

CITY COUNCIL STUDY SESSION MINUTES

June 15, 2017

The City Council of the City of Norman, Cleveland County, State of Oklahoma, met in a Study Session at 5:32 p.m. in the Municipal Building Conference Room on the 15th day of June, 2017, and notice and agenda of the meeting were posted at the Municipal Building at 201 West Gray, and the Norman Public Library at 225 North Webster 24 hours prior to the beginning of the meeting.

PRESENT: Councilmembers Castleberry, Hickman,
Holman, Karjala, Mayor Miller

ABSENT: Councilmembers Allison, Chappel,
Clark, and Heiple

Item 1, being:

UPDATE FROM MOORE, IACOFANO, GOLTSMAN, INC., (MIG) ON DEVELOPMENT OF A COMPREHENSIVE PLAN FOR THE CITY OF NORMAN.

Ms. Susan Connors, Director of Planning and Community Development, said the Steering Committee met in their eighth meeting last night to discuss gross scenarios. As they move forward, they will be discussing future land use scenarios. She said Mr. Jay Renkens with MIG will provide an update of the progress made so far.

Mr. Renkens said it is hard to say when this project will wrap up, because it is about process and when they can achieve effective community buy in and there will probably be three or four more meetings with the Steering Committee. He said after last night's meeting, they are bringing back a preferred scenario that needs to be vetted with the public and then translated to the future land use map and make sure the policies developed earlier in the process are supporting that preferred scenario. He said the Committee talked about vision, value, and guiding principles and are working on this preferred growth scenario right now. He said the Committee is looking at what the general pattern of development is and if the community is willing to accept that. He said a comprehensive plan has elements beyond land use which include transportation, utilities, infrastructure, education, and arts and culture which all add up to make the community. He said it is not just the land use map although a lot of people just focus on that, there are all of these other components too. He will be giving a quick preview and reminder of the project. He said the narrative and map are included in the plan to help show the shape of the place.

Mr. Renkens said the Committee is also developing objectives and actions. He said the goals are not listed in the presentation, but there is a handout to look at and study later. He said the goals are organized into three categories called the Vision Themes which are Places: Unique and Connected to Neighborhoods and Districts; People: Healthy and Equitable, and Systems: Sustainable and Resilient. He said for each element there is a goal and a policy, but there will be some specific priority actions too. He said those categories in the Places Vision Theme would be community character and design, land use, transportation and mobility, housing and neighborhood revitalization. In the People Vision Theme the categories are community health and recreation, equity, culture and arts, and education. He said the Systems Vision Theme includes sustainability, resiliency, economic development, and municipal services. He said MIG has conducted stakeholder interviews over the phone and when they are in town to make sure they have a full handle on what the tools are at their disposal today and what additional suggestions MIG might make.

Mr. Renkens said the reason to plan for the future is that if it is left unchecked, it can lead to unintended consequences such as traffic congestion, water quality, access to recreation, etc. He said the scenario planning process is meant to accommodate overall housing units and jobs, but to do so in a way to keep what is great about Norman. He said a growth projection of 52,000 additional people by 2040 translates to just over 23,000 housing units. The number the Committee has been talking about in their meetings is 16,200 and that number was after all the platted areas were taken out. MIG is working with one of its partners, Economic and Planning Systems (EPS), who have looked at employment land to ensure there is enough land set aside to accommodate the number of jobs expected to come with all this and housing as well. He said those projections and scenarios are meant to help explore the tradeoffs and steer them in the preferred direction. He said the term educational scenarios is used when talking about all of these preliminary scenarios. He said these scenarios were used to find out what would happen if certain types of growth were pushed in one direction, what would the tradeoffs be that were associated with these different types of growth. He said there will be opportunity for the community to respond to the different scenarios and help inform the hybrid or the preferred growth scenario taking the best of those. He said this information will be fed into the future land use map which is the Committee's next step and then ultimately finalizing those tools and strategies. He said the Committee did five educational or preliminary scenarios and that was Continued Trends, for the City to continue to grow like it has over the last ten years which is about 75% Greenfield Development, largely suburban or an estate style development, and another 25% between the other two categories, Larger Infill or Redevelopment Opportunity sites. He said the two that have been discussed a lot are Griffin Memorial and Ed Noble Parkway. The Committee has one that is called Mixed Large Redevelopment which was 45% Greenfield, 45% of the Larger Infill or Redevelopment and 10% along the Corridors. He said these plans are a tool to use along the way and Council may not see them again because the Committee is taking the best parts and all of the community input they received. He said the general trends have generally the least support while the Compacted Connected scenarios tended to score the best, but people had some concerns about how realistic it is to do as much infill as they were talking about, what was the relationship going to be with those transitions between where infill occurs in existing neighborhoods as well as drainage basins. He said the Committee asked what the most efficient way to provide utility services was moving forward and drainage basins were the suggestion. Mayor Miller asked if wastewater was the most expensive utility. Mr. Renkens said the most expensive infrastructure costs are for water, storm water, and wastewater.

Mr. Renkens said after receiving feedback, the general consensus is that 48th Avenue is sort of a cutoff of development east and then some people wanted to take the cutoff back to 36th Avenue at least in some locations. He said there were two bigger take aways and one was that people wanted to preserve as much of the eastern part of Norman as possible so there will not be too much of an impact on Lake Thunderbird, but growth to the north was efficient. He said a lot of people need to get on I-35 to go to work in Oklahoma City or for shopping and this would decrease the amount of traffic crossing through core Norman if all of this growth ended up on the eastside. He said the Mixed Large East Development was just above the current trends because people thought it was pretty similar to the current trends if you looked up the development footprint. He said there is more infill development that occurs in this scenario and it did score a little bit better. He said the last option, Mixed Large Redevelopment to the North did pretty well also. He said as long as development respects Little River and the Water Quality Protection Zone to the north, people generally liked the idea of expanding to the north. He said the analysis of Compact Connected tended to score the best which is water quality and how many miles people are going to drive to get around. EPS and several Steering Committee members pointed out that if mixed use is used too aggressively, it is obvious the market will need to catch up. He said there is not much of that currently in Norman and it is important to respond to what people want.

Mayor Miller asked if there is any way to determine the number of people that go to Oklahoma City. Mr. Renkens said Freese and Nichols who worked on the Transportation Plan is helping MIG by using a

high level version of the model used in the transportation plan to determine that there are fewer vehicle miles traveled than this option where the same amount of growth in the exact same types of houses is on the north side versus when it is on the east side.

Councilmember Hickman asked what is the physical impact supposed to be capturing. Mr. Renkens said the physical impact is the road infrastructure and fire stations. Councilmember Hickman asked if road infrastructure is actually supposed to be in that number. Mr. Renkens said yes. Councilmember Hickman asked where the other infrastructure is. Mr. Renkens said it is not captured in this preliminary indicator. Councilmember Hickman asked why not. Mr. Renkens said this was a preliminary scenario analysis in high level scenarios and high level indicators. He said with the preferred scenario a physical impact analysis is being done that will account for other infrastructure.

Councilmember Hickman asked if the Compact Connected looks like it has a very low physical impact, which he assumes means a lot of density in the core area, right? Mr. Renkens said it means a lot is happening within the existing footprint of Norman. Councilmember Hickman asked it is all of the blue and the dark areas in the central part of Norman where there is intended to be more density. Mr. Renkens said yes.

Councilmember Hickman said he hopes they get the forty plus million dollars of information the City has for stormwater utility needs for the Bishop Creek and Imhoff Creek that are the floodway areas for all the stormwater runoff for that area currently showing in all of that density, because he suspects if you add in those capital needs, that is going to change that physical impact number significantly. He said the Griffin Memorial Hospital area which is a green area now is showing to be fully developed in all of these maps without more impervious surface. He is concerned this could contribute to the Bishop Creek flooding areas that already exist, because the stormwater system in that area is over 100 years old. He is disappointed that was not captured upfront, because it could seriously skew people's opinions and the actual information about the real cost. He said right now there are zero plans to address those needs and the options he is hearing most likely could take 40 to 50 years to raise the \$86 million to address all of the stormwater needs.

Mr. Renkens said there were two public meetings on March 30th and May 11th. He said over 100 people attended the May 11th session and probably 20 or so at the earlier session. He said he had boards set out and ended up getting 65 plus comment cards. He said the Steering Committee survey results were factored into this as well. He said there was three sessions of the Steering Committee where they spent at least a portion of their meeting discussing and reviewing these comments as well as the survey results. He said when they looked at specific areas within the existing footprint of Norman those areas for the larger infill redevelopment rose to the top as opportunity areas and Corridors seem to rise to the top as well, that included Ed Noble Parkway, Downtown, Griffin Memorial Hospital, West Lindsey Street, East Lindsey Street, 12th Avenue N.E., and North Flood Avenue.

Councilmember Castleberry asked what area is considered West Lindsey Street. Ms. Connors said West Lindsey is Berry to I-35. Councilmember Castleberry asked if this includes to I-35 or not. Mr. Renkens said they are capturing a little bit of the west side to Ed Noble. Ms. Connors said it is captured in the Ed Noble Parkway redevelopment area.

Councilmember Holman said he thinks of East Lindsey as Classen to 24th Avenue. Mr. Renkens said East Lindsey is depicted between 12th Avenue S.E. and 24th Avenue S.E.

Mayor Miller said she was interested in more north-south corridors such as Flood Avenue, Peters Avenue, and Porter Avenue. Mr. Renkens there were several other corridors discussed, the ones chosen were the ones discussed the most.

Mr. Renkens said they had looked at all of the input on different maps from the different community meetings and came up with a general footprint for where people seem to think employment and residential should go and the Committee did not put in a category of what the development would be like, instead they put it in a category depending on if it fit in Greenfield development, Corridor or Infill Development, or is it generally commercial or employment land. He said with that information, the Committee simply created outlines of different areas with the largest of them being one square mile and then they were asked to apply neighborhood types. He said they have been working with the Steering Committee over the last couple of meetings to articulate the future vision. He provided a preview of a Suburban development type but that is not to say that everything has to be large lots, single-family homes. It is also saying in a Suburban development type there should be a mixture of uses but it will be a different proportion than you would have in Compact Attached type which would be more like Core Norman. The Committee still wants things to be walkable, because regardless of where they live in Norman they want to be able to walk either on a path or a sidewalk. He said people talked about low-impact development being a common thing throughout. He said Suburban is the most common development type and the Residential type would be single family detached, but there are other possibilities. He said these residences have large front and backyards and various block sizes, they have regular street pattern because they are working with the drainage and trying to deter cut through traffic. He said there are greenways, trails, and large regional parks. Councilmember Holman asked if this was the current trend and how cities are developing over the last forty years just like this. He said like the winding streets that do not connect. Mr. Renkens responded yes and said it kind of looks typical of the last few decades of suburban development pattern, but thinks the important pieces are the more nuance things like providing the activity and making sure there is actually a way to get from the residential area to the commercial area. He said in a lot of cases the commercial area ends up being fenced off and then you have to walk two miles to get there. Mayor Miller said it is something they have been talking about for Griffin.

Councilmember Hickman asked if the big blue area on the map was all parking. Mr. Renkens said yes, the amount of parking shown was what was required for this amount of retail and institutional use. Councilmember Hickman asked if this was required under the City's parking requirements. Mr. Renkens said this was less than what was required in the City's requirements because they are suggesting that it be a shared parking opportunity between institutional use and commercial use.. Councilmember Hickman asked if that information had been provided because people need to know and understand that this plan would need revisions to the code. Mr. Renkens said the Steering Committee has seen the information but the community has not. He said the Steering Committee has been informed that some of the things depicted are not allowed under the current code and would require changes or that there is a design review process where they might be allowed to do certain things. Councilmember Hickman asked if that could be documented in their report or submitted in writing. Mr. Renkens said absolutely.

He said the next is Compact Detached and the Committee has been trying to figure out how to accommodate the housing units. He said the names and things are driven by the residential component, but there is a greater variety than just the residential, but predominantly it is detached single family with some smaller scale attached product; one to two stories with porches and medium to small block sizes. He said there is a truer street grid now, neighborhood parks and integrated Low Impact Development (LID) techniques achieving eight dwelling units per acre on average. He said they are still representing single family homes and they are showing a school, which could have some other institutional use too, depending on what the relationship would be. He said a corridor is shown at the edge of each of these

trying to create the access for great shops and restaurants, things people want access to close to home. He said it does not have to be the big commercial destination on the corridor; it could be an intersection, half a block, even one corner where there is a community gathering space. He said they are showing some opportunities for stormwater management and some green infrastructure; there are some permeable pavers on some of the lots.

Mr. Renkens said in the Compact Attached the most predominant style is the attached single family and multi-family, one to four stories, shared private spaces, small block sizes, small parks, integrated LID Techniques, and 16 dwelling units per acre. He said this is showing a lot of townhomes sharing an open space. He said this would be like the corridor running adjacent to the development. He said that has two vertical mix of uses; the ground floor is retail with some tuck-under parking, which is garage parking on the first floor of development. He said that is in many of these buildings and they do show the market is not there to support garage parking for a larger development. He said surface parking lots are shown adjacent to the buildings and those are meeting the current requirements.

Councilmember Hickman asked if this depiction is realistic of what Norman can do between now and 2040. Mr. Renkens said both. He thinks they are aspirational and MIG is not depicting them in any one geography. He said they are supposed to be more generic. He does not think they would look exactly like that, but he thinks the ideas express what they would want to have happen. He said these have market reality to them and can be done and people can make money on them.

Councilmember Hickman said the pictures show pretty green trees along all of the streets and this bothers him, because there is nothing in the ordinances that addresses trees along the streets or requirements for them. He said it makes the picture look aesthetically more pleasing to the average person. He said during the discussion on the Center City Form Based Code, one of the comments was more trees. Mr. Renkens said the Steering Committee has asked for more trees as well. Councilmember Hickman said he wants the pictures to be realistic and there are a lot of things he does not see that comply with current ordinances. Mr. Renkens said it is probably the furthest from what has happened historically in Norman.

Councilmember Holman said this is just a depiction of what this type of development is generically anywhere in the world or in the United States. He said this picture is something that could happen anywhere in the city if Council develops the right policy to encourage it. He said East 36th Avenue is all rural and two-lane country road right now; if they did the right policy in twenty years, that does not have to be a four or five lane super arterial, it could be a three lane street like Main Street and have a grid pattern neighborhood and look like a traditional neighborhood. He said this is how cities were originally built and why downtown Norman looks the way it does and then after World War II they started with the suburban development where they were sectioning everything off and he understands under current trends that is what they would keep doing. He said instead of having one big downtown there could be multiple downtowns.

Councilmember Castleberry asked if the City had anything that bans trees. Ms. Connors said trees are generally not planted along the right-of-way because of the utilities. She said, no, there is not anything saying people cannot plant trees. She said any commercial development can plant trees, but it is not in the public right-of-way and all commercial developments have to have a ten foot landscaping strip and many of them put trees in there. She said what is lacking is if the trees die Staff does not have a way to come back and say it has to be replaced. She said there is a three year bond on landscaping but after that there is nothing in the policy saying they can go back out and say a person must replace the trees that have died. Mr. Shawn O'Leary, Director of Public Works, said a tree planting policy to promote tree planting was also adopted for single-family residences about five years ago for planting along the frontages of streets, because they have to coordinate with utilities and easements and staff is seeing most developers choosing

not to do this, because it is in conflict with utilities. Mayor Miller said she built a rent house and planted one that was on the City list and the required size. She drove by the other day and could not believe how big it is, it was a nice size tree, maybe 12 to 14 feet tall. Ms. Connors said this is the planning vision of the future and the Committee is not trying to meet the standards, they are trying to think beyond what exists today and what they want it to be. She said Council is going to have to change the policies and regulations and our zoning code is woefully out of date. She said Council cannot do it all at once, but incrementally those things need to be updated.

Councilmember Holman asked of the contractor would be planting trees between the sidewalk and the street or on the other side of the sidewalk. Mr. O'Leary said they would plant them between the sidewalk and the street where they can. Councilmember Holman asked if this was in the right-of-way. Mr. O'Leary said yes.

Councilmember Hickman asked what a Silva Cell is. Mr. Renkens said a Silva Cell is an underground sort of chamber to allow the root ball of the tree to actually grow more. Councilmember Hickman asked if you could plant concrete around a tree and it can still grow. Mr. Renkins said yes.

Mr. Renkins said all that has been reviewed this evening have a mixture of uses and some of them even include some vertically mixed use. He said the residential will be multi-family, some are stand alone and some are office or retail, two to six stories, shared private space, small blocks, small plazas, LID techniques, and achieving something around 24 dwelling units per acre. He said in the mixed use a couple of key things are a more common alley loaded development style. There may be opportunities along some of the major arterials for sort of that mid-box style commercial, but the majority of what you are seeing is commercial underneath either office or residential. In the more intense mixed use areas, the market would dictate some structured parking, but they are still showing a lot of ways to incorporate parking without it dominating the landscape. There are street trees in here and they have foldouts of intersections so the curb extensions to provide opportunities for planters and that sort of thing. He said there is also the plaza space and you are not seeing one big park. He said that is going to be difficult especially because most places are already built out for the most part which creates these small opportunities for plazas and smaller park spaces using the right-of-way in some cases to achieve that, but still making sure they have places to get away and relax.

Mr. Renkens said MIG asked the Steering Committee to apply those neighborhood types to the map, looking at the community input, hearing what they had to say and applying it where those different types should go. He said a couple of things that came out of that, the Committee did have a fifth type, which was rural which was already on the map. He said there was on average one unit per ten acres. He said it was much of what exists today in east Norman. He said the Steering Committee suggested an estate style something between Rural, which is one unit per ten acres and Suburban, which is four units per acre. He said it is something on the line of one unit per one to two acres. He said that development style already exists, it just was not depicted on the map. Ms. Connors said the Steering Committee indicated that they wanted the Estate style added. Mayor Miller said originally that is how neighborhood development was begun in Ward Five east of 48th Avenue. She said the acreages were two to five acres with no amenities. Mr. Renkins said the Steering Committee created the Estate style to use as a tool to address properties that abutted the Water Quality Protection Zone .

Mayor Miller asked if there was any conversation about the rural area on the east side of Lake Thunderbird that goes all the way out to 180th. She said she knows there has been talk about development in the Little Axe area. Mr. Renkens said he had only facilitated one of these meetings.

Councilmember Castleberry asked since they are envisioning what may or may not be allowable now, had they looked at Lake Thunderbird as a scenario similar to The Carlton Landing at Lake Eufaula. He knows that there are issues about protecting the lake and wildlife. Ms. Connors said the idea has not come up. She said there should be more discussion about the rural part of Norman to see if there are other concepts besides leaving it as it is. Mayor Miller said the issue is that the Corps of Engineers owns the land around the lake. Ms. Connors said we need to identify what the obstacles are. Mayor Miller said one of the things she hears the most about is pollution and degradation of the lake. Mr. Renkens said Ms. Connors brings up a really good point that the development types depicted obviously are kind of focused on that west portion of Norman and now there is a response from people saying they like east Norman the way it is; however there may be some opportunities since there is something already in the books as a clustered development. Mayor Miller said the ten acre limit was put out there, because they do not have sewer and water and have to dig wells and septic tanks. She said that was put in to protect the watershed.

Councilmember Castleberry said he assumes that the scenarios include a north side sewer plant.

Councilmember Castleberry asked what the Committee feedback was on choosing 48th Avenue versus 60th Avenue, as far as how far east. Ms. Connors said the groups primarily stuck to 48th Avenue as the eastern boundary corner, because the opportunity for utilities is there. She said more lift stations would be required, but it could be extended. She said the Committee felt that the focus of what has been developed there, the idea of Destin Landing being developed, and the opportunity that maybe there would be more employment along Highway 9. She said they thought Highway 9 being widened might bring some more employment opportunities which was a fairly strong mode of future growth. She said that Norman Economic Development Coalition (NEDC) said major employers want to be further north because of the access to Interstate 35 but that could change and there are obviously many different types of employers.

Councilmember Hickman said massive development is beginning in the area of Highway 9 with City and federal dollars being used to build a multi-modal path on Highway 9 all the way to 48th Avenue. He said these areas are getting complete streets and multi-modal paths on Cedar Lane. He said that if the money is being spent to put in those types of features and amenities in these areas, he hoped the area would grow accordingly. He said if it is not, then Council should have that discussion and decide where to spend the money that would make the most sense. Mr. Renkens said he is in complete agreement. Mayor Miller said part of the reason there was a multi-modal path on Cedar Lane is because federal dollars cannot be obtained without installing the multi-modal paths. She said this path on Highway 9 is part of an extended trail system that eventually will go to Lake Thunderbird.

Mr. Renkens said we are looking at refinement of those plan element tools and strategies and at this point not all of the tools are in place. He said if the Code update is part of this, what will it look like. He said the Community Survey will be ready late summer. There will be a Community Intercept event on August 11 at the Second Friday Art Walk. He said they already did one of these in the fall.

Mayor Lynne Miller asked Ms. Connors when the Comprehensive Plan would come to Council for approval. Ms. Connors said she anticipates sometimes late in the first quarter of 2018. She thinks they are speeding through this quite well, but will have to wait until August to have the next meeting because we need to do some analysis of what we have heard and when they get into the holidays that really breaks things up. She believes the Steering Committee will meet in the early part of next year and then they can come back to City Council in a Study Session to get direction for the final draft.

Councilmember Hickman said as the Ward Four Councilmember representing Central Norman where all of the areas pretty consistently are shown as increased higher density, he wants to make sure that the cost

associated with the plan is appropriately and accurately reflected. He said we know, for example, that the infrastructure improvements in that Form Based Code area alone are \$30 to \$40 million and the stormwater improvements to the watersheds of Imhoff Creek and Bishop Creek are \$40 million and he knows they are showing those areas all changing. He said all of these plans are showing increased density in all of those same areas so maybe the true infrastructure costs are not taken into account. Councilmember Holman said the cost of urban sprawl should be taken into account as well if the City has to maintain it. Mr. Renkens said they will try to work together with staff and Freese and Nichols, who is part of their team to look at those very things. He said he will see if Freese and Nichols can look at the Operation and Maintenance component of the Plan.

Items submitted for the record

1. Goals and Policies dated June 15, 2017, to Mayor and City Councilmembers
2. PowerPoint presentation entitled, "Plan Norman Comprehensive Plan Update, June 15, 2017

The meeting adjourned at 6:45 p.m.

City Clerk

Mayor