

Spring 2010



# Tulsa Draft Strategic Plan



PLANiTULSA

OUR PLAN. OUR FUTURE.





# Draft Strategic Plan

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The Strategic Plan is the PLANiTULSA team's recommendation to the Mayor for implementation. While these strategies reflect our understanding of the first steps to implement the plan, the Mayor, as the City's chief executive and administrative officer, will evaluate these recommendations, present priorities and objectives to the City Council, and make funding recommendations to City Council on how to meet the needs for achieving these priorities and objectives as described in the City Charter.

## Introduction to the Strategic Plan

Thousands of Tulsa citizens have participated in the PLANiTULSA process. They have clearly expressed a desire for change. Our plan is ambitious, but without action, our plan will simply gather dust on a shelf.

The Strategic Plan identifies priority strategies—generally easy to accomplish—that the PLANiTULSA team recommends be immediately initiated by Mayor and City Council, in their respective roles as defined by the City Charter, and targeted for completion within a one to three year timeframe. It also helps to prioritize projects and programs that should be funded through the operating budget and should help inform the future bond election priorities. In addition to guiding future funding decisions, the strategic plan provides a framework to enable and promote public/private partnerships that will result in benefits to the city and its residents.

The Strategic Plan should be updated every one to two years and should be incorporated in the City's work program. Once the strategies have been recommended, the Mayor should prioritize the next round of implementation projects or programs and make recommendations to Council for meeting the needs and objectives of priorities.

This Strategic Plan details six initial strategies that will begin to implement PLANiTULSA and move the city towards *Our Vision for Tulsa*.

1. Revise the Zoning Code
2. Conduct Neighborhood and Small Area Planning in Targeted Areas
3. Create and Launch a Redevelopment Strategy
4. Develop PLANiTULSA Building Prototypes as Demonstration Projects
5. Draft and Launch a New Transportation Strategy
6. Organize Planning and Development Functions for Implementation

As these strategies are executed citizens will see concrete achievements that move the City toward a shared vision for our future.



# Strategy 1:

## *Revise Tulsa's Zoning and Subdivision Codes*

### Why Do We Need This?

The PLANiTULSA comprehensive plan is designed around land use building blocks that reflect the kinds of places Tulsans supported through the public involvement process. As described in the Land Use chapter, building blocks are large-scale environments that contain a variety of housing, employment, civic, and other elements. The building blocks are made up of Plan Categories, each of which provides a more specific description of how they should look, function, and feel.

Building Block	Plan Categories	Specific Zoning Needs
Downtown	<ul style="list-style-type: none"> <li>Downtown Core</li> <li>Downtown Neighborhood</li> </ul>	<ul style="list-style-type: none"> <li>Shared Parking District</li> <li>Mixed-use districts permitting low- and medium-scale development in Downtown Neighborhoods (i.e. Brady Village District)</li> </ul>
Corridor	<ul style="list-style-type: none"> <li>Main Street</li> <li>Mixed-Use Corridor</li> </ul>	<ul style="list-style-type: none"> <li>Shared Parking District</li> <li>Mixed-use districts permitting low- and medium-scale development</li> </ul>
Center	<ul style="list-style-type: none"> <li>Neighborhood Center</li> <li>Regional Center</li> </ul>	<ul style="list-style-type: none"> <li>Shared Parking District</li> <li>Mixed-use districts permitting low-, medium- and high-scale developments</li> </ul>
New Residential Neighborhood	<ul style="list-style-type: none"> <li>New Residential Neighborhoods</li> </ul>	<ul style="list-style-type: none"> <li>Revised subdivision ordinance to promote neighborhood connectivity</li> </ul>
Existing Residential Neighborhood	<ul style="list-style-type: none"> <li>Existing Residential Neighborhoods</li> </ul>	<ul style="list-style-type: none"> <li>Revised subdivision ordinance to promote neighborhood connectivity</li> <li>Zoning changes to allow for more compact and sustainable single-family neighborhoods</li> </ul>
Employment	<ul style="list-style-type: none"> <li>Employment</li> </ul>	<ul style="list-style-type: none"> <li>Flexible zoning designations to reflect the variety of uses that cluster together in modern employment areas (i.e. small-scale manufacturing in an office business park or medical center)</li> </ul>

The plan emphasizes land uses and development types that are not currently common in Tulsa, and that the zoning code does not specifically allow by right. These new development types include mixed-use projects, particularly along existing main streets; well-connected residential neighborhoods with a variety of housing types and adjacent retail areas; and an approach to parking management that allows the market to determine parking need.

**This table details recommended zoning designations for implementing the PLANiTULSA Building Blocks.**

An important aspect of any zoning code is whether or not the combination of regulations allows for the Plan's envisioned development. For example, a plan may call for development that supports a walkable, mixed-use main street, but the on-site parking requirements of the zoning code force developers to use land for parking spaces rather than leasable retail space.

This strategy should also include a review and modification to Tulsa's subdivision regulations to ensure that they are aligned with PLANiTULSA goals and allow desired development.

### Testing with Prototypes

To ensure that the city's new zoning code is in agreement with the goals of the Comprehensive Plan, its regulatory requirements should be designed through a building prototype method that can model the physical and financial impacts of development. Prototype buildings created during the PLANiTULSA process and the regulatory assumptions they incorporate should serve as the basis for Tulsa's zoning districts. The prototypes will preclude the creation of zoning regulations that are in conflict with the goals of the plan. For example, main street areas should be zoned to allow buildings with storefronts on sidewalks, require less on-site parking, and allow a mix of uses by right.



Building prototypes help illustrate the affects of specific factors such as zoning codes, housing and employment densities, and parking standards on hypothetical development or redevelopment.

## STRATEGY 1: REVISE TULSA'S ZONING AND SUBDIVISION CODES

### Mixed-use Districts

Designing and adopting mixed-use zoning districts will help facilitate the kinds of development envisioned in the PLANiTULSA Vision and Plan.

Recommended Zoning Districts	Potential Prototype Buildings
<b>Mixed-use Low Intensity</b> 1-2 story	<ul style="list-style-type: none"> <li>• Neighborhood Grocery</li> <li>• Neighborhood Retail</li> <li>• Mixed-use Apartments &amp; Retail</li> <li>• Mixed-use Retail &amp; Office</li> </ul>
<b>Mixed-use Medium Intensity</b> 3-5 story	<ul style="list-style-type: none"> <li>• Live / Work</li> <li>• Neighborhood Grocery – 1 Story</li> <li>• Neighborhood Retail – 1 Story</li> <li>• Mixed-use Apartments &amp; Retail – 2 Story</li> <li>• Mixed-use Retail &amp; Office – 2 Story</li> <li>• Mixed-use Retail &amp; Office – 3 Story</li> <li>• Office Retail – 3 Story</li> <li>• Office Retail – 5 Story</li> <li>• Mixed-use Residential &amp; Retail – 4 Story</li> <li>• High-density Condo or Apartments – 5 Story</li> </ul>
<b>Mixed-use High Intensity</b> 5-10 story	<ul style="list-style-type: none"> <li>• Live / Work</li> <li>• Neighborhood Grocery – 1 Story</li> <li>• Neighborhood Retail – 1 Story</li> <li>• Mixed-use Apartments &amp; Retail – 2 Story</li> <li>• Mixed-use Retail &amp; Office – 2 Story</li> <li>• Mixed-use Retail &amp; Office – 3 Story</li> <li>• Mixed-use Residential &amp; Retail – 4 Story</li> <li>• High-density Condo or Apartments – 5 Story</li> <li>• Office Retail – 3 Story</li> <li>• Office Retail – 5 Story</li> <li>• Office Retail – 10 Story</li> </ul>

### What Needs to Be Done?

To better align the city's zoning code with *Our Vision for Tulsa* and the comprehensive plan, the city should design and add a series of districts and provisions to the Zoning Code and review the Subdivision Ordinance.

### MIXED-USE DISTRICTS

The city should create three basic mixed-use zones for use in corridors and centers. The table to the left lists the recommended zoning district types and the prototype buildings that should be used to design them.

### PARKING REGULATIONS

The city should review and revise its on-site parking regulations, and add provisions for reduced parking requirements along corridors and in centers that are envisioned as pedestrian-oriented areas. These refinements could include reduced parking requirements for small-scale retail, and lower per-unit requirements for studio or one-bedroom dwellings.

Also recommended is the creation of specific Pedestrian District parking standards. A Pedestrian District could serve as an overlay for a corridor or center and include provisions for placing parking areas in shared lots or behind retail frontages. Main Streets, Town Centers, and Neighborhood Centers should be considered for the Pedestrian District designation.

To help implement Pedestrian Districts, the city should adopt a formal process for analyzing existing parking capacity, future demand, and the potential for shared parking arrangements. This process would include identifying land that can be set aside for public parking facilities, and thresholds for when structured parking facilities should be built to accommodate demand.



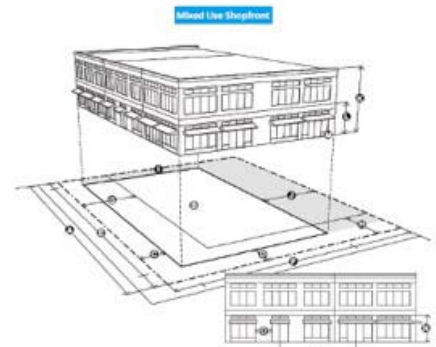
**FORM-BASED CODE ELEMENTS**

In coordination with the mixed-use district provisions, the city should incorporate some form-based elements to its code. Using images and illustrations, form-based codes show how buildings should relate to their surroundings and the street. They provide predictability for both developers and neighbors by defining, in advance, the character expected in new development. It is recommended that the city investigate and adopt a simple approach to form-based codes that addresses basic elements, including:

- Building height
- Set backs (front, side, rear)
- Required street façade
- Ground-floor transparency (i.e., % window coverage)
- Street-facing entrance requirements

**Sample Form-based Code**

Design guidelines should be adopted to accompany any form-based codes. Design guidelines provide local context, such as signage, awning treatments, and street lighting that may be too specific for inclusion in the code.



**FLEXIBLE SUBDIVISION REGULATIONS**

The city should review and revise its land subdivision regulations in order to promote better connectivity in new neighborhoods and centers. The subdivision regulations should encourage connected streets (rather than dead-ends and cul-de-sacs) to facilitate walking, biking, and neighborhood traffic. A variety of model street cross sections have been developed as part of the PLANiTULSA process. The ordinance should reference the city’s Context Sensitive Solutions manual. Pocket parks, bike paths, and pedestrian cut-throughs and other neighborhood amenities should be encouraged in new developments. The city’s subdivision regulations and processes should also be updated to facilitate the kind of infill development envisioned in the plan. This process should be easier to navigate, more timely, and less expensive than it is today.

Building Envelope Standards	RURAL (R)	URBAN (U)	SUBURBAN (S)	URBAN (U)	CENTRAL (C)	CORE (C)
LOT						
Area (min)	5,000 B <sup>2</sup>	5,000 B <sup>2</sup>	10,000 B <sup>2</sup>	4,000 B <sup>2</sup>	5,000 B <sup>2</sup>	5,000 B <sup>2</sup>
Width (min)	50 B	50 B	100 B	40 B	50 B	50 B
Lot coverage (max)	70%	70%	50%	60%	70%	60%
Ground floor area (max) VC/HC only	5,000 B <sup>2</sup>	5,000 B <sup>2</sup>	15,000 B <sup>2</sup>	15,000 B <sup>2</sup>	na	na
<b>FRONT SETBACK AREA</b>						
Primary street (min/max)	0/10 B	0/10 B	0/75 B	0/15 B	0/10 B	0/10 B
Side street (min/max)	0/10 B	0/10 B	0/75 B	0/15 B	0/10 B	0/10 B
<b>REQUIRED STREET FACADE</b>						
Primary street (min)	80%	80%	70%	75%	80%	85%
Side street (min)	40%	40%	30%	35%	40%	45%
<b>PARKING SETBACK</b>						
Primary street (min)	30 B	30 B	5 B	30 B	30 B	30 B
Side street (min)	10 B	10 B	5 B	15 B	10 B	5 B
<b>SIDE/REAR SETBACKS</b>						
Side, interior (min)	5 B	5 B	10 B	7 B	5 B	5 B
Front abutting corner lot line (min)	5 B	5 B	15 B	10 B	5 B	5 B
Front abutting alley (min)	3 B	3 B	5 B	5 B	3 B	3 B
<b>HEIGHT</b>						
Roof (max)	20'	20'	3'	4'	5'	6'
Front (max)	40 B	40 B	50 B	42 B	74 B	80 B
Ground story height (min)	15 B	15 B	15 B	15 B	15 B	15 B
Ground story elevation (min)	0 in.	0 in.	0 in.	0 in.	0 in.	0 in.
<b>BUILDING FACADE</b>						
Ground floor transparency (min)	65%	65%	60%	60%	65%	70%
Blank wall area (max)	20 B	20 B	20 B	20 B	20 B	15 B
Street facing entrance required	yes	yes	yes	yes	yes	yes
Street entrance opening (min)	40 B	40 B	50 B	45 B	40 B	40 B

Source: Code Studio

## STRATEGY 1: REVISE TULSA'S ZONING AND SUBDIVISION CODES



The village at Central Park is an example of development that should be easy to build in Tulsa.

## How Do We Revise Our Zoning Codes?

- **1. Analyze the City's Current Zoning and Subdivision Regulations for Alignment with *Our Vision For Tulsa* and the Comprehensive Plan Goals and Policies**

**RESPONSIBLE AGENCIES:** City of Tulsa Community Development Department: Planning Division (lead), INCOG staff, TMAPC working group

**TIMELINE:** 6 months

- **2: Develop Code Amendments and Refinements**

**RESPONSIBLE AGENCIES:** City of Tulsa Community Development Department, Planning Division (lead), INCOG staff, TMAPC working group

**TIMELINE:** 6 months

- **3: Adopt New Code Amendments**

**RESPONSIBLE AGENCIES:** City of Tulsa Community Development Department: Planning Division (lead), INCOG staff. TMAPC will lead review of amendments and will recommend actions to the City. City Council will review and adopt zoning code amendments.

**TIMELINE:** 12 months

## Strategy 2:

### *Conduct Neighborhood and Small Area Planning in Targeted Areas*

#### Why Do We Need This?

Small area planning is a partnership between the city and its citizens – residents, businesses, builders and developers, institutions and other government entities. While the Comprehensive Plan articulates overarching ideas and strategies for the entire city, it is understood that the main streets, corridors and neighborhoods throughout Tulsa may require specific strategies that are tailored to the individual characteristics of smaller areas.

Small area plans translate broad ideas from the comprehensive plan down to the street level, appropriate in scale, for a given neighborhood. The small area planning process should be used in areas where significant change is expected, where development in question would be at the scale of a new neighborhood and include multiple landowners. For example, when there is a proposal to extend utilities and infrastructure to an undeveloped area that will support a large number of new households or jobs, a small area plan should be used to guide that development.

Small area plans do not need to be used for more routine planning actions, such as developments or subdivisions of land under single ownership. In these instances, a subdivision, zone change, PUD or other process under the zoning code is sufficient. However, individual landowners may elect to do a small area plan if they choose. Another instance where this process should be used is in already-developed areas where new growth or redevelopment is expected, such as neighborhoods along a corridor that will receive significant transit investments.



#### Small Area Planning

Small area plans are most often prepared by city staff in conjunction with neighborhood organizations and business groups and other stakeholders, but can also be prepared by college and university teams, non-profits and the private sector.

No matter who prepares these plans, they should be integrated into the PLANiTULSA process and be developed with input and review by Community Development staff.

## STRATEGY 2: CONDUCT NEIGHBORHOOD AND SMALL AREA PLANNING

### What About Existing Neighborhood and Other Plans?

The city has a number of plans that should be reviewed for consistency with PLANiTULSA Small Area Plan guidelines and updated, as necessary. The Downtown Area Master Plan (listed), upon review and adoption by the TMAPC and City Council should be considered a Small Area plan.

- Kendall-Whittier Plan
- Springdale Area Plan
- Charles Page Blvd. Plan
- Brookside Infill Area Plan
- Crutchfield Neighborhood Plan
- Brady Village Infill Plan
- Sequoyah Neighborhood Plan
- 6th Street Infill Plan - Pearl District
- East Tulsa Neighborhood Detailed Implementation Area Plans (Phase 1 & 2)
- Riverwood Neighborhood Plan
- Southwest Tulsa Neighborhood Plan
- Downtown Area Master Plan

### Other Plans That Should Be Implemented in Coordination with PLANiTULSA

- Arkansas River Corridor Master Plan
- Existing Sector Redevelopment Plans
- Regional Trails Master Plan
- Fair Oaks Comprehensive Plan

Small area plans are not envisioned solely as a city function. They may be initiated by the private sector, as the Brady Village Infill Plan has been. The city should encourage such initiatives and work with these groups to implement the process according to the PLANiTULSA guidelines.

Small area plans will be used to define the need for public facilities or physical improvements, opportunities for infill or redevelopment, and opportunities for transit-supportive development.

The City has many existing small area plans that cover a range of neighborhoods and commercial areas. The City of Tulsa's staff has worked with stakeholders and neighbors to create these plans. However significant implementation activities, including zoning updates and planning for roads are the responsibility of INCOG. Without the ability to directly influence zoning changes, parking practices and the needed capital investments, the likelihood of plan implementation is diminished. Examples of effective small area planning in Tulsa can be seen in areas such as the Pearl District and Brookside. While successful in many ways, these two areas also highlight some deficiencies of the city's current planning and economic development structure.

### What Needs to Be Done?

Review of all existing small area plans in Tulsa is essential to identify areas that are need updated plans and those that need only implementation strategies. In addition to this review, PLANiTULSA's extensive public input process has identified key targeted areas that require new small area plans that should be developed in a similar manner. These plans should be aligned with PLANiTULSA's concepts and should include strong implementation components.

Small area plans will be adopted and incorporated into the PLANiTULSA comprehensive plan and the City of Tulsa's policies for development in these areas to provide as basis to prioritize resource allocations. Consolidating development-related services within the City of Tulsa's Community Development Department (Strategy #6) will make it more likely that, once adopted, small area plans are implemented.

# How Do We Target Our Planning Efforts?

## → 1. Develop a Methodology to Review Small Area Plan Requests on an Annual Basis and Prioritize Plans to Be Initiated

- The Mayor, City Council, TMAPC and staff can request small area plans.
- Petition process developed for neighborhoods and organizations to request a small area plan.
- Community Development staff review requests and recommends a priority to the Mayor.
- The Mayor identifies priority areas, identifies plans to be completed each year, and recommends to Council how to meet the needs for achieving these objectives
- The Mayor allocates funding for approved planning efforts.

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Immediate

## → 2. Assign Staff Person to Oversee Small Area Plans and Create Connections

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** 6 months

## → 3. Update Plans to Conform to *Our Vision For Tulsa* and the Comprehensive Plan and Standardize All Small Area Plans

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** 12 – 18 months

## → 4. Create Targeted New Plans for Identified Areas

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Begin in 18 - 24 months and continue on annual basis.

## → 5. Follow the PLANiTULSA Small Area Planning Process as Outlined in the Appendix to Complete Small Area Plans and Align Them with *Our Vision for Tulsa*

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Ongoing

BEFORE



AFTER



### Pine and North Peoria Visualization

Redevelopment opportunities at Pine and North Peoria include a former grocery store site. A mixed-use town center with housing, shopping, and services could help revitalize the surrounding neighborhoods.

## Strategy 3: *Create a Viable Redevelopment Strategy*

### Why Do We Need This?

A viable redevelopment strategy helps the City achieve the development it desires, to strengthen the economy, and support a robust downtown and vibrant neighborhoods, town centers and regional centers.

An effective, public-private redevelopment strategy in Tulsa can revive a significant number of vacant, underutilized, or poorly developed sites with mixed-use buildings in key areas of the City.

Adding open spaces for gatherings, events or quiet enjoyment further enhances the quality of the urban experience and increases the value of real estate and business investments.

Providing a range of transportation alternatives internally connects redevelopment areas and creates more links that makes it easier to travel between them.

By creating and implementing a redevelopment strategy, the City takes a proactive approach to revitalize these key areas and achieve desired outcomes.

## What Needs to Be Done?

Redevelopment often requires assistance from the public sector to demonstrate viability, particularly for pioneering, catalytic, or momentum-generating projects.

Three essential goals need to be accomplished through the redevelopment strategy:

1. **Restore vacant and underutilized properties to economically productive use.**
2. **Create business districts and neighborhoods that are more economically robust, more socially vibrant, and physically, more inviting and safe.**
3. **Increase community sustainability by making better use of land and transportation systems.**



Getting more out of the existing street system and building new high-performance streets can help unite public works with the community's and developers' visions of a place.



Design that provides an attractive pedestrian realm will enliven Tulsa's centers, neighborhoods, and corridors.

## How Do We Create a Redevelopment Strategy?

### → 1. Create a Redevelopment Tool Kit

A redevelopment tool kit needs to identify all available (financial and technical) public, foundation, and non-profit forms of assistance and should be easy to access and understand. For each tool, there should be an explanation of:

- How it works
- What it does
- Who can use it
- Which agency is responsible for administering it, and specific contact(s) at that agency
- How various tools can be bundled together, and other requirements needed for their successful application

Among Tulsa should consider folding redevelopment tools such as the following into the tool kit:

- Tax Increment Financing
- Tax Credits such as Historic, New Market, Affordable Housing, and Energy
- HUD Programs such as Section 108, 221d4 and 202
- Community Development Block Grant
- Historic Property Tax Freeze
- Revenue Bonds for Public and Non-Profit Projects such as 63-20 and 501c3 Bonds
- Local Improvement Districts
- Sole Source Impact Fees

- Various Foundation Grants and Loans for Redevelopment; Land Acquisition and Banking
- Parking Authority Financing

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Six months

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### → 2. Enhance Tulsa’s “One-stop-shop” for Development Approvals and Permitting

Ensure that businesses, builders and developers have easy access to the pool of city resources that enable redevelopment and new development. All development-related city departments including Community Development, Planning, Fire, and Public Works, among others, need to be part of the one-stop-shop suite of services. Clients should be able to expect permitting and code responses that are coordinated among city departments and processed in a timely manner. For complex projects that require more time and staff resources, the process for decision-making needs to be clear.

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Six months



→ **3. Designate a Lead Agency with Authority to Coordinate Implementation of Redevelopment Efforts**

In addition to multiple city departments, many public, private, and non-profit entities participate in redevelopment efforts. Because each of these entities plays an important role in supporting redevelopment, it is important that a single agency have clear authority to guide and coordinate the efforts of redevelopment partners.

Applying strategic resources to achieve community redevelopment goals will be more effective through a collaborative effort wherein all partners have ownership of the outcomes and investments in various actions, but one agency is charged with ensuring that efforts are coordinated, projects are tracked and resources are optimized. Establishment of the authority of one coordinating entity should enhance the capacity and effectiveness of the City as well as pursuits of Tulsa’s generous foundations and non-profit organizations.

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** Six months

→ **4. Coordinate with Regional Partners to Develop Support Programs for Infill Redevelopment**

Local foundations, Tulsa Development Authority, Tulsa Parking Authority, Tulsa Housing Authority, and other non-profit and public entities are important partners for stimulating redevelopment. The City should work with these partners to craft and implement redevelopment strategies for areas throughout Tulsa. Programs and resources offered by these partners should be included in the Redevelopment Toolkit discussed above.

**RESPONSIBLE AGENCY:** City of Tulsa

**TIMELINE:** Ongoing, begin immediately

→ **5. Create and Implement Specific Strategies for Targeted Areas, Including Downtown and Selected Neighborhood/ Town Center and Corridor Areas**

Incorporate public, non-profit, and foundation tools available for each area, per the toolkit. Include common approaches and programs that can be applied to each area: identify momentum generating adaptive re-use and infill projects; issue solicitations for publicly-held sites; negotiate development agreements on privately held and public parcels that meet redevelopment goals; and apply the redevelopment tool kit to leverage private investment.

**RESPONSIBLE AGENCY:** City of Tulsa, Community Development Department

**TIMELINE:** One year for the initial phase of strategy development

## Strategy 4:

### *Initiate and Complete Several PLANiTULSA Prototype Buildings as Demonstration Projects*



Prototype buildings can serve as models for development in new neighborhoods or infill projects around the city.

#### Why Do We Need This?

Demonstration projects that illustrate the ideas and concepts of the plan, will sustain the momentum of the PLANiTULSA process. The PLANiTULSA plan identifies an expanded palette of building and development types, determined by citizens and stakeholders to be highly desirable. However, these ideas are difficult, if not impossible, to execute and remain untested in the Tulsa market today. The PLANiTULSA team used spreadsheet-based prototype models to design new types of buildings—including mixed-use residential and retail buildings, live-work units, and rehabilitated structures—that will be envisioned for implementation through the plan.

New or unfamiliar building types are usually the hardest to develop, but once they are built, they frequently generate momentum for other such buildings to follow more easily. By using incentives to encourage desirable prototype buildings, this strategy encourages partnerships between developers and the City, with the mutual objective of getting these news buildings on the ground.

The prototypes will reflect best practices for redevelopment and infill development. Incentivizing the use of “green” building techniques, based on a standard and verifiable sustainability rating program will help move Tulsa toward more energy-efficient development. For example, each of the prototype buildings analyzed in PLANiTULSA has been designed to meet LEED-Silver or higher sustainability standards.

## What Needs to Be Done?

Prior to construction of prototype buildings, the City must initiate zoning changes needed to allow the desirable building types. By enhancing the city's one-stop-shop for development approvals and permitting, the prototype development process will allow every agency involved (Community Development, Public Works, Building & Safety, Fire, Economic Development, and the Parking Authority) to test their roles in the new city process. Lessons learned from the one-stop-shop enhancement process and prototype developments will be used to refine the process for future projects.

Basic steps for the City to follow in the prototype development process will include the following:

1. **Form “Team Tulsa” with staff from the City of Tulsa Community Development and Public Works departments, private sector partners and area foundations.**
2. **Identify an area for a demonstration project.**
3. **Identify three sites for prototype pilots based on the following criteria:**
  - Consistency with desirable initial development types
    - i. *Adaptive reuse of existing structure(s)*
    - ii. *3- to 5-story mixed use residential building*
    - iii. *Small lot, 2- to 3-story Main Street infill development*
  - Location in an area that has been subject of neighborhood planning. This neighborhood type should include a range of housing types with walkable streets and retail/services.
  - Coordination of location in areas where with on-going/concurrent city reinvestment and revitalization.
  - Location in area where additional infill development can begin soon after demonstration project is complete.



Design and construction techniques that maximize energy efficiency will ensure that Tulsa's homes and workplaces are comfortable to be in and economical to operate.

## STRATEGY 4: PLANITULSA PROTOTYPE BUILDINGS



Establishing clear and objective planning and policy criteria will enable the marketplace to deliver the kinds of new housing, employment, and amenities outlined in *Our Vision for Tulsa*.

4. **Create a public-private partnership plan for each one of the three development sites. This plan will include an agreement with the developer and a list of city resources and incentives that will be committed to the project, including but not limited to:**
  - Assignment of staff liaisons for each project
  - Expedited permitting
  - City subsidy, if needed
  - City development of shared parking
  - Tax incentives and other financial incentives.
5. **Work closely with the developers of the projects throughout the entire process.**
6. **Evaluate (City and developers) annually the performance of the buildings and highlight potential improvements to the City process for future developments. The evaluation report will identify lessons learned and recommend zoning, policy, and other changes to further streamline the development process.**
7. **Adopt the recommendations from the prototype evaluation report.**

# How Do We Initiate and Complete the PLANiTULSA Demonstration Projects?

→ 1. Create a Public-private Partnership, Team Tulsa, to Guide Process

RESPONSIBLE AGENCY: City of Tulsa, Community Development department

TIMELINE: 6 months

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→ 2. Create Plan for One Pilot Area

RESPONSIBLE AGENCY: City of Tulsa, Community Development department

TIMELINE: 12 months

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→ 3. Identify Three Sites for Prototype Development

RESPONSIBLE AGENCY: Team Tulsa partnership

TIMELINE: 6 months

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→ 4. Work Closely with Three Developers to Complete Projects

RESPONSIBLE AGENCY: Team Tulsa partnership

TIMELINE: 24 months

→ 5. Conduct and Publicize Post-development Analysis

RESPONSIBLE AGENCY: City of Tulsa, Community Development department

TIMELINE: 24-36 months

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→ 6. Adopt Regulatory Changes from Analysis of Prototype Development Processes

RESPONSIBLE AGENCY: TMAPC, Community Development department

TIMELINE: 24-36 months

## Strategy 5:

### *Develop a New Transportation Strategy*



#### Multi-Modal Street Design:

Multi-modal streets emphasize bicycle, pedestrians and transit infrastructure. They can be located in a number of different areas such as town centers, commercial districts, regional centers, employment centers and residential neighborhoods. Multi-modal streets can be main streets or a large arterials, but the focus remains on moving people and not just automobiles.

#### Why Do We Need This?

Historically, as in many American cities, Tulsa's transportation system has been designed to support automobile-oriented land uses. Cars will likely continue to be Tulsans' transportation preference. However, through PLANiTULSA's public input process, Tulsans expressed significant support for expanding the range of transportation options.

The land use and economic portions of this plan indicate that in many areas of town, the transportation system defines and often limits neighborhood development and hinders economic opportunities.

Unlike land use policies that guide the development of private property, transportation policies primarily address the public infrastructure of streets, alleys, bikeways, sidewalks, and transit services. Additionally, transportation policies influence how private development affects the transportation system directly, via physical improvements (e.g. management of auto access across city rights-of-way, or the construction of streets as part of new development) and indirectly, through programs that reduce travel demand and encourage alternatives to the automobile.

Recognizing that past transportation strategies have provided Tulsans with a broad and generally uncongested road network, it is likewise apparent that they have offered few viable alternatives to the automobile. Roads with multiple wide lanes, large intersections, and relatively few pedestrian amenities (i.e. wide sidewalks, medians with trees, parallel parking, and short intersection crossings) are not conducive to walking, biking, or transit and continue to foster a land development pattern that is dependent on automobile access. The land use and economic development priorities found in *Our Vision For Tulsa* depend on a transportation system that supports mixed-use places, transit, and increased viability of alternative modes.

## What Needs to Be Done?

*Our Vision for Tulsa's* transportation strategy prescribes a departure from the traditional transportation life cycle that emphasizes mitigating traffic congestion with automobile capacity improvements in the form of additional lanes or building new roads. This traditional process leads to a perpetual need for improvements to the roadways system. The practice of making roadway improvements without consideration of potential land use changes has resulted in a land development pattern that is automobile-centric and costly in terms of maintenance and quality of life for the City of Tulsa.

## STRATEGY 5: DEVELOP A NEW TRANSPORTATION STRATEGY

### How Transportation Building Blocks Relate to Land Use

The overarching approach to integrating land uses and transportation facilities is known as Context Sensitive Solutions (CSS). This process, described in the Transportation Chapter, provides more detailed direction to balance or prioritize the infrastructure for each mode of travel in the context of the adjacent land uses. CSS takes an interdisciplinary approach to street design that will further encourage coordination between traffic engineers, planners, urban designers, architects, emergency response officials, and the community when designing new streets or reconstructing existing streets. This approach fosters communication with those designing other elements of the community and results in better facilities and places.

Land Use Building Blocks	Transportation Building Blocks			
	Main Streets	Multi-Modal Streets	Commuter Streets	Residential Collector Streets
Downtown	Y	Y	X	Y
Centers	Y	Y	Z	Y
Corridors	Y	Y	Z	X
New Residential	X	Z	X	Y
Existing Residential	X	Z	Z	Y
Employment	X	Y	Y	X

X = Not Applicable; Y = Applicable; Z = Acceptable

The following actions will move Tulsa toward a sustainable transportation system that will support expanded economic development and stabilization of neighborhoods:

#### 1. Initiate and Implement Context Sensitive Solutions to Coordinate Transportation Design and Planning with Land Use Strategies.

In order to achieve the community’s desired connectivity between land use and transportation and to promote neighborhood revitalization and economic growth, more flexibility in roadway design and re-design is warranted. Tulsa can accommodate multi-modal travel and provide more livable streets using its current network. Creating a process to merge INCOG’s and Public Works’ transportation project development process with the neighborhood planning process is fundamental to an incremental transformation from an automobile-oriented transportation system to a multi-modal, livable network.

#### KEY ACTIONS

- Adopt the Institute of Transportation Engineers Recommended Practice Designing Walkable Urban Thoroughfares: A Context-Sensitive Approach.
- Use the Context Sensitive Solutions Process and associated street cross-sections and prioritization criteria as a sub-classification to the INCOG Major Streets and Highways Plan.
- Use the Urban Corridor Planning Process to integrate CSS into the neighborhood planning process and establish roles for Public Works and INCOG to be involved.



## 2. Develop a strategic transit system plan, alternatives analysis and catalyst projects.

Transit should be designed as a consumer good, attractive to persons without vehicles, as well as “choice riders”, because of its quality and benefits. The existing routes of the MTTA bus system offer a safe, reliable and affordable transportation alternative for its current riders. *Our Vision for Tulsa* articulates the opportunity for transit expansion and defines a strategy to deliver transit in coordination with improvements to land development patterns, context sensitive roadway designs and the addition of fixed-route, higher-capacity transit corridors.

Transit expansion is key to realizing *Our Vision for Tulsa* because it enables the City to reduce expenditures without extending infrastructure and enables denser development because of a reduced need for parking and wide roadways. Transit should be included as an integral component of the city’s economic development strategy, which includes the creation of new and sustainable centers and neighborhoods. Accordingly, equitable and sustained transit funding, through instruments separate from transit fares, must be identified for the transit system to grow.

### KEY ACTIONS

- Use transit investment priority criteria during regional transit alternative analysis.
- Use the Context Sensitive Solutions Process and associated street cross sections and prioritization criteria as a sub-classification to the INCOG Major Streets and Highways Plan.
- Use the Urban Corridor Planning Process to integrate transit into the preliminary engineering of roadway designs.
- Pursue local funding for the “Big T” High Frequency Bus, Boulder and Cincinnati Loop Streetcar and East Side Bus Rapid Transit services suggested through PLANiTULSA.

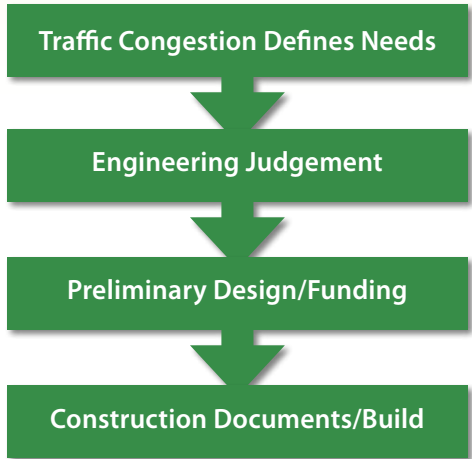


### Tulsa 2030 Goal Transit Performance

The Tulsa 2030 Goal Transit Performance map illustrates the performance for new transit routes and technologies based on preliminary transit demand modeling. The high performance routes are most viable for Federal Transit Administration funding, while the moderate to low performance routes could require local funding. The performance map is useful for prioritizing further study of the transit system in light of the demographic changes described in *Our Vision for Tulsa*.

## STRATEGY 5: DEVELOP A NEW TRANSPORTATION STRATEGY

### CURRENT TRANSPORTATION PROJECT DEVELOPMENT



### FUTURE TRANSPORTATION PROJECT DEVELOPMENT



### 3. Implement a New Transportation Project Development Process Based on Travel Demand Modeling with Sustainable Network Metrics and an Urban Corridor Planning Process

In the past, the transportation project development process has relied solely upon the addition of automobile capacity via new lane miles, grade separations and by-pass roads. The PLANiTULSA plan recommends land use and transportation policies and practices that will enhance the viability of transit, walking and biking as travel modes. In order to successfully implement the concepts in the plan, transportation planners and engineers will need a refined project development processes and improved their tools for travel demand modeling.

#### KEY ACTIONS

- With INCOG staff, coordinate revisions to the regional travel demand model to adopt demographic projection stated in *Our Vision for Tulsa*.
- Adopt the Sustainable Network Policy, including economic and quality of life metrics, from *Our Vision for Tulsa*, to complement INCOG’s transportation decision-making process and project selection criteria.
- Use the Urban Corridor Planning Process to inform the INCOG and City of Tulsa project development processes.
- Initially invest in roadway operational and reconstruction improvements; then, use a context sensitive design process that complements adjacent land uses to increase new roadway capacity at key locations.

#### 4. Initiate a Bicycle and Pedestrian Master Planning Process

*Our Vision for Tulsa* emphasizes new economic opportunities and population growth through the development and re-development of walkable new urban centers. Connecting regional assets (parks, cultural sites and educational facilities), employment centers and existing neighborhoods to these new centers will be a crucial part of implementing the plan. The plan defines a multi-modal roadway system and a transit network that can extend the walking and biking reach of commuters and recreational riders.

However, in order to realize a more walkable and bicycle-friendly community, further analysis of Tulsa's pedestrian and bicycle assets is necessary to identify any gaps in the system. The city is currently pursuing an ADA Transition Plan to, at a minimum, identify the least accessible locations as well as those requiring retrofitting to meet new standards. This effort could be the foundation for a system-wide bicycle and pedestrian master plan.

#### KEY ACTIONS

- Expand the scope of the ADA Transition Plan to address bicycle and pedestrian needs.
- Use the Urban Corridor Planning Process from *Our Vision for Tulsa's* to develop and implement the Bicycle and Pedestrian Master Plan.
- Revise provisions of parking requirements within the Zoning Code to address bicycle parking requirement.

Current Lack of Bicycle Facilities



Future Abundance of Bicycle Facilities



## How Do We Develop a New Transportation Strategy?

### → 1. Institute Context Sensitive Design

Coordinate the Neighborhood Plans, Capital Improvement Program, Construction Standards and INCOG Major Street and Highway Plan.

**RESPONSIBLE AGENCIES:** City of Tulsa Community Development Department, City of Tulsa Public Works Department, and INCOG

**TIMELINE:** Three months

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### → 2. Develop a Strategic Transit System Plan

**RESPONSIBLE AGENCIES:** City of Tulsa Public Works Department, INCOG and the Metropolitan Tulsa Transit Authority

**TIMELINE:** Six months

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### → 3. Improve Travel Demand Modeling Tools

**RESPONSIBLE AGENCY:** City of Tulsa Public Works Department and INCOG

**TIMELINE:** Two months

### → 4. Refine the City of Tulsa Project Development Process and Coordinate the INCOG Master Transportation Plan, the Transportation Improvement Program and the Capital Improvement Program

**RESPONSIBLE AGENCY:** City of Tulsa Public Works Department

**TIMELINE:** Three months

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### → 5. Develop Pedestrian and Bicycle Master Plan

**RESPONSIBLE AGENCIES:** City of Tulsa Community Development Department and City of Tulsa Public Works Department

**TIMELINE:** 12 months

## Strategy 6:

### *Organize Planning and Development Functions for Implementation*

#### **Why Do We Need This?**

PLANiTULSA promotes an ambitious agenda for change that will require a high degree of coordination and skill to accomplish. To achieve Tulsans' vision, the city government must be positioned to promote this agenda, in partnership with other governmental agencies and the private sector, and clear the way for desired development. The development process must be clearly stated and easy to follow, to enable the private sector to build the projects envisioned in PLANiTULSA. Cities that successfully implement visionary plans coordinate long-range and current planning functions, capital improvement programs, and economic development and redevelopment efforts to reinforce each other. Currently, Tulsa's planning and development functions are distributed among multiple departments and agencies.

Currently, development services and economic development functions are housed in different departments. The city's redevelopment activities and programs are executed by the Tulsa Development Authority, as staffed by the City's economic development and real-estate management departments. Neighborhood planning functions are performed within the City's Community Development Department, which includes the Planning, Parks and Recreation and Working in Neighborhoods

## STRATEGY 5: ORGANIZE PLANNING AND DEVELOPMENT FUNCTIONS



BOB SMITH

(WIN) departments. Although the City Planning Department is responsible for updating the comprehensive plan through through PLANiTULSA, the long range planning and and current planning functions (zoning and subdivision administration) are staffed by the Indian Nations Council of Governments (INCOG) through a long-standing agreement with the City. Further, the Tulsa Metropolitan Area Planning Commission (TMAPC), with both Tulsa County and City of Tulsa appointees, serves as the key planning advisory body for City matters and is responsible for comprehensive planning and current planning decisions for the City of Tulsa.

For PLANiTULSA to be successful, it is critical for the city to coordinate development-related activities, to more effectively address changes envisioned by Tulsans. Tulsa should enhance staff capacity and technical skills and consider organizational changes that will allow the city to lead in local land use decision-making.

### **Consolidating and coordinating planning and development-related services within Tulsa will:**

- Allow Tulsa to move towards the citizens' vision by making it easier to develop.
- Link small area plans with zoning and permitting functions to ensure that these plans are implemented.
- Provide consistent review of development requests to ensure that recommended changes are aligned with PLANiTULSA.
- Consolidate current planning and development-related funding to build in-house skills and technology, and expand services.
- Increase staff accountability by bringing dispersed functions together under one city organization.
- Enable the city to become a true advocate of desired development.

## What Needs to be Done?

The goal of this strategy is to consolidate the city’s development-related activities into a Community Development Department and to bring the current- and long-range planning functions—now outsourced to INCOG—into this new structure. This would enable City staff to review and analyze development requests, as well as staff to the Tulsa Metropolitan Area Planning Commission. The City of Tulsa should continue to support INCOG’s leadership role in regional planning and transportation, and other regional functions that benefit the City of Tulsa as a member agency. INCOG’s support and regional leadership is critical to implementing the PLANiTULSA vision.

**Under a unified departmental structure, the City can better achieve the desired outcome for development services and effectively staff the key functions, including:**

- Comprehensive and Small Area Planning
- Community Development
- Real Estate
- Neighborhood Services
- Zoning, Platting and Board of Adjustment Administration
- Historic Preservation (HP) Zoning Administration
- Permitting and Development Services
- Staffing to:
  - i. *Tulsa Metropolitan Area Planning Commission for proposals within the City of Tulsa*
  - ii. *Tulsa Parking Authority*
  - iii. *Tulsa Development Authority*
  - iv. *Tulsa Preservation Commission*

The Community Development Department should also collaborate with Public Works on Capital Improvement Planning and provide a review of all capital projects to be proposed by City of Tulsa departments. In addition, the Department should establish a procedure to coordinate and recommend priorities for capital projects to ensure implementations that meet the long range goals of both the City of Tulsa and its citizens. In addition, the Community Development Department should work with INCOG to define the new role for the agency.

## What Tulsans Have Said

Feedback from surveys and interviews conducted during the PLANiTULSA process indicates that citizens are often confused and frustrated by the planning and development process in Tulsa.

Issues about process transparency and inclusivity were consistently mentioned, as reflected in the following expectations, that Tulsa:

- **Champion an inclusive planning program that incorporates community, housing, economic development, and transportation.**
- **Provide transparency through open and accessible communications between the city and the public.**
- **Ensure fair and transparent administration of development regulations and code enforcement.**
- **Develop clear program to implement and fund adopted plans.**

## How Do We Organize Planning and Development Functions?

→ **1. Identify Current Development-related Funding and Roles, Responsibilities and Outcomes of That Funding**

**RESPONSIBLE AGENCIES:** Mayor's Office and Community Development Director; Coordinate with INCOG

**TIMELINE:** First two months of the transition year

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→ **2. Conduct an Organizational Audit To Define Staffing Requirements and Recommended Organizational Plan**

**RESPONSIBLE AGENCIES:** Mayor's Office and Community Development Director; Coordinate with: INCOG

**TIMELINE:** Begin planning for transition with transition complete within one year

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→ **3. Collaborate with INCOG to Define a Revised Role for the Agency and Identify City's Support of Regional Planning and Transportation**

**RESPONSIBLE AGENCIES:** Mayor's Office and Community Development Director; Coordinate with: INCOG

**TIMELINE:** Begin planning for transition with transition complete within one year

→ **4. Develop a Financial and Staffing Plan to Achieve Reorganization**

**RESPONSIBLE AGENCIES:** Mayor's Office and Community Development Director; Coordinate with: INCOG

**TIMELINE:** Begin planning for transition with transition complete within one year

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→ **5. Develop a Transition Plan Which Includes Overlap of Services to Ensure That Services Are Not Disrupted**

**RESPONSIBLE AGENCIES:** Mayor's Office and Community Development Director; Coordinate with: INCOG

**TIMELINE:** Begin planning for transition with transition complete within one year