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.

- CID want to set the table for future development.

- Southern Gwinnett experiencing aging strip commercial corridors with low uses and low rental rates.

- Both CID 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

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

**COST PER SQ. FT.**

- **Greenfield**: $136
- **Redevelopment**: $174
- **Add**: 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.
Tier I - Transition
Serves as a transitional or buffer area between higher-density centers and lower-density areas.

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: 22 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: 210 ft. or 30 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

- 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
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
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 2009

Multi-Family
Design Guidelines
A.18
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.

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.10.1. Tier I
No bonuses available in Tier I.

Development "envelope"

One-acre parcel

Base Building: 0.4 FAR
Three stories or 60 ft

A.10.2. Tier II
With Bonuses:
1.0 FAR
Five stories or 80 ft

Development "envelope"

One-acre parcel

Base Building: 0.4 FAR
Three stories or 60 ft

A.10.3. Tier III
With Bonuses:
2.0 FAR
Ten stories or 150 ft

Development "envelope"

One-acre parcel

Base Building: 0.4 FAR
Three stories or 60 ft

A.10.4. Tier IV
With Bonuses:
5.0 FAR
25 stories or 390 ft.

Development "envelope"

One-acre parcel

Base Building: 0.4 FAR
Three stories or 60 ft
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.
Typical Street Cross-Sections

Avenue

Local Street

Multi-Use Path

Typical Street Cross-Sections

A.33

A.34

A.35

A.36

Typical Street Cross-Sections

A.33

A.34

A.35

A.36

Typical Street Cross-Sections

A.33

A.34

A.35

A.36

Typical Street Cross-Sections

A.33

A.34

A.35

A.36
Typical Street Cross-Sections

A.4.1 Boulevard

A.4.2 Thoroughfare

Design Guidelines
March 2005

Street Designation
Cross-Sections
### District-Specific Guidelines

#### Street Furniture

1. **Benches.**
   - Model: Framers Modern Series FMBF-224
   - Manufacturer: Victor Stanley
   - Material: Steel
   - Length: 6
   - Color: VS Black

2. **Trash Receptacles.**
   - Model: Steellsites 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 BRKB
     - Manufacturer: Petersen Manuf. Co. Inc.
     - Material: Steel
     - Size: W x H: 23" x 6" x 36"
     - Color: Bike Black

   - **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: Landscapeforms
   - Shelter: Straight Canopy w/ seating
   - Canopy: Offset
   - L x W x H: 116" x 87" x 104"
   - Color: Black Powder Coat
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

I can be reached at 770-448-2122 or jpeterson@norcrossga.net
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?