# Coliseum Central Master Plan

**Prepared For**
City of Hampton

**Funded By**
City of Hampton

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Acknowledgements
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Adopted by City Council

- May 25, 2005 Tidemill Creek Initiative
- May 25, 2005 Tidemill Creek Initiative section
- January 10, 2007 Tidemill Creek Initiative
- January 10, 2007 Tidemill Creek Initiative section
- November 12, 2015 Master Plan Update
Executive Summary

The Coliseum Central area is located in the heart of Hampton, Virginia, the center of the region at the junction of I-64 and I-664. The general area surrounds two key regional transportation corridors: Interstate 64 and Mercury Boulevard. The planning area is generally bounded by Billy Wood Canal and Tidemill Creek to the north; Newmarket Creek and Interstate 64 to the south; LaSalle Avenue, Newmarket Creek, and the western portions of the Riverdale neighborhood to the east; and Queen Street, the eastern portions of the Aberdeen neighborhood, and the eastern portion of the Northampton neighborhood to the west. This plan takes into consideration conditions within the "core business district," including the boundaries of the Coliseum Central Business Improvement District (CCBID), as well as the conditions and influence of surrounding neighborhoods such as Northampton, Riverdale, Tide Mill Farms, Aberdeen, Tanglewood, Windsor Terrace, Magruder Heights, Speagle Village, and Findley Square. The CCBID is a special service-taxing district authorized by state law, in which the revenues are utilized to fund a number of projects, programs, and initiatives that area designed to enhance and improve the District.

Coliseum Central’s identity stems from its location at the intersection of Interstate 64 and Mercury Boulevard and its major regional attractions such as Hampton Coliseum, Hampton Roads Convention Center, Power Plant of Hampton Roads, and Peninsula Town Center. While these assets are the most recognized, the district is far more diversified and complex. A full portrait of Coliseum Central includes the many neighborhoods, businesses, parks, schools, churches, hospitals, and parks, as well as creeks and marsh areas. Newmarket Creek and Tidemill Creek are important watersheds that empty into the Chesapeake Bay. These tidal creeks and associated marshes penetrate the district and comprise important recreational, ecological, and environmental assets.

MAJOR ELEMENTS IN THE COLISEUM CENTRAL MASTER PLAN UPDATE

- Develop high-quality hotel rooms to support the Hampton Roads Convention Center, sports tourism, and other tourism initiatives.
- Develop restaurants in walkable districts convenient to hotels and assembly venues.
- Explore opportunities to expand the District's breadth of sports tourism venues.
- Plan new street and block infrastructure that is flexible to respond to changing market conditions.
- Develop new high-quality residential development in walkable mixed-use districts.
- Encourage development patterns and form which supports Coliseum Drive as the District’s "Main Street."
- Establish an extensive open space and pathway system throughout the Newmarket Creek and Tide Mill Creek watersheds, connecting to the proposed linear park ("Central Park") along Newmarket Creek.
- Develop Central Park, adjacent to Newmarket Creek and focused around the Coliseum Crossroads, to include multi-use paths, promenades, access points, trail heads, canoe/kayak launches and docking areas, programmable open spaces, and wildlife interpretive areas connected to both existing and new neighborhoods.
The Coliseum Central District is of critical importance to the overall well-being of the City of Hampton. The District is the neighborhood shopping district for its surrounding neighborhoods, the community shopping district for the entire City of Hampton, and is the regional shopping district for much of the Peninsula. This area is recognized in the City’s strategic plan as one of the most important economic engines within the region. Tax revenues generated in this area make up a significant annual revenue stream for the City of Hampton. These revenues are used to fund a wide array of community initiatives that impact the quality of life throughout the City.

Since 2004, Coliseum Central has experienced both large-scale public and private investments while enduring notable disinvestments in some of its largest and most visible properties. The new Hampton Roads Convention Center, interstate interchange, commercial development, housing starts, and hospital complex additions represent over $250 million in new investments; however, since the economic downturn in 2008, commercial vacancies have increased, leaving over 600,000 square feet of vacant retail in the District. These vacancies present an opportunity for the District to re-define itself as it continues to transform from a traditional suburban strip shopping area to a more vibrant mixed-use district containing multiple activity centers. Although Coliseum Central faces many challenges, it is in a prime position to rebuild itself as a true, mixed-use extension of the City by building on its existing strengths while investing strategically in the area.

PURPOSE OF THE PLAN
Master Plans allow the City to take a more concentrated approach to a certain strategic geographic area, focusing on a short, more immediate timeframe — typically 5 to 10 years versus the 20+ year horizon of the City’s Community Plan. Additionally, these Plans permit more specific analyses of the study area, such as the economic market, land use, street network, and open space. Master Plans also include more specific, detailed implementation strategies that translate into actual projects and spur economic investment. The purpose of this Plan is to transform the Coliseum Central community’s goals and aspirations into a physical plan for the area. This Master Plan defines appropriate relationships between residential, commercial, and park uses as well as direct policy and specific investment recommendations for the next generation of growth. Upon adoption, this Plan will serve as a policy guide to inform both public and private actions in ways that encourage property owners to develop their properties in accordance with the overall community vision. For the purposes of this Plan, near-term refers to 1 to 3 years, intermediate-term 3 to 10 years, and long-term 10 or more years.

VISION AND OPPORTUNITY
The vision for Coliseum Central was crafted through a public planning process involving District stakeholders, including property owners, business owners, residents, Coliseum Central Business Improvement District (CCBID) staff, City staff, and City officials. Stakeholders described a future much different from the present, a future that includes many of the same elements that exist in the District today, including local businesses, employment opportunities, a range of goods and services, regional and tourist destinations, and stable neighborhoods, but designed and arranged in a manner that was more supportive of pedestrian activity, social interaction, and overall high quality urban form.
The CCBID is in alignment with the community vision as they have described themselves in a state of “metamorphosis.” The CCBID is acutely aware that fundamental change is required to maintain competitiveness, and that the goal is not to just revitalize themselves as merely a commercial district. Rather, by building upon existing strengths, infusing the area with a sustainable mix of uses, and giving attention to connections within and outward from the area, Coliseum Central will be uniquely positioned as a destination within the region.

Incremental Action and Fundamental Change
A defining characteristic of the District is its size and range of properties, large and small, with a variety of owners, interests, and capacities. By structuring this Plan with policies, frameworks, and initiatives, all levels of investments are encouraged. Upon implementation of this Plan, the District will have been transformed into a vibrant mixed-use activity center. This Plan offers a new course of action for the District, as described in its framework, and this overall strategy explains how even small investments and incremental actions, as described in the initiatives section, will produce fundamental change over time.

ORGANIZATION OF THE PLAN
This Master Plan describes three levels of recommendations: policies, frameworks, and initiatives. Policies provide the general over-arching direction for growth over the next decade. Frameworks specifically describe, at the scale of the District, how and where this growth should occur and how it can lead to a more connected and vibrant area. Initiatives describe, in yet greater detail, how public and private investments can leverage each other to implement the community vision in the form of specific design ideas and projects.

A. Policy Recommendations
Policy recommendations have been crafted to guide the redevelopment and growth of the Coliseum Central area. These fundamental principles are meant to guide staff and policymakers when reviewing future development proposals.

REDEVELOPMENT POLICIES
» Create dense, connected, and pedestrian-friendly activity centers in identified areas.
» Encourage residential development wherever possible, in appropriate forms that relate to neighboring land uses.
» Organize land use in terms of the scale of development rather than type, and cluster uses compatible in character.
» Develop and connect open space and natural areas within the District to provide amenities for residents and visitors alike.
» Create new public streets with sidewalks and street trees that connect the varying land uses in the District.
» Promote development patterns and forms to reinforce Coliseum Drive as the District’s “Main Street.”

of life. For example, instead of wide roads that pedestrians cannot cross, the stakeholders described narrower streets that encourage social interaction. Instead of large parking lots separating establishments, the stakeholders described smaller, more discreet areas to park cars while walking from place to place. Instead of isolated and disconnected neighborhoods and shopping areas, stakeholders described neighborhoods with a mix of uses where one could live and work within easy walking distance of shopping, dining, and entertainment activities.

The community’s vision puts forth a plan that commands a fundamental change in how the District operates and defines itself, focusing more on city building, not simply commercial revitalization. The instrumental factors that granted Hampton a competitive position in the region 25 years ago are no longer as strong. The area can no longer thrive by defining itself as a large, auto-oriented, suburban shopping district whose character is no different from other central business districts in the region. The District’s competitive advantages today lie in its stable neighborhoods, excellent regional access, regional attractions, and access to natural amenities.

FRAMEWORK OF DEVELOPMENT PATTERN
The Coliseum Central District will develop with mixed-use neighborhoods, traditional Hampton residential neighborhoods, and regional attractions.

FRAMEWORK OF STREETS
New streets will reduce the scale of blocks, provide more local connections, and weave the commercial areas together with the surrounding neighborhoods.

FRAMEWORK OF OPEN SPACE
Access to open spaces and natural areas will be provided through the development of trails within the Coliseum Central District and will be connected to the City’s overall green spaces.
B. Frameworks

Development Patterns
The District will gradually transform its underlying land use pattern from one that permits commercial development of all scales in any location to one that comprehensively organizes land uses and development patterns, according to appropriate scales, configuration, and compatibilities. This Plan recommends the consolidation of the largest commercial uses, such as retailers greater than 100,000 square feet, the regional attractions, and other auto-dominated uses to areas in proximity to the interstate. This Plan also recommends infusing the district, currently dominated by commercial and retail uses, with new areas of housing and mixed-use development.

Street Network
Introducing new public streets throughout the District will reduce the scale of larger blocks into smaller blocks that support varying scales of development. Such new streets will also better connect the District to surrounding neighborhoods and vice versa, creating an area that relies less on the major arterials for local circulation. These new streets will improve access and connectivity of the District while permitting Mercury Boulevard, Armistead Avenue, and other major roads to function more effectively.

Open Space and Pedestrian Connectivity
The District’s open space will be well-known and developed into a primary amenity for residents and visitors alike. Newmarket Creek, Tide Mill Creek, schools, parks, and plazas will be connected through a network of sidewalks, trails, boulevards, bike routes, and walkways. This Plan recommends multiple access points and trailheads for the proposed Newmarket Creek linear park system throughout the District, in both existing and new neighborhoods. New parks, plazas, and greens will become focal points of new mixed-use development.

C. Initiative Areas

Coliseum Drive North
Converted from an aging suburban shopping mall into a mixed-use, pedestrian-oriented regional activity center, Peninsula Town Center opened in 2010. A second phase includes plans for additional residential units, new freestanding retail buildings, and a new hotel. Riverdale Plaza is intended to eventually redevelop into a more pedestrian-friendly, mixed-use development, containing community- and neighborhood-serving retail, offices, and new housing opportunities. New streets would extend into and through the center, providing connections to Mercury Boulevard as well as Coliseum Drive and the Peninsula Town Center. Coliseum Crossing intends to reconfigure the southern end of the center to create frontage that faces and complements the Peninsula Town Center as well as create outdoor dining and gathering areas.

Coliseum Drive South
New hotel development and reinvestment of existing hotel properties to support the Convention Center and sports tourism within the City are the primary function of this area. Known as the Hotel District, hotels should primarily locate along Coliseum Drive, a walkable street connecting the Crossroads area with the Peninsula Town Center. There are redevelopment opportunities for properties on both sides of Coliseum Drive with hotels and restaurants lining Coliseum Drive with a mix of uses behind. With the extension of Commerce Drive to Mercury Boulevard and the visibility from I-64, the addition of residential units and office space is encouraged on the west side of Coliseum Drive. On the east side of Coliseum Drive, there is the opportunity to include new residential units and additional retail to complement the existing Walmart and Goodwill retailers. A new east-west street connection would reduce block size and enhance access to retailers that sit back from Mercury Boulevard.
Coliseum Crossroads
With the proximity of Hampton Coliseum, Hampton Roads Convention Center, and Embassy Suites Hotel, the 2004 Plan envisioned attracting a mixture of specialty retail, entertainment, restaurants, and housing in a dense setting to this very prominent area. With the recession, this type of development has not materialized. Thus a study, commissioned to determine the long-term viability of the Coliseum and Convention Center, indicated the market is strong for Hampton to expand its sport tourism offerings and reposition the Coliseum for continued success with a new offering of mixed events. This Plan reflects a new competition-level sports facility, new hotel, and grand civic park on the west side of the Coliseum, and another potential convention hotel site and additional residential units to the east of the Coliseum. Taking advantage of great interstate visibility and access, vacant land to the northeast of the Convention Center offers multiple opportunities including corporate office locations, additional residential, and/or expansion of sports tourism attractions. A linear park system runs through this area of the District along Newmarket Creek, connecting Air Power Park and the Power Plant development. New trails, parks, and promenades will transform Newmarket Creek into a regional attraction with direct access to the District’s destination retail, hotels, and civic uses as well as existing and new urban neighborhoods. This natural feature also offers the potential to expand the linear park beyond the District’s boundaries, connecting to additional neighborhoods and City open space systems.

Power Plant Parkway
With its proximity to the interstate, this area continues to be well suited for large format retailers, supported by outparcel retail, restaurants, and hotels. These predominately auto-oriented businesses will be logically organized and designed so as to not negatively impact other surrounding developments. Older commercial properties along Mercury Boulevard, including Mercury Plaza and Todd Center, continue to experience either reinvestment or redevelopment of the primary center with new out-parcel tenants. Redevelopment of underperforming hotels along Mercury Boulevard into new retail would be ideal due to its great visibility and access. In general, new hotel development would be better suited for the Coliseum South and Crossroads initiative areas.

Sentara
The Sentara CarePlex Hospital, the District’s primary non-retail employer, shall continue its growth as a world-class medical campus supplemented with new medical offices and research facilities identified around the hospital. These uses will support the need for additional housing in this area as well as commercial uses throughout the District. The campus will be connected to the District by transit, sidewalks, trails, and open space.

Tide Mill Creek
Additional court space and parking will be needed to maintain the Boo Williams Sportplex as a strong competitor in attracting sports tourism for the City. The remainder of Armistead Pointe Park should include multi-purpose fields, playgrounds, pavilions, and walking trails to support the Sportplex and serve as a community recreational facility. If appropriate opportunities arise, some part of the Park could be used for revenue-producing uses that would support the overall complex. The area around Tide Mill Creek will be improved to become an amenity to the adjacent neighborhoods and schools. This Plan also recommends exploring the feasibility of consolidating some portions of the school properties to create additional land for housing, to improve the edges of the schoolyards, and to provide recreational open space for the surrounding neighborhoods.
A SERIES OF DISTRICTS. Coliseum Central will have transformed over time into a series of unique, multi-use districts stitched together by compatible developments and connected streets and open spaces.
Overview

The City of Hampton, working with the Coliseum Central Business Improvement District (CCBID) and Urban Design Associates (UDA) prepared a master plan in 2004 that served as a blueprint for guiding both public and private investments in the District over the past eleven years. As with all master plans, periodic updates are essential to adjust to new market conditions and priorities. Beginning in 2014, the City and CCBID revisited the 2004 Master Plan with the following objectives:

1. Prepare an updated market study to summarize residential, retail, restaurant, hotel, and office development potential in the District.
2. Interview citizens and stakeholders in the study area to update the team on their priorities for future development and public infrastructure investments.
3. Revisit planning concepts for the initiative areas identified in the 2004 Master Plan and make modifications based on new planning objectives, updated market information, and stakeholder/citizen input.
4. Update the Plan to reflect the recommended revisions to the respective initiative areas for review and approval by the CCBID and the City.

Several priorities emerged during the planning processes that are reflected in this plan update. They include a renewed emphasis on attracting new hotel reinvestment and development to support the visitor and convention business, including the emerging sports tourism; accommodation of new facilities for sports tourism and community sports; a revised commercial development strategy that recognizes shifts in traditional retail and a new emphasis on restaurants and leisure activities in support of convention and entertainment venues; and accommodation of growing demand for high-quality residential development located in walkable mixed-use places.
The Planning Process

HISTORY
The foundation of this Master Plan is its dedication to public process and citizen engagement. The initial planning process in 2004 included three public meetings and several focus group meetings with property owners, residents, City staff, Coliseum Central Business Improvement District (CCBID) staff, and other stakeholders. All participants were initially asked to list the strengths, weaknesses, visions, and priorities for the Coliseum Central area. The results, summarized on this page, revealed the varied interests and needs of the District. The heart of the master planning process was a design charrette held from February 16–20, 2004. At this public design workshop, the Master Plan team met with individual property owners and stakeholders to discuss plans and ideas for redevelopment. The charrette culminated in a public meeting where alternatives and ideas were presented. Following the charrette, the team conducted follow-up meetings with stakeholders to refine ideas and gather consensus on a final direction for the Plan. The final design ideas were presented at a public meeting on June 30, 2004.

PROPOSED PLAN
As with the original 2004 Plan, the basis of this Master Plan update is found in its open communication public involvement. Utilizing a three-step process: 1) analysis; 2) design alternatives; and 3) plan recommendations, the approach included engaging City staff, the CCBID, property owners, developers, other stakeholders, and interested citizens; and two public meetings.

This planning process began in 2014 with an initial fact-finding trip. Urban Design Associates (UDA) and the City held meetings to review preliminary market findings for the District, results of the Coliseum Crossroads study, and meetings with the stakeholders, including the CCBID, the Hampton Roads Convention Center (HRCC), and the Coliseum. The team toured the study area and began the process by updating maps and site documentation of the District (Phase 1).

UDA then prepared base materials and updated x-rays of the study area in preparation for the design workshop (Phase 2). The workshop, held in January 2015 at the HRCC, included meetings with the CCBID, the Hampton Roads Convention Center (HRCC), and the Coliseum. The team toured the study area and began the process by updating maps and site documentation of the District (Phase 1).

UDA then prepared base materials and updated x-rays of the study area in preparation for the design workshop (Phase 2). The workshop, held in January 2015 at the HRCC, included meetings with the CCBID and stakeholders, a public open house, and a public presentation of the charrette findings. After reviewing the design alternatives, City staff and UDA began to refine the design ideas and drafting the report (Phase 3). The second public input meeting was held on June 25, 2015 to receive public comment and feedback on the revised design options. This report captures those refined ideas, shaped by the stakeholders and public input, as shown in the updated initiative areas recommendations.

VISION FOR THE FUTURE
- Improved residential stock
- Increase in quality hotel rooms
- Decrease in extended stay and low quality hotel stock
- Competition-level Aquatics Facility
- Entertainment Center within the District
- Festival environment
- Recreational trails and bicycle infrastructure

STRENGTHS & WEAKNESSES: 2004

STRENGTHS
- Stable neighborhoods
- Proximity to Downtown Hampton
- An organized BID
- Recent investments in the area
- Regional identity of the Hampton Coliseum
- Proximity to Newmarket Creek
- Sentara CarePlex Hospital
- Regional transportation system
- Secondary street network

WEAKNESSES
- Mercury Boulevard
- Interstate as a barrier
- Inaccessibility to natural amenities
- Narrow range of housing opportunities
- Commercial vacancies

STRENGTHS & WEAKNESSES: 2014

STRENGTHS
- Streetscape improvements
- Peninsula Town Center
- Gateway features into the District
- Linear Park along Newmarket Creek
- Boo Williams Sportsplex
- Sentara Medical Campus
- Proximity to I-64

WEAKNESSES
- Lack of quality hotel rooms
- Lack of multi-family residential options
- Vacancies in retail centers
- Lack of mixed-use urban developments
- Need for more high-end dining choices
Analysis

THE COLISEUM CENTRAL DISTRICT is an important but complex area within the City of Hampton. There is a mix of commercial, institutional, and entertainment uses within the District that provide essential services to residents and visitors. Additionally, it is important to understand the surrounding uses, including well-established residential neighborhoods and natural features.

Extensive analysis of the Coliseum Central District was conducted for the 2004 Master Plan, much of which is still relevant, including maps and diagrams that explain the relationship of Coliseum Central and the basic surrounding uses. More specifically this analysis includes development patterns, street network and blocks, open space and pedestrian connectivity, and transportation. An updated commercial real estate market study was conducted for the District, including residential market, retail and restaurant market, office market, and hotel and tourism market analysis. In addition, an individual hotel feasibility study was conducted specifically to support planning related to conventions, events, and hotel development. A market and economic analysis regarding the future operation of the Hampton Coliseum was also completed.

The Existing Conditions map serves as the primary base information for the exercise of testing design alternatives. The team utilized the City’s most up-to-date Geographic Information Systems (GIS) mapping information as well as on-the-ground surveying to develop an accurate map before beginning the design process.
Hotel Development

Hunden Strategic Partners (HSP), an economic and fiscal consulting firm, was tasked with conducting a hotel feasibility study to support planning related to conventions, events, and hotel development within Coliseum Central. Hunden recommends new hotel development that can enhance the market’s competitive position amongst its peer cities. The Embassy Suites and Courtyard by Marriott are quality, walkable hotels to the Hampton Roads Convention Center (HRCC) and Coliseum; however, these two hotels alone do not offer enough hotel rooms needed for large groups and events. Additionally, there are numerous underperforming hotels that offer less desirable accommodations and amenities that negatively impact Hampton’s reputation and competitiveness to attract meetings and events. Presently, there is a lack of weekday corporate transient demand in Hampton overall and the majority of overnight stays in Hampton are likely staying in the Coliseum Central area. The Coliseum Central area has the interstate visibility, walkable restaurants, and retail options, and is in proximity to the primary roomnight generators: HRCC, Coliseum, and Boo Williams Sportsplex. The best hotel investment is a newer and higher-quality product that has a recognizable brand to travelers. To improve the convention and meetings package, hotels must be in proximity to the HRCC and Coliseum to increase the quality of walkable hotel rooms currently available. Lower quality hotels would need to be either extensively renovated or acquired and razed while inducing new, quality product. Based on current market conditions, creative partnerships may be necessary to implement this strategy.

Although weekend stays (Friday–Saturday) are strong, corporate stays (Sunday–Thursday) remain weak; thus, the current market on its own will not support the development of higher-quality hotels. To optimize the performance of the HRCC and Coliseum, higher, convention quality hotels are needed adjacent to the facilities. In the short term, the study recommends the following options:

Option A adds a full-service hotel of 250 rooms that would bring the number of proximate hotel rooms to 691 rooms, which would be slightly above the average number of proximate hotel rooms in the competitive set. The hotel is recommended to have its own meeting space, allowing the hotel to host its own events when the convention center is not booked. An additional quality walkable hotel to the convention center will make the Hampton area hospitality package more attractive to meeting planners and lead to fewer lost events. This option is an ideal recommendation since many meeting planners chose other venues because Hampton could not offer available rooms to all their attendees in one or two larger hotels.

Option B would also add 250 proximate hotel rooms; however, it would allow for two select service hotels to be built in a dual-branded project. This would allow them to share back of house programming and offer two compelling brands. Function space may not need to be as high as in Option A.

Option C adds 180 proximate hotel rooms in one full-service “limited” hotel or select service hotel. The additional quality proximate hotel rooms will help make Hampton’s hospitality package more attractive.

For the long term, Hampton needs to work toward a goal of 1,500 proximate rooms of quality, mostly branded or branded boutique hotels.
Retail And Restaurants

Hunden Strategic Partners (HSP) conducted a commercial real estate market study for the District, focusing on the area around the Hampton Roads Convention Center (HRCC) and Coliseum. Regarding restaurant and retail developments, HSP recommends a grouping of diverse restaurant options be integrated into any development near the HRCC and Coliseum. The market could benefit from more restaurants near the HRCC and Coliseum to create a node on Coliseum Drive and amenities for hotels. Retail demand outside of the Peninsula Town Center area is limited; and therefore, is not suggested in this area. The City should work to integrate restaurants along or near the major public event facilities to induce an entertainment atmosphere where visitors can linger longer before and after events rather than depart immediately. Restaurants that primarily act like restaurants during the day can become more nighttime destinations after 9 or 10 pm, which will enhance the vibe of Coliseum Central as a destination after 5 pm.

The development of restaurant and retail is recommended to integrate approximately 25,000 to 45,000 square feet of tenant space. At a minimum, between four and six tenant types are suggested, although more is better, including support restaurants that each offer a unique menu and ambiance. This will attract the higher-end renters that are needed and that want to be near the dining and entertainment nodes. At least one tenant should have a higher end element and concept. Country, rock, Asian, steak, seafood, nightclub, sports and other themes/cuisines are options to be offered, as variety will help keep locals coming back and attract visitors with the multitude of options. It is important to encourage new concepts that will not replicate and directly compete with existing businesses. Ultimately, the unique concepts and diverse mix of options will help satisfy more visitor palates and likings. People crave variety as well as reliable options. Given the varied palate of today’s consumer and desire for dining out, the more options, the better. This includes options for different times of day, such as coffee/brunch and frozen yogurt/dessert. A new development node near the HRCC and Coliseum should focus on a mix of restaurants, bars, and nightlife that are targeted to all types of ages, budgets, and tastes. Restaurant developments will induce new visitation from leisure guests as well as recapture corporate demand that was only coming for a daytrip previously and help generate more overnight stays. It will also recapture local demand that may have been leaving Hampton for other areas to meet their food, beverage, services, or entertainment spending needs. Overall, this component will serve as the glue between all the other proposed and existing assets in Coliseum Central, providing a place for all to spend time, linger, eat, drink, and shop for daily essentials. It makes Coliseum Central the “go-to” area to choose amongst a collection of choices, not just chain restaurants, as exist in the public’s perception today. This will nurture more consistent activity in Coliseum Central and help drive investments in new residential and other developments within the District.

Office

The Coliseum Central office market consists of a mix of Class A (premier, newer, higher quality with above average rent rates), B (little older, good quality management and tenants with average rent rates), and C (lowest classification, typified by older buildings in less suitable locations with below average rent rates) buildings. Although Class A office space is limited, developers are starting to consider new, higher-quality developments.

Tenants in the Claiborne Building in Peninsula Town Center pay a premium to be close to the retail and restaurants. With the development of residential and commercial space the Sentara CarePlex Hospital a mile north of West Mercury Boulevard, it is expected that there are a number of smaller healthcare and other medical related tenants that would pay Class A rates. Also, the area around the HRCC and Coliseum offers attractive real estate for a potential build-to-suit office building because of the great visibility and access from I-64.

It is recommended that any office space south of West Mercury Boulevard along Coliseum Drive be complemented with restaurants and support service businesses. An office development would be more attractive with walkable restaurants and retail. Focusing on hotel and restaurant developments will help attract office tenants and their employees to Coliseum Central. As the market improves and guides, office development projects are recommended in various strategic locations throughout the District as a more mid- to long-term strategy.
Over the past several years, rental residential development has been and continues to be a successful real estate development type in Coliseum Central. The Chapman at Peninsula Town Center (PTC) has been a catalytic force for residential developments. The proximity to dining and entertainment has helped the absorption rates and properties to maintain strong occupancy rates (approximately 90 percent in the relevant developments) and rents that support viable development. Sale development (e.g. condominiums) has been less successful since 2008, although this appears to be improving with national and other economic trends. Based on conditions at the time of development, a mix of these two types of development would be successful, so long as the proportions matched the market demand. At this point, that ratio appears to be heavily skewed toward rental units, but this may change over time.

For residential development, HSP recommends the development of upscale rental properties, dominated by two-bedroom units, but with a mix of one- and three-bedroom units as well. Residential development should continue to be dense, upscale, and a mix of rental and for-sale properties although these are not necessary to succeed. Similar to PTC, the more units that can be within walkable distance to key activity nodes the better. This will help to induce other developments such as restaurants, retail, and office that serve as links between developments as well as enhance Hampton’s reputation as a place to live, work, and play. The area surrounding PTC is the most attractive area for short-term residential development.

Over time as commercial and/or office space develops, residential properties would help to support other real estate uses and not only in Coliseum Central. The number of Coliseum Central residential units has started to create a true urban community, so the long-term development of quality residential units in Coliseum Central is critical to attracting more residents and grow Hampton’s economic center.
Development Patterns

Regional Positioning

Hampton’s relative location in the region has changed significantly over the past 30 plus years. Prior to the interstate system, the Hampton Roads region was comprised of individual cities and towns within counties: Hampton, Newport News, Norfolk, Portsmouth, Williamsburg, and Virginia Beach. These communities were relatively self-contained and marginally connected. With the introduction of the interstate system (I-64) and tunnel crossing (connecting the Peninsula to the Southside) in the 1960s and 1970s, regional mobility increased. The interstate system, local government annexation/consolidation, and suburban growth set the tone for how the region would grow in the upcoming decades. The expanding economy in the 1970s and 1980s united the cities and towns into a single economic region. Connecting the Peninsula with the Southside, Interstate 64 was the primary regional transportation link to Richmond and the rest of the state. Located at the edge of the region and with excellent interstate access, Hampton was well-situated to take advantage of suburban growth. During this time, Hampton’s population increased, developed land expanded, and Coliseum Central grew up as the leading economic center for the Peninsula and the area experienced its most prosperous years.

In the 1990s, the regional interstate loop (I-664) was completed, including a second alternate tunnel connection, and growth moved northward up the Peninsula and west across the James River. Hampton was no longer on the edge of a fast growth area, but rather in the center of a stable region. The competitive advantages of inexpensive land and proximity to new growth enjoyed by the area just 20 years prior had moved north and west. Today, the Coliseum Central area is located at the very center of the overall region, but still maintains excellent access, located at the crossroads of the regional interstate beltway system.
(I-64/664) and the primary interstate link (I-64) to the rest of Virginia and beyond. These changes have had a profound effect on how Coliseum Central competes for regional investments.

**Patterns and Scale**

At 1,900 acres, the Coliseum Central Business Improvement District (CCBID) is one of the largest economic districts in the country. By comparison, this area is over twenty times the size of Downtown Hampton. The District’s development pattern is characterized by a collection of separate, self-contained complexes, none of which is particularly well-connected to the others. Mercury Plaza, Rivendale Plaza, Todd’s Center, Coliseum Crossing, The Power Plant of Hampton Roads, and Sentara Careplex Hospital are examples of large investments that are internally cohesive yet bear little relationship to their surroundings. The commercial area; however, is surrounded by cohesive and stable neighborhoods, each of a walkable scale. The Peninsula Town Center, which opened in 2010, represents the preferred type of development pattern with new streets through the site that connect to existing streets on the periphery, public open spaces, pedestrian connectivity, and a mix of land uses within the site and buildings.

**Property Inventory**

While only a few undeveloped parcels exist in the Coliseum Central area, many developed parcels are either vacant, underutilized, or primed for redevelopment in the upcoming years. The City has direct control of a few properties, some of which contain public institutions or are undevelopable.

**CONCLUSIONS**

» Coliseum Central’s relative position in the regional marketplace has shifted. The District is now in the center of the region. The District must provide retailers and housing products diverse and unique to the Peninsula to compete.

» Mercury Boulevard, I-64, and Newmarket Creek separate the District into sectors.

» Most of the District is developed. The next generation of growth will be characterized by redevelopment of greyfields more than the development of greenfields.

» Partnerships between the City and private property owners will be critical to direct the redevelopment of greyfields.
**ANALYSIS**

Street Network

**Regional Traffic**

Located adjacent to the region’s northern branch of the Hampton Roads Beltway (I-64/I-664), Coliseum Central sits in the middle of Hampton Roads’ regional transportation network. The District has direct and high-quality access to the interstate in all directions. The stretch of I-64 through the District is one of the highest volume roadways of its type in the region.

Mercury Boulevard is an important east/west arterial throughout Hampton and the Peninsula. It serves high volumes of through-traffic and connects the entire eastern half of Hampton to the interstate system and the region. Unless the Hampton Roads Center Parkway is extended further east, Mercury Boulevard will continue to be the major east/west through-route for the foreseeable future.

**Local Network of Streets**

Cunningham Drive/Todds Lane, Pine Chapel Road, Armistead Avenue, Aberdeen Road, and Power Plant Parkway create a macrogrid of streets that greatly facilitate the movement of both regional through-traffic and local destination-based traffic through and to the study area. This grid of streets has prevented the area from developing along a single corridor, where all traffic is relegated to one street. Instead, the area has developed predominantly along two primary streets, Mercury Boulevard and Coliseum Drive, fed by the network of other arterial streets.
Blocks
The District contains a variety of block types and sizes. The older neighborhoods contain long, narrow, and organically shaped blocks of single-family housing. Assembled, these blocks tend to create a cohesive and connected neighborhood with gracious streets and front yards. The more recently built neighborhoods contain larger, more rectilinear blocks containing multi-family housing. The housing units tend to face inward, with their service and parking facing the public streets. Assembled, this block pattern creates a disconnected set of auto-dominant streets.

There are two types of commercial blocks: 1) narrow and located on the main arterials, or 2) large, containing strip malls or other auto-dominant commercial uses. Few of the commercial blocks in the District contain sidewalks or any pedestrian amenity. Assembled, they create a “super grid” of streets that facilitate access and movement but do not connect surrounding neighborhoods to daily activities and services.

**CONCLUSIONS**

- The District is well-connected in the north/south direction but not well-connected in the east/west direction.
- Coliseum Drive has the potential to become a local street with retail uses on both sides.
- Mercury Boulevard is a major regional arterial with the burden of high volumes of through-traffic.
- The District’s blocks are large and not pedestrian-friendly. New public streets can reduce the scale of the blocks to create high-quality development parcels and connect the isolated pockets of semi-public pedestrian spaces.
- Coliseum Drive can become a spine for new, mixed-use development.

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**EAST/WEST CONNECTIONS** The District relies entirely on Mercury Boulevard for its regional east/west traffic. Therefore, Coliseum Drive can function more like a local street.

**NORTH/SOUTH CONNECTIONS** The District is well-connected in the north/south direction. Therefore, Coliseum Drive can function more like a local street.

**COLISEUM DRIVE** As a local road, Coliseum Drive can become a spine for new development.

**BLOCK SIZE COMPARISON** Blocks in Downtown Hampton (above) are relatively small and interconnected while blocks in Coliseum Central (right) are large and disconnected.
Open Space & Pedestrian Connectivity

Open Space
Newmarket Creek and its tributaries surround and penetrate the District, influencing its development patterns by creating natural edges and boundaries to development. While the Creek is considered by many residents to be an amenity, access to it is limited as it winds throughout the neighborhoods and through the I-64/I-664 interchange near the Coliseum. Likewise, Tide Mill Creek, connected to the Southwest Branch of the Back River, is largely inaccessible to the public as it enters the northeastern part of the District around Armistead Pointe Park and winds its way through the Tanglewood neighborhood and Cooper Elementary and Eaton Middle Schools.

Currently, the area’s open space system does not play a significant role in the District or the visitor experience. It is largely a visual amenity that can only be seen when crossing it and is rarely used due to lack of convenient access. Many of the area parks are located on low-lying land that is otherwise undevelopable. The schools serve as key public open spaces and recreational amenities to the District. Armistead Pointe has been reserved in the City’s Comprehensive Plan as a site for a significant community-scale recreational and public park amenity.

Pedestrian Connectivity
Having few on-street sidewalks, most of the District’s streets have been built with little or no pedestrian accommodations. Unique to the District; however, is a pattern of relatively high-quality, semi-public pedestrian spaces. The park spaces in Peninsula Town Center, the boardwalk adjacent to Bass Pro Shops, the promenade around the Coliseum, the Boo Williams Sportplex indoor track, and walkways in front of some of the commercial centers are all important pieces of pedestrian infrastructure; however, they are mostly isolated from each other and many do not connect to sidewalks along public streets or facilities. The boardwalk adjacent to Bass Pro Shops, the promenade around the Coliseum, the Boo Williams Sportplex indoor track, and walkways in front of some of the commercial centers are all important pieces of pedestrian infrastructure; however, they are mostly isolated from each other and many do not connect to sidewalks along public streets or facilities.

CONCLUSIONS
» Newmarket Creek is adjacent to many areas of the District but is inaccessible to residents, visitors, and employees.
» There are pockets of isolated, semi-public pedestrian spaces not connected to each other or to public sidewalks.
» Several of the area schools are on the edges of residential neighborhoods, not in the center.

EXISTING SIDEWALKS & PEDESTRIAN AREAS Though a number of sidewalks exist in the District, few run for a full length of street nor are connected to each other.

REGIONAL OPEN SPACE Newmarket Creek connects the interior portion of Hampton to the Back River and Chesapeake Bay, as it runs through Coliseum Central.

SCHOOLS AND NEIGHBORHOODS Existing schools should be supported by their surrounding neighborhoods.
Transportation Analysis

The redevelopment of the Coliseum Central area calls for several transportation-related interventions. However, transportation solutions themselves will not drive redevelopment, particularly those that singularly target traffic related concerns. More holistic and integrated strategies that balance land-use, urban design, and traffic operation issues are needed to truly catalyze redevelopment and create a more livable and sustainable District. The following transportation guidelines capture the principle of balancing the different aspects of the Coliseum Central area and have emerged from the design workshops held with the community. These principles should guide any redevelopment efforts.

1. Create Streets and Blocks

The Coliseum area is made up of 2,000-foot long super blocks surrounded by four major arterials: Mercury Boulevard, Coliseum Drive, Armistead Avenue, and Hampton Roads Center Parkway. Although offering ease of regional access, these arterials do little to facilitate the shorter and local trips that take place within the area. The sparse network of local streets offers limited connectivity and; therefore, limited route choices. Though the arterials may provide superior service to vehicular travel, they make for a difficult environment for users of other modes of travel such as pedestrians, bicyclists, and transit riders. The first transportation principle involves slowly modifying this existing system of streets and blocks to be more supportive of proposed land use changes through the creation of smaller blocks and a more extensive local road network. Existing driveways and parking lot drive aisles can be converted to function like streets. Enhancements may include the addition of streetscape elements such as street trees, lights, crossings, and the like along with drainage improvements.

New streets perpendicular to Mercury Boulevard and Coliseum Drive offer an opportunity to create a better-connected street network that provide alternate ways to navigate the District without overburdening the major roads. Such connecting streets have the potential to create a full intersection, a partial movement intersection, or pedestrian crossings. Well-connected streets also encourage safe pedestrian activity. These streets would act as pedestrian "refuge" nodes along the busy arterial and can support the development of more focused mixed-use areas or "lifestyle centers." Streets within a lifestyle center would include appropriate streetscape elements (e.g. pedestrian-oriented furniture, lighting, and street trees) and on-street parking. Land uses fronting along these lifestyle center streets capture the high-visibility offered by the arterial streets without forcing the land use to front the busy arterial streets.

2. Enhance Pedestrian Network

The Coliseum Central District has an inherent market for retail and commercial services because of its significant visitor/tourist-oriented land uses (hotels, Coliseum, and Hampton Roads Convention Center HRCC). One of the keys to redeveloping the District is linking the potential retail market (south of Mercury Boulevard) to the commercial areas (north of Mercury Boulevard) through multiple types of networks (pedestrian, transit, and vehicular). Over the past ten years, Coliseum Drive has been transformed from a predominately auto-centered street into a more pedestrian-oriented urban street with the reduction of travel lanes and the addition of wide sidewalks, decorative crossings, street trees, pedestrian-scale lighting, street furniture, and enhanced bus stops. This streetscape treatment should be continued on the primary north-south and east-west links so they can satisfactorily accommodate pedestrian and vehicular travel. Significant north-south streets include: Aberdeen Road, Executive Drive, Saville Row, Power...
Mercury Boulevard as it needs to continue to perform as a critical experience. It is important to maintain a balanced approach to changes on buildings, its lack of sidewalks, frequent curb cuts, minimal crossing opportunities, and absent streetscape, the road itself can be a difficult environment for pedestrians. The few outparcel buildings tend to be set back from the street and do not add value to the pedestrian experience.

It is important to maintain a balanced approach to changes on Mercury Boulevard as it needs to continue to perform as a critical regional transportation corridor while supporting the more pedestrian-oriented visitor and commercial activity the redevelopment effort will bring to the District. A phased approach to improvements on Mercury Boulevard is recommended. The initial phase would focus on improving pedestrian crossings at major intersections; creating new left turn bays within the existing median area that form pedestrian refuge areas while reducing the number of lanes that should be crossed in each pedestrian signal phase; incorporating crosswalks, lighting, and signage to make crossings less intimidating, reducing the barrier effect of Mercury Boulevard.

The second phase of improvements to Mercury Boulevard would focus on access management to the properties fronting on Mercury. The significant number of existing curb cuts creates a potentially unsafe environment of turning conflicts for vehicles as well as pedestrians along the entire length of Mercury Boulevard throughout the District. These access points should be consolidated to allow the existing continuous right turn lane to be reduced to dedicated turn lanes at specific intersections only, that would provide landscaping opportunities, pedestrian protection, and eliminate some of the hazardous turning vehicle conflicts.

The final phase would eliminate mid-block access points altogether, consolidating all access at major intersections and providing access to individual parcels from service roads running along the backs of properties fronting Mercury Boulevard. This final phase would provide an area for continuous landscaping and wide sidewalks along the edges of Mercury Boulevard, creating an attractive and inviting urban boulevard.

4. Improve Transit Service
The improvement of transit service is an essential element in Coliseum Central’s successful growth. The first step toward this end is to ensure that redevelopment efforts create a built environment supportive of the future integration of a regular transit service. Aside from ensuring that trip ends and origins have proper provisions for pedestrians (adequate sidewalks, streetscapes, and pedestrian amenities), improve-

Plant Parkway, and finishing the work on Coliseum Drive. Significant east-west links include: Cunningham Drive, Marcella Road, Mercury Boulevard, and Pine Chapel Road. The new streetscape should include: on-street parking where feasible, safe intersection crossings, street trees, pedestrian-oriented lighting, and street furniture.

Coliseum Drive provides the most continuous and extensive north-south connection within the District and should be developed as the primary pedestrian spine, serving as the District’s “main street.” North of Mercury Boulevard, redevelopment should focus on creating a continuous building frontage (street wall) that frames the street. Street-oriented buildings should also be encouraged in new development and redeveloping out parcels.

On-street parking is an essential element to creating successful urban streets and should be included as part of the street reconstruction whenever possible and especially when critical to the success of proposed new land uses.

3. Mercury Boulevard Improvements
Mercury Boulevard has a curb-to-curb width of 160 feet between Coliseum Drive and Armistead Avenue. Within this width are eight through lanes, two continuous right-turn lanes, two to four left turn lanes, and a 45-foot-wide raised median. The arterial functions are at an acceptable level from a traffic operations perspective; however, from an urban design and land use planning perspective, the road poses a challenge for redevelopment efforts in the District. Mercury Boulevard acts as a barrier between the north and south areas of the District and achieving the dynamic visitor/commercial center envisioned, becomes challenging. With the more than 250-foot-wide distance across fronting buildings, its lack of sidewalks, frequent curb cuts, minimal crossing opportunities, and absent streetscape, the road itself can be a difficult environment for pedestrians. The few outparcel buildings tend to be set back from the street and do not add value to the pedestrian experience.

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ments should also be made to enhance existing Hampton Roads Transit (HRT) bus stops at major activity centers and along appropriate streets. Perhaps the most critical way to improve transit service would be through increasing the frequency of service.

Second, the Coliseum Central community should consider building upon the shuttle service currently serving the hotels and HRCC. The existing service is an on-demand shuttle service provided by the City to serve the hotel users. An expanded service that connects the major uses such as the Sentara CarePlex Hospital, the Peninsula Town Center (PTC), Coliseum Crossing, and the Power Plant area can be initially run and tested during event days. The frequency of the expanded trips should be closely coordinated with the other potential anchor uses depending on their needs. For instance, a lunchtime trip can be included to service the hospital and the PTC area. As redevelopment gradually happens and depending on the result of the expanded service test, the feasibility and need for a regular transit service can be explored.

The drawing on this page illustrates a preliminary concept of a shuttle service for the Coliseum Central area. The shuttle route and schedule should be closely coordinated with the HRT bus routes that run through the District. An initial estimate of four vehicles is required for regular/weekday service of 5-minute headways and six vehicles for event day service of 3-minute headways. The feasibility of a secondary route linking the Coliseum and the Power Plant should also be evaluated.

As redevelopment continues and the residential and office uses within the District reach that critical density, the system could transition into a fixed-guideway system, such as bus rapid transit route (BRT). The long-term recommendation would be for this shuttle route to potentially evolve into a light rail route that connects the District to downtown as light rail service is expanded to the Lower Peninsula.

An important provision for shuttle transit that could also be provided in the near future is a highly visible, centrally located “multi-mode” center (for all modes of shuttle, tour bus, taxi) within the Hotel District or Crossroads area.
Coliseum Central is on the verge of a significant transformation. Public investments in the Hampton Roads Convention Center (HRCC) and other new developments are leveraging private investment throughout the District, as the regional marketplace has re-discovered Coliseum Central as an important location within Hampton Roads in which to do business and invest.

This Master Plan recommends the next generation of growth be directed by important redevelopment policies. These policies articulate the over-arching actions necessary to steer redevelopment in the District in accordance with the community vision.

**Redevelopment Policies**

- Create dense, connected, and pedestrian-friendly activity centers within the initiative areas.
- Encourage residential development wherever possible, in appropriate forms that relate to neighboring land uses.
- Organize land use in terms of scale of development and cluster uses compatible in character.
- Develop and connect open space and natural areas within the District to provide amenities for residents and visitors alike.
- Create new public streets with sidewalks and street trees that connect the varying land uses in the District.
- Encourage development patterns and forms which promote Coliseum Drive as the District’s “Main Street.”
Create dense, connected, and pedestrian-friendly development nodes in identified areas.

Compact nodes of development could be identified as human-scaled, pedestrian-friendly areas that provide a unique sense of place for visitors and residents alike. The density of investment allows for walkable places supported by a “park-once” strategy. These nodes of development should be places for more than retail transactions; they should become centers for the communities they serve. They are examples of “city building,” in that they strengthen the connectivity of the entire fabric of the city of Hampton. More dense, development nodes that are pedestrian-friendly, similar to Peninsula Town Center, are needed throughout the Coliseum Central District.

Encourage residential development wherever possible, and in appropriate forms that relate to neighboring land uses.

Though the Coliseum Central District is primarily thought of as a commercial area, many city neighborhoods lie within its boundaries or are adjacent and supportive of its commercial uses. As such, residential development can build this retail market. There is significant market demand for residential development in this area of the City. Due to its proximity to larger-scale commercial, retail, and institutional uses, new residential development is also appropriate in denser scales than are now present. Coliseum Central provides a unique and needed opportunity to diversify the types of housing in the City of Hampton. Apartments, condominiums, lofts, and townhouses are of an appropriate scale to neighboring non-residential development. New single-family housing can also be developed directly adjacent to existing neighborhoods of the same housing scale.

Organize land use in terms of the scale of development and cluster uses compatible in character.

Land uses should not be zoned into single-use, homogenous areas; but instead, character and scale of development should be coordinated to create orderly patterns and places of value for residents and visitors, as well as areas attractive to potential investors and developers. The way places are used is just as important as the uses they contain. However, some land uses appear not to be compatible with others. Typically, this can be attributed to improper scale relationships. For example, large footprint retailers should be located with other auto-dominant uses and ideally in proximity to the interstate and major arterials toward which such businesses are typically oriented. The health of development areas is largely based upon synergies between investments. Thus, coordinated, definable places within the District will strengthen both the Coliseum Central District and the City.
Develop and connect open space and natural areas within the District to provide amenities for residents and visitors alike.

The natural position of the City of Hampton on the Virginia Peninsula gives the City, and particularly Coliseum Central, access to many unique, open space amenities. Though the Newmarket Creek watershed, is typically seen as a barrier to development, the District can redefine it as a new amenity by providing connections to uses along it. The specific sense of place that natural systems provide can establish addresses for development that are unlike those in much of the region. The connection of open space to significant civic uses and neighborhoods creates a sustainable environment due to access to quality of life amenities.

Create new public streets that connect the varying land uses in the District (retail, residential, and open space) to each other through the creation of a functioning public realm.

Currently, large arterial streets carry cars for both through-trips and local trips, within the District and its neighborhoods. The provision of a properly-scaled, local street network will clarify the types of traffic in the District and help establish a variety of places based upon a hierarchy of street types. Public streets should vary in width and type, and a diversity of street types will be instrumental in creating a diversity of places. Streets are an important part of the public realm. They should be thought of as places where public life is fostered, as well as to provide increased access to and connectivity between neighborhoods and destinations.

Encourage development patterns and forms which promote Coliseum Drive as the District’s “Main Street.”

Coliseum Drive is the focal, north-south street, that traverses most of the initiative areas. Connecting the Sentara Medical Complex from the north to the Crossroads area in the south, Coliseum Drive has become the coveted address for retail, restaurants, hotels, etc. As such a safe pedestrian environment is critical to its success as an urban street. Such street should include generous sidewalks, street trees, safe crossings, and buildings located close to the sidewalk to both frame the street and provide a street edge. Encouraging activity along the street is also critical starting with a good mix of uses (e.g. retail, restaurants, hotel, residential, office, and civic) and including the addition of seating areas, entry plazas, outdoor dining, etc.
Frameworks for Growth

To grow in a cohesive and organized manner, patterns of development, a network of streets, and a connected system of open space must be established. Discontinuity in these underlying systems results in unsustainable development. Without healthy frameworks, public and private sector investments will not be leveraged, and true metamorphosis and evolution of a place cannot occur.

These frameworks for growth address the challenges posed by a District made up of many different property owners and stakeholders with widely varying needs. By reviewing new development proposals and redevelopment initiatives within the context of the overarching frameworks of the District, one can evaluate whether investments will indeed be connected to each other. As such, cohesive yet unique, meaningful places for both residents and visitors to the City of Hampton will be created because guiding principles and a holistic planning approach have guided the design process.

The categories of development patterns, street network, and open space define the main systems by which connections are made between land uses. Development patterns address the ways in which land uses relate to one another in terms of character and scale, not by mere type of development. A network of streets provides both access and connectivity within the District and creates a series of development opportunities. Natural systems define a sense of place for the District and provide recreational amenities to support neighborhoods and special districts.
Development Patterns

The development patterns in Coliseum Central, currently characterized by auto-dominant uses scattered throughout the area, will transition to pedestrian-friendly, mixed-use nodes surrounded by new residential neighborhoods and connected to a regional open space system.

Coliseum Drive will become the District’s “Main Street” and its primary spine of development anchored in both the north and the south with major regional investments meant to infuse the District with both visitors and employees. Several nodes of mixed-use development will be located along Coliseum Drive, both north and south of Mercury Boulevard. These mixed-use nodes, as well as the areas identified on the west side of I-64, should provide community- and neighborhood-serving retail, as well as medium-density housing. Coliseum Drive should be pedestrian-oriented with a mix of uses and smaller buildings that front the street with parking behind.

Regional serving land uses such as single-use office parks, large big-box retailers, and event venues are typically auto-dominated uses that should be consolidated near interstate interchanges. Such auto-dominant uses require significant parking areas that typically lie between the street and the building. Mixed-Use Urban Core refers to a mix of uses, either within the same site or same building set in an urban development pattern found in the center of the District. Mixed-Use Community refers to a mix of uses occurring outside of the urban core in more of a suburban development pattern. In addition to the new residential units within the mixed-use areas, new residential neighborhoods should fill in between commercial and existing neighborhoods.

RECOMMENDATIONS

» Establish development patterns that promote the healthy growth and integration of commercial and residential development.

» Pursue a mix of commercial development that is both regionally-unique and locally-serving.

» Concentrate retail development in the core and encourage denser development in and around identified nodes.

» Identify preferred locations for large-scale, commercial development, as well as different preferred locations for smaller-scale, neighborhood-compatible development.

» Strengthen the local retail market by aggressively developing the local housing market with both medium-density housing in the core, within walking distance of daily services, and traditional lower-density neighborhoods on greenfields as infill and toward the periphery of the area.

» Preserve environmentally sensitive lands whenever possible as additions to the District’s open space network.

» Reserve locations adjacent to I-64 for regional attractions and destinations and office that require high visibility and great access.

» Integrate the schools and local institutions into the neighborhoods by surrounding them with new housing development.

» Foster partnerships with private land owners to transition their properties from exclusively commercial to a mix of uses.

» Refocus efforts towards creating a unique identity; one that takes advantage of Hampton’s regional centrality and the District’s proximity to stable neighborhoods.

» Encourage development patterns and forms which promote Coliseum Drive as the District’s “Main Street.”
Frame Works for Growth

Site Improvements

The Coliseum Central District contains several successful traditional strip shopping centers: Coliseum Crossing, Todd Center, Coliseum Square, and Coliseum Marketplace. These centers are currently occupied and thriving because of their successful tenant mix and their management and operations that maintain an attractive property. Whereas the largest of these properties could redevelop into smaller blocks and a mix of uses (similar to the recommendations for Riverdale Plaza); the Plan does not recommend comprehensive redevelopment of these properties as long as the current owners choose to maintain the properties in excellent condition.

As primarily auto-dominant retail centers, the challenge of these properties will be to maintain their competitive edge as the District around them changes into a more pedestrian-friendly environment. Improved connections to redeveloped areas and surrounding neighborhoods will be important as the District changes over time.

**Site Improvement Recommendations for Commercial Properties**

- Develop driveways as if they were streets — lined with sidewalks and street trees.
- Connect the existing pedestrian areas of the site into the District’s sidewalks.
- Terminate driveways (streets) with landmark facade elements.
- Modify buildings so entrances and outdoor spaces are located adjacent to pedestrian areas.
- Buffer sidewalks from parking lots with low hedges and trees.
- Locate parallel parking in front of the stores.
- Convert large parking lots into smaller landscaped parking rooms.
- Improve access to the site by extending driveways (or streets) through the site to existing adjacent streets.

**Proposed Driveway Section**

Primary driveways can be built similar to streets: with sidewalks, trees, and hedges screening the cars.

**Proposed Building Front and Sidewalk Section**

Parking in front of buildings and improved sidewalks will create a more desirable location for shoppers. Hedges or low walls should screen large parking lots from sidewalks.

**Proposed Drive Aisle in Front of Stores**

Typical existing drive aisle in front of stores.

**Proposed Drive Aisle in Front of Stores with Parallel Parking**

Proposed drive aisle in front of stores with parallel parking.

Bethesda Row, Bethesda, MD
Development Activity Since the 2004 Plan

Several new developments have been introduced into the District over the past ten years. Some of these new developments were recommended and anticipated in the Master Plan. Others were unanticipated initiatives that responded to market demand. The blend of uses demonstrates the mixed-use character of the Coliseum Central District:

1. **Sports and Recreation:** Sentara Center for Health & Fitness was constructed as part of a medical office building across Coliseum Drive from the Sentara CarePlex Hospital; Boo Williams Sportsplex was constructed on Armistead Pointe Park, housing eight multi-use courts and an indoor track and becoming a significant tourism destination for competitive sports.

2. **Office:** New medical office buildings complement the Sentara CarePlex Hospital.

3. **Residential:** Several new residential apartment developments have been built including The Chapman at Peninsula Town Center, Monticello at Town Center Apartments, Marcella at Town Center, and Trail Creek. For-sale units include: Town Square and H2O, a townhouse development on Coliseum Lake. Town Park, an urban neighborhood of single-family residences on small lots in a tightly-gridded street pattern with alleys, has been built at the District’s southern gateway at Power Plant Parkway.

4. **Mixed-Use Center:** Peninsula Town Center is a major new lifestyle center and mixed-use focus for the District.

5. **Retail:** New retail has sprung up throughout the District, mostly involving the redevelopment of distressed properties. The majority of this redevelopment has occurred along Mercury Boulevard; Mercury Plaza has been completely razed and redeveloped with new larger format retailers with restaurant and services on outparcels; Todd Center has undergone exterior renovations and completely redeveloped outparcels; Coliseum Crossing has undergone significant exterior renovations to the main center and several outparcels; Coliseum Marketplace and The Power Plant of Hampton Roads have added new retail tenants; and three corners of the Mercury Boulevard/N. Armistead Avenue intersection have been significantly transformed.

6. **Hotels:** New hotels have been built near the Power Plant and the hospital and several hotels have seen considerable renovations.
Unlike most suburban shopping areas, Coliseum Central is not merely a linear commercial strip. It consists of two primary streets: Coliseum Drive and Mercury Boulevard. This is a great advantage for the District because it has the makings of a potentially well-connected street network. A large-scale grid system is already in place with Cunningham Drive, Pine Chapel Road, Armistead Avenue, Aberdeen Road, and Power Plant Parkway. These primary streets, together with Coliseum Drive and Mercury Boulevard, provide the main structure of the District. The Plan recommends extending this grid of streets, as well as subdividing it with local streets that support new, mixed-use development.

Significant new street connections include the extension of Coliseum Drive north to Butler Farm Road; extension of Cunningham Drive south to a new east/west street between Saville Row and Coliseum Drive; a new north/south street along Tide Mill Creek between Cunningham Drive and Armistead Avenue; a new east/west street between Coliseum Drive and the new Tide Mill Creek Road; and extending Medical Drive south from Marcella Road to Cunningham Drive. Other street extensions include the extension of Commerce Drive north through the Hotel District to Mercury Boulevard; extending Von Schilling Drive west to Coliseum Drive, linking Riverdale Plaza with the Peninsula Town Center; and extending Saville Row north into Riverdale Plaza to Von Schilling Drive, strengthening the center’s connection to Mercury Boulevard. These community connections will tie the District together with surrounding neighborhoods and will extend the primary structure of the District into undeveloped areas.

**RECOMMENDATIONS**

- Create north/south connections across Mercury Boulevard to create small, walkable development blocks.
- Extend Coliseum Drive north to provide additional north-south access to the District.
- Extend a new street along Tide Mill Creek from Cunningham Drive to Armistead Avenue to create additional development opportunities.
- Create a new north/south neighborhood street between Marcella Road and Cunningham Drive west of Eaton Middle School.
- Extend Cunningham Drive south to a new east/west street, connecting Saville Row and Coliseum Drive, to create a new commercial street and smaller development blocks.
- Redevelop Riverdale Plaza into a mixed-use node by introducing a network of new local streets, including the extension of Von Schilling Drive between Cunningham Drive and Coliseum Drive, and the extension of Saville Row between Mercury Boulevard and Von Schilling Drive.
- Incrementally transform Mercury Boulevard into an attractive urban boulevard that balances the needs of both regional and local traffic.
- Continue to reinforce Coliseum Drive as a pedestrian-oriented “main street” with streetscape improvements and buildings that front the street and address the sidewalk.
- Transform Cunningham Drive (between Executive Drive and Enfield Drive) to a pedestrian-oriented street with sidewalks, landscaping, and buildings that front and address the sidewalk.
- Develop street standards that will lead to the implementation of the overall policies of the Plan.

**FRAMEWORKS FOR GROWTH**

Street Network

A connective street network will be established by both extensions of existing streets, as well as new rights-of-way. Primary streets, shown in red, provide main, local connections while new local streets, shown in black, create blocks appropriately-scaled for development. Improved existing streets are indicated in green.
Infrastructure Improvements Since 2004 Plan

The 2004 Coliseum District Master Plan included recommendations for street improvements, many of which have been built and have dramatically transformed the image and character of the District. Partnering with the Coliseum Central Business Improvement District, the City concentrated public improvement in three areas: Coliseum Drive; Mercury Boulevard; and several District gateways. The cumulative effect of these enhancements has changed public perception and improved what was once an environment entirely dominated by the needs of the automobile.

1. Entry Features
   Gateways have been built at key portals into the District, introducing attractive walls, iconic signage, swirling silks, landscaping, and public art in what has to date been a rather bland environment. These enhanced entryways help to define Hampton’s primary commercial core while improving the area’s appearance and enriching the District’s and the overall City’s image.

2. Coliseum Drive
   Based on a recommendation from the 2004 Plan, Coliseum Drive has been transformed into a pedestrian-oriented street with wider sidewalks, paver crosswalks, enhanced landscaping, pedestrian-scale lighting, public art, and enhanced bus stops. The City’s updated zoning will guide the placement of new buildings that will front and address the sidewalk.

3. Mercury Boulevard
   Perhaps the most dramatic transformation to Mercury Boulevard was the removal of the flyover ramp that was a critical component of the Peninsula Town Center project. An extensive landscaping project was completed at the Mercury/I-64 interchange. Additional streetscape and pedestrian improvements are underway along Mercury Boulevard between Aberdeen Road and N. Armistead Avenue.
The City has also recognized the need to institute the intent of the Plan through regulations, including a new zoning district for the core of Coliseum Central and the Coliseum Drive corridor. These policy changes aim to accomplish the following:

- Reinforce Coliseum Drive as the "main street" through the District’s center, creating a safe and pedestrian-friendly environment.
- Focus on urban-scaled commercial development to best serve the community and visitors.
- Enhance the core of Coliseum Central to create a sense of place through physical improvement that clearly define the District and the Corridor (e.g. edge treatment, landmarks, and recognizable design elements).
- Promote economic development and assure stakeholders that future development will be appropriate for the character of Coliseum Central.
- Provide form-based guidelines for siting buildings properly with appropriate pedestrian-oriented frontage with multi-story, mixed-use buildings that activate the street.
- Establish development incentives that offer relief from the base standards in exchange for enhanced aesthetics for both site and building design elements/amenities.

The form-based guidelines are focused around three corridors:

1. Coliseum Village Corridor
2. Hospitality Corridor
3. Crossroads Corridor

Within each corridor, there are baseline regulations with the option to induce relief from various zoning requirements in return for adhering to the adopted Design Standards for the area.
Open Space & Pedestrian Connectivity

The system of open space and pedestrian connectivity will become an important amenity for residents and visitors alike. Newmarket Creek and Tide Mill Creek are recognized by residents, yet are largely invisible to employees and visitors of the District. This Plan recommends development of an extensive open space system containing a range of open space types; these would include community parks in the neighborhoods, plazas and greens in the more urban, mixed-use areas, event spaces adjacent to the Coliseum and Convention Center, and wetlands and natural areas along Newmarket Creek and Tide Mill Creek. All these spaces should be connected together with a network of paths, trails, boulevards, promenades, esplanades, and sidewalks.

A connected open space system as established in this Plan will help integrate the proposed redevelopment areas with the surrounding neighborhoods. It will also increase the livability of the neighborhoods and create lasting places of value based on its inherent character and qualities.

A linear park system is planned along Newmarket Creek, connecting Air Power Park and the Power Plant. This park will offer a range of activities that will link together natural open space areas with more designed hardscape areas and include access to freshwater and saltwater natural features. In addition to Newmarket Creek, other water bodies include Lake Hampton, Coliseum Lake, and Bass Pro Lake. Park features would include a multi-purpose path for cyclists, runners, walkers, canoe/kayak launches, docking areas, overlooks, promenades, parking, programmable open spaces, and wildlife interpretive areas.

RECOMMENDATIONS

- Develop an extensive pathway and trail system throughout the Newmarket Creek and Tide Mill Creek watersheds.
- Establish a linear park (‘Central Park’) along Newmarket Creek, including multi-use paths, promenades, access points, trail heads, canoe/kayak launches and docking areas, programmable open spaces, and wildlife interpretive areas connected to both existing and new neighborhoods.
- Create a central gathering space and a generous pre-function space between the Coliseum, Convention Center, and other civic uses.
- Develop promenades and an esplanade around the Coliseum Lake and Newmarket Creek.
- Establish “blue trails” in Newmarket Creek by creating launch sites for non-motorized craft.
- Establish a bike route signage system that directs residents and visitors to “Central Park” and other destinations throughout the District.
- Create plazas, greens, or squares in the middle of new, mixed-use developments.
- Develop pedestrian-friendly streets throughout the District containing sidewalks and street trees.
- Implement site improvements on commercial properties that encourage pedestrian activity and social interaction.
- Establish a greenway trail connection along Hampton Roads Center Parkway connecting Armistead Pointe, Hampton Roads Center business park, and Sandy Bottom Nature Park.
Initiative Areas

The 2004 Coliseum Central Master Plan identified six initiative areas. These areas were identified as redevelopment sites during the public process and were determined to be facing the greatest development pressures. An initiative is a series of coordinated public and private investments designed to leverage the most value out of each other. Initiatives areas are geographically defined and typically encompass one area of the overall District. By parceling the Plan into initiative areas, all stakeholders and residents are equally considered. Each area has defined bite-sized tasks by which to implement the Master Plan. Recommendations for infrastructure and development were broken down into implementable projects for each initiative area.

This Master Plan update organizes its recommendations into the same initiative areas. The design team revisited each initiative area during the planning process to understand what has been implemented to date and how current needs have changed. The recommendations in this report reflect current market conditions and show development ideas that match the market potential.

The initiative areas of the Plan are Coliseum North, Coliseum South, Coliseum Crossroads, Power Plant Parkway, Sentara Medical Campus, Tide Mill Creek, and Mercury Boulevard. The initiatives in this section are described in narrative form and illustrated with plan drawings, perspectives, diagrams, and section drawings. In addition, each initiative contains a bullet list of recommendations and actions categorized under the three types of frameworks: Development Patterns, Street Network, and Open Space.
Initiative Areas 33

Updated Illustrative Master Plan: Focusing on the six initiative areas, this Master Plan tested the development capacity according to current market studies to further improve the urban environment of Coliseum Central.
Coliseum North

Coliseum North is in the heart of the Coliseum Central District, bounded by Mercury Boulevard to the south and I-64 to the west. It includes three of the largest retail centers, and generates some of the highest commercial revenue in the City. Since 2004, the focus of this initiative area has shifted somewhat from pure commercial development to the creation of a mixed-use environment where residents can live, work, and play.

Coliseum North has seen the most dramatic transformation as a result of the 2004 Plan. Coliseum Mall was redeveloped into the Peninsula Town Center (PTC), a new mixed-use lifestyle center designed with streets, urban-scale blocks, attractive public spaces, and a variety of residential and commercial uses. Since 2004, the District has also seen new residential development that takes advantage of the growing demand for urban living in Hampton. In tandem with the development of the PTC was the removal of the Mercury Boulevard flyover ramp and modifications to Coliseum Drive to transform it from an arterial to a properly designed boulevard with attractive landscaping and new pedestrian facilities including sidewalks and safe crosswalks. Coliseum North has also seen improvements to retail centers along Coliseum Drive and this Plan encourages the continued commitment seen by property owners to provide attractive and responsive improvements.

The properties of Coliseum North represent some of the highest potential and most underutilized properties in the District. While the PTC is incredibly successful by most standards, there are some flaws in the design and programming that can be addressed to make the space a more active, mixed-use community. Riverdale Plaza continues to be a large strip mall oriented to Mercury Boulevard that has experienced increased vacancies and declining investment, resulting in an obsolete retail center. The property is exceptionally large and the lack of through

ILLUSTRATIVE PLAN OF COLISEUM NORTH: New streets and redevelopment on the District’s largest properties will redefine the image of Coliseum Central.

COLISEUM NORTH EXISTING CONDITIONS: Coliseum Mall has been replaced by Peninsula Town Center and significant improvements have been made to Coliseum Drive. Riverdale Plaza is ready for a better future.
streets serves to separate it from the District; however, there is hope that the value of this property will induce redevelopment. Riverdale Plaza is an area that should transition over time. While there is opportunity in the long term to incorporate residential and office uses into the retail center, this Plan update recognizes the need to continue with big box development oriented to Mercury Boulevard and the retention of existing buildings as long as they are useful in the short term.

Coliseum Crossing and Coliseum Marketplace continue to be a successful traditional retail centers that feed off of and support PTC. Strong visual and pedestrian connections from Coliseum Drive and Cunningham Drive are important.

Apartments, townhouses, and other urban residential buildings should continue to be developed to support both the retail and the surrounding neighborhoods. New housing should be introduced on the Riverdale Plaza site and continue to be added to Peninsula Town Center. Also, sites for office buildings with retail use on the ground floor should be considered to maximize shared parking opportunities and improve the land use mix in this initiative area.

This Plan update recommends several initiatives to strengthen Peninsula Town Center as a successful commercial development and for Riverdale Plaza to experience a similar transformation. Relevant design strategies are explored in further detail for Peninsula Town Center, Riverdale Plaza, and Coliseum Crossing.

Coliseum North Strategies

- Explore safer and more comfortable pedestrian connections between the Hotel District and Peninsula Town Center.
- Orient auto-dominant uses and large retailers nearby the interstate and Mercury Boulevard.
- Link Peninsula Town Center and Riverdale Plaza by extending and improving Von Schilling Drive.
- Convert Saville Row into a new north/south street in Rivendale, extending from Mercury Boulevard to Von Schilling Drive, creating smaller, urban redevelopment blocks.
- Create and connect lawns or plazas in both Peninsula Town Center and Riverdale Plaza to provide public gathering spaces and pedestrian-oriented retail addresses.

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**COLISEUM NORTH DESIGN RECOMMENDATIONS**

<table>
<thead>
<tr>
<th>DEVELOPMENT PATTERNS</th>
<th>STREET NETWORK</th>
<th>OPEN SPACE</th>
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<tr>
<td>Transform aging, auto-dominant retail centers into walkable mixed-use districts, containing both residential and commercial uses.</td>
<td>Explore safe, pedestrian-friendly transitions from Coliseum North to other initiative areas.</td>
<td>Create urban plazas that connect between each of the retail center developments.</td>
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<tr>
<td>Redevelop underutilized properties as mixed-use, pedestrian-oriented developments with retail at the core and high-density housing along the edges adjacent to existing communities.</td>
<td>Treat the character of driveways within retail centers like streets, providing appropriate landscaping, sidewalks, and crosswalks.</td>
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<tr>
<td>Implement design strategies to transform Riverdale Plaza into a flexible street and block structure that will allow a range of uses that are responsive to the market in Riverdale Plaza.</td>
<td>Implement design strategies to improve visibility and economic success of Peninsula Town Center.</td>
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<tr>
<td>Develop medium-density urban housing to support commercial uses throughout the District and transition the land use patterns from single-family residential to a residential/commercial mix.</td>
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<td>Develop parking structures adjacent to the core of the mixed-use nodes to support higher-density housing and commercial.</td>
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**PENINSULA TOWN CENTER**

View of the central green

**RIVERDALE PLAZA**

View of vacant storefronts

**COLISEUM CROSSING SHOPPING CENTER**

View from Coliseum Drive
The Peninsula Town Center is Hampton’s most important commercial development project in recent decades. The residential and office uses are flourishing and Cinebistro (movie theater, bowling, and lounge) as well as the perimeter restaurants are thriving. Regarding the retail, the anchor stores are doing well; however, the stores internal to the center particularly those close to the west end of the development tend to struggle. Those businesses that have visibility from the interstate, Mercury Boulevard, and Coliseum Drive tend to do the best in addition to the destination retail, such as the restaurants and entertainment. Many outside patrons are either unfamiliar or unaware of the businesses along Merchant Lane and McMenamin Street, which are located at the Center’s core.

When Peninsula Town Center was initially developed, multiple new streets were extended into the center from Mercury Boulevard, Coliseum Drive, and Cunningham Drive, creating appropriately sized urban blocks and creating a safe, walkable neighborhood; however, many of these streets terminate within the center and lack genuine focal points. In addition, the center’s gateway/entry signage and internal directional signage are inconspicuous.

While the architecture of the overall center is attractive, cohesive, and complementary, the design in some areas is equally understated. The uniformity in building height contributes to the lack of focal points within the Center. In that all seven entrances in the Town Center have terminated views, no streets go through the center making it difficult to understand and see, contributing to a lack of visibility and permeability through the site. In addition, there is inadequate wayfinding signage throughout the site.
Peninsula Town Center Strategies

The following steps are recommended to increase the center’s visibility and attract customers to the interior streets and shops:

» Improve signage to invite people in and advertise what is there.
» Build gateway elements at street entrances and a visible, architectural tower feature that functions as a landmark for the center.
» Increase outdoor performances and special events to attract shoppers.
» Develop the outparcels along Coliseum Drive to help frame the District’s “Main Street” and attract more visitors/shoppers.
» Build upon the success of The Chapman Apartments, by adding new housing units to support the great combination of shops and restaurants.
» Locate a new hotel onsite to draw visitors to the center to support the retail, restaurants, and entertainment. Visibility from the interstate should be key to the hotel’s location.

New building heights give variety to existing buildings. Active spaces encourage visitors to hang around and enjoy the center.

Incorporate landmarks to improve visibility: Build a tower as a new landmark that is visible from far away. Build the new multi-story hotel adjacent to the other buildings to give variety to the skyline.

This tower element in San Marcos, Texas doubles as a sign.

Precedent gateway example.
Aerial view of the new improvements to Peninsula Town Center

1. Multi-family Residential Development
2. Tower Element
3. New Hotel
4. Parking Area with Street Trees and Sidewalks
5. Outdoor Events Area
6. Reconfigured Entrance with Gateway Elements
7. Outparcels
Transition From Retail To Mixed-Use

The 2004 Plan recommended the conversion of Riverdale Plaza and surrounding properties into a walkable mixed-use district. Today, the shopping center remains largely as it was over ten years ago. The frontages along Mercury Boulevard remain some of the most valuable retail frontages in the City; however, some of the existing commercial buildings are obsolete and some remain vacant. The buildings set further back from Mercury Boulevard are less visible and not as desirable for commercial uses.

This Plan update recommends the creation of a new framework of streets and “flexible blocks” for this vast property. Without improved access, redevelopment will be more challenging and limited. Flexible blocks allow for a variety of building sizes and uses and are most adaptable as the center pursues transitioning from a traditional strip retail configuration into a walkable mixed-use district that includes residential uses, street-oriented retail, modern office space, big box retail, and attractive parks and public spaces. With a flexible block structure, parcels can be developed according to market demand and flexibility is necessary to allow the center to transition over time.
RIVERDALE PLAZA, CONTINUED

Transition From Retail To Mixed-Use

The diagrams to the right illustrate the concept of a street and block structure that can accommodate a variety of uses and development scenarios, much like a traditional city plan. The exact size of blocks and street locations can be adjusted to fit the desired uses and can evolve as the area is built out.

Three concepts were prepared to illustrate how this area can develop with a broad range of building typologies. Big box retail can be constructed facing Mercury Boulevard. Tall office buildings can easily be accommodated in the block structure. A new main retail street can be integrated into the plan, and a wide variety of housing is possible. With this block structure and depending on the development’s mix of uses, many development options are possible in addition to these three alternatives.

ALTERNATIVE 1

ALTERNATIVE 2

ALTERNATIVE 3

MIXED-USE RESIDENTIAL DESIGN ALTERNATIVE Residential over retail in walkup apartments and townhouses are illustrated in this predominantly residential alternative.

DESTINATION RETAIL DESIGN ALTERNATIVE Large box retail is located fronting Mercury Boulevard and is close to a main street mixed-use environment. Blocks further back are great opportunities for new residential development.

CORPORATE OFFICE DESIGN ALTERNATIVE Capitalizing on high visibility from Mercury Boulevard, build to suit office buildings are integrated into the street and block structure.
Riverdale Strategies

The following steps are recommended to transition the retail strip center into a more urban street and block structure with a mix of retail, residential, and office uses that are flexible with market demand:

- Extend new streets through the site, strengthening connections to Mercury Boulevard, Peninsula Town Center, and the Coliseum Crossroads area.
- Implement a network of streets and blocks that creates a flexible framework that can accommodate a mix of retail, office, and residential uses.
- Front streets with multi-story buildings, with urban setbacks and front doors and windows facing the street.
- Place big box retail and its parking into the system of streets, creating public access along the front of the store and protected pedestrian access through parking fields.
- Cluster pedestrian-oriented shops and restaurants around a public gathering space or walkable street.
- Provide a mix of housing types that reflect high-quality urban patterns and create new options for urban living and amenities that are not currently provided in the Coliseum Central market.
- Tie the new development into the existing apartment complex to the north through the addition of a series of public greenways that align with new streets.
Perspective view of the redeveloped Riverdale Plaza Shopping Center
Coliseum Crossing Shopping Center is a thriving strip retail center just north of Peninsula Town Center (PTC) that provides community goods and services. Taking into account that traditional soft goods retailers (e.g., clothing and accessories) are requiring less leasable square footage than in the past, the demand for fast-casual restaurants and other lifestyle services continues to grow. The property owners have recently acquired additional land, west of the center along Cunningham Drive. The owners have indicated a desire to redevelop the south end of the center with the newly acquired land, giving the center a greater address on Cunningham Drive, opposite of the PTC.

Coliseum Crossing Strategies

The recommendations for the Coliseum Crossing Shopping Center include the following:

» Reconfigure the southern end of the center to create frontage that faces Peninsula Town Center.

» Include architectural elements that complement Peninsula Town Center and enhance the experience of Coliseum Crossing.

» Create appealing places for restaurants with outdoor seating.
The 2004 Plan recommended strengthening the hotel district along Coliseum Drive, improvements to Coliseum Drive, and mixed-use development. Following the recommendations of the 2004 Plan, the City has transformed Coliseum Drive from an 8-lane access road to the Coliseum into an attractive pedestrian-friendly urban boulevard with decorative crosswalks and wide sidewalks, separated from the street with landscaped verge complete with street trees and pedestrian-scale lighting. This significant infrastructure improvement has set the stage for attracting a cluster of new hotels and restaurants within comfortable walking distance of the HRCC, the Coliseum, and the Peninsula Town Center.

For the purposes of this Plan, Coliseum South will be considered in two subsections: Hospitality Corridor (generally east of I-64 and both sides of Coliseum Drive); and Saville Row (generally east of Coliseum Drive and west of N. Armistead Avenue). For Coliseum South to reach its full potential as a walkable commercial and hospitality corridor, significant reinvestment, and in some cases redevelopment, of existing hotel properties will be needed. In the near term, there is an immediate need for 250 quality hotel rooms. This could be accomplished with one 250-quality-room hotel or two 125-quality-room hotels, representing different franchises, but managed by the same operator; which would allow for sharing of services. Hotel room quality refers to the room type, class, or condition (e.g. amenities/features) necessary to attract larger conventions and sports tourism events. In addition to new hotel development, the overall solution will also require significant reinvestment, in some cases complete redevelopment, of existing hotel properties in this area.

Langley Federal Credit Union property owners are moving forward with locating a new branch building to the corner of Mercury Boulevard and Saville Row, and plans to redevelop the aging office building, along with a vacant parcel that backs up to Pine Chapel Road.
In recent years, the former Target building has been repurposed and occupied by Goodwill. In addition to standard retail, this location serves as an outlet center, where donations are sent to this central clearing house and distributed to smaller locations throughout the area. Other uses in the building include a computer recycling center and skill-based training in HVAC repair and apartment maintenance, offered in partnership with Thomas Nelson Community College. Future uses include adding an employment center that will assist people with securing jobs.

**Coliseum South Strategies**

To promote Coliseum South into a center for hospitality and mixed-use that supports the HRCC/Coliseum and sports tourism business and its attractiveness to visitors, this Plan puts forth several strategies that are aligned with the established redevelopment policies for the District and are as follows:

- Add a new convention quality hotel on the former Best Products site.
- Redevelop/renovate underperforming hotels into new hotels and restaurants along Coliseum Drive.
- Add new medium density residential neighborhoods on either side of Coliseum Drive behind the hotels and restaurants.
- Extend Commerce Drive north to Mercury Boulevard.
- Extend Cunningham Drive south to a new east/west street between Saville Row and Coliseum Drive.
- Cluster support retail/restaurants at the intersection of Saville Row and the new east/west street.
- Transition Pine Chapel Road into a loading/service area for the HRCC and larger retailers.

**COLISEUM SOUTH RECOMMENDATIONS OVERVIEW**

<table>
<thead>
<tr>
<th>DEVELOPMENT PATTERNS</th>
<th>STREET NETWORK</th>
<th>OPEN SPACE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transition aging areas south of Mercury Boulevard to new mixed-use development, focusing on hotels and restaurants and supplemented by residential and office uses.</td>
<td>Improve streets to provide enhanced accessibility and pedestrian amenities.</td>
<td>Encourage pocket parks, plazas, and outdoor seating in appropriate areas along Coliseum Drive and Saville Row.</td>
</tr>
<tr>
<td>Promote conversion of underperforming hotels to new convention-quality hotel products that support conventions and tourism efforts.</td>
<td>Explore appropriate uses to take advantage of high-visibility parcels along the interstate.</td>
<td>Provide pedestrian connections between the Hospitality Corridor and Central Park.</td>
</tr>
<tr>
<td>Encourage new development and redevelopments to address the street frontage and facilitate pedestrian activity.</td>
<td>Locate medium-large format retail nearby similar commercial building types.</td>
<td>Create bike and pedestrian connections along the local road networks.</td>
</tr>
<tr>
<td>Transition Pine Chapel Road into a loading/service area for the HRCC and larger retailers.</td>
<td></td>
<td></td>
</tr>
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</table>

**DEVELOPMENT PATTERNS**
- Transition aging areas south of Mercury Boulevard to new mixed-use development, focusing on hotels and restaurants and supplemented by residential and office uses.
- Promote conversion of underperforming hotels to new convention-quality hotel products that support conventions and tourism efforts.
- Explore appropriate uses to take advantage of high-visibility parcels along the interstate.
- Encourage new development and redevelopments to address the street frontage and facilitate pedestrian activity.
- Locate medium-large format retail nearby similar commercial building types.

**STREET NETWORK**
- Improve streets to provide enhanced accessibility and pedestrian amenities.
- Create a local network of pedestrian friendly streets.

**OPEN SPACE**
- Encourage pocket parks, plazas, and outdoor seating in appropriate areas along Coliseum Drive and Saville Row.
- Provide pedestrian connections between the Hospitality Corridor and Central Park.
- Create bike and pedestrian connections along the local road networks.
HOSPITALITY CORRIDOR

With the presence of the nearby Hampton Roads Convention Center (HRCC) and the rising sports tourism market in the City (due in part to the Boo Williams Sportsplex), demand for quality hotel rooms in Hampton continues to rise. The 2004 Plan identified this area of the District as the “hospitality corridor” or “hotel district.” Over the past 10 years, the former Holiday Inn site was razed with significant reinvestment in the remaining onsite hotel into the new Holiday Inn Express. Likewise, the Courtyard by Marriott has seen extensive remodeling. On the west side of Coliseum Drive, the properties behind the Coliseum Drive frontage are well-suited for new, urban residential neighborhoods and office as the market permits.

Hotels
Adding quality hotel rooms to the existing inventory to support the HRCC and the growing sports tourism market remains a top priority of the City. To be successful in this endeavor, other existing underperforming hotel properties within the hospitality corridor must be redeveloped. Although the Holiday Inn Express and Courtyard by Marriott are examples of such reinvestment, many of the remaining hotels in this area are aging properties in great need of extensive renovations; and thus, unable to maintain their desired hotel franchise flags due to the condition of the property. Due to its proximity to the HRCC and the Embassy Suites hotel, this Plan continues to recognize the former Best Products site as an ideal convention quality hotel location.

Office and Residential
This Plan recommends two design ideas for this district to test different use combinations. Though the properties along I-64 have high visibility and are attractive commercial development sites, they have been difficult to access. The addition of the Commerce Drive extension will significantly improve access from Mercury Boulevard and Coliseum Drive.

» Office Strategy — this proposal includes office development that would be build-to-suit buildings for tenants interested in high visibility. This strategy would require patience and active marketing of the sites to attract companies to the Coliseum District.

» Residential Strategy — another approach proposes multi-family development in response to the desirability of the Coliseum District as a place to live. Nearby shopping, restaurants, and attractions are major draws for those seeking convenient urban life. Residential development would be integrated into the emerging walkable district. This location allows residents easy access to major arterial roads and the interstate.

In both strategies, new hotels and restaurants are shown along Coliseum Drive and Mercury Boulevard. Regardless of the future of parcels along I-64, the redevelopment of sites for the hospitality industry in a walkable district is critical to the future of the Convention Center and the sports tourism business.
The area north of the Convention Center between Pine Chapel Road and Mercury Boulevard is a confusing combination of aging apartments, car lots, and obsolete retail buildings, all developed at a low density; and also includes vacant parcels. This area has remained underutilized because it is not as desirable for commercial development given its low visibility and limited accessibility. Key developments and infrastructure improvements can serve as catalysts to stimulate the recommended commercial and residential uses.

Street Improvements
Saville Row currently is a two-lane local road with turn lanes at key access points with no pedestrian amenities. This street should be rehabilitated into a pedestrian-oriented street, providing a strong connection between Goodwill and Walmart and the redeveloped Riverdale Plaza. In the fashion of Coliseum Drive, but on a smaller scale, Saville Row should be transformed into a safe, walkable street with such amenities as decorative crosswalks at key intersections, sidewalks, street trees, and pedestrian-scale lighting. Cunningham Drive should be extended to a new east/west street, connecting to Saville Row and Coliseum Drive. Parallel to Mercury Boulevard and Pine Chapel, this new street would serve as a new frontage road for Goodwill and Walmart, providing better visibility, access, and connectivity.

Commercial and Residential
The current Langley Federal Credit Union site along with several underused or vacant parcels can be assembled and redeveloped into a new commercial cluster. A new credit union branch building is proposed at the southeast corner of Mercury Boulevard and Saville Row. In the short term, this Plan recommends locating a new larger format retail building on land between Goodwill and Walmart. New commercial buildings could cluster around the intersection of Saville Row and the new east/west street. This new retail will help support Saville Row as a retail street and strengthen its connection to the redevelopment of Riverdale. As the existing hotel properties reinvest or redevelop, smaller parcels along the eastern side of Coliseum Drive become attractive sites for restaurants with the potential for new residential development behind. This area presents an excellent opportunity to integrate residential development into the mix of commercial uses within easy walking distance of existing retail, services, and restaurants. The long-term strategy for this overall area is to transform into a new residential neighborhood, including a new street block structure, the creation of a neighborhood park, and a blend of townhouses and apartments, should the larger format retailers become obsolete.
Coliseum Crossroads

Located at the intersection of Interstates 64 and 664, the Crossroads area is the District’s front door and most visible face. Due to its great visibility from the interstate, the Hampton Coliseum itself is a landmark and icon in the region and well complemented by the Hampton Roads Convention Center (HRCC). The City owns or controls most of the property within this area and has been actively exploring developments around the Coliseum and HRCC; thus, this area is most likely to experience change in the near term.

The 2004 Plan recommended redeveloping the areas surrounding the Coliseum and HRCC into a series of urban neighborhoods and mixed-use activity centers. The density of the development that included specialty retail, hotels, entertainment, and restaurants required structured parking garages and appropriate street infrastructure. Due to the changes in the market, this form of development is no longer viable, and new recommendations have been proposed.

Although the Hampton Coliseum is a well-recognized and much-loved regional landmark in the area, it faces potential new competition from nearby venues on the Southside of Hampton Roads, including a proposed new arena in Virginia Beach. The live music industry has changed by consolidating into a few large entertainment groups with preferred venues, making it increasingly more difficult to sign individual entertainment acts. As a result, the use of the Coliseum predominately as an entertainment venue is shifting.

The HRCC is challenged to attract conventions that require large blocks of hotel rooms because convention quality hotel rooms do not exist in sufficient quantities within proximity. The Embassy Suites, Courtyard by Marriott, Holiday Inn Express, Hilton Garden Inn, and Springhill Suites offer acceptable accommodations nearby, but the remaining hotels in the immediate area are not convention quality hotels and in need of reinvestment.
The 11-acre parcel east of the Coliseum is attractive for some form of commercial development given its high visibility from the interstate. The 2004 Plan recommended restaurants and entertainment uses; however, the noise associated with nightlife activities would not be compatible with the H2O neighborhood, the new residential development to the southeast. As an alternative, this land should be used in a way that is compatible with H2O and the proposed sports village concept, while not competing with other City destinations.

In the near term, the land between Convention Center Boulevard, Pine Chapel Road, and N. Armistead Avenue will likely develop as ancillary parking to support the Coliseum and Convention Center as the parking around these venue redevelops into the above-mentioned uses. Looking to the future, this assemblage of land could provide flexibility to respond to emerging market demand for a wide range of uses including office, residential, hospitality or additional public venues.

The recommendations for the Crossroads focus on these two existing, regionally important civic buildings, and how new development can best complement them and their business. Thus, the City of Hampton has placed a high priority on attracting new hotel development to the District to improve the ability of the HRCC and the expanding sports tourism venues to compete for business, as well as developing a unique green space as an outdoor event "room" and community parkland. The Crossroads initiative area is further divided into the Coliseum Park Sports Village and the Coliseum Central Park. While located close together, each have received significant attention with respect to design and implementation.

**Coliseum North Strategies**

- Develop a sports campus to include a combination of multiple sports venues, hospitality venues, and a grand civic park, proximate to the Coliseum and the HRCC.
- Establish a new mixed-use node east of the Coliseum to include a convention-quality hotel on the 11-acre site (that could be a mixed-use building incorporating either residential units or office space), service retail, and housing.

- Implement a parking strategy that creates an opportunity for higher density developments while maintaining convenient and accessible parking.
- Create a new major outdoor event space proximate to the Coliseum, HRCC, and new sports venues.
- Create Hampton’s Central Park and provide connections to neighborhoods and other green space amenities.
- Create plazas along Coliseum Lake as focal points to commercial developments both east and west of the Coliseum.

### CROSSROADS RECOMMENDATIONS OVERVIEW

<table>
<thead>
<tr>
<th>Development Patterns</th>
<th>Street Network</th>
<th>Open Space/PeDESTRIAN Network</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote sports tourism as an economic driver for the City.</td>
<td>Create a network of local streets that supports mixed-use development and a walkable environment.</td>
<td>Develop a linear park that capitalizes on the Newmarket Creek open space system.</td>
</tr>
<tr>
<td>Develop convention quality hotels to complement existing regional, destination, and civic uses.</td>
<td>Focus on quality design and architecturally significant buildings to complement existing iconic buildings.</td>
<td>Transition from surface parking to structured parking as site development warrants.</td>
</tr>
<tr>
<td>Transition from surface parking to structured parking as site development warrants.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In conjunction with the Boo Williams Sportsplex, the Hampton Coliseum and Hampton Roads Convention Center (HRCC), Hampton has the potential to create a critical mass of amateur sports venues that would be unique in the region.

The City is exploring the possibility of developing a competition-level aquatics facility that would be open to the public as a community resource. Located west of the Hampton Coliseum adjacent to Pine Chapel Road, this facility would include an Olympic-sized indoor pool, a training pool, and an outdoor waterpark. The proposed aquatic facility would host championship events that could utilize the Coliseum space for larger event finals.

Likewise, the HRCC is already used for various sporting events and tournaments and could supplement the Boo Williams Sportsplex for large events. A combination of multiple sports venues could mutually support each other and increase usage as the City seeks to expand as a sports tourism destination. Such tourism could also generate additional hotel revenue and more non-local spending in the community as visitors shop, eat, and play in Hampton. Therefore, this Plan also recommends a hotel sited adjacent to the proposed sports complex at the southwest corner of Coliseum Drive and Pine Chapel Road.

This unique combination of sports and assembly venues could be thought of as an amateur sports village. Any future sports facility should be designed as an architecturally unique landmark similar to the Coliseum and HRCC, in keeping with a festival grounds architecture that celebrates sports.

The 11-acre parcel east of the Coliseum should also complement the Coliseum Park Sports Village. While previously recommended as a site for restaurant and entertainment destinations, due to changes in the market and the success of Peninsula Town Center, this Plan recommends this site as another potential location for a convention quality hotel, possibly mixed with multi-family residential and/or office uses. By offering needed convention quality hotel rooms and additional housing units in a more dense, walkable environment, such uses would be in less direct competition with other retail- and restaurant-focused areas of Coliseum Central.
**COLISEUM CENTRAL PARK**

Newmarket Creek, a tidal water body that winds its way through the middle of Hampton and Coliseum Central, is an underutilized resource to the District and the City. Though not often thought of as an amenity, the creek, adjacent lakes (e.g. Coliseum Lake, Lake Hampton, and Bass Pro Lake), and surrounding open spaces have great potential for spurring open and green space development and becoming one of the City's greatest community assets: Hampton's Central Park.

This Plan recommends a linear park along the Creek and through the Crossroads area that connects Air Power Park with Bass Pro Lake to include promenades, esplanades, trails, trailheads, canoe/kayak launches and docking areas, and programmable park spaces.

At the heart of “Central Park” should be a new grand civic park for Hampton, providing a gathering area and appropriate setting for the Coliseum, Hampton Roads Convention Center (HRCC), and proposed sports facilities. Located on the west side of the Coliseum, this park should create a unique identity and setting for the civic uses and sports facilities, providing significant space for pre- and post-event gatherings, outdoor concerts, celebrations, and amusements associated with concerts and family-oriented activities.

Elements of the civic park would include a large gently sloping lawn area, defined by trails and tree groupings and equipped with a performance stage; additional lawns and “outdoor rooms,” defined by landscaping that create multiple locations for passive and active outdoor use; and water features that continue the water theme at the entrances to the Coliseum and HRCC. A multi-use path would wind in and around the new facilities and function as a boardwalk out in Coliseum Lake to contribute to a larger pathway system that links to the greater Central Park along Newmarket Creek. The Crossroads plans illustrate the integration of the sports facilities and civic park together to create a continuous and unique park environment.

Central Park should be a community amenity that offers better public access to the creek and lakes and be well-connected to both existing and proposed surrounding neighborhoods.
PHASED PARKING STRATEGY

Balancing the parking needs of the Coliseum and the Hampton Roads Convention Center (HRCC) will be essential to the overall redevelopment of the area. Although an abundance of surface parking will detract from and prevent pedestrian-oriented redevelopment, structured parking is expensive and should not be built until the surface parking values rise to a level that redevelopment of surface lots would help offset the cost of parking structures and they can be shared with other uses.

Early Phase

To accommodate spaces displaced by redeveloping the former Best Products site and the 19-acre site, 2100 spaces are provided in a new surface parking area northeast of the Coliseum and HRCC. This lot will be located between Convention Center Boulevard, Pine Chapel Road, and N. Armistead Avenue. A reliable shuttle service and/or transit system can be added to carry visitors to/from those farther surface lots to/from the Coliseum and HRCC.

Later Phase

In time, the area should transition from surface parking to structured parking. With the HRCC expansion and/or redevelopment within the eastern parking area, structured parking will become a necessity. The best strategy should be to create several multi-use (shared) parking garages centrally located between the Coliseum, HRCC, and shared uses. The primary access for one garage will be oriented to Pine Chapel Road and the primary access of the other garage will be oriented to Coliseum Drive/Convention Center Boulevard. Such orientation is critical in loading/unloading the garages during events and managing the overall event traffic patterns of the Crossroads area. A third parking structure is shown adjacent to the Coliseum on the east side, elevated above an enclosed service area.

PARKING STRATEGY — CURRENT CONDITION
Currently there are approximately 4,000 spaces provided for the Coliseum and the Convention Center.

PARKING STRATEGY — EARLY PHASE
Approximately 1,300 spaces for the Coliseum will be displaced by the proposed sports facility, hotel, and civic park. These spaces will be replaced by an increased number of spaces located in the vacant parcel northeast of the Convention Center lot.

REQUIRED PARKING

<table>
<thead>
<tr>
<th>PARKING LOT</th>
<th>CURRENT SPACES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hampton Roads Convention Center</td>
<td>855 spaces</td>
</tr>
<tr>
<td>Hampton Coliseum</td>
<td>3,267 spaces</td>
</tr>
<tr>
<td>Aquatics Facility</td>
<td>375 spaces</td>
</tr>
<tr>
<td>Amateur Sports Center and Hotel</td>
<td>274 spaces</td>
</tr>
<tr>
<td>Total</td>
<td>4,771 spaces</td>
</tr>
</tbody>
</table>

CURRENT PARKING

<table>
<thead>
<tr>
<th>PARKING LOT</th>
<th>CURRENT SPACES</th>
</tr>
</thead>
<tbody>
<tr>
<td>HRCC West Lot</td>
<td>41 spaces</td>
</tr>
<tr>
<td>HRCC South Lot</td>
<td>307 spaces</td>
</tr>
<tr>
<td>HRCC East Lot</td>
<td>1,585 spaces</td>
</tr>
<tr>
<td>Hampton Coliseum East Lot</td>
<td>212 spaces</td>
</tr>
<tr>
<td>Hampton Coliseum West Lot</td>
<td>1,300 spaces</td>
</tr>
<tr>
<td>Overflow Parking</td>
<td>374 spaces</td>
</tr>
<tr>
<td>BEST Site</td>
<td>652 spaces</td>
</tr>
<tr>
<td>Total</td>
<td>4,471 spaces</td>
</tr>
</tbody>
</table>

PROPOSED EARLY PHASE PARKING

<table>
<thead>
<tr>
<th>PARKING LOT</th>
<th>CURRENT SPACES</th>
</tr>
</thead>
<tbody>
<tr>
<td>HRCC West Lot</td>
<td>41 spaces</td>
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<tr>
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<td>307 spaces</td>
</tr>
<tr>
<td>HRCC East Lot</td>
<td>1,585 spaces</td>
</tr>
<tr>
<td>Hampton Coliseum East Lot</td>
<td>212 spaces</td>
</tr>
<tr>
<td>Hampton Coliseum West Lot</td>
<td>500 spaces</td>
</tr>
<tr>
<td>Overflow Parking</td>
<td>374 spaces</td>
</tr>
<tr>
<td>Expansion Lot</td>
<td>2,100 spaces</td>
</tr>
<tr>
<td>Total</td>
<td>5,119 spaces</td>
</tr>
</tbody>
</table>
Parking for the Convention Center and the Coliseum

Balancing the parking needs of the Coliseum and HRCC will be essential to the overall redevelopment of the area. Too much surface parking will detract from and prevent pedestrian-oriented redevelopment; however, structured parking is expensive and should not be built unless it can be shared with other uses. In time, the area should transition from surface parking to structured parking. In general, the strategy should be to create several multi-use (shared) parking garages throughout the District as well as a viable transit system that accesses satellite parking reservoirs located elsewhere in the District.

<table>
<thead>
<tr>
<th>PROPOSED LATER PHASE PARKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>PARKING LOT</td>
</tr>
<tr>
<td>HRCC West Lot</td>
</tr>
<tr>
<td>HRCC South Lot</td>
</tr>
<tr>
<td>HRCC East Lot</td>
</tr>
<tr>
<td>HRCC Parking Garage 1</td>
</tr>
<tr>
<td>HRCC Parking Garage 2</td>
</tr>
<tr>
<td>Hampton Coliseum Garage</td>
</tr>
<tr>
<td>Aquatics Lot</td>
</tr>
<tr>
<td>Office Development Lot</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>
Aerial view of the proposed development for the Coliseum Crossroads.
Power Plant Parkway

Located on the west side of I-64, this initiative area contains opportunities for larger format retailers and incremental site improvements on existing commercial properties. Successful regional retail destinations in this area benefit from great highway access and visibility.

Since 2004, there has been significant growth and redevelopment throughout Power Plant Parkway area. The most notable has been the redevelopment of Mercury Plaza, located south of Mercury Boulevard and west of Power Plant Parkway. The 2004 Plan recommended this site as a new mixed-use neighborhood; however, Mercury Plaza was completely razed and rebuilt with a focus on large-format retailers and new service and restaurant outparcels. Many of these “new” tenants were relocated from the former Coliseum Mall, helping to facilitate its redevelopment into the Peninsula Town Center. Other commercial redevelopment has occurred along Mercury Boulevard including exterior renovations and completely redeveloped outparcels at Todd Center. This area has also seen the development of two new hotels, Springhill Suites and Hilton Garden Inn, across from the Power Plant of Hampton Roads. Just outside the District, to the south along Power Plant Parkway, a significant new, urban-scale residential neighborhood was built, known as Town Park. New Coliseum Central gateway features have been added across from this neighborhood at the Parkway and Briarfield Road and at Mercury Boulevard and Aberdeen Road.

While this area has experienced much retail success, there remain several areas to support additional development, including new development along Power Plant Parkway, redevelopment of aging commercial properties along Mercury Boulevard, infusing new residential units, and connections to green and open space amenities. The Power Plant Parkway initiative area is further divided into Power Plant Parkway and Mercury West Retail.
Property across the Parkway from Bass Pro is well suited to be redeveloped for additional large retailers and outparcel development. The success of large retailers in the Power Plant of Hampton Roads highlights the benefits of interstate visibility for large, regionally-unique retail destinations and these properties can benefit from their proximity. East/west connections from the Aberdeen neighborhood into the District should be enhanced as the redevelopment of these key parcels occurs. The southeast corner of Power Plant Parkway and Pine Chapel Road should also be considered for additional commercial development.

In an effort to continue to add new housing units to the District, underutilized and/or vacant land on either side of the Parkway, south of the Power Plant should be considered for new urban neighborhoods of medium densities, similar to the Town Park development. This initiative area also has several opportunities for outdoor community amenities. Bass Pro Lake is one of the trailheads of Central Park (described in detail in the Crossroads section) and there are opportunities for connections between this linear park and surrounding neighborhoods, existing (e.g. Aberdeen and Town Park) and proposed.

Improvements continue at Bluebird Gap Farm with a relocated entrance that aligns with the Pine Chapel Road entrance to the Power Plant, new parking, upgraded exhibits, and pavilions. In the near term this park will continue to be a part of the District’s open space system; however, redevelopment of the site is likely in the long term as the highest and best use of this property is realized. With excellent interstate visibility and access and its proximity to the Hampton Coliseum and Hampton Roads Convention Center, the site should be considered as another tourist destination venue or additional housing.

**Power Plant Strategies**

1. Pursue new residential neighborhoods along the southern end of Power Plant Parkway and W. Queen Street.
2. Enhance pedestrian connections from the Aberdeen, Town Park, and new neighborhoods to the District as the redevelopment of key parcels occurs.
3. Reserve property on Power Plant Parkway for regional destination retailers and larger format retail uses.
4. Reinvest incrementally in Mercury Plaza and Todd Center, focusing on service-oriented or new retail opportunities, including space for large box retail and outparcel restaurants.
5. Explore regional recreational attractions or family-oriented tourist attractions for the future use of the Bluebird Gap Farm.
6. Improve access in retail centers by extending driveways through the site and converting driveways into internal streets, lined with street trees.
7. Consolidate multiple curb cuts into appropriate street intersections and convert large parking fields into smaller well-landscaped parking rooms.
8. Create a pedestrian connection from the Pine Chapel bridge over the interstate to the Power Plant; through the parking area to the boardwalk around the Bass Pro Lake; and from the Aberdeen neighborhood to the boardwalk at the Power Plant.
9. Provide pedestrian connections for new housing areas south of the Power Plant to Blue Bird Gap Farm and the Central Park path system.
10. Create open space connections to Aberdeen Elementary School from the Mercury Plaza site.

**Power Plant Parkway Recommendations Overview**

<table>
<thead>
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<th>Development Patterns</th>
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<th>Open Space/PeDESTrian Network</th>
</tr>
</thead>
<tbody>
<tr>
<td>Redevelop aging commercial properties along Mercury Boulevard.</td>
<td>Improve streets to provide enhanced accessibility and pedestrian amenities.</td>
<td>Create open space and trail connections in conjunction with Hampton’s Central Park.</td>
</tr>
<tr>
<td>Continue reinvestment in existing retail centers.</td>
<td>Promote this area as the location for destination and larger format retail uses.</td>
<td>Treat the character of driveways within retail centers like streets, providing appropriate landscaping, sidewalks, and crosswalks.</td>
</tr>
</tbody>
</table>
**MERCURY WEST RETAIL**

The area on Mercury Boulevard west of the I-64 interchange represents an extensive collection of commercial properties, including the retail centers on either side of Mercury Boulevard: Todd Center; Mercury Plaza; and the Power Plant of Hampton Roads (south of Mercury). There are opportunities for several of the properties along Mercury to evolve and redevelop.

**Build America Drive**

This area between the interstate and Todd’s Lane on the north side of Mercury Boulevard currently has several underperforming hotels, a self-storage facility, and some other light industrial uses. Due to its high visibility and access, the frontage along Mercury Boulevard would be ideal for new retail. Redevelopment of the hotel properties should be a high priority project for this area.

**Southeastern Corner of Mercury Boulevard and Power Plant Parkway**

This triangular area, bounded by Mercury Boulevard, Power Plant Parkway, and Power Plant Way, lacks a sense of place. Retail properties should be redeveloped to front Mercury Boulevard with access to parking behind the buildings off of Power Plant Way. Retail offerings could include restaurants and services to supplement the Power Plant development and the new hotels directly south.

**Mercury Plaza/Todd Center**

Both retail centers have recently invested in the development of new outparcels along Mercury Boulevard, bringing new tenants and higher quality frontage. These centers offer space for larger format retail with support in-line retail and restaurant and services on outparcels. As retail evolves and should the demand for traditional space decline, new opportunities will arise for the reuse of the spaces. This Plan recommends reinvesting incrementally in the centers to focus on service-oriented or new retail functions; more comprehensive redevelopment may become necessary as these centers evolve over time.
The Sentara CarePlex Hospital location in Coliseum Central is a regional destination for its medical specialties, and with over 3,000 employees it is the District’s largest employer. This initiative area is located at the northern boundary of the Plan, anchored by the medical campus at the north end of Coliseum Drive and is an important gateway to the District.

The 2004 Plan recognized Sentara as an important economic anchor for the City that continues to thrive and grow. In the past ten years, the hospital has developed a new orthopedic wing and a new medical office building, that includes a health and wellness center, across Coliseum Drive. Other new support services to Sentara, including a bank and hotel, have also located across Coliseum Drive. The District’s northern gateway feature at the Hampton Roads Center Parkway and Coliseum Drive and streetscape improvements include iconic signage, paver crosswalks, sidewalks, and street trees.

Currently, the campus is an assemblage of connected buildings with a large parking lot and retention ponds along Coliseum Drive. The remaining area around Sentara presents opportunities for growth related to the healthcare industry. Many stakeholders discussed the desirability of housing nearby for staff who would like the convenience of living in proximity to the hospital. Technicians, nurses, residents, and specialists have limited time and the addition of housing options, such as townhouses or apartments with competitive amenities, would benefit the workforce in this area. The hospital has also expressed the need for additional medical office space in the future; both office and residential land uses would be a natural fit for the medical campus.

In addition to available land within the hospital campus, there is vacant land to the east between the hospital and the funeral home, land to the north across the parkway, and land to the west across Coliseum Drive available for residential and/or office development. Land to the south of the hospital has historical significance as a potter’s field and would have to be analyzed in greater detail to protect this archeological site; thus, is not likely available for future development.
As the northern gateway to Coliseum Central, great connectivity is of high importance in this area; as such, increasing accessibility from the north to the District is vital. Coliseum Drive is planned to extend northward to Butler Farm Road, which will provide access to and development opportunities for the vacant land on the north side of the Hampton Roads Center Parkway. To create a true medical campus atmosphere, office and residential development should occur in a way that is sensitive to and includes open and green space connections.

This Plan recommends continuing efforts to shape the hospital into a world-class medical campus with new buildings that frame and create open spaces, greens, quads, and courtyards connected into the City’s open space system.

Sentara Medical Campus Strategies
1. Construct a new east/west street on the southern edge of the hospital campus connecting Coliseum Drive to Armistead Avenue.
2. Extend Coliseum Drive from the Hampton Roads Center Parkway north to Butler Farm Road.
3. Explore new housing opportunities north of the hospital across Hampton Roads Center Parkway and west of the campus across Coliseum Drive.
4. Explore new medical-related office locations at the northeast corner of Coliseum Drive and HRC Parkway; vacant land east of the hospital between Vernon Stuart Drive and the parkway; and vacant land west of the hospital across Coliseum Drive.
5. Provide a multi-purpose path connecting between Armistead Pointe Park and Sandy Bottom Nature Park along the parkway.
6. Tie the hospital campus courtyards, walking paths, and fitness course into the City’s open space system.
7. Develop a public park and landmark recognition of the Civil War Grave Site on the Sentara property.
**Tide Mill Creek**

The Tide Mill Creek initiative area is located on the northeast border of Coliseum Central, extending south to Cunningham Drive. Tide Mill Creek is a natural waterway, leading from the Riverdale Plaza area northeastward to Armistead Pointe, emptying into the Southwest Branch of the Back River. The Creek itself is mostly a hidden natural and inaccessible asset as it winds behind neighborhoods and many vacant parcels. Largely residential in nature, this community is one of the key areas for neighborhood development and reinvestment. For Coliseum Central to be successful as a mixed-use district, residential investments must be made in addition to commercial ones. Community assets, highlighted by Armistead Pointe Park are highly valuable for this area.

Since the 2004 Plan, one of the most successful projects in Hampton has come to fruition: the Boo Williams Sportsplex, located within Armistead Pointe Park. By hosting large national amateur sports tournaments, the Sportsplex has not only succeeded as a sports venue, but it has also spurred growth in Coliseum Central and helped direct the City to explore other sports tourism destinations as an economic driver.

Eaton Middle School and Cooper Elementary School are valuable assets to the District due to their central location to three of the northern initiative areas and its proximity to neighborhoods. These schools are institutions that support potential redevelopment opportunities. As Armistead Pointe Park is developed into an important community-scale recreational park, the Plan recognizes the opportunity to reconfigure some or all of the school property, as well as adjacent properties, into potential housing sites and a neighborhood park. Infusing the District with more housing at its center will support its other, varying uses. Currently, the edges of the school yards are ill-defined, and the school grounds underutilized. By making better use of the school yards as neighborhood parks, including the addition of walking paths...
and bicycle trails throughout, the potential of Coliseum Central to support community activity and build stronger neighborhoods can be realized. Pedestrian paths and trails connect the schools together and incorporate the open space into the adjoining areas, creating a joint resource for the community. These paths will also provide access to recreation fields at Armistead Pointe Park.

The recommendations for Tide Mill Creek are intended to create a center of community through new park areas, connected green spaces and residential opportunities. Recommendations regarding Marcella Road and Armistead Pointe Park are further explored.

Tide Mill Creek Strategies

1. Pursue new housing opportunities that are compatible with existing land use and residential density to fill in around Eaton, Cooper, and Hampton Christian schools, adjacent to the existing Tanglewood and Riverdale neighborhoods.
2. Create a complete community park at Armistead Pointe Park on land around the Boo Williams Sportsplex.
3. Create a new east/west connection between N. Armistead Avenue and Coliseum Drive, north of Cooper School.
4. Create a new north/south connection between Marcella Road and Cunningham Drive, along the west side of Eaton School.
5. Provide traffic calming improvements along Marcella Road.
6. Create a new neighborhood park and connected walking trails at Cooper and Eaton Schools.
7. Connect Armistead Pointe Park and new neighborhood parks into the City’s open space system.

<table>
<thead>
<tr>
<th>TIDE MILL CREEK RECOMMENDATIONS OVERVIEW</th>
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<tr>
<td>DEVELOPMENT PATTERNS</td>
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<td>» Develop smaller more walkable blocks to enhance neighborhood connectivity.</td>
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<tr>
<td>» Provide more dense housing types and/or office uses compatible with the area west of the schools adjacent to the commercial areas.</td>
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Perspective of new housing
Marcella Road Residential

In general, new street connections create appropriately scaled blocks for redevelopment, provide greater circulation through the area, and better integrate the schools into the surrounding commercial uses and neighborhoods. The design of such streets should be residential in scale and neighborhood in character with on-street parking. A new east/west connection should be provided between N. Armistead Avenue and Coliseum Drive along the north side of Cooper School. A new north/south connection should be provided, extending Medical Drive between Marcella Road and Cunningham Drive along the west side of Eaton School. Such new street connections would create smaller, more walkable blocks that enhance pedestrian safety and provide better linkages between new and proposed housing to existing schools and parks.

Likewise, Marcella Road should be redesigned as a pedestrian-scaled, neighborhood street that offers a safer link between the commercial uses and N. Armistead Avenue. Design solutions should be explored that support this goal, such as reducing pavement between curbs, installing a center median, and/or implementing other traffic calming measures, such as speed tables or traffic circles.

Developing an integrated network of streets also provides an opportunity to offer a more diverse housing stock. In terms of the residential units themselves, attached and detached single-family housing, compatible with the adjacent Tanglewood/Riverdale neighborhoods, will help establish that community as a core neighborhood within the District. The vacant land around Hampton Christian School is recommended for such housing. More dense housing types and/or office uses would be more compatible for the area west of the schools, adjacent to commercial uses and Seton Manor (as shown on the following page).
ARMISTEAD POINTE PARK

The Boo Williams Sportsplex is a prosperous venue for court sports and track tournaments, attracting weekend sports tourism from around the region and the nation. It is currently operating with eight (8) courts and hosting numerous tournaments annually. Challenges to continuing that tourism growth in the future include:

» Need for a minimum of four (4) additional courts and upgraded track to compete with other venues and secure tournaments.

» Lack of sufficient number of quality hotels within Hampton to capture visiting family night stays and associated revenue from dining and shopping. Many room nights and revenue are lost to nearby jurisdictions due to insufficient room inventory within the City.

The following options are opportunities that address efficient ways to enhance the facility and attract larger tournaments:

» Continue to utilize the exhibition hall of the Hampton Roads Convention Center for extra courts to supplement the Sportsplex.

» Build a complementary facility in the Crossroads area that would meet the needs of additional courts and modern track to attract and host larger tournaments.

» Expand the Sportsplex to the east at the Armistead Pointe Park site to include four additional courts.

The land south of the Sportsplex presents a challenge. While there is not enough developable land to accommodate outdoor field sports for tournament play, there is an opportunity to create a community-scale park with multi-purpose playing fields, playgrounds, and other passive recreational amenities (e.g. canoe/kayak launch, trails, pavilions, etc.) to augment the Sportsplex and for community use.

ARMISTEAD POINTE PARK EXISTING CONDITIONS

ARMISTEAD POINTE PARK PROPOSAL

SPORTSPLEX ADDITION, ADDITIONAL PARKING, AND COMMUNITY PARK AMENITIES
INITIATIVES

Mercury Boulevard

The Plan recommends a continued transformation of Mercury Boulevard from an unattractive regional transportation corridor to a generously landscaped urban boulevard that improves both access to local properties as well as the pass-through of regional traffic. The overall goal is to improve access to properties located on Mercury Boulevard by replacing dangerous curb cuts with appropriate street intersections and “backage” roads or cross property easements. In the process, the edge of the roadway can transition from one that is dominated by a continuous deceleration lane and multiple curb cuts to one that contains sidewalks and generous landscaping.

Unified signage and lighting will continue to be important as businesses invest incrementally in their properties. Freestanding signage should remain low to the ground, visible to both motorists and pedestrians. High pole signs should no longer be allowed and such existing signs eliminated. Boulevard trees should be planted every 30 feet on center on both sides of a sidewalk. Wherever possible the sidewalk should be set back from the curb, separated by a generous landscape verge.

MERCUROY BOULEVARD (PHASE 1) Improve pedestrian enhancements with crosswalks, sidewalks, and improved medians.

MERCUROY BOULEVARD (PHASE 2) Create safe access by eliminating continuous right turn lanes, replacing multiple curb cuts with appropriate street intersections, and encouraging access to properties from a service road at the backs of properties.

MERCUROY BOULEVARD (PHASE 3) Create a safe urban boulevard with appropriate intersections, safe deceleration and turning lanes, minimal curb cuts, and continuous landscape.

STREETSPEA ELEMENTS A consistent palette of paving materials, gateway elements, signage, and furnishings will help unify the District.

EXISTING PHOTOGRAPH OF MERCURY BOULEVARD Good vehicular access and traffic management but lacks sidewalks and landscaping, signage is inconsistent.

PROPOSED VIEW OF MERCURY BOULEVARD Over time, Mercury Boulevard should transition to a well landscaped urban boulevard.

STREETSPEA TRANSFORMATIONS Unified signage and mature vegetation will eliminate the visual clutter created by competing signage.
Plan Implementation

The Coliseum Central Master Plan, initially adopted by City Council on September 22, 2004 with a subsequent amendments and complete update and adoption by City Council on November 12, 2015, is an official policy document for the City of Hampton. This policy document replaces the prior public policies included in the Mercury Central Plan (1994) and the Coliseum Central Business Improvement District Master Plan (1997).

Within the boundaries identified in this Plan, there exist numerous planning and public policy documents that guide public and private actions. The 2015 Coliseum Central Master Plan update may not address all aspects contained in these other policy and implementation tools. In cases where recommendations may conflict, the recommendation contained in the 2015 Plan shall prevail. Recommendations contained within these other policy and implementation documents, which are not specifically addressed in the 2015 Coliseum Central Master Plan and yet are consistent with the overall objectives of the 2015 Coliseum Central Master Plan, will continue to be valid guidance for both public and private actions. Specific implementation initiatives that must follow the adoption of this Master Plan include:

» Amendments to the Hampton Zoning Ordinance: Overlay District — Coliseum Central
» Amendments to the Hampton City Code: Site Plan Ordinance
» Amendments to the Coliseum Central Design Guidelines
» Amendments to the 2020 Parks and Recreation Master Plan
» Funding through the annual Capital Improvements Plan as well as other public and private funding sources

Existing plans or policy documents affecting areas within the boundaries encompassed by the 2015 Coliseum Central Master Plan update include the following: 2006 Hampton Community Plan, Hampton Roads Regional Transportation Plan, Mercury Central Plan (1994), Coliseum Central Business Improvement District Master Plan (1997), Aberdeen Neighborhood Plan, Peninsula Light Rail Study.
Priority Public Projects

1. Continue streetscape improvements to include sidewalks and safe crossings on prominent streets, focusing on the Coliseum Drive and Mercury Boulevard corridors, to foster a safe pedestrian environment throughout the District.

2. Create a campus of public attractions around the Hampton Roads Convention Center and Hampton Coliseum, including possible destination uses such as a signature event park, aquatics center, and entertainment venues.

3. Develop a hotel strategy to reposition underperforming hotels and the addition of at least 300 new convention quality hotel rooms proximate to the Convention Center and Coliseum to support those functions and the City’s sports tourism.

4. Develop a strategy to assist the Boo Williams Sportsplex’s efforts to expand the size of their tournaments and remain relevant nationwide for competitive sports tournaments. Such strategy might involve the use of the Convention Center to augment the Sportsplex, new court facilities within the Crossroads area, and/or expanding the Sportsplex itself.

5. Develop Armistead Pointe Park as a community park on the north side of the District to include multi-purpose athletic fields, playground canoe/kayak launch, pavilions, and walking trails. These park amenities will also support the Boo Williams Sportsplex and be connected to Sandy Bottom Nature Park via a multi-purpose path along Hampton Roads Center Parkway.

6. Implement the City’s premier linear “Central Park,” connecting Air Power Park to Bass Pro Lake, along Newmarket Creek to include a multi-purpose path, promenades, trail heads, pocket parks, programmable open spaces, pavilions, interpretive exhibits, canoe/kayak launch and docking areas, and other accesses to Newmarket Creek, Lake Hampton, Coliseum Lake, and Bass Pro Lake.

7. Amend the Zoning Ordinance and implement design standards to assist in executing the recommendations of this Plan.
Priority Private Projects

1. Implement the second phase of Peninsula Town Center (PTC) development to include additional residential units adjacent to The Chapman; new commercial buildings on outparcels, fronting Coliseum Drive, Mercury Boulevard, and Kilgore Avenue; a new hotel; and gateways and signage enhancements to improve visibility and way-finding, especially the interior retail addresses.

2. Redevelop Riverdale Plaza, incrementally implementing new complete streets that create a series of flexible blocks that can accept a range of mix of uses over time; commercial uses should be focused to Mercury Boulevard with new residential and office uses inward and toward the rear of the site as the market allows.

3. Encourage the redevelopment of the Langley Federal Credit Union property, including a new credit union branch fronting Mercury Boulevard and the potential for new large format retail between Goodwill and Walmart and other support retail.

4. Continue development of the hospitality corridor with new convention quality hotels, urban-scale residential, and office space visible from I-64.

5. Continue to promote urban-scale housing projects throughout the District, focusing on Sentara, PTC, Riverdale, and the hotel district, offering choice and diversity and to support mixed-uses.

6. Focus on consolidating retail fronting along Mercury Boulevard and redeveloping underperforming hotels west of I-64.

7. Foster reinvestment in key, successful strip commercial centers: Coliseum Crossing, Coliseum Marketplace, Mercury Plaza, and Todd Center. Improvements should include: ongoing exterior aesthetic renovations to keep centers fresh and relevant; improve access by extending streets through the site; convert driveways into internal streets, lined with sidewalks and street trees; consolidate multiple curb cuts into appropriate street intersections; connect existing pedestrian areas of the site to the District’s sidewalk/path system; convert large parking fields into smaller well-landscaped parking rooms; connect courtyards, promenades, plazas, and pocket parks into the District’s open space and pedestrian system; and enhance landscaping throughout the site.