

STAFF EVALUATION

To: Planning Commission

Prepared By: A. Davis
Reviewed By: C. Butler, AICP

728-5229
 728-5231

Case No.: Rezoning 1260

Date: September 6, 2007

General Information

Owner City of Hampton
 22 Lincoln Street
 Hampton, VA 23669

Applicant Vince Falleroni
 XL Development Group
 22 Wabash Street, 2nd Level
 Pittsburgh, PA 15220-5436

Request To amend proffers from the Rezoning Application #1148 to include residential and to construct a mixed-use development. The property is a 19± acres parcel to include a live performance theater, condominiums, townhomes, full service hotel, restaurants and retail.

Location and Parcel Identification



The project includes one 19± acre lot located on the southeast corner of Coliseum Drive and Pine Chapel Road (currently Hampton Coliseum parking lot) [LRSN #13001171].

Existing Zoning

The existing zoning for this parcel is Limited Commercial District (C-2). Limited Commercial allows multi-family homes, restaurants, and retail sales. There is an overlay on the property which is, Special Public Interest-Coliseum Central District (SPI-CC). The intent of the SPI-CC District is to raise the overall quality of development in the City's main retail area through creative design and high quality materials.

Existing Land Use

Currently, the lot is being used as a parking lot for Hampton Coliseum.

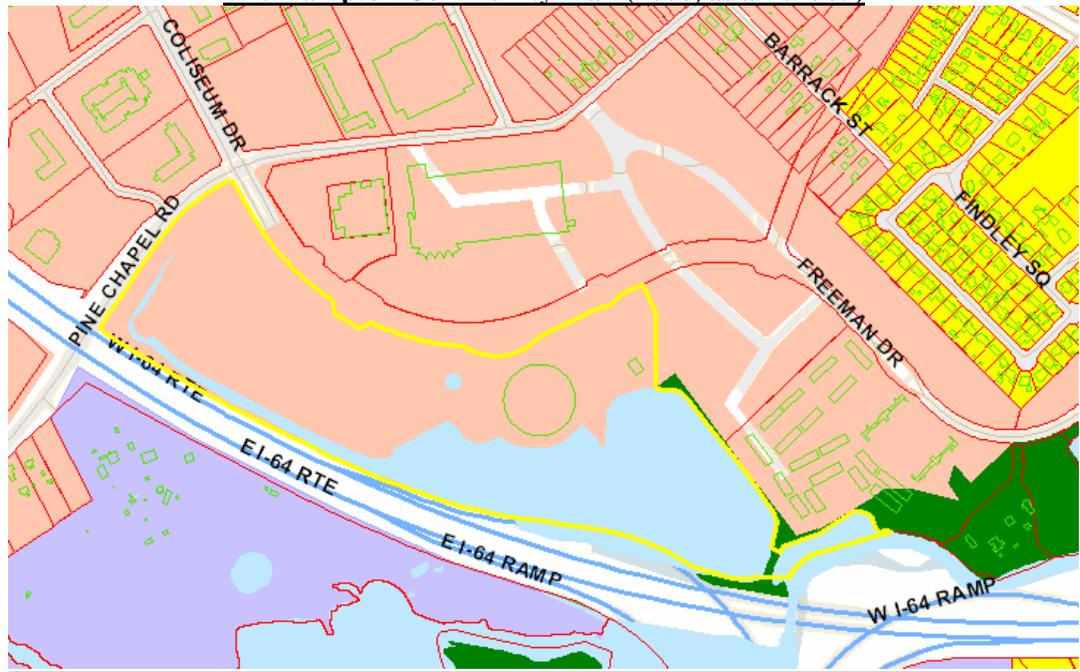
Surrounding Land Use and Zoning

North:	Hampton Roads Convention Center and Hotel (Embassy Suites) zoned- C-2 and SPI-CC.
South:	Interstate 64
East:	Hampton Coliseum zoned- zoned- C-2 and SPI-CC.

West:	Colonial Downs (Horse Racing Betting Center) zoned-C-2 and SPI-CC.
--------------	--

Public Policy

The Hampton Community Plan (2006, as amended)



Land Use Plan:

The Land Use Plan recommends “Mixed-Use” for this area.

The Mixed-Use designation is designed to encourage the development of two or more compatible land uses within one building or within one block (pg. LU-15).

This development is also in the Coliseum Central Business District-This is one of the major retail centers within the Hampton Roads Region. Regional facilities such as the Hampton Coliseum and the new convention center are located here. It is also home to numerous office and medical services buildings and the Sentara Careplax Hospital. (Pg. ED-15)

Hampton Community Plan (2006, as amended) also recommends:

Land Use and Community Design

LU-CD Policy 3: Encourage and maintain a diverse mix of housing types and values. (Pg. LU-16)

LU-CD Policy 6: Support the City’s economic development priorities: high wage jobs in targeted industry segments; regional retail and entertainment destination; first retail choice for Hampton residents; tourism destination; and, higher value housing.

LU-CD Policy 9: Promote the appropriate use and reuse of waterfront land. Encourage appropriate design of new developments in relation to water.

LU-CD Policy 10: Encourage compact, high density/mixed-use development where appropriate to create walkable communities and promote increased physical activity.

LU-CD Policy 11: Promote high quality design and site planning that is compatible with surrounding development.

LU-CD Policy 15: Maintain an aesthetically pleasing street network that helps frame and define the community while meeting the needs of pedestrian, bicyclists, and motorists.

LU-CD Policy 16: Promote public access, both physical and visual, to the water. Promote boating access, water uses, and dredging for recreational and commercial use of waterways.

LU-CD Policy 17: Preserve and enhance the identity and scenic qualities of city corridors and gateways. (Pg. LU-17)

LU-CD Policy 30: Encourage high quality new developments that are compatible with surrounding neighborhoods.

LU-CD Policy 31: Encourage a mix of land uses that is appropriate for each district. Promote the efficient use of land and high quality urban design.

LU-CD Policy 32: Encourage the upgrading and revitalization of districts in a manner that is consistent with the character and scale of the district and is compatible with the character of surrounding neighborhoods.

LU-CD Policy 34: Follow a planning process for corridors to identify and address land use and community design issues that are unique to the individual corridor.

LU-CD Policy 35: Encourage corridor-oriented commercial development within specified areas to strengthen the viability of commercial uses and to protect residential uses and adjacent neighborhoods. Areas specified for corridor-oriented commercial include business corridors and commercial nodes within residential corridors. (Pg. LU-19)

Housing and Neighborhoods

HN Policy 5: Encourage mixed use projects as a means of increasing the housing supply while promoting diversity and the revitalization of neighborhoods and districts. (Pg. HN-20)

Transportation

TR Policy 8: Promote mixed-use development to provide housing and commercial services near employment and to increase transportation options.

TR Policy 15: Develop policies that encourage and create “walkable” blocks and street connectivity.

TR Policy 17: Explore opportunities to reduce the impacts of through traffic on residential areas by improving the pedestrian environment within the existing rights-of-way. (Pg. TR-20)

TR Policy 25: Support land use decisions that reduce travel demand; encourage walking and bicycling; and, increase public transit usage.

TR Policy 29: Improve pedestrian and bicycle access to and between local destinations, including public facilities, schools, parks, open space, employment centers, and shopping centers.

TR Policy 30: Create connecting paths for pedestrians and bicyclists in new developments and existing neighborhoods. Maintain and improve existing bicycle and pedestrian paths

and trails.

Economic Development

ED Policy 6: Expand tourism, entertainment, and cultural opportunities within the city.

ED Policy 9: Ensure that the City’s implementation plans, physical infrastructure, and land use regulations support the City’s goals for economic development and growth.

ED Policy 10: Foster the successful redevelopment of well-situated vacant and underutilized commercial and industrial properties within the city.

Coliseum Central Master Plan (9/2004, as amended)

This property is part of the *Coliseum Central Master Plan* (2004, as amended) “Crossroads” initiative. The graphic below is the plan for the entire initiative area, with the 19 acre Crossroads project outlined in black.



As illustrated by the above plan, a large part of this initiative relies on introducing a dense mix of urban commercial uses.

Coliseum Central Master Plan suggests that this property is very important to the City because it is the most visible from I-64.

Land Use Design Recommendations:

- The west side of the Hampton Coliseum (19-acres) to become several blocks of specialty retail, hotels, entertainment and restaurant uses.
- Develop parking structures that support development as well as the Hampton Roads Convention Center/Hampton Coliseum.
- Attract uses that can share parking with the Hampton Roads Convention Center and the Hampton Coliseum.

Open Space/Pedestrian Network:

- Develop a trail head to the Newmarket Creek open space system.
- Create plazas on Coliseum Lake as focal points to commercial developments both

east and west of Coliseum. (Pg. 34)

Parking for the Convention Center and the Coliseum:

- Balancing the parking needs of the Coliseum and the Hampton Roads Convention Center will be important to the overall redevelopment of the area. Too much surface parking will detract from and prevent pedestrian-oriented redevelopment.
- The area should transition from surface parking to structured parking. The strategy should be to create several multi-use (shared) parking garages throughout the District as well as a viable transit system that access satellite parking reservoirs located elsewhere in the District. (Pg. 35)

*Hampton
Crossroads
Design
Guidelines*

The Hampton Crossroads Project Design Guidelines (created, 2002) gives specific recommendations to the Architectural Design and the character of this area. The Design Guidelines recommends the architectural style of the retail and other buildings must adopt a contemporary expression, modern styling, and clean lines reflective of contemporary architectural of our times. This proposal does an astonishing job in creating a contemporary architectural approach that includes using contemporary stone and brick. Also the applicant mimics the surrounding architecture by creating clean lines and geometric forms.

The Design Guidelines also suggests that the buildings should be designed with a distinct base, middle and top expression, and the detailing of those areas should be consistent with their function. This project shows a strong base and middle façade that is appropriate for the pedestrian scale usage. At the pedestrian scale the applicant shows detailed moldings around the windows and front façade of the buildings, detailed awnings and a well-defined front entrance. This proposal is located at the most visual and the most identifiable place in the City of Hampton; the project will be seen from Interstate 64 and will be adjacent to the City's most popular landmark, the Hampton Coliseum. The top expression of the buildings will show geometric forms such as the dome on the theater and detailed features that could be seen from the interstate as the Hampton Coliseum and Hampton Roads Convention Center has successfully done.

Rezoning History

- RZ #1158 (November 2002): Approved the Crossroads project and allowed the development of the Hampton Roads Convention Center, the adjacent Embassy Suites Hotel, and set the stage for the future development of a mixed-use entertainment district (referred to as the "19 acre site") by rezoning a total of 114± acres from various districts to Limited Commercial District (C-2).
-

Impact Analysis

Traffic/Parking

A traffic study was done on the entire "Crossroads" project in 2001 by Vanasse Hangen Brustlin, Inc. The original traffic study did not include the *residential* use on the 19 acre site. The residential that will be included in this project are at least 125 townhomes and 125 lofts/apartment units and or condos. Because of the decrease in the originally proposed retail space and an increase in residential, this amount of residential is not significant enough to create a negative impact on the traffic in this area. Since the traffic study was completed, traffic measures and improvements have been put in place to accommodate the uses in the overall project.

Currently, this property serves as a parking lot for the Hampton Coliseum. There are approximately 1,300 parking spaces in the parking lot. The replacement primary parking for Hampton Coliseum will be located off of Barrack Street. There will also be secondary structured parking located on the 19 acre site. The applicant is proposing over 2,000 parking spaces in the 19 acre site which will be mainly used for the uses on the actual site.

Schools

This property is zoned for:

Elementary: Tyler Elementary School

Current Enrollment: 508 (source: Tyler Elementary School, for Fall 07)

Capacity: 528 (source: Hampton City Schools)

Middle: Lindsay Middle School

Current Enrollment: 850 (source: Lindsay Middle School, for Fall 07)

Capacity: 1,125 (source: Hampton City Schools)

High: Hampton High School

Current Enrollment: 1,620 (source: Hampton High School, March 8, 2007)

Capacity: 1,925 (source: Hampton City Schools)

Based on the proposed number of residential units that will be included in this project, it is estimated that school enrollment could increase to add between approximately 10-30 students.

Data provided by the Virginia Department of Education (12/7/05) estimates that school enrollment in Hampton City Schools will actually decrease between 8% and 10% by the year 2010.

Utilities

Sanitary sewer and water utilities are adequate for the additional demand.

Additional Information

Amendment of the Proffered Conditions

Part of the original proffered condition that was approved in November of 2002 read:

“The property shall be developed as a mixed-use development containing a convention center, hotel(s), retail sales and services, restaurants, entertainment venues, public plazas and open space, recreation use, places of assembly (Coliseum) and parking. No residential uses shall be allowed.”

Since that time, staff thought that it would be most appropriate to include residential to the 19-acre mixed-use development. Therefore, the last sentence to this condition would have to be amended to allow residential uses. Instead of amending only that one condition, the applicant has decided to create proffered conditions for only this 19-acre parcel.

The proffered conditions are attached to the application

Community Meeting

A community meeting was held on August 8, 2007. Approximately 14 people were in attendance. Majority of the attendees were city staff from Economic Development, Planning and Land Development Services; Coliseum Central Business Improvement District members, and the applicants staff and employees working on the project, no other adjacent land owners were in attendance. Everyone in the meeting is in support of the project.

Analysis

This rezoning proposal will amend the original condition which was approved with Rezoning Application No. 1148 in November of 2002. The condition in the original rezoning prohibited residential, this amendment proposal will include residential. Based on the City’s policies and the Economic Development goals, adding residential to this site would be a more marketable and desirable area. Also, the applicant details the proposed layout of the project which includes a 195-250 room full service hotel with luxury condos on the upper stories, a 2000 seat live performance theater, pedestrian plaza, townhomes, condos and structured parking. Since the zoning is Limited Commercial District (C-2) the applicant can construct a mixed-use development by-right without residential. This application is only reviewing the added conditions which includes adding residential to the proposal.

The Hampton Community Plan (2006, as amended) Land Use Plan recommends this entire area be developed for Mixed-use. Mixed-use encourages a broad mix of commercial and residential uses at different densities and proportions. This project includes entertainment, office space, residential, hotels, and retail uses, which clearly mirrors the recommended land use design from the Hampton Community Plan (2006, as amended).

The *Coliseum Central Master Plan* (2004, as amended) recommends the west side of the Hampton Coliseum (19-acres) to become several blocks of specialty retail, hotels, entertainment and restaurant uses and to develop parking structures that support development as well as the Hampton Roads Convention Center/Hampton Coliseum. Because this project will be eliminating 1,300 parking spaces it is imperative that parking for the Hampton Coliseum is available. There will be future parking located off of Barrack Street solely for the Hampton Coliseum and secondary parking located within the 19-acre project which will be a parking structure.

The *Coliseum Central Master Plan* (2004, as amended) also recommends creating a plaza on Coliseum Lake as focal points to commercial developments both east and west of Coliseum. The applicant has proposed a pedestrian plaza directly adjacent to the Hampton Coliseum which will include a water feature. This plaza is in an appropriate location because it creates an inviting presence for people leaving the Coliseum building. This pedestrian plaza creates many pedestrian scale activities which will draw people to this area. The plaza will have street furniture such as benches and tables as well as strong distinctive retail fronts. A pedestrian walking trail is also being proposed for this project which will connect to the Newmarket Creek trail system.

This project exemplifies a pedestrian friendly walkable community by creating pedestrian scale ideas, small rights-of-way widths, compatible uses in close proximity and inviting focal points to special features. A future resident on this site will be able to walk to the theater to see a show, dine at his/her favorite restaurant, pick up groceries at his/her specialty grocery store and go to work without jumping into a vehicle. This project has pedestrian friendly traffic measures that will make the pedestrian feel comfortable crossing the street or stroll along the sidewalk. The sidewalk widths to this project are large enough to make a distinct separation between the pedestrian and vehicular traffic.

Therefore, because this project furthers City policies to add diverse, high-value housing, retail and office space to the City of Hampton, and because the proposal is consistent with the vision established in the Coliseum Central Master Plan (2004,as amended) and applicable agreements that have been made, staff find this proposal in conformance with City of Hampton policies.

Staff recommends approval of this rezoning application subject to seven (7) proffered conditions, as this project furthers the recommendations of the Hampton Community Plan (2006, as amended) and all other applicable policies and documents.