

East Edmond 2050 Plan



Acknowledgments

The following individuals are recognized for the significant contributions to the preparation of the East Edmond 2050 Plan.

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Abstract

The East Edmond 2050 Plan is designed to guide growth and development in the East Edmond Study Area, generally east and along the I-35 Corridor, as well as inform future development patterns throughout Edmond. The development of this plan included extensive public engagement and committee involvement over the 16-month planning process to create the vision, guiding principles, and implementation priorities. More detailed information regarding community engagement and scenario development can be found in the Appendices. The East Edmond 2050 plan is divided into the following sections:

Plan Vision	Presents the overarching vision and guiding principles for the plan.
Plan Context	Provides a description of Edmond, including defining features and characteristics of the community, and key takeaways from the Community Assessment.
Community Input Snapshot	Community input was critical in creating the plan. This section includes a snapshot of what was heard through the process. Complete survey information is provided in the Appendix.
Development Scenarios	The future growth patterns are based on a development scenario created through community engagement and evaluating trade-offs of different development patterns. This section provides a brief synopsis of the development scenario alternatives used to create the preferred scenario and a more detailed synopsis of the preferred scenario.
Implementation	In order to bring the plan to fruition, a series of implementation actions are introduced to help guide policies, regulations, funding, and partnership opportunities for the future of Edmond.

Key Plan Components

Fiscal Sustainability

This project's initiative was to create a plan for future growth in the Study Area in a way that is fiscally and environmentally sustainable. The preferred scenario provides the best fiscal performance and protects the greatest amount of natural resources.

Preservation of Community Values

This plan created seven guiding principles for East Edmond's future. The purpose of the guiding principles is to capture the key values of the community in order to create a future that respects these values. These guiding principles, in conjunction with the preferred scenario, will guide future growth and development – a plan that protects rural character, preserves open space, provides recreational facilities, is fiscally resilient, and provides high-quality and cost-effective public services.

A Balanced Future

The preferred scenario identifies key growth areas throughout Edmond to accommodate expected future population growth and preservation of rural and agricultural lands. Focusing growth in the most suitable areas allows for preservation of rural lands, Cross Timbers forest, and floodplains in others. However, many of the preferred scenario features are not possible under the City's current rules, policies, and approach.

Implementation Snapshot

This plan provides actions to implement the community's vision. Actions of varying degrees of effort and effectiveness need to be completed to achieve the preferred scenario. The City will require changes to existing policies and approaches towards development.

Major Themes

Five major themes emerged over the course of the plan development:

1. **Preservation/protection of forested area** - the Cross Timbers forest and preservation of existing trees were identified as important for maintaining the identity of East Edmond.
2. **Preservation/protection of rural character** - the study area is predominately rural lands today, and citizens want to ensure that overall, the rural character remains.
3. **Ample opportunity for open space and recreation** - current recreation opportunities are limited to Arcadia Lake. The plan should provide for the provision of recreation and preservation of open space.
4. **Preference for mixed use vs. single-use development** (e.g. strip commercial or apartment complex) - there was generally a preference for mixed-use development and infill in areas where growth is planned.
5. **Preference for strong fiscal performance and responsible use of public resources** - it is important to the community to ensure long-term fiscal resilience.

Preferred Scenario

The preferred scenario was derived from various engagement opportunities with the public, the Plan Advisory Committee, Planning Commission, and City Council. The desired growth pattern for Edmond includes: preserving Cross Timbers forest and open space, concentrating growth in already developed areas of the City, and utilizing planned utilities to support new development in defined growth areas. The preferred scenario analyzed the amount of forest consumed, cost and revenues anticipated from development patterns, residential development patterns, and development types in order to create **place types** and a general new **development land use map** to identify where and what kind of new development is appropriate.

Place Types (see pages 17-21) are general land use categories which allow for different development types in order to create a desired character of an area.

A new **Development Land Use Map** (see pages 15-16) is provided in this plan to show where new growth should be concentrated, and what kind of land uses are anticipated in those areas.

Implementation Initiatives

The plan has five major initiatives, each of which includes specific actions required to implement the plan and achieve the community's vision. The five main initiatives are listed below, and the total list of action items and summaries are discussed on pages 23-28.

Initiative 1

Preserve and restore the Cross Timbers forest.

Initiative 2

Update the City's development code.

Initiative 3

Modernize the City's approach to and role in the development process.

Initiative 4

Create a fiscally resilient balance between costs, charges, benefits, and value.

Initiative 5

Establish a plan maintenance and monitoring process.

Plan Vision

The East Edmond 2050 Plan created a vision for the Study Area and seven guiding principles to inform the creation of a preferred scenario and appropriate implementation actions.

Vision

East Edmond will be well planned, well connected, and include a variety of development patterns which reflect our community's priorities and enhances quality of life for existing and future residents.



Scenario joint workshop attendees.



Community Pop-Up Event at Pelican Bay Aquatic Center.



Community Pop-Up Event at Wal-Mart.

Guiding Principles

Guiding Principles are the overarching values to establish a long-term community vision. There are seven guiding principles used in the East Edmond 2050 Plan to inform the preferred scenario and implementation actions.



Planned Growth

East Edmond will feature a balance of sensitive high-quality development, protected open spaces, and agricultural lands. New developments will provide a diversity of uses that create a live, work, and play environment.



Rural Character

East Edmond will value the existing rural and agricultural uses. The City will ensure that critical resources, such as the Cross Timbers Forest, urban tree canopy, prime farmland, designated open space, and riparian areas are protected and that existing rural character contributes to the area's sense of place.



Recreation & Open Space

East Edmond will have a variety of passive and active recreational opportunities that draw upon the natural features of the area and preserve open space. The City will develop park lands in a manner responsive to the cultural, natural, and environmental qualities of the land. The parks, greenways, and open spaces will be connected to form a network of social, recreational, biological, and education assets.



Utilities & Public Safety

East Edmond will contain high-quality and cost-effective public safety, water, wastewater, stormwater, waste disposal, and electric utility services. The existing and future infrastructure and public safety systems will be maintained to the highest available standard to ensure that they continue to operate efficiently over time.



Prosperity

East Edmond will feature a supportive environment for the community so all residents have the opportunity to prosper. The City will provide a variety of high-quality public and social services to ensure its residents have the proper support and resources. Quality of life and economic development initiatives will create an equitable and thriving community.



Resilient Community

East Edmond will grow in a fiscally resilient manner. East Edmond will be home to highly efficient public services, a wide variety of transportation options, diverse housing and development types, and protected open spaces.



Connected

East Edmond will have a highly connected and diverse transportation network that allows residents and visitors to access goods and services easily and efficiently. The City will facilitate a safe, efficient, and convenient multi-modal transportation system. The City will provide quality infrastructure to its residents, including a well-connected parks and trails system.

Plan Context

The East Edmond 2050 Plan is a product of the Edmond Plan and implements eight of its primary goals as well as one of its major action items to analyze development patterns for East Edmond in a way that reflected the community's values, produced fiscally sustainable development patterns, and created a sense of place.

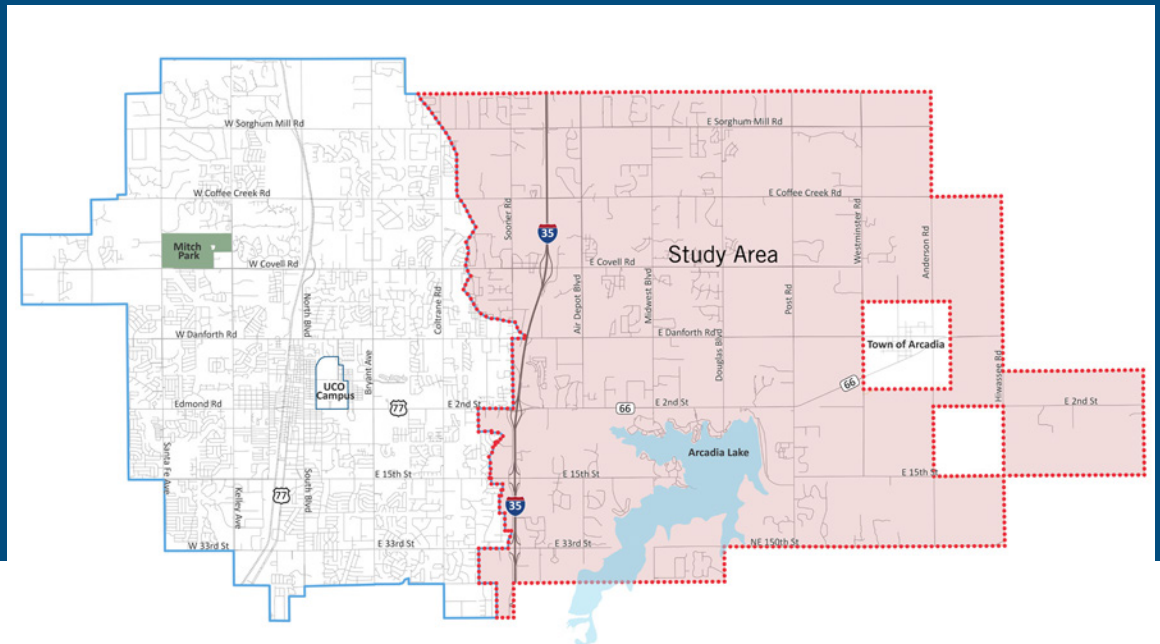


Figure 1. Study Area

Plan Purpose

The purpose of the East Edmond 2050 Plan is to assess potential trade-offs of various development patterns. Alternative development patterns were explored through this process to create a preferred future development scenario with associated fiscal and policy implications. Implementation tools were identified to bring the community's vision to life for the East Edmond Study Area. This plan provides a framework for decision makers pertaining to future growth and development in Edmond.

Community Context

Edmond, Oklahoma lies approximately 14 miles north of downtown Oklahoma City, covers roughly 88 square miles, and is home to 95,000 residents who enjoy access to parks, cultural institutions, a vibrant downtown, high-quality educational opportunities, and Arcadia Lake. The East Edmond 2050 Plan Study Area includes approximately 49 square miles of mainly rural and undeveloped land east of I-35 in Edmond, as well as the I-35 corridor itself. Approximately 18,000 people live in the Study Area and currently is anticipated to grow between 80 and 140% by 2050 based on recent trends. East Edmond has abundant natural resources, including Arcadia Lake, Cross Timbers forest, over 7,000 acres of land in the 100-year floodplain, and 790 acres of wetlands.

In the Study Area, almost 80% of land is currently designated as undeveloped or rural residential, presenting the City with the opportunity to proactively plan for future growth. Single-family residential development has been the prevailing development pattern over the last decade, resulting in a 57% increase in residential dwelling units in the Study Area. The Study Area includes very few civic facilities (schools, parks, libraries, fire or police stations, etc.). The transportation system is generally designed as a rural grid system with drainage swales, and almost no multi-modal options. Utilities exist in the western portion of the Study Area, near the I-35 corridor and in a few specific locations elsewhere in the Study Area.

Community Assessment Key Takeaways

At the beginning of the planning process, the project team assessed existing conditions including demographics, development patterns, and infrastructure. A summary of this analysis is compiled in the East Edmond 2050 Plan Community Assessment, which is included as an Appendix to this document.

Key takeaways, if current trends continue, include:

The population in East Edmond is expected to grow exponentially by 2050.

The population is expected to increase, with projections showing the higher range to be around 40,000 people, which will require extensive utility and infrastructure expansion. This will also require strategic planning to ensure the development is not indicative of urban sprawl.

The current lack of utilities makes it difficult for developers to pursue projects.

The current lack of utility infrastructure in some parts of East Edmond make it difficult for developers to pursue projects, which results in land remaining undeveloped or developed at very low densities.

While the number of residential units has increased in the last decade, non-residential development and other services has not kept up.

This results in a lack of neighborhood services in close proximity to the existing neighborhoods, including recreation, schools, and daily services, requiring people to drive more.

Infrastructure development and maintenance may be difficult to prioritize across the city.

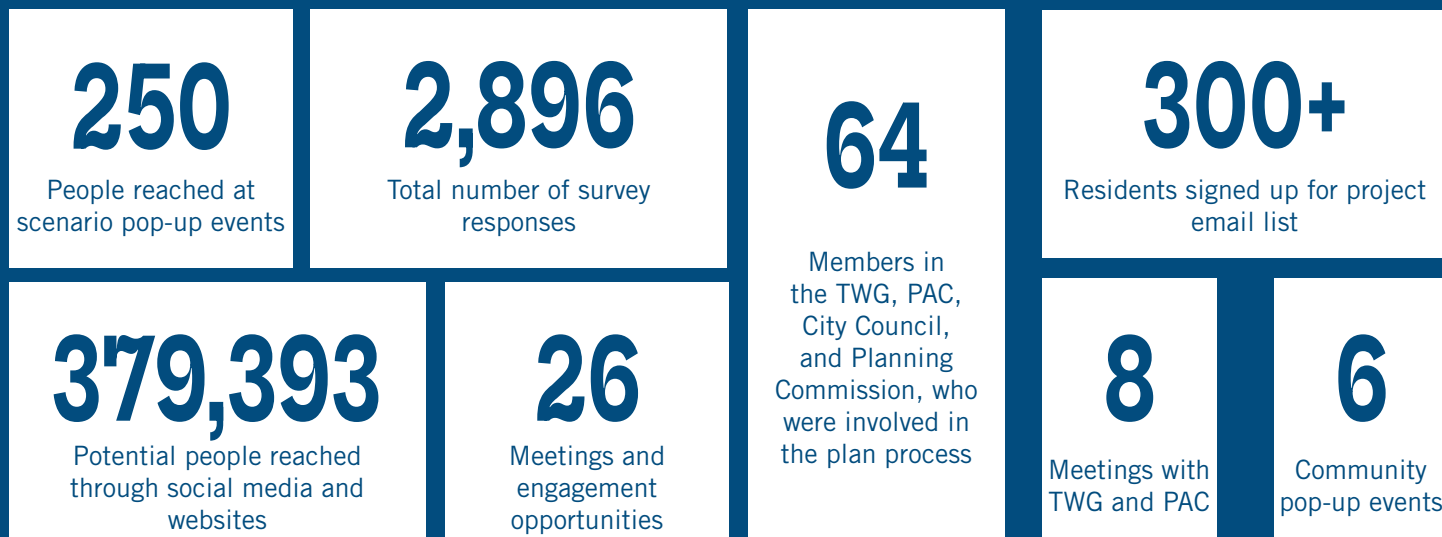
It may be difficult to fund and prioritize infrastructure (roads, public water, sanitary sewer, etc.) improvements and maintenance with competing resources needed for infrastructure across the city.



Stakeholders wish to see park and recreation opportunities preserved in East Edmond, particularly near Lake Arcadia.

Community Input Snapshot

The planning process began in Summer 2020 and took approximately 16 months to complete. Community engagement included five major approaches which were used throughout the planning process: the Technical Working Group, the Plan Advisory Committee, City Council and Planning Commission, Citizen Engagement, and Online Engagement.



Technical Working Group



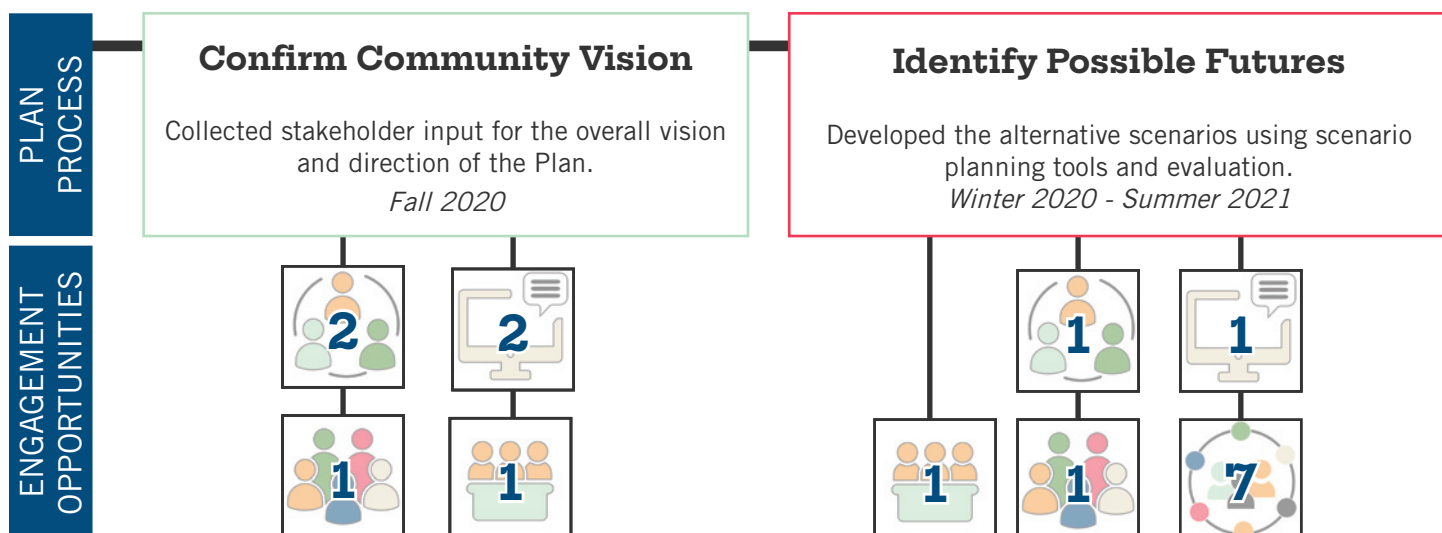
The Technical Working Group (TWG) was comprised of City staff to guide the development of the plan. They assisted with the visioning, evaluation of the scenarios, and review of implementation tools.

Plan Advisory Committee



The Plan Advisory Committee (PAC) included representatives from City boards, committees and commissions, area residents, property owners, local developers, and citizens at-large who assisted in developing the East Edmond 2050 vision, guiding principles, and desired development patterns in the Study Area. The PAC met five times during the Plan process.

Plan Process and Engagement Opportunities



City Council & Planning Commission



The City Council and the Planning Commission were consulted to help develop the vision, evaluate possible futures, and assess potential implementation tools for the preferred scenario.

Citizen Engagement



The community was engaged multiple times throughout the process, including a public workshop, six pop-up events held at highly-visited locations within the community, and three community-wide surveys. In addition to engaging the community at large, key stakeholders were interviewed at the visioning phase of the project to discuss desired intensity and character of growth in East Edmond.

Online Engagement



Multiple online engagement outlets were available, including the project website with documents, presentations, recordings, and educational videos created throughout the plan process. The website also provided access to the three community-wide surveys. Media based platforms, including social media, the City's website, radio, and TV channels were used to advertise public meetings and community surveys, potentially reaching over 379,000 people that subscribe to these outlets.



Scenario Workshop pop-up events solicited input from residents at heavily-visited areas of the community.

**MAKE YOUR VOICE HEARD
HELP SHAPE THE FUTURE
OF EAST EDMOND.**

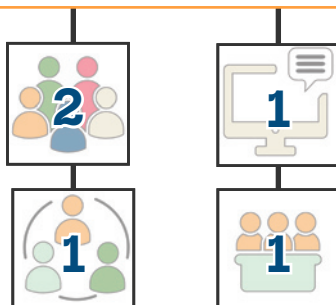


Engagement Card Example.

Preferred Scenario & Implementation Review

Reviewed the refined preferred scenario based on the trade-offs and community input. Discussed implementation tools to bring the community's vision to life.

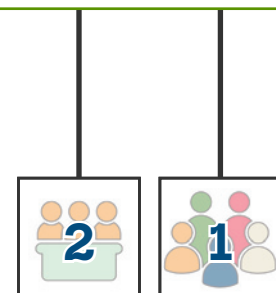
Fall 2021



Adoption

Reviewed final plan recommendations and pursued plan adoption.

Winter 2021/Early 2022



PAC Input

The PAC played a critical role in the development of this plan. They were challenged throughout the process to look at future development in new ways. Their guidance and involvement has led to a plan that is representative of the community's vision, as well as one that provides clear steps for implementation.

The PAC initially helped to define the community's vision for the future. Their responses summarized below, coupled with the elected officials, technical working group, and identified stakeholders, helped to determine the desired land use patterns and growth characteristics for the future.

What are existing strengths in East Edmond? (top 5 listed)

- Arcadia Lake and trails
- Available land for development/use/space (open footprint)
- Trees
- Topography
- Highway 66/Interstate Access

What do you think is needed to ensure East Edmond develops in a way that will enhance quality of life? (top 5 listed)

- Parks and trees
- Preserved trees
- Sewer
- Education
- Walkability

Scenario Development Joint Work Session

The PAC, City Council, and Planning Commission reviewed and provided feedback on the initial development scenarios. Their feedback provided the guidance necessary to move onto the preferred scenario. They felt that the scenarios were a *good start*, and the two scenarios that focused growth seemed to best represent the community's identified values. The general sentiment though was that **the final scenario should be more refined, produce better trade-offs, and provide a better return on investment for the City.**

Implementation Tools Joint Work Session

The PAC, City Council, and Planning Commission convened to discuss potential implementation tools for the preferred scenario. Seventeen (17) tools with varying levels of effort were presented at the joint work session. Based on the discussion at the meeting, all of the tools should be considered moving forward. Generally, the group preferred incentivizing development over fees, were interested in creating development standards, working with strategic partners, and communicating the vision with developers.

A follow up meeting with the PAC was held to review the final implementation plan and garner support and direction for the City once the planning process has concluded. One PAC member expressed a desire to have an **implementation committee** established concurrent with the adoption of this plan to begin focusing on the high priority actions needed to bring the plan to fruition.

What are existing weaknesses in East Edmond? (top 5 listed)

- Lack of public utilities/infrastructure
- Roads/Access/Bridges, including 4-way stops
- Resistance to change
- No clear vision/plan for the future
- Too much residential sprawl/urban sprawl/lack of planning



Scenario Joint Workshop attendees participated in exercises to discuss trade-offs of the scenarios.



Scenario Joint Workshop attendees provided key feedback on how to develop the preferred scenario.

Citizen Input

The development of the plan included numerous visioning exercises and surveys. Survey One was used to determine the community's overall desire for types of development in the study area. Survey Two focused on the public's view of the potential development scenarios and how they related to the guiding principles. Survey Three provided insight as to the type and amount of trade-offs that should be considered in order to implement the Preferred Scenario. This section of the report provides a brief synopsis of the community input, more detailed survey results can be found in the Appendix.

Survey One Results

The first survey was used to determine how the community envisioned Edmond's future, and what types of development would be appropriate in the Study Area. There were **1,446 completed surveys** that helped to identify appropriate land uses and vision for the future.

Respondents want East Edmond to have thoughtful development patterns to maintain the rural and green character of the Study Area. There is an interest in using clustered development patterns, including new villages, town squares, and main streets in highly suitable areas, so that open spaces, rural character, and remnant forests can be protected.

Near I-35 appropriate development included more dense and intense uses, such as multi-story mixed-use buildings, offices, and village centers. Near Arcadia Lake respondents felt that more rural residential and recreational uses were most appropriate. In far east Edmond, respondents felt that less dense residential, small scale commercial, and recreational uses were most appropriate.

Survey Two Results

The second survey presented the five alternative development scenarios to the public, explored trade-offs of the scenarios, presented the guiding principles, and clarified development patterns and types in East Edmond. There were a total of **543 responses** to the second survey.

Based on the survey responses, a top priority noted was to preserve rural character as much as possible.

While all the guiding principles were identified as important, the public responses indicated that the following four were their highest priority for the Study Area:



Survey Three Results

The third survey questioned residents on the level of involvement the City should have in the development process, and what actions the City could take to implement the plan. There were **907 responses** to the final survey.

Respondents generally felt it was appropriate for the City to:

Restrict/incentivize development:

- Respondents generally felt it was **appropriate** to immediately restrict development activity in forested and rural areas AND incentivize mixed-use, infill, and redevelopment in areas most suitable to those types of development.

Take a more proactive approach:

- Respondents felt that the City **should be very involved** in the development process in order to achieve the desired pattern and vision expressed by the community's principles, either through a leadership role or a land developer role.

Respondents generally felt it was **inappropriate** for the City to:

- Proactively reduce services to reduce costs.
- Programmatically defer maintenance on non-critical systems.

Responses were **mixed** when asked whether it was appropriate to raise additional revenues (via increased taxes, fees, etc.). There seemed to be no consistency in whether respondents felt it was appropriate or inappropriate, signaling that it's an approach that is worth exploring further.

Overall, respondents wanted to maintain the current type, amount, and frequency of city services (public safety, solid waste, roads, parks, utilities) as much as possible. However, as growth continues to occur, some of the above actions may be needed to maintain the level of service.

Development Scenarios

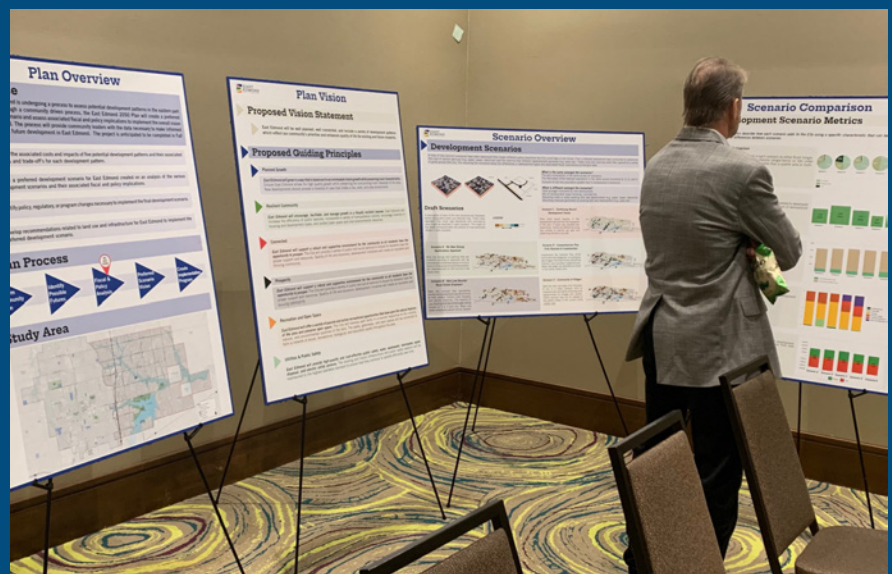
This plan analyzed different development patterns to create a preferred vision for future growth in East Edmond. To prepare the preferred scenario, five potential development scenarios were created to determine trade-offs of different development patterns. The feedback from the community and committees informed the development of the preferred scenario.

5

Potential development scenarios

1

Final preferred scenario



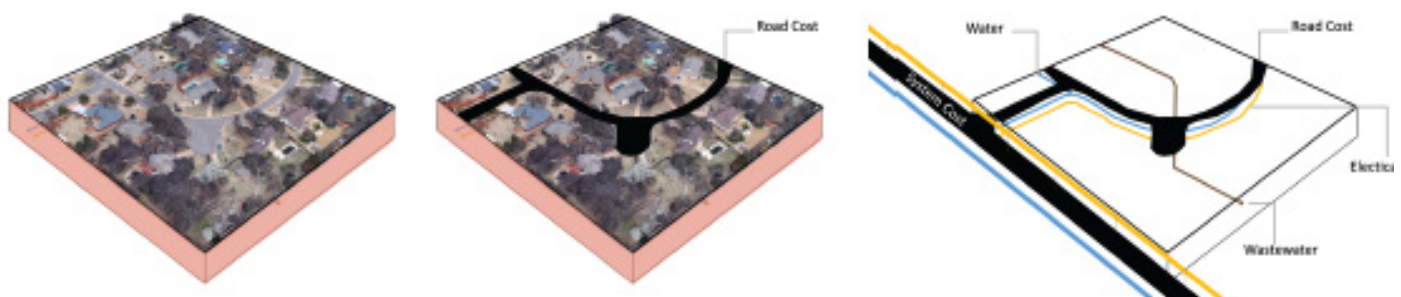
Info boards describe the differences in the alternative scenarios.

Scenario Analysis

Five potential development scenarios were created for the Study Area. These were reviewed by the committees and the public to provide input on what characteristics were important for East Edmond's future. The scenarios considered the cost of various services (water, sewer, electrical, etc.) and the revenue that different developments generate (sales tax, property tax, etc.) and applies that to a series of development patterns. They showed how different development patterns result in noticeable differences in fiscal performance, land consumption, access to civic facilities, and other indicators. This section provides a brief synopsis of the development scenarios, additional information can be found in the Technical Document in the Appendix.

The five alternative scenarios, referred to as Scenario A, Scenario B, and so forth, were created and evaluated by dividing the city into a grid of 5,300 squares to assess public utility infrastructure costs, 10-acres in size, an example of which is shown below in **Figure 2**. Each alternative scenario evaluated a different pattern of future development, which included 16,200 new homes and an accompanying amount of non-residential development (a little more than 8,000,000 square feet). The scenarios were then evaluated in terms of amount of land consumed, variety of housing types, and fiscal performance among others. A map representing the grid composition is included in the Technical Document in the Appendix.

Figure 2. Grid Composition



Alternative Scenario Overview

Scenario A – No Zoning Applications Approved

Under **Scenario A** only the zoning and platting that are currently in place/approved will be considered. This makes it possible to test the minimum amount of development activity possible under current rules/regulations/statutes. No redevelopment or infill occurs in the Study Area.

This scenario resulted in mostly low to medium density rural and suburban style housing spread throughout the Study Area, with approximately 1,100 acres of Cross Timbers forest consumed, little diversity in the residential mix, and a deficit of almost \$30,000,000 annually through the plan horizon.

Scenario B – Very Low Density/Rural Estate Emphasis

Scenario B attempts to test the concept that low-density residential development is the preferred way to both protect current quality of life/rural lifestyles and natural resources. In Scenario B water and sewer extensions would not be needed. Available/developable land would receive the same general development type and pattern.

This scenario resulted in mostly low to medium density rural and suburban style housing spread throughout the Study Area, with approximately 1,800 acres of Cross Timbers forest consumed, little diversity in the residential mix, and a deficit of almost \$40,000,000 annually through the plan horizon.

Scenario C – Recent Trends Continued

Scenario C would test generally what would happen if the past 15 years of development were repeated two more times. Trends are defined by using the number of building permits per year and prevailing density or lot size.

This scenario resulted in mostly low to medium density suburban style housing spread throughout the Study Area, with approximately 1,200 acres of Cross Timbers forest consumed, little diversity in the residential mix, and a deficit of almost \$26,000,000 annually through the plan horizon.

Scenario D – Edmond Plan 2018 Fulfilled

Scenario D tests the existing comprehensive plan categories, including the villages, urban center, mixed-use campus, and suburban neighborhoods. The water and sewer system are completely extended to serve as much of the city area as possible – as shown in the utility master plan from 2012. This scenario includes a small amount of redevelopment within the City.

This scenario resulted in mostly medium density and diverse development focused in defined areas and low density outside of those areas, with approximately 600 acres of Cross Timbers forest consumed, greater diversity in the residential mix with the addition of mixed-use and suburban cottage, and a deficit of almost \$22,000,000 annually through the plan horizon.

Scenario E – Community of Villages

Scenario E expands on the concepts explored in Scenario D, however, in a more compact form in an attempt to consume less land while providing more opportunities for “villages” and “centers.” Utility services may not be needed to the extent shown in the current utility master plan. Redevelopment is used in more locations when compared to Scenario D.

This scenario resulted in higher density and diverse development focused in defined village center areas and rural, lower density outside of those areas, with approximately 890 acres of Cross Timbers forest consumed, greater diversity in the residential mix with the addition of mixed-use and suburban cottage, and a deficit of almost \$22,000,000 annually through the plan horizon.

Scenario Feedback

Based on the scenario workshop feedback, the general sentiment was that none of the alternative scenarios achieved what the community wants for the future. Scenarios A-C were not suitable based on the defined metrics and desired growth patterns expressed during the visioning process. Scenarios D and E were slightly more desirable since they represent a balanced approach but the overall sentiment was that the City should strongly consider a scenario that was better aligned with the community's vision and guiding principles. The feedback received during the visioning and scenario development phases of the project were used to inform the development of the preferred scenario.

Key Characteristics Used to Inform the Preferred Scenario:

- There is a complementary relationship between **preserving rural areas** and using **mixed-use development** in appropriate areas. By increasing densities and intensities in certain areas, rural areas and open space can be preserved.
- There was a desire to preserve as much of the **Cross Timbers forest** as possible.
- There was an interest in providing for a **variety of housing types**.
- The cost/revenues metric needed to be **more balanced**.
- There was a preference for **mixed-use development types** compared to single-use, especially in the form of main streets and village centers, and along the I-35 corridor.
- Implementation tools **should not be limited** to the existing policies and regulations in place today.



Working farms and ranches are a valuable part of the unique fabric of East Edmond.



New suburban residential development in East Edmond shows the existing trend of low to medium density growth patterns.

Preferred Scenario

The preferred scenario (see Figure 3 below) was created to accommodate the projected population for Edmond, including 40,000 people and 16,000 homes. This preferred development pattern assessed the existing densities and intensities in Edmond as a whole, and focused growth in key areas throughout the entire city as opposed to concentrating growth only in East Edmond in order to preserve Cross Timbers forest and open space. Growth was primarily focused in areas that were served by existing or planned utility and transportation networks, while avoiding flood prone areas, remnant forest, and steep slopes. **This scenario can be accomplished with no significant changes to more than 90% of the City.**



Figure 3. Preferred Development Scenario

Four major categories were used to analyze the preferred scenario: Cross Timbers forest consumed, cost and revenue assessment, development patterns, and residential type mix.

Cross Timbers Forest Consumption

The preferred scenario consumes just 31 acres of Cross Timbers forest, which is about 1-2% of the previous scenarios. The preservation of the Cross Timbers forest and open space was a top priority for residents and committee members.

Development Patterns and Residential Type Mix

Based on the public engagement process and the technical analysis, the preferred scenario includes a wide variety of housing types and development styles appropriate for suitable locations and the desired development pattern.

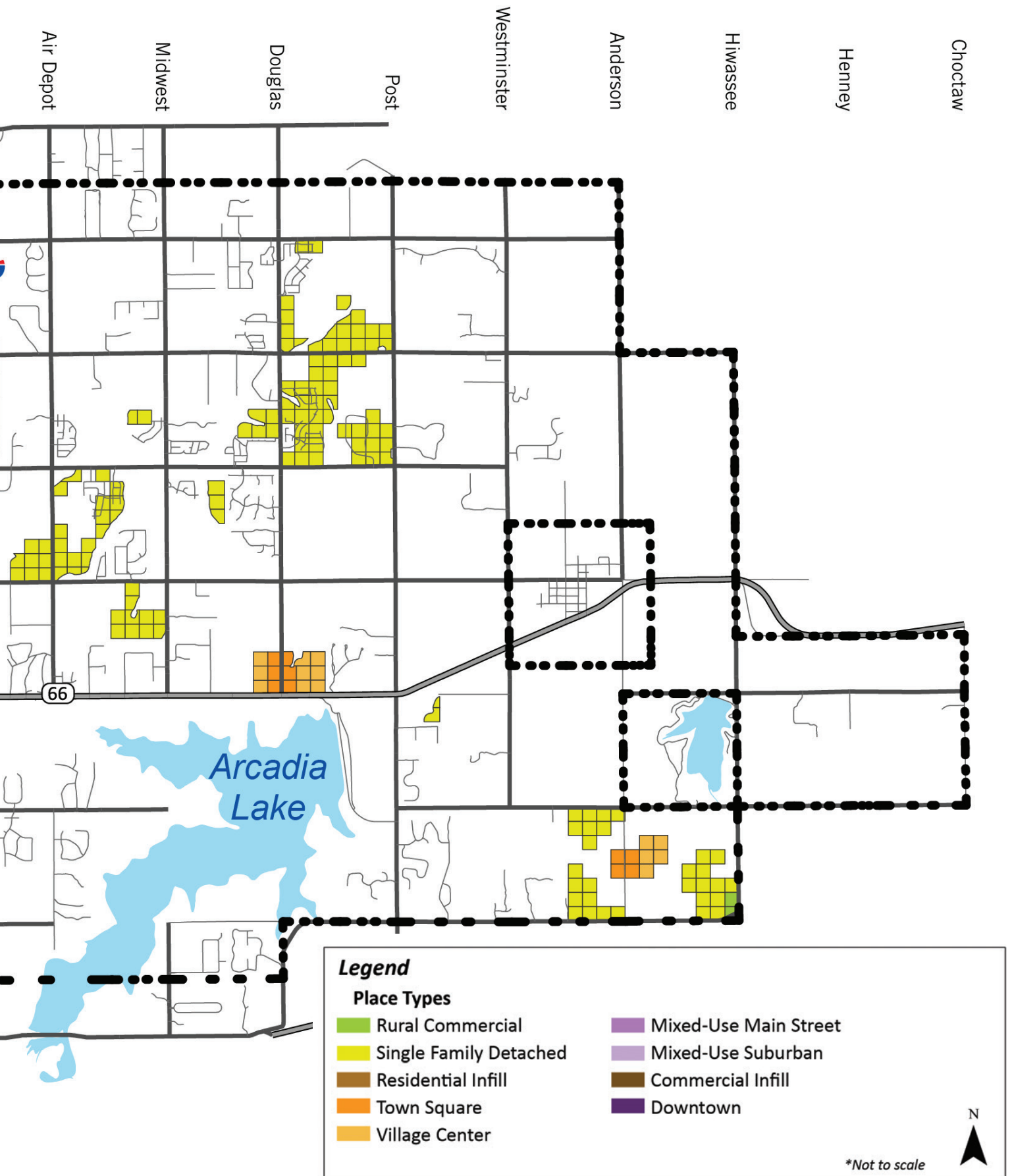
The development patterns and residential types were used to inform the creation of place types and the general new development map (see Map 1 on pages 15-16).

Cost and Revenue

The preferred scenario shifts where and how the city grows, makes the most of existing infrastructure and investments, and includes more efficient development patterns. This scenario closes the gap between projected costs and projected revenue to \$9 million per year. While that might not meet the goals relating to fiscal resilience, it does suggest that the situation could become more manageable. However, the preferred scenario shows that a different trajectory moving forward is needed to be more fiscally resilient. The costs and revenues are based on existing rates, but also account for how much public spending will be needed annually on infrastructure including that built by private developers and accepted by the City for perpetual maintenance and replacement.



Map 1. Preferred Scenario New Development Map



Place Types and Land Use Mix

Place Types

Place types are used to describe the overall character of a place. This plan uses eleven place types, categorized into five general groups listed below. Although the place types include land uses that would be appropriate in each area, this plan does not constitute any changes to zoning in any part of the City.

- **Rural** – Natural open space or agricultural lands that reflect and preserve the rural character.
- **Single Family** – Detached single-family residential development.
- **Infill** – Residential or commercial development of moderate density in places where development already exists.
- **Village** – New development to create walkable town squares featuring highly connected residential and commercial uses.
- **Mixed Use** – Moderate to high intensity mixed-use buildings with multiple land use types, typically found along the I-35 corridor and in Downtown Edmond.

Land Use Mix

Each place type includes a variety of land uses in order to create the overall character of a place. A general description of each of the land uses is provided below.

Office:

Professional service uses (e.g. dentist, tax office)



Retail:

General commercial services (e.g. grocery store, boutique)



Single-Family Detached:

Stand-alone dwelling unit that is meant to house one family



Multi-Family:

Residential property that contains more than one dwelling unit (e.g. apartments, duplex)



Townhome:

Single-family dwelling unit that is attached to other single-family units



Employment:

Office complex uses



Entertainment:

Activity-oriented uses (e.g. bowling alley, movie theater)



Open Space:

Primarily undeveloped land meant for recreation or natural spaces



Rural Place Types

Preservation Lands

This place type includes a combination of floodplain and Cross Timbers forest that should be preserved for flood mitigation, passive recreation, and environmental stewardship. This place type does not result in any development in the context of this plan.



Land use mix not applicable for Preservation Lands.

Working Farm or Ranch

This place type includes large agricultural estates (typically 10+ acres) used for production and cultivation. Very low-density single-family is expected in conjunction with the agricultural lands.



Land use mix not applicable for Working Farm or Ranch.

Residential Estate

This place type includes medium-size residential estates (typically between 2 and 5 acres). Small accessory buildings such as barns may be present, but there are not significant agricultural lands for production or cultivation.



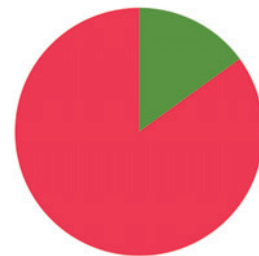
Land use mix not applicable for Residential Estate.

Rural Commercial

This place type includes small-scale commercial development including retail and office to serve nearby areas in East Edmond. The land use mix assumed in the preferred scenario for rural commercial is 85% retail and 15% office.



Land Use Mix



Single-Family Place Types

Single-Family Detached

This place type includes single-family detached homes on small to medium sized lots (generally 10,000 – 20,000 SF lots). In the preferred scenario, the placement of single-family generally is sited to make use of existing and planned infrastructure. The land use mix assumed in the preferred scenario for single-family detached is 100% single-family.



Land Use Mix



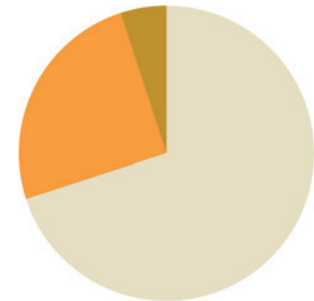
Infill Place Types

Residential Infill

This place type includes residential uses of moderate intensities on existing lots already served by infrastructure. The majority of residential infill is proposed to occur west of I-35 in the preferred scenario. The type of residential could be single-family detached, multi-family, or townhome. In this place type, multi-family could be duplexes or triplexes; accessory dwelling units (ADU) could also be achieved in this place type. The land use mix assumed in the preferred scenario for residential infill is 70% single-family detached, 25% townhome, and 5% multi-family.



Land Use Mix



Commercial Infill

This place type includes commercial uses of moderate intensities on existing lots already served by infrastructure. The majority of commercial infill is proposed to occur west of I-35 in the preferred scenario. The types of development appropriate for this place type include general employment, office, entertainment, and retail uses. Generally, buildings within this place type can be anywhere from one to four stories. The land use mix assumed in the preferred scenario for commercial infill is 25% employment, 25% office, 25% retail, and 25% entertainment.



Land Use Mix



Village Place Types

Town Square

This place type includes a mixture of residential, office, retail, and entertainment uses in a rural setting to provide services to the surrounding rural areas. As shown in the preferred scenario, there are two town squares recommended east of I-35 primarily to serve as a commercial hub for the existing and future residents in those areas. The land use mix assumed in the preferred scenario for town square is 27% townhome, 15% retail, 15% office, 15% entertainment, 14% multi-family, 10% open space, and 5% single-family.



Land Use Mix



Village

This place type includes a mixture of residential, office, retail, and entertainment uses in a more urban, walkable setting. The village place type would be appropriate in the areas just outside of downtown Edmond as you transition from the core of downtown and as a transition between Town Square and low density or undeveloped areas. The land use mix assumed in the preferred scenario for village is 30% townhome, 18% single-family, 12% office, 12% multi-family, 10% open space, 9% retail, and 9% entertainment.



Land Use Mix



Multi-family dwelling example.



Single-family development example.

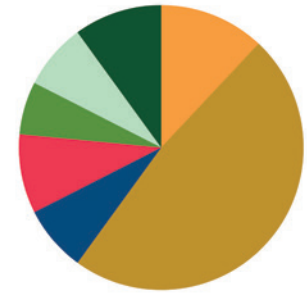
Mixed-Use Place Types

Downtown

This place type includes the highest development intensity located in the existing downtown area. Development types that are appropriate in downtown include retail, employment, entertainment, office, and attached residential. The preferred scenario assumes that Downtown Edmond will continue to densify between now and 2050. The land use mix assumed in the preferred scenario for downtown is 48% multi-family, 12% townhome, 10% open space, 9% retail, 8% entertainment, 7% employment, and 6% office.



Land Use Mix

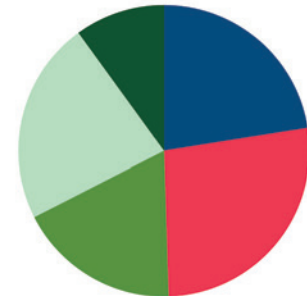


Mixed-Use Commercial

This place type includes a mixture of commercial and office uses. The preferred scenario shows this place type primarily along the I-35 corridor where there are existing employment hubs. The land use mix assumed in the preferred scenario for mixed-use commercial is 27% retail, 23% entertainment, 22% employment, 18% office, and 10% open space.



Land Use Mix



Mixed-Use Main Street

This place type includes a mixture of commercial and residential uses. In the preferred scenario, this place type is located primarily along the I-35 corridor. The land use mix assumed in the preferred scenario for mixed-use main street is 36% townhome, 24% multi-family, 12% retail, 12% entertainment, 10% open space, and 6% office.



Land Use Mix



Mixed-Use Suburban

This place type includes a mixture of uses in a suburban setting. In the preferred scenario, this place type is located primarily west of I-35 adjacent to existing development. Suburban styles of multi-family such as duplexes, triplexes, mansion quadplexes, and townhomes would be appropriate in this place type. The land use mix assumed in the preferred scenario for mixed-use suburban is 20% townhome, 18% multi-family, 13% single-family, 14% retail, 10% open space, 10% employment, 8% office, and 8% entertainment.

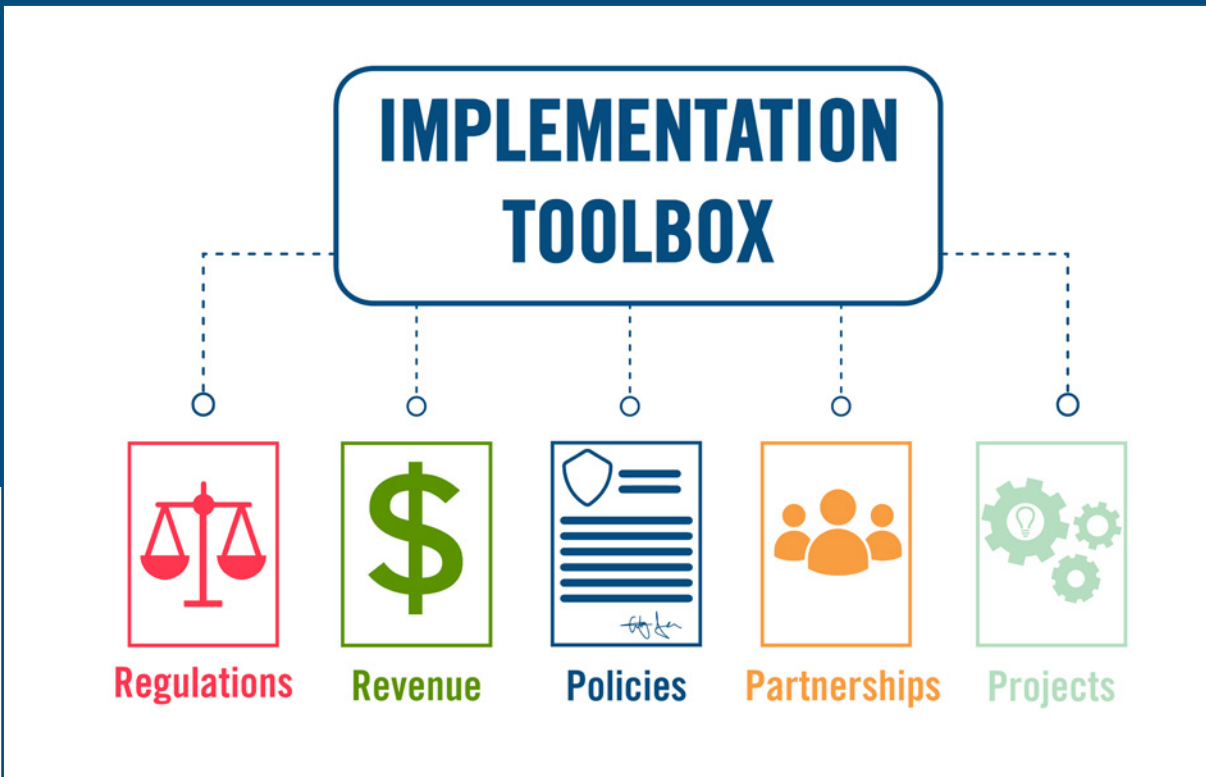


Land Use Mix



Implementation

In order for the preferred scenario to be realized, some important changes are needed. This implementation section of the East Edmond 2050 Plan includes five overarching initiatives that relate to the guiding principles and directly respond to the key themes heard throughout this planning process. Each of the initiatives have related implementation actions that should be completed together or one after the other for maximum effectiveness.



Types of Actions

- **Regulations** identify changes that are needed to city ordinance and/or legislation.
- **Revenue** are most often charges for services that are strongly and directly align with their costs.
- **Policies** are clear statements of intent and/or procedures to guide decision making often formally approved by appointed or elected bodies.
- **Partnerships** identify opportunities to coordinate with other agencies/entities to work toward a shared goal.
- **Projects** are specific initiatives to further the overall implementation of the plan.

Initiative #1: Preserve and restore the Cross Timbers forest.

Preservation of the Cross Timbers forest has been a priority in Edmond for decades and it was strongly reiterated as a top priority throughout this planning process. Forested areas provide beneficial services such as biodiversity, storm water mitigation, habitat, air quality restoration, climate change mitigation, soil stabilization, noise abatement, and others. Significant development has occurred in Edmond since an initial database of the Cross Timbers forest was assembled in the early 2000s. In order to use this data to inform the development process, it needs to be updated as soon as possible. An update to the City's development code and process is also recommended to protect forested areas (see [Initiative #2](#)).

Action 1.1: Update the Cross Timbers database.

The City's Urban Forestry division should complete a project to comprehensively update the data and mapping which identify the Cross Timbers ecoregion. This updated database and its supporting analysis should be designed to inform new land use regulations and programs that protect these valuable resources.

Primary Guiding Principles:



**Recreation
& Open
Space**



**Rural
Character**



**Planned
Growth**



**Resilient
Community**



Cross Timbers forest and Open Space preservation provide environmental and recreational benefits.

Initiative #2: Update the City's development code.

The preferred scenario introduced the concept of “place types,” many of which would be very difficult to create or achieve using the City's current zoning, subdivision, and drainage regulations. In order to make the place types shown in the preferred scenario a reality, a comprehensive overhaul of Edmond's development codes is needed. Other complementary tools that should be incorporated into the development code update include transfer of development rights and density bonuses. These tools can support more intense development in certain areas while keeping other areas rural or natural, which was identified as a strategy throughout the planning process.

Action 2.1: Update the zoning, subdivision, and drainage ordinances to accommodate the preferred scenario development pattern.

The zoning and subdivision ordinances, and to a slightly lesser extent the drainage ordinance, regulate how and where development occurs throughout the city. The East Edmond 2050 planning process and the resulting preferred scenario contain several new “place types” and a vision that many parts of Edmond remain natural open spaces. This result is very difficult to create using the current development codes. A comprehensive update to these regulations must at a minimum include or incorporate the following tools:

- more refined design standards,
- a form-based or hybrid approach,
- a unified development code,
- a transfer of development rights (TDR) program, and,
- a system for assigning density bonuses.

Action 2.2: Establish criteria for density bonuses.

Density bonuses accommodate increases in the maximum allowable density in specific locations so long as the proposed development includes features, characteristics, and other components that directly benefit and support the community.

Action 2.3: Incorporate the use of transfer of development rights (TDR).

TDR is a process in which designated “sending areas” are kept mostly undeveloped while other designated “receiving areas” can be developed more intensely, often for infill or redevelopment projects.

Primary Guiding Principles:



**Recreation
& Open
Space**



**Rural
Character**



**Planned
Growth**



**Resilient
Community**

Note: this initiative touches all of the community's guiding principles, but the ones listed above appear to be the most directly relevant.



Form-based codes provide guidance on streetscape and development standards.

Initiative #3: Modernize the City's approach to and role in the development process.

There are different roles that a city can play in the development process, from little involvement, to a reactive approach, to an active participant. In order to implement the vision of the preferred scenario, the City must take a more proactive approach to the development cycle. In order to modify and expand their role, Edmond will need to evaluate and deploy a variety of tools designed to support this initiative in an open, transparent, and equitable manner.

Action 3.1: Create a fiscal checklist to review costs and revenues associated with proposed development.

While a developer will create a pro forma to determine if their proposed development is fiscally viable, most cities do not undergo a similar fiscal analysis before approving or denying a proposed development. A fiscal checklist is a tool used to review costs and revenues associated with a proposed development to determine the long-term fiscal impacts. The fiscal checklist should be incorporated into staff reports to the Planning Commission and City Council.

Action 3.2: Encourage the use of conservation easements by partner entities such as the Edmond Land Conservancy.

Conservation easements are a legal agreement to permanently limit use of land to protect critical or sensitive habitat. The Edmond Land Conservancy is an existing land trust organization whose goal is to preserve Edmond's natural, cultural, and scenic resources through conservation easements. It is beneficial to the City to support the mission of existing land trusts who have the resources and expertise to hold these easements in perpetuity.

Action 3.3: Explore the establishment of assessment districts for new town square and village place types.

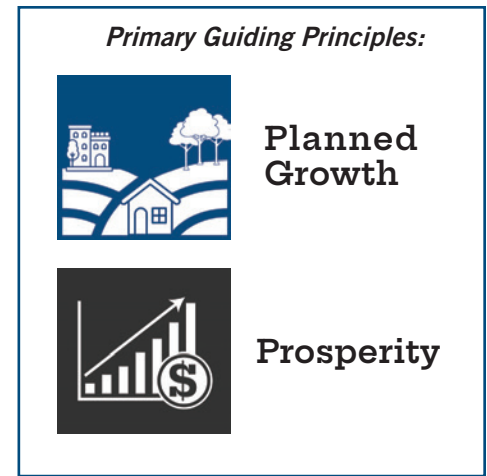
The State of Oklahoma allows cities to establish assessment districts to help fund public improvements such as infrastructure, utilities, lighting, parks, landscaping, parking, among others in a specified area or district. Property owners within a district pay a special assessment to go towards these improvements, many of which will be needed in these new place types. Property owners are responsible for creating the assessment district and the City administers the district on their behalf after it has been created.

Action 3.4: Create a real property or real estate division.

In order to more effectively participate in the land development cycle, the City needs to assign the task and responsibility to a department or division. The staff in this division would help the City take a more active role in development, especially in important locations. This division would work directly with property owners and developers and be able to effectively use the City's authority to facilitate a variety of development projects.

Action 3.5: Create partnerships to establish conservation or mitigation banks.

Mitigation banking is a system of credits and debits to ensure that ecological loss from development is compensated in other areas to result in no net loss of the resource. The Cross Timbers forest is one such resource that could be protected through this process. Generally, an outside organization would serve as the 'banker' to execute the transaction instead of the City.



Initiative #4: Create a fiscally resilient balance between costs, charges, benefits, and value.

Fiscal resilience refers to the long-term balance between public costs and revenues. This planning process has shown that the current approach to development and public services costs more than it generates and is not sustainable nor resilient. The City must explore how to create a short-, medium-, and long-term balance between cost of service and revenue. The tools under this initiative can stabilize the resources available for ongoing roadway maintenance, roadway construction, public safety, utility services, parks and recreation, and other civic services.

Action 4.1: Explore the feasibility of establishing a public safety district.

The Oklahoma State Legislature recently authorized cities to establish a public safety district, in which additional property taxes would be assessed to go directly to public safety services such as police, fire, and emergency medical services. The City should conduct or commission a study to thoroughly evaluate whether this type of funding mechanism would provide an overall positive benefit to the community.

Action 4.2: Explore the use of development impact fees.

Impact fees are assessed on new development in an attempt to more accurately associate the cost to the public with an offsetting revenue, as opposed to increasing taxes or lowering services city-wide. Impact fees are often assessed to increase the capacity of utility systems, streets, parks, schools, and other civic resources. These fees can be different amounts in different parts of the city based directly on the cost to the public of each individual new development. The City should evaluate whether impact fees might have a net positive cost-benefit profile for the community.

Action 4.3: Explore the feasibility of implementing utility rates based on location and site-specific characteristics.

The City's utility rates include electric, solid waste, stormwater, wastewater, and water services. These rates are mostly based on a combination of usage and the type of development. The City should evaluate a rate structure that takes additional factors into consideration such as type of infrastructure required, e.g. sewer service that requires a lift station or just gravity; development pattern; canopy coverage; and so on.

Action 4.4: Explore the feasibility of a street maintenance fee.

Street maintenance is an ongoing challenge for many communities, including Edmond. A dedicated funding source to directly meet this challenge can be an equitable way to ensure that street conditions vastly improve and that maintenance is not deferred nor is service degraded. The City should evaluate whether a fee of this type would provide an overall positive benefit to the community.

Action 4.5: Explore the feasibility of a roadway utility fee.

A roadway utility fee is a dedicated funding source for important roadway capital projects. The City should evaluate the use of such a fee to fund significant improvements to its roadway infrastructure and network and whether this would be an overall benefit to the community.

Action 4.6: Explore the feasibility of implementing service adjustments based on level of service.

At the same time the City is evaluating the various rates and fees described above, it should also explore decreasing costs by modifying the level or amount of service. Service adjustments might include changes in maintenance schedule, response times, or collection frequency.

Primary Guiding Principles:



**Utilities
& Public
Safety**



Prosperity



**Resilient
Community**



Connected

Initiative #5: Establish a plan maintenance and monitoring process.

The East Edmond 2050 Plan preferred scenario and vision are not meant to be static, but rather should be an iterative process since development and demographics are constantly changing. Additionally, as the overarching policy document, the comprehensive plan, Edmond Plan 2018, should also be updated at a regular interval so there aren't conflicts between the two planning documents. The comprehensive plan should be kept up-to-date and reflect applicable components from related plans and studies.

Primary Guiding Principles:



Planned Growth

Action 5.1: Update the City's Comprehensive Plan, Edmond Plan 2018.

The next update to the comprehensive plan should include the following items from the East Edmond 2050 Plan:

- Incorporate these five initiatives into the Edmond Plan 2018 actions and recommendations,
- Create a new Plan Category based on the Town Square place type,
- Update the Plan Category map to correspond with the preferred scenario, and
- Revise applicable plan category descriptions to clarify which place types can be accommodated.

Action 5.2: Revisit the East Edmond 2050 preferred scenario process every five years.

The preferred scenario presented in this plan is not meant to remain unchanged until 2050. Rather, the plan should be regularly reviewed to incorporate development that has occurred and changes to regulations, policies, etc. Similar to other planning efforts, updating the plan once every five years should be an adequate amount of time to reflect key changes within the community. It is also important to regularly track the key metrics analyzed with the preferred scenario to help gauge how implementation is proceeding. These metrics should be presented to the Planning Commission and City Council annually in the form of a summary report.



The Comprehensive Plan guides development patterns and infrastructure improvements in the City.

Summary Table

Table 1 presents a summary of the five initiatives and 17 actions discussed in this section. For each action, the action type, effort, and timeframe are listed. The level of effort identified for the different actions indicates the relative magnitude of effort required for implementation. This shows the difficulty (high) or ease (low) in implementing the action related to complexity, resources, staff time, and potential conflicts. Furthermore, actions identified as short-term are intended to be initiated in the first 5 years of the plan; mid-term actions are intended to be initiated in years 6-10; and long-term actions are intended to be initiated beyond year 10.

Table 1. East Edmond 2050 Plan Summary Table

Ref. Number	Action	Action Type	Effort	Timeframe
Initiative #1: Preserve and restore the Cross Timbers forest.				
1.1	Update the Cross Timbers Forest database.	Project	Medium	Short-Term
Initiative #2: Update the City's development code.				
2.1	Update the zoning, subdivision, and drainage ordinances to accommodate the preferred scenario development pattern.	Regulation	High	Short-Term
2.2	Establish criteria for density bonuses.	Policy	Low	Mid-Term
2.3	Incorporate the use of transfer of development rights (TDR).	Regulation	High	Long-Term
Initiative #3: Modernize the City's approach to and role in the development process.				
3.1	Create a fiscal checklist to review costs and revenues associated with proposed development.	Policy	Low	Short-Term
3.2	Encourage the use of conservation easements by partner entities such as the Edmond Land Conservancy.	Partnership	Low	Short-Term
3.3	Explore the establishment of assessment districts for new town square and village place types.	Revenue	Medium	Long-Term
3.4	Create a real property or real estate division.	Policy	High	Long-Term
3.5	Create partnerships to establish conservation or mitigation banks.	Partnership	High	Long-Term
Initiative #4: Create a fiscally resilient balance between costs, charges, benefits, and value.				
4.1	Explore the feasibility of establishing a public safety district.	Revenue	Medium	Short-Term
4.2	Explore the use of development impact fees.	Revenue	High	Short-Term
4.3	Explore the feasibility of implementing utility rates based on location and site-specific characteristics.	Policy	Medium	Mid-Term
4.4	Explore the feasibility of a street maintenance fee.	Revenue	Medium	Mid-Term
4.5	Explore the feasibility of a roadway utility fee.	Revenue	Medium	Mid-Term
4.6	Explore the feasibility of implementing service adjustments based on level of service.	Policy	High	Long-Term
Initiative #5: Establish a plan maintenance and monitoring process.				
5.1	Update the City's Comprehensive Plan, Edmond Plan 2018.	Project	High	Short-Term
5.2	Revisit the East Edmond 2050 preferred scenario process every five years.	Project	High	Mid-Term

Conclusion

The East Edmond 2050 Plan process resulted in a community-driven vision for future development patterns in the eastern part of the City. Through this process, associated costs and impacts of various development patterns were assessed and used to inform citizens and decision makers of the trade-offs associated with how communities can grow. An estimated 40,000 additional residents are expected to call Edmond home by the year 2050. The resulting preferred scenario from this process identifies how this population growth can be accommodated in the most resource-efficient manner while maintaining aspects of the community that residents value such as the rural character and Cross Timbers forest in East Edmond and high quality public services. This plan identified five initiatives and 17 associated implementation actions that include regulations, revenues, policies, partnerships, and projects. Collectively, all of the actions are important to implement in order to achieve the vision captured by the East Edmond 2050 Plan.



