

CITY COUNCIL CONFERENCE MINUTES

September 13, 2016

The City Council of the City of Norman, Cleveland County, State of Oklahoma, met in a conference at 5:35 p.m. in the Municipal Building Conference Room on the 13th day of September, 2016, 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 Allison, Castleberry, Chappell, Clark, Heiple, Hickman, Holman, Karjala, Mayor Miller

ABSENT: None

Item 1, being:

DISCUSSION REGARDING THE URBAN LAND INSTITUTE ADVISORY PANEL REPORT ON THE GRIFFIN LAND SITE.

Mayor Miller said information being presented tonight is purely for educational reasons. She said the Oklahoma Department of Mental Health and Substance Abuse Services (ODMHSAS) is considering moving their major facilities to a location further east and selling some of their land.

Ms. Susan Connors, Director of Planning and Community Development, said the Griffin Steering Committee met in 2013 and 2014 to develop a strategy for moving forward on redevelopment of 240 acres of land located north and south of Main Street. In February 2014, the Steering Committee developed eight goals to identify future opportunities as follows:

- Provide for a long-term financial collaboration that supports ODMHSAS's mission, its cutting edge services, historical legacy, facility needs, and help the community redevelop and improve the property;
- Explore making portions of Griffin land available for new uses that are consistent with and supportive of the ODMHSAS's mission and philosophy and contribute positively to the Norman community;
- Create an area of mixed use development that includes business, retail, housing, social services and recreation that reflect the rich heritage of the core/east Norman community and Griffin Hospital and provide both public and private sector development opportunities;
- Focus on the provision of services that will provide assistance for the mental and physical health of the Norman community and ensure that community members of all ages can be impacted with the changes;
- Look at development options for the Griffin property for special populations, such as children aging out of foster care, that will allow the construction of mixed income and supportive as well as market rate housing that is compatible with the scale and design of adjacent neighborhoods and supports mental health and reintegration into the community;
- Prepare a master plan of the area that will assist in determining the costs and impacts to the community and allow appropriate scheduling of changes to the area;
- Restore the Bishop Creek Watershed through the Griffin property to promote effective stormwater detention, decrease downstream flooding and property damage and create a recreational water feature for the area; and

- Secure and enhance for the long term the existing recreational assets of the City at Griffin Park, Frances Cates Park, and Sutton Wilderness while leveraging new recreational opportunities and facilities, trails, and greenbelts as have been identified in the City of Norman's Parks Master Plan, Greenbelt Master Plan, and Stormwater Master Plan.

On January 27, 2015, the City contracted with Urban Land Institute regarding the Griffin Memorial Hospital site and between April 27 and May 1, 2015, the Urban Land Institute Panel consisting of developers, planners, architects, housing specialists, etc., visited Norman to study the 240 acre area. The Panel requested the City submit no more than three questions to the Panel and those questions were as follows:

1. How can the City of Norman bring together public and private interests for development to create a vibrant mixed-use development at the Griffin Memorial Hospital site?
2. To realize the State's goal of new facilities, what types of land use sales should be first?
3. How does the State and City begin this process?

Ms. Connors said after reviewing the site and speaking with citizens and business owners within the community, the Panel developed overarching priorities that included relocating Griffin Memorial Hospital; unlocking the value of the property to meet economic and public benefit objectives; creating a campus for community services; focusing on health and well-being with new related uses; and creating a new urban center with connectivity and access to surrounding neighborhoods and downtown.

Ms. Connors said in the 1950's Griffin Memorial Hospital served approximately 3,000 residents and at this point they serve 120 critical care beds so much of the site is either vacant or has dilapidated buildings. She said community services are also scattered throughout the site.

The Panel reviewed market potential that included existing conditions; population; trending population increase; major employers; income, employment statistics; housing profiles; office profiles; travel distances; retail submarkets; and development opportunities.

The Panel reviewed best practices that consisted of how redevelopment would impact quality of life; transportation access/flexibility; environmental conservation of Bishop Creek; walkability; energy efficiency; universal design; mixed use; public art; branding; and phasing. In the redevelopment plan, Griffin Memorial Hospital would be moved off site to the east, the northern 160 acres would be redeveloped, and the southern 80 acres would be sold in parcels to current and future users as a wellness area. The panel highlighted site assets as follows:

- Proximity to downtown, Main Street, Norman Regional Hospital, and University of Oklahoma (OU) Campus
- No ecological or environmental problems
- 12th Avenue commercial corridor exists
- Abundant adjacent park land
- Grocery and drug stores close
- Good schools
- City is financially sound

Ms. Connors said some of the constraints to the property include streams that can flood, mental health area perceptions, busy train track nearby, heavy traffic, current low rents, and adjacent neighborhood deterioration.

Ms. Connors said the Panel reviewed the types of retail, offices, residential, and cultural features that might be appropriate in the area and recommended the following:

Retail

Furniture
Clothing
Electronic
Luggage
Sporting goods
Music
Florists
Cosmetics
Restaurants

Offices

Medical offices
Professional offices above retail
Incubator spaces
Future corporate campus

Residential

Townhouses
Stacked flats
Condominiums
Apartment's with structured parking
Senior housing
Special populations

Potential Anchors

500/1,000 seat live performance theatre
99 seat black box theatre
Outdoor public plaza for performances and festivals
Arts school with exhibition spaces
Offices for cultural groups
Supplement, not supplant, existing facilities/groups
Reuse of Chapel
Interim uses

Ms. Connors said the property was evaluated for highest/best use; aesthetic significance; historical significance; physical condition; operational efficiency; adaptability; and compatibility to the Center City Vision Plan. She said there are a number of buildings no longer in use that need to be demolished, but the main building has asbestos and the State has been unwilling to put the effort into demolishing the building. She said many of the other buildings have been left to deteriorate over time.

Ms. Connors said the site has four proposed land uses consisting of retail mixed use, residential mixed use, wellness, and a park. She said the vision for the park is quite impressive because it is such a large area, but because the area is across a very busy street, the City might want to review a pedestrian bridge over Robinson Street into Griffin Park and Sutton Wilderness.

The Panel also identified pre-development tasks that include an execution of a Memorandum of Understanding (MOU); begin stakeholder engagement process; find consensus on the Vision Plan; identify a redevelopment entity; hire Development Feasibility Consultants for infrastructure/utilities and site development plan; issue Master Developer Request for Expressions of Interest (RFEI); issue Request for Proposal (RFP); remediate and demolish buildings; look at ongoing Property Management; and launch Interim Uses/Special Events.

Ms. Connors said participants in the process include the City, State, Redevelopment Entity, subcommittees, and other partners, i.e., OU, private sector, etc. The Panel identified roles and responsibilities for each entity as follows:

<u>STATE</u>	<u>CITY</u>	<u>REDEVELOPMENT ENTITY</u>
<ul style="list-style-type: none"> • Retain interim ownership of property 	<ul style="list-style-type: none"> • Work with State to create and embrace guiding principles 	<ul style="list-style-type: none"> • Develop Request for Proposal soliciting Master Developer(s)
<ul style="list-style-type: none"> • Collaborate with City on predevelopment tasks 	<ul style="list-style-type: none"> • Apply code, zoning, and design guidelines 	<ul style="list-style-type: none"> • Lead selection process
<ul style="list-style-type: none"> • Invest in site preparation 	<ul style="list-style-type: none"> • Help identify funding 	<ul style="list-style-type: none"> • Work to secure financing
<ul style="list-style-type: none"> • Support the City to establish Redevelopment Entity 	<ul style="list-style-type: none"> • Work with Redevelopment Entity to establish appropriate funding mechanisms 	<ul style="list-style-type: none"> • Draft and negotiate developer agreement
<ul style="list-style-type: none"> • Engage with other partners 	<ul style="list-style-type: none"> • Minimize roadblocks to development 	<ul style="list-style-type: none"> • Facilitate relationships
<ul style="list-style-type: none"> • When appropriate, work with the Redevelopment Entity to sell and transfer property 		<ul style="list-style-type: none"> • Execute communications strategy

To maximize community assets for the wellness site the City would need to convene a community of service providers to develop a strategic ten year plan and find funding. There should be joint ownership of redeveloping the property to the south adopting an entrepreneurial approach and establishing a coalition relationship with the State and Redevelopment Entity.

Ms. Connors said the Panel identified possible funding sources that include bond funding; Business Improvement District (BID); City of Norman; Cleveland County; Community Land Trust; Economic Development Administration Grants; Environmental Protection Agency; Federal Home Loan Bank; Federal and State Tax Credits; Foundation Grants (local, state, and national); HOME Loan; Housing Trust Fund; Housing and Urban Development (HUD); Development Block Grants; Low Income Housing Tax Credits; New Market Tax Credits; Norman Metropolitan Area Projects Strategy (MAPS) Project; Oklahoma Housing Finance Authority; Private Developers/Investors/Donors; Sales Tax; Substance Abuse and Mental Health Services Administration; State of Oklahoma; Tax Increment Financing; and University of Oklahoma.

Councilmember Castleberry asked what the land is currently zoned and Ms. Connors the State owns the property and it has never been zoned.

Ms. Joy Hampton, The Norman Transcript, said it is her understanding that no alcohol or tobacco can be sold anywhere on this property, which would mean that restaurants could not sell wine or beer. Mr. Jeff Bryant, City Attorney, said the property is currently in a trust through ODMHSAS so there may be that type of restriction, but long term, the vision is to eventually sell that land to private entities for development and use the proceeds from that sale to help ODMHSAS construct a new

facility east of 12th Avenue. He said once the land is sold and not held by the Trust, those restrictions would no longer apply. Ms. Connors said in early discussions, Griffin Hospital said they wanted to create a wellness campus on the property and if that is true there would be restrictions on alcohol/tobacco sales on that campus; however, Urban Land Institute felt the 120 bed facility should move to a different location so the site would have the opportunity to express itself fully.

Councilmember Holman said if or when ODMHSAS sells the property nothing could happen on the site until the City zoned it and Ms. Connors said that is correct. Councilmember Holman said the City could just leave it un-zoned forever if they chose and Ms. Connors said the minute the property is sold to a private owner it needs to be zoned. Councilmember Holman asked what the default zoning would be and Ms. Connors said default zoning is usually A-2, Rural Agricultural District. She said the Redevelop Entity would be reviewing that if the area is developed and a Master Developer would be assisting in identifying what the zoning should be. Councilmember Holman said purchasing this property is a big opportunity for Norman and we need to get it right. Councilmember Heiple agreed and said this is a big vision and the City needs to get the details right on the MOU because that will be critical. He said the key is working on the plan with a telescope, not a microscope.

Councilmember Clark said the east side is ready for this. When she knocked doors during her campaigning there were many residents that wanted to see more development take place on the east side of Norman. She said this project would affect quality of life, centralize the wellness community, link to awesome parks/trails through Norman Forward, etc.

Ms. Jayne Crumpley, 423 Elm Avenue, asked if the State could sell the property to the highest bidder or would they give preference to the City and Mayor Miller said the State could sell the property to anyone they wanted to, but ODMHSAS came to the City and said what happens to the property is important to them. They do not want the land to be sold off to just any developer. They want whatever development that takes place to be an asset for the community. While the money is important to them, they want to work with the City, OU, and other stakeholders for a quality development. Mr. Bryant said the portion of property the City is interested in purchasing is the Griffin Park site north of Robinson Street, but the interest of the State is for the property to be an asset for Norman while maximizing the return on the sale of the property. The City would not be purchasing all of the property, but would assist the State in meeting their goals and part of the MOU might include some type of agreement by the State to be subject to the City's zoning regulations. He said this would be a long term project (10 to 15 years) for the State and since the City is not actually purchasing the land south of Robinson Street the State will have to find a private development group that could match some of the priorities set into place based on the MOU. Hopefully, the sale of the property can finance the construction of a new ODMHSAS facility and that is what the City is going to try to help ODMHSAS accomplish.

Councilmember Hickman asked if this project has been "penciled" to determine if it is feasible for the property to be designed in the way it is being proposed or will some of the greenspaces go away in order to develop the return on investment that is necessary to make a development like this a reality? Do we have a ballpark idea about that? Ms. Connors said the Urban Land Institute Panel consisted of professional people that could judge if this plan was feasible. She said there are many steps before the end so some of the greenspace might have to be developed differently than proposed, but overall the project as presented is a practical solution to redevelopment of the property. Mr. Bryant said the project will be done in phases with the first phase being evaluating the land to see what the challenges and demographics are then the next phase would consist of recruiting potential development and private development partners, with the last phase being implementation and trying

to solidify some of the public/private partnerships or funding sources that would be needed to make this project happen.

Councilmember Hickman said he knows people that live downstream from Bishop Creek that currently experience flooding issues so an effective stormwater component will be critical for this site to ensure any development taking place does not further contribute to downstream flooding.

Items submitted for the record

1. PowerPoint presentation entitled, "Urban Land Institute Advisory Services Panel," dated September 13, 2016

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The meeting adjourned at 6:16 p.m.

ATTEST:

City Clerk

Mayor