue as a corridor within the City of Hampton prompted the development of auto-oriented commercial properties further inland. These uses benefitted from a more central location, a larger trade area, better access, and an expanding residential market. These benefits, however, have waned over the past two decades, and, currently, these commercial buildings, while mostly occupied, are underserved and struggling.

The retail market study concludes that the retail demand in the study area will be driven by two markets: residents and visitors. Approximately 5,600 households, or 12,300 residents, are located within a one-mile radius of the project area. Most of these residents are of moderate income, not unlike the typical average demographic of the City itself. Upon build out of the plan, there will be approximately 6,600 households, or 14,500 residents, within a one-mile radius of the project area. The new households bring significant purchasing power into the community, as the Zimmerman/Volk residential market study recommends new construction for higher-income households.

The market for visitors to the area, once relatively strong, is limited and seasonal. The beach attracts many visitors for the day and a few weekend visitors, but with less than 50 hotel rooms in Buckroe, the community is not considered a regional vacation destination.

### KEY OBSERVATIONS
- Whereas the community appears to be suffering from oversupply, the existing commercial supply is marginal
- Most retail activity is located in the Buckroe Shopping Center
- In the absence of significant redevelopment/positioning of existing retail space, there is not likely to be sufficient incremental purchasing power to support new construction
- Retail demand will not be driven solely by new residents; existing residents will continue to be the base
- Due to its relative accessibility and proximity to Mercury Boulevard, Buckroe is not likely to develop into a major regional destination for restaurants or comparison goods

### CONCLUSIONS
- Develop important commercial nodes; do not develop commercial on scattered sites
- Improvements to the overall health of the local retail market will rely on the activating power that residential redevelopment will infuse into the local market place
- Capitalize on the physical characteristics of the neighborhood that differentiate the products from competitors (i.e. waterfront-view restaurants)
- Reposition both commercial streets (Pembroke Avenue and Buckroe Avenue) with the recommended tenanting strategy

### RETAIL TENANT MIX STRATEGY

<table>
<thead>
<tr>
<th></th>
<th>PEMBROKE AVENUE</th>
<th>BUCKROE AVENUE</th>
</tr>
</thead>
<tbody>
<tr>
<td>EATING AND DRINKING</td>
<td>14,300sf (17% of total)</td>
<td>11,000sf (42% of total)</td>
</tr>
<tr>
<td>GENERAL APPAREL AND OTHER RETAIL</td>
<td>29,000sf (35% of total)</td>
<td>5,700sf (22% of total)</td>
</tr>
<tr>
<td>CONVENIENCE RETAIL (GROCERY AND PHARMACY)</td>
<td>7,500sf (9% of total)</td>
<td>4,000sf (15% of total)</td>
</tr>
<tr>
<td>NEIGHBORHOOD SERVICES</td>
<td>31,200sf (39% of total)</td>
<td>5,600sf (21% of total)</td>
</tr>
<tr>
<td>TOTALS</td>
<td>82,900sf (100% of total)</td>
<td>26,300sf (100% of total)</td>
</tr>
</tbody>
</table>
Strengths & Assets

STRENGTHS & ASSETS

History of Buckroe
The Beach and Buckroe Park
Strong civic association and community involvement
Good access to the neighborhood via Interstate 64, Pembroke Avenue, Mallory Street, and Buckroe Avenue
Neighborhood gathering places, churches, and fire house
Family-oriented community
Unique, eclectic beachfront community character
Safe public places
Land available for development
Nurture wetlands and estuaries

Images illustrating the assets of Buckroe on which to build.
Weaknesses & Liabilities

<table>
<thead>
<tr>
<th>WEAKNESSES &amp; LIABILITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old housing stock</td>
</tr>
<tr>
<td>Poor roads, sidewalks, and drainage</td>
</tr>
<tr>
<td>No fishing pier</td>
</tr>
<tr>
<td>Lack of places to shop or eat</td>
</tr>
<tr>
<td>Lack of landscaping in Buckroe Park</td>
</tr>
<tr>
<td>Lack of identity</td>
</tr>
<tr>
<td>Access to the beach</td>
</tr>
<tr>
<td>Underutilized properties</td>
</tr>
<tr>
<td>Blighted properties</td>
</tr>
<tr>
<td>Pembroke corridor</td>
</tr>
<tr>
<td>Poor maintenance of some properties</td>
</tr>
</tbody>
</table>

Images illustrating the weaknesses and liabilities of Buckroe that need to be addressed.

Stakeholders placed red dots on the community’s liabilities.
Visions & Opportunities

**VISIONS & OPPORTUNITY AREAS**

- Re-build the fishing pier
- Create a family-oriented beach community
- Improve Pembroke Avenue
- Build a new school and community center
- Restrict building heights; protect views of the water and access to the beach
- Create a small neighborhood-oriented main street
- Diversify the housing by developing high-quality condominiums and single-family houses
- Improve the wetlands; protect the wildlife
- Maintain affordable housing

Images illustrating the visions of the Buckroe neighborhood on which to capitalize.
Design Principles

The following are planning principles developed from the public comment used to aid with design direction:

- Maintain the authenticity of Buckroe as a unique community
- Develop new low-scaled beach-oriented housing on underutilized, vacant, and derelict properties
- Strengthen the neighborhood/business district on Buckroe Avenue
- Improve access to the parks and beaches, and rebuild the fishing pier
- Provide a location for a new school and community center
- Improve the street infrastructure, sidewalks, and drainage
- Support the unique coastal character of the architecture in Buckroe
- Develop an infill development strategy that respects the varied character of the community
- Strengthen Buckroe as a coastal town within the City of Hampton
- Strengthen Pembroke Avenue as a mixed-use corridor
Frameworks

Frameworks are large-scale structures that define the physical form of neighborhoods. The framework of streets defines development blocks and connects properties to common amenities and adjacent districts. The framework of open space and parks provides recreational opportunities and increases the value of real estate for development of highly-desirable addresses. By combining "green streets" or boulevards and parks and natural areas together as a pattern of continuous open space, Buckroe will have an underlying structure of public improvements to guide redevelopment and private investment. Buckroe can be seen as three distinct neighborhoods, each with its own unique qualities. These three character areas are considered as a framework to guide redevelopment and private investment.
Streets and Open Space

Buckroe has a wealth of open space that can be connected and leveraged as amenities for the neighborhood's growth and development. A connected and diverse system of open space will provide a framework for future developments.

Buckroe is surrounded and punctuated by a variety of open space types, including beaches along the Chesapeake Bay, wetlands and marshes along the inland waterways leading to the bay, Buckroe Park, and other smaller neighborhood parks. However, these open spaces remain isolated and disconnected.

The Plan introduces a framework of street improvements, trails, and new parks to connect these natural amenities, as well as proposed institutional facilities and their adjacent green spaces. A series of street improvements will be carried out within the new development areas to connect the existing residential housing stock at the core of the neighborhood to the wetland areas to the north and south, as well as to Buckroe Park, Buckroe Beach, and, ultimately, to the Chesapeake Bay. Recommendations include improvements to the wetlands, a new, larger dog park, new neighborhood pocket parks, and a new school and community center.

The recent decision to close Fort Monroe may provide additional opportunities to connect and leverage open space amenities for the growth and development of the Buckroe neighborhood. The northern limit of the Fort Monroe property is located adjacent to the study area for the Buckroe Master Plan. This area of Fort Monroe may be appropriate for re-use as open space or for some other public use. Street and open space connections between Buckroe and Fort Monroe will be explored as part of the re-use planning process for the Fort. The Buckroe Master Plan will be amended if street and open space connections are identified in the re-use plan for Fort Monroe.

PROPOSED IMPROVEMENTS

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>IMPROVEMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>SCHOOLS/COMMUNITY CENTER</td>
<td>4.95 AC CAMPUS</td>
</tr>
<tr>
<td>WETLANDS/TRAILS</td>
<td>NEW AND USEABLE ARMS</td>
</tr>
<tr>
<td>BEACH</td>
<td>WIDENS TO ABOUT 7 TIMES THE CURRENT WIDTH</td>
</tr>
<tr>
<td>BRIDGEWALK EXTENSION</td>
<td>4 MPH</td>
</tr>
<tr>
<td>PARKS</td>
<td>8.84 AC</td>
</tr>
<tr>
<td>STREETScape IMPROVEMENTS</td>
<td>10,800 SF</td>
</tr>
</tbody>
</table>

Buckroe will develop a diverse and connected open space system.
Buckroe is a single community with unique parts and pieces. Together, these unique areas create a diverse and authentic place. All parts of the neighborhood share a general orientation to the Chesapeake Bay and are overwhelmingly residential in land use. However, the structural characteristics, in terms of both street type and patterns, as well as residential styles and character, are very rich and diverse.

Buckroe was settled in three different time periods. These areas are Buckroe Beach, the historic core of the neighborhood anchored by a traditional grid of streets and blocks, Pembroke/Mallory, an area of general post-war housing development, and Salt Ponds/Malo Beach, which directly orients itself to the Chesapeake Bay on a spit of land extending north from the neighborhood’s center.

The inherent qualities of these three neighborhood areas should guide infill development. By fitting new housing types within existing building traditions, Buckroe will retain the unique qualities that have distinguished it as an area with a strong sense of place, tradition, and community. These neighborhood character areas define a sustainable framework within which to rebuild and grow.
The Salt Ponds/Malo Beach area, Buckroe Beach, and the Mallory/Pembroke area are distinct areas of Buckroe each with their own character.
**Initiatives**

The master plan will be implemented, over time, through framework improvements and development initiatives. This section of the Master Plan describes five development initiatives. Initiatives are geographically-defined and typically encompass one physical area of the Master Plan. They were developed in the public planning process, and are strategic projects which guide private development of properties that are coordinated with public improvements. Each initiative has small, phased tasks by which to implement the overall Master Plan.

The initiative areas are in direct response to the community’s strengths (left), weaknesses (middle), and visions (right).

**Initiative Areas**

- 1. The Bayfront Blocks
- 2. Buckroe Avenue Initiative
- 3. Pembroke Avenue Initiative
- 4. Mallory Street Initiative
- 5. Infill Housing
The Bayfront

The Bayfront, especially the beach and the park, are important public assets requiring preservation and improvement. Buckroe’s connections to other parts of Hampton all converge on the beach and the park. This open space is the focus of the community. The Master Plan proposes a series of public improvements and private development initiatives designed to diversify the neighborhood’s housing inventory, improve public access to the park and the beach, and eliminate the blight that suppresses land values. The redevelopment of these properties presents an opportunity to re-establish vernacular coastal architecture in Buckroe. The development will set the standard for design and craftsmanship of future construction throughout the community.

Buckroe is connected to surrounding neighborhoods by Mallory Street, Reimbirke Avenue, and Buckroe Avenue.
Fishing Pier and Beach Replenishment

In the Fall of 2003, Hurricane Isabel washed away the Buckroe Fishing Pier and much of Buckroe Beach. The pier was well-known and used throughout the region as a prime fishing location. As one of the oldest structures in the community, the pier had become a neighborhood landmark. The beach, once over 300 feet wide has been reduced to only 100 feet wide, as much of its sands were washed away.

Rebuilding a new fishing pier and replenishing the beach should be priority projects. The Master Plan proposes to rebuild the fishing pier at or near its former location. This location is strategically-placed along a slough in the Bay, and is a proven popular and successful fishing location.

The plan recommends developing a small parking lot, a restaurant, and small shops or kiosks where the fishing pier meets Buckroe Beach. In addition, the plan recommends extending the boardwalk south from the park to the new fishing pier to create a continuous beach edge.
The Bayfront Development Blocks

The Bayfront is one of Hampton’s most valuable resources. The beach is a gathering place for residents of Buckroe and the entire City of Hampton. Leveraging the value of these public resources, the bayfront and the beach, is one of the primary goals of this master planning effort.

Prior to 1984, the Bayfront was dominated by the Buckroe Amusement Park, and the private operation of the amusement park was the major attraction in Buckroe. The amusement park closed in 1985 and the City purchased the property in order to protect it from development interests that would run contrary to the community’s vision. Since that time, a portion of the property was developed as a public park with a gazebo, a playground, restrooms, a bandshell, and parking. The remainder of the property was land banked for future development. In the interim, instead of leaving this land to sit vacant and inaccessible, the City allowed for interim uses such as a dog park, parking for the beach, and overflow open space to be used occasionally by beach-goers. Whereas these uses are temporary, any development on land banked property must address the replacement of these uses elsewhere.

The land banked properties fronting the park represent an opportunity for the neighborhood to diversify its housing stock, to enhance the image of Buckroe Beach, and to give positive form to the park itself by defining and activating its edges with new development. The Plan recommends developing these blocks with low-scale housing at a maximum of three stories and at a range of price points. The housing will define the western edge of the park. The architecture

Illustrative Master Plan of the Bayfront redevelopment blocks.
should draw on the best regional, coastal vernacular while acknowledging Buckroe's history of large, beachfront homes.

The north end of the two main development blocks should contain an iconic, mixed-use residential building or hotel with retail/restaurant uses at grade. With generous balconies, active upper-story uses, and continuous porches, the building can adopt many of the characteristics of the former Buckroe Hotel. The retail/restaurant uses on the ground level should wrap the corner of Buckroe Avenue and First Street and have a presence along the park. Parking for this building, as well as others on the redeveloped blocks, should be located mid-block and concealed from the public sidewalk.

Together, the Bayfront blocks represent an opportunity to create approximately 335 to 395 units of new housing in condominiums, townhouses, and single-family houses. The new units should represent a range in price points from $135,000 for a smaller condominium to $450,000 for a larger, single-family unit.

In terms of neighborhood amenities, Pembroke Avenue will be transformed into a boulevard to widen the view to Buckroe Park, the beach, and ultimately the Bay beyond. Also, a new neighborhood pocket park will be created off of Mulberry Street to centrally serve many of the new residential units.

The recent decision to close Fort Monroe may provide additional opportunities to leverage the value of open space to enhance development of the bayfront blocks. The northern limit of the Fort Monroe property is located adjacent to the bayfront development blocks. This area of Fort Monroe may be appropriate for re-use as open space or for some other public use. A street or open space connection between Fort Monroe and Buckroe neighborhood would provide an additional amenity and enhance the development potential of the bayfront blocks. Street and open space connections between Buckroe and Fort Monroe will be explored as part of the re-use planning process for the Fort. The Buckroe Master Plan will be amended if street and open space connections are identified in the re-use plan for Fort Monroe. In the meantime, new development of the bayfront blocks will not preclude a potential future street or open space connection to Fort Monroe.

New residential units ranging from 2 to 3 stories in height and constructed in traditional vernacular architecture/vernacular will be developed on the Bayfront. Dedicated parking spaces will be provided for all units off-street in ratios ranging from 1.20 to 2 spaces per unit, depending on unit type.

Proposed view north on Pembroke Avenue, towards the Bay

View east on Pembroke Avenue today

Proposed deck on Pembroke Avenue

New buildings will be a maximum of these stories, with generous porches and parking in the rear. Condominiums lining Buckroe Park should be developed to celebrate and echo the historic residential character of the neighborhood. It is important that the residential buildings look similar to the large, masonry houses that once lined the Chesapeake Bay.

AMENDED JANUARY 24, 2007

INITIATIVES: THE BAYFRONT
Redesign of Buckroe Park

Along with redevelopment throughout the neighborhood, Buckroe Park will become more intensely used and will require redesign and modifications. The Plan provides a phasing strategy for redesign over time. The first action taken should be to extend First Street to Point Comfort Avenue, thereby creating a public edge along the park's western side. Two new park squares should be added on either side of Pembroke Avenue along the first block where it meets First Street to provide additional green space while also broadening the view of the Chesapeake Bay. The park should also extend linearly to the south along the public beach to the Buckroe fishing pier in order to enhance public access to this part of the beach.

Head-in, diagonal parking should line the western edge of the park in order to offset the eventual redevelopment of the parking lot on the land banked parcel to the west. The parking areas on the north and south sides within the park should be redesigned in order to maximize use of open space. This configuration of parking allows walkways to connect the corners of the park to the center.

Reconfiguration of the park creates larger, multi-use lawns and assembly areas. Playgrounds, shade structures, restrooms, and concessions are relocated to be more accessible to parking areas, park users, and the beach.

Shade structures should be provided along the edges of the park.

Illustrative Master Plan of the new Buckroe Park

PHASE 1: Extend First Street, new angled parking, street trees, new entry plaza

PHASE 2: Reconfigure parking, new angled parking on side streets, new diagonal walkway
(ABOVE) Section through boardwalk showing proposed shade structure and playground
(BELOW) Plan showing location of proposed shade structure and playground

(ABOVE) Section showing diagonal parking
(BELOW) Plan showing diagonal parking and overflow parking

(LEFT) Photo of permeable pavers. As an option, overflow parking can be lawn with a reinforced sub-base.
(RIGHT) Photo of pavers in lawn with brick edging

Aerial perspective of Buckroe Park
Beach and Park Parking

As the blocks are redeveloped, visitor parking for the beach and park will have to be accommodated. The Master Plan proposes to increase visitor parking by adding on-street parking to all streets and to increase parking along the edges of the park and the beach.

In addition to an increase in the quantity of parking spaces, the new spaces will be better distributed along the length of First Street. Parking spaces on the east side of First Street will be safer because they are directly adjacent to the park and beach, providing direct access from cars to the recreation spaces without crossing any streets.

Additional on-street parking will be provided on the west side of North First Street, connecting the beach to the neighborhood via Richmond, Tupper, and Pilot Avenues. These streets will be improved with new drainage, shoulders, and swales to accommodate public, on-street parking.

### Estimated Park and Beach Parking

<table>
<thead>
<tr>
<th></th>
<th>Existing</th>
<th>Proposed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northam Park</td>
<td>96</td>
<td>100</td>
</tr>
<tr>
<td>On-Street</td>
<td>30</td>
<td>360</td>
</tr>
<tr>
<td>Event/Overflow</td>
<td>300</td>
<td>80</td>
</tr>
<tr>
<td>Subtotal</td>
<td>420</td>
<td>540</td>
</tr>
<tr>
<td>Beach Access</td>
<td>0</td>
<td>60</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>0</td>
<td>62</td>
</tr>
<tr>
<td>Subtotal</td>
<td>0</td>
<td>142</td>
</tr>
<tr>
<td>Grand Total</td>
<td>426</td>
<td>680</td>
</tr>
</tbody>
</table>

**Existing Parking:** 426 parking spaces are concentrated at the immediate park area within the park, on-street, and in event/overflow parking.

**Proposed Parking:** 540 parking spaces are concentrated at the immediate park area within the park, on-street, and in event/overflow parking.

**Proposed Neighborhood Parking:** 125 new parking spaces are being introduced on the public, neighborhood streets of Tupper, Richmond, and Pilot Avenues, which could see improvements in relation to the creation of this additional parking resource.
Atlantic Avenue Redevelopment District

The housing south of Mallory Street between Seaboard Avenue and the northeast side of Al Street presents a long-term opportunity for redevelopment of housing in the Buckroe neighborhood. Many of the dwelling units and other uses in this area are run-down, ill-kept, and generally in need of attention and redevelopment for the future of the neighborhood. As a result, the plan recommends designating the area between Mallory Street and First Avenue, Seaboard Avenue, and the northeast side of Al Street as the Atlantic Avenue Redevelopment District.

Minor interventions in this area are unlikely to spur significant redevelopment due to the overall condition of the streets and housing. The plan proposes that redevelopment should create developable blocks that contain small neighborhood parks and beach-oriented housing. Most importantly, however, redevelopment of the area should result in a modified block and street pattern that connects it to both the waterfront and the adjacent neighborhoods more directly. Such connectivity will create a more sustainable area due to a pedestrian-scaled, regular block and street pattern flexible enough to take advantage of future development opportunities yet clear in its outward connections.

In particular, Second Street should be extended east from the heart of Buckroe into this area to connect it to Buckroe Park, the beach, and other new housing proposals. First Street should also be rebuilt and extended. All north/south streets should open access to the Bay wherever possible.

Through the implementation process, the City should work closely with owners of private property in this area to find appropriate options for relocation while the area is redeveloped. Options should be outlined in which current residents can remain in this neighborhood after it is redeveloped, in a mix of housing types and tenures.
INITIATIVE 2

Buckroe Avenue

Buckroe Avenue connects Buckroe to the northeast neighborhoods of Hampton. It is the northern gateway to the neighborhood and the street taken by many on weekends to go to the beach. The approach along Buckroe Avenue is through the original community of Buckroe, as Buckroe Avenue was its original main street lined with shops and a school. It was a pedestrian-friendly street and the main connection to the beach as it defined the northern edge of the amusement park. However, today it is a shadow of its former self. The school has been demolished, a trailer park across the street from this former school site is a blighting influence, and only a few businesses remain.

Buckroe Avenue

Buckroe Avenue should be re-established as this beach community’s main street. The commercial market study has identified a repositioning strategy which includes approximately 20,000 square feet of new commercial space and an overall mix of retail that includes small restaurants and convenience retail.

The alleys parallel to Buckroe Avenue should be re-established and maintained in order to minimize curb cuts along Buckroe Avenue and thereby making a more pedestrian-friendly street. Sidewalks should be provided and maintained. On-street parallel or perpendicular parking should be provided wherever possible. The on-street parking should be metered or signed as short-term parking in order to support the local merchants. The street should remain mixed-use, and anchored on the west end with a new school and community center, and on the east end with a new hotel, or condominium or apartment building.
Improved Wetlands and New Housing

The Master Plan recommends developing new housing in concert with improving the wetlands and headwaters of Salt Ponds. The wetlands will become an important part of the community’s open space system and the new housing will help diversify the community’s housing stock.

Currently, the wetlands are poorly-maintained and underutilized. Fifth Street crosses the wetlands and prohibits the natural flushing of tidal waters through the area. As a result, the water is stagnant and the ecology unhealthy. Maintaining regular workflow through these headwaters is essential to improving the quality of the wetlands and creating a viable address for new development and a new open space to be enjoyed by the community.

The plan recommends improving the wetlands in this area while also controlling flooding and maintaining vehicular access to the Buckroe Gardens neighborhood. Several options should be explored including, but not limited to, dredging, increasing the size of existing culverts, a floating bridge, or a new lightweight boardwalk bridge. As the wetlands are improved, a new environmental or passive park with a recreational trail and pathway can be developed. The trail would connect into the community at the ends of Tappan and Richmond Avenues, as well as Fifth, Fourth, and Second Streets.

New housing should be developed on the site of the former Buckroe School. The development extent of the property is limited due to wetland constraints however, between 15 and 20 new single-family houses can be developed along a park that is linked into the improved wetlands to the north.
New School and Community Center

Concurrent with the planning process, the School Reinvestment Committee was formed to analyze the future needs of all schools in Hampton. The Committee was charged with examining school closings, consolidations, expansions, and renovations. The Committee has recommended that a new school be built in the Buckroe neighborhood.

The role of the plan is to recommend a location for the school, to explore its site design opportunities, and to begin the dialogue of creating a school in Buckroe that becomes more than simply a place to educate children, but a meeting place and cornerstone of the community.

The Master Plan recommends locating the new school at the western gateway to the community, at the intersection of Atlantic Avenue and Buckroe Avenue. Consideration should be given to a civic structure of more than one story in order to minimize land costs and to create an appropriately-scaled building to mark this gateway. The school should be related to a new community center. This facility would contain multi-purpose rooms, meeting rooms, offices, and other community needs. The facilities in the community center would be open and available to the school during and after the school day.
Pembroke Avenue is the western approach to Buckroe. It connects the community to Downtown Hampton, Mercury Boulevard, and Newport News. Pembroke Avenue is a major arterial across the southern Peninsula. As a gateway into Buckroe, Pembroke Avenue is in poor condition and conveys a negative image of Buckroe to visitors. There is no landscaping, and the street is dominated by parking lots and poorly-maintained buildings.

**Buckroe Shopping Center**

The Buckroe Shopping Center is the largest and most notable commercial property along the corridor. The planning team met with the owner of the property to understand the future plans for the center and to help direct future investments in a way that was consistent with the neighborhood vision of a residential, beachfront community. The retail market study concluded that redevelopment of the center with a grocery store would jeopardize the possibility of providing convenience retail on Buckroe Avenue. Furthermore, the proliferation of grocery stores in the area suggests a grocery store in this location would add to the over-supply. The retail market study therefore recommends re-positioning the shopping center with a new retail tenant mix. Critical to the repositioning of the shopping center is the creation of several buildings that address Pembroke Avenue. These smaller retail structures will create a crossroads at Pembroke Avenue and Skyland Drive, a place for pedestrians to cross the street and an appropriate gateway to the Buckroe community. These buildings will give character to Pembroke Avenue and help to conceal the center’s parking areas.

In support of the re-positioning and development of new, street-
oriented shops at Buckroe Shopping Center, the plan recommends improving Pembroke Avenue with new sidewalks, landscaping, and proper pedestrian crossings. These streetscape and street improvements will greatly improve the approach by upgrading the appearance of the road and the adjoining properties.

Additional infrastructure improvements on Pembroke Avenue include extending Skyland Drive across Pembroke Avenue. This street extension will allow a new dog park to be developed on the site of a radio and cell tower, and will provide a much-needed connection across Pembroke Avenue.

New single-family housing on the north side of Pembroke Avenue will improve the character of the street. Establishing single-family residential development at this important gateway provides a hint of the character of the Buckroe neighborhood beyond, as well as sends the message that the neighborhood is undergoing positive growth and change.
Mallory Street extends south from Buckroe, through Phoebus and connects to I-64. It is the southern approach to the neighborhood and the primary means of accessing the neighborhood from Norfolk and other South side communities. Mallory Street is a well maintained and well landscaped street however it is lined by key private and public redevelopment opportunities.

Shelton-On-The-Bay

Shelton-On-The-Bay is a valued institution of the Buckroe community. With 75 beds for assisted living residents, Shelton-On-The-Bay provides an important component of life-cycle housing for Hampton and Buckroe. The property extends from Mallory Street to Mill Creek. Throughout the process, the planning team met with representatives of the property to explore the possibility of expanding the organizations’ services and utilizing the property for additional housing. The plan therefore provides recommendations for potential expansion. Central to the recommendations is the creation of a public park along Mill Creek and a pattern of new housing that connects seamlessly into the neighborhood directly to the south.

North of Shelton-On-The-Bay are several long, narrow properties with single-family houses located along Mill Creek. If these properties are redeveloped with multiple housing units, they should be done so in a block and street pattern that can be extended to the south and to Shelton-On-The-Bay. Additional connectivity and housing opportunities exist in connecting this area to the north as well, to the former College Court enclave.
Former College Court area

College Court, formerly a military housing enclave, has become a blighted community. The duplex units are extremely small and the majority of units are not well maintained. Over the past several years, the City has acquired and cleared properties as they have come up for sale. The plan recommends continued acquisition and eventual overall redevelopment of the area.

Re-design of the area should preserve the existing mature and healthy trees because they are part of the positive character of the surrounding neighborhoods. The plan therefore recommends slight modifications to blocks and streets in order to create lots that are more appropriately-sized for redevelopment. Single-family houses of modest size, approximately 1200 to 1800 square feet, should be developed in this infill area. Also, through its reconfiguration, this housing area will be connected to the new development to its south, anchored by Shelton-On-The-Bay and its related new facilities and housing. This connection will also provide access to the new park on Mill Creek.
Buckroe is a collection of uniquely-defined places that come together to form a neighborhood. Due to Buckroe’s incremental development over time, three different street grids have been laid out. Each of the three areas has unique block and lot sizes, as well as varying house characteristics.

A study of Buckroe’s residential settlement patterns, shows that there are three main, definable parts of the neighborhood which share typical elements in terms of urban form, architectural vocabulary, landscape patterns, and street types. They can be defined as the Buckroe Beach area, the Mallory/Pembroke area, and the Salt Ponds/Malo Beach area. Though these areas work together to form a larger neighborhood, each has individual, unique characteristics that can be used to plan for appropriate residential infill development.

The street grids vary from a traditional and regular grid in the Buckroe Beach area, to a connective grid linking two main arterial streets in the Mallory/Pembroke area, to a singular road on the spit of land defining the Salt Ponds/Malo Beach area. The existing residential block types influence lot sizes and the housing contained within them. In the Buckroe Beach area, the rigid grid once utilized an alley system to create tight blocks defined by closely-spaced buildings. The Mallory/Pembroke area was laid out as a post-war settlement of houses whose cadence is defined by the layout of driveways and accommodation of the car. Salt Ponds/Malo Beach is both constrained and oriented by a natural marshland and the Chesapeake Bay.

INFILL HOUSING There are infill housing opportunities scattered throughout Buckroe (shown in orange).
Buckroe Beach Area

The Buckroe Beach area sits at the heart of the Buckroe neighborhood, and is the oldest settled part of the neighborhood. Its edges are Buckroe Park, Seaboard Avenue, the wetland corridor, and First Street. The housing in this area can loosely be characterized as bungalows that orient themselves to the street, and were once serviced by rear alleys. This urban condition leads to the intimate character and charm of the area and pleasant, walkable scale of streets.

Most houses are one to one-and-one-half stories in height. They are simple massings with simple rooflines, either gables or hipped roofs. Most additions to the massing of the houses include porches, which typically run the length of the narrow facades.

Lawns, with walks or paths, lead to the front porch, made of either cement, gravel, boardwalk, or sand. Trees are generally low and flowering, due to the proximity of this area to the winds off the Bay. Foundation plantings also define porch and patio spaces.

Garages are typically detached and pulled behind the facade line so as to not dominate the intimate streetscape. Driveways are made of porous materials that aid in the general drainage of the yard.

Streets should be defined by a change in material between the public right-of-way and the verge and sidewalk area. This definition will limit the confusion associated with the edges of private versus public property.

These inherent qualities should be respected and reinforced by all infill or new development adjacent to this neighborhood area. Infill should respect building setbacks and scale. Singular lots should be used for single infill houses. Additions to houses should occur to the rear of houses and should not interfere with the established height and scale of the area. New garages should be placed at the rear of lots, whether attached or detached from the house.

Houses: Facades of houses should be oriented to the street, and address the public realm. This orientation is fundamental in creating continuous and lively streets that are safe and walkable. Front facades of houses should be punctuated with windows and doors, providing a human scale for the building.

Front Yards: Front yards should be defined by walks that lead from the public sidewalk to the front door of the house. Grasses and plantings should be well-kept, as well as paving materials for private walks and paths.

Driveways and Garages: Residential parking should be handled in a discreet fashion, between units, or off of back alleys whenever feasible. Garages should be located behind houses, not flush with the facade. Parking in the front yard is not acceptable.
Mallory/Pembroke

This area, also known as Chesapeake Heights, runs from Shelton Road in the south to Seaboard Avenue in the north, between Mallory and Pembroke Avenues. The housing stock in this area was built at relatively the same time, after World War II during one of America’s housing booms. Most of the housing is rather similar and its lots are oriented to automobile access, two elements which define the urban fabric of the area.

Most houses in this area are one story in height, and are oriented horizontally on the lot. Houses have a boxy massing, and rarely have porches. Overhangs are used over the front doors.

Trees are typically taller the farther a house is situated from the Bay winds. Both hedges and flowering shrubbery define lawns and hide foundations.

Garages are typically detached and located at the rear of the lot. Carports are used as well, and many lots do not have garages. Outdoor parking should be taken care of behind the front facade zone of the house, and especially not in the front yard and public realm.

Streets are edged by traditional curb and gutter. Sidewalks aid in the definition between the public and private realm and should line all streets.

These inherent characteristics should be respected and reinforced by all infill development. Infill should be particularly attentive to respecting building setbacks and scale. Additions to houses should occur to the rear. New garages should be placed at the rear of lots, whether attached or detached from the house.
Salt Ponds/Malo Beach

The Salt Ponds/Malo Beach area is a unique beach community that takes advantage of its proximity to both an inland waterway and the Chesapeake Bay. This area is the spit of land extending north along First Street. Main house facades are oriented to the Bay; however, these houses essentially have two fronts, one taking in views of the water, and one addressing First Street.

Houses in this area are tall, and typically built on stilts due to their close proximity to the Chesapeake Bay. The buildings are beach-oriented houses, and their bay sides claim the beach as private space. Typically two to three stories in height, with a variety of massings, the buildings are generally spaced apart more than those on other streets in Buckroe.

The private grounds are beach sand, and driveways are a porous material or sand. Small scrubby plants and bushes spot the yards, but trees are fairly atypical due to the proximity to the beach and the sandy soils.

Cars are usually parked near or under the houses, though some buildings have both attached and detached garages. Parking, when outside, should be organized and not dominate the front yard of the house. The street facades are generally regarded as secondary to the beach facades. Fences and sidewalks help define the front yard zone of the house.

The inherent qualities of this beach architecture should be respected and reinforced by all new and infill development in this area of Buckroe. Additions and garages should respect existing setbacks present in the area, as well as the established height and scale of existing houses.
The 2005 Buckroe Master Plan, adopted by City Council in March 2005, is the official policy for the City of Hampton. It replaces the previously adopted Beachfront Master Plan (1986), the Buckroe Neighborhood Plan (1995), and the East Pembroke Avenue Commercial Corridor Report (2002). There are other City planning and policy documents which may guide public and private actions in the study area. The 2005 Buckroe Master Plan may not address all aspects contained in these other planning and policy documents. In cases where recommendations conflict, the recommendations contained in the 2005 Buckroe Master Plan prevail. Recommendations contained within other planning and policy documents, which are not specifically addressed in the 2005 Buckroe Master Plan and yet are consistent with the overall objectives of the 2005 Buckroe Master Plan, will continue to be valid policy guidance for both public and private actions.