Northampton Boulevard Corridor Strategic Growth Area Implementation Plan

PREPARED FOR
City of Virginia Beach

PREPARED BY
Urban Design Associates
The LandMark Design Group, Inc.
Basile Baumann Prost Cole & Associates
City of Virginia Beach
Department of Planning
Virginia Beach Economic Development
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Overview

The City of Virginia Beach has identified strategic growth areas that have the potential to become future areas of economic growth within the city. The City has embarked on a series of planning studies for these areas that will provide visions for future growth. The strategic growth area plans will identify appropriate land uses, infrastructure needs, opportunities for private development, and civic amenities.

The Burton Station strategic growth area is located in the northwestern part of the city, adjacent to the Norfolk International Airport, Little Creek Amphibious Base, Airport Industrial Park, and Interstate 64. The western part of the study area is within the City of Norfolk because the Lake Wright Golf Course within the study area straddles the border between both cities.

Burton Station is located in the center of the region and at the convergence of major highways and adjacent to a major portal to the region, Norfolk International Airport. Port traffic and military bases nearby are huge economic engines that bring value to Burton Station as an area for future economic development.

Burton Station is the name of a historic African-American community, located in the center of the study area. Many of the current residents are descendants of two freed slaves who were given this land for their families. For years the city has failed to provide this community with basic utilities and services. Tensions between the community and the city have festered for generations.

This study was prepared with a public planning process that involved residents, business owners, interested citizens, property owners, and public officials from multiple jurisdictions including the City of Virginia Beach, Norfolk and the Airport Authority.

A major component of this planning process involved working with the residents of the Burton Station community to rebuild trust, to illustrate potential visions for the future, and to arrive at a clear series of public improvements and strategies for development of their neighborhood.

The process confirmed that redevelopment within the study area will yield great opportunities for job creation, residential living, improved public amenities and growth of the city’s tax base.
The Planning Process

The analysis phase of the public process began in March of 2008 when Urban Design Associates visited the Burton Station neighborhood to kick off the project with initial stakeholder meetings and site reconnaissance. In addition to the collection of hard data—photos, street dimensions, and city mapping—UDA also gathered soft data, asking people’s opinions, impressions, and visions of the area. The Design Team continued to gather information through the beginning of the charrette and the Public Process section of this document summarizes those findings. Input from participants provided valuable insights into the public perception of the area, as well as identifying the issues that need to be addressed. This input is combined with an analysis of the site configuration and existing conditions within the area.

The study area’s assets include an array of native flora such as those on display at the picturesque arboretum and botanical garden of Virginia Tech’s Agricultural Institute. The residents themselves are a key strength as well. Proud of their homes and long history in the area, they are extremely invested in the neighborhood.

ABOVE The large amount of open and unused land parcels in the area provides a remarkable potential. Close to the airport, waterways, and in an area with booming development, the unused railways and high number of vacancies is a unique opportunity.

BELOW Burton Station Road is at the core of the study area. It links existing residential neighborhoods, commercial and transportation corridors, and the Norfolk airport. It straddles both Norfolk and Virginia Beach city boundaries.
The Site: Core Study Area

The project site is located east of the Norfolk International Airport along the Norfolk and Virginia Beach city boundaries. The study area includes the Lake Wright Golf Course (Norfolk), historic African-American community Burton Station, agricultural land, service oriented retail and the Airport Industrial Park. The Core Study Area focuses on the southern part of the site as depicted at right.
The Conceptual Master Plan: Core Study Area

The Conceptual Master Plan was developed based on the goals identified in the strengths and weaknesses exercise and the planning principles identified in the planning process. The design is structured around a reconfigured golf course and new streets. Development areas include Burton Station village, new residential development, commercial office, mixed-use buildings, hotel, and flex/R&D/industrial uses.
Public Process

Residents and stakeholders participated in a series of public meetings to kick off the planning process. Following a presentation on the site research and documentation by Urban Design Associates, participants were asked to identify strengths, weaknesses, and areas of highest priority for change in the study area. Their input served as a guide to the community and helped to define what the plan should become. This information was compiled and used as the impetus for design throughout the planning process.

Consultants and residents were also invited on a guided bus tour through the study area and the different areas encompassed by its boundary. Strong community participation and feedback not only helped in understanding the needs of the community, but also in encouraging residents to contribute their knowledge and their visions in order to create a plan that accurately depicted and provided for the constraints and possibilities of the site.
Residents and stakeholders placed green dots on the strengths and assets of the site and surrounding area.

Blue dots were placed on the areas presenting particular opportunities that are ideal for immediate initiatives.

Red dots were placed on the weaknesses and problematic qualities of the site and surrounding area.

**STUDY AREA STRENGTHS**

- Strong history and legacy of Burton Station Road and its residents
- Close knit neighborhood is very family oriented
- Transportation hub with proximity to airport, railroad, and ports
- Academic strength of nearby schools and VA Tech Agricultural Institute
- Strong job base
- Golf course is a great local attraction
- New DHL sports facility serves the greater community
- Successful industrial park and office parks
- Attractive natural features, such as the lake, and bay

**STUDY AREA WEAKNESSES**

- Lack of proper infrastructure along Burton Station Road
- Low land value for underserviced residential properties
- History of inaction and abandoned plans for the area causes distrust
- Multiple land ownership fragments the site
- Coordination required with two municipalities and the airport
- High traffic and truck routes along surrounding roads and through site
- Deterioration and illegal dumping devalue the site
- Vacancies along Northampton and within the neighborhood
- Spot zoning allows incompatible uses and blocks redevelopment

**STUDY AREA OPPORTUNITIES**

- Implement infrastructure improvements for Burton Station
- Affordable housing to allow current residents to stay
- New residential village with senior housing and community services
- Park honoring to legacy of Burton Station
- Mix of uses providing for residents, workers, and visitors
- Transform Northampton Boulevard into a gateway to Virginia Beach
- Showcase the strengths, including the sports complex, golf course, Agricultural Institute, office parks, and history
- Prepare for the future with light rail connections and green initiatives
- Tie into regional network with pedestrian friendly paths and bike trails
Urban Design Analysis

The urban design analysis includes a plan portrait of the area which combines information from several sources to provide a base from which we can develop alternative concepts. It includes all of the elements of the area: streets, buildings, land use, vacant land, topography, and natural features.

Understanding the fabric of the site is a key part of the design process. This is accomplished through a series of diagrams called UDA X-Rays which pull apart information so that the site can be more clearly understood. Each X-ray describes not only a physical element of the area, but also the issues to be resolved.

**Portrait of Existing Conditions**

**Commercial Uses X-ray:** Northampton Boulevard is an important commercial corridor.

**Industrial Uses X-ray:** The industrial park, airport and base are employment centers.

**Constraints X-ray:** Constraints include airport restrictions and areas of contamination.

**Residential Blocks X-ray:** Strong residential areas are adjacent to the study area.
Urban Design Analysis

**LAND OWNERSHIP X-RAY:** Publicly owned land is shown in yellow, private in purple.

**OPEN SPACE X-RAY:** Major areas include the golf course, VT Ag center, schools and waterways.

**FIGURE GROUND X-RAY:** The site has large and small buildings and vast empty areas.

**STREET HIERARCHY X-RAY:** The site has insufficient road infrastructure for development.

**ZONING X-RAY:** The area has a predominance of industrial, residential and commercial land uses.
Design Exploration: Burton Station Village

Burton Station Road and the residential areas accessed by it defined the focus of the study area. The site’s long history of both thriving as a community while lacking public services make it a key location for improvement and redevelopment. Various visions presented during the public process led to the exploration and development of three different options for the Burton Station neighborhood.

The first alternative is a low-density scheme which is primarily residential. Providing for the needs and desires of current residents, this option keeps all 31 existing homes. The current alignment of Burton Station Road is respected, and small neighborhood services such as a corner shop and community center are provided.

The second alternative is a high-density residential scheme. This envisions a larger scale redevelopment of Burton Station land parcels, creating higher land value while maintaining a residential neighborhood. Increasing density also validates the market for commercial and office uses in the area. Apartment units and a senior living complex are included in the plan.

The third alternative proposes commercial and office redevelopment. While residential uses are not depicted, this option does accomplish the highest land value and was explored as an alternative land use.

The final decision revealed a preference for option 1, allowing the community to keep their heritage and enhance the existing community. Street improvements and a Memorial Park celebrating the area’s legacy, would be key components.
Option One: Low-Density Residential

Given the strong historical and community ties in the Burton Station neighborhood, a plan respecting all existing buildings was explored. This proposal maintains the close-knit, low-density residential aspect. The goal is to improve and build upon the neighborhood without losing any of its character.

Existing properties with very deep dimensions may be subdivided and developed as multiple single-family lots. The addition of interconnecting streets allows these newly divided lots to be accessed, creating a small block network. Single-family houses line the streets, facing both inwards towards Burton Station Road and outwards towards the golf course.

With the expanded network, the neighborhood gains a more complete fabric. The Village core is centered along the improved Burton Station Road. Small convenience retail is provided in the corner shop towards the entrance, and a community center along the golf course opens onto Memorial Park. The Burton Station legacy is commemorated and celebrated here. The discontinuation of Burton Station Road at the golf course ensures its use solely as a local residential street, reducing the traffic flow.
Option Two: High-Density Residential

Close proximity to major transit corridors and employment opportunities, combined with high real estate value along the golf course, creates an opportunity for higher density. This option explored the capacity within Burton Station Village for a larger range of residential types. The neighborhood is maintained but all residential parcels are redeveloped to attain a higher value and density. Some single-family houses surround the center of the Village, reflecting the historic character and framing a Memorial Park. At the head of the park is a community center for all residents to use.

Towards the golf course, townhomes and larger multifamily and apartment buildings replace the detached houses and maximize the value provided by the open green. Three- and four-story buildings look out over the fairways and create a defined edge to the golf course. A senior assisted living building is also incorporated into the center of the neighborhood, within an easy distance from the park and community center.

Some additional commercial uses are also included along the entry from Northampton Boulevard, providing further retail and services within walking distance for all residents.

<table>
<thead>
<tr>
<th>OPTION 2: HIGH DENSITY RESIDENTIAL PROGRAM</th>
</tr>
</thead>
<tbody>
<tr>
<td>• 75 new homes</td>
</tr>
<tr>
<td>• 775 apartment units</td>
</tr>
<tr>
<td>• 120 assisted living units</td>
</tr>
<tr>
<td>• 130,000 Sq. ft. commercial space</td>
</tr>
<tr>
<td>• Memorial Park</td>
</tr>
</tbody>
</table>

High density option for Burton Station Village, with surrounding context

Conceptual Plan: High density scheme composed primarily of townhouses, apartments, and assisted living, as well as commercial uses near Northampton Boulevard
Option Three: High-Density Commercial

Burton Station Village stands in an unlikely position for residential units, cut off from nearby neighborhoods by the busy Northampton corridor and under the wing of Norfolk International Airport. High concentrations of commercial and industrial uses in the immediate vicinity led to the exploration of a third option, which proposes redeveloping the area as an office and commercial center. The success of similar developments in the area and the views provided by extensive golf front property made this a potential prime location for corporate development.

Though residential units are also provided, and a Burton Station Memorial Park is incorporated to continue and celebrate the community there, the focus of this plan alternative was on the creation of office and flex spaces. Employment opportunities, in high demand, would be accommodated here and the addition of a new hotel would benefit from the golf course, transportation corridor, and airport proximity.
Burton Station Village: Economic Study

The land values on a per acre basis for the three Burton Station Village alternatives were estimated for comparative purposes.

COMMERCIAL LAND SALES

Assumptions governing the valuation estimates

- Zoning: commercial zoning will be achieved prior to sale.
- Infrastructure: adequate infrastructure and sufficient utility capacity is available, or committed, at the time of sale.
- Site Prep: cost for demolition and removal of houses and other built structures (approximately $25,000) is not factored into per acre valuation.

Comparable Sales

- Several commercial brokers and developers interviewed identified recent land transactions
- Residential site sales in comparable areas range from $100,000 to $200,000 per acre
- Commercial site sales in comparable areas range from $180,000 to $455,000 per acre
- Average commercial site sold for $300,000 per acre

<table>
<thead>
<tr>
<th>LAND VALUATIONS FOR BURTON STATION PROPERTIES</th>
</tr>
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<tbody>
<tr>
<td>Option 1: Single Family Residential</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Option 2: High Density Residential</td>
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<tr>
<td>Option 3: High Density Office</td>
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</tbody>
</table>
Strategic Plan

The combination of public input and analysis throughout the planning process revealed the hopes and needs of the community. Through this input, a series of design principles were defined:

- Respect traditions and context
- Optimize and extend connections
- Develop sustainable initiatives
- Provide a mix of uses
- Encourage economic development
- Create an image
- Improve the quality of life

The strategic plan which evolved from the design exploration merged each of these goals in order to create a cohesive vision and direction for development in this area. The golf course is reconfigured into a more central amenity, surrounded by residential units and ample office and employment opportunities. Northampton Boulevard is improved and developed to provide a more comfortable pedestrian atmosphere and increased commercial opportunities. The industrial park to the north remains and is assumed to support more intense business development over time. Improved street connections link it to surrounding development and the port to the north. Burton Station Village is developed according to community preference, maintaining a low density village atmosphere and completing the neighborhood fabric to define a safer and more connected neighborhood.

ILLUSTRATIVE PLAN Strategic plan interventions throughout the study area are focused around the golf course, Northampton Boulevard, and Burton Station Road.
Core Study Area

Illustrative Plan
## Development Capacity

### Burton Station Strategic Growth Area

#### Program Analysis

<table>
<thead>
<tr>
<th>Block</th>
<th>Acreage</th>
<th>F.A.R.</th>
<th>Use</th>
<th>Existing Use</th>
<th>Proposed Units/Mix</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>12.33</td>
<td>0.83</td>
<td>Office</td>
<td>440,000 SF (3st.)</td>
<td>Gol, N, A</td>
</tr>
<tr>
<td>B</td>
<td>6.32</td>
<td>1.50</td>
<td>Multifamily</td>
<td>360 du (4st.)</td>
<td>Gol</td>
</tr>
<tr>
<td>C</td>
<td>1.29</td>
<td>NA</td>
<td>Residential/retail</td>
<td>4 new res, 3,500 SF retail</td>
<td>Resident, N, A</td>
</tr>
<tr>
<td>D</td>
<td>2.93</td>
<td>NA</td>
<td>Residential</td>
<td>8 new res</td>
<td>Residential</td>
</tr>
<tr>
<td>E</td>
<td>4.07</td>
<td>NA</td>
<td>Residential</td>
<td>10 new res</td>
<td>Residential</td>
</tr>
<tr>
<td>F</td>
<td>0.92</td>
<td>0.30</td>
<td>Institutional</td>
<td>12,000 SF</td>
<td>Institutional</td>
</tr>
<tr>
<td>G</td>
<td>5.20</td>
<td>NA</td>
<td>Residential</td>
<td>12 new res</td>
<td>Residential</td>
</tr>
<tr>
<td>H</td>
<td>1.90</td>
<td>NA</td>
<td>Senior Living</td>
<td>90,000 SF (90 du; 2st.)</td>
<td>Vacant retail, N, A</td>
</tr>
</tbody>
</table>

#### Blocks

- **Block I**: 20.70 acres, 0.81 F.A.R., Office/Commercial
- **Block J**: 29.00 acres, 0.65 Office/Retail
- **Block K**: 14.50 acres, NA
- **Block L**: 12.50 acres, 0.40 Office/Commercial

#### Map

- **Strategic Plan: Development Capacity**
- Northampton Boulevard Corridor Strategic Growth Area Implementation Plan
- December 2008
- Landmark Design Group | Urban Design Associates

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**Note:** The map and table provide a comprehensive view of the strategic plan's development capacity, focusing on various blocks and their respective planning areas, including office, residential, retail, and institutional uses. The map highlights key areas for development, with specific acreages and floor area ratios (F.A.R.) outlined for each block.
Design Frameworks

Frameworks improvements across the study area connect and extend existing networks for both vehicular and pedestrian traffic.

**STREET FRAMEWORK**
Existing heavy traffic along all outer boundaries of the study area causes congestion. Additional street connections relieve the load by providing alternate routes and discouraging the use of small roads as bypasses. Connections around the golf course intersect at multiple points the larger thoroughfares, opening up the parcels they access for higher density development. New north-south connections create a transportation corridor linking the airport, new offices, existing industry, and port. The intersection of Northampton Boulevard and Diamond Springs Road is reconfigured to provide a safer crossing.

**OPEN SPACE FRAMEWORK**
Parks and open spaces serve as amenities for residents and pedestrians, linking to the golf course and preserving some of the existing natural vegetation. The new Memorial Park is at the center of the residential village. A system of pedestrian and bicycle trails access the neighborhood, retail centers, and office developments, and link into the botanical gardens and port.
Burton Station Village

The residential community comes together at Burton Station Village, a hamlet of single family homes surrounded on three sides by the golf course. The expanse of open space and the tight knit network of small streets containing the Village insulate the homes from airport and traffic activity nearby. Upon entrance through the commercial gateway along Northampton, the atmosphere calms to provide a comfortable pedestrian environment. Small blocks of homes are lined with sidewalks, leading to the corner shop to the east and the community center to the west. The park edging the golf course provides a communal gathering space for neighbors to convene.
Burton Station Village Vision

Perspective View of Burton Station Village Square, with residential and neighborhood retail

Perspective View of the entry into Burton Station Village looking north, depicting assisted living home on the right and corner shop on the left

Aerial view of Burton Station improvements, from the southwest

Aerial view of Burton Station improvements, from the west
Burton Station Village Vision

Aerial Perspective of the enhanced Burton Station Village with additional development along the Northampton corridor
Golf Course District

Collaboration between the cities of Virginia Beach and Norfolk allows a new configuration for the golf course, increasing its impact as an amenity to the entire area. Fairways stretch along an existing and proposed lake, and are edged by new office development opportunities. A nearby commercial district and the residential neighborhood of Burton Station Village provide a range of uses within the vicinity.
Golf Course District: Norfolk

The Norfolk boundary of the golf course is revitalized with the addition of new street access off of Miller Store Road. This further separates the golf from the airport, opening up land for a new layer of development. This golf front real estate is a desirable location for offices. Proximity to transportation routes is an asset, while the benefits of peaceful open space and views out over the fairways create a pleasant environment. The golf course also gains since the office buildings protect it from land and air traffic beyond.

Norfolk Development Program

- 467,000 SF commercial office space
- Surface parking
- Golf course frontage
- Two access points

CONCEPTUAL PLAN: New commercial office development is created by the golf course re-alignment.

Aerial view of Norfolk development
Golf Course District: Virginia Beach

At the south end of the golf course, the fairways wrap around the Village into Virginia Beach and terminate in a consolidated block of office development. This location along Northampton Boulevard, situated between two hotels and a commercial corridor, is a prime location for offices. In addition to the view over the golf course and clubhouse, the wide range of uses and easy access for both visitors and residents throughout the region makes this a vibrant and active block. Whether it’s the walk to the office, the lunch shared at a restaurant up the block, or a break taken as a stroll along the course, a wide range of assets create a great potential for office development here.

Closer to the Village, multi-family apartment and townhouse buildings mediate between the three- to four- story offices and the small single family homes. These smaller buildings descend in size and height as they approach the Village. A wooded path further separates the townhomes from the existing houses, using green space to tie the neighborhood together while maintaining views and respecting the context and atmosphere of community.
Golf Course District: North Golf Course Drive

The northern edge of the golf course creates another address for office development. A series of office, flex, commercial, and mixed-use buildings line North Golf Course Drive. This scenic street provides them with easy access to the neighboring residential and commercial districts, and the buildings help enclose the golf course and shelter it from the industrial park to the north.

**CONCEPTUAL PLAN:** Commercial and mixed-use front the golf course along the northern edge

**NORTH GOLF DRIVE DEVELOPMENT PROGRAM**

- 680,000 SF commercial space
- 155,000 SF retail space
- Surface and garage parking
- Golf frontage

Aerial view of North Golf Course Drive
Golf Course Improvements and Vision

Perspective along the edge of the new Golf course, lined by the new commercial office buildings.
Northampton–Diamond Springs Corridor

Scattered commercial properties currently along Northampton Boulevard and Diamond Springs Road are now consolidated along the street front to create a more continuous urban environment. New commercial and flexible use buildings face the two primary roads, as well as new secondary roads servicing the interior of the study area. Connections to Burton Station Village, multi-family residential apartments, the DLH sports complex, and the lake tie into the commercial corridor and link both pedestrians and vehicular traffic. New landscaping and pathways around the lake create an address for the development and lead to the golf course. A new hotel enjoys a visible location along the corridor, with proximity to a variety of uses and open spaces.

The busy intersection at Diamond Springs Road and Northampton Boulevard is calmed, with a simplified 4-way stoplight. The development along Baker Road and increased connections throughout the site lessens the load on one single intersection and helps to disperse the flow of traffic.

Portrait of Existing Conditions

CONCEPTUAL PLAN: New development on the Northampton–Diamond Springs Corridor includes mixed-use, hotels, office, and retail
Northampton Boulevard Improvements and Vision

Aerial Perspective depicting the improved Northampton Boulevard street conditions and commercial development
Airport Industrial Park

Improvements to the existing Airport Industrial Park maintain all existing buildings and increase connectivity and access. Baker Road is extended to reach Bayside Road, and Air Rail Avenue is extended beyond the train tracks to access the port to the north. Some new industrial development allows the Park to expand and connect to the commercial corridor at Northampton Boulevard and Diamond Springs Road. With improved road access and connections to major arterials, parcels within Airport Industrial Park can be redeveloped to more intense uses over time.

**AIRPORT INDUSTRIAL PARK RE-DEVELOPMENT PROGRAM:**

- 4,000,000 SF commercial office space
- 1,800,000 SF flex/R&D/industrial space
- 160,000 SF retail space

**AIRPORT INDUSTRIAL PARK NEW DEVELOPMENT PROGRAM:**

- 100,000 SF commercial office space
- 370,000 SF flex/R&D/industrial space

**NEW DEVELOPMENT PROGRAM:**

- 100,000 SF commercial office space
- 1,800,000 SF flex/R&D/industrial space
- 4,000,000 SF retail space
Little Creek Amphibious Base

Little Creek Amphibious Base was started early in World War II when Navy Planners realized the need to train large numbers of American troops to land on foreign shores under fire. The base has grown over the years developing into a strategic expeditionary oriented command. It continues to evolve to meet the needs of the Global War on Terrorism and is the fastest growing base in Hampton Roads.

Its mission is to provide outstanding customer service support to the more than 14,400 personnel of the 132 resident commands located on base. Little Creek Amphibious Base has an estimated annual payroll of $821 million, and employs more than 14,400 military and civilians personnel, including civil service, contractors and non-appropriated fund employees. There are 18 ships home ported at Little Creek, 35 Landing Crafts Air Cushion (LCACs) and 34 conventional waterborne landing craft units (LCUs) and other smaller boats.

Little Creek Amphibious Base is currently conducting a long-range planning and design charrette process to determine how base expansion needs can be met. Navy realignments have left Little Creek with a 2 million square foot deficit of office space.

Not all needs can be met on the Base and this growth can provide an economic catalyst for the redevelopment of the Northampton Boulevard Corridor Growth Area. Development must meet the security needs and standards of the military and the Navy’s concerns regarding port security must be addressed. Stronger links between the Base and the Northampton Boulevard Corridor Growth Area have been built into this plan through briefings with the Base Commander and technical support from NAB Little Creek, NAVFAC and MIDLANT staff representatives.
Phasing and Implementation

**STRATEGIC PLAN RECOMMENDATIONS** may be subdivided into three stages of implementation. The core of the study area, focused around Burton Station Road, and land exchanges with the City of Norfolk for the golf course reconfiguration, are the primary initiatives for Phase 1. Current demand and interest in these initiatives will spur the demand for later development. Commercial development along the Northampton Boulevard - Diamond Springs Road Corridor follows as the next step in Phase 2. Infrastructure improvements and potential expansion to the Industrial Park define additional initiatives to be tackled in Phase 3.

**PHASE 1:**
- Redesigned Lake Wright golf course
- New Wesleyan Drive extension
- Improved Burton Station Road
- New Burton Station Village road network
- New golf course drive
- New single family homes
- New commercial office, mixed-use development, and flex/R&D/industrial development

**KEY:**
- COMMERCIAL OFFICE
- COMMERCIAL RETAIL
- OPEN SPACE
- MULTI-FAMILY RESIDENTIAL
- SINGLE-FAMILY RESIDENTIAL
- FLEX/R&D/INDUSTRIAL
- INSTITUTIONAL
- MIXED-USE
- EXISTING ROAD
- IMPROVED ROAD
- NEW ROAD
PHASING AND IMPLEMENTATION

PHASE 2:
- New road network in core commercial area
- Improved Baker Road
- New Barr Road extension to port property
- Improved Northampton-Diamond Springs intersection
- New apartment units
- New mixed-use, commercial office, and flex development
- Reconfigured lake

PHASE 3:
- New roads for improved network in existing AIP
- Potential future redevelopment of industrial uses
- Potential redevelopment of port property

KEY:
- COMMERCIAL OFFICE
- COMMERCIAL RETAIL
- OPEN SPACE
- MULTI-FAMILY RESIDENTIAL
- SINGLE FAMILY RESIDENTIAL
- FLEX/R&D/INDUSTRIAL
- INSTITUTIONAL
- MIXED-USE
- EXISTING ROAD
- IMPROVED ROAD
- NEW ROAD

PHASE 3: Infrastructure, Land Use, and Implementation
Action Plan

SHORT TERM (PHASE I)

CIP for Burton Road Improvements
A Capital Improvement Plan should be sought for utility and roadway improvements to existing Burton Road (north to Tim Road). Improvements should include: sewer, city water, lighting, roadway including curb and gutter, and sidewalks.

Modified CIP for Wesleyan Drive
The Capital Improvement Plan for Wesleyan Drive should be structured for a cost participation agreement with developer of golf course development.

Golf Course Relocation Plan
A catalyst of most of the development is the relocation and redesign of the Lake Wright Golf Course. An agreement and strategy for development should be established between City of Virginia Beach, City of Norfolk and private developer.

Facilitate Development in Burton Station Village
The City of Virginia Beach to facilitate development in the Burton Station Village area through education (workshops for rezoning and redevelopment) and coordination (connecting land owners and developers).

Facilitate Development of Mixed-use Parcels
A Request For Proposals for 20 acres of development in Virginia Beach at Northampton-Wesleyan intersection.

Rezoning Application of Strategic Growth Area
In order to facilitate implementation of the proposed plan, an application for rezoning or zoning overlay should be created.

LONG TERM (PHASES II & III)

CIP for Northampton/Diamonds Springs Intersection Improvements
A Capital Improvement Plan should be sought for the redesign of western side (Diamond Springs Road southbound) of the intersection to include: shorter right turn lane and new curbs and increased curb cuts into commercial properties.

AIP Road Improvements
An improved Barrs Road (using the current alignment of Air Rail Ave) has been reconceived as a front door to development in the AIP and will allow more direct access to the airport. Additional roads have been proposed within the AIP to increase connectivity. A public-private agreement for development of the road should be sought.

Alignment with Amphibious Base Development
Potential development on the Amphibious Base will create new opportunities for growth. A strategy for future redevelopment of the Airport Industrial Park should be established to provide supporting uses to the Base development. Extending Barrs Road under Shore Drive into the port property will provide greater opportunity for substantial development.
Residential Lot Subdivision

Residential lots within the existing Burton Station neighborhood may respond to the strategic plan recommendations in a variety of ways. These lots, much longer than the modern convention, present an opportunity to landowners to subdivide their land into multiple lots for sale or rent.

Within a low-density residential scheme, size and height of buildings should remain relatively low, and the density and character of the surrounding neighborhood respected. With that in mind, there still remain a variety of options for lot and building types and uses. Single family lots, townhouses and attached units, and small multi-family buildings may all be potential for subdivision and redevelopment within a lot.

As a guideline, block corners and edge locations, such as lots adjacent to the larger buildings in the commercial district and close to the golf front offices, are best suited to larger units and higher density if desired.
Residential Design Guidelines

Respect for the context also defines guidelines for the massing of new buildings erected on subdivided lots. New buildings placed in a low-density neighborhood should be sized so as not to overshadow or intrude on their neighbors. A complete neighborhood is created when all buildings are in harmony.

An example of this is in limiting height. Buildings within the Village should be no more than 2 to 2 1/2 stories. Open space also is a key element to consider. Lots should retain a percentage of open space, serving as landscaped public and private yards and separating buildings.

Sizes and depths of existing lots and the resulting subdivisions may vary. Typical lots may be divided into two categories: deep lots (120-200 feet) and shallow lots (80-120 feet deep). Though building setbacks and placement may differ slightly, all other design guidelines will apply to all residential lots. The diagrams to the right depict the standards and guidelines as applied to several typical conditions.

SHALLOW LOT DESIGN GUIDELINES:
Lots shallower than 120 feet are well suited to subdivision into narrower lots and smaller unit typologies such as townhomes.

DEEP LOT DESIGN GUIDELINES:
Lots deeper than 120 feet, typical for the existing homes, have larger yards and are sites for potential multi-family buildings.
Commercial Design Guidelines

A multitude of retail and office opportunities are provided in various commercial components within the plan. Several addresses include commercial uses, and heights may vary depending on location in order to maximize views.

There are a set of consistent design guidelines for the building siting and massing. The street edge is urbanized and defined by bringing commercial uses closer to the street, creating a pedestrian-friendly environment and pushing parking to the rear. Outdoor seating and gathering spaces create courts that draw people into the block and lead to the buildings beyond.

The setting may vary depending on the type of commercial use. Mixed-use buildings will have retail uses on the ground floor, and should be articulated at this level with storefronts. Office buildings may incorporate more open space. Surrounded by landscaped greens, views are maximized and the open space becomes a park amenity rather than a parking lot.
Infrastructure

THE BASIC INFRASTRUCTURE SYSTEM for the implementation of the plan includes public vehicular, pedestrian and bicycle linkages and the improvement and extension of public water, sanitary sewer, and stormwater drainage systems to serve the area. These improvements will be developed in a phased implementation plan and will most likely be accomplished through a public/private development partnership.

TRANSPORTATION
An emphasis of the plan will be to provide an integrated system of multi-modal circulation throughout the strategic growth area, including provision for future improvement to the public transportation system. Typical sections are provided for the newly created roadways, the new roadway extensions and the improved roadways in the area. All emphasize the provision of pedestrian walks, and the major roads include multi-purpose paths consistent with the City of Virginia Beach goals for the development of a city-wide bicycle route. The typical sections identify locations for street and pedestrian lighting and for roadway landscaping. For the routes in the business areas of the site, sufficient lane width is recommended to allow truck access. In addition to internal roadway improvements, improvements to the streetscape along Northampton Boulevard are recommended to improve the gateway appearance and character of this important location.

WATER SYSTEM
Public water is available along Northampton Boulevard as well as throughout Airport Industrial Park, allowing the capability to extend the system into the undeveloped areas of the study area. These systems will need to follow the proposed road grid to allow for a network that provides sufficient flow for domestic use as well as adequate fire flow for the proposed commercial and industrial areas.

SANITARY SEWER SYSTEM
A new sanitary sewer collection system will need to be developed to service the currently undeveloped portions of the service area. The development will also require the construction of at least two new pump stations and upgrades to existing pump stations within the service areas to support the densification of Airport Industrial Park in the future. The most efficient improvements to the sanitary sewer system would include coordination between the public utility departments of Norfolk and Virginia Beach to jointly serve the area.

DRAINAGE AND STORMWATER MANAGEMENT
Drainage for the Burton Station area will ultimately flow into both Lake Wright and the existing lake created by the former borrow pit west of and adjacent to the trailer park. Prior to entering this system a series of stormwater management ponds or other facilities will be necessary to provide water quality and quantity controls. These ponds are planned to be designed as part of the water hazards within the golf course. An open swale and pipe collection will connect the ponds and roadways to the major lakes.
Infrastructure

WESLEYAN DRIVE EXTENSION

NORTHAMPTON BOULEVARD
Infrastructure

**Burton Station Road**

- 7' 6"
- 4' 0"
- 7' 6"
- 4' 0"
- 27' 0"

**North Golf Course Drive**

- 8' 0"
- 8' 0"
- 8' 0"
- 4' 0"
- 39' 0"
- 8' 0"
Economic Study

FISCAL AND ECONOMIC IMPACT ANALYSIS

A fiscal and economic impact analysis of the phased development plan was prepared. The analysis included the fiscal impact (e.g., personal and corporate income tax, sales tax, and real and personal property tax, business license tax) and the economic benefits (e.g., jobs, payroll, consumer expenditures, and material purchases) generated during the construction period and at the build-out (operating) period of the project were quantified.

In order to determine the net fiscal and economic impact of the implementation of the Burton Station plan, the existing to-be-changed development for Phases I, II, and III was compared to the proposed new development for Phases I, II, and III. The increase in fiscal and economic impacts from the existing development to the proposed development will determine the net new economic impact that will be generated to the Commonwealth of Virginia and the Cities of Virginia Beach and Norfolk during each phase of the development. The primary increase is in the City of Virginia Beach.

CONSTRUCTION PERIOD ECONOMIC AND FISCAL IMPACTS

During the construction period for each phase of the proposed Burton Station Strategic Growth Area, a variety of new opportunities will be created. The construction period will generate jobs, material purchases, and consumer purchases in the region that will result in tax revenue to the Commonwealth and to the City of Virginia Beach.

The proposed development during the construction period of all three phases is projected to generate 22,495 jobs, $746.2 million in payroll, $357.8 million in material purchases made in the region, and $612.5 million in consumer expenditures, including direct and indirect impacts.

<table>
<thead>
<tr>
<th>Burton Station Strategic Growth Area Development Schemes</th>
<th>Phase I</th>
<th>Phase II</th>
<th>Phase III</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing (to-be-replaced)</td>
<td>72,000</td>
<td>438,100</td>
<td>2,960,000</td>
<td>3,470,100</td>
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<td>40,000</td>
<td>120,000</td>
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<td><strong>508,100</strong></td>
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</table>

<table>
<thead>
<tr>
<th>Burton Station Strategic Growth Area Development Schemes</th>
<th>Fiscal Effects (Construction Period)</th>
<th>Phase I</th>
<th>Phase II</th>
<th>Phase III</th>
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</thead>
<tbody>
<tr>
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<tr>
<td>Sales Tax $2,743,353</td>
<td>$3,756,955</td>
<td>$4,025,309</td>
<td>$268,354</td>
<td>$7,620,474</td>
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<tr>
<td>Indirect Sales Tax (Off Site) $3,900,000</td>
<td>$1,257,719</td>
<td>$1,577,631</td>
<td>$319,913</td>
<td>$3,255,265</td>
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<tr>
<td>Personal Property Tax $0</td>
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<td>$0</td>
<td>$0</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$7,599,988</strong></td>
<td><strong>$14,987,067</strong></td>
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<th>Phase III</th>
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<tr>
<td>Income Tax - $8,637,856</td>
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<td>$0</td>
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<tr>
<td><strong>Total</strong></td>
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<td><strong>$15,986,598</strong></td>
<td><strong>$2,081,638</strong></td>
<td><strong>$28,654,535</strong></td>
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Based on these projections, the proposed development during the construction period of all three phases is projected to generate the following tax revenues:

- $18.0 million in income tax to the Commonwealth
- $891,000 in permit fees to the City of Virginia Beach
- $544,000 in on-site sales tax to the City of Virginia Beach
- $7.6 million in on-site sales tax to the Commonwealth
- $647,000 in indirect off-site sales tax to the City of Virginia Beach
- $2.6 million in indirect off-site sales tax to the Commonwealth

The total hard construction cost of the proposed project is estimated to be $1.2 billion. Phase III of the development program has the largest construction cost ($637 million), followed by Phase II ($375 million) and Phase I ($161 million).

**OPERATION PERIOD ECONOMIC IMPAETS**

Once construction is complete and market absorbed, impacts related to the Burton Station Strategic Growth Area project operations will continue on a sustained annual basis. The at build out (operation) fiscal and economic impacts measure the annual permanent fiscal and economic impact on the Commonwealth and the local jurisdiction’s economy associated with the development project.

At build out, Phase I of the projected development is projected to generate a net new economic impact, direct and indirect, of 9,015 jobs, $395.0 million in payroll, $472.8 million in consumer expenditures, and $914,000 in retail sales on-site. Phase I is also expected to generate a net new 366 on-site households, which in turn result in a net new aggregate household earnings of $19.0 million.

At build out, Phase II of the projected development is projected to generate a net new economic impact, direct and indirect, of 23,066 jobs, $883.8 million in payroll, $1.1 billion in consumer expenditures, and $148.2 million in retail sales on-site. Phase II is also expected to generate a net new 300 on-site households, which in turn result in a net new aggregate household earnings of $17.1 million.

At build out, Phase III of the projected development is projected to generate a net new economic impact, direct and indirect, of 46,498 jobs, $1.6 billion in payroll, $2.4 billion in consumer expenditures, and $41.8 million in retail sales on-site. Phase III is not projected to generate on-site households or household earnings.
In all, the proposed development during the build out period of all three phases are projected to generate a net new economic impact, direct and indirect, of 78,579 jobs, $2.9 billion in payroll, $4.0 billion in consumer expenditures, and $190.9 billion in retail sales on-site. The projected development is also expected to generate a net new 666 on-site households, which in turn result in net new aggregate household earnings of $36.1 million.

**OPERATION PERIOD FISCAL IMPACTS**

Fiscal impacts during the at-build out period are measured in terms of tax revenue to the Commonwealth of Virginia and the City of Virginia Beach. Fiscal impacts during the at-build out period include income tax, corporate income tax, real property tax, business license tax, sales tax, indirect sales tax, hotel room tax, and personal property taxes.

The total proposed development is projected to generate $166.0 million of total fiscal impact, a net increase of $156.7 million. The fiscal impact for Phase I is projected to generate $19.7 million annually, a net increase of $19.3 million in fiscal impact. The fiscal impact for Phase II is projected to generate $54.1 million annually, a net increase of $49.7 million in fiscal impact. The fiscal impact for Phase III is projected to generate $92.1 million annually, a net increase of $87.8 million in fiscal impact.

The operation period of the Phase I development is expected to generate net new tax revenue of a combined total of $19.3 million of total fiscal impact to the City and Commonwealth ($9.0 million to the City, $10.3 million to the Commonwealth), as follows:

- $9.3 million in income tax to the Commonwealth
- $412,000 in corporate income tax to the Commonwealth
- $2.5 million in real property tax to the Cities of Virginia Beach and Norfolk
- $4.0 million in business license tax to the Cities
- $9,144 in sales tax to the Cities
- $28,803 in sales tax to the Commonwealth
- $535,000 in indirect off-site sales tax to the Commonwealth
- $656,000 in personal property tax to the Cities

The detailed fiscal impacts for each phase are as follows:

**Phase I**: Net new fiscal impacts for Phase I are projected to be $19.3 million annually, with the following breakdown:

- **Income Tax**: $9,299,910
- **Corporate Income Tax**: $412,102
- **Real Property Tax**: $2,464,533
- **Business License Tax**: $3,976,464
- **Sales Tax**: $9,144
- **Indirect Sales Tax (Off-Site)**: $1,960,928
- **Hotel Room Tax**: $0
- **Personal Property Tax**: $655,732

**Phase II**: Net new fiscal impacts for Phase II are projected to be $54.1 million annually, with the following breakdown:

- **Income Tax**: $43,769,753
- **Corporate Income Tax**: $2,134,505
- **Real Property Tax**: $6,818,531
- **Business License Tax**: $20,501,038
- **Sales Tax**: $168,506
- **Indirect Sales Tax (Off-Site)**: $9,380,966
- **Hotel Room Tax**: $0
- **Personal Property Tax**: $1,814,189

**Phase III**: Net new fiscal impacts for Phase III are projected to be $92.1 million annually, with the following breakdown:

- **Income Tax**: $74,943,404
- **Corporate Income Tax**: $3,653,705
- **Real Property Tax**: $14,234,810
- **Business License Tax**: $34,361,625
- **Sales Tax**: $699,301
- **Indirect Sales Tax (Off-Site)**: $12,008,032
- **Hotel Room Tax**: $85,848
- **Personal Property Tax**: $3,787,419

**Combined**: The combined net new fiscal impacts for all three phases are projected to be $21,916,112 annually, with the following breakdown:

- **Income Tax**: $191,692,108
- **Corporate Income Tax**: $3,653,705
- **Real Property Tax**: $49,517,456
- **Business License Tax**: $66,883,066
- **Sales Tax**: $1,158,383
- **Indirect Sales Tax (Off-Site)**: $16,038,058
- **Hotel Room Tax**: $0
- **Personal Property Tax**: $7,607,537

**Total**: The total net new fiscal impacts for the entire operation period are projected to be $49,663,920, with the following breakdown:

- **Income Tax**: $386,832,630
- **Corporate Income Tax**: $3,653,705
- **Real Property Tax**: $149,517,456
- **Business License Tax**: $34,361,625
- **Sales Tax**: $3,990,371
- **Indirect Sales Tax (Off-Site)**: $20,536,671
- **Hotel Room Tax**: $85,848
- **Personal Property Tax**: $3,787,419

The detailed table for net new fiscal impacts is as follows:
The at build out period of the Phase II development is expected to generate net new tax revenue of a combined total of $50 million of total fiscal impact to the City and Commonwealth ($21.9 million to the City, $27.7 million to the Commonwealth), as follows:

- $21.9 million in income tax to the Commonwealth
- $1.1 million in corporate income tax to the Commonwealth
- $9.9 million in real property tax to the City of Virginia Beach
- $4.0 million in business license tax to the City
- $981,000 in sales tax to the City
- $3.4 million in sales tax to the Commonwealth
- $4.7 million in indirect off-site sales tax to the City
- $1.3 million in indirect off-site sales tax to the Commonwealth
- $86,000 in hotel room tax to the City
- $1.3 million in personal property tax to the City

The at build out period of the Phase III development is expected to generate a combined total of net new tax revenue of $87.7 million of total fiscal impact to the City and Commonwealth ($38.6 million to the City, $49.1 million to the Commonwealth), as follows:

- $43.8 million in income tax to the Commonwealth
- $2.1 million in corporate income tax to the Commonwealth
- $6.8 million in real property tax to the City of Virginia Beach
- $20.5 million in business license tax to the City
- $86,000 in hotel room tax to the City
- $1.8 million in personal property tax to the City

In all, the proposed development during the at build out period of all three phases is projected to generate a net new total fiscal impact of $156.8 million to the City and Commonwealth ($69.7 million to the City, $87.1 million to the Commonwealth), as follows:

- $74.9 million in income tax to the Commonwealth
- $3.7 million in corporate income tax to the Commonwealth
- $14.2 million in real property tax to the City of Virginia Beach
- $34.4 million in business license tax to the City
- $1.2 million in sales tax to the City
- $4.0 million in sales tax to the Commonwealth
- $16.0 million in indirect off-site sales tax to the City
- $535,000 in indirect off-site sales tax to the Commonwealth
- $86,000 in hotel room tax to the City
- $3.8 million in personal property tax to the Cities
MARKET VALUE
The total market value of the proposed development is $1.8 billion, a $1.6 billion increase over the $223 million market value of the existing development. This can be largely attributed to the large office component in the proposed development project, which comprises approximately 72% of the market value of the proposed project. Phase III of the development project has the largest total and net market value ($928 million total, $766 million net), followed by Phase II ($603 million total, $556 million net) and Phase I ($293 million total, $277 million net).

JOB CREATION AND PAYROLL GENERATION
At build-out, the proposed development is projected to generate net new direct jobs on-site and indirect, or spin-off, jobs off-site during the operations period. The total proposed development is projected to generate a total of 33,189 direct jobs and 47,370 indirect, representing a net increase of 78,579 jobs. The 9,015 jobs created from Phase I during the operations period are all new jobs. The 24,006 jobs created from Phase II during the operations period represent a net increase of 23,066 jobs. The 47,537 jobs created from Phase III during the operations period represent a net increase of 46,498 jobs.

The proposed development is also projected to generate net new direct and indirect annual payroll as a result of the jobs created on-site. The total proposed development is projected to generate a total of $2.9 billion in aggregate annual payroll, which represents a net increase of $2.8 billion. The larger payroll relative to the existing development likely reflects both its increased overall development and also its larger office component, whose employees have a relatively high multiplier effect.

The $394 million payroll generated by Phase I during operations period is all new payroll. The $920 million payroll generated by Phase II during the operations period represents a net increase of $884 million in payroll. The $1,593 million payroll generated by Phase III during the operations period represents a net increase of $1.6 billion in payroll.