CITY OF NORMAN, OKLAHOMA

PORTER AVENUE CORRIDOR STUDY

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Chapter 1: Introduction

To succeed, any project must become a working partnership with the people of a community.

This was the philosophy used throughout the development of the Porter Corridor plan. Taking this direction was more critical for this project than for many projects, as the idea to create a plan began with public displeasure at the need for viable business to expand and the resulting pressures these expansions created on the neighborhood. A number of commercial developments along Porter Avenue came before the City requesting to remove homes adjacent to their properties, most of which the commercial owners had purchased over time, to expand parking. The neighbors that were insulated from the commercial uses by these, now rental homes, were no longer going to have the buffer. The Planning Commission and City Council struggled with pleasing both groups and having little direction from existing plans.

The Planning Commission and City Council determined that it was time to address issues along Porter Avenue and the best way to begin was to appoint a citizen-based committee and hire an outside consultant with a broader perspective of the issues. Using this process was the right choice for Norman and, more specifically, for Porter Avenue. Creating a community consensus around neighborhood needs and economic development will ultimately attract more partners, funders, and the support of countless individuals who want to be a part of the solutions and improvements for their community.

The purpose of this study is to guide future improvement of the Porter Avenue Corridor, while focusing on the existing community and the rich history of the area. This document will explore the opportunities for pedestrian movement, street improvements, and landscape and pedestrian amenities, while taking into account the relationship of the existing residential community with the proposed future commercial and residential development.

CHAPTER 1

INTRODUCTION

CORRIDOR LOCATION

The study area centers along Porter Avenue, with the set boundaries outlined by the City as the area south of Haddock Street, north of Castro Street, west of Findlay Street and east of Crawford. This area is crossed by the east/west high traffic corridors of Robinson, Gray, Main and Alameda. Porter Avenue is strategically located at the east end of the Norman downtown and runs perpendicular to Main Street and Gray. Key landmarks within the corridor include Norman Regional Hospital, St. Joseph's Catholic Church, Hiland Dairy, and downtown Norman.

CORRIDOR HISTORY

Since its early days following the Land Run of 1889, Porter Avenue has played a central role in the life of Norman's residents.

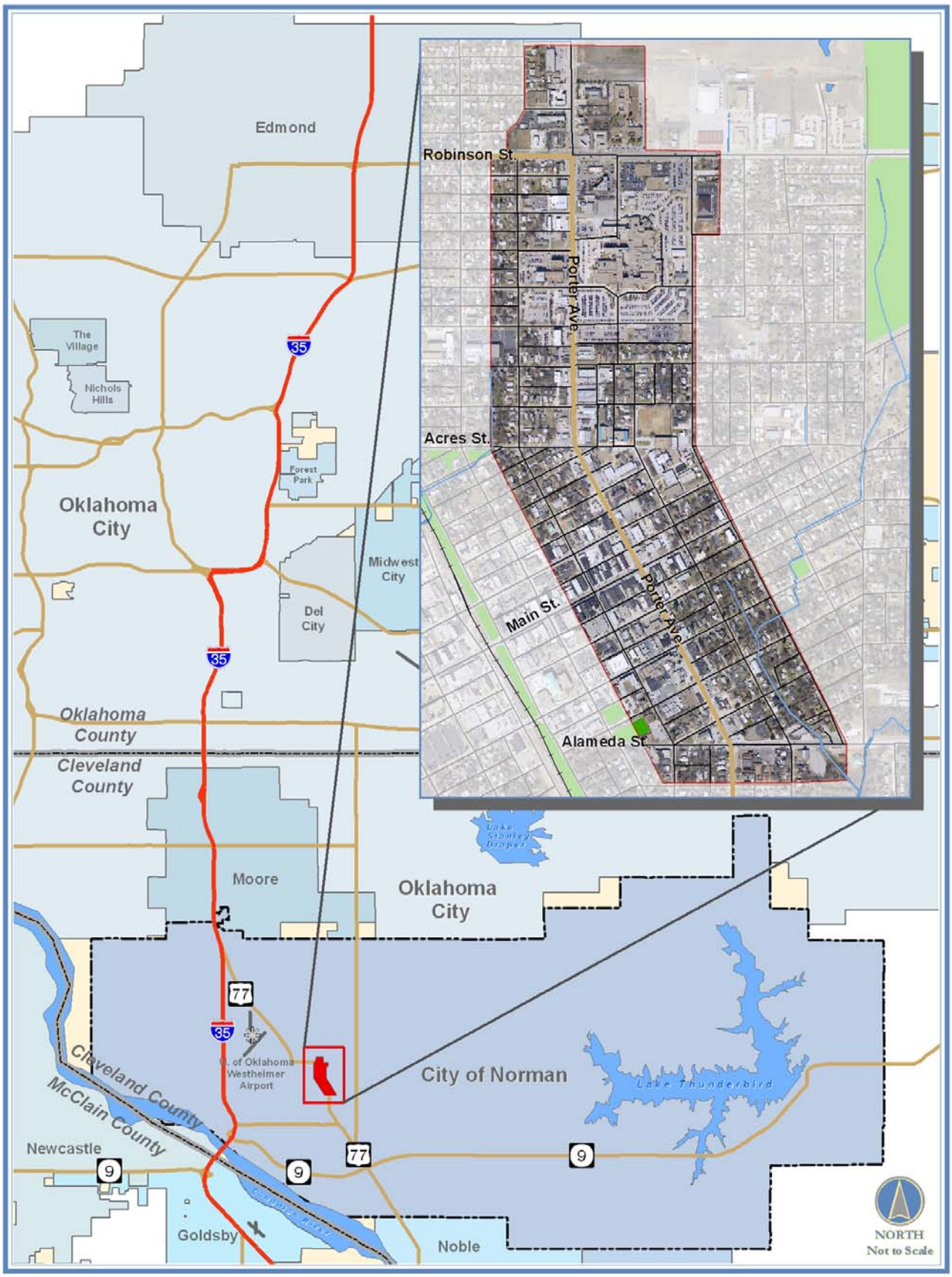
Victoria Von Koeppen

Victoria Von Koeppen

By the turn of the 20th Century, nearly a dozen churches had located on or adjacent to a predominantly residential Porter Avenue, creating a hub of community activity on Sundays and throughout the week. This included the Methodist Episcopal Church South, home of Oklahoma Territory's first college-High Gate Female College at Norman. A few of these Porter Avenue congregations have flourished and remain anchors along the corridor.

Porter Avenue's transition to highway status began in 1924 when it was christened Oklahoma State Highway 4. In 1926, Porter was rechristened U.S. Highway 77, signaling a new importance for the corridor and attracting a lively mix of occupants.

Schools, a hospital, and a dairy moved in, along with a variety of small businesses and services, motor courts, numerous restaurants, and other small operations that catered to highway traffic.



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VICINITY MAP

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

Location Map

INTRODUCTION

Even today, many Oklahomans regard Porter Avenue as a segment of "the old football highway," the last stretch of the journey to see OU's Sooners play at Owen Field, and a convenient place to grab a bite to eat after the game was over.

Over the years, popular gathering spots along Porter included the Flying Red Horse Café, the Courts Grill, Gilt Edge Ice Cream Parlor, J.D. Vaught's Texaco, Greenleaf Grocery, Red's Tavern and the iconic Tee Pee Bar and Grill.

During the early heyday of the automobile, ***North Porter Avenue also became home to a number of "motor companies" that included car dealerships, gas stations, service and repair shops, and parts stores.***

These early auto-oriented businesses brought with them the architectural influences of the day and Art Deco style was born on Porter Avenue. Representing a stark departure from Victorian excess and homey Craftsman design, Art Deco was a popular style of commercial architecture throughout the country. It heralded sleek modernity and became the style most associated with the progressive optimism of the early Automotive Age.

Motor companies dominated Porter Avenue and Main Street for decades before Norman's car dealers migrated west, eventually forming the interstate corridor's "Mile of Cars." After car dealers migrated away from Porter Avenue, motorcycle dealerships moved in. Even today the wheels and movement theme lives on along Porter in the form of muffler and radiator shops, tire stores, and used car lots.

During the past 119 years, Porter Avenue has evolved from a sleepy residential street with churches and schools, to a busy commercial corridor with a great deal of promise.

Porter Avenue's central location in Norman, surrounded by comfortable 20th Century neighborhoods, its mix of land uses, and its compact scale all bode well for a future Porter Avenue that is a community destination, a hub of activity, and a great street.

CHAPTER 1

INTRODUCTION

WHY REVITALIZE PORTER AVENUE?

Historically, Porter Avenue was a segment of the main connection linking Oklahoma City and Dallas, Texas. The street provided a place for travelers to stop for gas, dinner and a place to spend the night. In the process, Porter Avenue also provided a face to the world for the community's growing university. As the community struggled with the development of Interstate 35 and the shift of new development to the west, Porter Avenue was the largest casualty, leaving a dismal outlook for the future.

The cost of not acting to reverse the current state of Porter Avenue is significant.

By not making an investment to improve the streetscape, adopting new ordinances to deal with the commercial and residential conflicts, and developing public/private partnerships, what exists today is the best Porter will ever be.

With no public involvement, existing business will continue to come and go, while the impact on the existing neighborhood will be great. There will be no conveniences and the neighborhoods will continue to struggle with maintenance, vacancies and a high number of rental properties. Potential business and employment will be lost, together with related financial benefits. Blight will continue to spread as the quality of businesses in the corridor begins to decline, thereby diminishing the quality of life.

The future of Porter Avenue should not continue along its current path. Porter Avenue can become a new destination place, where residential and commercial uses peacefully coexist in an attractive environment. A concerted community-based effort to address the many challenges facing Porter Avenue will bridge the gap between the neighborhoods, commercial districts and the City as a whole.

VISION

Through the process outlined in the following pages, the community worked through a visioning process

Porter Corridor Vision

Porter Avenue will be a core area destination that brings new economic and social vitality to the City of Norman. Porter Avenue will be a gateway to the community and will be recognized for its uniqueness and visual appeal, from streetscape to storefronts. The corridor will offer a balance of commercial, residential and institutional uses that complement the adjacent neighborhoods. Porter Avenue will be recognized as a corridor that connects the community, utilizing all forms of transportation, with a commitment to safety and pedestrian uses.

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Following the direction outlined in the Vision statement, creating a walkable, mixed-use district will allow for the creation of a new destination district focused on livability versus the automobile. As the country focuses on becoming more sustainable, Porter Avenue will begin to fill that important role for Norman as the redevelopment of the corridor will promote walkability, use of transit and the recycling of existing buildings and infrastructure. Streets are the most prominent and prevalent public spaces in any town. Making them more pedestrian friendly is the best thing a community can do for the people. A walkable district quickly becomes a magnet for both public life and economic expansion, thus enriching the community in several ways, including sustainability.

Continued revitalization of Norman's downtown area, including Porter Avenue, will enhance Norman's ability to attract residents who seek the highest quality of life. Norman will compete successfully to attract the growing "creative class," often defined as professionals who seek community amenities, arts and culture, authentic destinations, recreational opportunities, strong neighborhoods, intellectual engagement, good schools and economic vitality.

Using the key factors developed in the Vision statement, a set of goals were developed to breakdown the specific areas.

1. Aesthetics:
Create a destination environment that is reminiscent of Porter's transportation "roots," complemented by intimate green spaces, a spectacular public streetscape and high visual interest which will create an environment for private investment on adjoining land throughout the corridor. Porter will become a collage of lively spaces, serving all ages, daytime and evening. Porter will incorporate new standards for urban design that are compatible with current development on Main Street, the historic transportation role of Porter Avenue and the historic patterns of surrounding neighborhoods, while promoting rehabilitation and preservation of key structures within the area.

2. Neighborhoods:
The Porter Avenue corridor will successfully define neighborhoods which blend multiple lifestyle uses, retaining important historic assets while introducing residential options that address needs of all ages and incomes. Neighborhoods surrounding Porter Avenue will be safe, walkable and well maintained and offer connectivity and easy access to amenities.

3. Transportation and Safety:
Establish Porter Avenue as a safe, accommodating connection with downtown Norman and other established commercial districts, as well as the City's established transportation network, and adjacent residential neighborhoods. Vehicular traffic will be managed in a way that maintains the corridor as a safe transportation mode for all. Por-

INTRODUCTION

ter Avenue will be a transportation corridor, providing for bus and pedestrian transportation.

4. Economic Development:
Porter Avenue will be a significant revenue-generating corridor for the City of Norman, encouraging development efforts to create a balance of uses. Resulting development will connect seamlessly with adjacent neighborhoods, parks, trails and institutions that are central to the Porter Avenue Corridor. Porter Avenue will be guided by new standards that encourage development, safeguard architectural integrity and benefit the area as a whole.

5. Land Use:
Porter Avenue will balance its active commercial and mixed use areas with the surrounding established neighborhoods. Land use will maximize Porter's opportunities for housing, economic growth and transit connections.

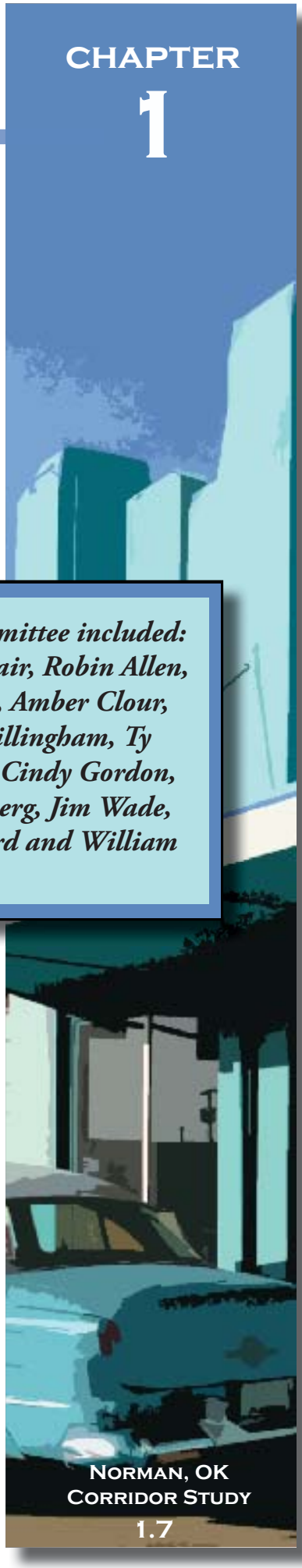
PUBLIC INPUT

The public involvement process brought city leaders, the planning team, the planning committee and the community together for mutual education and discovery that led to development of the vision and goals for the future.

The public involvement process brought city leaders, the planning team, the corridor stakeholder committee and the community together for mutual education and discovery that led to development of the vision and goals for the future. The process in Norman involved extensive face-to-face contact for the purpose of acquainting the community with the plan process, identifying problems and their potential solutions, clarifying current conditions through collaborative fact finding, setting priorities and bringing residents actively into the process.

The Porter Stakeholder Committee included: Jim Gasaway, Chair; Jim Adair, Robin Allen, Joel Barbour, Roger Brown, Amber Clour, Jeannette Coker, Carol Dillingham, Ty Hardiman, Diana Hartley, Cindy Gordon, Mike Tower, Zev Trachtenberg, Jim Wade, David Whitaker, Jeff Willard and William Woods.

Corridor stakeholder committee members appointed by the City of Norman represented the interests of constituencies throughout the planning area. The selection of a broad-based stakeholder committee offered the planning team an advantage both at project inception and throughout the planning process. Members of the corridor stakeholder committee assumed leadership roles through appointed Focus Groups, representing aesthetics; transportation and safety; economic development; neighborhoods; and citizen mobilization.



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The following activities took place with the corridor stakeholder committee and community:

Project launch with internal interviews with Mayor, Councilmember Dillingham, City Manager, officials from planning, revitalization, public works and other City staff.

Initial corridor stakeholder committee kickoff, which identified assets, liabilities, potential solutions, and priorities. Throughout the process, the corridor stakeholder committee was especially active with community contacts and promotion of planning events.

Face-to-face individual and small group interviews with approximately two dozen Porter Corridor stakeholders and phone interviews with approximately a half dozen additional stakeholders and those with technical expertise, followed by a summary document.

Stakeholder Committee Priorities

1. **Aesthetics**
2. **Porter width**
3. **Area not a destination**
4. **Lack of sidewalks/connections**
5. **Traffic and parking**
6. **Pedestrian and school children – safety**
7. **Hosp. shift – poss. dr. shift**
8. **Competing business/residential interest**
9. **Nothing to attract young**
10. **Drainage swale – within paved area**
11. **Reuse of older buildings**
12. **Ordinances**
13. **Truck traffic-dairy through neighbor-hoods**

Appointment of focus group chairs who helped with research, community contacts and goal setting.

Media briefings, notifications and personal contact for advance articles and editorials as well as on-site coverage at the charrette and the public open house, response from commercial and educational television, press.

Articles for web posting, on the City's website.

Flyers were prepared for the charrette and open house and were distributed by hand delivery, email and mail to media, stakeholder committee, residents, stakeholders, property owners and other interested parties.

Porter on the Ground, was a visual, walking assessment of Porter Avenue conducted by the corridor stakeholder committee, staff and consultant, focused on assets and liabilities which resulted in a scrapbook (see Appendix A) that was distributed to the plan committee, City staff and others.

Regular updates by the plan committee chair at Planning Commission meetings, which provided television updates for the wider community.

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The following activities occurred with the planning committee and community *Continued*:

Charrette was a four-day open design workshop that included internal committee assessments and public assessments. Approximately 50 residents signed in and participated in discussions, while others dropped in for brief periods of time. A detailed description of the process was prepared (see Appendix B).

60% Update Report was provided to the City Council, which outlined the plan progress. This was televised to the general public.

A public open house was held to view and discuss the draft plan. The meeting attracted an estimated 140 attendees. Two formal presentations were made to the public with detailed boards and information set up in a gallery format for those interested in viewing the information at their own pace. A survey was distributed during the event. The results indicated strong support for the plan.

Neighborhood presentations were conducted by Councilmember Dillingham and City staff to acquaint residents with the plan proposals and impact on their neighborhood.

Presentation of the final plan occurred at a City Council work session, on September 1, followed by a presentation at Planning Commission on September 10 and final presentation before the City Council on September 22.

Chapter 2: Existing Conditions

INTRODUCTION

In order to make decisions for improvement and change, it is important to understand what is currently in place, including the physical environment, existing land use and zoning, public streets and pedestrian ways, existing housing stock and commercial uses. This section of the document will outline the existing conditions in the Porter Corridor at the time of this study.

PHYSICAL ENVIRONMENT

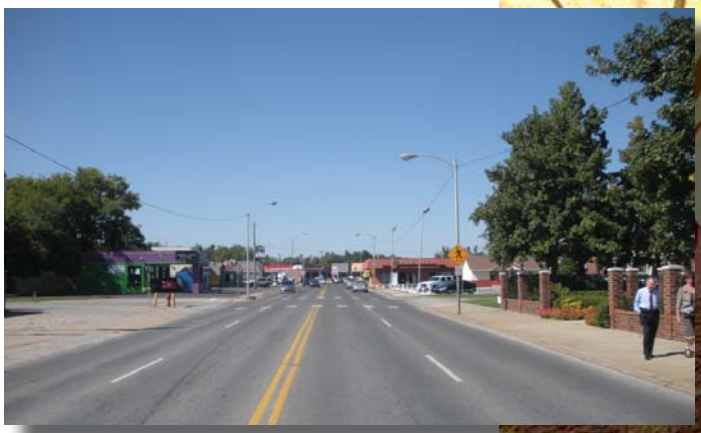
Topographically, Porter Avenue and the surrounding area is generally flat with long vistas. Thses conditions allow for extended views, which are accentuated by the turning points in the road. These turning points are referred to as the "seductive curve", which give users a sense of curiosity to seek out what is beyond the turning point.

Flood Plain

Natural characteristics, such as floodplain, do exist within the study area, but are limited. ***Floodplain is found in the southeastern portion of the project area. The floodplain is within an existing residential area and is generally contained within the Bishop Creek drainage basin.*** No where does the flood plain extend to the commercial areas of the Porter Avenue Corridor.

Environmental Conditions

Based on the past automotive and industrial uses within the corridor, there is much speculation regarding soil contamination. In the 1980's, a significant amount of environmental review and clean up occurred in the corridor. This study did not include environmental evaluation. It is likely that there are more areas of the Porter Corridor that need to be evaluated prior to development or redevelopment in the area.



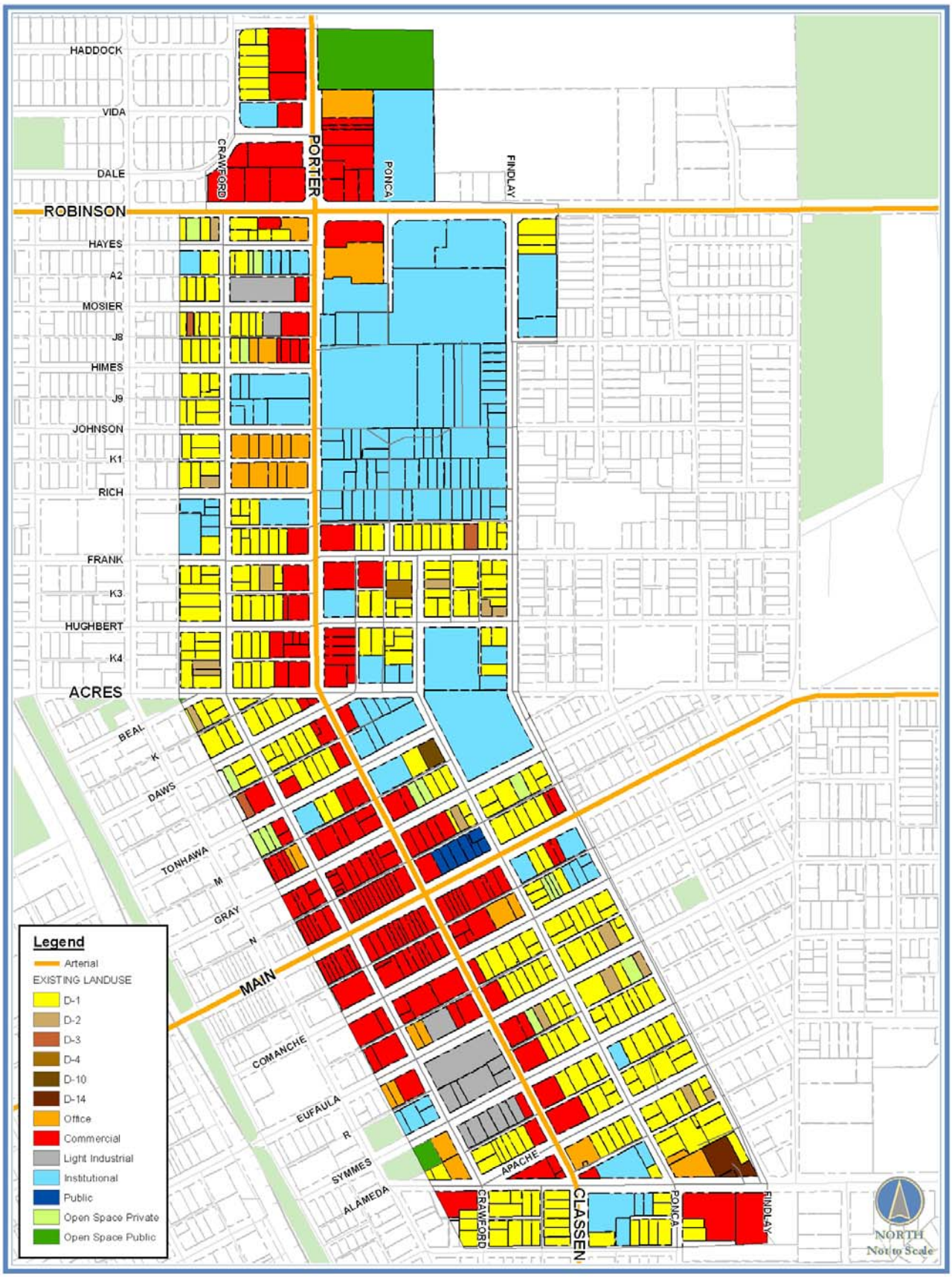
Existing Conditions

EXISTING LAND USE/ ZONING

The current land use along Porter Avenue is entirely commercial in nature with the exception of the church campus located midway along the corridor. Predominant uses include automobile services, medical, religious and restaurants. There are a number of vacant properties, some of which have been inactive for many years. On the following page is the Existing Land Use Plan, based on a windshield survey. The Existing Land Use Plan indicates how a property is currently being used. The Future Land Use Plan, found in the Norman 2025 Plan, indicates the City's desire for the future use of the area. ***Future land use is primarily commercial along Porter and residential to the east and west of the commercial area.*** Exceptions are the Quasi-Public use, which allows for St. Joseph's Catholic Church, Industrial for the Hiland Dairy near the southern end of the corridor, and Office for the medical office uses surrounding the hospital at the north end of the corridor.

It is also important to consider the current zoning of properties in the corridor (see current zoning map within the following pages). The primary purpose of zoning is to segregate uses that are thought to be incompatible. Zoning is typically used to prevent new development from interfering with existing residential or commercial uses and to preserve the "character" of a community. Zoning adjacent to Porter is primarily C-2 and C-3 which allows for commercial development. The exception is the dairy to the south and another small parcel north of Robinson (I-1), Norman Regional Hospital (R-1) and other R-1 properties at the most northerly point and southerly points. Outside the commercial areas, parcels to the east and west are primarily zoned R-1, R-2 and R-3 allowing for a variety of residential uses and densities. The majority of the single family residential area is zoned R-3. The R-3 zoning category is a Multi-Family Dwelling District allowing for any use permitted in the R-2 District, plus apartment houses and accessory buildings, and accessory dwelling units. Other zoning found outside the commercial strip includes Norman Regional Hospital which has a section of O-1 zoning, Longfellow Middle School (A-2), and additional commercial (C-1, C-2 and C-3) along Robinson, Gray, Main and Alameda.

Although zoning outlines what is currently allowed, current zoning should not limit the pursuit of a higher and better use for a piece of property. Likewise, the City should consider downzoning property that is not intended for a more intense use, e.g. historic residential areas that are zoned for apartments.



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EXISTING LAND USE

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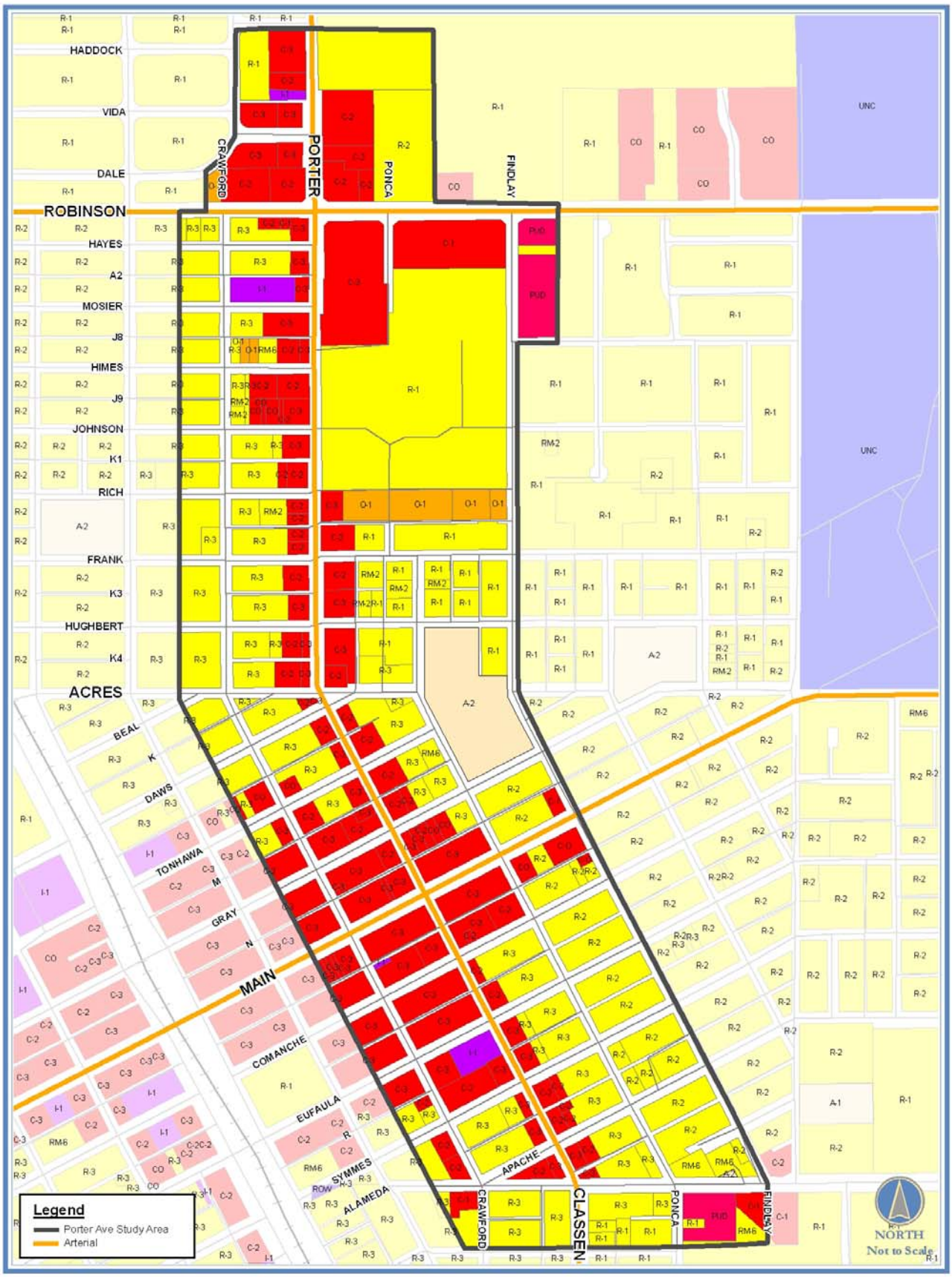
PORTER AVENUE

Existing land use plan

Zoning Map



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EXISTING ZONING

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

Existing Conditions

TRANSPORTATION & ACCESSIBILITY

Porter Avenue began as a major transportation route in Oklahoma. Today, it still carries a significant amount of automobile traffic.

The study team examined the area from I-35 to the west, Robinson Street to the north, 12th Avenue to the east and SH-9 to the south, with a focus remaining on Porter Avenue. The City has classified Porter Avenue as an arterial roadway; however, the City does not maintain a Major Street Plan or Transportation Plan. The Association of Central Oklahoma Governments identifies Porter Avenue as a 4-lane arterial roadway in the 2030 OCARTS Plan. At the onset of this evaluation, the Porter Avenue corridor was designated as US Route 77. Recently, the Oklahoma Department of Transportation redesignated US Route 77 to a different arterial roadway.

The Porter Avenue corridor is a four-lane, undivided roadway with direct residential and commercial driveway access. The roadway is approximately 40' wide allowing 10' lane widths, which is very narrow for a road carrying heavy traffic and semi trucks. Porter also has two bends in the road at Acres and Alameda that can be difficult to maneuver in heavy traffic. The surrounding transportation network is a typical grid layout, with no access restrictions. There are traffic signals at the Porter Avenue intersections of Robinson, Main, Gray, Eufaula and Alameda streets. The intersection of Porter Avenue and Acres Street is stop controlled for Acres. The maintenance of the road and associated infrastructure is in poor condition. The paving on the road is in fair condition, with the storm drains, curbs and lighting in significant disrepair. Curb, gutter and sidewalk exist for much of the corridor. In some areas, curbs have been removed to facilitate commercial parking. In these areas, patrons must back onto Porter Avenue from their parking space to leave the commercial establishment.

Vehicular Movement

The City of Norman provided daily and peak hour traffic counts, crash data and signal timing information to the study team. The north end of the corridor experiences approximately 13,000 vehicles per day. Between Gray and Acres streets, Porter Avenue sees 17,000 vehicles per day. The portion of the corridor between Main Street and Alameda Street experiences more than 21,000 vehicles per day. Count data supplied by the City of Norman Public Works Department is included as Appendix A.

Existing Conditions

Interstate 35 parallels the Porter Avenue corridor to the west. The I-35/ Main Street interchange is the highest capacity interchange within Norman. Due to this configuration, there is a heavy east/west traffic demand between Main Street and Alameda Street, as Alameda Street is the primary route to the neighborhoods east of downtown Norman. This, in turn, provides very heavy traffic demand on a portion of Porter Avenue, with extensive southbound to eastbound left-turns at Alameda Street. The daily traffic volumes provided by the City of Norman were examined to evaluate how the daily traffic demands use the corridor. The Porter Avenue corridor is somewhat different from a standard arterial roadway in that the corridor peak generally occurs between 12:00 PM and 8:00 PM, instead of early morning and evening peaks as typically seen on urban area arterials. The travel patterns seen on Porter actually provide higher than normal use of the corridor for an extended amount of time without the peak period capacity issues.

The City of Norman staff conducted peak hour turning movement counts, taken at the following Porter Avenue intersections:

- **Acres**
- **Gray**
- **Main**
- **Eufaula**
- **Alameda**

The turning movement counts were used to determine existing capacity and level of service. Level of Service (LOS) is calculated based on a density of vehicles on the roadway which equates to the general driver experience. The LOS descriptions are given below:

- **LOS A: Free-flow travel conditions, excellent maneuverability, a high level of driver comfort, traveling speeds at the speed limit.**

- **LOS B: Almost free-flow travel conditions, slightly reduced maneuverability, a high level of driver comfort, traveling speeds very close to the speed limit.**

- **LOS C: Traffic congestion is noticeable with somewhat restricted maneuverability, a moderate level of driver comfort as awareness must be increased, traveling speeds are reduced less than the speed limit.**

- **LOS D: Traffic congestion and associated delays restrict maneuverability and lessen driver comfort. Speeds are slower and much of the roadway capacity is being utilized;**

- **LOS E: Traffic flow is very unstable with extremely restricted maneuverability. Driver comfort is extremely poor with speeds excessively slower than the posted limit and almost all of the roadway capacity is being used.**

- **LOS F: Traffic flow is saturated with practically no maneuverability and driver comfort is extremely poor. Average speeds are extremely slow and are characterized by stop-and-go travel conditions with 100 percent of the roadway capacity being used.**

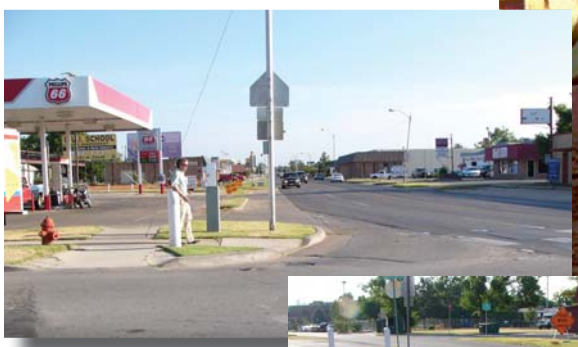
Existing Conditions

LOS was calculated for each of the primary intersections where turning movement counts were provided. The LOS and associated delay are provided in Table 1.

Table 1
Year 2008 Porter Avenue Level of Service Summary
Existing 4-lane Condition

	Existing 4-Lane Condition									
	Northbound		Southbound		Eastbound		Westbound		Intersection	
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Acres	0.9	A	0.1	A	39.4	E	11.0	B	2.9	A
Gray	6.6	B	7.2	A	0	X	36.6	D	10.1	B
Main	42.7	D	34.8	C	19.1	B	24.6	C	30.3	C
Eufaula	1.8	A	7.5	A	48.0	D	45.7	D	8.1	A
Alameda	39.8	D	36.9	D	31.8	C	22.9	C	33.6	C

As shown, the corridor operates fairly well with the exception of Acres Street. Acres Street is experiencing excessive delays for east bound traffic due to the high volume on Porter Avenue under STOP control conditions.



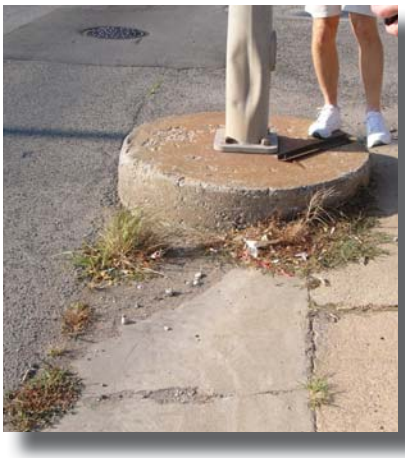
Pedestrian Movement

Porter Avenue's current pedestrian network is not very effective for walking either parallel to the road or crossing the road. There are existing crosswalks along Porter at signalized intersections all of which are installed in accordance with the Manual on Uniform Traffic Control Devices (MUTCD), adopted by the City of Norman. However, segments of sidewalk are missing and many segments are in severe disrepair. At the intersection of Acres and Porter, there is a lighted, in-ground cross walk system. The system is designed to sense a person moving between two bollards at the side of the road. When the system senses a person, it sets off flashing lights on the road telling drivers to stop for the pedestrian. However, there are some challenges with this design. The pedestrian cannot see the flashing lights and therefore does not know if it is safe to cross. There are no instructions to drivers as to what the flashing lights mean, and the sensors often do not recognize that a person is present, leaving pedestrians guessing.

The use of this system has not solved the access problem across Porter. New modifications for this intersection are

in process and are to be funded by the Safe Routes to School program. The funded improvement at Acres and Porter will be the installation of mast arms with mounted flashers and pavement markings to signal to drivers there is a crosswalk. As the design of Porter Avenue continues to evolve, the design of this intersection should continue to be evaluated as this is the main crossing for the Longfellow Middle School and St. Joseph's Catholic Church.

As discussed earlier, the existing storm drains are designed as at grade inlets. ***Over the years, the multiple layers of paving on Porter and many perpendicular streets has left the drain inlets below grade, which essentially creates a hole for cars and pedestrians to fall into.***



There is a variety of lighting in the commercial corridor, including cobra head fixtures ranging in age as well as a variety of site lighting. ***The mix of light fixtures is visually unappealing and in many cases provides an inefficient lighting pattern.*** Often the public street light fixtures were placed on a round concrete base which acts as a curb for the road. This lack of cohesive design and detailing contributes to the neglected look of the corridor.

Alternate Modes of Transportation

Currently the Cleveland Area Rapid Transit (CART) offers a bus service to the Porter Avenue area. The route travels along Peters Avenue, Robinson Street and Findlay Avenue then continues into the university area and further east. Peters Avenue and Findlay Avenue each parallel Porter Avenue, offering transit access within two blocks of the corridor. Crossing Porter Avenue at Robinson, offers direct access to the north portion of the corridor. The CART offers riders access to the area on an hourly basis.

EXISTING HOUSING STOCK

A general housing conditions survey was done within the study area of the residential areas. The survey was based on a 1-4 rating scale (1 = sound; 2 = minor deficiencies; 3 = deteriorated; 4 = dilapidated). The survey indicated that the majority of the housing in the Porter Corridor was in sound condition with a few homes having minor deficiencies and only a few structures described as deteriorated.

Existing Conditions

This study also evaluated the amount of rental properties versus home ownership. ***Based on mailing addresses provided by the City, we estimate that 49% of the housing in the Porter Study Area is not owner occupied.*** The majority of the rental properties are located immediately adjacent to the existing commercial properties throughout the study area.

Overall, the homes are almost entirely single story, early 20th century structures. The homes are generally horizontal with single gable, low-pitched roofs. Front porches are commonplace and sidewalks are generally present, or at least on one side of the street. The bungalow is a structure that figured prominently in Oklahoma and Midwestern history as a practical, affordable, family-friendly housing style. The Porter planning area and several historic neighborhoods contain a variety of Craftsman and bungalow architecture.

EXISTING SIGNIFICANT STRUCTURES

As the Porter history indicates, there have been a multitude of land uses and tenants along Porter over tha past century. Fortunately, there are still some significant structures remaining on the corridor.

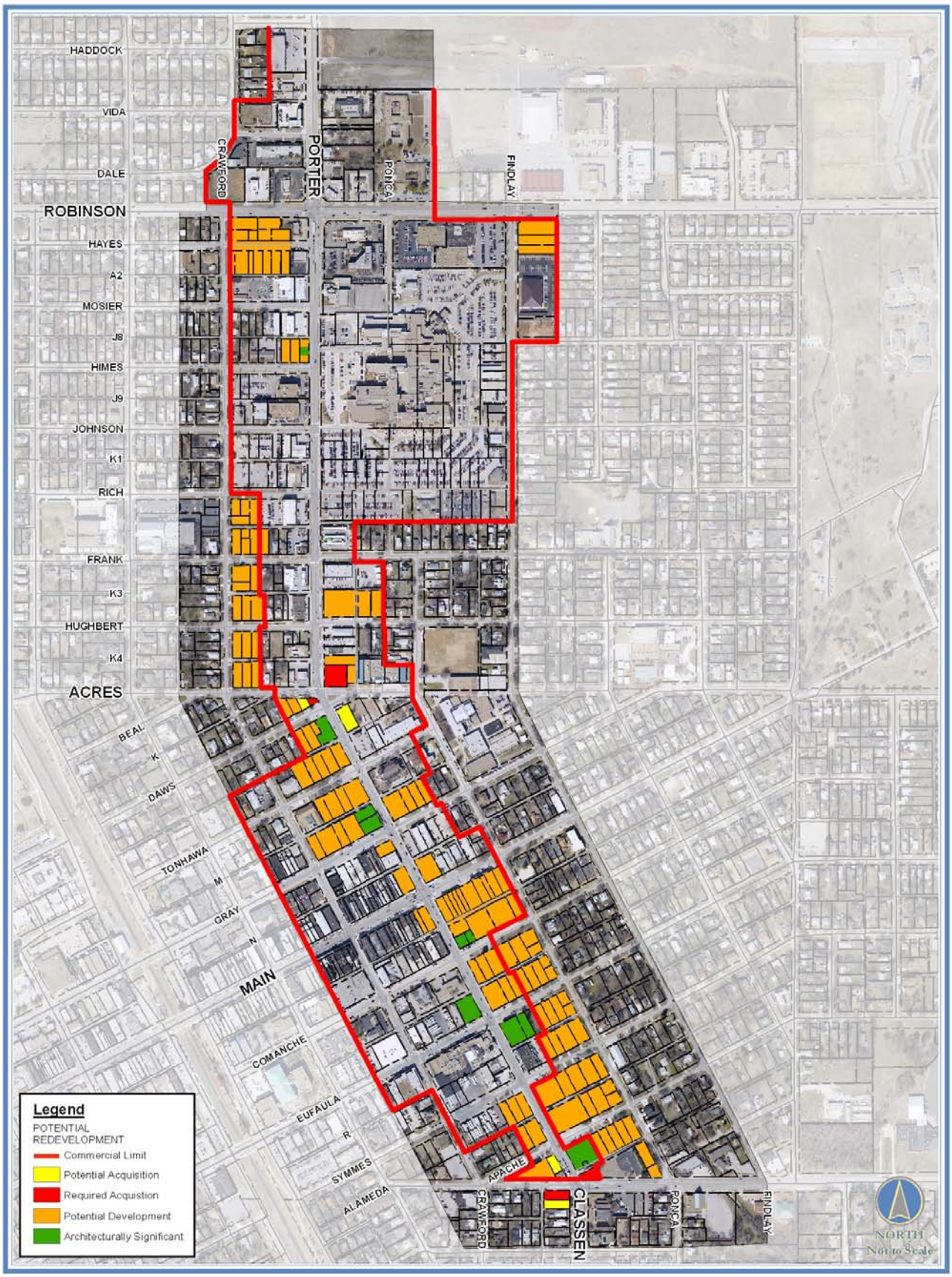
Through corridor walks and discussions with Norman residents, there were seven structures identified as architecturally significant and important to the community to save.

These structures were identified for their Art Deco style and their history on the corridor. These structures include the round dental office at the southeast corner of Apache and Porter, the Greenleaf Grocery Building at the southeast corner of Eufaula and Porter, the automotive building at the northwest corner of Eufaula and Porter, the current Ellison Feed & Seed (specifically the old Phillips 66 station at the south end) at the northeast corner of Comanche and Porter, the two automotive buildings at the northwest corner of Gray and Porter, and Van's Pig Stand (a former gas station) at the southwest corner of Daws and Porter.

The seventh structure is a quaint former gas station located at the northwest corner of Himes and Porter. It is desirable to save this building, but it is preferable to move the structure either within the site or to a new site. The property on which it sits is ideal for redevelopment but the location of the historic structure would likely prevent that. (See map of these structures on the following page.)

It is important to save these structures as the character of the area is developed. Designers and developers should carefully consider the opportunities for adaptive reuse of these existing structures and how revitalizing the old buildings can add charm and personality to a new use.

Structure Map



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ARCHITECTURALLY SIGNIFICANT STRUCTURES
POTENTIAL REDEVELOPMENT

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

Chapter 3: The Plan

INTRODUCTION

After reviewing all of the existing conditions and completing an extensive public input process, the Porter Avenue Plan was developed. ***The plan consists of multiple layers addressing all the concerns outlined by the City and the public.*** The specific plans developed include a revision to the existing Future Land Use Plan, the proposed commercial development limit line, transportation proposals, streetscape, and land use transition concepts.

"THE LINE"

In cities across the United States and the world, commercial and residential districts have coexisted for centuries. In many cases, these land uses are mutually dependent. Residents need goods and services near their neighborhoods; business owners need a steady supply of customers. At a physical level, this is a delicately balanced relationship. And nowhere is the balance more delicate than at a district's edges—the exact place where one land use stops and another one starts. These edges must be carefully designed to make boundaries clear and be managed by both sides in order to protect that fragile harmony.

Disagreement about the location of the line between commericial and residential is what created the need to conduct an analysis and work through a public process. As residents grew frustrated with commercial entities' desire to expand and tear down neighboring houses, the community turmoil escalated. The removal of affordable housing stock within an older neighborhood drew much attention as the residents saw the continuation of land use conflicts as evidence that they were "losing the neighborhood." Likewise, the need for commercial tenants to expand and provide parking for their patrons was critical to the continued use of the property and viability of the business. Unless the situation improved, businesses would not expand or locate on Porter Ave.

Conducting a public process allowed residents and commercial property owners to voice their opinion and to gain an understanding of other viewpoints. Allowing the groups to work together with an outside consultant who had no vested interest in the outcome facilitated the process that resulted in the conclusions of this plan. The process allowed for the participants to collectively think through the strengths, weaknesses, opportunities and constraints of the corridor. Using this technique allowed both sides to think in a broader manner with regard to what is best for the community as a whole. With compromise and detailed information, a revised edge was developed.

In an effort to manage the edge and provide an understanding between the

residential and commercial properties, a "line in the sand" had to be drawn to signify the limits for commercial expansion or redevelopment.

To identify this line, a detailed review of existing land uses, property ownership, neighborhoods conditions, market analysis (see Appendix C), previous plans and development standards was conducted. The following are key points that were important considerations when locating the line:

1. Commercial development requires a minimum of 225 to 250' depth to provide the critical mass and appropriate parking on site.

2. Residential uses need a sufficient number of houses facing one another to continue the function and character of a traditional neighborhood.

3. The existing zoning regulations in Norman are based on traditional suburban development standards, which require significant front yard setbacks and elevated parking requirements.

4. A significant number of existing residential structures within the corridor are not owner-occupied.

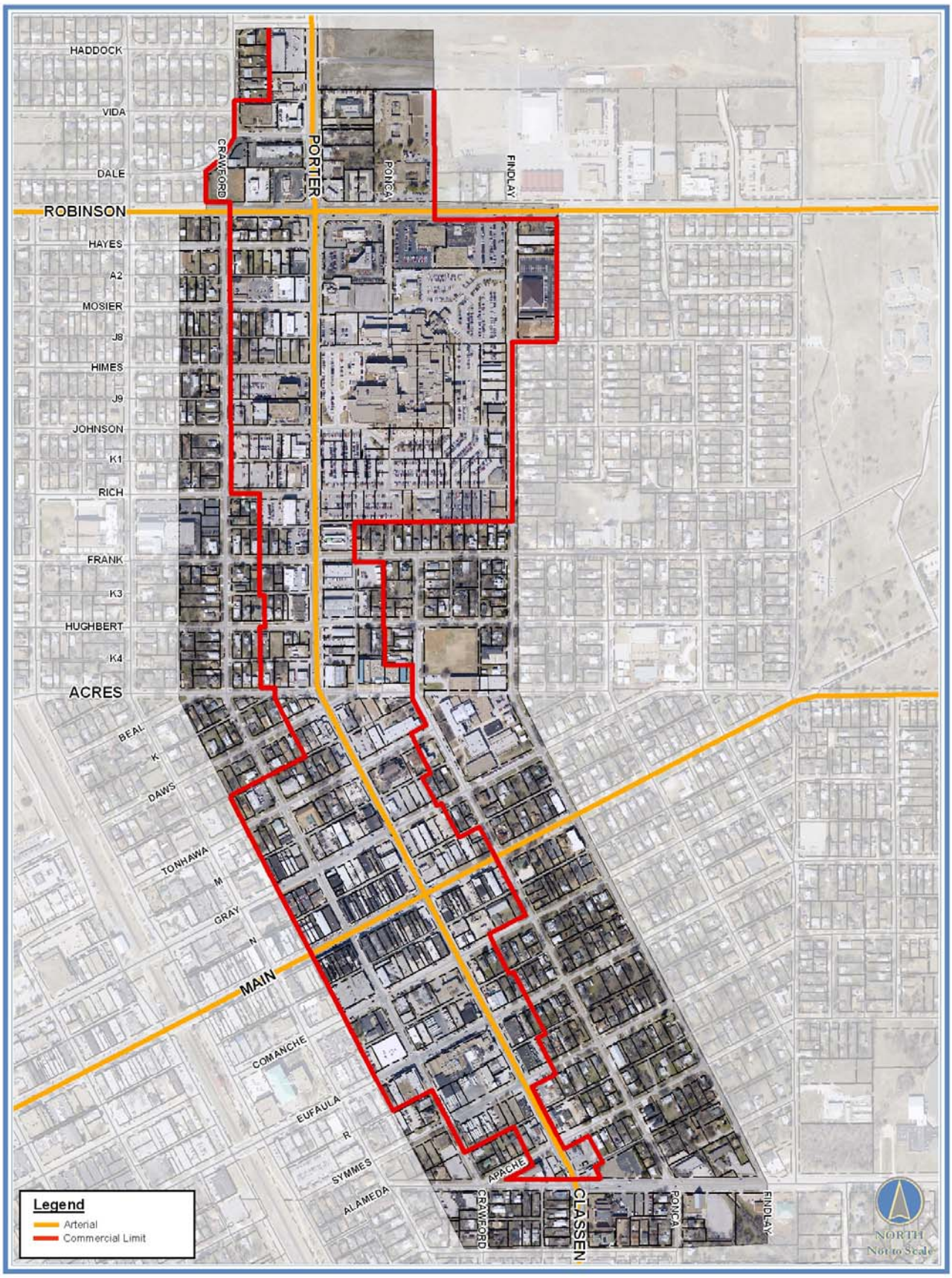
Initial Conclusions

Identifying a line for development is about setting expectations for the community. This detailed evaluation of the study area produced an encouraging result. It is indeed possible to establish a line along Porter Avenue that provides the required depth for commercial development, sufficient critical mass to preserve residential neighborhoods, and which still maintains nearly all of the owner-occupied housing units. (See map on the following page). In all instances where the line did not extend to a public street parallwling Porter, a minimum of three homes was maintained to sustain the rhythm and feel of a neighborhood. All commercial areas were provided with a minimum 225' depth from Porter Avenue.

FUTURE LAND USE PLAN

As described earlier in the document, a future land use plan outlines for all interested parties the City's desire for future development. ***The plan identifies appropriate locations for residential, commercial, industrial and public uses.*** Providing the land use vision for a community allows new residents and commercial investors alike to have an understanding of what will be developed on adjoining property, where the roads will be located, and what access to public facilities will be available. A proposed Future Land Use map is provided in the following pages.

The proposed Future Land Use plan was developed in concert with the commercial land use limit line, and the results of the market analysis. ***The market analysis conducted by Can-***



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COMMERCIAL LIMIT

PORTER AVENUE CORRIDOR STUDY

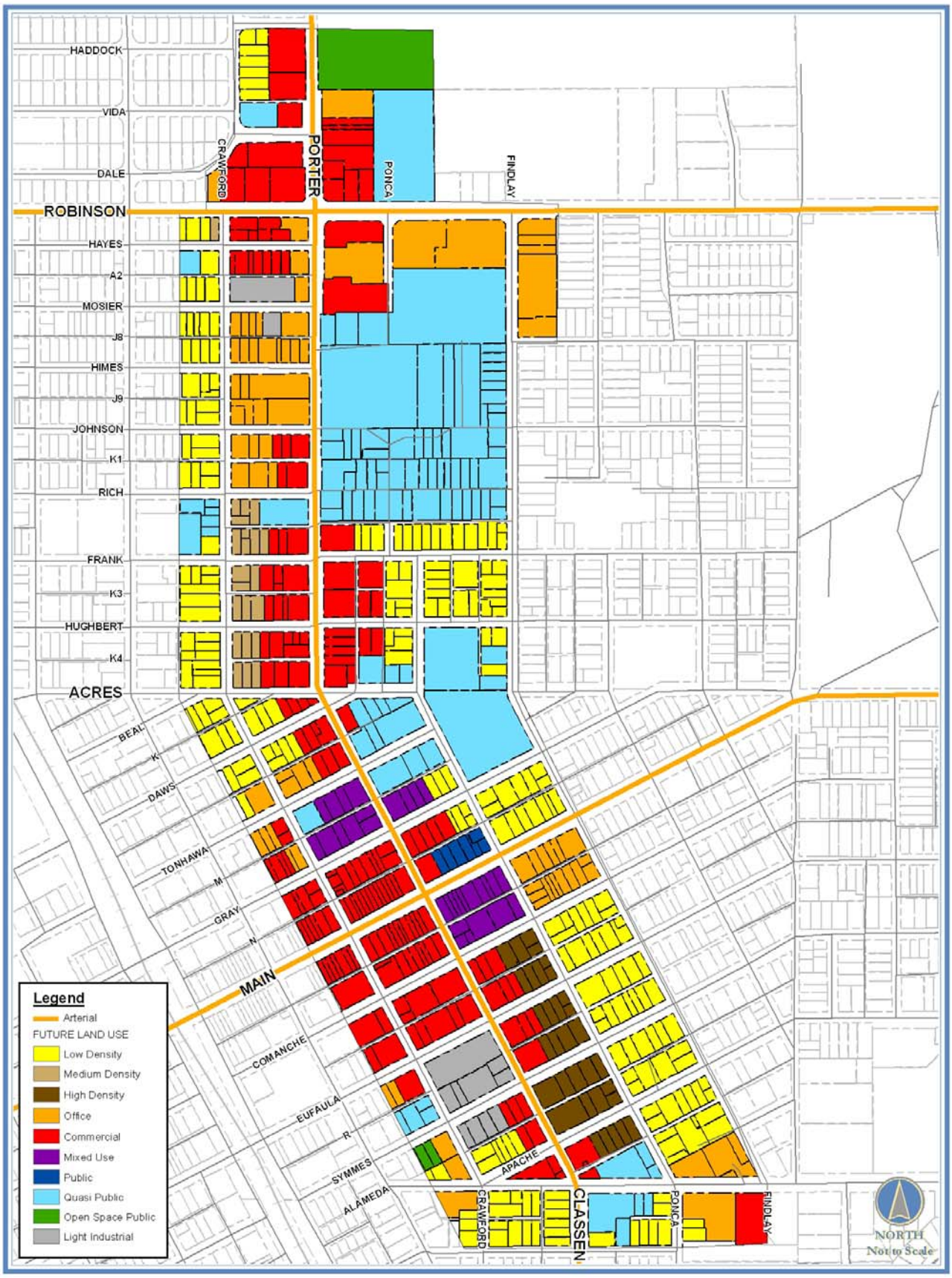
PORTER AVENUE

The Plan

Insert Commercial Limit Map

The Plan

Future Land Use map



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PROPOSED FUTURE LAND USE

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

yon Research Southwest (CRS) provides a detailed look at the market forecast in Norman and more specifically the Porter Avenue Corridor (see Appendix C). The analysis indicates a positive outlook for the corridor, including potential absorption rates of 33,000 to 66,000 square feet of retail, 34,000 to 46,000 square feet of medical and professional office space, and 180 to 230 residential units over the next 15 years.. All of these estimates are based on a review of the community as a whole with appropriate percentages applied to Porter Avenue. It should also be noted that these identified square footages are net of any demolition of existing commercial or residential property.

Though the market analysis reflects a positive outlook for the Porter Corridor, the Future Land Use recommendations are not a significant change from the city's existing Future Land Use Plan. The recommendations are just more finely tuned to meet the needs of the neighborhood, Porter Avenue property owners and the city as a whole.

Mixed Use

The mix of uses recommended for the Porter Avenue Corridor will allow for a continuation of existing land uses and an opportunity to intensify uses in appropriate locations, e.g. adjacent to downtown.

As development trends continue toward higher density, the need to provide complementary uses becomes more important. For example, areas near the downtown that allow commercial as well as residential benefit both by providing a continual customer/client base in addition to lessening the traffic load on streets. The future land use plan for the corridor recommends appropriate locations for mixed use, including the intersections of Main and Porter and Gray and Porter. The proximity of both these locations to the downtown allows them to have a positive impact on both settings. Currently downtown Norman essentially stops at the intersection of Main Street and Porter Avenue. Throughout the planning process, residents expressed a desire to "extend" the vitality of downtown to a redesigned Porter Avenue. Providing a mixed use development at this location will provide this extension as well as act as a gateway to downtown.

Commercial

By declaring a commercial limit line, the appropriate location for commercial uses within the future land use plan was essentially identified. It was critical that these two pieces to the puzzle be reviewed and considered together. Based on the location of "the line", a continuation of commercial uses as indicated in the current future land use plan is recommended along Porter. One change that is a departure from the Future Land Use plan is the recommendation for additional retail at the southeast corner of Robinson and Crawford. This area is currently a mix of low density residential, retail and office uses. It is envisioned that the development of this property would orient to Robinson and would

require the elimination of one block of Hayes Street between Crawford and Porter. Eliminating the street will create enough square footage to provide a viable development and will remove removing a right in/right out turn on Porter that is too close to the Robinson and Porter intersection. This proposed land use amendment does not include the property at the southwest corner of Porter and Robinson as these are existing viable uses that are compatible with this proposal.

Residential

Medium density residential is recommended between Rich and Acres on the east side of Crawford. These parcels are currently single family residential units with R-3 zoning, which allows for multi-family residential. The proposed future land use of medium density residential in this area will allow for townhomes, row houses or duplex development. These medium density uses are recommended as an alternative to the existing single family homes, because they would provide a density buffer between the commercial development along Porter Avenue and the single family homes on Crawford. The continued use of this area as single family is appropriate and redevelopment to medium density should not be done on a lot-by-lot basis, but with multiple parcels.

South of Main Street, additional residential density is recommended in the area of Comanche south to Apache on the west side of Ponca. This area is shown as high density residential, allowing for future apartment development. Based on the market analysis, additional apartments would be viable in the south Porter corridor. This location has been identified due to its proximity to the University of Oklahoma, Campus Corner and downtown, access to arterial streets, and the number of rental homes already in the area. Currently the properties are zoned R-3, which allows for apartment development.

Apartment development in this area would require the vacation of right-of-way and it is recommended that building heights and design be sensitive to the neighboring properties.

The Plan

Other Land Uses

Industrial, Quasi-Public and Public Uses maintain the same area as indicated on the existing Future Land Use Plan. At the sound end of the corridor, the dairy has been in place for a number of years, and although walls have been added to separate from the neighborhood, it is recommended that any desire to expand the industrial use be carefully examined due to noise and traffic concerns.

The quasi-public uses include churches, the hospital and schools. If the churches are in need of additional property, contiguous property should be closely evaluated. The churches should be encouraged to expand as they are good citizens and provide support to the community, yet their tax exempt status should limit the parcels selected. Additional parcels were not provided for the hospital as a new hospital is under construction on the west side of Norman. The new hospital will take the pressure off of the current facility, limiting the need to expand. As the existing facility restructures, new development opportunities will be created both on and off the campus. Senior housing and state of the art medical buildings should be considered for the hospital and surrounding properties.

The only Public Use within the corridor is the fire station located at the northwest corner of Main and Ponca. This facility houses fire and emergency equipment as well as administrative offices. At this time, there is no need to provide additional parcels to expand this use.

DEVELOPMENT

Although many plans have been devised for Porter Avenue and the surrounding area through the years, the only way progress can be made is by moving forward with development and reinvestment. Development in the current economic climate is a challenge for most of the nation, but the Oklahoma City area is unique with job growth continuing in a positive direction. While job growth is at a slightly lower percentage rate in 2009 than in years past, there is an expected rebound in 2010, according

The Plan

to the Center for Applied Economic Research. And though Norman has some dependency on the Oklahoma City metropolitan area for jobs, its local job marketis strong.

As the County seat for Cleveland County, with the University of Oklahoma's continued growth in student population, and the number of medical facilities in the community including a new hospital, Norman's economy is able to hold steady when others are having difficulties. With this positive position and the market analysis' strong indicator of the community's ability to absorb a significant amount of retail, office, and residential square footage over the next 15 years, Porter Avenue is poised for growth and redevelopment.

As indicated in the market analysis, the most prominent starting point for redevelopment of the corridor is the southeast corner of Main Street and Porter Avenue. Redevelopment of this block would generate the synergy needed to catalyze redevelopment efforts in other key places within the corridor. This block is currently underutilized and although there are some charming structures that should be considered for adaptive reuse, the majority of the buildings should be removed to make way for a quality mixed-use development, offering retail on the first floor and residential above. The location for mixed use development is ideal based on its relationship to downtown, high traffic counts, visibility, and the underutilization of the existing structures.

The Plan

To kick off development in the corridor, this block is ideal for a demonstration block. A demonstration block is a catalyst project to begin redevelopment in an area. This location is identified based on its relationship to downtown and the synergy that has occurred in recent years, high traffic volume, limited number of property owners and ability to make a big impact on the corridor. Beginning with a mixed use project at this location will strengthen connectivity and market positioning with downtown Norman as well as provide a gateway strengthening the connection. A detailed study of this block has been conducted and can be found in Appendix D.

Another location identified in the market analysis for redevelopment is the northwest corner of Gray and Porter. This area currently has two existing buildings that are considered significant for their architectural design and history on the corridor. These buildings should be maintained while the remainder of the block is cleared for redevelopment. A significant amount of land is being underutilized by Norman Fence Company and Metro CanBank, at the northeast corner of the block and an automotive business on the southwest corner of the block. This block, similar to the property at Porter and Main, is ideal for redevelopment based on its prominent gateway into downtown, its relationship to downtown, high traffic counts, and the presence of quality structures for adaptive reuse. As indicated on the proposed future land use plan, this area should be redeveloped as mixed use with first floor retail, second floor office and residential.

The Plan

Porter Avenue has played a unique role in the history of Norman, a fact underscored by the surviving examples of Art Deco architecture. These features will make Porter distinctive from other corridors. To preserve this character and still enable modern development, key buildings have been identified for potential adaptive reuse. These buildings, as outlined in Chapter 2, are adjacent to Porter Avenue and have the setbacks desired for a higher density, pedestrian oriented development pattern. In both of the properties identified above, these structures exist. Adaptive reuse of these structures is strongly recommended. The opportunities for future uses of these buildings are endless, including reuse as themed restaurants, coffee shops, or music venues, to name a few.

To accomplish significant redevelopment within the corridor, it is likely that a variety of financing mechanisms will be necessary to make the projects feasible. These financing options are an important factor based on land and building costs in a developed area. A more detailed description of financing mechanisms is provided in Chapter 4.

MANAGING THE EDGE

The future of an attractive, economically healthy neighborhood commercial district depends in no small part on the preservation of healthy neighborhoods around it.

The dominant land use pattern in Porter Corridor neighborhoods is early 20th Century, single-family houses. These neighborhoods have a defined density, and the way in which buildings are situated on lots creates a rhythm along the street.

Ensuring the long term viability of both residential and commercial uses is important for the future of Porter Avenue and the City of Norman. To manage the edge between these land uses there are a number of recommendations, including:

- **No blanket rezoning to commercial**
- **Appropriate Buffering**
- **Standards for parking lot design and landscaping**
- **No "leapfrog" development**
- **Site plan submittal and review for development within the corridor**
- **Design guidelines that require four sided architecture**

For any significant change within the commercial district, all of these items should be considered.

Rezoning

Blanket rezoning of areas within the corridor without consideration of a site plan is not recommended. Each location identified for future commercial or residential uses, should be fully evaluated and a complete site plan developed to understand the full impact the project will have on the area and the necessary improvements that will be required to make the project successful.

The Plan

Buffering

To live in concert with one another, a graceful transition between land uses is imperative. Through evaluation of existing transitions in Norman and other communities, a set of concepts were created to help develop appropriate buffers.

Although walls and landscaping can stand alone as a buffer, a combination of both provides for a greater impact for commercial and residential users alike. The goal of buffering is to diminish commercial impact on the residential properties, to convey a firm understanding of the commercial limits and to provide an attractive edge for the residential and commercial uses alike.

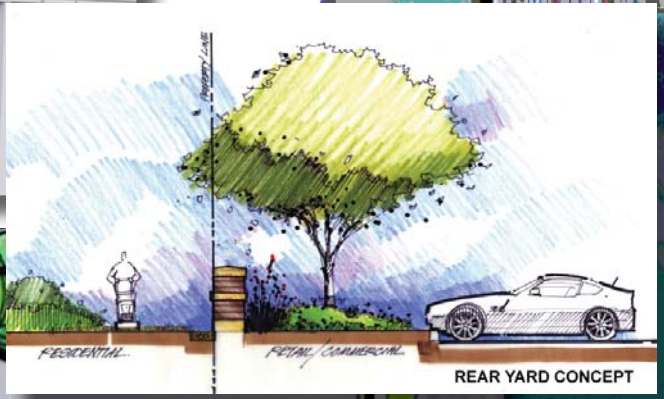
To accomplish these goals, walls are recommended to be no taller than 4' and no lower than 3'-6" in order to restrict vehicle lights from entering the residential property, while maintaining a safe height for visibility. Walls should be complimented with low plant material to soften the impact of the wall. Rhythmic tree plantings should be added to buffer noise from the commercial uses. Where appropriate, openings in the walls should occur to allow pedestrian connections between residential and commercial uses.

In an effort to make the residential community's identity a more significant statement and to help with the buffering between the residential and commercial uses, installation of specially designed monument markers should be provided. These markers will help to give the residential areas more of a defined edge and more prominent identity. Design and fabrication of these markers could be done through the use of CDBG funds.

The Plan

To evaluate alternate scenarios along the corridor, an example design was developed at Frank Street west of Porter, showing an expanded parking lot and a proposed wall and landscape buffer. This design shows the wall and landscaping inside the commercial property line, requiring maintenance by the commercial property owner.

Before



After

The Plan

At Dawes Street, a similar evaluation was done showing a pedestrian connection between the residential and the commercial uses. This design is based on the installation of a cul-de-sac on Dawes and shows a similar 4' high masonry wall with genorous landscaping. A sidewalk connection is critical here to ensure that residents can easily access the local establishments without the need to drive their cars.

Before

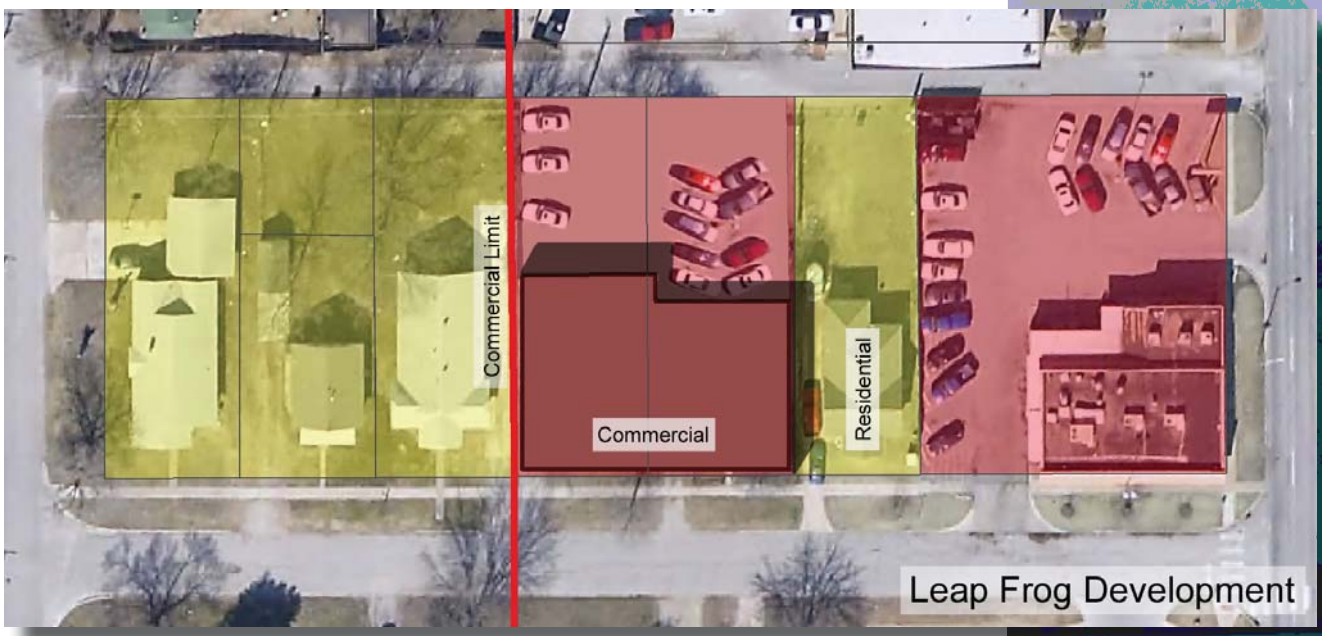
After

Parking Lot Design Standards

Creating a more urban feel and controlling access on Porter will generally require parking to be located at the rear of the Porter-facing property adjacent to the residential areas. In conjunction with the walls and landscaping for the transition, parking lot design and landscape standards should be developed to offer appropriate shading, noise control, and buffering. Lighting guidelines should also be developed for parking and building lights. Lighting guidelines should limit the light spill onto the residential properties and light cutoffs should be required to limit light source glare.

"Leap Frog" Development

Although a future land use plan has been developed indicating additional land for commercial development or expansion, as well as areas for increased residential density, controls are needed that do not allow "leap frog" development. In other words, ***single family homes should not be left between existing commercial development and new commercial development.*** Leaving these parcels interrupts the cohesive neighborhood unit. The graphics below show what is meant by "leap frog" development, an inappropriate development pattern for the Porter corridor.



The Plan

Design Guidelines

To eliminate the potential for "leap frog" development and other potential problems outlined in this document, a set of design guidelines which includes a site plan review process should be put in place for all proposed development within the Porter Corridor. Design guidelines should target commercial redevelopment, rehabilitation, and expansion as well as residential redevelopment. Single-family remodels should be exempt, but any application to subdivide a single family unit should be subject to review. A key element of the design guidelines would be a site plan review process that will allow careful consideration of the impact of a proposed development on the adjoining properties and the corridor as a whole.

This plan includes a specific transportation recommendation, however further evaluation of the transportation network in the vicinity of Porter Avenue should be conducted, perhaps through the development of a citywide transportation master plan.

As a part of the design guidelines, architectural controls that require an architectural finish on all sides of a building should be required. This is sometimes referred to as a "four-sided architecture" (see examples below). This requirement can ensure an aesthetically pleasing view from the residential properties as well as for patrons parking in the rear of the building.

Front Elevation

Rear Elevation

TRANSPORTATION

Porter Avenue functions as a critical link for thousands of motorists traveling between I-35 to the west and the residential areas to the south and east. The Porter Corridor also hosts a variety of service, health and retail businesses, residents and visitors, so any changes to Porter Avenue must be balanced with the current needs and future desires of the area. ***During the initial review and analysis of the corridor, the planning team developed several concepts for Porter that altered the number of lanes and added roundabouts at the important intersections of Acres/Porter and Alameda/Porter.***

The team developed three different lane configurations for Porter Avenue. The first was to leave Porter as it is today, cleaning up the edges and providing better lighting and sidewalks. The second option was to convert Porter to a two-lane road to allow for more pedestrian space along the sides and a significant landscaped median. The third concept was to design Porter with three lanes, allowing for a smaller median in certain areas and controlling access onto and off of Porter. (See Appendix B for detailed drawings)

The Plan

During the charrette, two roundabouts, one at Acres and Porter and another at Alameda and Porter were also designed. These roundabouts are designed to allow traffic to flow continually without the need to stop at traffic lights. The modern day roundabouts also allow for large trucks, including emergency vehicles, to easily travel through the roundabout. Because roundabouts allow for traffic to move easily, there is no blocking of emergency vehicles providing for quick response.

Future Year Volume Assessment

To understand the practicality of the proposed designs, a future year traffic assessment was conducted at the signalized intersections of Robinson, Gray, Main and Alameda streets to identify if capacity issues would exist with the current geometric layout. Based on the evaluation and a 2% growth factor provided by the City of Norman Public Works staff, the corridor intersections can operate acceptably beyond year 2025. An assessment of corridor operations pertaining to driveway operations, mid-block turning movements and motorist safety was not conducted; however it is anticipated that capacity and safety would degrade beyond current conditions if mid-block left-turns are allowed and driveways are not consolidated, altered or closed.

Porter Avenue Alternatives Assessment

After review and understanding of the potential for the existing configuration, an alternative assessment was conducted. As recognized through the charrette process, Porter Avenue/Alameda Street and Porter Avenue/Acres Street intersections were identified as potential locations for roundabouts. Additionally, an alternative 3-lane section for the Porter Avenue corridor was identified as an option to be examined. A 3-lane section includes one travel lane in each direction with a center left-turn lane. In this case, the Porter Avenue corridor has short blocks, so turning movements would be limited to the intersections.

The project team conducted an evaluation of the existing year and future year corridor performance by intersection for a 3-lane section. Table 2 summarizes the LOS and associated delay by intersection with the proposed 3-lane Porter Avenue.

Table 2
3-Lane Porter Avenue
LOS Service Summary

	Current Year Traffic Volumes									
	Northbound		Southbound		Eastbound		Westbound		Intersection	
	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Acres	0.5	A	0.1	A	185.4	F	15.5	C	11.5	B
Gray	12.1	B	20.5	C	0	X	55.4	E	20.2	C
Main	23.2	C	9.3	A	24	C	27.3	C	19.7	B
Eufaula	2.2	A	4.9	A	50.8	D	48.3	D	7.3	A

The Plan

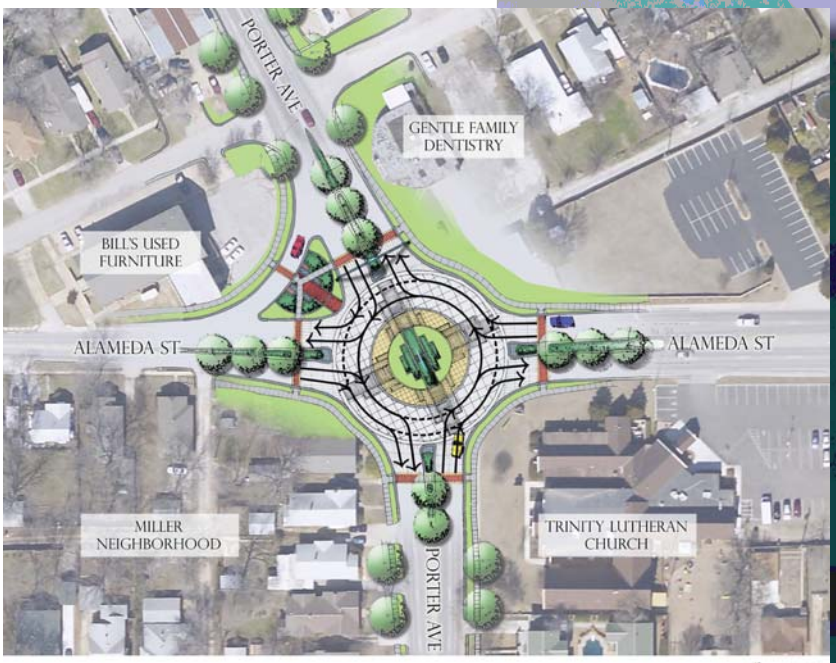
The changes in LOS delay are minimal between the existing condition and the proposed 3-lane option.

An evaluation was also conducted to identify how long the key corridor intersections could perform without failure. Based on the traffic volume assumptions provided, the key corridor intersections could operate beyond year 2025 without failure. Key to the success of this includes altering the current driveway configurations and implementing access control and management techniques in the corridor. The current configuration of driveways and full-movement turns throughout the corridor degrade the safety and capacity of Porter Avenue. In order for a 3-lane option to work acceptably under current or future traffic volume conditions, a comprehensive access plan and program must be in place.

An access management plan should include an inventory and character of every access point, identifying the configuration and allowable movement types by driveway and guidelines to develop a framework to guide the community in the future. This process includes working with each property owner to determine access and parking locations appropriate for their business. Developing an access management plan will be an additional cost for the City.

Roundabouts at the intersection of Porter Avenue/Acres Street and Porter Avenue/Alameda Street intersections

ACRES INTERSECTION CONCEPT
PORTER AVENUE CORRIDOR PLAN



ALAMEDA INTERSECTION CONCEPT
PORTER AVENUE CORRIDOR PLAN

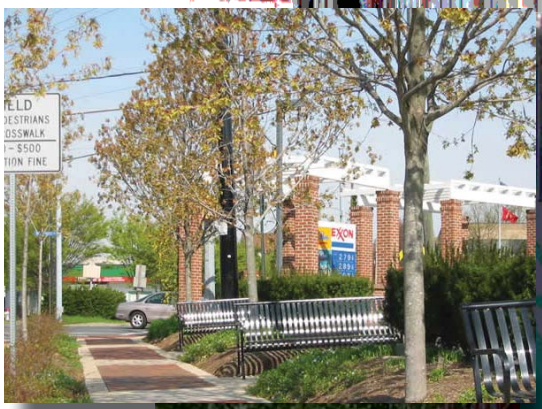
were evaluated in terms of operations and impact area to identify if roundabouts could operate acceptably under current and future traffic demand, and to identify the potential area of impact if constructed. The study team confirmed that roundabouts could work at both intersections beyond year 2025, with a single-lane roundabout at Acres and a dual-lane roundabout at Alameda.

While roundabouts are being considered to help continue the movement of traffic, their aesthetic qualities should also be considered. By installing these traffic moving devices, there is also the opportunity to provide locations for public art and visual enhancement. As the majority of the corridor is relatively flat, providing a vertical structure at these turning movements will offer a unique quality to the corridor.

The schematic designs of both roundabouts indicate the need to remove a limited number of existing buildings to make the required alignment fit into available space. It is important to note that these drawings are schematic representations only, and a final determination of roundabout alignment and the property needed to construct them has not yet been made. At Acres Street, a minimum of two buildings, one on the northeast and one on the southwest, would need to be removed. It is also recommended that Dawes Street be closed to thru-traffic and a cul-de-sac be constructed. At Alameda, a minimum of two buildings would need to be removed, a commercial building on the northeast corner and a residential building on the southwest corner. It is recommended that the residential structure be relocated to an empty lot within the same historic district, if feasible. Redevelopment of the commercial lots is recommended with architecturally significant buildings that orient to the roundabout.

STREETSCAPE

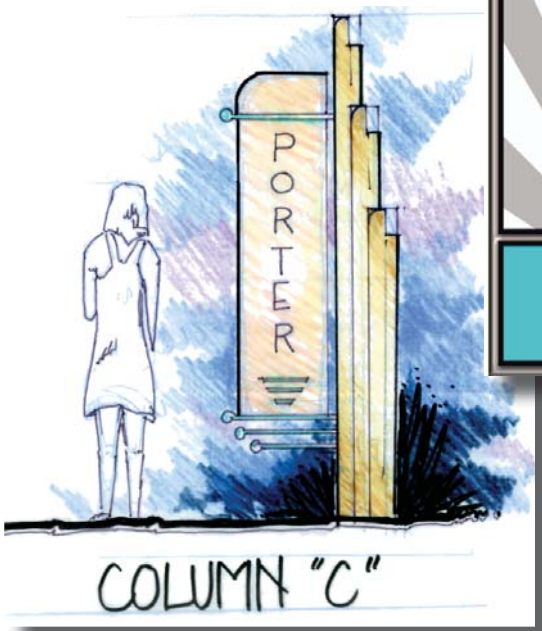
Streetscape improvements refer to the process of beautifying a street with traditional elements such as landscaping, street light standards and street furniture. Streetscape also includes the art of creating public destinations. ***Through the combined use of streetscape elements, and the development of themes and unique settings, an ordinary street can become a quality public space that promotes community and activity.***

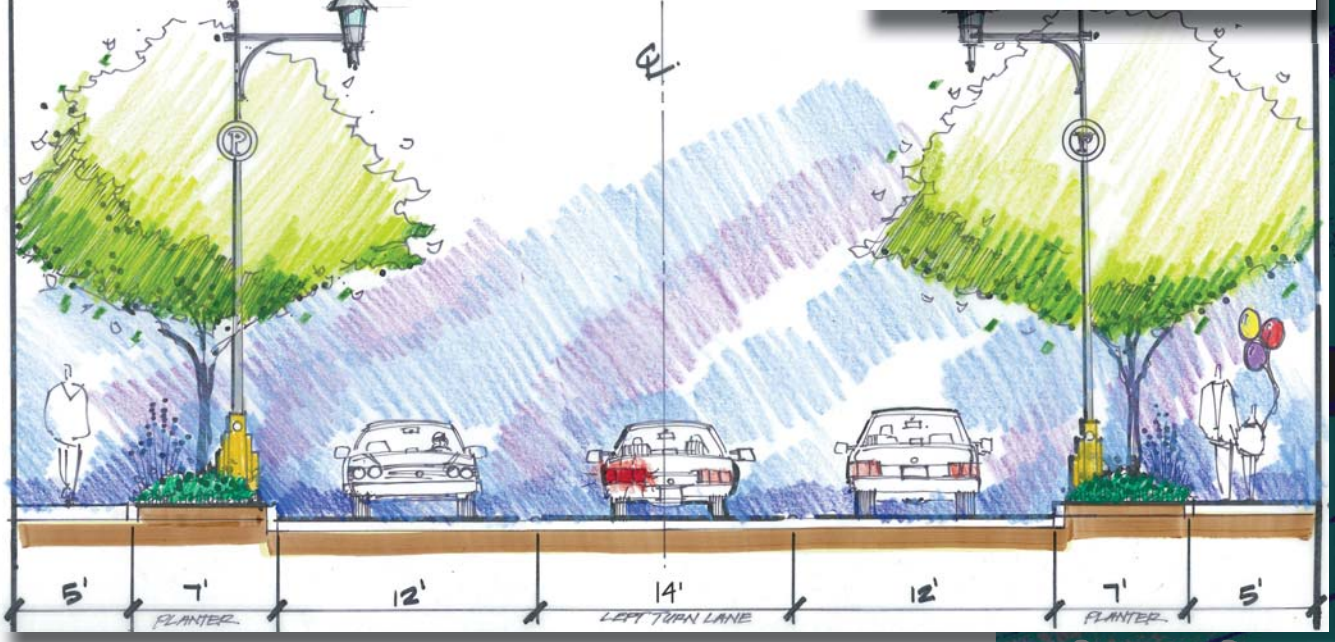


Through evaluation of Porter Avenue's past, themes evolved around the automobile and the Art Deco architectural style. Using these themes, concepts were developed for monumentation, banners, street paving, bus stops, and public art. (See charrette sketches in Appendix B) These themes have been embraced by the community and carried through conceptual designs.

The Plan

As these sketches are schematic in nature, more detailed designs with cost estimates should be developed in the design development phase. Details such as marketing opportunities with the images should be evaluated as well.





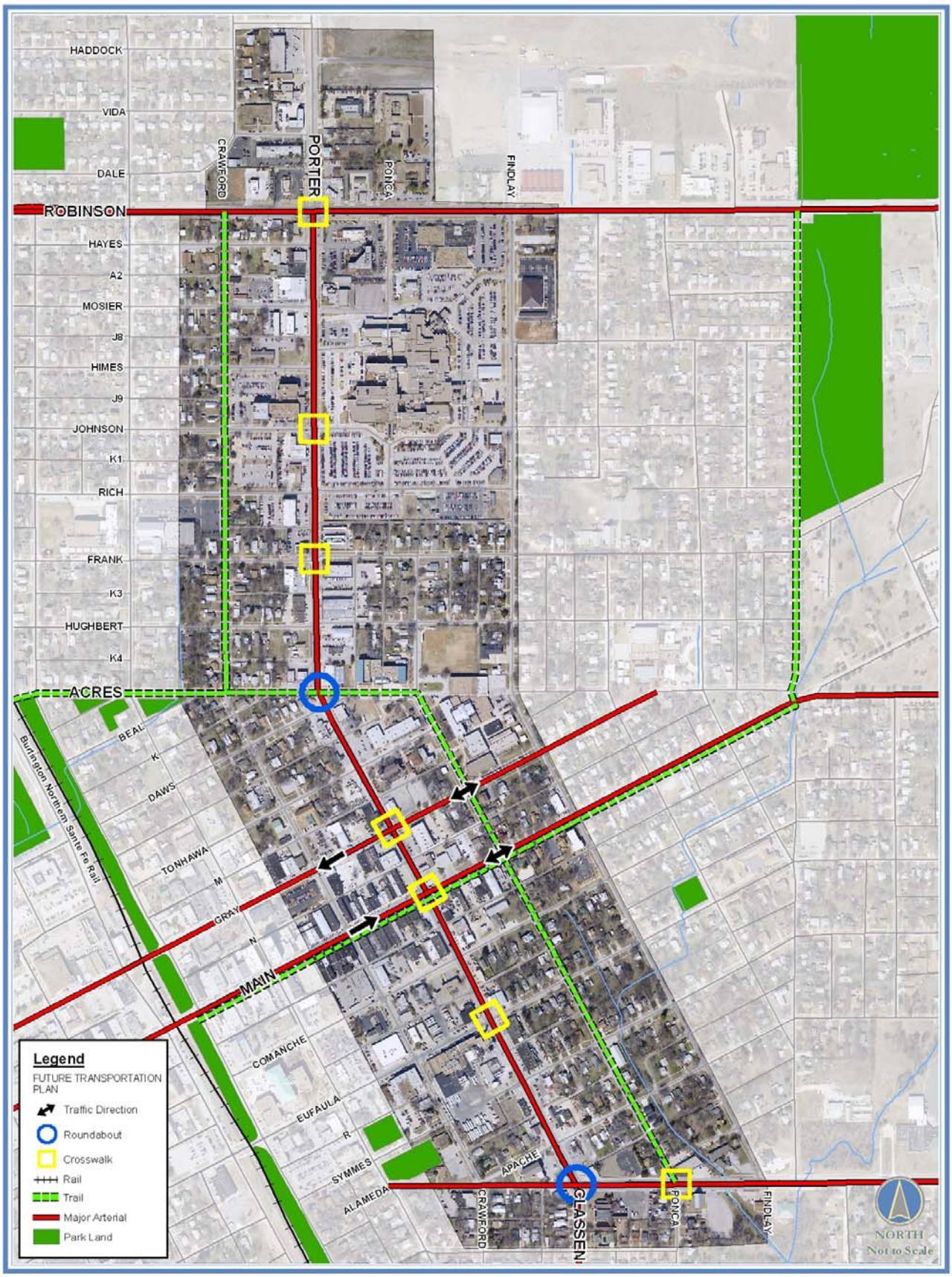
The Plan

ALTERNATE MODES OF TRANSPORTATION

An important part of the streetscape is the sidewalk space. The sidewalk space must connect with the surrounding community providing ease of interaction. Sidewalks are identified for the entire length of Porter Avenue along with crosswalk locations at prominent intersections. Allowing residents and patrons to cross Porter in a safe manner is of great importance for the commercial tenants and the neighborhoods alike. The only types of trails identified within the Porter Corridor project area are sidewalk trails. The purpose of these trails is to connect the Porter Corridor with park and trail areas outside the project area.

Looking at a broader picture, it is also imperative that people have access to the corridor from a further distance without the need for a car. The current sidewalk system through downtown provides access from Legacy Trail and the train station to Porter Avenue without the need for new infrastructure. For other portions of town, trail locations have been identified, connecting park space, neighborhoods and other destinations. (See Transportation Plan on the following page.) Trail connections can come in many forms depending on the existing environment. In areas with existing homes, it is recommended that the trails be no more than 6' in width with street trees between the trail and the curb, while in a more open and natural area the trail width may be up to 10' in width.

There has been an expressed interest from the community to include bus stops within the corridor. This option can be provided through the use of pull off areas for buses, allowing for a continued drive lane and safety for the users. Currently, CART provides bus service within two blocks to the east and west of the corridor. These less traveled roadways are a great alternative to providing service on Porter Avenue. As development of the streetscape continues, it will be important to continue open communications with CART.



OCHSNER HARE & HARE
PLANNING CONSULTANTS
LANDSCAPE ARCHITECTS

FUTURE TRANSPORTATION PLAN

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

The Plan

Insert Transportation Plan Map

SUMMARY

Porter Avenue is a complex corridor layered with history, character and potential. This chapter articulates pieces of the puzzle that can be utilized to create a revitalized and an enhanced Porter Avenue. The pieces include the commercial development limit line, a revised future land use plan, key development areas, types of transitions to manage the edge, transportation improvements that will create a manageable roadway system, and complimentary streetscape. ***Norman is seeking to take greater control of the Porter Avenue Corridor's attractive and prosperous destiny by creating a future that is hopeful for the neighborhoods and commercial districts alike.***

Chapter 4: Implementation

INTRODUCTION

This document proposes many recommendations for the future development and redevelopment of the Porter Avenue corridor. In order to realize the vision and implement the ideas set forth in this document, an implementation plan, cost estimates and identified funding mechanisms must be outlined. Based on the size of the corridor and complexity of the improvements, the implementation will require the coordinated efforts of public and private groups alike. It is imperative that public expenditure occur in order to create the environment for private investment.

The corridor plan is the first step in the much longer process of redefining and redeveloping Porter Avenue. The focus of the plan is on creating a long range vision for the corridor, upon which detailed projects may be implemented as the next steps. The primary goals as set forth in this document are:

1. Minimize land use conflicts between residential neighborhoods and commercial property owners along Porter Avenue.

2. Manage the edge between the residential and commercial property owners through a variety of transitions.

3. Enhance the aesthetics and image of Porter Avenue providing for a sense of place and community.

4. Improve the vehicular and pedestrian mobility of the corridor while promoting public safety.

5. Promote development and revitalization of the corridor including the introduction of mixed use development.

6. Promote adaptive reuse of architecturally significant structures.

7. Develop a demonstration block to show the potential economic benefits of the corridor.

8. Establish zoning ordinances and design guidelines for the specific needs of the corridor.

Implementation

There are nine key steps to address in the Implementation Plan. The success of the project will be determined, in large part, by how successfully these items are implemented and addressed not only initially at project start-up, but over the life of the implementation of the Corridor Plan. The nine steps are:

1. **Initiate Project Start-up**
2. **Develop Appropriate Policy**
3. **Identify Market Niche and Business Mix**
4. **Develop Marketing and Communication Strategies**
5. **Undertake Planning and Design for Plan Recommendations**
6. **Initiate Demonstration Projects**
7. **Initiate Demonstration Block**
8. **Develop Economic Incentives and Funding**
9. **Identify Funding for Transportation & Demonstration Block**

PROJECT START UP

Timing and commitment are needed to implement the project. There are many steps in the process that need focused attention. To ensure the continuation of the plan as outlined in this document it is recommended to develop a structure for corridor management. The structure should include a plan facilitator and an advisory board at a minimum. The plan facilitator should be a consultant or outside staff member that reports to the advisory committee, and oversees the requirements of the plan and helps with the funding guidelines. The primary responsibility of this position would be administering grant programs, housing programs, code compliance, historic preservation and neighborhood planning. It is also advisable to continue the corridor stakeholder committee in an advisory capacity as the public voice for all future improvement reviews and for promotion of revitalization of the area. Alternatively, the City should consider developing a 501c3 not-for-profit board to manage marketing, communications and other activities requiring the acceptance and use of funds. With these groups, the City will be assured the intent and vision are sustained and that time does not diminish the intended impact for the community.

POLICY

A number of the components recommended in the plan should be implemented in part through updates or revisions of various approved plans and policies of the City. These are as follows:

Approve Final Corridor Plan Document

The first step in moving the plan forward is the Approval of the final plan document by the Planning Commission and City Council. Once complete, the City should modify the Norman 2025 Plan to include the Porter Avenue Corridor Plan and Future Land Use Plan.

Implementation

Amend Ordinances

Once adoption of the Plan is complete the City should modify City ordinances to allow for the recommended development and improvements. The ordinances should be modified to:

- Support urban design standards, including mixed use, zero lot line setbacks, increased density, and lesser parking requirements, the development of design guidelines and overlay zoning district;

- Support infill development requiring compatible setbacks, lot coverage, building height, building facades, materials, and parking requirements;

- Require buffering techniques between residential and com mercial uses, including landscaping, walls, trash enclosures, lighting standards and four-sided architecture;

- Update site plan submittal and review requirements while streamlining the process; and,

- Prohibit "leapfrog" development

MARKET NICHE AND BUSINESS MIX

The Porter Avenue Corridor has three unique development zones. The northern third of the corridor will be most affected by Norman Regional Hospital; and, as a result, will attract primarily medical-related uses and businesses. The middle portion of the corridor, located in close proximity to downtown, is best suited to support mixed-use development which includes residential, retail and office tenants. Finally, the southern portion of the corridor is best suited for the development of higher-density residential housing. Together, these three development zones and their diverse mix of land uses and tenants will redefine Porter Avenue as a unique urban corridor.

A primary goal of redeveloping the Porter Avenue Corridor Study Area is to redefine its image and retail market to best capitalize on both local residents and out-of-town visitors. Retailers now account for only one-third of the corridor's mix of businesses. Most existing retailers are located in the middle third of the corridor. Physical and locational constraints limit the Porter Avenue Corridor's ability to attract national tenants and big-box retailers. Like downtown Norman, the Porter Avenue Corridor business community will best prosper by cultivating unique local businesses. Independent retailers rather than national chains are more likely to locate within the corridor, providing the opportunity to foster a unique market niche and identity.

Two independent restaurants now serve as major customer destinations for the corridor, generating high traffic volumes. Restaurants generally cluster together to capitalize on existing customer traffic patterns. Emphasis should be placed on attracting more unique restaurants that compli-

ment the existing restaurants and attract more customers to the corridor. Close proximity to Norman Regional Hospital will improve the potential of attracting additional restaurants to Porter Avenue.

Clusters of specialty retailers (i.e., home furnishings, entertainment and clothing) improve the image and marketability of the Porter Avenue Corridor as a retail destination. Given the proximity of downtown Norman and the current availability of inexpensive commercial space, art galleries would be a good fit. A cluster of art galleries would compliment area restaurants and will help foster a unique market image. Other prospective specialty retailers to the corridor include apparel and accessories stores, antique stores, bike stores, music stores, book stores and hair salons. Given the close proximity of neighboring residential neighborhoods nightclubs should not be included in the Porter Avenue tenant mix.

Although it is important to draw in outside businesses, it is just as important to keep existing small businesses and develop new ones from local entrepreneurs. This is vital because existing small businesses contribute more to the local economy than new outside businesses of equal size. Existing businesses are already established in the community, and typically most employees live in the local area, and locally owned businesses tend to spend their profits locally. New businesses which are attracted from other areas typically are not locally owned and their profits tend to escape from the local economy. Successful revitalization of the Porter Avenue Corridor will rely on maintaining and attracting a unique mix of local restaurants, specialty retailers and medical-related businesses.

MARKETING AND COMMUNICATION

Identity

The Porter Avenue Stakeholder Committee should undertake development of visual identity and joint marketing efforts to make Porter Corridor's identity visible to the general public and along the corridor. One of the first efforts should be the refinement of the Porter Corridor logo and theme through the schematic design process. Using the logo and theme in a marketing campaign to inform the community that the initial planning effort is complete and that the implementation effort has begun will generate excitement for the corridor. Public education about the process of planning and corridor/neighborhood revitalization should continue to be provided.

Communication

Communication within the corridor that extends community-wide is important for the long term prosperity of the project. It is recommended that the Corridor Stakeholder Committee establish a newsletter for residents, corridor businesses, stakeholders and interested citizens in order to communicate the progress of the corridor. Information should be provided to the press routinely regarding Porter Cor-

ridor activities. Media representatives should be invited to track the project, provide a special column for that purpose or introduce special insert sections.

The Porter logo also can be displayed on billboards, utility pole banners or windows of establishments along the corridor. Public events along the corridor are encouraged.

The Corridor Stakeholder Committee and staff should join in a series of roadshow presentations to be scheduled at organization meetings, churches, schools, etc. to explain the project. The presentations should be in simple terms and utilize effective graphics. The meetings should be interactive and provide for opportunities for public feedback.

Recruitment Strategy

A strategy and schedule of recruitment efforts should be developed. The project facilitator, identified in the start-up section above, should assume the primary responsibility of recruitment of candidates for revitalization. Additional sections along the corridor, following the Main Street and Porter Avenue demonstration block, may be selected for further development.

FUNDING ANALYSIS

Promoting economic development efforts in the Porter Avenue corridor will be a large task to be carried out by the City or other entity as determined. Tasks to be completed include the promotion of business retention and recruitment, offering of economic incentives and funding opportunities to property owners, and package and market redevelopment sites.

Business Retention and Recruitment

Small business is the foundation of the Porter Avenue Corridor's economy. Small businesses have historically suffered from a high failure rate. A principal goal in revitalizing the Porter Avenue Corridor is to increase the employment base. The City could establish a plan to aid existing businesses and enhance the skills of its owners.

Established in 1996, the Norman Economic Development Coalition (NEDC) is a joint effort of the University of Oklahoma, the City of Norman, and the Norman Business Community through the Norman Chamber of Commerce. This unique partnership was formed to work full-time on economic development in the Norman community.

While a goal of the Norman Economic Development Coalition is to retain and attract businesses to the community, no organization exists specifically for the purpose of revitalizing the Porter Avenue Corridor business community. Once redevelopment occurs an additional group should be considered to complement business recruitment efforts of the Norman Economic Development Coalition. This groups goal would be to retain existing businesses and recruit new businesses for Norman's central core that includes the Porter Avenue Corridor, down-

town Norman and Campus Corner. To elevate the scope of this new business recruitment group, identifying both public and private sector funding should be a priority. Potential sources include city grants, membership dues, funds generated by additional events, fund raising and implementing a self-imposed taxing jurisdiction such as a business improvement district.

To assist in the diversification of the corridor's retail base consideration must be given to the further development of retail concepts that will build sufficient critical mass to truly leverage a market niche. As an example, the existing restaurant niche could be expanded to include coffee houses, bakeries and cafes with patio seating. Another example is a home furnishings niche that includes furniture stores, kitchen and bath accessories, interior designers, contractors, art galleries and home electronics stores.

Economic Incentives and Funding Opportunities

During the early stages of revitalization attracting private sector investment in the form of new businesses, property rehabilitation and new development is difficult due to the associated risks. For property rehabilitation and new construction market rents typically are insufficient to support financially feasible development. Government-sponsored financial incentives assist in reducing the risks of investing in building rehabilitation or business expansions and, thus, often serve as catalysts for long-term reinvestment. To assist in the revitalization process the City should consider a variety of economic incentives. Financial assistance may be available at the local, state and federal levels.

Local Economic Incentives

Forms of low-cost local economic incentives available to the City to stimulate revitalization of the Porter Avenue Corridor include adopting flexible zoning ordinances and building codes to facilitate property rehabilitation and new construction, building permit and utility connection fee reductions and deferrals, and public infrastructure investment.

Funding mechanisms available to the City for financing future capital improvements include general obligation bonds, sales tax financing, public-private sector partnerships, tax increment financing (TIF) and business improvement districts (BID).

Public-Private Sector Partnerships

An example of a public-private sector partnership created to assist in revitalization efforts for a specific real estate development include sharing in infrastructure costs, property acquisition, and City tenancy of the completed project.

Tax Increment Financing ("TIF")

The Oklahoma Tax Increment Financing Act ("TIF") permits cities to establish Redevelopment Districts and carry out redevelopment projects within

Implementation

such districts. Section 850 et seq. of the Oklahoma Statute authorizes development tools for cities to use in cooperation with other local taxing jurisdictions to spur revitalization and economic development in targeted areas of the city. This is accomplished primarily by encouraging private investment by constructing public improvements that are funded through TIF generated revenues. Within an established TIF district, a "base" level of annual tax revenue received in the district is established at the time the TIF is approved, and in future years tax revenues received above the base amount are diverted from the taxing agency (school district, city, county, etc.) to the TIF district to pay for public capital improvements within the district. Taxes are still collected in the TIF district; however, instead of the tax proceeds being used for the general purposes of the taxing agencies, they are used to pay for public improvements to benefit the TIF district. Incremental tax proceeds may be used in accordance with approved TIF Plans for such project area improvements as facilities, infrastructure, parks, sidewalks and other public projects.

The theory of TIF is based on several important principles:

1. Private redevelopment would not occur without the provision of financial incentives.

2. The tax base in the redevelopment district was in fact stagnant or declining. Healthy areas that grow and develop without the intervention of the TIF do not need tax revenues diverted. Where TIF is necessary, it will cause an incremental increase that the tax ing authorities would otherwise not have realized.

3. The taxing authorities that give over their tax increment for a number of years will eventually receive the revenues of a larger tax base.

Tax Increment Financing was utilized to fund $1.3 million in streetscape improvements to Campus Corner. Since 2001, approximately $10 million in private investment has been made in Campus Corner, including façade improvements, building renovations and the construction of approximately 15,000 square feet of new commercial space. An additional 100 parking spaces have also been constructed. In recent years, Campus Corner's tenant mix has gone more upscale in an effort to create a shopping and dining destination offering home grown restaurants and unique boutique shops. The repositioning of Campus Corner has broadened both the customer base and the market draw and now attracts customers from throughout Norman.

By City ordinance, on May 23, 2006 the City of Norman, adopted the University North Park Tax Increment Financing Plan to fund eligible project costs associated with necessary infrastructure improvements. The TIF Plan allows for 50 percent of the increased ad valorem taxes generated by the development and 60 percent of sales tax revenues generated within

the district to be diverted to the TIF district improvements and other project goals over a period of up to 25 years, with total project costs of $54,725,000.

Business Improvement District (BID)

Since the early '70s, Business Improvement Districts (BID) have been used as a mechanism for revitalization. BIDs now operate in 42 states and the District of Columbia. This powerful tool allows for an assessment on property within a defined area. Revenues from this assessment are then directed back to the area to finance a wide range of services, including capital improvement, security, maintenance, consumer marketing, economic development, parking and transportation, public space regulation and social services. The leading service provided by BIDs is consumer marketing, such as promoting events and producing maps and newsletters.

There are state laws regarding Business Improvement Districts which business and property owners must be familiar with before creating a BID. They can be found in Oklahoma Statute Title 11, S39-112. Creating a BID involves two public hearings. The first hearing will give property owners who will be in the proposed district a chance to say whether they want the district or not. The second hearing gives property owners a chance to discuss how much each will pay to fund the district's activities. Cities make the final decision about creating a BID. After approval of the BID by the City Council, the City will begin collecting the district assessments from the businesses operating within the BID.

Neighborhood Redevelopment Act

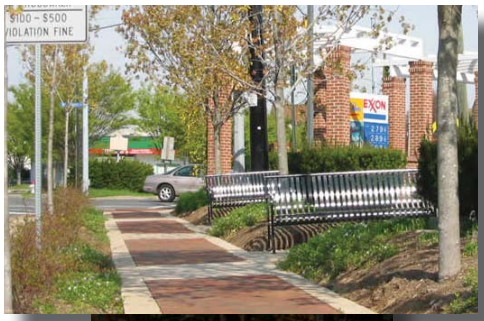
The Neighborhood Redevelopment Act is used to promote, stimulate, and develop the general and economic welfare of the community. This Act enables communities to establish a redevelopment trust authority to undertake redevelopment activities within neighborhoods. The use of powers include expending public monies and the use of eminent domain. The Act also states that the governing body may do all things necessary and proper in its discretion to redevelop and maintain its commercial, industrial and residential neighborhoods.

Community Development Block Grants (CDBG)

Norman, as a CDBG entitlement City within the State of Oklahoma, receives annual funding to meet objectives established by the community which comply with those established by the State of Oklahoma. Although CDBG provides significant funding for housing initiatives, there also is funding for a number of non-housing initiatives which include:

1) construction or reconstruction or installation of public facilities and improvements, such as facilities that are publicly owned and will be operated for the

general public. The facilities may include fire stations, libraries, streets, sidewalks, drainage, water and wastewater.



2) sustaining economic growth and development, which includes roads and streets, and infrastruc ture necessary to help expanding or startup businesses and may include improvements to City owned industrial buildings.

These assistance programs, financed through CDBG, must create new jobs and increase per capita income in Oklahoma.

Other Available Economic Incentives

Additional forms of local economic incentives could also be offered to stimulate revitalization in the Porter Corridor. These include public grants, low-interest direct loans, relocation assistance, site clearance and demolition, assuming or sharing costs of infrastructure improvements and using or leveraging other fund sources such as housing funds, tax credit programs, low-interest revolving loan program, façade improvement grants, and Enterprise Zones.

NEXT PHASE OF PLANNING AND DESIGN

The initial phase of planning is the Porter Avenue Corridor Plan. The plans and strategies in this Plan are the guidebook for the future improvements. These Plans and related strategies are defined at a corridor level. A more detailed study of the individual recommendations will be necessary.

The next phase of planning and design studies will further define the scope, scale, cost and impact of the plan recommendations as specific projects. It is from this next phase, and subsequent planning phases, that specific plans are designed, funded, approved and built. The complete steps for the developing of the public improvements within the corridor are identified on the following page.

To develop the proposed roundabouts, site acquisition would need to be in progress once the roundabouts are engineered.

Phase 1

• ***Schematic Design.*** The City should fund the schematic design, which will include the layout of all right-of-way and roadway improvements. The location of all improvements including curbs, drives, turning lanes, medians, landscaped areas, street trees and grates should be identified. In schematic design, the improvements should be designed in plan view, while leaving the three dimensional designs for subsequent phases. It is also critical that this phase include working with the property owners along Porter Avenue to discuss and determine how best to deal with access management and parking issues.

• ***Engineered Design.*** The City should fund the engineered design of the roundabouts to identify geometrics and size. The exact location and geometrics will then help determine required site acquisition.

• ***Overlay Zoning District.*** The City should have developed an overlay zoning district for the corridor that takes into account all of the items outlined in this document, including transitions, architecture, buffering, parking lot and lighting design, and site plan submittal requirements.

• ***Capital Improvements Plan.*** The City should identify within the CIP all identified cost associated with public infrastructure improvements and required engineering studies. Such engineering studies should include a City wide transportation plan which contains: a travel demand model development; major thoroughfare plan; land use development assessment for 5, 10 and 20 year increments; a 5, 10 and 20 year improvement scenarios; multi-modal plan to include transit, bicycle and pedestrian; freight movement; rail crossing plan; and, examination of current funding mechanisms.

Phase 2

• ***Design Development.*** Design Development involves taking the approved layout of the Schematic Design and beginning to study it in three dimensions. The materials and constructability become more refined. In addition to refining the layout plan, sections and sketches are used to better understand changes in materials and surfaces. Design development is the place where the first intensive cost estimates are done and evaluated. The information is tested using site survey information and computer aided design and drafting. Design specifications and material cut sheets are considered.

Phase 3

• ***Construction Documentation.*** The documents that are used to construct the project improvements are developed. These documents include grading and drainage plans, layout plans, paving plans, landscape and irrigation plans, and specifications which ensure that the approved materials are used.

Phase 4

• ***Bidding and Negotiation.*** This is where the design consultant provides any necessary qualification of bidders as well as clarification of the construction documents.

• ***Construction Administration.*** This is where the design consultant reviews the contractor's construction progress and helps them to understand and perform as the construction documents were intended.

Implementation

Demonstration Projects

One of the key components of the plan is the initial use of a demonstration project to facilitate the idea of the early, visible success. Early, visible success is critical to the future implementation of the redevelopment plan. A group of small demonstration projects, such as branding, show the public, private investors, existing businesses and residents, and potential funding agencies that change is occurring for the better, which builds momentum and excitement.

The more visible the project or improvement, the more it will be recognized. The successful completion of the initial project begins to solidify the perception that the area can change and is changing. Often, it is this change in perception that helps trigger the most vital component of all development and redevelopment, private investment. Demonstration projects for the corridor might include:

- monumentation (gateways) for existing residential neighborhoods developed using CDBG funds;
- using the Porter logo to develop banners for installation on light poles designating the corridor;
- forming a Porter Corridor mer chant organization to create promotions for the existing businesses; and,
- continued media promotions identifying progress of the plan and the corridor.

Demonstration Block

On a larger scale, but equally as important for the excitement and momentum of the corridor is the development of a demonstration block. A demonstration block is a catalyst project to begin redevelopment in an area. Identification of a specific area to begin the redevelopment of a corridor is important. The successful completion of a demonstration block shows the reality of the future of the corridor. As outlined in this document, the property at the southeast corner of Main Street and Porter Avenue is the best location for a demonstration block based on:

- its relationship with downtown and its ability to become a gateway;
- the high traffic volumes of the intersection;
- the limited number of property owners within the block making it potentially easier to assemble the properties; and,
- its ability to make a big impact on the corridor and the community.

Through this plan, a concept design has been developed for the southeast corner of Main Street and Porter Avenue (see Appendix D). This plan is conceptual in nature, but designed in reality. To move such a project forward, assembling the land is most important. The City should work with

the existing property owners to determine their willingness to participate in the project, whether by selling their property or becoming a partner. Alternately, the City has several other options to choose from to assemble the property including re-use of publicly owned property, removing clouded titles from privately purchased property, relocating existing businesses and residents, and demolitions and clearing of sites. Another option for property assemblage is eminent domain, or the act of obtaining private property for a public use and justly compensating the property owner. Using eminant domain to assemble land is politically unpopular and should *only* be done as a last resort.

Following assembly of the land, the City should move forward with a two-step developer solicitation process to execute the concept plan. This process is outlined in the box below. Also vital to the demonstration block is the offering of financial incentives. As the acquisition of multiple small parcels can be expensive, including the cost to remove existing structures and potential environmental issues that may need to be addressed, redevelopment is an expensive undertaking. To secure interest by the private sector to redevelop property, the City will need to provide development incentives.

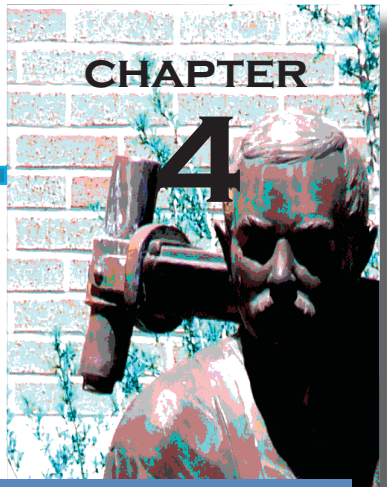
Transportation and Demonstration Block Funding

To create the synergy needed to cause private investment to occur in the area, the public sector must show a good faith effort toward public improvements. The major first step in the implementation is the funding and construction of the first phase of Porter Avenue and the funding of the demonstration block located at the southeast corner of Main Street and Porter Avenue. The importance of funding and construction of these highly visible improvements is to set the stage for private investment.

The acquisition of funding sources for the Corridor Plan Implementation will be crucial to its success. There are numerous funding requirements,at different stages of the corridor plan development. During the initial stages of the

- ***Step 1.*** **Issuing a Request for Qualifications to developers to review their qualifications and to determine their knowledge of urban mixed use development.**

- ***Step 2.*** **Narrowing of the list of potential developers from the RFQ process and issuing a Request for Proposal. An RFP allows for review of developers truly interested in the project and to gain an understanding of their vision and understanding of the community and the market place as well as their wherewithal to accomplish the project.**



implementation plan, there are funding needs for the goals outlined in the box below.

Additional improvements may be recognized upon further review and evaluation of the project.

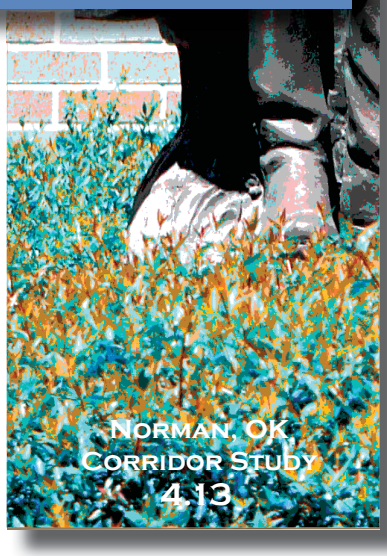
1. *Funding for the Planning and Design projects.*
As the next step to the process, four steps were identified to continue with the designs for public infrastructure. The first step identified schematic design, engineering design, overlay zoning district and additions to the CIP. The schematic design process and engineering design would be conducted by outside consultants. An initial budget of $80,000 and $50,000, respectively, is estimated for these tasks. The corridor overlay zoning district may be crafted by the City Staff with over sight and review by the consultant.

2. *Public Infrastructure Project Funding.*
As identified in the plan, significant public infrastructure improvements are needed to improve the safety, mobility and aesthetics of Porter Avenue. The public improvements must be identified and funding commitments, which could include identification in the Capital Improvements Program (CIP) over a period of time, should be provided. Estimated costs for these improvements have been developed (See Appendix E). These costs can be used for place holders in the CIP until more detailed costs can be provided following schematic design. The following is a list of estimated cost based on proposed phasing of the improvements and do not include the cost of right-of-way acquisition or utility relocation (see following page for phasing plan):

- **Porter Avenue Phase 1 (Hughbert Street to Comanche Street) - estimated cost of $2,679,552.00**
- **Porter Avenue Phase 2 (Comanche Street to Castro Street)– estimated cost of $2,621,542.00**
- **Porter Avenue Phase 3 (Robinson Street to Hughbert Street) – estimated cost of $1,428,405.00**

PROPOSED SCHEDULE FOR KEY PLAN MILESTONES

The multitude of recommendations can be addressed as milestones that lay ahead for the Porter Corridor Plan. These are illustrated in the following chart. Additionally, the entity(ies) responsible for that milestone and the recommended start date are also indicated:



Implementation

Porter Avenue Corridor Plan Key Milestones		
Plan Milestone - Next Steps?	Responsibility - Who?	Recommended Start Date - When?
Approve and Adopt Final Corridor Plan Document	City Staff / Community Leaders	September 2009
Establish an ongoing Corridor Advisory Committee	City	Following Approval of Corridor Plan – October 2009
Construct Revised Development Ordinances	City Staff	Following Approval of Corridor Plan – October 2009
Schematic Design of Public Infrastructure Improvements	Consultant	Following Approval of Corridor Plan – October 2009
Develop Financial Incentives	Consultant / City Staff / Community Leaders	Following Approval of Corridor Plan – October 2009
Develop a Transportation Plan for the Community	Consultant / City Staff / Community Leaders	TBD
Locate Funding for Phase 1 Infrastructure improvements	City Staff / Community Leaders	Following Schematic Design
CIP Amendment	City Staff	Following Schematic Design
Establish 501c3 not-for-profit board	City/Consultant	Following Schematic Design
Identification of Plan Facilitator	City/Consultant	Following Schematic Design
Engineered Design of Public Infrastructure Improvements	Consultant	Following Schematic Design
Develop demonstration projects	Corridor Advisory Committee / City Staff	Following Approval Schematic Design / Life of Project
Develop demonstration block	Consultant / Corridor Advisory Committee / City Staff	Following Approval of Schematic Design / Life of Project
Right-of-way Assembly for Infrastructure Improvements	City / Consultant	Following Approval of Schematic Design / Life of Project
Developer solicitation	Consultant / City	Following Demonstration Block Design
Marketing and Communication	Corridor Advisory Committee / City Staff	Life of the Project
Retention and Attraction of Business	Corridor Advisory Committee / City Staff	Life of the Project
Design Development of Public Infrastructure Improvements	Consultant	Following Approval of Schematic Design
Construction Documentation of Public Infrastructure Improvements	Consultant	Following Approval of Design Development
Bidding and Negotiation of Public Infrastructure Improvements	Consultant / City Staff	Following Approval of Construction Documentation

SUMMARY

For Porter Avenue to become the exciting, attractive destination place that has been envisioned by the Corridor Stakeholder Committee and the citizens of the area, it is vital that the implementation plan be followed and the momentum continued. By implementing this plan, contentious issues between the residential and commercial property owners will diminish and the quality of life for all residents within the corridor will improve. Although implementation will take many years, ensuring early "wins" with continued plan development and public improvements will demonstrate the City of Norman is serious about making a difference along Porter Avenue.

REDEVELOPMENT IMPLEMENTATION PLAN
PORTER AVENUE CORRIDOR STUDY AREA
NORMAN, OKLAHOMA

May 2009

CANYON RESEARCH SOUTHWEST, INC.

COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

REDEVELOPMENT IMPLEMENTATION PLAN
PORTER AVENUE CORRIDOR STUDY AREA
NORMAN, OKLAHOMA

July 2009

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COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

July 24, 2009

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RE: Market Feasibility Study – Redevelopment Implementation Plan
Porter Avenue Corridor Study Area; Norman, Oklahoma

Diane:

Attached are the findings from the *Redevelopment Implementation Plan* prepared for the Porter Avenue Corridor Study Area in Norman, Oklahoma. The Study Area parallels Porter Avenue from approximately Alameda Street north to Robinson Street, supporting a mix of commercial and residential land uses. The Study Area is one of the oldest portions of the city and encompasses the eastern portion of downtown.

The objective of the *Redevelopment Implementation Plan* is to outline market positioning, design and economic development strategies for facilitating future development of additional commercial and residential uses within the Porter Avenue Corridor Study Area.

Upon review of the report, should any questions arise or additional information requested, contact me directly at (716) 362-1203.

Respectfully submitted,

CANYON RESEARCH SOUTHWEST, INC.

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INTRODUCTION

Study Objective and Organization

The City of Norman, Oklahoma is seeking to establish a vision and plan for the revitalization of the Porter Avenue Corridor Study Area defined as the area roughly bound by Robinson Street to the north, Alameda Street to the south, Findlay Avenue to the east and Peters Avenue to the west. The Study Area is one of the oldest portions of the city and encompasses the eastern portion of downtown. Norman's proximity to Oklahoma City and Porter Avenue's status as a well traveled highway prompted the emergence of a high concentration of automobile-related uses. The expansion and conversion of these uses over time has threatened the surrounding residential neighborhoods. This study examines with the need to effectively blend the Study Area's commercial district and residential neighborhoods.

To support the planning process for the Porter Avenue Corridor Study Area, OHH retained Canyon Research Southwest to prepare both a *Market Feasibility Study* and *Implementation Plan*.

In December 2008 Canyon Research Southwest completed the *Market Feasibility Study* for the Porter Avenue Corridor Study Area. The study evaluated the market potential and opportunities for supporting future development of a mix of retail, medical and residential uses within the Porter Avenue Corridor Study Area. Based on the study findings, potential revitalization opportunities for the Porter Avenue Corridor Study Area were identified.

Based on the findings of the *Market Feasibility Study*, this report outlines implementation plan recommendations for revitalization of the Porter Avenue Corridor Study Area. Implementation plan recommendations include the following:

- Quantify Resources. Quantify the supportable near- and long-term inventory of new commercial space and residential dwelling units in the Porter Avenue Corridor Study Area;

- Identify Catalyst Sites. Identify potential redevelopment and development opportunities for the Porter Avenue Corridor Study Area. Emphasis is placed on identifying "catalyst" sites that are capable of stimulating further area redevelopment and development activity;

- Outline Marketing Strategies. Outline marketing strategies for the Porter Avenue Corridor Study Area, including market positioning, prospective commercial tenants, business retention and recruitment and achievable rents;

- Identify Urban Design Strategies. Outline urban design strategies for the Porter Avenue Corridor Study Area, including design standards, in-fill development strategy, municipal capital improvements and mixed-use and new housing development;

- Outline Economic Development Strategies. Outline economic development strategies for the Porter Avenue Corridor Study Area, including promoting business retention and

recruitment, marketing and promoting local businesses, economic incentives and marketing of redevelopment sites.

Porter Avenue Corridor Study Area

The Porter Avenue Corridor Study Area is bound roughly by Robinson Street to the north, Alameda Street to the south, Findlay Avenue to the east and Peters Avenue to the west (see map on page 3). The Study Area is one of the oldest portions of the city and encompasses the eastern portion of downtown Norman as well as a portion of the Miller Historic District. This section of the report identifies the Porter Avenue Corridor Study Area's current business profile and discusses its opportunities and constraints relating to the prospects of future revitalization and development.

Business Profile

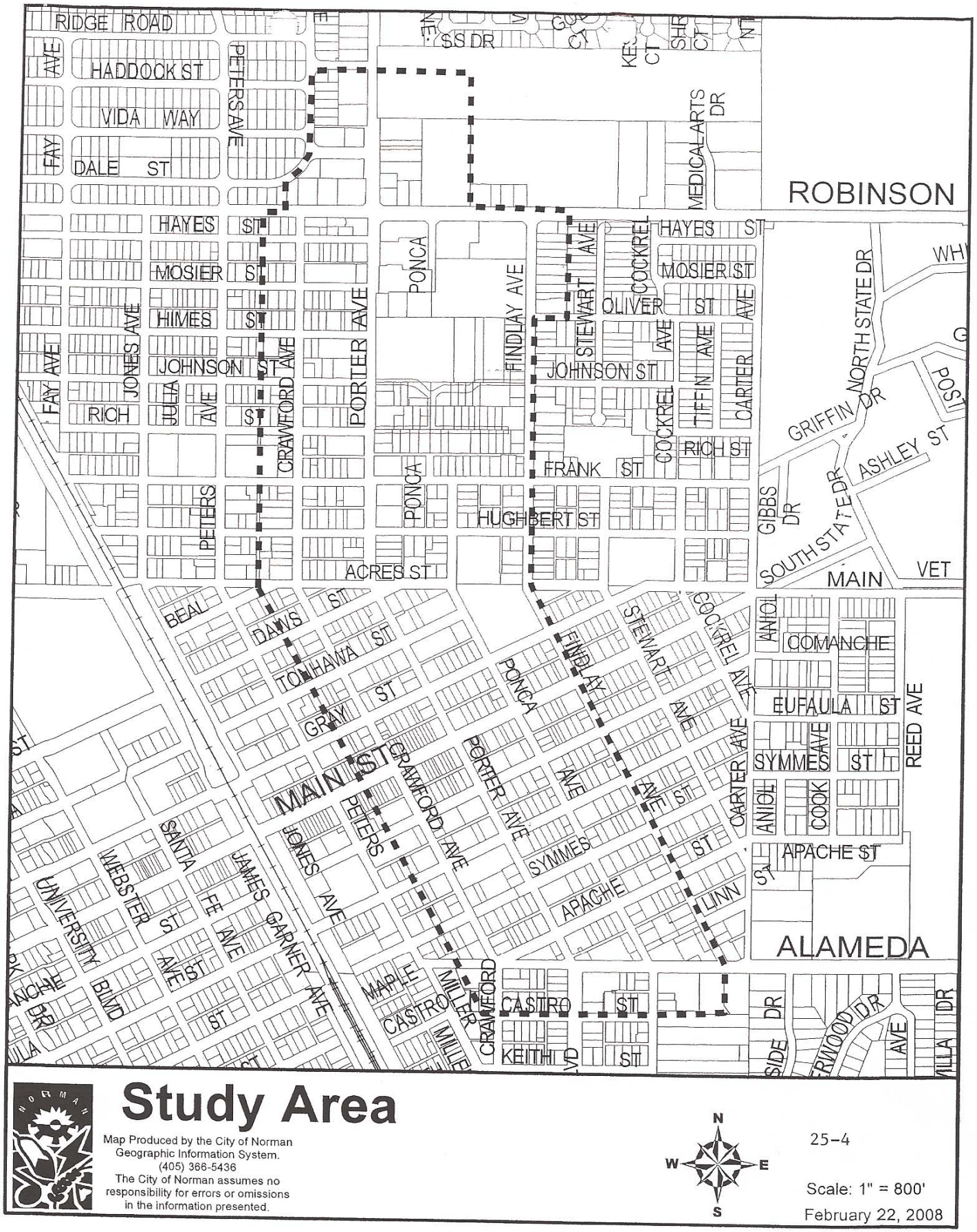
Commercial land uses and businesses in the Study Area are concentrated along Porter Avenue. Those businesses operating along Main Street and Gray Street in downtown Norman weren't included in the Study Area's business profile.

The City of Norman provided a current list of businesses operating along Porter Avenue from Main Street north to the Study Area boundary. Canyon Research surveyed those businesses operating along Porter Avenue south of Main Street as well as businesses off Porter Avenue. The Porter Avenue Corridor Study Area currently houses 181 businesses with 153 businesses located along North Porter Avenue and 28 businesses operating along South Porter Avenue. Retail establishments account for approximately one-third and professional and personal services firms account for two-thirds of the businesses operating within the Porter Avenue Corridor Study Area. The Study Area's current tenant mix is illustrated in the table on page 4.

The Study Area supports three nodes of commercial activity. The Norman Regional Hospital at Porter Avenue and Robinson Street represents the principal activity node dominated by medical office buildings. The second commercial node surrounds the intersection of Porter Avenue and Acres Street, housing several retail businesses. The final commercial node sits adjacent to downtown Norman at the intersection of Porter Avenue and Main Street. This intersection houses a mix of retail and automotive businesses. Porter Avenue south of Main Street houses only 15.5 percent of all Study Area businesses.

Retail establishments account for just one-third of the businesses operating within the Porter Avenue Corridor Study Area. The Study Area suffers from the absence of a true retail identity that is fostered from the concentration of one or more business types such as restaurants, nightclubs, home furnishings and antiques stores. Stemming from its highway automotive history, automotive uses still account for near 20 percent of the Study Area's retail businesses, including used car lots and repair shops. Nine restaurants operate within the Study Area, including such popular eateries as Tarahumaras Mexican Café & Cantina and Van's Pig Stand Bar BQ. However, Porter Avenue isn't considered a restaurant destination. The remaining 41 retailers represent a wide range of businesses including convenience stores, barber shops/salons, pawn shops, florists, furniture and pet products.

Professional and personal service firms account for two-thirds of Study Area businesses. Given the presence of the Norman Regional Hospital medical and dental businesses comprise 82.4 percent of professional and personal services firms.



Study Area

Map Produced by the City of Norman
Geographic Information System.
(405) 366-5436
The City of Norman assumes no responsibility for errors or omissions in the information presented.

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Scale: 1" = 800'
February 22, 2008

Porter Avenue Corridor Study Area Tenant Mix

Retail Businesses	# of Businesses	% of Total	Office Tenants	# of Businesses	% of Total
Automotive Sales & Service	12	19.35%	Medical & Dental	98	82.35%
Restaurant	9	14.52%	Finance, Insurance & Real Estate	15	12.61%
Convenience Store	5	8.06%	Legal	1	0.84%
Barber Shop / Salon	4	6.45%	General	4	3.36%
Florist	3	4.84%	Dairy	1	0.84%
Construction	3	4.84%			
Medical Equipment	2	3.23%			
Pawn Shop	2	3.23%			
Home Improvement	2	3.23%			
Pet Products & Services	2	3.23%			
Antiques & Gifts	2	3.23%			
Bank	1	1.61%			
Books	1	1.61%			
Charity	1	1.61%			
Computer	1	1.61%			
Feed & Seed	1	1.61%			
Funeral Home	1	1.61%			
Furniture	1	1.61%			
Laundry	1	1.61%			
Optical	1	1.61%			
Pharmacy	1	1.61%			
Printer	1	1.61%			
Sewing Machines	1	1.61%			
Supermarket	1	1.61%			
Misc.	3	4.84%			
Totals	**62**	**100.00%**		**119**	**100.00%**

Source: City of Norman and Canyon Research Southwest, Inc.

Study Area Opportunities & Constraints

During stakeholder interviews the issues of the Porter Avenue Corridor's opportunities and constraints were discussed. Based on this input, as well as the consultant's observations, a list of opportunities and constraints is summarized in the table on pages 6 and 7.

The Porter Avenue Corridor Study Area possesses many assets from which to leverage future revitalization efforts. Principal assets and opportunities include the presence of the Norman Regional Hospital and St. Joseph's Catholic Church; proximity to downtown Norman, Campus Corner and University of Oklahoma; high traffic volumes beneficial for retailers; availability of affordable housing; central location with Norman; well maintained residential neighborhoods supported by schools and parks; and ample supply of under utilized properties available for redevelopment. Both Norman and the Study Area are experiencing population growth that bodes well for generating future commercial space and housing demand.

The principal challenges facing future revitalization of the Porter Avenue Corridor Study Area include an unattractive streetscape; unfriendly pedestrian environment; limited property reinvestment; high rate of business turnover; increasing stock of rental housing; and shortage of parking. Low commercial rents place constraints on the ability to support financially feasible new construction. The Study Area also lacks a specific identity or image and supports a small retail base and a high concentration of medical and personal service businesses.

Former small-scale automotive uses along Porter Avenue warranted shallow commercial lots which are insufficient to accommodate modern development and making it difficult for current businesses to expand. The current zoning patterns also create land use conflicts between businesses and adjacent residences. The future health of both the Study Area's commercial corridor and residential neighborhoods will require resolving the land use conflicts by creating suitable zoning boundaries and area specific development guidelines. This effort will require compromise by residents, businesses and developers.

Strengths & Opportunities of Porter Avenue Corridor Study Area

- The Norman Regional Hospital and St. Joseph's Catholic Church serve as the Study Area's principal activity center with the hospital serving as an economic engine creating demand for retail and medical businesses. Future repositioning of the hospital will create new business and development opportunities within the Study Area. In recent years the church has expanded, providing increased services and amenities to its congregation and creating a more stabilizing influence in the Study Area;

- Close proximity to downtown Norman, Campus Corner and University of Oklahoma creates economic synergy and a diverse urban core. Recent revitalization of downtown provides Study Area residents with a wide selection of retail goods and services. Streetscape improvements to Main Street have improved the aesthetics of downtown;

- High traffic counts along Porter Avenue and Robinson Street are attractive for retail businesses;

- Character of Porter Avenue improves considerably south of Alameda Street;

- Presence of art deco buildings along Porter Avenue creates a unique character;

- Recently built and actively developing strip centers along Porter Avenue are bringing new businesses to the Study Area and are raising rental rates to new heights;

- The Study Area offers the most affordable housing in Norman;

- Norman is a growing, affluent community that bodes well for future demand for commercial space and housing;

- The Study Area is centrally located within Norman, Oklahoma;

- The Study Area's residential neighborhoods are well maintained and growing, supported by several schools, parks and churches;

- The presence of such "destination" businesses as Tarahumaras Mexican Café & Cantina and Van's Pig Stand Bar BQ create high customer traffic and excellent examples of the ability of the Study Area to support unique businesses. Significant property investment by both businesses is also encouraging;

- Proximity to Oklahoma University affords the opportunity to capitalize on the demand for off-campus housing; and

- Ample supply of under utilized properties provide for future redevelopment sites.

Constraints & Concerns of Porter Avenue Corridor Study Area

- Porter Avenue is visually unattractive and lacks sufficient landscaping. Public infrastructure is in poor condition, parking is an issue and Porter Avenue is not pedestrian friendly. Traffic lanes on Porter Avenue are narrow and dangerous. Intersection of Porter Avenue and Acres Street is dangerous for both vehicles and pedestrians;

- Former small-scale automotive uses along Porter Avenue warranted shallow commercial lots which makes it difficult for current businesses to expand. The current zoning patterns also create land use conflicts between businesses and adjacent residences;

- Past commercial encroachment into adjacent residential neighborhoods has increased tensions among residents, businesses and developers. Some of the new commercial development is considered unattractive;

- Many commercial buildings along Porter Avenue are unattractive and poorly maintained. Low rental rates for commercial space reduces reinvestment in the properties and places constrains on supporting financially feasible new development;

- High rate of business turnover;

- Porter Avenue lacks connectivity to the University of Oklahoma campus. The potential to facilitate student housing would improve with the establishment of dedicated bike lanes. Unfortunately, the Porter Avenue right-of-way is too narrow to incorporate bike lanes. Therefore, alternative routes such as Crawford Avenue should be considered.

- The Study Area lacks a retail identity/image;

- Residential neighborhoods are experiencing an increase in rental housing;

- The Hiland Dairy represents a significant land use conflict with neighboring residential. Given the property's size it is an excellent redevelopment site; however, recent investments may render it too expense to support financially feasible redevelopment efforts; and

- Limited demand on Porter Avenue for national retailers. The Study Area's current retail mix is predominantly locally-owned, independent businesses which are more risky for landlords and developers.

IMPLEMENTATION PLAN

The Porter Avenue Corridor Study Area is one of the oldest portions of the city and encompasses the eastern portion of downtown Norman as well as a portion of the Miller Historic District. Given its status as a well traveled highway, starting in the 1920s the Porter Avenue Corridor Study Area began to develop as an automotive-related destination featuring automobile dealerships and repair shops. These land uses were developed on a small scale. Over the years many of the automotive uses were expanded and/or converted to medical office, strip centers and restaurants. Much of the new development encroaches into the surrounding neighborhoods creating land use conflicts. Property disinvestment and a wide mix of land uses have created a physically unattractive urban landscape. The City of Norman, Oklahoma is seeking to establish a vision and plan for the revitalization of the Porter Avenue Corridor Study Area. Primary goals to be accomplished through revitalization of the Porter Avenue Corridor Study Area include:

1. Improve vehicular circulation and pedestrian-friendly connections;

2. Establish a new image for the commercial district;

3. Minimize land use conflicts between commercial businesses operating along Porter Avenue and adjacent residential neighborhoods. Establish a development barrier to mitigate commercial encroachment into adjacent residential neighborhoods;

4. Enhance public infrastructure and streetscapes;

5. Provide convenient and attractive parking;

6. Promote new development and redevelopment opportunities;

7. Promote mixed-use development and the construction of new housing;

8. Preserve and re-use existing buildings;

9. Implement catalyst projects to create momentum for further revitalization; and

10. Establish zoning ordinances and design guidelines that are tailored to the specific needs of the Porter Avenue Corridor Study Area.

Benefits achieved through revitalization of the Porter Avenue Corridor Study Area include:

- Capitalize on existing municipal infrastructure such as roads, utilities, schools and parks;
- Improved public safety;
- Improved sense of place and community;
- Improved urban environment through focus on mixed-use development;
- Reduced land use conflicts and improved visual esthetics;
- Economic benefits stemming from increased employment and tax base;
- A more vibrant commercial district and diverse business mix; and
- Increased population through new housing construction

Based on the findings of the *Market Feasibility Study*, implementation plan recommendations for revitalization of the Porter Avenue Corridor Study Area have been identified. Implementation plan recommendations include the following:

- Quantify the supportable near- and long-term inventory of new commercial space and residential dwelling units in the Porter Avenue Corridor Planning Area;

- Identify potential redevelopment and development opportunities for the Porter Avenue Corridor Study Area. Emphasis is placed on identifying "catalyst" sites that are capable of stimulating further area redevelopment and development activity;

- Outline marketing strategies for the Porter Avenue Corridor Study Area, including market positioning, prospective commercial tenants, business retention and recruitment and achievable rents;

- Outline urban design strategies for the Porter Avenue Corridor Study Area, including design standards, in-fill development strategy, municipal capital improvements and mixed-use and new housing development;

- Outline economic development strategies for the Porter Avenue Corridor Study Area, including promoting business retention and recruitment, marketing and promoting local businesses, economic incentives and marketing of redevelopment sites.

Commercial and Residential Demand Forecasts

The *Market Feasibility Study* dated December 2008 forecast commercial space and housing demand through the year 2025 for both Norman, Oklahoma as well as the Porter Avenue Corridor Study Area. The findings are summarized in the text below.

Retail Space Forecasts

The *Oklahoma Trade Pull Factors for Fiscal Year 2004* published in March 2006 by Southwestern Oklahoma State University estimated the Norman retail pull factor at 1.38, suggesting out-of-town visitors have a profound impact on the city's retail industry. Recent retail sales trends suggest that Norman's retail trade pull factor has improved considerably, a direct result of Norman's larger and more diverse retail market. Norman's well above average retail trade pull factor confirms its status as a shopping destination with the ability to capture considerable retail sales from outside the community.

Based on population and income growth projections, from 2008 through 2025 the City of Norman is forecast to absorb approximately 658,000 square feet of retail space. At capture rates of 3 to 5 percent, through 2025 the Porter Avenue Corridor Study Area would garner new retail sales of approximately $5.5 million to $9.2 million annually, supporting approximately 20,000 to 33,000 square feet of retail space.

The city block at the southeast corner of Porter Avenue and Main Street is an ideal redevelopment site suitable for mixed-use development including ground floor retail space. Prospective retail development sites possessing 225 to 250 foot depths off Porter Avenue include: 1) west side of Porter Avenue between Rich and Frank Streets and 2) west side of Porter Avenue between Frank and Hughbert Streets. At an average floor area ratio of 0.20, these three prospective redevelopment sites are capable of supporting an estimated 57,000 square feet of retail space. Several existing commercial structures along Porter Avenue are potential candidates for revitalization.

Office Space Forecasts

From 2008 through 2025 office-related employment growth in Norman, Oklahoma is forecast to generate net demand for 664,000 square feet of professional office space and 87,333 square feet of medical office space.

Professional office tenants account for only 16.8 percent of all office tenants and 11.0 percent of all businesses operating within the Porter Avenue Corridor Study Area. Niche office markets have emerged in downtown Norman and Campus Corner, attracted to the mixed-use urban setting. Mixed-use development along the Porter Avenue Corridor Study Area can also support a modest inventory of professional office space. At a capture rate of 2 to 3 percent of city-wide professional office space absorption, through the year 2025 the Porter Avenue Corridor Study Area would absorb approximately 13,000 to 20,000 square feet of space.

Given the presence of the Norman Regional Hospital, the Porter Avenue Corridor Study Area maintains a significant concentration of medical office space. Much of the existing medical office space is antiquated. Despite the pending completion of the Healthplex the Porter Avenue

Corridor Study Area will remain a viable medical office location. At a capture rate of 25 to 30 percent of city-wide medical office space absorption, through the year 2025 the Porter Avenue Corridor Study Area would absorb approximately 22,000 to 26,000 square feet of medical office space. This is net demand and excludes the opportunity to raze existing medical office buildings for the purpose of constructing new space.

Housing Unit Forecasts

From 2008 to 2025, Norman is forecast to absorb a total of 6,500 new housing units. Owner-occupied housing units are forecast to account for 65 percent of the new housing demand, or 4,225 dwelling units. Rental housing will account for the remaining 35 percent, or 2,275 units.

Given the existing housing stock and land constraints, multi-family housing is the most suitable housing type for future development within the Porter Avenue Corridor Study Area. At conservative capture rates of 8 to 10 percent of Norman's forecast multi-family housing absorption, from 2008 to 2025 the Porter Avenue Corridor Study Area would absorb approximately 180 to 230 dwelling units. Prospective new residents include students, young professionals and empty nesters. Based on future restructuring of the Norman Regional Hospital the potential for senior housing may emerge.

Summary of Demand Forecasts

As summarized in the table below, from 2008 through 2025 the Porter Avenue Corridor Study Area is forecast to absorb up to 33,000 to 66,000 square feet of retail space, 13,000 to 20,000 square feet of professional office space, 22,000 to 26,000 square feet of medical office space and 180 to 230 residential dwelling units. These absorption rates are net of any demolition of existing commercial space and residential dwelling units necessary to facilitate redevelopment efforts.

Commercial and Residential Demand Forecasts
Porter Avenue Corridor Study Area; 2008 – 2025

Land Use	Absorption Range Low	High
Retail (Sq. Ft.)	33,000	66,000
Professional Office (Sq. Ft.)	13,000	20,000
Medical Office (Sq. Ft.)	22,000	26,000
Multi-family Housing (Dwelling Units)	180	230

Source: Canyon Research Southwest, Inc.

Prospective Redevelopment Sites

The revitalization of most aging commercial districts is commonly initiated by the development of one or more "catalyst projects" or "redevelopment zones." Successful development of catalyst projects or zones help redefine the aging commercial district and provide the necessary platform to stimulate further revitalization. This section of the report identifies two "catalyst project" sites and two key redevelopment zones within the Porter Avenue Corridor Study Area.

Catalyst Redevelopment Projects

The Porter Avenue Corridor Study Area intersects the eastern edge of downtown Norman which in recent years has supported considerable re-investment and tenant influx. Both Main Street and Gray Street serve as downtown's principal arterials supporting the highest concentration of existing development. Therefore, the Porter Avenue intersections at both Main Street and Gray Street represent viable "catalyst project" sites.

Two major "catalyst projects" are identified within the Porter Avenue Corridor Study Area, including the southeast corner of Porter Avenue and Main Street as well as the northwest corner of Porter Avenue and Gray Street. Mixed-use development of these two key "gateway" sites will both strengthen the connectivity with and market positioning of downtown Norman and provide the necessary platform to stimulate additional revitalization along Porter Avenue.

Southeast Corner of Porter Avenue and Main Street

The intersection of Porter Avenue and Main Street links the Porter Avenue Corridor Study Area with downtown Norman. In recent years downtown Norman has supported considerable redevelopment efforts. Creating a direct link to downtown Norman will be critical in fostering redevelopment of the Porter Avenue Corridor Study Area. Conversely, continued expansion will improve the critical mass, mix of businesses and customer draw of downtown Norman.

While several commercial buildings occupy the south side of Main Street east of Porter Avenue, downtown Norman effectively abruptly ends at Porter Avenue. To continue the "Main Street" development pattern of downtown Norman it is recommended that higher intensity mixed-use development continue east of Porter Avenue for one city block to Ponca Avenue. The city block bound by Porter Avenue to the north, Comanche Street to the south, Ponca Avenue to the east and Porter Avenue to the west is under utilized, housing several 1-story commercial buildings and vacant land. This city block is an ideal location for more intensive mixed-use development incorporating ground floor retail, office and residential. Such a project would create a gateway into downtown and establish a direct connection to the Porter Avenue Corridor Study Area.

Northwest Corner of Porter Avenue and Gray Street

The northwest corner of Porter Avenue and Gray Street also provides a direct connection between the Porter Avenue Corridor Study Area and downtown Norman. Existing land uses are not intensive and include automotive uses, Norman Fence Company and Metro Canbank. Given this site's prominent gateway location into downtown more intensive mixed-use development is warranted, including such prospective uses as ground floor retail, office and residential.

Key Redevelopment Zones

Based on the character of the Porter Avenue Corridor Study Area's existing building stock two key redevelopment zones were identified, including 1) Norman Regional Hospital Corridor and 2) South Porter Avenue. Both key redevelopment zones are discussed in the text below.

Norman Regional Hospital Corridor

The Norman Regional Hospital serves as the Porter Avenue Corridor Study Area's principal economic engine, creating jobs and generating demand for commercial space and housing. The hospital now employs 2,300 and supports nearly 100 medical-related businesses surrounding the campus. Upon completion of the new hospital along Interstate 35, employment at Norman Regional Hospital will be reduced to approximately 1,400 to 1,500 jobs. Most technology based services will be relocated to the new hospital. Over the next 10 to 15 years Norman Regional Hospital will transition to less of an acute care facility with emphasis on internal medicine, general surgery, family practice and primary care. The campus over time will be converted from a single structure to a series of smaller buildings.

The gradual restructuring of the Norman Regional Hospital will create new development opportunities both on and off campus. Norman's large and growing senior population will create the potential for such new medical uses as a wellness center and long-term care services. The antiquated medical office buildings provide the potential for redevelopment into new medical office space or senior housing. The Norman Regional Hospital medical corridor redevelopment zone should be confined to the area bounded by Robinson Street to the north, Rich Street to the south, Findlay Avenue to the east and Crawford Avenue to the west.

South Porter Avenue

The portion of the Porter Avenue Corridor Study Area south of Main Street possesses a more residential orientation than the northern half. The close proximity to downtown Norman and Campus Corner affords convenient access to already established mixed-use communities that are attractive to prospective residents. Potential locations for future residential development include: 1) a component of a mixed-use development at southeast corner of Porter Avenue and Main Street; 2) the Hiland Dairy Foods facility at Porter Avenue and Symmes Street; 3) northwest corner of Porter Avenue and Alameda; 4) the northeast corner of Porter Avenue and Alameda; 5) the western half of the city block on the east side of Porter Avenue between Apache and Symmes Streets and 6) the western half of the city block on the east side of Porter Avenue between Eufaula and Symmes Streets. At an average density of 18 dwelling units per acre these potential sites could support an estimated 180 to 220 housing units. This cluster of residential uses would redefine the Porter Avenue Corridor Study Area's southern gateway and serve as more compatible transitional land uses to the adjoining residential neighborhoods. The increased population would generate additional demand for consumer goods and services within the Porter Avenue Corridor Study Area.

Market Positioning Strategies

Market Niche and Business Mix

The "vision" of the Porter Avenue Corridor Study Area is to create a mixed-use urban environment offering a blend of economic, entertainment, housing and pedestrian activities. Several "activity centers" should be created, each of which target a specific market niche (i.e., medical, shopping, housing, etc.). The development of complimentary retail uses should be pursued. Improved physical linkages and synergy must be created between downtown Norman, Campus Corner and the University of Oklahoma. The issue of commercial encroachment into the surrounding residential neighborhoods must also be addressed. Together, the strengths and constraints of the Porter Avenue Corridor Study Area create several opportunities for future redevelopment.

Three primary development zones are envisioned for the Porter Avenue Corridor Study Area, each supporting differing mixes of land uses and tenants. The northern third of the Study Area will be most affected by Norman Regional Hospital; and, as a result will attract primarily medical-related uses and businesses. The middle portion of the Study Area located in close proximity to downtown Norman is best suited to support mixed-use development housing retail and office tenants as well as residents. Finally, the southern portion of the Study Area is best suited for the development of high-density residential housing. Together, these three development zones and their diverse mix of land uses and tenants will redefine the Study Area as a unique urban corridor.

A primary goal of redeveloping the Porter Avenue Corridor Study Area is to redefine its image and retail market to best capitalize on local residents and out-of-town visitors. Retailers now account for only one-third of the Study Area's mix of businesses. Most existing retailers are located in the middle third of the Study Area. Physical and location issues place considerable constraints on the ability of the Porter Avenue Corridor Study Area to facilitate national tenants and big-box retailers. Like downtown Norman, the Porter Avenue Corridor Study Area business community will best prosper through cultivating unique local businesses. Independent retailers rather than national chains are more likely to locate within the Study Area, providing the opportunity to foster a unique market niche and identity.

Downtown Norman and Campus Corner are the closest "niche" commercial districts to the Porter Avenue Corridor Study Area. Downtown Norman houses a mix of art galleries, antique stores, home furnishings stores and restaurants. Campus Corner serves as a shopping and entertainment district supporting restaurants, apparel and accessories stores and nightclubs which collectively account for three-quarters of all businesses. Local merchants dominate the tenant mix. The Porter Avenue Corridor Study Area's market niche and business mix should be designed to compliment both downtown Norman and Campus Corner, creating a stronger and more cohesive city core business district.

Both downtown Norman and Campus Corner can be major influences on the revitalization of the Porter Avenue Corridor Study Area. As the demand for commercial space in downtown Norman and Campus Corner increase and rents escalate Porter Avenue may attract existing tenants looking to relocate or new businesses unable to secure space.

Two independent restaurants now serve as major customer destinations for the Study Area, generating high traffic volumes. Restaurants generally cluster together to capitalize on existing customer traffic patterns. Emphasis should be placed on attracting more unique restaurants that compliment the existing restaurants and attract more customers to the Study Area. Close proximity to the university and Norman Regional Hospital will improve the potential of attracting additional restaurants to the Study Area.

Clusters of specialty retailers (i.e., home furnishings, entertainment and clothing) should be fostered to improve the image and marketability of the Porter Avenue Corridor Study Area as a retail destination. Given the proximity of downtown Norman and the ability to provide inexpensive commercial space, art galleries would be a good fit for the Study Area. A cluster of art galleries would compliment area restaurants and create a unique market image. Other prospective specialty retailers to the Study Area include apparel and accessories stores, antique stores, bike stores, music stores, book stores and hair salons. Given the close proximity of neighboring residential neighborhoods nightclubs should not be included in the Study Area tenant mix.

Sometimes business leaders operating within downtowns and aging commercial corridors place too much emphasis on attracting new national and regional businesses, and don't realize that one of their greatest resources is the pool of existing small businesses. As important as strategies to draw in outside businesses is the need to keep existing small businesses and develop new ones from local entrepreneurs. This is important because existing small businesses contribute more to the local economy than new outside businesses of equal size. Existing businesses are already established in the community, and typically most employees live in the local area, and locally owned businesses tend to spend their profits locally. New businesses which are attracted from other areas typically are not locally owned and profits escape from the local economy.

Attracting new businesses into an aging commercial corridor can require patience and perseverance. Some types of businesses are naturally attracted to an aging commercial corridor location. Some types of businesses are needed to complement existing businesses and fill out the local business mix. These types are not always the same. Most national and regional retailers prefer shopping center or regional mall locations that offer professional management, high-traffic generating anchor tenants and a well orchestrated mix of complimentary businesses. Successful revitalization of the Porter Avenue Corridor Study Area will rely on maintaining and attracting a unique mix of local restaurants, specialty retailers and medical-related businesses.

Retail Space Rents

A survey of shopping centers in Norman of at least 25,000 square feet yielded lease rates ranging from $7.50 to $25.00 per square foot triple-net, averaging $12.26 per square foot.

Older businesses occupying commercial space along Main Street in downtown Norman generally pay rent of $5.00 to $8.00 per square foot. Lease rates for redeveloped commercial buildings on Main Street are generally in the $12.00 per square foot range for retail space.

Tax Increment Financing ("TIF") was utilized to fund $1.3 million in streetscape improvements to Campus Corner. Since 2001, approximately $10 million in private investment has been made in Campus Corner, including façade improvements, building renovations and the construction of approximately 15,000 square feet of new commercial space. Lease rates for retail space at Campus

Corner have increased from $4.00 to $6.00 per square foot gross prior to the TIF and private investment to a current rate of $12.00 to $18.00 per square foot triple-net.

Rental rates for retail space along Porter Avenue generally range from $6.00 to $8.00 per square foot. These low rental rates cater primarily to locally-owned businesses. To promote financially feasible development the two newest centers are achieving rents in the mid-teens per square foot and catering to national franchised businesses.

Based on current market conditions, achievable rental rates for redeveloped/renovated retail space along Porter Avenue are estimated at $10.00 to $12.00 per square foot depending on location. Newly constructed strip center space could garner rents of $14.00 to $15.00 per square foot triple-net. Newly constructed space within a well located mixed-use project (i.e., intersection of Porter Avenue and Main Street) could garner average rents in the $16.00 to $18.00 per square foot range triple-net.

Office Space Rents

Based on a survey of 27 office buildings in Norman, Oklahoma office rents generally range from $12.00 to $22.00 per square foot full-service, averaging $14.76 per square foot. Older professional and medical office space within the Porter Avenue Corridor Study Area generally leases for $12.00 to $15.00 per square foot full-service. The 2-story, 30,668 square foot building at 809 North Findlay is the latest medical office building constructed adjacent to the Norman Regional Hospital. Built in 2006, the property garners an average lease rate of $19.00 per square foot full-service. Lease rates for redeveloped commercial buildings on Main Street are generally in the $14.00 to $14.50 per square foot range for office space.

Based on current market conditions, achievable rental rates for redeveloped/renovated office space along Porter Avenue are estimated at $14.00 to $15.00 per square foot full-service depending on location. Newly constructed office space within a well located mixed-use project (i.e., intersection of Porter Avenue and Main Street) could garner average rents in the $18.00 to $20.00 per square foot range full-service.

Design Strategies

The City's involvement will be critical in successfully expediting the Study Area's revitalization process. Specific design strategy responsibilities could include establishing urban design standards and an in-fill strategy, development plan review, coordinating public improvements and promote mixed-use development and new housing options. The City could allocate additional staff and funding to coordinate the Study Area's revitalization process. Potential design strategies in promoting revitalization efforts in the Porter Avenue Corridor Study Area are summarized below.

- Establish urban design standards;
- Establish an in-fill strategy;
- Design and fund capital improvements; and
- Promote mixed-use development and new housing.

Establish Urban Design Standards

The purpose of tailored urban design regulations for the Porter Avenue Corridor Study Area is to more specifically address the issue of land-use conflicts and to reduce the impacts of new development on neighborhoods. When feasible, existing buildings should be preserved and rehabilitated for re-use. The focus of new development should be on building demolitions; building facades, heights and setbacks; and providing convenient and attractive parking. Tailoring regulations to address these issues will promote the stability of those areas while allowing the Study Area to redevelop and evolve.

The fact that the Porter Avenue Corridor Study Area is largely developed does not mean that it no longer needs planning attention; in fact, it has uniquely challenging planning issues. The planning issues in the existing urbanized area are clearly different from those faced in newly developed areas of Norman, focusing more on preservation, revitalization, redevelopment, and infill development. The Norman 2025 Plan identifies several key topics such as parking, building demolitions, and land use conflicts that need to be addressed to allow the city core to continue to evolve and prosper while protecting existing residential neighborhoods. Additional land use initiatives are needed to guide revitalization of the Porter Avenue Corridor Study Area.

Urban design standards singular to the Porter Avenue Corridor Study Area could come in the form of an overlay zoning district that specifically addresses the unique development opportunities and constraints. Building design standards should be established to assure quality development that is compatible and sympathetic to the surrounding properties. Potential urban design standards to be drafted and adopted by the City include:

- Promote vehicular and pedestrian linkages between Porter Avenue commercial uses and adjacent residential neighborhoods, downtown Norman and Campus Corner.
- Establish maximum single-tenant retail building footprints to reduce the impact of big-box retailers on the Porter Avenue Corridor Study Area business community.

- Norman's Zoning Code applies more to suburban-style development. Much of the commercial structures along Porter Avenue were constructed over 50 years ago consisting of small-scale buildings on narrow lots. Current parking and building setback requirements make redevelopment of existing commercial properties very difficult without encroaching onto adjacent residential properties. Building facades, heights and setbacks and parking standards specific to the Porter Avenue Corridor Study Area should be drafted and adopted. Standards for preserving and renovating some of the Study Area's more significant commercial structures should also be considered.

- Establish a commercial development boundary to minimize future land use conflicts and residential demolition and avoid further commercial encroachment into the residential neighborhoods off Porter Avenue. Dictated by the small scale automobile-related development of the past, much of the commercial land fronting Porter Avenue is shallow, hampering modern commercial development. A minimum lot depth of approximately 225 feet, and preferably up to 250 feet, is necessary to support multi-tenant and single tenant buildings. Over the years commercial buildings and surface parking lots have encroached significantly into the residential neighborhoods, particularly in the vicinity of the Norman Regional Hospital. The new development boundary is only recommended in suitable commercial development locations within the Study Area. The most suitable location for expanding the commercial development boundary is along the west side of Porter Avenue from Rich Street south to Gray Street, creating the necessary critical mass of commercial space and a linkage between the Norman Regional Hospital medical corridor and downtown Norman.

- Emphasis should be placed on the adaptive re-use of architecturally significant buildings (i.e., art deco) and the redevelopment of under-utilized properties with higher density projects.

- Emphasis on infill mixed-use development at higher densities, benefiting the Study Area by increasing employment, tax revenues and retail sales; improving urban vitality and aesthetics; and enhancing security. The greatest opportunity for infill mixed-use development within the Porter Avenue Corridor Study Area is adjacent to downtown Norman at the intersection of Porter Avenue and Main Street.

- The Norman 2025 Plan outlines stricter regulations of parking to limit impacts on the neighborhoods in the core area of the city. Some of the approaches that could be adopted in the Porter Avenue Corridor Study Area include requiring that parking be restricted to areas adjacent to an alley or in the rear of a property (unless no other feasible alternatives exist); requiring that all parking areas be screened and set back from residential properties; limiting the total lot area that can be utilized for pavement, buildings, and other hard surface areas; and requiring that all parking areas be paved and constructed in accordance with city standards.

- The Norman 2025 Plan also strengthens controls on the demolition of buildings in selected core area neighborhoods. In recent years, a common concern in Norman is that the edges of many residential neighborhoods have been eroded through the demolition of residential structures and replaced with surface parking lots and/or commercial or institutional buildings. One approach is to strengthen the city's regulations to require, as part of an overlay zoning district standard, that prior to issuance of a demolition permit,

the landowner identify a permitted use of the property after demolition. A more effective approach would be to establish a strict development boundary within existing neighborhoods in which commercial uses could not penetrate.

- The Norman 2025 Plan is designed to strengthen controls, provide for mitigation techniques, and develop and enforce regulations to address land-use conflicts. Land-use conflicts in the core area stem primarily from adjacent different zoning categories. In the core area a common problem is the use of single-family housing as student housing in predominately stable single-family areas. Problems resulting from student housing of this type are similar or the same as those resulting from multi-family housing adjacent to single family housing including increased traffic, parking problems, noise and trash. Clarification and strengthening of the zoning ordinance is one approach to dealing with this issue. Additional language that would include mitigation guidelines could also be incorporated into the zoning ordinance. Other regulations regarding health and safety and property maintenance could be strengthened and more strictly enforced.

Establish an In-fill Strategy

In-fill development refers to the construction of new housing, businesses, and other facilities within the existing urban area. This may take the form of development on existing vacant lots, the re-use of underutilized sites (such as parking lots or obsolete businesses) or through the demolition of existing residences and replacement by new residences, often at a higher density. Infill development is a way to encourage reinvestment in a declining or blighted area. It can also be a way to increase housing and employment opportunities. It can be supportive of "smart growth" policies in that it encourages development in areas currently served by infrastructure, rather than on the fringes of the developing area.

Many communities have adopted policies or guidelines that were incorporated into existing land use regulations for in-fill. For example, infill design policies or guidelines can be drafted that address:

1. Relationship of buildings to the street to encourage attractive street frontages consistent with surrounding development;
2. Setbacks, lot coverage, building heights, and massing that are consistent with surrounding neighborhood development patterns;
3. Ensuring that all four building facades are compatible with surrounding developed areas;
4. Careful design of parking to ensure that it does not dominate a development (i.e. parking located to the side or rear of building, lots broken up into smaller areas, landscaping, etc.);
5. Relationship of buildings to sidewalks, especially main entrances relative to pedestrian access;
6. Building design and materials that are compatible with surrounding scale and character;
7. Storm water management to prevent impacts on surrounding areas;
8. Landscaping, signage, and lighting that help to minimize and mitigate negative visual impacts on surrounding properties; and
9. Density compatibility with surrounding areas.

To facilitate in-fill development of the Porter Avenue Corridor Study Area the City could design and implement a strategy that addresses the issues specific to the neighborhood. The City's in-fill strategy should promote quality in-fill development and establish priorities and programs to facilitate targeted areas. In-fill development is the process of developing vacant or underutilized parcels within existing urban areas that are already largely developed. While very little vacant land is available within the Study Area a considerable inventory of underutilized properties exist. The in-fill strategy would assist in financially feasible development of underutilized properties and facilitate mixed-use and housing development. Potential goals and policies regarding in-fill development within the Porter Avenue Corridor Study Area are summarized by the bullet points below:

- Revise City zoning codes to support in-fill development goals and create more flexible design standards that address such compatibility issues as building facades, density, building setbacks, lot coverage, building heights and parking. The codes and design standards should facilitate both large- and small-scale projects as well as address the issue of commercial encroachment into adjacent residential neighborhoods;

- To facilitate mixed-use development increased densities should be permitted in appropriate locations;

- Streamline the project approval process;

- Provide public infrastructure improvements to improve circulation and access as well as allow for increased density;

- Provide focused economic incentives to enhance financially feasible development and promote creative project design; and

- Engage the community to ensure new in-fill development addresses neighborhood concerns and to gain greater acceptance and support for in-fill development.

Policy/guidelines identified as the most critical success factors for good in-fill or redevelopment in Norman are as follows: commercial encroachment and compatible building design; careful design of parking to ensure that it does not dominate developments; relationship of buildings to the street to encourage attractive street frontages consistent with surrounding development; and setbacks, lot coverage, building heights, and massing that are consistent with surrounding neighborhood development patterns.

Fund Capital Improvements

A major barrier to revitalization of the Porter Avenue Corridor Study Area is inadequate public infrastructure. Porter Avenue's public infrastructure is in need of repair and/or replacement and the street design poses a public safety danger. A key element to the revitalization of the Porter Avenue Corridor Study Area is the upgrading of public infrastructure, including streets, utilities, landscaping, lighting and signage. Major public sector investment in infrastructure and streets is a key initial step in the revitalization of aging commercial corridors. The municipal commitment is typically required in order to attract private sector investment.

The Study Area's capital improvement plan could involve streetscape improvements at the intersection of Porter Avenue and Main Street that leverage off recent improvements to downtown Norman. These streetscape improvements would create a gateway into downtown Norman and improve the linkage to the Porter Avenue Corridor Study Area. Major re-design and road construction to Porter Avenue is also recommended with the goal of improving vehicular circulation as well as create pedestrian-friendly linkages between commercial businesses and adjacent residential neighborhoods

Possible funding sources available to the City for financing future capital improvements include general obligation bonds, public-private sector partnerships, tax increment financing (TIF) and business improvement districts (BID). These funding sources will be discussed later in the report.

Promote Mixed-Use Development and New Housing

Mixed-use development is intended to create an environment for well-planned, mutually supportive land uses containing a mixture of different densities and types of employment, retail, institutional and residential uses designed and built according to a unified, cohesive master plan for the area. Mixed-use development can occur in two primary configurations – Vertical Mixed-Use or Horizontal Mixed-Use. Vertical mixed-use refers to the integration of two or more land use types within a single building, occurring on different floors. An example would be a mixed-use building with retail shops on the ground floor and offices and/or housing on the floors above. Horizontal mixed-use refers to a pattern where several types of uses or buildings are included as part of a cohesive development in proximity to each other – but each building would contain its own separate land use. An example would be a project that might include an area of multi-family housing, a professional office building, and a retail center. They would be designed as a set of coordinated uses, with common parking areas, good pedestrian connections, and perhaps similar design features, but would contain separate uses in each building.

Mixed-use development has become a preferred approach to revitalization by the public sector, primarily as it relates to incorporating new housing into employment centers. Providing a diverse stock of rental and ownership housing within the Porter Avenue Corridor Study Area should be a priority. Doing so improves the vibrancy and safety of an area, provides a 24/7 urban environment and increases the demand for goods and services for area businesses. Mixed-use development features three key components, including:

1. Two or more revenue-producing uses such as retail, office, hotel, entertainment or residential that are mutually supporting;

2. Mixed-use projects emphasize the physical and functional integration of project components, including uninterrupted pedestrian connections. Creating a pedestrian-friendly environment is a major aim of mixed-use development; thus, the project must include a pedestrian circulation network to and from its principal land use components; and

3. Mixed-use developments are designed in conformance with a cohesive master plan that addresses such issues as land use integration, density, scale, elevations, circulation and parking. Compatibility with adjacent land uses is also addressed by the project master plan with the goal of creating a seamless transition.

To facilitate mixed-use development an increasing number of cities are adopting specially tailored mixed-use development districts or standards in their zoning ordinance. These special standards often provide regulatory incentives (such as reduced parking requirements and customized landscaping provisions) as well as design and other requirements.

The purpose of mixed-use development regulations is two-fold: (1) remove processing and other regulatory roadblocks to mixed-use development; and (2) impose development and other standards to ensure that the mixed-use project actually has a solid mix of uses and is compatible with any nearby neighborhoods. The *Norman 2025 Land Use and Transportation Plan* specifically identifies several areas suitable for mixed-use development. The City should consider identifying suitable mixed-use development sites within the Porter Avenue Corridor Study Area and apply modified zoning codes and design standards through use of the Planned Unit Development (PUD) process, including:

• *Parking*—parking regulations are often modified to reflect the fact that mixed-use developments generate less traffic and demand for parking spaces. Credit is often given for nearby on-street parking.
• *Landscaping and buffering*—suburban-style landscaping and buffering requirements that encourage separation of uses may not be appropriate in more compact, denser mixed-use developments. Special transition standards may be necessary to protect adjacent, lower-density residential neighborhoods.
• *Mix of uses*—to ensure that plan goals are met, a minimum mix of uses within a planned unit development might be applied (for example, at least two types of uses such as residential and commercial and no one use constituting more than 75% of the overall mix).

Increasing the housing stock through in-fill development will be a key component in enhancing the urban environment and economic vitality of the Porter Avenue Corridor Study Area. Through 2025 the Study Area is forecast to support an estimated 180 to 230 new housing units. A mix of attached housing stock is recommended, including apartments, lofts, townhouses and senior housing. Both market-rate and affordable housing products should be considered and public sector involvement maybe required in order to facilitate financially feasible market-rate housing development. A neighborhood that offers a balanced mix of housing types and prices will return more value to the community, to the residents and to the developer. A wide variety of building types, plans and prices enhances value by broadening the market, while careful design and planning ensure no loss of control over quality, construction phasing or economies of scale. This approach to the market will increase absorption while creating an attractive, aesthetically diverse neighborhood.

Given the existing development patterns present within the Porter Avenue Corridor Study Area new housing inventory will require in-fill development in the form of both mixed-use and freestanding projects at higher residential densities than the existing housing stock. This strategy will improve the economics of home building, provide for a more urban environment and foster a growing population. The most suitable location for in-fill housing within the Porter Avenue Corridor Study Area is along Porter Avenue south of Gray Street. This location is best suited to leverage off the existing amenities of downtown Norman and cater to University of Oklahoma students. Housing as a component of mixed-use development is best suited along Porter Avenue in the vicinity of Main and Gray Streets. Freestanding residential development is best suited south of Comanche Street.

Economic Development Strategies

Potential responsibilities in promoting economic development efforts in the Porter Avenue Corridor Study Area could include the following:

- Establish Porter Avenue committee and lead agency;
- Promote business retention and recruitment;
- Advertise and promote Porter Avenue businesses;
- Offer economic incentives and funding opportunities to property owners; and
- Package and market redevelopment sites.

Establish Porter Avenue Committee and Lead Agency

An initial step in navigating the revitalization of the Porter Avenue Corridor Study Area is to establish a committee comprised of City Planning and Public Works staff, Norman Downtowners Association, Norman Economic Development Coalition, property and business owners and local residents. The mission of this committee would be to promote revitalization of the Study Area as a vibrant mixed-use neighborhood.

An existing City department that could play a lead role in the revitalization of the Porter Avenue Corridor Study Area is the Revitalization Division which falls under the jurisdiction of the Planning Department. The mission of the Revitalization Division is to provide a higher quality of life in Norman by protecting the health, safety and welfare of its citizens. The Revitalization Division is responsible for the ongoing process of revitalization of the community through the management of federal grants related to housing and community development. Further, the Revitalization Division is responsible for the enforcement of various codes that affect the health, safety and welfare of the citizens of Norman. The Revitalization Division's primary responsibilities are:

1. Administering Federal Grant Programs;
2. Housing Rehabilitation and Homebuyer Programs;
3. Code Compliance;
4. Historic Preservation; and
5. Neighborhood Planning

Each Revitalization Division responsibility is addressed further in the text to follow.

Administering Federal Grant Programs

The U.S. Department of Housing & Urban Development (HUD) via both Community Development Block Grant (CDBG) and Home Investments Partnership (HOME) Programs funds a variety of public services and projects targeted to assist low- to moderate-income families, undertake community redevelopment and foster economic development.

The primary objective of the City of Norman Community Development Block Grant Program is the development of viable urban communities. The Federal regulations regarding the program allows for the following basic categories of projects:

- Administration and planning;
- Infrastructure;
- Rehabilitation and preservation activities (residential and non-residential structures);
- Public services; and
- Special activities by certain sub-recipients.

The objective of the City of Norman HOME Program is to provide decent, affordable housing in lower-income households; expand the capacity of non-profit housing providers; strengthen the ability of the state and local governments to provide housing; and to leverage private-sector participation. The Federal regulations regarding the HOME Program allows for the following basic categories of projects:

- Housing rehabilitation;
- Homebuyers;
- Acquisition of housing units;
- Rental assistance and
- Community Development Housing Organization (CHDO) activities.

Housing Rehabilitation and Homebuyer Programs

Since 1977, both the CDBG and HOME Programs have funded over $4.0 million of rehabilitation work in Norman. Programs available include the Deferred Payment Loan for Rehabilitation, Emergency Repair and Accessibility Modifications. Future funds could be used to assist in improving the Porter Avenue Corridor Study Area's housing stock.

The purpose of the Deferred Payment Loan for Rehabilitation Program is to bring existing owner occupied housing up to at least the minimum standards established by the Federal government and the City of Norman. This program operates from a waiting list of applicants. To be placed on the waiting list, an applicant must have lived in the home for a minimum of one year, be at or below 50% of the median income, not have over $25,000 in the form of cash, savings, or CD's, and the home must not be located within the 100 year flood plain.

The Emergency Repair Deferred Payment Loan Program is designed to address an area of urgent need which directly affects the immediate health, safety, or sanitation of the occupants of the structure and cannot wait for an applicant's name to be reached on the Rehabilitation Waiting List. Typical projects are replacement of the roof, heating system, water heater, sewer line,

etc. The income qualifications and terms of the program are the same as the qualifications for the Deferred Payment Loan for Rehabilitation Program.

Qualified Deferred Payment Loan for Accessibility Modifications projects may be either owner-occupied or rental properties. If the property is rental, the tenant must be willing to sign a promissory note which ensures that he or she will remain in the structure a period of one year. The owner must also sign a four year deferred payment mortgage which ensures that the modification will remain in place even if the tenant moves. Income is based on 80% of the median figure for the tenant or owner occupant. Typical projects include ramps, widening of doorways, and installation or grab bars and hand rails.

The Norman Community Reinvestment Council (NCRC) Homebuyer Down Payment Assistance Program addresses the needs of Norman residents in expanding the availability of affordable housing to low- and moderate-income households. This program is funded by the U.S. Department of Housing and Urban Development (HUD). Applications are processed by the participating banks at the time of mortgage application.

Code Compliance

The Division of Revitalization's Code Compliance Unit is responsible for the ongoing enforcement of health and safety codes including, but not limited to, weed abatement; junk and debris removal; off-street parking citations; hotel, motel and rooming house licensing; and the condemnation and removal of dilapidated structures. Given the large inventory of rental housing present within the Porter Avenue Corridor Study Area, increased code enforcement would assist in improving the condition and appearance of the residential neighborhoods.

Historic Preservation

In 1993 the City of Norman adopted the Historic District Ordinance and established the Historic District Commission with the stated purpose of:

1. Safeguard the heritage of the City by preserving and regulating historic landmarks and districts which reflect elements of its cultural, social, political and architectural history;

2. Preserve and enhance the environmental quality of the neighborhoods;

3. Strengthen the City's economic base by stimulation of conservation and reuse;

4. Establish and preserve property values;

5. Ensure the harmonious, orderly and efficient growth and development of the municipality; and

6. Promote the use of historic landmarks and districts for the culture, prosperity, education and welfare of both residents and visitors to the City

In October 1995, the Chautauqua District was designated as Norman's first local historic district. In 1996, the City Council adopted the Chautauqua Historic District Guidelines. The Miller Historic District which occupies the southern portion of the Porter Avenue Corridor Study Area

was designated in December 1997. Comprised of approximately 148 structures, the Miller Historic District is predominantly a residential area. Design and implementation of a Porter Avenue Corridor Master Plan must be sensitive to the potential impact on the Miller Historic District.

Neighborhood Planning

The *Norman 2025 Land Use and Transportation Plan*, drafted in 2004, recommended the establishment of a neighborhood planning program with a dedicated staff person. The Neighborhood Planning Program targets Norman's Core Area which is bounded roughly by Robinson Street on the north, 12th Avenue on the east, Imhoff Road on the south and Berry Road on the west. Most of the Porter Avenue Corridor Study Area is located within Norman's Core Area. Primary goals of the Neighborhood Planning Program include:

- Develop a strong sense of community connectedness;
- Get neighbors acquainted and willing to trust each other;
- Identify neighborhood assets and make plans for their protection;
- Help neighbors take direct control over the future of their community; and
- Connect neighbors with their elected officials.

Promote Business Retention and Recruitment

Small business is the foundation of the Porter Avenue Corridor Study Area's economy. Small businesses have historically suffered from a high failure rate. A principal goal in revitalizing the Porter Avenue Corridor Study Area is to increase the employment base. The City could establish a plan to aid existing businesses and enhance the skills of its owners.

Established in 1996, the Norman Economic Development Coalition (NEDC) is a joint effort of the University of Oklahoma, the City of Norman, and the Norman Business Community through the Norman Chamber of Commerce. This unique partnership was formed to work full time on economic development in the Norman community.

While a goal of the Norman Economic Development Coalition is to retain and attract businesses to the community, no organization exists specifically for the purpose of revitalizing the Porter Avenue Corridor Study Area business community. To compliment business recruitment efforts of the Norman Economic Development Coalition, a separate group should be considered whose goal is to retain existing businesses and recruit new businesses for Norman's central core that includes the Porter Avenue Corridor Study Area, downtown Norman and Campus Corner. To elevate the scope of this new business recruitment group both public and private sector funding should be a priority. Potential sources include city grants, membership dues, funds generated by additional events, fund raising and implementing a self-imposed taxing jurisdiction such as a business improvement district.

To assist in the diversification of the Study Area's retail base consideration must be given to the further development of retail concepts that will build sufficient critical mass to truly leverage a market niche. As an example, the existing restaurant niche could be expanded to include coffee

houses, bakeries and cafes with patio seating. Another example is a home furnishings niche that includes furniture stores, kitchen and bath accessories, interior designers, contractors, art galleries and home electronics stores.

Advertise and Promote Porter Avenue Businesses

In many communities, aging commercial corridors similar to Porter Avenue have been largely overlooked by its citizens, who have shifted their consumer shopping patterns. To counter this, aging commercial corridors need to compete by promoting themselves and presenting an attractive new image. Advertising and promotions are considered critical to attracting more people and generating increased retail sales.

Promoting the Porter Avenue Corridor Study Area as a unified shopping and entertainment area with a unique identity is an important factor in building a strong and vibrant business community as well as promoting revitalization. No organization currently exists with the goal of sponsoring special events and promoting and marketing businesses operating within the Porter Avenue Corridor Study Area. One possible solution is to organize a merchants association aimed at implementing an organized marketing and promotional campaign for businesses within the Porter Avenue Corridor Study Area. Funding can be raised through a variety of sources including membership dues, business improvement district assessments, donations and grants.

An economical method of initiating a merchants association may be to partner with the Norman Downtowners Association. The vision of the Norman Downtowners Association is to create a 24-hour, self-contained and complete, safe, vibrant, economically viable and visually appealing core area. This vision is consistent with that of the Porter Avenue Corridor Study Area. Elements include:

1. A diverse business community encompassing professional services, specialty shops, restaurants, art and entertainment;

2. Convenient and adequate parking;

3. Living spaces featuring studios and loft apartments;

4. Cultural connectivity with the University, Campus Corner and all of Norman;

5. A mix of old and new architecture, preserving historical integrity; and

6. A destination point, with directional signage and coordinated advertising to attract visitors;

The marketing campaign for the Porter Avenue Corridor Study Area could include publishing a brochure identifying the merchants, erecting a business directory and map, creating a web site, programming special events and organizing cooperative advertising. Collaborative advertising and promotion with downtown Norman and Campus Corner is highly encouraged.

Promotion will strengthen the Porter Avenue Corridor Study Area's image and marketability in several ways, including changing community attitudes and perceptions, creating a unified image

and increased customer traffic. The basic types of promotion necessary to assist in the Study Area's revitalization program area:

Retail Promotions. These activities are designed to promote the goods and services offered by businesses and to generate immediate retail sales. There are two kinds of retail promotions, retail sales promotions which focus on discounting prices for a specific period of time and retail events promoting aspects of retailing other than reduced prices, like convenience, service or selection. Advertising promoting the Study Area as a unique dining destination would assist existing restaurants and help attract additional local restaurants to open.

Special Events. Sometimes referred to as traffic-building events, special events generate retail sales for businesses by attracting consumers through such activities as festivals, concerts and art shows.

Image Building Promotions. Activities in this category help create a healthy image for the Study Area that reflects its unique assets. These cooperative promotions would focus on heightening the awareness of the existing business community by stressing its desirable attributes (i.e., historic character, independent retailers providing superior service and clustering of business types).

A perceived hurdle that must be addressed and conveyed includes the historically small retail base. Currently, retailers comprise just one-third of Study Area businesses. To develop a vibrant retail environment the tenant base must be expanded and its depth increased.

Economic Incentives and Funding Opportunities

Due to the predominance of small properties the Porter Avenue Corridor Study Area doesn't benefit from the economies of scale that larger suburban sites enjoy. Therefore, effective revitalization programs may require public sector economic incentives and financial support from a variety of sources.

During the early stages of revitalization attracting private sector investment in the form of new businesses, property rehabilitation and new development is difficult due to the associated risks. For property rehabilitation and new construction market rents typically are insufficient to support financially feasible development. Government-sponsored financial incentives assist in reducing the risks of investing in building rehabilitation or business expansions and, thus, often serve as catalysts for long-term reinvestment. To assist in the revitalization process the City should consider a variety of economic incentives. Financial assistance is available at the local, state and federal levels.

I. Local Economic Incentives

Forms of low-cost local economic incentives available to the City to stimulate revitalization of the Porter Avenue Corridor Study Area include adopting flexible zoning ordinances and building codes to facilitate property rehabilitation and new construction, building permit and utility connection fee reductions and deferrals, and public infrastructure investment.

Funding mechanisms available to the City for financing future capital improvements include general obligation bonds, ad valorem tax exemptions, sales tax financing, public-private sector partnerships, tax increment financing (TIF) and business improvement districts (BID).

Ad Valorem Tax Exemptions

Through property tax concessions a city encourages privately financed improvements in blighted areas by abating all or a portion of the real estate taxes on those improvements for a specific number of years.

Sales Tax Financing

Oklahoma cities and counties are authorized, upon a vote of the people, to build facilities and provide other economic development benefits for businesses financed by sales tax collections. Some jurisdictions have pooled economic development funds from this method.

Public-Private Sector Partnerships

An example of a public-private sector partnership created to assist in revitalization efforts for a specific real estate development include sharing in infrastructure costs, property acquisition, and City tenancy of the completed project.

Tax Increment Financing ("TIF")

The Oklahoma Tax Increment Financing Act ("TIF") permits cities to establish Redevelopment Districts and carry out redevelopment projects within such districts. Section 850 et seq. Title 62 of the Oklahoma Statutes authorizes development tools for cities to use in cooperation with other local taxing jurisdictions to spur revitalization and economic development in targeted areas of the city. This is accomplished primarily by encouraging private investment by making public improvements that are funded through TIF generated revenues. Within an established TIF district, a "base" level of annual tax revenue received in the district is established at the time the TIF is approved, and in future years, tax revenues received above the base amount is diverted from the taxing agency (school district, city, county, etc.) to the TIF district to pay for public capital improvements within the district. Taxes are still collected in the TIF district; however, instead of the tax proceeds being used for the general purposes of the taxing agencies, they are used to pay for public improvements to benefit the TIF district. Incremental tax proceeds may be used in accordance with approved TIF Plans for such project area improvements as facilities, infrastructure, parks, sidewalks and other public projects.

The theory of TIF is based on several important principles:

1. Private redevelopment would not occur without the stimulative actions of the redevelopment agency. In effect, the redevelopment agency earns its revenue through planning, land assembly, and public works.

2. The tax base in the redevelopment district was in fact stagnant or declining, and the tax increase would not have occurred but for the public expenditures of the redevelopment agency. Healthy areas that grow and develop without the intervention of the TIF do not need tax revenues diverted to a redevelopment agency. Where TIF is necessary, it will cause an increment that the taxing authorities would otherwise not have realized.

3. The taxing authorities that give over their increment for a number of years will eventually receive the revenues of a larger tax base.

Procedure for Establishing Tax Increment Financing (TIF)

Prepare a finding of necessity, and establish the boundaries of the district. This finding is normally a very detailed study that demonstrates that the district meets the criteria contained in the state's enabling legislation.

1. A redevelopment agency is created by resolution or ordinance. This agency may be the governing body of the municipality, or it may be a new agency appointed by the governing body.

2. A development plan is prepared and approved by the agency and the city.

3. The base year is declared following adoption of the plan.

4. The redevelopment agency will solicit developers and enter development agreements.

The City of Norman has adopted two TIF Redevelopment Districts, including Campus Corner and the University North Park.

Tax Increment Financing was utilized to fund $1.3 million in streetscape improvements to Campus Corner. Since 2001, approximately $10 million in private investment has been made in Campus Corner, including façade improvements, building renovations and the construction of approximately 15,000 square feet of new commercial space. An additional 100 parking spaces have also been constructed. In recent years Campus Corner's tenant mix has gone more upscale in an effort to create a shopping and dining destination offering home grown restaurants and unique boutique shops. The repositioning of Campus Corner has broadened both the customer base and market draw and now attracts customers from throughout Norman.

By City ordinance, on May 23, 2006 the City of Norman, Oklahoma adopted the University North Park Tax Increment Financing Plan to fund eligible project costs associated with necessary infrastructure improvements. The TIF Plan allows for 50 percent of the increased ad valorem taxes generated by the development and 60 percent of sales tax revenues generated within the district to be diverted to the TIF district improvements and other project goals over a period of up to 25 years, with total project costs of $54,725,000.

Business Improvement District (BID)

Since the early '70s, Business Improvement Districts (BID) have been used as a mechanism for revitalization. BIDs now operate in 42 states and the District of Columbia. This powerful tool allows for an assessment on property within a defined area. Revenues from this assessment are then directed back to the area to finance a wide range of services, including capital improvement, security, maintenance, consumer marketing, economic development, parking and transportation, public space regulation and social services. The leading service provided by BIDs is consumer marketing, such as promoting events and producing maps and newsletters.

There are state laws regarding Business Improvement Districts which business and property owners must be familiar with before creating a BID. They can be found in Oklahoma Statute Title 11, S39-112. Creating a BID involves two public hearings. The first hearing will give property owners who will be in the proposed district a chance to say where they want the district or not. The second hearing gives property owners a chance to discuss how much each will pay to fund the district's activities. Cities make the final decision about creating a BID. After approval of the BID by the City Council, the City will begin collecting the district assessments from the businesses operating within the BID.

Other Available Economic Incentives

Additional forms of local economic incentives could also be offered to stimulate revitalization. These include public grants, low-interest direct loans, relocation assistance, site clearance and demolition, assuming or sharing costs of infrastructure improvements and using or leveraging other fund sources such as housing funds, tax credit programs, low-interest revolving loan program, façade improvement grants, Community Development Block Grants (CDBG) and Enterprise Zones.

Community Development Block Grants (CDBG): Non-entitlement cities, towns and counties may apply for grants and or grants/loans toward the creation of jobs for targeted income groups. Local units of government apply to the Oklahoma Department of Commerce on behalf of a business. The use of the CDBG resources is for the development of publicly-owned infrastructure that is directly related to the business location or expansion. Projects financed through CDBG must create one new job for each $10,000 of investment by CDBG. Projects may be funded up to a maximum of $500,000 through a loan/grant combination. The first $100,000 may be in the form of a grant and the remaining amount, up to $400,000, in the form of a loan.

Enterprise Zones: Enterprise Zones can be designated in disadvantaged counties, cities or portions of cities. Enterprise Zones provide extra incentives for business. Double the Investment/New Jobs Tax Credit is allowed, and low interest loans may be made available through enterprise district loan funds. Local communities may exempt local taxes for six years for qualifying businesses that are also in Incentive Districts. Small Linked Deposit Loans may be for longer terms. The enterprise district management authorities created in some enterprise districts are empowered to establish venture capital loan programs and to solicit proposals from enterprises seeking to establish or expand facilities in the Enterprise Zones. By statute, funds for these programs would come from the issuance of general obligation bonds by the district involved. These loans can be for up to 100 percent of the estimated cost of the building and equipment.

II. State of Oklahoma Economic Incentives

Available state sponsored economic incentives were identified by researching the State of Oklahoma Department of Commerce.

Commercial Space Industry Credit

Investors may take a credit of 5% of investment in qualifying projects that encourage the development of commercial space industries as certified by the Oklahoma Tax Commission. One hundred new jobs must be created and at least $25 million dollars invested. The credit can be carried forward for four years.

Historic Rehabilitation Tax Credit

Oklahoma has freely transferable tax credits for investment in any certified historic building in an increment district created pursuant to the Local Development Act. The state credit equals the federal rehabilitation credit allowed on such historic properties. The credits may be sold during the first five years after qualifying and may be carried forward a total of 10 years.

The Work Opportunity Tax Credit Program (WOTC)

The Work Opportunity Tax Credit Program (WOTC) was designed to promote the hiring of target group individuals. The tax credit for WOTC is up to $2,400 for each new hire: 40% of qualified first-year wages for those employed 400 hours or more, 25% for those employed at least 120 hours. Qualified wages are capped at $6,000. Summer Youth wages are capped at $3,000, Long Term Family Assistance Recipients are capped at $10,000 and Disabled Veterans are capped at $12,000. Congress has authorized the WOTC program until August 31, 2011. The tax credit is as much as $1,200 for each Summer Youth hire, $2,400 for each new adult hire, $4,800 for each new disabled Veteran hire and $9,000 for each new long-term family assistance recipient hire.

Quality Jobs Investment Program

The Quality Jobs Investment Program encourages the growth of equity and near equity-capital (e.g. warrants or convertible subordinated debt) for Oklahoma businesses. Under the program, the Oklahoma Development Finance Authority can match dollar for dollar an investment enterprise's private capital for helping new and expanding businesses. An investment enterprise includes any corporation, limited partnership or similar business entity, including entities qualifying as Small Business Investment Companies under applicable federal law. The primary function of the Quality Jobs Investment Program is to use private and public resources to build a more comprehensive and efficient financing infrastructure for businesses expanding or relocating in the state of Oklahoma.

III. Federal Funding

Examples of available federal funding sources include Community Development Block Grants, small business loan guarantees, Section 8 guaranteed loans, SBA Section 504 loans, New Markets Tax Credits, Federal Historic Preservation Tax Credits, New Markets Tax Credits and Empowerment Zones.

Small Business Loan Guarantees

The U.S. Small Business Administration offers numerous loan programs to assist small businesses. Under the guaranty concept, commercial lenders make and administer the loans. The business applies to a lender for their financing. The lender decides if they will make the loan internally or if the application has some weaknesses that, in their opinion, will require an SBA guaranty. The guaranty that SBA provides the lender gives them the assurance the federal government will reimburse the loan, up to a percentage; in the event the borrower defaults. Although there are fees associated with SBA guaranteed loans, Oklahoma is one of the few states in the country that allows small business owners to claim a tax credit equal to the guaranty fee.

Federal Historic Preservation Tax Credits

The Federal Historic Preservation Tax Incentives program offers a 20% tax credit for the rehabilitation of income-producing historic structures. Since 1976, the National Park Service has administered the program in partnership with the Internal Revenue Service and State Historic Preservation Officers. This financial benefit encourages revitalization of historic districts as well as individual buildings. To qualify for the tax incentives, requirements of both the Internal Revenue Service and the U.S. Department of the Interior must be met.

New Markets Tax Credits

The New Markets Tax Credit (NMTC) Program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities. The credit provided to the investor totals 39 percent of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to five percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is six percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven-year period.

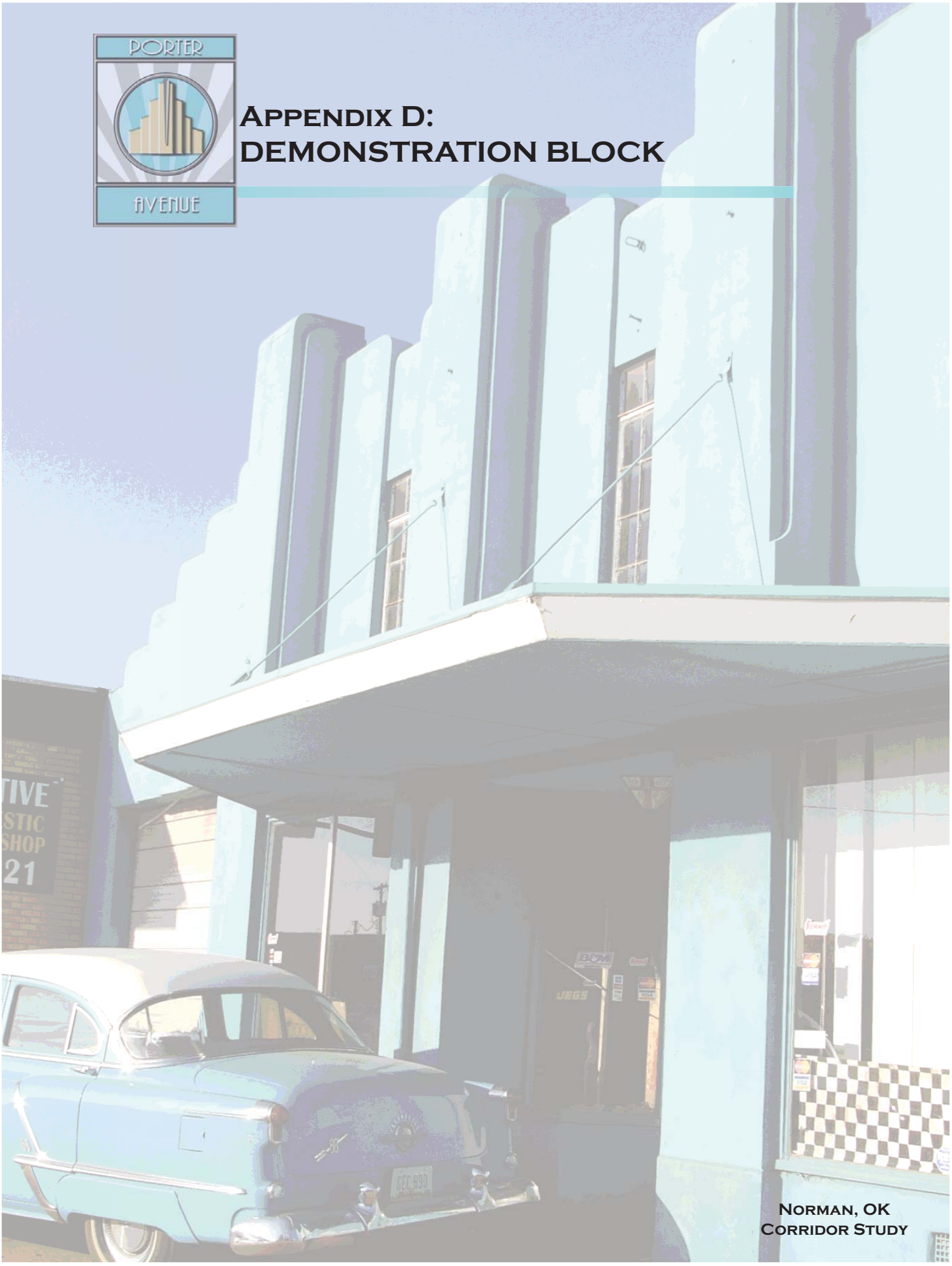
Package and Market Redevelopment Sites

In an aging urbanized area similar to the Porter Avenue Corridor Study Area where most of the land has already been subdivided and developed the acquisition of a suitable site can be difficult, time consuming and financial prohibitive. Because most of the land has been divided into relatively small parcels owned by unrelated parties, the problem of acquisition increases with the size of the site required. The public sector has several options to choose from to expedite property assemblage such as the re-use of publicly-owned properties, removing clouded titles from privately purchased property, relocating existing businesses and residents, and demolition and clearing of sites in preparation for new development.

The public sector solicits developer interest in redevelopment sites by issuing either a request for qualifications (RFQ) or request for proposals (RFP). The public sector may either determine land use or design of a redevelopment site or request input from interested developers. To facilitate economically viable development and attract developer participation the public sector can use land write-downs which involve conveying property at below the acquisition price or fair market value.

Where eminent domain can be a politically unpopular redevelopment tool the public sector can instead engage in the practice of land banking. Land banking allows the public sector to acquire and assemble property over time suitable for development and to hold the property until a user, project or developer is identified. Through use of land banking the public sector can have more control over land use and design of redevelopment projects. The land banking concept allows the public sector to purchase properties as they become available on the market.

Appendix D: DEMONSTRATION BLOCK



Norman, OK
Corridor Study

Appendix D: Demonstration Block

In an effort to gain an understanding of redevelopment cost and necessary incentives, a demonstration block was designed. The demonstration block is at the southeast corner of Porter Avenue and Main Street and extends to Ponca on the east and Comanche on the south. To illustrate appropriate scale and density, a sketch of a proposed elevation was developed indicating a two story building on the west and a single story building on the east. The two story structure lends height and mass to Porter and speaks to the scale of downtown, while the single story structure relates to the scale of the residential and the fire station across the street, providing more of a neighborhood retail experience. The Art Deco, urban style is reflective of the goals set in this document.

For general design and estimates, the following square footages were used. These square footages reflect the maintaining of some structures and the development of new structures.

Buildings:	
Retail	**30,600 s.f.**
Office	**7,400 s.f.**
Residential	**23,100 s.f.**

MAIN STREET ELEVATION

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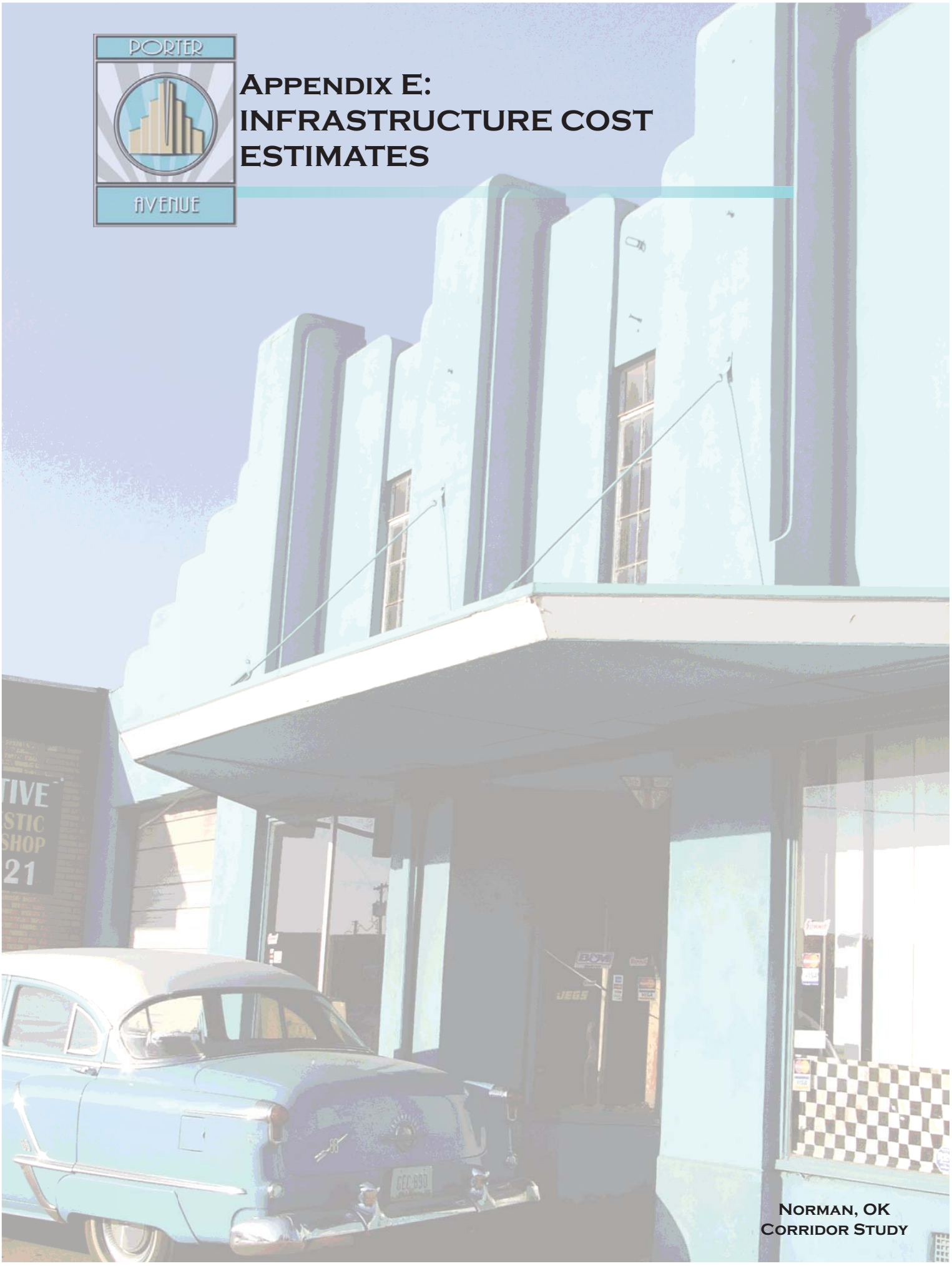
PLANNING CONSULTANTS
LANDSCAPE ARCHITECTS

DEVELOPMENT BLOCK CONCEPT ELEVATION

PORTER AVENUE CORRIDOR STUDY

PORTER AVENUE

Appendix E: infrastructure cost estimates



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Corridor Study

Appendix E: Infrastructure Cost Estimates Plan

The following are estimated cost associated with proposed infrastructure improvements for Porter Avenue and trail improvements for the corridor and surrounding area. The proposed infrastructure improvements are based on estimates for road width, medians and general industry standards for cost. More detailed estimates and phasing recommendations should be provided in the schematic design phase. These estimates are only intended to provide a very general guideline for future budgeting and do not include the cost of right-of-way acquisition or utility relocation.

Total Opinion of Probable Cost Phase-One (Hughbert to Comanche)

Section of Porter Avenue	cost per lineal foot X	lineal feet	percent of	
Hughbert to Acres = 300 LF				
Scenario 'A'	$670.67	300	75.0%	**$150,900.75**
Scenario 'B'	$1,071.67	300	25.0%	**$80,375.25**
Acres to Comanche = 1,500 LF				
Scenario 'A'	$670.67	1500	75.0%	**$754,503.75**
Scenario 'B'	$1,071.67	1500	25.0%	**$401,876.25**
Acres Round-a-bout				**$826,850.00**
Subtotal Opinion of Probable Cost				**$2,214,506.00**
10% Contingency				**$221,450.60**
Design Fee				**$243,595.66**
TOTAL PHASE ONE PROJECT COSTS				**$2,679,552.26**

Total Opinion of Probable Cost Phase-Two (Comanche to Castro)

Section of Porter Avenue	cost per lineal foot X	lineal feet	percent of	
Comanche to Alameda = 1,400 LF				
Scenario 'A'	$670.67	1400	75.0%	**$704,203.50**
Scenario 'B'	$1,071.67	1400	25.0%	**$375,084.50**
Alameda to Castro = 300 LF				
Scenario 'A'	$670.67	300	75.0%	**$150,900.75**
Scenario 'B'	$1,071.67	300	25.0%	**$80,375.25**
Alameda Round-a-bout				**$856,000.00**
Subtotal Opinion of Probable Cost				**$2,166,564.00**
10% Contingency				**$216,656.40**
Design Fee				**$238,322.04**
TOTAL PHASE TWO PROJECT COSTS				**$2,621,542.44**

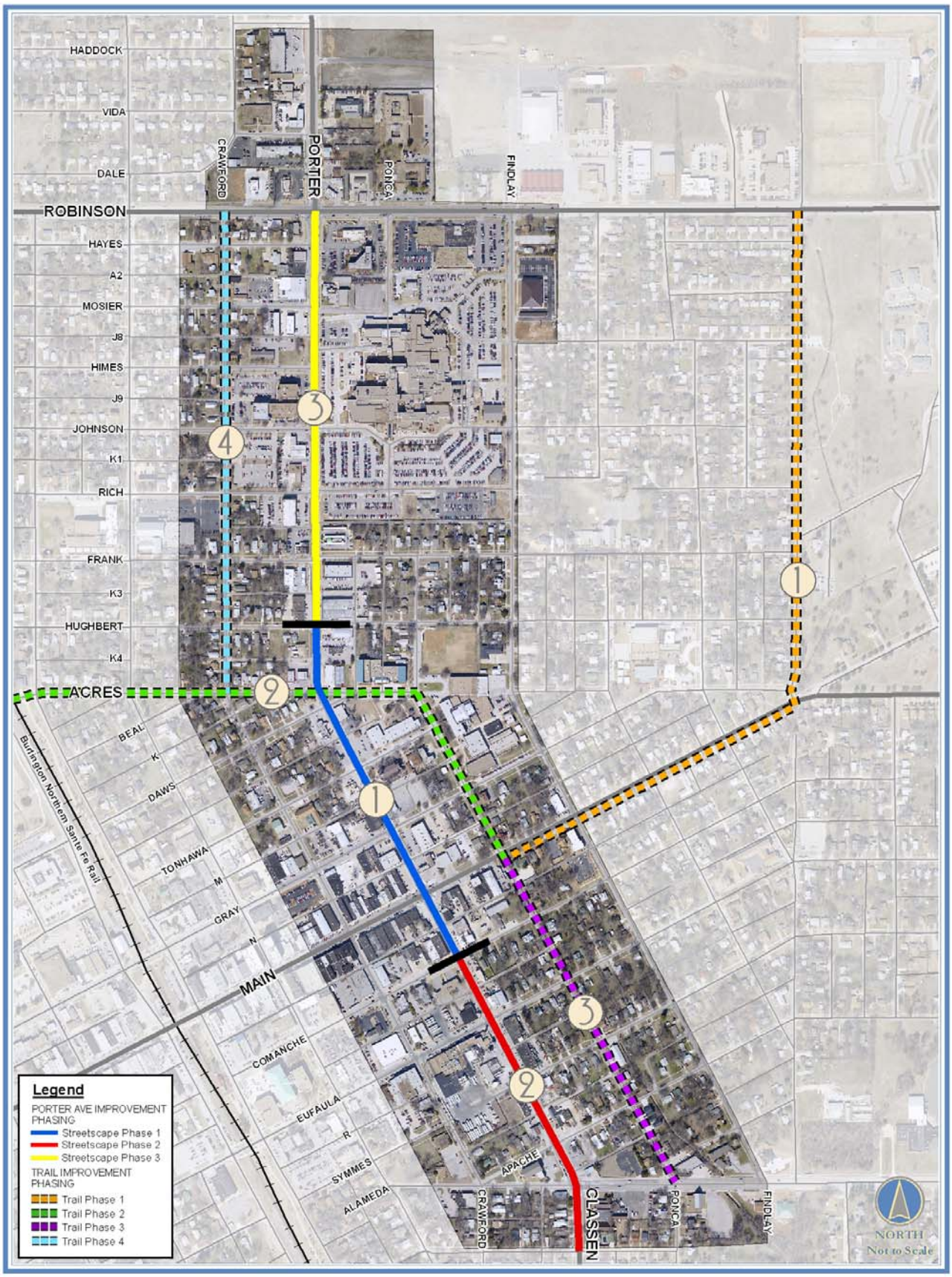
Total Opinion of Probable Cost Phase-Three (Robinson to Hughbert)

Section of Porter Avenue	cost per lineal foot X	lineal feet	percent of	
Robinson to Hughbert = 2,250 LF				
Scenario 'C'	$524.67	2250	100.0%	**$1,180,500.00**
Subtotal Opinion of Probable Cost				**$1,180,500.00**
10% Contingency				**$118,050.00**
Design Fee				**$129,855.00**
TOTAL PHASE THREE PROJECT COSTS				**$1,428,405.00**

TOTAL PORTER AVENUE PROJECT COSTS (PHASE ONE, TWO, AND THREE) **$6,729,499.70**

Total Opinion of Probable Cost for 8' Sidewalk Trail Project

Section of Porter Avenue	cost per lineal foot X	lineal feet	
Phase One: From intersection of Main/Ponca to Main/Carter onto Robinson/Carter			
8' Asphalt Trail	$40.00	4480	**$179,200.00**
Street Trees (2.5" Cal-50' Spacing)	$300.00	36	**$10,800.00**
Phase Two: From intersection of Main/Ponca to Acres/Ponca to Acres/Jones			
8' Asphalt Trail	$40.00	3180	**$127,200.00**
Phase Three: From intersection of Main/Ponca to Alameda/Ponca			
8' Asphalt Trail	$40.00	2020	**$80,800.00**
Phase Four: From intersection of Acres/Crawford to Robinson/Crawford			
8' Asphalt Trail	$40.00	2600	**$104,000.00**
Subtotal Opinion of Probable Cost			**$502,000.00**
10% Contingency			**$50,200.00**
Design Fee			**$55,220.00**
TOTAL PHASE TWO PROJECT COSTS			**$607,420.00**



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TRANSPORTATION IMPROVEMENT PHASING PLAN

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