

## CITY OF NORMAN, OK STAFF REPORT

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**MEETING DATE:** 11/25/2025

**REQUESTER:** Anthony Francisco, Finance Director

**PRESENTER:** Anthony Francisco, Finance Director

**ITEM TITLE:** CONSIDERATION OF ACCEPTANCE, APPROVAL, REJECTION, AMENDMENT AND/OR POSTPONEMENT OF THE UPDATED NORMAN FORWARD IMPLEMENTATION PLAN THAT WAS RECOMMENDED BY THE NORMAN FORWARD CITIZEN'S FINANCIAL OVERSIGHT BOARD.

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### BACKGROUND:

On August 11, 2015, the Norman City Council adopted Ordinance O-1516-5, which levied a ½ percent “Norman Forward” sales tax for a period of fifteen years, subject to voter approval. The voters of Norman approved the Ordinance on October 13, 2015. The NORMAN FORWARD Sales Tax (NFST) provides funding for a series of quality of life capital projects.

To assist with carrying out the approved NORMAN FORWARD projects in an orderly fashion, the Council appointed a Citizen’s Financial Oversight Board (Resolution R-1516-75, adopted December 22, 2015) and hired a Program Management firm, ADG, Inc. (Contract K-1516-110, approved on February 23, 2016; amended on February 26, 2019) to assist City staff with the implementation of the projects. One of the major tasks performed by ADG was to assist in the preparation of an Implementation Plan (“I-Plan”) document, to help guide the development of the NORMAN FORWARD projects on anticipated schedules and within anticipated budget allocations, and to report on the progress of the individual projects. City Staff has maintained preparation of periodic updates to the Implementation Plan since the completion of the Program Manager’s contracted assignment.

The Norman Forward Implementation Plan was originally adopted by the City Council/Norman Municipal Authority (NMA) on June 28, 2016 (Resolution 1516-130), as recommended by the NORMAN FORWARD Citizen’s Financial Oversight Board (CFOB). The Implementation Plan is intended to be a “living document”; subject to change, periodic review and re-approval as NORMAN FORWARD projects progress. On the recommendation of the CFOB, an amended Implementation Plan was adopted by the NMA/Council October 8, 2019 (Resolution R-1920-44), and updated Implementation Plan reports were accepted by the Trustees and Council in April, 2022 and May 2023, and April, 2024.

**DISCUSSION:**

The CFOB has reviewed the I-Plan document on a periodic basis and made necessary changes to the Plan. As the NORMAN FORWARD program has progressed, several major projects have been completed or are nearing completion, and some major program changes have been approved by the Council/NMA. This progress and these program changes have necessitated another update to the Implementation Plan, to be considered for adoption by the City Council and Norman

Municipal Authority Trustees. The CFOB considered the attached updated Implementation Plan at its meeting on November 14, 2025 and recommended its adoption by the City Council and NMA.

Some of the significant changes that have been made to the NORMAN FORWARD program that will be incorporated in this updated Implementation Plan include the following:

- The final purchase of the land underlying the Griffin Park Soccer Complex, using NORMAN FORWARD funding of \$2,400,000, from the Oklahoma Department of Mental Health and Substance Abuse Services. This purchase is noted in the updated I-Plan.
- The completion of the James Garner Avenue project, using \$6,000,000 in NORMAN FORWARD funds and matching funds from the Federal Highway Administration and Oklahoma Department of Transportation.
- The completion of the first major NORMAN FORWARD-funded Trails projects, along Flood Avenue between Robinson and Tecumseh Streets, and along Constitution Street east of Jenkins Avenue.
- Discussion of recently-completed or under construction Neighborhood Park projects is included.

**RECOMMENDATION:**

It is recommended that the updated NORMAN FORWARD Implementation Plan be accepted.



Griffin Park Soccer Complex Mural



Bentley Park

# **NORMAN FORWARD Implementation Plan**

## **May 2016**

Revised 11/2025

# NORMAN FORWARD

## Implementation Plan

### I. Executive Summary

NORMAN FORWARD is designed to improve the quality of life in Norman through renovating, expanding, constructing, and funding projects including multiple recreational facilities, libraries, parks, athletic venues, public art, trails, and swim complexes. NORMAN FORWARD also includes traffic improvements and an extension of the existing James Garner Avenue. A citizen-initiated proposal, NORMAN FORWARD will enhance the Norman community for generations to come.

Funded through a 15-year earmarked sales tax, NORMAN FORWARD includes 12 projects spanning the entire city at an estimated cost of \$148 million. It also includes other program expenses at an estimated cost of \$55.4 million. Sales tax collections began on January 1, 2016 and will continue for 15 years.

The NORMAN FORWARD program includes:

- Canadian River Park
- Central Branch Library
- East Branch Library
- Griffin Land Acquisition
- Indoor Aquatic Center
- Indoor Multi-Sport Facility
- James Garner Avenue Extension
- Parks Projects
  - Westwood Tennis Center
  - Saxon Park
  - Ruby Grant Park
  - Andrews Park
  - Existing Neighborhood Park Renovations
  - New Neighborhood Park Development
  - New Trail Development
- Senior Citizens Center
- Sports Complex Projects
  - Reaves Park
  - Softball & Football Complex
  - Griffin Park Soccer Complex
- Traffic Improvements
- Westwood Family Aquatic Center

The City is moving forward with the projects and the Implementation Plan is guiding the process. The Implementation Plan is a document to be reviewed and recommended by the NORMAN FORWARD Citizen Financial Oversight Board and adopted by the City Council, which outlines the scopes of work, conceptual budgets, and the order in which the projects or phases of projects will commence. The Implementation Plan is a living document which will be reviewed, re-evaluated, and re-adopted from time to time as projects progress and plans become realities.

As of this writing, ten of the major NORMAN FORWARD projects have been completed, or are nearing completion:

- The East Branch Library
- The Central Branch Library
- The Westwood Family Aquatic Center
- The Westwood Tennis Center
- The Ruby Grant Park (Phase I)
- The Andrews Park Redevelopment
- Reaves Park
- Adult Wellness and Education Center (Senior Citizens Center)
- Young Family Athletic Center (Indoor Sports & Aquatic Facility)
- Griffin Park
- James Garner Phases I & II

Several other NORMAN FORWARD projects are partially completed (progressing in stages) or nearing construction phases. Neighborhood Park renovation projects have been completed at Oakhurst, Sonoma, Prairie Creek, Rotary, Sequoyah Trail, Vineyard, Cherry Creek, Tull's, Sunrise, and Falls-Lakeview Parks. Upcoming Park renovation locations include NE Lions, Eagle Cliff, Sutton Place, Oaktree, Kiwanis, Springbrook, and Chisolm's Cattle Trail Parks. New Park construction at Songbird Park has been completed as well as construction at the new Bentley Park. Construction will begin on the park formally named Links Park, now called Bluestem Park, located south of Cedar Lane Road on 24<sup>th</sup> Avenue SE. The NORMAN FORWARD program is already transforming the quality of life in Norman.

In February 2016, ADG, P.C. was hired as the program manager for the NORMAN FORWARD program. Since that time, ADG has attended meetings, conducted research, and analyzed data to prepare the Implementation Plan. The information in the Implementation Plan is based on currently available information as well as certain assumptions made based on anticipated requirements.

## II. Background

### **The History of NORMAN FORWARD**

The NORMAN FORWARD initiative came to City Council from community groups, stakeholders, and residents, who prepared an initial program scope using analysis and information from master plans for the libraries and parks, recreational planning professionals, traffic professionals, and research firms.

Beginning in the spring of 2015, Norman City Council began a series of Council conferences and additional public meetings to refine the program scope, financing, and funding opportunities for NORMAN FORWARD. Priority projects are included from the 2014 *Library Master Plan Update*, the 2009 *Norman Parks & Recreation Master Plan*, and additional projects designed to provide recreational and educational opportunities for Norman residents.

The program is intended to improve the quality of life for all Norman residents and visitors by providing public projects and programming that contribute to better health, more active lifestyles, intellectual and arts pursuits, and improved traffic safety. The program is funded by a 15-year, one-half percent earmarked sales tax.

On August 11, 2015, City Council voted unanimously to approve NORMAN FORWARD Ordinance O-1516-5 and Resolution R-1516-14 that called for an election to take place on October 13, 2015, to ask Norman voters to consider a temporary sales tax increase to provide funding for the projects.

The temporary one-half percent (1/2%) sales tax was approved by 72% of Norman voters. The authorized sales tax increase began on January 1, 2016.

### **Public Involvement**

The NORMAN FORWARD Citizen Financial Oversight Board (CFOB) was created by Council resolution (R-1516-75) on December 22, 2015 to review the finances of the NORMAN FORWARD program. Their tasks include:

- Review actual and projected NORMAN FORWARD Sales Tax (NFST) revenues;
- Recommend mix of project financing including pay as you go ("paygo") and debt financing;
- Review pace and sequencing of construction of projects;
- Review Council actions related to expenditures of NFST monies;

- Recommend strategies for long term operations and maintenance of facilities;
- Report to Council from time to time as warranted and to provide an annual report to City Council;
- Perform such other duties related to NORMAN FORWARD as the City Council directs by motion or resolution;
- Assign one CFOB member to serve with and act as a liaison to certain advisory committees that Council may form from time to time regarding specific NORMAN FORWARD projects.

The Oversight Board consists of nine members, appointed by the Mayor and confirmed by City Council. Members are from various wards and have backgrounds and experience in accounting, banking, construction, auditing, advertising, operations, and law. Two ex-officio members are part of the Board, including the Mayor (or designee) and City Manager (or designee).

Ad hoc advisory groups were appointed by the Mayor to provide additional citizen input specific to each major NORMAN FORWARD project and to City Council. One member of the Oversight Board serves on each ad hoc advisory group. Ad hoc groups have five to eleven members each. Ex-officio members include the City Manager (or designee), a CFOB member, a Park Board Member, and may include a member, or members, of specific stakeholder groups.

All Oversight Board and ad hoc advisory group meetings are open to the public and shall comply with the Oklahoma Open Meetings Act. The public is invited to attend meetings and provide input and comments to the ad hoc advisory groups and Oversight Board.

### **Process**

The NORMAN FORWARD Implementation Plan sets the overall guidelines for program scope, project scheduling, and individual construction budgets. Site selection and land acquisition, if applicable, will be required prior to the start of design for most projects.

Certain sites may require demolition, site clearing, or other preparatory steps. Environmental testing will also be performed, as needed, prior to building design, and if necessary, environmental remediation will be completed.

The City will solicit Requests for Qualifications (RFQ) from consultants, such as architects and engineers. Responses to RFQs will be reviewed using the City's consultant selection process.

Documents produced by each consultant will undergo peer reviews conducted by the City staff and Program Manager. The purpose of these reviews is to monitor

consultant plans and specifications for conformance with the design intent and the allocated budget. At selected phases of the design process, the ad hoc advisory groups and the Citizens Financial Oversight Board may receive presentations from consultants in order to review the designs.

Once the final design of a project has been approved, the City will utilize its standard competitive bidding process to solicit and award construction contracts. "Construction Manager at Risk" processes may be used, combining several of the design, bidding and construction phases, for certain projects. The architects and/or engineers will review construction progress, and the Program Manager will provide additional field observation for conformance with construction documents. Throughout the process, the City staff and Program Manager will provide outreach to citizens through communication on the status of each project.

### **Communication**

As with any large, capital improvement program, communication with the public is critical for the success of NORMAN FORWARD. In addition to the high level of citizen participation through the Citizens Financial Oversight Board and the ad hoc advisory groups, ongoing communication and information will be made available to the public through various avenues and outlets.

Communication methods include but are not limited to:

- Promotion and updates via print media, television, social media outlets including Facebook and Twitter
- Updates and promotion in partnership with the Norman Chamber of Commerce via the Chamber's newsletter and website
- Routine press releases about public meetings, surveys, and other updates sent to various outlets including the *Norman Transcript* and Norman News
- Updates in the City Manager's weekly report to City Council, which is also sent to the *Norman Transcript*, posted to the City Manager's webpage, and promoted on Facebook
- Updates in the City Manager's report at City Council meetings; videos from these updates are posted to the City Manager's webpage, promoted on Facebook, and uploaded to YouTube
- Routine updates to the NORMAN FORWARD website
- Branded NORMAN FORWARD construction signs
- Public construction groundbreakings and ribbon-cuttings
- Open houses, videos, and tours of projects in-progress
- Meetings posted on government access television
- Inclusion in the City of Norman Annual Report



### **Implementation Plan Development**

The information in the Implementation Plan and Project Timeline is based on currently available information as well as certain assumptions made based on anticipated requirements. The Project Timeline, scope of work, and budgets are subject to change, as directed by Council, as the planning process progresses and more information becomes available.

Project budgets may include: conceptual estimates of consulting, architectural, and engineering services; other pre-construction costs such as environmental investigation, remediation, and geotechnical and construction testing, where required; infrastructure; land acquisition; and construction and project contingency.

The construction budgets are based on information from a number of sources including local and national cost estimating firms, industry consultants, and data from the City of Norman. Construction budgets are conceptual and are derived from anticipated scopes of work needed for complete projects. Actual project costs vary from initial cost estimates depending on final work scopes, the bidding climate at the time of bid, inflation and other factors impacting the economy.

### **Debt vs. Pay-As-You-Go Financing**

The Council and the citizen's Financial Oversight Board have adopted an anticipated mix of projects to be financed on a pay-as-you-go basis, versus projects to be financed through the issuance of debt to enable the projects to proceed in advance of the actual revenues being collected to pay for the projects. Generally speaking, the following major projects were paid for through up-front debt financing:

- Central and East Branch Libraries
- Westwood Family Aquatic Center and Tennis Center Improvements
- Griffin Park Soccer Complex
- Reaves Park Baseball/Softball Complex
- Indoor Aquatic Facilities (Young Family Athletic Center)
- Indoor Multi-Sport Facility (Young Family Athletic Center)
- Adult Football/Softball Complex

In order to coincide with the construction schedules of the projects, it is anticipated that there will be three separate NORMAN FORWARD debt issuances. These issuances have been made:

- Norman Municipal Authority Sales Tax Revenue Note, Series 2015B (dated December, 17, 2015) - \$43,600,000
- Norman Municipal Authority Sales Tax Revenue Note, Series 2017 (dated June 27, 2017) - \$30,950,000
- Norman Municipal Authority Sales Tax Revenue Note, Series 2020 (dated December 17, 2020) - \$22,250,000

The bonds (notes) will be repaid from Norman Forward Sales and Use Tax revenue. An additional pledge of the City's Capital Sales Tax was made to provide additional security for bond holders, but it is not envisioned that Capital Sales Tax will actually be used to repay the Norman Forward debt.

The amount of debt that was actually issued was significantly below the originally anticipated amount, resulting in over \$20 million in projected interest savings to the Norman Forward program:

### NORMAN FORWARD Debt Issuances Projected vs. Actual

| ANTICIPATED<br>Issue Date | ACTUAL<br>Issue Date | TITLE of ISSUANCE   | ANTICIPATED<br>Face Amount | ACTUAL<br>Face Amount | ANTICIPATED<br>Prin. & Interest | ACTUAL<br>Prin. & Interest |
|---------------------------|----------------------|---------------------|----------------------------|-----------------------|---------------------------------|----------------------------|
| 12/2015                   | 12/2015              | NMA 2015B Tax Notes | \$ 43,160,000              | \$ 43,160,000         | \$ 54,753,718                   | \$ 53,266,208              |
| 5/2017                    | 6/2017               | NMA 2017 Tax Notes  | \$ 30,950,000              | \$ 30,950,000         | \$ 37,619,453                   | \$ 36,333,458              |
| 12/2017                   | 12/2020              | NMA 2020 Tax Notes  | <u>\$ 34,200,000</u>       | <u>\$ 22,250,000</u>  | <u>\$ 46,157,750</u>            | <u>\$ 25,927,517</u>       |
|                           |                      | TOTAL               | \$108,310,000              | \$ 98,360,000         | \$138,530,921                   | \$115,527,183              |

The other NORMAN FORWARD projects and related operational costs are anticipated to be paid for on a pay-as-you-go basis, with the projects timed to meet cash flow availability schedules over the tenure of the NORMAN FORWARD sales tax collections.

### III. The Projects

The projects, their respective published budgets, and current estimates are:

| Project                               | Original Norman<br>Forward Budget | Revised Budget        | Current Estimate      |
|---------------------------------------|-----------------------------------|-----------------------|-----------------------|
| <b>Canadian River Park</b>            | \$ 2,000,000                      | \$ 2,000,000          | \$ 2,000,000          |
| <b>Central Branch Library</b>         | \$ 39,000,000                     | \$ 39,000,000         | \$ 35,010,261 *       |
| <b>East Branch Library</b>            | \$ 5,100,000                      | \$ 5,100,000          | \$ 4,794,304 *        |
| <b>Griffin Land Acquisition</b>       | \$ 10,000,000                     | \$ 2,400,000          | \$ 2,400,000 *        |
| <b>Young Family Athletic Center</b>   | \$ 22,500,000                     | \$ 50,468,966         | \$ 50,468,966         |
| Indoor Aquatic Center                 | \$ 14,000,000                     | \$ 15,341,218         | \$ 15,341,218         |
| Indoor Multi Sport Facility           | \$ 8,500,000                      | \$ 12,082,670         | \$ 12,082,670         |
| <b>James Garner Avenue Extension</b>  | \$ 6,000,000                      | \$ 11,472,905         | \$ 11,472,905         |
| <b>Parks Projects</b>                 | \$ 25,500,000                     | \$ 25,251,278         | \$ 24,711,370         |
| Westwood Tennis Center                | \$ 1,000,000                      | \$ 1,801,278          | \$ 1,801,277 *        |
| Saxon Park                            | \$ 2,000,000                      | \$ 2,000,000          | \$ 2,000,000          |
| Ruby Grant Park                       | \$ 6,000,000                      | \$ 6,150,000          | \$ 6,146,426 *        |
| Andrews Park                          | \$ 2,000,000                      | \$ 2,000,000          | \$ 1,463,667 *        |
| Existing Neighborhood Park Renovate   | \$ 6,500,000                      | \$ 6,500,000          | \$ 6,500,000          |
| New Neighborhood Park Developme       | \$ 2,000,000                      | \$ 2,000,000          | \$ 2,000,000          |
| New Trail Development                 | \$ 6,000,000                      | \$ 4,800,000          | \$ 4,800,000          |
| <b>Senior Citizens Center</b>         | \$ -                              | \$ 14,180,521         | \$ 14,180,521         |
| <b>Sports Complex Projects</b>        | \$ 23,500,000                     | \$ 25,689,029         | \$ 25,689,029         |
| Reaves Park                           | \$ 10,000,000                     | \$ 10,000,000         | \$ 10,000,000         |
| Softball & Football Complex           | \$ 2,500,000                      | \$ 2,500,000          | \$ 2,500,000          |
| Griffin Park Soccer Complex           | \$ 11,000,000                     | \$ 13,189,029         | \$ 13,189,029         |
| <b>Traffic Improvements</b>           | \$ 2,700,000                      | \$ 2,700,000          | \$ 2,700,000          |
| <b>Westwood Family Aquatic Center</b> | \$ 12,000,000                     | \$ 12,000,000         | \$ 11,763,800 *       |
| <b>Total</b>                          | <b>\$ 148,300,000</b>             | <b>\$ 176,082,178</b> | <b>\$ 171,010,635</b> |

\* Final Cost

Components of each project budget may include: consulting, architectural, and engineering services; other pre-construction costs such as environmental investigation, remediation, and geotechnical and construction testing, where required; infrastructure; land acquisition; and construction and project contingency. Supplemental revenue from some projects are discussed in project discussions, which follow.

Potential impacts to project budgets include, but are not limited to:

- Fluctuation in sales tax revenue
- Changes in project scopes of work
- Inflation or other uncontrollable increases in cost of construction materials
- Unforeseen circumstances
- Supplemental revenue

## Canadian River Park

### *Description*

There is potential for a park area south of Lindsey Street and west of I-35 along the Canadian River. Possibilities for development include wildlife and plant life refuges, trail facilities, and other enhancements.

### *Scope*

If land can be reasonably acquired, a park area would be developed south of Lindsey Street, west of I-35. Other sites along the Canadian River Floodway in South and West Norman with access to existing park land are being considered.

*Published Budget* \$2,000,000

### *Preliminary Estimated Budget*

|   |                    |
|---|--------------------|
| Land Acquisition / Site Prep / Infrastructure | \$205,000          |
| A&E / Design / Testing                        | \$175,000          |
| Construction & FFE                            | \$1,480,000        |
| Project Contingency                           | \$140,000          |
| <b>Total Project Budget</b>                   | <b>\$2,000,000</b> |

### *Timing*

Architecture, engineering, and site preparation are contingent upon resolution of land transfer legalities. The ability of the City to acquire land originally contemplated for this project involves resolution of legal complexities related to current ownership and transfer rights. This project is contemplated to move forward in the last half of the program.

## Central Branch Library

### *Description*

The November 2014 *Library Master Plan Update* recommended construction of library branches as part of the Pioneer Library System (PLS). PLS is a multi-county library system serving Cleveland, McClain, and Pottawatomie counties in central Oklahoma. Each library in PLS's service area is a partnership between the library system and the city where it is located; the city provides and maintains the facility and PLS provides library staff, collections, and programming.

The new Norman Central Branch Library includes public meeting rooms, learning space, a local history collection, free wireless internet, access to technology, and programming for all ages.

### Scope

The new Norman Central Branch Library relocated the existing library to a more spacious and modern facility. This branch is the main branch of both Norman and the Pioneer Library System and is approximately 82,000 square feet. The location is north of Andrews Park on City-owned land, primarily the site of the former Rhodes granary.

*Published Budget* \$39,000,000

*Final Expenditures* \$35,010,261

### Timing

The Central Branch Library opened in November, 2019 and is providing services.

In November of 2023, officials were made aware of mold detected within the Central Library. The facility has remained closed to allow for mold remediation and the City of Norman has filed a lawsuit for Breach of Contract against multiple parties. The litigation is ongoing as of 11/2025.



## East Branch Library

### *Description*

As the population in Norman has expanded east and west, so has the demand for library services on the east and west sides of the city. The Norman West branch opened in late 2013 and the East Branch Library expands library services to residents on the east side of the city.

The new East Branch Library opened in 2018 and includes public meeting space, free wireless internet, access to technology, and programming for all ages.

### *Scope*

The Norman East Branch Library is approximately 12,500 square feet and located adjacent to Fire Station 9 at the intersection of Alameda and Ridge Lake Boulevard.

### *Published Budget*

\$5,100,000

### *Final Expenditures*

\$4,794,304

### *Timing*

The East Branch Library opened in July, 2018 and is providing services.



## Griffin Land Acquisition

### Description

2014 Oklahoma legislation authorizes the Oklahoma Department of Mental Health and Substance Abuse Services (ODMHSAS) to sell or dispose of the Griffin property, including the current Sutton Wilderness Park, Griffin Park and Frances Cate Park. The property was proposed to be acquired by the City using NORMAN FORWARD funds, to permanently house the Griffin Park Soccer Complex and Sutton Wilderness.

### Project Activities

In negotiations with the ODMHSAS, it was determined to be mutually beneficial for the City to enter into long-term leases with the ODMHSAS for the Griffin Soccer Complex land, and to maintain an existing lease for the Sutton Wilderness land. The lease agreement (Contract K-1718-136, approved on November 27, 2018) gave the City control of the property for up to a 30-year period, at which time the City had a purchase option for the land. Rental payments of \$80,000 per year, paid with Norman Forward funds, applied to the ultimate purchase of the land. The Frances Cate Park land was not included in the negotiated lease for the Griffin Soccer Complex site.

The allocation of Norman Forward funds to the Griffin Land Acquisition project was reduced by the City Council from \$10,000,000 to \$2,400,000 (30 payments of \$80,000) by Resolution R-1819-110 (approved May 14, 2019) and the remaining \$7,600,000 budget was re-allocated to a Norman Forward Senior Citizen's project. On July 22, 2025, Norman City Council approved a purchase with the State of Oklahoma for the Griffin Soccer Complex in the area north of E Robinson and west of 12<sup>th</sup> Avenue NE. The final purchase price was \$3,306,811 with a large portion funded through the remaining Griffin Land Acquisition allocation as well as savings from other City projects not related to or funded by the Norman Forward sales tax.

|                         |                     |
|-------------------------|---------------------|
| <i>Published Budget</i> | <i>\$10,000,000</i> |
|-------------------------|---------------------|

The identified properties to be acquired are:

- |                                    |                  |
|------------------------------------|------------------|
| ▪ Griffin Park & Sutton Wilderness | 322.2 acres      |
| ▪ Francis Cate Park                | up to 14.5 acres |

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|                                    |             |
|------------------------------------|-------------|
| Total Anticipated Land Acquisition | 336.7 acres |
|------------------------------------|-------------|

### Budget

|                  |              |
|------------------|--------------|
| Land Acquisition | \$10,000,000 |
|------------------|--------------|

|                              |                     |
|------------------------------|---------------------|
| <i>Updated Cost Estimate</i> | <i>\$ 2,400,000</i> |
|------------------------------|---------------------|



### Timing

On 7/22/2025, Norman City Council approved the purchase of the Griffin Soccer Complex property.



## Indoor Multi-Sport and Aquatic Center (Young Family Athletic Center)

### Description

The combined Indoor Multi-Sport and Aquatic Center was named the "Young Family Athletic Center" after Norman native, NBA All-Star and University of Oklahoma alumnus Trae Young. The aquatic portion of the building features two pools: an 8-lane 25-meter competition pool with spectator seating and a 4-lane 25-meter pool used as a warm up pool during swim competitions. The Multi-Sport portion houses 8 basketball courts with 12 volleyball courts. Other Young Family Athletic Center amenities include concessions, a small retail space, administrative offices, tournament and team breakout rooms, lighted outdoor pickleball courts and fitness facilities, public restrooms, and other standard support areas.





### Scope

The Young Family Athletic Center is adjacent to a major retail and hotel lodging district, attracting regional tournaments and meets which will draw participants and their families from throughout the state of Oklahoma and the central U.S.

Supplemental funds were allocated from: Norman Forward project savings; Norman Municipal Authority Revenue Bonds secured by Norman Room Tax revenue; University North Park Tax Increment Finance moneys; and a donation from the Trae Young Family Foundation, believed to be the largest private donation in Norman's history. Norman Regional Health System also made a contribution for clinical operations within the facility.

### *YFAC Funding Sources*

|                               |                     |
|-------------------------------|---------------------|
| Norman Forward                | \$29,928,492        |
| James Garner Transfer         | \$1,500,000         |
| Room Tax Bond                 | \$3,801,683         |
| Norman Forward Trails Project | \$1,200,000         |
| NF Road Improvements          | \$338,000           |
| UNP TIF Fund                  | \$2,734,791         |
| Trae Young Family Foundation  | \$4,000,000         |
| Norman Regional Health System | \$6,966,000         |
| <i>Total Budget</i>           | <i>\$50,468,966</i> |

### *Estimated Budget*

|   |                     |
|---|---------------------|
| Land Acquisition / Site Prep / Infrastructure | \$163,000           |
| A&E / Design / Testing                        | \$2,425,475         |
| Construction & FFE                            | \$47,456,674        |
| Project Contingency                           | \$423,817           |
| <i>Total Project Budget</i>                   | <i>\$50,468,966</i> |

### *Timing*

The Young Family Athletic Center held its ribbon cutting ceremony in February of 2024 and is now open and is providing services. The City of Norman is operating the facility internally.

## **James Garner Avenue Extension**

### *Description*

The James Garner Avenue Extension is a north/south roadway to more efficiently carry motorists between downtown Norman and north Norman/south Oklahoma City metropolitan area. The extension will effectively create an updated entrance to the city from the north.

### Scope

The extension project will extend James Garner Avenue from Acres Street, over the Robinson Street underpass, connecting to Flood Avenue. The project includes public art enhancements in commemoration of Norman native, multiple EMMY Award winning, Hall of Fame actor James Garner. The James Garner Avenue Extension intersects Flood Avenue with a modern roundabout north of Robinson Street that features a public art piece "Revolutions". A future safety enhancement, the construction of a second roundabout at the intersection of Acres Street and James Garner Avenue, is being considered.

|   |             |
|---|-------------|
| <i>Published Budget</i>                       | \$6,000,000 |
| <i>Railroad Quiet Zone Funds</i>              | \$500,000   |
| <i>Norman Utilities Authority</i>             | \$43,617    |
| <i>Additional Norman Forward Fund Balance</i> | \$151,281   |
| <i>FHWA Funds</i>                             | \$4,825,733 |

### Budget

|   |                     |
|---|---------------------|
| <i>"Phase I" Actual Cost</i>                                    | \$1,947,283         |
| <i>"Phase II" Land Acquisition / Site Prep / Infrastructure</i> | \$102,934           |
| <i>"Phase II" A&amp;E / Design / Testing</i>                    | \$1,402,140         |
| <i>"Phase II" Construction &amp; FFE</i>                        | \$7,820,546         |
| <i>"Phase II" Public Art</i>                                    | \$200,000           |
| <b>Total Project Budget</b>                                     | <b>\$11,472,905</b> |

### Timing

The James Garner Extension project was broken into "phases". This was done to accommodate the first phase being completed in conjunction with the opening of the Central Branch Library. The first phase, from just south of Acres Street in the City Municipal Complex to the Central Library parking lot, has been completed. The second Phase, extending north of Robinson Street and connected to Flood Avenue, is also complete. City Staff secured \$4.8 million of Federal funds for this project.



## Parks Projects

### Description

Parks all across Norman will be enhanced by NORMAN FORWARD. Additionally, new parks and trails will be developed. Plans from the Parks Master Plan will be reviewed to make sure they are still relevant to neighborhood needs.

### Scope

The identified parks projects are:

- Westwood Tennis Center: conversion of two existing outdoor courts to indoor and construction of two new outdoor courts with lighting. This project has been completed (Budget: \$1,801,277; Final Cost: \$1,801,277).
- Saxon Park: develop Phase II of the Saxon Park Master Plan to include additional parking, fencing, furnishings, play area, restrooms, and event shelter (Budget: \$2,000,000).
- Ruby Grant Park: develop Phase I of the Ruby Grant Park Master Plan with utility infrastructure improvements, signage, parking, trails, practice fields, pavilion, and pedestrian lighting. This project has been completed. (Budget: \$6,000,000; Final Cost: \$6,146,426) (\$150,000 appropriated from Community Park Land Fund balance).
- Andrews Park: skate park expansion, amphitheater seating shade, landscaping, and splash pad enhancement. This project has been completed. (Budget: \$2,000,000; Final Cost: \$1,463,667).
- Existing Neighborhood Park Renovations: as per revisited 2009 Parks Master Plan recommendations. Renovations have been completed at seven parks, and more are planned to be undertaken throughout the Norman Forward life (Budget: \$6,500,000).
- New Neighborhood Park Development – the first new neighborhood park, “Songbird Park” is complete as well as the new “Bentley Park” in the Summit Valley/Bellatona neighborhood. Three more will be undertaken throughout the Norman Forward life at Southlake, Links, and Redlands. (Budget: \$2,000,000).
- New Trail Development: complete initial loop routing of Legacy Trail (Budget: \$4,800,000). A major trail project, along Flood Avenue between Robinson and Tecumseh Street, was completed in 2025 (Cost: \$1,611,683), Including \$386,484 in Federal matching funds.

*Published Budget* \$25,500,000

*Preliminary Estimated Budget*

|   |                     |
|---|---------------------|
| Land Acquisition / Site Prep / Infrastructure | \$1,440,000         |
| A&E / Design / Testing                        | \$1,240,000         |
| Construction & FFE                            | \$21,831,278        |
| Project Contingency                           | \$1,740,000         |
| <b>Total Project Budget</b>                   | <b>\$25,251,278</b> |

*Timing*

Further park and trail improvement projects will be undertaken on a yearly basis throughout the life of NORMAN FORWARD.

### **Adult Wellness and Education (Senior Citizens) Center**

*Description*

The City Council began working on the Senior Citizens Center location issue early in 2016 and adopted Resolution R-1516-77, narrowing the Senior Citizens Center location options to the Existing Library site, a site in Andrews Park, and a site adjacent to the new Central Branch Library site.

After further consideration and considering the endorsement of the NORMAN FORWARD Senior Center Ad Hoc Committee, the Reaves Park Ad Hoc Committee, the Norman Senior Association, and representatives of the Medieval Fair, the Council adopted Resolution R-1819-110, which formally selected Reaves Park as the site for the Senior Center. Resolution R-1819-110 also re-programmed \$7,600,000 in funds from the Griffin Park Land Acquisition project to the Senior Citizens Center project.

In August 2021, Council approved a memorandum of understanding (Contract K-2122-35) with the Norman Regional Health System to move the location of the Senior Center to Norman Regional's Porter Campus. The scope of the project was also expanded from a recreational center to a wellness center. The newly renamed "Adult Wellness and Education Center" is a part of Norman Regional's planned Porter Health Village.

The now completed facility includes an indoor walking track and multiple fitness areas with locker rooms; multipurpose and art specific classrooms as well as lounge areas; a full kitchen for events and programming; outdoor pickleball courts; and a lap pool.

|                                 |                             |
|---------------------------------|-----------------------------|
| Published Norman Forward Budget | \$0; Amended to \$7,600,000 |
| CARES Act Funding               | \$4,800,000                 |
| Capital Fund                    | \$243,000                   |
| General Fund                    | \$1,197,277                 |

|   |              |
|---|--------------|
| Preliminary Estimated Budget              |              |
| Land Acquisition/Site Prep/Infrastructure | \$427,551    |
| A&E / Design / Testing                    | \$832,000    |
| Construction & FFE                        | \$12,439,974 |
| Project Contingency                       | \$480,996    |
| Total Project Budget                      | \$14,180,521 |

### Timing

The Adult Wellness and Education Center opened in November of 2023 and is currently providing services. The Facility is being operated independently by Healthy Living & Fitness Inc., a non-profit organization.



## Sports Complex Projects

### Description

Renovations and new construction are planned for sports complexes in multiple locations. These facilities will allow expanded space for youth soccer, youth and adult softball, adult flag football and youth football.

### Scope

Due to financial reasons, the adult softball and youth football facility will no longer be a standalone complex. The expanded adult softball programs will be at Reaves Park and youth football will be at Ruby Grant Park. The identified sports complex projects are:

- Reaves Park: additional youth baseball/softball fields with lighting, restrooms, concessions, and additional parking (Budget: \$10,000,000; + \$1,250,000 for adult softball).
- Ruby Grant Park: multi-field football complex with lighting, restrooms, concessions, and parking (Budget \$1,250,000).
- Griffin Park: new outdoor soccer fields with lighting and parking. (\$13,198,029).

*Published Budget* \$23,500,000

*Preliminary Estimated Budget*

|   |                     |
|---|---------------------|
| Land Acquisition / Site Prep / Infrastructure | \$1,800,000         |
| A&E / Design / Testing                        | \$1,880,000         |
| Construction & FFE                            | \$20,599,029        |
| Project Contingency                           | \$1,410,000         |
| <b>Total Project Budget</b>                   | <b>\$25,689,029</b> |

*Timing*

Reconstruction of the 22 soccer fields at the Griffin Park Soccer Complex is complete. The new Parks Maintenance Facility has been completed and is relocated from Reaves Park to the City Maintenance Complex ("North Base"). Relocation of the Parks Maintenance Facility made land available for the expansion of baseball and softball fields at Reaves Park, which has been completed. Relocated youth football (Ruby Grant) and adult softball (Reaves) facilities, originally planned at a new stand-alone site, are complete.



## Traffic Improvements

### Description

NORMAN FORWARD includes infrastructure improvements for the city that will improve traffic flow and safety at various locations related to NORMAN FORWARD projects.

### Scope

Planned projects include traffic analysis, street and storm water improvements, and traffic signals at various locations. Related NORMAN FORWARD projects are access to the Young Family Athletic Center (Trae Young Way), Griffin Park, and Reaves Park.

*Published Budget* \$2,700,000

### Preliminary Estimated Budget

|   |                    |
|---|--------------------|
| Land Acquisition / Site Prep / Infrastructure | \$270,000          |
| A&E / Design / Testing                        | \$216,000          |
| Construction & FFE                            | \$2,025,000        |
| Project Contingency                           | \$189,000          |
| <b>Total Project Budget</b>                   | <b>\$2,700,000</b> |

### Timing

Architecture, engineering, land acquisition, and site preparation are scheduled to begin throughout the program based on specified sites. This project is scheduled to be completed as needed for individual project sites during construction phases. Access improvements for the Griffin Soccer Complex on Robinson Street and 12<sup>th</sup> Avenue (\$449,578) are complete. Access improvements to the YFAC (\$304,499), including Trae Young Drive, are complete. Access roads to serve Saxon Park are under design.

## Westwood Family Aquatic Center

### Description

The Westwood Family Aquatic Center project has constructed an updated, modern outdoor aquatic center. Features include a lazy river, slides, water sprays, a 50-meter lap pool, shaded shallow areas, a new bathhouse, concession areas, and additional parking. The new outdoor Aquatic Center opened in the summer of 2018 and has been enjoyed by thousands of visitors.



### Scope

Based on the current budget, the pool will have approximately 18,000 square feet of water surface area and include a variety of features that have been determined through public input are also part of this project.

|                         |                     |
|-------------------------|---------------------|
| <i>Published Budget</i> | <i>\$12,000,000</i> |
| <i>Final Cost</i>       | <i>\$11,763,800</i> |



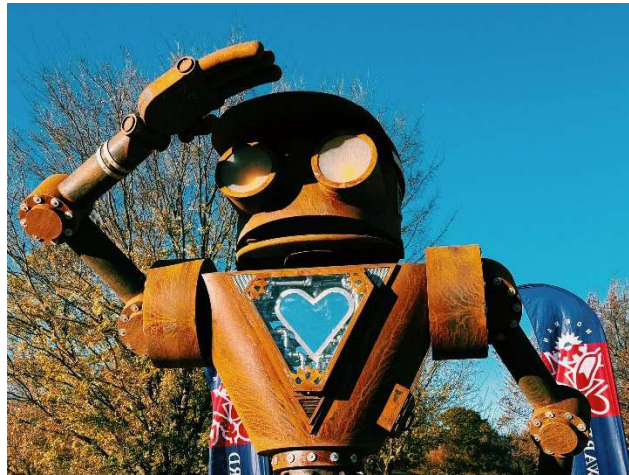


## Other Projected Program Expenses

|                                     |              |
|-------------------------------------|--------------|
| ▪ Public Art                        | \$1,200,000  |
| ▪ Park Maintenance Staff            | \$3,009,925  |
| ▪ Senior Center Staff               | \$0          |
| ▪ Facility Maintenance Staff        | \$1,562,753  |
| ▪ Capital Equipment                 | \$425,000    |
| ▪ Aquatic Center Operating Subsidy  | \$0          |
| ▪ Project Oversight                 | \$3,312,000  |
| ▪ Westwood Pool/Tennis Replacement  | \$455,000    |
| ▪ Facility Maintenance Contract     | \$210,000    |
| ▪ Interest and Debt Service Cost    | \$20,962,256 |
| Total Other Program Expenses Budget | \$31,136,934 |

Projects identified for Public Art include:

- Central Branch Library ("Unbound")
- East Branch Library ("Prairie Wind")
- Westwood Family Aquatic Center and Westwood Tennis Center ("Splash")
- Young Family Athletic Center ("Elevate the Game")
- Reaves Park ("Mechan 14")
- Saxon Park
- James Garner Avenue Extension ("Revolutions")
- Adult Wellness and Education Center ("Onwards")
- Griffin Park ("Scissortail")



## IV. Project Timeline

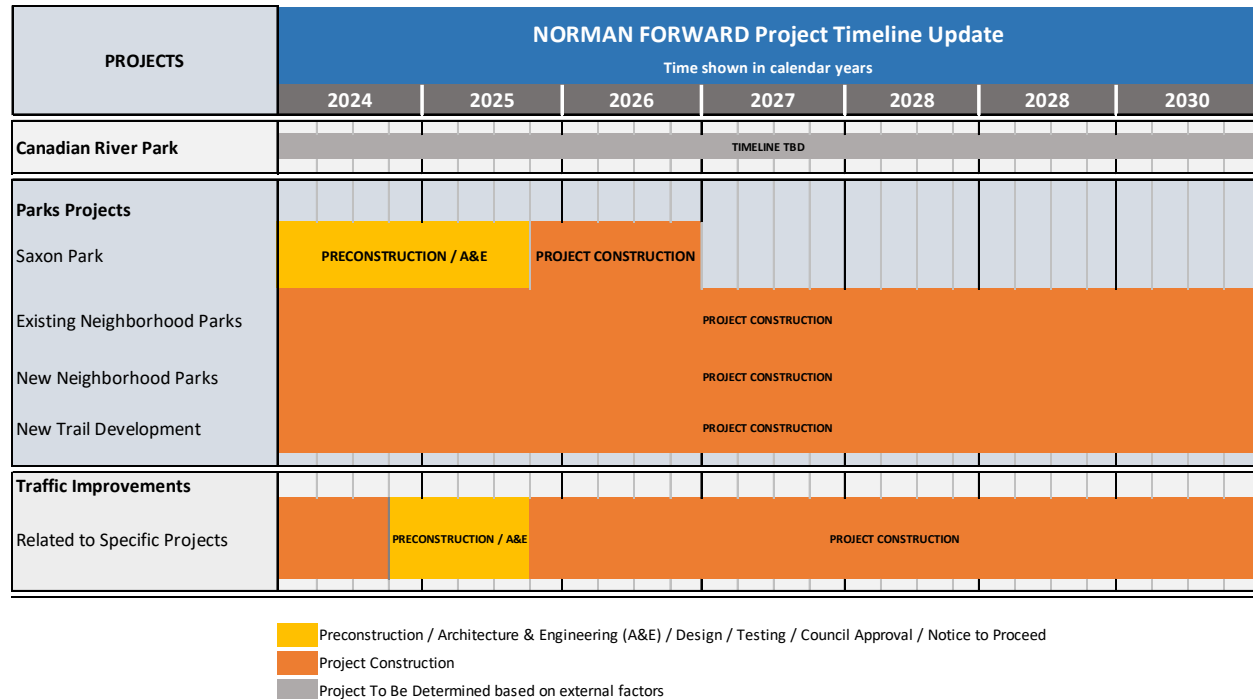
As part of the Implementation Plan, steps were taken to determine the order in which the projects, or phases of projects, would take place in the program. To complete this task, the Program Manager attended Citizens Financial Oversight Board meetings, ad hoc advisory group meetings, and worked with City Staff. City Staff provided budget information critical to project sequencing. The goal is to create a logical project progress schedule within the constraints of the funding structure. Individual project's schedules are updated in their discussions above.

Potential impacts to the overall NORMAN FORWARD project timeline include, but are not limited to:

- Fluctuation in sales tax revenue
- Changes in project scopes of work
- Inflation or other increases in cost of project construction
- Other unforeseen circumstances

The chart below is updated to reflect changing time schedules for the various projects as the overall Norman Forward program moves forward.

### Project Timeline



## V. Conclusion

This Implementation Plan includes an introduction and history of the NORMAN FORWARD program, project descriptions, scopes of work, budgets, project phasing, and the Project Timeline. The original Implementation Plan was adopted by the City Council on June 28, 2016 (Resolution R-1516-130) and minor updates have been approved periodically by the Citizen's Financial Oversight Board (CFOB). At various points in time as significant projects are completed or changes are made, amended Implementation Plan documents will be re-submitted for Council consideration. On the recommendation of the CFOB, the Implementation Plan was formally amended on October 8, 2019 by Resolution R-1920-44 and again on April 12, 2022 by Resolution R-2122-110. The last update to the Implementation plan was in June of 2024.

Upon the recommendation of the Citizens Financial Oversight Board and final approval by City Council, City Staff will implement and administer the 15-year plan. The Program Manager assisted City staff with programming, cost estimating, design review, and construction observation on projects outlined by their contract with the City.

This document is based on currently available information as well as certain assumptions made based on anticipated requirements. It may be further amended by City Council as new information arises or other changes occur over the 15-year life of the quality-of-life program.

## Additional Information

### **NORMAN FORWARD, City of Norman**

<https://www.normanok.gov/your-government/projects-initiatives/norman-forward>

### **“Norman Voters Approve Sales Tax Increase”**

<http://journalrecord.com/2015/10/14/voters-approve-sales-tax-increase/>

### **2009 Parks and Recreation Master Plan, City of Norman**

<https://www.normanok.gov/sites/default/files/documents/2020-05/ParksMasterPlan1.pdf>

### **Young Family Athletic Center**

<https://www.normanok.gov/residents-visitors/parks-recreation/young-family-athletic-center>

### **Senior Wellness Center**

<https://www.normanok.gov/residents-visitors/parks-recreation/senior-wellness-center>