



**MEMO TO:** Honorable Mayor and City Council  
**FROM:** Shawn O'Leary, Director of Public Works  
**DATE:** May 2, 2019  
**SUBJECT:** Association of Central Oklahoma Governments (ACOG)  
Surface Transportation Block Grant Program for Oklahoma City  
Urbanized Area (STBP-UZA) for FFY 2020-2023  
Oklahoma City Area Regional Transportation System (OCARTS)  
Transportation Improvement Program (TIP)

On Thursday, April 25, 2019, the ACOG Intermodal Transportation Policy Committee (ITPC) met to finalize the FFY 2020-2023 TIP. Mayor Miller serves on the ITPC. The TIP provides the federal transportation grant funds that the City of Norman competes for every year to help finance major transportation projects like the Robinson Street/I-35 West Side Interchange Project and the 36<sup>th</sup> Avenue NW Bond Project as well as 14 of the 19 projects included in the 2019 Transportation Bond Program recently approved by Norman voters. Norman has led the region for over 20 years in the acquisition of these federal transportation funds.

The outcome of the FFY 2020 TIP process was very unfavorable for the City of Norman. Norman received an average of \$7.7 million in federal transportation grant funds each year over the past five years. In FFY 2020, effective October 1, 2019, Norman will receive \$254,455 in federal transportation grant funds for one small traffic project on 12<sup>th</sup> Avenue NE. These means that the construction of Norman's top two priority projects this year, Robinson Street/I-35 West Side Interchange Project and 36<sup>th</sup> Avenue NW Bond Project from Tecumseh Road to Franklin Road, will be postponed at least one year to FFY 2021 or after October 1, 2020. All other subsequent transportation projects in Norman's queue will also be postponed at least one year.

The apparent source of this unfortunate issue for Norman involves a change this year by ACOG in the annual ranking and rating process used to evaluate project applications. Mayor Miller and staff have appealed strenuously over the past 30 days to ACOG staff and two ACOG committees to suspend the FFY 2020 TIP process and to reevaluate the new ranking and rating process. All parties have agreed that the ranking and rating process is flawed and must be amended for future years. However, the decision has been made at ACOG to honor this year's project selections because all applicants followed the rules established at that time. ACOG ITPC directed staff to begin the reevaluation of the ranking and rating process as early as June 2019.

Please find attached the following supporting documentation regarding this matter:

- City of Norman remarks to ACOG ITTC and ITPC
- FFY 2020-2023 TIP, as approved by ACOG
- Norman's 13-year history of STBG-UZA federal transportation funding
- Updated summary of Norman's FFY 2020-2023 anticipated funding
- Motions to Amend by Mayor Miller to ACOG ITPC

Staff will provide additional information and answer any further questions from City Council at the Council Study Session on Tuesday, May 7, 2019. Thank you for your consideration.

# **City of Norman Remarks on the Outcome of the New ACOG Surface Transportation Block Grant Program Procedures for the Oklahoma City Urbanized Area Funds (STPG-UZA Procedures) Project Evaluation Criteria**

**April 5, 2019**

## **Background:**

The expansion, maintenance and operation of the transportation system in the Oklahoma City Metropolitan area is possible in part due to the availability of the federal funds that are distributed to the region from the motor vehicle fuel tax. Millions of dollars are received every year from the Federal Transit Administration to operate and expand bus service, and from the Federal Highway Administration to improve roadways, intersections, and bridges, including funding of special programs like the Transportation Alternatives Program that provide resources for implementation of projects that improve transportation facilities for pedestrians and bicyclists.

The annual distribution of Surface Transportation Program federal funds has been reliable for more than 25 years and has made it possible for cities like Norman to increase capacity on congested roadways and intersections with high numbers of crashes. Cities and counties have been able to access these funds on a competitive basis to reduce congestion and improve safety. Since 1992, the region has received close to \$400 million in federal funds to address the more critical locations.

The project selection criteria used in prior years favored project types that improve the capacity and safety of the transportation network in the region. This was by design because the metropolitan area is a growing area that needs a robust transportation infrastructure in order to remain competitive and congestion free.

When the need to address structurally deficient bridges in the network was recognized a few years ago, appropriate modifications to the criteria were made to allow bridge rehabilitation and replacement projects to better compete for the funds.

On August 22, 2017, the Norman City Council approved Resolution R-1718-24 supporting a request from the Association of Central Oklahoma Governments (ACOG) to contribute toward the local match portion of a consultant fee for the review and update of the criteria and procedures used in the selection of federally funded projects for the region. Other cities like Edmond, Midwest City and Oklahoma City also agreed to partner in this effort.

The impetus behind this initiative and Norman's willingness to support it were driven by the recognition that the project selection criteria used in the formulation of the TIP

- was not perfectly aligned with the regional Multimodal Transportation Plan goals and objectives;
- lacked the integration of performance management into the project selection process;
- was not a results and efficiency driven process with a proper prioritization methodology designed to ensure that the region's transportation funding is being used in the most effective way;
- the scoring between types of projects needed to better reflect the current needs of the region, while preserving an emphasis on bike/ped, ITS, safety, transit, multimodal, connectivity and walkability improvements;
- the competitiveness of projects that utilize cost-effective congestion mitigation and safety enhancing strategies from the Congestion Management Plan toolbox was not properly rewarded;
- the process and criteria used in the previous project application process was complicated and needed to be simplified.

Olsson and Associates was hired by ACOG to guide the process and several members of the Intermodal Transportation Technical Committee served on a steering committee that met on numerous occasions to review the ideas and recommendations that were eventually used in the new criteria and process.

The new criteria was finalized and accepted by both the ITTC and ITPC and was used for the first time in the formulation of the FFY 2020-2022 TIP. All ACOG member entities agreed to play by the new rules.

Recognizing that the new criteria was going to greatly enhance the competitiveness of certain project types that already have their own funding source, the committee adopted a 10% cap on the total funds that could be used during any one year for implementation of transit projects.

On March 14, 2019, the ITTC held a special meeting to review the scores of projects submitted by various cities and counties for the formulation of the FFY 2020-2023 TIP. The new project selection criteria and scoring system were used to develop recommendations. The following is a summary of the outcome for FFY 2020:

Available Funds = \$19,829,623 (\$17,846,660 – 80% Federal; \$1,982,962)

Total Number of Projects Submitted = 40 (80% Federal); 18 (100% Federal - Safety)

Number of Projects Selected = 10 (80% Federal); 4 (100% Federal - Safety)

Seven Sidewalk Projects (\$9,217,291)

One Intersection Improvement Project (\$448,458)

One ITS Project with 23 intersections (\$7,434,277)

One Transit Project (\$748,329)

Four Safety Projects (\$1,981,268)

The distribution of funds per entity will be as follows:

Oklahoma City \$10,539,189 (seven sidewalk projects, one intersection improvement project and two safety projects)

Edmond \$7,434,277 (one ITS project)

COPTA \$748,329 (two buses)

Midwest City \$853,373 (one safety project)

Norman - \$254,455 (one safety project)

The big winner is Oklahoma City with 53.15% of the total funds, most of which will be used to build sidewalks.

Oklahoma City submitted twenty projects, which is the maximum number of projects a City can submit as part of the process, and requested that they all be included in the first year of the TIP (FFY 2020). Eleven of the twenty projects were sidewalk stand-alone projects that had never been submitted for consideration in previous years.

The big losers are Norman and the other seven cities and one county who submitted roadway capacity, bridge replacement, resurfacing and intersection improvement projects.

The changes in project scoring criteria are negatively affecting the delivery schedule for several critical projects in Norman. None of the projects submitted for FFY 2020 funding consideration in the 80% federal category made the final list (i.e., Robinson Street West of I-35 and Tecumseh Road at 24<sup>th</sup> Avenue NW and Flood Avenue). The City's ability to amend the FFY 2020 TIP to advance the first phase of the 36<sup>th</sup>

Avenue NW Bond project is no longer an option and has delayed construction of this project by at least twelve months.

Given the local needs for Norman and the region, the FFY 2020 Transportation Improvement Plan seems completely misaligned with the region's reality, a reality that continues to include a healthy annual growth rate accompanied by the higher traffic demand, congestion and vehicular crashes that results.

The current project selection criteria does not appear to violate any of the federal requirements imposed in the Transportation funding bill, where states and MPOs are given great latitude to customize their programs based on local needs. Additional information on the federal law may be found at <https://www.fhwa.dot.gov/specialfunding/stp/160307.cfm#a>.

Norman understands that ITTC and ITPC adopted a new criterion for the selection of projects in the FFY 2020-2023 TIP. However, what was not anticipated was for the STBG Program to become another Transportation Alternative Program capable of displacing the top ranked projects in the second and third year of last year's TIP, and thus disrupting local project development efforts, resource allocation, and completely changing the make-up of the plan.

Looking at the final project list developed by the ITTC during the March 14, 2019 special meeting, it is obvious that a cap similar to the one placed for transit projects should have been imposed on projects eligible for funding under the Transportation Alternatives Program (e.g., sidewalk and multimodal path stand-alone projects).

One thing is clear: without a cap on the funding that can be spent on bike/ped projects, the Surface Transportation Block Program will become a second Transportation Alternative Program.

Looking forward, it is imperative that the new project selection criteria be modified to protect the integrity of STBG program. Specific suggestions include:

1. Capping bike / pedestrian projects at 5% per year; and
2. Increasing the overall score of widening projects that increase roadway capacity
3. Reducing the overall score of stand-alone sidewalk and multi-modal path projects
4. Require the listing of projects in excess of \$2 million in Encompass 2040 for TIP funding eligibility

**STBG-UZA Projects Submitted for FFY 2020**  
**FFY 2020-2023 OCARTS Area Transportation Improvement Program**

March 14, 2019 Special Meeting

**TOTAL ESTIMATED STBG-UZA FUNDS - \$19,829,623 (\$17,846,661 - 80% Federal ; \$1,982,962 - 100% STBG-Safety)**

Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (3% infl.)	Cumulative Total
89.78	OKC	10875	S Walker Ave, SW 44th St, & S Robinson Ave	Bike/Ped	VAR	2,027,580	2,088,407	2,088,407
89.65	OKC	10878	N Portland Ave and NW 50th St	Bike/Ped	VAR	1,315,532	1,354,998	3,443,405
89.63	OKC	10879	S Pennsylvania Ave and SW 59th St	Bike/Ped	VAR	1,090,142	1,122,846	4,566,252
89.40	OKC	10876	S Blackwater Ave & S Western Ave: SW 36th Ave to SW 59th	Bike/Ped	VAR	1,550,871	1,597,397	6,163,649
88.50	EDM	10808	15th St & Kelly Ave - Phase 3 ITS	Intersection/ITS	VAR	7,217,745	7,434,277	13,597,926
87.00	OKC	10825	N Classen Blvd: NW 50th to Classen Curve	Bike/Ped	0.53	421,313	433,952	14,031,878
86.98	OKC	10877	S Western Ave, S. Walker Ave, and S. Robinson Ave	Bike/Ped	VAR	1,524,129	1,569,853	15,601,731
82.02	OKC	10852	N Pennsylvania Ave & W Memorial Rd	Intersection	NA	435,396	448,458	16,050,189
79.16	OKC	10838	N Pennsylvania Ave: NW 36th St to Park Pl	Bike/Ped	1.94	1,019,259	1,049,837	17,100,026
73.00	COTPA	10836	EMBARK Fleet Expansion - two CNG Buses*	Transit	NA	875,200	748,329	17,848,355

**STBG-UZA SAFETY Projects**

Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (3% infl.)	Cumulative Total
88.19	MWC	10881	Signal Pedestrian Project	Signal/Signs	VAR	828,517	853,373	853,373
85.00	OKC	10845	Traffic signal vehicle detection upgrades - citywide	Signal/Signs	VAR	424,000	436,720	1,290,093
85.00	OKC	10843	Left turn signal upgrades - citywide	Signal/Signs	VAR	424,000	436,720	1,726,813
66.21	NOR	10818	12th Ave NE: Alameda to Robinson	Signal Interconnect	VAR	247,044	254,455	1,981,268

\*Projects are overmatched by entity

All projects are capped at the revised estimates

Unused 100% STBG-UZA Safety funds are added to the 80% Federal funds.

Total Funds Available	19,829,623
Total Programmed	19,829,623
Balance	0

**PRELIMINARY STBG-UZA Projects Submitted for FFY 2021**  
**FFY 2020-2023 OCARTS Area Transportation Improvement Program**

Submitted January 11, 2019

**TOTAL ESTIMATED STBG-UZA FUNDS - \$20,275,790 (\$18,248,211 - 80% Federal ; \$2,027,578 - 100% STBG-Safety)**

Ref. Num	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (6% infl.)	Cumulative Total	Remaining Balance
1	77.78	EDM	10811	W Danforth Rd & N Kelly Ave	Intersection	NA	4,672,235	4,952,569	4,952,569	13,295,642
2	77.24	OKC	10819	N Portland Ave: NW 36th St to NW 23rd St	Bike/Ped	1.00	2,671,128	2,831,396	7,783,965	10,464,246
3	73.38	NOR	10840	W Robinson St: Brookhaven Cr to I-35 Widening	Widening	0.35	4,103,904	4,350,138	12,134,103	6,114,108
4	71.55	NOR	10869	James Garner Ave: N of Acres St to Flood Ave*	New Construction	0.55	6,047,595	5,662,600	17,796,703	451,508
5	61.35	OKC	10848	Broadway Ext. Frontage Roads & NE 122 St*	Intersection	NA	498,107	451,508	18,248,211	(0)

**STBG-UZA Safety Projects**

Ref. Num	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (6% infl.)	Cumulative Total	Balance Remaining
1	73.86	NOR	10864	Multiple Locations (Phase 8)	Pavement Markings	VAR	307,053	325,476	325,476	1,702,103
2	67.07	NOR	10844	Pavement Markings at Multiple Locations (Phase 7)	Pavement Markings	VAR	307,055	325,478	650,954	1,376,625
3	60.81	NOR	10851	Traffic Signal Video Detection Upgrades (Phase 3) - citywide	Signal/Signs	VAR	651,651	690,750	1,341,705	685,874
4	60.00	MWC	10882	Striping City Wide, Various Locations, Phase 5	Striping	VAR	400,000	424,000	1,765,705	261,874
5	30.59	BETH	10883	NW 36th St & N Mueller Ave*	Signal Interconnect	NA	406,600	261,874	2,027,579	0



**PRELIMINARY STBG-UZA Projects Submitted for FFY 2022**  
**FFY 2020-2023 OCARTS Area Transportation Improvement Program**  
Submitted January 11, 2019

**TOTAL ESTIMATED STBG-UZA FUNDS - \$20,760,381 (\$18,684,343 - 80% Federal ; \$2,076,038 - 100% STBG-Safety)**

Ref. Num.	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (9% infl.)	Cumulative Total	Remaining Balance
1	71.50	COTPA	10850	Transit TSP Safety Project	Transit	NA	796,300	867,967	867,967	\$ 17,817,534
2	66.67	GUTH	10890	E Harrison Ave Bridge	Bridge	NA	1,271,005	1,385,395	2,253,362	\$ 16,432,139
3	62.58	EDM	10813	W Danforth Ave: Fretz Ave to Thomas Dr	Widening	0.30	2,393,369	2,608,772	4,862,135	\$ 13,823,366
4	61.04	NOR	10841	Tecumseh Rd: 24th Ave NW & Flood Ave	Intersection	0.25	6,840,444	7,456,084	12,318,219	\$ 6,367,282
5	60.88	OKC	10849	NW Expressway: pedestrian crossing at W Wilshire Blvd	Bike/Ped	NA	2,013,910	2,195,162	14,513,381	\$ 4,172,120
6	58.66	NOR	10855	Classen Blvd: Shawnee St to Enid St	Bike/Ped	0.25	220,909	240,791	14,754,171	\$ 3,931,330
7	58.15	NOR	10860	N Flood Ave: W Gray St to Acres St	Bike/Ped	0.45	267,181	291,227	15,045,399	\$ 3,640,102
8	54.20	OKC	10846	Highland Park Blvd & N Pennsylvania Ave	Intersection	NA	1,048,484	1,142,848	16,188,246	\$ 2,497,255
9	53.85	OKC	10857	SW 59th St: S May Ave to S Pennsylvania Ave	R,R&R	1.00	1,578,232	1,720,273	17,908,519	\$ 776,982
10	49.57	NOR	10847	36th Ave NW: Cascade Blvd to Bart Conner Dr*	Intersection	1.00	840,579	776,982	<b>18,685,501</b>	<b>\$ (0)</b>

**STBG-UZA Safety Projects**

Ref. Num.	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (9% infl.)	Cumulative Total	Remaining Balance
1	50.0	CHOC	10891	NE10th St & N Henney Rd	Roundabout	NA	1,247,500	1,359,775	1,359,775	716,263
2	41.48	NOR	10874	Traffic Signal Video Detection Upgrades (Phase 4) - city wide	Signals/Signs	VAR	473,060	515,635	1,875,410	200,628
3	5.00	McClain	10828	Various locations along major collectors	Signal/Signs	VAR	95,000	103,550	1,978,960	97,078
4	0.00	McClain	10829	180th St: SH-74 to Johnson Ave	Striping	1.25	25,000	27,250	2,006,210	69,828
5	0.00	McClain	10830	190th St and Johnson Ave	Striping	2.27	30,000	32,700	2,038,910	37,128
6	0.00	McClain	10834	Eastern Ave near Washington School exit drive	Guardrail	NA	33,000	35,970	2,074,880	1,158

**PRELIMINARY STBG-UZA Projects Submitted for FFY 2023**  
**FFY 2020-2023 OCARTS Area Transportation Improvement Program**  
Submitted January 11, 2019

**TOTAL ESTIMATED STBG-UZA FUNDS - \$21,256,554 (\$19,130,899 - 80% Federal ; \$2,125,655 - 100% STBG-Safety)**

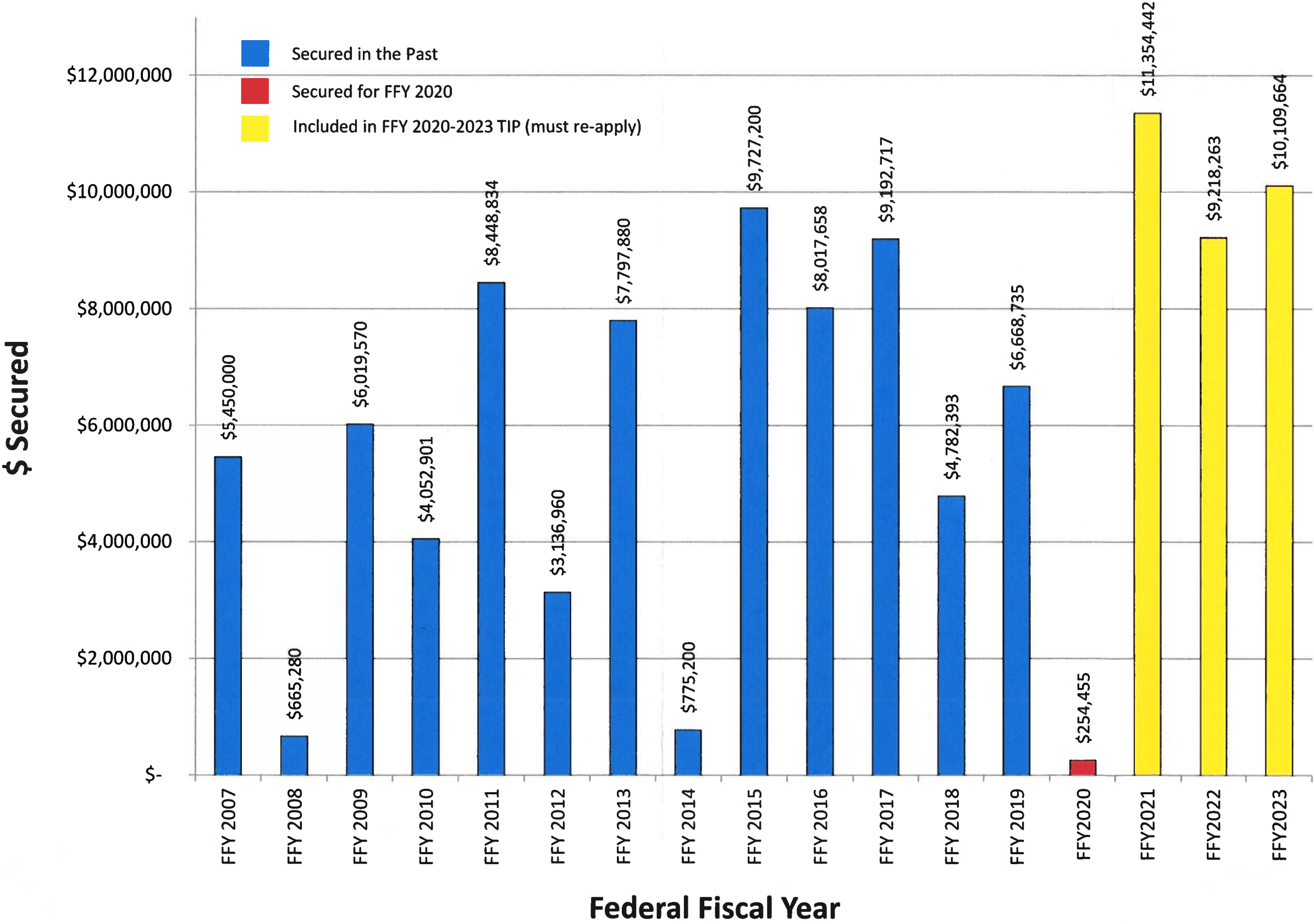
Ref. Num.	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (12% infl.)	Cumulative Total	Remaining Balance
1	53.56	EDM	10812	E Danforth Rd & N Sooner Rd	Intersection	NA	7,500,000	7,500,000	7,500,000	\$ 11,989,194
2	53.47	NOR	10865	Rock Creek Rd: Grandview Ave to W of 36th Ave NW	Widening	0.45	2,780,135	3,113,751	10,613,751	\$ 8,875,443
4	52.97	MWC	10866	Reno Ave: Midwest Blvd to Douglas Blvd	R,R&R	1.00	1,678,152	1,879,530	12,493,281	\$ 6,995,913
5	52.74	NOR	10871	36th Ave NW & Tecumseh Rd	Intersection	NA	1,302,521	1,458,824	13,952,105	\$ 5,537,089
6	49.65	NOR	10862	36th Avenue NW: N of Tecumseh Road to N of Franklin R	Widening	1.00	5,848,858	5,537,089	19,489,194	\$ -

**STBG-UZA Safety Projects**

Ref. Num.	Score	Lead	TIP ID	Project Title	Project Type	Length (miles)	Est. Fed Share	Revised Est. (12% infl.)	Cumulative Total	Remaining Balance
1	10.00	PUR	10886	Main St & Canadian Ave	Roundabout	NA	1,398,000	1,565,760	1,565,760	559,895
3	0.00	McClain	10831	Bryant Ave to 230th St and Eastern Ave	Striping	5.00	55,000	61,600	1,627,360	498,295
4	0.00	McClain	10832	240th St & May Ave from SH-24 to SH-39	Striping	7.00	75,000	84,000	1,711,360	414,295
5	0.00	McClain	10833	May Ave near 230th St	Guardrail	1.00	25,000	28,000	1,739,360	386,295
6	0.00	McClain	10835	Bryant Ave North of 210th St	Guardrail	NA	25,000	28,000	1,767,360	358,295



# Norman's STP / STBG Federal Transportation Funds History





FFY 2020			FFY 2021			FFY 2022			FFY 2023		
Project	Score	Federal Funds	Project	Score	Federal Funds	Project	Score	Federal Funds	Project	Score	Federal Funds
12th Avenue NE Traffic Signal Interconnect - Alameda Street to Robinson Street (100% Safety)	66.210	\$ 254,455	Robinson Street West of I-35	73.380	\$ 4,350,138	Tecumseh Road @ 24th Avenue NW and Flood Avenue	67.060	\$ 7,456,084	Rock Creek Road Widening and Reconstruction (from Grandview Avenue to West of 36th Avenue NW)	53.470	\$ 3,113,751
			James Garner Avenue New Construction (from north of Acres Street to Flood Avenue)	76.550	\$ 5,662,600	Classen Boulevard Sidewalks	46.660	\$ 220,910	36th Avenue NW (Phase 1) (North of Tecumseh Road to north of Franklin Road)	46.210	\$ 5,537,089
			Pavement Markings (Multiple Locations) (Phase 7) (100% Safety)	47.070	\$ 325,478	Flood Avenue Sidewalks, between Gray Street and Acres Street (both sides)	34.150	\$ 291,227	36th Avenue NW and Tecumseh Road	51.660	\$ 1,458,824
			Pavement Markings (Multiple Locations (Phase 8) (100% Safety)	53.860	\$ 325,476	36th Avenue NW traffic signals and fiber interconnect at Cascade Boulevard and Bart Conner Drive (100% Safety)	54.570	\$ 776,982			
			Traffic Signal Video Detection Upgrades - Phase 3 (Citywide) (100% Safety)	60.810	\$ 690,750	Traffic Signal Video Detection Upgrades - Phase 4 (100% Safety)	41.480	\$ 473,060			
Total		\$ 254,455			\$ 11,354,442			\$ 9,218,263			\$ 10,109,664