



NORMAN 2025 LAND USE AND TRANSPORTATION PLAN

Adoption Draft
October 15, 2004

C L A R I O N

RESOLUTION

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The City would like to acknowledge the many citizens who took the time away from their busy lives to participate in this lengthy process. The NORMAN 2025 Land Use and Transportation Plan would not be possible without the dedication and vision of the Norman Future Committee members, and their interest in retaining the high quality of life enjoyed by the citizens of Norman.

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I. Plan Background

INTRODUCTION

The NORMAN 2025 Land Use and Transportation Plan is the long-range plan for the future physical development of the City. It represents a desired land use pattern in response to anticipated growth rates, public utility constraints, and environmental conditions. The Plan embodies a conscious decision by the City to anticipate and make choices about Norman's future. It provides a vision for the future and a foundation for managing the City's growth.

This Plan is the culmination of a process built on a dual foundation of strong citizen involvement and a solid understanding of the factual realities of growth trends, patterns, and constraints.

For a more detailed discussion of the technical elements of the NORMAN 2025 Land Use and Transportation Plan, the following technical reports are available:

- Development Capacity Technical Memorandum
- Land Demand Technical Memorandum
- Land Use Plan Implementation Techniques Technical Memorandum

COMMUNITY INVOLVEMENT

This Plan represents the values of the Norman citizenry. An intensive effort was made to involve citizens throughout the City in planning for Norman's future. The Norman Future Committee (NFC) was appointed by the City to act as an advisory group for citizens' views at key points throughout the planning process. The NFC met numerous times in settings that were open to the public. From October 2003 through October 2004 the NFC met a total of eight times. The citizen involvement process also included a citywide survey in which over 500 citizens participated. In addition, the local cable company broadcast most of the *NORMAN 2025 Land Use and Transportation Plan* meetings with citizens and elected officials.

PLANNING ISSUES

The community involvement component contributed greatly to gaining a balanced view of what is important to the citizens of the City. Clearly there is a strong appreciation for the quality of life enjoyed within Norman. Many believe it is important for the City to control the quality and location of growth, to discourage sprawl and ensure that adequate public facilities are available at the time of development. Particular emphasis was noted on the importance of design aspects of commercial and industrial development, which citizens would like to see occur in a more attractive manner.

Citizens remain supportive of restricting development in rural areas, and maintaining the 10-acre minimum lot size in the Country Residential area. Strong opposition to development in the flood plains, particularly within the Ten-Mile Flats flood plain and a desire for a significant Community Separator along much of the northern boundary of the city, developed in tandem with these discussions.

FOUNDATION OF EXISTING LAND USES

The City of Norman contains 121,134 acres of land (189.3 square miles). Of this land, almost 61,000 acres (slightly more than 50%) are developed or unavailable for development and are classified according to the following characteristics:

Developed land (including institutionally developed land)	31,344 acres	26%
Open space, lakes, and floodplains (including Lake Thunderbird)	17,823 acres	15%
Partially developed land (developed portion only)	4,320 acres	4%
Institutional land (vacant, but unavailable for private development)	1,070 acres	1%
Right of way	6,342 acres	5%

The developed land uses include residential and non-residential development. For purposes of this analysis, it is assumed that all land classified as open space, lakes, right-of-way, and institutional land is not developable. Approximately 50 percent of Norman's land area (60,237 acres) is vacant or only partially developed. Much of this undeveloped land (approximately 45,000 acres) is located in the western area (Ten-Mile Flats) and eastern area (from about 48th Avenue East to the City limits). These parts of the City lack readily available infrastructure such as water, sewer and an urban street network. This lack of infrastructure and remoteness make these areas extremely costly to develop, service, and maintain with urban systems. In addition, a significant portion of the vacant land is impacted by environmental or man-made constraints.

DEVELOPMENT CAPACITY

Development Capacity is an analysis of the undeveloped areas within the City, their suitability to be urbanized, and is designed to calculate the amount of different types of land uses that can be accommodated by the Land Use Plan. The analysis is made by preparing a summary of the proposed land uses within the City of Norman and, from that summary, by calculating the "capacity" of the vacant lands to accommodate future development. In preparing the future land use plan for the City, this analysis is needed to determine if the proposed Plan will allow the projected demands for land to be met. Multipliers derived from this analysis determine the degree of market flexibility provided for in the Land Use Plan.

The Development Capacity calculations are made through a process that first focuses on quantifying the amount of vacant, undeveloped land within the City by geographic location through an analysis of what lands are already developed. The second step further reduces the "quantity" of vacant, undeveloped lands through a qualitative process that involves determining the "suitability" of the land to support and sustain an urban environment. This step of the analysis was first used in development of NORMAN 2020 and is based to a large degree on work completed for the *Norman Greenway Study* undertaken through the College of

Architecture at the University of Oklahoma in 1994. This qualitative process utilizes primarily three groups of categories for analysis. Using geomorphology (bedrock geology and subsurface hydrology), physiography (flood plains and slopes) and soils (percolation rates, shrink/swell potential, fertility, erosion potential and depth to bedrock) the process identifies development constraints. This information was central to the identification of Growth Area boundaries and was integral to both the NORMAN 2020 Plan and this subsequent NORMAN 2025 Land Use and Transportation Plan. Based on a combination of existing zoning and proposed land uses, the development capacity of the vacant land is calculated. This analysis reveals that of Norman's approximately 60,237 acres of vacant land, only about 49,000 are unencumbered by development constraints. Of these 49,000 acres of vacant land, only about 8,000 acres are suitable for development at urban densities. Although preliminary numbers for capacity based upon NORMAN 2020 were prepared early in the planning process, only after preparation of a draft NORMAN 2025 Land Use and Transportation Plan could we prepare accurate calculations of development capacity. Those calculations reflect that the NORMAN 2025 Land Use and Transportation Plan will accommodate the following:

Land Use Type	Capacity
New Residential Units at urban densities	Over 22,000 units
New Office Construction	Almost 150 acres
New Commercial Construction	Over 600 acres
New Industrial Construction	Over 1,100 acres
Mixed-Use Development	Almost 800 acres
New Residential Units on Residential Estates	Over 3,000 units
New Residential Units on Large Lots	Over 5,000 units

Although not excessive, these numbers show that NORMAN 2025 provides adequate development capacity to accommodate the demand projected in the Development Demand Technical Memorandum.

FUTURE LAND DEMAND

An assessment of past, present and future population and employment growth is the foundation for projecting the amount of land needed over the next 20 years for new residential, commercial, industrial and institutional (recreational and educational) uses. These projections and land demand forecasts were prepared as part of the *NORMAN 2025 Land Demand Analysis*, a technical report prepared by the consulting team that assisted the City with preparation of this Plan. The methodology for this analysis follows a three-step process: 1) determine future employment in Norman (as a percent of Cleveland County projected employment) for private sector employment (retail commercial, offices, and industry) and estimate land requirements to accommodate the projected employment; 2) determine the number of future households and dwelling units in the City, by type (i.e., single family, multi-family, etc) and estimate land requirements to accommodate projected residential development; and 3) estimate land requirements for public sector uses, specifically schools and parks, based on projected population growth. The primary resource for the employment and population forecasts used in the *Land Demand Analysis* is data provided by Woods & Poole Economists, Inc., as excerpted from the *2003 Data Pamphlet: Cleveland County, Oklahoma*. The complete *NORMAN 2025 Land Demand Analysis* is available at the City of Norman website and from the City's Planning and Community Development Department.

Non-Residential Land Use Demand

The City's private sector employment is projected to rise from 45,438 in 2004, to 63,272 employees by 2025. There will also be continuing future emphasis on retail sales and services in the City. By 2025, it is estimated that almost 75% of all jobs in the private sector will be in the "retail trade" or "services" employment sectors. Based on the City's employment projections through 2025, a total of 1,041 acres will be needed to accommodate office, commercial and industrial growth demands over the 20-year planning period. Of these acres, 621 acres (60%) are projected to be consumed by retail uses, 198 acres (19%) by industrial/warehousing and 221 acres (21%) by office uses (Table 1).

Table 1
NONRESIDENTIAL LAND DEMAND BY LAND USE -- 2004-2025
CITY OF NORMAN

	2004 - 2010	2011 - 2015	2016 - 2020	2021 - 2025	TOTAL
OFFICE USES					
EMPLOYMENT INCREASE	1,761	1,598	1,718	1,842	6,919
FLOOR AREA GENERATED	528,300	479,400	515,400	552,600	2,075,700
NET ACRES CONSUMED	56.3	51.0	54.9	58.8	221.0
RETAIL USES					
EMPLOYMENT INCREASE	2,152	1,974	2,143	2,317	8,586
FLOOR AREA GENERATED	1,076,000	987,000	1,071,500	1,158,500	4,293,000
NET ACRES CONSUMED	155.8	142.9	155.1	167.7	621.6
INDUSTRIAL/WAREHOUSING USES					
EMPLOYMENT INCREASE	625	543	569	592	2,329
FLOOR AREA GENERATED	500,000	434,400	455,200	473,600	1,863,200
NET ACRES CONSUMED	53.1	46.2	48.4	50.3	198.0

SOURCE: NORMAN 2025 Land Demand Analysis

Residential Land Use Demand

Population and household projections show that Norman's population will increase by 34,046 people, rising from 103,101 in 2004 to 137,147 by 2025. The number of households in the City is projected to increase to 53,897 by 2025, an increase of 15,063 households (Table 2). Based on these population and household projections, it is estimated that Norman will have a demand for approximately 13,066 new housing units over the next 20 years. Of this number, it is estimated that 10,032 units (77%) will be single-family, 1,742 (13%) will be apartments and the remaining 1,291 (10%) will be a combination of duplexes, triplexes, quadriplexes and townhouses (Table 3).

Table 2
POPULATION FORECASTS -- 2000-2025
CITY OF NORMAN

	2000	2004	2010	2015	2020	2025
AVERAGE HOUSEHOLD SIZE IN CITY	2.31	2.29	2.29	2.31	2.34	2.39
NUMBER OF HOUSEHOLDS	38,834	42,199	45,964	48,946	51,586	53,897
POPULATION IN HOUSEHOLDS	89,623	96,747	105,404	112,949	120,779	129,074
POPULATION IN GROUP QUARTERS	6,071	6,354	6,804	7,203	7,625	8,073
TOTAL CITY POPULATION	95,694	103,101	112,208	120,152	128,404	137,147

Source: NORMAN 2025 Land Demand Analysis

* Group quarters include institutionalized persons and persons in dormitories and other nonhousehold living arrangements.

Table 3
HOUSING FORECAST -- 2025
CITY OF NORMAN

	2004		Increase %	2025	
	Number	Percent		Increase	Total
Single-Family Detached	27,270	61.25%	71.60%	9,356	36,625
Mobile Home	1,971	4.43%	5.18%	676	2,648
SUBTOTAL SINGLE-FAMILY	29,241	65.67%	76.78%	10,032	39,273
Two-Family (Duplex)	1,405	3.16%	2.13%	279	1,684
Triplex/Quadriplex	3,225	7.24%	4.90%	640	3,865
Townhouses	1,878	4.22%	2.85%	373	2,251
Multi-Unit (5+)	8,776	19.71%	13.33%	1,742	10,518
SUBTOTAL MULTI-FAMILY	15,283	34.33%	23.22%	3,034	18,317
TOTAL	44,524	100.00%	100.00%	13,066	57,590

Source: NORMAN 2025 Land Demand Analysis

Using information on dwelling units and average lot area per dwelling unit figures, projections for residential land acreage demand are estimated in Table 4. Of the 13,065 total new dwelling units projected through 2025, 84% are anticipated to be built in the urban area and 16% on larger lots in the rural areas. Of those to be built in the urban area, 7,952 are projected to be single-family and will require approximately 2,396 acres. An additional 293 acres are projected to be required for the over 3,000 anticipated multi-family units. Additionally, another 2,080 single-family units are projected for the rural areas. Of those, about 400 will be built on 2-acre residential estates with the remaining over 1600 units being built on mostly 10-acre parcels.

Table 4
RESIDENTIAL LAND DEMAND BY LAND USE -- 2004-2025
CITY OF NORMAN

	2004 - 2010	2011 - 2015	2016 - 2020	2021 - 2025	TOTAL
COUNTRY RESIDENTIAL					
NEW HOUSING UNITS	588	406	359	311	1,664
NET ACRES IN LOTS	5,880.0	4,060.0	3,590.0	3,110.0	16,640.0
NET ACRES CONSUMED	6,174.0	4,263.0	3,769.5	3,265.5	17,472.0
VERY LOW DENSITY RESIDENTIAL					
NEW HOUSING UNITS	147	101	90	78	416
NET ACRES IN LOTS	294.0	202.0	180.0	156.0	832.0
NET ACRES CONSUMED	323.4	222.2	198.0	171.6	915.2
LOW DENSITY RESIDENTIAL					
NEW HOUSING UNITS	2,810	1,941	1,718	1,483	7,952
NET ACRES IN LOTS	677.4	467.8	414.2	357.4	1,916.8
NET ACRES CONSUMED	846.8	584.8	517.7	446.7	2,396.0
MEDIUM DENSITY RESIDENTIAL					
NEW HOUSING UNITS	456	315	279	241	1,291
NET ACRES IN LOTS	55	38	34	29	156
NET ACRES CONSUMED	65.8	45.5	40.3	34.8	186.3
HIGH DENSITY RESIDENTIAL					
NEW HOUSING UNITS	615	426	376	325	1,742
NET ACRES IN LOTS	34.2	23.7	20.9	18.1	96.8
NET ACRES CONSUMED	37.6	26.0	23.0	19.9	106.4

SOURCE: Ross + Associates 2004

Summary of Land Demand Forecasts

Table 5 summarizes all of the land demand forecasts. During the 20-year planning period, over 22,600 acres of land (35.4 square miles) are forecasted to be consumed by the construction of residences and businesses, and through public acquisitions for parks and schools. These figures represent only the actual land projected to be occupied by new construction and development. Additional land also will be “consumed” by the development of subdivisions and other projects but will be vacant at any given point in time, awaiting building construction.

Table 5
SUMMARY--NET LAND DEMAND BY LAND USE -- 2004-2025
CITY OF NORMAN

	2004 - 2010	2011 - 2015	2016 - 2020	2021 - 2025	TOTAL
NONRESIDENTIAL PRIVATE SECTOR					
OFFICE USES	56.3	51.0	54.9	58.8	221.0
RETAIL USES	155.8	142.9	155.1	167.7	621.6
INDUSTRIAL/WAREHOUSING USES	53.1	46.2	48.4	50.3	198.0
SUBTOTAL--PRIVATE SECTOR	265.2	240.1	258.4	276.9	1,040.6
PUBLIC SECTOR					
PARKS	269.5	69.9	74.3	78.7	492.3
SCHOOLS*	-	-	20.0	20.0	40.0
SUBTOTAL--PUBLIC SECTOR	269.5	69.9	94.3	98.7	532.3
RESIDENTIAL					
COUNTRY RESIDENTIAL	6,174.0	4,263.0	3,769.5	3,265.5	17,472.0
VERY LOW DENSITY RESIDENTIAL	323.4	222.2	198.0	171.6	915.2
LOW DENSITY RESIDENTIAL	846.8	584.8	517.7	446.7	2,396.0
MEDIUM DENSITY RESIDENTIAL	65.8	45.5	40.3	34.8	186.3
HIGH DENSITY RESIDENTIAL	37.6	26.0	23.0	19.9	106.4
SUBTOTAL--RESIDENTIAL	7,447.6	5,141.5	4,548.4	3,938.5	21,076.0
TOTAL	7,982.2	5,451.5	4,901.1	4,314.1	22,648.8

* New schools only, not including expansion of existing schools or replacement of aging and obsolete schools.

II. Land Use & Transportation Plan

INTRODUCTION

The NORMAN 2025 *Land Use and Transportation Plan* represents a long-range 20-year vision for the physical development of the City. It is grounded in planning goals and policies that set the general direction of the Plan. These *Goals and Policies* articulate a basic desire by the City to manage the location of its growth in a fiscally and environmentally responsible manner, while encouraging healthy economic development. In order to accomplish these goals, the City is organized into geographic *Growth Areas*, based on factors related to infrastructure delivery and suitability for urban development. These growth areas, in turn, serve as a framework for the designation of a future *Land Use Plan*. This *Land Use Plan* recommends future land use categories for all property in the City. A *Transportation Plan* has been prepared which is consistent with the Growth Areas and supports the Land Use Plan.

The Plan sets the stage for the City to be proactive in the way it manages growth. Through the use of Growth Areas, the Plan establishes priority areas for urban development based on existing or proposed public facilities. The Plan depicts a healthy development balance between the eastern and western areas of the City, with significant areas identified for future urban densities. It identifies areas suitable for industrial development and sets the stage for providing that these areas be protected from conversion to other uses. It also establishes very low densities for areas that are environmentally sensitive such as the Garber-Wellington aquifer recharge area and the Ten-Mile Flats floodplain, so as to minimize the numbers of dwellings located in those areas. It further protects the City's environmentally sensitive areas by limiting development in the 100-year floodplain and requiring structures to be shifted to higher, non-flood plain parcels. Cluster developments are also encouraged to reduce environmental impacts and to help facilitate a greenway system throughout the City, primarily along the Little River and Canadian River and their tributaries.

GOALS AND POLICIES

The Goals and Policies are the key integrating force behind the *NORMAN 2025 Land Use and Transportation Plan*. They establish a general statement of intent for the future growth and development of the City and serve as the policy basis for the more specific growth area designations, land use recommendations, and streets and highway designations. They will be used as a guide for future land use and infrastructure decisions and for considering requests to amend the Plan.

The Goals and Policies encompass a progression of growth-related principles that articulate the most efficient and environmentally responsible way for Norman to handle growth through the year 2025. The City of Norman is best served by managing growth through influencing the location choices of future development. Infrastructure is recognized as being an effective tool to manage the location of growth. Urban-level growth

is encouraged to locate where infrastructure is readily available and discouraged in the more rural and environmentally sensitive areas of the City. The long-term economic health of the City is also a major influencing factor for future growth, as are protection of the rural environment and the provision of a greenbelt system throughout the City. Each of these goals is stated below, followed by a series of policies related to the goal. These statements are the policy framework for the *NORMAN 2025 Land Use and Transportation Plan*.

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:

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.

Goal 2: Infrastructure-Supported Growth

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

POLICIES:

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. Continue to prohibit development on unopened section line roads.
5. Maintain compact urban form by permitting new or expanded sewer lift services only in the Current Urban Services and Future Urban Service Areas and requiring appropriate fee surcharges for permanent maintenance of lift stations.
6. Maintain and improve infrastructure in the existing urban areas.
7. Monitor the impact of development on existing and future infrastructure capacities.

8. Extend major utility lines and facilities only into those areas identified for urban development.
9. Approve new development only when the facilities to serve it will be concurrently available
10. Advance fair and predictable standards for allocation of infrastructure costs between the development community and the City.
11. 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.
12. Encourage regional and state highway planning for roadway improvements consistent with desired growth patterns and the Transportation Plan.
13. Encourage opportunities for multi-modal transportation, such as Park and Ride Facilities in both south and north Norman.
14. Explore and encourage opportunities for both on and off-street bicycle and pedestrian facilities for commuting to work, schools, shopping, between neighborhoods, and/or other destinations by bicycle or walking.
15. Discourage through traffic within existing neighborhoods or planned areas by routing it to the major street system.
16. 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.

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:

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. Encourage opportunities for pedestrian and bicycle facilities in and between neighborhoods and other activity areas.
4. Foster and encourage construction of new residential units, and conversion of underutilized buildings into residential units, in downtown Norman.
5. 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.
6. 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.
7. Develop an incentive program that encourages development of affordable housing.
8. Support the provision of affordable housing through the periodic review of development regulations and administrative procedures to eliminate any unnecessary costs.
9. Encourage housing designed for university student occupancy in areas suitable for high intensity uses.
10. 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.

11. 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.

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:

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.
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. Promote greater utilization of public transit services to support employment opportunities.
10. Secure payments-in-lieu of taxes related to development of for-profit ventures occurring within properties that are tax exempt.

Goal 5: Rural Character and Development

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

POLICIES:

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. Encourage cluster developments and preserve open space by providing bonus densities and by simplifying regulations.
4. Establish a level of public service delivery for rural Norman that is appropriate for the rural setting.
5. Protect water quality in Lake Thunderbird and the Garber-Wellington aquifer from point and non-point pollution related to development (impervious surface run-off, oil and gas drilling, disposal of toxic chemicals, etc.)

6. 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.
7. 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.
8. Establish a community separator area between Norman and neighboring communities to the north.
9. 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.

Goal 6: Greenbelt Development

Develop and maintain a greenbelt system for Norman.

POLICIES:

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, as well as an alternative route to move through the City for commuting to work, schools, shopping, between neighborhoods, and/or other destinations by bicycle or walking;
 - 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. Continue to improve a natural landscape planting and maintenance program for City-owned properties and rights-of-way of major streets and highways.

Goal 7: Core Area Stability and Enhancement

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

POLICIES:

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 and public transit usage.

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, bicycle and pedestrian facilities, public transit facilities and usage, 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.

GROWTH AREAS

An integral part of the NORMAN 2025 Land Use and Transportation Plan is the continued designation of various Growth Areas related to the character, density and level of appropriate public services. The Growth Areas are designated as part of the ongoing effort to accomplish the Goals and Policies related to managing the location of growth in relation to infrastructure and the suitability of land for development. The four Growth Areas are: Current Urban Service Area; Future Urban Service Area; Suburban Residential Area; and Country Residential Area. Each is described in the following text and depicted on Figure 1

Current Urban Service Area

The “Current Urban Service Area” consists of the urban area currently sewered or 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.

To accomplish the policy priority of encouraging development in the existing sewer service area, it is necessary to reserve sewer capacity either as it exists now or as it is expanded through improvements. It is important that this area develop at urban densities (greater than 3.5 units per acre) appropriate for sewer expansion, and that costs of the required infrastructure expansion are shared by the development community.

The City will continue efforts to maintain the health and stability of this area in order to maintain the quality of life for residents and businesses, and to make the area attractive for new development. The City will continue to revitalize the central business district and the Campus Corner area through a variety of efforts as outlined in the *Downtown Norman Revitalization Plan* and as undertaken by the private sector in the Campus Corner Area. Continued efforts will be made to protect residential resources and strengthen existing neighborhoods through mechanisms such as the CDBG program.

Future Urban Service Area

The “Future Urban Service Area” is comprised of areas that are presently outside the existing water and/or sanitary sewer service areas, where urban land uses are recommended. The City recognizes that, due to infrastructure requirements, not all portions of the Future Urban Service Area will be able to develop at urban densities in the near future. This raises the concern about the need 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, City Council will continue the 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. It is recognized that existing A-2 zoned parcels would still be allowed to be built upon with individual water wells and sewage treatment. However, subdividing existing A-2 parcels into smaller than 40 acre tracts will be prohibited unless the development is done as a small cluster with provision for full urban services at a later date, whenever they become available. 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. Under such circumstances, the clustered lot sizes will range from $\frac{3}{4}$ acre to 2 acre depending upon specific site conditions, such as topography, soil conditions, etc.

In order for the designation of an area to change from Future Urban Service Area to Current Urban Service Area, the following criteria must be met:

- Adequate public facilities (water and sanitary sewer) are in place, or will be in place at the time that they develop.
- Development of these areas will not result in a utilization of the “Current Urban Service Area” sanitary sewer capacities within the outfall lines or at the treatment plant.

The Growth Area boundaries indicated on figure 1 are approximate, and may be modified slightly at the time of application for a designation change as a result of detailed engineering or topographic studies.

Suburban Residential Area

The “Suburban Residential Area” consists of areas suitable for development from an environmental standpoint, but not planned for sanitary sewer service. Therefore, the Plan recommends development at suburban densities of not more than one unit per two acres. Development will generally require individual water wells and sewage treatment systems; however, city water should be provided for any development in this area where high quality water cannot be assured. It is important for the City to maintain the rural nature of this area and to be explicit as to the limited infrastructure anticipated. Specifically, the City does not plan to extend sanitary sewer service to this area.

Much of the desired greenbelt is located in this area, so the use of lot clustering to preserve open space is appropriate in some circumstances. 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.

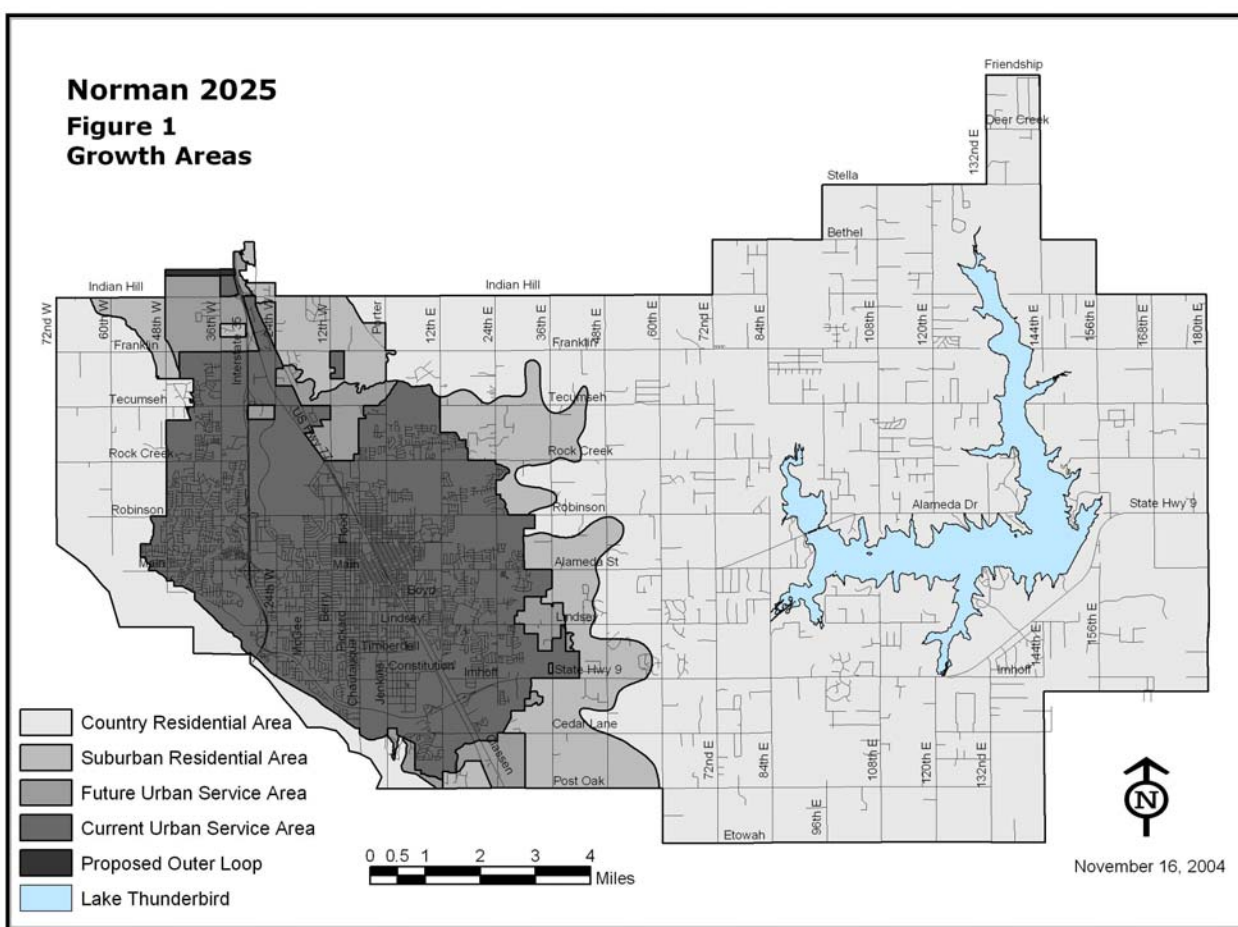
Country Residential Area

The “Country Residential Area” encompasses predominately those portions of Norman that are over the Garber-Wellington Aquifer primary recharge area and/or within the flood plains of the Little River and South Canadian River. These areas have low suitability for development at urban densities. This low suitability for development within the floodplains of the rivers is due to occasional flooding that will occur. The low suitability in the Garber-Wellington Aquifer primary recharge area is not only because of the threat of contamination to the ground water in the aquifer, but also because of the combination of generally erodible soils, steeper slopes, and the potential for contamination of this portion of the Lake Thunderbird watershed. Additionally, these areas provide significant benefits to the overall quality of life in Norman due to the large amounts of undeveloped open space and the presence of a substantial number of wildlife habitats.

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.)

For floodplain areas within the Little River/Lake Thunderbird tributaries, the City will require the shifting of density out of the 100-year floodplain onto areas of a site that are not in the floodplain, except in those instances where no such option exist on already created legal parcels. Floodplain areas within the Ten-Mile Flats area shall develop with at least twenty (20) acre lots.

Another issue that this Plan begins to address in the Country Residential Area is the cost differential between development in the urban area and the rural area. While service and maintenance costs are higher per capita in the rural areas 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. In reality, due to higher development costs in the urban area, the City's current low development standards and fees in the rural areas may artificially induce pressure for growth in these areas.



LAND USE PLAN

The *Norman 2025 Land Use and Transportation Plan* is grounded in the Goals and Policies that set the general direction of the Plan. In order to accomplish these goals, the City is organized into geographic Growth Areas, based on factors related to infrastructure delivery and suitability for urban development. These growth areas, in turn serve as a framework for the designation of a future *Land Use Plan*. This *Land Use Plan* recommends future land use categories for all property in the City.

The Plan is proactive in the way it manages growth. Through the use of Growth Areas, it establishes priority areas for urban development based on existing or proposed public facilities. It discourages sprawl and suggests minimum urban densities. The Plan depicts a development balance between the eastern and western areas of the City. It identifies areas suitable for industrial development and recommends that these areas be protected from conversion to other uses. It also establishes low densities for areas that are environmentally sensitive such as that portion of the Little River drainage basin overlaying the principal recharge areas of the Garber-Wellington aquifer and the Ten-Mile Flats flood plain. It further protects the City's environmentally sensitive areas by encouraging clustering of development to reduce environmental impacts and to complement a proposed greenway system throughout the City.

The Plan blends a healthy amount of residential and commercial growth with an aggressive amount of area recommended for industrial development. It also recognizes that commercial development in Norman may include commercial activities and services such as office uses; neighborhood and community shopping centers; the central business district; highway service areas; and regional shopping centers.

The NORMAN 2025 Plan will accommodate nearly 31,000 new dwelling units. Of these new units, an estimated capacity for over 15,000 new single-family structures accommodates almost twice the projected demand for 7,952 new single-family dwelling units by 2025. The capacity for slightly over 5,000 new dwelling units at medium and high density provides for about 165% of the projected demand for just over 3,000 new units by 2025. The NORMAN 2025 Plan also provides about 650 acres for new commercial land uses, about 150 acres for office land uses, almost 1,200 acres for future industrial land uses and almost 800 acres of land designated for mixed-use development (which will accommodate a mixture of residential, commercial, office and industrial land uses.) The projected demand through 2025 for each of the above uses is 221 acres of office, 622 acres of commercial, and 198 acres of industrial. The capacity provided will accommodate about 75% of the office demand, about 105 % of the commercial demand, and almost 1,000 more acres for industrial uses than the projected demand of slightly less than 200 acres. The almost 800 acres of mixed-use lands also provide for additional acres for commercial, office and industrial uses. The Plan also identifies three new community parks.

Mixed-Use Development

The Plan also introduces and incorporates the concept of *mixed-use development*, to provide for a more flexible approach to development in specific targeted areas. Mixed-use development 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 a given area with high quality architectural design. Pedestrian-oriented, mixed-use neighborhoods that incorporate a variety of styles, residential types and densities and appropriate non-residential uses, include an interconnected street

network, promote pedestrian travel and access, and foster neighborhood interaction, will be encouraged in appropriate locations throughout the City.

Uses for each mixed-use development will vary, but all should be designed as urban activity centers—community destinations for working, shopping, and/or entertainment. The planning of these areas should be pedestrian-oriented, and special improvements should be considered to make them rich, enjoyable public places. 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. A typical example of a vertical mixed use building would incorporate active uses, such as stores and restaurants, at the street level and residential or office uses on the upper floors. *Horizontal mixed-use* refers to a pattern where several types of uses or buildings are included, as part of a cohesive development in proximity to each other – but each building would contain its own separate 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. Thus, we are recommending a Special Planning Area designation (see below) for each of the areas designated on the NORMAN 2025 Land Use and Transportation Plan for *Mixed-Use* development, to ensure that an overall unified development plan is prepared for each site prior to development.

The design of mixed-use development should take into consideration the following characteristics:

RESIDENTIAL DENSITY AND MIX OF HOUSING TYPES

Residential density should be sufficiently high in order to support a level of pedestrian activity, and should typically be not less than six (6) dwelling units per acre. A mix of two or more different housing types should be included, at varying densities. Residential dwellings located above first-floor retail, offices, and services are encouraged.

NON-RESIDENTIAL USES

A mix of non-residential uses is encouraged, in order to incorporate opportunities for employment, shopping, and services. Non-residential uses should be designed so that they are integrated into the overall site plan and design, not as isolated areas from other uses in the development. Auto-oriented uses such as auto repair and service shops, large-format commercial “super-stores”, and drive-through restaurants are generally discouraged in mixed-use development areas; however, the use of creative site layout and design techniques to develop pedestrian-supportive designs that would be appropriate within mixed-use areas may be considered. This would include an overall reduction in scale that accommodated reduced parking areas, building setbacks, and building footprints (for example, “super-stores” and other large commercial uses would typically be restricted to less than 40,000 square feet). In addition prototypes would seek to minimize conflicts between automobiles and pedestrians and provide detailed attention towards pedestrian orientation and accessibility.

DEFINED BY STREETS OR OTHER PHYSICAL FEATURES

Mixed-use developments should generally be bounded by physical or constructed features with some level of permanence, such as streets, greenways, or other open spaces.

CONTAINING PUBLIC PLAZAS OR OPEN SPACE DESIGNED AS A FOCAL POINT

Mixed-use developments should include at least one predominant location for an outdoor open space or plaza, with amenities such as benches, monuments, kiosks, or public art, designed to serve as a central gathering place or community activity center. These areas should be designed to create comfortable outdoor spaces designed to attract and accommodate people, where higher pedestrian activity is likely to occur. Outdoor spaces should be linked to and made visible from streets and sidewalks.

PEDESTRIAN-ORIENTED SITE DESIGN

Entrances and parking lots should be designed to be both functional and inviting with continuous landscaped walkways linking all land uses. Buildings should be oriented to sidewalks or other outdoor spaces for people, not set back behind parking lots or oriented only to parking lots. Buildings on isolated "pad sites" surrounded by parking lots and driveways should not be incorporated. Parking lots should not dominate the frontage of streets, interrupt pedestrian routes, or negatively affect surrounding land uses or neighborhoods. Access must serve the needs of the pedestrian as well as the motorist. Accordingly, the following design aspects must be considered: (1) pedestrian access to the site and buildings; (2) gathering areas for people; and (3) auto access and parking lots. Continuous internal pedestrian walkways should be provided to connect focal points of pedestrian activity such as transit stops, street crossings, building entry points, and parking areas.

INTERCONNECTED NETWORK OF MULTI-MODAL STREETS

An interconnected hierarchy of streets should be established to clearly define primary pedestrian and vehicular travel routes between uses. Streets should be designed to accommodate all modes comfortably and should provide a separation between incompatible modes, such as bicycles and pedestrians where possible. Cul-de-sacs or other dead end streets are strongly discouraged in mixed-use developments.

SPECIAL PLANNING AREAS

Within the Land Use Plan Map, several areas are identified that exhibit characteristics requiring special consideration. It is anticipated that these areas would develop as recommended in the Land Use Plan only through the Planned Unit Development (PUD) process, except for the Northern Community Separator Overlay District (SPA 6). Each of these areas has unique features or circumstances that create the need for this process if the land use as reflected on the Plan is to become a reality. Some of the Special Planning Areas identified in NORMAN 2020 have been completed, and are no longer designated in this Plan. The following information presents the areas to be included in this PUD process, their current circumstances, the proposed land uses and conditions that need to be met in order for development/redevelopment to occur.

SPECIAL PLANNING AREAS 1 AND 2

EXISTING CONDITIONS

Special Planning Areas 1 and 2 are situated on the west side of 24th Avenue SW, between Briggs Street and State Highway 9 and directly east of and adjacent to Interstate 35. Both of these areas are primarily residential in nature but have been surrounded over time by a varied assortment of commercial activities. Most of the remaining residential structures are of modest construction and date back several decades. Access to these areas is now limited to 24th Avenue SW.

Although the predominate zoning in both of these areas remains R-1 (single family residential), actual existing land uses include a mixture of commercial (including landscaping/nurseries, auto and small engine repair, retail and services.) While many of the homes are on small lots, there are a number of homes in both areas that are located on very large lots, many of which are well kept. Although some sanitary sewer is nearby, most of the residential properties are on individual septic tanks. The construction of Interstate 35 and the continuing intrusion of commercial uses into the area are creating a less than desirable residential environment. Additionally, some of the existing businesses and surrounding grounds are poorly maintained, have unscreened storage and inadequately paved parking and are generally of substandard quality and appearance. There are also a number of poorly maintained mobile homes and residential units in the area.

PROPOSED LAND USES

All of these areas are projected to become commercial. Provision for this use is recommended if certain conditions are met.

REQUIRED DEVELOPMENT CONDITIONS

1. Consolidation of properties into unified ownership for each area prior to its redevelopment.
2. Provision of a master redevelopment plan prior to any rezoning or platting.
3. Provision of all city services and infrastructure adequate to accommodate full build out.

SPECIAL PLANNING AREA 3

EXISTING CONDITIONS

Special Planning Area 3 is located north of the residential properties along the north side of Acres Street between University Boulevard and the planned location of Front Street just north of Andrews Park. This largely undeveloped triangular site is within the Adams Neighborhood. The area is bounded by the Burlington Northern/ Santa Fe Railroad tracks to the east, single family residential properties to the north, light industrial /service operations to the west, and a mixture of single and multi-family residential development to the south.

The majority of the site is currently zoned I-1 light industrial and much of it is vacant. The site includes the Rhodes Feed and Seed operation. The dominant adjoining land uses are the service/warehousing operations located on the adjacent I-1 zoned properties.

PROPOSED LAND USES

The redevelopment opportunities for the former milling operation and the opportunities for the vacant portions of this tract will be greatly impacted by the roadway and landscaping improvements planned for Front Street. It is anticipated that these properties will be converted to commercial uses when Front Street is completed. Provision for this use is recommended if certain conditions are met.

REQUIRED DEVELOPMENT CONDITIONS

1. Front Street must be completed as planned and include the extension of Highland Parkway through this tract.
2. No ingress and egress will be granted directly onto Front Street.
3. Unified architectural appearance will be required, especially on all building facades that are oriented toward Front Street.
4. Conversion of the old mill site from industrial to commercial will require demolition and removal of the current facility.

SPECIAL PLANNING AREA 4

EXISTING CONDITIONS

Special Planning Area 4 is situated between 36th Avenue NW and I-35, from Indian Hill Road south ½ mile. The area is undeveloped, but has been under growing pressure to change, primarily due to continued growth and expansion in the northern area of the City and good access from the I-35/Indian Hill Road interchange.

PROPOSED LAND USES

This area is designated for Mixed-Use Development, if certain conditions are met. The primary emphasis of this mixed-use development area is to allow for a mix of employment uses (such as office or light industrial), with some supporting commercial and medium or high density residential housing, as part of an overall, unified planned development. It is envisioned that employment and commercial uses would be oriented towards Indian Hill Road and I-35 to the north and east, and residential uses would be oriented towards 36th

Avenue NW to the west. The area along 36th Avenue NW could also accommodate vertically integrated mixed-use buildings, with appropriate design treatments and transitions to adjoining residential areas.

REQUIRED DEVELOPMENT CONDITIONS

1. A unified overall master development plan that includes 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.
2. A unified overall master development plan that adequately addresses potential impacts on adjoining residential areas, (especially along the south boundary and along 36th Avenue NW). This should include landscape treatments and/or setbacks, solid masonry attractive walls, and design treatments and building height transitions of buildings.
3. A unified overall master development plan that assures appropriate ingress and egress so as to mitigate the potential traffic impacts on 36th Avenue NW and Indian Hill Road.
4. Design treatments for building architecture, site design, signage, and landscaping that reflect the importance of this site as a visual gateway into the community.
5. If the development planned for the site occurs in more than a single phase, each phase shall include a mix of at least two land uses, as specified in a phasing plan included as part of the overall development master plan.

SPECIAL PLANNING AREA 5

EXISTING CONDITIONS

Special Planning Area 5 is situated between 36th Avenue NW and I-35, from Franklin Road north ¼ mile, directly north of the proposed community park site. The area is undeveloped, but has been under growing pressure to change, primarily due to continued growth and expansion in the northern area of the City and good access from the I-35/Indian Hill Road interchange.

PROPOSED LAND USES

This area is designated for Medium Density residential development due to its' proximity to the proposed community park site and if certain conditions are met.

REQUIRED DEVELOPMENT CONDITIONS

1. A unified overall master development plan that assures appropriate ingress and egress so as to mitigate the potential traffic impacts on 36th W and Franklin Road.
2. A unified overall master development plan that adequately addresses potential impacts on adjoining residential areas, (especially along the northern boundary). This may include landscape treatments and/or setbacks, solid masonry screening walls or fences, and design treatments and building height transitions of buildings.

3. Design treatments for building architecture, site design, signage, and landscaping that reflect the importance of this site relative to the planned Community Park.
4. Residential uses shall be a minimum of 6 to 8 dwelling units per net acre, with a mixture of housing types and densities encouraged.

SPECIAL PLANNING AREA 6 – Community Separator

EXISTING CONDITIONS

Special Planning Area 6 is situated between Broadway Avenue and 72nd Avenue NE, extending north of Franklin Road to Indian Hill Road. The area is generally undeveloped or in agricultural use. The land use designations for this area reflect two primary objectives: protect the Little River watershed and tributaries, and create a sense of visual, physical separation between Norman and Moore.

PROPOSED LAND USES

This area is designated for clustered rural residential development at a gross density of one dwelling unit per 10 acres with a minimum lot size of 2 acres, and open space, if certain conditions are met.

REQUIRED DEVELOPMENT CONDITIONS

1. Mandatory shifting of density out of the floodplain, in order to protect the integrity of the Little River watershed and its tributaries. 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 the property that are not located in the floodplain. Smaller lots would be allowed to the extent necessary to accommodate this shifting on the upland portions of the site, although the total permitted density should remain at no more than 1 (1) unit per ten (10) acres. In addition, clustered development on approximately 2-acre lots would be allowed at an overall density of one (1) unit per eighth (8) acres, with the remainder of the property designated and preserved as common open space, or protected by a conservation easement.
2. In order to retain the visually open character of the area, all buildings will be required to be set back a minimum of four hundred (400) feet from the centerline of Indian Hill Road. This setback will be protected by requiring a recorded, no-build easement, in order to retain this visual quality over time.
3. To the maximum extent possible, access to residential development shall be obtained from north/south roads and not directly from Indian Hill Road, in order to maintain the integrity of the view corridor along Indian Hill Road.

SPECIAL PLANNING AREA 7

EXISTING CONDITIONS

Special Planning Area 7 is situated in an area south of Cedar Lane and directly east of Highway 77/Classen, bisected by 24th Avenue SE. The area is generally undeveloped.

PROPOSED LAND USES

The area east of Highway 77/Classen, bisected by 24th Avenue SE, is designated for Mixed-Use Development. This is intended to accommodate a mixture of employment, commercial, and residential uses. The primary emphasis of this mixed-use development area is to accommodate employment uses (such as office or light industrial), with some supporting commercial and medium or high-density residential housing, as part of an overall planned development if certain conditions are met.

REQUIRED DEVELOPMENT CONDITIONS

1. A unified overall master development plan for the entire area, to be approved by the city before development of the area could commence.
2. A unified overall master development plan that includes well-planned, mutually supportive uses containing a mixture of employment and commercial uses, as well as different densities and types of supporting residential uses. Residential uses shall comprise at least forty percent of the land area contained in the Special Planning Area.
3. A unified overall master development plan that adequately addresses specific design aspects unique to the area's location and surroundings, such as the design relationship and connections to the planned residential areas to the east, overall mix of uses, and design treatments of the site, landscaping, signage, and buildings.
4. A unified overall master development plan that assures appropriate ingress and egress so as to mitigate the potential traffic impacts on Highway 77.

SPECIAL PLANNING AREA 8

EXISTING CONDITIONS

Special Planning Area 8 is situated in an area south of Indian Hill Road, between the BNSF railroad and 24th Avenue NW.

PROPOSED LAND USES

The area is designated for industrial development.

Required Development Conditions

1. A unified overall master development plan for the entire area, to be approved by the city before development of the area could commence.

2. A development plan that adequately addresses potential impacts on adjoining residential areas, (especially along the east edge that abuts 24th Avenue NW). This will include landscape treatments for both the perimeter and in parking areas and will require building setbacks of at least 100 feet..
3. A unified development plan that assures appropriate ingress and egress so as to mitigate the potential traffic impacts on 24th Avenue NW.
4. No industrial development shall occur until sanitary sewer is available to serve the site.

III. Transportation Plan

One of the most critical elements of this Plan is the designation of a system of vehicular travel that supports the Land Use Plan. A Transportation Plan is needed to prescribe a system of safe, economical and efficient streets providing for a variety of functions. A comprehensive pedestrian and bikeway system should be pursued in conjunction with the other elements of the City's transportation system. The City's transportation system should also support enhanced opportunities for public transit service; both locally and regionally, in order to reduce dependency on private automobile travel, decrease congestion, and enhance air quality in the City.

HIGHWAYS

Highways include all roadways for which the primary responsibility for maintenance is other than the City. The function of these roadways is primarily to accommodate long trips between parts of Norman and to connect areas outside of Norman. Highways may also function as Urban Principal or Minor Arterials. The right-of-way requirements, number of lanes, and shoulder requirements will vary greatly within the highway system. The types of Highways include:

Freeway – a divided highway with full control of access.

Turnpike – a divided highway with full control of access, on which a “user fee” or toll is charged for each trip.

Expressway – a divided highway with partial control of access.

Gateway/Boulevard/Parkway Scenic Zones – any highway, generally divided, where special setbacks are imposed, signs are restricted, uniformity of street trees is required and extensive landscaping is encouraged, to enhance the park-like setting along the street.

Conventional – any non-divided road, maintained by the Oklahoma Department of Transportation.

URBAN STREETS

Urban Streets include all roadways within urbanized Norman; this includes that portion of Norman falling within the Current and Future Urban Service Growth Areas. The Urban Streets include:

Urban Principal Arterials – distribute traffic throughout the City and link major community-wide traffic generators.

Include all “Highways” within or passing through urbanized Norman.

Require a minimum of four travel lanes with curb and gutter and a minimum of 100 feet of right-of-way. Additional lanes, turn lanes, medians and rights-of-way may be required based upon traffic generation or unique conditions.

Urban Minor Arterials – are intended to distribute traffic throughout the City and link major community-wide traffic generators, but because of limited right-of-way or adjacent land development cannot or need not be constructed to the Principal Arterial standard. A Minor Arterial will typically consist of two travel lanes, with turn lanes required at intersections with all other arterials, and sometimes with collectors. In some instances, a third lane will be required.

Urban Collectors – allow traffic to move from the local street system to the arterial system. Collectors typically have two travel lanes, with turn lanes required at some intersections, including all arterials.

Urban Locals – provide access to property abutting public rights-of-way and a means to travel to the higher classified street system. Local streets have two travel lanes.

RURAL ROADS

Rural Roads include all roadways outside of urbanized Norman in the Suburban and Country Residential areas. The right-of-way requirements, width of lanes, width and types of shoulders, and requirements for turn lanes vary widely. Rural roads include:

Rural Principal Arterials – distribute traffic throughout areas which have low land development capacities and lower traffic demand than the Urban Arterial System. Rural Principal Arterials represent an integrated rural network linking large traffic generators and providing intra-county service. They also represent the most heavily traveled roads in the Rural System and will sometimes serve as a connection to an Urban Arterial. Rural Principal Arterials should be designed to provide for relatively high overall travel speeds, with minimum interference to through movement. Roads in this classification require a minimum of 100 feet of right-of-way, two paved lanes of 12 feet each, a 10 foot paved shoulder adjoining each lane, and in some instances, acceleration/deceleration/turn lanes at intersections with other arterial and collectors. No curb and gutter is required, however, a 4 to 1 side slope, or flatter, is required for all bar ditches.

Rural Minor Arterials – represent the second tier of roads in the Rural System. Rural Minor Arterials are also intended to distribute traffic throughout areas that have low land development capacities and lower traffic demand than the Urban Arterial System. Rural Minor Arterials form part of an integrated rural network linking large traffic generators and providing intra-county service. They should be designed to provide for moderate overall travel speeds, with minimum interference to through movement. Roads in this classification require a minimum of 100 feet of right-of-way, two paved lanes of 12 feet each, a 6 foot paved shoulder adjoining each lane, and in most instances, acceleration/deceleration/turn lanes at intersections with other arterials and collectors. No curb and gutter is required, however, a 4 to 1 side slope, or flatter, is required for all bar ditches.

Rural Collectors – represent a roadway system designed to serve travel on which predominate travel distances are shorter or slower than on arterial roads. Rural Collectors should be consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance to an arterial. Roads in this classification require a minimum of 100 feet of right-of-way, two paved lanes of 12 feet each, a 6-foot earthen shoulder adjoining each lane, and acceleration/deceleration/turn lanes at intersections with

arterials. No curb and gutter is required, however, a 4 to 1 side slope, or flatter, is required for all bar ditches.

Rural Locals – represent a road system designed primarily to provide access to adjacent land and provide service to travel over relatively short distances as compared to collectors or other higher systems. These roads require a minimum of 80 feet of right-of-way, two paved lanes of 11 feet each with a 4-foot earthen shoulder adjoining each lane. No curb and gutter is required, however, a 4 to 1 side slope, or flatter, is required for all bar ditches.

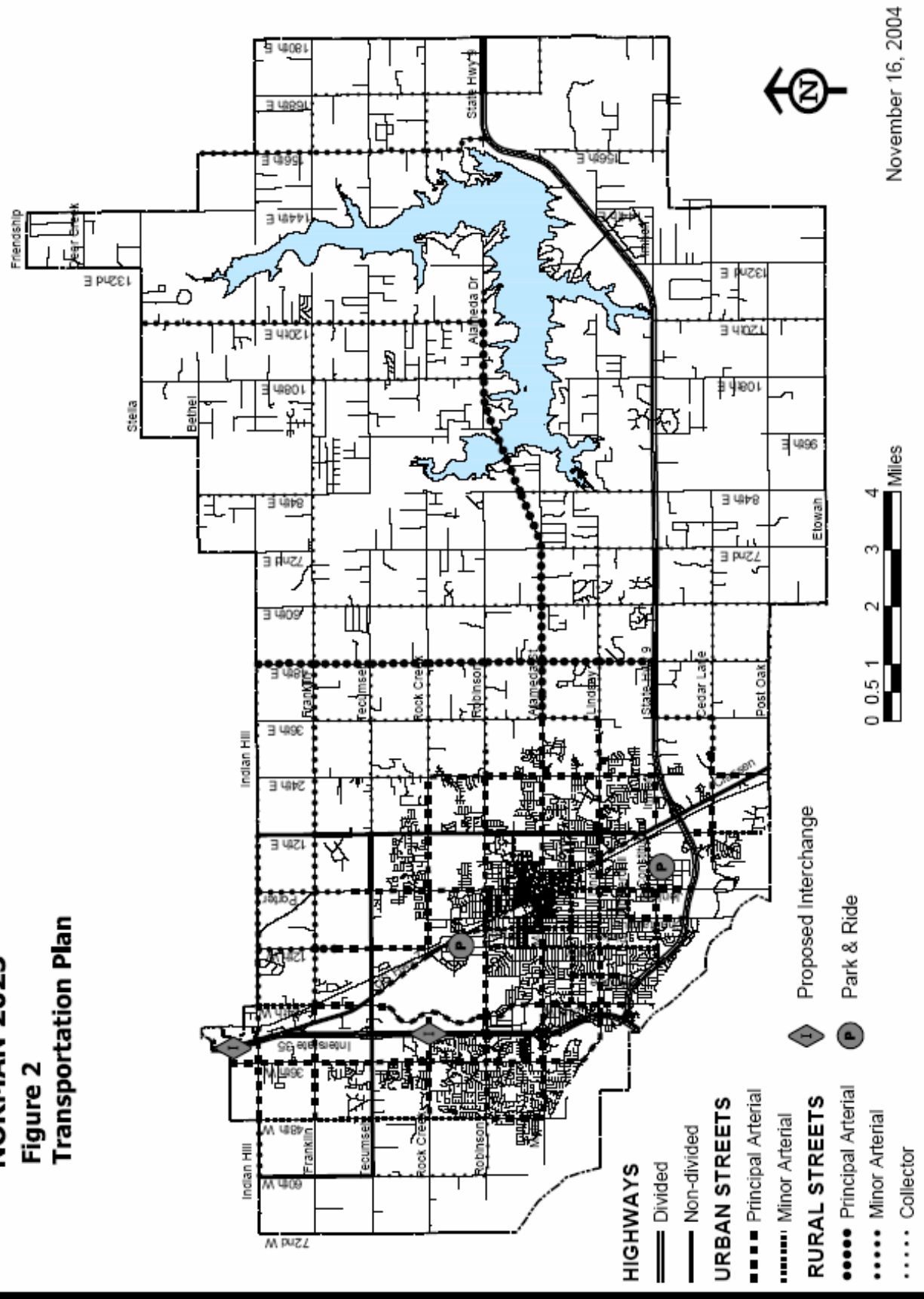
PUBLIC TRANSIT

Bus transit service is currently provided in Norman by Cleveland Area Rapid Transit (CART), which provides fixed route service to the urban core as well as curb-to-curb paratransit service. The CART system is part of a regional transit system that provides public transportation for the entire central Oklahoma region under the auspices of METRO Transit. Through the over 25-year development of this system, service to the City of Norman and the University of Oklahoma, the CART system has grown in the number of services offered and the area served.

Currently, CART operates six fixed routes within the City of Norman and provides commuter service from Norman to the METRO Transit system in Oklahoma City via downtown Oklahoma City, the OU Health Sciences Center, and the State Capitol. The fixed route services include both University-oriented shuttle services as well as community routes. The University's south oval is the transfer point between all fixed routes.

System ridership has increased significantly in recent years. During the current 2003/2004 fiscal year, total system ridership was more than 1 million passengers, which represents an increase of more than 32% from the prior year's total of 758,000 passengers.

NORMAN 2025 Figure 2 Transportation Plan



IV. Plan Implementation

The long-term success of the NORMAN 2025 Land Use and Transportation Plan rests largely on the ability of the City of Norman to pursue the implementation of the Plan.

To ensure the plan is implemented, various land use implementation techniques or programs are needed. These techniques fall 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 Land Use Plan. The specific techniques or programs 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

A full discussion of these techniques or programs is found in the *NORMAN 2025 Implementation Techniques Technical Memorandum*. This memorandum provides a discussion of the geographical applicability of each implementation technique, the Plan policies implemented, 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.

VI. Plan Administration & Amendment

The NORMAN 2025 Land Use and Transportation Plan will be utilized in several different ways, as discussed below. Its role in the City's ongoing and diverse planning activities means that it must be a flexible document that is updated and amended periodically.

FUNCTIONS OF THE PLAN

The Plan serves several functions for the City of Norman. First, it serves as a guide for public investment by articulating policies and strategies that suggest both general and specific capital projects. The various policies and specific recommendations must ultimately be tied to capital improvement programs that define, budget, coordinate and schedule specific projects. The Plan should be used as a policy basis for the expenditure of capital funds.

Second, the Plan serves as a policy basis for the development of various regulatory techniques. In order for the recommendations of the Plan to be carried out, various zoning and subdivision regulation amendments may be necessary, and other mechanisms must be developed. This plan serves as the policy base for those changes.

Third, this Plan defines the desired land use pattern for use and development of all private sector properties. As such, this Plan will serve as a policy guide for zoning and planning requests as they are presented to the Planning Commission and City Council.

CONSISTENCY WITH THE PLAN

As a long-range policy guide it is important that decisions made about the expenditure of capital funds, amendments to the City's land use regulations, and decisions about zoning and planning requests be consistent with the Plan. As such decisions are contemplated, explicit consideration should be given to whether the decisions are, or are not, consistent with the Plan. When requests are consistent with the Plan, they should be approved under normal circumstances. When requests are not consistent with the Plan, they should not be approved.

ADMINISTRATIVE PROCEDURES

In order to encourage open space preservation through cluster development design, simultaneous rezoning and platting proposals may be processed for the single fee associated with the corresponding traditional zoning or platting for such cluster developments. Public access to open space is encouraged.

In order to promote better design, parcels lying within more than a single Growth Area may have the total maximum density distributed throughout the development based upon the average density for the entire parcel.

AMENDMENT PROCEDURES

At a minimum the Plan should be reviewed annually by the Planning Commission and every five years by a special task force appointed by the City Council to make recommendations concerning policy changes.

Requests for amendments to the Plan may be considered by the City Council after a recommendation by the Planning Commission. Amendment requests may be initiated by any citizen of Norman, by the Planning Commission, or by City Council. Major amendments may require greater than thirty days review time by staff prior to being considered by the Planning Commission.

Plan amendments shall only be reviewed and processed to the Planning Commission and City Council every three months, typically in January, April, July and October. However, Plan amendments may be considered at other times subject to a positive finding by the City Council that the proposed amendment would result in a strategic expansion of the city's economic base, with specific emphasis on primary employment opportunities for major employers.

AMENDMENT GUIDELINES

In reviewing proposed amendments to the Plan, it is recognized that different types of amendments will require different consideration. Specifically, there are three types of potential changes which might be contemplated. The three types are as follows:

- Land Use Designation Changes;
- Changes to Functional Classification of Roadways; and
- Growth Area Boundary Changes.

Land Use Designation Changes

The following criteria must be met in order to approve requested land use designation changes from the adopted NORMAN 2025 Plan:

1. There has been a change in circumstances resulting from development of properties in the general vicinity which suggest that the proposed change will not be contrary to the public interest; and
2. There is a determination that the proposed change would not result in adverse land use or adverse traffic impacts to surrounding properties or the vicinity.

Changes to Functional Classification of Roadways

The following criteria should be examined in reviewing proposed amendments to the Transportation Plan:

1. The appropriateness of a proposed functional classification change in the Transportation Plan should be determined by analyzing:
 - a. The location and type of land use served,
 - b. The potential travel distances,
 - c. The speed and volume of traffic to be accommodated,
 - d. The primary type of vehicles to be carried, and
 - e. The degree of interference with through movement created by abutting uses and intersections;
2. Regional and system wide transportation impacts must be assessed for each proposed change; and
3. The potential need for Transportation Plan changes should be evaluated with every Land Use or Growth Area Amendment request.

Growth Area Boundary Changes

The Growth Area boundaries are approximate, and may be modified slightly as a result of detailed engineering or topographic studies at the time of application for a designation change. Such minor adjustments are not considered to be formal Plan amendments. The following criteria shall apply and set requirements for changes in Growth Area Boundaries:

CHANGE FROM FUTURE URBAN SERVICE AREA TO CURRENT URBAN SERVICE AREA

1. The area proposed for change is contiguous to the Current Urban Service Area and constitutes a logical and cohesive service area expansion; and
2. The request for amendment demonstrates that the subject area has been provided, or will be at the time of development, with complete infrastructure systems. At a minimum, these systems will consist of:
 - a) Additional sanitary sewer collection and treatment capacity needed to serve the expanded area,
 - b) Water service with adequate pressure for fire-fighting,
 - c) Adequate storm drainage to insure that the proposed development will not create downstream drainage problems, and
 - d) Access to at least one arterial street connecting the subject area to the Current Urban Service Area.

CHANGE FROM SUBURBAN RESIDENTIAL AREA TO CURRENT OR FUTURE URBAN SERVICE AREA

1. The land must be contiguous to existing Current or Future Urban Service Area land;
2. There must be an indication that the existing Urban Service Areas may not be adequate to accommodate the full range of urban land demands based upon land use type and the area of the community;
3. Justification for expansion of the Urban Service Areas should accompany the request; and
4. Concurrent application for Planned Unit Development zoning must accompany the request in order to insure compliance with development criteria for the Current or Future Urban Service Areas.

Country Residential Area

Based upon the significance of this area to the NORMAN 2025 Plan in assisting in orderly development and managed growth and providing adequate safeguards for the sensitive environmental issues and protection of the water resources of the city, conversion to another area is neither desirable nor in the public interest. Any such conversion from Country Residential would be based upon meeting both of the following conditions:

1. The area must be contiguous to an Urban Service Area; and
2. Extension of full urban services to the area will be required.