



## CITY OF NORMAN, OK STAFF REPORT

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**MEETING DATE:** 7/25/2023

**REQUESTER:** City of Norman and Norman Utilities Authority

**PRESENTER:** Jane Hudson, Director of Planning & Community Development

**ITEM TITLE:** CONSIDERATION OF AWARDING, ACCEPTANCE, APPROVAL, REJECTION, AMENDMENT AND/OR POSTPONEMENT OF CONTRACT K-2324-46: A CONTRACT BETWEEN THE CITY OF NORMAN, THE NORMAN UTILITIES AUTHORITY AND RDG PLANNING & DESIGN, INC. FOR AN AMOUNT AS MUCH AS \$2,394,627 FOR PROFESSIONAL COMPREHENSIVE PLANNING SERVICES AND FOR BUDGET APPROPRIATIONS AND TRANSFERS AS OUTLINED IN THE STAFF REPORT.

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### **BACKGROUND:**

Norman City Council adopted the current NORMAN 2025 Land Use and Transportation Plan in November 2004. It was an update to the 2020 Land Use and Transportation Plan adopted in 1997. Best planning practices call for an update or complete revision of the Comprehensive Plan every 10 years or if necessary, reviewed to address development patterns occurring within the city.

The City of Norman has not updated their Comprehensive Plan in 19 years and we are nearing the sunset date, 2025, on our current Plan. The City has seen substantial growth since 2004. The population has grown from 105,336 to 132,290, estimated population through December of 2022, via permit records. In addition, the City has seen an additional 9,820 acres of land developed since the adoption of the 2025 Plan. During the last 15 years, multi-family or student-housing products ("rent by the room") have increased dramatically.

Norman's growth over the last 15 years spurred the development, update and adoption of related master plans to address the growth in several significant service areas, including storm water, water supply, parks, open space and transportation. Through this update process, significant alterations to the phasing of the implementation of the City's 2001 Wastewater Master Plan occurred, allowing for market-driven changes to growth patterns in northwest and southeast Norman as directed by Resolutions R-0506-151 and R-0708-78. City Staff and Council recognized the Comprehensive Plan was outdated at that time; however, the interest to consider an update at that time was not present. Conversely, the community showed interest in developing Norman's first standalone comprehensive transportation plan and felt the update to the Comprehensive Plan could follow. The adoption of the Comprehensive Transportation Plan

(CTP) in May 2014 amended/updated the previously adopted street designations on the 2025 Plan, reinforcing the need to move forward with an update to the Comprehensive Land Use Plan.

Beginning in fall of 2015, Planning Staff issued an RFP and ultimately selected a consultant to begin the work on the updated/new Comprehensive Plan for the City of Norman – “PlanNorman”. City Council approved a contract in early to mid-2016, appointed a committee and the consultants began work with research, surveys and gathering community input. By mid to late 2018, the committee/community lacked a consensus on the direction the proposed plan should take and placed it on indefinite hold.

Since 2018, we have seen continued growth within the City of Norman. The 2020 Census data is now available; this is critical data which was unavailable in 2015. Acknowledging the passage of time since the updates to the other master plans occurred is important, and we must further recognize it is time to look at updating the majority of the master plans for our community. Efforts to develop updated master plans that will support a Comprehensive Land Use Plan will provide a vision that matches the growth of Norman as well as the quality of life that its citizens deserve and expect.

### **DISCUSSION:**

The City of Norman released a Request for Proposal (RFP-2223-29) in September of 2022, seeking proposals from qualified consultants for professional services to prepare the following documents for the City of Norman:

- Comprehensive Plan;
- Housing Market Analysis and Affordability Strategy;
- Comprehensive Transportation Plan Update;
- Stormwater Master Plan Update;
- Water Hydraulic Modeling Update;
- Wastewater Master Plan; and
- Sanitation Master Plan.

The citywide proposal will develop an all-encompassing vision for the community that can be supported by all. To facilitate this objective, the City of Norman is seeking to update its Comprehensive Transportation Plan, Stormwater Master Plan, Water Hydraulic Modeling, and develop Wastewater and Sanitation Master Plans to ensure improvements to the City’s infrastructure align with the vision and policies of the new Comprehensive Plan. Below are the general summaries of the Scope for each practice and the contract further highlights future projects.

### **PUBLIC ENGAGEMENT PLAN - COMPREHENSIVE PLAN:**

The technical lead of the Comprehensive Plan is Jane Hudson, Director, Planning and Community Development or designee.

The selected consultant will perform or provide the following to the City of Norman as part of the Comprehensive Plan proposal.

## **Task 1 – Norman Today – Where are we now?**

Answering three key questions:

1. Where are we now?
2. Where do we want to go?
3. How do we get there?

This process will consist of review of background documents, economic and development trends, hazard mitigation and environmental constraints, land use inventory and urban design, transportation, public facilities and infrastructure, and housing and neighborhoods.

## **Task 2 – Norman Tomorrow – Where do we want to go?**

This process will review the vision and future land use opportunities, or constraints. The consultants will develop goals and principles based on community engagement and understanding where we are today. Task 2 will include the Steering Committee workshop and Neighborhood workshops to further develop vision for the community.

From Task 2 a future land use map will indicate the city-wide plan and identify and specify area plans necessary for the development of residential, commercial, additional industrial/employment and mixed-use spaces. The land use map will be accompanied by a Decision-Making Framework that will lay out a description of every land use and the associated policies and context for that land use.

## **Task 3 – Norman Tomorrow – How do we get there?**

### Plan Elements

The goals and principles define the program and design of the city; the specific plan elements are the systems that help the design come to life. Creating a cohesive strategy across the city and departments, this portion of the plan will tie together the land use strategy with the other plan studies:

- Comprehensive Transportation Plan
- Housing Market Analysis and Affordability Strategy
- Stormwater Master Plan
- Water and Wastewater Elements: High level identification of major investments needed to support the proposed growth

In addition to the studies, the Plan Elements section will include policies and actions related to:

- Parks, Trails, Natural Areas & Greenways. Incorporate existing parks and recreation studies and identify any gaps in the system as related to possible future development areas and corridors that can connect destinations around the city.
- Community Character & Design. The urban design element is closely related to the other elements. The policies and actions recommended related to urban design will be driven by public input and should speak to resident desires.

## Implementation Portion of Proposal

This section will address issues necessary to achieve a plan for the City. As part of the City Council and Planning Commission updates outlined in the Public Engagement section of the scope, an implementation Workshop may be conducted. The purpose of this workshop is to review the plan and introduce how the plan can be used as a tool in everyday decision-making processes.

Implementation Table – The Norman Plan will include an implementation plan presenting the recommendations, sequencing, leaders, partners, and potential funding sources for capital items. This section will incorporate the items directly affecting the city's possible development identified in the other five plans. This should include significant extensions or updates to the systems as development occurs.

Regulatory Review – The consultants will review current policies and ordinances for consistency, noting any conflicts that could be reconciled and refining definitions to better address current city needs. This review will be done by RDG team members who work both as implementation professionals and authors of zoning codes. Findings and recommendations will be assembled as a memorandum and provided to City Staff.

### **HOUSING:**

The technical lead of the Housing Market Analysis and Affordability Strategy is Lisa Krieg, CDBG Grants Manager, Planning and Community Development Department.

The goal of this planning process should be to understand the housing needs for every part of Norman to provide a path forward. To achieve this, the planning process focuses on three key components:

- Discovery – studying listing and learning
- Defining gaps and establishing strategic goals
- Establishing strategies and actions to move forward

### **Task 1 – Discovery**

The Discovery process includes both quantitative and qualitative analysis. Data collected will be tested and confirmed against community input to identify the biggest challenges and opportunities facing the community.

Citizen Participation/Stakeholder Outreach:

- Listening Sessions – builders and developers
- Real estate agents and the lending community

Public sector – City and community representative

Also looking at the impact housing is having on:

- Economic development agencies
- Social service agencies

- Major employers
- Neighborhood representatives
- College students
- Young professionals
- Senior citizens

Market surveys are proposed in the Public Engagement Plan that will inform the Housing Strategy. Looking at workforce housing surveys and property owner surveys will be beneficial.

Population and market analysis will begin with review of previously completed studies, as well as existing state and local ordinances and policies.

Review of a community atlas will demonstrate where development has been occurring, what that development looks like, and how that may or may not match the demographic and economics of the city. This review will help establish/define specific policies and strategies at a community and neighborhood level.

## **Task 2 – Defining Gaps**

Following the review of demographic and housing data and discussions/interviews with stakeholders, the consultants will determine the gaps in data that need review.

## **Task 3 – Housing Strategies**

The life of the plan exists within the strategies, approaches and recommendations for fulfilling identified housing needs.

Strategies may include or address:

- Gaps in the market
- Organizational and housing delivery systems
- Program approaches
- Strategies for attainable/workforce housing

The final report will outline strategies and policies with an implementation strategy that identifies:

- Timeline for implementation
- Responsible parties
- Key partners
- Funding sources

## **COMPREHENSIVE TRANSPORTATION PLAN UPDATE:**

The technical lead of the Comprehensive Transportation Plan Update is Shawn O’Leary, Director, Public Works Department or designee.

## Scope of Work:

Update the Comprehensive Transportation Plan to reflect the updated development priorities identified in the Comprehensive Plan. The potential impact of the addition of two new turnpikes within the City limits must be addressed. In addition, incorporate local and regional plans to establish a future regional commuter rail, including locations of future transit stops. A review of the needs, impacts, and future growth of the Max Westheimer Airport related to the University of Oklahoma's entrance into the SEC is also needed.

An update of the modeling conducted in the original 2014 Comprehensive Transportation Plan will be required to develop new capital improvement projects extending out over the next twenty years. Improvements should be classified as short-, medium-, and long-range projects. Improvements to be identified should be across all modes of transportation, including regional commuter rail. These improvements will be utilized to develop future requests for federal funding for Surface Transportation Block Grant Urbanized Area (STBG-UZA) as well as Transportation Alternatives Program (TAP) and other applicable funding mechanisms.

### **STORMWATER MASTER PLAN UPDATE:**

The technical lead of the Stormwater Master Plan Update is Shawn O'Leary, Director, Public Works Department or designee.

Generally, the scope of services includes updating and building upon the City's 2009 Stormwater Master Plan (SWMP). This SWMP Update is intended to support the overall community vision and potential development scenarios that are identified through the future land use planning component of the Norman 2045 Comprehensive Plan.

The existing stormwater flows in Norman are generally contained within two basins: the Lake Thunderbird watershed and the Canadian River watershed. Water quality is of particular concern for the City in the Lake Thunderbird watershed due to its use as a drinking water reservoir and the total maximum daily load (TMDL) requirements issued by ODEQ in 2013. The Canadian River subbasins in Norman are generally fully developed with semi-urban infrastructure with a notable exception in the Ten Mile Flat area. This update will be focused on updating SWMP documents to incorporate changes in technology and data availability since the previous plan was approved and changes in land-use planning as part of the Norman 2045 Comprehensive Plan.

### **WATER HYDRAULIC MODELING UPDATE:**

The technical lead of the Water Hydraulic Modeling Update is Nathan Madenwald, Utilities Engineer, Utilities Department.

RDG and their subconsultants will complete various tasks to evaluate the water system for current and future needs. Specific work items include:

1. Baseline Development – Determines operating parameters for a successful system and projects out future demands based on population projections;
2. Distribution System Hydraulic Model Update – Converts existing model to new software and updates the model using GIS data, water usage and other information to current conditions;

3. Hydraulic Model Evaluations – Analysis of current and future land use states to determine existing system deficiencies and required distribution system upgrades to meet future needs;
4. Water Supply Plan Update – Update of the selected alternative within the 2060 Strategic Water Supply Plan to determine if a modified water supply plan is necessary to meet future demands; and
5. Cost Analysis and Capital Improvement Program.

#### **WASTEWATER MASTER PLAN UPDATE:**

RDG and their subconsultants will complete various tasks to evaluate the wastewater system for current and future needs. Specific work items include:

1. Baseline Development – Determines operating parameters for a successful system and projects out future demands based on population projections;
2. Collection System Model Update – Converts existing model to new software and updates the model using GIS data, flow monitoring data from City contractor, and other information to current conditions;
3. Collection System Evaluation – Analysis of current and future land use states to determine existing system deficiencies and required collection system upgrades to meet future needs and completion of lift station optimization/reduction analysis;
4. Treatment and Reuse Evaluations – Determine treatment strategies to meet future growth based on proposed land use changes, current state of reuse, water supply strategy and other factors;
5. Water Supply Plan Update – Update of the selected alternative within the 2060 Strategic Water Supply Plan to determine if a modified water supply plan is necessary to meet future demands; and
6. Cost Analysis and Capital Improvement Program.

#### **REQUEST FOR PROPOSAL (RFP):**

The Request for Proposal (RFP) called for a consultant team to develop a new Comprehensive Plan and supporting master plans to guide the development of the City of Norman through the year 2045. The consultant must think outside the box while providing recommended structure and scope for the plan(s) that demonstrates feasible strategies and expertise. A successful package of master plans for the City of Norman will support the unique character of the City of Norman and guide the City to a sustainable and resilient future for its citizens, creating the quality of life Norman residents have asked of its leaders.

In addition, because affordable housing is a critical element of the City's successful future, the RFP sought a detailed analysis of the housing market and the development of an implementation strategy for affordable housing.

#### **RFP PROCESS:**

Following release of the RFP in September of 2022 the Planning and Community Development Department received four proposals outlining proposed services for the development of the



master plans. A Selection Committee was formed consisting of the following City Staff: Anthony Francisco, Finance Director; Chris Mattingly, Utilities Director; Jane Hudson, Planning and Community Development Director; Jason Olsen, Director Parks and Recreation; Kathryn Walker, City Attorney; Lora Hoggatt, Planning Services Manager and Shawn O'Leary, Public Works Director. Two citizen members were also invited to join the Selection Committee; Amanda Nairn and Dan Quinn.

Each proposal was scored independently by each member of the Selection Committee using criteria listed in the Request for Proposal (RFP-2223-29). The proposals were reviewed, and the four submitting consultant teams were interviewed on January 11 and 12, 2023. The consulting teams interviewed were Guernsey team (OKC, OK); ADG team (OKC, OK); RDG & Garver team, (Iowa and Norman/Moore, OK); Freese & Nichols team (Dallas, TX/OKC, OK). After the presentations/interviews, the Selection Committee chose the RDG/Garver team as the most appropriate team because of their experience, composition of the team and approach to the project.

Following the interview and selection process, the RDG/Garver team worked with City Staff in each practice, establishing and building scopes essential for each master plan. The scoping of each of these plans is no easy task as there are numerous moving parts to this process. The scope, contract and fee negotiations are complete and the City of Norman is ready to embark on the development or update of the listed plans.

In FYE 2024, \$2,150,000 was budgeted in Comprehensive Plan, Comprehensive Transportation Plan Update, and Stormwater Master Plan Update projects (Account 50593388 46201; Project BG0164). The Housing Market Analysis and Affordability Strategy budgeted \$138,819. (Account 50499950 46201; Project BG0253). Staff negotiated a scope of work and a contract fee of \$1,425,364 for the previously listed services.

For the water and wastewater components, funding will be from the Water Fund (Fund 31) and the Water Reclamation Fund (Fund 32), respectively. Specifically for the water funding, an appropriation from the Water Fund Balance (account 31-29000) into the Water Studies for Comprehensive Land Use Plan Design account (WA0385-Design / 31993388-46201) in the amount of \$480,000 is needed. This will be sufficient to fund the fee for this work, which is \$479,240. Specifically for the wastewater funding, budget transfers are proposed as follows:

1. \$450,000 from Bishop Creek Interceptor Replacement Construction (Account 32290048-46101; Project WW0174) into Wastewater Master Plan Update, Design (Account 32290048-46201; Project WW0179);
2. \$50,000 from Brookhaven Creek Interceptor Replacement, Construction (Account 32290048-46101; Project WW0328) into Wastewater Master Plan Update, Design (Account 32290048-46201; Project WW0179);

The total transfer of \$500,000 will be sufficient to fund the fee for this work, which is \$490,023.

The contract is substantially like other professional service contracts the City of Norman has entered into. In this case, RDG is the "lead" consultant, with Garver its identified partnering subcontractor. Garver and RDG's scopes of work are both set by the terms of this contract and RDG is responsible to ensure the quality of all subcontractor work. The contract provides for indemnity and insurances, including professional liability insurance, which RDG has



demonstrated as being currently in place. The contract provides that the work related to the water and wastewater components will be billed to the NUA, while the remaining work will be billed to the City itself. The scope and specified compensation includes \$20,000 in potential Additional Services and Reimbursable amounts for the City, and \$77,877 in potential Additional Services for the NUA, making the total contract for an amount as much as \$2,394,627.

If approved, the process to develop the City of Norman Master Plans will begin immediately. RDG/Garver has estimated that the process will take sixteen months, as detailed in the attached Schedule Plan.

With the approval of this contract between the City and RDG/Garver, the RDG/Garver team will work with the community and community leaders to develop the master plans which will guide future development in the City of Norman. These plans will serve both as a policy guide for staff and decision makers regarding future developments as well as providing framework for future associated planning documents.

An essential element to the development of successful plans is citizen participation. The consultants are tasked with designing a public engagement strategy that incorporates effective and innovative participation techniques and encourages participation throughout the development of these plans. Participation by residents, businesses, agencies, organizations and officials will be sought through meetings, workshops, events, and online participation. In addition, a Steering Committee, representing a wide range of interests in the City, will oversee the process of the development of the City of Norman Master Plans.

**RECOMMENDATION 1:** Staff recommends the City of Norman and NUA approval of Contract K-2324-46 with RDG Planning & Design, Inc. in the amount of \$2,394,627 for Professional Comprehensive Planning Service.

**RECOMMENDATION NO. 2:** Staff recommends NUA budget appropriations and transfers as follows:

For the water funding, an appropriation from the Water Fund Balance (account 31-29000) into Water Studies for Comprehensive Land Use Plan, Design (Account 31993388-46201; Project WA0385) in the amount of \$480,000. This will be sufficient to fund the fee for this work which is \$479,240.

For the wastewater funding, budget transfers are proposed as discussed above and summarized as follows:

- \$450,000 from Bishop Creek Interceptor Replacement, Construction into Wastewater Master Plan Update, Design; and
- \$50,000 from Brookhaven Creek Interceptor Replacement, Construction into Wastewater Master Plan Update, Design.