

Tools for Transitioning

to Mixed-Use, Higher Intensity Development Over Time

(Non-Conforming Use Provision, Development Agreement, Graduated Density, and Land Banking)



Credit | O2 Planning + Design, Inc.

Greenfield Tool Box

DESIGN

PROCESS

✓ IMPLEMENTATION..... Land Use



Orenco Station Corners Park

Credit | Urbsworks, Inc.



TOOL DESCRIPTION

As new greenfield developments grow and transition to more urban patterns of development, they face challenges with integrating mixed-use projects. These projects have higher development costs because they require more complex construction than single-use, low-density developments. If land values are low and do not support higher densities, financing gaps can be significant.

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If compact mixed-use development is allowed but additional steps are not taken to help encourage new development patterns, higher densities or a mix of uses may not develop. For example, a large amount of multi-family housing may be developed, but few appropriate parcels may be left for retail or employment development once the surrounding market has developed. Mixed-use zoning can fail in these circumstances because it does not reflect what can be feasibly built at the present time.

As development matures, integrating civic institutions can also be problematic. As land values rise, many vacant parcels ideal for parks, schools, or other community uses are placed out of economic reach for communities.

New approaches have created mechanisms in local development codes to phase expectations and establish triggers or thresholds to make the codes more responsive to the market. For example, once land reaches a certain price in an area, higher levels of density are allowed; or in a single-use retail area, housing is allowed or required once a market is established. This tool is particularly helpful in encouraging the redevelopment of select sites with non-conforming uses that would not be redeveloped otherwise.

Land banking can also help with this process. For this approach, a development company or government authority buys and holds land, leaving selected parcels out of immediate phases of development. This allows parcels that will likely offer better opportunities to be added to the market as the demand for mixed-use and higher intensity development grows.

Tool Intent

These tools help new greenfield developments grow and transition to more urban patterns of development over time.

Used by local government agencies and developers, these tools are used to prepare vacant or underused property for higher intensity development, and allowing interim uses until the desired use is financially feasible.

USERS

Municipal Officials

- ✓ Municipal Planning Staff
- ✓ Planning + Design Professionals
- Engineers
- ✓ Land Developers
- ✓ Landowners
- Community Members

ORENCO STATION

ILLUSTRATIVE OVERALL SITE PLAN
MASTER DEVELOPER: PFC TRUST



CASE STUDIES | BEST PRACTICES

Orenco Station



Location: Hillsboro, Oregon

Project Size: 190 acres

Description: Orenco Station is a transit-oriented community of 1,850 homes, a town centre, office, retail, and nearby employment in the town of Hillsboro, west of Portland, Oregon, located on the region's Westside MAX Light Rail line. The development includes a town centre of 68,000 square feet of ground-floor commercial space and a grid of walkable, tree-lined streets and parks, and features cottages, condominiums, and rowhomes in a broad range of sizes and prices. The developer employed a land banking strategy by developing along the major arterial first, then building close to the light rail station after transit ridership had developed. The later phase of development near the station was able to support considerably higher densities, increasing development intensity from the existing 36 dwelling units per acre to 50 dwelling units per acre. Nearby property to the north of the station area is currently being developed at about 75 dwelling units per acre and includes mixed-use developments. The most recent entitlements also allowed a reduction of parking requirement from 1.5 spaces per unit to 0.8 per unit or less. When the development of Orenco Station began in 1997, the average density of the surrounding areas was 3 dwelling units per acre and neighbours objected to the development's increased density. Now neighbours recognize the amenities that come with Orenco Station's mix of uses.

Planning + Design: Alpha Engineering, Fletcher Farr Ayotte and Iverson Associates, and Walker Macy

Developer: Pacific Realty Associates, L.P. and Costa Pacific Homes



Orenco Station

Credit | Urbsworks, Inc.

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RELATED TOOLS

Block and Lot Standards

Form-Based Code

Low-Impact Development + Green Infrastructure

ADDITIONAL RESOURCES

McInelly, Marcy et al. "Innovative Design and Development Codes." Metro Regional Government, July 2008. (http://www.oregonmetro.gov/index.cfm/go/by.web/id=28446_)
To download the document (http://library.oregonmetro.gov/files/design_dev_codes_toolkit.pdf)

Shoup, Donald. "Graduated Density Zoning." (www.its.ucla.edu/shoup/GraduatedDensityZoning.pdf)

Shoup, Donald. "Graduated Density Zoning to Encourage Land Assembly for Infill Redevelopment," Zoning Practice, Issue Number One. American Planning Association, January 2009. (<http://its.ucla.edu/shoup/GraduatedDensityZoningInPractice.pdf>)

Orenco Station (<http://newurbannetwork.com/article/new-urban-community-promotes-social-networks-and-walking>)

Podobnik, Bruce. New Urbanism and the Generation of Social Capital: Evidence from Orenco Station. Wiley Publications, 2003.

Fuller Road Station Area Form-Based Code, Oregonian newspaper article (http://www.oregonlive.com/clackamascounty/index.ssf/2009/12/clackamas_county_to_experiment.html)