

JOINT CITY COUNCIL/PLANNING COMMISSION STUDY SESSION MINUTES

February 6, 2018

The City Council of the City of Norman, Cleveland County, State of Oklahoma, and the Norman Planning Commission met in a Study Session at 5:34 p.m. in the Municipal Building Conference Room on the 6th day of February, 2018, 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.

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| CITY COUNCIL PRESENT: | Councilmembers Allison, Bierman, Clark, Castleberry, Hickman, Holman, Karjala, Wilson, and Mayor Miller |
| CITY COUNCIL ABSENT: | None |
| PLANNING COMMISSION PRESENT: | Members Sherrer and Vice-Chairman Knotts |
| PLANNING COMMISSION ABSENT: | Members Bahan, Boeck, Jan, Lewis, Williford, Zink, and Chairman Robinson |

Item 1, being:

PRESENTATION FROM MOORE, IACOFANO, GOLTSMAN, INC., (MIG) ON THE DRAFT COMPREHENSIVE PLAN FOR THE CITY OF NORMAN.

Mayor Miller introduced Mr. Andy Sherrer and Mr. Tom Knotts of the Norman Planning Commission and Mr. Jay Renkens with Moore, Iacofano, Goltsman, Inc. (MIG). She said City Staff has been working with MIG as well as a 50 member steering committee on the development of a Comprehensive Plan and will be updating City Council and Planning Commission members this evening on a draft Plan. She said the Steering Committee consisted of representatives from City Staff, local business owners, neighborhoods, organizations, and institutions that included backgrounds in environmental science, historic preservation, and building and development.

Mr. Renkens said a comprehensive plan has elements beyond land use, which include transportation, utilities, infrastructure, education, and arts and culture all add up to make the community. He said the Comprehensive Plan process consisted of community engagement that included three community workshops, three community outreach events, a project website, and stakeholder/focus group meetings. He said more than 700 people attended the community workshops and outreach events.

After the community engagement, a vision statement was established that states, "Norman aspires to be a city of connected and complete neighborhoods and districts, celebrating the best qualities of a small town, our rural landscapes, a world-class university, and big city amenities. We will have a mosaic of unique places that provide access to a full range of housing, jobs, parks, open spaces, arts, culture and education across our city. Norman will lead Oklahoma and the region with opportunities for all residents to participate in and benefit from a healthy, innovative, and inclusive community. Norman will be the model for environmentally, economically, and socially sustainable and resilient mid-sized communities."

PlanNorman addresses potential challenges through the Vision Framework; Plan Element Goals, Policies, and Actions; and Growth Management Framework (a Growth Direction Map; Neighborhood and Employment Types; and new Land Use Chart) that provide guidance to the City, residents, developers, and businesses on how to manage and leverage future growth and development.

Mr. Renken said a Vision Framework of guiding principles was established that includes proactive management for balanced growth; providing a range of housing choices for all Norman residents; creating unique and amenity rich places; providing mobility options within a multi-layered inter-modal transportation system; maintaining high quality education and lifelong learning opportunities; cultivating a culture of innovation and entrepreneurship; fostering economic vitality and diversity; conserving and protecting water and other natural resources; and nurturing Norman as a premier arts and cultural destination.

Comprehensive Plan elements include three vision themes: 1) Places: community character/design; future land use; housing neighborhood revitalization; and transportation and mobility – 2) People: equity; community health and recreation; culture and arts; and education – 3) Systems: sustainability; resiliency; municipal services; and economic development.

Mr. Renken said a Growth Management Framework includes preferred growth direction, neighborhood and employment types, and focus areas. He said based on estimates provided by the Association of Central Oklahoma Governments (ACOG), Norman is projected to add 52,444 people and 21,445 jobs by 2040. He said out of 23,333 new housing units anticipated, 7,133 units have been planned for and platted, but the remaining 16,200 housing units provide Norman with an opportunity to direct and guide where change and development will occur, including identifying areas for future housing, commercial development, and employment growth.

The Preferred Growth Direction was formed with input from the Steering Committee, City Staff, and residents. Certain key elements were incorporated based on the feedback received that include targeting greenfield development in north and east Norman; utilizing employment growth areas with high levels of highway access; limiting suburban growth to areas west of 48th Avenue East; rural development remaining a prominent development type east of 48th Avenue East; limiting development around watershed tributaries to protect the Little River, Rock Creek and Dave Blue Creek; and preserving Ten Mile Flat.

Neighborhood Types help achieve the vision and goal of well-connected, walkable and diverse neighborhoods and six Neighborhood Types were created. Each Neighborhood Type suggests a variety of complete neighborhoods uniquely crafted for Norman that include a diversity of amenities, housing options, access to green and open spaces, and appropriate levels of accessibility. The neighborhood type also includes improvements that existing neighborhoods could utilize, such as connectivity improvements, access to amenities, and Low Impact Development (LID) principles. The Neighborhood Types will help guide Norman's growth and provide details on appropriate development in areas throughout the city. The six Neighborhood Types are: 1) Rural - largely dominated by a single-family dispersed development pattern with lots averaging 10 acres per one housing unit. The rural model offers the most limited opportunities for achieving a connected and complete neighborhood; 2) Residential Estate - consists of single family homes on a one acre lot. This type is not designed to achieve the same levels of access and connectivity available to more compact development types, however the inclusion of small commercial nodes, such as a small corner market at a major intersection, help to provide easily accessible amenities to meet some daily needs; 3) Suburban - single family detached homes are the most prevalent housing type in

this model accounting for around 75% of the new development. The remaining 25% of development is divided between single family attached, multi-family and a mix of commercial developments; 4) Compact Detached - this model has a high proportion of single family home options on smaller lots. It is highly walkable with short blocks and alley access and allows for smaller neighborhood commercial nodes that can support local coffee shops, art galleries, book stores or other community retail; 5) Compact Attached - largely defined by attached single family housing such as a townhome or smaller multi-family developments. Homes in this model are organized around a shared open space since many homes in this type of neighborhood typically do not have private yards; and 6) Mixed-Use - multi-family housing is the predominate housing type in this model and is integrated into the surrounding commercial and retail environment to provide a walkable place offering many amenities.

Employment Types were developed and identified that define appropriate employment uses and development patterns associated with different employment industries. The planning team worked closely with City staff and the Norman Economic Development Coalition (NEDC) to identify future employment areas. The six types of employment areas consist of Commercial Centers; Research/Development and Technology; Business/Industrial; Institutional; Rural/Agriculture; and Lake Thunderbird and Highway 9.

Mr. Renken said a series of focus areas are used to demonstrate how specific locations in Norman can redevelop from auto-oriented corridors and centers to more pedestrian friendly and community oriented spaces. The focus areas include 12th Avenue N.E. between East Main Street and Alameda Street; North Flood Avenue between West Robinson Street and Acres Street; and East Lindsey Street near 12th Avenue S.E. Each focus area explores what the envisioned future condition could look like and helps imagine how these locations in Norman could evolve to become more diverse and better connected places that serve the community.

The implementation in PlanNorman includes tools designed to provide guidance to the City and potential partners when implementing the land use and element goals, policies and actions, and neighborhood and employment types. The Implementation Plan includes a PlanNorman Amendment Process - a set of guidelines for how and when amendments to the Change Framework will be allowed; Land Use Chart - a chart to use for guidance when determining appropriate land uses and locations in different neighborhood and employment areas; Transportation Strategies Implementation - a list of strategies and funding guidelines that will help focus transportation investments in the neighborhood and employment areas; Municipal Services Strategies Implementation - a list of strategies and funding guidelines that will help focus municipal service investments in the neighborhood and employment areas; Summary of Plan Element Policies and Actions - a comprehensive list of all policies and actions identified in Section Two; and Employment Type Policies - a comprehensive list of policies that will help guide and realize growth in key employment areas.

Mr. Renken said in order to successfully implement PlanNorman, developments need to be consistent with the Preferred Growth Direction, Neighborhood Types, and Land Use Chart contained within the Plan. Development requests found to be inconsistent with PlanNorman Growth Management Framework, Vision Goals and Policies, as well as other Master Plans that have been adopted by the City must request an amendment. Amendments to the Growth Management Framework will be reviewed using the following criteria:

- Change in the neighborhood or community condition justify the change
- The amendment would be more advantageous to the community as articulated in the PlanNorman Vision, Goal or Policies, or the City Master Plan
- The amendment is not increasing intensity of Neighborhood Type by “leapfrogging” over a less intense Neighborhood Type
- The amendment does not significantly deviate from the Vision, Goals, and Policies set out in PlanNorman or allow significantly different uses from those allowed in the Neighborhood Type or Employment Type

Mr. Renken said it is important to recognize that proposals that do not meet the Growth Management Framework could be an improvement for a particular area than what is shown in PlanNorman. If a proposed amendment change meets the above criteria, especially if there is significant benefit to the City, then those proposed amendments may be appropriate.

PlanNorman introduces a new land use tool that defines appropriate land uses in each of the Neighborhood and Employment Types and defines a set of parameters and conditions that provide guidance on appropriate locations and site design considerations in each of the designated neighborhood and employment areas. The locational and site design considerations will be used by the City Council and City staff to regulate where different uses are allowed or should be located within each Neighborhood and Employment Type. New development in Norman should use this tool along with Neighborhood and Employment Type descriptions to determine what is allowed and envisioned for each area. This approach helps to provide flexibility for the City and its partners while providing assurances that change and growth are being directed to areas that support the Neighborhood and Employment Types vision of creating well-balanced and complete neighborhoods and districts.

Mayor Miller asked why land use boundary changes were made along 48th Avenue to Residential Estate (RE) because RE are one acre lots. Mr. Renken said the previous boundary ran along the Garber Wellington boundary; however, Staff felt that since lines of utilities are found along major roadways it would be better for major roadways to be the boundaries. Mayor Miller asked about drainage and where the 48th Avenue boundary would drain because the original idea was to protect the City’s water source. Ms. Susan Connors, Director of Planning and Community Development, said the Garber Welling boundary is basically a distinction of soil types; however, the aquifer recharge area runs east/west, which does not drain to Lake Thunderbird, but surface drainage does drain to Lake Thunderbird. She said percolation in the rural area is not really being protected by not placing utility lines into a portion of the Garber Wellington soil and it is easier to create a more distinguishable boundary using arterial roadways than the curvier boundary of the Garber Wellington. She said 48th Avenue is a major north/south roadway in Norman that will extend the full length of the City so it is expected to be a heavily traveled roadway in the future.

Mayor Miller asked if there were concerns that allowing more density in the area would cause more runoff to Lake Thunderbird and Ms. Connors said not really because the Water Quality Protection Zone (WQPZ) ordinance protects the water quality.

Councilmember Wilson said she is concerned about two sections of the RE boundaries east of 48th Avenue because she does not know where the WQPZ protections are located in that area. Ms. Connors said the locations are not shown on the map in PlanNorman, but are in the City’s Geographical Information System

(GIS). Councilmember Wilson said even though the areas east of 48th Avenue have the distinction of RE, there are WQPZ areas that will limit development, correct? Ms. Connors said yes, there are WQPZ areas adjacent to Dave Blue Creek. Councilmember Wilson said she does not like the thought of dense development that close to the tributary that runs into Dave Blue Creek and is more concerned with impervious surface and an increase in lawn chemicals more than placement of utilities in the area. Ms. Connors said the City's 2040 Land Use and Transportation Plan (Land Use Plan) already anticipates low density development in those areas.

Councilmember Hickman said the single largest impactful thing to neighborhoods in PlanNorman is the allowance of accessory dwelling units (ADU) in every area except mixed-use areas. He said ADUs are currently not allowed in Norman and he is curious how that massive change will be appropriate considering the City's ordinance would supersede any Homeowner Association restriction that might prohibit ADUs. He said regulations need to be equitable, but allowing an amendment to include ADUs should be further studied. Mr. Renken said there are ADU design standards if the development meets the requirements of the Growth Management Framework, but there could be a footnote that ADUs are currently not allowed and make it clear that an ADU request would be contingent upon an analysis of what areas would be appropriate. He said the City would then create development design standards for ADUs. Councilmember Hickman said until the City conducts a study of what areas might be appropriate for ADUs, the City should not allow them in every land use type at this time. In his ward, homeowners have downzoned neighborhoods to oppose these types of structures and this Plan would be a 180 degree turn from those efforts.

Mayor Miller said Councilmember Hickman has made a good point because the City does not currently have design standards for ADUs so this may need to be removed from PlanNorman or clearer language need to be prepared regarding ADUs. She said amendment criteria does not supersede the City's zoning laws so there would still need to be special consideration for certain developments, correct? Mr. Renken said yes, existing zoning laws do not go away when PlanNorman is adopted, but MIG would recommend the City update the Zoning Ordinance to reflect the intent of PlanNorman. He said PlanNorman is meant to be a companion to other City Master Plans and guidelines and is not a stand-alone plan.

Councilmember Hickman said Compact Attached and Compact Detached allows the ability to split a single-family home into multiple units, so would this mean multiple units would allow multiple people? Mr. Renkin said yes, if the structure meets design standards. Councilmember Hickman said duplexes, triplexes, and fourplexes would also be allowed in Compact Attached and Compact Detached, but some neighborhoods have downzoned in order to prevent these types of structures. He questioned why the City would allow these structures in Compact Attached and Compact Detached, but not in Suburban. Mr. Renken said these are recommendations from the Steering Committee, but MIG is not presuming everything in PlanNorman is exact and that is why MIG is making this presentation to Council.

Councilmember Clark said Norman has a very active senior citizen community and the word "seniors" only appears one time in PlanNorman. She would like to ensure senior citizens are included in the planning process and Mr. Renken assured Council that senior citizen needs were discussed multiple times during meetings in regards to variety of ages, accessibility, aging in place, etc., and all of that is in the draft Plan even if the word "seniors" was not specifically used.

Councilmember Holman said a lot of the population data is based off ACOG information, but there are many people that do not think Norman will meet that population goal; however, Oklahoma City (OKC) is

experiencing major growth. He asked if OKC's growth rate and the idea of climate change causing people to move to centrally located states to get away from the coast have been discussed. He said Norman is trying to limit sprawl and create manageable density that is not overwhelming, but in other communities where that has been done the cost of living skyrockets. He is concerned the City may not be planning for enough growth. Mr. Renken said the modeling for growth assumes 24,000 housing units are needed instead of estimated 16,000 discussed earlier in the meeting.

Mr. Steve Ellis, 633 Reed Avenue, asked when an applicant would need a land use change and Ms. Connors said Staff will review all aspects of the application, not only the description of the neighborhood, but all the amendment criteria and City policies. She said the applicant must justify the land use change.

Mayor Miller asked if Council would like the PlanNorman draft to be placed on the Planning Commission agenda or would Council prefer further discussion. Councilmember Wilson said she would like further discussion in a Study Session and Councilmembers concurred.

Councilmember Hickman suggested ward meetings be held for more focused discussion and input.

Mayor Miller said a Study Session will be held after MIG and City Staff have had a chance to make suggested changes to the draft.

Items submitted for the record

1. PowerPoint presentation entitled, "Plan Norman Comprehensive Plan Update – Public Draft," dated February 6, 2018

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The meeting adjourned at 7:13 p.m.

ATTEST:

City Clerk

Mayor