

CITY COUNCIL
COMMUNITY PLANNING AND TRANSPORTATION
COMMITTEE MINUTES

November 26, 2012

The City Council Community Planning and Transportation Committee of the City of Norman, Cleveland County, State of Oklahoma, met at 5:30 p.m. in the Multi-Purpose Room on the 26th day of November, 2012, and notice and agenda of the meeting were posted in the Municipal Building at 201 West Gray and the Norman Public Library at 225 North Webster 48 hours prior to the beginning of the meeting.

PRESENT: Councilmembers Gallagher, Williams, and Chairman Griffith

ABSENT: Councilmember Jungman

STAFF PRESENT: Mayor Cindy Rosenthal
Councilmember Linda Lockett
Ms. Susan Atkinson, Planner I
Mr. James Briggs, Park Planner
Ms. Susan Connors, Planning and Community
Development Director
Mr. Terry Floyd, Development Coordinator
Mr. Steve Lewis, City Manager
Ms. Leah Messner, Assistant City Attorney
Mr. Shawn O’Leary, Director of Public Works
Mr. David Riesland, Traffic Engineer
Ms. Syndi Runyon, Administrative Technician

OTHERS PRESENT: Mr. Evan Dunn, Citizen
Ms. Joy Hampton, *The Norman Transcript*
Mr. Greg Heiple, Citizen
Ms. Vicki Holland, CART
Mr. Gary Miller, Bicycle Advisory Board Chair
Ms. Janice Oak, Progressive Independence
Ms. Karleene Smith, CART
Mr. Wayne Wickham, CART
Mr. Tom Woodfin, Bicycle Advisory Board Member

PRESENTATION BY A REPRESENTATIVE FROM THE BICYCLE ADVISORY COMMITTEE REGARDING
POSSIBLE MODIFICATIONS TO THE CITY’S BICYCLE TRANSPORTATION MAP.

Mr. Shawn O’Leary, Director of Public Works, introduced Mr. Gary Miller, Chair, Bicycle Advisory Committee (BAC) and Mr. Miller highlighted recommendations from the BAC regarding potential changes to the Bike Route Map. Mr. Miller said most of the routes in the City of Norman Bike System are “shared-road” routes and the bike routes are broken down into either *advanced* routes, which are located on streets with high volumes of auto traffic and are for experienced riders who are comfortable in most any traffic condition; or *basic* routes, which are located on streets with low to moderate traffic, including lower speeds, and are for the more casual or younger riders who are less confident in traffic without special provisions for bicycles. He said bike paths are also used in some areas of the City, but only a few exist in Norman. Bike paths are separated from the road, may be shared with pedestrians, and are good for all riders, but are particularly good for young riders who are still monitored by parents.

On October 10, 2010, Council adopted Resolution R-1011-55 revising Norman’s Bike Route Map as recommended by BAC. Mr. Miller said the revised map featured the re-introduction of bike lanes along several streets including: Oakhurst Avenue, Biloxi Drive, Beaumont Drive, Shiloh Drive, Vicksburg Avenue, McGee Avenue, Boyd Street, and Brooks Street.

On September 13, 2011, Council approved the inclusion of bike lanes on Cedar Lane Road between 12th Avenue S.E. and one-half mile east of 24th Avenue S.E., 12th Avenue S.E. between Cedar Lane Road and State Highway 9, and Oak Tree Avenue between 12th Avenue S.E. and Constitution Street. Bike lanes are striped lanes on selected streets accompanied by signs and lane markings that are designated solely for bicycle use and no parking is allowed in bike lanes at any time. Mr. Miller summarized bike lanes as follows:

- Support and encourage bicycling as a means of transportation;
- Help define road space;
- Promote a more orderly flow of traffic;
- Encourage bicyclists to ride in the correct direction, with the flow of traffic;
- Give bicyclists a clear place to be so they are not tempted to ride on the sidewalk;
- Remind motorists to look for cyclists when turning or opening car doors;
- Signal motorists that cyclists have a right to the road;
- Reduce the chance that motorists will stray into cyclist' path of travel;
- Make it less likely that passing motorists swerve toward opposing traffic; and
- Decrease the stress level of bicyclists riding in traffic.

Mr. Miller said on August 13, 2012, the BAC unanimously recommended the inclusion of bike lanes, including the motivation for each, to the following 2012 Bond projects. He said subsequently, Council approved to add the proposed bike lanes to the 2012 Bond projects as follows:

- 24th Avenue East between Lindsey Street and Robinson – area is designated as a bike facility; provide a bike facility designed for all users (not just the advanced); high concentration of apartment complexes and students in the area; potential for additional residential and commercial development east of 24th Avenue East; one middle school and two elementary schools are located in the area; connection to the Beaumont Drive Bike Lane System; and bike lanes included in the design concept and budget development prior to the Bond Election.
- 36th Avenue N.W. between Tecumseh Road and Indian Hills Road – area designated as a bike facility; provided a bike facility designed for all users (not just the advanced); All Saints Catholic School located in area; bike lanes included in the design concept and budget prior to the Bond Election; active platting activity, i.e., 708 apartment units, 1591 residential lots, 605,800 square feet of commercial building space, 123,500 square feet of office space, 800 seat church sanctuary, and a 200 bed assisted living center, and the additional growth potential such as Ruby Grant Park and Special Planning Area No. 5 in the University North Park Tax Increment Finance District.
- Lindsey Street between 1-35 and Pickard Avenue – Lindsey Street is designated as a bike facility; provides a bike facility designed for all users (not just the advanced); gateway to University of Oklahoma (OU) which is the highest bicycle traffic generator in the City; area has one of three bicycle crossings over I-35; high concentration of apartment complexes and OU students in the area; potential for additional residential and commercial development, including a City park; two middle schools and three elementary schools located in the area; connection to the McGee Drive Bike Lane System; and bike lanes included in the design and budget development prior to the Bond Election.

Mr. O'Leary said furthermore the addition of the proposed bike lanes are consistent with the regional multimodal transportation vision in the Encompass 2035 and supports the recent designation of Norman as a Bicycle Friendly Community (Bronze Level) by the League of American Bicyclists. He said the goals and strategies of the Encompass 2035 – Regional Plan, along with a Norman citizen survey results, indicated Norman citizens wanted the regional bicycle and pedestrian networks expanded. Mr. O'Leary said the City begun a pilot program in a few areas of the community to demonstrate the need for and use of bike lanes within the City. He said the first phase of adding new bike lanes is being funded for the full amount (\$55,215) by the City's Capital Budget. After this stage, the City plans to pursue a Complete Streets policy and continue to expand the bicycle network beyond the existing 12 miles of paved shared use path and 18 miles of singletrack.

Mr. O'Leary said the City is following a national standard when designing bicycle facilities, the American Association of State Highways and Transportation Officials (AASHTO) requires a five (5) foot minimum width for on-street bike lanes, 10 foot width for off-street multi-modal, signage, marking, and pavement smoothness, etc. He highlighted the cost impact associated with the addition of bicycle lanes as follows:

- Construction of bike lanes is eligible for federal funds;
- Projects with bike facilities compete better for federal funds;
- Cost of bike lanes included in bond project estimates; and
- Additional City cost per federally funded projects - 24th Avenue East: \$425,000 (\$340,000 federal / \$85,000 local for a 1.64% increase); 36th Avenue N.W.: \$450,000 (\$360,000 federal / \$90,000 local for a 1.66% increase); and Lindsey Street: \$250,000 (\$200,000 federal / \$50,000 local for a 0.23% increase).

Mr. O'Leary said BAC recommends the City's Bike Route map be amended to designate the following as striped bike lane facilities:

1. 24th Avenue East, from north of Lindsey Street to Robinson Street;
2. 36th Avenue N.W. from Tecumseh Road to the northern City Limits; and
3. Lindsey Street from I-35 to Pickard Avenue

The BAC also recommends Council authorize Staff to proceed with design of the various projects as multimodal roadways with bicycle lanes in order to complete preliminary plans and secure additional readiness points when applying for federal funds in December 2012.

Councilmember Williams asked if the federally funded projects included a stipulation that the street must be a current bike route or designated route before federal funds can be applied and Mr. O'Leary said yes, that the City would need a bike route map reflecting the desire of the community to have off-street bike lanes. Mr. O'Leary said that the Oklahoma Department of Transportation (ODOT) will look to Council's interest regarding bike facilities within a documented plan, as opposed to randomly implementing project by project. He said the costs for the recommended projects were included in the cost estimates and budget for the bond election; therefore, if Council chooses to do the projects the funds are in the bond program and likewise there would be a cost savings if Council chooses not to do the projects.

Councilmember Gallagher felt 36th Avenue N.W. is too narrow to install bike lanes and would be dangerous for riders. Mr. Tom Woodfin, BAC member, said the standards for establishing safety of riding on the road take into the account the number of vehicles per day and the width of the road is not considered in the calculation for installing bike lanes on a proposed road. He said a study would be done on the proposed street and the best configuration for that street would be designed. Councilmember Williams asked how advanced routes are determined to be safe for both the bicyclist and traffic and asked if speed limits are taken into consideration. He felt 48th Avenue N.W. would be a much better choice because the street has a lot less traffic. Mr. James Briggs, Park Planner, said 36th Avenue N.W. was chosen as a bike route years ago because it was determined to be a street that most likely would be able to be constructed to include bike lanes. Mr. Briggs said 36th Avenue N.W. has remained because it has become the logical larger street in that particular area in Norman. Mr. Miller said the proposed reconstruction of 36th Avenue N.W. will make it more viable and a great opportunity for bike lanes to be added during construction. Mayor Rosenthal said the reconstruction will allow a tremendous opportunity to make the proposed roads safe for all modes of transportation at a miniscule cost in terms of the City's share and compete for federal dollars.

Mayor Rosenthal said bicycle networks, as well as sidewalk networks, are both desirable for pedestrians and Mr. O'Leary said all the proposed bike lane facilities will contain sidewalks on both sides of the street as well as accessible paths to travel. Mr. O'Leary said a 10 foot wide sidewalk is proposed on the east side 36th Avenue N.W., along Legacy Trail.

Councilmember Gallagher asked if Norman licensed bicycle riders and Staff said currently not at this time. Mr. Miller said in the past bicyclists were required to obtain licenses, but he felt it was and would be difficult to administratively maintain the licenses/registration for 27,000 plus bicyclists.

Councilmember Williams asked if other cities who have effectively added bike lanes to streets have any ordinances and/or laws that encourage bicyclists to use the bike lanes rather than use the street and impose fines if they do not. Mr. Miller said the BAC has asked Police Staff to research this very topic and Mr. O'Leary said Staff will follow up. Councilmember Gallagher asked if the BAC has had any coordination with the Police Department to discuss problematic areas; whether bicyclists or motorists complaints/concerns. He felt both bicyclists and motorists would benefit if the Police were more observant and/or issued more warnings to bicyclists/motorists that did not follow the law. Mr. Miller said Officer Marcus Smallwood attends BAC meetings, acting as liaison between the Police Department and BAC. He said the BAC has had a series of meetings with Mr. Keith Humphrey, Police Chief, to discuss incidents and residential complaints. Mr. Miller said enforcement, whether the bicyclists behavior or motorist actions, is a standing agenda item at each BAC meeting. Mr. O'Leary stated that Staff from Public Works, Parks and Recreation and the Police Department are all actively involved with the BAC.

Councilmember Gallagher asked if particular streets such as 12th Avenue East and Robinson Street will be taken off the bike route because they are very heavily traveled streets and Mr. Miller said the BAC constantly reviews the bicycle route map to determine if streets should be removed. Mr. Miller said the BAC is recommending the on-street bike lanes in hopes of eliminating a lot of the concerns such as narrow roads, speed limits, overall safety and possible frustrations for the bicyclists as well as motorists. Mr. O'Leary said it is a very dynamic process and it is reasonable that the routes will change over time whether deleting and/or adding streets.

Chairman Griffith asked why 60th Avenue East and 72nd Avenue East are not considered advanced bike routes and included in the bike route map. Mr. Briggs said that the BAC felt that 48th Avenue East was the best route and Mr. Miller said 60th Avenue East and 72nd Avenue East both have a lot of hills.

Ms. Joy Hampton, *The Norman Transcript*, asked the advantages of a being named as a bike friendly community and Mr. Miller said it promotes the community's image and increases the overall quality of life for its residents.

Chairman Griffith said he echoed Mayor Rosenthal's comments regarding the tremendous opportunity that exists to make the proposed roads safe for all modes of transportation at a miniscule cost in terms of the City's share and having the designations will assist in competing for federal dollars. He felt this is an opportunity for Norman to enhance bicycle riding and safety for the entire community. Chairman Griffith said he believes the statement, "If you build it, they will come," and felt the more opportunities that are provided to bicyclists, the more residents will take advantage of bicycling, as well as, more bicyclists may be likely to visit our City.

Items submitted for the record

1. PowerPoint Presentation entitled, "2012 Transportation Bond Program Accommodation for Bicyclists" City Council Planning and Transportation Committee dated November 26, 2012, presented by the Bicycle Advisory Committee and Public Works Department
2. City of Norman Bike Route Map 2011 Edition

STATUS UPDATE ON THE DEVELOPMENT OF A HIGH DENSITY RESIDENTIAL ZONING DESIGNATION.

Ms. Susan Connors, Director of Planning and Community Development, said on September 24, 2012, Staff presented the Community Planning and Transportation Committee (CPTC) with a report on the summer's High Density Discussion Series and the Committee requested Staff prepare a High Density Zoning District (HDZD) that would be added to the existing Zoning Ordinance. She said development of a HDZD is guided by community input gathered throughout the discussion series and having such an ordinance would enable the City to allow development of higher density residential land uses, which are not permitted under the current zoning districts. A new HDZD would prioritize issues such as compatibility of size and scale of new development relative to existing neighborhoods and districts, the provision of adequate parking to support high density, the importance of high quality design and building materials, and appropriate locations for development.

Ms. Connors said at the October 22, 2012, CPTC, the Committee requested Staff to prepare an update on the progress being made regarding the creation of a High Density Zoning Ordinance and associated design guidelines. In addition, the Committee also requested Staff research several other topics that are related to the development of a HDZD including impact fees. Ms. Connors said Staff began by identifying existing impact fees in the City of Norman, which have been adopted by Council and are triggered by applications to develop land within the City limits. The current impact fees include:

- Park Fee – Community: \$75.00 fee per dwelling unit applicable to all new single and two-family dwelling unit applications.
- Park Fee – Neighborhood: \$75.00 fee per dwelling unit applicable if a park is within a one-mile radius of the building site, typically applies to all urban areas.
- Erosion Control Fee: - \$80.00 fee assessed for each permit for construction of new residential or multi-family dwellings. Lots greater than two (2) acres with impervious area less than 5,000 square feet or projects less than 500 square feet of new impervious surface are exempt from this fee.

Parking Impact Fees

Ms. Connors said the Committee also requested Staff research the use of parking impact fees as an option for future use in Norman. She said published research on this topic is limited, but Staff found several notable articles by Donald Shoup, Professor of Urban Planning and Director of the Institute of Transportation Studies, at University of California Los Angeles (UCLA). Ms. Connors distributed an article entitled “Instead of Free Parking,” and said Mr. Shoup explored the mechanism of fees in lieu of parking ordinances and parking impact fees in general. Also included in the article are report findings from surveys of 29 cities throughout the United States and abroad, five of which are American college towns. Mr. Shoup noted that minimum parking requirements impose high costs on all users, but notes that reform is often difficult because parking requirements are entrenched in cities’ practice and legislated in zoning ordinances. She said he also observes there is no such thing as a free parking space. He states someone must pay for it. If motorists do not, then who does?

Ordinance Outline

Ms. Connors said Staff is in the process of developing a new zoning district that would be amended in the Zoning Ordinance. The new district would apply only to high density residential development and/or mixed use developments that included high density residential, but could apply in a variety of settings throughout the City. The new zoning ordinance would include elements such as a description of the district, the purpose of the district, definitions, permitted uses, required procedures, and review criteria. Ms. Connors said in order to fulfill community expectations of compatibility with existing neighborhoods and commercial districts, as well as ensuring the harmonious blending of new development in existing community, the ordinance will include design guidelines. She said the guidelines are not seeking a uniform appearance or style, but are intended to manage key elements of compatibility, e.g., size, scale, and quality of infill structures; harmonious siting of new buildings with respect to existing buildings; and the creation of an attractive and useful public realm.

Ms. Connors said Staff is continuing to develop the ordinance as well as research other ordinances and articles that will assist with what should be included. She said Staff will prepare a completed draft ordinance for discussion at the December 17, 2012, CPTC meeting.

Chairman Griffith asked how the fees in lieu of could be used and Ms. Connors said the fees could be used to construct parking garages. Councilmember Gallagher felt the cities that Mr. Shoup addressed in his article are not similar to Norman and his impression of the article was to make driving/parking difficult for people rather than offer more parking amenities. Ms. Connors said there is limited research on the topic regarding parking impact fees and Mr. Shoup has done a lot of work on the subject, therefore, Staff felt providing his literature would be the best information to provide the Committee on what other cities are doing regarding parking impact fees. Councilmember Gallagher asked if Staff would offer any recommendation from the article and Ms. Connors said Staff would need to explore this topic more if the City was interested in trying to provide parking garages in certain areas within the City.

Mayor Rosenthal said she recently attended the Institute on City Design Conference that included eight (8) cities with populations of 120,000 or less, and four (4) of the cities were university communities, i.e., Tuscaloosa, Athens, Charlottesville, and Norman. She said the discussion included alternative ways to mandate requirements, e.g., every project would be required to construct a parking garage, etc. Mayor Rosenthal said at some point, if there was an abundant amount of parking garages, it would not be economical to construct another, but those fees in lieu of could then be used for central spaces. Mayor Rosenthal said another interesting piece of the discussion was fees in lieu of could go towards eco-paths essentially supporting transit and transit alternatives, which would also alleviate some of the pressures on the parking issues. She said the taking away point of the conference was that cities needed to be thinking of design criteria, not only parking structures and ratios, but also about how to manage the (general) parking resource. Mayor Rosenthal said the management of parking resources might include resident parking passes, a fee in lieu of that would support transit, a fee in lieu of that would support a central parking garage, etc. She said there are a different number of strategies from installing meters to shared vehicle programs that can assist with the parking management and felt the City may need to consider a parking management program that is more comprehensive than just the amount of parking spaces. Councilmember Gallagher felt a shared vehicle program is too complex and an issue that Norman does not yet need to address.

Mayor Rosenthal said another idea that came out of the conference was to designate transition zones that are not necessarily high density, but where height parameters can be varied. She said a lot of emphasis was put on design guidelines that included the notion of requiring active ground floor uses such as retail space rather than only parking garages as well as focusing on the public realm including streets, sidewalks, and parking area between the sidewalk. She said publically accessible open space was recommended and the emphasis was to incorporate existing legacy areas, i.e., respect exiting context of the area, the character of the neighborhood, etc. She said the dialogue also recommended creating a design review board. She said she will provide the conference information to Staff for review because she felt it could assist Council going forward.

Chairman Griffith said the City has a fee in lieu of for park land where the money is used to improve parks and felt it would be an excellent opportunity for the City to research different funding resources to improve the parking situation in the community. He felt at some point Norman will need a parking garage and this topic has so many possibilities and needed to be explored. Chairman Griffith said another possible use for a fee in lieu of could be funding for Cleveland Area Rapid Transit (CART). Councilmember Lockett felt that Norman is not ready to discuss parking impact fees and the topic is not practical at this time.

Chairman Griffith asked if high density structures around the campus and downtown areas would have height restrictions and Ms. Connors said yes, that was the consensus from the all the information gathered at the High Density Discussion Series. Ms. Connors said Staff was asked to provide one ordinance to the Committee; therefore, unless the direction is to include some type of overlay district or other mechanism that will separate the different regulatory elements and/or the different areas of the city, Staff will try to determine how best to fit those elements into one ordinance that will work city-wide.

Items submitted for the record

1. Memorandum dated November 26, 2012, from Ms. Susan F. Connors, AICP, Director of Planning and Community Development, to Chairman and Members of Council Community Planning and Transportation Committee, with Attachment A, article entitled "Instead of Free Parking" abstracted from a report in the Journal of planning Education and Research, Summer 1999, and Attachment B, Outline of High Density Zoning Ordinance

CART RIDERSHIP REPORT INCLUDING SAFERIDE AND EXTENDED SERVICE.

Ms. Vicki Holland, Cleveland Area Rapid Transit (CART), distributed the CART Ridership Report for October 2012. She asked if anyone had any comments and/or question and no comments and/or questions were received.

Items submitted for the record

1. Cleveland Area Rapid Transit Ridership Totals for the Month of October 2012

UPDATE FROM CART ON TRANSIT ACTIVITIES AND PROGRAMS.

Ms. Vicki Holland, Cleveland Area Rapid Transit (CART), said CART will purchase two (2) new Compressed Natural Gas (CNG) lift equipped paratransit vehicles in early 2013. She said the costs of the vehicle is \$83,719 each and will be purchased with funds made available through Norman Regional Hospital Authority's \$50,000 yearly commitment to CART. Ms. Holland said in addition, Metro Transit in Oklahoma City (OKC) will provide CART with three (3), 35 foot 2001 Orion diesel buses in January and CART greatly appreciates the working relationship with Metro Transit OKC and Central Oklahoma Transportation and Parking Authority (COTPA). Councilmember Gallagher asked if the three (3) buses that Metro Transit OKC and COPTA are providing CART will be CNG buses and Mr. Wayne Wickham, CART, said no. Mr. Wickham said the buses are diesel and can not be converted to CNG. Chairman Griffith asked the condition of the buses being given by Metro Transit OKC and COPTA and Mr. Wickham said they are running and in service now.

Ms. Holland said after more than 30 years at Robertson Hall on the main campus at the University of Oklahoma (OU), the Parking and Transportation Services will be moving early next year. The Parking Services Division will be moving to Stubbeman Village near the residence halls and the Parking Services administration office will join CART at the Theta M. Dempsey Transportation Operations Center on Chesapeake Street. She said the move is necessary due to the expansion of the OU Graduate College which now occupies the second floor of Robertson Hall.

CART joins with the Oklahoma Transit Association, the City of Oklahoma City, and the Oklahoma City Chamber of Commerce in requesting an increase in the State of Oklahoma Transit Revolving Fund. Ms. Holland said CART also asks the City of Norman and the Norman Chamber of Commerce to support the increase. She said CART receives approximately \$100,000 per year from the Oklahoma Transit Revolving Fund and these funds match federal funding CART receives from the Federal Transit Administration (FTA). Ms. Holland said the funds are set at a percentage of the annual revenue (in-service) miles CART provides each year.

Ms. Holland said CART has recently hosted its first ever Stuff the Bus event to help military families in need and veterans transitioning to Veterans Affairs (VA) care. CART staged a bus at both Norman Walmart stores on October 4, 2012, and collected more than \$700 in gift cards and a lot of toys, coats, diapers, etc. Ms. Holland said Stuff the Bus was part of a statewide effort held in conjunction with the Oklahoma Transit Association and Operation Homefront Oklahoma/Arkansas and CART plans to make Stuff the Bus an annual community event. She said another annual CART campaign, Fill the Trolley, is off to a great start with a record number of sites and participants – 59 and counting. She said Fill the Trolley is an annual campaign where CART teams up with other departments to collect toys for children in need. The toys go to the Cleveland County Christmas Store for children ages birth to 12 years old. Ms. Holland said volunteers from OU Parking and Transportation Services will pick up the toys and deliver them on November 27th and 28th, 2012.

Items submitted for the record

1. CART Update newsletter dated November 2012

MISCELLANEOUS DISCUSSION.

None.

The meeting adjourned at 6:45 p.m.

City Clerk

Mayor