

A sketch of Fort Monroe as seen from above. Source: Waagoner and Ball Architects, 2015.

FORT MONROE LAND USE PLAN

DRAFT COMMUNITY PLAN AMENDMENT NO. 16-00001
Adopted by City Council on April 13, 2016

City of Hampton
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Introduction

Fort Monroe is a 565 acre property located in the City of Hampton in the Hampton Roads region of coastal Virginia. Originally known as "Old Point Comfort", the property has a history of fortification that dates back to the early 1600's. Construction of Fort Monroe began in 1819 and the Fort was in active use until 2011 when it served as the home of the Army's training and doctrine command (TRADOC). In 2005, the Defense Base Realignment and Closure Commission (BRAC) recommended that Fort Monroe cease to be used as an Army installation.

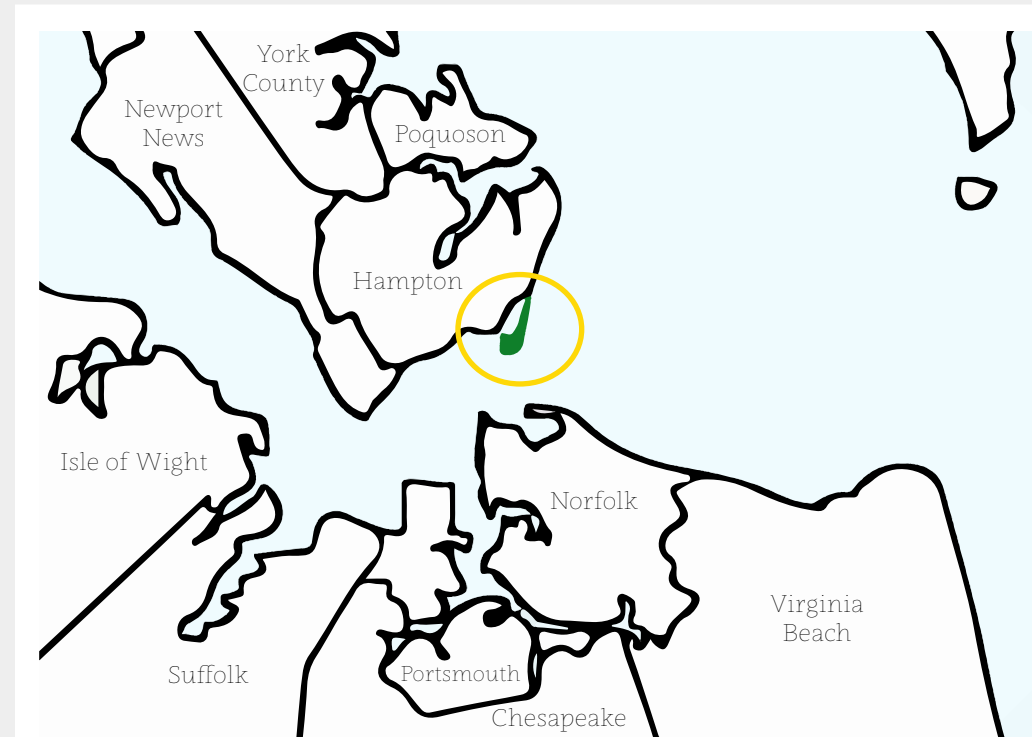
Portions of Fort Monroe were transferred to the National Park Service with the establishment by Presidential proclamation in 2011 of the Fort Monroe National Monument. The Park Service is currently engaged in a planning process for this recent addition to the national park system. The Foundation Document for the Fort Monroe National Monument was issued by the Park Service in July 2015.

Most of the remaining property at Fort Monroe is now controlled by the Fort Monroe Authority (FMA) a political subdivision of the Commonwealth of Virginia. The FMA was created to manage the base closure and reuse process which will eventually result in the transfer of some of the Commonwealth's Fort Monroe property into private ownership. The expected transfer of land to private ownership will make portions of Fort Monroe subject to the requirements of the City of Hampton's comprehensive planning and zoning authority under the Code of Virginia.

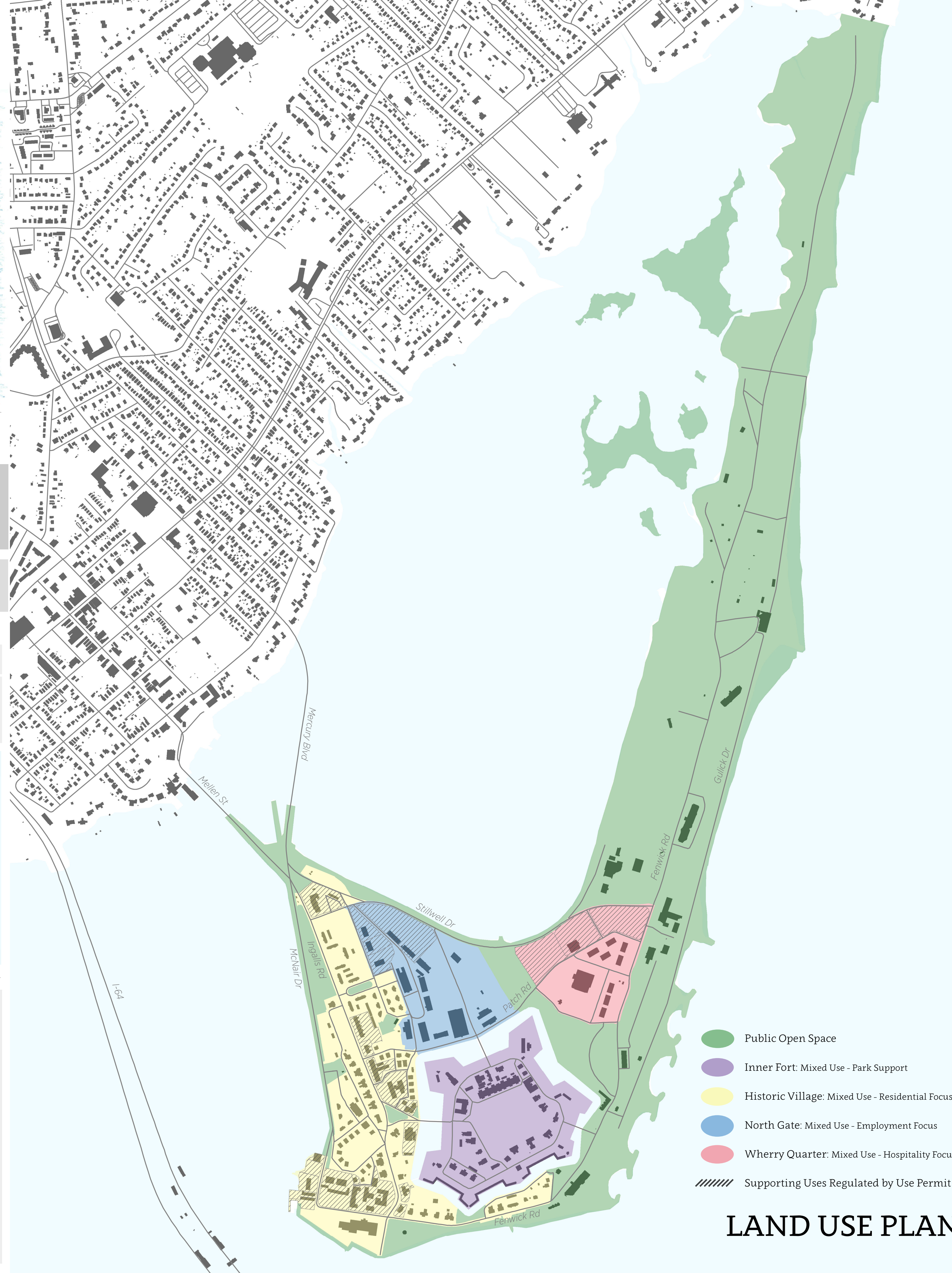
This document is an amendment to the City's comprehensive plan (Hampton Community Plan, 2006). It is accompanied by a series of amendments to the City of Hampton's Zoning Ordinance that updates the zoning for Fort Monroe. Together, the plan and zoning amendments are intended to:

- ▶ Recognize the changes in land use and ownership that are occurring at Fort Monroe and that are expected to continue as a result of the 2005 BRAC process.
- ▶ Welcome and integrate Fort Monroe as a "new neighborhood" into the city of Hampton.
- ▶ Support the work of other public agencies and private interests in the ongoing process to transform Fort Monroe from a military installation into a mixed-use, live, work, play community.

The reuse of Fort Monroe and the creation of the Fort Monroe National Monument present the residents of Hampton and the surrounding communities with a number of unique opportunities. Fort Monroe is rich in history. It has abundant cultural, recreational and environmental resources that are becoming available to the public. Reuse of this former Army base presents opportunities for new housing and job creation. The new National Monument will also complement the region's tourism economy. This plan will recognize and promote these opportunities and identify policies to ensure that Fort Monroe remains a positive presence in the local economy and the quality of life of the community.



Fort Monroe is centrally located within the Hampton Roads region.



- Public Open Space
- Inner Fort: Mixed Use - Park Support
- Historic Village: Mixed Use - Residential Focus
- North Gate: Mixed Use - Employment Focus
- Wherry Quarter: Mixed Use - Hospitality Focus
- Supporting Uses Regulated by Use Permit

LAND USE PLAN

Land Use Plan

The land use plan identifies the desired type and location of development on Fort Monroe. It provides a framework for decision making, a policy guide for reuse and development, and a vision for the future. Together, the land use plan and the policies contained in this and other sections of this document provide for land use and development on Fort Monroe that will be consistent with the community's goals.

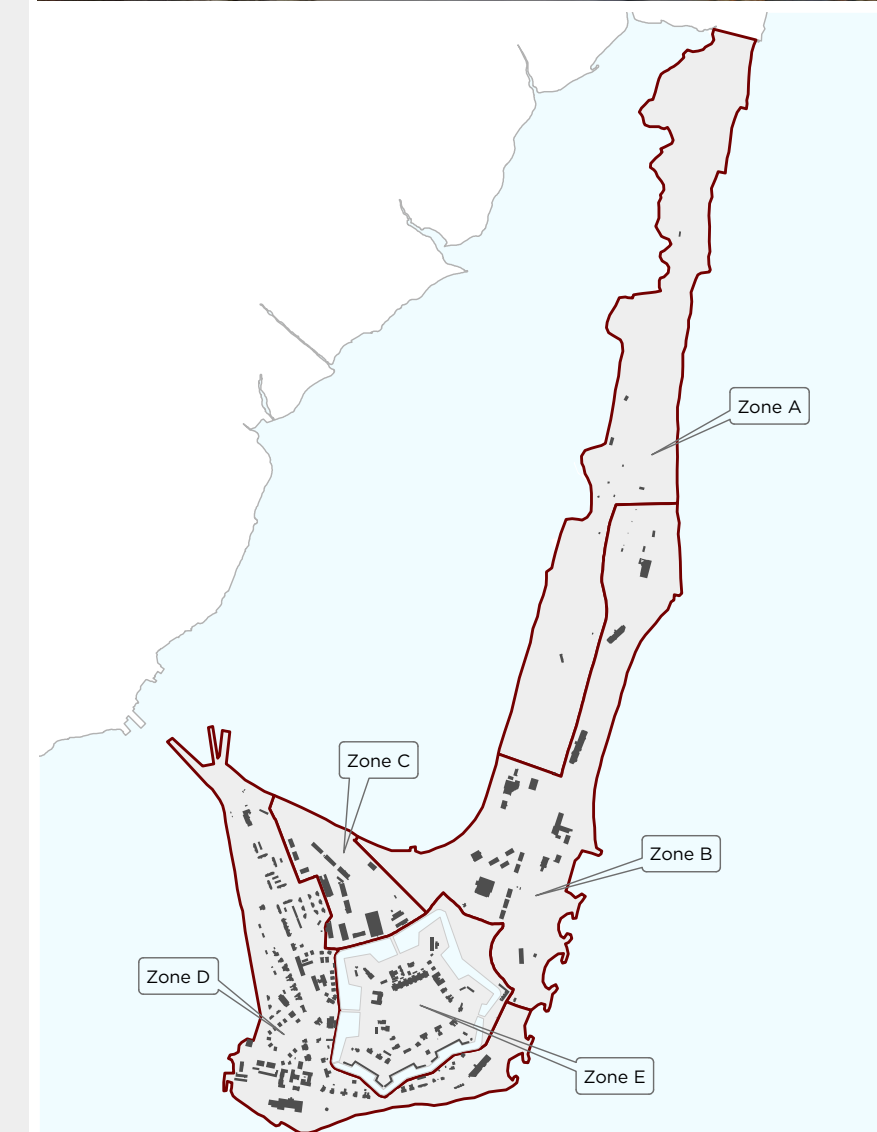


(Above) Building 80 offers ten apartment units. (Below) The North Gate at sunset - the entirety of the stone fortification and inner fort is part of the National Monument.



Land Use Policies

1. Encourage a compatible mix of uses for Fort Monroe that is appropriate for each district within an overall "live, work, play" environment.
2. Promote long term predictability and flexibility for future property owners and investors.
3. Promote the City's economic development goals to increase high wage jobs in target industries.
4. Promote the City's higher value housing goals and City policies for a regional fair share distribution of housing values.
5. Promote the City's goals to increase tourism. Promote land uses and operations that attract and serve visitors to the Fort Monroe National Monument.
6. Ensure protection of public parks and public access to the water and water-related recreational opportunities. Provide a community center for operation by the City of Hampton.
7. Ensure the administration and enforcement of historic preservation and environmental protection requirements. Consider the historical uses of buildings and the Fort Monroe design standards for new construction when evaluating future land uses.
8. Promote connections to adjacent neighborhoods and districts (for cars, bikes, boats, transit, and pedestrians).
9. Promote a coordinated parking strategy that meets anticipated parking demand, minimizes negative off-site impacts and maximizes achievement of land use objectives.



The Programmatic Agreement establishes five management zones. Management zone boundaries are based on historic and existing architectural character, current and past land uses, construction periods and concentrations of contributing historic structures. The zones help inform the land use plan for Fort Monroe and align future reuse and development with the goal of preserving the National Historic Landmark District.

Land Use Plan for Fort Monroe

The land use plan for Fort Monroe reflects the extensive network of open space formed by the Fort Monroe National Monument and as proposed by the FMA Master Plan. This network of open spaces is identified as "Public Open Space" on the land use plan. The land use plan also identifies four mixed-use categories to guide future reuse and development. These categories promote a mix of "live, work, play" land uses that is consistent with the uses proposed by the FMA Master Plan.

The boundaries of the mixed-use categories are generally consistent with the Historic Property Management Zones identified in the Programmatic Agreement (PA) for Fort Monroe (2009). The PA management zone boundaries are based on historic and existing architectural character, current and past land uses, construction periods and concentrations of contributing historic structures. Using the PA management zones to inform the land use plan for Fort Monroe helps to align future reuse and development with the goal of preserving the National Historic Landmark District.

The land use categories referenced on the plan are identified and defined below:

1. **Public Open Space.** Includes both active and passive park and recreational uses and supporting community facilities that provide indoor and outdoor recreational, educational and cultural uses. Includes large wetland areas, beaches and other natural or enhanced natural areas where development is limited by local, State and/or Federal regulations.
2. **Inner Fort: Mixed Use - Park Support.** Includes the existing single and multi-family residential uses found within the Inner Fort as well as commercial and institutional uses that promote the enjoyment of the historical, recreational, cultural and educational resources on Fort Monroe.
3. **Historic Village: Mixed Use - Residential Focus.** Includes a mix of uses with residential as the primary use (single and multi-family). Supporting uses include commercial and employment. These optional, supporting uses are directed to specific locations in the district in order to limit encroachment and negative impacts on the primary residential uses in the district. The recommended locations for these non-residential uses also promote opportunities for shared parking.
4. **North Gate: Mixed Use - Employment Focus.** Includes a mix of uses with employment as the primary use (office, light industrial, research and development and institutional). Supporting uses include commercial and residential. The supporting residential uses are directed to specific locations in the district in order to limit encroachment and negative impacts on the primary hospitality uses in the district. The recommended locations for these residential uses also promote opportunities for higher value housing by taking advantage of proximity to waterways and parks. The appropriate locations for these supporting, residential uses are indicated by the hatch mark within the "North Gate: Mixed Use" boundary on the Land Use Plan map. These uses should be governed by the use permit process in the Hampton Zoning Ordinance.
5. **Wherry Quarter: Mixed Use - Hospitality Focus.** Includes a mix of uses with hospitality as the primary use (hotel, restaurant, recreation and assembly). Supporting uses include commercial and residential. The supporting residential uses are directed to specific locations in the district in order to limit encroachment and negative impacts on the primary hospitality uses in the district. The recommended locations for these residential uses also promote opportunities for higher value housing by taking advantage of proximity to waterways and parks. The appropriate locations for these supporting, residential uses are indicated by the hatch mark within the "Wherry Quarter: Mixed Use" boundary on the Land Use Plan map. These uses should be governed by the use permit process in the Hampton Zoning Ordinance.

Governance & Regulatory Structure¹

Base Closure and Reuse Planning

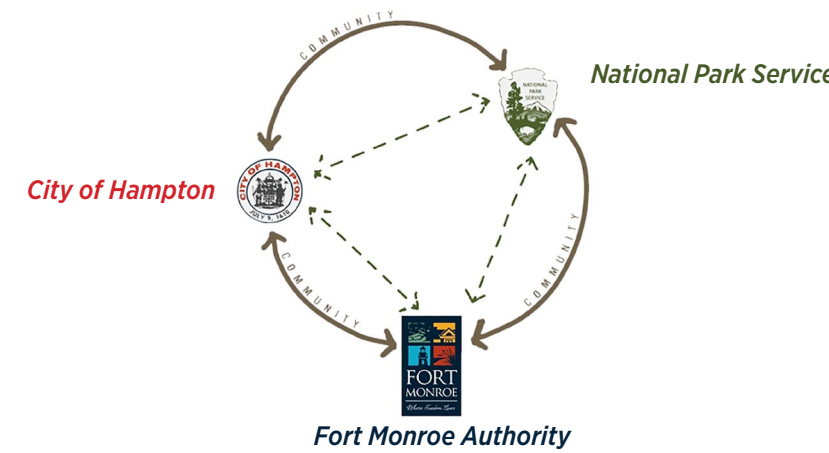
Reuse planning for Fort Monroe began in 2005, and is currently managed by the Fort Monroe Authority (FMA). The FMA's Fort Monroe Master Plan was approved by the Governor of Virginia in 2013. This plan represents the FMA's vision for the Commonwealth's land on Fort Monroe and it fulfills FMA's planning responsibility under the Code of Virginia.

All of Fort Monroe is within the jurisdictional limits of the City of Hampton. On Fort Monroe, as in the rest of the city, plans adopted by City Council guide future development, and local regulations are in place to implement these plans and promote the public welfare. The City's plans and regulations currently reflect Fort Monroe's past use as a military base. These plans must be updated to recognize Fort Monroe as a new type of community.

In parallel to reuse planning, a framework for managing and protecting the historic resources of Fort Monroe was required and developed as a part of the 2005 BRAC process. A Programmatic Agreement (PA) was signed to address the impacts of closing Fort Monroe in a manner consistent with sound historic preservation practices. A Memorandum of Understanding among several state and federal entities provides for the implementation of the PA.

One requirement of the PA was the preparation of a Historic Preservation Manual and Design Standards (Design Standards) to guide preservation, restoration and new construction on Fort Monroe to be compatible with the character of the historic landmark district. The FMA is responsible for the administration and enforcement of the Design Standards.

The City of Hampton's planning and zoning documents for Fort Monroe recognize the multi-jurisdictional governance and regulatory structure that is in place to guide the closure and reuse of the Fort.



¹ Adapted from the National Park Service Fort Monroe National Monument Foundation Document - Part 1 (Draft), Fort Monroe Historic Preservation Manual and Design Standards, and the Final Environmental Impact Statement for BRAC 2005 Disposal and Reuse of Fort Monroe.

Governance Policies

1. Work with the National Park Service and the Fort Monroe Authority to establish Fort Monroe as a nationally significant cultural and historic attraction.
2. Actively monitor and participate in the public review process of undertakings (as defined by the Programmatic Agreement) at Fort Monroe.
3. Continue to collaborate with the Fort Monroe Authority and the National Park Service on the preparation and implementation of plans to promote the successful reuse of the Fort Monroe property.

(right) Fort Monroe's management by the Fort Monroe Authority, status as a National Monument, and location within the City of Hampton require coordination and cooperation in planning for its future.

Historic & Cultural Significance²

Historical and Cultural Resource Policies

1. Regard Fort Monroe foremost as a cultural, recreational, and environmental resource. Fort Monroe should not be considered solely as a historic site, but as an active part of the community.
2. Make investments that complement and facilitate the success of the Fort Monroe National Monument.
3. Promote awareness of Fort Monroe to Colonial National Historic Park and Colonial Williamsburg visitors.

Old Point Comfort, on which Fort Monroe is located, is rich in prehistory and more than 400 years of recorded settlement. It has been a strategic cultural, political, trade, and defensive crossroads for American Indian, European, American, and African people for more than four centuries.

First known as "The Gibraltar of the Chesapeake" and later as "Freedom's Fortress", Fort Monroe is a cultural resource that was designated as a National Historic Landmark in 1960, and is listed on the National Register of Historic Places. In 2011, the Fort Monroe National Monument was established.

Important cultural resources include 189 contributing elements to the National Historic Landmark District, Chesapeake Bay viewsheds, archaeological artifacts, the Casemate Museum, and the Captain John Smith Chesapeake National Historic Trail.

Old Point Comfort also links two pivotal events in the history of slavery in America. The first slave traffic in the American colonies took place on Old Point Comfort in 1619. During the Civil War, the 1861 Contraband Decision and subsequent self-emancipations set in motion the dismantling of the institution of slavery. Following the Contraband Decision, hundreds of thousands of enslaved African Americans sought freedom with the Union Army.

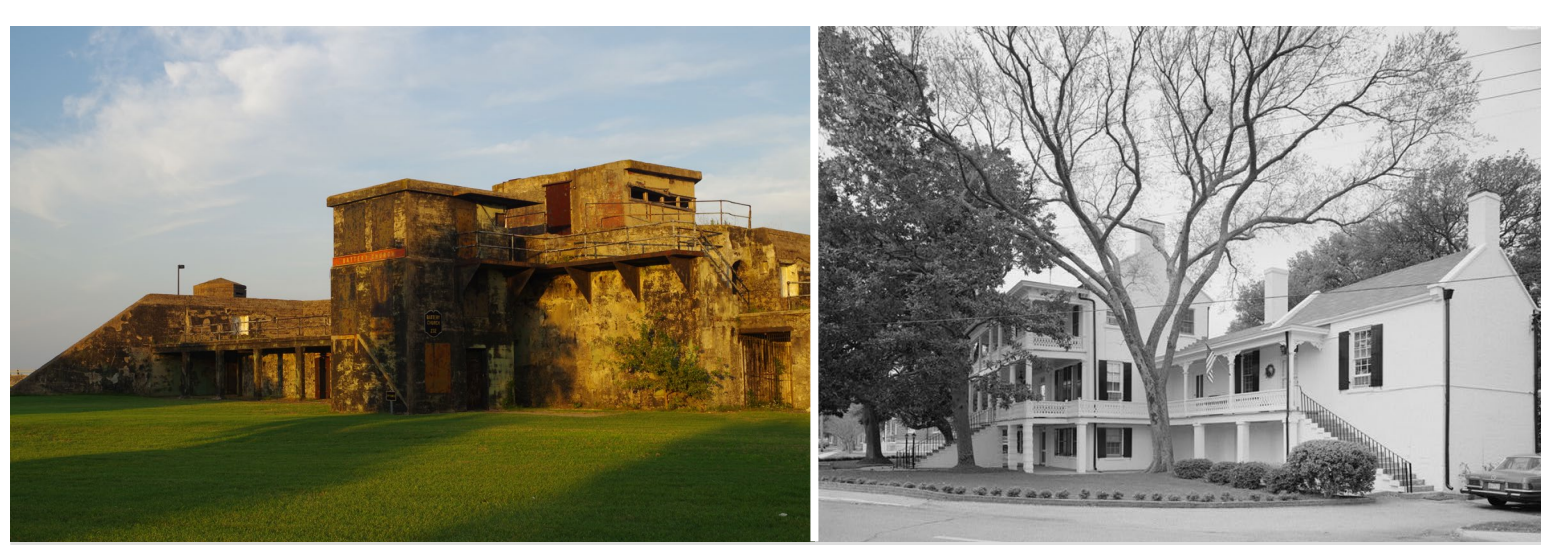


(above) Fort Monroe, known as "Freedom's Fortress", is the largest stone fort in the United States and was constructed between 1819 and 1834. Source: NPS Photo



(above) Old Point Comfort Lighthouse was built in 1802 and is the oldest existing building on Fort Monroe and the oldest lighthouse still in operation on the Chesapeake Bay. Source: NPS Photo

² Adapted from the National Park Service Fort Monroe National Monument Foundation Document - Part 1 (Draft)



(above, left) Battery Church, constructed from 1897-1900, was part of the Harbor Defense system. Source: NPS Photo

(above, right) Quarters 1 was built in 1819 to house the commanding officer of Fort Monroe. From May 6 - 11, 1862, Abraham Lincoln stayed at Quarters 1 during a visit to Fort Monroe during the attack on Norfolk, Virginia. Source: Library of Congress



(right) Fort Monroe was the site of the Contraband Decision in 1861 which provided legal and military precedents for the Emancipation Proclamation of 1863. This image shows the Lincoln Street School Class of 1866. Source: City of Hampton Files



(above) The postcard depicts the original Chamberlin hotel built in 1894 and destroyed by fire in 1920. Built in 1927 and 1928, the existing Chamberlin building was designed by Whitney Warren. Source: Library of Congress

(below) The Casemate Museum chronicles the military history of Fort Monroe from the construction of Fort Algernonne, the first defensive fortification at the site in 1609, through the last major command to be headquartered at Fort Monroe, the Army's Training and Doctrine Command. (below, right) Source: Fort Monroe Authority



Recreational Resources³

Recreational Resource Policies

1. Prioritize preservation of and public access to Fort Monroe's open spaces and recreational resources.
2. Encourage activities and events that continue to open Fort Monroe to the entire community.
3. Work with the National Park Service and the Fort Monroe Authority to make Fort Monroe the Peninsula's finest outdoor recreation destination.



Among the many resources available to the community include the Old Point Comfort Marina (above, left), Continental Park and the boardwalk (above, middle), and public beaches (bottom, middle). Source: NPS Photo

³ Adapted from the Final Environmental Impact Statement for BRAC 2005 Disposal and Reuse of Fort Monroe; National Park Service Fort Monroe National Monument Foundation Document - Part 1 (Draft); the Fort Monroe Reuse Plan, and Fort Monroe Master Plan.

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Environmental Resources⁴

Environmental Resource Policies

1. Recognize that the Chesapeake Bay has been fundamental to the historical significance of Fort Monroe, and the Bay will continue to be an important aspect of its successful reuse.
2. Proactively respond to the effects of climate change, particularly sea level rise, on Fort Monroe. Resiliency will be prioritized by acknowledging that the sustainable reuse of Fort Monroe will require a comprehensive approach to climate change adaptation that considers the protection of people and resources, accommodation of hazards, and preservation of natural areas.
3. Protect the wetlands, buffer areas and floodplains on Fort Monroe as prescribed by local, state and federal programs and regulations.

Fort Monroe is located on a 565 acre peninsula at the mouth of Hampton Roads harbor. It is bound by Mill Creek and the Chesapeake Bay. Old Point Comfort is almost entirely surrounded by 6.25 miles of tidal shoreline. The shoreline along Hampton Roads harbor and the Chesapeake Bay is characterized by sea walls, boardwalks, and jetties. The northeast portion of this shoreline consists of sandy beaches and coastal woods.

There is substantial tidal marsh area located at the northern end on Mill Creek. It covers 85 acres, 53 of which are on Fort Monroe. It is classified as a Group One salt marsh, the highest quality and most ecologically productive wetland.



(above, left) The largest southern live oak on Fort Monroe is known as the "Algernonne Oak". It is nearly 500 hundred years old and shares lineage with the "Emancipation Oak" at Hampton University. Source: NPS Photo. (above, middle) A living shoreline planted along Mill Creek protects the rich environmental resources. (above, right) Many osprey make their home at Fort Monroe. Source: NPS Photo. (bottom, right) Grasses frame a sunset over the Chesapeake Bay.



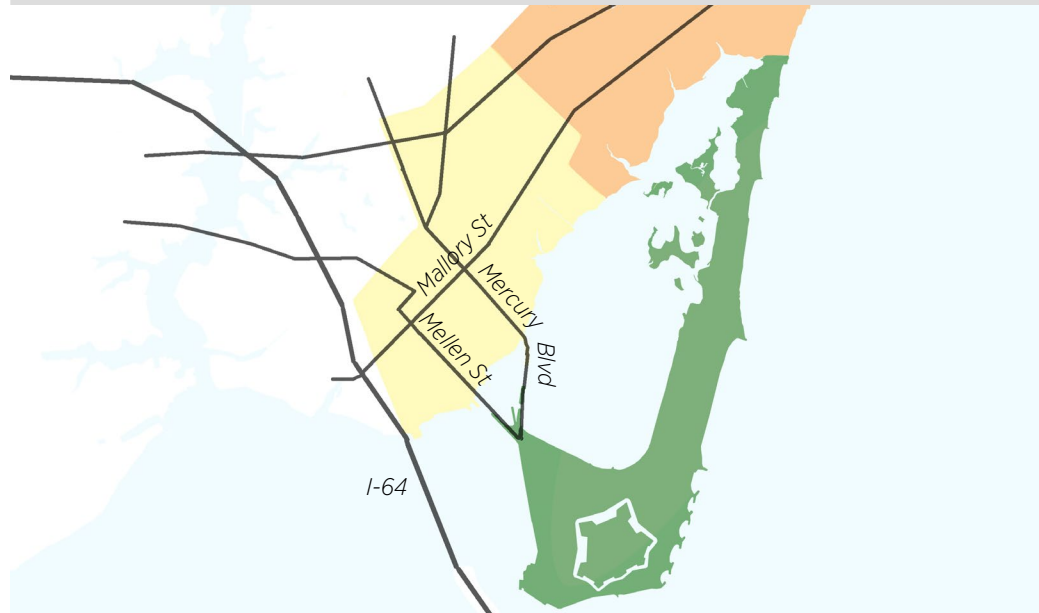
⁴ Adapted from the Final Environmental Impact Statement for BRAC 2005 Disposal and Reuse of Fort Monroe; National Park Service Fort Monroe National Monument Foundation Document - Part 1 (Draft); and the Fort Monroe Reuse Plan.

National Monument Gateway

National Monument Gateway Policies

1. Encourage multi-modal access to Fort Monroe.
2. As the number of visitors to Fort Monroe grows, prioritize access by active and public transportation.
3. Establish a multi-modal connection between Fort Monroe and Buckroe.
4. Partner with the National Park Service and the FMA to enhance the experience of visitors to Fort Monroe.
5. Promote land uses on Fort Monroe that support the preservation and enjoyment of the historical, recreational, cultural and educational resources of the Fort Monroe National Monument.

Hampton is a gateway community to the Fort Monroe National Monument. This new association will draw a significant number of visitors to Hampton, particularly Phoebus. The Fort Monroe National Monument is expected to attract an estimated 250,000 visitors annually. It is important that Hampton and Phoebus make a strong first impression on visitors to Fort Monroe, adding to their overall experience.



(above) Phoebus, identified in yellow, is a gateway into the Fort Monroe National Monument and will provide a first impression of the City of Hampton to many visitors annually. Policies recommend for Buckroe, identified in orange, to have a future multi-modal connection to Fort Monroe.

(right) Mellen Street, the main street of Phoebus, will greet many visitors who are traveling to Fort Monroe National Monument with shops, restaurants and businesses.

(far right) As visitors to Fort Monroe increase, multi-modal transportation is encouraged.



⁵ Adapted from the Phoebus Master Plan; National Park Service 2013 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation.



All areas identified in green are included in the Fort Monroe National Monument. Source: Foundation Document - Fort Monroe National Monument, (2015), National Park Service - US Department of the Interior.

Employment Opportunities

Economic Development Policies

1. Seek out large, signature tenants that will help define Fort Monroe's economic identity and draw complimentary users.
2. Develop policies and regulations that maintain the flexibility to accommodate special opportunities for economic development.
3. Make investments that complement and facilitate the success of the Fort Monroe National Monument.

As an Army installation, Fort Monroe contributed over 1,000 jobs and \$300 million annually⁶ to the economy of the region. Reuse presents the opportunity for Fort Monroe to again play a significant role in the regional economy.

Concentrations of former office use exist on Fort Monroe. Just three major sites of former office use constitute about 330,000 square feet of potential office space. Assuming one employee per 250 square feet⁷, reuse of this amount of space could generate about 1,320 jobs. Opportunity for construction of buildings with larger footprints exists in the North Gate area, Fort Monroe's industrial and service core.



(right) From the North Gate of the Inner Fort, this view of the North Gate area shows many large structures with potential for reuse in Fort Monroe's employment focus area.

Housing Opportunities

Housing Policies

1. Preserve the integrity of the Fort Monroe National Historic Landmark District, by working closely with the Fort Monroe Historic Preservation Officer (FMHPO), State Historic Preservation Officer (SHPO), and the Fort Monroe Authority regarding evaluation of residential development and redevelopment projects under the Fort Monroe Historic Preservation Design Standards.
2. Residential development should respect that land on Fort Monroe is a limited resource. Urban form of new neighborhoods on Fort Monroe should be compact, complete, connected, and walkable.
3. Fort Monroe has an unparalleled location and mix of amenities. As such, Fort Monroe presents a unique opportunity to further Hampton's strategic housing objectives. New housing on Fort Monroe should promote the goals, policies and programs contained in Hampton's high value housing initiative.
4. Due to Fort Monroe's unique setting, the median value for new housing on Fort Monroe should meet or exceed the median value of new housing in the region.

All reuse planning efforts for Fort Monroe have evaluated opportunities for residential development. The FMA's Fort Monroe Master Plan (2013) envisions both the residential reuse of existing buildings and the construction of new residences. Aspects of Fort Monroe likely to be attractive to residents include its historic character, waterfront location, convenience within the metro area and proximity to a variety of amenities.

The City of Hampton strives to achieve a housing stock that is aligned with the spectrum of housing values in the Hampton Roads region. A housing stock of this nature is economically stable and sustainable primarily through private sector investment. Compared to the region, Hampton has a disproportionately high percentage of low- and moderate-value housing and a disproportionately low percentage of high-value housing. The variety of amenities on Fort Monroe and its waterfront location provide opportunities to increase higher value housing.



(above) Multi-family and single-family housing options are plentiful at Fort Monroe.

⁶ Economic impact estimates are taken from the Fort Monroe Reuse Plan and the Final Environmental Impact Statement for BRAC 2005 Disposal and Reuse of Fort Monroe.

⁷ Employee per square foot assumption taken from Fort Monroe Reuse Plan