CITY COUNCIL STUDY SESSION MINUTES

July 19, 2016

The City Council of the City of Norman, Cleveland County, State of Oklahoma, met in a Study Session at 5:30 p.m. in the Municipal Building Conference Room on the 19th day of July, 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 24 hours prior to the beginning of the meeting.

PRESENT:	Councilmembers Chappell, Clark, Heiple, Hickman, Holman, Karjala, Mayor Miller
ABSENT:	Councilmembers Allison and Castleberry

Item 1, being:

PRESENTATION FROM JACOBS ENGINEERING GROUP REGARDING THE CITY OF NORMAN PARKING STUDY FINDINGS AND RECOMMENDATION.

Mr. Shawn O'Leary, Director of Public Works, said Council has recently discussed several Downtown Norman projects which are underway, in progress, or being considered that include wayfinding signage; Main and Gray Street One-Way to Two-Way; Downtown/Campus Corner Parking Study; Center City Form Based Code (CCFBC); Railroad Quiet Zones; Main Street Enhancements; Central Library; and James Garner Boulevard Extension.

Mr. O'Leary said in 2003, Council approved a Parking Study to identify current and future parking needs and recommend improvements in Downtown Norman and Campus Corner. He said compared to other cities, Norman is ultra-conservative and cautious in constructing public parking facilities. Generally, most cities of Norman's size have multiple public parking facilities they own and maintain in downtown districts, but Norman only owns and maintains one public parking lot on Gray Street, which was constructed in 2007. About a year ago, Council approved an update of the Parking Study based on a recommendation from the Economic Development Advisory Board (EDAB).

Mr. O'Leary highlighted the project purpose of the updated Parking Study as finding out how stakeholders and the community felt about parking conditions in Norman; how many parking spaces are available and how many are being used; how many and what type of parking spaces are needed to serve current and future needs (through 2025); how potential parking improvements might be developed and managed to support future growth and continued investment in Norman's core; and should a Parking Authority be created.

Mr. O'Leary said Project Steering Committee Members consisted of representatives from the City of Norman, Cleveland County, NEDC, Campus Corner Association, and Downtowners Association. He introduced the consultant team for Jacobs Engineering Group (Jacobs) as Mr. Scott Barrett, Project Manager for Jacobs, Mr. Michael McAnelly, Senior Planner for Co-PLAN, and Mr. Derick Millican, Transportation/Traffic Engineer for Jacobs. Councilmember Hickman felt that more public representation is needed, particularly from the City Center Visioning group, and asked if the study

had been vetted to the public and Mr. O'Leary said yes, several public, stakeholder, and committee meetings have been held.

Mr. Barrett said recommendations from the 2003 Parking Study that have occurred include reconfiguration of on-street parking in the Central Business District (CBD); installation of new parking meters in Campus Corner with increased rate structure and expanded hours of operation; construction of the East Gray Street parking lot; Cleveland County acquiring a site for a parking structure; and continuing economic growth of CBD and Campus Corner. City and County plans that have been completed include Commuter Rail Station and Transit Oriented Development (TOD); Norman Center City Vision and CCFBC; Norman Comprehensive Transportation Plan; Cleveland County plans for development; adopted Parking Management Business Plans; and consideration of Main Street and Gray Street Two-Way discussion.

Mr. Barrett said project objectives included assessing three candidate sites for CDB and three sites for Campus Corner; recommending two of three sites for CDB and one of three sites for Campus Corner as the preferred locations for parking improvements; providing planning level cost estimates and financial analysis for the recommended sites and providing parking management recommendations. He said project objectives not included in the project objectives include design plans or construction cost estimates; communication with property owners of potential sites; bond level financial analysis; detailed implementation plan; and detailed plan for creating a multi-jurisdictional parking authority.

Mr. Barrett said community engagement of the Parking Study included meetings and presentations began in September 2015, through March 2016, with CBD Stakeholders; Campus Corner Stakeholders; Public Community Forum; NEDC; Downtowners Association; Norman Community Planning and Transportation Committee; and Cleveland County. Monthly Steering Committee meetings were held throughout the process who was very involved in helping identify sites as well as incorporating other planning efforts and anticipated development into the study.

Mr. McAnelly said the updated study area includes the Downtown CDB and Campus Corner, which is essentially the same study area as in 2003; however, two significant changes added to the study area included a new Central Library and Senior Citizen Center. Jacobs identified parking surplus and demand by block within the study boundaries to determine deficit areas in parking with the key assumption that Cleveland County will build a parking structure. Within the CBD, there are 6,767 parking spaces, but three-quarters of those spaces (approximately 4,690 spaces) are private parking spaces reserved for businesses, individuals, or organizations. There are also approximately 1,000 on-street parking spaces that should be considered short-term, high turnover use for no more than two hours. Jacobs overserved peak use for parking in the CBD occurs on weekday mornings between 10:00 a.m. and 11:00 a.m., which coincides with retail opening times with a peak occupancy of 43%. This tells Jacobs there is ample parking, but it is not in the right place. People want parking spaces that are a convenient walking distance from their destination whether that destination is work, shopping, eating, etc., and the occupancy percentage stays fairly constant all day. He said there will be a deficit of 211 spaces on the west side of the railroad tracks by 2025 and Campus Corner boundaries indicate a deficit of 279 spaces in 2025, but indicate a total deficit of 879 spaces when you factor in University of Oklahoma (OU) spillover. He said peak use time in Campus Corner occurs on weekday afternoons between 1:00 p.m. and 2:00 p.m. with 65% peak utilization, which depicts the density in the Campus Corner area. Councilmember Hickman asked if this data was collected during the school year and Mr. McAnelly said yes, Jacobs understood they needed to

capture that information while school was in session. Mr. McAnelly said 80% of the parking spaces on Campus Corner are restricted for private use by individuals or organizations.

Jacobs identified potential sites for the CBD as Cleveland County land located just north of Comanche Street between Porter Avenue and Jones Avenue (CBD-01); City owned land bounded by Gray Street to the north, Crawford Street to the east, and Peters Avenue to the west (CBD-02); and a site partially owned by the City and four property owners that is bounded by Gray Street, James Garner Avenue, and Santa Fe Street (CBD-03). Potential sites for Campus Corner include University Boulevard north of the OU President's house and west of the First Presbyterian Church (CC-01), a site between Asp Avenue and Buchanan Street north of White Street currently occupied by Orient Express Restaurant (CC-02a) as well as property owned by the Norman Economic Development Coalition (NEDC) (CC-02b), and a site between Asp Avenue and Buchanan Avenue fronting White Street to its north currently occupied by a large surface parking lot and several building that would have to be razed along Buchanan Avenue (CC-03). Mr. McAnelly said CC-02a and CC-02b combined would make an appropriate parking site that is right in the heart of Campus Corner.

Mr. McAnelly highlighted CDB short-term, mid-term, and long-term improvements as follows:

Short-Term Improvements (one to three years)
- CBD-01 – five level structure with 590 spaces
- CBD-02 – surface lot with 44 spaces

Mid-Term Improvements (three to ten years)
- CBD-02 – a four level structure with 460 spaces should be considered around the year 2020 with verification of higher-density development having occurred
- Utilization study should be conducted at that time to verify the need for these additional improvements

Long-Term Improvements (ten years or longer)
- CBD-03 – a four level parking garage structure with 460 spaces west of the railroad is anticipated to be needed by 2025 or later
- Acquire property adjacent to the existing City owned property for construction of a parking garage
- Potential need for additional parking garage to service Cleveland Courthouse area

Mr. McAnelly detailed conceptual layouts of parking facilities developed by Jacobs for the County Courthouse structure and East Gray Street. Councilmember Heiple asked who would generate the revenues and manage the County Courthouse structure and Mr. McAnelly said most likely the County, since they acquired the site and is preparing to undertake construction; however, there is for a possibility of a multi-jurisdictional parking authority. He said the City and County could be the core components of an authority that would operate and provide parking in both Downtown Norman and Campus Corner.

Councilmember Heiple asked if the Economic Development Advisory Board (EDAB) has reviewed the study and Mr. Jeff Bryant, City Attorney, said yes, EDAB is considering the benefits of a multi-jurisdictional parking authority.

Councilmember Hickman asked if the County facility anticipates ground level retail and Mr. McAnelly said yes, the design anticipates 20,000 square feet of retail space.

Based on the recommended improvement plan, Jacobs is recommending the following fee schedules for public off-street parking structures as follows:

Garage Parking Rates	Parking Duration	Recommended Parking Fees
Hourly	One Hour	$ 2.00
	Two Hours	$ 4.00
	Three Hours	$ 6.00
	Four Hours	$ 7.00
Daily	Daily	$ 7.00
	Event (flat rate)	$ 7.00
	Early Bird	$ 6.00
	Valet	$11.00
	Validated	Two Hours Free
	Tuesday after 5:00 p.m.	Free
Monthly	Monthly	$40.00
	Reserved	$60.00

Mr. McAnelly said basic assumptions for construction cost of a multi-level parking structure are an average per space cost of $25,000. Councilmember Hickman asked if constructions costs include property acquisition and Mr. McAnelly said no, because those costs can vary widely from property to property. Mr. McAnelly said total development costs include base construction cost, lease space cost, design cost, land acquisition cost, and builder's risk/contingency.

Mr. McAnelly highlighted total estimated construction costs for CBD-01 as $19,333,750, annual operation and maintenance costs as $287,930, and annual operating revenues as $1,697,251. He said estimated construction costs for CBD-02 are $17,471,500, operation and maintenance costs are $215,508, and annual operating revenues are $1,487,485.

Councilmember Hickman asked what formula Jacobs used for the average daily revenues and Mr. McAnelly said Jacobs used conservative utilization estimates based on a 1.5 turnover per space per day, which means that on an average day two vehicles will occupy a space in the facility. Jacobs also applied a 70% occupancy factor to convey that even during a peak period there is will be some vacant spaces. Councilmember Clark asked if revenue figures included leases from retail and Mr. McAnelly said yes.

Jacobs believes the University Boulevard site would be the best location for a Campus Corner parking facility because it could provide over 1,000 spaces; however, the City would need to reach agreements with OU and the Presbyterian Church. Jacobs envisions a dedication of spaces to serve the Church congregation on the days when it has activities. If that option is not possible, the next recommended location would be CC-02a/CC-02b with the third option of CC-03. Additional sites could be considered if negotiations prove unsuccessful for all three options, but the City should work to add an additional 380 shared parking spaces by 2025 and the spaces would not need to be in one location.

Estimated construction costs for the Campus Corner for option CC-01is $30,281,500 with an estimated annual operating cost of $515,346 and $13,299,000 for option CC-02 with an estimated annual operating cost of $181,584. Total development costs include base construction cost, lease space cost, design cost, land acquisition cost, and builder's risk/contingency.

Mr. McAnelly said parking management recommendations are based on the principle of creating a multi-jurisdictional parking authority, which would include the following benefits:

- Shared cooperative visioning, planning, policy making, operation/maintenance, and implementation to address parking and transportation needs in Norman's core
- Improved quality of service to the public realized through fewer duplicative roles and responsibilities, providing economics of scale in common shared functions for parking management
- Cooperative planning, policy making and decisions on where to make future parking improvements
- Reduced costs of infrastructure investments by sharing costs between agencies
- Reduced operating and maintenance costs for public parking facilities in the future

Mr. McAnelly said activity in Downtown Norman and Campus Corner is going to increase and grow and inadequate parking can be a reason for shoppers to go elsewhere. In public meetings, business owners felt that people would drive by their business, but did not stay if they could not find convenient parking and would go to another location in the City that provides more convenient parking. He said providing convenient and affordable parking is necessary to sustain and improve the vitality of the CBD and Campus Corner.

Councilmember Heiple asked if EDAB has officially approved moving forward with a recommendation to Council regarding a multi-jurisdictional authority and Mr. Bryant said there has been a lot of positive discussion about moving forward with a multi-jurisdictional authority; however, EDAB is waiting for feedback from the County about their feelings on that. He knows the County has engaged ADG, Inc., to help them with multi-county jurisdictional authority documents and what that might look like and the City has provided the County with documents regarding the City's public trust authorities. He does not remember if there has been a specific vote by EDAB on a recommendation. Mayor Miller said the City needs to accept the study before discussion of a multi-jurisdictional authority can begin, but accepting the study does not obligate the City to do anything further.

Councilmember Heiple said looking at the rosiest scenario, what would the flow into the General Fund be - $100,000, $1 million, etc.? Councilmember Hickman said if a multi-jurisdictional authority is created the money will go to the authority so no money would go into the General Fund, correct? Mr. Francisco said that would depend on how the trust documents are written. Mr. Bryant said this discussion is delving into pretty high level analyses and there are details that really need to be worked out at some point, but right now Council is only discussing acceptance of the study. Later on, Council can let Staff know whether or not they want to move forward with anything further and discuss further details at that time.

Councilmember Karjala said the parking lot on Gray Street is convenient to many businesses yet it never appears to be full. She said, unfortunately, Oklahoman's want to park right by the door of their

destination and that cannot always happen. Campus Corner and the CDB, in her opinion, are not big areas so not everyone can park right at the front door or even two spaces in front of the door so is the City culturally dealing with the situation where everyone wants to park right where they want to park and if the City builds these multi-level garages will people want to pay? She believes that people in Norman do not utilize the Gray Street parking lot because they have to pay so questioned building structures people will not pay to park in. She believes people would rather drive around until a free space on the street opens up and is concerned about building expensive structures that cost $2 per hour. Mayor Miller said Council did not believe people would pay $1 per hour on Campus Corner when it was first discussed, but they do.

Councilmember Holman said not one new building has been built in Downtown Norman for 20 years or more, but he expects to see development of residential living spaces over retail in the area. If that happens he expects the pedestrian population to grow over the next five to ten years even if vehicle traffic does not because more people will live downtown. He would like to move forward with construction of the Gray Street surface lot to see how it develops over the next ten years. He feels parking needs are more pressing and immediate on Campus Corner and would like to see the City work with OU on a multi-jurisdictional parking authority.

Mayor Miller said the study looks at parking for future development, but Council is raising really good questions about the need for parking. Mr. O'Leary said during the public meetings, feedback from the private sector was that most of the available lots are privately owned and regulated by businesses and organizations, but if the City is going to construct a parking facility those lots could be developed into retail businesses. He said that would be something for EDAB to consider.

Councilmember Hickman said the Center City Visioning process considered restriction triggers on height development that might come into play when a parking solution for Campus Corner is provided or available so he agrees with Councilmember Holman on looking at a Campus Corner parking issue. He said data shows that area to be a higher priority in the immediate future especially for students, parents of students, OU employees, etc., so he believes it would not be hard to get OU on board with discussions for a shared facility. He encouraged Staff to move forward on those types of discussion for Campus Corner.

Councilmember Clark preferred the Asp Street option for Campus Corner because that location is closer to Downtown Norman and could service both areas. She likes the idea of a multi-jurisdictional parking authority because it seems to be a logical move.

Mayor Miller said these are items Council can discuss moving forward and there will probably be many, many discussions, but right now Council needs to decide if they are ready to accept the study. The consensus was to move forward with its acceptance.

Councilmember Hickman asked if the parking structure topic will move forward to another committee or will Staff look at the options? Mayor Miller said EDAB can continue to discuss the issue and the County has their own study so there are other groups outside of the Council that are interested in discussing parking structures.

Mr. Bryant said EDAB's next meeting is September 1st and the Board really wanted a more detailed presentation than what the contract with Jacob's provided. He said Staff needs to ensure Council is

on board with any recommendation by EDAB. The County is very anxious to solve their parking problem without the City's participation. The County has done preliminary studies and contracted with a design firm so they are ready; however, he believes the County is willing to slow down a bit so Council can have a chance to talk with them about whether it makes sense to do a multi-jurisdictional parking authority. If the County builds their structure that will probably take care of parking issues in the CBD for a while and Council can focus on Campus Corner so the real question is, do we want to do this together or do we want to do this separately. He said that is what EDAB has been struggling with and that is what Council will struggle with and he is pretty sure that EDAB Chairman Thompson wants to come back to that question on September 1st. Mayor Miller said after EDAB's meeting, Council can decide if they want to have a joint meeting with EDAB or allow EDAB to make a recommendation to Council in a Study Session or Conference. The point is, the County can move forward without the City so it is important to make a decision quickly on whether or not the City wants to have a conversation with the County. Councilmember Clark asked if the County is even interested in having that conversation and Mr. O'Leary said County Commissioner Darry Stacy has been attending the EDAB meetings and the County seems to be interested. He said the County Commissioners are wrestling with the same issue as City Council, what are the benefits?

Items submitted for the record

1. PowerPoint presentation entitled, "City of Norman Parking Study Findings and Recommendations," presented by Jacobs Engineering Group dated October 29, 2016
2. 2016 Norman Parking Study prepared by Jacobs dated July 19, 2016
3. Informational flyer entitled, "The Changing Sights and Sounds of Downtown Norman"

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The meeting adjourned at 7:09 p.m.

ATTEST:

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City Clerk Mayor