

CITY COUNCIL
PLANNING AND COMMUNITY DEVELOPMENT
COMMITTEE MINUTES
November 12, 2010

The City Council Planning and Community Development Committee of the City of Norman, Cleveland County, State of Oklahoma, met at 8:05 a.m. in the Conference Room on the 12th day of November, 2010, 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 Atkins, Cubberley, Griffith, and Chairman Butler
ABSENT:	None
OTHERS PRESENT:	Mayor Cindy Rosenthal Ms. Susan Connors, Planning and Community Development Director Mr. Ken Danner, Development Manager Mr. Doug Kosciński, Current Planning Manager Mr. Angelo Lombardo, Traffic Engineer Mr. Blaine Nice, Assistant City Attorney Mr. Shawn O’Leary, Director of Public Works Mr. David Riesling, Assistant Traffic Engineer Mr. Tom Knotts, Planning Commission Liaison Ms. Karla Chapman, Administrative Technician

DISCUSSION REGARDING A COMPREHENSIVE TRANSPORTATION PLAN.

Mr. Shawn O’Leary, Director of Public Works, said at the October 8, 2010, Planning and Community Development Committee (PCDC) meeting, the Committee requested Staff bring back transportation study alternatives and general scope ranges for a Comprehensive Transportation Plan (CTP). He said the 2025 Land Use and Transportation (LUP) Plan is heavily based in land use and not so much in transportation and the City actually developed a 1988 Norman Transportation Master Plan (NTMP). He said the NTMP is an extensive plan that Staff utilizes, but it was never adopted by Council. He said it is very interesting and noted the NTMP addressed some of the same challenges still being faced today.

Mr. David Riesling, Assistant Traffic Engineer, provided an overview outlining why Norman needs a CTP including elements generally included in a CTP, Staff’s efforts to date, discussions about the current LUP, and lessons learned from the 1988 NTMP.

A CTP will provide the City with a long range plan for developing a transportation system, a tool to evaluate and improve Norman’s transportation system, and a multi-modal plan, which will address the street, non-motorized, and transit system. Mr. Riesling said a CTP assists in developing a transportation system that is appropriate to the land uses it serves, contains a needs assessment and future recommendations for all modes of transportation, and provides policies and funding strategies to guide implementation. He said elements generally included in a CTP are identifying a study vision and objectives; document existing conditions; predict future conditions; develop a transportation plan; assign costs to the identified improvements; and formulate a funding and implementation plan.

A series of steps to prepare a CTP include:

- ✓ Public Involvement: Helps gain input on important transportation issues and increases awareness and understanding;
- ✓ Collecting Data: Traffic, Geographical Information Systems (GIS) information, aerial maps, roadway geometrics, non-motorized planning and transit planning efforts - data collections sources are the Oklahoma Department of Transportation (ODOT), Association of Central Oklahoma Governments (ACOG), and the City of Norman;

- ✓ Existing Conditions Analysis: Major roadway segments and intersections, use accepted traffic engineering methods, gaps in non-motorized modes, and transit analysis;
- ✓ Review Critical Intersections/Locations: Observe traffic flow characteristics; review roadway and intersection geometrics and view existing traffic control measures, and identify short-term and long-term measures to improve safety and operations;
- ✓ Travel Forecasting: Utilize historical counts to develop growth rates to assist with predicting future traffic growth, trend line analysis for each count location to predict volume for the planning horizon, and possible use minimum 0.5% growth rate;
- ✓ Future Conditions Analysis: Determine magnitude of future congestion, methodology same as for existing conditions, and horizon year volumes used to determine where improvements may be warranted;
- ✓ Identify Transportation Needs and/or Recommendations: Needs based upon public input as well as future conditions analysis and recommendations based upon traffic volumes, warranting capacity, and operational improvements; and
- ✓ Form Strategies for Funding/Implementation: Prioritize improvement list identified with public input, costs developed for each item on the list, and multiply funding sources evaluated.

Mr. Riesling said the City's efforts to date in connection with transportation issues include a Greenway Trails Master Plan (GTMP); Storm Water Master Plan (SWMP); Bicycle Transportation Master Plan (BTMP); Railroad Grade Separation Feasibility (RGSF) Study; ACOG's Oklahoma City Area Regional Transportation Service (OCARTS) 2030 Transportation Plan/Encompass 2035; ODOT's Eight-Year Construction Program; 2025 LUP; and the 1988 Norman TMP that was not adopted by Council. He said all these efforts provide pieces of the CTP but none totally address the entire need.

The GTMP provides connections between people and the land, i.e., parks, natural areas and open space and is a planning tool for non-motorized transportation elements such as pedestrians and bicycles. The development of the SWMP included a number of transportation elements and in some cases, bridges were proposed to replace culverts and sub-standard bridges were recommended for replacement. The BTMP is intended to be a 15 to 20 year plan to integrate a comprehensive bikeway system into Norman's infrastructure. Mr. Riesling said the bikeway system should be coordinated with development and capital improvements projects. The RGSF Study was commissioned in 2003 to determine feasibility for grade separations for existing crossings of the Burlington Northern Santa Fe (BNSF) Railroad on Robinson and Lindsey Streets and both projects were found to be feasible. Mr. Riesling said the RGSF is currently under construction and is due to be completed, weather permitting, September 2011.

The ACOG/OCARTS 2030 Plan improved the communication, coordination, and cooperation in developing transportation goals, policies, and plans and provided a list of Norman projects for ACOG's radar. The ODOT Eight-Year Construction Program provides a basis for a fiscally responsible and financially balanced work plan from anticipated Federal revenues. Mr. Riesling said a formula was developed to render an equitable distribution of available funds based on common demographic, physical, and historical criteria and funds are divided among a prioritized list of projects. He said this document also provides a list of Norman projects for ODOT's radar.

The 2025 LUP serves as a long-range plan for the future development of the City in accordance with desired land use patterns and prescribes a system of safe, economical, and efficient streets offering a variety of functions by providing classifications for highways, urban streets, and rural roads. Mr. Riesling said goals identified in the 2025 LUP include managed growth; infrastructure-supported growth; housing and neighborhoods; economic stability and enhancement; rural character development; greenbelt development; and core area stability and enhancement.

Mr. Riesling said Staff did their homework when the 1988 Norman TMP was developed and it included short-term, intermediate-term, and long-term improvements with cost estimates for each. The 1988 Norman TMP recommendations included:

- ✓ Construction of Front Street (Robinson to Eufaula);
- ✓ Upgrade of Eufaula to a two-lane divided major collector roadway;
- ✓ Upgrade of Lindsey to a four-lane undivided highway;

- ✓ Tecumseh Road interchange;
- ✓ Widen a number of existing streets, i.e., Robinson; Jenkins; Duffy; Miller; Rock Creek Road; Main/Gray West and East Terminals; Lindsey Street; and 48th Avenue West; and
- ✓ Intersection improvements, i.e., Lindsey at 24th Avenue West, McGee, Berry Road, Jenkins, and Classen; Boyd Street at Flood and Classen; Alameda Street and 12th Avenue East; and Main Street at 24th Avenue West, Berry Road, and Carter Avenue/Acres Street.

Mr. O'Leary said the City has implemented the Tecumseh Road interchange, has been widening existing streets, and making intersection improvements. He said the 1988 Norman TMP has a lot of good information and data Staff can use to develop a CTP. Councilmember Cubberley felt the 1988 Norman TMP was not adopted because of the recommendations for construction of Front Street and the Lindsey Street four-lane upgrade. He said it makes sense to include both on a CTP, but felt it would still be difficult to get citizen support and the cost would be vast. He said the City tried to implement the Lindsey four-lane upgrade approximately six or seven years ago and the citizens decimated the recommendation. He felt the City should still try to make an effort to include the controversial projects and felt even if more reasonable plans are prepared, limited access and the fear from citizens that traffic would start penetrating through the neighborhoods would still be an issue.

Mr. Riesling said by not having a CTP, the City lacks definition relative to Porter Avenue Corridor, one-way versus two-way frontage roads, and the development community does not have easy access to planned/programmed improvements. He said the next steps are to form a Citizen Steering Committee, develop scope for a CTP project, and select a consultant to prepare the study.

Mr. O'Leary asked whether a 2030 LUP update should be linked with a CTP or would the two plans run parallel with each other and the Committee agreed the CTP should be a prelude to the 2030 LUP. Mayor Rosenthal felt a CTP will be phase I for the 2030 LUP. Councilmember Butler asked Staff if data/research from recent City plans/projects would be beneficial and Mr. O'Leary said a lot of work done on previous City plans/projects can be re-used. He said the research ACOG and ODOT has done on their plans can also be utilized at no cost to the City. Mr. Angelo Lombardo, Traffic Engineer, felt it would be appropriate to develop the CTP separately from the 2030 LUP update as long as Council is comfortable with the land uses in the current 2025 LUP. Councilmember Butler asked if the CTP could be done in portions to allow partial updates to the 2030 LUP if needed and Mr. O'Leary said yes. Mayor Rosenthal said the scoping process will have some discussion about any anticipated major land use changes or if the current 2025 LUP is sufficient. Ms. Susan Connors, Planning and Community Development Director, said the CTP and 2030 LUP do somewhat fit together but it is important for the City to identify and scope any links/connections outside the city limits that need to be made before looking at land uses. She said if a land use is in place only to realize a major infrastructure project needs to be developed, it is much more feasible to create upfront than to go back and remedy the situation.

Mr. O'Leary said the model used for the SWMP is the perfect model/approach for a successful CTP and felt it may even be a little easier because of some of the baseline data already collected. He said the notion of a steering committee and carefully developing the scope is very important. Councilmember Griffith asked Staff what the estimated cost and timeframe would be for a CTP and Mr. O'Leary said approximately \$200,000 to \$250,000 depending on the scope and public information process, and it would be a 12 to 18 month process in order to implement a 20 year CTP. He said ultimately Council will need to give Staff direction as to whether they want the more contentious projects included in the CTP, i.e., Lindsey Street four-lane upgrade, Front Street, etc., and Mayor Rosenthal felt Staff could use models to display what Lindsey and Front Street might look like if they were implemented.

Councilmember Cubberley said the money is simply not in the budget to develop the CTP and 2030 LUP at this time and along with next year's budget projections, he is not sure when it will be. He said he is all for planning but the City needs to be realistic and wondered if funds can be taken out of the Capital Budget to develop a CTP and 2030 LUP update. Mayor Rosenthal said Council will be looking at the Capital Budget in the near future to see if it would be possible to use those funds for such projects. Councilmember Cubberley said he intends to fully support all the maintenance projects and the Joe A. Smalley Building Project coming forward and he is not sure where cuts would be made in the current and future budgets.

Mr. O'Leary said Council can choose to do the scoping work on the CTP in smaller portions in order for them to fit into the City's budget so that the momentum can keep the process moving forward. The Committee felt this would make perfect sense and Councilmember Atkins felt Staff could compile all the Plan(s) information "in house" to help determine where the scoping process would begin.

Mr. O'Leary said it is critical the CTP have a funding strategy plan and felt the City should be candid about the projects costs, timeframe of how the costs will be implemented, and how the funding strategy will fit into the City's budget over the next 20 years. He said many cities are facing the same challenges as Norman and are considering transportation taxes/fees, similar to storm water fees, but using a 20 year planning strategy as opposed to a five-year planning effort. Mr. O'Leary said a lot of the transportation projects will be very costly and it can be discouraging when a plan is developed that appears to be unattainable. He felt the projects can be achieved if a longer timeframe is applied to a funding strategy.

Mr. O'Leary felt all the plans previously listed, along with the transit discussions and alternatives analysis currently being done, should be incorporated into the whole planning/thought process to make it Norman's own. He felt the scoping process should also involve input from stakeholder groups which would generate discussion about land use. Councilmember Butler said Harold Heiple had indicated the Developers Council was interested in participating, possibly financially, in assisting with the CTP. Mr. O'Leary said developers are a major stakeholder in the process but felt the CTP needs to be city driven process and the Committee agreed.

Mayor Rosenthal felt the City should go ahead with the scoping process because there are some real educational benefits that come with the public input process.

Items submitted for record

1. PowerPoint presentation entitled, "*Comprehensive Transportation Plan City of Norman*," dated November 12, 2010

STAFF UPDATE ON PLANNING COMMISSION'S WORK ON THE PROPOSED LIGHTING ORDINANCE.

Ms. Susan Connors, Planning and Community Development Director, said Staff continues to work with the Planning Commission (PC) on the lighting ordinance. She said Staff asked Mr. James S. Ruse with Allen Consulting Incorporated, a local engineering firm, to prepare information comparing costs for full-cutoff versus non-cut off fixtures. She said one of the Planning Commissioners mentioned having Allen Consulting perform the report was a conflict of interest and she assured the Commission that Staff did not ask Allen Consulting to do anything more than a cost comparison. Ms. Connors said there have been recent conversations to have local information in order to determine how the lighting issues will affect Norman. She also felt it was important to have an engineering firm do the report so that a broader scope, engineering aspect, and efficiency of lighting could be studied. She said Allen Consulting has done a lot of work for the University of Oklahoma (OU) and OU has indicated they have been very happy with their performance.

Ms. Connors said the PC is split into two groups; one group is satisfied with the ordinance as it is now written while the other group would prefer the lighting ordinance be on a complaint basis. She said the City does not have Staff to enforce and measure light during night time hours and measuring light can be difficult and unsatisfactory because so much ambient light can feed into a direct light, making the measurement inefficient. Ms. Connors said the PC has also discussed a third option requiring new construction to have full-cutoff fixtures and a photometric plan. She said a photometric plan showing how much lighting will be located in a certain area is the best way to measure lighting and Staff will present all three options at the next PC meeting scheduled on November 18, 2010.

Mayor Rosenthal asked if full cutoff fixtures and photometric plans will exclude any retro-fits, even if there is an expansion to the building or it abuts residential property and Staff said yes, unless the ordinance is written to include only *new* fixtures.

Mr. Tom Knotts, Planning Commissioner Liaison, felt there is a tremendous amount of misinformation about the lighting ordinance and some concern from the PC that Council may not adopt their recommendation and Ms. Connors concurred stating that is precisely the reason for the third option of requiring all new construction to have full-cutoff fixtures and a photometric plan. Councilmember Griffith asked if there will be complaint based component include in option three and Ms. Connors said it could be worked into the ordinance but she is not sure how Staff will be able to enforce it. She said there have been discussions that Staff is trying to promote a “dark sky” ordinance and that is not true.

Councilmember Butler felt the lighting ordinance should not have a requirement forcing businesses to turn off some or all of their lighting at a specific time and the Committee agreed. Mr. Knotts said if new construction businesses owners are aware of lighting regulations up front, it will actually not cost a lot more to install proper switches and/or separate circuits so that lighting can be turned off. Ms. Connor said this requirement is in the current draft of the proposed lighting ordinance but because it has been very contentious, it was taken out of option two.

Ms. Connors said eliminating light glare over time is a quality of life issue and that is why cities develop lighting ordinances. She said information presented by Allen Consulting stated lower-quality lighting systems actually reduce contrast and visibility in areas where lighting is desired and if full cutoff fixtures are installed the result is a much better visibility of items and areas where lighting is desired. A full-cutoff system gives a higher light level and better quality of light while using fewer watts, resulting in lower operating costs. Ms. Connors felt once citizens could actually see the difference they would appreciate the reduction of light glare over time and it would become an expectation.

Mayor Rosenthal said OU and Moore Norman Technology Center (MNTC) are willingly using full-cutoff fixtures and felt it would be important to include as part of the discussion. She asked the Committee if the PC should have a single recommendation or having two to three options for Council consideration and the Committee said having at least two or more options might be best. Councilmember Griffith felt option three, full-cutoff fixtures with no retro-fit, would be a progressive direction for Norman to go and Councilmember Butler felt from discussions today, the Committee was leaning towards full-cutoff fixtures with no retro-fit.

Councilmember Cubberley requested clarification of the terms for retro-fits and Staff said if a business closes and the building remains empty for a few years; when a new business moves into the vacant building they can still use the currently installed lighting. Staff said all *new* fixtures and any old fixture(s) replaced because they are no longer viable must be retro-fitted to full-cutoff fixtures. Councilmember Cubberley said he can support a “no amortization period” requirement for existing businesses, but felt if a business closes and the building is vacant for a period of time, i.e., two to three years, an incoming new business should be required to retro-fit the lighting. The Committee agreed and asked Staff to share that information with the PC.

Mr. Knotts said the argument might be the City is causing financial hardship for a new business owner considering a move to Norman and Councilmember Cubberley said he understood that concept, but at the same time if the business is aware up front about Norman’s lighting ordinance, the expectation of the requirement will be recognized that a retro-fit will need to be done in order to lease or buy the building.

Mayor Rosenthal said another issue to consider is commercial properties that abut residential property versus commercial properties that do not abut residential property, i.e., Bob Moore Nissan and Fowler Honda versus the Saxon Building. She wondered if commercial vacant properties met certain criteria such as not directly adjacent to residential property, only minor proximity to residential property, and/or consider the existing light conditions in and around the residential property overall, could there be a longer vacancy period therefore not being required to retro-fit the lighting in the same timeframe as those commercial vacant properties that do abut residential property. Councilmember Cubberley felt that would be a good compromise and the Committee agreed.

Mr. Doug Koscinski, Current Planning Manager, said when businesses are throwing 40 to 50 lumens per square foot from their property into the street right of way, there is occasionally a glare issue. He felt to only address the residential issue would not take care of the glare issue completely. Councilmember Griffith asked if the draft

lighting ordinance would address remodels and Ms. Connors said remodels would only be required to retro-fit any new fixture(s) installed to be full-cutoff fixture.

Mayor Rosenthal felt the idea of residential complaint system is not an option for the PC and Councilmember Cubberley said a lighting ordinance would need to have standards that are enforceable. The Committee agreed the PC should discuss all options at the November 18, 2010, meeting, bring forward all lighting option recommendations for Council to consider, and hold a public meeting/hearing to move the lighting issue forward.

Mr. Knotts said he is a Norman Chamber of Commerce (Chamber) member and asked the Committee if it would be appropriate for him to attend a Chamber meeting in order to provide information about the lighting ordinance in hopes of clearing up any misinformation. The Committee agreed since this topic is not on a Council meeting agenda yet it would be appropriate and he should present himself as a knowledgeable Chamber member rather than a Planning Commissioner. Councilmember Cubberley felt opposition is being driven from a point of view not necessarily based on factual information in attempt to derail the lighting ordinance or any changes to it.

The meeting adjourned at 9:28 a.m.

Attest: City Clerk

Mayor