



NORMAN 2025 LAND USE AND TRANSPORTATION PLAN

Implementation Techniques
Technical Memorandum
October 15, 2004

C L A R I O N

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Introduction

The long-term success of the Norman 2025 Land Use and Transportation Plan rests largely on the techniques and programs selected by the City to implement the Plan. A significant amount of work has been completed that sets forth Norman's anticipated demand and land absorption needs for new residential, commercial, industrial, recreational and educational land uses through the year 2025 (Land Demand Technical Memorandum). Likewise, information has been collected that provides the City with an assessment of the vacant land areas' capacity to accommodate additional growth both from a land use and an environmental perspective (Development Capacity Technical Memorandum). In addition, the planning team and Norman Future Committee have reviewed the Norman 2020 Land Use and Transportation Plan, and recommended a number of land use changes to reflect both current and changing conditions. These two memorandums, coupled with the recommended land use and transportation changes, established the framework for the Norman 2025 Land Use and Transportation Plan. The purpose of the Land Use Plan Implementation Technical Memorandum is to provide a description and framework of potentially suitable techniques for implementing the City of Norman's Land Use Plan.

This Land Use Plan Implementation Technical Memorandum provides an assessment of various land use implementation techniques or programs grouped into three major categories: Regulatory Techniques, Public Facilities Financing Techniques, and Miscellaneous Implementation Techniques. Each of these techniques or programs should be considered by the City of Norman as possible approaches for implementing the Norman 2025 Land Use and Transportation Plan. The specific techniques or programs discussed are:

Regulatory Techniques

Urban Development and Protection

- Core area protection regulations
- Mixed-use development

Rural Protection

- Country Residential Preservation Standards
- Floodplain protection zoning
- Cluster development standards
- Northern separator area overlay zoning

Quality Development Standards

- Multifamily and commercial design standards
- Natural resource protection standards

Public Facilities Financing Techniques

- Wastewater Plant Investment Fees/Excise Tax
- Water and Sewer Utility Payback Fees
- Arterial Road Improvement Recoupment Program
- Improvement Districts
- Rural Cost of Growth Analysis

Miscellaneous Implementation Techniques

- Neighborhood Planning Program
- CBD Enhancement Programs
- Greenbelt/Greenway Programs

This memorandum provides a discussion of the geographical applicability of each implementation technique, the Plan policies related to each program or technique, a description of each of the techniques or programs listed above, its purpose, an implementation strategy, adoption procedures, administrative requirements, and the advantages and disadvantages to be considered with each.

It should be noted that no one single program or technique will implement the Plan; nor will all programs be feasible at the time of initial adoption of the Plan. It is the combined effect of the various methods that must work together over time to achieve the desired results. Each should be evaluated within the overall implementation framework.

Norman Growth Areas

The NORMAN 2020 Land Use and Transportation Plan identified a series of four growth areas, based on the Plan's emphasis on environmental suitability as well as identification of areas suitable to accommodate urban levels of development. The growth areas distinguish the capabilities of portions of the City for development, based on character, density, and level of appropriate public facilities and services. The growth area designations continue to be an important element of the NORMAN 2025 Land Use and Transportation Plan, serving as the organizing element for the land uses contained on the Plan map. The four growth areas are:

- **Current Urban Service Area**
- **Future Urban Service Area**
- **Suburban Residential Area**
- **Country Residential Area**

The following discussion illustrates how the respective implementation techniques can be applied to the four growth areas of the Norman 2025 Plan (See Figure 1, *Growth Areas Map*).

Current Urban Service Area

The "Current Urban Service Area" consists of the urban areas currently sewerred or are sewerable by gravity flow, as well as those areas served by existing lift stations or currently designed to be accommodated by them. It is a central policy of the Plan that the areas currently served by sanitary sewers have the highest priority for new growth and development. This would promote the most orderly and efficient land use patterns.

In order to accomplish the policy of encouraging development in the existing sewer service area as a priority, it will be necessary to reserve sewer capacity either as it exists now or as it is expanded through improvements to the sewer system. It will also be important that this area develop at urban densities that are appropriate for sewer expansion and that the costs of the required infrastructure expansion are shared by the development community. Otherwise, community investments in infrastructure are not efficiently utilized, and may result in sprawling development patterns. Therefore, development proposals for lower density than called for in the Plan for either the CUSA or FUSA will require a Plan Amendment. Similarly, it is recommended that the present policy that allows lower residential densities to be "pyramided" in to higher density zoning districts should be eliminated. These two actions would serve to preserve the maximum development density in the urban areas.

In addition to development in newly emerging "Greenfield" areas of the City, the Plan encourages infill and redevelopment in appropriate locations in the Current Urban Service Area. This Implementation Memorandum includes several recommended tools to help achieve this goal, including a Neighborhood Planning Program and Core Area Protection Regulations.

Applicable tools to accomplish these and other related policies include:

- Overlay and other Zoning Amendments
- Mixed-Use Development
- Multifamily and Commercial Design Standards
- Core Area Protection Regulations
- Improvement Districts
- Arterial Road Improvement Recoupment Program
- Water and Sewer Utility Payback Program
- Wastewater Plant Investment Fee/Excise Tax
- Neighborhood Planning
- Central Business District Enhancement Programs

Note: Each of these techniques is discussed later in the memorandum.

Future Urban Service Area

In addition to the urban development recommended in the Current Urban Service Area, there are four general areas where urban land uses are recommended in the longer range (10 to 20 years). These areas comprise the "Future Urban Service Area" and are presently outside the existing sanitary sewer service area (see Growth Areas Map). Generally these include:

- An area recommended primarily for residential uses with supporting mixed-use and commercial uses to the northwest of the urban area;
- An area recommended primarily for industrial and residential uses to the northeast of the University Research Park area;
- An area recommended primarily for residential use to the east of the urban area generally between Alameda Street and State Highway 9; and
- An area recommended for a combination of low-density residential and mixed-use to the south of State Highway 9.

The City recognizes that due to infrastructure requirements, not all portions of the four new urban service areas will likely be able to develop at urban densities in the near future. This raises the concern about the ability to prevent development at less than urban densities from occurring in those areas in the interim.

In order to ensure that development at less than urban densities does not occur in these areas, it is recommended that City Council enforce a policy that does not allow for these areas to be rezoned to Residential Estate, and that they remain subject to the A-2 zoning regulations until such time as there are adequate public facilities, particularly sanitary sewer, to serve these areas. The cluster development option would be available subject to certain limitations geared to ensuring that future urban level density development is not thwarted.

Applicable tools to accomplish all of the above policies might include:

- Overlay Zoning
- Mixed-Use Development
- Cluster Development Standards
- Improvement Districts
- Arterial Road Improvement Recoupment Program
- Water and Sewer Utility Payback Program
- Wastewater Plant Investment Fee/Excise Tax

Suburban Residential Area

The "Suburban Residential Area" generally consists of areas that are suitable for development from an environmental standpoint, but are not planned for sanitary sewer service within the short or long term. Therefore, the Plan designates this area be

developed at suburban densities of one unit per two acres, equivalent to "Residential Estates" densities in the current zoning code.

It is important for the City to maintain the rural nature of this area and to be explicit as to the limited infrastructure that the City will provide. Also, some of the proposed greenway is located in this area. The use of clustering as a way to encourage preservation of open space is also an option in this area.

Applicable tools to accomplish these policies might include:

- Cluster Development Standards
- Natural Resource Protection Standards
- Greenbelt/Greenway Program
- Improvement Districts
- Arterial Road Improvement Recoupment Program
- Water Utility Payback Program

Country Residential Area

The "Country Residential Area" encompasses those portions of Norman that are primarily over the Garber-Wellington aquifer and the floodplains of the Little River and South Canadian River. These areas generally have low suitability for urban densities because of flooding, poor soils, slopes, sensitivity to contamination of the watershed and water recharge areas, as well as wildlife habitats. This area is therefore planned to develop at very low gross densities of one unit per ten acres. For those areas lying within the floodplain in the Ten Mile Flats area, the recommended density is one unit per twenty acres with additional restrictions on land disturbance beyond that required for a residence and accessory buildings (exceptions would be made for existing legal lots of less than 20 acres.) In the Little River watershed and other tributaries of Lake Thunderbird, no development at all would be allowed in the floodplain; permissible densities would be required to be "shifted" out of the floodplain to more buildable upland sites on a parcel (with exceptions for parcels entirely within the floodplain). The "shifted" density could be clustered on smaller lots within the area to preserve more open space in contiguous blocks.

Other implementation techniques are available to preserve the rural nature of the Country Residential Area. The first would be to continue the existing City Council policy of prohibiting Residential Estate zoning in this area. Second, clustering would remain voluntary, but the process would be streamlined to create an incentive to use this tool rather than the typical subdivision. Finally, new natural resource protection standards would be considered for wetlands and other sensitive areas and to replace trees lost during the development process.

A significant issue that should be addressed in the Country Residential Area is the cost differential between development in the urban area and the rural area. While service delivery and maintenance costs are higher in the rural area for certain facilities and

services (such as roads and solid waste disposal), the City does not currently have any mechanisms to address this cost differential, and in fact development costs are lower in the rural area. In reality, due to higher development costs in the urban area, the City's current development standards and fees may artificially induce pressure for growth in the rural area due to lower development costs in the rural areas of the City. This issue will require further study in order to determine the extent of cost differential and identify potential solutions.

Applicable implementation techniques for this area include:

- Country Residential Preservation Standards
- Floodplain Protection Zoning
- Cluster Development Standards
- Northern Area Separator Overlay Zoning
- Natural Resource Protection Standards
- Rural Cost of Growth Analysis
- Greenbelt/Greenway Program

Regulatory Techniques

The following is a summary of the zoning and other regulatory techniques most applicable to implementation of this plan. Many of these are related and mutually supportive. In the short and mid term, it is important that a number of techniques be adopted as soon as possible to accomplish high priority Land Use and Transportation Plan objectives—for example, changes to existing floodplain zoning regulations to protect open space and drafting of community separator development standards. However, in the longer run, Norman should consider comprehensive revisions to the city's zoning and subdivision codes. Experience in many other communities demonstrates that continued incremental, piecemeal amendments to these codes will likely lead to inconsistencies and potential conflicts among code provisions and standards. Therefore, after addressing the high-priority items identified in the Plan, the City should consider undertaking a broad diagnostic review of the entire zoning and subdivision codes that goes beyond the issues addressed in this document. Other procedural and substantive shortcomings should be identified, and then comprehensive revisions made to the development codes, including the others noted here.

This section is organized into three general categories of techniques:

- *Urban Development and Protection*
- *Rural Protection*
- *Quality Development*

Urban Development and Protection

Core Area Protection Regulations

Description

The urban area and its core of the city contains the bulk of its population and businesses, as well as the majority of its civic, educational, medical, and cultural institutions. The fact that the urban area is largely developed does not mean that it no longer needs planning attention; in fact, it has uniquely challenging planning issues. The planning issues in the existing urbanized area are clearly different from those faced in newly developed areas, focusing more on preservation, revitalization, redevelopment, and infill development, but they are no less important.

The 2025 Plan identifies several key topics such as parking, building demolitions, and land use conflicts that need to be addressed to allow the city core to continue to evolve and prosper while protecting existing residents and their neighborhoods.

Purpose

The purpose of the core area tailored regulations is to more specifically address the issue of land-use conflicts and to reduce the impacts of new development on neighborhoods. The focus of new development will be on parking and building demolitions. Tailoring regulations to address these issues will promote the stability of those areas while allowing the core area to continue to redevelop and evolve.

Implementation Strategy

New regulations should be drafted to amend the zoning ordinance with regard to parking requirements and demolition of residential buildings. These regulations would probably be applied in specific areas, perhaps through overlay district regulations.

Parking Regulations—The preferred direction for the plan recommends stricter regulations of parking to limit impacts on the neighborhoods in the core area. Some of the approaches that could be codified include requiring that parking be restricted to areas adjacent to an alley or in the rear of a property (unless no other feasible alternatives exist); requiring that all parking areas be screened and set back from residential properties; limiting the total amount to 65 percent of the total lot area that can be utilized for pavement, buildings, and other hard surface areas on a lot used for residential purposes; and requiring that all parking areas be paved and constructed in accordance with city standards.

Controls on Demolition of Buildings—A second direction for plan implementation is to strengthen controls on the demolition of buildings in selected core area neighborhoods. In recent years, a common concern in Norman is that the edges of neighborhoods are constantly “eroding” through the demolition of residential structures and their replacement, in some instances with surface parking lots, or with commercial or institutional buildings. One approach is to strengthen the city’s regulations to require, as part of an overlay zoning district standard, that prior to

issuance of a demolition permit, the landowner identify a permitted use of the property after demolition. No demolition permit would be issued until plans for that use/replacement building at the same height, intensity, and style of the surrounding community were approved. This requirement could be strengthened by requiring some form of financial assurance to ensure that the planned improvements took place as approved or mitigating landscaping installed. Additionally, any demolition permit approval would be conditioned by a prohibition on parking as a principal use on the site after demolition.

Land-use Conflict Controls, Mitigation, and Regulations – A third direction for plan implementation is to strengthen controls, provide for mitigation techniques, and develop and enforce regulations to address land-use conflicts. Land-use conflicts in the core area include, but are not limited to, those most commonly acknowledged such as those from adjacent different zoning categories. In the core area a common problem is the use of single-family housing as student housing in predominately stable single-family areas. Problems resulting from student housing of this type are similar or the same as those resulting from multi-family housing adjacent to single-family housing including increased traffic, parking problems, noise, and trash. Clarification and strengthening of the zoning ordinance, including definitions is one approach to dealing with this issue. Additional language that would include mitigation guidelines could also be incorporated into the zoning ordinance.

Other regulations regarding health and safety and property maintenance could be strengthened and more strictly enforced. One approach is the addition of an ordinance defining “nuisance properties” that would allow the city to monitor violations of a broad range of ordinance provisions. Repeat violations as defined by the ordinance could lead to designation of a property as a “nuisance property,” and severe penalties to both the residents and the property owners could result. A rental inspection and landlord licensing program would be another intensive method of controlling impacts of student housing in single-family neighborhoods. Such a program could also offer better assurance of safe rental housing, and would provide the city with information that would be useful in regard to nuisance property.

Adoption

Adoption of additional core area development standards and creation of an overlay zone district would follow the normal process for amending the Zoning Ordinance.

Administration

Administration of core area protection standards would typically be undertaken by staff in the normal course of development review just like any other development standard (e.g., building height and setbacks). The review would be conducted administratively based on clear standards without the requirement of a public hearing beyond any currently required. The land use conflict provisions would also require considerable involvement from Code Compliance staff.

Advantages

- Targeted neighborhood protection standards are a proven method of improving the quality of new development and in dealing with ongoing land use conflicts while contributing to neighborhood stability and character preservation.
- Clear standards can reduce the uncertainty of having to negotiate with neighbors over every infill or redevelopment project.

Disadvantages

- More standards may be perceived as adding burdensome requirements to the development review process.
- Prospective developers and some landowners in the core area may feel they are being singled out for tougher regulatory treatment.
- Additional costs to city for staffing of more intensive programs such as rental inspection, landlord licensing, and increased enforcement of existing regulations.

Mixed-Use Development

Description

Mixed-Use Development (MU) is intended to create an environment for well-planned, mutually supportive uses containing a mixture of different densities and types of residential uses and supporting areas for office-based employment, retail activities and institutional uses planned and designed according to a unified, cohesive master plan for the area. Mixed-use development can occur in two primary configurations – *Vertical Mixed-Use* or *Horizontal Mixed-Use*. Vertical mixed-use refers to the integration of two or more land use types within a building, occurring on different floors. An example would be a mixed-use building with retail shops on the ground floor, and offices and/or housing on the floors above. Horizontal mixed-use refers to a pattern where several types of uses or buildings were included as part of a cohesive development in proximity to each other – but each building would contain its own separate use. An example would be a development site that might include an area of multi-family housing, a professional office building, and a retail center. They would be designed as a set of coordinated uses, with common parking areas, good pedestrian connections, and perhaps similar design features, but would contain separate uses in each building. Since mixed-use development provides for a flexible approach to development, it must be uniquely tailored to each site – there is no “one size fits all” approach.

To facilitate mixed-use development, which can be challenging when compared to typical stand-alone commercial or residential projects, an increasing number of cities are adopting specially tailored mixed-use development districts or standards in their zoning ordinance. These special standards often provide regulatory incentives (such as reduced parking requirements and customized landscaping provisions) as well as design and other requirements.

Purpose

The purpose of mixed-use development regulations is two-fold: (1) remove processing and other regulatory roadblocks to mixed-use development; and (2) impose development and other standards to ensure that the mixed-use project actually has a solid mix of uses and is compatible with any nearby neighborhoods. The Norman 2025 plan specifically identifies several areas for mixed-use development such as the parcels between 36th Avenue NW and Interstate 35 and the area east of Highway 77/Classen Boulevard and bisected by 24th Avenue SE. They have been identified in the NORMAN 2025 Land Use and Transportation Plan as *Special Planning Areas*, and would be developed as planned unit developments as described below.

Implementation Strategy

The City should consider utilizing the planned unit development process to encourage mixed-use development. Based on experience in other jurisdictions with mixed-use developments, the City would expect to modify a number of existing zoning standards through the PUD process as appropriate to implement the goals in these special planning areas, including:

- *Parking*—parking regulations are often modified to reflect the fact that mixed-use developments generate less traffic and demand for parking spaces. Credit is often given for on-street parking near a use.
- *Landscaping and buffering*—suburban-style landscaping and buffering requirements that encourage separation of uses may not be appropriate in more compact, denser mixed-use developments. However, special transition standards may be necessary to protect adjacent, lower-density residential developments.
- *Mix of uses*—to ensure that plan goals are met for an area, a minimum mix of uses within a planned unit development might be applied (for example, at least 2 types of uses such as residential and commercial and no one use constituting more than 75% of the overall mix).

Additionally, guiding principles for mixed-use PUDs would be adopted to be in accord with the applicable special area planning policies and required development conditions contained in the Land Use and Transportation Plan.

Adoption

Adoption of a mixed-use PUD or amendments to the existing PUD provisions would follow normal zoning ordinance procedures.

Administration

Administration of the PUD provisions and mixed-use standards would take place in the normal course of development review.

Advantages

- Regulatory incentives such as tailored parking regulations and streamlined review procedures can help jump-start mixed-use developments.
- Quality mixed-use developments can create lively places while reducing traffic.

Disadvantages

- Additional standards for mixed-use developments applied through the PUD process (such as additional buffering requirements) may be perceived as adding additional burdensome requirements to the development review process.
- Requiring a specified mix of uses may create a disincentive for mixed-use development and favor single-purpose projects.

Rural Protection

Country Residential Preservation Standards

Description

"Country Residential Preservation" involves activities for protecting the rural and environmentally sensitive nature of the Country Residential Area. It has been a continuing activity in the City for a number of years. The most important protective technique is to continue the City's existing policy of not allowing traditional Residential Estate Zoning (1 unit/2 acres) in the Country Residential Area.

Purposes

By limiting densities, this approach would better control surface run-off into Lake Thunderbird; would protect the Garber-Wellington aquifer recharge area; would reduce the opportunity for residential development to occur on lands that are marginally suitable for development because of their slopes and soil condition; and would reduce the demand for urban-level services in an area of the City that is primarily rural in nature.

Implementation Strategy

City Council has already adopted a policy that restricts development to one unit per ten acres in the area east of the western boundary of the Garber Sandstone formation (the primary recharge area of the Garber-Wellington Aquifer.) The policy prohibits Residential Estate zoning from the area east of this line. Additional provisions would include:

- Encouraging cluster development to maintain maximum open space,
- Modification of the A-2 zone district to increase the minimum lot size to 20 acres in the Ten Mile Flats area,
- Modification of the Floodplain Overlay District regulations to require the shifting of density out of the 100-year floodplain in the Little River/Lake Thunderbird tributaries, and
- Establishment of a minimum setback of 400 feet from Indian Hill Road in the northern community separator area (See discussion under Northern Community Separator Section.).

Administration

Administration of cluster development standards and new A-2 and Floodplain Overlay District regulations would be similar to existing administration of those districts and standards.

Advantages

- Would preserve a rural pattern of development that is more compatible with the character of the Country Residential Area.
- Would reduce the intensity of development and therefore the amount of potential pollution in the primary watershed of Lake Thunderbird and recharge area of Garber-Wellington aquifer.
- Lower densities would be consistent with the road network and with land economics for these rural areas.
- Would reduce densities in areas where soils and slopes are less suitable for development.

Disadvantage

- Reduced densities in Country Residential Areas and additional overlay zoning regulations may generate landowner opposition.

Overlay Zoning

Description

Overlay zoning is a mapped zone that imposes a set of requirements and a review process over existing zoning districts. When an overlay zone is put into place it acts as a second layer of zoning to accomplish a specific purpose while maintaining the existing underlying zoning regulations. Overlay zoning is particularly useful where there are specific circumstances unique to certain geographically defined areas, but where wholesale changes to the existing zoning are unnecessary. Similarly, where a particular resource or planning area encompasses several zone districts, overlay zoning can avoid complicated, piecemeal amendments to multiple districts. Such has been the case in the use of overlay zoning in the flood prone areas of the City. Overlay zoning also provides a way to add standards for development in addition to those established by the underlying zoning. This has been the case with the City's Historic District Overlay. The use of overlay zoning can also avoid complicated zoning map revisions and text amendments to other regulations. In some instances overlay zones may modify the existing zoning district requirements. Overlay zoning can be a useful vehicle to accomplish many goals in the 2025 Plan.

Purpose

The purpose of overlay zoning is to provide an additional zoning tool to provide both flexibility and additional criteria for development in order to accomplish the policies of the NORMAN 2025 Land Use and Transportation Plan. The City is already utilizing overlay zoning in flood prone and historic areas of the City as well as around the airport to address building height restrictions. The 2025 Plan envisions the expanded use of

overlay zoning in the Ten Mile/Little River Floodplain areas, in the Northern Separator area and to control demolition of buildings in the core area

Implementation Strategy

Overlay districts might be appropriate to address several goals in the plan. First, in the Northern Separator Area, while existing A-2 zoning would stay in place, overlay district regulations would be drafted for this area to require mandatory shifting of density out of floodplains and establishing a minimum setback of 400 feet from Indian Hill Road. Overlay zoning might also be used in the core area to protect existing neighborhoods from adverse impacts (See Urban and Development Protection section of this memo.)

Adoption

Adoption of additional overlay zoning districts would follow the normal process for amending the Zoning Ordinance.

Administration

Administration of an overlay zone is similar in scope to that associated with a planned unit development or other special zoning district. The general purposes for which overlay zones may be adopted should be enumerated within the Zoning Ordinance, i.e., protection of environmentally sensitive areas or areas of high public investment; protection of areas of unique architecture or historic resources; or other legitimate public objectives. In addition, the purpose of each overlay zone should be clearly enumerated and the standards for development review should be tailored to fit the circumstances and objectives associated with each overlay zone. The boundaries of the overlay district would be carefully delineated, and the ordinance would make clear that the overlay standards took precedence over the underlying zone district regulations in case of conflict. Once the overlay zones are in place, it is a fairly mechanical process for staff to review development applications for consideration by the Planning Commission.

Advantages

- Overlay zones can provide additional flexibility and protection without radical revisions to the zoning ordinance.
- Standards can be custom designed for particular geographic areas of the City to accomplish a wide range of objectives.
- Overlay zones are a proven technique to accomplish specific objectives.

Disadvantages

- Overlay zones can be perceived as an additional layer of bureaucracy if they are not properly presented and administered.
- If applicable over a wide geographic area involving many zone districts, administration can become complicated for staff.
- Landowners may resist additional regulations in overlay districts.

Floodplain Protection Zoning

Description

Floodplain zoning is an important subset of Overlay Zoning as described in the preceding section. The treatment of floodplains is challenging throughout the U.S. The problem occurs when privately owned properties are located in areas designated by the Federal Emergency Management Agency (FEMA) as either floodplains or floodways. That designation makes it difficult or impossible to obtain flood insurance unless development is designed to minimize the likelihood of damage from floods. A related problem is that even well-designed development in floodplains can increase the risks to properties downstream – both through their interference with the passage of floodwaters and through the increased likelihood of flood-born debris if the upstream structure is destroyed. Essentially, local governments have three options to address these issues – buy out the private lands in the floodplain, adopt regulations keeping development out of the floodplains, or adopt regulations restricting where and how development can occur in floodplains.

Large areas within Norman—primarily in the Little River and South Canadian River watersheds—are within floodplains. The City currently uses the third option noted above—through overlay regulations it allows some low-density development in floodplains subject to regulations regarding how structures must be built.

Purpose

The purpose of revised floodplain overlay zoning will be to better protect residents and structures against flood damage, avoid loss of life and property downstream, and to preserve floodplain areas for the open space and natural habitat values.

Implementation Strategy

The 2025 Plan recommends additional steps to protect against incompatible floodplain development based on large-lot zoning and further limitations to minimize land disturbance within the floodplain. Because of the physical differences in the city's two primary watersheds, the implementation strategy has two main prongs:

Little River and Other Tributaries of Lake Thunderbird — In order to protect the integrity of the Little River watershed, no development would be allowed in the floodplain. This would necessitate an amendment to the existing floodplain overlay zone district that would require that building sites be located on upland portions of property that are outside of the floodplain area. For example, if a 10-acre parcel of land adjacent to the Little River contained 7 acres that is within the floodplain and 3 acres that was outside of the floodplain, the property owner would be required to site their home on the portion of the property that was not located in the floodplain. In effect, allowable densities would be shifted outside the floodplain; overall densities permitted on the parcel would remain the same.

For larger parcels of land, the density that would be allocated to areas located in the floodplain would be shifted to areas on a piece of property that is not located in the

floodplain. In order to maintain the density allowed by the base zoning, smaller lots would be permitted in a clustered pattern (2 acres minimum, in order to still provide for on-site well and septic systems), on the upland portions of the site. For example, if a 40-acre parcel of land that could be divided into four ten-acre building sites contained 30 acres within the floodplain and 10 acres outside of the floodplain, the property owner would be required to cluster the four building sites on the 10 acres of land outside of the floodplain, with each of the four lots at a minimum of 2 acres. The residual lands would be protected from further development, whether individually owned, owned in common by a property owners association, or otherwise permanently protected.

In order to protect the rights of existing property owners, the amended provisions would include an exception for existing legal parcels of record that did not contain any buildable area outside of the floodplain. Those parcels could be built upon in compliance with existing floodplain construction regulations.

In addition to these density shifting provisions, the floodplain overlay regulations would be amended to prohibit any modifications to the existing 100-year floodplain, other than those required to accommodate the footprint of any home or accessory building to be located on a parcel.

Ten Mile Flats Area – The Ten Mile Flats area is unique, since virtually all of the land within its boundary is within the 100-year floodplain of the Ten Mile Creek/ South Canadian River (see Figure 2: *Ten Mile Flats Area*). This means that the “density shifting” approaches described above for the Little River and its tributaries feeding into Lake Thunderbird would not be practical to address development restrictions in the Ten Mile Flats area. However, the input to date has reflected a belief that the Ten Mile Flats area needs increased protection from impacts of development in the floodplain not only from the standpoint of the health and safety of its residents, but also for its unique rural/agricultural character. In order to protect the integrity of this area, the city would amend the existing A-2 zone district density limits to increase the minimum lot size to 20 acres per dwelling unit from the existing 10 acres/unit for all A-2 land located in the Ten Mile Flats Area (the increased lot size requirement would not apply to A-2 zoned land elsewhere in the city).

In order to protect the rights of existing property owners, the new Ten Mile Flats density minimum would include an exception provision for existing legal parcels of record that are less than 20 acres in area. Thus if a landowners existing parcel was only 15 acres, he would be able to build on that property. Additionally, as noted above, the floodplain overlay provisions applicable in the Ten Mile Flats Area would be amended to prohibit any modifications to the existing 100-year floodplain, other than those required to accommodate the footprint of any home or accessory building to be located on a parcel.

Adoption

Revisions to the Floodplain Overlay and A-2 zone districts would follow the normal process for amending the Zoning Ordinance.

Administration

Administration of the revised Floodplain Overlay and A-2 zone districts would continue in a manner as currently administered by the City.

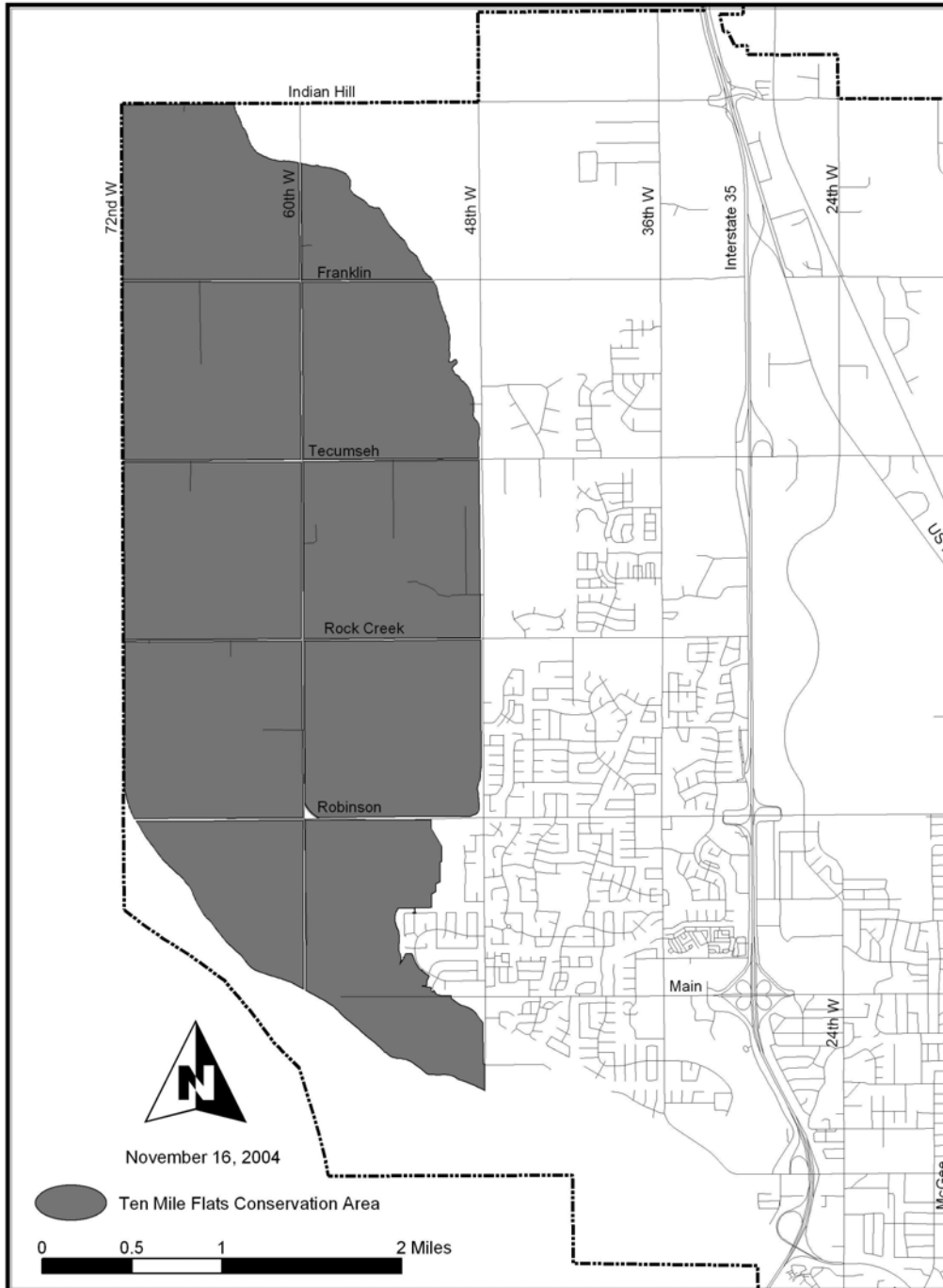


Figure 2: Ten Mile Flats Area

Advantages

- Floodplain overlay zones are a proven technique to protect against incompatible, dangerous development in floodplain areas.
- Large-lot zoning reduces the amount of incompatible development in the floodplain, but still allows a reasonable use of a property.
- By protecting large expanses of open space, floodplain zoning contributes to other community goals such as protection of wildlife habitat and preservation of rural character.

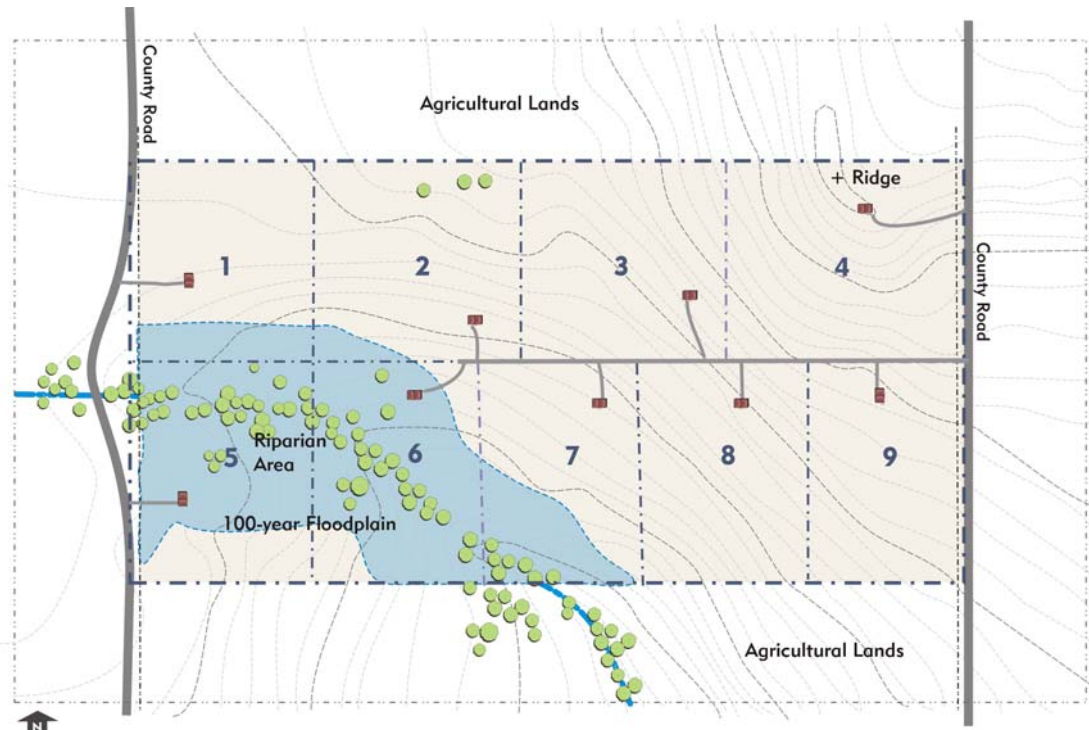
Disadvantages

- Floodplain overlay zones can be perceived as an additional layer of bureaucracy if they are not properly presented and administered.
- Landowners may resist additional regulations in overlay districts or reductions in allowable densities in the A-2 district.
- If exceptions are not allowed for development on small, non-conforming existing parcels, “takings” claims may arise.

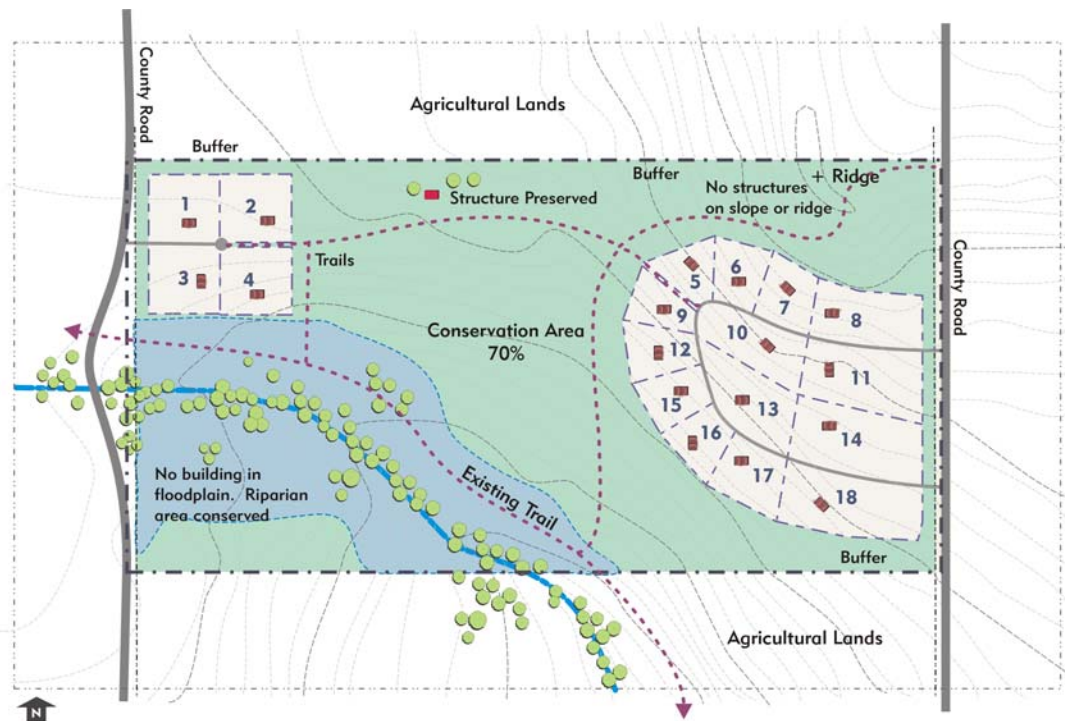
Cluster Development Standards

Description

Cluster development is a trend that is widely becoming accepted practice in many American communities. The concept is simple – house lots on a development site are smaller and clustered closer together than they might otherwise be allowed in a zone district, and the remaining portions of the site are protected from future development by easements or other restrictions designed to protect them as open space. Although some communities design clustering so that the overall density of the parcel remains the same (and the incentive to cluster is in reduced infrastructure costs), other communities provide a lot bonus by allowing a few more lots if they are clustered. The issue in many communities is not whether to cluster, but how to cluster. There are vast differences between suburban residential clustering designed to allow for future urbanization, as compared to rural clustering designed to maintain open character and wildlife habitat values. For example, rural clustering often places on an upper limit on the number of homes that can be clustered in order to protect rural character. Similarly, there are significant differences between programs that require clustering, as compared with those that provide incentives for clustering or simply allow it as a landowner option.



Conventional Rural Subdivision



Clustered Rural Subdivision

This approach can be tailored to require clustering in the Future Urban Services Area and Current Urban Service Area or to encourage it in the Suburban and Country Residential Areas (see above).

Purpose

Cluster development would serve multiple goals under the 2025 Plan. In rural areas it could be used to allow some development to proceed while maintaining large contiguous blocks of open space. It might also be allowed in suburban residential areas as an alternative to cookie-cutter subdivisions that have little common open space. Finally, it might prove a useful tool in the Future Urban Service Area and Current Urban Service Area by allowing some low-density development to proceed while preventing development patterns that would retard desirable urban development in the future.

Implementation Strategy

The Norman 2020 Plan identified clustering as a technique to be used in both the Suburban Residential areas (where it required the installation of a community water system and fire protection) and the Country Residential area (where it allows the use of 2 acre lots in PUDs containing at least 40 acres, with an overall maximum development density of 1 unit per 8 acres). To date, clustering has not been widely used in the city, with only a few examples on the ground.

As noted above, the 2025 Plan makes several recommendations to encourage broader use of clustering in growth areas. Generally, clustering would continue to be encouraged and optional in the Country Residential and Suburban Residential Areas. It would be mandatory for any development in the Future Urban Service Area or the Current Urban Service Area as outlined below, where the goal is to encourage higher density development. More specifically, clustering would be encouraged as follows:

Country Residential Area - In Country Residential areas located in an A-2 zone district, clustering would remain voluntary, with revisions to the process to streamline the review and approval of cluster developments so that they are not more cumbersome than the more standard forms of development. Provisions could be written to allow clustering by right in A-2 zoned parcels. Density bonuses would continue to be available under certain circumstances. Most of this area is planned for a maximum density of one dwelling unit per ten (10) acres (i.e. ten (10) acre minimum lot size.) A bonus is available for cluster developments, not including acres in the 100-year floodplain. For those areas subject to the ten (10) acre restriction, development may be done so that the home building sites are clustered on approximately two (2) acre lots. When this cluster development option is utilized (through the Planned Unit Development process), a bonus density of up to a total maximum number of dwelling units of one (1) unit per eight (8) acres gross density is available. The portion of the property on which a cluster development is based, but which is not used for the two (2) acre lots, must be set aside for permanent open space and should be at least 65% of the total acreage (This open space can be held by a single owner or transferred to a Mandatory Home Owners Association.) Clustering will be particularly useful in the Little River watershed/Lake Thunderbird tributaries for

preserving floodplain areas while allowing clustering of density on more suitable upland parcels.

Suburban Residential Area – Clustering would remain an option in the Suburban Residential Area, either through processing as a planned unit development or a by-right alternative. The existing density bonus would continue to be available. The new plan continues to allow rezoning of land in the Suburban Residential Area to accommodate developments with a minimum two-acre lot size. However, as an alternative to standard two-acre development, clustering will be encouraged/allowed on a voluntary basis. Through the Planned Unit Development process, a bonus will allow a gross density of one and one-half (1 ½) acres per dwelling unit (no bonus provided for those acres lying within the 100-year floodplain). The bonus requires that at least 35% of the total site be set aside as permanent open space. Conservation easements for privately owned lands are appropriate for such areas. The minimum lot size per dwelling unit will be ¾ of an acre. To be granted this increased density, cluster developments will require installation of a community water system to current city standards, including the provision of fire protection. This would allow property owners to accommodate the same number of homes on their land with more flexibility for lot sizes and a reduction in infrastructure costs while achieving the objective of preserving more area as common open space.

Future Urban Service Area and Current Urban Service Area—Only in the FUSA and CUSA would clustering be mandatory, the idea being to allow some residential development to proceed under current low-density/agricultural zoning but to avoid sprawling development patterns that will make future urbanization difficult if not impossible. Thus, ten-acre lots would be precluded. Approval of the cluster subdivision would require that appropriate agreements be recorded to preserve the remainder of the parcel for later development at higher densities. Subdivision design standards in this district could require, among other things, reservation of utility easements to accommodate future urban level development.

Cluster Development Standards—Experience in other jurisdictions with clustering demonstrates that the City should adopt some tailored development standards to guide the layout of cluster subdivisions. Some of the more important elements to address include:

- Minimum percentage of open space—almost all jurisdictions authorizing clustering specify a minimum percentage of a site that must be set aside as open space. The amount might vary depending on whether the cluster is in a rural or suburban setting.
- Configuration of the open space—in most cases, open space should, to the maximum extent practicable, be contiguous rather than fragmented and spread out through a site.
- Priorities for open space set aside—many local governments set priorities for selection of open space on a site, for example, by requiring that sensitive environmental areas such as stream corridors and trails identified on a parks and trail master plan be receive priority in determining the location and configuration of the open space set aside.

- Buffering for adjacent existing developments—If cluster development lots are adjacent to existing larger lots, some cluster regulations require additional screening or buffering.

Administration

Cluster subdivisions would become a by-right option in the A-2 zone district for the Country Residential Area and in the RE zone district for the Suburban Residential District, except in the Future and Current Urban Service Areas as outlined above. Another possible approach could provide for reduced filing and administrative fees to make cluster development PUDs no more costly than traditional developments. These provisions could also be written to provide for density bonuses if significant greenbelts with public access trails were included in the design. Staff would conduct a suitability review at the subdivision stage, to measure the consistency between the proposed project and the adopted standards.

Advantages

- Would accomplish the City's long-range objective (preservation of certain lands) while offering the developer the ability to develop at currently permitted densities.
- Cluster development is an excellent way to preserve open space while providing a property owner with the same gross density required by the underlying zoning.
- The cost of providing infrastructure to open space subdivisions is less than for conventional subdivisions.
- Experience in other communities has shown that open space subdivisions are at least as marketable, if not more marketable than conventional subdivisions.
- This in general creates a better and usually more attractive development pattern than simply scattering residences across the landscape on large lots.
- Mandatory clustering in the FUSA will help preserve those areas for future urban development.

Disadvantages

- This is a relatively new technique in Oklahoma and may be greeted skeptically by some developers.
- Mechanisms must be put in place for the permanent protection and management of the open spaces.
- This will increase the complexity of subdivision review in these areas.
- Some developers will argue that the market demand is for homes on rectangular lots, not for homes clustered closer together at the same average density. Others will avoid using the technique if the review process is slower or more demanding.
- Mandatory clustering in FUSA and CUSA may raise objections from landowners.

Northern Separator Area (East of I-35) Overlay Zoning

Description

The 2003 Community Survey, conducted at the start of the NORMAN 2025 planning process, identified a fairly strong level of support for providing an undeveloped buffer between Norman and Moore, with 70% of respondents rating it as “important to very important”. However, during the planning process, the planning team and Norman Future Committee determined that due to existing development patterns, it is not feasible to implement a buffer or separator area in the northwest portion of the city. In contrast, there are significant opportunities to provide such a buffer east of I-35 (between Franklin Road north to the city limits and between 72nd Avenue NE to Broadway).

Purpose

The preferred direction for this area reflects two primary objectives: protect the Little River watershed and tributaries, and retain a sense of openness and visual separation by retaining a rural land use pattern along the city’s northern boundary.

Implementation Strategy

The area between Broadway Avenue and 72nd Avenue NE, extending north of Franklin Road to Indian Hill Road, is designated for *Country Residential* and *Floodplain* in the NORMAN 2025 Land Use and Transportation Plan. Because of the unusual physical and visual sensitivity of this area, it is also designated as a Special Planning Area (see Figure 3: *Northern Community Separator Area map*). A set of special development standards are included in the Plan to protect its open character, to be applied through an overlay zone district. The current A-2 zoning of the area, which provides for a minimum lot size of 10 acres, would remain in place. Additional standards would include the following:

Mandatory Shifting of Density Out of the Floodplain – In order to protect the integrity of the Little River watershed and its tributaries, no development would be allowed in the floodplain. In order to maintain the density allowed by the base zoning, the density that would be allocated to areas located in the floodplain would be shifted to areas on a piece of property that are not located in the floodplain. Smaller lots would be allowed (2 acres minimum, in order to still provide for on-site well and septic systems), in a clustered pattern, on the upland portions of the site, although the total permitted density will remain at 1 unit per 10 acres. (For a more detailed discussion, see the Floodplain Protection Zoning Section above.)

Building Setbacks from Indian Hill Road – In order to retain the visually open character of the area, all primary and accessory structure would be required to be set back a minimum of 400 feet from the centerline of Indian Hill Road. This setback will be protected by requiring, as part of the development approval process, a recorded, no-build easement, in order to retain this visual quality over time. An exception would be provided for existing legal lots that could not comply with the 400-foot setback requirement because of site or other constraints.

Access/Driveways—To reduce the adverse visual impact of multiple access points off of Indian Hill Road and a proliferation of driveways in the 400-foot setback area, standards would be adopted to require access off of north-south roads where practicable. Where access from Indian Hill Road through the 400-foot setback is the only viable option, the standards would require use of common driveways serving multiple lots to the maximum extent feasible.

Adoption

Adoption of an overlay zone district would follow the normal process for amending the Zoning Ordinance.

Administration

Administration of the zone district provisions would take place in the normal course of development review.

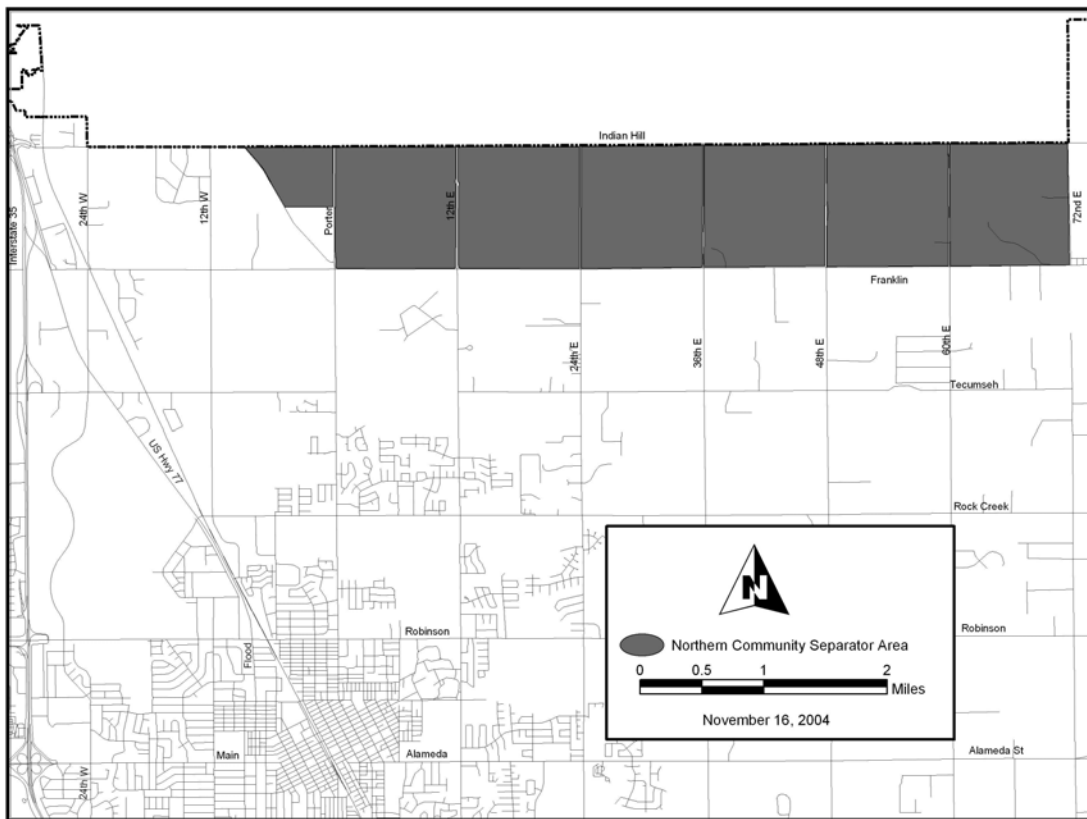


Figure 3: Northern Community Separator Area

Advantages

- Overlay zones can provide additional flexibility and protection without radical revisions to the zoning ordinance.
- Standards can be custom designed for the Northern Separator Area to accomplish specific plan objectives.

Disadvantages

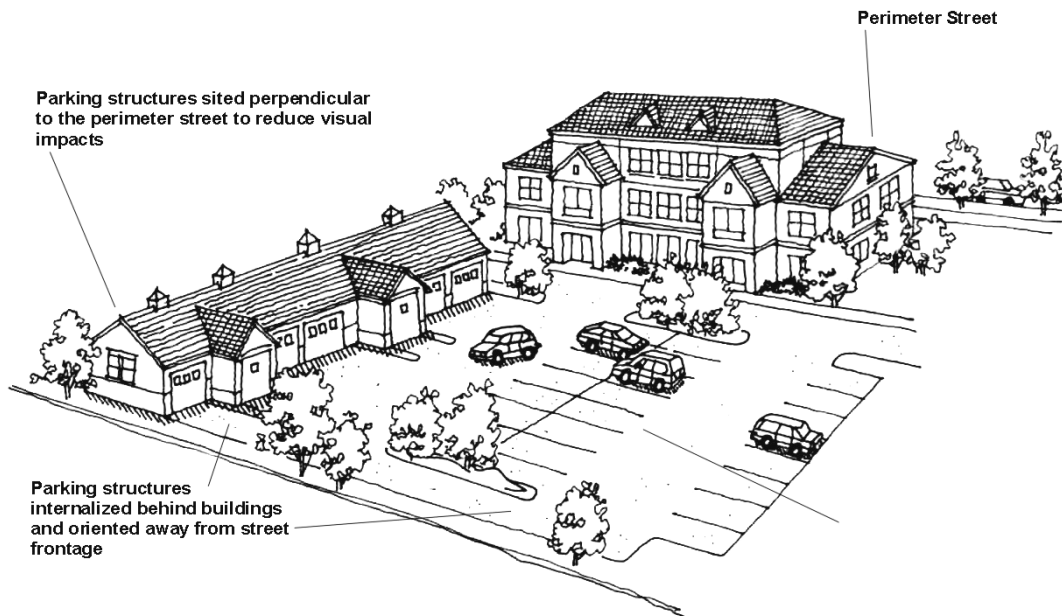
- Overlay zones can be perceived as an additional layer of bureaucracy if they are not properly presented and administered.
- Landowners may resist additional regulations in overlay districts.

Quality Development

Design Standards for Multifamily and Commercial Development

Description

Design standards generally address the “quality” of development. Many cities are in a continual cycle of updating development regulations in order to improve the perceived quality of more intensive multifamily and commercial development – particularly when viewed from key public streets, parks, and nearby residential areas. These design standards typically cover a wide range of development attributes ranging from site planning details like building orientation and relationship to adjacent developments to architectural details and building appearance.



Design Standards Example (above)

Purpose

A recurring theme during the 2025 Plan process was that citizens of Norman want to improve the overall quality and appearance of new development. Indeed, 84% of respondents to the 2003 community survey rated establishing building and design standards to improve the quality and appearance of new buildings as “important to very important.” New commercial and multifamily design standards would be drafted and

adopted on a city wide basis to cover all new developments in these categories. They could also be applied to major renovations.



Commercial Design Standards can address the provision of pedestrian connections to adjacent neighborhoods (see photo at left).

Implementation Strategy

The city would draft new design standards that would be incorporated into the zoning code to apply to all new commercial (office and retail businesses) and multifamily structures (4 units and more). To avoid bogging down the development review process, they would be applied by staff, not by a special design commission. They would cover the following topics:

- *Commercial Design Standards:* Would address building materials, façade treatment, perimeter landscaping/buffering, and location and screening of outdoor storage areas.
- *Multifamily Housing Development Standards:* Would cover building style variations (to avoid monotonous repetition of building types), standards for building materials, roof pitch standards, and landscaping requirements.

Adoption

Adoption of design standards would follow the normal procedures for amending the zoning ordinance.

Administration

Administration of design standards would typically be undertaken by staff rather than a special design review commission. The review would be conducted administratively based on clear standards without the requirement of a public hearing beyond that called for by current regulations. Such a process requires staff that is qualified to undertake design review.

Advantages

- Design standards are a proven method of improving the quality of new development dramatically.

- Clear standards can reduce the uncertainty of having to negotiate design issues on every project.
- Higher quality development can help attract other high quality development and improve the city's economic foundation.

Disadvantages

- Design standards may be perceived as adding additional burdensome requirements to the development review process.
- If not drafted clearly and well-illustrated, design standards can be subjective and lead to uncertainty and delays in the review process.
- Design standards may be viewed as an intrusion into the bailiwick of the private developer on a matter of subjective taste.
- Additional trained staff may be required to apply standards.

Natural Resource Protection Standards

Description

Increasingly, cities require developers to start with an analysis of important waterways, stands of trees, steep slopes, unstable soils, and the like, and to design development areas around those features. Once these sensitive natural resources are identified, developers must steer clear of them or take special mitigation measures to reduce any adverse impacts. Norman residents share the concern over protecting natural resources and open space with citizens in these communities.

Purpose

The purpose of natural resource protection standards is to improve the quality of development to preserve the environment and protect the health of Norman's citizens. Such standards can also often improve the appearance of development and make it a better fit with surrounding neighborhoods. These standards would address issues such as stream setbacks, protection of wetlands, preservation of significant species, and planting of trees to replace those removed during development.

Implementation Strategy

There are several possible implementation options for accomplishing these objectives. One approach would be to create a specific Task Force to consider what standards would be appropriate for Norman and where they might best be applied. This approach is more appropriate if the objective is to develop a set of standards that would apply to all development in the city, or if the plan direction is to seek opportunities to promote "conservation subdivisions" that preserve site features. A Task Force would examine the process by which such standards would apply. A Tree Ordinance could be written to both promote preservation of existing significant trees and to provide for additional required trees as part of the development. Another technique—employed by many communities—is an administrative sketch planning step at the outset of the development review process that provides an opportunity for early identification of natural resource and related open space/trails issues before costly detailed plans are submitted by an applicant. The sketch plan would show generally the location of natural resources, open

space, trails, streets, and uses, among other items. Staff would discuss the sketch plan with the applicant, offering guidance on revisions that would assure better compliance with city regulations and policies. The sketch plan would also be a vehicle to coordinate with the Parks Board and Greenbelt Task Force.

Adoption

Adoption of resource protection standards would follow the normal procedures for amending the zoning ordinance.

Administration

Administration of natural resource protection standards would typically be undertaken by staff in the normal course of development review just like any other development standard (e.g., building height and setbacks). The review would be conducted administratively based on clear standards without the requirement of public hearings beyond those already required.

Advantages

- Natural resource standards are a proven method of improving the quality of new development while protecting the environment and public health.
- Clear standards can reduce the uncertainty of having to negotiate environmental issues on every project.
- Resource protection standards can help provide open space and maintain rural character in an area.
- Can reduce controversy and development costs by identifying potentially expensive development areas early in the process.
- Can produce improvements in storm water quality as well as providing additional protection for ground water.

Disadvantages

- Resource protection standards may be perceived as adding additional burdensome requirements to the development review process.
- If not drafted carefully, resource protection standards can be subjective and lead to uncertainty and delays in the review process.
- May lead to “takings” claims if development opportunities are severely restricted.
- May necessitate hiring of additional staff with background to administer standards.

Public Facilities Financing Techniques

The following techniques and programs are ways in which the City of Norman can manage growth through public facilities and services. These techniques are intended to implement the phasing recommendations of the Norman 2025 Land Use and Transportation Plan. The adoption of these implementation techniques will incorporate growth management and development timing into the Norman planning program. Many of these techniques have already been adopted, and are included herein for information purposes.

Wastewater Plant Investment Fees/Excise Tax

Description

Wastewater Plant Investment Fees are dedicated to a single, community-wide purpose--expansion and improvement of the wastewater treatment plant.

Purpose

Like some other implementation techniques, this technique is a method of transferring to the developer some of the community's costs of absorbing growth incurred by development.

Adoption

In July of 1996, a wastewater plant investment fee was adopted by ordinance subject to passage of a citywide vote on a wastewater rate increase. It was subsequently converted to a development excise tax by a vote of the citizens of Norman and continues to produce substantial revenues for this purpose.

Water and Sewer Utility Payback Programs

Description

A utility payback fee was adopted by the city in 1997. A utility payback fee is a site-specific fee-based exaction from which the revenues are used to reimburse a third party (another developer or the City) that paid the cost of extending water and/or sewer service necessary to serve the new development. In Norman, developers have historically been required to extend off-site utilities to their respective developments without any opportunity for compensation (pay back) once their investment had been made. This has occurred even when subsequent developers in the same area have tied onto the developer-installed utilities. The "Water and Sewer Utility Payback Fee" program provides a vehicle whereby a developer or the City can be "reimbursed" for part of their costs over-and-above that needed to serve the initial development. Reimbursement comes from other developers utilizing these "pre-installed" utilities and is paid to the developer or the City (if the City were the installer). It is important to note that this fee relates only to what are considered as "system" improvements, such as the major trunk lines leading to a site, rather than the lines internal to a specific development.

Purposes

One purpose of such a fee is to provide equity in allocating the costs of expanding systems by ensuring that all developments that benefit from an extension contribute to the cost of that extension. Another purpose is to provide developers or the City with an incentive to extend appropriately sized major water and sewer lines by providing them with a reasonable opportunity to recover part of the costs of that extension.

Adoption

A utility payback program has been adopted as noted above.

Arterial Road Improvement Recoupment Program**Description**

The city's "Arterial Road Improvement Recoupment Program" provides a vehicle by which a property owner or the city may make improvements of arterial streets and "recoup" those costs from property owners as their property is later developed. It helps avoid piecemeal roadway improvements and provides an equitable distribution of costs associated with arterial street improvements.

Purpose

This program eliminates dangerous gap paving situations and provides for a more complete and effective arterial road system.

Adoption

The city adopted an arterial street improvement recoupment program by ordinance in 1997. Since that time it has been applied to a number of significant projects.

Improvement Districts**Description**

An Improvement District is a taxing district created by the City to levy a tax in a limited geographic area to be used for the installation of specific public improvements to benefit that area. Such improvements may include construction of roadway and drainage improvements, sidewalks, sewer and water systems, and parks; installation of street lights and landscaping, etc. The City has previously established improvement districts for the Blue Lakes and Marlatt subdivisions for the installation of public water mains. This was done due to the poor quality of existing well water. In addition, the City used an improvement district in the Hall Park district to improve roads and sewers to city standards prior to annexation of that area.

Purposes

Improvement Districts provide the City with a useful mechanism for funding area-specific improvements desired by some sectors of the City while not seen as priorities in other areas. An example of this would be a subdivision currently served by septic tanks

that desires to be served by public sewer. Another type of improvement district could be created for the Central Business District for construction of a variety of improvements.

Implementation Strategy

The City may create one or more improvement districts upon petition by property owners in the proposed district. The petition sets forth the proposed improvements, the estimated cost, the area of the proposed district to be assessed, the proposed method of assessment, and the proposed apportionment of costs, if any, between the district and the City. The petition must be signed by a majority of the resident owners of record (the City can also, by its own initiative, create an improvement district). The City then directs its engineer to prepare cost estimates and the amount of benefit to be assessed against each parcel. Once this has been accomplished, the City can propose the creation of the district and recommend improvements be considered for discussion at a public hearing. Upon conclusion of the hearing and upon a determination it is advisable to commence with the improvements, the City can go forward with establishment of the district. However, if 50% or more of the owners of record of property in the assessment area protest the creation of the district in writing, the district will not be created. The City may use funds from any source, public or private, to pay for all or a portion of the assessment or the cost of the improvements.

Adoption

An improvement district must be adopted by ordinance, following statutorily-prescribed procedures in Title 11, Article 39 of the Oklahoma State Statutes.

Administration

Administration is largely a matter of accounting. Initially there may be design, bidding and project management issues for the City to handle as the improvements are installed, but, after that, the primary "administrative" issue is the collection of the assessment by the City for repayment of the bonds.

Advantages

- Improvement districts have a long legal history, with express statutory authority, thus these fees are highly defensible.

Disadvantages

- Improvement districts can create substantial disparity in the levels of amenities available in different parts of the City; more affluent communities are able to afford higher assessments and thus greater amenities.

Lift Station Surcharges

Description

Consistent with the Plan policy of supporting and influencing growth into areas most suitable for development, the installation or expansion of lift stations in some cases is appropriate. Through the use of surcharges, residents within these areas can pay the fair

costs associated with additional maintenance and expenses of operating the lift station and force main.

Purposes

The use of new or expanded lift stations within the Current and Future Urban Services Areas serves to maintain a compact urban form. The development will therefore serve to discourage sprawl and will promote infill of vacant land within or contiguous to other urban services.

Implementation Strategy

The City may allow additional lift stations when the NORMAN 2025 Plan calls for urban density development. Each individual development will have a unique fee associated only with that development. Whenever a new or expanded development proposes the use of an existing lift station or the installation of a new lift station, calculations are performed by City staff to determine the added maintenance costs and future replacement costs for these improvements. The totals of these costs are then distributed to the benefiting properties through surcharges levied against each lot.

Adoption

As a Plan policy, adoption of the resolution approving NORMAN 2025 will also serve to adopt this as a development policy.

Administration

Administration is accomplished through analysis during the development process. Whenever a new or expanded development proposes the use of an existing lift station or the installation of a new lift station, calculations are performed by City staff to determine the added maintenance costs and future replacement costs for these improvements. The totals of these costs are then distributed to the benefiting properties through surcharges levied against each lot.

Advantages

- New development not capable of being served through the gravity sewer system pays the actual costs associated with the unique improvements needed for that development.
- The monthly cost per household is kept low through the long-term amortization of funding for replacement equipment.

Disadvantages

- Disparities in monthly sewer charges will exist between residents in different parts of the City.

Rural Cost of Growth Analysis

Description

A Rural Cost of Growth Analysis would be a study intended to determine whether the cost of providing services to residents in the rural areas (roads, solid waste disposal, police and fire protection, etc.) is higher in rural areas because of the much lower density of the development pattern and greater distances from service providers. This study would also address whether there are inequities in the City's development cost structure between rural and urban areas, and determine whether adjustments to the City's fee structure is needed in response. Additionally, this study would address those "services" that are provided in the urbanized area but not in the rural areas. These would primarily include water and wastewater treatment.

Purpose

During the preparation of the NORMAN 2025 Plan, the planning team and the Norman Future Committee considered whether the City ought to take a stronger position with regard to development fees and costs for providing city services to rural areas. The concern is that the cost of providing services to residents in the rural areas (roads, solid waste disposal, police and fire protection, etc.) is higher in rural areas because of the much lower density of the development pattern and greater distances from service providers. As a result, urban residents may be subsidizing the costs of providing these services to residents in rural areas. In reality, due to higher development costs in the urban area, the City's current development standards and fees may artificially induce pressure for growth in the rural area due to lower development costs in the rural areas of the City. While service delivery and maintenance costs are higher in the rural area for certain facilities and services (such as roads and solid waste disposal), the City does not currently have any mechanisms to address this cost differential, and in fact, development costs are lower in the rural area.

An additional issue that may warrant investigation is the long-term viability of on-site septic disposal systems. At present, no inspections are required during construction. Additionally, there are no current requirements for ongoing evaluation and monitoring to ensure that systems are functioning properly. Given the concerns expressed during the planning process about water quality impacts on the City's watershed, it may be appropriate to evaluate the potential for long-term failures of these systems and consider creation of a monitoring program and evaluation of better technologies (this subject would also be relevant to the Natural Resource Protection portion of this memorandum.)

Implementation Strategy

Once the study was completed, City Council would need to determine what measures would be taken to address issues that were identified.

Adoption

To be determined, depending on the findings of the Rural Cost of Growth Analysis.

Advantages

- Would identify potential inequities in funding mechanisms for city–provided infrastructure and services.
- Could eliminate artificially induced pressure for higher growth rates in rural areas.
- Would provide rational basis to adjust fees so that urban development is not placed at an unfair cost disadvantage.

Disadvantages

- Any action that leads to fee increases will probably increase the costs of development in areas where fees are raised
- Changes to fees and charges are almost always controversial
- More complex fee systems require training and retention of qualified staff to administer them

Miscellaneous Implementation Techniques

Neighborhood Planning Program

Description

Many of the issues that affect the core area require attention at a much finer grain of detail than can be addressed by a citywide comprehensive plan. Thus, a neighborhood planning program would prepare a series of neighborhood plans in portions of the core area.

Purpose

The purpose of the neighborhood planning program will be to engage the neighborhoods in the core area in a participatory planning process to directly address such issues as land use compatibility, parking and circulation, and neighborhood improvements.

Implementation Strategy

Initial activities will require that City Council allocate the needed resources to begin the neighborhood plans. This will likely involve creating and funding an additional staff position in the Planning and Community Development Department. A “neighborhood planning framework” should be prepared, that establishes a consistent methodology and plan contents for each of the neighborhood plans. Finally, the preparation of the plans should involve the establishment of a citizen’s advisory group for each of the planning areas and adoption of implementation strategies (see figure 4, Neighborhood Planning Areas). The possible Plan Area boundaries shown on figure 4 are tentative, and may need to be revised based on further consideration.

Adoption

The Planning Commission and City Council would adopt each of the neighborhood plans as an element of the City's Comprehensive Plan.

Administration

The neighborhood planning program would require oversight and technical assistance by City planning staff, and should directly involve residents as well business and property owners from each neighborhood. This will require either a dedicated neighborhood planner position on staff, or additional resources for consulting services.

Advantages

- Will provide for a detailed analysis of planning issues at the neighborhood level
- Will engage neighborhood residents in both the planning process as well as the proposed solutions to neighborhood issues
- Provides sound basis for implementation actions to address neighborhood planning issues

Disadvantages

- Will require additional staff and/or consulting resources
- May create conflicts among different stakeholders in neighborhoods in the core area

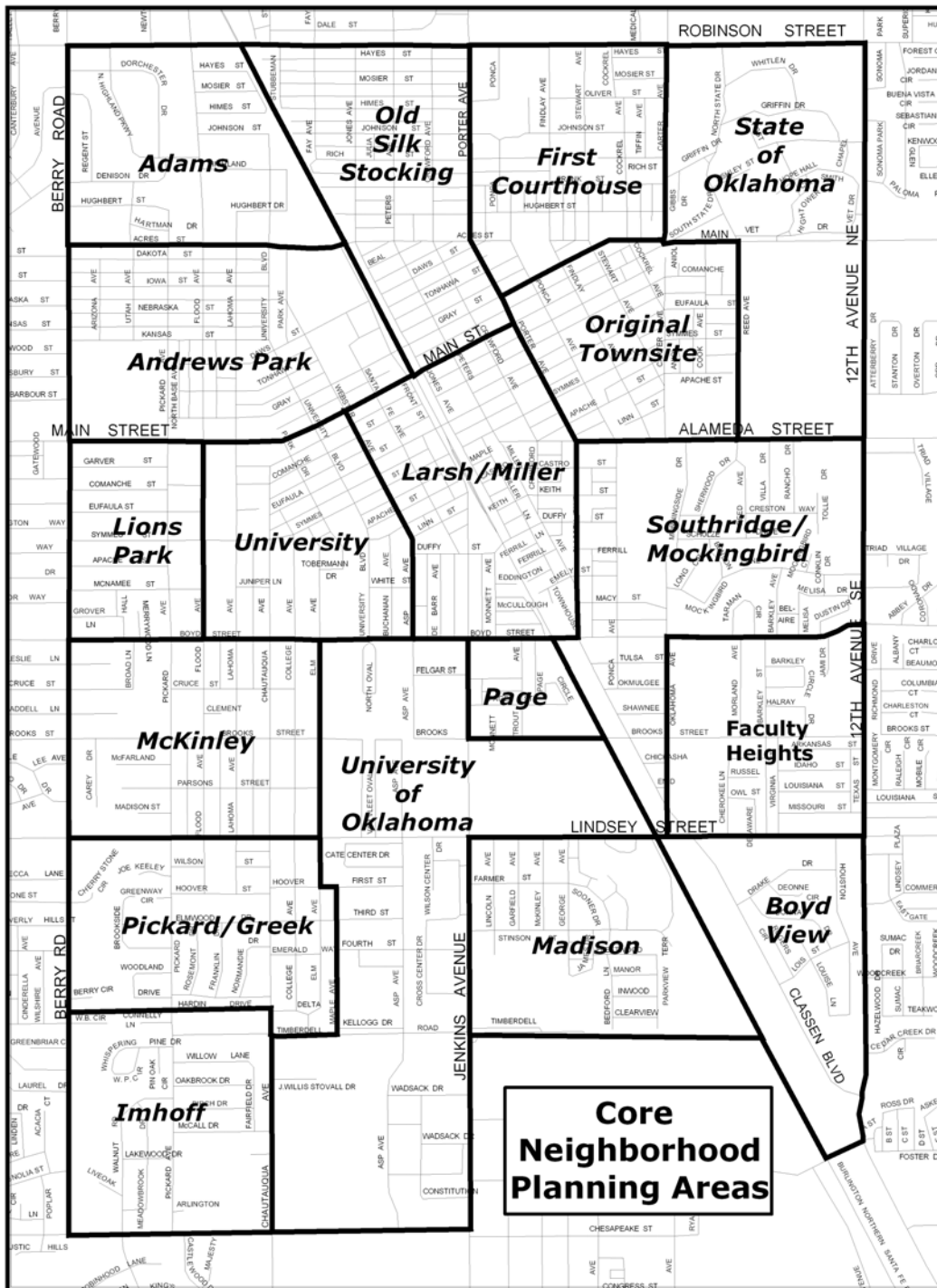


Figure 4: Possible Neighborhood Planning Areas

Core Area and Central Business District Enhancement Programs

Description

The urban area for the City of Norman contains the bulk of its population and businesses, as well as the bulk of its civic, educational, medical, and cultural institutions. The fact that the urban area is largely developed does not mean that it no longer needs planning attention; in fact, it has uniquely challenging planning issues. The planning issues in the existing urbanized area are clearly different from those faced in newly developed areas, focusing more on preservation, revitalization, redevelopment, and infill development, but they are no less important. Contained within this urban area are the downtown area and the core area, including the Campus Corner area.

Purposes

The overall purpose of the Core Area and Central Business District enhancement programs is twofold: to reinvigorate the business climate of the core and CBD by identifying the market niche the area could possibly capture of Norman's retail and office uses, and enhance the adjacent, long-standing established residential areas of the Core Area. As a healthy and appealing CBD serves to further stabilize and enhance the established residential areas surrounding the CBD, similarly healthy and appealing residential areas further stabilize and enhance the CBD. In addition, reinvestment both from the private and public sector in enhancing the CBD strongly compliments the on-going investment in the City's and County's offices located in the Central Business District.

Downtown Area (CBD)

Downtown Norman has been the subject of substantial planning attention as part of efforts to maintain its viability as the symbolic heart of the City. On November 9, 1999, the City accepted the Downtown Norman Revitalization Plan, which was the result of a collaborative effort between the City of Norman, the Norman Chamber of Commerce, the Norman Downtowner Association, and the Heart of Norman.

Downtown Implementation Strategy

The Downtown Norman Revitalization Plan recommended a strategy that encompassed seven elements including:

1. *Land Use* - providing a mix of land uses to help support an active "24-hour City" character.
2. *Design Quality* - emphasizing quality and character of the physical form of downtown.
3. *Gateways* - identifying two dominant gateways into the historic core including a western gateway at University Boulevard and an eastern gateway at Porter Avenue.
4. *Streetscapes* - emphasizing several types of streetscape improvements (sidewalks, landscaping, lighting, street amenities, etc.) including several categories of

streetscape improvements that varied in intensity and design depending on their location (i.e. Main Street and residential)

5. *Corridor Enhancements* - identifying corridor improvements along Main Street, Santa Fe Avenue, and Peters Avenue.
6. *Urban Plazas* - identifying a series of areas of interest that enhance the pedestrian experience within downtown.
7. *Traffic and Parking* - emphasizing the importance of traffic circulation and convenient and adequate parking to serve downtown uses.

Implementation of the plan has been progressing steadily. The most visible actions taken based on the plan include a series of public infrastructure improvements along Main Street. What started as an initial \$600,000 enhancement project with a mix of federal and local funding (80% federal, 20% local), has grown into a project valued at over \$3 million dollars. The funding is the result of federal roadway and enhancement funding, local property owner contributions, and City of Norman funding. The projects being funded include storm water improvements, the replacement of a 70-year old water line, construction of sub-surface vaults to improve fire suppression to each building along Main Street, re-paving of Main Street, replacement of traffic signals and signal arms, new curbs and sidewalks (including "bump out curbs" that serve as traffic calming mechanisms and provide additional pedestrian access), and street trees and furniture. The limits of the project generally include Main Street from Park Avenue to Porter Avenue.

In addition, the City is continuing to study other improvements including parking improvements. Efforts are currently underway to explore several major new facilities including library, housing, and additional parking.

Core Area

Norman's Core Area is generally defined as the area bordered by Robinson on the north, Imhoff on the south, Berry on the west, and 12th Avenue East on the east.

This area was the subject of an extensive public participation planning process through the "Core Area Coalition". The Coalition included a broad-based community participation process with participation by over 170 citizens. The Core Area Coalition work culminated in the drafting of a report with the identification of specific proposed solutions.

Core Area Implementation Strategy

The Core Area Coalition identified a series of proposed solutions that include the following (in order of priority):

1. Establishment of a liaison by the university to work with the City on core issues.
2. The formation of a parking task force to study and propose parking solutions.
3. The implementation of organized neighborhood associations.
4. The creation of a process for regulating demolition of structures.
5. The adoption of an enhanced code enforcement plan.
6. The development of improved policies for down zoning

7. The regulation of paving of front yards.

As part of an effort to implement these solutions, the City adopted a proactive Code Enforcement Program, pursuant to Item 5 above, on a pilot area basis. Beyond this effort, a number of the items contained in their recommendations are addressed in this Implementation Memorandum, including demolition controls and regulations for parking in the Core Area (see *Core Area Protection Regulations* described earlier in this document).

Greenbelt/Greenway Program

Description

In response to the NORMAN 2020 Plan recommending a Greenway for the City of Norman, a Greenbelt Commission has been established by the City Council. Also, a private not-for-profit land trust corporation, (the Norman Area Land Conservancy, Inc.) has been created by Norman citizens. In addition to open space preservation being encouraged through clustering of development and leaving the remainder of the "undeveloped" acreage as open space (See Overlay Zoning and Cluster Zoning, discussed separately), these two groups can serve as vehicles to expand the Greenbelt/Greenway concept throughout Norman.

Purposes

Working through both the Greenbelt Commission and the Norman Area Land Conservancy, open space land acquisition programs can be created to establish a continuous Greenbelt around the urbanizing portions of the City and Lake Thunderbird using primarily those areas lying in the flood plain. This will be useful in ensuring the protection of the floodplain and selected environmentally sensitive areas in the "Country Residential Area." The Greenbelt Commission will also provide recommendations and direction relative to expansion of separate pedestrian and non-motorized vehicle trail systems to interconnect the various protected open spaces throughout the community.

Implementation Strategy

There are several methods through which the City can achieve various components of a Greenbelt/Greenway system. The Greenbelt Commission is charged with proposing an ordinance establishing a Greenbelt System of open spaces, greenways, and trails systems. A part of that ordinance will include a requirement for Greenbelt Enhancement Statements for new development, through which, the community can determine how new development can best assist in meeting the goals and objectives of Norman's Greenbelt System. Through providing advocacy for the Greenbelt System by reviewing Greenbelt Enhancement Statements associated with new development, the Greenbelt Commission can provide recommendations to the City Council regarding policies and other concepts related to the Greenway System development.

A key issue in open space preservation is early identification of areas that may be subject to preservation or are considered environmentally sensitive. To successfully implement

an open space program, there must be a commitment by the City and acceptance by the citizens that preservation of environmentally-sensitive areas is a critically important public policy. Open space preservation through the use of cluster development in areas subject to flooding or areas located in the more rural areas of Norman is one significant method (see separate discussion on this technique). Additional forms of acquisition that the City should consider will include: active solicitation of gifts; purchase of fee interests; and purchase of less-than-fee interests such as scenic easements or non-development easements. These non-development easements are already being pursued on local farms through the purchase of conservation easements utilizing federal Farmland Protection Grant funds

The commitment to open space preservation and a Greenbelt System for Norman must be supported by an adequate level of funding as well as complemented by appropriate development policies such as those discussed earlier regarding large-lot zoning, cluster developments, natural resource protection standards, and the community separator overlay district.

Adoption

The City Council has already authorized the creation of the Greenbelt Commission. Further authorization by the City Council of additional policy measures and continuing the provision of funding as part of the capital budgeting process is critical. Further development of a Greenbelt System plan will continue to allow available resources to be utilized as appropriate. Whether through small scale funding of trail expansions or larger investments for the purchase of conservation easements or land in fee title, ongoing funding will be required.

Administration

Through the efforts presently underway, each proposed acquisition or ordinance will be brought to City Council for review. For a larger-scale, long-term program, the Council may wish to devise a means to delegate property acquisition to the City Manager or his designee, within established guidelines.

Advantages

- Provides the City with an open space for future generations to enjoy.
- Absolutely the most certain way to ensure that environmentally-sensitive land remains undeveloped.
- Most cities that have significant Greenbelt programs have found that the quality of life enhancements become a source of community pride and can serve as an economic stimulus..
- Can supplement appropriate large-lot and cluster zoning in sensitive areas.

Disadvantages

- Requires funding sources and long-term management.
- Can take property off tax roles.

Appendix – Relationship of Techniques to Goals and Policies

As an overview, the matrixes contained in the appendix to this document illustrate the way in which the implementation techniques relate to the Norman 2025 Land Use and Transportation Plan's "Goals and Policies". The relationship between the techniques or programs and the Plan's "Goals and Policies" is important in order to maintain continuity throughout the planning process.

Implementation Strategies

Goal 1: Managed Growth

Affirmatively and responsibly manage the location of growth in Norman based on available public services and the environmental suitability of the land for development.

Policies: (note:* indicates ongoing program)

1. Accommodate a projected year 2025 population of 137,000 people in a fiscally responsible and environmentally sensitive manner.
2. Promote a compact urban area by directing development into areas within or in proximity to the existing infrastructure-served areas.*
3. Continue to support the revitalization and redevelopment of Norman's central business district.
4. Promote compatible mixed-use developments within existing urban areas.
5. Protect the water quality of Lake Thunderbird and the Garber-Wellington aquifer by restricting development in flood plains, aquifer recharge areas and areas of erosion-prone soils.
6. Guide development into locations where the land use is most cost-effectively served by urban level services (i.e., accessible to water, sewer, and the urban road network).*
7. Balance development on the east and west sides of the urbanized area of Norman by continuing to encourage commercial and residential development on the urban east side.*
8. Support infill development on properties that have been skipped over within the urban areas.
9. Discourage areas identified for urban densities from being prematurely developed at very low, non-urban densities by prohibiting the rezoning of areas located in the Current and Future Urban Service Areas for other than urban-level land uses.*

	Regulatory Techniques							Public Facilities Financing Techniques					Misc. Techniques			
	Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 2: Infrastructure-Supported Growth

Utilize the provision of infrastructure in supporting and influencing growth into areas most suitable for development.

*Policies: (note: * indicates ongoing program)*

1. Support growth that minimizes operational costs by encouraging development in areas where adequate public water, sewer and roads are currently available or can inexpensively be extended.*
2. Require urban development densities in areas where substantial investment in urban level infrastructure has been made, thereby encouraging greater utilization of the infrastructure investment.*
3. Use infrastructure to influence growth toward areas suitable for development and away from areas of restricted or very low suitability.*
4. Maintain and improve infrastructure in the existing urban areas.*
5. Monitor the impact of development on existing and future infrastructure capacities.*
6. Extend major utility lines and facilities only into those areas identified for urban development.*
7. Approve new development only when the facilities to serve it will be concurrently available.*
8. Advance fair and predictable standards for allocation of infrastructure costs between the development community and the City.

Regulatory Techniques								Public Facilities Financing Techniques				Misc. Techniques			
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 2: Infrastructure-Supported Growth (continued)

Utilize the provision of infrastructure in supporting and influencing growth into areas most suitable for development.

Policies: (note: * indicates ongoing program)

- 9. Address existing and future infrastructure right-of-way needs by acquiring land prior to development or as part of the development, to include adequate right-of-way for shared storm water and greenway systems. *
- 10. Encourage regional and state highway planning for roadway improvements consistent with desired growth patterns and the Transportation Plan. *
- 11. Discourage through traffic within existing neighborhoods or planned areas by routing it to the major street system. *
- 12. Orient parks and recreational facilities to the needs of all Norman's citizens, including persons with disabilities, senior citizens, young children, and teenagers; and provide for a variety of interests and activities. *

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 3: Housing and Neighborhoods

Encourage and support diversified housing types and densities in order to serve different income levels, family structures, and ownership.

Policies: (note: * indicates ongoing program)

1. Proactively manage the preservation, revitalization and maintenance of existing urban neighborhoods.
2. Establish a neighborhood-planning program for targeted portions of the City's core area, in order to address such issues as land use compatibility, parking and circulation, and neighborhood improvements.
3. Foster and encourage construction of new residential units, and conversion of underutilized buildings into residential units, in downtown Norman.
4. Create an overlay Neighborhood Conservation District in order to more closely monitor and discourage illegal or inappropriate conversions of housing as needed for neighborhood stabilization.
5. Adopt an implementation strategy regarding occupancy limits of a dwelling, such as requiring that occupancy be limited by adequate on-site parking, size and number of bedrooms, etc. to ensure that single-family units are used for their intended purpose instead of rooming/boarding houses.
6. Develop an incentive program that encourages development of affordable housing.

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 3: Housing and Neighborhoods (continued)

Encourage and support diversified housing types and densities in order to serve different income levels, family structures, and ownership.

Policies: (note: * indicates ongoing program)

7. Support the provision of affordable housing through the periodic review of development regulations and administrative procedures to eliminate any unnecessary costs. *
8. Encourage housing designed for university student occupancy in areas suitable for high intensity uses. *
9. Equitably disperse publicly assisted housing throughout the City, utilizing sub-community planning districts as a geographic framework for distribution, in accordance with the allocation models and procedures contained within the Housing Master Plan, as amended. *
10. Adopt an implementation strategy that seeks to ensure that the City's limited supply of land designated for medium and high-density residential is not converted to lower-density uses, in order to preserve the City's compact urban form. *

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 4: Economic Stability and Enhancement

Enhance the quality of economic growth in the City by attracting high technology-related industries that have low environmental impacts.

Policies: (note: * indicates ongoing program)

1. Diversify the economic base of the City to create a better balance of privately operated corporations with continued growth in the public sector employment base. *
2. Direct environmentally responsible industrial growth onto land that is highly suited for industrial development. *
3. Protect suitable industrial land from residential conversion or encroachment by:
 - Identifying and rezoning it to an industrial zoning classification;
 - Critically reviewing rezoning requests for conversion of industrial land to non-industrial uses; and
 - Assessing the impact of incompatible land uses adjacent to industrial lands. *
4. Consider industrial uses that have minimal infrastructure demands and environmental impacts for suitable areas outside the urban service areas. *

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 4: Economic Stability and Enhancement (cont.)

Enhance the quality of economic growth in the City by attracting high technology-related industries that have low environmental impacts.

Policies: (note: * indicates ongoing program)

5. Solicit industrial prospects that do not overburden the City's existing or planned infrastructure such as water, sewer or roadways. *
6. Initiate redevelopment and revitalization projects in the central business district that assist in enhancing the area as a viable economic entity in Norman.
7. Promote mixed-use developments that provide for a balance of housing, services, and employment in appropriate locations.
8. Support the extension of public utilities and business recruitment efforts for development of the University Research Park and South Campus. *
9. Secure payments-in-lieu of taxes related to development of for-profit ventures occurring within properties that are tax exempt. *

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 5: Rural Character and Development

Retain the distinct character of rural Norman and protect the environmentally sensitive Little River Drainage Basin.

Policies: (note: * indicates ongoing program)

1. Preserve rural Norman's character and protect its environmentally sensitive nature.
2. Maintain development densities in rural Norman that generally do not exceed 1 unit per 10 acres.
3. Establish a level of public service delivery for rural Norman that is appropriate for the rural setting.
4. Protect water quality in Lake Thunderbird and the Garber-Wellington aquifer from point and non-point pollution related to development (impervious surface runoff, oil and gas drilling, disposal of toxic chemicals, etc.)
5. Minimize the amount of development that occurs in the 10-Mile Flats area, in order to preserve the area's character as well as protect residents from hazards associated with flooding.

Regulatory Techniques								Public Facilities Financing Techniques				Misc. Techniques			
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Stds.	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 5: Rural Character and Development (cont.)

Retain the distinct character of rural Norman and protect the environmentally sensitive Little River Drainage Basin.

Policies: (note:* indicates ongoing program)

6. Ensure that the costs for provision of services for development occurring in Norman's rural areas, such as roadways, police protection, emergency services, and solid waste disposal, are fully borne by rural area residents and are not subsidized by urban area residents.
7. Establish a community separator area between Norman and neighboring communities to the north.
8. Continue to accommodate limited commercial opportunities in rural east Norman through the use of Special Enterprise Areas (on 20-acre minimum lots), where service oriented tourism facilities relating to Lake Thunderbird as a destination can capitalize on the rural, pastoral qualities identified and sought to be maintained in the area. *

Regulatory Techniques							Public Facilities Financing Techniques				Misc. Techniques				
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Stds	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 6: Greenbelt Development

Develop and maintain a greenbelt system for Norman.

Policies: (note: * indicates ongoing program)

1. Use greenbelts to protect environmentally sensitive lands that are generally the least suitable for development, especially flood prone areas.
2. Encourage the use of lot clustering in areas not served with sanitary sewers as a means to develop the greenbelt system.
3. Use the greenbelt system to link together existing recreation areas.
4. Create a multi-purpose greenbelt corridor that:
 - Creates a unique greenway character for Norman;
 - Protects the environmentally sensitive areas of the City and serves as a wildlife habitat;
 - Serves as a stormwater management resource for urban run-off and regional detention needs;
 - Provides recreation opportunities for bicycling, walking and jogging;
 - Preserves agriculturally significant lands; and,
 - Provides suitable locations for sanitary sewer easements and facilities.
5. Use greenbelts to provide open space areas adjacent to highways and major streets for sound buffer zones and protection from incompatible land uses.
6. Develop a natural landscape planting and maintenance program for City-owned properties and rights-of-way of major streets and highways. *

Regulatory Techniques							Public Facilities Financing Techniques					Misc. Techniques			
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Sids	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 6: Greenbelt Development

Develop and maintain a greenbelt system for Norman.

*Policies: (note: * indicates ongoing program)*

1. Use greenbelts to protect environmentally sensitive lands that are generally the least suitable for development, especially flood prone areas.
2. Encourage the use of lot clustering in areas not served with sanitary sewers as a means to develop the greenbelt system.
3. Use the greenbelt system to link together existing recreation areas.
4. Create a multi-purpose greenbelt corridor that:
 - Creates a unique greenway character for Norman;
 - Protects the environmentally sensitive areas of the City and serves as a wildlife habitat;
 - Serves as a stormwater management resource for urban run-off and regional detention needs;
 - Provides recreation opportunities for bicycling, walking and jogging;
 - Preserves agriculturally significant lands; and,
 - Provides suitable locations for sanitary sewer easements and facilities.
5. Use greenbelts to provide open space areas adjacent to highways and major streets for sound buffer zones and protection from incompatible land uses.
6. Develop a natural landscape planting and maintenance program for City-owned properties and rights-of-way of major streets and highways. *

Regulatory Techniques							Public Facilities Financing Techniques					Misc. Techniques			
Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Sids	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs	Greenbelt/Greenway Programs
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Implementation Strategies

Goal 7: Core Area Stability and Enhancement

Continue efforts to promote the enhancement and stability of the core area.

*Policies: (note: * indicates ongoing program)*

1. Continue to promote public and private efforts to strengthen the Downtown area through implementation of the Downtown Norman Revitalization Plan.
2. Continue efforts to work with Norman Regional Hospital on issues related to land use, transportation, and expansion. *
3. Continue efforts to work with the University of Oklahoma on issues related to facility location, design, and expansion, as well as student housing and parking. *
4. Establish a neighborhood-planning program for targeted portions of the City's core area, in order to address such issues as land use compatibility, parking and circulation, and neighborhood improvements.
5. Adopt an implementation strategy to address the potential impacts of building conversions to parking in the core area.
6. Adopt an implementation strategy to address the potential impacts of parking in the core area, to ensure that new or expanded parking areas are properly designed and buffered to minimize impacts on other uses in the neighborhood.
7. Adopt an implementation strategy to strengthen controls on building demolitions and/or conversions in the core area.

	Regulatory Techniques							Public Facilities Financing Techniques					Misc. Techniques		
	Core Area Protection Regulations	Mixed-Use Development	Country Residential Preservation Standards	Floodplain Protection Zoning	Cluster Development Standards	Northern Separator Area Overlay Zoning	Multifamily and Commercial Design Standards	Natural Resource Protection Standards	Wastewater Plan Investment Fees/Excise Tax	Water and Sewer Utility Payback Fees	Arterial Road Improvement Recoupment	Improvement Districts	Rural Cost of Growth Analysis	Neighborhood Planning Program	CBD Enhancement Programs
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