

# CREATING GREAT NEIGHBORHOODS:



# DENSITY IN YOUR COMMUNITY



produced by  
**Local  
Government  
Commission**  
in cooperation with  
**U.S. EPA**



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OF REALTORS

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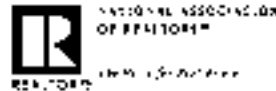
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# Creating Great Neighborhoods: Density in Your Community

September 2003

Produced by  
Local Government Commission

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U.S. Environmental  
Protection Agency

Sponsored by

NATIONAL ASSOCIATION  
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## Introduction: It's All About Your Community

**I**ncreased traffic congestion, loss of open space, infrastructure costs, and a desire for more housing options have all made smart growth an increasingly powerful strategy for building and revitalizing communities, catalyzing economic development and protecting the environment.

Evidence of this trend is everywhere. Of the 189 ballot initiatives in 2002 related to state and local conservation, 141 were approved. Elected in 2002, Massachusetts Republican Governor Mitt Romney, Michigan Democratic Governor Jennifer Granholm and Pennsylvania Democratic Governor Ed Rendell are poised to make smart growth actions a high priority.

Smart growth projects nationwide were built in record numbers, continuing a five year upward trend, reported "The New Urban News," an industry publication that tracks new development. Cities and towns across the country are re-examining and changing comprehensive plans, zoning and other building regulations to make smart growth possible.

Many states and localities are creating neighborhoods that offer a variety of transportation options, access to parks and recreation, a wide range of housing types, economic opportunity, lively streets, and quiet residential neighborhoods. Ironically, many communities pursuing these goals often inadver-

tently impede their achievement. How? By opposing a feature key to smart growth and to the success of so many great places: density.

Often, blamed for more traffic, crime, parking shortages, and ugly architecture, density faces broad opposition. Objections to density are not without basis.

Poorly designed density fuels public frustration. Office parks with no access to transit or sidewalks to homes have forced more driving, high-rise projects with no retail activity on the street have created unsafe neighborhoods, dense development without parks has limited recreation opportunities, and poorly designed housing has intruded on privacy. A common community response has been to oppose any and all density.



To encourage more dense development, several towns in the Puget Sound region adopted the Cottage Housing Development Zoning Ordinance. Third Street Cottages is one of the first developments to be built under this code (see case study).

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## What Is Density?

**D**ensity is generally defined as the amount of residential development permitted on a given parcel of land. It is typically measured in dwelling units per acre – the larger the number of units permitted per acre, the higher the density; the fewer units permitted, the lower the density.

### Gross density –

Total residential units / total development land area

### Net density =

Total residential units / total residential land area  
(excludes roads and other uses)

## INTRODUCTION



Belmont, Quincy, and Wellington exemplify vibrant smart growth development (see case studies).

This exacerbates quality of life problems. Jurisdictions that prohibit density create an environment where low-density development is the only option. Open spaces are consumed at alarming rates, traffic congestion increases as people drive longer distances between work and home, and subdivisions grow up without any town center, any corner store or any sense of community.

As communities confront the consequences of low-density development, a more balanced perspective emerges.

People are beginning to realize that codes of more intense development can help achieve local economic development goals, provide housing options, create walkable neighborhoods, and protect their air, water and open space. This balance helps create a sense of place—a place to walk, a place to talk to neighbors, a place to know the children are safe to walk to school. To create these great places, communities are zoning some areas for higher density and a mix of houses, with parks, schools and shops.

This more balanced perspective changes the discussion from "Should we have density?" to "What should the density look like and how should we create it?" The discussion invites citizens to think about designing great places, rather than just

thinking about density. It reflects a lesson being learned across the country: to create great communities, neighborhoods must combine density with great design.

Arlington County, Virginia, provides an early example of successful integration of higher density development into the community fabric. Since the 1970's, the county has concentrated development activity along its two rail transit corridors. The process created a community with expanded transportation and housing choices, a strong economy, low property taxes and a diversity of livable neighborhoods.

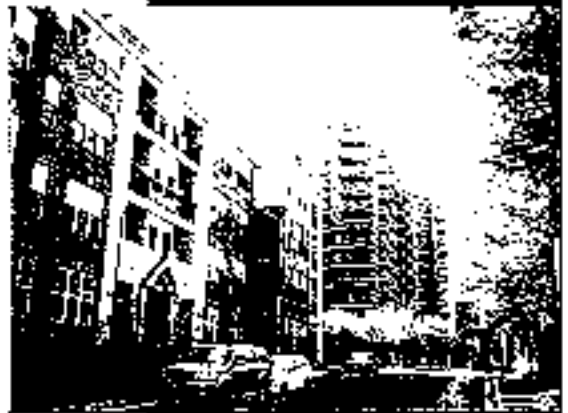
Density has given residents the opportunity to live in neighborhoods that meet their lifestyle preferences and economic means. Residents can choose to live in any number of amenity-rich neighborhoods where they are a short walk or bike ride from shopping, parks, schools and restaurants and a subway ride or drive to work and regional destinations.

Although less than seven percent of the county's land area is high-density development, it generates 33 percent of the county's real estate taxes, allowing the jurisdiction to have one of the lowest tax rates in the region. Integrating density in a concentrated area lets the county offer urban living to some and protect suburban living for others while increasing property values and maintaining community character throughout.

## How Density Creates Great Places to Live

**A**rlington's experience illustrates the growing public realization that adding density in appropriate locations can create great places to live. More and more people understand that to achieve their community goals and create a vibrant place to live, the community needs different types of development - different types of density. It cannot thrive over the long-term with only one development choice.

To achieve this balance, many communities are concentrating development in key locations, offering residents the opportunity to live in different types of neighborhoods, walk, drive or ride transit as they choose and enjoy great places to live. By balancing density in the community, these goals can be met.



Transit-oriented development has enabled Arlington County, Virginia, to provide a diversity of urban and suburban housing types.



Proximity of housing to retail neighborhoods allows residents of Sacramento's Metro Square to walk to most many of their daily needs. (See Design Principles.)

## Density helps create walkable neighborhoods

Part of the challenge of making a neighborhood genuinely walkable is providing attractive destinations nearby,

such as shops or restaurants. However, ensuring that those places are both walkable and economically viable requires density. Research suggests that densities of seven units per acre or higher are needed to support a small corner store; a small supermarket requires 18 units per acre.<sup>1</sup>

Retail destinations located within a short walk of residences typically include markets, cafes, dry cleaners and convenience stores, all of which partially depend upon pedestrian traffic for their customer base.

Higher density development contributes to the viability of a wider range of businesses, ultimately resulting in more destinations for residents to walk to.

Shops, houses, restaurants and schools may be located close to each other, allowing people to go out to eat, walk to school or purchase a quart of milk within a reasonable (5-10 minute) walk.

## Density supports housing choice and affordability

Communities that allow only low-density development limit housing choices and may drive up housing costs. By balancing lower, medium and higher-density projects, communities can offer a wider range of housing types.

In contrast to conventional development in which housing tends to be similar in style and size, higher density projects can provide townhouses, apartments, accessory units and even live-work spaces to accommodate a broader range of lifestyles.

This greater range of housing types expands housing choices within a neighborhood. This allows residents to choose housing that meets their changing

## Walkability Indicators in Higher vs. Lower Density

### ■ Sacramento Neighborhoods

In 2000, NRDC compared two Sacramento, California, area neighborhoods, one notably higher in density than the other. The comparisons are dramatic.

	<u>Metro Square</u> (20 du/acre)	<u>North Natomas</u> (6 du/acre)
Distance to:		
Convenience store	815 ft.	15,388 ft.
Supermarket	1,941 ft.	14,458 ft.
School	1,962 ft.	17,181 ft.
Bus Stop	666 ft.	11,055 ft.
Parks	347 ft.	702 ft.
Jobs in 1 mile	29,266	0

du = dwelling units | 2,640 feet = 1/2 mile |

source: Natural Resources Defense Council, *An Economic Characterization of Smart Growth Neighborhoods: An Exploratory Case Study*



needs and preferences over their lifetime.

Also more housing choices at different price points can increase affordability. Higher densities mean less land per unit, reduced site preparation, and lower per unit infrastructure costs—all factors that reduce the hard costs of construction and expand reasonably priced housing.

### Density helps expand transportation choices

**T**ransportation choices give people the freedom to walk and take a bus, train, or bicycle for part or all of their daily travel, as they commute to work or school, run errands, or pursue extracurricular activities. Density creates choice by providing the ridership needed to make bus and rail transit a viable and competitive transportation option.

By creating choice, density also contributes to improvements in the transportation system for two primary reasons. First, with destinations close by, car trips are shorter, resulting in fewer vehicle miles driven. Second, people can choose to walk, bicycle or take transit at least some of the time. For those who cannot drive—children, elderly, the disabled and some who cannot afford a car—such a choice equals the opportunity to travel independently,<sup>2</sup> which also means that caregivers don't have to drive them for all their needs.<sup>3</sup>

### Density supports community fiscal health

**D**ense development can improve community fiscal health by reducing infrastructure duplication and making efficient use of present capacity, before investing in costly infrastructure expansion.

As more housing units are built along a given section of road or sewer line, the capital cost of infrastructure per house decreases. For instance, the construction cost for 300 feet of road may be divided among three housing units or among ten. It could also be divided among 30 units.

In Virginia, the Charlottesville Metropolitan Planning Organization determined that more compact, dense development would save the area \$500 million in transportation system investments over 50 years in comparison to lower-density development.<sup>4</sup>

Alternatively, there may be little additional infrastructure cost when new developments use existing systems—as with infill projects that benefit from existing roads and sewers. The Commercial Club of Chicago estimates that by growing compactly (net density of 11



The Aggie Village development, in Davis, CA, is typical of many higher density projects that provide a variety of housing types, including single-family, duplexes and accessory units (see case study).



Density and design create places where walking is a viable and preferred option.

persons per acre) development in the Chicago metropolitan region over the next 20 years would save \$3.7 billion in infrastructure costs (water, sewer, roads).<sup>5</sup>

In regions dependent on agricultural production, compact development helps to protect valuable farmland. For example, an American Farmland Trust study of California's Central Valley estimated that the region would lose \$72 billion in agricultural sales over the 1995-2040 period if development continued at a low density pattern of 3 units per acre compared to a modest increase to 6 units per acre.<sup>6</sup>

### Density helps improve security

A common perception is that density increases criminal activity. This belief disregards the fact that criminals tend to favor desolate rather than busy places. Density

has the potential to increase area social interaction and consequently deter crime.

The key to ensuring that density improves security is design that encourages greater neighborhood surveillance and interaction. The concept, sometimes referred to as "eyes on the street," reflects common experience that people in homes, shops and on the street deter street crime simply through their presence.

Density boosts street life by raising the sheer number of people living and working nearby. Well-designed dense neighborhoods create a welcoming pedestrian environment that encourages neighbors to meet and "take ownership" of their common spaces.

In addition, neighborhoods with a variety of housing types are less likely to "empty out" and invite criminal activity during the day, when most people go to work.

## Driving Decreases as Density Increases

Higher-density development expands transportation choices by making it easier to use non-automobile transportation – walking, bicycling, bus and rail transit – by locating activities closer together. Studies indicate that the average resident in a compact neighborhood will drive 20- to 30 percent less than residents of a neighborhood half as dense.

At densities of eight units per acre and higher, neighborhoods begin to support bus and rail transit by increasing the number of transit users within walking and bicycling distance of a bus or rail station. Some areas refer to eight housing units per acre to support minimal bus service (30-minute headways), 20 units per acre to support a transit station, or 30 units per acre to support high-frequency transit service (10-minute headways).

source: John Holzelaw, [www.aecnetclub.org/sprawl/articles/design\\_eng.asp](http://www.aecnetclub.org/sprawl/articles/design_eng.asp)

### Density helps protect the environment

**H**igher densities reduce the impact of the built area on the environment. By concentrating development and people within a smaller geographic area, density reduces land consumption and allows communities to protect valuable open space, habitat, farmland and ecologically sensitive areas.

Accommodating the same number of housing units on less land enables communities to shift construction away from sensitive areas to locations more suitable for development<sup>7</sup> – all crucial for minimizing water pollution – while still making room for additional growth.

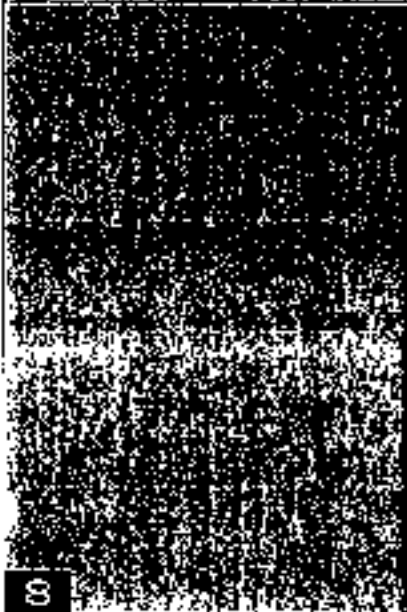
### Density Cuts Infrastructure Costs

**A** report by the U.S. Office of Technology Assessment (OTA) found that it cost a western city \$10,000 more to provide infrastructure to a lower density suburban development than to a more compact urban neighborhood. Similarly, the Urban Land Institute (ULI) found that infrastructure costs per housing unit drop dramatically as density increases. The combined cost of utilities, schools, and streets falls from \$90,000 for one dwelling sited on four acres to just over \$10,000 per unit for developments of 30 units per acre. (OTA-ETI-643, 1995; ULI, Wieman, 1996)

Compact, higher density development lessens the impact on air quality as well. Building at higher densities expands transportation options and reduces distances between destinations – both factors help minimize air pollution.



At a net density of 30 units per acre, The Crowings in Mountain View, California illustrates how density can reduce infrastructure costs, provide community amenities and create a distinctive and attractive neighborhood in which to live and work.



## Learning from others: Density with design

**C**onvenient amenities, walkable neighborhoods, reasonable taxes and environmental quality only get you so far – to these we must add good living space, privacy, parks and pleasing surroundings. Design is the tool that brings all these together.

Without good design density can backfire. Poorly designed density will not provide the benefits described above, but may exacerbate traffic, crime and inefficient public spending, thus reducing the public's willingness to consider and accept other dense projects.

This is the lesson learned by Arlington County and also the nine communities highlighted in the case studies. They all show how to balance higher and lower density development and employ superior design to achieve community goals.

Several principles of good design emerge from their experience.

As the section on design principles explains in detail, good design is based on five primary principles:

- 1 Increase densities in appropriate locations.
- 2 Connect people and places through a complete street network that invites walking and bicycling and provides convenient access to bus or rail.
- 3 Mix uses to create a quality of life where people may choose to live near their work, walk to the local store, or bike to the library with their kids.
- 4 Place parking in alternative locations to support density and create inviting places to walk, and
- 5 Create great places for people.

The combination of these five principles, along with resident involvement, helps ensure that density contributes to the community's economic, social and environmental health.

## Well-Designed Density in Your Community

**B**uilding great dense places with good design is not just an abstract theory – it is a practical approach to growth that is being used in many diverse places across the country. These nine case studies from Oregon, Washington, California, Colorado, Texas, Minnesota and Virginia all show not only that density can be done well, but that when it is done well, multiple community goals can be met.

In all these cases, community leaders have worked with developers and residents to create great neighborhoods with density. Some have created attractive destinations in the existing community (mixed-use developments such as Belmont Dairy and Addison Circle) and some added higher density to provide reasonably priced housing for community employees (such as the Wellington neighborhood). All of these projects reflect strong public involvement, detailed attention to the pedestrian environment and uncompromising dedication to superior design.



### Case studies from around the country:

Belmont Dairy:

Urban reuse and infill

Wellington Neighborhood:

Moderately priced housing

The Crossings:

Transit oriented development

Aggie Village:

University mixed use infill

Addison Circle:

Suburban town center

NewHolly Urban Village:

Redesigned affordable housing

Third Street Cottages:

Rural infill

RiverStation and

Heritage Landing:

Mixed use urban infill

Courthouse Hill:

Suburban residential infill

## Urban reuse emphasizes historic character

Belmont Dairy  
Redevelopment  
Portland,  
Oregon

Belmont rowhouse exterior

In Portland, Oregon, the Belmont Dairy redevelopment is a mixed-use, urban infill project in the neighborhood of Sunnyside. Located approximately 1.5 miles southeast of downtown, the Belmont Dairy complex has expanded housing and retail choices for local residents, spurred reinvestment, and created a strong anchor for a changing neighborhood.

After 70 years in the business, the Belmont Dairy site sat abandoned in 1990, burdened by environmental contamination. Where most people saw a wasteland, the developers, community residents, and public officials saw the potential for a vibrant community center that would include a mix of housing and retail. Despite the neglect of the site, there were several reasons for optimism: its location within an established business district, proximity to downtown, and easy access to public transportation. These advantages made development viable from both the market and policy perspective.

Phase 1 of the Belmont Dairy project was completed in 1997. This initial phase involved conversion of the 70-year-old dairy facility into 19 market-rate lofts and 26,000 square feet of ground-level retail, including a 24-hour specialty grocer, restaurants, and several shops. The developer also attached a new apartment building to the former dairy, adding 66 units of

affordable housing. A community courtyard that adjoins the apartments and loft structures forms the lid of an underground parking structure. The net density of Phase 1 is 70 units per acre (85 units on 1.22 acres).

Phase 2 of the project, completed in 1999, consists of 30 rowhouses behind the dairy building. The rowhouses, all two-bedroom/ two-bath units ranging from 1,326 to 1,715 square feet, sold in 1998 for prices between \$198,000 and \$269,000. The quick sale of the rowhouses reflects strong demand for this type of housing. The average Southeast Portland home price today is considerably lower - \$139,700. This represents all units for sale, including free-standing houses.

The net density of Phase 2 is 33 units per acre (30 units on 0.91 acres), about double the typical rowhouse density in Portland. A central, private courtyard bisects the project and allows four rows of homes to be sited in a 200-foot block dimension. The garages are accessed from the rear, behind the units so that pedestrians see front porches, balconies, and bay windows - not a wall of garage doors.

The overall design emphasizes the site's historic presence in the neighborhood and creates a pedestrian-friendly streetscape. The brick walls of the dairy remain, the scale of the anchor building has been maintained, and the name and logo of the project remind the community

of the project's roots. The row-houses employ an architectural style consistent with the wood frame, cedar-shingled homes dominant in the adjacent blocks and create a transition between the commercial corridor and the surrounding neighborhood of single and multi-family houses.

Buildings are oriented to the street, with balconies and small patios facing the sidewalks. The rowhouses feature a landscaped courtyard providing each unit with a small private garden area with planting beds and stone paving enclosed by an ornamental iron fence. This creates a pedestrian-oriented streetscape and improves security because so many windows and entrance doors face the interior courtyard, providing "eyes on the street" a deterrent to potential criminals.

The Belmont Dairy redevelopment is the cornerstone of revitalization for Portland's Sunny-

side neighborhood; the apartments have a low vacancy rate, the row-houses have been sold, and the retail space, anchored by Zupani's Market, has created new destinations accessible on foot. The mix of land uses has expanded housing and retail options within the neighborhood.

The housing provides new residents with quick access to transit, and to the citywide job market. Not only is the project close to bus lines, but sidewalks and crosswalks allow good pedestrian mobility, and the complex provides covered and open bicycle parking spaces.

New businesses have entered the area, demonstrating the growing appeal of the neighborhood. According to the REACH Community Development Corporation of Southeast Portland, in the two-year period following Phase I construction, the area around the Belmont Dairy enjoyed a 52-percent increase in the number of businesses.



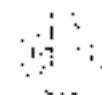
View of Belmont Dairy Apartments and Rowhouses

*"This project is about the preservation of a building, a community and a vital urban neighborhood. Creating a mix of new retail and residential space contributes to the value and livability of the entire community."*

*— Thomas Badrick,  
Sunnyside Neighborhood  
Association president,  
Aug. 29, 1996*

### Project Profile

- Urban infill
- 2.5 acres
- Mixed-use project with 66 subsidized apartments, 19 market-rate lofts, 30 owner-occupied rowhouses, interior courtyard, and 26,000 sq. ft. of ground-level retail
- Residential density: 54 units/acre net
- Parking spaces per unit: 1.1
- Built 1996-99
- Developer: Belmont Limited Partnership
- Designer: GBD Architects, Inc.



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## Belmont Dairy APARTMENTS

### Urban living in the Hawthorne District

Situated in the heart of the Hawthorne Business District, close to 40 restaurants, we offer tax credit apartment homes, as well as market rate lofts with soaring 22 foot ceilings. Converted from an original dairy, the apartment homes are very large with high ceilings and favorable amenities. The loft spaces offer air conditioning, designer kitchens, skylites, and more. Both homes have free covered parking. Located on a major transit bus line, the location could not be more convenient for downtown access. Close also to freeways east and west.

#### School Information:

School District: Sunnyside  
Elementary: Sunnyside (Grades 1-8)  
Middle School: Buckman (Grades 6-8)  
High School: Franklin High School  
Closest University: Portland State University

#### Belmont Dairy Apartments and Lofts

3340 SE Morrison Street  
Portland, OR 97214

(503) 235-4312

TTY: -2835  
Contact Us

#### Office Hours:

Mon-Fri 9:00am to 5:00pm  
Saturday: Closed  
Sunday: Closed  
Apartments shown by  
appointment only.  
503-235-4312

#### Web Site:

[www.belmontdairyapartments.com](http://www.belmontdairyapartments.com)

#### Property Type:

• Conventional • Tax Credit Housing

Note: The information provided on this site is subject to change without notice. Contact the apartment manager for the latest information.



[Prev. Photo](#)

#### [Send to a Friend](#)

#### Key Features:

We offer industrial lofts with 22 foot ceilings and spacious bedroom apartments. Welcome to the Hawthorne District.

#### Floor Plans:

[1 Bedroom](#)   [2 Bedroom](#)

#### Deposits & Fees:

Security Deposit: \$355 to \$1450   Pet Deposit: \$300   Pet Screening Fee: \$40

#### Pet Policy:

Cats and Dogs welcome with management approval. Additional dogs. We require a written agreement for all pets.

#### Additional Items:

Neighborhood: Laurelhurst and Hawthorne   Year Built: 15  
Of Units: 85





<http://www.epa.gov/smartgrowth/case/belmont.html>  
Last updated on Friday, June 15th, 2007.

## Smart Growth

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## Smart Growth Illustrated

### Belmont Dairy, Portland, Oregon

With the Belmont Dairy project, developer The Belmont Limited Partnership cleaned up and rehabilitated an abandoned dairy building to provide a variety of housing choices and retail services that led the revitalization of a neighborhood retail district in southeast Portland, Oregon.

In 1997, one half of the old Foremost Dairy building was converted into 19 market-rate loft apartments and 26,000 square feet of retail space, including a specialty grocery, a restaurant, and several shops. Attached to the dairy is a new apartment building that contains 66 units of affordable housing. Phase 2 of the project, completed in 1999 on the site of a former truck maintenance yard, contains 30 rowhouses at twice the density of conventional rowhouse developments in the city. Typical Portland rowhouse plans are long and thin and two fit, back-to-back, on a normal block with an alley in between. Belmont Dairy's three-story rowhouses have a square floor plan. The rowhouses are oriented into two C-shaped clusters around a central, landscaped courtyard. The garages are located inside the Cs and hidden from the right of way, which means that, instead of seeing a wall of garage doors, pedestrians walking by see front porches, balconies, and bay windows. Some residents of the rowhouses have taken advantage of the area's business zoning by incorporating offices on the first floor of their homes or in their garages.

Since the 30-plus units per acre overall residential density of the project is far higher than the surrounding neighborhood, the developers met early and continuously with the neighborhood association and other stakeholders. The rowhouse portion of the project was designed as a transition from the high-density



A grocery store occupies the first floor of the original dairy building. Nineteen apartments are on the second floor. The new five-story building in the rear contains 66 affordable apartments.  
[Larger Picture](#)

SMART GROWTH PRINCIPLES BELMONT DAIRY	
#1 Mix Land Uses	✓
#2 Compact Building Design	★
#3 Range of Housing Choices	✓
#4 Walkable Neighborhoods	✓
#5 Distinctive and Attractive Places	✓
#6 Preserve Open Spaces and Farmland	-
#7 Development in Existing Communities	✓
#8 Transportation Choices	✓
#9 Predictable and Fair Decision Making	-
#10 Community and	

development on Belmont Street to the single-family homes two blocks away. The developers' efforts to explain the benefits of the design and willingness to address community desires resulted in the project receiving strong community support during the entitlement process.

Initially, lenders for Phase 1 of the project were only willing to loan 32 percent of the project's cost rather than their usual 80 percent. As a result, the developers had to raise a mix of public and private financing, including affordable housing loans, bonds, and low-income housing tax credits.

At Belmont Dairy, compact development combined with good design creates a livable community where residents can walk to services available on Belmont Street and take a 10-minute bus ride to downtown Portland, one-and-a-half miles away.

The Belmont Dairy won the Oregon Governor's Livability Award in 1997 and an Ahwahnee Award from the American Institute of Architects, American Planning Association, and the Local Government Commission in 1999. The Belmont Dairy Row Houses also received an Oregon Governor's Livability special mention award in 1999.

Stakeholder Participation	✓
---------------------------	---

KEY	
★	Principle highlighted by case study
✓	Other principles illustrated



A bicyclist turns onto Belmont Street while a bus picks up passengers down the block. Downtown Portland and the Lloyd District are only short bus rides away for residents of Belmont Dairy.

[Larger Picture](#)



Belmont Dairy town homes look on to a central courtyard. An existing home can be seen across the street. At 34 units to the acre this design is nearly twice as dense as typical Portland town homes.

[Larger Picture](#)



A cyclist and child pass shops at Belmont Dairy. Here the five-story apartment building steps down to two stories where it faces single family homes across the street.

[Larger Picture](#)

[Previous case study](#) | [List of all case studies](#) | [Next case study](#)

## Wellington Neighborhood Development Breckenridge, Colorado



The Wellington Neighborhood is a residential development in the Colorado resort community of Breckenridge. Located 1.3 miles east of downtown, the Wellington Neighborhood has expanded home-ownership opportunities in Breckenridge and enabled the community to preserve resources and natural amenities critical to its economic success. Creating a socially cohesive, vibrant neighborhood, this new development has made housing available to people who are essential employees in any town – police officers, nurses, teachers, small business owners, resort workers and civil servants – giving them a stake in the community.

In 1997, the 85-acre site that was to become Wellington stood unused. Seventy years of mining activity had left huge piles of basketball-sized dredge rock. Previous zoning that allowed only four units on the property severely reduced the opportunity for development that would make market sense.

Meanwhile, Breckenridge faced a severe shortage of housing, forcing many of the town's permanent employees to seek housing 50 miles away from town and endure 45-minute or longer commutes.

Over the next four years (1997-2001), the residents, the developer and town officials held

regular discussions to plan and design the Wellington Neighborhood. Cooperation ensured significant community support and led town officials to endorse the project through Indirect subsidies worth \$1 million, including waivers of planning and inspection fees and a one-percent transfer tax.

The Wellington Neighborhood is a 122-unit, multi-phase residential development on 23 acres of the 85-acre site. The first phase consists of single-family homes; successive phases will include attached housing, live/work buildings and shops. Ninety-eight of the units in the Wellington Neighborhood are targeted to meet the housing needs of permanent town residents or "locals" and range in price from \$220,000 for a two-bedroom duplex to \$305,000 for a four-bedroom single family house (approximately \$80,000 below market price).

Homes are kept affordable for future buyers by capping the appreciation of housing at 3 percent a year, or up to the percentage increase in the area median income, whichever is greater. The remaining 24 units are sold at market-rate prices and targeted toward second-home owners.

Forty acres of the site are slated for additional development, and the remainder will become open space. Residents have a number of transportation choices. The offices, shops, and nightlife of downtown Breckenridge are within a 15- to 20-minute walk

or a short shuttle and bus ride. When the whole complex is completed, residents will be able to pick up mail or have a cup of coffee in the neighborhood center.

Wellington exemplifies the characteristics of a traditional neighborhood development. It not only evokes the look and feel of a small town, it fosters the social interaction and community cohesiveness that many expect of their neighborhoods.

Homes are located on narrow lots, close to the street edge, and because of offset foundations and a variety of designs, do not line up in rows.

Ranging in size from 1,200 to 1,800 square feet, the homes blend into the character of the community. They have front porches, gables and fretwork, and their one-and-a-half story structures echo the scale and character of historic Breckenridge.

Garages are located to the rear of lots, and adjacent to alleys,

which provide access for emergency services and trash removal.

Public greens, shared open spaces – are located within the clusters of housing to provide a safe and appealing place for play and pedestrian activity. These greens connect to a green way that abuts the residential development and ultimately provides residents with access to Arapahoe National Forest, recreation trails, and cultural and historic resources.

The Wellington Neighborhood has begun to address the housing affordability crisis in Breckenridge. By making 98 of its 122 housing units permanently affordable, the Wellington Neighborhood has given town residents the opportunity to live where they work and play where they live.

Because of its mix of housing types and design, Wellington has given the community an active, vibrant, and stable neighborhood, where people can get to know their neighbors, and commutes to the jobs are short.

Through the Wellington development, the town has been able to restore land damaged by historic mining activities, protect valued open space, and increase community access to cultural and natural resources.



View of community green

*“You’ve got to find a way to keep the police officers, the teachers, the managers in the community. This neighborhood is helping to ensure that people who work here can afford to live here. These people are both the economic engine and the soul of the town.”*

*—Sam Mamula,  
Mayor of Breckenridge*

## Project Profile

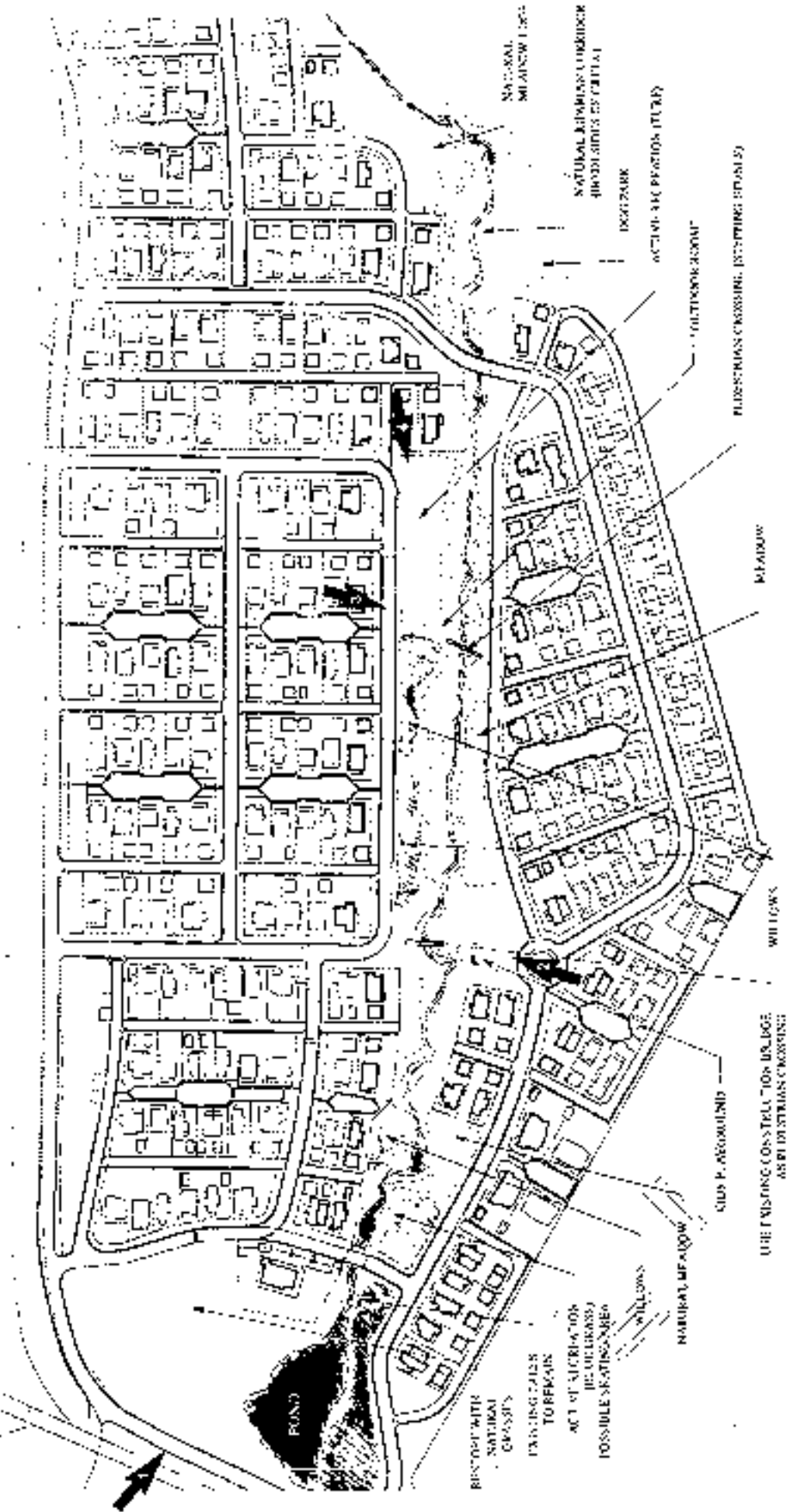
- Residential project: includes 122 units, 98 affordable units, 24 market-rate units
- 1,200-1,800 sq. ft. homes
- Residential density: 5 units/acre
- Parking: 2 spaces per unit
- Built: First phase completed in fall 2002
- Developer: David O’Neil, Wellington Neighborhood, LLC
- Designer: Wolff/Lyon Architects

# WELLINGTON NEIGHBORHOOD

300' CENTERLINE, CONC. GRADE

# SOUTH 40

DEPT. MILE R. 12, 200.5



# PARKS & AMENITIES

WELLINGTON NEIGHBORHOOD

# WELLINGTON NEIGHBORHOOD

BRECKENRIDGE, COLORADO

# SOUTH 40

DECEMBER 12, 2023



1 An aerial view of the proposed development from the valley, showing the layout of the houses and the surrounding landscape.



3 A different view of the proposed development from the valley, showing the layout of the houses and the surrounding landscape.



2 An aerial view of the proposed development from the valley, showing the layout of the houses and the surrounding landscape.



4 A different view of the proposed development from the valley, showing the layout of the houses and the surrounding landscape.

## The Crossings Mountain View California

The Crossings in the city of Mountain View, 30 miles south of San Francisco in the middle of Silicon Valley, transformed a failing 1980s auto-oriented mall, the Old Mill Mall, into a vibrant neighborhood that offers a variety of housing and transportation choices. The 18-acre infill project by TPG Development replaced the demolished shopping mall with housing units, retail shops, and a daycare center, all oriented toward the new San Antonio Avenue CalTrain commuter rail station.

Home to the decaying mall until 1995, the 18-acre site is bounded by commercial space on two sides (including a supermarket), a rail line and expressway on a third side, and condomini-

ums on the fourth side, with a local school nearby. When CalTrain announced its plans for a new commuter station, the city of Mountain View began to work with adjacent communities and local residents to rezone the mall parcel for residential development, working out a joint Precise Plan to help direct the project.

TPG Development's original proposal envisioned an auto-oriented mixed use development. The city rejected the proposal,

and the design firm of Calthorpe Associates was hired. TPG and Calthorpe Associates engaged the community in designing the new mixed use development.

The project leveraged the existing retail business, particularly the supermarket, as an asset for the new housing units, while providing diverse housing choices to the Silicon Valley community.

The first phase included 47 single-family detached houses. Thirty units sold before construction was finished, at \$249,000 per unit. Resale value reached \$600,000 per unit in 2002.

Completed in 2000, the development contains 359 units - 102 small-parcel detached houses, 129 rowhouses and 128 condominiums - for a total of about 1,000 residents.

The development includes a community center and pool, small retail businesses facing the CalTrain station, and 200 parking spaces for rail commuters. The gross density is 21 units per acre, with a net density of 30 units per acre - compared to an average overall density of 7 to 10 units per net acre in the rest of the city.

The housing types range from a density of 11 units per acre to 70 units per acre. The 5,000 square feet of retail is within a five-minute walk of the rail station. Although priced at market rates, the compact design made the units relatively affordable in



Single-family homes  
in The Crossings

the high cost Silicon Valley real estate market. At first sale, about 80 percent of the units sold below the median home price in Mountain View.

Architectural integrity and access to transportation options were key elements of the Crossings' design plan. Designed in the "Palo Alto Cottage" vernacular, buildings feature 5 foot setbacks, which brings homes closer to the street and helps integrate the neighborhood into the surrounding community. Houses with front porches stand close together on narrow lots.

Retail and office use are concentrated near the transit station; the lowest density is farthest from the station, but still within a 5 minute walk to all services.

Residential parking is located behind units, deeply set back from the housing fronts, or underground.

Apartments are organized around common courtyards; two small parks are positioned close to all the homes, and a bandstand and tot lots are part of the intimate environment.

Amenities such as a day care center and a pool help create an enriching community.

Short blocks on a small grid system help facilitate various modes of transportation. Streets are lined with trees to provide shade and protection to the neighborhood pedestrians. On-site redwood trees were preserved.

The Crossings is a walkable neighborhood that connects surrounding commercial and residential uses to a new transit station. It offers pedestrian-friendly streets, diverse housing choices at moderate prices, and three times the average city density. The new rail station is integrated into the community, surrounding infrastructure is optimized, the city's tax base is increased, and new development is accommodated close to retail and community destinations.



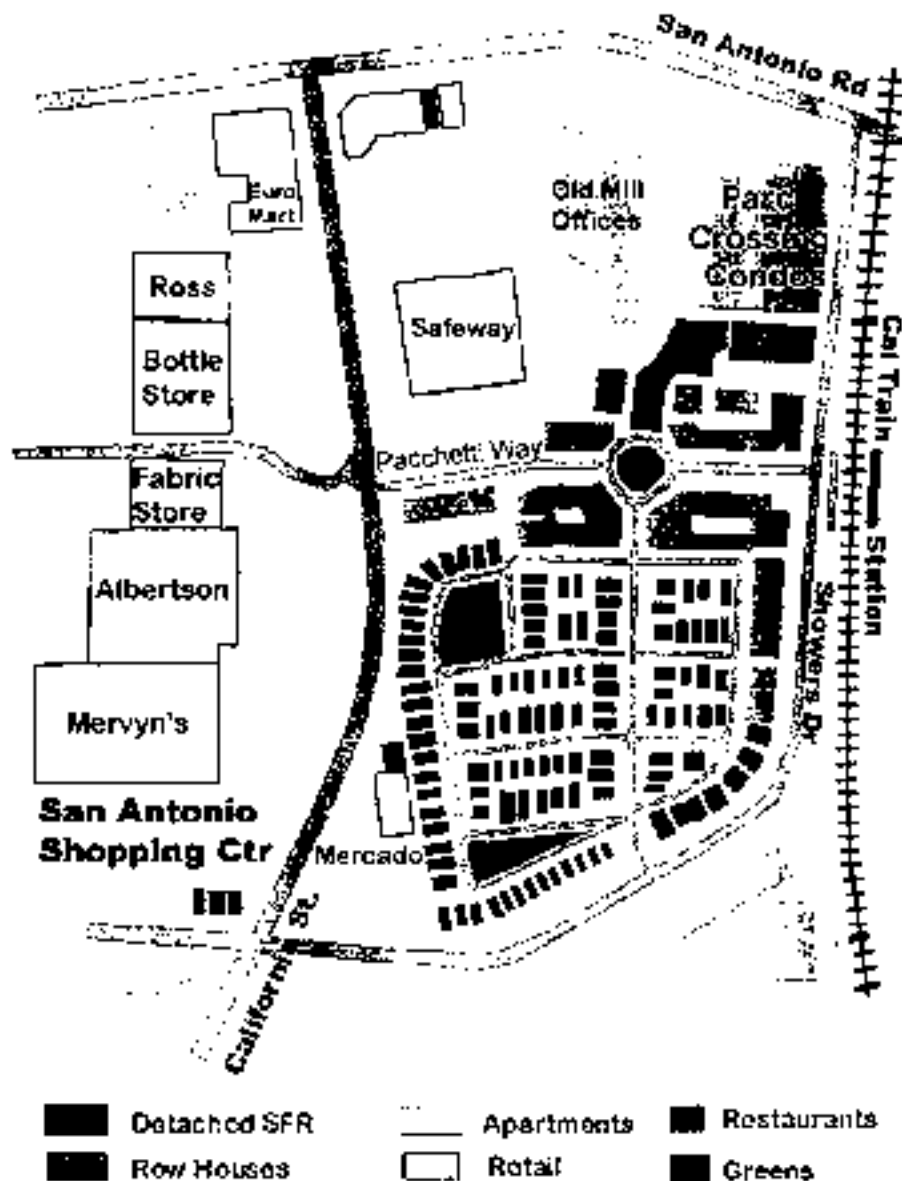
Residential development

### *Project Profile*

- Suburban reuse site: old mall
- Total area: 18 acres in Silicon Valley
- Mixed-use project includes 102 single-family detached houses, 129 rowhouses and 128 condominiums
- Residential density: 30 units/acre net
- Parking: 200 spaces for CalTrain commuters
- Built 1995-2000
- Developer: The Plymouth Group
- Designer: Calthorpe and Associates



# Crossings at Mountain View



This is a regarded Transit Development design by Peter Calthorpe. The homes are within walking distance of a CalTrain station that is serving San Francisco and other points.

Unfortunately, the value of the CalTrain station was diminished in August 2005 when the "bullet" express service between SF and Los Angeles was introduced. Because the San Antonio stop serving the area was too small to stop for the express train, it has only one train per hour during the evening commute. Mid-day travelers (4 p.m.) can continue to expect a train every 15 minutes.

A major advantage of Crossings is its location adjacent to a suburban shopping area that includes Safeway, Trader Joe's, Sears, Roebuck & Co., and Walmart. In fact, one of Crossings' claims

is that it is a brownfield development on the site of a former shopping center that, in addition to the Safeway, Crossings residents are within easy walking distance of several markets and restaurants. It is a fine example of a New Urban development where residents could exist with one less automobile, or perhaps no car at all. The Crossings is one of the earliest towns on the West Coast and it is aging well. The 18-acre parcel contains three types of dwelling units: 128 condominiums on the north end of the development, townhouses concentrated on the eastern side (nearest the CalTrain station), and

## University mixed-use benefits community

Aggie Village  
and Davis  
Commons  
Davis,  
California

Completed in 1997, the vibrant mixed-use, infill Aggie Village in Davis occupies a 10-acre tract that sat vacant for nearly 30 years, until the mid-1990s. Located within the city's downtown core, east of the University of California's Davis campus, Aggie Village provides needed housing for university employees. Together with Davis Commons, an adjacent 3.5-acre commercial development opened in 1998, Aggie Village has significantly expanded Davis' downtown tax base.

limits, new faculty would likely be priced out of the market.

The planning of Aggie Village involved 14 public workshops, resulting in a special Planning Citizens Committee of 22 people appointed by the city and the university. The final outcome is 54 Craftsman, Victorian and Mission-style homes - 21 single-family homes, 16 duplex townhomes and 17 accessory dwelling units or cottages - at a residential density of 17 units per acre.

The single-family homes have recessed garages, with accessory dwelling units to the rear of lots. The accessory units face each other and overlook a series of bicycle and pedestrian paths or alleys.

Townhomes, concentrated on the north of the site, are consistent with the scale of fraternity and sorority houses directly across the street.

Original sale prices for detached single-family ranged from \$175,000 to \$250,000, with duplexes selling for \$150,000 to \$160,000. The cottages are rented out, currently for between \$650 and \$800 per unit - compared to the city's market rate of \$975 for a two-bedroom rental.

Several bus stops, a multi-use path along First Street, and the Puhah Creek Greenway, which abuts the housing development to the south, allow quick bus and bicycle access to the campus and downtown.

Beginning in the mid-1990s, both the city and UC Davis planners grew interested in the vacant tract as a site for possible development. Town leaders and university officials saw the site as a means to expand and diversify Davis' commercial tax base without impairing the

character or the retail, social, and cultural primacy of downtown.

University officials also saw the site as an opportunity to meet expected housing demand. Faculty was expected to increase by 500 people over the next 10 to 15 years, and the university wanted to ensure that new faculty would have the option to both live and work in Davis. Housing costs were on the rise, and without additional affordable housing within town



By design, Aggie Village is a socially vibrant neighborhood, where residents can sit on front porches and talk with pedestrians, where the streets, sidewalks and alleys serve as gathering places as well as transportation routes.

Facilitating interaction between residents meant turning the streets, alleys, and paths into public spaces that welcomed and encouraged neighborly interaction. Consequently, all single-family and accessory units have narrow setbacks and front porches, and overlook a street, alley or path.

Garages are recessed so as not to intrude on the sidewalk. Street trees and on-street parking buffer automobile traffic. Alleys are reserved for pedestrians and bicyclists.

The density of Aggie Village changes depending on proximity to the university or downtown.

Areas near downtown have higher density, with the multi-story duplex, townhomes and retail center. Areas near the campus and its facilities (arboretum and greenhouse) are less dense, with cottages and single-family homes.

The neighborhood extends the downtown street grid and integrates its bike and pedestrian network into the existing paths that run along the Putah Creek Greenway and First Street. This establishes strong transportation connections between the campus and the downtown.

The addition of Aggie Village and Davis Commons has been good for the university, local business, and the tax base, attracting new retail and strengthening existing stores. Yet, the developments have also enhanced the small town feel of the community, both easily accessible on foot or a bike.

Aggie Village has galvanized community support for additional higher density residential development within the downtown core. It has motivated the community to shift from its former "slow growth" attitude toward support for smart growth, with most residents recognizing this as a way to strengthen downtown and add to, rather than detract from, local quality of life.



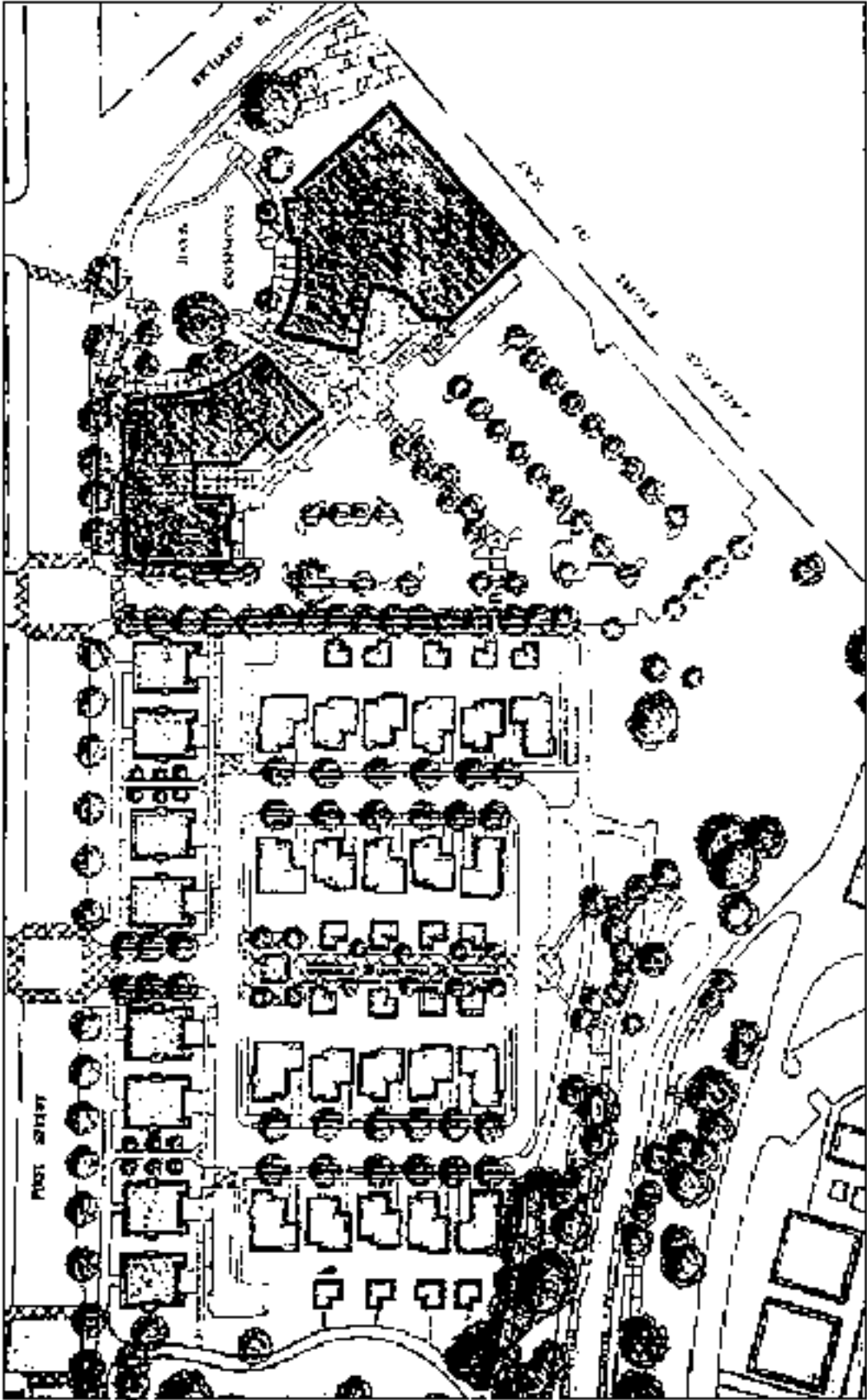
Single-family homes adjacent to bike path, with retail behind.

*"Everything has 'eyes on it' and everything has activity. That's the most interesting part of the site plan to me."*

*— University planner Bob Seager, in the "Places" column in California Planning and Development Report, March 1997*

### ***Project Profile***

- Mixed-use infill development (varied lot)
- Total area: 10.8 acres (4.5 residential, 3.5 retail, 15,000 square feet of open space)
- 54 residential units (21 single-family homes, 17 cottages, 16 duplex units)
- Residential density: 17 units/acre net
- Parking spaces per unit: 1.9
- Housing completed in 1997, retail opened 1998
- Developer: University of California, Davis
- Designer: Calthorpe and Associates



Aggie Village Built Images

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Retail Plaza at Entrance



Retail Use



Plaza as Walkable Destination



Plaza as Open Space



Duplex Fronting Access Street



Duplex Fronting Access Street



Single Family



Single Family



Separate Access to Carriage/Grad Units



Carriage/Grad Unit Behind Single Family

## Addison Circle Addison, Texas

**A**ddison Circle is a mixed-use town center in the Dallas suburb of Addison, Texas. Built on an 80-acre parcel, the mixed-use complex is adjacent to "old town" Addison, within walking distance of employment, retail, entertainment, a conference and arts center, and a proposed light rail station. Addison Circle has expanded local housing choices, stabilized the suburb's tax base, and given it a physical focal point. Fulfilling the local vision, it is a "live, work, play and stay" community.

The idea for Addison Circle emerged in 1991, during an update of the community's comprehensive plan. Facing increased retail competition from surrounding jurisdictions, community leaders sought to support the town's retail by increasing their permanent residential population, and creating a distinctive dining, shopping, and work destination for visitors and employees.

Tired of "garden-style" apartments, residents favored residential development that would create a sense of community and place. There was clear market demand: empty-nesters, double-income couples and young professionals wanted a 24-hour neighborhood, but had few options to exercise their preference outside Dallas.

Tired of "garden-style" apartments, residents favored residential development that would create a sense of community and place. There was clear market demand: empty-nesters, double-income couples and young professionals wanted a 24-hour neighborhood, but had few options to exercise their preference outside Dallas.

Construction of Addison Circle began in 1995, following joint efforts by the developer, the city and residents to reach consensus concerning basic design principles and development standards.

There are two distinct sub-areas within the project. An interior mixed-use area includes a residential neighborhood of mid-rise housing, neighborhood retail, parks and community services. Surrounding the interior area is a predominantly commercial district fronted by the North Dallas Tollway and consisting of high-density office, retail and residential development.

At buildout, Addison Circle will have a gross residential density of 54.6 dwelling units per acre (net density of about 100 units per acre), triple that of other residential development in Addison. It will feature 2,800 residential units ranging in size from 570 square foot efficiencies to 3,200 square foot lofts.

It will also include one million square feet of office space and 250,000 square feet of retail, along with civic centers and more than 10 acres of public parks, while creating approximately 10,000 jobs.

Addison Circle is intended to be both a community gathering place and a metropolitan center for office and entertainment development. This is a delicate balance, achieved through project design that emphasizes pedestrian-friendly, human-scale



Public plaza and apartments.

development, safety, and interaction. The design ensures that the public spaces – streets, pedestrian malls, courtyards and plazas – are inviting and secure for pedestrian activity and community interaction.

Buildings are set close to public spaces and their entrances and windows open into or overlook these spaces, enhancing public sight and awareness, or “natural surveillance” of nearby activity. The placement of retail at the street level, with windows also looking toward the public space, augments that natural security effect, while making the walk more interesting for pedestrians.

Generous sidewalks – 12 feet wide on residential streets, 14 feet on boulevards – include street furniture, bike racks, benches and litter containers, with trees at 25-foot intervals.

To balance the intensity of development and provide venues for interaction, planners

integrated a number of green spaces into the neighborhood. A traditional town green, east of the traffic roundabout is lined with shops, residences and offices. A series of smaller pocket parks are distributed throughout the neighborhood, as are jogging and bicycling trails.

The Addison Circle neighborhood is thriving, with downtown residents, office workers and retail customers taking advantage of its many amenities. All the planning and consensus building that went into its development have amply paid off.

With an influx of residents and retail customers, Addison Circle has stabilized the tax base of the community, and given Addison the center and identity that it desired.



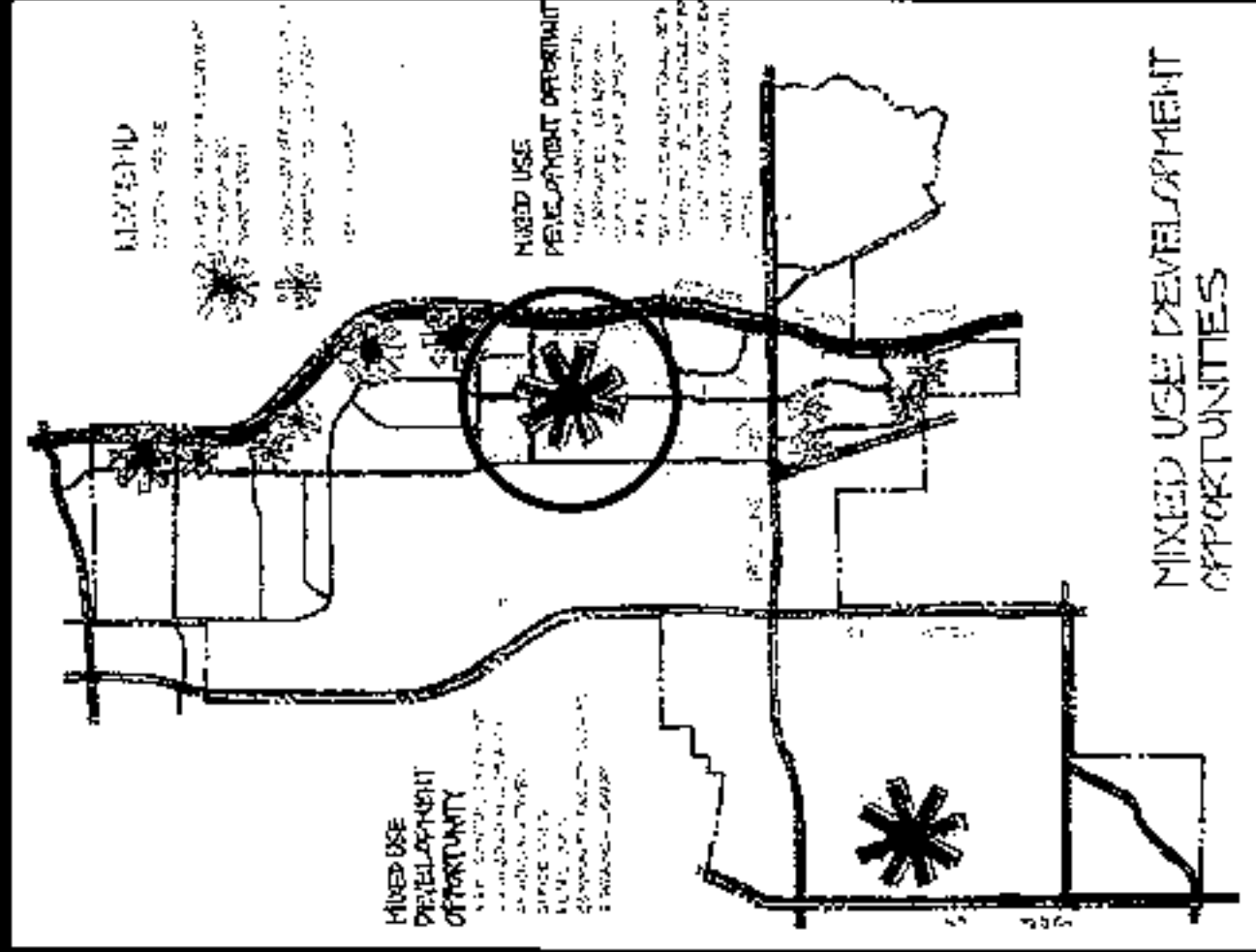
Mixed-use development overlooking public green

### *Project Profile*

- Suburban Town Center
- Total area: 80 acres
- Mixed-use project: 2,800 dwelling units, 1 million sq. ft. of retail and 10 acres of open space at buildout
- Residential density: 54.6 units/acre gross
- Parking: 1 space per bedroom
- Phases 1-2 built 1995-2000; Phase 3 under construction
- Developer: Post Properties, Inc.
- Designer: RTKL Associates, Inc.

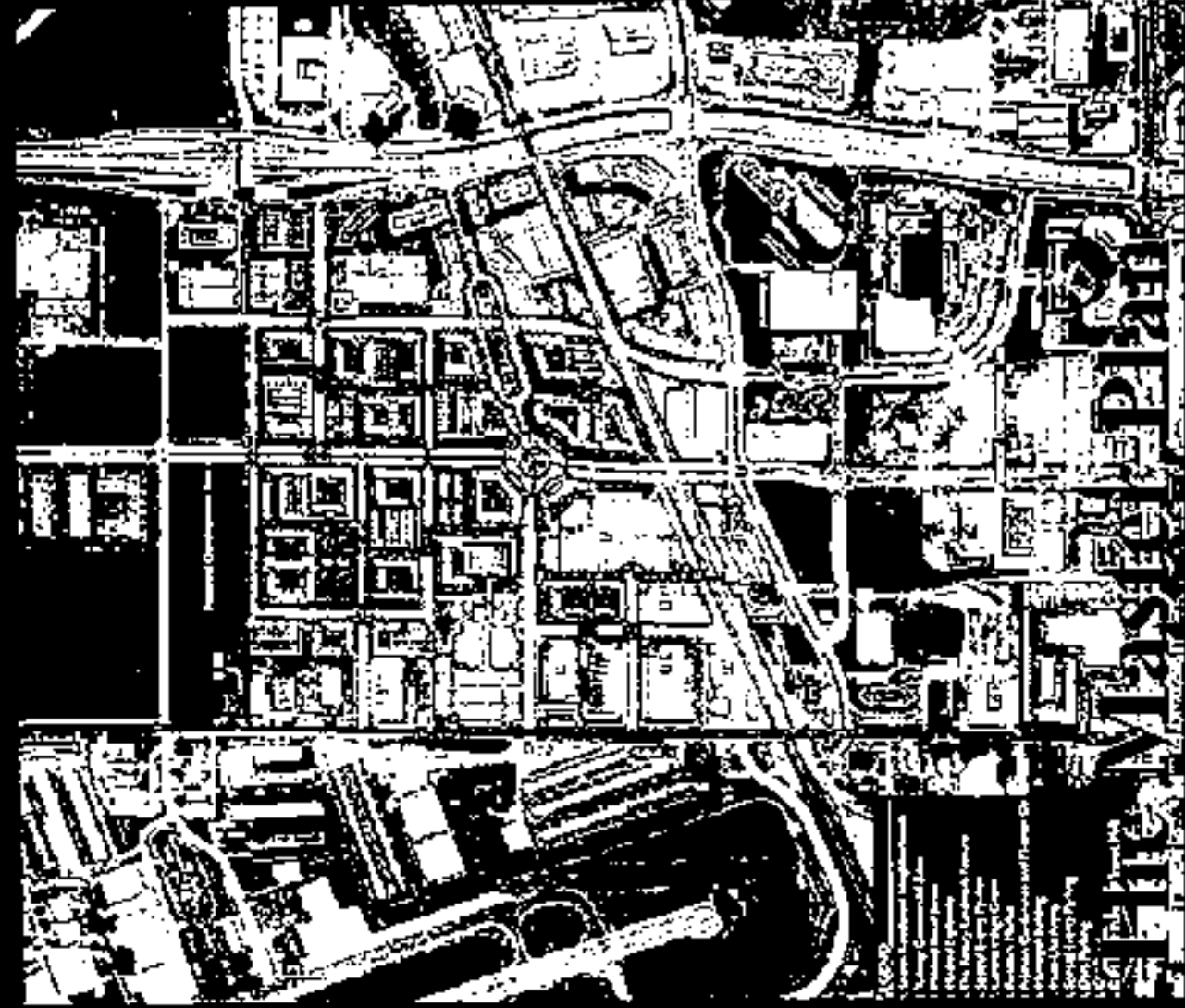


- The Town undertook a community visioning process to guide its remaining growth and infill opportunities.
- The 2020 Vision focused on two mixed-use development opportunities; a neighborhood and a town center...
- The Town updated its Comprehensive Plan to accommodate this Vision.
- The Town pursued a proactive implementation strategy aimed at attracting developers to construct this Vision.





The Vision



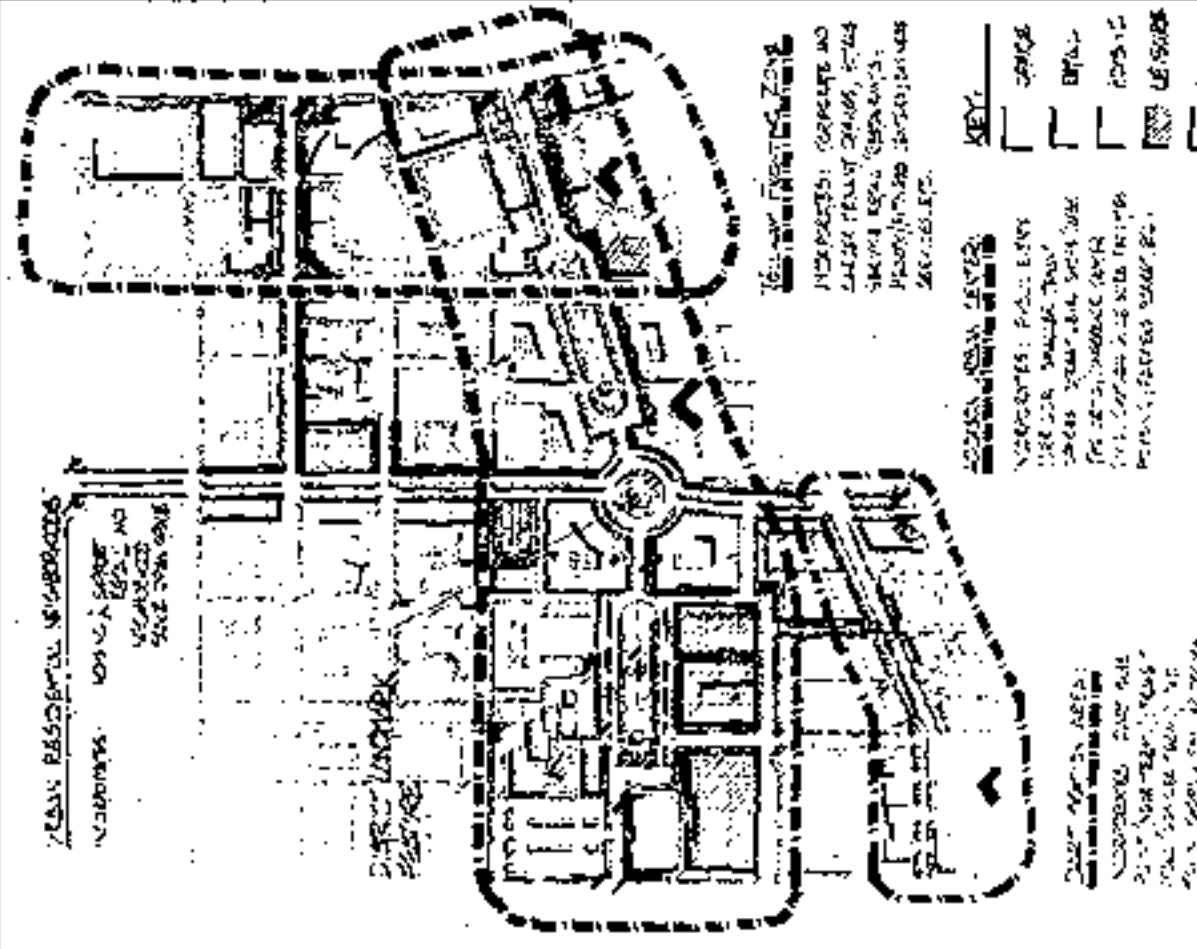
**Land:**  
 124 acres  
 71 acres private  
 53 acres public/row

**Zoning:** "UC" Urban Center Code  
 land use and streets  
 site controls  
 massing and materials

**Residential Entitlement:**  
 1.78 gross FAR  
 4,700,000 sf mixed residential  
 4,800 units  
 820 sf (min avg. unit size)

**Commercial Entitlement:**  
 6,000,000 sf mixed commercial

**Public Use:** 28 acres  
 civic uses  
 transit facilities  
 public parks



# ANATOMY OF THE PLAN Land Use Planning

## Four Primary Sub-Districts:

### Tollway Fronting Zone:

Incorporating corporate and large tenant office, hotels, service retail/restaurants, health/fitness, business services, entry plazas, etc.

### Addison Town Center:

Incorporating a public events corridor, smaller tenant office, urban residential units, street level shops and cafes, civic and cultural facilities, public events corridor, conference center, civic spaces, etc.

### DART Station Area:

Incorporating transit facilities, Old Addison, service retail, etc.

### Urban Residential Neighborhoods:

Incorporating housing, home office, support services, pocket parks, etc.