A special thanks to the residents of the Kecoughtan neighborhoods who gave their time, input, and energy to this effort.
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Executive Summary

KECOUHTAN ROAD HAS LONG PLAYED an important role in the development of the City of Hampton and the lower Peninsula. For decades, this important corridor served as one of the primary east-west transportation links between the downtown districts of both Hampton and Newport News. Many of Hampton’s first suburbs grew up around the spine of Kecoughtan Road. As neighborhoods developed, Kecoughtan Road became a primary location for a variety of retail and commercial services ranging from traditional neighborhood offerings to more community-scale land uses such as movie theaters, car dealerships, and home furnishings. The commercial activity along the Corridor reached its peak in the late 1950s and the 1960s with a diverse mix of neighborhood serving and community-scale businesses that were state-of-the-art for that period. During these decades, this vibrant commercial corridor served as an asset to the quality of life of the adjacent neighborhoods by providing an abundance of high quality convenient shopping, eating, entertainment and support services.

Significant population growth in the northern sections of Hampton, Newport News, and the surrounding counties, combined with the on-going construction of new transportation arteries throughout the Peninsula, began to change the role of traditional neighborhood corridors like Kecoughtan Road. A slow but inevitable decline of many of the commercial establishments along Kecoughtan Road began in the 1970s. The rapid growth of the Coliseum Central area through the ’70s and ’80s siphoned most of the community and regional commercial activities into this centrally located district. As the centralization of certain retail and commercial activities has occurred, older commercial corridors like Kecoughtan Road were left...
to serve a more limited function focused exclusively on a small segment of the neighborhood-oriented service sector. With the supply of commercial land relatively high and demand far less than in previous decades, reinvestment in these older commercial corridors has been limited. This lack of reinvestment in many commercial and multi-family properties has led to the Corridor being viewed as “tired,” “old,” and “ugly.” These perceptions have now begun to detract from the largely healthy neighborhoods which are located along the Corridor.

The purpose of this Plan is to develop a long term vision with associated strategic initiatives that will redefine the role of the Kecoughtan Road Corridor in a way which will enhance and support the overall health of the adjacent neighborhoods. This redefined role for the Corridor recognizes its primary function today as the front door for the many adjacent neighborhoods. This new role clearly recognizes that upgrading the Corridor is more about supporting the health and vitality of the neighborhoods and less about revitalization of Kecoughtan Road as a commercial corridor. The Plan proposes a series of overarching strategic directions as well as several specific recommendations. Together, these fundamental directions, accompanied by specific actions, represent a vision for the future of the Corridor. The Plan provides a clear set of directions to guide future public and private investment.

The Plan presents six guiding principles which serve to frame the initiatives and policies of the Plan:

1. Redefine the Kecoughtan Road Corridor primarily as a residential boulevard and neighborhood main street which will present an appropriate front door to the neighborhoods.

2. Create memorable places and events along the length of the Corridor which help reinforce the unique identity and history of the various neighborhoods.

3. Consolidate commercial land uses to the two existing neighborhood shopping centers as much as is practical while still supporting viable neighborhood-oriented businesses elsewhere along the Corridor.

4. Eliminate non-neighborhood-friendly commercial uses while supporting commercial businesses which are truly neighborhood-serving.

5. Ensure that new development and redevelopment preserves and enhances the essential qualities of the neighborhoods: charm, water orientation, architectural styles, and the rich history of the area.

6. Establish connections to existing and proposed open spaces, the water, schools, and other public facilities.
The Plan recommends several specific land use changes, redevelopment initiatives, and public infrastructure investments that serve as guides to directing public investments and building private/public partnerships; each of these relates to and supports the six guiding principles. Upon implementation of these initiatives, Kecoughtan Road will become an appropriate front door to the neighborhoods adjacent to it. Instead of separating the neighborhoods with underutilized and deteriorated properties and a poorly maintained road, Kecoughtan Road will become a desirable residential address along its length with two small neighborhood-serving commercial nodes and strategically located gateways.
KEY ELEMENTS IN THE PLAN

1. New gateways
2. Revitalized Wythe Shopping Center
3. New school on the former site of Sentara Hospital
4. Redeveloped Merrimac Apartments/Little England
5. New mixed-use development at Sunset Creek
6. Improved connections between Eason Park, Sunset Creek, and Newtown
7. New residential development proposed to replace non-neighborhood-oriented commercial uses
8. Neighborhood revitalization of Sussex Village
9. Southampton Shopping Center
Process & Analysis

The Master Plan was developed in an open and inclusive process. The public process became the foundation for building consensus and forging a vision for the future. The open process helped to assure the Plan is a manifestation of the diverse opinions of the neighborhoods and is a consensus vision for the community.

The Master Plan process was guided by a Steering Committee. The Steering Committee consisted of residents and business owners. The Steering Committee provided input to the planning team at important points in the process. In addition, the planning team solicited input from the general public through public meetings and open houses. The planning process hosted over 20 community/neighborhood meetings, including several public presentations and a Business Breakfast. Many people attended these meetings.

The first phase of the master planning process, from April 2005 to May 2005, was dedicated to analyzing the study area and listening to stakeholders. The planning team collected both hard data and soft data. Hard data consists of mapping, photography, and analysis of the physical conditions of the community. Soft data consists of the stories, the culture, and the aspirations of the stakeholders. All participated in “dotmocracy,” a process where the strengths and weaknesses of the community and the surrounding areas are physically identified. The resulting maps help the planning team identify what elements should be supported and built upon, as well as which parts of the community are liabilities to be addressed.

The second phase of the process, or the exploring phase, was highlighted by a week-long design workshop held in the Senior Center on Kecoughtan Road. During the workshop, the planning team met regularly with stakeholders and the Steering Committee and generated design alternatives to explore alternative futures for the community. The design workshop culminated in a public meeting where alternatives were presented. The public was asked to comment on the alternatives in order to further shape the Plan.

Throughout the summer, the planning team, together with the Steering Committee and City staff, refined the Plan, and produced a draft report for public review. The draft report was presented to the Planning Commission on 12 December 2005 and adopted by City Council on 25 January 2006.
Urban Form

The consultant team collected hard data in order to better understand the study area, as well as to illustrate to city residents the myriad assets and natural patterns found throughout the community. A UDA X-Ray® drawing isolates a physical element of land use, such as streets, for example, to illustrate patterns and opportunities difficult to perceive when combined in a single drawing. By studying various natural and man-made systems, urban designers can unveil the underlying patterns, problems and opportunities of a project area. Often from these patterns, the beginnings of strategies and solutions emerge.
As the City’s population expanded north, Pembroke Avenue and Mercury Boulevard emerged as strong commercial corridors. Approximately ten percent of the City’s population lives within the study area. Despite its proximity to the Harbor, there are almost no parks along the water. Kecoughtan Road was once a primary connector between Newport News and Hampton. However, its importance has waned as additional east/west streets were built. Commercial uses are scattered along the length of the corridor creating no single concentration of activity.

Note: Study area outlined in red or shaded in purple.
**STRENGTHS**

- Stable, diverse neighborhoods
- Access to regional roads
- Access to Downtown
- Orientation to the water
- Community connection to schools – Armstrong and Wythe
- Affordable housing
- History
- Strong neighborhood framework – street grid and blocks

**WEAKNESSES**

- Conditions of Kecoughtan Road
- Poorly maintained rental apartments and commercial properties
- Lack of identifiable entrances
- Aging community facilities
- Lack of parks and open space
- Mix of land uses along the Corridor
- Aging housing

**VISION**

- A diverse mix of healthy neighborhoods
- Strong schools and institutions
- Access to daily goods and services
- A beautiful road
- Elimination of blighted properties
- Enhanced community facilities – parks, community center, senior center
- Celebrate the area’s history
Residential Market Study

The existing housing stock in the study area represents several decades of neighborhood construction. Some of Hampton’s oldest houses are located in the area as well as several apartment complexes built in the last decade. The study area contains a wide range of household incomes and housing values but a narrow range of housing types (single-family houses and rental apartments but no condominiums, senior housing alternatives, or fee-simple townhouses). The range of housing values has helped maintain a stabilized housing stock. In recent years, however, rental rates have remained low while property values in many neighborhoods have increased.

A residential market study, by Zimmerman Volk Associates, was conducted to support the Kecoughtan Road Corridor Master Plan. The purpose of the study was to identify the market potential for newly introduced market rate housing units to be leased or sold within the Kecoughtan Road Study Area. The extent and characteristics of the potential market for new housing units were identified using a Target Market Methodology. The Residential Market Analysis concluded:

- 54% of the market potential will come from Hampton, 26% from the region, and 20% from elsewhere in the nation.
- There is a potential target market of approximately 900 new households with a preference for living in an urban environment similar to that offered by the study area.
- The 900 households would consist of approximately 378 (42%) rental units and 522 homeownership units.
- The new ownership units should consist of lofts, condominium apartments, townhouses, and small single-family urban houses.
- Over half of the new households would likely move to the study area from outside the City of Hampton.
- Older households (empty nesters and retirees) represent between 44% and 65% of the housing market for the study area.

The biggest obstacle to achieving the potential of the housing market is the lack of available land. Put simply, there is not enough readily-available property to achieve the potential of 900 new households. Relatively few large contiguous properties exist in the study area in which a critical mass of housing can be developed to impact the overall market. The most likely possibilities are along the western portion of Kecoughtan Road, Sunset Creek and the vacant property behind Merrimac Apartments.

**Optimum Market Position – Kecoughtan Corridor Study Area (2005)**

<table>
<thead>
<tr>
<th>NUMBER</th>
<th>HOUSING TYPE</th>
<th>BASE RENT/PRICE RANGE</th>
<th>UNIT SIZE RANGE</th>
<th>ANNUAL MARKET CAPTURE</th>
</tr>
</thead>
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<tr>
<td>129</td>
<td>Mansion Style</td>
<td>$125,000 to $165,000</td>
<td>850 to 1,100 sf</td>
<td>24</td>
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<tr>
<td>66</td>
<td>Mid-Rise</td>
<td>$200,000 to $300,000</td>
<td>1,200 to 1,800 sf</td>
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<td>110</td>
<td>Rowhouses</td>
<td>$150,000 to $225,000</td>
<td>1,000 to 1,500 sf</td>
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<tr>
<td>64</td>
<td>Rowhouses</td>
<td>$235,000 to $325,000</td>
<td>1,400 to 2,000 sf</td>
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<tr>
<td>139</td>
<td>Infill Houses</td>
<td>$210,000 to $295,000</td>
<td>1,350 to 1,900 sf</td>
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<tr>
<td>35</td>
<td>Infill Houses</td>
<td>$285,000 to $415,000</td>
<td>1,700 to 2,500 sf</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>TOTAL UNITS</td>
<td></td>
<td></td>
<td>900</td>
</tr>
</tbody>
</table>
Commercial Market Study

Economics Research Associates conducted a commercial market analysis in parallel to the Master Plan. The Market Study concluded there is a limited market for retail and commercial uses throughout the corridor. Whereas the Corridor was once a primary connector between Downtown Hampton and Downtown Newport News, it now serves primarily as a neighborhood collector street. With only 10,000 vehicles/day, Kecoughtan Road functions more as a neighborhood street and less as an arterial road lined with commercial uses.

The Commercial Market Study does not recommend that Kecoughtan Corridor structure its tenant mix around attracting customers from outside the neighborhood. The primary tenant mix for the commercial locations along the Corridor should be focused on neighborhood oriented shopping and services. The market analysis does not recommend seeking a high-end grocery store to the area in the near term. In reviewing market demand data and average household incomes, the project area includes an affluent edge on the waterfront bordered by households with incomes less than half those on the waterfront. The area’s housing the most affluent households is not large enough in number to wholly or substantially support the sales productivity that would be required to attract a new grocery store operator.

Instead of seeking a new grocery store operator, the Commercial Market Study recommends a near term strategy aimed at restructuring the retail tenant mix around a significant upgrade and reorientation of the existing Food Lion. This strategy could enable the Food Lion to improve its customers’ sense of security and to upgrade its overall product mix to serve a wider demographic spectrum.

The existing neighborhood Food Lion is in a good position to capture through traffic from other neighborhoods due to its location on an east/west road connecting neighborhoods to each other and to the downtown.

The Food Lion is capturing sufficient grocery expenditures but the configuration of the shopping center and resulting lack of exposure does not foster easy access from Kecoughtan Road. The center’s lack of functional orientation is further challenged by several clusters of adjacent apartment complexes in poor condition.

The Wythe Shopping Center, located more toward the western end of the Corridor also presents some challenges associated with both the tenant mix and age of the property. Redevelopment will be difficult given the small size of the property. As the buying power of the surrounding neighborhood increases, some small scale redevelopment and changes to the tenant mix may be possible.

The corridor contains a significant selection of food and beverage offerings. Experience in other cities suggests that sustainable retail development in emerging areas can be pioneered by food services. This is a function of residential markets in all income levels spending more on food away from home. The modest, but apparently viable cluster of cafes and restaurants along the Corridor offers a basis for possible recruitment of additional food service tenants.
Master Plan Approach

The analysis of the Corridor concluded that whereas the neighborhoods astride the Corridor are strong, the poor condition of the Kecoughtan Road Corridor threatens the stability of the overall quality of life of the community. The Master Plan therefore seeks to build upon the strengths of the community (orientation to water, neighborhoods, institutions) in order to gradually revitalize the properties along the corridor.

The Master Plan contains six strategic planning principles that are used to guide the design direction contained in the Master Plan.

1. Redefine the Kecoughtan Road Corridor as primarily a residential boulevard and neighborhood main street which will present an appropriate front door to the neighborhoods.

2. Create memorable places and events along the length of the road which help reinforce the unique identity and history of the various neighborhoods along the Corridor.

3. Consolidate commercial land uses to the two existing neighborhood shopping centers as much as is practical while still supporting viable neighborhood-oriented businesses elsewhere along the Corridor.

4. Eliminate non-neighborhood-friendly commercial uses while encouraging commercial businesses which are truly neighborhood serving.

5. Ensure that new development and redevelopment preserves and enhances the essential qualities of the neighborhoods: charm, water orientation, architectural styles, and the rich history of the area.

6. Establish connections to existing and proposed open spaces, the water, schools and other public facilities.

CONCLUSION (ABOVE LEFT): The Study area’s strong neighborhoods are separated by Kecoughtan Road.

(ABOVE RIGHT): The goal of the Master Plan is to transform the Corridor into a residential boulevard and neighborhood main street that serves the needs of the adjacent community.
Through adherence to the key planning principles embodied in the Master Plan, key outcomes for the Corridor can be achieved. These outcomes include:

- More vibrant and healthy neighborhoods along the Corridor.
- Creating new residential communities.
- Providing programs to assist in reinvestment and home ownership in established neighborhoods.
- A more attractive Kecoughtan Road.
- Adjacent collector streets becoming safer and more attractive.
- Better connected, maintained and utilized open public spaces.
- More attractive and well defined entry points.
- More neighborhood-friendly land uses along the corridor.
- Vibrant neighborhood serving centers at two key locations.
- Creating more opportunities along the corridor to celebrate the rich history of the area.
- Improved public facilities serving the area including new and/or renovated schools, a new community center and senior center, additional public recreational facilities, and a new fire station.
- Improved public infrastructure.
- Enhanced choices available to citizens to get around the neighborhood such as sidewalks, bike lanes, enhanced bus shelters and others.

In order to fully achieve these desired outcomes, it will take an effective partnership between the neighborhoods, the Corridor’s business community, private investors, and the City. Public initiatives that will be utilized to achieve these goals include project funding from a variety of potential local, State and Federal sources; zoning changes, design assistance, code enforcement, and neighborhood assistance.
Master Plan Recommendations

The following section describes, in detail, the Master Plan recommendations. The initiatives emerged directly out of the public process. Each initiative is designed to build on existing strengths and to eliminate existing weaknesses.

The Plan describes both public and private actions designed to leverage the most value out of each other. Actions include investments in properties, new infrastructure, new and relocated public facilities, and redeveloped vacant lands.

The recommendations should be implemented in about 10 years. Many can be implemented immediately, and some were underway as the Plan was being developed.

INITIATIVE AREAS

1. West Kecoughtan Road Gateway
2. West Kecoughtan Road Neighborhood Commercial Center
3. New School Site
4. East Kecoughtan Road Neighborhood Commercial Center
5. Sunset Creek Area
KEY ELEMENTS IN THE PLAN

1. New gateways
2. Revitalized Wythe Shopping Center
3. New school on the former site of Sentara Hospital
4. Redeveloped Merrimac Apartments
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7. New residential development proposed to replace non-neighborhood-oriented commercial uses
8. Neighborhood revitalization of Sussex Village
West Kecoughtan Road Gateway

A New Residential Boulevard

This area of the Plan is the western gateway to Hampton and the many neighborhoods stretching along the Corridor. Over the last few decades, many of the commercial properties along Kecoughtan Road have transitioned to non-neighborhood serving commercial uses. This transition has negatively impacted the otherwise stable neighborhoods on either side of the Corridor. Recently, the City has been acquiring available properties and landbanking them for future re-development. The Plan recommends transitioning the Corridor into a great residential boulevard by developing housing on these and other properties.

Kecoughtan Road can be a desirable address for housing. The desired conditions for success include having effective pedestrian areas, attractive streetscaping, generous front yards, relatively deep lots, residential uses facing residential – versus residential uses facing commercial uses – and rear access to avoid traffic on Kecoughtan Road. The Plan recommends low density residential aimed at home ownership and discourages the development of rental apartments. In order to redevelop properties facing Kecoughtan Road, a minimum property depth of 150 feet is required. If it is not possible to attain properties of this depth, development of new residential units could be oriented to face the side streets rather than face Kecoughtan Road. In these cases, care should be exercised to ensure generous side yards and architecture appropriate for a corner lot with two highly public facades.
Strategy for Infill Housing

The Plan recommends transforming the western portion of Kecoughtan Road to new residential uses. The implementation strategy will vary from block to block depending upon the land that is currently publicly owned and that which is easily acquired. The redevelopment strategy should explore availability of properties facing the side streets as many located close to Kecoughtan Road are in disrepair and vacant.

The drawings to the right describe two scenarios of redevelopment. One scenario includes the opportunity to redevelop blighted properties on the side streets. The other describes a scenario where the only blighted properties are on Kecoughtan Road. In both cases, new housing should face Kecoughtan Road with parking located in the rear. Buildings should resemble the scale and character of other successful housing along Kecoughtan Road.
Improved Streetscape

In order to assist in the transition of land uses from under-utilized and blighted commercial to new single-family residential, the Plan recommends creating a gateway to Hampton. The new streetscape should consist of a landscaped median, new sidewalks and street trees. The curbs would remain in place, thereby eliminating the need to re-build below grade drainage systems. Traffic flow would not be impeded as two lanes of through traffic would remain. The median could contain an entry marker of some sort to help announce one’s arrival to the city and neighborhood and it could be themed to commemorate a historical event or person from the area.

**Residential Boulevards**

**KECOUGHTAN ROAD, EXISTING** Four lanes of through traffic

**KECOUGHTAN ROAD, PROPOSED GATEWAY** Four lanes of through traffic, new sidewalks, and a landscaped median (where possible).
Fire House and Wythe School

The Wythe Fire Station located on Kecoughtan Road is an old station which is not located in the most strategic spot to best serve the southwest part of the city. A new modern station that can accommodate current and future fire fighting and emergency medical response equipment needs to be constructed in a more central location so that response times to parts of the community are improved.

The future fire station should be designed to be more than a structure to house equipment. It should be broadly defined as an important community asset. For example, its relocation should consider the potential to anchor a neighborhood commercial node, be a gateway to a community, or a component of a civic campus.

Programming of the fire station should also take into consideration community needs. Consideration should be given to providing a community room or other similar space.

A relocated fire station will allow the grounds around the Wythe Elementary School to expand. This school site is currently quite small and the grounds are actively used by the community. In addition to the potential for additional recreation space, removal of the fire station allows for the construction of a new traffic circle or square which will further enhance the aesthetics of the Corridor while providing an additional opportunity to publicly celebrate the history and culture of the neighborhood.

The Plan also recommends additional enhancements to the School grounds including additional green space along Kecoughtan Road.
The commercial market study identifies a fairly weak demand for commercial space. The Plan therefore proposes to implement policies which over time will consolidate commercial and retail uses to this general area as well as near the current Southampton Shopping Center. This node is currently anchored by the Fresh Pride grocery store.

Given the existing commercial market conditions, construction of new retail buildings is unlikely. The Plan therefore recommends improving the existing retail buildings with facade improvements, coordinated signage, and new streetscape. There exist several smaller commercial buildings housing local businesses on the north side of Kecoughtan Road between Powhatan Parkway and Pochin Place. These buildings should be preserved if possible. They are not historic, however, they represent a unique character that is worth preserving.

The Plan recommends streetscaping improvements to Kecoughtan Road between Robinson Road and Pochin Place. The new streetscaping should include on-street parking, sidewalks (5 to 10 feet wide) and street trees located in tree grates. In addition, efforts should be made to coordinate signage and improve building facades.

The commercial market study identified the potential for development of new professional office buildings to serve the community. If there is interest in such a use, it should be located on the south side of Kecoughtan Road, across from the Fresh Pride. An infusion of professional offices and service retail uses will help strengthen this commercial node. The design of such a building should be compatible in scale and design with the neighborhood and should follow the neighborhood patterns. It should be no taller than three stories and should be serviced from the rear.
Powhatan Parkway should be recognized as an important gateway and entrance to Kecoughtan Road and the Wythe neighborhood. Powhatan Parkway can be improved as a boulevard street and a gateway treatment. Designed by the community, it should be located at the intersection of Powhatan Parkway and Victoria Boulevard.

At the head of Indian River, the Plan recommends acquiring a single house to improve access to the creek. The property can be used as a trail head for canoeists or a small park for passive recreation.
(TOP) Existing street elevation between Powhatan Parkway and Pochin Place
(BOTTOM) Proposed street elevation between Powhatan Parkway and Pochin Place; commercial uses that do not contribute to the neighborhood’s health are redeveloped with new housing facing Kecoughtan Road.
**EXISTING CONDITIONS**

Parking lots dominate the environment

**ILLUSTRATIVE PLAN:** The existing grocery store can be improved by reducing the impact of the parking lot with new landscaping and circulation.

1. Reinforce the block patterns with landscape buffers and edges

2. Create pedestrian connections between uses and along public streets (shown in red)

An example of an urban grocery store

Proposed Elevation of Wythe Shopping Center with new landscape and parking lot
Guidelines for New Commercial Development

New commercial development should be designed to encourage pedestrian activity to create an active commercial node. The building should be located close to the front property line to create a consistent building edge along the sidewalk. Off-street parking should be located to the rear and/or side of the building, not in front of the building. A rear lane should be used for circulation and a drive through if desired. A small parking lot beside the building is permitted, however, it should be no wider than 60 feet and should be screened from the sidewalk with a low wall or hedge. The building should contain generous shopfront windows that are used for displays as well as to view into the store.
New School Site

In late 2003, a joint action of the Hampton City Council and the Hampton School Board created the School Investment Panel to study and recommend a financially sustainable long range plan for strategic investments to school facilities in Hampton. In September 2004, the final report of the School Investment Panel was accepted at a joint meeting of the City Council and School Board. One of the priority recommendations contained in this final report was the utilization of the former Sentara Hospital property for a major investment in new school facilities for this section of the City. The School Investment Panel’s recommendation is to construct a K-8 campus on this site. The final decision as to the exact facilities to be located here will be up to the School Board.

Across the country, a broad based neighborhood revitalization strategy which includes investments in new schools and/or major renovations to existing schools has proven to be amongst the most effective catalysts for reinvestment in older neighborhoods. The proposed new school investments on the former Sentara Hospital site are proposed to be included in the first phase of school improvements and thus have the potential to create almost immediate momentum in the community. This type of positive momentum can help spur significant private reinvestment and redevelopment along the Corridor and within the neighborhoods.

Through the master planning process, the residents of the area expressed strong support for new school investments in their neighborhood. It also became evident that the community has great affection for the historical schools in the area; namely, Armstrong Elementary and Wythe Elementary. Many questions arose concerning the future of these two schools. The timing and scope of this Master Plan do not facilitate definitive answers to these community questions. At the appropriate time in the near future, these issues will be addressed as the City Council and the School Board make decisions concerning funding, priorities, and programmatic needs.

Whatever facilities are eventually constructed on the former Sentara site, careful consideration should be given to making sure the new facilities are not only good environments to educate our children but also good “community facilities” which fit into the fabric of the neighborhood. In order to achieve this goal, the following community design guidelines should be respected:

1. The grove of mature trees along the Victoria Boulevard frontage should be preserved.
2. Establish front-to-front and back-to-back building relationships wherever possible.
3. Reconnect the site to the surrounding community with well designed walkways and pathways that connect to the existing pedestrian network (i.e. existing sidewalks).
4. Use the existing width of Victoria Boulevard to accommodate bus circulation.
5. New buildings should be sited to present an appropriate civic presence along Victoria Boulevard with appropriate civic architecture that respects the architecture style of present and past public buildings in the Plan area such as Armstrong Elementary, Wythe Elementary, and the former Hampton High School/Thorpe Junior High School.
Site design should be planned to accommodate public use of the grounds and buildings after school hours while being sensitive to being a good neighbor to the surrounding residences.

In order to leverage scarce public funds, integration, co-location, and facility sharing should be a fundamental philosophy in the design and construction of all new public facilities. The proposed construction of new schools, a community center, and a senior center presents a significant opportunity to incorporate these values in order to achieve greater public benefits for the finite public funds available.

**DESIGN GOALS**

1. Preserve existing grove of trees
2. Establish front-to-front and back-to-back relationships
3. Connect site to surroundings
4. Use Victoria Boulevard as main access and circulation
5. Provide a civic facade on Victoria Boulevard

Armstrong and Wythe schools are important civic institutions and buildings in the community.
East Kecoughtan Road Neighborhood Commercial Center

Kecoughtan Road, between LaSalle Avenue and Sunset Creek, presents the most opportunities to create new housing, reposition lagging commercial properties, create valuable open space and park land, create gateways, and most importantly to transform the image of the Corridor. Several key components make up the initiatives for this area:

1. Gateway
2. Streetscape improvements
3. Corner of LaSalle Avenue and Kecoughtan Road
4. Redevelopment of Merrimac Apartments, Little England Apartments, and adjacent vacant land
5. Sussex Village revitalization
6. Southampton Shopping Center revitalization

Photos of existing conditions
LaSalle Avenue Gateway and Streetscape Improvements

LaSalle Avenue, like Powhatan Parkway, is an important entrance to the community. The Plan recommends street improvements along its length from Victoria Boulevard to Chesapeake Avenue as well as a gateway treatment at LaSalle and Victoria. The road is extraordinarily wide and can be improved with a center median planted with bushes, shrubs and grasses. Trees should be avoided as they will block the view towards the Harbor. The median should have frequent breaks to allow access to properties and left turns out of driveways and streets. The new median will slow down traffic as well as provide a visual amenity for the community.

Corner of LaSalle Avenue and Kecoughtan Road

A significant development opportunity exists at the corner of Kecoughtan Road and LaSalle Avenue. The Plan recommends redeveloping the property at the northwest corner of the intersection with a housing development for seniors. Many of the residents in the community are elderly and are “over-housed.” A good quality housing development for seniors would allow many of the older residents to remain in the community while at the same time allowing younger families to move in. The architecture of this development should reflect local vernacular and create an appropriate “gateway building.”
Redevelopment of Merrimac Apartments, Little England Apartments and Adjacent Vacant Land

Merrimac Apartments and Little England Apartments were identified by the community as properties which were imposing a negative image and effect on the surrounding neighborhood. The apartments are physically disconnected from other components of the surrounding community and have become a blighting influence. Furthermore, these properties isolate one of the few remaining areas of vacant land in such a way as to make this land nearly undevelopable without some significant change to these two apartment developments. The Plan recommends complete redevelopment of the Merrimac Apartments and Little England Apartment properties in conjunction with development of the vacant properties adjacent to these sites. The properties should be developed simultaneously with a network of urban scaled streets and blocks that connect to Kecoughtan Road and the Food Lion shopping center. The Plan recommends the development of for-sale single-family housing as the primary component of this new neighborhood. Rental housing is discouraged unless oriented for senior housing. Collectively, these initiatives will create energy and momentum around a new traditional residential community connected to the existing street network and focused around a new public open space. Combined with the other recommendations in this vicinity, these changes will dramatically alter the perception of this segment of the Kecoughtan Road Corridor.

Sussex Village

Sussex Village was built in the 1940s. This community consists of 192 very similar brick structures originally built as rental duplex units. Each is a two-story dwelling of very similar architecture containing three bedrooms. Most dwellings have no garages unless they were added as recent additions. Parking is within the front yard or along the narrow streets. Within the last 20 to 25 years, these units were sold to individuals as single-family houses although a fair number were purchased by investors who use the units to generate rental income. The community exhibits a mix of well-kept houses and some that are poorly maintained. Homeowners who take pride in their houses struggle to overcome the negative perceptions derived from less well-kept properties and absentee owners. Overall, Sussex Village has a strong sense of place and remains a viable, although at-risk, modestly priced neighborhood.

Based upon discussions with members of the community, the Plan recommends assistance to encourage more homeownership and
individual investment to revitalize Sussex Village. While these types of neighborhood revitalization programs are typically customized to meet the individual needs of each specific neighborhood, typical elements of such a program include:

- Providing assistance to strengthen the neighborhood organization;
- Enhancing code enforcement;
- Offering housing homeownership and housing rehabilitation incentives such as: housing rehabilitation loans, tax abatements, down payment assistance, design assistance, neighborhood design standards, street improvements, and property acquisitions for renovation and resale, new construction or neighborhood amenities;

The East Kecoughtan area of the Master Plan presents the most opportunities to create new housing, reposition lagging commercial properties, create valuable open space and park land, create gateways and most importantly to transform the image of the Corridor.

Southampton Shopping Center Revitalization
The East Kecoughtan commercial area consists of two commercial developments, the Food Lion shopping center and the Southampton Shopping Center. The two properties straddle Kecoughtan Road as the road curves. The Plan recommends maintaining the Food Lion shopping center and improving it with better connections to Kecoughtan Road and the new housing proposed to the north and west. In addition, the Plan recommends modifying the circulation within the center such that fire lanes are transformed into commercial streets with on-street parking, sidewalks and trees.

The Plan recommends possible redevelopment of the Southampton Shopping Center to create a mixed-use node of retail, live-work/mixed-use buildings, and additional for-sale residential units.

The Plan recommends creating a new entrance to the Southampton Shopping Center on the southern portion of the property. This new entrance will improve circulation and access to the shopping center.

The design for the redevelopment should improve the entrance to the neighborhoods and the Southampton Shopping Center across Kecoughtan Road. In addition the redevelopment of the property offers the opportunity to create a landmark with a monument or park located at the bend in the road. The new retail space should accommodate local businesses that desire to remain in the community.
**Sunset Creek Area**

This initiative area stretches from Darling Stadium/Eason Park through the American Legion site to Sunset Creek and then along Sunset Creek out to its confluence with the Hampton River. This area contains a diverse mix of land uses which include single family neighborhoods, recreational uses, and heavy industrial uses, as well as a mix of water-oriented commercial uses. The overall goal of this initiative is to set a framework in place to take advantage of potential future opportunities to tie the various elements of the area into a coordinated set of public and private developments which leverage access to the water and the public open space located at Darling Stadium/Eason Park. By doing so, we can turn these elements into more valued and accessible community assets which support the future quality of life of the adjacent neighborhoods.

**South Shore of Sunset Creek**

The south shore of Sunset Creek near Kecoughtan Road is occupied by a mix of commercial and industrial users. Immediately adjacent to these commercial and industrial users are single family houses. The juxtaposition of heavy industrial uses and residential uses presents an inherent land use conflict that needs to be consistently monitored.

The largest occupant of this shore transports raw material from barges to trucks for regional distribution. The Vulcan Materials property is the key to any long term redevelopment. Conversations with businesses such as Vulcan Materials and Teledyne Hastings Instruments (further east along Sunset Creek) indicate that these Hampton businesses continue to value their existing locations and have no plans to relocate. As a result, any possible redevelopment of these sites will be solely dependent on the futures of these existing businesses. As long as these businesses wish to remain in operation at their locations, the City of Hampton should support their continued success.

In recognition of this inherent land use conflict, the Newtown Neighborhood Plan (1998) recommended the need to forge an effective partnership between the industrial businesses, the adjacent neighborhood and the City to devise and monitor initiatives that would allow coexistence with as little conflict as possible. The recommendation contained in the Newtown Neighborhood Plan (p.21) is as follows:
The Sunset Road frontage east of Kecoughtan Road is an area that needs its own land use study. The ongoing conflict between industrial and single-family uses should be resolved by bringing representatives of the neighborhood and the various industries to the table to determine how a ‘safer, cleaner, quieter and healthier’ atmosphere can be accomplished. In the interim, as assessment of the requirements of the existing regulations and their enforcement, and the possible changes to those requirements should be undertaken.

Since one of the roles of these master plans is to prepare for future possibilities, the recommendation for the south side of Sunset Creek represents an expression of desired land uses if industrial businesses such as Teledyne Hastings Instruments and Vulcan Materials ever do express a desire to dispose of their current sites. In this scenario, the highest and best use of these waterfront properties is for some combination of residential and water-oriented commercial uses. When and if current land uses change along the creek, the City should adopt land use policies which gradually transform the south side of Sunset Creek from industrial and manufacturing to residential and water-oriented commercial type uses.

If the City is able to acquire sufficient property along the creek, additional public boating access facilities should be considered in this general vicinity.

Ivy Home Road

Ivy Home Road is a long straight narrow street with no curbs and sidewalk. The Plan recommends improving the street with new curbs and sidewalks if possible. The street should not be widened because doing so would encourage faster traffic along this neighborhood street.
A spectacular redevelopment site is located at the eastern end of Ivy Home Road. This property can be redeveloped as high-end condominiums with commanding views of the Harbor and intimate views of Downtown Hampton.

West of Kecoughtan Road, Sunset Creek has been significantly altered with fill, cover and culverts. The Plan recommends improving the undevelopable area by extending Back River Road through the area and improving the grounds with new parking and a passive park. The new parking should serve both the Legion baseball field as well as Darling Stadium. The City should partner with the American Legion to maintain and operate the field.

The Plan also recommends improving the connections between Newtown and the American Legion fields and Darling Stadium. The opportunity exists to create a pedestrian connection between Ivy Home Road and Southampton Avenue allowing residents of Newtown to access an important public amenity.

Eason Park and Darling Stadium

Darling Stadium is an important gathering place and landmark for the City of Hampton. Parking for large events overflows into the community. The Plan recommends improving the parking situation by creating several new small parking lots scattered around the Stadium. In addition to the Legion field parking area, the Plan recommends a single row of parking on the northern edge of this Stadium, a small parking lot at Kecoughtan Road and Thornette Street, and increasing the parking capacity at Eason Park.

Eason Park is an underutilized park that is not well maintained or used. The primary problem with the Park is that it is too deep and not surrounded by public streets or drives. The Plan recommends developing the western and northern edges of the Park with housing. This housing will put activity on all edges of the park and discourage the loitering and inappropriate activities that occur in the Park today.
Implementation

The 2006 Kecoughtan Road Corridor Master Plan, adopted by City Council on 25 January 2006, is the official policy for the City of Hampton for this general area. Adoption of this Plan is considered an amendment to the city’s comprehensive plan. All public and private actions within the Plan area shall be consistent with the policies articulated through the illustrations and text contained in the Plan. Change or deviation from the adopted Plan must go through the formal comprehensive plan amendment process outlined in the Code of Virginia, 1950 as amended.

This Master Plan replaces the Kecoughtan Road Corridor Study (2002) in its entirety. Other existing policy documents affecting the area encompassed by this Plan include the Greater Wythe Area Plan and the Newtown Neighborhood Plan. The 2006 Kecoughtan Road Corridor Master Plan may not address all aspects contained in these other planning and policy documents. In cases where recommendations conflict, the recommendations contained in the 2006 Kecoughtan Road Corridor Master Plan prevail. Recommendations contained within other planning and policy documents, which are not specifically addressed in the 2006 Kecoughtan Road Corridor Master Plan and yet are consistent with the overall objectives of the 2006 Kecoughtan Road Corridor Master Plan, will continue to be valid policy guidance for both public and private actions.

Once adopted by City Council, additional actions will be required to facilitate implementation in accordance with the recommended plans and policies. Public implementation of the Plan may include changes to various codes and ordinances including the Zoning Ordinance, funding through the Capital Improvement Plan and other local, State and Federal funding sources, as well as evaluation of private development proposals for consistency with the adopted plans and policies.