



Development Code Diagnostic Report

City of Edmond, OK

August 14, 2023

[this page intentionally left blank]

Contents

1	Executive Summary	1
1.1	Project Overview.....	1
1.2	Project Goals	1
1.3	Current Development Code Evaluation.....	2
1.4	Unified Development Code (UDC)	2
1.5	Interim Amendments.....	3
2	Diagnostic Overview	4
2.1	Methodology	4
2.2	Alignment with Plans/Studies	4
2.3	Overview of Current Development Codes	6
3	General Current Development Code Deficiencies	9
3.1	Language.....	9
3.2	Graphics.....	9
3.3	Sequence.....	9
3.4	Technical Standards	9
3.5	Term Integration	9
3.6	Definitions.....	10
4	Title 21: Subdivision Regulations	11
4.1	Background	11
4.2	Deficiencies	11
5	Title 22: Zoning Ordinance	13
5.1	Background	13
5.2	Deficiencies	14
6	Title 23: Stormwater Drainage	18
6.1	Background	18
6.2	Deficiencies	18
7	Conclusion	19
7.1	Summary	19
8	Appendix A: Current Development Code Alignment with Long-Range Policies	21

9	Appendix B: Zoning Approaches Overview	27
9.1	Existing Zoning Approach	27
9.2	Zoning Approaches	27
10	Appendix C: Stakeholder Interviews	30
10.1	Stakeholders	30
10.2	Stakeholder Discussion Topics	31
11	Appendix D: Recommended UDC Outline	39

1 Executive Summary

1.1 Project Overview

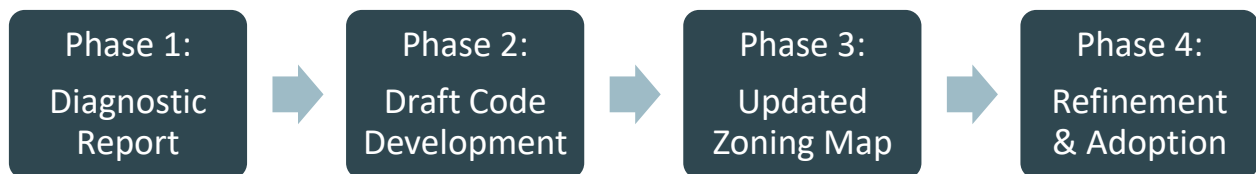
Edmond is undertaking a multi-phase project to overhaul its current development codes, specifically Titles 21, 22, and 23, and processes. Following the adoption of the East Edmond 2050 Plan and updates to the City's Edmond Plan 2018, the City of Edmond hired a Consultant Team led by Freese and Nichols, Inc. to complete this project. The project will result in a development code evaluation/diagnosis, an updated development code and a revised zoning map, reflecting the policy direction of the City's adopted long-range plans and the community's shared vision.

Phase 1 provides a comprehensive evaluation of the current development codes weighed against current City policy, best practices, current statutory and case law, and stakeholder feedback. The resulting Diagnostic Report – this document – documents the overall project goals, identifies issues discovered during the evaluation, and recommends a strategy to address those issues. The Diagnostic Report will be used to guide the remaining project phases.

Phase 2 will include the preparation of an updated development code based on the guidance in the Diagnostic Report.

During Phase 3, the Consultant Team will work with the City to refine the zoning map so that it reflects regulatory changes drafted in Phase 2.

The project team will refine the draft code, conduct a follow-up round of stakeholder engagement, and support the adoption process in the final phase of the project.



1.2 Project Goals

The following goals were captured during the policy and code evaluation:

- Implement the City's planning policy direction,
- Ensure the new code generates orderly growth and reinvestment in established parts of Edmond, and
- Promote the community's preferred development patterns.

1.3 Current Development Code Evaluation

Table 1 provides a synopsis of deficiencies identified in Edmond's current development codes:

Table 1-1: Key Development Code Deficiencies			
Deficiency	Title 21: Subdivisions	Title 22: Zoning	Title 23: Stormwater Drainage
Not aligned with adopted plans	X	X	X
Do not reflect current best practices	X	X	X
Lacks graphics to communicate key concepts	X	X	X
Nomenclature and language are confusing	X	X	X
Not user-friendly	X	X	X
Too many ineffective zoning districts		X	
Dimensional requirements are too rigid		X	
Overly reliant on specific use approvals		X	
Parking standards are difficult to use and administer		X	
Parking requirements are not context-sensitive		X	
Technical standards are codified vs. provided in technical manual(s)	X	X	X
Does not include design standards for non-residential building types		X	
Lacks standards for infill development	X	X	
Lacks purpose statements and clear applicability criteria	X	X	X
Subdivisions standards lack context	X		
Process to change entitlements is unnecessarily complicated	X	X	
Low-impact development/green infrastructure options not available	X	X	X

1.4 Unified Development Code (UDC)

A Unified Development Code (UDC) is the recommended format for the City's updated development codes. A UDC will streamline the existing and updated regulations into one combined document that is more accessible to the public, designers, and City staff. Additional benefits of this code format and approach include:

- Purpose and applicability statements for each section communicate to users the UDC's intent and regulatory application,
- Consistent numerical format throughout the recommended UDC, and

- A single section identifying review and approval authorities and public hearing and notification requirements for all development application types.

A sample UDC format is provided in **Appendix D: Recommended UDC** Outline.

1.5 Interim Amendments

To ensure the City can prevent unintended impacts of new development that does not adhere to adopted policies, the following amendments should be advanced before the full UDC is complete:

1. Increase the minimum lot size for the G-A, General Agricultural zoning district to allow the City to control the development pattern and the timing of utility extensions.
2. Update the lot split process to require platting for all land divisions within the City, providing for administrative approval of certain applications.
3. Establish an exception or streamlined plat procedure for the creation of lots larger than 20 acres in the G-A, General Agricultural District when no new infrastructure is required.
4. Align right-of-way dedication requirements with the adopted Long-Range Mobility Plan.

2 Diagnostic Overview

This Diagnostic Report documents Phase 1 of the City's development code update project by summarizing feedback from City Council, Planning Commission, City staff, the development community, and the public. It further analyzes Edmond's current development codes and suggests options to consider for Phase 2, drafting a new development code (recommended UDC). Stakeholder input and an analysis of the City's planning policies highlighted the following key reasons for undergoing the code update process:

- To promote economic vitality.
- To preserve forested areas and the rural lifestyle in sparsely populated areas.
- To increase connectivity across the City.
- To provide clarity, simplicity, and predictability for property owners, developers, staff, and the public.
- To help diversify the housing stock in the community.
- To create ways that manage resources more efficiently.

2.1 Methodology

The Edmond Development Code Diagnostic Report included 6 major steps:

1. Reviewing and evaluating Edmond's existing development codes and administrative processes,
2. Understanding the applicability of the City's adopted long-range planning goals, policies, and action items,
3. Listening to stakeholders' goals and experiences with development in the City,
4. Clearly documenting deficiencies with the development codes and processes,
5. Recommending an alternative approach and structure to the current development codes, and
6. Providing suggestions for the code(s) that reflect Edmond's vision for the future.

2.2 Alignment with Plans/Studies

As part of the update process, the Consultant Team reviewed and analyzed existing plans and policies adopted by the City, as well as planning policy efforts in progress. Goals, objectives, and action items were extracted and examined for applicability to the development codes. This section provides an overview of the most recent planning policies, plans, and studies that guide Edmond's development.

2.2.1 Comprehensive Plan – Edmond Plan, 2018

A community's comprehensive plan recommends strategies related to land use, housing, transportation, economic development, etc., that are described and enforced by the City's zoning ordinance and subdivision regulations. The comprehensive plan should provide the backbone for local zoning decisions.

Development-related applications such as zoning map amendments, specific use permits, and variances must conform with the comprehensive plan.

Edmond's Comprehensive Plan (Edmond Plan 2018) serves as the guiding document for the code update. The plan was adopted in March 2019 and most recently amended in November 2022. The plan identifies several policies, listed below, that will be incorporated or updated in the new development code.

- Streetscape design standards,
- Maintenance programs for optimal tree growth and canopy health,
- Design standards for high priority locations such as the I-35 and Broadway corridors and downtown,
- Design standards that promote safety and are meaningfully related to their context,
- Dimensional/bulk standards with appropriate context,
- Contextually appropriate approach to parking,
- Requirements related to flood plains, forested areas, native prairies, and other ecologically important features,
- Integrated approach connecting mobility networks and land use,
- Tools designed to proactively guide development (e.g., Transfer of Development Rights, density bonuses, LID),
- Enhanced walkability.

In addition to the comprehensive plan, the code update will be informed by all existing plans and studies relevant to the effort. The code update will address the relevant recommendations from the following plans and studies:

Table 2-1: Supporting Plans and Studies	
Plan	Recommendations
2014 Downtown Edmond Master Plan	• Increase mixed-use development.
Downtown Design Guidelines	• Protect the value and special identity of the Historic Downtown Core • Promote residential growth in the Central Edmond Urban District. • Promote multi-use projects in the Central Edmond Urban District. • Encourage infill development and redevelopment. • Maintain human scale design. • Provide building details like bays and porches. • Incorporate varying building setbacks and height step-downs. • Include site furnishings such as bike racks, benches, and lighting. • Incorporate passenger drop-off areas. • Provide shared service and delivery access.
Edmond Downtown Area Parking Plan	• Reassess the area's parking strategy. • Include criteria for shared parking; formalize Shared Parking Agreements. • Assess the Need for a Residential Parking Permit Program (RPPP).
EdmondShift	• Update City's Roadway Design Standards for items in Toolboxes. • Develop criteria for back-of-curb retrofits for sidewalks and paths. • Require interconnected network of streets for new development. • Require a maximum length for block perimeters. • Require connectivity to undeveloped properties. • Update access management and driveway spacing standards.

Table 2-1: Supporting Plans and Studies

Plan	Recommendations
	Update the traffic impact analysis requirements
Parks and Recreation Master Plan	Include open space requirements and public amenity standards.

Appendix A: Current Development Code Alignment with Long-Range Policies includes a detailed list summarizing the alignment between the current development codes and adopted policies.

2.3 Overview of Current Development Codes

This Section provides an overview of the contents and organization of Title 21 – Subdivisions, Title 22 – Zoning Ordinance, and Title 23 – Stormwater Drainage. The recommended UDC will reorganize current and new content within these titles addressing the issues identified in Sections 3 through 6 of this report.

2.3.1 Title 21 – Subdivisions

Edmond's Subdivision Regulations are codified in [Title 21](#). Table 2-2 below provides a brief summary of [Title 21](#).

Table 2-2 - Title 21 Subdivisions Summary

Title 21 – Subdivisions	
Chapter	Summary
Chapter 21.01 - General Procedure	Summarizes the general procedural requirements
Chapter 21.02 - Design Requirements	- Provides subdivision design standards and the required infrastructure regulations - Establishes the City's street requirements when subdividing land
Chapter 21.03 - Improvements	Provides additional subdivision design and infrastructure requirements necessary for cohesive development within Edmond
Chapter 21.04 - Plat Review Team (PRT) Review Process	Establishes the Plat Review Team (PRT) and its associated objectives
Chapter 21.05 - Preliminary Plat	- Establishes the preliminary plat contents required for submittal - Prescribes who approves the preliminary plat
Chapter 21.06 - Final Plat	- Establishes the final plat contents required for submittal - Prescribes who approves the final plat
Chapter 21.07 - Final Record Plat	- Establishes the final record plat contents required for submittal - Prescribes who approves the final record plat - Specifies the acceptance of infrastructure and maintenance bond requirements
Chapter 21.08 - Administration and Enforcement	- Provides variance and amendment disclaimers for subdivision applications - States who is responsible for amending Title 21

Title 21 – Subdivisions	
Chapter 21.09 - Definitions	Defines the pertinent abbreviations and terms used in Title 21

2.3.2 Title 22 – Zoning Ordinance

Edmond's Zoning Ordinance is codified in [Title 22](#). Table 2-3 provides a brief summary of [Title 22](#).

Table 2-3 - Title 22 Zoning Ordinance Summary

Title 22 – Zoning Ordinance	
Chapter	Summary
Chapter 1: General Provisions	Describes the purpose and applicability of the Zoning Ordinance
Chapter 2: Development Review Bodies	- Establishes the City Council, Planning Commission, Central Edmond Urban District Board (CEUDB), Site Plan Review Team (SPRT), Planning Director, and Board of Adjustment and - Prescribes each review body's powers and duties - Summarizes each review bodies decision-making authority
Chapter 3: Development Review Procedures	- Summarizes various application types - Provides an overview of the required common review procedures - Specifies applicant contents for some application types - Details the procedural requirements and approval process for each application type
Chapter 4: Zoning Districts and Use Standards	- Establishes the City's different base zoning and overlay districts - Summarizes the district's development characteristics - Indicates allowed uses in each zoning district / establishes Use Tables - Lists and defines the pertinent land uses used in the Zoning Ordinance - Provides supplemental use standards for specific land uses
Chapter 5: District Density and Dimensional Standards	- Establishes dimensional standards for each zoning district - Reviews how the dimensional standards are measured
Chapter 6: Site Design Standards	- Provides development standards like parking, outdoor lighting, screening, access, landscaping, and architectural standards for new development - Provides additional development standards for certain areas in Edmond for new development - Establishes sensitive border standards to mitigate adverse development impacts
Chapter 7: Nonconforming Situations	Encompasses general provisions that apply to nonconformities
Chapter 8: Enforcement	- Prescribes the City's specific enforcement powers - Allows the City to penalize those who violate the Zoning Ordinance
Chapter 9: Definitions	Defines the pertinent abbreviations and terms used in the Zoning Ordinance

2.3.3 Title 23 Stormwater Drainage

Edmond's Stormwater Drainage Regulations are codified in [Title 23](#) and is summarized in the table below.

Table 2-4 - Title 23 Stormwater Drainage Summary

Title 23 – Stormwater Drainage	
Chapter	Summary
Chapter 23.10 - Stormwater Drainage Program	• Establishes the stormwater drainage program • Defines and prescribes the power and duties of the City Manager and the Stormwater Drainage Advisory Board
Chapter 23.20 - Control of Surface Water	• Reviews the responsibilities of the developer to control stormwater • Provides a fee-in-lieu option for required detention
Chapter 23.30 - Stormwater Drainage System Service Charge	• Defines all pertinent terms used in Title 23 • Reviews the service charge requirements
Chapter 23.40 - Flood Damage Prevention	• Establishes regulations and requirements for developing in the floodplain
Chapter 23.50 - Public Involvement Process	• Provides the recommended public involvement process for stormwater capital plans and major projects
Chapter 23.60 - Stormwater Quality	• Provides definitions related to stormwater quality • Establishes the necessary stormwater quality requirements and standards • Ensures violations and penalties for anyone who violates the stormwater quality provisions
Appendix - Standard Drainage Policy	• Establishes drainage-specific design criteria and requirements

3 General Current Development Code Deficiencies

The recommended UDC will address general issues, detailed in the following Sections, impacting the effectiveness of all current development codes.

3.1 Language

The current development codes contain unnecessary technical and legal jargon. The recommended UDC will reduce legalese and convert those terms into simpler language.

3.2 Graphics

Edmond's current development codes are extremely text-heavy, which makes them burdensome. The recommended UDC will include high-quality graphics that effectively communicate important regulatory details.

3.3 Sequence

The current development codes are not organized for easy navigation and flow. The recommended UDC will be sequenced to include more commonly used material near the front of the document where it is more accessible to a wider audience. Review procedures and technical information will be relocated toward the back of the document.

3.4 Technical Standards

Technical standards and specifications such as plat contents (e.g., page size, north arrow, signature block) are included within the current development codes. The City should relocate these technical items in a separate document where staff has the ability to change standards quickly and efficiently. There will be a regular outreach method established for those changes (see the links below as examples).

https://www.seguintexas.gov/departments/planning_codes/TechnicalManual.php
<https://www.garlandtx.gov/272/Technical-Standards-Manual>

3.5 Term Integration

Edmond's current development codes are not integrated with related provisions of the Code of Ordinances, Oklahoma State Law, or the City's adopted long-range planning policies.

The recommended UDC will align with the State's applicable development-related statutes and the City's adopted long-range planning policies and use similar terminology to provide consistency.

3.6 Definitions

Many definitions in the current development codes are inadequate, inconsistent, and outdated. There are conflicting provisions between some of the use definitions and conditions for those uses. Many definitions are missing entirely. Additionally, there are similar terms with inconsistent and conflicting definitions across Titles 21, 22, and 23. The recommended UDC will include a review and reorganization of definitions to streamline, clarify, and consolidate them, providing appropriate cross-references.

4 Title 21: Subdivision Regulations

4.1 Background

Subdivision regulations are essential for the development process because they establish procedures and standards for dividing existing parcels into smaller parcels/lots. These regulations typically include standards for:

- Lots,
- Blocks,
- Streets,
- Easements and dedications,
- Public utilities,
- Flood protection,
- Connectivity,
- Open space, and
- Plats.

Title 21 addresses thresholds for Traffic Impact Analyses (TIAs) and establishes review and approval processes centered around the Plat Review Team (PRT). A financial guarantee or surety may be submitted prior to completion of some required improvements allowing final record plats to be expedited.

4.2 Deficiencies

The following table highlights Title 21's deficiencies and provides a recommendation in response to each deficiency. This table is an important step to improve Edmond's subdivision regulations.

Table 4-1 Subdivisions Deficiencies

#	Deficiency	Recommendation
Design Standards and Required Improvements		
1.	Purpose The current subdivision regulations does not clearly identify the purpose of the City's subdivision regulations.	Including a purpose statement will provide clarity and background for these regulations.
2.	Applicability Statements The current subdivision regulations lack applicability statements.	Applicability statements are needed to let the user know when, where, and to whom the subdivision regulations apply.
3.	Context-Sensitive Regulations The current subdivision regulations do not provide optimal standards for the different development types and areas within Edmond.	Regulations that account for the various needs of Edmond can be addressed by providing performance metrics, alternative subdivision design standards, and different thresholds for required infrastructure items that are carefully calibrated to certain areas or development types in Edmond.

4.	Traffic Calming The current subdivision regulations provide little opportunities to effectively calm traffic on City-owned streets.	Regulations should emphasize pedestrian safety and provide techniques like chicanes, speed tables, and mid-block pedestrian crossings, that reduce vehicular speeds, particularly for those streets in residential areas.
----	---	---

5 Title 22: Zoning Ordinance

5.1 Background

5.1.1 Districts

Zoning districts directly control the use and development potential of land. The purposes of zoning districts are to:

- Provide uniform and orderly development patterns,
- Reduce impacts from intensive land uses,
- Assign uses to the most appropriate locations, and
- Implement a city's adopted long-range planning policies.

5.1.2 Dimensional Standards

Dimensional requirements are items that control lot size, setbacks, height, floor area, and lot coverage to produce orderly and appropriately scaled development.

5.1.3 Use Definitions

The appropriate identification, definition, and understanding of land use is a critical piece of why conventional zoning exists. Without well-defined uses, development patterns would be disjointed, creating poorly planned cities. Uses are essential to a development code because it implements a zoning district's intent and establishes development activity allowances.

5.1.4 Parking

Parking requirements were historically designed to reduce street congestion and to avoid spillover parking in residential neighborhoods. Parking regulations establish a minimum number of parking spaces for new development, typically tied to land use. They usually spell out the geometric design of parking spaces and bays, along with the required surfacing.

5.1.5 Landscaping

Landscaping regulations are nested in [Section 22.6.1\(D\)](#). These regulations primarily establish landscape plan elements, general landscaping standards, and minimum landscape requirements. This section was updated in 2018 and includes requirements for plans to be developed by licensed professionals, diversity of landscape materials, tree resource evaluations and credits for tree preservation.

5.1.6 Screening

Screening requirements are located in [Section 22.6.1\(F\)](#). These regulations establish the situations and locations in which screening is required.

5.1.7 Outdoor Lighting

The current development code houses outdoor lighting standards in multiple locations in [Chapter 6](#).

5.1.8 Building Design

The current development code provides design standards for office and retail buildings that regulate aesthetic character, like roofs, facades, entrances, and building materials.

5.1.9 Administration and Procedures

[Chapter 2](#) and [Chapter 3](#) contain the administrative and procedural requirements. Both chapters are straightforward and provide an authority table and process flowcharts.

5.1.10 Nonconformities

Nonconformity regulations are established in [Chapter 7](#). The regulations address land, buildings, and structures that do not comply with current setback, height, parking, and other site plan requirements.

5.1.11 Enforcement

Edmond's existing regulations establish cursory enforcement measures and penalties for those who violate the Zoning Ordinance.

5.2 Deficiencies

The following table lists the Zoning Ordinance's deficiencies and responds with a recommendation for each. The recommendations in this table are general in nature and will be further explored during the development of the recommended UDC.

Table 5-1 Zoning Ordinance Deficiencies

Deficiency		Recommendation
Zoning Districts		
1.	Underutilized and underperforming districts The development code provides more than 40 zoning districts resulting in multiple underutilized and underperforming zoning districts.	The City's current zoning district nomenclature creates user confusion, especially for those users who are familiar with other zoning codes. Modern codes tend to include fewer zoning districts with development standards to address compatibility, as appropriate. Reclassify the district nomenclature.
2.	Supplemental Use Standards and Accessory Uses Supplemental use standards and accessory uses are included in the zoning chapter.	Separating use-related definitions and standards from zoning provides a better user experience and improves the organizational structure of the recommended UDC.
Dimensional Requirements		

3.	Better Consolidated Dimensional Requirements Dimensional requirements are not consolidated in a single location, making navigation of this section challenging.	The current development code provides dimensional requirements in separate tables in multiple places by assigning lot size, setbacks, lot coverage, and height metrics to zoning districts. The tables are understandable and direct the reader to information that pertains to a certain district. The dimensional standards tables should use a revised approach, from multiple tables in certain zoning districts in Chapter 4 and Chapter 5 , to one table for each zoning district, so the user can easily understand the dimensional requirements for a specific zoning district. For example, instead of the residential zoning districts dimensional standards table, which includes eight districts (G-A, R-1, R-2-A, A, B, C-1, C-2, and C-3), the recommended UDC should provide separate dimensional tables for each of the eight districts in their respective zoning district sections. This is a modern code practice that improves readability and usability.
Uses		
4.	The Need for a Use Chapter The current development code has all use-associated regulations combined with the zoning district regulations in Chapter 4.	A singular use-focused chapter that encompasses the use table, including specific, accessory, and temporary uses, and references to use-specific standards. Uses and their associated regulations need their own chapter in the recommended UDC. This makes it clear to the user that all things use-related can be located easily.
5.	Too Many Listed Uses The number of listed uses includes duplication and antiquated uses that may be removed or simplified.	Each list of permitted uses will be reviewed and consolidated into a single table. The list will be edited to remove antiquated or duplicative uses.
6.	Specific Use Permits The current development code is too reliant on specific use permit approvals. This use approval practice can be remedied by allowing by-right uses with conditions. The current development code calls this type of condition a "supplemental use standard."	Codifying the conditions that are approved with regularity will require fewer projects to obtain a specific use permit and improve consistency in administration and enforcement.
7.	Use Tables The current development code establishes use tables in each zoning district section which is duplicative and more difficult to navigate than a single, combined permitted use table.	Simplifying use regulations will shorten the overall document and improve code usability.

Parking		
8.	Improperly Placed Parking Regulations All parking regulations are not combined into one section with its own header.	Consolidating parking regulations will provide a single reference point and improve the code's usability.
9.	Parking Relief The current development code does not provide context-sensitive parking adjustments or reductions to prevent excessive parking.	The current development code does not have context-sensitive parking adjustments. These practices can reduce discretionary parking ratios and reflect the preferences of EdmondShift and the Downtown Edmond Parking Plan.
Landscaping		
10	More Expansive Landscaping Standards The landscaping standards could be expanded to better offset development impacts.	Update landscape standards to address the City's desired quality of development.
11	Technical Standards Some technical standards are currently housed within the zoning code.	Relocate content that refers to design criteria to a technical manual to prevent the code content from being conflated with the design requirements of other sections. The new code will clarify required improvements and reference technical manuals like the Engineering Design Manual which provide direction for designing those improvements.
Screening		
12	Screening Uncertainty The current development code's screening regulations are vague and difficult to interpret.	Update requirements to include specific criteria, graphics, and materials appropriate for screening developments.
Building Design		
13	Expand Design Standards The current development code's nonresidential design standards only apply to retail buildings and offices.	Design standards for all non-residential structures should be incorporated.
14	Context-Sensitive Regulations The current development code does not include context-sensitive design regulations throughout.	Context-sensitive regulations are used to customize development outcomes to address different areas of the community.

Infill Standards		
15	Missing Infill Standards The current development code does not provide any regulations for infill development.	Distinct standards for infill and redevelopment will be added, especially for older districts and corridors.
Enforcement		
16	More Specific Enforcement Measures The Enforcement section does not provide sufficient context and rationale.	The current enforcement language includes legal jargon that complicates efforts to administer and comply with the code. Currently, the penalties are lacking specificity which will be addressed with criteria and triggers to apply enforcement measures.

6 Title 23: Stormwater Drainage

6.1 Background

The City's stormwater drainage requirements are located in [Title 23](#). The regulations establish the City's drainage program, identify who is responsible for drainage improvements, mandate fee collections for regional detention, and provide stormwater quality measures. Standards for stormwater flow, detention specifications, and runoff capacity are missing from this Title but are referenced to the City's Standard Drainage Policy.

6.2 Deficiencies

The following table lists Title 23's deficiencies and responds to the deficiency with a recommendation.

Table 6-1 Stormwater Drainage Deficiencies

	Deficiency	Recommendation
Design Standards and Required Improvements		
1.	The current development code does not include a section that clearly establishes the purpose of the stormwater drainage regulations.	Include a purpose statement will provide clarity and background for these regulations.
2.	The current development code does not identify when, where, and to whom regulations apply.	Create applicability statements to let the user know when, where, and to whom the regulations apply.

7 Conclusion

7.1 Summary

The current land development regulations (Title 21 – Subdivisions, Title 22 – Zoning Ordinance, and Title 23 – Stormwater Drainage) will require significant updates, revisions, or additions to effectively implement the City's adopted policies regarding growth and development. An updated set of standards, organized as a Unified Development Code (UDC), will serve the City into the foreseeable future.

As the update process begins in earnest, the consultant team recommends several interim amendments outlined in the Executive Summary of this report (**Interim Amendments**). This will immediately implement key changes and provide a bridge between the current development codes and the recommended UDC. The UDC will be drafted in phases, including reorganization and technical edits, updating existing language, and developing new language. The process will build on the recommendations within this report including additional review research and discussion to determine the best approach for each of the issues presented. The final UDC will go through the standard adoption process, including public hearings.

[this page intentionally left blank]

8 Appendix A: Current Development Code Alignment with Long-Range Policies

Table 8-1 Alignment with Long-Range Policies

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
Edmond Plan 2018		
	Improve streetscape design standards and continue to use and strengthen maintenance programs that maximize optimal tree growth and canopy development.	M
	Create a program for preserving and caring for mature trees that includes identification, recommendations, guidelines, technical assistance, and proactive outreach	M
	Analyze city ordinances for barriers to low impact development practices.	M
	Support proposals that integrate commercial uses into the community by using sound and attractive site and building design to contribute to a sustainable, walkable environment.	M
	Locate and design schools, parks and community facilities with easy access to nearby residential areas especially in the following Plan Categories: Suburban 1 (S1) Neighborhood, Suburban 2 (S2) Neighborhood, Suburban Infill, Urban Neighborhood, University Neighborhood, Village, Mixed Use Campus, Transit District, Urban Center, and Downtown Core	N
	Catalyze redevelopment, rehabilitation, and infill in locations that have experienced long-term disinvestment and deferred maintenance by: Ensuring that existing infrastructure is maintained to the highest standard and has sufficient capacity for increased intensity. Improving connections – physical and social – to civic assets such as parks, schools. Providing the highest levels of public services such as public safety and community image. Improving the transportation network. Improving the development review process.	N
AR405	Strengthen the City's commitment to maintaining high quality infrastructure and facilities by: Researching, documenting, and adopting best practices for maintaining roadways and their associated infrastructure. Establishing a program to periodically assess the condition of roads, curbs and gutters, sidewalks, drainage swales, and other City assets associated with the right-of-way. Establishing minimum assessment values for each roadway type and location. Aligning the budget and staffing priorities to address areas that do not meet the minimum and need improvement. Creating and funding by FY2025 a maintenance reserve fund that contains 10% of the City's total facility value. These funds should be used to repair, rehabilitate, and improve existing facilities.	M
AR409	Create a program for preserving and caring for mature trees that includes identification, recommendations, guidelines, technical assistance, and proactive outreach.	N

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
AR411	Incorporate CPTED (Crime Prevention Through Environmental Design) techniques to improve safety and security for residents and visitors.	N
AR412	Require developments that include private infrastructure to provide the financial capacity to maintain that infrastructure in perpetuity.	N
AR413	Conservation/sensitive areas, such as flood plains, remnant forests, and native prairie should be maintained in a natural state and embraced as an asset to nearby uses.	N
AR414	Continue to implement recommendations from the 2012 Green Infrastructure Report and Recommendations, including: Update Sensitive Area analysis and incorporate findings into plan amendment process. Analyze city ordinances for barriers to low impact development practices. Strengthen the relationship between the City and local land conservancies.	M
AR416	Continue to implement recommendations from the 2014 Downtown Master Plan, including: Improving parks and open spaces; Pursue the "catalytic projects"; Improve Ayers Avenue to increase safety for people walking, cycling, and riding	M
AR421	Enhance urban forest resources by properly protecting and managing the Urban Tree Canopy and implementing the recommendations from the Urban Tree Canopy Report.	M
AR424	Do not support development applications that propose modifications to the 100-year flood plain.	S
AR425	Modify codes to protect ecologically sensitive areas and leverage them to enhance the built environment. Evaluate requirements for passive and active open spaces in developments that include more than 30 dwelling units at final buildout.	N
AR426	Update and improve design standards to maximize compatibility of the built environment related to site design including items such as building height and mass, setbacks, landscaping, lighting, hours of operation, signage, entry/access, materials, parking, and circulation.	M
AR427	Review and update the I-35 corridor boundaries and design standards to require context sensitive development, maximize economic opportunity, improve community health and wellness, and simplify the development process.	N
AR428	Modify City ordinances regarding design/dimensional standards to include maximum lot coverage ratios.	N
AR429	Update landscape regulations to reduce discrepancies between the requirements associated with the Urban District, for example, the percentage of a site that is landscaped, parking area landscaping, and streetscape requirements.	S
AR430	If supported by the long-range housing study (see AR440), modify Title 22 to allow appropriately sized and designed secondary and accessory dwelling units in appropriate districts to improve diversity, affordability and efficiency of area neighborhoods.	N

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
AR431	Based on the recommendations of the multimodal transportation study (see AR501), modify Title 21 to require street designs to enhance neighborhood walkability and limit cut-through traffic. Narrow streets, tee-intersections, roundabouts, on-street parking, and street trees are examples of some of the design practices that can be used.	N
AR441	Complete a parking assessment/study designed to evaluate: Ordinance-required space ratios including whether those ratios should be different in different locations or Plan Categories; Management approaches especially for public parking; Thresholds that should be used to signal when additional public parking or parking management approaches are needed; and, Strategies to guide redevelopment or infill of existing parking lots.	M
AR460	Based on the results of the East Edmond 2050 Plan, update the City's development code, including the following components: Update the Zoning (Title 22), Subdivision (Title 21), and Drainage (Title 23) ordinances to accommodate the future land use scenario as shown on the Plan Category map; Establish criteria for density bonuses.; Incorporate the use of transfer of development rights (TDR).; Explore the feasibility of using overlay districts.	N
AR462	Based on the results of the East Edmond 2050 Plan, modernize the City's approach to and role in the development process by completing, at least, the following: Create a fiscal checklist to review costs and revenues associated with proposed development.; Encourage the use of conservation easements by partner entities such as the Edmond Land Conservancy (see also AR414); Explore the establishment of assessment districts, especially related to the new Town Square Plan Category.; Create a real property or real estate division.; Create partnerships to establish conservation or mitigation banks.	N
AR464	Based on the results of the East Edmond 2050 Plan, create a fiscally resilient balance between costs, charges, benefits, and value, including, at least, the following: Explore the feasibility of establishing a public safety district.; Explore the use of development impact fees.; Explore the feasibility of implementing utility rates based on location and site-specific characteristics.; Explore the feasibility of a street maintenance fee.; Explore the feasibility of a roadway utility fee.; Explore the feasibility of implementing service adjustments based on level of service.	N
AR502	Secure trail easements through the development review process.	M
AR503	Identify and create or construct important trail connections. These projects connect existing trail components to one another and to nearby uses, which create an integrated network designed to contribute to diversifying the transportation system. This should be done in concert with the Bicycle Master Plan (amended August 2018).	M
AR504	Based on the multimodal transportation plan (AR501), update street design standards to reflect intensities and character described in the Plan Category(ies).	N

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
AR525	Based on the multimodal transportation plan (AR501), update Title 21 to clarify how streets are classified and how different land uses should connect to them.	N
AR602	Identify methods, criterion, and/or ratings to evaluate development applications that improve the effectiveness of natural systems rather than negate, replace, or ignore them. Technological solutions should emphasize the use of nonstructural or natural engineering approaches. These approaches should be consistent with natural resources and processes and preserve and enhance the natural features of Edmond.	N
AR603	Protect the public investment in storm water infrastructure and rights-of-way, including adequate maintenance of the storm water facilities and rights-of-way, control of public lands and timely upgrades and improvements.	M
AR604	Utilize design and construction standards that are environmentally sensitive, safe, cost-effective, and appropriate.	N
AR605	Continue to plan, construct, and improve multi-purpose regional detention facilities.	M
AR802	Create design standards for park facilities, amenities, and furnishings for maintenance efficiency.	N
	Update the Zoning (Title 22), Subdivision (Title 21), and Drainage (Title 23) ordinances to accommodate the future land use scenario as shown on the Plan Category map.	N
Downtown Design Guidelines		
	Preserve historic commercial and residential structures in the Central Edmond Urban District.	M
	Design quality new structures that represent Edmond's spirit.	M
	Protect the value and special identity of the Historic Downtown Core Area (CBD/ DRD).	M
	Prevent construction or deterioration incompatible with the special qualities of the Central Edmond Urban District.	M
	Promote residential growth in the Central Edmond Urban District.	M
	Promote multi-use projects involving retail, office, residential and entertainment in the Central Edmond Urban District.	N
	Encourage infill development and redevelopment to strengthen the character and image of Downtown.	N
	Promote diverse housing opportunities throughout Downtown: residential over retail, town homes, and university housing.	N
	Maintain human scale in buildings when viewed up close.	N
	Use materials and building forms that resemble building elements found on existing structures.	M
	Provide building details like bays and porches that are similar to nearby historic buildings.	N
	Vary building setbacks and height step-downs along the alley edge.	N

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
	Include site furnishings such as bike racks, benches, waste receptacles, and light standards	N
	Use street lighting compatible with the City streetscape design	M
	Enhance intersections by incorporating signage, accent paving, special landscaping, and lighting	N
	Locate accent or alternate paving materials within the public right of way.	N
	Incorporate passenger drop off areas into projects where available.	N
	Provide shared service and delivery access whenever possible.	N
Downtown Edmond Parking Plan		
1	Minimum Parking Requirements that Vary Based on Land Use (Reassess the CBD Parking Requirements/Strategy)	S
7	Enhance Crosswalk Visibility	N
12	Embrace Shared Parking and Formalize Shared Parking Agreements	M
13	Alternative Compliance Based on TDM or a Parking Impact Study	N
24	Assess the Need for A Residential Parking Permit Program (RPPP)	N
EdmondShift: Long-Range Mobility Plan		
P4.1	Implement any necessary changes to the City's Roadway Design Standards to allow for the design and construction of the facility types recommended in the Pedestrian Toolbox	N
B8.1	Implement any necessary changes to the City's Roadway Design Standards to allow for the implementation of the facility types recommended in the Bicycle Toolbox.	N
R1.1	Simplify the Arterial Classification System and adopt the updated Thoroughfare Plan map	N
R1.2	Modify arterial ROW requirements as specified in the ROW Table and update development code as required	N
R1.3	Require construction of shared-use paths or combination of sidewalks and on-street bicycle facilities with all arterial expansion projects.	N
R1.4	Modernize the City's cross sections to accommodate all users.	N
R2.2	Mitigate unsafe left turns along undivided roadways (roads with double yellow centerline) through the following strategies: Convert to a center turn lane or median where pavement space allows; Consider the addition of a turn lane at targeted locations such as high-volume or high-crash locations; Restrict turn access where the above measures are not feasible through vertical barriers	M

Plan Specific Item Number	Goal/Objective/Action Item	Alignment Evaluation
	Key S = Code supports the plan item M = Code minimally supports the plan item N = Code does not support the plan item	
R2.3	Develop minimum design criteria for back of curb retrofits for sidewalks and shared use path implementation where they do not exist or are substandard	N
R3.1	Modify codes to require new development be designed with an interconnected network of streets, such as establishing a maximum length for block perimeters	N
R3.2	Modify codes to require that new development connect to adjacent streets and undeveloped properties with internal streets	N
R4.1	Implement a pilot project corridor to determine the feasibility of using roundabouts at arterial intersections in rural areas.	N
R4.2	Adopt proposed interim cross section for rural areas	N
R5.1	Create standard intersection crossing requirements to increase safety, especially for people using the pedestrian and bicycle networks	N
R5.2	Amend Title 21 to specify frequency of median openings on arterials and driveway spacing requirements in addition to collector street requirements.	N
R6.2	Revise development requirements for transportation mitigation through an updated traffic impact analysis policy.	N

9 Appendix B: Zoning Approaches Overview

9.1 Existing Zoning Approach

Edmond's current planning and development regulations use components from different zoning approaches to provide development outcomes. The oldest and most basic approach is conventional, use-based zoning. This divides the community into districts where different uses are allowed and different bulk standards apply. Edmond's current zoning code is based on the conventional approach.

Edmond's current code also houses "overlay" districts and "Planned Unit Developments (PUDs)." Overlay districts serve as an additional layer of regulations aimed to provide development flexibility. The PUD concept allows design flexibility in exchange for applied conditions as part of the rezoning process. This allows an applicant to negotiate a master-planned development and gives Edmond the opportunity for case-by-case reviews.

9.2 Zoning Approaches

Many communities are beginning to overhaul conventional zoning to adopt more "hybrid" regulations. These "hybrid" regulations blend conventional and form-based codes and are better suited to modern development practices and more resilient growth patterns.

9.2.1 Conventional

9.2.1.1 *What is it?*

Conventional zoning divides a city into districts that establish uniform uses and bulk standards, such as setbacks, height, and density.

9.2.1.2 *Advantages*

Conventional zoning is one of the most common zoning approaches used in American cities. Because of its frequent use, it is widely familiar to those who regularly work with zoning codes. This approach is effective at controlling development scale and reducing dimensional standards to accommodate preferred development patterns.

9.2.1.3 *Limitations*

While there are some advantages to conventional zoning, there are noticeable limitations to the approach. Conventional zoning does not comprehensively regulate design as it is primarily focused on use alignment. Additionally, segregating uses and excessive building setback or height regulations can pose barriers to preferred development preferences described in newly adopted planning goals.

9.2.1.4 *Applicability to Edmond*

The conventional zoning approach may continue to guide Edmond's zoning regulations, though codes that address unique districts or areas, such as an historic

downtown, often take a hybrid form through accompanying development regulations that emphasize form and design. This approach to conventional zoning is well understood by the development community and provides clear direction for where and how development should occur in the City. If a hybrid approach is selected, conventional zoning will be supported by form-based regulations in strategic locations such as downtown, I-35, near Arcadia Lake, and others. Tools like overlay districts and PUDs could be used to provide additional specificity for development and design standards when desirable design solutions or development patterns are not achievable using base zoning districts.

9.2.2 Form-Based

9.2.2.1 What is it?

Form-based zoning is a newer zoning approach that has gained popularity within the past decade. It divides a city into zones where the regulations vary by physical design characteristics rather than by use.

9.2.2.2 Advantages

Form-based zoning is beneficial in that it directly addresses site design and gives landowners flexibility with a greater use allowance. Because site design is the focal point of form-based zoning instead of use classification, this approach applies well to urban contexts, such as downtown cores, urban districts, and corridors.

9.2.2.3 Limitations

Due to its unfamiliarity compared to conventional zoning, form-based zoning tends to be complicated for zoning administrators and code users. Additionally, form-based zoning is typically limited in scope as it does not generally address issues like congestion, suburban corridors, stream corridors, and related issues.

9.2.2.4 Applicability to Edmond

Form-based zoning is most appropriate in areas like Downtown Edmond and other activity centers where the intent is to create more dense, walkable spaces. Further analysis will be needed to determine its feasibility for Edmond.

9.2.3 Composite

9.2.3.1 What is it?

Rather than having zoning districts of just one component (a list of use districts), composite districts provide separate and independent zoning components such as use, site, and architectural characteristics. One of each of these components can then be combined to create a "composite" zoning district.

9.2.3.2 Advantages

This provides a very flexible approach to zoning, while preserving the basic standards that code users are familiar with.

9.2.3.3 Limitations

This has the effect of a series of overlay districts, making it more complicated than conventional districts.

9.2.3.4 Applicability to Edmond

This approach could apply well to districts that accommodate higher-density housing and mixed-use development, especially in and around Downtown. The revised zoning code would designate areas for use, building, and site design classifications.

9.2.4 Performance-Based Zoning

9.2.4.1 What is it?

Like form-based zoning, performance-based zoning divides districts by prescriptive ratio-based metrics to control development impacts. For example, the regulations could prescribe minimum ratios for landscaping and open space, along with maximum impervious surface, building coverage, or floor area metrics by district.

9.2.4.2 Advantages

Performance-based zoning is more flexible than conventional, one-dimensional zoning. Standards, such as impervious surface, limits effectiveness in controlling development within natural features.

9.2.4.3 Limitations

This type of zoning can be complicated with various metrics and calculations. Development ratios tend to have a very weak relationship to design and are largely limited to restricting the scale and footprint of development.

9.2.4.4 Applicability to Edmond

This approach is effective where there are persistent environmental or topographical issues, such as floodplains, riparian corridors, or steep slopes. Performance zoning is not limited to these issues and may also include character-based regulations that blend building and site design with performance metrics. A performance-based zoning approach could be most practical in areas where there are large lots of forested and rural properties and infrastructure is limited.

10 Appendix C: Stakeholder Interviews

10.1 Stakeholders

The outreach for developing the Diagnostic Report included five stakeholder interviews with local developers, design professionals, local community organizations, and elected officials. These stakeholders represent frequent development code users and decision-makers who administer and understand development activities in Edmond. The interviews help add context by connecting the codes, policies, and processes to specific experiences. This report incorporates stakeholder feedback to support issue identification and recommended solutions. Where it is possible, the recommended UDC will be responsive to the issues stakeholders identified.

Stakeholders responded to the following questions:

- Are there specific issues that routinely arise at Planning Commission meetings, Board meetings, or among staff that need to be addressed? Which ones?
- What specific thoughts or concerns do you have about how the City might develop in the future?
- Which development regulations seem to work well, and which need to be improved?
- Which development projects reflect high-quality design standards and make a positive contribution to the City? Why?
- Which Oklahoma jurisdictions get development right? What do they get right?
- Which types of development projects are not suitable for Edmond? Why are those projects unsuitable?
- Are there poorly written or confusing regulations? If so, which ones and why are they confusing?
- Do you think that some of the City's regulations, requirements, or procedures are excessive or onerous for developers? Are some not strict enough? Why?
- How well does the development process (e.g., submitting an application and having it approved) work? Where are the issues with the process?
- Which Oklahoma jurisdictions have the most efficient development processes?
- Are there any issues with the Planned Unit Development (PUD) process? If so, what issues exist?
- If any current zoning districts need to be addressed, which ones?
- Do new districts need to be created? If so, why?

- How appropriate are the permitted uses for each district?
- What issues are there with infill development?
- Have there been any issues with plat approvals, such as timing?
- How well have roads and other infrastructure elements been installed?

The stakeholder interviews resulted in the following discussion topics:

1. Infill development and rightsizing Downtown development
2. More staff-level approval
3. Flexibility
4. Parking reform
5. Clarifying PUDs
6. Revise the setback requirements
7. Finding the right housing mix in the right locations
8. Provide context-sensitive development regulations for East Edmond
9. Clear processes
10. Improve communication with City staff, the development community, and the public
11. Low-impact development
12. Overhaul the City's Subdivision Regulations
13. More mixed-use development in strategic locations

10.2 Stakeholder Discussion Topics

10.2.1 Infill Development and Rightsizing Downtown Development

10.2.1.1 Introduction

Stakeholders provided the Consultant Team with consistent comments related to Edmond's current opportunities for infill development and how Downtown development regulations should be carefully addressed.

10.2.1.2 Consensus

Most stakeholders provided pertinent information to the Consultant Team about Edmond's opportunities to redevelop vacant and underutilized lots in the Downtown area. While comments varied, the stakeholders mostly discussed housing costs, residential size, and development quality. Specifically, stakeholders noted that there are numerous Downtown infill opportunities that could come to fruition if the City had standards that addressed infill development. Because there are no infill standards, lots are underused, or if development does occur, the applicant has to develop through a

PUD process. This results in an unclear development path and costs the applicant significant time and money. If the City does not want to implement infill standards, then there is a demand for rightsizing Downtown's development standards to reduce development barriers. Stakeholders shared that a mix of uses and carefully tailored regulations will help alleviate some of the City's Downtown development issues.

10.2.1.3 Takeaway

Stakeholders want to see infill standards and more cohesive Downtown development regulations to increase housing stock and to provide more innovative developments that match Downtown's uniqueness. They understand that Edmond is a growing community and providing regulations that increase housing stock, rehabilitate existing deteriorating properties, and improve Downtown's vibrancy will add immense value to the City.

10.2.2 More Staff-Level Approval

10.2.2.1 Introduction

Stakeholders provided their input about the issues stemming from minimal staff-level approval.

10.2.2.2 Consensus

Stakeholders routinely mentioned how the City's lack of staff-level approvals hinders the development process. They noted that because most approvals occur at Planning Commission and/or City Council, it takes a significant amount of time to receive approval, which adds to their costs. Additionally, stakeholders relayed that sometimes certain development applications are denied because of external factors brought up at Commission and Council meetings. Stakeholders would prefer an empowered staff that can make decisions based on clear standards rather than relying on less predictable decisions by the Commission and Council.

10.2.2.3 Takeaway

Stakeholders want the recommended UDC to allow for more staff-level approvals to speed the development process and improve certainty.

10.2.3 Flexibility

10.2.3.1 Introduction

Stakeholders expressed their thoughts to the Consultant Team about the lack of flexibility during the development process.

10.2.3.2 Consensus

Stakeholders discussed where the City's regulations lack flexibility. Particularly they believe that everything is not always black and white. The City's response to the grey areas varies because the regulations invite discretion through vague language or offer minimal common-sense alternative solutions to hardline regulations. Stakeholders indicated appreciation for the approach used by City staff in applying the regulations, but acknowledged that the language of the regulations too frequently places staff in

awkward situations that require recollections of precedent for consistency. Stakeholders expressed their desire to have a recommended UDC that provides certainty but also allows for enough flexibility to reach the City's preferred development outcomes.

10.2.3.3 Takeaway

Stakeholders want flexibility balanced more effectively. They prefer clear language but want options like alternative compliance through administrative approval without the need for Planning Commission, Board of Adjustment, or City Council intervention. Ultimately, the recommended UDC should provide multiple paths to approval without always involving these boards and commissions.

10.2.4 Parking Reform

10.2.4.1 Introduction

Stakeholders suggested to the Consultant Team how parking reform could provide better development outcomes.

10.2.4.2 Consensus

Stakeholders discussed the City's parking regulations and identified areas where improvement could be beneficial to the City. Particularly they believe that there are certain land uses and developments with too much parking, which reduces the curb appeal of development. They also shared that there should be flexibility with parking requirements to adequately park uses and create a more walkable and pedestrian-friendly environment. Likewise, they indicated application of current parking standards plays a role in holding back properties from redevelopment.

10.2.4.3 Takeaway

Stakeholders want better parking standards by using a carefully calculated approach to increase development appeal and promote a healthier, walkable community. The recommended UDC needs to find ways to achieve this intent shared by stakeholders.

10.2.5 Clarifying PUDs

10.2.5.1 Introduction

Stakeholders shared various thoughts about the PUDs, ranging from process to end product.

10.2.5.2 Consensus

Stakeholders shared comments critical of PUDs and suggested how PUDs could be improved. The main issues are the lengthy approval process, the requirement for site development information that may not yet be known, their use as tools to circumvent the Zoning Ordinance, and that they do not provide enough public benefit to the City. While some stakeholders had mixed opinions regarding the City's PUD practices, the overwhelming sentiment is to revamp the PUD process as a whole.

10.2.5.3 Takeaway

Stakeholders expressed that PUD regulations should improve regulatory and procedural clarity, enhance development quality, and meet the City's best interests.

10.2.6 Setback Sizing

10.2.6.1 Introduction

Stakeholders recounted that setbacks are problematic in the City.

10.2.6.2 Consensus

Overall, stakeholders noted that setbacks are sometimes impractical for developments because they are often outdated with market tendencies. This is evident by the numerous variance requests to adjust front setbacks from 25 feet to 20 feet.

Stakeholders believe that setbacks should be carefully addressed and should meet market realities to reduce variance requests and provide a plethora of development outcomes.

10.2.6.3 Takeaway

The stakeholders' comments suggest the recommended UDC should generally reduce setbacks and rightsize setbacks to zoning districts for ideal development outcomes.

10.2.7 Right Housing Mix at the Right Locations

10.2.7.1 Introduction

A wide spectrum of comments related to the City's housing issues was relayed to the Consultant Team.

10.2.7.2 Consensus

Many stakeholders provided pertinent information to the Consultant Team about Edmond's housing issues. Stakeholders listed the following items as priorities for the code. The recommended UDC should:

- Increase the variety of permitted housing types, especially in and around Downtown;
- Increase density allowances and permit multi-family residential units in select locations with high-quality design standards;
- Allow more types of residential uses in residential zoning districts; and
- Protect rural areas from dense residential development and commercial development encroachment, particularly east of I-35.

10.2.7.3 Takeaway

Stakeholders want the recommended UDC to take a proactive approach to the City's housing developments that will balance quality, appropriate density in the right locations, and attainability. They understand that Edmond is growing, so regulations need to increase housing stock, promote reasonable housing prices, and protect current single-family neighborhoods in Edmond's more established and rural areas.

10.2.8 Provide Context-Sensitive Development Regulations for areas east of I-35

10.2.8.1 Introduction

Stakeholders provided consistent commentary on the City's need to adequately address the unique conditions and needs of properties east of I-35.

10.2.8.2 Consensus

Stakeholders were adamant that all development is not the same throughout Edmond. For example, they noted that Downtown needs certain regulations to promote meaningful and unique development Downtown. Stakeholders provided similar commentary for properties east of I-35, highlighting the lifestyle differences, limited infrastructure, and terrain context. They believe there should be context-sensitive regulations that 1) meet the market realities of this area, 2) preserve the physical geography, and 3) retain a more rural lifestyle. Regulations that account for these three things are critical since there are large tracts of land and recent interest in developing in the area.

10.2.8.3 Takeaway

Stakeholders want the recommended UDC to provide an appropriate approach to development located east of I-35 utilizing tools such as sensitive development regulations.

10.2.9 Clear Processes

10.2.9.1 Introduction

Stakeholders noted how the development process works in Edmond, detailing its efficiencies and inefficiencies.

10.2.9.2 Consensus

Stakeholders held strong feelings regarding the development process compared to other Oklahoma cities. They believe the process is lengthy, complicated, and uncertain when compared to other cities. Stakeholders discussed the need to revise most processes like plats, site plans, and PUDs because the processes are vague, lack specific review criteria, and do not provide adequate recordkeeping. Stakeholders identified site plans as particularly challenging, noting that the process is months long and involves unnecessary public input, occasionally resulting in arbitrary decisions.

10.2.9.3 Takeaway

There is a sufficient need to streamline the development process with greater clarity, defensible criteria, and improved transparency.

10.2.10 Improve Communication with City Staff, the Development Community, and the Public

10.2.10.1 Introduction

Stakeholders discussed miscommunication and opportunities for improving communication between City staff, the development community, and the public.

10.2.10.2 Consensus

Stakeholders detailed communication efficiencies and inefficiencies. While some stakeholders noted how communication between City staff and the development community has improved in recent years, communication has not historically been good. Stakeholders mentioned recent concerns with transparency, enforcement, and trust, which is perceived to have resulted in delayed developments.

10.2.10.3 Takeaway

Stakeholders want communication between all parties involved in the development process to improve. The recommended UDC should reduce miscommunication by providing clear language and easily navigable procedural requirements.

10.2.11 Low-Impact Development

10.2.11.1 Introduction

Stakeholders shared with the Consultant Team how the City should consider low-impact development practices to improve development quality.

10.2.11.2 Consensus

Stakeholders discussed the City's drainage requirements and some of the City's engineering standards that affect development quality. They noted that drainage is an important consideration, especially for areas lacking drainage capacity. Low-Impact development standards, which require developers to provide practical methods to reduce stormwater runoff, can alleviate some of the City's existing drainage issues.

10.2.11.3 Takeaway

The recommended UDC needs to incorporate low-impact development standards to improve development quality, produce better fiscal performance, lessen the strain on the City's existing infrastructure, and improve water quality.

10.2.12 Overhaul the City's Subdivision Regulations

10.2.12.1 Introduction

The Consultant Team received feedback from stakeholders about the various issues with Edmond's subdivision regulations.

10.2.12.2 Consensus

Many stakeholders noted that the subdivision regulations are outdated and should be modernized with regional best practices. They specifically noted issues with vague language that does not produce the standards the City aspires to achieve.

Stakeholders reflected on certain workarounds in the subdivision regulations, particularly how some applicants can avoid the City's subdivision regulations and not plat by using the provisions outlined in Oklahoma State Statutes, Title 19, § 863.10.

10.2.12.3 Takeaway

Stakeholders want the recommended UDC to provide improved subdivision regulations to produce better development quality.

10.2.13 More Mixed-Use Development in Strategic Locations

10.2.13.1 Introduction

Edmond stakeholders favor mixed-use development instead of conventional, big-box commercial development in certain locations.

10.2.13.2 Consensus

Stakeholders support larger mixed-use development along the I-35 corridor but prefer smaller-scale mixed-use development Downtown. They noted that mixed-use development is poorly accounted for in the City's existing regulations, and that the regulations should allow for more unique developments that the community can support.

10.2.13.3 Takeaway

Stakeholders prefer that the recommended UDC provide more mixed-use development outcomes and less conventional commercial development outcomes in strategic locations.

[this page intentionally left blank]

11 Appendix D: Recommended UDC Outline¹

Table 11-1 Recommended UDC Outline

Proposed Chapter	Proposed Section ²	Current Section
Chapter 1 – General Provisions	2X.1.1 – Title	22.1.1 – Citation
	2X.1.2 – Purpose	22.1.4 – Purpose
	2X.1.3 – Authority	22.1.2 – Authority
	2X.1.4 – Applicability	22.1.5 – Jurisdiction
	2X.1.5 – Consistency with Comprehensive Plan and Other Planning Policies	
	2X.1.6 – Relationship to Other State, Federal, and Local Provisions	22.1.6 – Minimum Requirements 22.8.1 – Interpretation and Purpose
	2X.1.7 – Private Restrictions	
	2X.1.8 – Severability	22.1.8 – Severability
	2X.1.9 – Repeal of Existing Ordinances	22.1.3 – Repeal
	2X.1.10 – Effective Date	22.1.7 – Effective Date
Chapter 2 – Zoning Districts ³	2X.2.1 – Generally	
	2X.2.2 – Zoning Districts Established	22.4.1 – Establishment of Zoning Districts
	2X.2.3 – Zoning District Equivalency	
	2X.2.4 – Zoning Map	
	2X.2.5 – Agricultural District(s)	22.4.3 – G-A, General Agricultural
	2X.2.6 – Residential Districts	22.4.4 – R-1, Rural Estate District
		22.4.5 – R-2-A, Suburban Estate District
		22.4.6 – A, Single-Family Dwelling District
		22.4.7 – B, Two-Family Dwelling District
	2X.2.7 – Commercial Districts	22.4.8 – C-2, Low Density Multiple-Family
		22.4.9 – C-2, Medium Density Multiple-Family
		22.4.10 – C-3, High Density Multiple-family Residential and Commercial Services
		22.4.11 – G-1, Mobile Home Subdivision
		22.5.1 – Residential Standards
		22.4.12 – D-O, Suburban Office

¹ This is a proposed UDC outline. This outline will be altered as the Consultant Team proceeds with the drafting stage. Shaded blocks means new or significantly revised content will be provided.

² The proposed sections are listed as “2X.#.#” because staff will determine if the UDC is to be incorporated into an existing title (i.e. the UDC replacing Title 22) or if the UDC will generate a new title (Title 24 – UDC).

³ The current Zoning Ordinance provides dimensional requirements for zoning districts in Chapter 5 – District Density and Dimensional Standards. We will relocate the dimensional requirements from this chapter and provide specific dimensional requirements for each zoning district section in the UDC.

Proposed Chapter	Proposed Section ²	Current Section
		22.4.13 – D-1, Restricted Retail Commercial 22.4.14 – D-2-A, Light Retail General Commercial 22.4.15 – D-3, Office Commercial 22.4.16 – D-4, Limited Light Retail Commercial 22.4.17 – E-1, Retail General Commercial 22.4.18 – E-2, Open Display Commercial 22.4.31 – D-LU, Light Commercial, Limited Use 22.4.32 – E-LU, General Commercial, Limited Use 22.5.2 – Nonresidential Standards
	2X.2.8 – Industrial Districts	22.4.19 – E-3, Restricted Light Industrial 22.4.20 – F-O, Limited Light Industrial and General Office Corridor 22.4.21 – F-1, Light Industrial 22.4.22 – F-2, Heavy Industrial 22.4.26 – F-1-A, Planned Light Industrial 22.4.27 – F-1-B, Special Industrial District including Limited Outdoor Storage 22.5.2 – Nonresidential Standards
	2X.2.9 – Special Districts ⁴	22.4.23 – CBD, Central Business District 22.4.24 – DRD, Downtown Residential 22.4.25 – D-1-NRC, Restricted Commercial-Nonresidential Conversions 22.4.28 – L-1, Lake Preservation 22.4.29 – L-2, Lake Residential 22.4.30 – L-5, Restricted Lake Commercial 22.4.34 – F/SD, Fraternity and Sorority Overlay District 22.4.38 – Specific Purpose Dwelling District, with Mixed Public and Private Utility Services
	2X.2.10 – Planned Unit Development	22.4.33 – PUD, Planned Development District
	2X.3.1 – Generally	22.4.2 – Types of Use
Chapter 3 – Uses	2X.3.2 – Use Table	Chapter 4 – Zoning Districts and Use Standards ⁵
	2X.3.3 – Use-Specific Regulations	22.4.36 – Supplemental Use Standards

⁴ This may include overlays and any special zoning districts for Mixed-Use, Preservation Areas, and Downtown.

⁵ The Zoning Ordinance currently provides use tables in each zoning district. The consultant will consolidate those tables into one and place it in the proposed Chapter 3 – Uses.

Proposed Chapter	Proposed Section ²	Current Section
		22.6.5 – Sensitive Border Standards
	2X.3.4 – Accessory Uses	22.4.37 – Accessory Uses
	2X.3.5 – Temporary Uses	
Chapter 4 – Development Standards	2X.4.1 – Generally	22.6.1 – General Standards
	2X.4.2 – Dimensional Regulations	22.5.3 – Measurements and Exceptions
	2X.4.3 – Off-Street Parking and Loading	22.6.1 – General Standards 22.6.4 – CEUD including CBD and DRD Districts Supplemental Site Design Standards
	2X.4.4 – Landscaping	22.6.1 – General Standards 22.6.2 – I-35 Corridor District Supplemental Site Design Standards 22.6.3 – Lake District Supplemental Site Design Standards 22.6.4 – CEUD including CBD and DRD Districts Supplemental Site Design Standards
	2X.4.5 – Screening, Fences, and Walls	22.6.1 – General Standards 22.6.4 – CEUD including CBD and DRD Districts Supplemental Site Design Standards
	2X.4.6 – Architectural Design Standards	22.6.1 – General Standards 22.6.2 – I-35 Corridor District Supplemental Site Design Standards 22.6.3 – Lake District Supplemental Site Design Standards
	2X.4.7 – Outdoor Lighting	22.6.1 – General Standards 22.6.4 – CEUD including CBD and DRD Districts Supplemental Site Design Standards
	2X.4.8 – Outdoor Storage	22.6.1 – General Standards 22.6.4 – CEUD including CBD and DRD Districts Supplemental Site Design Standards
	2X.4.9 – Trash	22.6.1 – General Standards
	2X.4.10 – Infill Development	22.6.1 – General Standards
	2X.4.11 – Performance Standards	22.6.5 – Sensitive Border Standards
	2X.5.1 – Generally	Chapter 21.01 – General Procedure
Chapter 5 – Subdivision Regulations	2X.5.2 – Land Division Types	
	2X.5.3 – Subdivision Design Standards and Required Improvements ⁶	Chapter 21.02 – Design Requirements Chapter 21.03 – Improvements
	2X.5.4 – Performance Guarantees and Maintenance	Chapter 21.07 – Final Record Plat
Chapter 6 – Stormwater Drainage ⁷	2X.6.1 – Generally	Chapter 23.10 – Stormwater Drainage Program

⁶ Some of the existing Zoning Ordinance regulations (i.e., access management) should be relocated to the Subdivision Regulations since access points are typically determined at the platting stage.

⁷ If the direction is to retain Stormwater Drainage as its own code, then this chapter will be removed. However, the Stormwater Drainage Code should follow a similar format as the development code (Zoning and Subdivision).

Proposed Chapter	Proposed Section ²	Current Section
	2X.6.2 – Drainage Standards	Chapter 23.20 – Control of Surface Water Chapter 23.30 – Stormwater Drainage System Service Charge Chapter 23.40 – Flood Damage Prevention Chapter 23.60 – Stormwater Quality
	2X.6.3 – Drainage Facilities	
	2X.6.4 – Easements	
	2X.6.5 – Stormwater Quality Management	Chapter 23.60 – Stormwater Quality
	2X.6.6 – Low-Impact Development Practices	
Chapter 7 – Procedures	2X.7.1 – General Procedures	22.3.1 – Common Review Procedures 22.2.7 – Summary of Review Authority Chapter 21.01 – General Procedure Chapter 21.04 – Plat Review Team (PRT) Review Process Chapter 23.50 – Public Involvement Process
	2X.7.2 – Comprehensive Plan Amendment	
	2X.7.3 – UDC Text Amendment	22.1.9 – Amendments to this Title
	2X.7.4 – Annexation	
	2X.7.5 – Rezoning	22.3.2 – Zoning Mapp Amendment (Rezoning) 22.3.4 – Planned Unit Development (PUD) Rezoning
	2X.7.6 – Specific Use Permit	22.3.3 – Specific Use Permit
	2X.7.7 – Preliminary Plat	Chapter 21.05 – Preliminary Plat
	2X.7.8 – Final Plat	Chapter 21.06 – Final Plat Chapter 21.07 – Final Record Plat
	2X.7.9 – Lot Splits and Adjustments	
	2X.7.10 – Vacation	
	2X.7.11 – Site Plan	22.3.5 – Site Plan Review 22.3.6 – Site Plan Review in Central Edmond Urban District (CEUD)
	2X.7.12 – Stormwater Management Permit	
	2X.7.13 – Stormwater Management Plan	
	2X.7.14 – Stormwater Pollution Prevention Plan	
	2X.7.15 – Floodplain Development Permit	
	2X.7.16 – Alternative Compliance	
	2X.7.17 – Variances	22.3.7 – Variance
	2X.7.18 – Appeals	
Chapter 8 – Nonconformities	2X.8.1 – Generally	22.1.10 – Transitional Provisions 22.7.1 – Policy and Purpose 22.7.2 – Applicability 22.7.3 – Continuation Permitted

Proposed Chapter	Proposed Section ²	Current Section
		22.7.4 – Determination of Nonconforming Status 22.7.5 – Effect of Public Acquisition 22.7.6 – Definitions Related to Nonconforming Situations 22.7.13 – Powers Relative to Exceptions
	2X.8.2 – Nonconforming Uses	22.7.7 – Nonconforming Uses
	2X.8.3 – Nonconforming Structures	22.7.8 – Nonconforming Structures
	2X.8.4 – Nonconforming Lots	22.7.9 – Nonconforming Lots
	2X.8.5 – Nonconforming Sites and Site Plan Improvements	22.7.10 – Continuance of Nonconforming Situations 22.7.11 – Termination of Nonconforming Situations 22.7.12 – Nonconforming Towers and Antennas
Chapter 9 – Enforcement	2X.9.1 – Generally	Chapter 21.08 – Administration and Enforcement
	2X.9.2 – Violations	22.8.3 – Violations 22.8.4 – Continuing Violations
	2X.9.3 – Responsible Persons	22.8.5 – Liability
	2X.9.4 – Enforcement Responsibility	22.8.2 – Responsibility for Enforcement 22.8.11 – Restraint, Correction and Abatement
	2X.9.5 – Enforcement Procedures	22.8.9 – Enforcement Procedures
	2X.9.6 – Cumulative Remedies	22.8.6 – Remedies and Enforcement Powers 22.8.8 – Remedies Cumulative
	2X.9.7 – Penalties	22.8.10 – Noncompliance with Permit
Chapter 10 – Administration	2X.10.1 – Generally	Chapter 21.08 – Administration and Enforcement
	2X.10.2 – City Council	22.2.1 – City Council
	2X.10.3 – Planning Commission	22.2.2 – Planning Commission
	2X.10.4 – Central Edmond Urban District Board	22.2.3 – Central Edmond Urban District Board
	2X.10.5 – Board of Adjustment	22.2.6 – Board of Adjustment
	2X.10.6 – Review Team	22.2.4 – Site Plan Review Team
	2X.10.7 – Planning Department	
	2X.10.8 – Director	22.2.5 – Planning Director
	2X.10.9 – City Engineer	
Chapter 11 – Definitions	2X.11.1 – General Rules of Interpretation	
	2X.11.2 – Defined Terms	22.4.35 – Use Definitions 22.7.6 – Definitions Related to Nonconforming Situations 22.9.1 – Abbreviations 22.9.2 – Defined Terms Chapter 21.09 – Definitions Chapter 23.30 – Stormwater Drainage System Service Charge Chapter 23.60 – Stormwater Quality
Appendices	Submittals and Checklists	
	Fees	