

**NORMAN PLANNING COMMISSION
STUDY SESSION MINUTES**

JULY 30, 2015

The Planning Commission of the City of Norman, Cleveland County, State of Oklahoma, met in Study Session in the Study Session Room of the Norman Municipal Building, 201 West Gray Street, on the 30th day of July 2015 at 6:00 p.m. Notice and agenda of the meeting were posted at the Norman Municipal Building twenty-four hours prior to the beginning of the meeting and at <http://www.normanok.gov/content/board-agendas>.

Item No. 1, being:

CALL TO ORDER

Vice Chair Tom Knotts called the Study Session to order at 6:00 p.m.

Item No. 2, being:

ROLL CALL

MEMBERS PRESENT

Andy Sherrer
Dave Boeck
Jim Gasaway
Tom Knotts

MEMBERS ABSENT

Roberta Pailes
Erin Williford
Sandy Bahan
Chris Lewis
Cindy Gordon

A quorum was not present.

STAFF MEMBERS PRESENT

Susan Connors, Director, Planning &
Community Development
Shawn O'Leary, Director, Public Works
Steve Lewis, City Manager
Jeff Bryant, City Attorney
James Fullingim, Fire Chief
Leah Messner, Asst. City Attorney
Jane Hudson, Principal Planner
Scott Sturtz, City Engineer
Mark Daniels, Utilities Engineer
Ken Danner, Subdivision Development
Manager
Terry Floyd, Development Coordinator
Larry Knapp, GIS Analyst II

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Item No. 3, being:

DISCUSSION OF A MASTER DEVELOPMENT PLAN APPROVAL PROCESS AND HOW IT DIFFERS FROM THE CURRENT PROCESS.

1. Ms. Connors – [Slide 1] -- We're here this evening and we're also going to spend some time with the City Council to talk about master development plans, because we have an application that is moving through the system regarding a large development in Norman. We're not going to talk about that specifically, because that's an application and I anticipated having a quorum here, so that would be a public meeting and we haven't advertised this as a public meeting. But, in general, we wanted to talk about master development plans because this large development, or any large development, comes with kind of a different perspective on how it would be possible to move forward.

[Slide 2] -- Our current approval process – we have a Pre-Development meeting. We have the Greenbelt Commission meeting, which follows about a week later. We now allow concurrent applications, so you can submit for Pre-Development, Greenbelt, and Planning Commission all at the same time. In the past, you had to submit for Pre-Development one month and then come back in the following month for Planning Commission, but now there's concurrent applications so these things can move about 30 days or 45 days more quickly than they used to be able to. And the applications primarily that are heard at the Planning Commission, then subsequently at City Council, are for land use plan amendment, zone changes, preliminary plats, and final plats. Under our current regulations, a preliminary plat must accompany a zone change. But, as you know, the preliminary plat sets some really detailed requirements on a piece of property. And then, of course, the final plat goes no longer to Planning Commission, but it goes to a Development Review Board and then to City Council for final acceptance of public right-of-way.

[Slide 3] -- If we have these large master development plans – and we haven't determined what "large" means – we're not trying to define "large" – but we would still have the Pre-Development meeting and Greenbelt Commission meeting, and then, most likely, would require a land use plan amendment, because we don't have any kinds of large mixed use development shown currently on our Land Use Plan, except for the University North Park. Then thinking that the zone change would pretty much automatically be a Planned Unit Development, because that's the only thing that can sort of be flexible enough to allow some versatile ways to move a master development plan through the process.

2. Mr. Boeck – Master development plan. Are we assuming that it's going to be mixed use or does it not necessarily have to be mixed use? It could be a single use or common uses.

3. Ms. Connors – Could be a very large subdivision. I mean, it could be one use, but probably unlikely. But I have some examples of primarily residential ones. I'm going to show some maps here in a minute of different types of what might be considered a master development plan and different ways that you could have them submitted.

But the master development plan would be a part of the Planned Unit Development, and so it would be approved by an ordinance and all the regulations within the PUD would then be a part of that zoning district.

What happens, then, is that the standard zoning and subdivision regulations might be varied within the Planned Unit Development. Currently, usually, the Planned Unit Development varies some of the zoning requirements, but it very rarely has varied the subdivision regulations in the past. But this might do both because it's such a large piece of property, or it's intricate. And then platting would not be required for the Planned Unit Development consideration, like it is now. What we're saying is this is an option. What we're saying is sometimes these properties are too large – preliminary plat gets down into very detailed requirements of all the streets are in place, and all

the utilities are in place, and we know a lot about the property once we get to a preliminary plat.

4. Mr. Sherrer – Why did we take out the concurrent application process?

5. Ms. Connors – Well, I didn't mean to. I really think that the complication of it is that we really can't move this along quickly, because it takes a lot more process and negotiations with staff, and discussions of the variations that might be coming forward, so that really it can't get through in 30 days.

6. Mr. Sherrer – Still up front – primarily save on the front end in our current process. That would still be possible. I understand that it might not be Planning Commission at the same time.

7. Ms. Connors – But that's all that concurrent application does. It allows you to go to Pre-Development, Greenbelt, and then automatically to Planning Commission.

8. Mr. Sherrer – Correct. So you still could do concurrent filing of Pre-Development and Greenbelt.

9. Ms. Connors – Greenbelt and Pre-Development come together anyway. That's one application.

10. Mr. Sherrer – So when you say concurrent, you're only talking about Planning Commission combined with those two other meetings.

11. Ms. Connors – Yes.

[Slide 4] -- So what is a master development plan? There are lots of different definitions, but, basically, it's a long-term strategy and rules for development on property. It's an implementation tool of the comprehensive plan, in our case the NORMAN 2025 Plan, in the area that it's showing, and the master development plan sets forth the maximum amount, type, and location of future development that will occur over the life span of that master development plan. So, generally, that's what it is.

[Slide 5] -- Now I have quite a few examples here. This is a portion of Stapleton Development in Denver, so it's the old airport. I only use this because I know what all this is, because my son lives here. And it has developed out pretty much the way it is. This portion of this plan is pretty much all developed at this point in time. There's a whole portion that I'm going to show you in a minute – a north part of the Stapleton Development that's a little different. But, as you can see on this, there were no lots shown generally. There are some, but just general. So this is a regional retail. This is civic land use. This is a mixed use development. This is commercial, obviously. And all this yellow is residential. And I can tell you this residential is not one type of residential – it's at least four or five or six different types of residential developments all mixed together. I know there's a school down here – one of these civic things – there's an elementary school and a couple other uses. And, obviously, each one of these needs to show the open space.

12. Mr. Boeck – Where's the runway that was left? Isn't there a runway?

13. Ms. Connors – Oh, the tower is here. This is the old tower. This is United Airlines Training Center that has been there forever.

[Slide 6] -- Okay. Let's move on. So this is the north part of Stapleton. As you can see, as it has developed they've identified much more of the lots – they know where things are going.

This is a major shopping center. It's a lifestyle center as well as big boxes on the exterior. And these are all mostly single-family homes but, again, it's a lot of different types of housing units mixed in here. So, as you can see, as they've moved forward, they've gotten a much better idea of where specific land uses should be.

[Slide 7] -- Another type, just showing different types of housing. This is, again, one type of land use which is housing, but it's showing the different styles and different, I think, in this case, home builders that were building. Again, the different type of master plan that could be brought forth. But, again, the greenway park/trails system is shown separately – or is shown as an individual use.

14. Mr. Boeck – And that's one little neighborhood in Stapleton?

15. Ms. Connors – Actually, this is pretty much the same area as the first map I showed you. So this is Quebec and this goes over to Havana, so it's at least two or three miles between those two. The whole development is about 4,600 acres.

16. Mr. Boeck – I've been there. It's nice.

17. Ms. Connors – So this is the southern part.

[Slide 8] – This is in Carrollton, Texas. As you can see, this is a little smaller. But just wanted to show some variations in the way these master development plans might come through. So, again, this is all residential and, again, showing the different types of residential in different colors. And then, obviously, showing the different product and the number of units and the percentage of the use overall, with the gross square footage. The detail, I think, varies on the size of the parcel that's coming forward.

[Slide 9] – I don't know where this is, but it looks like more office. I just pulled these images off the web and some had a name and some didn't. Usually, yellow means residential. And these, of course, they haven't defined anything. It's just saying that these yellow areas are going to be residential. And I'm assuming this brown might be some office or commercial development, depending.

18. Mr. Boeck – And the white is parking lots?

19. Ms. Connors – I can't read that. Oh, the white, yes. These areas – landscape, parking lots. But you can see the detail. In most of these, as you can see, you get a lot of detail of the landscaping and the green spaces. And then water features. In this case they are showing the parking lots – you didn't see that so much in those other master plans.

[Slide 10] – This one I used just because it really was very general in the type of land uses that it showed. This is a golf course, obviously, and townhouses. They're showing what they are, but there's no definition to how that layout of those different residential areas are going to look when they're finally developed, except for the large single-family development lots that they've shown specifically. And, again, the streets, the access points, are important. General circulation around it. They're showing – in the notes they actually show some of the other uses, such as the community center and defining that through notes, as opposed to locating it on the map specifically. I think I just have one more.

[Slide 11] – This one really is just land uses. It's more of a land use plan. I'm sorry, I couldn't get it big enough to really read all this. But that's identifying, again, the land uses. Residential is yellow. Industrial is purple. Civic is blue usually. Again, showing the major highways through here and water features through here. In green the park system that runs through there.

So there's many ways that these might come forward to you. I just wanted to give you an idea of that.

[Slide 12] – Some of the major components we expect to see in a master development plan: some discussion of the existing conditions and the site analysis as it exists today; the purpose of the project coming forward; a land use plan in some form of detail. We need the master roadway plan with access points identified. Need parks, trails, recreation and an open space plan. Master utility plan. A phasing plan is very important; we need that in order for the City to really identify how we're going to grow and the function of some of these other systems – the roadways, particularly, and the utilities need to understand the phasing of those systems as they're coming in. And then a discussion of the compatibility with adjacent uses, if that's applicable. If you have something that's coming in a vacant area that already has development around it, then it's very important to talk about the adjacent uses and how this works with those.

[Slide 13] – If you have a lot of housing units – some of the master narratives that I looked at – it's really important that you get some specificity on the configuration of the lots and design standards that are going to be used for those different types of housing. You can't just say townhouses without giving some definition to how those townhouses will work and the size of the lots and how they're going to fit on the lots. And then usually a description of other land uses and any specific regulations that apply with design standards that are applicable to office uses, commercial uses, sometimes park uses. Then it would be appropriate to have a signage plan for the exterior perimeter of the development, knowing what we're going to see on the surrounding roads coming into the development.

[Slide 14] – So some of the advantages of having a large-scale plan come through is we can understand the existing condition on a large parcel. We get a better discussion of the context of the whole surrounding area with this development. It's a firmer plan for the future. We have a consistent point of reference as we move through the development into the future. There is more predictability regarding budgeting and planning – for systems, for new projects that need to be considered as part of the development. There is the potential to optimize the City's resources in the development of the process. And it's a means to establish a community character that we want within that development.

[Slide 15] – Other advantages is that we can determine enhanced amenities that should be a part of this development.

20. Mr. Boeck – Who determines those and what are they? I mean, what are we saying are enhanced amenities?

21. Ms. Connors – Well, certainly, parks and maybe improvements to parks; schools; any kind of community ...

22. Mr. Boeck – Bicycle paths, walking paths ...

23. Ms. Connors – Yes. Trails.

And then, of course, a master plan can have a mix and variety of uses that aren't achievable under regular zoning districts. And it provides adequate method to provide infrastructure. You can get the details of that.

24. Mr. Knotts – What about City infrastructure that needs to be ...

25. Ms. Connors – Well, that's part of that discussion. There's obviously infrastructure internal to the development. There's also infrastructure that needs to provide access to the development.

26. Mr. Knotts – Water velocity is what I'm really thinking about, and that has nothing to do with – I mean, the development needs to pay for that, you would hope.

27. Mr. Sherrer – There's also the offset of that, Tom, too. Extra dollars in the general fund.

28. Mr. Knotts – Oh, don't talk to me about that. We've already talked – it doesn't go to infrastructure. You know that. I asked that question.

29. Ms. Connors – I'll move on.

[Slide 17] – Some of the challenges of doing a master development plan are that for Norman it's a new, untested process. We've never done a master development plan that I'm talking about here. We've done large developments, but not in particularly this way. It's a challenge to manage such a flexible and loosely defined process. It takes more staff time to make sure that we all are where we need to be throughout the process. It's more monitoring of the infrastructure plans to get them where they need to be and to make sure that any other developments that come in around them are fitting in and we've got the right mix of what we need in the future. This requires that we create a mechanism to clearly define development responsibilities as the plan progresses. Right now, we know who is responsible for what through the regular process that we have and we're used to that process. We'd have to define and coordinate connections to existing development as the plan progresses. And then, also, a challenge to create a mechanism to address necessary regulation changes that may occur in the long build-out period. So you approve something that's very long-range and things change in the interim. If you have several hundred acres, that will certainly not get done in a couple years – it could take 10 or so years, and so as things change, you need to be prepared how you're going to handle that.

30. Mr. Boeck – So does University North Park fit under this process?

31. Ms. Connors – It was platted, actually. So it does not fit specifically under this process.

32. Mr. Sherrer – Susan, talk to me about – and, obviously, long-range plans – there's going to be things that change. That's just reality. How, compared to where we are now – I love master plans, but to me the key is I don't want to become more burdensome than we already are or potentially could be within those changes. We want to make that as flexible as we possibly can, as long as we're meeting the needs of – if we choose to go this route – of a master plan. So talk to me about that process. What would that mean? So I decide to change something in a master plan. What does that look like?

33. Ms. Connors – Well, I think that we need to decide. Does that mean you go back through a public hearing process? Is there an administrative process that can cover some of these changes? Or is it always going to be a public hearing process, which is a burden, probably, on both sides – to the City and to the developer. So I think as we walk through and try and make sure that we've covered all these issues, those are the types of things we need to look at.

34. Mr. Sherrer – I think I might be interested in learning the variety of different cities that have similar size, similar type ideas, similar growth opportunities – what they have done to see what those processes are.

35. Ms. Connors – I'm going to have to call people, because that's not readily available on the web, about how you specifically administered any of these developments. That's just not obvious. I've looked and I can't particularly find any of those.

[Slide 18] -- A couple other challenges. Again, we'd create a mechanism to refine regulations that don't work. So, if we changed regulations as a part of the PUD and the master development plan and we find they don't work, we would have to have a mechanism. We just need to be ready in case. And then determine what, if any, improvements or enhancements can be achieved above what the current regulations require. That's a challenge to make sure that – if you're doing this, the City should have some benefit as well as the developer.

36. Mr. Boeck – I thought the whole reason you did a PUD was it's a little you scratch my back, I'll scratch yours.

37. Ms. Connors – We want to make sure that we understand the benefits to the City as well as to the developer as we move through this process.

38. Mr. Sherrer – What would you say are three or four things that, off the top of your head, make this better for the City, better for the developer? What are those things? I'm still trying to get my hands around – I understand the idea of a plan in a grander sense. I think that's outstanding. But to me a PUD, in many ways, provides that same flexibility. I don't want to create more work for all parties through this process. So what makes this easier, I guess, is my point.

39. Ms. Connors – Well, I'm not sure I would say it's easier, but the benefits are that you really have that for hundreds of acres you've defined what you want.

40. Mr. Sherrer – The plan makes up for the extra work, is kind of the easiest way.

41. Ms. Connors – It could. We're saying that may be one of the benefits. And one of the challenges is that it's more work. So you balance these things out. We really need to have a complete analysis of the proposed regulations, because otherwise it really can be time and staff intensive. I think that we certainly have to put in the time up front to make sure that we know what we're getting and that we want what we're getting for all parties. Then try to make it so that it's not so burdensome as it moves forward.

42. Mr. Gasaway – Is this something that, had we had this in place, would have worked for University North Park?

43. Ms. Connors – It could have. Although, let me just say about University North Park, they had absolutely no idea what they wanted to do north of Rock Creek, so I'm not sure that we would have gotten more with a master development plan than we did how we did it. The southern portion was very defined, where the northern portion was not.

44. Mr. Boeck – Okay. So let me ask you this. With this master development plan, obviously the City has to have some, I guess, focuses or criteria or priorities as to what they want to see in a project like that that they can ensure get in here more readily, I guess, with a master development plan, as opposed to the old way of doing it. Is that a true assumption, that this helps that conversation so the City gets more of what it wants up front?

45. Ms. Connors – The first one in the door, obviously, you'd start developing those criteria.

46. Mr. Boeck – I guess one of the things I'm thinking about is I, you know, am a firm believer in walkable cities. We have all these people, place and placemaking conferences. We have

this plan for higher density downtown that we hopefully adopt sometime in my lifetime. So, with that point of view, saying okay, because the other side of the coin is development always occurs on the fringe. Big developments, like this, occur on the fringe. So that creates more driving, more infrastructure, more utilities, more fire and police and that kind of thing. I remember talking to Roy Alva one time. I thought University North Park was going to be a cool idea and I said, how come you're not making this mixed use? And he goes we just don't want to get into the housing business. So can the City, in a PUD, say okay we're going to encourage you to make this development mixed use by having certain benefits to make this mixed use? So on this development project here that we're not talking about – and they're not even here, so I can't reference them – but have we determined, or is that part of what this is going to be? Is to come up with some criteria to say, okay, this next huge development that comes into town we want to encourage walkability and connectivity and diverse neighborhood development, so we're going to encourage the development of a mixed use type of plan, as opposed to a single use kind of plan. Is that something that could be done better with this master development plan?

47. Ms. Connors – Well, yes, I believe so, because you're not getting little pieces of development that are 80 to 100 acres at a time. You're getting hundreds of acres, and at one time, so you can see the mix of uses. You can see the interaction of those uses, at least interior to the site, as well as exterior, if there are any. So that is a benefit of seeing that mix of uses all at one time to determine if that's appropriate. At that size, you're really creating neighborhoods. You're not just creating a little subdivision; you're creating neighborhoods.

48. Mr. Boeck – Well, University North Park is a neighborhood – it's not a very walkable neighborhood, although we have the Centennial Trail, I guess, goes through it to the new park and is going to go across Rock Creek Road. But it just seems like if it would have been encouraged to make a place where people lived and worked at University North Park, it might have been more of a, what I call, people place. I mean, it's nice architecture – I love the architecture. I love going out there. But could we have maybe had more of an ability to make it more diverse with this kind of idea?

49. Ms. Connors – Yes, we could have.

[Slide 19] – So the changes to process, to just kind of go over those. The PUD becomes a long-range master plan for development as well as zoning document. It also poses some requirements for the future. Or not poses them – it sets the standards of things that have to come after it, because we're skipping, at this point, the subdivision process. Not skipping it, but it's not coming at the same time. So the PUD has to include regulations for future submittals, which is unusual. Usually, that doesn't happen. You establish the PUD zoning district and it doesn't say what comes next. It doesn't say you will be submitting X, Y and Z prior to building permits or something. This document would have to be that specific. It would have to provide detail to allow building permits to be issued. To a certain extent, the zoning document has to be prepared to identify the parameters, particularly of the housing styles, so that you could go from there to the plat to the building permit. It would be the guiding document, instead of the preliminary plat that we're used to seeing as the guiding document for development.

50. Mr. Knotts – So how are these changes in this procedure developed? Who spends that time?

51. Ms. Connors – Well, the PUD allows us to do all this. We don't think – there are not changes to the ordinances that would have to occur. But what you would be doing inside that PUD document would be different than what you are used to seeing currently.

52. Mr. Knotts – Well, determining the specificity that you're talking about in here, as far as sequence of events and the submittals – is that a City staff thing?

53. Ms. Connors – Yes. The City staff would have to have a lot of input with the developer in identifying the language in the narrative of the PUD that would have to be included to make this go forward with comfort on our side.

54. Mr. Knotts – For the PUD to be approved and the language therefore approved – it's the normal process of Planning Commission and City Council?

55. Ms. Connors – And it's a zone change. It's just an expanded document under that PUD zoning district. It becomes an ordinance that's passed by City Council.

[Slide 20] -- One of the other changes to the process is that – we've done this in the past. But very often our PUDs refer back to a zoning district already. I think that most master development plans are looking at a variety of housing types that don't really get defined in our zoning code – you know, different types of lot sizes. So all that would have to be detailed, as in the current zoning code, with setbacks and height limitations, and parking requirements, and access to lot, etc. That would all have to be part of the PUD narrative. Then, although a general plan of major arterial road improvements should be included, the complete analysis of traffic and drainage are not possible with a master development plan, so additional analysis would need to be triggered by the progression of the stages of development. Once again, you need to have that language in there that kicks in all these progressive stages of development and what happens.

56. Mr. Boeck – And why wouldn't it? Why wouldn't you be able to include traffic analysis and drainage? I mean, if we're talking 700 or 800 acres, that's a lot of drainage and it's a lot of traffic.

57. Ms. Connors – I think you have it to a certain extent. You have X maximum number of units that could be built. You have generally a gross square footage of non-residential development. Based on that, you can get a pretty good idea of what you need. But as each of these areas comes in, there might be tweaking of that.

58. Mr. Boeck – But they would still be required to submit a general overall concept.

59. Ms. Connors – At the beginning. Yes.

60. Mr. Sherrer – You have to do it at the beginning, there is no – in other master plans around the country, there isn't a way to fold that in – meaning that there are certain things, i.e., traffic, that does change, based not only on development, but also other developments in the area. You're going to have to have a full traffic plan early, and you're going to have to do it multiple times in between?

61. Ms. Connors – Just keep in mind, for instance, some cities update their comprehensive plans more often than we have in the past. But we're going to update our comprehensive plan in the next year and so that might change things – trigger other things because the adjacent properties might not be what they were in the 2025 Plan. So that kind of thing – we have to be prepared for that. We have to have some mechanism to accommodate that.

62. Mr. Knotts – So this plan, that we may or may not be not talking about – would it appear like the one in Denver that you know – would it appear like that?

63. Ms. Connors – Yes.

64. Mr. Knotts – I mean, is that the rough?
65. Ms. Connors – There are several of them that it could appear like.
66. Mr. Sherrer – How many acres is Stapleton?
67. Ms. Connors – 4,600 total, but I think that's the south and the north part. 4,600 acres.
68. Mr. Knotts – You have a spine and other transportation pieces of that. Then you say, well, this housing area is going to be big houses, 4 to the acre, or something, and these are going to be 20 to the acre, and you could just figure everybody's got a car or two. You could do some rough analysis it seems like.
69. Ms. Connors – I think that's what I indicated. I'm just saying there's a maximum number of units that would be allowed and a maximum gross square footage.
70. Mr. Boeck – The important term there is complete. You're talking about original is general, but as the space develops, then it becomes complete.
71. Mr. Sherrer – You said the word rough, too. Like rough estimate, rough idea. What does that mean exactly?
72. Ms. Connors – Well, I probably misspoke, because a master plan should identify it like a maximum number of units. But as these things change, depending if the maximum units could be apartments, or they could be single-family homes, and that really changes the dynamics of your traffic patterns. You could have a hospital and you could have a major shopping center. That really changes the dynamics of the traffic. So, as those things get defined specifically, that's when you need the more detailed analysis.
73. Mr. Sherrer – So if you had an analysis that said average and maximum based on, not just traffic, but other criteria as well, that would probably be ...
74. Ms. Connors – At the beginning, you're going to do worst case scenario I assume.
75. Mr. Boeck – But since it's a larger development, it's going to take longer to develop, and you have market influences, like when you first start you might not have any apartments at all, but by the time you get to the later stages, the demand for apartments are there, so you might allow – you allow people to revise PUDs now.
76. Ms. Connors – Oh, absolutely.
77. Mr. Boeck – You have that kind of flexibility to amend that. Okay.
78. Mr. Sherrer – And you amend that, again it goes through the formal process, though. And to me, those kinds of criteria, I think – with you, but culture changes. We start developing things like more walkability, just based on generational, depending on how long these master plans are, I think you have to be apt to have some criteria to be able to be altered without having to go through the entire process. That seems to me to be – for the right reasons, obviously.
79. Mr. Boeck – So everybody in this beginning phases of this development become old and so there's a need for nursing care and assisted living that wasn't in there when everybody was young.

80. Ms. Connors – Houses with no stairs.

81. Mr. Boeck – There you go.

82. Ms. Connors – [Slide 21] -- So we're posing a couple questions. We wanted to get your input if you thought it's beneficial from the long-term planning perspective to look at master development plans to effectively plan for infrastructure needs. We've talked a little bit about that. We'd like your opinions on that.

83. Mr. Boeck – My opinion is anything you can do to create a fluid conversation to make sure that the development is optimized, both for economic development but also for creating a community that holds up our standards of placemaking and walkability and bikeability and all those kind of things. To me, what this does is it allows for a lot more conversations along the way, which – how often do we revise our 2020, 2025, 2030 plans? Is it every five years – every ten years?

84. Ms. Connors – It's been ten years.

85. Mr. Knotts – Is that our new standard?

86. Ms. Connors – I think that – just a few things. We've talked about redoing it for about three or four years, but we felt like the transportation plan needed to be done and then there was one year when the budget didn't really allow for it. Ten years is probably the outside that you should look at.

87. Mr. Knotts – Worst case scenario.

88. Mr. Sherrer – I think – my opinion is more of an opinion question. We're the Planning Commission after all, so I think most of us are going to be in favor of additional type planning in the grand sense. To me, though, the process, the details, the efficiency, the burden on staff, the burden on development – those are things that have to be kind of ironed out and determined, to me, to find out really if that's effective for us. The idea of trying to have a long-range plan, both for infrastructure, for future development, for the opportunity, as Commissioner Boeck said, for incentives or promotions or something to really move the way we want to is really appealing. I think, though, it has to be determined based on all those other items that, to me, I couldn't answer today. So that would be kind of my. Like to revisit and find out if those things – what that process looks like.

89. Mr. Gasaway – Well, the reason I asked my University North Park question a while ago was if we would have had this process, would that have fit? I think you can use that – if you say we had this master development plan before North Park. There have been lots of situations that have happened there, like the national economic downturn, not just local, although that was an impact, too. Then five years later some of the components of it were not as attractive to the citizens of the city as they were originally. There have been some that have changed dramatically, economic development wise, from what it was originally. So, looking back at that, would this have been an advantage in that situation? Because something of that size, I think that's always going to be true. You're going to run into those same things in any kind of major development like that over 10, 15, 20 year period just like that. I think the question is, would that have been a better plan than what we had? Would that have helped City staff, the developers, the overall community plan? And I think probably so.

90. Ms. Connors – I think it would in some areas. The southern portion was so defined that we didn't really have the burden of trying to figure out the utilities and the streets and things. Those all got done with the plat.

91. Mr. Bryant – It really was somewhat of a hybrid because south of Rock Creek UNP was pretty well-defined in the preliminary plat. The north half, though, was not clearly defined, although they did have special development areas – SD-1, SD-2, SD-3 and so forth. And they had different percentages of use that could be used in any of those spots in the special development areas. That's exactly what has happened. You had office space, with the NEDC economic development land.

92. Mr. Boeck – Dan Graves medical offices. And now we've got housing. Don't we have apartments?

93. Mr. Bryant – And the housing that's coming, which is a pretty large percentage there. It wasn't exactly clear where those could be placed, and that was purposeful so that, as it developed, there would be some flexibility to be able to place them as the market allowed. Now the part that they're bemoaning a little bit right now is there's no retail on the north, because they purposefully put all the retail on the south. But, as far as concepts of walkability, mixed use living, those types of principles that are more interesting to Council these days than they were back then – it's a little bit of a hampering, because they're prohibited currently from having any retail on the north half. That slows down the walkability of the neighborhood.

94. Mr. Boeck – Prohibited in terms of what was zoned?

95. Ms. Connors – Yes.

96. Mr. Bryant – That's right.

97. Mr. Boeck – But that's where, to me, what makes this effective in any way is to have the kind of flexibility where you could change the zoning, because, obviously, it's the advantage, if we want people to walk, if the housing had been close to retail, close to commercial, right now what we're getting is the same thing you get in most suburbs, is you get housing so far away from retail they're going to get in a car and drive someplace. That's why I was asking if we had some criteria in this kind of process, or in our old process, that allowed for more mixed use. I think we have to have some kind of this is what we want to do – this is what we want to encourage. Some cities have certain benefits. You know, if you do so much high-rise – we talked about this on the high density stuff. If you do this, then we'll give you an extra two or three stories. If you add some retail on the first floor or whatever – first couple floors, then we'll let you do a couple more stories of residential on the top. That kind of play that we haven't had in the past – or that we haven't used. I don't know if we don't have.

98. Ms. Connors – I don't think we have that.

99. Mr. Bryant – So the north half of UNP is somewhat similar in that they had special development areas and they had percentages of uses. That's the kind of thing you might get here with a master plan, where you have broader drawings and then you'll have percentages of uses.

But, just like UNP, we may have some opportunities to come in with a lifestyle center and with the Gary Brooks project. Come in and rethink that and see if we might want to go for some mixed use opportunities. There are current discussions with developers about that right now.

100. Mr. Boeck – Because, I mean, lifestyle centers are a great concept. Most of the time you see them, they're in an isolated piece of property out in the suburbs someplace where they've come in and kind of artificially developed this really cool town center looking, which is basically what it is. A lifestyle center is like a mixed use town center, but in order to get there from any other development, you have to drive six, or eight, or ten miles to go shopping there. So there is a lifestyle center planned for University North Park?

101. Mr. Bryant – There was one from the beginning. It's been kind of modified and now we're looking at is there an opportunity to modify it again so that it more addresses some of these things that are of more interest to the Council.

102. Ms. Connors – And that's a good example of how the market has changed from the first inception of that and what it was thought it could be to what's going on in the market today.

103. Mr. Boeck – Every time I drive down Ed Noble Parkway, I think of how we could make that a mixed use development and it's been interesting watching that, which I thought would always be a positive strong economic area, because of where it is between Main Street and Lindsey Street. I don't know if it's just because the demand with University North Park now, we've got more empty spaces, or a few more empty spaces down there that have seemed harder to fill. But if you could build some housing there and move people into that area, it would also be advantageous to get on the highway and go someplace. If we had the flexibility to allow for that, because those parking lots are all empty, so there's lots of parking lot that can be built into housing or something like that. I don't know if – because that was developed under the old standards for a master plan also and it was zoned, or platted for commercial, and then developed along there.

104. Ms. Connors – There is multi-family zoning behind there along 36th, but never developed. I think there's lots of challenges with that ground.

So the other question, just from your perspective of what you've heard here, or just any of the thoughts you have, and do you see any benefit to this process, as opposed to our current process? Just to be clear though, the current process would probably be that little pieces of property would come in a little bit at a time. It would not be a several hundred acre preliminary plat that would come in. So then you'd be having little pieces of property come in.

105. Mr. Boeck – I think any time you can do a holistic approach to a regional area of land, it's going to turn out better, because you've had a chance to review it, think about it, evaluate it, study it, reevaluate it, revise it along the way, instead of developing this 40 acres here, this 50 acres here. With the overall master plan, the 2025 Plan, 2020 Plan – whatever, you set up some guidelines with that so there's a broad scope image of the community in terms of how you think it should develop. But then you've got these micro pieces. The bigger they are, I think, the more holistic you can be about how it develops in a positive way that this would allow.

106. Mr. Sherrer – I agree. I would repeat exactly what I said before. I agree with that wholeheartedly. I think that is the benefit. I think the thing to caution us is to getting there. It's the implementation and the process of actually refining it. The idea of original perspective, I mean, sure, that's great. It's the process and the time and efficiency and that – does that lead to a better outcome? Because, ultimately, that's what you're seeking is the best outcome. So, just because you have a great plan doesn't always mean you have a good outcome, if the steps in the interim don't work.

107. Mr. Boeck – Another way you could look at it is this is a more intrusive way of looking at the overall lifespan of that development, which requires more staff. But, when you're doing one little parcel at a time, there's a lot of time that takes it up in saying, oh, this is developing; what is

it doing to this piece of property? What is it doing to that piece of property? And so you spend more time over the long haul trying to rework some things that didn't work out right the first time. Whereas if you had spent a bit more time with the overall picture, what happens later on might be easier to police or manage.

108. Mr. Sherrer – I think that's where the questions to those other communities is so essential, because let's find out what have really been the experiences. It's real easy to say well I have a great master plan, what a wonderful thing, we've got it all figured out. But is that more or less in the end? I think their experiences would tell us a lot. Then, obviously, we'd have to tailor it to what fits best for Norman. I would think that like size towns, similar communities, similar growth opportunities – those are the kind of towns we want to be talking to, if they exist. Versus, you know – no offense to a large metro, but I think we're in a little bit different situation.

109. Mr. Knotts – I think a master plan doesn't fall under the holistic plan, because master plan is big chunks – and I mean it's all a whole. It's not holistic, it's just pieces. And so the planning process, although you can kind of get the lay of the land, you can look at drainage, you can look at traffic. I think infrastructure is going to be in there. The development infrastructure. But holistically, you've got to broaden the picture, I think, to include some very – I mean, if we're not talking about Norman, I don't know what we're talking about. But if we are talking about Norman, we're talking about water. I just think that we don't really have a water plan. So we can think about who we're going to cut off when this 760 acres comes on line.

110. Mr. Boeck – Well, now that I've got a xeriscape front yard and I don't water any more, I don't care.

111. Mr. Knotts – I like the idea of a master plan, but it doesn't give me a warm fuzzy that it gets administratively handled. Here's what I see. A master plan comes in and we do a PUD and we struggle through pages and pages of law in there and try to think of the follow-on problems that doing this or doing that causes. In the end, we kind of get overwhelmed by the need to move on, and then we wind up with a situation that we wind up not having much control. Although I have the ultimate confidence in some of the engineers that work through these things in small parcels, that seemingly always connect to other small parcels, and so I feel that there can be a positive impact there.

112. Mr. Boeck – What's the alternative in your mind?

113. Mr. Knotts – That's what I'm struggling with right now, is that any size of large acreages is going to develop over a long period of time, and those ...

114. Mr. Boeck – If you don't master development plan those acreages, you get a little development here and little bit there and a little bit there and they might connect and they might not.

115. Mr. Knotts – Well, as long as we have engineering expertise, we can make it happen.

116. Ms. Connors – Anything else?

117. Mr. Knotts – I have unsettled issues now that we've kind of talked about this. I just need to think about – I used to do master plans.

118. Mr. Boeck – I liken this to doing a school district. Architects do long range master plans for school districts. I used to run the numbers – potentially how many students you're going to have in each of the schools in each of the little neighborhoods and stuff like that. If they didn't do that, even though you might be totally wrong, at least you've looked at the whole campus –

if you want to call a town a campus – so that you know what each of the neighborhoods (which is a school) needs in order to function. Without that, you're just throwing some money at Lincoln and then throwing money at McKinley or throwing money at Norman High, but you really don't know what the overall picture is. So I see this master development plan as just something that's a normal part of the whole design process on a large scale.

119. Mr. Knotts – I don't have a problem with the master development plan. It's not having any real detail about it and putting it into maybe irretrievable process. That once you do it, you can't claw it back if things are working poorly.

120. Mr. Boeck – To me, that's what we're trying to avoid with this process. So we're not having to pull it back after it's out of control. But I think I understand where you're coming from.

121. Ms. Connors – Any other comments any of you would like to make? I appreciate your time. I do appreciate all of you coming. We really wanted to get your perspective and not focus you on a specific development in Norman, but really try and talk about the concept and the idea and the policy of doing this.

122. Mr. Boeck – When you think of a project of this size – of any size – University North Park – whatever – this development that we're not talking about – you're dealing with a lot of issues that the City staff, engineering and professionals spend lots of time going over. If it's not developed right, then you're going back and spending lots of time redoing it later on. But that's why we go back and look at the transportation plan and review the transportation plan and review the water plan – don't we have a water plan? I thought we had a water plan.

123. Mr. Knotts – There are three communities in the water plan. Two have rejected it. And we don't know if the chemistry works. I want to be dead before I have to start boiling unusual parts.

* * *

Item No. 4, being:

ADJOURNMENT

There being no further business, the study session adjourned at 6:59 p.m.

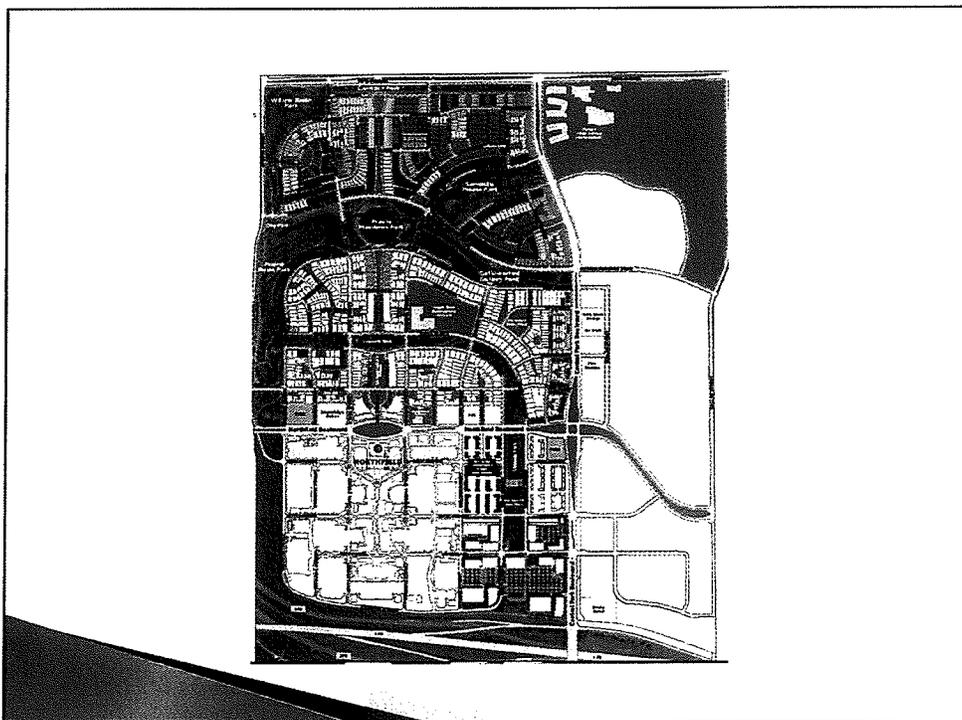
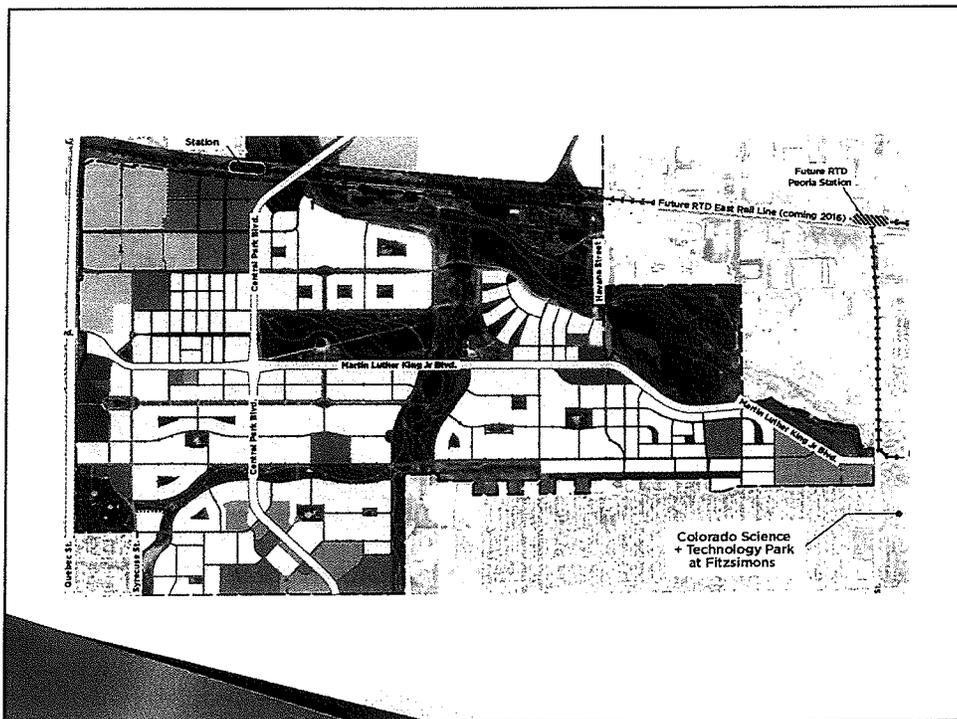

Norman Planning Commission

MASTER DEVELOPMENT PLANS

Planning Commission
Study Session
July 30, 2015

CURRENT APPROVAL PROCESSES

- ▶ Pre-Development Meeting
- ▶ Greenbelt Commission Meeting
- ▶ Concurrent Applications
- ▶ Land Use Plan Amendments
- ▶ Zone Changes
- ▶ Preliminary Plats
- ▶ Final Plats



MAJOR COMPONENTS OF A MASTER DEVELOPMENT PLAN

- ▶ Description of types of housing units with specific configuration on the lot and design standards.
- ▶ Descriptions of other land uses and specific regulations that apply with design standards.
- ▶ Signage Plan for the exterior perimeter of the development.

ADVANTAGES OF A MASTER DEVELOPMENT PLAN

- ▶ Understanding existing conditions on a large parcel
- ▶ Context of the surrounding area
- ▶ A firm plan for the future
- ▶ A consistent point of reference for future development
- ▶ More predictability regarding budgeting and planning,
- ▶ Potential to optimize resources
- ▶ A means to establish community character

CHALLENGES OF A MASTER DEVELOPMENT PLAN

- ▶ Create a mechanism to refine regulations that don't work once the details are identified.
- ▶ Determining what, if any, improvements or enhancements can be achieved above what current regulations require.
- ▶ Complete analysis of proposed changes to regulations can be time and staff intensive.

CHANGES TO THE PROCESS

- ▶ The PUD becomes a long range Plan for the development
- ▶ The PUD includes regulations for future submittals
- ▶ The PUD document needs to provide detail to allow building permits to be issued
- ▶ The Master Site Development Plan is the guiding document instead of the Preliminary Plat

