

## CITY COUNCIL CONFERENCE MINUTES

January 26, 2016

The City Council of the City of Norman, Cleveland County, State of Oklahoma, met in a conference at 5:30 p.m. in the Municipal Building Conference Room on the 26th day of January, 2016, and notice and agenda of the meeting were posted at 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.

YEAS: Councilmembers Allison, Castleberry,  
Heiple, Holman, Jungman, Lang, Miller,  
Williams, Mayor Rosenthal

NAYES: None

Item 1, being:

CHANGE ORDER NO. ONE TO CONTRACT K-1516-43 WITH MCKEE UTILITY CONTRACTORS, INC., INCREASING THE CONTRACT AMOUNT BY \$410,205 TO ADD THE REHABILITATION OF THE FULL WEST LANE OF BERRY ROAD TO THE BERRY ROAD WATER LINE REPLACEMENT PROJECT, PHASE 2.

The 14-inch cast iron waterline along Berry Road from Robinson Street to Lindsey Street was installed in the early 1940's. On March 15, 2015, the Norman Utilities Authority (NUA) approved Contract K-1516-43 with Central Contracting Services, Inc., for the construction of Phase 1 of the Berry Road Waterline Replacement Project and construction was completed in August 2015. On September 22, 2015, the NUA approved Contract K-1516-43 with McKee Utility Contractors, Inc. (McKee) for Phase 2 of the Berry Road Waterline Replacement Project. The project originally planned to remove and replace approximately two-thirds (2/3) of the west lane of Berry Road for the installation of two 16-inch waterlines. The University of Oklahoma (OU) operates one of the waterlines and planned to replace their waterline along the same route so the City coordinated with them to replace both waterlines making this project cost beneficial for both entities.

Mr. Jim Speck, Capital Projects Engineer, said during the bidding process for Phase 2, the Street Division expressed a desire to broaden the pavement removal and replacement to include the full west lane of Berry Road to achieve significant cost savings for permanent repairs to the west lane. Change Order No. One includes approximately 3,000 square yards of concrete pavement to install the remaining one-third (1/3) of the western lane of Berry Road and other necessary bid items to complete the work. Since NUA is a separate entity from the City, Mr. Speck said tonight's item also includes an amendment to add the City to the contract to allow the Public Works Department to be part of the paving project. The contractor is charging the unit prices established in the original contract and because the City is being added to the contract, concrete pavement costs can be paid out of the Urban Asphalt Pavement Rehabilitation Project account.

Mayor Rosenthal said although the City is coordinating with OU, OU is paying their portion, correct and Mr. Speck said yes, OU is paying their portion for the waterline and splitting costs with the City for the additional pavement.

Items submitted for the record

1. File No. K-1516-43, Change Order No. One, dated January 6, 2016, Jim Speck, Capital Projects Engineer
2. Change Order No. One to Contract K-1516-43 in the amount of \$410,205.00 for a total revised contact amount of \$1,616,228.50

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Item 2, being:

**UPDATE ON THE UNIVERSITY NORTH PARK TRAFFIC IMPACT STUDY AND THE I-35 TRAFFIC CORRIDOR STUDY BETWEEN 4TH STREET IN MOORE AND ROBINSON STREET IN NORMAN.**

Mr. Shawn O'Leary, Director of Public Works, said the University North Park Tax Finance Increment (UNPTIF) District has been very successful in its development, but is only 35% developed. He said in 2005, the developer submitted a Traffic Impact Analysis (TIA) and those projections were low and traffic numbers have been larger than expected. He said the current transportation system may not be adequate to support those numbers so Staff looked at what needs to be done over the next 20 years to make those improvements to keep traffic moving smoothly.

Mr. O'Leary said Garver Engineering, L.L.C., (Garver) was hired to perform a TIA, Phase A and B. Phase A was completed in the summer of 2014, and Council asked Staff to move forward with Phase B, which more clearly defined a set of improvements that needed to be made in order for traffic to function at full build out of the UNPTIF.

Mr. O'Leary said 24th Avenue's traffic numbers are over 40,000 vehicles per day, but at full build out 24th Avenue could carry 47,000 vehicles per day and no other roadway in Norman carries 40,000 vehicles per day. He said it is good in the sense that development is successful, but with a successful development comes a lot of traffic and the City does not want that traffic to become congested with lots of delays to the extent that people avoid the area.

Mr. O'Leary said Council approved Contract K-1213-50 on November 13, 2012, between Norman Tax Increment Finance Authority (NTIFA) and Garver for the Robinson Street and I-35 West Alternative Analysis and Functional Plan. Findings were presented to the Community Planning and Transportation Committee on September 30, 2013; presented to the UNPTIF Oversight Committee on October 15, 2013; and Garver submitted a final report in March, 2014.

On July 22, 2014, Amendment No. 1 to Contract K-1213-50 between NTIFA and Garver was approved by Council which provided additional consulting engineering services to prepare a new University North Park (UNP) Addition Traffic Impact Assessment (TIA). Garver submitted a UNP TIA Phase A report on January 23, 2015, and a Phase B report on August 21, 2015.

Mr. Mike Spayd, Garver Engineering, L.L.C., (Garver) said the primary study area was Robinson Street from Crossroad Boulevard to 36<sup>th</sup> Avenue N.W.; however, as future impact volumes from the east side of the interchange were discovered, the study was expanded to include the secondary study area on Robinson Street from I-35 to 24<sup>th</sup> Avenue N.W.

Mr. Spayd with Garver highlighted the I-35 and Robinson Street concepts as follows:

- Initial 2035 projections with 100% UNP;
- Relied on assumptions for UNP from prior studies (2002-2008);
- 2025 projections (50% remaining UNP) after assessing impact;
- Considered seven (7) initial concepts for west side of interchange;
- Selected alternative to handle 2025 demand; and
- Recommended additional concepts to meet 2035 demand outside study area.

Mr. Spayd said Phase A recommended moving the North Interstate Drive intersection 225 feet to the east providing dual left turn lanes for westbound Robinson Street to southbound I-35 at a cost of \$4.5 million.

Mr. O'Leary said the City is moving forward with these improvements working with the Association of Central Oklahoma Governments (ACOG) and the Oklahoma Department of Transportation (ODOT) to advance those a year or two ahead of schedule.

Mr. Spayd said there is approximately one million square feet of retail and restaurant space remaining south of Rock Creek Road. He said there is nothing in the current Land Use Plan (LUP) for retail/restaurants, but there is 910,000 square feet of office space so Garver recommends modification of the LUP to allow 476,791 square feet for retail/restaurant and 481,730 square feet for office space. Garver developed trip generation totals for the current and modified LUP in the 2035 full build-out and it is important to consider the different types of trips. He said that can be very complex because of the mixed-use nature of the development that includes retail, office, hotels, and residential.

Mr. Spayd highlighted the following trip generation methodology used by Garver in the study:

- **Types of Trips**
  - Internal Trips
    - Interaction varies on different land use intensity (office, retail restaurant, residential, hotel and entertainment)
  - Primary Trips
  - Pass-By/Diverted Link Trips
- **Multiple Trip Distribution Patterns**
  - South side development
  - North side development
  - Internal capture and pass-by

Mr. Spayd said, under the current LUP, gross trip generation totals 80,194, which is composed of internal trips – 25,835, diverted link trips – 16,981, and primary trips – 37,379. He said less than half of the gross trips are primary trips. Gross trip generation for the modified LUP is 112,783, which is composed of internal trips – 30,595, diverted link trips – 28,301, and primary trips – 53,887. He said those figures are higher because there is more retail in the modified plan and retail generates more trips than office. He said this is a significant increase in traffic when you consider the limited amount of external access points into the development.

Garver used the following information to develop the 2035 traffic projections:

- 2014 Traffic and Nominal Background Growth (included all direct UNP movements)
- Assumed Base Driveway Connection on UNP North
- Shifting of Interstate Drive/Corporate Centre Drive Extension
- Applied UNP trips and trips from Legacy Business Park

Mr. Spayd highlighted the projected traffic volumes for 2035 under the current and modified LUP as well as projections if a Rock Creek Road (RC) Interchange was constructed. He said 24th Avenue north of Robinson Street currently accommodates 20,240 vehicles per day and in 2035 would accommodate 41,543 in the current LUP, 35,855 in the current LUP with RC Interchange, 49,472 in the modified LUP, and 43,530 in the modified LUP with RC Interchange; Interstate Drive north of the I-35 ramps currently accommodates 1,800 vehicles per day and in 2035 would accommodate 11,429 in the current LUP, 5,562 in the current LUP with RC Interchange, 14,017 in the modified LUP, and 7,085 in the modified LUP with RC Interchange; 24th Avenue south of Tecumseh Road currently accommodates 7,500 vehicles per

day and in 2015 would accommodate 23,992 in the current LUP, 19,467 in the current LUP with RC Interchange, 35,802 in the modified LUP, and 27,886 in the modified LUP with RC Interchange; and Rock Creek Road at the I-35 Overpass currently accommodates 5,000 vehicles per day and in 2035 would accommodate 15,236 in the current LUP, 30,331 in the current LUP with RC Interchange, 20,740 in the modified LUP, and 40,542 in the modified LUP with RC Interchange.

Garver also looked at existing plus committed (E+C) projects that include Robinson Street at I-35 Interchange (west); Tecumseh Road at Flood Avenue; Tecumseh Road at 24th Avenue N.W.; Extension of Interstate Drive to Corporate Drive; Base lane Configuration at Development Driveways; and Restriping/Phasing Updates. He said E+C results showed major capacity issues for both LUPs, such as overall delay per vehicle – 2035 current LUP delay increases by factor of 3.5 to 5.2 over 2014; 2035 modified LUP delays increases by factor of 4.0 to 7.5 over 2014; and I-35 will fail in 2035. He said the figures combine every trip that is made and averages it and Mr. O’Leary said delay time will almost double by full build-out and that is not acceptable. Mr. Spayd said traffic signals automatically create delay even if they are working right.

Councilmember Allison asked what Mr. Spayd means by saying I-35 will fail and Mr. Spayd said that is main line volume, but was not a focus of the study. Mr. O’Leary said one practical aspect of that is the southbound ramp on Tecumseh Road. He said the traffic would be so bad there the vehicles would be lined up on the interstate waiting and someone traveling 70 miles per hour on the interstate would suddenly find themselves facing stopped traffic, which is not safe.

Mr. Spayd highlighted 2035 analysis options as follows:

- Objective – Reduce Delays to Moderate Level
- Arterial Improvements Only – Current Land Use
  - No bridge widening at Robinson Street/Tecumseh Road Interchange
- Arterial Improvements Only – Modified Land Use
  - Bridge widening at Robinson Street/Tecumseh Road Interchange
- Interchange at Rock Creek Road and Arterial Improvements – Current Land Use
  - Three interchange configurations considered
  - Arterial improvements not as extensive
- Interchange at Rock Creek Road and Arterial Improvements – Modified Land Use
  - Three interchange configurations considered
  - Arterial improvements not as extensive (no interchange bridge widening)

Mr. Spayd said “arterial improvements only” under the current LUP includes turn lane/signal improvements at several intersections; widening of Flood Avenue in the vicinity of Tecumseh Road; widening of Tecumseh Road from 24th Avenue N.W. to east of Flood Avenue; widening of 24th Avenue N.W. from Conference Drive to south of Robinson Street; widening of Robinson Street from Interstate Drive to east of 24th Avenue N.W.; and widening of Robinson Street from 36th Avenue N.W. to Crossroads Drive.

Councilmember Heiple said in 2008, the highest traffic count at the Robinson Street/24th Avenue Intersection was 25,000 vehicles and asked how the City missed the count that much and what changed in the model that was so erroneous?. Mr. O’Leary said no mistakes were necessarily made, but there are so many variables that were unknown at that time such as, the different types of retail, restaurants, activity on I-35, etc. The traffic engineers for the developer did as good as they could at the time, but what is found over and over again, especially in a heavily developing diverse area, is that those intervening changes can impact the traffic numbers pretty significantly and that is what is being seen here.

Mr. O'Leary said modifying the LUP from heavy office and multi-family to retail will have a significant impact on traffic and Council will need to decide if it is worth it or not.

Mayor Rosenthal said Council has been having discussions about the UNP update and master planning and asked if Staff is talking about developing this modified LUP and Mr. O'Leary said yes, he believes the developer is leaning towards a Master Plan that looks different than the one proposed in 2005. Mr. Bryant said the developer has stated they will look into that option, but is not known if that is what they will bring forward. He this information from the TIA will be important information for them to consider as well as the I-35 Corridor Study, which all works together to give Council a picture about how this is going to go forward.

Councilmember Allison asked if one major issue could be the fact that the development cannot be accessed from more points due to the Westheimer Airport. He said a normal development of this nature would have more access points and the City is landlocked by use because it does not have access due to the airport. He said the airport is a major issue the City cannot avoid nor do anything about. Mr. O'Leary said that is exactly right, that is the City's limitation of access and there is only so much that can be done with the two existing interchanges at Robinson Street and Tecumseh Road. The City is leaning toward another interchange at Rock Creek Road as well as other network improvements, but there is a limit to what can be done. Councilmember Holman asked if there are projections for what would happen if the Rock Creek Road Interchange did happen and Mr. O'Leary said Staff can model that.

Councilmember Castleberry asked how much traffic is traveling east or if all traffic is going to I-35 out of the UNP area to travel outside of Norman and Mr. Spayd said he does not have that information with him, but thought it was pretty well balanced.

Mr. Spayd highlighted the following capacity analysis results:

- Current Land Use Plan
  - Improvements bring delay to moderate level
  - No bridge widening required
  - Overall delay levels are within 1.0 to 1.5 of 2014 totals
- Modified Land Use Plan
  - AM peak period at moderate level
  - PM peak period – delay at 2.0 to 2.5 of 2014 totals
    - Robinson Street at 24th Avenue N.W., Tecumseh Road at Flood Avenue, Tecumseh Road at North Interstate Drive are severely congested

Councilmember Miller said when projecting into the future, are you taking mass transit and less vehicle use into consideration and Mr. Spayd said that is a valid concern. He said the trip generation is the number of vehicle trips based on formulas of the 1980's and 1990's because there is no real research on how to apply mass transit, pedestrian traffic, or bicycle traffic to trip generations; however, bicycle and pedestrian traffic would certainly be encouraged.

Councilmember Heiple asked if there are any communities in the United States (U.S.) that are thinking car usage or traffic is going to decrease and Mr. Spayd said no, but there has been some school of thought for that and the type of development dictates that. He said the UNP is not dense enough to think vehicular traffic will decrease anytime soon. Mr. O'Leary said the most practical transit discussions he has heard is about commuter rail, but that may only help I-35, not going to dinner at the UNP. Mayor Rosenthal disagreed and said a big part of the regional transit discussion is to dramatically enhance bus service, which connects to that railway system and is projected to be the first element of a Transit Authority discussion. She said that would take some pressure off Robinson Street. Councilmember Holman said

the City needs to take ride share into account as well. Councilmember Heiple asked if the developer has considered what would happen in the area if traffic was cut in half and Mr. Bryant said that is something the developer might want to consider. He said this is a long range plan and projects can be prohibitive due to the inability to access federal funds or if transportation patterns change. Councilmember Heiple said one of the things he hates about the UNP is the sea of cement and parking in front of all the buildings.

Mr. Spayd said “arterial improvements only” under the modified LUP includes widening of Tecumseh Road Bridge over I-35; widening of Robinson Street Bridge over I-35; turn lane/signal improvements at several intersections; widening of Flood Avenue in the vicinity of Tecumseh Road; widening of Tecumseh Road from 24th Avenue N.W. to east of Flood Avenue; widening of 24th Avenue N.W. from Conference Drive to south of Robinson Street; widening of Robinson Street from Interstate Drive to east of 24th Avenue N.W.; and widening of Robinson Street from 36th Avenue N.W. to Crossroads Drive.

Garver reviewed three interchange options for Rock Creek Road that included a Single Point Urban Interchange (SPUI), Partial Cloverleaf (Parclo), and Freeway/Frontage Concept. Mr. Spayd highlighted features of the three options as follows:

SPUI at Rock Creek Road

- Minimizes Right-of-way
- New Bridge Likely on Rock Creek Road
  - Major traffic disruption
- Interstate Drive under Interchange
- North Interstate Drive Connecting to Rock Creek Road
- Additional Arterial Improvements Needed
  - Reduced Level from Prior Alternatives for Current Land Use (CLU) and Modified Land Use (MLU)
- Estimated Construction Cost of \$27 million

Parclo Interchange at Rock Creek Road

- Ramp Bridges over Interstate Drive
- Maintain Existing Rock Creek Bridge
- Avoids Impact to Southwest Quadrant
- North Interstate Drive Diverted to Rock Creek Road
- Interstate Drive Under Interchange
- Additional Arterial Improvements Needed
  - Reduced Level from Prior Alternatives for CLU and MLU
- Estimated Construction Cost of \$17.6 million

Slip Ramps/Frontage Road Concept

- Minimizes Right-of-way
- Requires Connector Roads to Rock Creek Road
- No New Bridges
- One-Way Conversion for Portion of Interstate Drive and North Interstate Drive
- Additional Arterial Improvements Needed
  - Reduced Level from Prior Alternatives for CLU and MLU
- Estimated Construction Costs of \$9.1 million

Mr. Spayd highlighted general interchange operations as follows:

- Significant shift in traffic volume (30%)
- Improved operation on periphery and at interchanges
- Increased volumes at 24th Avenue N.W./rock Creek Road – more congestion
- Similar overall network delay when combined with arterial improvements
  - SPUI/Parclo – no significant difference in volume or network performance
  - Freeway/Frontage – further volume shifts
    - UNP trips bound for I-35 northbound can use Interstate Drive
    - One-way Frontage Roads divert traffic to 24th Avenue N.W. or 36th Avenue N.W.
    - Overall network delay similar to SPUI/Parclo
- Due to cost and performance, Frontage Road Interchange concept moved forward

Mr. Spayd said “interchange and arterial improvements” under the current LUP includes construction of interchange ramps, connector roads, re-stripe frontage; turn lane/signal improvements at several intersections (moderate difference from arterial improvements only); widening of 24th Avenue N.W. from Mount Williams to south of Robinson Street; widening of Robinson Street at 24th Avenue N.W. (slight reduction); widening of Flood Avenue in vicinity of Tecumseh Road; and widening of Tecumseh Road from 24th Avenue N.W. to east of Flood Avenue.

Mr. Spayd highlighted current land use arterial improvements and interchanges capacity analysis results as follows:

- Current Land Use Plan
  - Improvements bring delay to moderate level
  - Delay levels are within 1.0 to 1.5 the 2014 totals
  - Better performance on periphery – more congestion with UNP
- Modified Land Use Plan
  - PM peak period needs additional arterial improvements to bring delay to more moderate level

Mr. Spayd said modified LUP and arterial and interchange improvements include the widening of 24th Avenue N.W. from Rock Creek Road to south of Robinson Street; turn lane/signal improvements at several intersections (more improvements on Rock Creek Road between I-35 Avenue over CLU; widening of Robinson Street from east of Interstate Drive to east of 24th Avenue N.W.; construct interchange ramps, connector roads, restripe frontage; widening of Flood Avenue in vicinity of Tecumseh Road; and widening of Tecumseh Road from 24th Avenue N.W. east of Flood Avenue.

The modified land use arterial and interchange improvements capacity analysis results are as follows:

- AM – Overall delay levels at 1.0 to 1.5 of 2014 values
- PM – Overall delay levels at approximately 1.7 of 2014 values

Councilmember Castleberry asked if Garver is talking about widening the roadway between Robinson Street and Rock Creek Road at 24th Avenue N.W., which is right in the middle of the UNP, and constructing six lanes versus the current four lanes and Mr. Spayd said yes. Councilmember Castleberry asked if that included sidewalks and Mr. Spayd did not know. Mr. O’Leary said he was not sure if the widening included sidewalks, but thought there was enough funding to do that.

Mr. Spayd highlighted preliminary project cost comparisons for 2015, without right-of-way cost included, as follows:

| LAND USE PLAN | LANE CONFIGURATIONS                   | FREEWAY/FRONT AGE INTERCHANGE | ADDITIONAL ARTERIAL IMPROVEMENTS | TOTAL        |
|---------------|---------------------------------------|-------------------------------|----------------------------------|--------------|
| Current LUP   | Interchange and Arterial Improvements | \$9,110,000                   | \$15,130,000                     | \$24,240,000 |
| Current LUP   | Arterial Improvements Only            | \$0                           | \$17,470,000                     | \$17,470,000 |
| Modified LUP  | Interchange and Arterial Improvements | \$9,110,000                   | \$19,690,000                     | \$28,800,000 |
| Modified LUP  | Arterial Improvements Only            | \$0                           | \$24,730,000                     | \$24,730,000 |

Mr. Spayd said under the current LUP, Garver recommends “arterial improvements only” be done and under the modified LUP, the “interchange and arterial option” is recommended. He said the current LUP arterial improvements options will reduce network delay per vehicle to reasonable 2035 levels without bridge widening at present interchanges, interchange at Rock Creek Road will reduce network delay by an additional 10%, and the interchange option costs \$6.8 million more than arterial only. The modified LUP arterial improvements will lower network delay to roughly twice existing levels (the bridge at Robinson Street and Tecumseh Road will cause traffic disruptions), interchange options at Rock Creek Road will reduce network delay by 20% over arterial only option (peripheral study area improves for non-UNP trips), and the interchange option costs \$4.0 million more than arterial only.

Mayor Rosenthal said the modified LUP suggests a huge shift from office to retail/restaurant and she does not know what that will do to the other retail corridors and what this does in terms of overall absorption of retail. This is also a huge shift from what is already in the original Master Plan so why even go there given all the core performance and huge increase in costs? She said there will be a huge impact on the business community, economic development, and feasibility of adding 400,000 plus square feet of retail/restaurant. Mr. O’Leary said the developer was asked what he was thinking would happen in the UNPTIF other than what the current LUP allows, and that is where the modified LUP came from.

Mr. O’Leary said an agenda item Council will be considering tonight is related directly to this traffic issue. The item is a collaboration between the City of Norman, City of Moore, and ODOT to perform a one-of-a-kind study of I-35 beginning at Robinson Street in Norman to 4th Street in Moore at a cost of \$775,000 and the City is prepared to pay 25% of that cost. He said the City of Norman has never shared this type of study with another City and has never done this type of study with ODOT, but the goal is to analyze what is going to happen over the next 20 years on I-35. He said this is a nice compliment to the Garver TIA. He said the City wants to construct an interchange at Rock Creek Road and I-35, which only ODOT can authorize and, up to this point, ODOT has been less than inclined to construct another interchange a mile apart so this may be the only mechanism the City will ever have to get that notion proven and figure out what it would take. He said the only interchange in the entire Oklahoma City (OKC) metro that has not been replaced is the Indian Hills Road Interchange, which he considers to be the forgotten interchange between Norman and Moore. He said the City has been asking for attention to this interchange for years. He said ODOT has selected the firm of EST Engineering for the study and it will be an 18 month process with a minimum of two public meetings. He said every interchange will be evaluated. Staff is hoping the conclusion will be a new interchange at Rock Creek Road and possible rebuilding of the Robinson Street interchange in the next 20 years because it will be 40 years old at that point. Staff has worked closely with Moore and ODOT and hopes Council votes favorably for the study.



Mr. Angelo Lombardo, Transportation Traffic Engineer, said this is the same study ODOT performed 10 or 15 years ago to establish the road map for the improvements that were completed (and still ongoing) from I-35 from Main Street south.

Councilmember Castleberry asked if the study would potentially help Norman obtain funding from ACOG or ODOT and Mr. O'Leary said Staff believes so or it could be funded entirely by ODOT since I-35 is their interstate. He said the City will never get authorization unless ODOT finds justification for the interchange. Mr. Steve Lewis, City Manager, said this is not just about funding, it is about approval.

Mr. O'Leary said Moore's City Council is expected to approve the study at their next meeting then it will go to ODOT. He said this the City's best prospect, not just for a Rock Creek Road, but to look out 20 years to make sure nothing has been overlooked and the City is ready for ongoing development.

Items submitted for the record

1. PowerPoint presentation entitled, "Traffic Impact Study for University North Park Addition - Phase B," dated January 26, 2016

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The meeting adjourned at 6:30 p.m.

ATTEST:

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City Clerk

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Mayor