A ULI Advisory Services Panel Report

Norman Oklahoma

April 26–May 1, 2015

Urban Land Institute

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Reimagining Griffin Memorial Hospital

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About the Urban Land Institute

THE MISSION OF THE URBAN LAND INSTITUTE is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both the built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 36,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Cover: The chapel on the Griffin Memorial Hospital property, currently vacant, was built in 1927.

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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- The Norman City Council, including Mayor Cindy Rosenthal and council members Greg Heiple, Clint Williams, Robert Castleberry, Greg Jungman, Lynne Miller, Jerry Lang, Stephen Holman, and Kyle Allison;
- The city of Norman staff: Steve Lewis, city manager; Susan Connors, director of planning and community development; Joyce Green, GIS manager; and Anais Starr, planner II; and
- The Oklahoma Department of Mental Health and Substance Abuse Services: Terri White, commissioner, and Durand Crosby, chief of staff and operations.

The panel would also like to thank the approximately 100 leaders and representatives from the community, local businesses, organizations, and others who agreed to be interviewed and gave their time and energy to the panel process.

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Background and the Panel's Assignment

THE CITY OF NORMAN, OKLAHOMA, is located 20 miles south of the state capital, Oklahoma City, and 200 miles north of Dallas, Texas. Interstate 35 runs north and south through Norman near its western edge. Norman is home to the University of Oklahoma, the National Weather Center, and Griffin Memorial Hospital, as well as several other nationally known companies. With a growing population, Norman is part of the dynamic Oklahoma City metropolitan area, which has over 1 million residents. Norman is the third-largest city in Oklahoma and the largest city in Cleveland County, for which it serves as the county seat.

The city of Norman encompasses 190 square miles, almost half rural. A high employment rate, a low cost of living, good schools, and a nationally known institute of higher education—the University of Oklahoma—have all helped drive a 17.5 percent growth rate since 2000, increasing the population from 96,771 to its current level of 117,528. Today, the city of Norman is a vibrant, attractive destination community that draws thousands of visitors every year from across the state. Attractions include University of Oklahoma sporting events, the Sam Noble Museum of Natural History, and the Fred Jones Jr. Museum of Art. Known as the City of Festivals, Norman plays host to ten festivals a year.

The Panel's Assignment

The study area for this Advisory Services panel is situated in Ward 4 of the city of Norman and is owned and operated by the Oklahoma Department of Mental Health and Substance Abuse Services (ODMHSAS). It comprises about 240 acres of land in central Norman bisected by East Main Street. Specifically, the study area includes a parcel north of East Main Street, of about 160 acres, and a parcel south of East Main Street, of about 80 acres.

Norman, Oklahoma, and its surrounding region.

CITY OF NORMAN

The panel's study area comprises 240 acres in central Norman, encompassing Griffin Memorial Hospital.

Originally developed when the property was at the eastern edge of the city of Norman, the land was a school site but changed to a private mental health hospital in 1894. In 1915, it was established as the Central State Hospital.

Renamed in 1953 in honor of psychiatrist David W. Griffin, who was superintendent of the hospital from 1902 to 1950, Griffin Memorial Hospital has provided inpatient mental health treatment for tens of thousands of people during its 118-year history. At its peak, the self-sufficient campus encompassed over a thousand acres and included dozens of buildings, its own power plant, and a working farm with a dairy and cannery that provided food for both patients and staff. In many cases, patients undergoing long-term treatment at Griffin Memorial Hospital held jobs on the campus as part of their treatment. The hospital was a major Norman employer through the 1970s.

The property also contains two other facilities operated by ODMHSAS. One is Central Oklahoma Community Mental Health Center (COCMHC), which provides outpatient mental health and addiction treatment services to more than 3,000 citizens of Norman and its surrounding communities annually. Community mental health services were initiated under a law signed by President John F. Kennedy in 1963, and COCMHC was the first facility in the United States to begin offering these services. ODMHSAS also operates the Children's Recovery Center (CRC) on the project site. CRC is the only state-operated facility in Oklahoma for the inpatient treatment of minors and treats hundreds of children each year. ODMHSAS remains one of the top employers in Norman.

The site was open and rural when it first began providing mental health services and remains sparsely developed even today. The land abutting the study area to the north is a heavily used recreation area, Griffin Community Park, containing soccer and baseball fields. The silos from the farm remain in the park. Farther north is Sutton Wilderness Park, an area that has been set aside as urban wilderness. Both of these parks are on land that was once a part of the hospital complex.

CLEVELAND COUNTY HISTORICAL SOCIETY

Formally established in 1915 as the Central State Hospital, the site has provided mental health services since the late 1800s.

ODMHSAS

At peak operation in the 1950s, the Griffin Memorial Hospital campus encompassed over a thousand acres.

Starting in the 1960s, improvements in psychiatric treatment practices and shifting political priorities began to shrink Griffin's health care offerings and reduce staffing levels. Many campus buildings fell into disuse and were demolished. A number of remaining buildings are essentially abandoned. A few newer buildings have been leased to private providers of mental health care and continue operation. Currently, 120 beds in an acute care facility remain at Griffin Memorial Hospital for patients whose stays last for several days or weeks.

The Griffin Memorial Hospital land, along with other land held by or for the benefit of ODMHSAS, was placed in a real property trust in 2005. The trust provided that the property within it "may never be sold." However, in 2014 the state passed and the governor signed a bill that allows the sale of the tract of land on which the ODMHSAS property (the study site) sits so long as "the proceeds are used exclusively for tangible infrastructure improvements that benefit the persons serviced by the Department." As a result, ODMHSAS is now seeking to redefine future operations at the Griffin Memorial Hospital site and to achieve the following two goals:

- Consolidate ODMHSAS agency functions and operations in an attractive, effective, and healing environment; and
- Explore the possibility of making portions of the Griffin land available for new uses that contribute positively to the Norman community in a manner that is consistent with the agency's mission and philosophy.

The city of Norman and ODMHSAS (the sponsors) reached out to the Urban Land Institute (ULI) for guidance on the following overarching questions related to the Griffin Memorial Hospital site:

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

Summary of the Panel's Recommendations

To make recommendations for the future of the Griffin Memorial Hospital site, the panel met with an array of local citizens as varied as real estate developers, commercial brokers, local architects, bankers, area residents and business people, and government and university officials. In addition, the panel reviewed demographic studies, a detailed retail assessment, an in-process housing study, and previous plans put forth for the site. The panel also engaged in site and area tours to reach the recommendations and design strategies put forth in this report.

Another important consideration to the recommendations made by the panel, and detailed throughout this report, is ULI's Building Healthy Places Initiative, which emphasizes the links between human health and the natural and built environment, and particularly the role that the development industry can play in improving health outcomes. Foundational components of this effort are wrapped around physical activity, healthy food and drinking water, and healthy environments and social well-being.

How the built environment affects health was a theme throughout this panel. Many of ULI's 21 recommendations for incorporating a focus on health into land use and development from the Building Healthy Places Toolkit *can be applied to the study site.*

Ways that the built environment can be redesigned to improve health outcomes include incorporating a mix of land uses, designing well-connected street networks at the human scale, providing sidewalks and enticing pedestrian-oriented streetscapes, providing high-quality spaces for multigenerational play and recreation, building play spaces for children, increasing access to nature, and facilitating social engagement. These and other suggestions are incorporated into the panel's recommendations for a new and renewed urban community.

The panel identified a set of specific recommendations to inform the sponsor's future actions and help meet the following high-level redevelopment goals, set in 2014 by a Griffin Redevelopment Vision Steering Committee composed of 30 community leaders:

- Providing a long-term financial collaboration;
- Exploring new uses compatible with the ODMHSAS mission;
- Creating public/private mixed-use development opportunities;
- Maintaining focus on mental and physical health services;

- Seeking options for special populations, including both market and affordable housing;
- Developing a master plan with costs, impacts, and timelines;
- Restoring the Bishop Creek watershed for stormwater and recreational purposes, as well as addressing downstream flooding; and
- Attaining and enhancing recreational assets at the abutting Griffin Park, Frances Cate Park, and George M. Sutton Wilderness Park, as well as examining any new recreational opportunities.

These goals provide the foundation for recommendations from the panel in the following general categories:

- Public/private redevelopment of the Griffin site into a mixed-use community;
- Development strategies and a timeline for land sales; and
- Guidance and examples of process, structure, and financing options.

After much deliberation, the panel identified five overarching recommendations for the site:

- Relocate Griffin Memorial Hospital.
- Unlock the value of this property to meet both economic and other public benefit objectives.
- Create a campus for community services as an asset for Norman.
- Focus on health and well-being with new, related uses.
- Create a new urban center that provides connection and access to downtown through Main Street to parks and recreation spaces and to nearby neighborhoods.

Specifically, the panel divided the large Griffin Memorial Hospital site into two recommended plans: a south recommendation plan referred to as a "Wellness Campus" and a north recommendation plan referred to as "Griffin Commons." They are seen as two distinct parcels with complementary uses. The panel sought to leverage the many assets the property currently possesses, and as discussions focused on the creation of value for the land sales of portions of this site, the panel saw the site as a unique place to create civic, social, and cultural value for the entire city of Norman.

The vision for a redeveloped Griffin Memorial Hospital site emphasizes creating a special place for the entire city of Norman to enjoy.

The panel sees tremendous opportunities to enhance existing collaborations and to build new partnerships with all sectors: public, private, and others. Key to successful redevelopment of the site is securing the right alignment of interests, creating a clear and transparent process or road map, building an empowered team capable of making and executing informed decisions, and actively engaging stakeholders. With these ingredients, the Griffin Memorial Hospital site has the potential to be transformed into a holistically healthy place that serves all residents of Norman and beyond.

Study Area and Surrounding Context

WHEN IT WAS ESTABLISHED IN 1895, Griffin Memorial Hospital was located well outside Norman's main population center. As the decades passed and Norman grew, development pushed east from Norman's core area and eventually surrounded the once isolated hospital grounds. Currently, the hospital site is located about one mile from downtown Norman.

Two neighborhoods border the western side of the Griffin Memorial Hospital grounds, the Original Townsite neighborhood and the First Courthouse neighborhood. Bishop Creek neighborhood abuts Alameda Street along the southern boundary of the Griffin property. To the north is land leased from ODMHSAS to the city of Norman for Griffin Community Park, a 160-acre multiuse park, and Sutton Wilderness Park, a 160-acre nature park. The east boundary of the Griffin Memorial Hospital grounds is bordered by 12th Avenue Northeast. The east side of 12th Avenue, between Robinson Street and Main Street, contains a variety of commercial establishments in several strip centers as well as a Walmart Supercenter. South from Main Street to Alameda Street, along 12th Avenue, the area is developed with small commercial businesses and a residential subdivision, terminating in a well-developed commercial area at the intersection of Alameda Street and 12th Avenue.

The Griffin Memorial Hospital grounds are mostly flat, treeless, and vegetated with Bermuda grass. Two tributaries of Bishop Creek cross the property, and some associated floodplain exists along western portions of the property. The land located between Main Street and Robinson Street is crisscrossed with a network of streets that connect the numerous structures that were once the Griffin Memorial Hospital campus.

The Griffin Memorial Hospital study site comprises 240 acres containing the hospital complex, associated mental health facilities, over a dozen social service agencies, McKenzie Gardens (residential living housing units for individuals with a mental health disability), and Frances Cate Park. More than two dozen structures are located on the site, which effectively operates as two large parcels of land bisected by Main Street. The large parcel comprising 160 acres of land located north of Main Street and on the northwest corner of Main Street and 12th Avenue contains the Griffin Memorial Hospital complex, the Community Services Building, McKenzie Gardens, and Frances Cate Park.

The remaining large parcel of 80 acres located south of Main Street along 12th Avenue and Alameda Street contains five public mental health and children's services agencies. Food and Shelter for Friends is in the process of purchasing

Directly north of the study site lie two popular regional parks, Griffin Community Park (left) and Sutton Wilderness Park.

CITY OF NORMAN

The 240-acre study site, bisected by Main Street, contains a city park and more than two dozen operational and vacant structures.

three acres of land on the western side of this 80-acre tract from ODMHSAS to construct a new community kitchen, permanent and transitional housing, and administrative offices. Located near the intersection of Main Street and Reed Street is East Main Place, which formerly contained the homeless shelter for Norman. This structure is in very poor condition, and both the city and ODMHSAS agree that it should be demolished. A significant portion of this southern parcel of the study site is affected by the floodplain.

Following is a summarized description of these two parcels:

North parcel: ±160 acres

- The parcel has arterial frontage on three sides (Robinson Street, 12th Avenue, and Main Street).
- The floodplain is contained in Frances Cate Park; however, stream tributaries that flood occasionally flow throughout the site.
- Site infrastructure (water, sewer, utilities, etc.) is limited, outdated, or both. Onsite water lines, drives, and most of the sewer lines are private. Public infrastructure includes Main Street (which recently underwent improvements), some sewer lines, and underground stormwater lines.

South parcel: ±80 acres

- Land is limited by a significant area of Bishop Creek floodplain or floodway.
- Undeveloped portions have limited arterial street frontage.
- The parcel is surrounded by long-term institutional hospital and social service uses and one commercial use (Walgreens) at 12th and Alameda Streets.
- The only access currently to undeveloped portions of parcel is via a local road, Reed Street, which is adjacent to a single-family neighborhood.
- Site infrastructure is limited, outdated, or both. Onsite sewer, water, and drives are private. Public infrastructure includes Main Street (which recently underwent improvements) and underground stormwater lines.

For more than 100 years, the only land use for the entire 240 acres has been institutional. No zoning has been applied to the Griffin Memorial Hospital site, and no future land uses, beyond institutional, are designated for the property, because it has been owned by the state of Oklahoma since 1915 and could not be sold. However, the 2014 state legislation now allows ODMHSAS to sell off excess property for the purpose of raising funds to construct new facilities. When the excess property is sold and becomes privately owned, a rezoning request for the pertinent zoning district, as well as an amendment to the Norman 2025 Land Use and Transportation Plan, will be required before redevelopment.

Market Potential

THE PANEL ASSESSED THE BROADER Norman market environment as well as the opportunities and challenges within the East Side neighborhood submarket that centers on the Griffin Memorial Hospital campus. The panel had the task of balancing the opportunity for a large-scale investment in new economic uses (including good-quality housing, retail, entertainment, medical office, and new public open space) with the protection and upgrading of an existing onsite campus of critically needed mental health service providers. Understanding of the current state of the market in the metropolitan Oklahoma City area, Norman, and the east sector of the city, where the site is located, is necessary when determining what opportunities exist for a catalytic upgrading of the site through strategic redevelopment.

A traffic circle and public art located at East Main Street and North Carter Avenue, at the western edge of the Griffin property, establish a new gateway into the study site.

Distinctive Site Characteristics

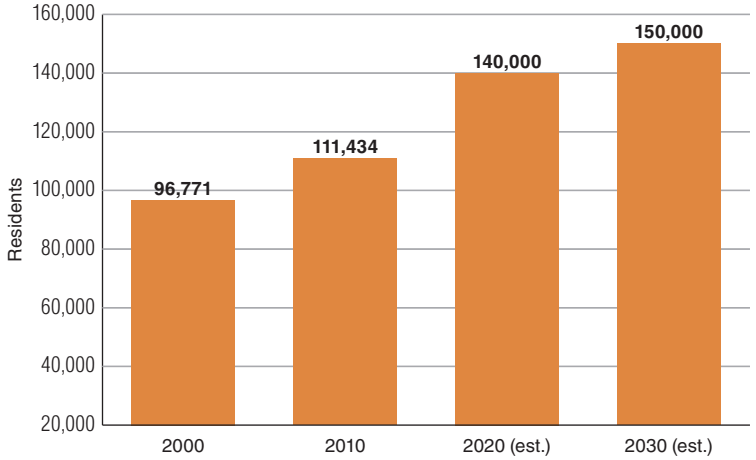
The study site is a 240-acre former hospital campus consisting mainly of large expanses of vacant land as well as vacant buildings, located along three important thoroughfares: East Main Street, 12th Avenue, and Robinson Street. The existing buildings on the site are primarily occupied by a mix of institutional, commercial office, and residential uses. A small number of vacant buildings are in various conditions, ranging from very good to needing demolition.

Frances Cate Park is situated within the site, at the northwest corner along Carter Avenue and Robinson Street. The site is also adjacent to two important city-owned parks and recreation destinations in Norman: Griffin Community Park, a major sports field facility immediately to the north of the site, and Sutton Wilderness Park, a 160-acre natural landscape with trails and woodlands, immediately to the north of Griffin Community Park.

East Main Street is the historic central spine street of downtown Norman, extending from the southwest portion of downtown's central core to the Griffin Memorial Hospital campus to the north and east. The point where East Main Street connects with the Griffin campus is of historic significance, marking the site's connection with the city's earliest settlement.

The site itself is relatively flat, with a network of streams surfacing along the northwest and northeast edges and flowing south toward the southwest corner at Alameda Street, east of Carter Avenue. Several historically and architecturally significant structures remain from the Griffin Memorial Hospital campus, which at one point housed more than 3,000 patients, but today has just 120 long-term residential beds. These include the Administration Building, the chapel, and the Edsel Ford House.

Norman Population Trends: Actual and Projected



Source: Norman Economic Development Coalition/census.gov.

Demographic Profile

In 2014, Norman had a population of 117,528 people. Norman lies within Cleveland County, which had a 2014 population of 269,908 residents, and the Oklahoma City metropolitan statistical area, which had a 2014 population of about 1.3 million residents. Population growth in Norman has been relatively slow, at slightly more than 1 percent per year over the past decade. Future growth is projected to continue at this pace.

The median household income in 2014 in Norman was $46,617. Major employers include the University of Oklahoma (12,226), Norman Regional Hospital (2,874), Norman Public Schools (1,951), Johnson Controls (1,200), Riverwind Casinos (963), Walmart (829), and Hitachi (440).

With about 27,000 students and more than 12,000 employees, the University of Oklahoma is a major presence in Norman, affecting housing, retail, and hotel sectors across the city. The university makes a strong cultural and economic mark.

NICHOLAS BENSON

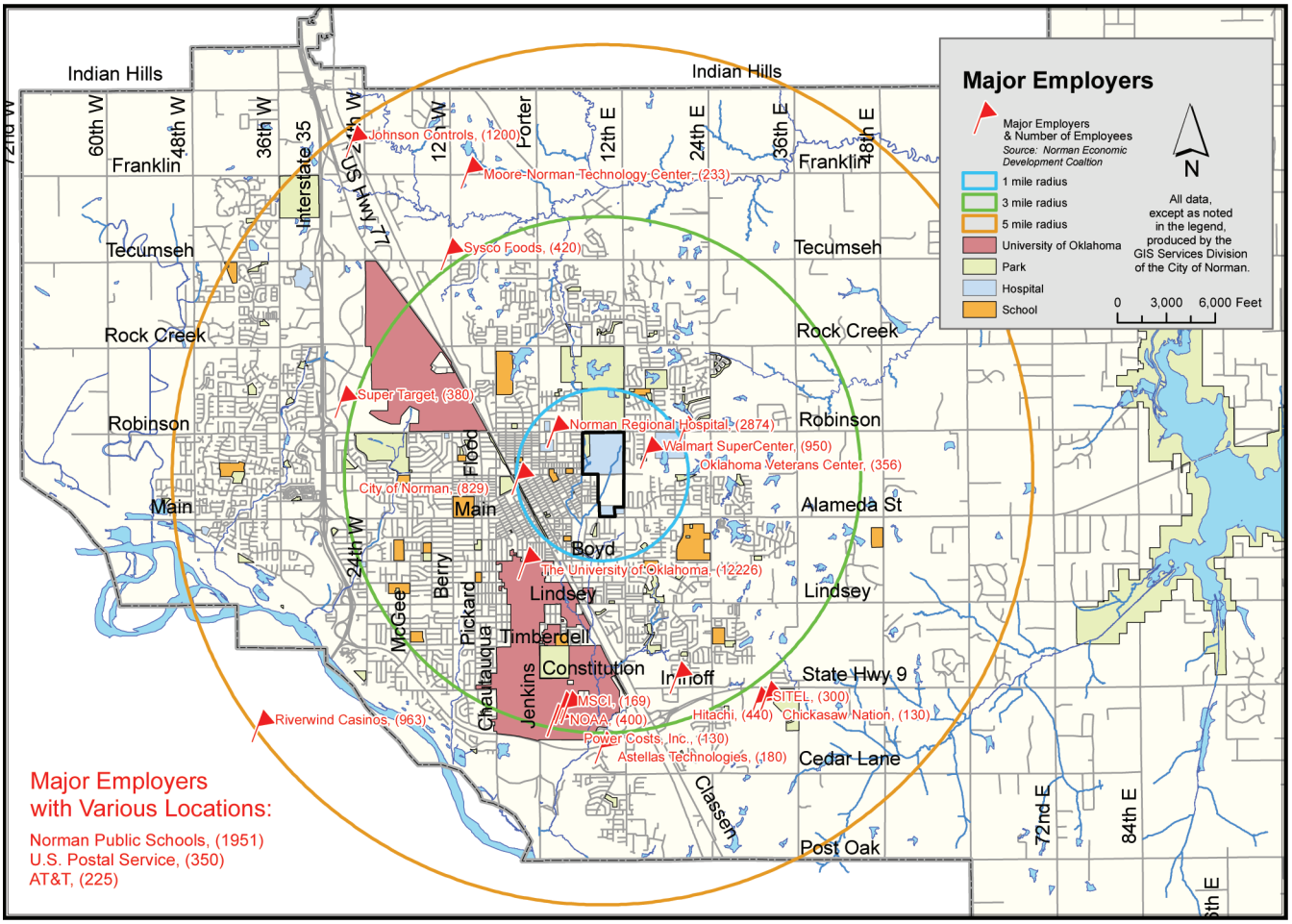
The University of Oklahoma has a far-reaching impact on all aspects of life in Norman. The university estimated in 2014 that its economic impact from academic, athletic, cultural, research, and other activity in Norman is about $354 million.

With some 27,000 students attending the University of Oklahoma in Norman, 22,000 of whom are undergraduates, Norman is very much a college town. As such, its housing market is strongly influenced by demand for student housing accommodations. This characteristic accounts for the high percentage of renter-occupied housing (42.9 percent), compared to owner-occupied housing (50.6 percent). Vacant housing units make up the remaining 6.5 percent of the housing inventory.

Performance of Key Real Estate Sectors

Norman's 2014 median household income ($46,617) is slightly above the Oklahoma average and below the national average. Both the city and Cleveland County have been recognized as low cost of living, high quality of life places. *Money* magazine named Norman one of the Best Places to Live in 2014, and *Forbes* magazine has ranked Norman one of the top college sports towns in the United States. Clearly, Norman has characteristics of a desirable place to live, and many interviewees indicated that they loved living in Norman. The proximity of the study site to the surrounding community and its central location within the city provide tremendous opportunity to help further improve Norman's livability.

Housing, retail, office, and hotel are the four major real estate sectors in Norman. Understanding how each of these sectors contributes to Norman's overall economic position is critical to realizing future prospects for the study site. Each of these four sectors is described in further detail in the following sections.



A number of major employers are located in Norman near the study site, including the University of Oklahoma and the Norman Regional Hospital. This strong employment base contributes to the desirability of Norman as a place to live.

Housing

The housing market in Norman is considered reasonably stable, with home values having increased citywide by about 9.3 percent within the past year and further value appreciation projected for the coming year. Median home value citywide is $192,879, with list prices at $106 per square foot, 9 percent higher than the Oklahoma City metro area median. The percentage of homes with negative equity is below national average, and the mortgage delinquency rate of 2 percent is well below the national rate of 6.4 percent.

The median rent in Norman was $763 in 2014, with a vacancy rate of 6.5 percent. The median age of the housing stock is about 40 years.

Retail

The retail market in Norman is considered very strong, with demand driving new construction of Class A space along established retail corridors. The vacancy rate for the Oklahoma City metro area is 7.6 percent and projected to decline over the coming year. The Norman/Moore submarket vacancy rate is 4.3 percent, and its average triple-net lease rental rate is the highest in the metro area at $15.07 per square foot, compared with the metro area average of $10.98. Retail formats are typically strip centers, neighborhood centers, and free-standing quick-service food retail.

To the immediate south and east of the Griffin Memorial Hospital site is a sizable concentration of retail, including the Alameda Square (94,000 square feet), Anatole Shopping Center (71,000 square feet), and Heisman Square

Office Profile in Norman and the Surrounding Area

Type	Norman	Oklahoma City metro area
Class A	70,000 sq ft under construction @ $25.00	7,558,754 sq ft @ $20.33
Class B	900,000 sq ft @ $17.27	30,193,728 sq ft @ $15.40
Class C	1,809,000 sq ft @ $14.07	17,129,404 sq ft @ $12.67

Source: ESRI.

(30,000 square feet) retail centers; Homeland Grocery (62,000 square feet); and Walgreens Pharmacy (15,000 square feet). Rents at these locations range from $13 to $18 per square foot, with vacancies in the range of 2 to 18 percent. The city has recently approved an additional commercial development consisting of five buildings totaling approximately 30,000 square feet, adjacent to the Walgreens site at the northwest corner of Alameda Street and 12th Avenue.

Office

The Norman office market is relatively small, compared with the larger Oklahoma City metro area. Norman has no Class A office space at present, though 90 Class B office properties contain 900,000 square feet with average rents of $17.27 per square foot. About 1.8 million square feet of Class C space in 239 buildings rents at an average rate of $14.07 per square foot. The overall office vacancy rate is 4.4 percent, compared with a rate of 7.6 percent for Oklahoma City.

Hotel

At the end of 2014, Norman had 3,073 hotel rooms, with an average occupancy rate of 56.7 percent, compared with an occupancy rate of 65.2 percent for 15,555 rooms in Oklahoma City hotels. A new Expo Center is proposed to drive conferencing and business meeting demand in Norman, located near the Embassy Suites hotel built in 2008 in the University Park North district. The National Center for Employee Development, owned by the United States Postal Service and operated by Marriott, is a 964-room hotel and conference facility that is near the Griffin site. Hotel occupancy reaches 100 percent during two types of city events: University of Oklahoma home football games and youth soccer tournaments.

Conclusion

Norman appears well positioned to support new development at the Griffin Memorial Hospital site, primarily housing, retail, and office space. The following sections detail the specific development types recommended by the panel, as well as a land use and design plan that lays out a new vision for this important parcel for Norman.

Redevelopment Scenario

THE PANEL WAS ASKED TO PROPOSE a market-feasible redevelopment scenario for the 240-acre Griffin Memorial Hospital property that embodies best practices with respect to quality of life, transportation access and flexibility, energy efficiency, environmental conservation, universal design for people of all abilities, synergistic mixing of compatible uses, and sensible phasing, while at the same time envisioning a highest-and-best-use plan that serves, to the greatest extent possible, the site owner's underlying mandate to maximize the value of its land to manifest its mission of building new facilities with the land sales proceeds.

The panel received an estimate from state officials of the likely costs to build new structures in a different location to replace functionally obsolete facilities currently located on the subject property; this figure runs to $80 million, plus $20 million for buildings outside ODMHSAS's purview but currently located on the Griffin Memorial Hospital site, which would need to be relocated for the property to achieve a workable, highest-and-best-use solution. If these amounts cannot be achieved through land sales, contributions from the state, philanthropic institutions, or both may be needed to make up the difference. Assuming acceptance of the panel's recommendation that Griffin Memorial Hospital be relocated, the following sections outline the opportunities that exist for this site with a recommended phasing of development.

Development Opportunities

Because a landowner normally seeks to gain as high a return from its property as possible, any site requires considerable analysis to determine what uses are achievable, in what proportion, at what density, and over what time frame to generate a value significant enough to entice that landowner to become a seller, even if the return is less than the owner would hope for.

A view into the study site from the western edge.

Rarely is a property of this scale found within a few blocks of the commercial heart of any city, especially a developable site without significant ecological or environmental impediments. In addition, many other assets promote viable redevelopment of the study site. These include a strong commercial corridor, 12th Avenue, which is contiguous to the entire eastern boundary of the site; the nearby presence of a major hospital and the University of Oklahoma, the largest university in the state, which could provide jobs for potential new residents; extensive parkland immediately to the north, as well as smaller park parcels with water features within the property; and existing retail opportunities, including two grocery stores across the street from the site and a drugstore adjacent to the southern parcel. Other assets include the community perception that the school district and the local schools serving the site are quite good, and the fact that the city government of Norman is on sound financial footing.

One challenge of the study site, which the panel's proposal seeks to overcome, is the potential flooding from the streams that cross the site. In addition, the panel heard from various citizens that the area continues to suffer

under a negative perception created by the site's former uses; the panel hopes this perception will be turned around by its proposal.

Another pertinent issue is that the city itself is physically and psychologically broken into halves by a busy railroad track with only one nongrade crossing. This single east–west nongrade crossing is fortuitously located on Robinson Street, which borders the northern edge of the site, but the emotional and political overtones of "east Norman versus west Norman" are more concerning. The plan proposed by the panel strives to knit these two halves of the city back together.

Other objections to growth heard by the panel included the potential for increased traffic and the relatively low rents paid by apartment dwellers, students, office users, and retailers, in comparison with those of similar properties in bigger cities. The lower rents tend to reduce additional new development because they do not "pencil out" for prospective developers.

Taking into account the assets and challenges that the site presents, the first assumption of the panel's proposed redevelopment scenario is the demolition of most structures currently occupying the northern 160 acres of the Griffin Memorial Hospital site, some of which will be replaced, as appropriate, either in the southern 80 acres of the site or in other locations, such as ODMHSAS's large site a quarter-mile east of the Griffin Memorial Hospital site. The panel thought this alternative location was ideal for the construction of new Griffin Memorial Hospital facilities because it is pastoral, attractive, and spacious while still being extremely close to the other community-supporting facilities that will remain on the southern parcel of the study site.

A key component of the panel's recommendation is the relocation of the current Griffin Memorial Hospital operations to the state-owned Veterans Hospital property about one-half mile east of the study site.

Following relocation of the hospital facilities, the northern parcel of the site will become a relatively clean slate for redevelopment. A few historic buildings, such as the Edsel Ford House, the chapel, and the Administration Building, might be retained and repurposed, if the eventual developer believes their historic value outweighs the cost to remodel them.

The panel heard widely ranging estimates of value for the potential new residential and commercial zones of the property, many of which are too low to entice the landowner to redevelop or sell part or all of the property. However, the panel's charge is to recommend the best, most lucrative project possible, given the constraints of site and economic reality.

Retail Opportunities

Because the city of Norman receives the bulk of its revenue through sales taxes, targeted additional retail development takes a prime role in generating land value for the seller as well as long-term value to the city and the business community. A retail opportunities study provided by the city indicated that the following categories of retail, which the panel deems appropriate for the subject site, show the largest needs that could be met by the significant retail acreage provided in the panel's recommended master plan:

- Furniture and home furnishings stores;
- Computer and software sales;
- Cameras and photographic equipment;
- Pharmacies and drugstores;
- Cosmetics;
- Men's and children's clothing stores;
- Clothing accessory stores;

The central location of the study site presents an opportunity to link new retail to the existing retail in downtown Norman via East Main Street.

- Luggage and leather stores;
- Sporting goods;
- Musical instruments; and
- Florists.

In addition, the panel heard repeated anecdotal evidence of unmet demand for more sit-down restaurants.

Overall, the city is in need of additional grocery stores. However, the site is bordered by both Walmart and Homeland grocery stores, which limits the opportunity for grocery sales on the subject property to health-oriented or gourmet stores. Either of these types of stores would be highly desirable within Norman.

Although a Walgreens is just southeast of the study site, the potential might exist for another drugstore on the Robinson Street commercial frontage near the Norman Regional Hospital and the medical-office district proposed to service this hospital and the other medical facilities remaining on the subject site.

The proposed project will have a large village for retailers, restaurants, and bars located at the northeast corner of the northern parcel, wrapping the corner of Robinson Street and 12th Avenue. Additional ground-floor retail in the town center area will surround the plaza, topped by office and residential uses. This centerpiece of the community will be particularly conducive to sidewalk cafés and wine bars interspersed with restaurants and specialty retail.

Office Potential

The panel did not discover unmet demand for Class A office space at this time. However, because of the site's proximity to Norman Regional Hospital, new medical offices could be developed in this location. In addition, the attractive nature of the new town square area and the growth of the residential population in the project should spur at least modest demand for professional office and incubator space above the restaurants and retail.

Sufficient land is available on the northern property to create a corporate campus adjacent to the wealth of amenities the project will provide, if a company of sufficient scale can be identified and enticed to locate here. The economic development engines of the city and the business community should seize this as an opportunity to create high-value job growth.

Residential Opportunities

Because considerable large-lot, single-family development lies to the east and to the north of the study site, the panel does not feel that this should be a significant use for a redeveloped site. Denser residential typologies, such as townhouses, stacked flats, condominiums, and medium-density apartments, are the preferred approach.

The panel learned that significant multifamily rental growth is aimed at students, both on and to the east of the University of Oklahoma campus, which may lead to an oversupply of apartments of all types in the near future. The average rents paid in the city overall do not bode well for new multifamily development in the near future; however, once the amenities of the proposed project start to take shape, it will become an attractive place to live, and this quality of place will likely spur development of these denser components, in both market-rate and mixed-income configurations.

A national movement exists to provide independent and assisted-living housing for seniors close to cultural and retail amenities, and the northern parcel provides an ideal

The vacant chapel, constructed in 1927, could be retained and repurposed as an arts and culture facility.

place to locate these facilities, near new retail and arts center components. Housing for special populations could be provided within both parcels adjacent to the support services such residents may require.

Culture and the Arts

The panel heard that the preponderance of Norman's cultural facilities, such as world-class museums, theaters, and programming, are on the campus of the University of Oklahoma. Although city residents are welcome at many of these events and places, Norman and the public school district appear to lack appropriate facilities to nurture and exploit the creativity of the city's populace and its youth. The panel believes the study site is an ideal place to colocate a range of cultural amenities, both as an anchor to the site and to upgrade the city's desire to be known for its festivals, as well as other cultural offerings. The existing arts and culture cluster in downtown Norman, along Main Street, could be extended to a new arts center on the study site.

This new arts center could be composed of the following facilities:

- A live-performance indoor theater seating 500 to 1,000;
- A public plaza that could serve as the backdrop for outdoor performances and festivals;
- A black-box theater of 99 seats for dramatic and experimental productions;
- An arts school with presentation space for exhibition of local artists' and students' work;
- Offices for arts and cultural nonprofit groups; and
- Housing for local artists of all modes of expression.

These cultural facilities will likely need to be underwritten by significant private charitable giving, but the city should prime the pump for this type of iconic place making by securing a site from the eventual developer of the master plan and guaranteeing the ongoing maintenance. Renovation of the existing chapel, if structural and aesthetic repairs are deemed cost-effective, could provide an opportunity for an arts and culture facility that could be surrounded by retail uses. The panel believes this type of investment fits perfectly within the sales-tax funding mechanism proposed by the Norman Forward initiative, though other public funds may also be used to create and maintain this important range of facilities. The city's arts community needs to coalesce around this opportunity, so that it enhances the arts offerings and spaces already available rather than detracts from the burgeoning efforts in this direction.

Institutions and Hospitality Uses

When development has begun on this new proposed community, other institutions may seek to secure a site within its boundaries to serve their educational, arts, community service, and environmental purposes, because the area will likely be conducive to forwarding their respective missions.

Although the preponderance of new hotel facilities are being built along Interstate 35, demand for a smaller facility, such as an inn or boutique hotel, may occur once the amenities and anchors of the project begin to materialize. This would be a small project of 50 to 100 rooms, emphasizing the unique character of the place, rather than a limited-service chain hotel. While not a part of the early development phases, a prime location should be reserved for this type of use.

Development Phasing

The panel recommends two starting points for phasing of the northern parcel: the southwest corner of the site, adjacent to the traffic circle, and the northeastern retail parcels.

The first phase of development should take place nearest to the traffic circle and Main Street, to heighten the connection with downtown. Concomitant with this development, the city should undertake enhancement of the section of Main Street between Porter Avenue and the site. The panel noted that this section of Main Street already has a right-of-way of about 100 feet, so no property would need to be taken to provide more landscaping, a bike lane, wider sidewalks, and street parking. The panel also recommends an upzoning of the properties fronting Main Street in this section to allow business and live/work arrangements to front this important connector.

This enhanced connection is deemed critical to the success of the subject project, which aims to become the anchor on the side of downtown opposite the university. An adage in real estate is germane: "Find two traffic generators and get in the middle." Over the long term, the development of the study site and the enhancement of Main Street will serve to strengthen the existing historic core of downtown as well.

The other area that has immediate commercial viability, because of the presence of high-volume roads and an already redeveloped intersection, is the large mixed-use commercial district located on the northeastern corner of the property. The shadow-anchoring effect of the existing Walmart store should help jump-start this part of the project, which will fill the retail needs of the community.

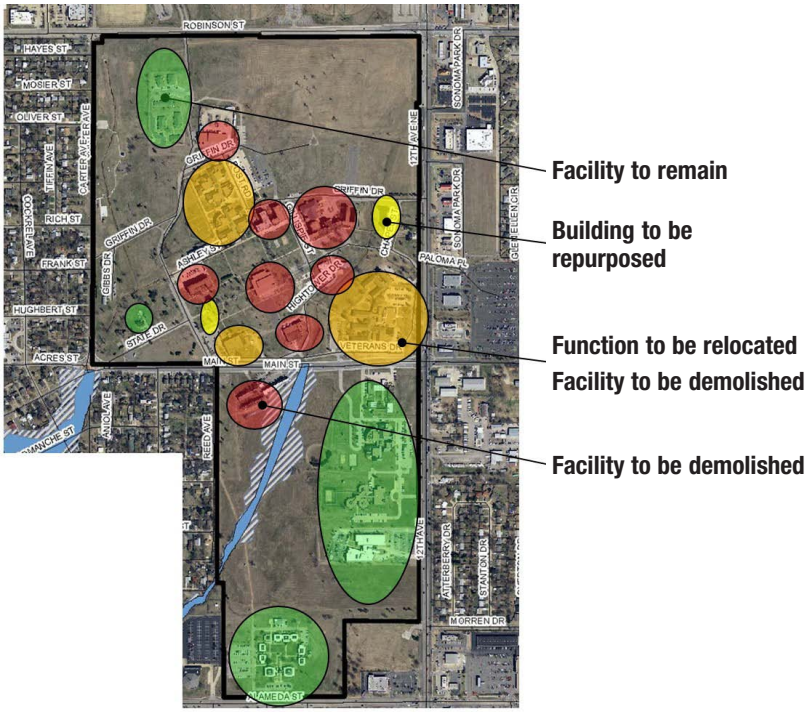
ODMHSAS should be able to sell one or more of the vacant portions of the southern 80 acres, dubbed the "Wellness Campus," to fund demolition of the defunct structures on the northern parcel and particularly to engage architectural and engineering services to design the replacement buildings to be constructed. The department should seek to divest itself of all properties in the Wellness Campus that it will not retain for the long term for its own purposes.

Planning and Design Concepts

NORMAN IS ALREADY A GREAT PLACE to live, learn, and raise a family. The Griffin Memorial Hospital site presents an unprecedented opportunity for ODMHSAS, the city, and its residents. The panel is inspired by the opportunity that the site presents for transformation and is further inspired by the interest in, commitment to, and passion for excellence and collaboration that has been expressed during extensive site visits and interviews.

The concepts proposed by the panel seek to capitalize on and expand the current livability of the city and to infuse more housing and retail options into a centrally located parcel of land. At the same time, this proposal allows ODMHSAS to improve the facilities currently located on the study site, which will improve the quality of life for patients and community members who rely on these facilities.

The panel proposed a number of changes to existing structures on the site to implement the planning and design scheme, which was driven largely by the central location of the study area.



Goals

This planning and design concept strives to achieve several goals:

- Create real estate value for the sale of the property by ODMHSAS.
- Create a beautiful and welcoming environment for mental health providers and their clients.
- Restore the Bishop Creek watershed for effective stormwater detention, and integrate the site into the city of Norman's Greenways Master Plan.
- Create an area of highest and best mixed-use development that connects to downtown and supports the needs of east Norman and downtown Norman.
- Develop an urban design concept that responds to the historic role and location of the property in Norman.

Regional Context and Site Evaluation

The location of the study site within both the city of Norman and the larger region was a critical factor in developing the planning and design concept. The Griffin Memorial Hospital site is located at the centroid between historic Norman and the newly developing East Norman community and serves as a potential bridge between these neighborhoods. The Administration Building on the site has historically been a landmark visually terminating Main Street in downtown Norman.

Twelfth Avenue, which borders the site along the eastern edge, is a state highway and an important commuter link to Oklahoma City and Tinker Air Force Base. The Griffin Memorial Hospital site itself lies astride the principal

drainage ways of the Bishop Creek watershed and is a key location for linkage and continuity of the city's proposed Greenway system from downtown through Griffin Community Park and Sutton Wilderness Park. The complex of health service providers on the site acts as an essential component of Norman's quality of life.

Urban Design Concept

When conceiving an urban design concept for the site, the panel took many factors into account, including the following:

- The highest and best use of the land within the context of the city;
- The aesthetic significance of the site;
- The historical significance of the site;
- The physical condition of the buildings and the land;
- Operational efficiency;
- Adaptability; and
- Compatibility with the existing vision plan.

Circulation and connectivity are critical to this plan. A parkway internal to the property from Robinson Street to Alameda Street will open the internal areas of the property, thereby reorienting pedestrian access to existing and proposed new facilities. The proposed parkway will also provide a link north to Griffin Community Park and Sutton Wilderness Park. A pedestrian and bicycle trail will parallel the parkway through the properties. Pedestrian overpasses are proposed at Main Street and Robinson Street for continuity of the trail and safety of pedestrians.

Connectivity with the existing East Norman neighborhoods will be achieved by drawing existing streets onto the site. Several streets on the east side of 12th Avenue are proposed to be extended into the site, where they will be received by the new parkway.

A new Wellness Campus is proposed for the southern parcel, the 80-acre site south of Main Street. The Wellness Campus focuses upon a central park, which will be open to all residents of Norman and clients of the framing health care facilities. The park features a lake surrounded by landscaped grounds with picnic facilities, trails, and children's playgrounds.

A new mixed-use community, which the panel refers to as Griffin Commons, is proposed for the northern parcel, the 160-acre site north of Main Street. Existing derelict facilities should be removed. The existing hospital should be relocated to the Veterans Hospital site located to the east of the study site and the Community Services Building relocated to the new Wellness Campus south of Main Street. These recommendations for both parcels are detailed in the following sections.

The proposed land use scheme reflects a new mixed-use community (northern parcel) and a branded Wellness Campus situated in a parklike setting (southern parcel).

A main feature of the design scheme is a central parkway and corresponding bike and pedestrian paths that create internal and external connections. This parkway would link a new park and stormwater system, consolidated health services, and new mixed-use districts.

Southern Parcel: Wellness Campus

The Wellness Campus, located between Alameda and Main Streets, comprises 80 acres of land. The proposed land use concept is to create a campus environment for the existing and relocated health care providers. Existing programs include the Leland Wolf Elementary School, an alternative school; the Childrens Recovery Center of Oklahoma; the Office of Juvenile Services' Phil Smalley Center; Cleveland County Health Department; and Central Oklahoma Community Mental Health Center. In addition, a new Food and Shelter for Friends building, planned for a small parcel on the eastern edge of the south portion of the study site, will remain. The Community Services facility is proposed to be relocated to the Wellness Campus from the northern parcel. Several additional sites have been identified for new health care facilities. About 55 acres have been assigned to existing, relocated, and new facilities on the Wellness Campus.

The distinguishing feature of the Wellness Campus is the creation of a new central park featuring a small lake. Existing facilities are expected to avail themselves of the health benefits of the new park. The proposed central park and lakes, which are part of the stormwater retention system, constitute about 25 acres of the property.

The vehicular circulation system is designed to make the interior of the property accessible. A new parkway is proposed to traverse the interior through the central park from Alameda Street to Main Street. The parkway continues northward to Robinson Street. To provide connectivity with existing neighborhoods, two existing streets, Eufaula and Apache, are drawn into the site where they are received by the new parkway.

Northern Parcel: New Mixed-Use Neighborhood

A proposed mixed-use neighborhood on the northern parcel of the study site, Griffin Commons, comprises 160 acres of land. The plan anticipates clearance of all existing deteriorated facilities (unless the Edsel Ford House, the chapel, and the Administration Building are retained for renovation), relocation of Griffin Memorial Hospital to the site of the Veterans Hospital, and relocation of the Community Services facility to the Wellness Campus south of Main Street. The land use concept comprises three principal elements: a mixed-use residential neighborhood of about 70 acres on the interior of the site, a mixed-use commercial district of about 50 acres adjacent to 12th Avenue and Robinson Street, and an expanded Frances Cate Park and other open space of about 40 acres.

The mixed-use residential neighborhood is designed to provide a range of housing types, including townhouses, flats, apartments, and single-family homes with densities

ranging from seven to 40 dwelling units per acre. The new neighborhood is embedded within the historic Norman grid, which has been extended along the Main Street axis into the site. An urban park provides visibility into the neighborhood, and a town square will provide an area for public gathering and celebration.

The mixed-use commercial district will enjoy high visibility from the 12th Avenue and Robinson Street corridors along the west and north sides of the property. Buildings are anticipated to range in height from one to five floors, with floor/area ratios ranging from 0.3 to 1.0. Three new streets are drawn into the district from 12th Avenue and Robinson Street where they are received by the proposed parkway.

A linear Greenway is proposed to traverse the entire property from Alameda Street to Rock Creek Road. The park and open-space system is expected to have a significant beneficial effect on creating real estate value for the property. Frances Cate Park, north of Main Street, will be expanded with an intensive new landscape including shade, community gardens, and a large pond. The water feature is part of the comprehensive stormwater management system proposed for the property.

Implementation Strategies

REDEVELOPMENT OF THE GRIFFIN Memorial Hospital site is complex, and implementation will take strategic planning and new partnerships. A public/private partnership will enable ODMHSAS and its partners to minimize upfront development costs, maximize value, and add necessary capacity and expertise.

Public ownership, existing uses, community perceptions, and funding challenges all must be taken into consideration: implementation will require extensive leadership, coordination, cooperation, and market support to achieve the desired success.

The panel's recommendations and design strategy lay out a build-out plan based on market realities and social responsibilities. The recommendations provide a foundation upon which ODMHSAS can further engage its commissioners, stakeholders, and partners to ensure a shared vision and general agreement on development outcomes and uses. A comprehensive, long-term approach is encouraged to maximize the site's potential and achieve desired objectives.

Guiding Principles

ODMHSAS should work with its commissioners and partners to adopt a statement of guiding principles. The creation of this statement is an important step in establishing a lens with which to view development opportunities and make decisions. The principles must endure changes in administration and staffing, providing continuity and stability to the development process. Although the panel cannot create these principles for ODMHSAS, the following thoughts are worth considering:

- Make health and well-being a priority.
- Produce a high-quality environment; set a high bar of excellence for physical design, natural beauty, and responsible stewardship.
- Allow flexibility for the long term; agree to appropriate responses to unforeseen conditions and opportunities.
- Create an inclusive, collaborative, and transparent process for making decisions and communicating with the community.

Predevelopment Responsibilities

The two major stakeholders for this site are ODMHSAS and Norman. The primary goal of ODMHSAS is to maximize value that can support its mission of providing high-quality mental health services to the local and state community. Norman's interest is to see a new community emerge that can address several current issues on the site, primarily converting an unproductive and neglected parcel to commerce, enhancing water management, generating revenue, and embodying a positive expression of Norman values. The city also has the responsibility for zoning, design, codes, public works (stormwater and transportation), and parks and recreation.

A primary predevelopment task is to execute a Memorandum of Understanding (MOU) between ODMHSAS and the city for the development of the Griffin Memorial Hospital property. This MOU should clearly identify the roles and responsibilities of each party, including staffing, financial resources, who pays for what, and milestones that need to be achieved.

As described in the previous section, the panel has recommended that development be broken into two distinct but complementary parcels: a north parcel that focuses on mixed use, including retail and residential (Griffin Commons), and a south parcel that focuses on high-quality public health, community, and professional services (Wellness Campus). An attractive water feature, trails, and a parkway wind through both parcels, thereby creating a

The vacant Hope Hall (foreground) and chapel are two of the buildings on the study site currently in disrepair. The panel recommends demolition of Hope Hall and preservation and reuse of the chapel.

sense of continuity and providing opportunities for recreation and water retention.

Many of the site's existing buildings currently suffer from deferred maintenance that signals neglect and undervaluation. ODMHSAS and its partners will benefit from taking some additional predevelopment steps that will better position the property for redevelopment and disposal.

ODMHSAS's Responsibilities

The panel recommends that ODMHSAS take the following steps:

- Build on previous work and visioning, as well as the panel's conceptual plan, to develop a master plan that includes phasing and funding strategies.
- Retain ownership of the site until a master developer has been identified and secured.
- Support the city in the creation of a redevelopment authority (RA) that leads the project from its current incarnation through completion of the development. The RA would represent all landowners and public interests and serve as a point organization for the private sector and regulatory agencies.
- Invest in site cleanup, maintenance, and enhancements that signal value. For example:
  - Work with the city and other partners to secure site preparation and mitigation funding for hazard mitigation, demolition, beautification, and Bishop Creek stormwater retention/park enhancements.
  - Implement lawn mowing, tree trimming, and entrance landscape enhancements to set a tone of change.
  - Clear the site of vacant buildings that have no future use in the redevelopment strategy.
- When appropriate, work through the RA to sell properties and transfer ownership of the properties to the master developer.

Norman's Responsibilities

The panel recommends that the city of Norman take the following steps:

- Work with ODMHSAS to create and embrace a clear set of guiding principles that drive the RA.
- Establish an RA board that can promote the ideals of both ODMHSAS and the city.
- When appropriate, authorize the RA and contribute to its operational funding.
- Craft code and zoning overlays and design guidelines to apply to the site.
- Help identify and secure funding for predevelopment site improvements that are within the purview of the city.
- Work with the RA to determine and establish funding mechanisms such as tax increment financing, special assessment districts, and a business improvement district, and boundaries.
- Work with the RA to identify and minimize roadblocks in permitting, approval, and construction.

The Redevelopment Authority's Responsibilities

The panel recommends that the new RA undertake the following:

- Develop a request for proposals that advances the goals developed by the city and ODMHSAS.

- Select a master developer or development team that is best equipped to implement the plan.
- Work to secure a financing plan that will provide for successful development and provide maximum benefit for the community.
- Negotiate with the developer to draft an agreement that addresses
  - The obligations of the developer and the RA;
  - The process for plan approval;
  - The transfer of the land title;
  - The scheduled deadlines for the beginning and completion of construction; and
  - The terms for issuance of a certificate of completion that concludes the process and certifies that the redevelopment entity has met all of its obligations under the agreement.

Other responsibilities of the RA could include the following:

- Facilitating smooth coordination with city, state, and federal agencies;
- Working with the city's retail marketing coordinator and the developer to secure appropriate retailers and services; and
- Promoting the MOUs and building relationships with contributing community assets.

Communication and Community Engagement

Typical of any community, numerous special interest groups and stakeholders have no authority over development but add to the success (or failure) of the project. For the Griffin Memorial Hospital redevelopment, these stakeholder groups include residents of the surrounding neighborhoods; nearby schools; public health entities; police and fire departments; Norman Forward initiative members; numerous community service organizations; and the University of Oklahoma. Over the course of interviews, the panel found misconceptions and preliminary conclusions that had been drawn by various interests regarding the future of the study site.

The state, city, and other leaders must recognize that these interests contribute important elements to the overall success of the development. Leadership should commit to a community engagement and communication plan that values building trust and transparency, is consistent and accessible, and provides a feedback loop for input.

The adopted strategy and mechanism should answer the following questions:

- What kinds of focus groups, workshops, and public meetings would be required for this new development?
- How often should we communicate?
- What is the best way to work with the media?
- Who speaks for the development?
- Who are the local community representatives?
- Who are the high-profile champions for the development?
- What is the role of social media, and how is it effectively used throughout the development process?
- What level of engagement can we realistically encourage?
- How do we effectively address misconceptions and misinformation about the development?
- How can we reduce stress related to the redevelopment among our partners?

The RA can use subcommittees or advisory committees and ad hoc task forces to provide inclusive engagement, communication, feedback, and expertise. This structure can also provide opportunities to knit in complementary leadership, both from within and from outside interests, and clearly communicate from trusted sources the progress and intent of the development.

Partnerships

A number of new and existing partnerships can be leveraged to support redevelopment of the Griffin Memorial Hospital site in ways that can benefit the larger community. A few recommendations are outlined below.

University of Oklahoma

One of the best opportunities for partnership in the redevelopment of the Griffin Memorial Hospital property exists among the state, the city, and the University of Oklahoma. The university has been recognized for its strong commitment to working with public and private sector partners in the state and region to support economic development through a variety of activities, including innovation and entrepreneurship, technology transfer, talent and workforce development, and community development. Redevelopment of the Griffin Memorial Hospital site has the potential to provide a unique living classroom and laboratory for many of the university's programs, including the College of Public Health, the College of Architecture, and the Institute for Quality Communities, among others.

One specific opportunity is the proposed new water management and Greenway system on the future Griffin Commons site, which could provide an exceptional, nearby laboratory for the Water Innovative Research Center, including the Corix Institute for Water and Sustainability, the Oklahoma Climatological Survey, and the Water Technologies for Emerging Regions Center.

Another best practice in this area of university leadership with quality-of-life issues is illustrated by the Centre for Sustainable Community Development at Simon Fraser University in Burnaby, British Columbia. A teaching and research unit that integrates economic, social, and environmental objectives in community development, it is based on a consideration of the relationship between economic factors and other community elements such as housing, education, the natural environment, health, accessibility, and the arts. The center has emerged as a compelling alternative to conventional approaches to development, using a participatory, holistic, and inclusive process that leads to positive, concrete changes in communities by creating employment, reducing poverty, restoring the health of the natural environment, stabilizing local economies, and increasing community control.

Norman Forward

The panel learned about the Norman Forward initiative and the group's recommendation to fund quality-of-life improvements through a proposed special sales tax initiative. According to the group's website, "Norman Forward's vision is to create a vibrant quality of life in Norman with first class cultural, recreational, athletic venues, and improved outdoor park space." Given the initiative's focus on quality of life and the site's proposed recreation and well-being features, the panel recommends that

- Norman Forward specifically include health and well-being services, trails, and water retention features (Bishop Creek), and arts and culture situated on the site within its recommendations; and
- Norman Forward and other leaders recognize the benefits that service providers bring to health and well-being of the entire community.

New Coalition of Wellness Providers

More than 20 organizations located on the site provide essential services supporting the health and well-being of the entire community. These services contribute to the quality of life and are critical to reducing demands on public services. ODMHSAS also has a vested interest in ensuring high-quality, easily accessible behavioral health services. These services allow families and individuals across the region to be self-sufficient and thrive.

The site's proposed redevelopment offers a unique opportunity for this community to participate in planning for the growing needs of the community. With this in mind, the panel recommends the following:

- Stakeholders should champion a holistic approach to health and brand the south parcel as a Wellness Campus.
- A prominent community organization, such as the United Way of Norman, should establish a task force that brings

together a coalition of wellness and critical service providers (Wellness Coalition) to develop a ten-year vision and strategic plan for the site.

- The Wellness Coalition should develop a funding analysis that defines critical elements of success and determines whether the existing facilities are the most sustainable option for the future, if development offers opportunities for increasing efficiencies, reducing costs, and strengthening connectivity.
- ODMHSAS, in partnership with the Wellness Coalition, should explore the possibility of engaging development approaches for the Wellness Campus that can take an entrepreneurial approach to their sustainability. This approach shifts ODMHSAS from a landlord to a seller. Possible approaches include the following:
  - Encouraging joint or coalition landownership;
  - Engaging a developer that specializes in service providers and using innovative financing such as new market tax credits; and
  - Incorporating real estate that could provide revenue while enhancing the Wellness Campus mission (such as medical or professional buildings).

Funding

Transforming the Griffin Memorial Hospital site to the panel's proposed redevelopment will require creative—and aggressive—funding, calling on a variety of public, private, and philanthropic tools.

The city staff initiated a comprehensive and viable list of possible funding sources (see box), which the panel has supplemented.

Possible Funding Sources for Various Aspects of Griffin Memorial Hospital Site Redevelopment

- Bond funding
- Business improvement district and/or special assessment district
- City of Norman
- Cleveland County
- Community Land Trust
- Economic Development Administration grants
- U.S. Environmental Protection Agency (administered through the state Department of Environmental Quality)
  - Brownfields
  - Environmental assessments
  - Urban stream restoration
- Federal Home Loan Bank
- Federal and state historic tax credits
- Foundation grants (local, state, and national)
- Housing Trust Fund
- U.S. Department of Housing and Urban Development
  - Section 811 and Section 202 funding
  - Community development block grants
  - HOME Investment Partnerships Program
- Low-income housing tax credits
- New market tax credits
- Norman MAPS (Metropolitan Area Projects Strategy) Project
- Oklahoma Housing Finance Authority
- Private developers, investors, and donors
- Sales taxes
- Substance Abuse and Mental Health Services Administration
- State of Oklahoma
- Tax increment financing
- University of Oklahoma

Conclusion

THE PANEL STRONGLY BELIEVES that its recommended vision for the Griffin Memorial Hospital site offers a unique opportunity to achieve multiple public benefits. These include economic, health, social, and environmental objectives that already enjoy important alignments of interest. The proposed plan combines seemingly conflicting ambitions for preserving a public health and wellness campus, creating and capturing substantial economic value through real estate development, and revealing and celebrating the unique natural water features of the site in a new destination park.

Norman has great assets: a healthy employment rate, a low cost of living, an excellent school system and the nationally recognized University of Oklahoma, intellectual capital, a growing arts community, a history of caring medical services and facilities, an involved citizenry, fiscal soundness, and more. Yet Norman has continuously been asking itself several questions: What are our shared values? Which assets are central to the community's cultural identity? How do you create a community vision that weaves these assets into a sustainable community, one in which all residents feel ownership, one that provides a legacy for the future, and one that is "uniquely Norman"?

Everyone the panel interviewed described Norman as a wonderful community in which to live and to raise a family. From the city's perspective, redevelopment of the property is about quality of life with the opportunity to create a new central park, relieve flooding in downstream neighborhoods, make the critical north–south connection to the proposed Greenway system, and, with the development of the Wellness Campus, improve the quality of health and wellness services available to all Norman residents.

Redevelopment of this site on the east side of the community, an area that has often been left behind by investment, is an extraordinary opportunity and at the same time a very challenging task. Norman is presented with a chance to strengthen and revitalize the East Main Street corridor. Norman is also presented with the chance to redevelop property with a significant collection of assets as well as add to these assets.

The panel toured the study site and surrounding area on a replica trolley bus that is part of Norman's public transit system.

Large-scale redevelopment benefits from having a premier anchor that attracts and builds synergy with other tenants. The panel believes that the maximum public benefit will be derived from the Griffin site through a proactive partnership of ODMHSAS, the city, and the university. Current market conditions make relying on private development partners to finance and implement a shared vision very challenging. Government must lead with a clear vision and must assume early financial risk to set the stage for the most publicly beneficial private market response to future redevelopment opportunities.

Implementing the panel's recommendations will require bold decisions, political will and cooperation, challenging and long-term changes, robust civic engagement, and the capacity and resources to implement the plan for a shared vision. It will mean taking on a development project far beyond anything that Norman has previously pursued.

The city, ODMHSAS, and other partners must embrace the belief that there *is* a way to accomplish this project. The public sector, the business community, nonprofits and foundations, the university, and residents must be completely on board with the new vision and must work to achieve win-win solutions to development issues.

The process must be thoughtful, wise, and based upon the understanding that each decision affects people's lives today and in the future. There is no room for egos or "who gets the credit." There is only room for great civic leadership from all sectors, seizing the opportunity, laying the groundwork, and making history for future generations.

About the Panel

Glenda E. Hood

Panel Chair
Orlando, Florida

Hood is a founding partner of triSect LLC, a strategic consulting firm focused on civic innovation serving the business, government, and independent sectors. Hood served as Florida secretary of state from 2003 to 2005 and mayor/CEO of the city of Orlando from 1992 to 2003. Before being elected Orlando's first woman mayor, she was a City Council member for 12 years and president of her own public relations business.

As mayor, Hood was a strong advocate of growth management and smart growth principles to build safe, livable neighborhoods, a revitalized downtown, and a strong local economy. Under her leadership, the city's land area grew by 50 percent, older and historic in-town neighborhoods were revitalized, compatible new mixed-use infill was constructed, the city's largest parks initiative built new parks and refurbished existing ones, unprecedented partnerships in education were established, transportation alternatives were championed, Orlando became a high-tech center and competitive world market, and the arts became a civic priority.

She spearheaded the redevelopment plan for the Orlando Naval Training Center, the most ambitious economic development project in the city's history, which has been recognized as one of the country's best examples of reuse of former government properties and a model for incorporating all elements of smart growth and civic engagement, and she has been a key adviser on domestic security and disaster preparedness for the state of Florida and federal Department of Homeland Security.

As secretary of state, Hood was responsible for the department's divisions of Administrative Services, Corporations, Cultural Affairs, Elections, Historical Resources, and Library and Information Services and was instrumental in crafting the state's Strategic Plan for Economic Development and international business initiatives.

Hood has served as president of the National League of Cities and the Florida League of Cities, and as chair of the Florida Chamber of Commerce. She is a national trustee of the Urban Land Institute, an active participant with ULI's Advisory Services panels and the Daniel Rose Center for Public Leadership, a fellow of the National Academy of Public Administration, and longstanding board member and past chair of Partners for Livable Communities. She serves on the corporate boards of SantaFe HealthCare and Baskerville-Donovan Inc. and is chair of the board of Axiom Bank as well as the Florida Gubernatorial Fellows Program and Junior Achievement Academy.

Hood received her BA in Spanish from Rollins College after studying in Costa Rica and Spain. She attended the Harvard University Kennedy School of Government Executive Program and participated in the Mayor's Urban Design Institute at the University of Virginia and the Society of International Business Fellows.

Richard Galehouse

Watertown, Massachusetts

Galehouse is a principal emeritus of Sasaki Associates in Watertown, Massachusetts. His project work, writing, and speaking have focused on new community, mixed-use, urban, and college and university planning and design. Representative project work includes the Presidio Trust Management Plan, which received a Global Award for Excellence from ULI as well as a national American Planning

Association Excellence Award; the master plan for the University of South Carolina in Columbia; the master plan for the Princeton Forrestal Center at Princeton, New Jersey; the base closing plan for the Charleston Naval Complex in North Charleston, South Carolina; and the master plan for Southwood a new community in Tallahassee, Florida. Galehouse is currently writing a book titled *The Power of the Plan: Building a University in One of America's First Planned Cities* to be published by the University of South Carolina Press.

An active ULI member for over 30 years, serving on the UDMUC and Recreation Councils, Galehouse has been a panel member for various plan analysis sessions and the ULI Awards Jury, and planner/urban designer for 11 ULI Advisory Services panels, including Treasure Island in San Francisco, California; Grand Forks, North Dakota; Hengelo in the Netherlands; New Orleans after Hurricane Katrina; and Kai Tak, Hong Kong. He has written articles for *Urban Land* magazine, including "Measurements of Community," published in June 1999, and was a contributing author for the chapter on place making in ULI's book *Transforming Suburban Business Districts*. In 2010, he wrote the chapter "The American University and City Planners of the Twenty-First Century" for the *The Plan of Chicago @ 100*, published by the Ely chapter of Lambda International.

Galehouse received a bachelor of architecture degree from the University of Notre Dame and a master's degree in city and regional planning from the Harvard University Graduate School of Design.

James Lima

New York, New York

Lima has extensive private and public sector experience in the planning and implementation of large-scale, mixed-use development throughout North America. Currently, his work includes a redevelopment feasibility plan for portions of the New York state–owned, 300-acre Creedmoor Psychiatric Center in Queens, New York; providing economic, public policy, and programming recommendations for a new $335 million flood protection initiative in Lower Manhattan; leading feasibility analysis for revenue generators in the new Water Works park to be built on the central waterfront of Minneapolis; and authoring a recently issued report, *Unlocking Penn's Potential*, calling for a Penn Station (New York City) Redevelopment and Value Capture District.

Before founding JLP+D in October 2011, Lima was a partner at the national real estate and economic advisory firm, HR&A Advisors, with a focus on affordable housing, community development, and waterfront revitalization. Before joining HR&A, he was senior director of development at the residential REIT, AvalonBay Communities Inc.

In 2003, Lima was then New York City mayor Michael Bloomberg's appointee as founding president of the Governors Island Preservation and Education Corporation, a public corporation overseeing the planning, redevelopment, and operations of the historic 172-acre former military facility in New York Harbor.

Lima also served as senior vice president for special projects at the New York City Economic Development Corporation where he led initiatives focused on growth of the city's central business districts and increasing public access to the city's waterfront, including leading the planning, public approval, and implementation of the Downtown Brooklyn Redevelopment Plan. Under the Downtown Brooklyn Plan, nearly $10.3 billion in private investment has been made in downtown Brooklyn, yielding more than 17,500 residential units, 2,215 hotel rooms, 2 million square feet of retail space, 1 million square feet of office space, and new cultural facilities. In total, more than 26 million square feet of new development has been added to downtown Brooklyn during this extraordinary eight-year period.

Previous work as assistant commissioner at the New York City Department of Housing Preservation and Development and at Forest City Ratner Companies centered around the planning and successful implementation of more than $900 million of newly constructed affordable housing and retail development throughout New York City.

Lima has taught graduate courses in real estate development at Columbia and Syracuse Universities, guest lectures frequently, and has participated in past ULI Advisory Services panel and American Institute of Architects Sustainable Design Assessment assignments.

Nancy Montoya

New Orleans, Louisiana

Montoya is the principal of TTA, a consulting group specializing in developing vibrant and sustainable communities through finance, coalition building, promoting financial ability for Americans, micro and small business development, and engaging other human and capital resources that maximize opportunity. In the past year, she was engaged by the U.S. Department of the Treasury to analyze best practices in the State Small Business Credit Initiative emerging lending program in states across the country and to colead two panels at the 2014 Annual Conference. She also worked with the Commonwealth of the Northern Mariana Islands, meeting with commonwealth leadership, financial institutions, and intermediaries to increase use of the State Small Business Credit Initiative, with outcomes that will advance job creation and economic growth. She also supported a D.C.-based nonprofit in Mississippi, advising on workforce development, policy, affordable housing, and asset-building strategies for two counties in the state. In June 2014, she contributed to a ULI Advisory Services panel exploring sustainability strategies for northern Colorado in the wake of the 2013 floods.

Montoya recently was the senior regional community development manager for the Federal Reserve Bank of Atlanta, which she joined in September 2001. Based in New Orleans, Louisiana, she covered the Gulf Coast areas of Louisiana, Mississippi, Alabama, and the Florida panhandle. Her portfolio of work included post-Katrina disaster recovery, sustainable real estate finance, neighborhood stabilization and redevelopment, foreclosure prevention and recovery, access to capital for small businesses, and strengthening alternative credit markets including community development financial institutions (CDFIs) and flexible lending products. In addition to providing expertise to community groups and financial institutions on all aspects of affordable housing, she worked to promote personal financial stability and asset growth for low-wealth adults and children, community development finance training, supporting the development and implementation of financial products that promote savings and equity, and fostering bank partnerships in her markets.

Montoya began her community development career as a volunteer board member for a Local Initiatives Support Corporation–based community development corporation in her neighborhood. Her commitment to community development grew out of this work, and in 1995 she became a community outreach director for Hibernia National Bank. In her position at Hibernia she was responsible for identifying financial service and credit needs for low- to moderate-income people in Louisiana and matching the bank's resources with those needs. She worked closely with nonprofit and faith-based organizations, universities, and government agencies to develop and execute affordable housing, small business, asset-building, and educational strategies.

In her tenure at Hibernia, she developed over $1.4 million of single-family housing throughout Louisiana; was instrumental in launching the New Orleans Community Development Fund, a CDFI designed to provide financing for blighted housing development; was a founding member of the Individual Development Account Collaborative of Louisiana, a partnership of over 50 organizations providing Individual Development Accounts throughout the state; served as past president of Neighborhood Housing Services of New Orleans and secured over $5 million in grants for affordable housing initiatives through various agencies.

Montoya holds a master's degree in public administration and a bachelor's degree in marketing from the University of New Orleans and earned a Certificate in Urban Development from the University of Pennsylvania.

John Orfield

Dallas, Texas

A graduate of Columbia University with a master of science in architecture and building design, Orfield is both product and proponent of the collaborative style that BOKA Powell exemplifies. The 40-year-old planning and design firm, based in Dallas, specializes in corporate and commercial office, higher education design, hospitality, urban living, and health care architecture. A Leadership in Energy and Environmental Design (LEED)–accredited professional, Orfield is an expert in urban planning and sustainability. His 35 years of design experience spans landmark corporate, academic, hospitality, and urban living projects across the United States and Mexico.

Growing up in an artistically inclined family, Orfield developed an interest in exploring the kinship between architecture, film, and dance—art forms he sees as related in their portrayal of human experience moving through space and time. He has sought out collaborative environments or created them on the spot in design firms and universities from New York to Indianapolis to Mexico City. Orfield considers every project a partnership, not only between the architect and the client, but also with the site itself. He sees this contextual approach as one reason why there is no recognizable BOKA Powell "style"—only spaces that benefit their surroundings as the result of a very intentional design process.

Orfield's recent projects include Southwest Airlines' 500,000-square-foot Training and Operations Support Center at Dallas's Love Field; the Texas A&M West Campus student housing complex, designed to accommodate 4,000 students in College Station, Texas; the Venue at the Ballpark, a 241-unit apartment complex overlooking the Birmingham Barons ballpark; Hotel Ajax, a boutique hotel and condominium project in Telluride, Colorado; the 150,000-square-foot Alliance Town Center Office North for Hillwood; and multiple corporate and commercial office projects for Cawley Partners, including the new headquarters for the American College of Emergency Physicians in Irving, Texas. Orfield's higher education portfolio includes more than 4 million square feet of university architecture, including student housing and academic buildings. He has also designed corporate headquarters campuses for Accor, Daimler Chrysler, Mercedes-Benz, and Computer Associates. While a vice president at Browning Day Mullins Dierdorf Inc., Orfield completed the iconic 400,000-square-foot Eli Lilly Corporate Center in downtown Indianapolis.

In 1996, Orfield joined Dallas-based architecture and planning firm HaldemanPowell+Partners, now known as BOKA Powell. Orfield became a partner and owner in the practice in 1999. Earlier, Orfield was a vice president at Indianapolis-based Browning Day Mullins Dierdorf Inc. from 1988 to 1994. He worked in numerous architectural intern positions in Houston; New Haven, Connecticut; and New York City, including an undergraduate internship with Mitchell Giurgola. Orfield earned a master of science in architecture and building design from Columbia University in 1987. He earned his BA in architecture and a bachelor of architecture from Rice University in Houston in 1980 and 1982, respectively.

A lifelong educator, Orfield was a member of the faculty of the University of Houston, College of Architecture, from 1984 to 1986, where he earned the Excellence in Teaching award. He also held an appointment as a visiting professor at the Universidad de las Americas in Puebla, Mexico, from 1994 to 1995.

Zane Segal

Houston, Texas

Segal is a developer, landowner, marketing consultant, and licensed real estate broker. He is knowledgeable about commercial, residential, hospitality, transit-oriented, and mixed-use properties in historic, urban, suburban, and resort areas. He has 37 years of experience in venture management, construction, project development, and brokerage on a range of property types including investment land, development sites, custom homes, townhouses, condominiums, apartments, hotels, retail centers, office

buildings, subdivisions, and sports facilities, as well as master-planned projects incorporating several uses.

For his own account, Segal is currently developing two single-family subdivisions with 250 lots and a Sun Club and Resort, and he is joint venturing a mixed-use, urban density, suburban project with 350 loft units above 14,500 square feet of retail and restaurants. He has been a principal/managing venturer for significant properties in Houston's center city and in suburban areas to the west, northeast, and southeast of the city core. He has brokered many multifamily, single-family, investment, and commercial sites and arranged financing for a major resort.

At its 2008 Fall Meeting, the Urban Land Institute conferred upon him the Robert M. O'Donnell Award for outstanding contributions to the success of its Advisory Services program. He has chaired five and served on 11 additional national ULI Advisory Services panels, as well as chairing ULI Houston's first two technical assistance panels and participating on others. Segal served on the ULI Houston Board for eight years, as vice chairman of Membership and of Advisory Services. Having participated on the committees of the first three ULI Houston Urban Marketplaces, he also instigated and led its initial Suburban Marketplace, the first such conference held by any ULI district council.

He served on the Houston Planning Commission's Mixed-Use/Transit-Oriented Demand Committee, chaired its task force on urbanizing the suburbs, and engaged in numerous other community visioning and planning efforts. Segal has often spoken, written for publication, and been quoted by the media on real estate, development, urbanity, and the arts.

Segal received a bachelor of science in humanities with a minor in visual design from the Massachusetts Institute of Technology and a master of fine arts in cinema from the University of Southern California. He has studied graduate-level architecture and planning at the University of Houston and was initially licensed in Texas as a real estate agent in 1982 and as a broker in 1998.

Tamara Zahn

Indianapolis, Indiana

Zahn is president of Zahn Associates, specializing in building stronger communities. She has nearly 40 years of urban and community development experience. Zahn recently retired as founding president of Indianapolis Downtown Inc. (IDI), a not-for-profit organization strategically focused on developing, managing, and marketing Downtown Indianapolis since its formation in 1993. She was instrumental in the revitalization of Downtown Indianapolis. During her tenure, nearly $8 billion of development was completed, and IDI designed and implemented a number of innovative economic/cultural development, security, parking, place making, and marketing programs. She was involved in developing and managing Indianapolis's cultural districts and the Cultural Trail.

Before IDI, Zahn consulted in cities throughout the United States. Clients included Simon Property Group, the Rouse Company's American City Corporation, and the New York Port Authority.

Currently, Zahn is fellowship coordinator for Indianapolis's Plan 2020. She serves on a number of boards, including the Indianapolis Cultural Trail / Pacers Bikeshare and is past chair of International Downtown Association. She has served on the Host Committees for NFL Super Bowl 2012, NCAA Final Fours, and other major events. She was recognized as one of the first 40 under 40, Most Influential Women, and Downtown Champion in Indianapolis. Zahn is the recipient of marketing and leadership awards from the International Downtown Association, the International Council of Shopping Centers, and numerous civic organizations. She was an Olympic torch bearer in honor of her efforts to revitalize Indianapolis Downtown and Holliday Park. Zahn graduated summa cum laude with a degree in real estate from Indiana University.

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