

# **Incentivizing Redevelopment Crafting, Collaborating and Adopting a Dynamic Overlay Ordinance**



**City of Norcross  
Gwinnett Place CID  
Gwinnett Village CID  
Jordan, Jones & Goulding  
Urban Collage**

# Community Improvement Districts

- **Gwinnett Village and Gwinnett Place Community Improvement Districts recognize the need to take action for better quality development.**
- **CIDs want to set the table for future development.**
- **Southern Gwinnett experiencing aging strip commercial corridors with low uses and low rental rates.**
- **Both CIDs involved in efforts with consultants to come up with a means for redeveloping their community.**

# Redevelopment Plans

- **Initial step was developing a redevelopment plan.**
- **CIDs and their consultants – Urban Collage and Jordan, Jones & Goulding – developed steering committees of residents, businesses, property owners, planning officials and developers.**
- **CIDs has very well attended public meetings.**
  - **Engaged citizens, felt neglected**
  - **Want improved look and better values**
  - **Want ACTION!**

# Consensus Principles for Redevelopment

- **Encourage Quality Redevelopment**
- **Reduce Crime**
- **“Incentivize” Redevelopment**
- **Allow Higher Density**
- **Improve Connectivity**
- **Provide Variety In Transportation Options**
- **Preserve Healthy Residential Neighborhoods**
- **Create an Open Space Network**

# Attracting Quality Development

- **Heard from the Development Community**
  - **Give us predictability, take the guesswork out of the project approval process**
  - **Punitive zoning will increase decline, create incentivizes for better development**
  - **Challenge of building with many small parcels, land assemblage needed.**

# Challenges of Redevelopment

- **Economic Barriers**
  - High cost of land, site preparation for redeveloped sites
  - Market shifts and uncertain future
- **Environmental Barriers**
  - Difficult site conditions
  - Tree protection on redeveloped sites
  - Stormwater management on redeveloped sites
- **Zoning regulations**
  - Height, setbacks, parking, procedures
- **Procedures**
  - Public hearings / delay for entitlements

# Economic Barriers to Redevelopment

## Project Costs

|                                     | <u>Greenfield</u>   | <u>Redevelopment</u> | <u>Add</u>          |
|-------------------------------------|---------------------|----------------------|---------------------|
| Land Costs                          | \$ 1,050,000        | \$ 3,050,000         | \$ 2,000,000        |
| Site improvements                   | 637,500             | 1,081,250            | 443,750             |
| Base building / tenant improvements | 6,375,000           | 6,375,000            | 0                   |
| Landscape, signage, etc.            | 337,500             | 337,500              | 0                   |
| Architect, Engr., Testing           | 525,000             | 543,750              | 18,750              |
| Legal/ Ins./ Title/ Fees            | 225,000             | 260,000              | 35,000              |
| Marketing/Promotion/ Other          | 78,750              | 97,500               | 18,750              |
| Financing Costs                     | 446,267             | 640,977              | 194,710             |
| <u>Contingency</u>                  | <u>525,000</u>      | <u>675,000</u>       | <u>150,000</u>      |
| <b>TOTAL PROJECT COSTS</b>          | <b>\$10,200,017</b> | <b>\$13,060,977</b>  | <b>\$ 2,860,960</b> |

**COST PER SQ. FT.                      \$136                      \$174                      28%**

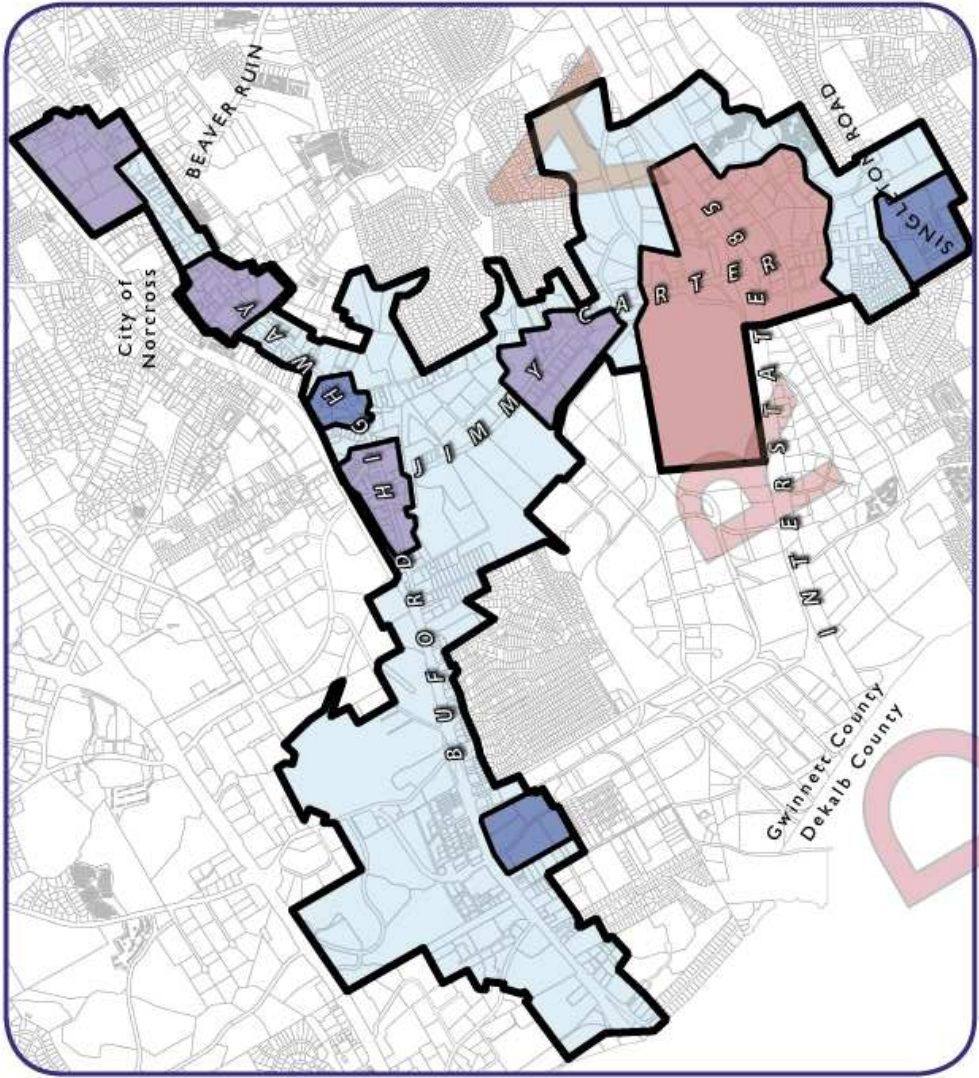
Source: Gwinnett Council for Quality Growth

# Lessons Learned from Practice

- Size Matters
- Smaller areas focus resources
- Smaller area involves less risk/exposure
- Catalyst sites can jump-start the area
- Limit the “edge effects”

# Lessons Learned from Practice

- ✓ It is better to start small and grow over time than to have to retreat.
- ✓ A multi-tier Overlay District can provide the best of both worlds.



**Legend**

- Tier I
- Tier II
- Tier III
- Tier IV

- Tier I - Transition**  
Serves as a transitional or buffer area between higher-density centers and lower-density uses.
- Maximum Densities:
- Height: 65 ft. or five stories
  - Residential: 16 units/acre
  - FAR: 0.50
- Tier II - Neighborhood Center**  
The smallest-scale "center", it is more locally-oriented than the larger centers.
- Maximum Densities:
- Height: 100 ft. or ten stories
  - Residential: 32 units/acre
  - FAR: 1.00
- Tier III - Town Center**  
Development of this scale draws from outside the district and is a destination within the County.
- Maximum Densities:
- Height: 220 ft. or 20 stories
  - Residential: 48 units/acre
  - FAR: 2.00
- Tier IV - Regional Center**  
The largest type of center found in Gwinnett County, this is a high-density mixed-use area that draws from throughout the metropolitan area and beyond.
- Maximum Densities:
- Height: 300 ft. or 25 stories
  - Residential: 96 units/acre
  - FAR: 5.00

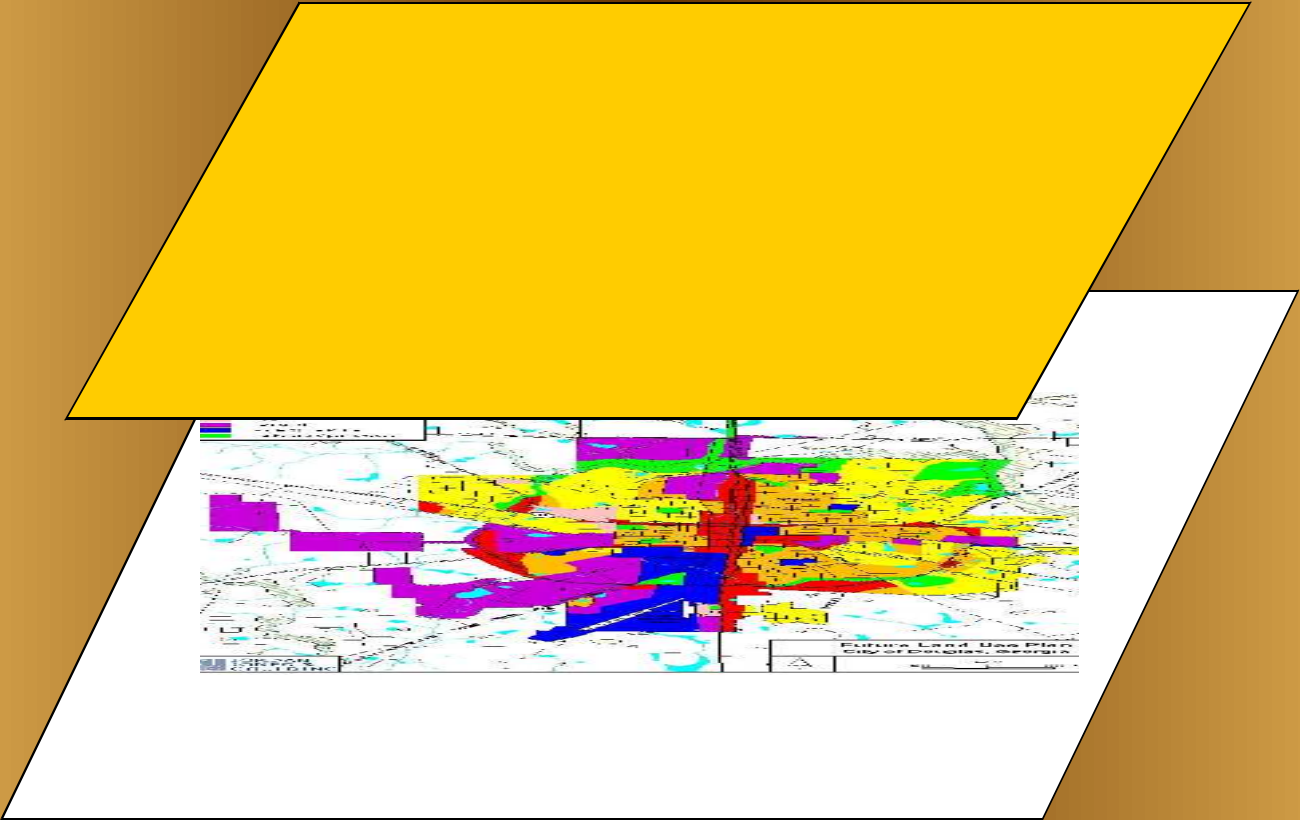
# Agenda for Public/Private Partnerships

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- **Attractive, unified design theme**
- **Connectivity improvements**
- **Public places and green spaces**
- **Parking management structures and strategies**
- **Areawide stormwater facilities**
- **Transit-oriented development**



# New Areawide Zoning Meets Needs of Changing Community Conditions



# Sources of Flexibility

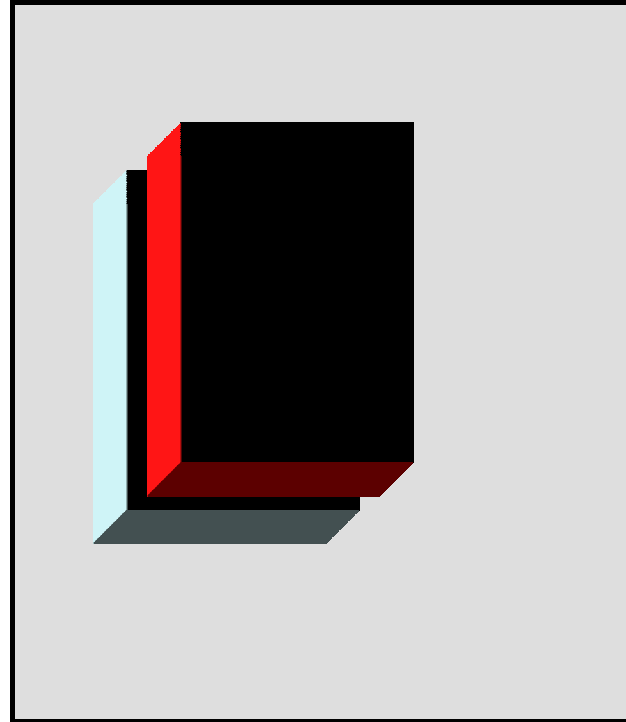


- **Mixed Use Development**
- **Relaxed Setbacks**
- **Shared parking**
- **Fees in Lieu of Parking**
- **Off-site transfer of tree density & open space**
- **Joint stormwater management facilities**

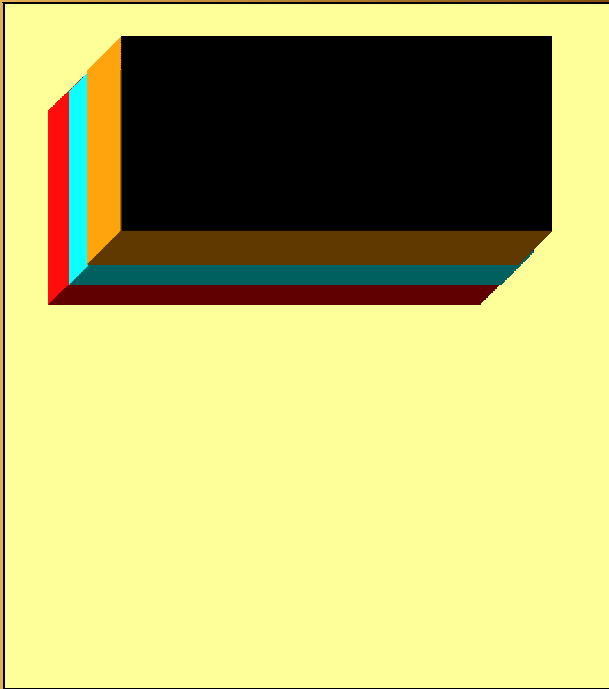
# Incentive Features

## Density Bonuses

- Mixed Use/ Housing
- Street connections
- Public areas
- Structured parking
- Areawide Stormwater
- Transit connections



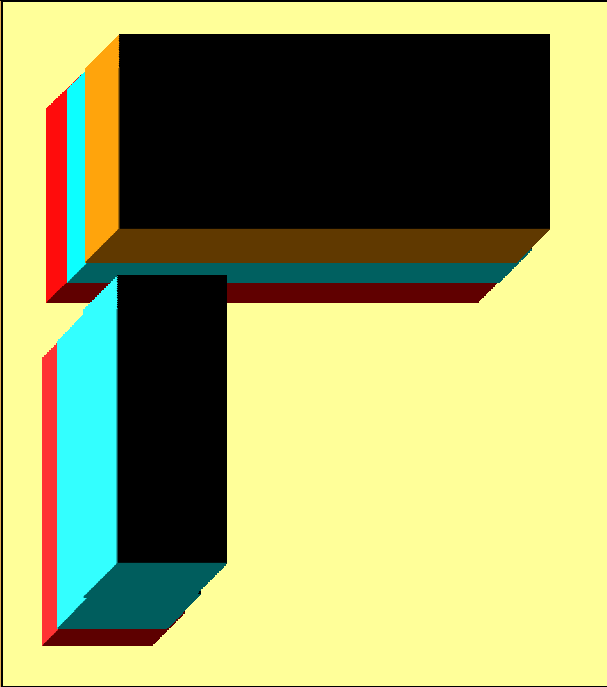
# Mixed –Use Development



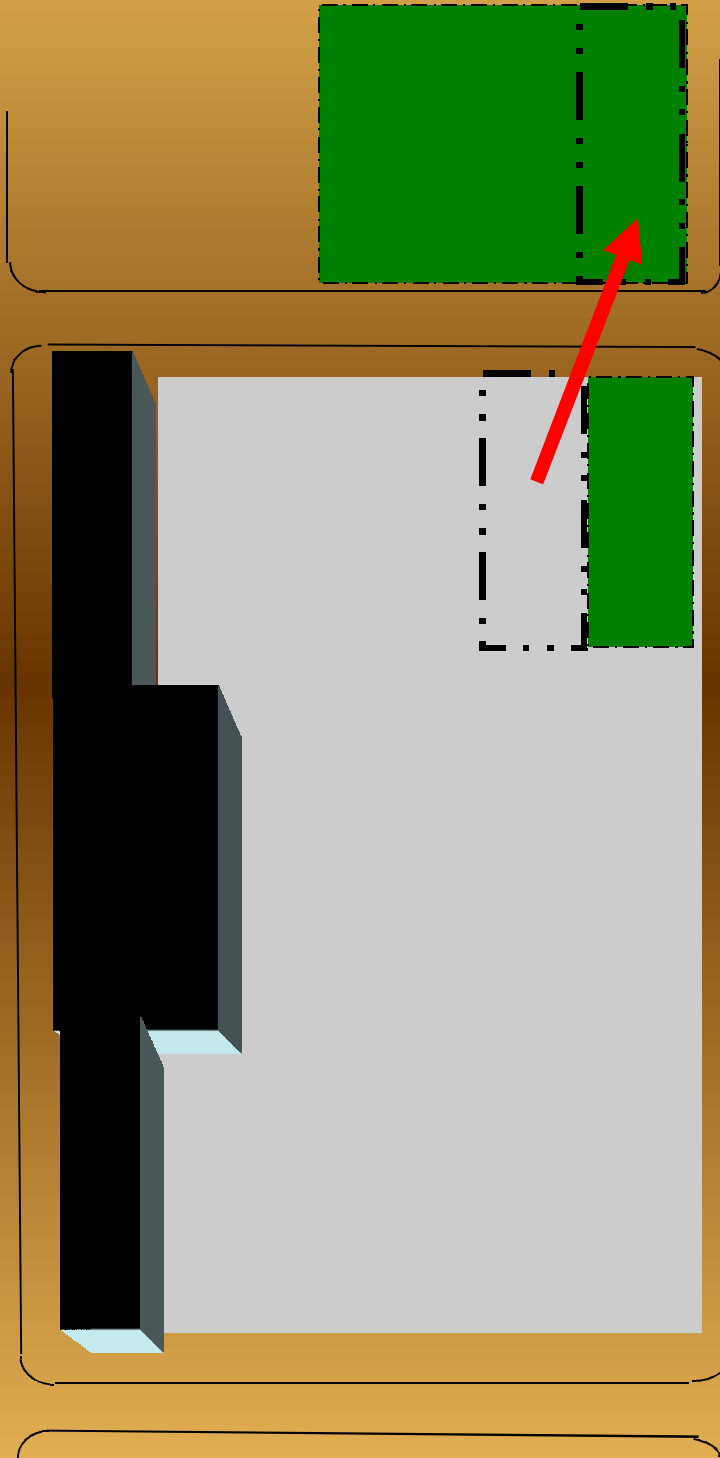
- **Bonus density incentive of 1.0 FAR for mixed-use development**
- **Additional .5 FAR bonus for structured parking.**

## **Additional 0.5 FAR for:**

- **Projects over 25 acres**
- **Projects over 10 acres that combine 3 or more lots into one plan**
- **Projects that are over 40% Office**
- **Projects that are over 30% Residential**



# Common Area



# Construction of Parking Deck

- **Does not count toward maximum FAR.**
- **Density bonus of .5 FAR for providing >70% of required parking in a deck.**
- **Joint parking structures can be constructed by private property owner or an entity created by Gwinnett County.**
- **Fees in lieu of parking authorized.**

# Bonus Density Incentives Transit-Oriented Development



# Bonus Density Incentives

## Energy- Efficient Construction



# Density Incentivizes Left Out

- **Regional Stormwater**
- **Workforce Housing**
- **Green Space Receiving Zones**

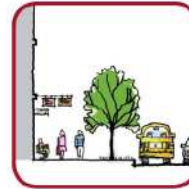
# Design Guidelines

Intent - Provide graphic support for and added detail to the ordinance

Structure – Multiple sections for overall regulations and district-specific regulations

## Gwinnett County Redevelopment Area District Design Guidelines

March 2008



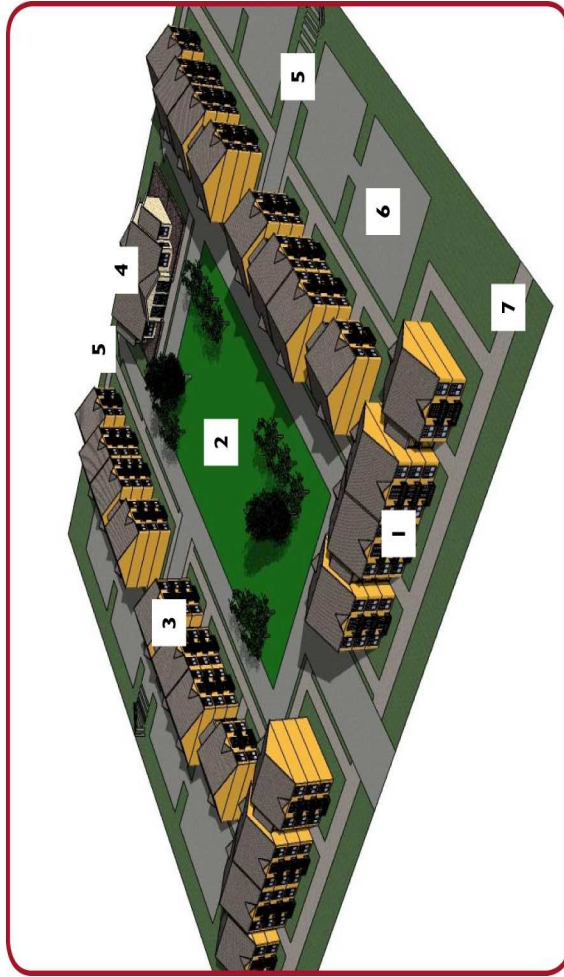
Prepared For:

Gwinnett Village Community Improvement District  
Gwinnett Place Community Improvement District

Prepared By:

Urban Collage, Inc.  
Jordan Jones & Gouling, Inc.

# Site Design



## Tier I Multi-Family Development

1. Line the street with buildings to help define the neighborhood.
2. Consolidate open space to create a usable park.
3. Organize buildings around park to create more park views and provide more natural security.
4. Use Community Center as formal end to Park.
5. Provide potential future connections to adjacent sites or parallel roads.
6. Break up parking lots to avoid large areas of asphalt.
7. Provide pedestrian connection within and beyond the development.

## Tier I Program

- Five Acres
- 65 units max. at 13 du/ac. (0.4 FAR)
- Two stories minimum
- Three stories or 60 ft. tall maximum height
- 98 parking spaces required

Design Guidelines  
March 2008

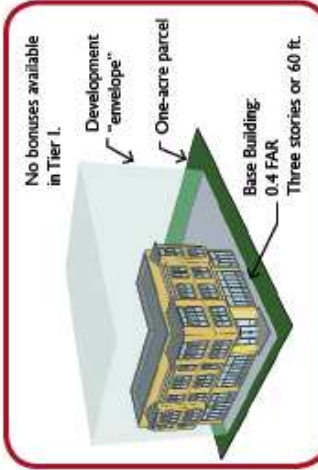
Multi-Family  
Design Guidelines

A.18

# Buildable Envelope

## Sample Diagrams.

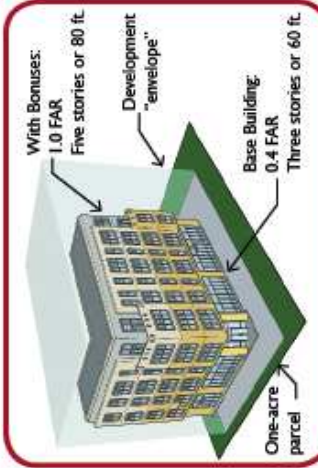
For a one-acre site, there are a number of strategies for build-out. Depending on the respective Tier and the bonuses achieved through incentives, redevelopment might take the shape of one of the following diagrams.



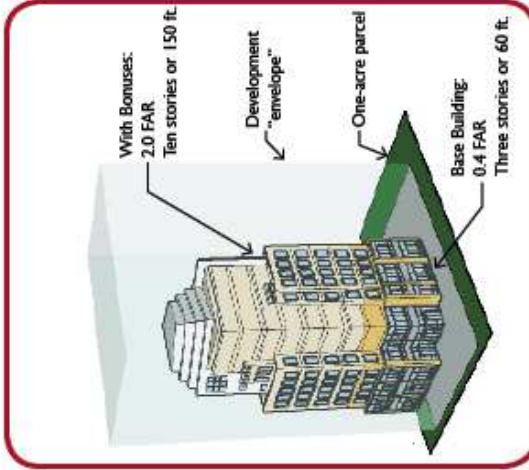
A.10.1. Tier I

## Understanding the Diagrams.

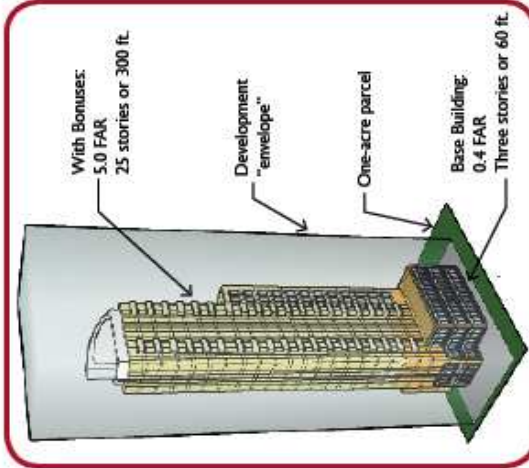
- The green rectangle represents a hypothetical one-acre parcel.
- The transparent grey "box" represents the maximum "envelope" for development, based on setback requirements and height restrictions.



A.10.2. Tier II



A.10.3. Tier III

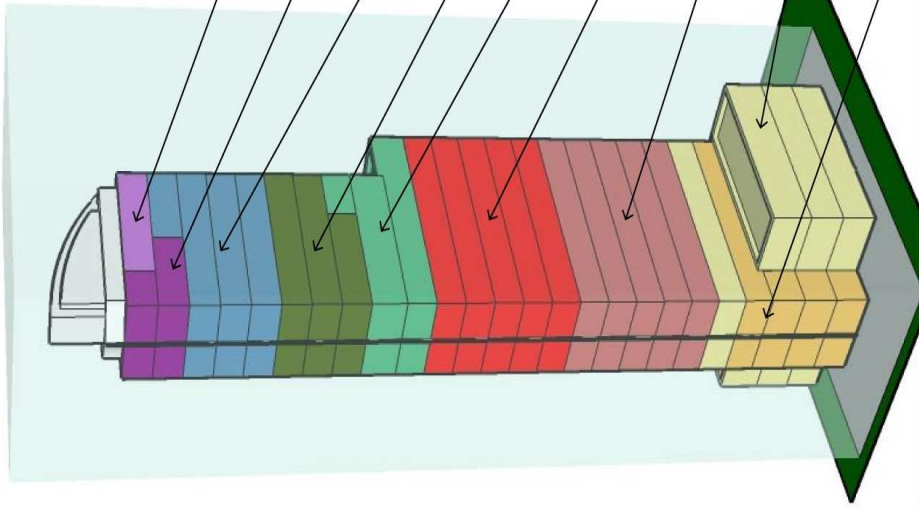


A.10.4. Tier IV

# FAR Bonuses

## Sample Accrual of Incentive-Based FAR Bonuses.

This diagram gives an example of how incentives may be collected to increase the density associated with a hypothetical 10-acre site in Tier IV. For each bonus, the diagram shows additive area for the building, and the notes show the cumulative maximum development.



- Bonus for .1 Acre Street R.O.W.:  
5.0 FAR  
2,178,000 sq. ft.  
25 stories or 300 ft.
- Bonus for 25% Common Area:  
4.9 FAR  
2,134,440 sq. ft.  
25 stories or 300 ft.
- Bonus for 30% Residential Use:  
3.9 FAR  
1,698,840 sq. ft.  
20 stories or 260 ft.
- Bonus for 40% Office Use:  
3.4 FAR  
1,481,040 sq. ft.  
20 stories or 260 ft.
- Bonus for Project Size:  
2.9 FAR  
1,263,240 sq. ft.  
15 stories or 210 ft.
- Bonus for Mixed-Use Assembly:  
2.4 FAR  
1,045,440 sq. ft.  
15 stories or 210 ft.
- Bonus for Mixed-Use Development:  
1.9 FAR  
827,640 sq. ft.  
10 stories or 140 ft.
- Bonus for Structured Parking:  
0.9 FAR  
392,040 sq. ft.  
5 stories or 75 ft.
- Base Allowable:  
0.4 FAR  
174,240 sq. ft.  
3 stories or 60 ft.

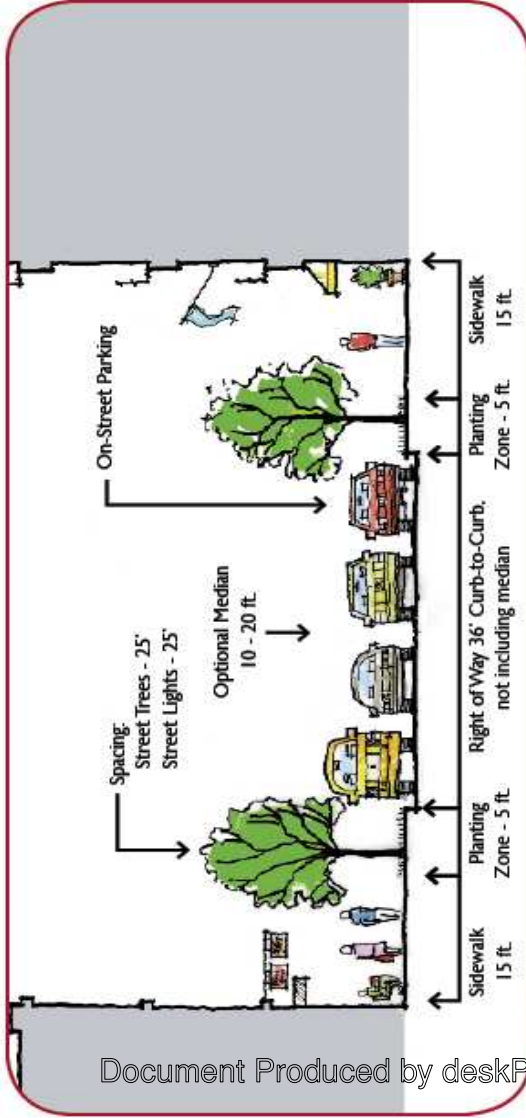
A.11.1. Sample

**A.11**

**Hypothetical FAR  
Incentive Accrual**

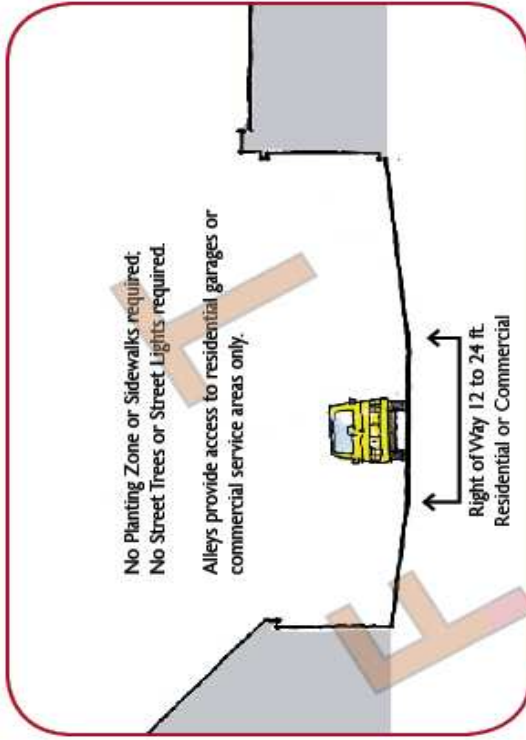
**Design Guidelines**  
March 2008

# Typical Street Cross-Sections



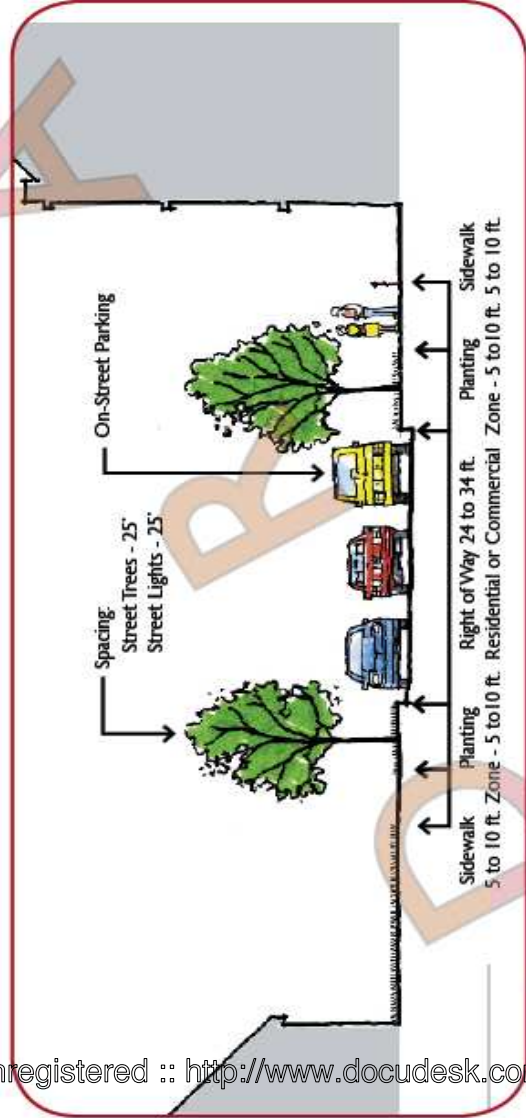
A.5.1

Avenue



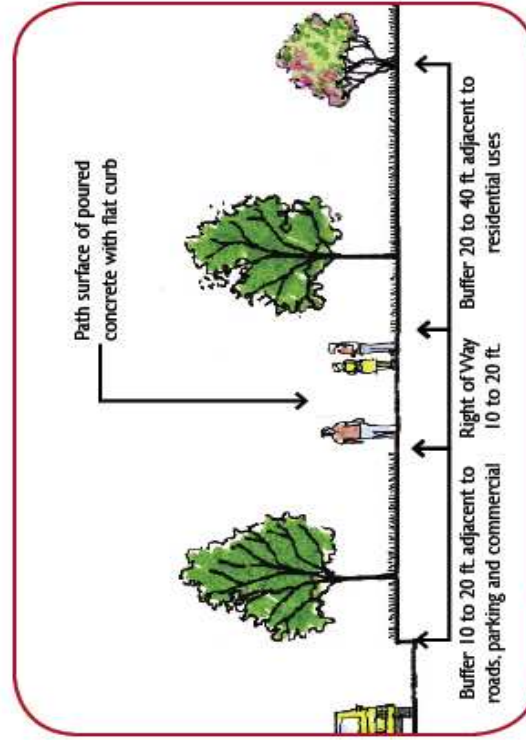
A.5.3

Alley



A.5.2

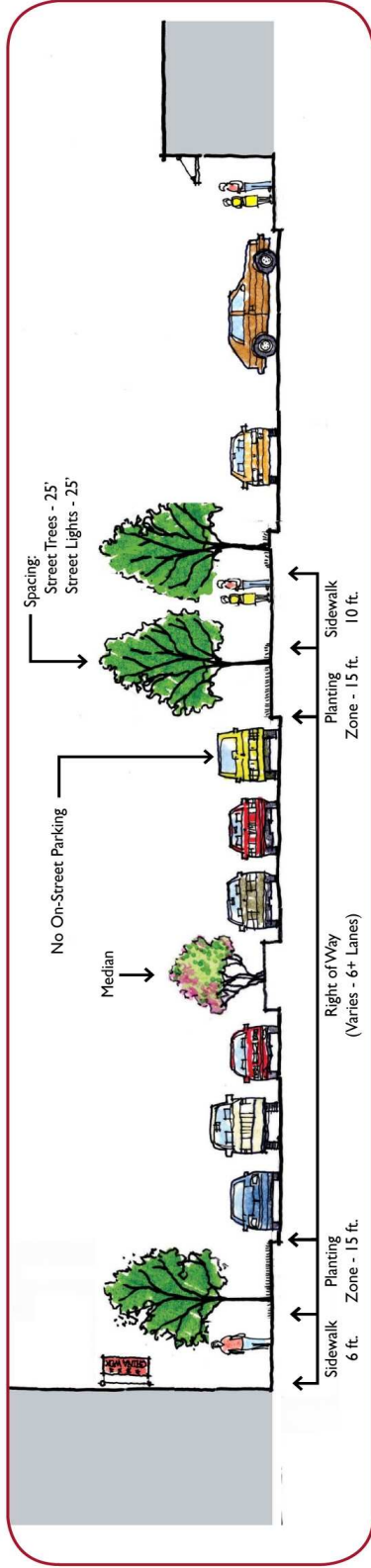
Local Street



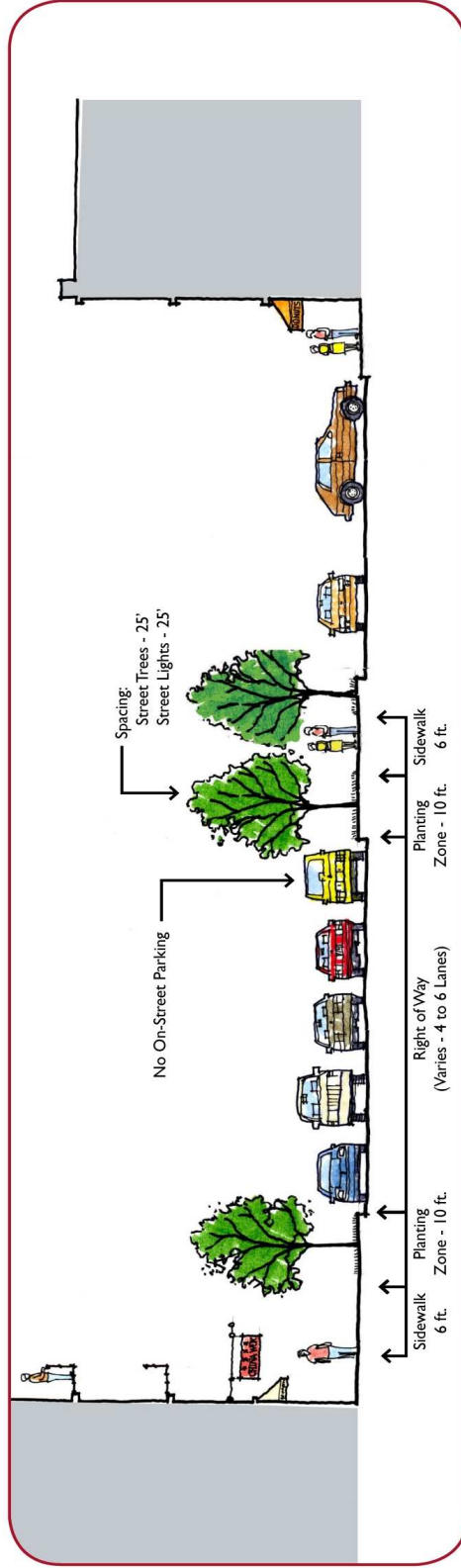
A.5.4

Multi-Use Path

# Typical Street Cross-Sections



**A.4.1** Boulevard



**A.4.2** Thoroughfare

Design Guidelines  
March 2008

Street Designation  
Cross-Sections

A.4

# District-Specific Guidelines

## Street Furniture

### 1. Benches.

Model: Framers Modern Series FMBF-324  
Manufacturer: Victor Stanley  
Material: Steel  
Length: 6'  
Color: VS Black



### 2. Trash Receptacles.

Model: Steelsites Series NSDC-36  
Manufacturer: Victor Stanley  
Material: Steel  
Lid: Standard  
Size: 36 gallon  
Color: VS Black



### 3. Bike Racks.

Type 1  
Model: Breckenridge Bike Bollard BRKBB  
Manufacturer: Petersen Manuf. Co. Inc.  
Material: Steel  
L x W x H: 23" x 6" x 36"  
Color: Bike Black



### 3. Bike Racks

Type 2:  
Model: Circa 2000 Bike Rack CIR-6-IG-(SF)  
Manufacturer: Madrax  
Material: Steel Tube  
Size: 6 Bikes  
Color: Bike Black



### 4. Transit Shelter:

Model: Kaleidoscope  
Manufacturer: Landscapiforms  
Shelter: Straight Canopy w/ seating  
Canopy: Offset  
L x W x H: 116" x 87" x 104"  
Color: Black Powder Coat



**Design Guidelines**

March 2008

**Gwinnett Place  
Streetscape Standards**

**B.1**

## City Adoption Process

- Redevelopment Ordinance approved for transmission to City of Norcross and Gwinnett County as February 2008.
- City staff began the process of modifying the ordinance to meet the needs of the City.
- Council initiated the text amendment and rezoning process in Spring.
- Ordinance was adopted by Council in July.

# Redevelopment Area Overlay District (RAOD)

- The City received the draft overlay district from the CID in the spring.
- City staff has modified the ordinance to meet the unique needs of Norcross.
- Examples of changes include the reduction of the “trigger” of when development must comply with the RAOD code, the staff level review of site design and architecture, and the granting of bonuses at the staff level.

# Nuts & Bolts of Adoption

- To prepare for corridor wide rezoning, the City modified our adopted zoning procedures.
- Amended process allows for the required notice to the legal organ, but additionally requires a letter to each property owner. The requirement of a sign on each parcel was eliminated.
- For additional public education “Super-Regional” signs were placed in the proposed district, and drafts of the ordinance, design guidelines, and staff memos were on the City website.

# Norcross Code Changes

- The City staff recommended changes to the Ordinance that reflected the unique City needs.
- Those changes included changes to the “trigger” of when a property owners must comply with the new standards and changes to make everything subject to the review and approval of the Department Director.

# Norcross Politics

- City Council was involved with the creation of the CID, and therefore feels invested in their work.
- City Council members sat on CID committees that developed the Redevelopment Plan and the policy decision to create an ordinance.
- Bottom Line: Council invested in the process long before the ordinance was presented.

- High level of overall consensus among Council. The debate was not about should or shouldn't we create an overlay, but about the details of the ordinance.
- Ordinance drafts and staff updates were presented to Council at four public meeting prior to the public hearing.

# Staffing Needs

- This Ordinance eliminates Council votes and review by our Architectural Review Board. Compliance and design approvals are made by the Department Director.
- Staff/developer negotiations are important. Staff needs to be prepared to push, and Directors need to be prepared to make decisions.

# Information

Adopted Ordinance, map of district, and design guidelines can be found on the City website at:

[www.norcrossga.net](http://www.norcrossga.net)

I can be reached at 770-448-2122 or  
[jpeterston@norcrossga.net](mailto:jpeterston@norcrossga.net)

Thank you!

Thank you for the opportunity to share our hard work with you.

Gary Cornell, Jordan, Jones & Goulding

Dennis Madsen, Urban Collage

John McHenry, Gwinnett Village CID

Jennifer Peterson, City of Norcross

# Questions?

