Redevelopment In Frederick County

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Prepared by The Division of Planning

Frederick County, MD

Why Redevelopment is Relevant to Frederick County

In Frederick County, precedents of redevelopment projects are typically found in the County's municipalities, not in the County itself. In Frederick City for example, several notable redevelopment projects are underway or have been completed that are replacing and upgrading old, deteriorated, or disinvested parts of the City. These include the Carroll Creek Promenade, the Hope VI redevelopment in the North End, and the proposed redevelopment of the Frederick Towne Mall. However, there are few if any precedents of redevelopment projects occurring within the jurisdiction of Frederick County, outside the municipalities.

This is not because there is no built-up land in the County's jurisdiction. In fact, there are built-up areas located around incorporated municipalities such as the Ballenger Creek area and the Route 355/Route 85 corridor to the south of Frederick City. Also, there are other built-up areas that effectively resemble towns in that they are concentrations of buildings and infrastructure, yet are not incorporated, such as Jefferson and Libertytown.

However, the built-up areas in the County have not been a focus for redevelopment and the redevelopment strategy has not, until recently, been considered to be applicable to the planning problems faced at the county level. There are at least two reasons for this. The first is related to the common understanding of redevelopment as a preferred remedy for urban blight. The second has to do with the County's growth management strategy.

Redevelopment has historically been employed to counteract the process of economic disinvestment of city districts that results in the deterioration, under use, or abandonment of buildings and infrastructure commonly referred to as blight. However, in Frederick County there are few if any areas that are considered blighted, in fact the pressing problem is a growing economy, not decline. The problem of having too vigorous an economy doesn't immediately conjure the classic images of redevelopment as an economic development solution, embodied in projects such as Quincy Market in Boston and the Inner Harbor in Baltimore.

Given that built-up areas located in the County do not typically have the problems associated with blight, and with growth being such a pressing problem, the emphasis has been on how best to manage and accommodate new development, not to revitalize, rehabilitate, or replace what has already been built.

This is demonstrated by the manner in which the growth boundary strategy employed by the County has been implemented. Growth management in the County has in part been implemented through the use of growth boundaries. With the purpose of containing development around existing built-up areas and thereby preserving rural land, growth boundaries have been used to demarcate the expansion of municipalities into the rural and agricultural land outside their jurisdiction. The final, intended outcome of which being annexation of new developed land into the adjoining municipality.

This pattern of growth results in what is referred to as "greenfield" development, or expansion into rural land around the periphery of a growth area. As growth and urban expansion continue to create pressure for new development, the hypothetical projection of this pattern into the future results in a scenario where more and more of the rural land in the County would be occupied by buildings and infrastructure.

It is in relation to this issue that redevelopment gains relevance to planning Frederick County's future. Not as a remedy for blight, but as a method of providing for future growth that can augment the effectiveness of the growth boundary to contain development in specified areas and to preserve rural land. Rather than solely emphasize the development of rural land around the periphery of the community growth areas, the demand for more residential and employment development can also be accommodated through infill of vacant parcels and redevelopment of existing built-up areas.

Relationship of Redevelopment to the State of Maryland Smart Growth Policies

This approach to growth management corresponds to the State of Maryland's Smart Growth policies. These have been enacted into law by the State of Maryland through several legislative instruments including Priority Funding Areas, Brownfields, Live Near Your Work, Job Creation Tax Credits, and Rural Legacy. While some of these instruments have become more significant than others, they all support the strategy of redevelopment of existing built-up areas as a central aspect of their implementation.

While the principles of Smart Growth as defined by the State of Maryland are clear, common use of the term to serve various purposes has complicated its meaning. The following describes the goals and principles of Smart Growth as advocated by the State of Maryland.

The Goals of Smart Growth in Maryland

- Support existing communities by targeting resources to support development in areas where infrastructure exists;
- Save our most valuable natural resources before they are forever lost;
- Save taxpayers from the high cost of building infrastructure to serve development that has spread far from our traditional population centers; and
- Provide Marylanders with a high quality of life, whether they choose to live in a rural community, suburb, small town, or city.

The Principles of Smart Growth in Maryland

- Mix land uses;
- Take advantage of compact building design;
- Create housing opportunities and choices;
- Create walkable communities;
- Foster distinctive, attractive communities with a strong sense of place;
- Preserve open space, farmland, natural beauty, and critical environmental areas;
- Provide a variety of transportation options;
- Strengthen and direct development to existing communities;
- Make development decisions predictable, fair, and cost effective; and
- Encourage community and stakeholder collaboration in development decisions.

The driving force of the State of Maryland's Smart Growth Initiatives is the value of supporting existing communities and saving natural resources. This is intended to be accomplished by targeting growth to existing urban areas. Without the presence of large tracts of vacant land in existing urban areas, the primary way that growth can be directed to these areas is through the redevelopment process.

Targeting growth to existing built-up areas requires an increase of density, and therefore an increase in the capacity of the existing building stock and infrastructure. Also, some communities do not have the design characteristics advocated in the Smart Growth principles listed above as they were developed primarily for automobile oriented transportation patterns. Therefore, modification of the existing built environment to conform to design characteristics such as "mixing land uses, taking advantage of compact building design, creating new housing options, planning walkable communities, and fostering distinctive, attractive communities with a strong sense of place" can only be provided through the redevelopment process.

Types of Redevelopment

There are at least three basic types of approaches to redeveloping land. The first two are broad in geographic in scope but differ in terms of the degree of replacement of existing buildings and infrastructure. The third is a more geographically focused approach that relies on "spillover demand" created by a single redevelopment project.

Both types of broad plans modify large parts of built-up areas, such as whole neighborhoods or districts, and typically involve some degree of replacement of existing construction with new construction. However the degree of replacement varies for each type.

A total replacement type of redevelopment plan involves the complete demolition of existing buildings and infrastructure. In their place, new buildings and infrastructure are constructed. This is the approach employed in most of the projects executed under the Federal Urban Renewal program of the 1950's, 60's, and 70's. The difficulties and obstacles associated with this approach are myriad, ranging from the financial obstacles of funding acquisition and development of land, to the social equity obstacles of relocating existing businesses and residents. The Hope VI mixed income housing development in Frederick City is an example of this type of redevelopment approach.

The other type of broad redevelopment plan is the selective and strategic approach. This involves using a mix of new construction, renovation, selective demolition, community involvement, and incentive based policies. This approach represents one of the senses in which the term "infill development" is used in relation to redevelopment. This is because an infill development approach concentrates on finding opportunities to rehabilitate or renovate existing buildings and infrastructure, construct new buildings on vacant lots, and selectively replace buildings that are beyond salvage. In this sense, the physical "community fabric" composed of patterns of such things as building massing and street layout is kept intact. Any redevelopment, be it new construction, rehabilitation, or demolition and replacement, essentially "fills in" or extends the patterns in this fabric. The redevelopment area along East Street, also in Frederick City, can be said to be an example of this approach, at least to the extent that some existing buildings were renovated and rehabilitated as a part of the redevelopment efforts (such as Shab Row and Everedy Square), and that the existing street pattern is largely unaltered.

Finally, the third major approach is more geographically focused and typically takes the form of large architecture or infrastructure projects. These types of redevelopment projects are intended to be magnets for new development, initiating a wave of subsequent investment in the surrounding area. This third approach can be further broken down into three subtypes.

The first subtype entails an initial investment that creates a significant amenity, such as a new highway interchange, transit stop, or park facility. New infrastructure investments can increase the value of surrounding land, thereby creating an incentive for property owners to sell or develop the property in a manner that justifies its increased value. Again, a good example of this kind of redevelopment is in Frederick City in the form of the East Street connection to Interstate 70.

The second subtype involves projects act as magnets for new development by intentionally undersupplying a projected growing market. For example, a new office building can create a positive feedback loop of development where supplemental services, such as restaurants and convenience stores, begin to emerge near the project. This in turn attracts more development that is both dependant on those services and also derives an economic benefit from proximity to the initial development. This attracts more services, and so on until an optimal balance emerges. If an initial catalyst project meets the projected demand in its entirety, that project is a failure from the standpoint of the redevelopment of urban areas because no "spillover demand" is created.

The third subtype involves projects that act as magnets for new development when they create markets by encompassing such a unique experience that it draws a market regionally, or even globally. A popular and relatively recent example of this (commonly referred to as the "Bilbao Effect") occurred when a relatively unknown port city in Spain achieved international fame and economic rebirth as a global city through the aggressive marketing of the unique Guggenheim Museum.

Interestingly, the Carroll Creek Promenade in Frederick City has attributes of all three of the geographically focused redevelopment types mentioned above.

Implementing Redevelopment

The primary way that redevelopment in the County will be implemented is through the Communities and Corridors/Special Study Areas planning process proposed in the current update of the Countywide Comprehensive Plan. These Special Study Areas will be composed of detailed land use plans. Through the prioritization of a number of corridors and communities for this planning effort, redevelopment opportunities can be identified. Through a community-based approach that emphasizes physical planning, the most appropriate redevelopment implementation methods can be employed on a community-by-community, or corridor-by-corridor basis.

Barriers to Implementing Redevelopment

Many communities across the nation are confronted with barriers to the successful implementation of redevelopment. This is especially true if proposed redevelopment takes a form similar to that which is dictated by the State of Maryland's Smart Growth policies, which propose a reform of prevailing development styles in favor of compact, walkable communities. In Frederick County, as in many similar communities, these barriers are regulatory, physical, and economic.

Regulatory Barriers

Some of the regulatory barriers to redevelopment are caused by the existing requirements of the Adequate Public Facilities Ordinance (APFO), the Forest Resource Ordinance (FRO), the Zoning Ordinance, and the development review process. APFO requirements for level of service performance standards are not geared toward high-density development in existing built-up areas. This is because the APFO requires mitigation of the traffic impacts of a proposed development at intersections with a Level of Service (LOS) of D or less. This is an adequate requirement for new development outside of built-up areas. However the intersections within built-up, higher density areas are naturally subject to much higher traffic volumes. A single development in this context not only represents a much smaller share of the total traffic impact, but mitigating this impact would be prohibitive given the constrained physical conditions of a high density context. Also, the there is a presumption that less vehicular trips would be generated from a project in an already built-up area because many of the trips would actually take the form of walking and biking.

Regulatory fees, such as those required by the Forest Resource Ordinance (FRO), may make it more difficult to implement redevelopment in higher density built-up areas. FRO requires payment for reforestation. This increased cost may prevent developers from undertaking a redevelopment project, especially in relation to the potential cost increases related to construction in a built-up area, as will be discussed below in the "Economic Barriers" section. Also, one objective of higher density redevelopment is to expand housing options by facilitating the creation of low income housing in the County. If redevelopment costs are prohibitive due to regulatory fees, then a disincentive is created for the provision of low-income housing.

However, there may be justification to reduce the amount of FRO payment if a project is occurring in a built-up area and as such is not having not having as great of an impact on forest resources. This strategy may be supported by the notion that by locating in an already developed area, redevelopment projects are supporting the Smart Growth objective of conserving natural resources.

The Zoning Ordinance poses several obstacles to redevelopment. For example, there are several community design features that help communities to function well at higher densities, such as alleyways and sidewalks. Alleys allow vehicular access from the rear of a development. This helps clear the road of traffic and parked cars and reduces the number of potential conflicts between pedestrians and vehicles by reducing the number of curb cuts along a sidewalk. Also, attention is focused on the pedestrian oriented aspect of residences, such as entries and landscaping, rather than garages. Furthermore, the pedestrian circulation enabled by sidewalks can reduce the total number of vehicles on the road. However, neither of these design features is specifically required in the Zoning Ordinance.

Restrictions on mixed land use also presents obstacles to redevelopment. For example, the current limit on parcel size in the MXD zone is 50 acres. There is no zoning district outside of the Village Center zone that would permit mixed land use on smaller parcels. And given that some regulations that may only be appropriate in a redevelopment area, there is the additional problem of how to target specific redevelopment areas so that they would have access to regulations that would not be available countywide.

The development review process can also be modified to facilitate redevelopment. For example, a strip mall project in the General Commercial (GC) zone is easier to build than a preferred mixed-use project that would occur after application of the Mixed Use (MXD) floating zone. This is because of the increased time and money required on the part of applicants for a rezoning from GC to MXD. This is the reverse of the preferred situation, where it would be easier for developers to build mixed-use project rather than strip centers.

Additional ordinance modifications need to be considered. For example, in the redevelopment strategy described herein, space is at a premium. Therefore the space intensive uses of parking and storm water management must also be reviewed and modified to enable redevelopment.

Physical Barriers

Some of the physical barriers to redevelopment in existing built-up areas involve site constraints, environmental issues, and nuisance adjacencies. Perhaps the most common site constraints in redevelopment involve parcel configuration and parcel assembly. Often, parcels in built up areas are either irregular in shape or smaller than is typically used in prevailing development. Therefore, parcel assembly becomes a greater concern in order to create viable development parcels. The likelihood that multiple parcels equate to multiple owners is high, and this can result in an increase in time and money invested by a developer that would not have to be paid in a greenfield project.

Also, sites in existing built-up areas may have been contaminated by previous industrial uses. This type of redevelopment is commonly referred to brownfield development and may require extensive mitigation on the part of the developer.

Finally, redevelopment of an area that was used for something that may be incompatible with the proposed new use can result in nuisance adjacencies. For example, a new housing project in a redevelopment area may be constructed next to a land use that may be considered incompatible, such as a warehouse or gas station. This initial incompatibility of land uses can pose a barrier to developers that are unwilling to take the seemingly risky first step of investing in a redevelopment area.

Economic Barriers

The hard costs of redevelopment may vary widely, but they are generally run more for infill and redevelopment projects. For example land acquisition costs are generally more due to higher property values in redevelopment areas than in rural area. Also, multiple site ownership can drive up costs if parcel assembly leads to price gouging. Site preparation costs are also typically greater in redevelopment because it often involves the demolition of existing buildings, and the construction of new buildings and parking facilities. Typically soft costs, such as survey, architecture, engineering, legal, permitting, and marketing, also run more due to design challenges and public process requirements inherent to infill and redevelopment projects.

Additionally, given the absence of economically depressed conditions in the County, there may be a lack of economic motive on the part of property owners to participate in redevelopment initiatives. Businesses may be profitable in spite of the perceived inefficient use of land on which they operate. In this case, attaining buy-in from business owners presents a significant barrier to redevelopment.

Opportunities to Make Redevelopment Possible

Redevelopment in Frederick County is a new strategy for planning Frederick County's future. Some of the choices we can make to determine the extent and feasibility of this strategy are tied to the following objectives.

- Explore opportunities to identify and improve efficiency of land use through the Communities and Corridors Plans
- Identify modifications to the Zoning, Adequate Public Facilities, Forest Resource, and Storm Water Management Ordinances that either eliminate disincentives or provide greater incentives for redevelopment.
- Explore collaborative financing options and/or public private partnerships to distribute the risk and the reward of redevelopment projects.
- Streamline and customize development review procedures to fit the particular needs of redevelopment.
- Communicate to the public how the County desires to employ its resources to achieve redevelopment in order to generate interest among the development community and alleviate the perception of risk to investment in a particular area.

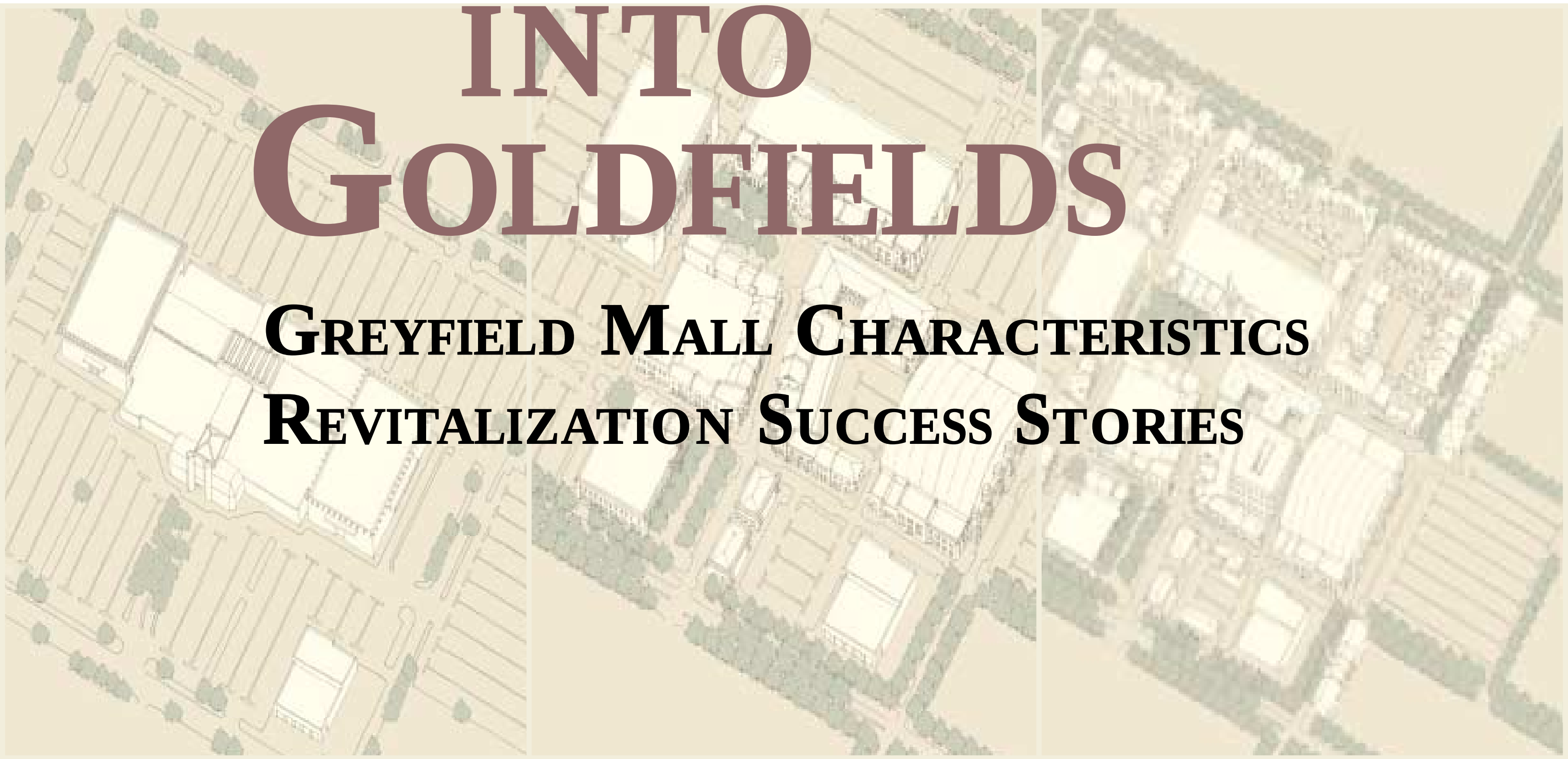
APPENDIX A

Greyfields to Goldfields

A Study by the Congress for New Urbanism, Price Waterhouse Coopers, and Lee S. Sobel

Congress for the New Urbanism

GREYFIELDS INTO GOLDFIELDS



GREYFIELD MALL CHARACTERISTICS
REVITALIZATION SUCCESS STORIES

from failing shopping centers to great neighborhoods

A STUDY BY CONGRESS FOR THE NEW URBANISM
PRICEWATERHOUSECOOPERS
AND LEE S. SOBEL

REVISED JUNE 2001

The goal, put simply, is to turn greyfields into goldfields.

Greyfield Malls: A national problem

Mizner Park, in Boca Raton, Florida, was once a greyfield mall. Today, it is a popular mixed-use neighborhood, combining offices, retail, residences, and public space.

Obsolete shopping malls dot the American cityscape. Finding them doesn't require much expertise. Fenced-in parking areas are a dead give-away. Weekend used car sales give a strong hint. Storefronts converted into centers for community policing and health clinics are telling signs. Property owners, tenants and investors know about their decline. Neighbors, former shoppers, and erstwhile employees know. City managers and community leaders know. But just because they know the problem doesn't mean they know the solution.

The Congress for the New Urbanism (CNU) sees many of these shopping centers as ideal sites for transit-oriented, mixed-use development. Some of them are no longer suitable for regional retail. But many are well suited as the sites of new urbanist development that may include housing, retail, office, services, and public space.

Will Fleissig, a developer with Continuum Partners in Denver, is converting the greyfield Villa Italia mall in Lakewood, Colorado. Fleissig says, "We hear so much about infill, smart growth, first tier suburbs, transit-oriented development, and sprawl. If you look at the larger picture, this is the biggest issue facing America today. We need to build better neighborhoods in existing communities, near transit. These greyfield sites are the first wave of large landholdings that are in existing communities, near transit, with existing utilities and transportation systems, with potential for significant densification."

This report uses the term ***greyfield malls*** to describe retail properties that require significant public and private-sector intervention to stem decline. More familiar are brownfields (contaminated urban development sites) and greenfields (undeveloped rural land). By contrast, greyfields are developed sites that are economically and physically ripe for major redevelopment.

Absent successful revitalization efforts, the value of greyfield mall sites will be reduced to land value less the cost of building demolition. There are sites that have already reached that point, with harsh community and economic impacts, in every region of the country. For a local community, a greyfield is more than just visual blight. It means lost tax base, lost job opportunities, and valuable land sitting unused. The severity of such blight in one community was highlighted when the Boulder, Colorado *Daily Camera* proclaimed its "story of the year" for 2000: The decline of the city's Crossroads Mall.

Local efforts to revive vulnerable and dying retail sites are common. Some have been successful, others have not. CNU is conducting a national examination of how to revitalize these sites so they can again provide value to their communities and their owners. The goal, put simply, is to turn greyfields into goldfields.

In 1997, before redevelopment, Eastgate Mall in Chatanooga, Tennessee was nearly empty. Parking lots surrounded a cloistered shopping center.

Today, the mall has turned inside-out to face the street. Plans call for a town square to replace part of the parking lot.

A generation of growth will eventually reclaim empty spaces with buildings and public places.

Dover Kohl & Partners

The Study

CNU began studying greyfield malls in early 2000. The study has had several elements:

- The Graduate School of Design at Harvard University held a design studio, led by CNU member Will Fleissig and Professor Richard Peiser. The studio first designed conversions of actual greyfield malls, and then conducted economic feasibility analyses to determine whether new urbanism "penciled out."
- PWC worked with CNU to examine the retail landscape. The PWC findings comprise the report, "Greyfield Regional Mall Study," available from CNU or at http://www.cnu.org/malls.
- The International Council of Shopping Centers critiqued PWC's work, leading to refinements in the study's methodology.
- In February 2001, CNU member Lee Sobel, a Florida real estate professional, began compiling revitalization success stories for a project catalog. Preliminary results are included here.

The PWC study focuses on regional malls, and does not examine the many other types of retail properties that pose similar redevelopment challenges. CNU is focusing on regional malls because these sites — with at least 350,000 square feet of leasable space and a minimum of 35 store spaces — inflict particularly severe impacts when in decline, while at the same time offering unique opportunities for reuse.

Potential Reasons for Mall Decline

From PricewaterhouseCooper's Greyfield Regional Mall Study

- Changes in accessibility, infrastructure, and transportation corridors that effectively make older inner city and first-ring suburban malls less competitive.
- Changes in urban economics—shifts in population and capital, and attention to increasingly distant suburbs.
- Alterations in retail format over time—introduction of power centers and category killers.
- Competition from newly constructed centers within 3 to 5 miles.
- Changes in surrounding area household demographics—age of population, racial composition, household income.
- Changes in the level of tenant commitment—unwillingness to sign long-term leases, creation of encumbrances that make it difficult to redevelop the property.
- Poor facility management, lack of revenue to support necessary maintenance.
- Other forces such as anchor tenant bankruptcies or mergers, environmental stigma.
- Private owners may lack access to capital to invest in renovations and/or expansions.


Moule & Polyzoides

Plaza Pasadena was a regional mall that interrupted the traditional urban street grid of Pasadena, California. After years of decline, the mall was demolished in 2000. It is being replaced by Paseo Colorado, a traditional urban streetscape combining retail and residences.

Characteristics of Greyfields

The characteristics of greyfield malls cited here are based on data analysis by PWC. (See full report for details.) PWC found that greyfields have an average site size just over 45 acres. Notably, these sites are both smaller and less connected to the regional transportation system than those housing the nation's best-performing malls, which average over 70 acres in size, with freeway visibility and direct ramp access. Many greyfields are located in established neighborhoods and shopping districts. Will Fleissig, a developer who recently converted a Colorado greyfield into a mixed-use town center, says, "These malls tend to be on suburban arterials with bus service. Many are already bus hubs."

PWC found that mall obsolescence is associated with formidable competition. On average, greyfield malls have 2.3 million square feet of competing retail space in 22 other centers (including neighborhood and community centers and other regional malls) within five miles. Many are in trade areas dominated by newer retail formats and higher-end retailers. They are often older and smaller than the most successful malls in their region.

Mark Eppli, a retail researcher at George Washington University in Washington, DC, says that conventional renovations will not be sufficient to breathe new life into many properties. "A face-lift isn't going to do much to help. A new anchor store, depending on the center's position in the market, may not do much either."

New models for reuse are needed — models that go beyond face-lifts and conventional regional retail.

New Urbanism for Greyfields

Failed mall sites are helping reverse urban sprawl

Shopping malls epitomize the car-dominated landscape. Stores surrounded by parking, rather than neighborhoods, were inconceivable before automobile use became widespread. Now, these sites that helped spawn car culture are coming full-circle, offering unique opportunities to reverse urban sprawl by creating real neighborhoods amidst spread-out suburbs and gap-toothed cities.

Greyfields are among America's best opportunities for developing transit-oriented infill neighborhoods. Unlike typical suburban development, new urbanist neighborhoods are flexible enough to provide for many community needs. They can include mixed-income housing, jobs, retail, and public space, and other activities essential to a high quality of life.

Big enough sites. Many development sites in existing cities and towns are too small to justify the increased costs and risks of infill development. They are also too small to accommodate development projects of sufficient scale to offer real community benefits. Larger properties such as greyfield mall sites spread site development costs and enable projects that embrace the full range of new urbanist principles.

Transit accessibility. Civic leaders and neighbors are interested in the development of transit-oriented communities that include housing, stores, jobs, and schools. Many greyfields are on transit lines, and some even have existing bus hubs on site. More fundamentally, the development of new activity centers on greyfield sites concentrates origins and destinations built at densities high enough to support transit service.

Mixed-income housing. Housing affordability is a major problem in many metropolitan areas. However, developing higher density mixed-income housing in existing neighborhoods is often difficult, as neighbors resist projects and sites are usually too small for significant construction. Greyfield sites are large enough to accommodate a neighborhood built from the ground up — providing an opportunity to develop quality mixed-income housing that benefits its surroundings.

Civic space. Accommodating, attractive public space is sadly missing from many suburbs. New urbanist development provides public space for those important times when people are neither at home nor at work. These spaces help give new urbanism its reputation as "the architecture of community."

Federal Realty Investment Trust

Town & Country Mall in San Jose, California, was all but abandoned (left) before Federal Realty Investment Trust began rebuilding it as Santana Row, a mixed-use town center. When completed (right), it will add much-needed housing and open space to central San Jose. The county is planning a light rail stop at the site.

Models for Reuse

While typical greyfield malls may be inadequate by current shopping center industry standards, they generally offer the acreage needed to create unified development projects implementing new urbanist principles. As mall sites, these properties might suffer from being too far off the freeways. But such locations may be advantages for new urbanist reuse. They offer the possibility of integrating site activities into neighborhood contexts.

The death of a mall does not have to be bad news. Careful redevelopment can be the recipe for an economic rebound.

Victor Dover, an architect who has worked on several new urbanist revitalizations of greyfield sites, says that new urbanism is often the best solution. "Sometimes a mall goes out of business because it has lost its economic reason for being. But almost every community needs something. Stop thinking about these as failed shopping center properties and start thinking about them as potential mixed-use properties."

Forward-looking communities with greyfields are creating and testing new models for reuse. These models will be sorely needed, as mall failure is a growing trend — PWC identifies over 200 malls as vulnerable to becoming greyfields. While many well managed older malls are thriving, others will not escape obsolescence. Greyfields will be a perpetual problem associated with the contemporary practice of retail mall development. As each new retail trend emerges, and the standards for new sites again get "upgraded," vulnerable sites are pushed into decline. Successful renovation of one mall may cause the decline of multiple older sites within a trade area.

Mall owners have come up with many techniques for reviving the financial performance of their properties. Most malls simply expand, redecorate, or attract a new anchor. Some malls have been converted to back offices or data centers. In such cases, host communities lose what civic function the mall once provided. Most importantly, neither expansion nor office conversion results in the site providing the combination of housing, retail, office, and public space that citizens and civic leaders desire.

Principles for creating new urbanist neighborhoods include:

- Reorient activity on the site to face the street.
- Reestablish a street pattern that connects with the streets of the surrounding community.
- Use site planning and architectural elements to make the redeveloped mall site fully a part of its community.
- Integrate multiple uses (ideally including employment and/or housing) on the site.
- Emphasize public space for shared activity.
- Provide a range of housing types, to provide homes for people of all ages and incomes.

These principles of new urbanism offer the chance for greyfield sites to provide enduring economic and social values to their host communities.

Revitalization Success Stories

New urbanist projects on the sites of obsolete retail properties are not the stuff of science fiction—they are succeeding now. CNU is preparing a catalog of greyfield revitalization projects to demonstrate the success of these projects and to provide information to those looking for solutions to greyfield problems. The full catalog will be available in October. Preliminary findings and data from selected projects are included here.

New Urbanist Revitalization Projects:

1 BelMar, Colo.
2 Eastgate Town Center, Tenn.
3 CityPlace, Calif.
4 The Crossings, Calif.
5 CityCenter, Colo.
6 Mizner Park, Fla.
7 New Roc City, N. Y.
8 Paseo Colorado, Calif.
9 Phelan Village Center, Minn.
10 Renaissance Town Center, Utah
11 Santana Row, Calif.
12 Town Center at Greendale, Wisc.
13 Winter Park Village, Fla.

Project Selection

Thirteen new urbanist projects on greyfield retail sites will be included in the catalog (see map above for names and locations). All meet the following three criteria:

1. **Implementation is assured: The project is built, under construction, approved, or has construction financing**
2. **The project is on the site of a greyfield shopping center with at least 350,000 square feet of improvements, and**
3. **The project incorporates a number of the design elements listed on the prior page as "principles for creating new urbanist neighborhoods."**

Data on six of the projects are summarized here. Full descriptions of all 13 projects will be in the catalog.

CATALOG PREVIEWS

1 BelMar

Lakewood, Colorado

Demolition of the Villa Italia Mall, where tenants now occupy only 30% of 1.4 million square feet of retail space, is scheduled to begin in July 2001. The new project, called Belmar, will introduce a mix of uses, continue the street network from the surrounding neighborhood and link to civic and cultural areas adjoining the site.

Developer: Continuum Partners LLC
Master Architect Planner: Elkus/Manfredi Architects, Ltd.
Landscape Architect: Civitas
Residential Architect: Van Meter Williams Pollack

7 New Roc City

New Rochelle, New York

Demolition of the 625,000 square foot New Rochelle Mall was completed in 1997. New Roc will provide the downtown community with 1.2 million square feet of retail, restaurant and entertainment. The project is integrated with the existing urban street pattern.

Developer: Street-Works
Architect: PEG/Park Architect

Greyfield Revitalization Project Data

PROJECT	SITE ACRES	RETAIL SF	OFFICE SF	HOUSING	PARKING	OTHER
Belmar *Lakewood, CO*	100	800,000	800,000	1,300 apartments	200 for-sale units (6,500) Surface (1,500)	Garage
New Roc City **New Rochelle, NY**	15*	1.2 million	125,000	No housing	Garage	Entertainment and hotel
CityCenter *Englewood, CO*	55	339,000	25,000	450 apartments	Garage serves retail, civic & transit uses, some surface	New city hall
CityPlace *Long Beach, CA*	12*	478,000	None	358 apartments 70 loft condominiums	Three garages and surface	120-room hotel
The Crossings *Mountain View, CA*	18*	5,000	N/A	630 for-sale units Single Family/Townhouses	On-street/surface/ residential garages	Parks, tot lots, community bandstand
Mizner Park **Boca Raton, FL**	28	236,000	260,000	272 rental units	Garage plus on street and surface	Museums, amphitheater, Plaza

**Smaller sites are in highly urbanized environments. CityPlace's 12 acres, for example, is the equivalent of eight Long Beach blocks. Data for all 13 revitalization projects will be included in the catalog to be published by CNU in Fall 2001.*

5 CityCenter
Englewood, Colorado

CityCenter is a mixed-use transit oriented development with retail, office and apartments. In March of 1968, Cinderella City Mall opened on the site with 275 shops —the largest mall west of the Mississippi. In 1974, the mall contributed 52% of Englewood's sales tax. A decade later, many tenants had relocated, and in 1997, the last tenant, Montgomery Ward, vacated the property, ownership reverted to the city, and the mall was boarded up.

Developer: Miller Weingarten Realty, a joint venture between Miller Development of Denver and Weingarten Realty Investors, a Houston-based REIT.

Planner: Calthorpe Associates

Architects: David Owen Tryba Architects and MCG Architects

Residential Developer: Trammell Crow Residential

3 CityPlace
Long Beach, California

Long Beach has gained renown after emerging as the most ethnically diverse American city in the 2000 Census. In this densely populated, highly urbanized environment, CityPlace provides needed housing and retail space on the site of the former Long Beach Plaza, with urban design and transit features integrated into the surrounding neighborhood.

Developer: Developers Diversified Realty Corporation

Architect: Jerde Partnership

4 Crossings at Mountain View
Mountain View, California

The Crossings is a mixed-income neighborhood built on the site of a 1950s shopping mall. In a market area saturated with retail properties and strained by recent job growth, housing demand is great. The project uses vernacular style and offers a variety of housing types with 85% of the units sold at market rate and 15% reserved for low to moderate income households.

Developer: The Plymouth Group

Planner and Architect: Calthorpe Associates

Residential Developer: Sidle Holtzman

6 Mizner Park
Boca Raton, Florida

On the site of the old Boca Raton Mall, a 430,000-square foot enclosed shopping center. Mizner Park mixes uses horizontally and vertically, incorporating lush native landscaping and providing transit, auto, and pedestrian access. Project streets continue into the existing neighborhood street grid.

Developer: Crocker & Company, TIAA-CREF

Planner and Architect: Cooper Carry & Associates

Federal Realty Investment Trust

Town & Country Mall becomes Santana Row: What was a dreary, outdated shopping center will soon become a vibrant mixed-use neighborhood.

Chuck Bohl

Participants sketch ideas at a charrette for the South Square Mall in Durham, North Carolina. The mall is threatened by a new shopping center nearby; local residents are helping envision a new future for the site.

Preliminary Findings

- The owner of the troubled or failed mall is in most cases not part of the redevelopment team
- The local municipality is typically the catalyst for mixed-use redevelopment of the site
- The master redeveloper is usually a joint venture composed of a local developer and a national or institutional partner
- Most of the projects introduce mixed uses including retail, office, and housing. Many projects combine rental and ownership housing with rental predominating. Hotels, civic uses, and public open spaces are common project elements.
- A number of the projects have or will have direct access to rail transit. These include CityCenter, The Crossings, CityPlace, and New Roc City. Others have scheduled bus service and/or shuttle service connecting the project site with nearby destinations.
- Many greyfield projects are anchored by grocery and big box retailers with stores placed on a newly re-established street grid. In most cases, these large tenants have a parking field up front with the potential for liner buildings to be added later with a corresponding increase in structure parking.

Congress for the New Urbanism

CNU's complete catalog of greyfield success stories will be available Fall 2001.

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Front cover: Dover, Kohl & Partners' plan for the transformation of Winter Park Mall in Winter Park, Florida. Courtesy of Dover, Kohl & Partners.

APPENDIX B

Redevelopment Resources

Models and Guidelines for Infill Development

Maryland Department of Planning

http://www.mdp.state.md.us/mgs/infill/infillfinal_1.pdf

Malls Into Main Streets

Congress for the New Urbanism in cooperation with the United Stated Environmental Protection Agency

http://www.cnu.org/sites/files/mallsintomainstreets.pdf

The Infill and Redevelopment Code Handbook

Transportation and Growth Management Program
Oregon Department of Transportation
Oregon Department of Land Conservation and Development

http://www.oregon.gov/LCD/docs/publications/infilldevcode.pdf

Infill Development: Completing the Community Fabric

Municipal Research and Services Center of Washington

http://www.mrsc.org/Subjects/Planning/infilldev.aspx