Land Use Chapter

Introduction

This chapter of Tulsa's Comprehensive Plan addresses how *Our Vision for Tulsa* will be realized through the use of land. The goals and policies at the end of this chapter will guide the design of the city's regulatory system, including the zoning code, rules governing the subdivision of land, the interaction of land use and transportation and economic development. The goals and policies also provide guidance to land use decisions. Because how land is used profoundly influences how we live, work, and play, this is a document that touches on many aspects of Tulsa's governance and planning.

Chapter Contents

Chapter Appendix

Part I: Our Vision for Tulsa

What does Tulsa want for its Future?

A great city doesn't just happen … it requires considerable time, discussion, citizen participation, leadership and creativity. There are times in every great city's history that are particularly pivotal, where forward-thinking decisions play a critical role in the city's future success. Now is such a time for Tulsa.

Overall, Tulsans are looking for change—in the form of revitalization, expanded housing choices, a diverse and strong economy, and more choices in how to get around town. But we also want stability in certain key areas, such as in protecting and enhancing our existing neighborhoods. And we want Tulsa to be the kind of city where young people can get a great education, build a career and raise a family. We are committed to maintaining a healthy environment for all Tulsans, and we expect decisions that affect us to be made openly and transparently.

The "New" Tulsa will:

Have a Vibrant and Dynamic Economy

The city's engine is a robust and dynamic economy that creates wealth, spurs innovation, and grows employment. Tulsans envision a city that creates additional opportunities for an entrepreneur to open a business, makes it easier for an owner to get a building permit, and provides many transportation options for an employee to commute to work. It will be crucial for the city to continue to nurture and support key industries such as energy, aviation, and health care that will continue to attract workers and their families. The city has a history of leadership and innovation; Tulsans are eager to build on that history to become an energy and sustainability powerhouse.

Attract and Retain Young People

The city's future lies with younger generations, whether they are from Tulsa or other parts of the country or the world. Tulsans envision a city where young people can get an excellent education and training, build a career, have a home, and have plenty of entertainment options. Universities and higher educational institutions attract young people, but it is how well a city welcomes and provides them with a stimulating environment and economic opportunities that determines whether they stay. Tulsa's history as a music and performance mecca is a tremendous asset, and the outdoor amenities also are vital. A creative Tulsa, where young people can get a start, take chances, and contribute to the community is vastly appealing to younger residents.

Provide Effective Transportation

Tulsans recognize that great cities also need great transportation systems that provide a range of travel choices and make the most of their investments. Tulsa's strategy in the past has been to build primarily for cars. The legacy of this approach is significant capacity for automobile travel, but at the expense of those who are unable to drive, or who would like better options for transit, biking, and walking. Tulsans are ready to make a change, and use some of that capacity to expand options. We are also ready to use

modes like frequent bus service, rail transit and streetcars. We also want to expand and make better use of our bike facilities and pedestrian networks to connect our city.

Provide Housing Choices

Some of Tulsa's greatest assets are its single-family neighborhoods, which have provided affordable homes for most of the city's history. Some neighborhoods have homes that need repair. The city is committed to help support and rebuild them in cooperation with owners and the community. Tulsans also recognize, however, that one size does not fit all, and that condominiums, apartments, town homes, live-work lofts, and mixed-use communities will expand the range of options for current and future residents. Mixed-use communities include homes within walking distance of shops and apartments and condos above storefronts—reminiscent of the way Tulsa's main streets and inner neighborhoods originally developed. Mixed-use communities support walking, biking, and transit, and provide housing choices for young, old, and everyone in between. Downtown Tulsa should have a variety of housing for people who are more interested in a dense urban environment.

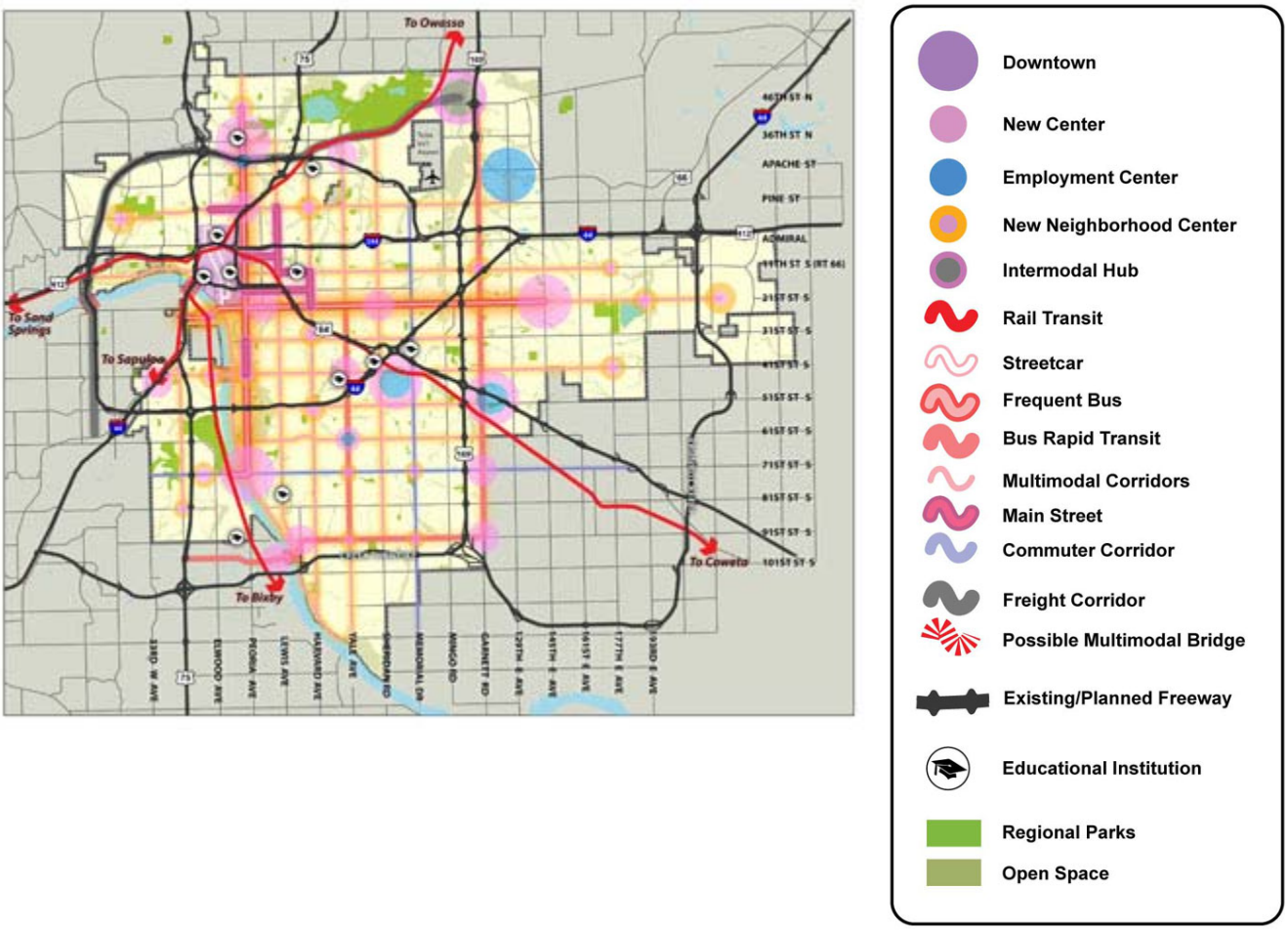
Protect the Environment and Provide Sustainability

Tulsans envision a city that is committed to and leads in sustainability measures. This includes many important elements of a well functioning city: great walking, biking, and transit access as alternatives to driving, high-efficiency building practices, and the smart use of land. In turn, Tulsans recognize our great natural assets, including Mohawk Park, the Arkansas River, Turkey Mountain Urban Wilderness Area, and more than 280 miles of trails. We want to preserve those assets for our children, and where possible, bring nature and parks into the city for everyone to enjoy.

The Vision and the Plan Maps

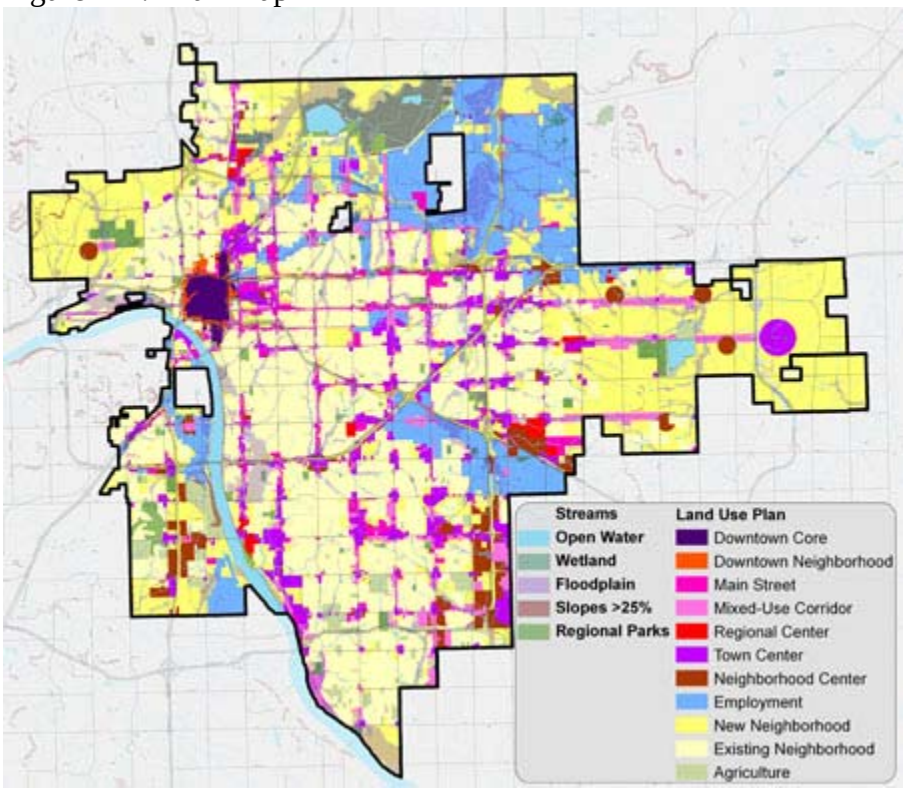
Our Vision for Tulsa is depicted on the Vision Map. It describes the general shape and location of growth and development and the types of transportation infrastructure that should serve them. It is not a regulatory document, but serves as a touchstone for the land use plan as a whole. It provides a long-term reference for decision makers and citizens over the life of the comprehensive plan.

Figure XX: Vision Map



The Plan Map, on the other hand, is derived from the Vision map, and sets the stage for the city's investment and regulatory program. The Plan Map translates the vision's overarching concepts into plan categories that describe in more detail the form, scale, and type of uses for specific areas of Tulsa. From these plan categories will be developed the city's zoning districts, which apply specific use and development standards so new growth is in accord with the overarching plan. There is a more detailed discussion of how the Plan Map was created in the *Building the Plan* section of this chapter, but the map is a combination of current uses and zoning, the *Area of Change and Stability Map*, and the *Vision Map*. This map should evolve as the Comprehensive Plan is implemented, keeping true to the overall vision, but adjusting to new neighborhood plans, unforeseen opportunities, and minor adjustments that are inevitable in a plan's implementation.

Figure XX: Plan Map



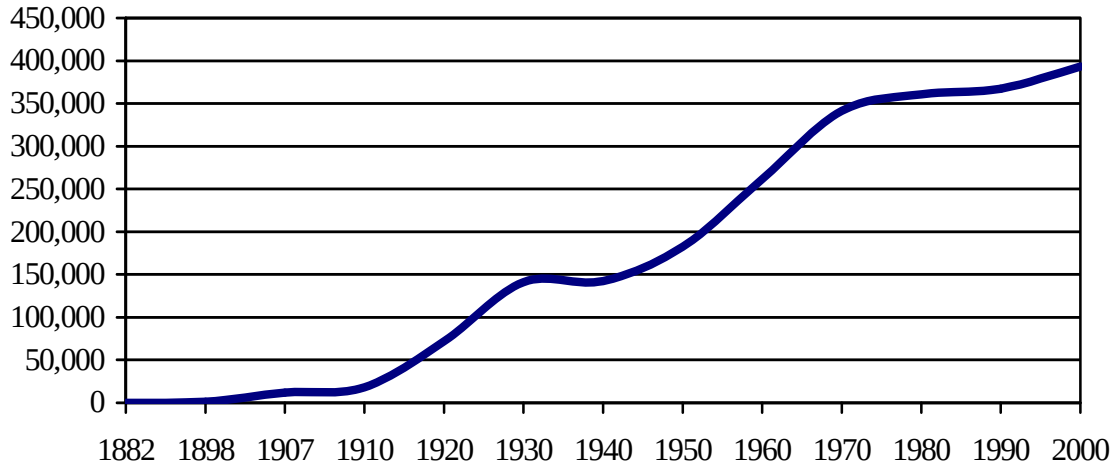
Part II: Tulsa's Past and Present

Historic Growth Trends

Tulsa's original settlement was established in the 1830s by Native Americans. The railroads arrived in Tulsa in 1882, and the town began to grow, spurred by development from an influx of settlers. In 1901, oil was discovered across the Arkansas River a few miles west of Tulsa. By the time Oklahoma achieved statehood in 1907, Tulsa had been declared the "Oil Capital of the World." The discovery of a substantial oil field caused the population to rise dramatically, from 7,300 in 1907 to 72,000 in 1920. The growing population put pressure on water supplies from the Arkansas River, pushing Tulsans to secure a new source, which led to one of the largest public infrastructure projects of that era.

The mid 20th Century was a time of prosperity for the city. Tulsa was at the forefront of petroleum and petroleum-related industries, and the growing aviation industry became firmly established in the city. Petroleum and aviation dominated the city's economy throughout the middle part of the 20th Century. Tulsa's built environment shows the influence of the city's rich art and cultural history, spanning centuries of Native American culture and over a hundred years of urbanization. This culture and history is reflected in the built environment – the early ranches; the tremendous collection of Art Deco downtown offices and neighborhood residences; the futurist architecture at Oral Roberts University; and a range of neighborhoods from detailed Craftsman bungalows to mid-century Ranch and modern residences.

Figure XX: City of Tulsa Population, 1882-2000

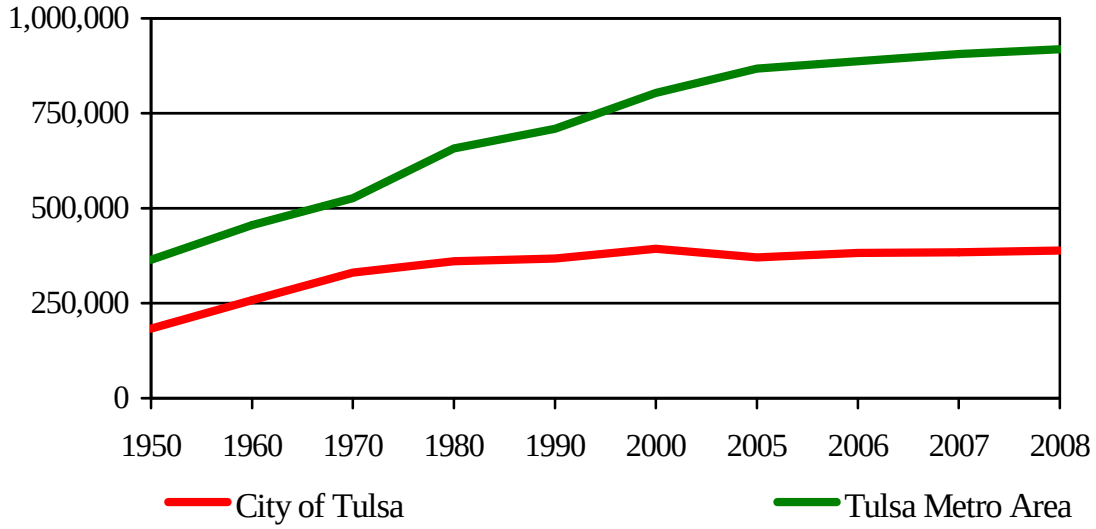


Source: City of Tulsa, US Census Bureau

Like most central cities in growing regions, the City of Tulsa's position as the sole cultural, economic, and population center of the metropolitan area has declined over the last few decades. Beginning in the 1970s, the suburban areas began to grow at a faster

rate than Tulsa, and as a consequence, Tulsa's share of the regional population declined. People have chosen to locate outside the city for a variety of reasons, including the availability of new and affordable homes, access to schools, services, and employment. These effects are self-reinforcing; a critical mass of newcomers helps finance additional development outside the city. While most of the world's leading cities have experienced these phenomena in the 20th century, the healthy cities continue to grow with their regions. A 2003 study found that the downtowns of Seattle, Chicago, Atlanta, Houston, Denver, and eight other cities had increased their share of their respective region's total population.[1] Cities that are troubled are those that are declining in population, employment, and investment while their regions grow. In many cases, eventually the regions do less well, and begin to decline. For the most part, healthy regions in our country are home to a healthy, growing central city.

Figure XX: Tulsa MSA Population, 1950-2007

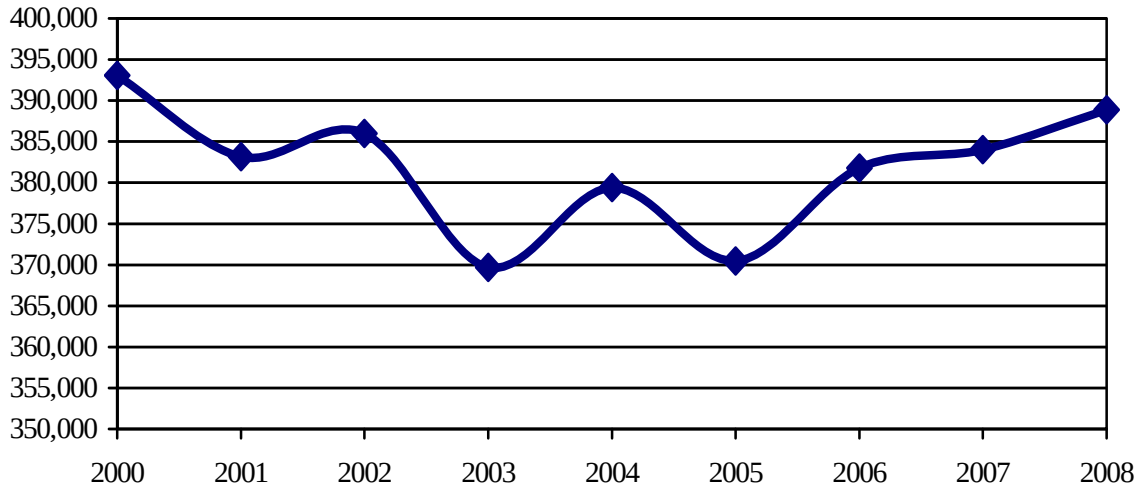


Source: City of Tulsa, US Census Bureau

More recently, Tulsa has had a flat or declining population total. According to population estimates from the U.S. Census Bureau, Tulsa's population fell 22,602 people from 2000 to 2005 (from 393,049 to 370,447) but has been growing since. In 2008 the US Census estimated the city's population to be 388,890, a gain of 18,443 since 2005, but still 4,159 short of the city's 2000 total. The County as a whole is also declining in population slowly, loosing 2,868 residents, a .51% decrease However, growth continues at a healthy pace for the region as a whole. The Tulsa Metropolitan Statistical Area (MSA) grew from 803,235 people in 2000 to 918,154, a gain of 102,520 residents (14.3%).

[1] *Redefining Urban and Suburban America: Evidence from Census 2000, Bruce Katz & Robert E. Lang, ed. 2003.*

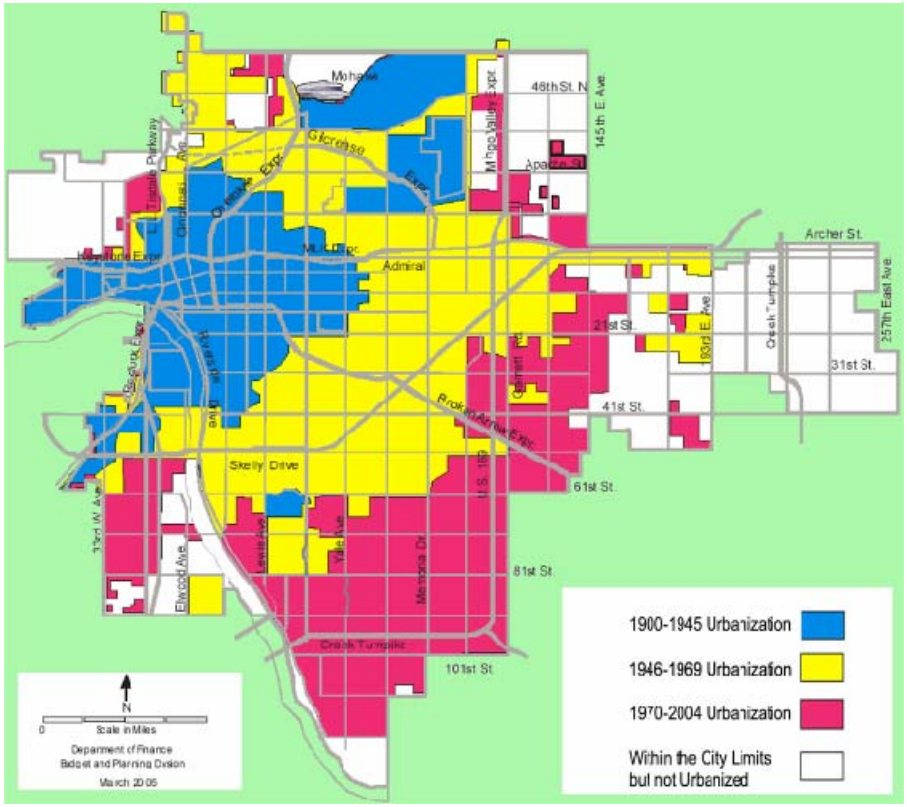
Figure XX: City of Tulsa Population, 2000-2008



Source: City of Tulsa, US Census Bureau

Tulsa's historic urbanization trends are illustrated in the figure XX, below. Between 1900 and 1945, Tulsa was a relatively compact city. In the post World War II era, like much of the nation, the city experienced rapid but decentralizing growth. Over the last 35 years, that trend has continued.

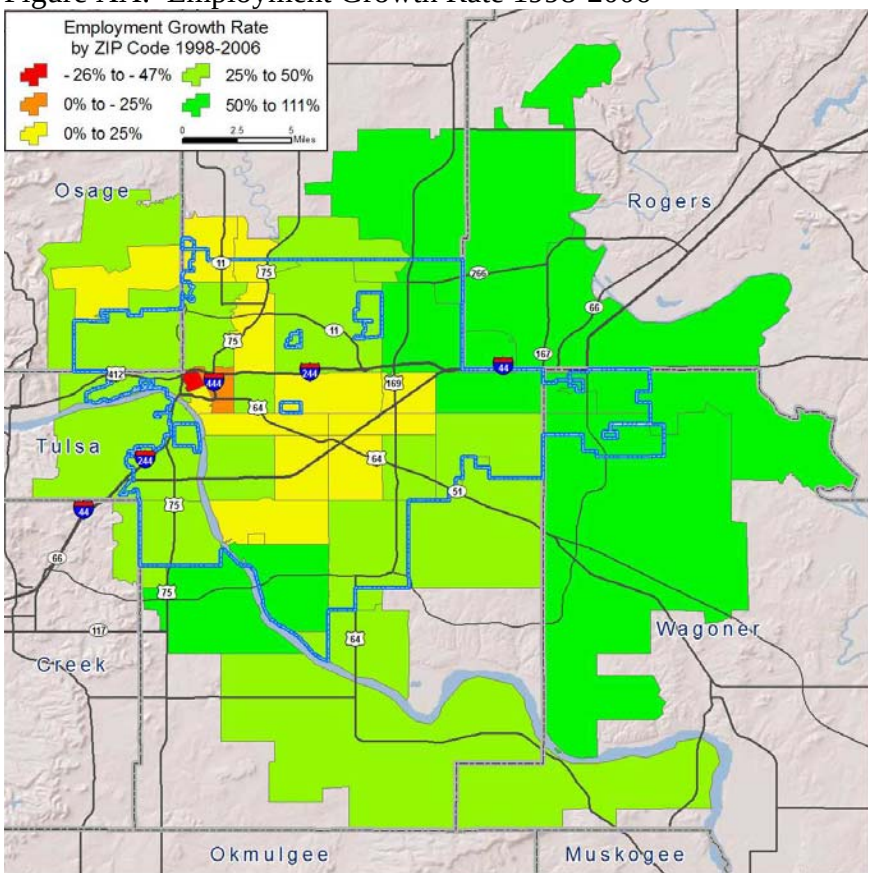
Figure XX: Phases of Urbanization



Source: City of Tulsa

The trend of decentralization has been true for employment growth, as well. An analysis of employment growth rates by ZIP code (including areas outside the official Tulsa Metropolitan Area) found higher growth rates in outlying communities, and flat or negative growth rates in Tulsa's downtown and surrounding neighborhoods. While this analysis is at a fairly course level, it confirms the notion that the City has fallen behind the region in capturing its share of growth.

Figure XX: Employment Growth Rate 1998-2006



Source: US Census, County Business Patterns, 2008; Fregonese Associates.

Tulsa's Current Land Use Conditions

Land Constraints

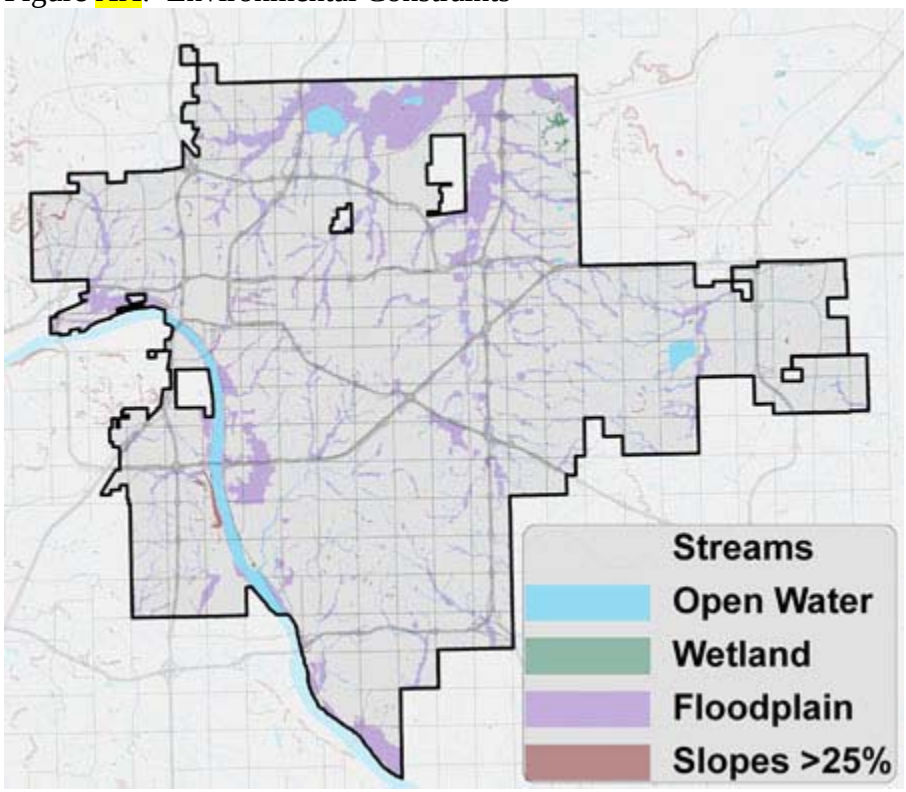
Tulsa's city limits include 128,420 acres of land, including 2,486 acres of lakes or rivers, 4,719 acres of riparian habitat, about 113 acres of wetlands, and 366 acres of land with 25% or greater slopes. Floodplains are a key environmental feature, with about 16,316 acres, or nearly 13% of the city's entire area impacted. These represent the most extensive environmental constraints, and are threaded throughout the city, as illustrated in figure XX.

Table XX: Tulsa's Constrained Lands (acres)

Water (rivers, streams)	2,486
Riparian Habitat	4,719
Wetlands (including buffers)	193
Floodplain	16,316
Steep Slopes (25%+)	366
Vacant Subtotal	24,080

Source: Fregonese Associates

Figure XX: Environmental Constraints



Source: Fregonese Associates

Buildable Lands

The majority of Tulsa's area is already developed, from relatively dense development to scattered development, but there is still a significant supply of vacant land, particularly in East, Northwest, and Southeast Tulsa. Most of Tulsa's vacant land is unimpeded by floodplains.

Redevelopment Potential

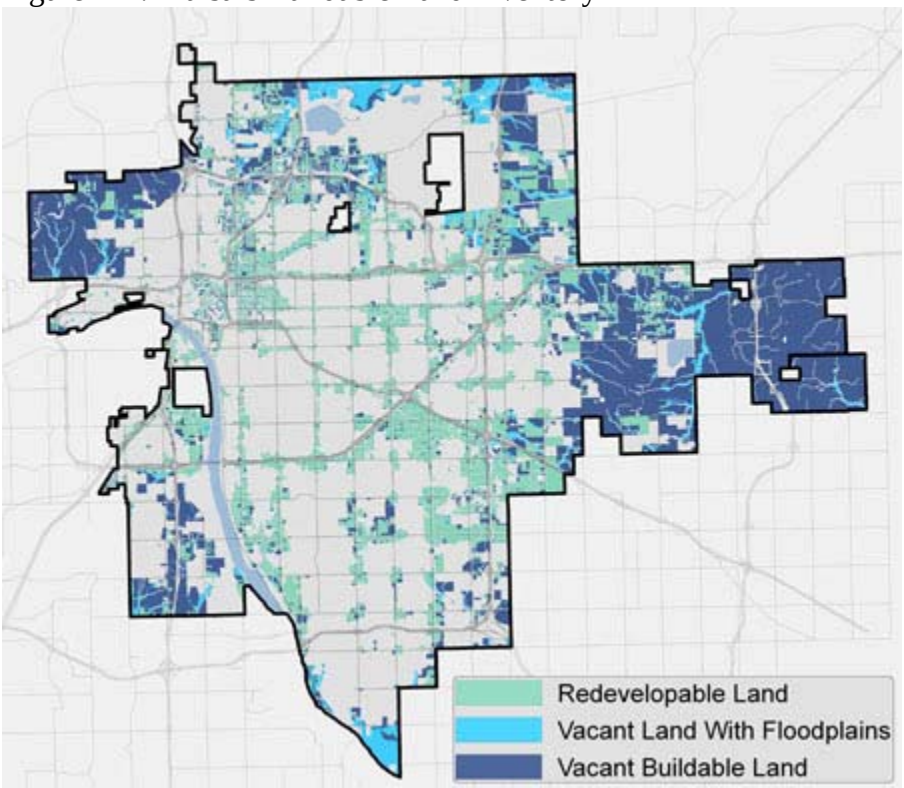
Vacant land is not the only land upon which growth can occur, however. Infill and redevelopment – building on unused or underused parcels in existing urban areas - will be a core piece of Tulsa's revitalization. The PLANiTULSA team estimated Tulsa's redevelopment potential by analyzing land value in the city. Single-family neighborhoods and environmentally sensitive areas were screened out, and then each parcel in the city was ranked by value. The results are eye-opening, and illustrate that there is substantial growth potential within Tulsa's urban core and along its major corridors.

Table XX: Tulsa's Buildable Land Supply

Vacant Buildable Land	29,003
Vacant Land with Floodplains	2,528
Total Vacant Land	31,531
Redevelopable Land	19,096

Source: Fregonese Associates

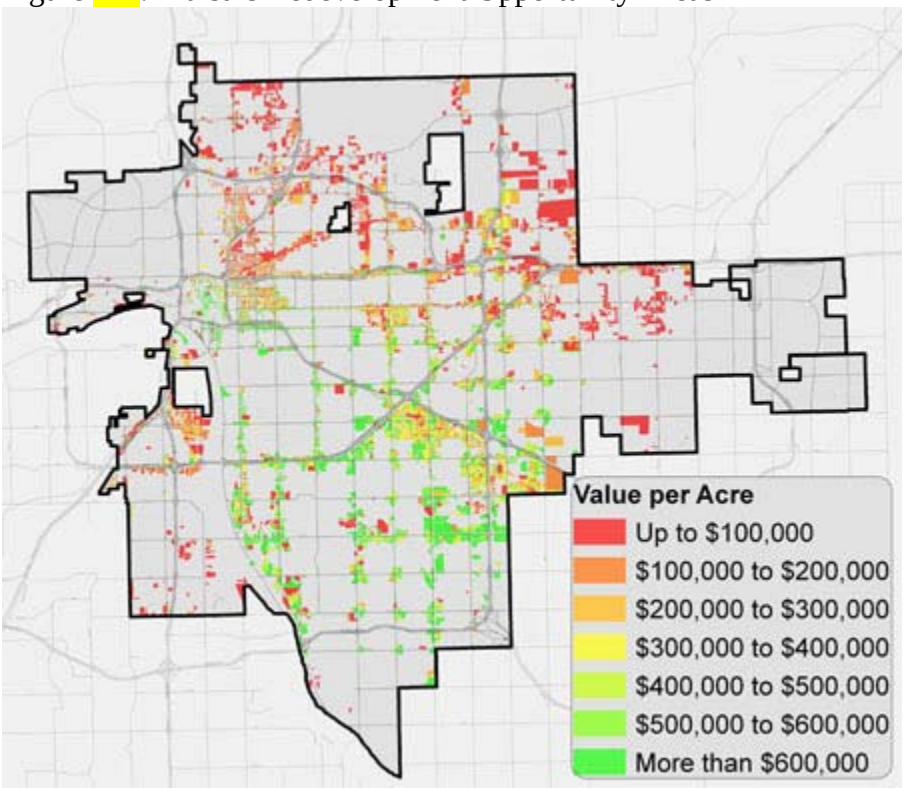
Figure XX: Tulsa's Buildable Land Inventory



Source: Fregonese Associates

Those areas shown in red in Figure XX represent areas where land is relatively affordable, and could represent near-term redevelopment opportunities. Areas with yellow and green shading represent more valuable land, and are places where redevelopment may occur over a longer period of time. Other factors such as infrastructure, transportation, and neighborhood planning goals, will play a large role in how infill takes place, but as discussed in the following section, Tulsa's future demographics and economic needs will make a redevelopment strategy imperative to building a strong, stable economic future.

Figure XX: Tulsa's Redevelopment Opportunity Areas



Source: Fregonese Associates

Part III: Tulsa's Future Trends and Drivers

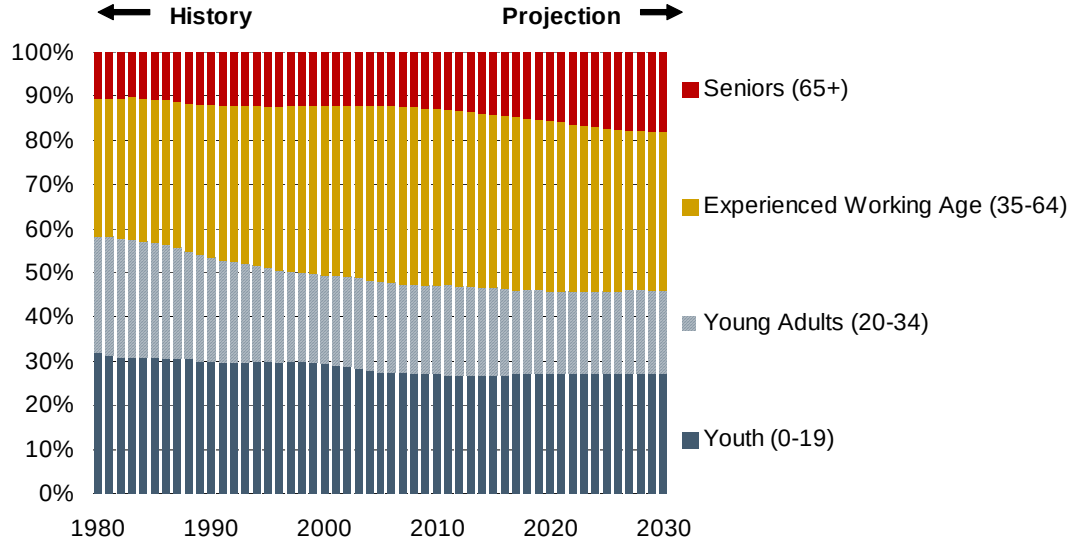
Many of the cultural and demographic forces now asserting themselves in American life will work to the advantage of cities. But one of the findings of the PLANiTULSA process is that past and current growth and development trends, if continued, will not lead to fulfilling the vision of Tulsa as a vibrant regional center. Tulsa will need to develop some new skills and habits for growth and development if it is to capitalize on the demographic and economic trends of the future.

Demographic Trends

Like the rest of the United States, Tulsa's population will change dramatically over the next 30 years. The trends indicate somewhat smaller households, a more diverse population of domestic and international immigrants, and increased competition for young people and laborers.

The trend toward smaller households comes from several factors, one is age. Chart XX illustrates the Tulsa metropolitan area's projected age profile up to 2030. Households made up of baby boomers (those born between 1946 and 1960) are more likely to have just one or two people after their children move away. According to the U.S. Census Bureau, in 2006, about one third of Tulsa's households had just one person; over two thirds (69%) of households have one or two people.

Chart XX: Tulsa MSA Projected Age Profile

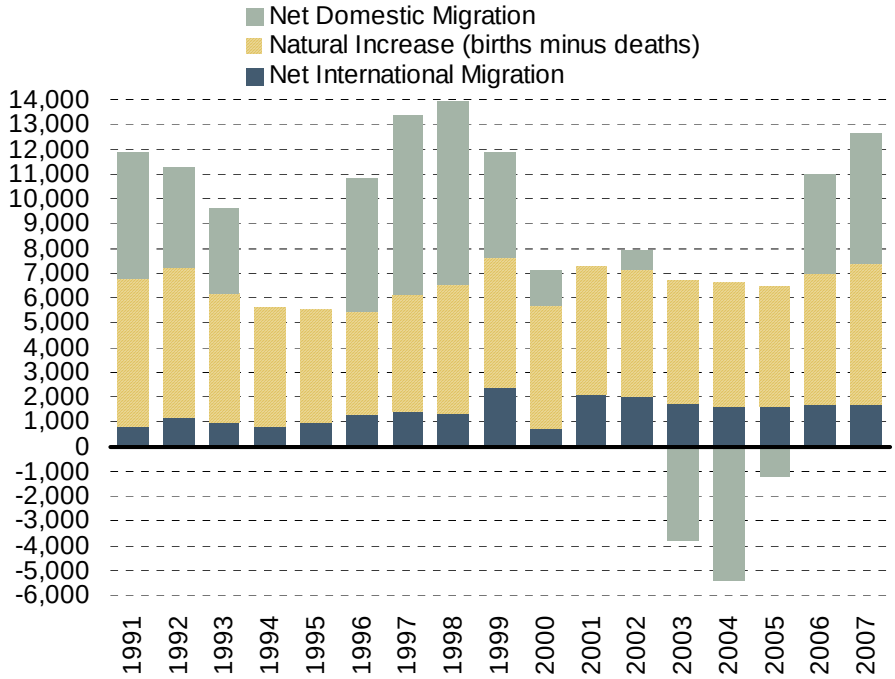


Source: *US Census Bureau (accessed via Moody's Analytics)*

Migration from other parts of the country (domestic) and the world (international) have provided an important share of the Tulsa metropolitan area's population growth, as illustrated by Chart XX. This is likely to continue throughout the life of this plan. In particular, the Hispanic community will contribute significantly to Tulsa's future growth.

Between 2000 and 2006 the Tulsa metropolitan area's Hispanic community grew by 8.6% annually, and now represents about 11.2% of the total population.

Chart XX: Tulsa MSA Migration History

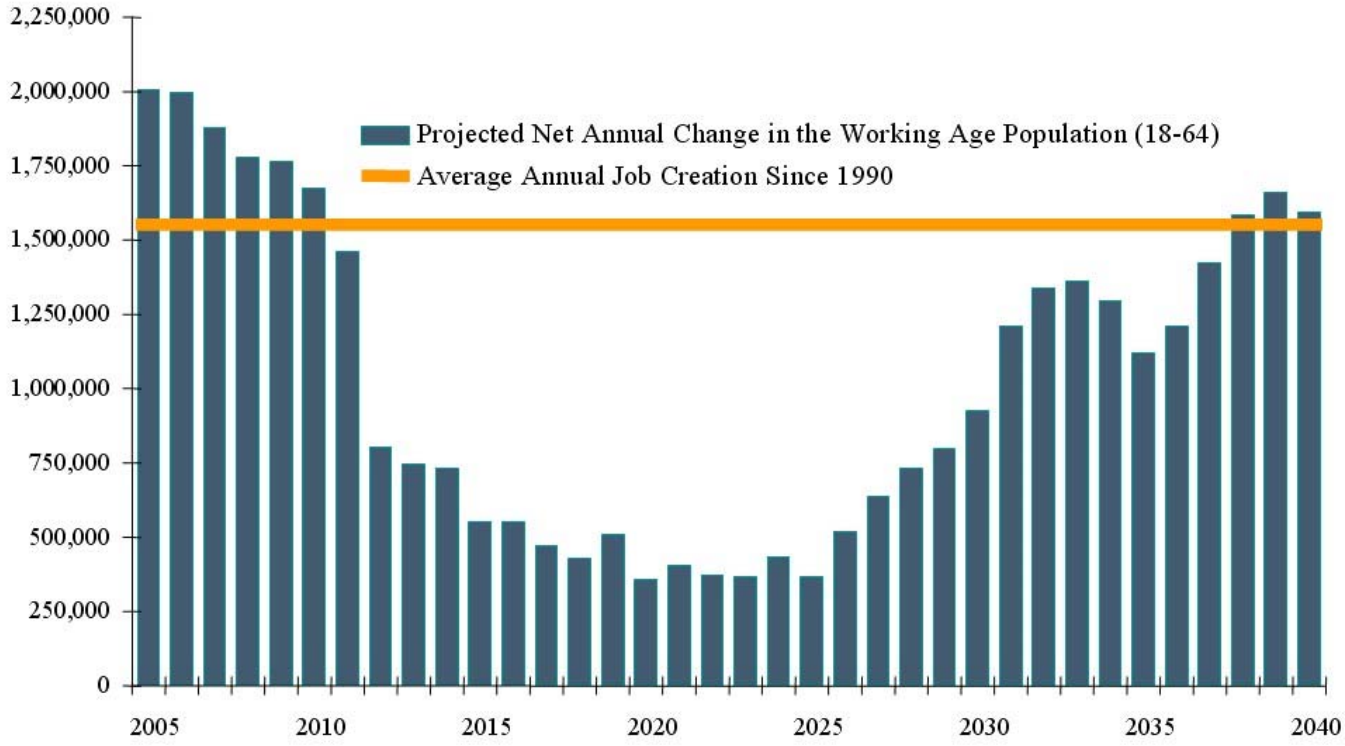


Source: *US Census Bureau (history) & Moody's Analytics (projections)*

These newcomers are typically younger than the average resident. Nationally, the median age of the Hispanic population is 27 years, compared to 31 for the population as a whole. These new residents will need homes and neighborhoods in which to raise their families, schools within walking distance, and easy access to jobs via the transportation network.

Finally, there is the factor of heightened competition between metropolitan areas for young adults, those between 20 and 34. As shown in Chart XX, above, the proportion of young people will decline, from nearly 30% of the population in 1980 to about 20% in 2030. This mirrors trends nationwide, where employers are likely to face a sharp drop off in the number of workers over the next 30 years.

Chart XX: National Working Age Population Trends



Source: TIP Strategies; U.S. Census Bureau; U.S. Bureau of Economic Analysis

Tulsa's Regional Growth Forecast

Several forecasts for the Tulsa Metropolitan Statistical Area (MSA) indicate that the Tulsa MSA will continue to grow at a rapid rate through 2030. A land use and transportation model, Tulsa 2030 Goal (detailed below), assumes that the city will capture a roughly half of the region's growth over that period, thus maintaining its proportional size relative to the MSA. This is an ambitious goal, but it reflects an overwhelming sentiment by Tulsans to maintain the city's primacy in the region.

Table XX: Tulsa MSA 2030 Population Forecasts

	2000 Census	Moody's Economy.com	Oklahoma Department of Commerce	Demographia.com
Population	803,235	1,042,389	970,000	951,600 to 968,400
Increment		239,154	166,765	148 – 165,000
% Change		30%	20%	18% - 20%

Table XX: Tulsa 2030 Goal New Population

	Tulsa 2030 Goal
New Population	102,458

Source: Fregonese Associates

Throughout the PLANiTULSA process the question of regional verses city growth was brought up – and most Tulsans, including the over 5,500 Tulsans who weighed in with their preferences on a survey entitled *Which Way Tulsa?*, indicated that they desired a greater share of regional growth for the City in the future. While desiring this and achieving this are two different things, one of the foundations of the policy for the comprehensive plan is to find ways to attract more population, employment and investment to the city.

A New Direction

In light of demographic trends and the region's projected growth, Tulsa will need to position itself as an attractive city to a broad range of people-- young, old, foreign, and domestic. It will need to meet the demand for housing types not typically found in Tulsa in 2009 – apartments, condominiums, flats, cottages, live-work spaces – as well as traditional single-family homes. On the transportation front, Tulsa will need to continue to serve motorists, but also members of the community who prefer or wish to try transit, biking or walking, or are unable to drive due to their age (either too young or too old). Increasingly, alternative forms of transportation will become important as an economic issue, and as one that improves the city's environment.

Tulsa's land use planning program will play a key role in ensuring that Tulsa can develop in a way that matches the needs of those new residents, employers, and entrepreneurs who the city must attract in order to thrive.

Part IV: Land Use Planning in Tulsa

The PLANiTULSA comprehensive plan establishes planning and policy concepts that will enable the marketplace to deliver the kinds of new housing, employment, and amenities outlined in the vision. It is an outcomes-based planning system that is designed to show a clear and predictable path toward desired types of development. This planning process emphasizes broad-based public input at the planning stage in order to build consensus and minimize conflicts at the building stage.

The Challenge of Redevelopment

Our Vision for Tulsa envisions the redevelopment of underutilized parcels along corridors and downtown and the revitalization of distressed neighborhoods. This process is a key part of rebuilding the city's regional profile as a cultural, housing, and employment center. In recent years Tulsa has experienced some successful redevelopment projects that provide lessons for how redevelopment projects can be successful. The Mayo Building, Mayo Hotel and Lofts, Philtower, and the Tribune Lofts have each contributed more urban housing options downtown. There are a number of barriers to additional redevelopment and infill, include the current mismatch between planning policy and zoning regulations, regulatory barriers to reusing historic structures, and high parking requirements.

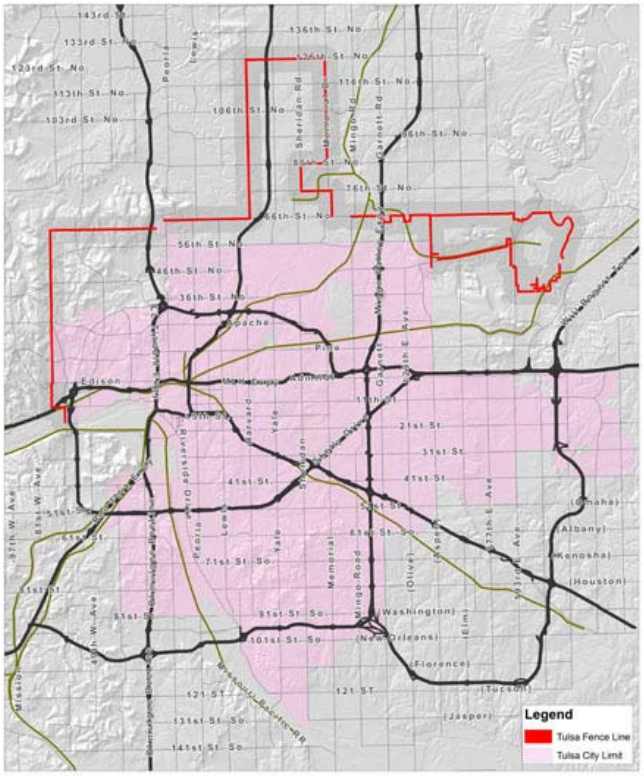
Another challenge is that Tulsa's development community has not had significant and routine experience with infill development. The large supply of vacant land and greater familiarity with suburban-style housing, retail, and employment development has made infill and redevelopment projects appear unnecessarily risky. The city, development community, and philanthropic foundations will need to form strategic partnerships to build familiarity and effective processes to enable redevelopment. A strategy for success must include a coordinated approach to making redevelopment desirable and doable. Revisions to the zoning code, based on market-tested prototypical developments (described below) will greatly enhance Tulsa's redevelopment climate.

Building New Communities & Future Annexations

While redevelopment along corridors, main streets and downtown will provide some of the new housing, employment, and other uses over the next 20 years, Tulsa will still be in the business of creating new communities on its vast tracts of developable vacant land. Presently, over 31,000 acres of buildable vacant land is available within the city. According to the scenario used to establish this plan's goals, called Tulsa 2030, over 38,000 new homes could be accommodated on vacant land. This presents many opportunities to create complete communities that will also enhance existing neighborhoods nearby.

The city also has about 20,000 acres of land within its "fenceline". The fenceline is a strip of land about 100 feet wide that extends from the city's limits and encircles vacant unincorporated land. This prevents other cities from annexing that land, and ensures Tulsa has a reserve for growth in the future. To maintain the integrity of Tulsa's existing urban fabric, newly annexed communities will need to be integrated with it.

Figure XX: Tulsa's Fenceline



Source: INCOG, Fregonese Associates

One of the findings of the PLANiTULSA process was continued support for Tulsa's tradition of building single family neighborhoods. There was also significant support for community grocery stores, parks, schools and other amenities within a short drive, walk, or bike ride from home. These community or town centers could also provide a mix of additional housing options, including townhomes, apartment, and condominiums.

Neighborhoods that blend these amenities, connectivity, and housing options together are known as "complete communities". Many of Tulsa's oldest and most cherished neighborhoods were built in this manner. But most new housing developments, however, do not have these amenities. Even if a grocery store is within walking distance from home, as the crow flies, discontinuous and impermeable street networks can make the trip to get there significantly longer. And because street networks are not designed to connect with adjacent neighborhoods, going from one neighborhood to the next requires travel on major arterials. Figure XX illustrates how poor street connectivity can make walking to the store a lengthy, difficult trip.

Figure XX: Illustration of Actual and Walking Distance

Source: Fregonese Associates

Transportation connectivity standards should be developed to ensure that new communities are connected and easily travelled by foot and bicycle, as well as car. Cities that have adopted such measures also use street patterns other than a simple grid, and traffic calming techniques to preserve a quiet and private atmosphere. Calm but connected neighborhood streets will expand transportation choices by make walking and biking easier.

To ensure that new communities are "complete" by design, the city must use a comprehensive process for planning them in advance and then aligning zoning, subdivision, and capital improvement policies to support their implementation. Working with landowners and nearby communities to develop a shared vision for these communities will be essential to their successful implementation. This small area planning process should precede the annexation of new lands, such as those already within Tulsa's fenceline. One of the primary recommendations of this plan is to make neighborhood and small area planning a key strategy for expanding housing options in Tulsa. This includes reviewing existing neighborhood plans for consistency with the vision and comprehensive plan, and updating them with implementation steps.

Economic Development and Land Use

Tulsa's future will depend on its economic vitality, and *Our Vision for Tulsa* establishes a goal of capturing a proportional share of the region's total job growth, about 40,000 new jobs over the next 30 years. The PLANiTULSA process identified several important sources of economic growth that should be the focus of Tulsa's strategies: entrepreneurship and small businesses; Tulsa's higher educational institutions; and key industry clusters, including aviation, energy, biomed, and health care. Land use goals and policies touch upon each of these important sources of prosperity. They are designed to ensure that there is adequate supply of land for growth; zoning and development standards that encourage mixed-use development; and a predictable one-stop-shop for permitting.

A rich and productive entrepreneurial environment will need support from the land use program. Entrepreneurs and small businesses need easy access to a range of services, including printing, accounting, information technology, catering, and other inputs. Compact mixed use main streets, centers, and downtown put these services within easy reach. Entrepreneurs' most important input is well-trained talent, who must themselves have access to reasonably priced housing, institutions of higher learning and training, and transportation options. Implications for the planning program include the need for a one-stop-shop permitting process so developers can easily build new space for small businesses and housing for their workers. The city will also need to provide a workable mixed-use zoning code, so complementary businesses can locate near one another and their customers. Reducing required parking ratios will help reduce the cost of new entrepreneurial space.

Higher educational institutions are Tulsa's incubators of future artists, innovators, teachers, businesspeople, and leaders. Connecting that talent with the rest of the city and retaining their energy and dynamism should be a major focus of the land use system. This means coordinating closely with each educational institution to ensure that students have adequate housing and amenities where they go to school. It also means ensuring that internships, training, and employment opportunities are cheaply and easily accessible from campus. Implications for the planning program include the need to engage Tulsa's educational institutions and their surrounding neighborhoods in a small area planning process to develop a vision and strategies for their future. This process should consider student housing needs (on and off campus), parking and transportation demand management, and providing amenities like shopping and services for both residents and campus communities.

Finally, Tulsa must maintain its collaboration with the Chamber of Commerce to retain key industries and help them grow. An important component of the land use strategy is to ensure that adequate land with sufficient transportation infrastructure is available for new or expanding industries. This includes aligning plans and zoning policies in new centers where office uses, medical centers, and other high density enterprises can expand. Businesses such as manufacturing, transportation, and distribution, which require large building footprints and access to freight lines, should be provided adequate land supplies near the Tulsa International Airport and future intermodal freight facility. Implications for the land use program include the need to regularly assess the city's supply of

buildable employment land and align capital improvement plans so critical infrastructure is in place.

Detailed policy on the economy is contained in the Economic Chapter of this plan.

Land Use and Transportation

The relationship between transportation infrastructure and land use is one of the most important determinants of how a city functions. *Our Vision for Tulsa* places an emphasis on coordinating transportation facilities' design with the land uses they serve. Like many American cities, Tulsa's transportation system has historically been oriented to support automobile traffic. While it is likely that cars will continue to play a big role in how Tulsans get around town in the future, the PLANiTULSA public input process found significant support for expanding the range of transportation options.

Traditional approaches to traffic congestion management consist of expanding automobile capacity, but usually overlook how land use can contribute to the solution. While Tulsa does not currently suffer from the severe traffic congestion found in Los Angeles, Houston or Dallas, The PLANiTULSA transportation and land use scenario process sought to illustrate how land use and transportation are related.

The relationship between the design of a transportation facility (how often it accommodates driveways, how wide are its lanes, whether it has on street parking, whether it has street trees) and the land uses it serves is an increasingly important concept. When the emphasis is placed upon moving people primarily in automobiles the opportunities for creating sustainable places is reduced.

To increase tax revenues and fulfill *Our Vision for Tulsa* transportation and land use must be more intricately coordinated and in some cases transportation should set the course for desired development patterns to occur. The design of transportation facilities has a great impact on the marketability of an area and the type of land development forms that will occur. For example building new highways spurs single family subdivisions and strip commercial developments and main streets enable mixed uses, townhouses and small businesses. Tulsa 2030 Goal reveals that there is a sector of the economy and a population today and in the future that desires and will thrive on a new set of transportation alternatives and unique street designs.

The transportation chapter defines corridors for the investment of transit and this chapter shows how those investments will enable a new denser land development pattern to persist. Getting more out of the existing street system and building new streets that are high performance comes from a process that seeks to unite public works with the community's and developers' visions of a place. This process is called Context Sensitive Solutions and it will be a part of every neighborhood planning effort. (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic

and environmental resources, while maintaining safety and mobility for all users (bike, pedestrian, auto and transit).

The land use program will need to support Tulsa's transportation vision by enabling development types that shorten trips and enhance connectivity. Small area plans should consider their role in the city and regional transportation network, to ensure that new development along corridors supports long-term transportation goals. The zoning code should lower required parking ratios and promulgate urban design principles that enable people to park once and walk to their destinations. New neighborhoods should be governed by subdivision standards that promote good street connectivity.

Detailed policy on transportation is contained in the Transportation Chapter of this plan.

Land Use and Housing Choice

Housing in Tulsa today is relatively affordable, and must remain so in order for the city to be a desirable choice for future residents and businesses. Tulsa will also need a diverse housing supply to meet future demand. The planning program will play a key role in ensuring there is an adequate supply of appropriately zoned land so the marketplace can meet that demand. While new emphasis will be placed on developing a range of housing types, like apartments, condominiums, townhomes, and live-work units, single family homes will still likely represent the majority of new housing. Retaining and reinvesting in the existing housing stock is another important outcome that must be supported by land use policies. Ensuring that infill development complements and enhances existing neighborhoods will be a function of the planning and zoning program. Finally, expanding the supply and quality of housing designed for students, staff and faculty of higher education institutions, both on and off campus is a key priority. This is tied directly to the city's economic development strategy, which includes a focus on building partnerships between the city, employers and higher educational institutions.

Implications for the land use program include the need to closely monitor Tulsa's ability to produce a mix of housing units, as well as revitalize neighborhoods that are in need of reinvestment. Tulsa's zoning code, which defines the types of housing and densities on the ground, should be updated to allow the mix of units Tulsa will require. Tulsa 2030 Goal, which identifies housing targets for specific areas, will serve as a guide for measuring the zoning code's performance.

Detailed policy on housing is contained in the Housing Chapter of this plan.

Schools and the Community

Schools and neighborhoods are a key priority and many Tulsans expressed a desire for better integration between them. Our Vision for Tulsa outlines concepts for improving walking and biking routes to schools and integrating parks, open space, community centers and schools.

The land use program can support school and neighborhood integration efforts, such as the Tulsa Area Community Schools Initiative, by ensuring that the small area planning process includes robust coordination between educational institutions and the city. For instance, new school planning and design should utilize best practices to minimize conflicts between autos and students on and around campus. Schools in existing neighborhoods should be the focus of analyses to identify barriers to walking and biking and improves safety.

Parks, Open Space and the Environment

Our Vision for Tulsa outlines an approach to parks and open space that will connect Tulsans with developed parks and natural areas. These include active and passive recreational spaces downtown and in the city's neighborhoods. They also include large parks and wildlife areas around the city. The land use program should promote access to these spaces through ensuring that parks and open spaces are preserved in existing neighborhoods and planned for new communities.

The land use program also plays a role in avoiding or mitigating development in hazardous or environmentally sensitive areas, such as wetlands and floodplains. By identifying these areas early in the planning process, area wide planning and zoning policies can be designed to avoid conflicts and provide access to natural features. Land use policy implications include conducting environmental and open space surveys as part of the small area planning process. Performance measures include household access to parks and open space, the ratio of new parks and open space to homes in new communities, and the mix of recreational amenities available throughout the city (i.e. playgrounds, aquatic parks, dog runs, etc.)

Detailed policy on this topic is contained in the Parks, Open Space and Environment Chapter of this plan.

Sustainability and Land Use

Tulsa's land use program can have a sizeable influence on a variety of sustainability factors. These factors include greenhouse gas emissions, water and air pollution, and economic viability, which is often overlooked.

Buildings and transportation contribute significantly to greenhouse gas emissions, which mean they can also be a part of the solution. The land use program plays a major role by emphasizing several things. One is an approach to urban design that creates places that are easy to walk and bike in, while also being accessible via transit. These places reduce the need for long automobile trips, thus cutting emissions. Secondly, by planning for denser urban environments, the land use program promotes the kinds of buildings that use energy more efficiently. For example, an apartment or condominium building consumes less energy on a per square foot basis than a detached single-family home, by virtue of

shared walls and centralized heating and cooling systems. Making these types of places an option will help the city meet both housing and environmental goals at the same time.

Finally, economic viability is a key component of sustainability. The city's ability to serve residents depends on a vibrant and growing economic base, which will be supported by infill and new community planning strategies in this plan. Ensuring an adequate supply of employment lands, both as infill and on undeveloped parcels will be essential, as will transportation infrastructure to serve them. Land use policies that support a range of housing, employment types, and transportation options will ensure that Tulsa can function as a marketplace for goods, services, and ideas.

One form of accounting for these linkages is known as Triple Bottom Line, which evenly assesses the impact of decisions in economic, environmental, and equitability terms, also known as "profit, planet, and people." With limited resources and a need to make the best transportation investments possible, this more comprehensive form of accounting can ensure each dollar spent maximizes public benefit. Developing criteria for investment decisions following this perspective should be applied in Illinois as it is done in so many progressive places. Decisions should reflect public values and be based on a Triple Bottom Line approach, one which measures sustainability of economics, environment and human equity. It is impossible to have a sustainable system without taking these three factors into account.

Part V: Building the Plan

The Plan Maps

This section presents the land use and future connectivity map and their components. The maps consist of building blocks that provide a framework for the land use and transportation categories. This provides a frame of reference for development patterns that characterize Tulsa's existing conditions and those patterns the city wishes to achieve in *Our Vision for Tulsa*. The descriptions attempt to capture images and qualities of land use and transportation patterns to make the terms readily understandable to the reader.

The plan map types do not simply describe the typical existing characteristics of each land use or street in the city today, instead, they define the ideal future land use, corridors, and multi-modal street characteristics. Each building block is associated with land use and street types that characterize both their functional role within the city and the design guidelines to be applied to them. Thus the typology is intended as a guide for future development to demonstrate patterns that build upon the best existing characteristics of the neighborhoods and city.

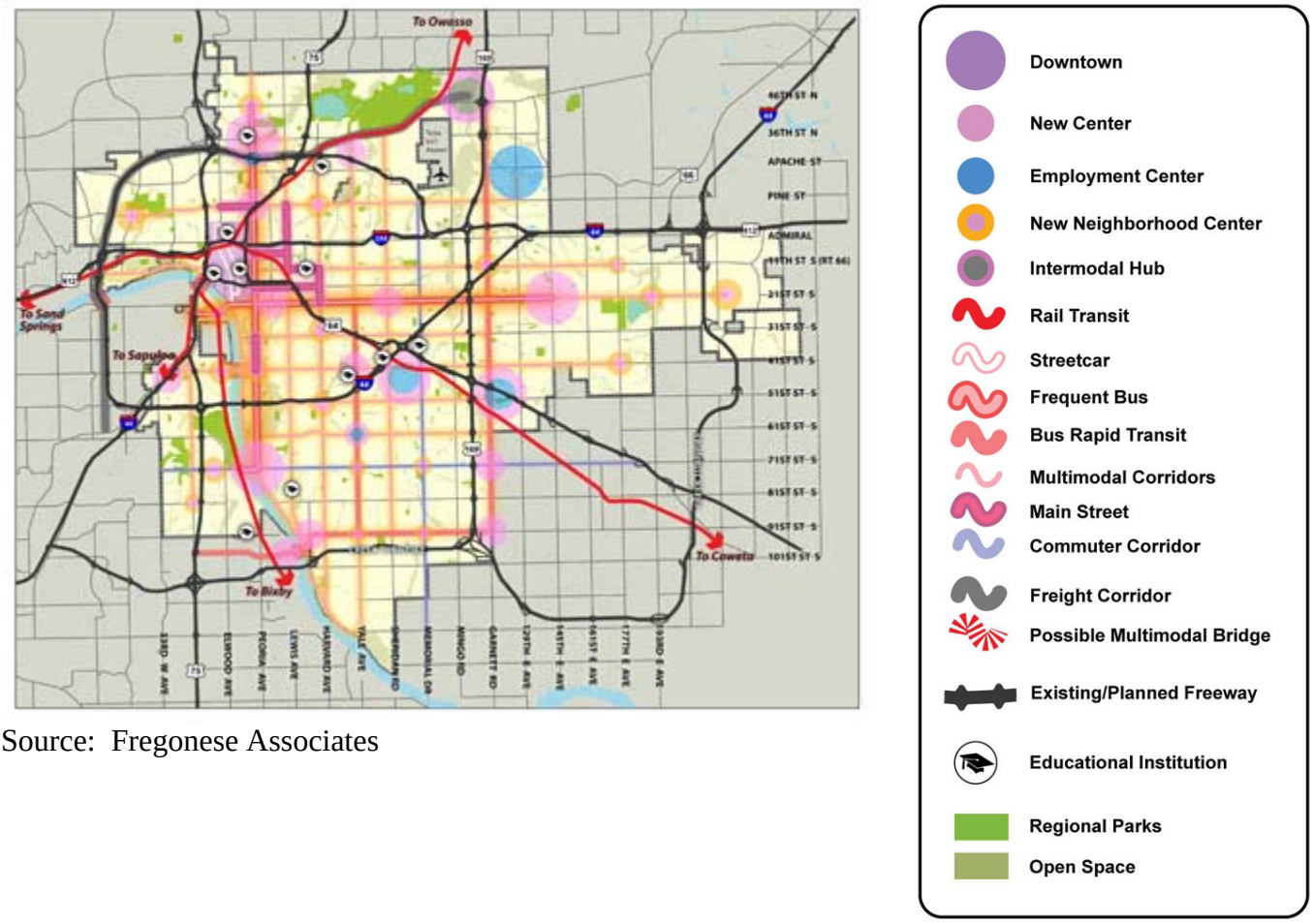
Adding physical design elements further refines the land use and transportation types. The plan recognizes that certain design elements play an important role in whether a land use or street contributes to the overall vision. This plan identifies particular design characteristics that can mean the difference between whether a new structure or street design fails or succeeds as an addition to the community. For example, creating a pedestrian friendly city is a central premise of the vision for centers and neighborhoods. On a main street, where strolling and window shopping by pedestrians is desired, design standards include bringing buildings near the sidewalk and providing a minimum amount of display window area at street level. Street design elements include wide sidewalks, street trees and street furniture.

Purpose of the Plan Maps

The maps are the component of the comprehensive plan that addresses the man-made geography of the city. The plan maps identify areas where the land uses or intensity of uses are envisioned to change (identified as the Areas of Change) as well as areas where land uses should be maintained and improved while retaining their existing character (identified as the Areas of Stability).

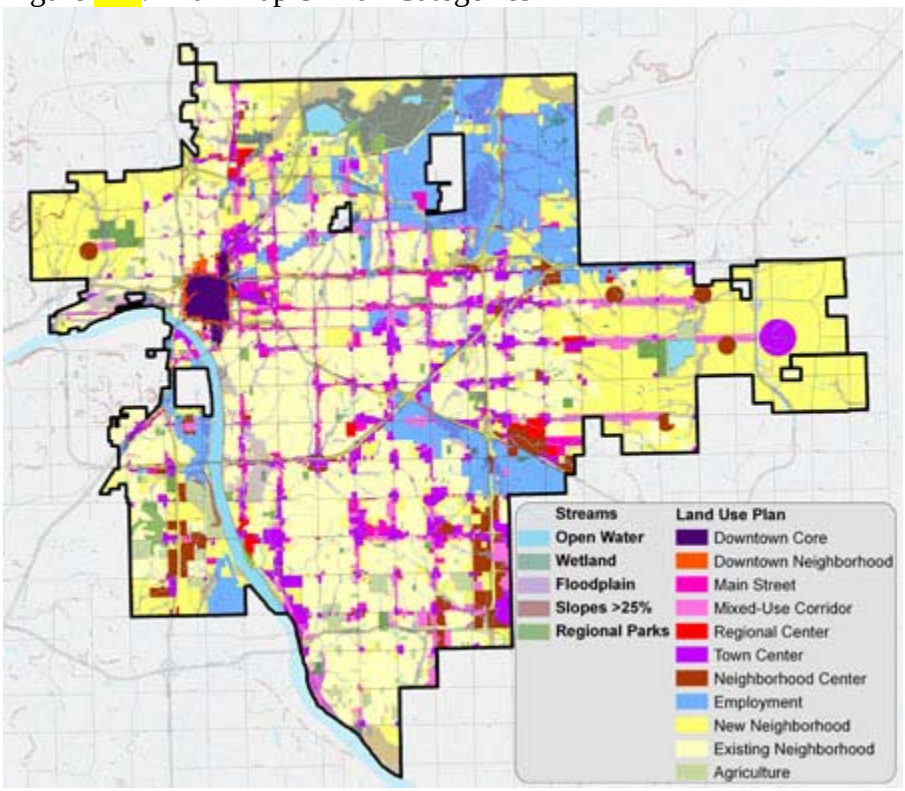
With regard to transportation, the maps display the street types that complement the land uses they serve. Figure XX shows future land use and Figure XX shows primarily future transportation systems.

Figure XX: Vision Map



Source: Fregonese Associates

Figure XX: Plan Map & Plan Categories



Source: Fregonese Associates

How to Use the Plan Maps

The land use categories identified on the plan maps suggest the type of zoning needed to support the characteristics of the identified land use and transportation patterns. The street types identified on the plan maps define the kind of street environment that should be created to support the land use. For example, industrial areas should have streets with wide lanes to accommodate trucks and town centers and main streets should have wide sidewalks to accommodate pedestrians.

The plan maps should be used in the development of smaller scale plans and related implementation legislation or public investment strategies for the area in question. Zoning districts, public investment strategies, and transportation improvements should be guided by the plan map. However, individual project should not be subject to the scrutiny of a comprehensive plan, but be guided by the regulations that are in place at the time the application is filed.

It is possible, after conducting a review of a proposed project or neighborhood plan, the conclusion may be reached that the PLANiTULSA process did not exactly predict the growth and evolution of a neighborhood or the city. Should this occur, the plan map should be amended, using the building blocks and plan categories identified in this plan.

From Building Blocks to Plan Categories

Tulsa's land use map is organized around five general building blocks: Downtown, Corridors, Centers, New and Existing Residential Neighborhoods, and Employment areas. The building blocks in these five categories must be applied to reflect the fine-grained character of the many areas that make up Tulsa. The building blocks are not fixed – some areas are in a state of transition as is the case with several older industrial areas around downtown that are emerging as mixed-use neighborhoods.

Table XX: Vision Building Blocks and Corresponding Plan Categories

Building Block	Plan Categories
Downtown	• Downtown Core • Downtown Neighborhood
Corridors	• Main Street • Multi-Use Corridor
Centers	• Neighborhood Center • Town Center • Regional Center
New Residential Neighborhoods	• New Residential Neighborhoods
Existing Residential Neighborhoods	• Existing Residential Neighborhoods
Employment	• Employment

Source: Fregonese Associates

The building blocks distinguish functional land use characteristics with regard to typical location, transportation characteristics, land use mix, employment and housing characteristics. They also address basic physical parameters such as average estimated housing and employment densities. Minimum basic design concepts are prescribed for each plan category. These describe the ideal characteristics with the understanding that many existing areas in Tulsa do not and will not meet this ideal. Following that are the tools that may be used to transform areas over time that do not meet the ideal design guidelines.

Downtown

Downtown Tulsa is a unique area, the centerpiece of the city and region with the highest intensity of uses. Many uses are attracted to the centralized location –government entities, major employers, regional entertainment venues, unique restaurants, specialty stores, nightclubs, cultural entertainment and hotels. Downtown is a significant employment center. Downtown also is a unique and eclectic neighborhood offering a special variety of housing for people who prefer to live in the midst of the activity and amenities.

Within the Downtown building block are two general plan categories, Downtown Core and Downtown Neighborhood. These two general categories are designed to encapsulate the

concepts developed in the Tulsa Downtown Area Master Plan, developed at the same time as PLANiTULSA.

Downtown Core is Tulsa's most intense regional center of commerce, housing, culture and entertainment. It is an urban environment of primarily high-density employment and mixed-use residential uses, complemented by regional-scale entertainment, conference, tourism and educational institutions. Downtown core is primarily a pedestrian-oriented area with generous sidewalks shaded by trees, in-town parks, open space, and plazas. The area is a regional transit hub. New and refurbished buildings enhance the pedestrian realm with ground-floor windows and storefronts that enliven the street. Automobile parking is located on-street and in structured garages; surface parking lots are not needed or desirable.

Downtown Neighborhoods are located outside but are tightly integrated with the Downtown Core. These areas are comprised of university and higher educational campuses and their attendant housing and retail districts, former warehousing and manufacturing areas that are evolving into areas where people both live and work, and medium- to high-rise mixed-use residential areas. Downtown Neighborhoods are primarily pedestrian-oriented and are well-connected to the Downtown Core via local transit. They feature parks and open space, typically at the neighborhood scale.

Plan Category	Average Households per Acre	Jobs per Acre
Downtown Core	26	91
Downtown Neighborhood	42	12

Centers

A center is the focal point of one or more neighborhoods. Centers provide convenient access to shops, restaurants and community-oriented services, such as day cares, libraries and meeting halls. There are shorter auto trips and more walking and bicycling in a center since residential and commercial areas are near each other. Centers often are the site for transit stations and bus route intersections. Those centers with pedestrian and bicycle-friendly streets entice residents to walk to major transit facilities. Attractive and safe pedestrian connections from the surrounding neighborhood to the center encourage people to walk or bike to destinations such as transit stations, bus stops or businesses.

The size of a center and its role in the city vary correspondingly with the scale and accessibility of the surrounding neighborhoods. Ideally, centers should support both daytime and evening activities to create an attractive and safe neighborhood destination.

The Centers building block includes three types of plan categories, Neighborhood Centers, Town Centers, and Regional Centers.

Neighborhood Centers are small-scale, one to three story mixed-use areas intended to serve nearby neighborhoods with retail, dining, and services. They can include apartments, condominiums, and townhomes, with small lot single family homes at the edges. These are pedestrian-oriented places served by transit, and visitors who drive can park once and walk to number of destinations.

Town Centers are medium-scale, one to five story mixed-use areas intended to serve a larger area of neighborhoods than Neighborhood centers, with retail, dining, and services and employment. They can include apartments, condominiums, and townhomes with small lot single family homes at the edges. A Town Center also may contain offices that employ nearby residents. Town centers also serve as the main transit hub for surrounding neighborhoods, and can include plazas and squares for markets and events. These are pedestrian-oriented centers designed so visitors can park once and walk to number of destinations.

Regional Centers are mid-rise mixed-use areas for large-scale employment, retail, and civic or educational uses. These areas attract workers and visitors from around the region and are key transit hubs; station areas can include housing, retail, entertainment, and other amenities. Automobile parking is provided on-street and in shared lots. Most Regional Centers include a parking management district.

Plan Category	Average Households per Acre	Jobs per Acre
Town Center	14	19
Neighborhood Center	5	12
Regional Center	8	25

Corridors

Corridors share some of the same attributes as centers, but these areas are more linear and oriented along one or more streets. Corridors historically have formed in conjunction with the transportation infrastructure, as illustrated by historic streetcar commercial districts and high-traffic commercial arterial streets. A corridor's commercial vitality relies on careful planning for automobiles. But because corridors are linear and meet the needs of the immediate surrounding districts as well as street traffic, the land-use and transportation system should be designed and improved to accommodate many types of travel including walking.

The Corridors building block includes two main types of plan categories, Main Streets and Multimodal Corridors.

Main Streets are Tulsa's classic linear centers. They are comprised of residential, commercial, and entertainment uses along a transit-rich street usually two to four lanes wide, and includes much lower intensity residential neighborhoods situated behind. Main Streets are pedestrian-oriented places with generous sidewalks, storefronts on the ground floor of buildings, and street trees and other amenities. Visitors from outside the surrounding neighborhoods can travel to Main Streets by bike, transit, or car. Parking is provided on street, small private off street lots, or in shared lots or structures.

Multi-Use Corridors are Tulsa's modern thoroughfares that pair high capacity transportation facilities with mixed-use housing, commercial, and employment uses. Off the main travel route, land uses include multifamily housing, small lot, and townhome developments, which step down intensities to integrate with single family neighborhoods. Multimodal Corridors

usually have four or more travel lanes, and sometimes additional lanes dedicated for transit and bicycle use. The pedestrian realm includes sidewalks separated from traffic by street trees, medians, and parallel parking strips. Pedestrian crossings are designed so they are highly visible and make use of the shortest path across a street. Buildings along Multimodal Corridors include windows and storefronts along the sidewalk, with automobile parking generally located on the side or behind.

Plan Category	Average Households per Acre	Jobs per Acre
Main Street	8	16
Mixed-Use Corridor	9	12

New Residential Neighborhoods

The New Neighborhood Residential Building Block is comprised of a plan category by the same name. It is intended for new communities developed on vacant land. These neighborhoods are comprised primarily of single-family homes on a range of lot sizes, but can include townhomes and low-rise apartments or condominiums. These areas should be designed to meet high standards of internal and external connectivity, and shall be paired with an existing or new Neighborhood or Town Center.

Existing Residential Neighborhoods

The Existing Neighborhood Residential area is comprised of a plan category by the same name. The Existing Residential Neighborhood category is intended to preserve and enhance Tulsa's existing single family neighborhoods. Development activities in these areas should be limited to the rehabilitation or improvement of existing homes, or the construction of new housing on vacant parcels. In cooperation with the existing community, the city should make improvements to sidewalks, bicycle routes, and transit so residents can better access parks, schools, churches, and other civic amenities.

Plan Category	Average Households per Acre	Jobs per Acre
New Neighborhood	4	1
Existing Neighborhood	Varies	n/a

Employment

Employment areas contain office, warehousing, light manufacturing and high tech uses such as clean manufacturing or information technology. Sometimes big-box retail or warehouse retail clubs are found in these areas. These areas are distinguished from mixed-use centers in that they have few residences and typically have more extensive commercial activity.

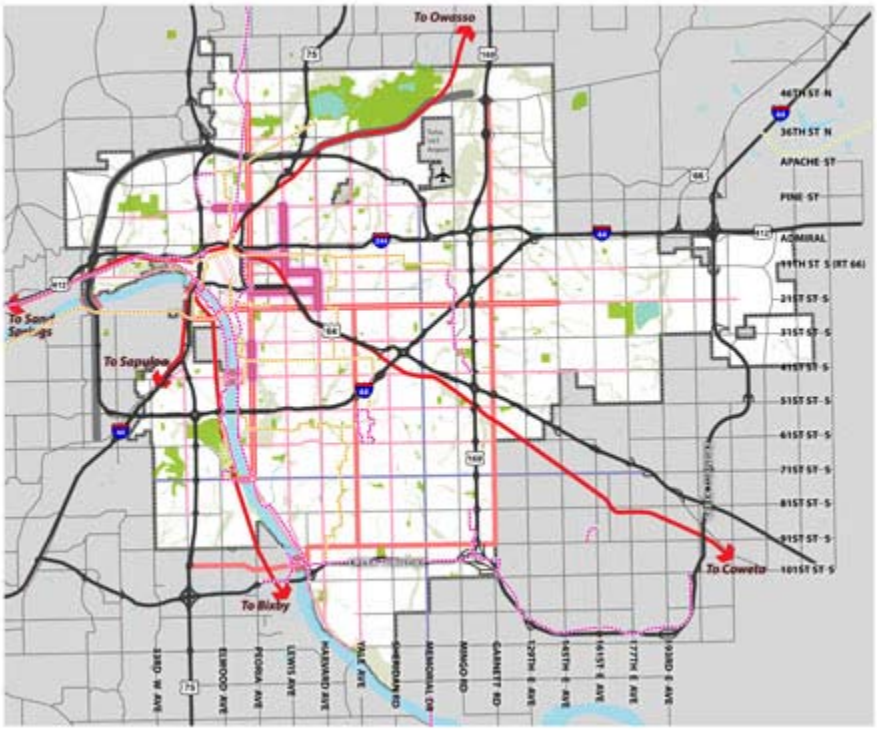
Employment areas require access to major arterials or interstates. Those areas, with manufacturing and warehousing uses must be able to accommodate extensive truck traffic, and rail in some instances. Due to the special transportation requirements of these districts, attention to design, screening and open space buffering is necessary when employment districts are near other districts that include moderate residential use.

Plan Category	Average Households per Acre	Jobs per Acre
Employment	n/a	19

Transportation Building Blocks

This section describes the land use implications of Tulsa's transportation needs; a more detailed discussion of transportation goals and policies can be found in the Transportation Chapter. The two fundamental transportation building blocks are an expanded transit system and a network of multi-modal streets.

Figure XX: Transportation Vision



Source: Kimley Horn Associates

Expanded Transit System

The current delivery of public transportation in the Tulsa region is a provided by the Metropolitan Tulsa Transit Authority (MTTA). The fixed route service provides riders with access to regional shopping, health care and employment centers adequately. The existing routes of the MTTA bus system offer a safe, reliable and affordable transportation alternative for its current ridership.

Expanding ridership for the system should come mostly from new choice riders. These riders typically own cars, but can be enticed to use transit by quality of service and convenience. Choice riders in Tulsa may be attracted to transit because of an array of social values, such as their desire to reduce their "carbon footprint" and be "green" but mostly they will be attracted by the qualities of a good transit system, such as fast and frequent service, amenities like bike racks, comfortable and quiet vehicles, and good accessibility from stations and stops to work, home, or other destinations. The following tables illustrate the advantages and disadvantages of transit compared to cars.

Car advantages and Transit responses	
Car Attractions	**Transit responses**
Door-to-door service Goes anywhere Convenient for multiple-destination trips	Enhanced service coverage and multiple-trip fares
Ready when needed	Frequent service
Comfortable and private Protection from the elements	High-quality vehicles, seating and stations Protection from the elements
Carries personal goods	Room for parcels, bikes and strollers
Fosters family travel	Pleasant ambiance for families
Provides prestige, looks nice, conveys a sense of freedom and independence	Premium experience for travelers who travel in a more sustainable fashion

Source: Adapted from Metrolinx, Green Paper #7, March 2008

Car Problems and Transit Advantages	
Car Problems	**Transit Advantage**
Consumes land for roads and parking	Uses land and road space more efficiently
Slow and unreliable in high-traffic corridors	Rapid, frequent service in high-traffic corridors that avoids congestion (with exclusive rights-of-way
Heavy traffic disrupts neighborhoods	High ridership helps build neighborhoods
Noisy and polluting	Relatively quiet and low polluting
Burns fossil fuel inefficiently	Uses cleaner energy sources more efficiently
Greater incidence of injuries and deaths for auto users and pedestrians	Fewer injuries and deaths for riders and pedestrians
Discourages walking and bicycling	Active modes feed/distribute transit trips
Creates health problems	Provides opportunities for exercise
High public costs for infrastructure and support	More capacity per dollar invested
High personal costs for ownership, insurance and use	More affordable for users

Source: Adapted from Metrolinx, Green Paper #7, March 2008

The purpose of the expanded transit system is twofold. First, it provides a reliable and convenient alternative to the automobile. Secondly, this new transit program will play an important role in influencing sustainable land-use patterns. People living and working in and around transit corridors can rely less on the automobile and use enhanced pedestrian, transit, and bicycle facilities. Households who elect to live near transit can often reduce the number of cars they own, reducing the need for parking facilities.

The elements of the expanded transit system include rail (both light rail and commuter rail), Bus Rapid Transit (BRT) and a variation on BRT called High Frequency Bus. A streetcar system will also play a vital role in Tulsa's future transit system.

Rail Transit
The rail transit element of the expanded transit system consists of streetcar, light rail and commuter rail service. While streetcars share existing right-of-ways, light rail and commuter rail typically operate in designated rights of way separate from other forms of transportation (i.e. cars, bikes, pedestrians, and freight rail). In addition, connections with other forms of transportation sometimes are grade separated (e.g., rail crossing of a major street) to reduce conflicts. Commuter rail differs from light rail in that it typically serves longer distance trips, has fewer stops within a corridor, and uses diesel-powered vehicles. The operational characteristics of light rail include smaller vehicles and better acceleration, allowing it to function more efficiently on a multi-modal street mixed with other forms of transportation (i.e., cars, bikes, buses, and pedestrians).

Both commuter rail and light rail provide advantages over the automobile. As demand increases, light rail and commuter rail lines can easily be expanded by adding cars to the trains or by increasing the frequency of service. Thus, rail serves densely built areas such as downtown Tulsa more efficiently. Rail corridors also play a vital role in providing access to special events, sports and cultural facilities, and entertainment.

[Sidebar: The land use efficiency of transit compared to freeways: A typical light rail car handles 175 people during the peak hour operating conditions. Assuming 2 car trains and 5 minute headways, a light rail system can move roughly 8,400 people per hour within 40 feet of right-of-way including station locations. Thus, light rail can carry 210 persons per hour, per foot of right of way. In contrast, a four lane expressway with traffic moving in both directions (roughly 80 feet of right-of-way) can move roughly 9,600 people per hour, which equates 120 persons per hour, per foot of right of way.]

Bus Rapid Transit (BRT)
BRT is a relatively new technology that combines some aspects of rail transit with the flexibility of buses. It can operate on exclusive transit ways, HOV lanes, expressways, or ordinary streets. As compared to typical diesel bus technology, a BRT system can potentially combine new technology (using propane or other alternative non-diesel fuel), priority for transit, cleaner and quieter operation, rapid and convenient fare collection, and integration with land-use policy.

High Frequency Bus
This new form of service operates in mixed traffic and has short stop spacing. Increased efficiency of this service comes from intelligent system operations. Priority and preemption is used at intersections and real-time information is given at stops through the utilization of GPS technology.

Multi-Modal Street System

The second transportation building block is the multi-modal street system. A multi-modal street balances the needs of all modes of travel, giving people the option to walk, bike,

ride transit or drive. The street types include Main Streets, Multi-Modal Streets, Commuter Streets and Livable Streets. These street types attempt to strike a balance between functional classification, adjacent land use, and the competing travel needs.

This approach diverges from conventional street designs that emphasize automobile mobility and speed to the exclusion of other users. At the same time, it retains the city's existing classification system of arterials, collectors and local streets. Instead, it presents criteria to better classify their function and guide the redevelopment of existing facilities and the design of new ones. The conversion to multi-modal streets will occur incrementally as roads are re-designed, small area plans recommend changes to the road character and on-street bicycle facilities are needed to link key destinations and connect the off-street trails to neighborhoods. Further details can be found in the Transportation Chapter.

Main Streets
Main streets serve the highest intensity retail and mixed land uses in Tulsa's areas such as downtown and in regional and neighborhood centers. Like multi-modal streets, main streets are designed to promote walking, bicycling, and transit within an attractive landscaped corridor. Generally, main street activities are concentrated along a two to eight block area, but may extend further depending on the type of adjacent land uses and the area served.

Main streets can be designed with two to four travel lanes, although typically have only two lanes. On street parking usually is provided to serve adjacent land uses. Unlike typical strip commercial developments, main streets offer the ability to park-once and walk amongst various destinations, thus reducing arterial trip making. The key is to create convenient parking that is on-street or provided in a shared public parking lot. Careful consideration must be made to the appropriate amount and design of parking lots or the walkability of a place is in jeopardy.

Multi-Modal Streets
Multi-modal streets emphasize plenty of travel choices such as pedestrian, bicycle and transit use. Multi-modal streets are located in high intensity mixed-use commercial, retail and residential areas with substantial pedestrian activity. These streets are attractive for pedestrians and bicyclists because of landscaped medians and tree lawns. Mixed-use streets can have on-street parking and wide sidewalks depending on the type and intensity of adjacent commercial land uses. Transit dedicated lanes, bicycle lanes, landscaping and sidewalk width are higher priorities than the number of travel lanes on this type of street. To complete the street, frontages are required that address the street and provide comfortable and safe refuge for pedestrians while accommodating automobiles with efficient circulation and consolidated-shared parking

Commuter Streets
The most widespread commercial street type is the strip commercial arterial. These arterials typically serve commercial areas that contain many small retail strip centers with buildings set back from front parking lots. Because of this, strip commercial arterials have many intersections and driveways that provide access to adjacent businesses.

Historically, this type of street often is highly auto-oriented and tends to discourage walking and bicycling. On-street parking is infrequent.

Commuter streets are designed with multiple lanes divided by a landscaped median or a continuous two-way left turn lane in the center. Commuter streets are designed to balance traffic mobility with access to nearby businesses. However, because there are so many intersections and access points on commercial streets, they often become congested. Improvements to these streets should come in the form of access management, traffic signal timing and creative intersection lane capacity improvements.

Livable Streets

These streets work to strengthen neighborhood cohesion, promote alternative transportation, calm traffic and connect recreational destinations. Livable streets serve two major purposes in Tulsa's neighborhoods in new developments that are building homes with pedestrian frontages that demand a reduced buffer to create a complete street and when retrofitting overly-wide residential or downtown streets with on-streets parking, bicycle and pedestrian accommodations and traffic calming measures.
In both cases, livable streets tend to be more pedestrian-oriented than commuter streets, giving a higher priority to landscaped medians, tree lawns, sidewalks, on-street parking, and bicycle lanes than to the number of lanes.

Livable streets consist of two to four travel lanes, but place a much higher priority on pedestrian and bicycle friendliness than on auto mobility.

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 for balancing or prioritizing 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.

Transportation building blocks	Land Use Building Blocks					
	Downtown	Centers	Corridors	New Res	Exist Res	Employment
Main Streets	Y	Y	Y	X	X	X
Multi-Modal Streets	Y	Y	Y	Z	Z	Y
Commuter Streets	X	Z	Z	X	Z	Y
Livable Streets	Y	Y	X	Y	Y	Z
X not applicable, Y Applicable, Z Acceptable						

From Plan to Prototypes to Zoning

One of the key innovations of the PLANiTULSA plan was the use of building prototypes, or models, to illustrate how the vision and plan can be translated into an implementable zoning code. Building prototypes can range from single-family homes and mixed-use buildings to regional retail malls and office buildings. They are built using a simple to use spreadsheet that accounts for housing and employment densities, floor-area ratios, impervious surfaces, construction costs, financial feasibility, tax revenue and other key attributes. For instance, by adjusting various aspects of a prototypical building, such as the number of floors, the amount of parking required, or the proportion of retail space, a user can identify factors that affect its financial feasibility.

Building height limits, parking ratios, and setback requirements can significantly impact the market feasibility of development, but most zoning codes are never tested for market feasibility. There are several advantages to using prototypes to pre-test a zoning code. For one, prototypes can be created quickly and cheaply prior to the creation of a zoning district. They are also valuable public involvement tools that planners, developers and community members can use to model development concepts collaboratively. Prototypes provide important fiscal impact information, including estimated real estate value added and sales tax revenues from new development, to help illustrate the benefits of development.

PLANiTULSA Prototypes
The challenges presented by Tulsa's existing planning and zoning code to successful infill and redevelopment is illustrated by way of a metaphor. Tulsa's "palate" of building prototypes, houses, retail buildings, offices, and so forth, has been fairly limited. Based on past trends and an analysis of Tulsa's zoning code and development regulations, the PLANiTULSA team derived nine prototypical buildings that are commonly found in Tulsa. They are primarily single-use and include a large supply of on-site parking.

Original Standards Prototypes
Apartment
Single Family Home 5-8K Lot
Single Family Home 8-15K Lot
Business Park
Mid-Rise Business Park
Retail Mall
Strip Commercial
Heavy Industrial
Light Industrial

To illustrate how a more nuanced zoning code could produce a wider range of urban places and types, PLANiTULSA used a simplified financial pro forma to create a menu of additional building prototypes. The new prototypes focused on combining compatible uses, such as housing, offices, and ground floor retail. They also included a wider range

of housing types, from cottage homes (small detached units), townhomes, and live-work units that could easily blend into existing neighborhoods.

The prototypes were further calibrated for market feasibility. Local builders and developers were interviewed for information on construction costs, prevailing rents and sales prices, and financing conditions. One of the key components of the market feasibility was to adjust parking requirements from Tulsa's current high levels to more urban standards. Reducing the amount of land needed for parking helped make the prototypes economically feasible while also improving their performance as infill buildings. Excessive setbacks were also reduced, so the buildings could present a unified street wall along the sidewalk. These prototypes were used to illustrate the public workshop growth concepts, and were directly tied to the land use and transportation scenarios reviewed by the public.

<u>New Standards Prototypes</u>
Cottage Home
Townhome
Live / Work
Neighborhood Grocery (1 Story)
Neighborhood Retail (1 Story)
Mixed Use Apartments & Retail (2 Story)
Mixed Use Retail & Office (2 Story)
Mixed Use Retail & Office (3 Story)
Mixed Use Residential & Retail (4 Story)
High Density Condo or Apartments (5 Story)
Office Retail (3 Story)
Office Retail (5 Story)
Office Retail (10 Story)

The important lessons learned from this exercise was that zoning and regulations really matter – they allow or prohibit the creation of urban places through the accumulated effects of development. High parking requirements force buildings far apart from one another, degrading the pedestrian realm and increasing the marginal cost of producing homes or employment space.

Harmonizing Tulsa's Planning and Zoning System
Many cities have improved the process for infill and redevelopment by adopting modern zoning codes that are designed to match plans. These zoning codes provide easy to read diagrams for the kinds of buildings that are permitted, their relationship to the street and surrounding neighborhood, and the uses that are permitted within them. The result is a menu of types of development that are desirable and can be built by right. Developers and communities benefit from more certainty, and government agencies reduce their administration costs.

If Tulsa is to build its vision for the future, it must ensure that this process is the default. One of the primary recommendations of this plan is the revision of Tulsa's zoning code,

in order to provide for a reliable, predictable path for desired redevelopment, allow for innovative parking, and ensure great urban design for both infill and new neighborhoods and business areas.

Using prototypes to test the effects of a zoning code's effect on the shape, function, and cost of development will help ensure that the code is designed to maximize development opportunities. Tulsa's new comprehensive plan will need to be implemented by a zoning code that is designed to accommodate the kind of development the city needs. There were several lessons learned from the prototype exercise that should be reflected in the new code; Tulsa needs:

- A range zoning districts that allow mixed-use buildings by right
- A shared parking district overlay to be used in conjunction with a shared parking analysis to estimate actual parking needs
- To adjust parking requirements to more accurately reflect parking needs in the context of shared parking districts
- To revise set-back standards to allow buildings to be built along the sidewalk, rather than pushed to the rear of the lot with parking in front

Tulsa Goal 2030

One of the key inputs to this plan was a series scenarios that modeled alternative futures based on different growth and transportation patterns. Scenario planning evaluates the long-term effects of growth patterns, infrastructure investments, and land use policies. What may seem like a small change today can have a big impact in the future. For example, the amount of surface parking required for a retail store may seem like a minor issue at the neighborhood scale, but over time and across the city, the amount of land consumed just by surface parking lots can be enormous. By "turning the dial" on certain inputs (e.g. parking spaces required, minimum lot size per house, whether or not retail is allowed on the ground floor of an apartment building) a community can simulate and evaluate any number of futures.

The PLANiTULSA team created four initial growth and transportation scenarios based on past trends and public workshop input. These were primarily "learning scenarios", meant to test a range of growth impacts, from the amount land consumed by new development, to the density of neighborhoods and job centers, and performance of the transportation system. Tulsans were invited to review, rank, and provide input on what they liked and disliked about each scenario.

The survey results indicated a strong preference for the two scenarios that focused growth on downtown (Scenario D) and in new communities (Scenario C).

Figure XX: Scenario C: New Communities

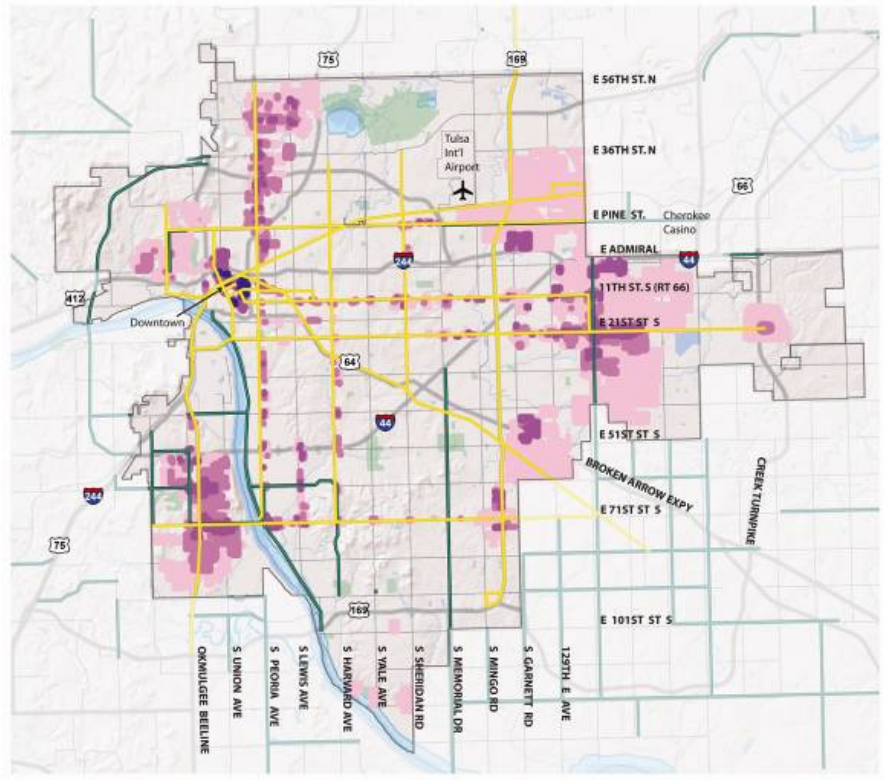
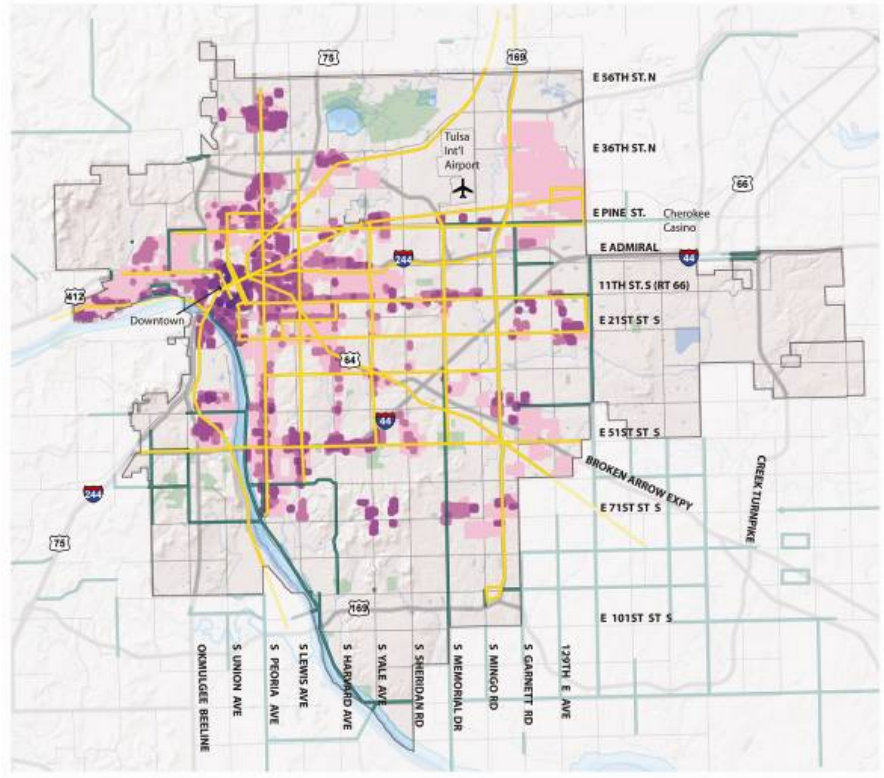
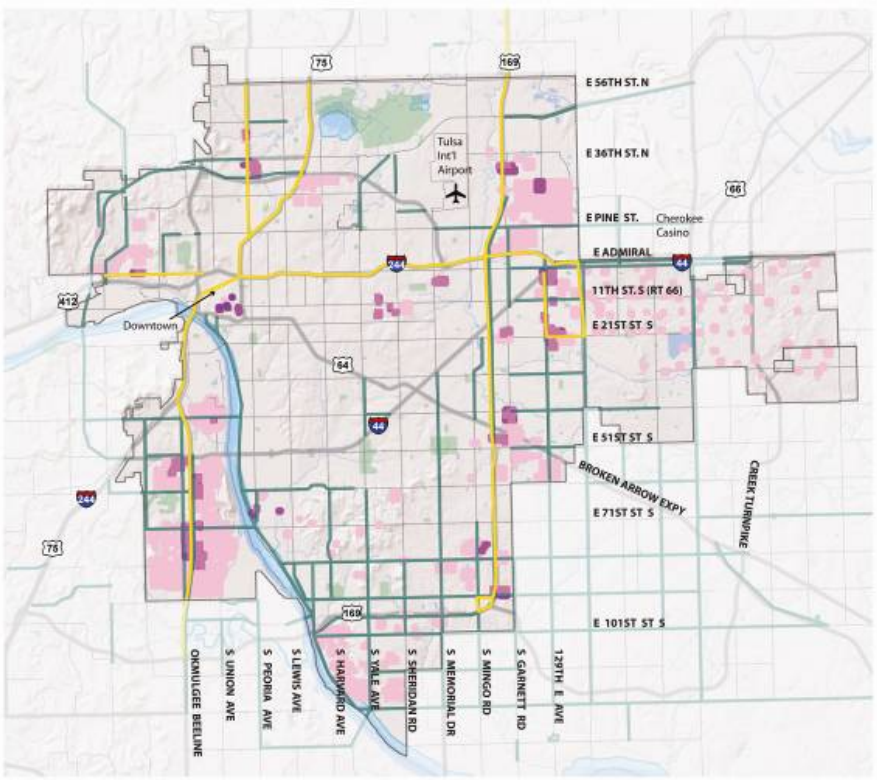


Figure XX: Scenario D: Centered City



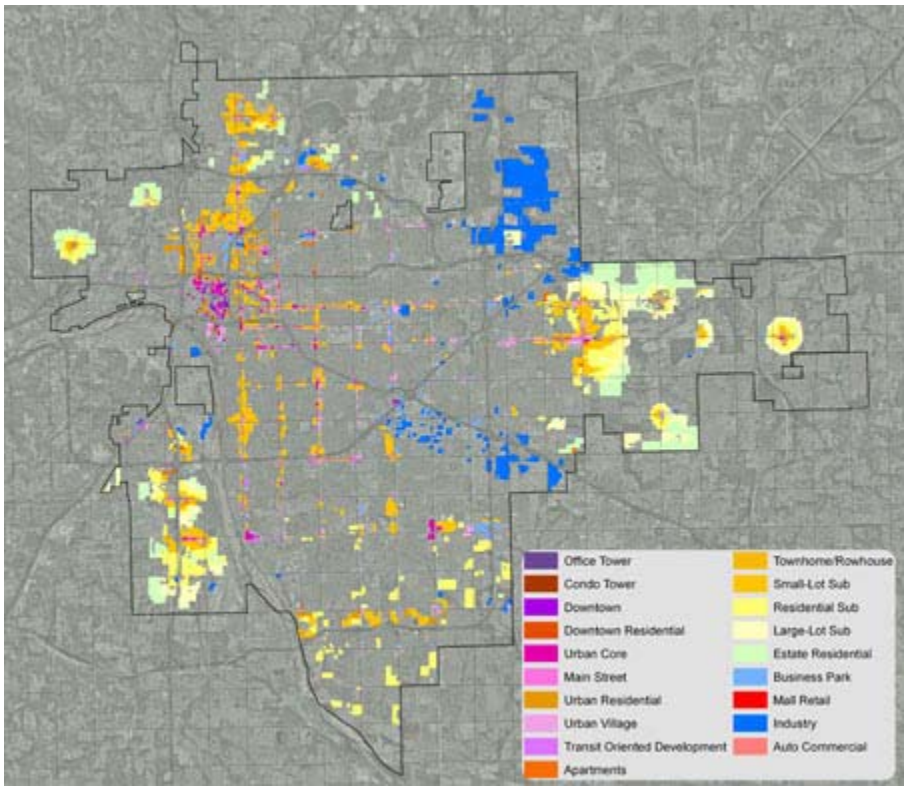
One of the scenarios represented the city's housing and job growth forecast, as developed by INCOG for transportation modeling purposes. For the public input process, it was known as the "Trends Continue". This scenario represented the least amount of growth and investment in the city of all the public scenarios, and it was the least popular in the citywide survey. It should also be noted that the city's *actual* trend since 2000 has been a decline in population until 2005, followed by a recovery to near 2000 population levels in 2008. Therefore, the "Trends Continue" scenario is a misnomer. For the purposes of the comprehensive plan, it has been recast as the "Business as Usual" scenario. It illustrates how the city would develop if it met INCOG's forecast under current development standards and practices.

Figure XX: Business as Usual Scenario



Based on this public input and work with city staff and stakeholders, the PLANiTULSA team blended the scenario results into Tulsa 2030 Goal, which will serve as a monitoring and performance guide for the comprehensive plan. Compared with the initial Tulsa 2030 Goal that was built to project Tulsa's current trends, Tulsa 2030 Goal would result in significant growth and reinvestment in the city.

Tulsa 2030 Goal: Blend of Scenarios C and D



Tulsa 2030 Goal Analysis

[These indicators may shift slightly as we continue to refine Tulsa 2030 Goal - FA]

Tulsa 2030 Goal would result in about three times as many new people living in Tulsa, and as under the Business as Usual Scenario.

East Tulsa would receive the largest share of new housing units, primarily because it has a significant supply of vacant land. Many of these new homes would be in neighborhoods designed for walkability and would be served by nearby town centers. Downtown would receive about 2,000 new households, thus adding a significant cadre of urban dwellers in the region's center.

Table XX: New Population and Households

	Business as Usual	Tulsa 2030 Goal
Population	28,628	102,458
Housing Units	13,066	46,763

Table XX: New Households by Area

	Business as Usual	Tulsa 2030 Goal	Share of Tulsa 2030 Goal
Downtown	336	2,069	4%

East Tulsa	3,511	15,196	32%
Midtown	-	3,883	8%
South Tulsa	3,052	7,446	16%
Southwest Tulsa	4,710	7,050	15%
Tulsa North	525	8,799	19%
West Tulsa	934	2,320	5%

Job growth and employment space construction would also be significantly higher under Tulsa 2030 Goal than under Business as Usual.

Table XX: New Jobs

	Business as Usual	Tulsa 2030 Goal
Jobs	23,859	46,788

Table XX: New Square Feet of Employment Space

	Business as Usual	Tulsa 2030 Goal
Retail	1,706,365	3,893,521
Office	4,981,720	10,190,830
Industrial (warehouse, flex space, etc.)	5,966,157	8,793,201

A sizeable portion of new job growth would occur in East Tulsa, again because of the availability of vacant land. Downtown would account for almost one fifth of new jobs, however, and Tulsa North would receive one in ten new jobs added.

Table XX: New Jobs by Area

	Business as Usual	Tulsa 2030 Goal	Share of Tulsa 2030 Goal
Downtown	428	7,383	16%
East Tulsa	12,835	17,441	37%
Midtown	546	4,490	10%
South Tulsa	2,091	4,655	10%
Southwest Tulsa	6,863	6,828	15%
Tulsa North	934	5,062	11%
West Tulsa	162	929	2%

In terms of housing choice, Tulsa 2030 Goal provides about the same proportion of single-family units as Business as Usual. These results are in accordance with the housing needs analysis described in the Housing Chapter of this plan. There would be a wider range of single family home types, however, ranging from large, to medium, to small lot. In addition, there would be more emphasis on townhomes. Apartments and condominiums would also be an important source of housing.

Table XX: Housing Profile

	Business as Usual	Tulsa 2030 Goal
Single Family	8,101	30,011
Townhomes	392	3,647
Multi-Family	4,573	13,105

As a consequence of partially basing Tulsa 2030 Goal on a growth pattern that includes the availability of vacant land there is substantial growth within the eastern parts of city. But it would do so more efficiently, than under Business as Usual. Of all the new housing and jobs created, one fifth and one third, respectively, would take the form of infill development.

Table XX: Infill Development

	Business as Usual	Tulsa 2030 Goal
Housing Units	556	8,709
Percent of Units	4%	19%
Jobs	1,636	12,221
Percent of Jobs	7%	29%

Furthermore, Tulsa 2030 Goal is more successful at delivering mixed-use housing and employment types than would occur under Business as Usual. One third of new housing units would be in a mixed-use environment, where residents and workers could easily walk to shops or services. These new housing units and jobs would help support the city's transit systems and provide reinvestment along the city's corridors. It should be noted, that the overall density of new development would not be radically higher than under Business as Usual.

Table XX: Mixed Uses and Density

	Business as Usual	Tulsa 2030 Goal
Housing Units	998	15,786
Percent of Units	8%	34%
Jobs	839	19,800
Percent of Jobs	4%	47%
Net Residential Density per Acre	4.7	6.7

Different areas of the city will have different amounts of mixed-use housing and jobs. Downtown is considered an entirely mixed-use area, and Midtown, because of its heavy emphasis on main streets will be mostly mixed-use. But East Tulsa, with a larger proportion of single-family neighborhoods will have a lower proportion of mixed-use units, overall. The large amount of employment lands in East Tulsa also reduces its overall share of mixed-use jobs. Most areas of the city would see about half of new jobs in mixed-use environments.

Table XX: Share of New Housing Units and Jobs in Mixed-Use Environments

	Housing Units	Jobs

Downtown	100%	100%
East Tulsa	15%	15%
Midtown	70%	77%
South Tulsa	36%	49%
Southwest Tulsa	13%	43%
Tulsa North	50%	53%
West Tulsa	31%	51%
Citywide	34%	47%

Fiscally, Tulsa 2030 Goal would result in a greater overall benefit to the city of Tulsa, in terms of sales tax revenue. The net increase in annual sales tax revenue would be more than double what would be collected under the Business as Usual scenario. Furthermore, Tulsa 2030 Goal would result about three times as much new construction (by value) in the city.

Table XX: Net Sales Tax Impact

	Business as Usual	Tulsa 2030 Goal
City of Tulsa 3%	$ 22,400,000	$ 46,600,000

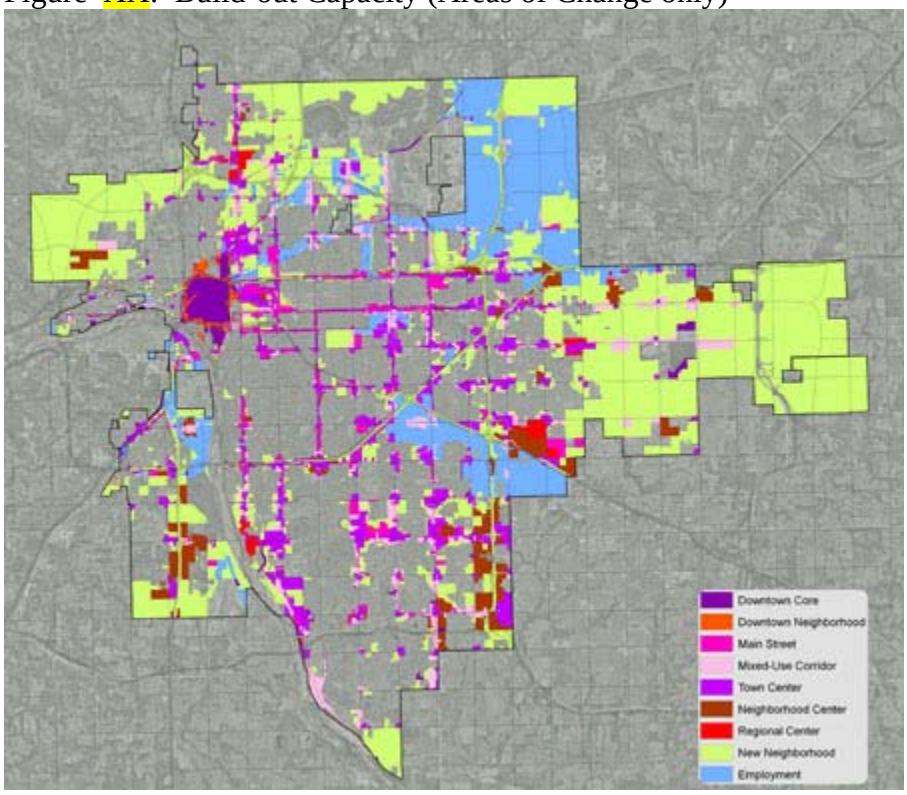
Table XX: Total Value of New Construction

	Business as Usual	Tulsa 2030 Goal
Aggregate Building Value	$ 5.14 Billion	$ 14.85 Billion

Land Use Plan Build-out Capacity

In addition to Tulsa 2030 Goal, the PLANiTULSA team developed a long-range estimate of the total build-out capacity of Tulsa's new comprehensive plan. It is based on the land use plan categories outlined above and illustrates how these different environments can contribute to Tulsa's overall shape and form. Existing neighborhoods were not included in this analysis, with the assumption that they will not absorb large amounts of growth. Unconstrained buildable lands were assumed to develop in their entirety, while redevelopment lands were assumed to redevelop at a 20% rate, a fairly conservative figure. Floodplains were assumed to develop at 50%, assuming engineering and mitigation is used.

Figure XX: Build-out Capacity (Areas of Change only)



Source: Fregonese Associates

The total build-out capacity of the plan is three times higher than what is forecasted under Tulsa 2030 Goal for housing units, and four times higher for jobs. Under this analysis Downtown receives 12% of the city's job growth, and 6% of new housing. Because downtown has and will continue to have the most flexible and permissive of developments standards, however, this is a very conservative estimate. Corridors, as a whole account for about 15% of new housing units and jobs. Centers and new neighborhoods account for the largest portions of growth; new neighborhoods representing the majority of new homes. Finally, employment areas account for about a third of employment capacity.

Table XX: Build-out Capacity by Plan Category

Plan Category	Housing Units	Share	Jobs	Share
Downtown Core	7,197	5%	25,359	12%
Downtown Neighborhood	954	1%	261	0%
Downtown Total	*8,151*	*6%*	*25,620*	*12%*
Main Street	6,311	4%	12,641	6%
Multi-Use Corridor	14,587	10%	18,019	9%
Corridors Total	*20,898*	*14%*	*30,660*	*15%*
Town Center	25,811	17%	34,258	17%
Neighborhood Center	8,733	6%	21,479	10%
Regional Center	1,725	1%	5,461	3%
Centers Total	*36,269*	*24%*	*61,198*	*30%*
New Neighborhoods	*84,709*	*56%*	*18,614*	*9%*
Employment	*n/a*	*n/a*	*69,351*	*34%*
Existing Neighborhood	n/a	n/a	n/a	n/a
Total	**150,027**		**205,443**	

Some Lessons Learned and Indicators from Tulsa 2030 Goal and build-out capacity

While growth and development may not occur exactly as depicted in the scenario, keeping some of the broader quantitative measures in mind will be useful. Tulsa 2030 Goal represents a 20-year target that should serve as a guide for citizens and policymakers in evaluating the performance of the new comprehensive plan. A thorough Monitoring Plan is outlined later in this plan, but below are some initial indicators.

Population and Job Growth

The 20-year housing and job growth forecasts in Tulsa 2030 Goal assumes a 1:1 relationship, so that as employment increases, housing is added to accommodate new families. The number of new homes and jobs should be roughly 2,300 per year, on a straight-line average basis. The city should carefully monitor this jobs-to-housing ratio, most likely in three- to five-year increments. The city should also monitor job and household growth in sub-areas of the city. For example, this will be particularly in East Tulsa, where vacant land and easy access to Tulsa International Airport and nearby employment lands will spur growth. To prevent job growth from outstripping housing production here, the city should be prepared to engage in the necessary small area planning so new communities can be built quickly.

Housing Profile

A subset of overall housing production is the mix of housing units. Tulsa is likely to need one-third of its new homes in the form of apartments, condominiums, flats, and townhomes. On a straight-line average basis, that equates to about 850 units per year. The city should monitor building permit records on an annual basis to ensure that the mix of new housing is sufficiently diverse.

Land Consumption
Tulsa 2030 Goal forecasts the consumption of about 10,000 acres of vacant and 1,000 of redeveloped land over the 20-year planning period. On a straight-line measure, this represents about 500 acres of vacant and 50 acres of redeveloped land per year. Tulsa should establish a process by which vacant and redeveloped land consumption can be measured on a three- to five-year basis. Furthermore, the amount of redeveloped land will likely lag in early years, as the city's redevelopment and infill strategies come online.

Mixed Use Environments
A key finding of the public outreach process was the desire to create more opportunity for mixed-use environments in Tulsa. Tulsa 2030 Goal places about one third of new housing units and half of new jobs in this kind of development. Mixed-use developments will be a key component of meeting Tulsa's goals of making walking, biking, and transit more viable modes. The city should carefully monitor these developments in centers, new communities and along transit corridors.

Fiscal Impacts
Scenario results in a greater increase in sales tax revenue than the trend, partially because it also assumes a greater amount of total growth. Sales tax revenues are regularly reported to the city, but they represent a lagging indicator. A combination of population and job growth, redevelopment rates and mixed-use development will help establish forward-looking fiscal indicators. New households or jobs that are added to land already served by utilities and infrastructure will. Thus, development on infill land should result in a greater proportional boost to both sales and property tax revenue than vacant land. Mixed-use development tends to capture a greater share of trips internally, which lessens auto travel and the need for road maintenance – this will add to both the city's revenue and reduce expenses.

These are high-level indicators that should be kept in mind, but a more comprehensive Monitoring Plan will provide a long-term framework for measuring the performance of the plan in meeting *Our Vision for Tulsa*'s objectives.

Part VI: Managing the Plan

The comprehensive plan is the blueprint for how Tulsa will be shaped over the next 30 years. It lays out the goals, and policies that will guide decisions about how to invest in infrastructure and transportation, how land should be zoned for development, and what initiatives, such as small area or new community plans, should be undertaken.

The plan translates widely-held values and priorities from Our Vision for Tulsa into a set long-range priorities and policies. It is not an immutable document, however. It can and should evolve over time as the city grows and changes. Technological, cultural, and environmental shifts are hard to predict, and the plan should not unnecessarily bind the city to policies that cannot be adapted. That said, the plan should not be altered too often or without public involvement and an evaluation of its performance.

Management Tools

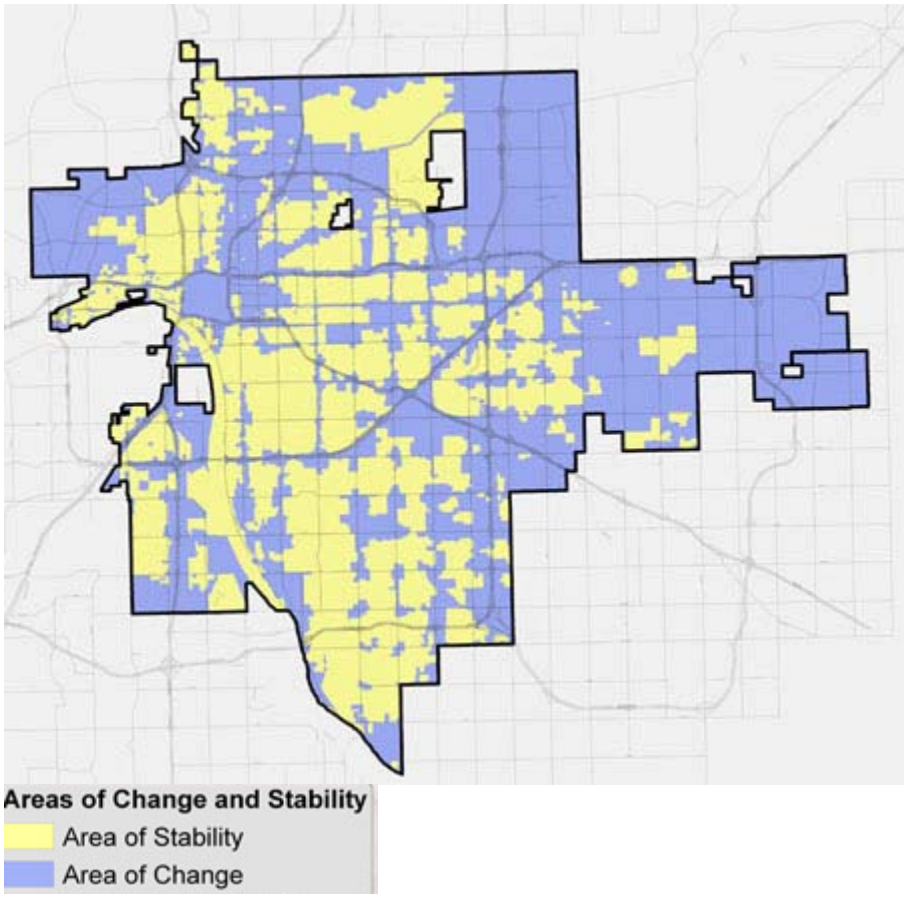
This plan has been designed with some tools that will help guide decision makers in managing and implementing its goals. The Areas of Change and Stability map and policies are intended to prioritize where the majority of growth and investment should take place and which neighborhoods should remain substantially as they are. The city's zoning code translates overarching land use goals into specific use and development regulations at the parcel level. The zoning code must be aligned with the vision and plan map so as to shape development in a way that meets those goals. The small area and neighborhood planning process provides a structure for how to go about working with specific areas to implement the vision. This includes working with areas that are already developed and are in need of infill strategies, and new communities on vacant land, both inside the city and in areas to be annexed.

Areas of Stability

Shaping Tulsa's future involves more than deciding where and how new development will take place. It is equally important to enhance those qualities that attracted people here in the first place. In recognition of how strongly Tulsa's citizens feel about their neighborhoods, the comprehensive plan includes tools for the maintenance of valued community characteristics in older and stable neighborhoods. These new measures provide tools that address rehabilitation of property and help shape where and how redevelopment occurs.

Areas of Stability, which make up approximately 55,180 acres are made up primarily of Tulsa's existing residential neighborhoods, where change is expected to be minimal. The ideal for the Areas of Stability is to identify and maintain the valued character of an area while accommodating appropriate development and reinvestment.

Figure XX: Areas of Change and Stability



Source: Fregonese Associates

Historic designations are often considered the only way to protect classic neighborhoods; this is a valuable policy tool to preserve a neighborhood's special qualities. However, most neighborhoods do not meet the requirements necessary to qualify for historic designation. The concept of stability and change is specifically designed to enhance the unique qualities of older neighborhoods that are looking for new ways to preserve their character and quality of life.

Relationship to Areas of Change

The plan focuses growth where it will be most beneficial, i.e., Areas of Change, and away from where it may have some negative consequences, i.e., Areas of Stability. Thus Areas of Stability and Areas of Change are interrelated.

Despite this relationship, Areas of Change and Stability should not be considered as mutually exclusive. First, each area in the city can be thought of as located on a continuum from change to stability. Second, in stable residential neighborhoods there are often elements of stagnant commercial development that would benefit from revitalization. These areas, due to their lack of reinvestment, have a negative visual

impact on the surrounding area. In Areas of Change there are sometimes pockets of stable residential development; these areas should be noted and considered stable.

Types of Areas of Stability
While residents of many parts of Tulsa seek to maintain the character of their neighborhoods, these predominantly residential areas do not all have similar characteristics. The Areas of Stability can be thought of as belonging predominantly to one of the following two categories - "Established Areas" and "Reinvestment Areas."

Established Areas
Established areas are those neighborhoods that have a sufficient level of property investment such that they would be harmed by large amounts of infill redevelopment. For example, reinvestment in the Swan Lake neighborhood is not necessary to improve its character. Tools appropriate for this neighborhood seek to maintain present character and to motivate modest redevelopment of selected areas such as vacant lots or dilapidated homes. Programs for Established Areas may also encourage new investment in parks, streets, and other facilities.

Established Areas of Stability face many different challenges. For example, some neighborhoods are primarily concerned about the transitions or lack of transitions between commercial areas and residential areas. Some neighborhoods are primarily concerned with traffic issues. Other neighborhoods are primarily concerned about the expansion or replacement of housing that sometimes results in designs incompatible with existing single-family houses. The challenge in these places is to preserve character without preventing residents from reinvesting in their homes to meet contemporary standards.

Reinvestment Areas
Reinvestment areas are those that have an overall character that is desirable to maintain, but would benefit from reinvestment through modest infill and redevelopment, or major projects in a small area such as an abandoned or underused commercial area. These areas would encourage investment, but in a more limited and targeted way than in Areas of Change.

Residents in these areas face a variety of challenges and opportunities. Challenges include concern over inadequate sidewalks, inappropriate land uses or inadequate buffering between uses, lack of services such as grocery stores, and maintaining their housing stock. Opportunities can also vary widely. Examples include redeeming vacant land for neighborhood parks or redeveloping underutilized land to provide needed neighborhood services.

This plan does not identify which areas are Established and which are Reinvestment Areas. These distinctions will shift and change over time as Tulsa develops, and many neighborhoods will not cleanly fit into the committed or reinvestment types. Thus, through the small area and neighborhood planning process, the community and the city

can identify the proper tools to promote redevelopment in one portion of a neighborhood and those to stabilize other portions.

Areas of Change

The purpose of Areas of Change is to channel growth to where it will be beneficial and can best improve access to jobs, housing, and services with fewer and shorter auto trips. Areas of Change are parts of the city where general agreement exists that development or redevelopment is beneficial. As steps are taken to plan for, and, in some cases, develop or redevelop these areas, ensuring that existing residents will not be displaced is a high priority. A major goal is to increase economic activity in the area to benefit existing residents and businesses, and where necessary, provide the stimulus to redevelop.

Areas of Change are found throughout Tulsa. These areas have many different characteristics but some of the more common traits are close proximity to or abutting an arterial street, major employment and industrial areas, or areas of the city with an abundance of vacant land. Also, several of the Areas of Change are in or near downtown. Areas of Change provide Tulsa with the opportunity to focus growth in a way that benefits the City as a whole. Development in these areas will provide housing choice and excellent access to efficient forms of transportation including walking, biking, transit, and the automobile.

From Change to Stability

As the comprehensive plan is implemented, many areas currently designated as change will transition to those that should remain stable. This will occur particularly in new communities that develop on vacant land, but also where redevelopment successfully revitalizes main streets or centers.

Criteria for Selecting Areas of Change and Additional Areas of Change in the Future

The following criteria were used to select the Areas of Change. After the plan is adopted, new or revised Areas of Change can be proposed based on these same criteria.

- Underutilized land, especially surface parking lots or vacant buildings downtown or along corridors
- Areas already undergoing positive change which is expected to continue
- Areas adjacent to transit and around transit stations, existing and planned
- Areas along corridors with frequent bus service that can accommodate development on underutilized land
- Locations where appropriate infill development will promote shorter and less frequent auto trips
- Areas with special opportunities such as where major public or private investments are planned

Tulsa's Zoning Code

The comprehensive plan is a statement of policy about the desired future form and function of the City. The implementation instrument of the city's land use policy is the zoning code, which applies rules and regulations to property developments. Modern zoning codes are more than just proscriptive documents, however. They describe the types of places that should be built with images and diagrams. They convey to the developer or architect how a building should relate to the street, while still allowing creativity in design.

Alignment with the Vision and Plan

The PLANiTULSA comprehensive plan map outlines a revised set of plan categories for the city. These categories are based on the fundamental building blocks outlined in *Our Vision for Tulsa*, and represent the kinds of places that registered strong support throughout the citywide planning process. Most building blocks have a couple of more specific planning categories within them. For example, the Centers building block encompasses Neighborhood Centers (small mixed use areas that serve a neighborhood or two), Town Centers (larger mixed-use areas that serve several neighborhoods) and Regional Renters (which include large employers, hospitals, or regional shopping). Which plan categories are applied where depends on the specific characteristics and needs of the area.

Table XX: Vision Building Blocks and Corresponding Plan Categories

Building Block	Plan Categories
Downtown	• Downtown Core • Downtown Neighborhood
Corridors	• Main Street • Multi-Use Corridor
Centers	• Neighborhood Center • Town Center • Regional Center
New Residential Neighborhoods	• New Residential Neighborhoods
Existing Residential Neighborhoods	• Existing Residential Neighborhoods
Employment	• Employment

Source: Fregonese Associates

These plan categories are to be implemented by zoning regulations that ensure the appropriate shape, scale, and make-up of development within the district. A variety of zoning districts can be applied within a plan category area. For example, parcels in a Main Street area that face a business and shopping street should be zoned for mixed-use buildings, three to four stories high, with storefronts on the main floor. Parcels located off the main corridor that face a residential area should be zoned for low-rise condominiums, apartments, townhomes, or small-lot single family homes with a maximum height of two to three stories. Thus, the Main Street area is enlivened by appropriate development along

its principle corridor, a diverse set of housing options is available nearby, and nearby neighborhoods are not adversely affected by tall buildings or traffic.

Table XX: Sample Plan Category and Potential Zoning

Building Block	Plan Category	Potential Zoning	Criteria
Corridor	Main Street	• Low Rise Mixed Use • Low Rise Residential (low-rise condominiums, apartments, townhomes, or small-lot single family)	• On principle corridor (e.g. Cherry Street) • Off principle corridor or facing residential area (E 14th Street)

This policy structure has several advantages over a system that relies on PUD zoning. First, it transfers the most important decisions about how a place should look, feel, and function to the long-term planning stage. This is when robust public involvement is the most effective. The community can form a consensus about what is needed and desired, and developers then have a clear set of standards to meet. Second, the plan category provides performance criteria for zoning designations. Fourth, the zoning districts expressly define the types of uses that are desired in the area and allow them by right. Finally, a range of zoning types within each planning category provides some flexibility for different neighborhood conditions.

Structure and Form of the Zoning Code

Zoning codes, themselves, have evolved since their inception in the early 20th century. The strictures of separate-use Euclidean zoning have given way to a more balanced approach that recognizes the benefits of mixing some uses in urban environments. Furthermore, codes have become more usable by incorporating drawings and diagrams to illustrate how the regulations should be applied. The most modern codes have moved off the printed page and onto the Internet. These are less costly to maintain, but more importantly, make them easier to access to the general public, and can take advantage of advanced mapping, display, and communication capabilities.

An easily searchable and understandable zoning code that is accessible on the Internet should be a long term goal of the City's planning department. In the short term, however, it may be sufficient to reorganize the zoning code and add some key districts that it currently lacks.

Amendments and revisions to the zoning code should be analyzed to ensure compatibility with the comprehensive plan. This compatibility language should be included as a chapter in the new code to ensure that the new zoning is developed and applied to implement the comprehensive plan.

Potential district categories:

Mixed-use districts
One important element that should be added to the code are mixed-use districts that can be applied outside the downtown. These districts should enable the construction, by right, of buildings that combine housing, retail, and some employment uses. There should be several types, including low-rise, mid-rise and high-rise, with the understanding that low- and mid-rise will be the most commonly used. The classic main street building with dwellings over a storefront above is a typical example of what would be allowed in a low-rise mixed-use district.

Parking management districts
A second zoning category that should be considered is a parking management district. This district would provide adjusted parking requirements and a management plan for a particular area, such as a main street corridor. Prior to receiving the designation, the area in question should be analyzed for parking capacity, future development, and the feasibility of implementing a shared parking system. It is most likely that parking management and mixed-use zoning districts should be applied concurrently under the guidance of a small area or neighborhood planning process.

Applying the Zoning Code

The process by which Tulsa's zoning code is applied is an important piece of the comprehensive plan implementation. The PLANiTULSA land use categories are designed to incorporate a range of possible zoning designations. How those zones are applied to specific parcels should depend primarily on how those parcels relate to the street and the surrounding land uses (existing or planned). This nested arrangement of plan categories and zoning designations, described above, establishes the overall goal and character of an area, but allows flexibility at the parcel-level.

It is inevitable that in years to come, the city and landowners will desire to rezone land. When possible, rezoning should be conducted under the auspices of a small area or neighborhood planning process. From time to time, landowners will apply to rezone one or more parcels that are relatively small compared to a neighborhood or district. In these instances, the plan map and the Comprehensive Plan Goals and Policies should serve as a guide for determining whether the proposed zoning district is appropriate for those parcels.

Urban Design Concepts and Principles

Walkable mixed-use neighborhoods represent the most basic places that are economically stable and environmental sustainable. Each day residents and workers travel to meet an array of needs. If a modest fraction of these trips are made on foot, the Tulsa will realize significant economic, environmental, and social benefits. Car use and expensive roadway infrastructure can be reduced, and walking improves the likelihood that neighbors will know each other and engage in informal community policing.
Within neighborhoods, "walk-to convenience" can bring amenities, retail shops, and community services within a short distance of most homes and businesses, and be connected with pedestrian-friendly routes. Routes are more attractive to pedestrians when building entrances and windows face the street and encourage neighborhood activity while discouraging crime. Street trees and landscaping help create inviting and comfortable walking environments. Buildings also make environments more pedestrian friendly by offering protection from heat and rain, and by having a scale and features that make streets more welcoming.

The quality of pedestrian environments also plays a critical role in the success of urban districts that serve multiple neighborhoods or the region. These districts typically offer retail, employment, cultural activities, and/or transit services. Downtown Tulsa, its surrounding neighborhoods and campus areas will become more exciting and welcoming by attracting more housing and employment, and by making these areas more hospitable to walking. Street-facing shops, generous tree-lined sidewalks, and "eyes on the street" provided by upper-story housing represent essential components for urban safety and vitality. To become attractive destinations, urban districts must also incorporate conditions that have made great urban places throughout history: encouraging foot-traffic and civic activity, sizing parks and plazas to their level of activity, shaping urban space with building walls, and using materials and architecture that correspond with Tulsa's unique climate and history.

The following are principles that should serve as the basis for more detailed design guidelines in small area plans or zoning districts.

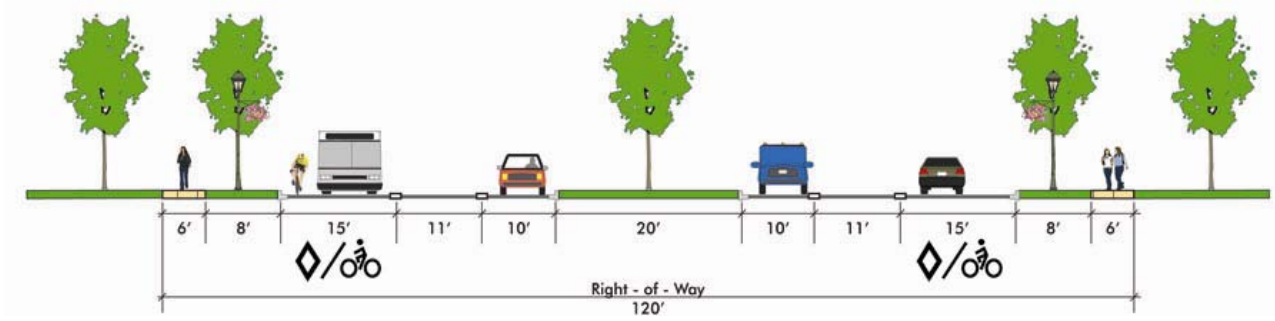
Walkable Districts. Communities must be pleasant places to walk, if we want people to reduce their use of cars. Walkable districts represent the basic building block for a city that is more sustainable -- socially, environmentally, and economically. Walkable districts mix complementary uses, maintain reasonable walking distances, and bring building entrances and facades to the street. Conveniences and recreation can be walked to easily, along safe and attractive routes. This traditional pattern presents a sensible alternative to auto-reliant development that separates housing and jobs from conveniences and transit, exacerbates traffic congestion, creates social enclaves, and consumes more land.

Livable Streets. Streets set the stage for many dimensions of community life. Streets that are lined with street trees, sidewalks, building entries and windows make walking more attractive – whether for errands or recreation. Well-designed streets also make it easier to meet neighbors and partake in community life. Their character can also have a profound effect on the image and identity of a city or neighborhood. Specific policies on streetscape design are found in the Transportation Chapter.

Street-Facing Architecture. Streets are more attractive and safe when they are lined building entrances and windows, rather than parking lots or blank garage doors. By minimizing front setbacks, buildings contribute activity and informal surveillance to the

street, which encourages walking. Porches provide families with a protected place where they can engage in neighborhood life. By reducing setbacks, buildings also establish a more intimate and village-like scale. Established areas that lack pedestrian-supportive architecture can transform over time through infill, intensification, and redevelopment.

Corridors-Boulevards. Aging or vacant strip commercial properties represent opportunities for future infill and redevelopment. Change and intensification of these areas can be shaped to create multi-use corridors, which can offer a range of shops and services and encourage walking for many trips. Street trees and other enhancements can help beautify these frequently traveled routes.



Downtown Revitalization. Tulsa's downtown represents, not only the heart of the region, but a location where an intense sense of community can be generated by strengthening its array of cultural and retail destinations, and by encouraging urban housing options. The downtown contains many assets including historic buildings and uses with higher intensities. The downtown also has many surface parking lots, and that can be replaced with urban uses that can contribute to the area's vitality.

A Sense of Place. Tulsa has a unique heritage that is rooted in its climate, topography, history and cultural traditions. Private development and city actions can reinforce and enhance this unique character. Another dimension of place-making is the ways that buildings and public space relate: buildings should create coherent and well-shape public spaces while shielding them from parking lots and other features that dilute activity and urban form along streets, parks, and plazas.

Public Art. Public art, including statues, fountains, interpretive spaces and other elements enliven and celebrate Tulsa's history and culture. To help support the arts and recognize their contribution to Tulsa's community and economy, art should be included in public projects such as parks, plazas and other community gathering places.

Small Area Planning

The primary means of implementing the PLANiTULSA comprehensive plan should be through the small area and neighborhood planning process. This process can apply to existing neighborhoods in need of revitalization, main streets or other corridors, and vacant areas where new communities are envisioned.

What is a small area plan?

Prior to the PLANiTULSA comprehensive plan update, Tulsa's Planning Department began working with selected communities to create neighborhood plans. The small area and neighborhood planning process will be an important implementation element of the comprehensive plan. To ensure consistency between these plans and overarching city goals, this section lays out a process for how to conduct small area plans and use their results to direct zoning, infrastructure, and other implementation elements.

A small area plan is any plan that addresses the issues of a portion of the city. Small area plans can cover as little as 10 acres or even thousands. The advantage of a small area plan is its ability to engage issues and people at an intimate scale. The result can be a richly detailed plan that addresses the area's unique issues with tailored solutions.

Small Area Plan Types

Neighborhood plans typically covers a distinct residential neighborhood, such as the Pearl District, with some attendant retail or main street areas. Because of the residential nature of many neighborhood planning areas, issues of city services, housing, design elements, schools, and parks are high priorities.

Corridor plans focus on a significant linear feature such as a main street, waterway, or arterial and the areas it serves. The City, business associations or stakeholders will typically initiate a corridor plan in anticipation of proposed capital investment or proposed development project. Examples of capital investment projects include a major public beautification investment for the corridor, the enhancement of transit services, or open space and trails along a waterway. Corridors plans place emphasis on land use, transportation, infrastructure, urban design, and economic development issues.

District plans can include one or more neighborhoods or corridors that have common conditions and issues. District plans can address the land use, development, urban design, and transportation characteristics of relatively small areas such as neighborhood centers, town centers and regional centers, as well as new communities on vacant land. Planning for new communities should also encompass new open space and parks, public investments, new streets and transportation service, as well as land use and transportation issues.

Planning Context

Small area plans should start with *Our Vision for Tulsa* and the PLANiTULSA Comprehensive Plan as guiding documents. Neighborhood plans should include specific

actions and responsibilities for each action. If a small area plan is in conflict with the citywide plans, the conflicts must be resolved within the neighborhood.

It is crucial that small area plans not be parochial, they cannot ignore the citywide context. Similarly, there are disadvantages to small area plans that "reinvent the wheel" by crafting unique solutions for common problems. If each neighborhood plan includes its own zoning designations, its own design standards, or its own street types, over time Tulsa's planning and zoning would become hopelessly complex and fragmented. If solutions can be organized in a similar format, based on a standardized set of tools, small area plans will be easier to implement.

What about existing Neighborhood and other plans?
Existing neighborhood plans will continue to serve their role guiding City Council decisions. However, existing neighborhood plans vary somewhat in their format and may be out of date. Reviewing existing small area and neighborhood plans for conformance and effectiveness is one of the key PLANiTULSA implementation strategies. Plans that would benefit from improved implementation measures should be updated using the tools outlined above. In this way, existing and future plans will all work toward implementing *Our Vision for Tulsa*.

Table XX: Existing Neighborhood Plans

Neighborhood Plan	Year Drafted
Springdale Plan Area	1994
Charles Page Blvd. Plan Area	1996
Kendall-Whittier Plan Area	1991
11th Street Corridor Plan Area	
Crutchfield Plan Area	2004
Dawson Area	
11th Street Eastern Corridor Area	
Riverwood Area	
East Tulsa Community Plan	2001, 2006
Sequoyah Neighborhood	2006
6th Street Infill - Pearl District	2006
Southwest Tulsa	
Brookside Area	2000

Source: City of Tulsa

Best Practices in Small Area Planning
The 6th Street Infill (Pearl District) Plan, adopted by the City Council in 2006 should serve as a "best practices" model for how to conduct and structure a small area plan. The plan thoroughly covers many aspects of the study areas, from historical context to development challenges and constraints. It clearly lays out a vision for the area and recommendations for land use, zoning, and investments that will help achieve the vision.

A crucial element of the plan was the integration of an alternative floodplain management scheme for the area, which threatened to undermine redevelopment prospects for the area.

This alternative design was developed in coordination with the Public Works Department and the 6th Street planning area Task Force. The resulting design will turn storm water management from a potential liability to a major amenity for the neighborhood by integrating it with recreational space. This is the sort of neighborhood planning that other neighborhoods in Tulsa could benefit from – visionary, yet pragmatic.

Arkansas River Corridor Master Plan
The Arkansas River Corridor Master Plan was commissioned by INCOG in 2003 to develop a long-range vision and concepts to better connect communities with the Arkansas River. The study examined opportunities for additional or improved crossings, development, trails, dams, and recreational activities on the river. In general, the Arkansas River Corridor Master Plan and Vision reflect the same underlying values identified during the PLANiTULSA process: connecting people with nature and expanding opportunities for living, working, and recreation.

Tulsa's comprehensive plan has been designed to reflect the vision and goals of the Arkansas River Corridor Master Plan. Plan categories and zoning designations along the riverfront should be applied in a manner that supports the concepts detailed in the Master Plan.

Downtown Area Master Plan
The Downtown Area Master Plan, which was developed concurrently with PLANiTULSA, represents a major opportunity to jump-start downtown revitalization of the region's core. The comprehensive plan and map should reflect plan categories that are in alignment with the projects envisioned in the Master Plan, and set the stage for zoning designations that will allow them.

Existing Redevelopment Plans
[Theron] List

Planning New Communities

Not all of Tulsa's new growth will take the form of infill or redevelopment, the city's large supply of vacant land both within the city boundaries and in its fence line provide adequate room for new communities – in fact most growth will be on vacant land. Developing on these lands represents an opportunity to create new centers and neighborhoods that reflect the values Tulsans supported during the PLANiTULSA process. These values include retaining the city's tradition of building single-family neighborhoods while making parks, schools, transit, and neighborhood amenities like shopping and services easy to get to on foot, bike, or by car. In a sense, this would represent a return to neighborhood planning and design principles that created some of Tulsa's most enduring and desirable neighborhoods.

Setting the stage for this kind of development requires a process that is not unlike the small area and neighborhood planning process described previously. First and foremost,

planning for new communities should be guided by *Our Vision for Tulsa* and comprehensive plan. It should be a comprehensive process that results in a specific vision for the area, built through community involvement and cooperation between the public and private sectors. The resulting plan should be tied to key implementation strategies that outline funding and infrastructure investments, and measurable goals to measure performance over time.

Planning for new communities on undeveloped land presents some opportunities and challenges not found in already established areas. First, providing infrastructure is a crucial ingredient for housing and other development. New community plans will languish without a carefully devised program of funding and building the necessary infrastructure, including linkages to Tulsa's transit networks.

The public involvement process is also quite different. Emphasis can focus on enhancing connectivity between the newly planned and existing neighborhoods, providing parks, schools, or other amenities, and preserving important environmental or open space features. The goal of this process should be to integrate the new with the old in a way that minimizes conflict and enhances an over a broad area.

Planning for Infill

Our Vision for Tulsa envisions a significant portion of new growth taking the form of infill development, the integration of new or rehabilitated buildings into existing urban areas. When done properly, infill can revitalize neighborhoods and main streets by providing new employment or housing and filling "gaps" in a streetscape.

It is not easy to do, however, and will require substantial planning, coordination, and skill to accomplish in Tulsa. The abundance of vacant land inside and outside the city and the development community's comfort and familiarity with suburban-style greenfield development means infill projects present relatively more risk. In addition, financial lenders (both in Tulsa and around the country) tend to favor the tried-and-true methods of development—infill is usually a new concept. Consequently, like every city that has turned to infill as a growth and development strategy, Tulsa will have to build confidence in and understanding of good infill practices.

Two Scales of Infill Development

Infill projects tend to occur at two scales, the large multi-phase project that can cover several blocks, and small, parcel-by-parcel projects. This dichotomy emerges because larger projects make it possible to combine a collection of uses, such as housing, retail, entertainment venues, which help diversify the project and reduce risk. Often these projects are initiated by city governments or redevelopment agencies who solicit developers and investors. Substantial public investment is usually needed, especially if the project takes place on a formerly polluted site or distressed area.

The positive aspects of the "go big" approach include delivering a collection of amenities under the umbrella of one project. These projects can change perceptions about an area and serve as the initial catalyst for more investment. The drawbacks to this approach are the substantial risk the public must bear, both financially and politically. A project's failure or even a lackluster performance can be a drag on resources and sour a community's view of infill and redevelopment in general.

The second form infill takes is small, parcel-by-parcel projects that add gradually to a community. Investors adaptively reuse existing buildings, add on to them, or build new structures on vacant lots. City governments can also play a role, usually through providing financing, development incentives, and technical assistance to individual developers.

This can require just as much effort and attention by public agencies as the large infill project approach. Mobilizing small-scale capital projects is not a simple matter, and the risk for individual investors in those projects is not insubstantial. But, the long-term yields of focusing on many small projects can potentially outperform the single large project approach. Financial and political risk to the city is diversified when spread to many different projects. Furthermore, successful building prototypes in one neighborhood can be easily replicated in other neighborhoods. Finally, by fostering a cadre of experienced infill developers, the city can reduce its role as a financial partner for most infill projects, and focus its efforts on areas that continue to need reinvestment assistance.

A Route for Tulsa

It is likely that there will be a role for both types of infill projects in Tulsa, but to achieve the vision, there will be a much more substantial need for small-scale investments throughout the city. The city's development process must facilitate those projects with advanced neighborhood planning, clear and predictable zoning regulations, and the right incentives and tools to get them started.

The city must also find ways to reduce or remove barriers that are not always apparent early in the process. One of the major hurdles for rehabilitating old structures are fire and safety codes. Cities that have spurred successful infill and redevelopment have brought representatives from fire and police agencies into the planning and permitting process. They are able to provide advice and guidance early in the process, when major decisions about project layout and design can be made without significantly increasing project costs.

The lessons learned from a holistic approach to infill development include the need for a cadre of experts who understand the challenges of and solutions for infill development. A one-stop-shop for planning, permitting, and project assistance is a crucial element of a good infill program. Furthermore, these experts should manage and provide a consolidated toolbox of incentives and assistance programs. Finally, all of the parties involved in promoting infill, from the city, to citizens, to developers, must keep in mind that it will take time for some financial and community benefits to materialize. Early

projects may require some public financial backing, and no one project can fill all the gaps in a main street or center. But as Tulsa builds the technical capacity for infill in both the private and public sectors, the process will become easier to replicate across the city.

Planning for Economic Growth

Tulsa's recent economic growth trends, described above, have tilted toward decentralization and fragmentation of employment and development. This has had deleterious effects on Tulsa's fiscal condition, as infrastructure and service burdens have stretched tight budgets. The challenge for Tulsa is to reverse this trend and grow or attract businesses back to its centers and corridors.

Planning and zoning, while not typically thought of as economic catalysts, can play a major role in Tulsa's economic development. Advanced planning and carefully designed form-based zoning codes add value by removing uncertainty from the development process – both for neighborhoods and developers. Cities that have successfully spurred reinvestment in their cores and corridors have done just this. Development is a risky business, but that risk can be mitigated when a community's goals and objectives are expressed by a plan and allowed by right.

Furthermore, Tulsa's land use program must be attuned to the needs of its larger industries and employers. The city's supply of employment land must be carefully monitored to ensure that existing businesses can grow and new businesses can locate here. The City and the Tulsa Area Chamber of Commerce have a long-established partnership for recruiting and retaining key employers. This partnership should continue under this plan, but with more emphasis to attract a proportional share of regional employment growth to the city.

At the same time, the needs of larger industries should not overshadow those of small businesses and entrepreneurs. A land use program that encourages a diverse array of uses along corridors and centers will help deliver the space and services needed by entrepreneurs. Linking employers with trained workers and encouraging a diverse range of housing types are also important elements of an economic development strategy.

Planning for Expansion and Annexation

Maintaining a ready supply of developable land is important for Tulsa's economic well being; businesses will grow and newcomers will need places to live. However, new development must be planned and phased in a way that reinforces Tulsa's existing urban fabric, makes efficient use of infrastructure and contributes to the city's fiscal position.

The most influential catalyst for new development is infrastructure; roads and utilities make vacant land accessible and usable, thus spurring construction. "Leapfrog" development, whereby new homes or employment areas are built far from existing

urbanized areas place heavier demands on public resources than they contribute. Public safety, utilities, parks and recreation, and other services must be extended over larger areas without a proportional increase in rate-payers. Transit service quality rapidly deteriorates in sparsely populated areas, leaving residents with few alternatives to the automobile.

Tulsa's supply of vacant land, both within and outside the corporate limits, is plentiful. Since the mid-1960s the city has maintained a "fenceline" of incorporated land that that serves as future expansion areas. Today, those lands represent approximately 20,000 acres, primarily on the northern borders of the city. In addition, vacant buildable land within the city represents significant capacity.

In order for to achieve Tulsa's vision of a more fiscally sustainable community, the city must work closely with the Tulsa Metropolitan Utility Authority and other regional agencies to prioritize infrastructure investments so they reinforce the city's urban fabric. Vacant and underutilized land within the city is the most likely to achieve this goal, followed by unincorporated lands close to the city's existing neighborhoods, and then outlying areas. The small area and neighborhood planning process, described above, should be the primary instrument for directing new infrastructure investments.

To bolster this approach, the city and these regional partners should adopt a common methodology for forecasting and estimating the costs and benefits of new infrastructure investments. Furthermore, a common set of measures and desired outcomes will make the process more transparent to the public, who, ultimately, will bear the cost of building and maintaining these public services.

PLANiTULSA Monitoring Plan

An important part of the PLANITULSA comprehensive plan is measuring progress to determine whether implementation of the plan is occurring and whether it is achieving desired results, such as focusing growth in areas of change and developing the housing and employment the city needs. Working with available data, this monitoring approach will provide feedback to residents and policymakers on whether the policies in the plan are helping to achieve *Our Vision for Tulsa*. The monitoring approach has two major components, implementation monitoring and performance monitoring.

Implementation Monitoring
Implementation monitoring will provide information on the specific steps that the city and its partners are taking to implement the plan. The City of Tulsa, INCOG, other public agencies, neighborhoods, and private sector groups all play an important role in implementing PLANITULSA. Tracking their implementation activities is a critical aspect of the monitoring program. The cause (for example, the adoption of policies and regulations, or the investment in specified types of transportation programs) must occur before the effect can be measured (such as, changes in land use, transportation system performance, the economy, or quality of life).

Drafting and adopting Strategic Plans is an example of a key implementing action. Implementation monitoring will be accomplished through an annual Plan review process, review of significant public and private development projects, and review of infrastructure projects for inclusion in the City's Capital Improvement Plan or in the region's Transportation Improvement Program.

Performance Monitoring

Performance monitoring is intended to show whether the actions taken by the public and private sectors in Tulsa are achieving the desired results. Once a specific action has been taken, such as establishing Strategic Plan areas, performance monitoring will assess whether this action is producing the desired effects.

An important aspect of performance monitoring is the establishment of benchmarks. By articulating key measurable objectives for the framework policies in PLANITULSA, identifying corresponding performance indicators (e.g., travel time by mode) and specifying targets for what the City hopes to achieve (e.g., reduced travel time by mode) for these indicators, the City will be able to assess whether PLANITULSA policies are producing the desired effect. These key objectives, and corresponding indicators and targets, are referred to as benchmark objectives, indicators and targets.

Establishing the Performance Monitoring System

Currently, there is no system for monitoring land use and transportation changes in the City of Tulsa. Developing a system quickly in order to be able to monitor and measure the type and quality of growth occurring in Tulsa on a continual basis is essential, and luckily Tulsa has access to significant high quality data. In addition, the PLANiTULSA Plan was built using modeling and scenarios, providing an opportunity for setting meaningful benchmarks at a relatively fine scale, important for monitoring such a complex city such as Tulsa.

Monitoring Program Scope

As part of the plan a monitoring system will evaluate progress made toward *Our Vision for Tulsa*. The monitoring program will evaluate economic development, transportation, and land use benchmarks based on citywide "growth targets" for population, employment, and housing.

Growth targets established for Tulsa are based on the PLANiTULSA Vision, economic analysis, land capacity analysis, public input provided by the public and the Citizens Team, and practical approaches for sustaining new growth. The growth targets identify numbers of households and jobs, changes in property values by census tract or TAZ, retail sales tax, and city-wide transportation indicators expected for Tulsa by the year 2030. These growth targets are based on Tulsa 2030 Goal for achieving the employment and housing growth focused particularly within the city core and within key areas specified as areas of change.

In addition to changes in key land use and transportation indicators, the city will monitor Growth Capacity. This program will monitor the capacity the areas slated to accommodate growth *actually have* to absorb the type and amount of growth planned for Tulsa by the Plan and future forecasts. Growth capacity is calculated by monitoring the amount of vacant, unconstrained land, and the amount of economically redevelopable land. In addition, the capacity is determined by calculating the amount of development permitted by right – e.g. without zone changes or waivers.

Establishing Benchmarks

The city should be divided into a series of subareas of a reasonable geography within which to establish sub area benchmarks – not too large, but large enough to be able to observe emerging trends. A subarea system should be created based on the neighborhood areas commonly used in Tulsa (e.g. Tulsa North, East Tulsa, Midtown, Southwest, etc.). Alternately the Plan District boundaries of the current comprehensive plan could be used. A basic set of benchmarks should be developed to measure changes in vital indicators such as jobs and housing growth, transportation behavior and changes to the landscape. These measures should be detailed by five-year increments for each subarea. Additional benchmarks can be developed to track more detailed data such as retail sales tax revenue, assessed property value, or other quantitative data that can be effectively projected and monitored.

Monitoring Capacity with Available Data

Because the comprehensive plan outlines policies affecting land use and transportation, the monitoring program will focus on measuring and evaluating activity explicitly within these areas using accessible data already collected by the City and INCOG.

Data collected by City departments, INCOG, and the assessor's office can be geographically represented by geo-coding information within a central geographic information systems (GIS) database. This database can be used to compile standard data such as building permits, payroll data, and transit ridership to assess and monitor new household, population, travel, and business activity happening on a parcel, neighborhood, subarea, and citywide scale. In addition, transport data can be evaluated at the same geographic scale to determine changes in transit rider ship, vehicle miles traveled, congestion, transit mode split, etc. This data will be used to determine if transit rider ship increases near stations areas infused with new housing and mixed use development as prescribed by the Plan.

Monitoring Program Criteria

The monitoring program must meet basic criteria to ensure a systematic and fair method. As such, data collected for the monitoring program must meet the following criteria:

- **Data collected at a small geographic scale.** The data must be collected at the census tract, TAZ or parcel scale to allow for consistent analysis.
- **Data not based on models or assumptions.** The data must not be based on abstractions or model assumptions, but instead include real, quantifiable data.

- **Come from a reliable and stable source.** The data must be easy to obtain from a reliable and consistent source.
- **The data is understandable, relevant, and transparent.** The data must accurately and directly portray the subject in a clear fashion.

Generally speaking, monitoring programs with a few key indicators of high quality are more effective than those that include dozens of indicators of dubious quality. Therefore the proposed list is modest, but of excellent quality.

Monitoring Program Process
The monitoring program will follow a systematic process for evaluation using defined boundaries for comparison, a baseline number for evaluation, and 2030 benchmarks established by the Plan.

The monitoring program will establish and use defined geographic boundaries that identify areas where growth should occur including "areas of change." These areas of change and areas for consistent comparison must be scaled at the same geographic level, such as census tract, as available data to ensure easy and viable analysis.

Baseline for Comparison
The baseline for comparison will be conditions in the year 2005 in all performance measure categories. Each update cycle, the monitoring program will evaluate current conditions in comparison to the year 2005 and the 2030 benchmarks established by the PLANiTULSA Comprehensive Plan. As data becomes available, new baselines should be created in 5 year increments.

Update Period
Evaluation of the performance measures will be conducted biannually.

Product Deliverables
Every monitoring cycle, a "State of the City" report should be produced to highlight progress made toward achieving the Vision. If progress toward the 2030 benchmarks is behind schedule, the monitoring plan will highlight the need corrective actions and implementation measures needed to get back on course. The "State of the City" report will also provide a conduit for considering the City's land capacity to accommodate projected growth for the next two or three decades.

Performance Measures Evaluation
All the guiding principles of the Tulsa Vision are impacted by the physical arrangement of land use and transportation infrastructure and services. The monitoring program focuses specifically on collecting discreet data to narrowly monitor these impacts and fluctuations within these two categories.

Data from the related sources provides immediate assessment of how changes in the land use and transportation infrastructure, as pursued through the Vision and Plan, have impacted economic development conditions on a local and citywide scale. For example,

new housing units, transit mode split statistics, and assessed property values act as key indicators to the type of investment and growth happening in a place. The ability to monitor year to year the type of development and transportation activity at key geographic areas such as subareas, or census tracts in areas of change will allow the City to determine how Plan policies and strategies are influencing and spurring the type of growth and investment benchmarked by the PLANiTULSA Vision.

Additional Monitoring

The monitoring program will focus specifically on new population, housing, and job growth occurring within small and consistent geographic areas. This monitoring program will intentionally remain simple in structure and simple in evaluation protocol. This will allow the City to start small and build a manageable and reliable system for evaluation of its policies on a consistent basis over time.

A more complex monitoring program could describe a robust range of conditions affecting residents' quality of life. More comprehensive indicators such as air quality, water consumption, school enrollment, public health and financial condition, and average rent rates could also be measured to provide information on what impact this type of growth is having on the overall quality of life in Tulsa. Such evaluation would be highly valuable, however, the City of Tulsa should encourage and support the activities of other agencies to conduct or coordinate such an analysis. For the purposes of evaluation of the Comprehensive Plan, the City's purview of interest should remain specifically evaluation of the land use, transportation, and economic development policies and procedures.

Part VII: Priorities, Goals and Policies

This section is organized into priorities, goals and policies that if followed will move Tulsa towards the community's vision.

- Priorities are the big idea topical areas that address the guiding principles. They capture big picture changes that must occur to implement the plan.
- The Goals establish specific, measurable, attainable and realistic objectives that guide plan implementation by ensuring that the community and stakeholders have a clear awareness of what must happen to move Tulsa toward the Vision.
- Policies delineate the steps needed to achieve the goals.

In addition to priorities, goals and policies, the Plan recommends the Strategic Actions that should be taken in the first 3 to 5 years following plan adoption. These strategic actions are found in the Implementation and Action plan. [to be provided in next round]

Land Use Priorities

Land use decisions should be focused on improving the quality of life of all of Tulsa's citizens so that Tulsans in all parts of the city benefit from future growth and development. *Our Vision for Tulsa* provides an overview of the top land use priorities. This section includes detailed priorities, goals and polices that build on the land use priorities described in the Vision.

Land Use Priority 1: Make land use decisions that contribute to Tulsa's fiscal stability and move the city towards the citizen's vision.

Goal 1: Tulsa captures a larger proportion of the of the region's future growth. Policies to support this goal include:

1.1 Ensure that zoning capacity within areas of change is zoned appropriately for at east 20 years of growth.
1.2 Use the small area planning process to rezone property so that land is available for desired development.
1.3 Reassess zoning capacity in relation to this goal every 5 years.

Goal 2: Land use decisions are consistent with the Vision, Land Use and Stability/Change Maps. Policies to support this goal include:

Vision Map

2.1 Use the Vision map to provide general guidance for amending the land use plan. The vision map:
- Represents the types of places the land use program works to create.

- Is intended to represent long-term growth and transportation concepts
- Is not a regulatory tool, but serves as a guide to the plan map and land use/transportation policies
- Allows flexibility of implementation in how to achieve the vision by using the building blocks and plan categories to align new development with the vision to create places that are in accord with the desired design, density, job creation, and other goals

2.2 Use the vision to inform development related policy decisions using the following indicators:

- Do the proposed building block and plan categories provide the kind of places described in the Vision?
- Do the proposed building block and plan categories support the transportation, employment, and housing mix goals for the City of Tulsa?
- Do proposed transportation investments support surrounding land uses?
- Have proposed transportation investments been designed using the context sensitive solution process?

Land Use Map

2.3 Use the Land Use Map for policy guidance to implement the vision. The Land Use Map:

- Translates vision building blocks into plan categories and specific geographies
- Guides zoning decisions in conjunction with a locational analysis

2.4 Use the Land Use Plan categories set the parameters for zoning districts with more than one zoning district allowed in each category. Plan categories:

- Describe in detail desired environments
- Are not immutable, additional plan categories can be created and geographies changes, as long as new categories are consistent with the vision
- Are designed to provide a broad framework to guide the development of small area plans. New categories should only be created or amended through the small area planning process

2.5 The Land Use Plan:

- Is adopted by City Council upon recommendation by the Planning Commission
- Is amended by City Council upon recommendation by the Planning Commission. Amendments can be initiated by landowners, the Planning Commission, or the City Council
- Must be changed to conform to zoning decisions [check state law]
-

2.6 Land Use Plan and administrative development decisions

- The Comprehensive Plan is a policy guide. The Land Use Plan is not intended, nor should it be used to affect decisions that are permitted by the zoning code by right. Any decisions on specific projects should use the zoning code and other regulations as written at the time of application. The plan is only implemented by changes to the City's laws or by the actions and investments it takes.

Stability/Change Map

2.67 Use the Stability and Change Map as a guide to where future growth and development will occur. The Stability and Change map helps establish the implementation priorities for PLANiTULSA in specific geographic areas.
- Edges between the areas of stability and areas of change are variable and in most cases are transition zones between intensities of uses.

2.8 Establish criteria for selecting areas of change, consistent with the vision. Areas of change are where most of future growth will occur and are defined as:
- Underutilized land, such as surface parking lots or vacant non-historic buildings downtown or along corridors
- Vacant land within the city boundaries, designated for growth in the Vision map
- Areas already undergoing positive change which is expected to continue
- Areas adjacent to transit and around transit stations, existing and planned
- Areas along corridors with frequent bus service that can accommodate development on underutilized land
- Locations where appropriate infill development will promote shorter and less frequent auto trips
- Areas with special opportunities such as where major public and/or private investments are planned. Planning/investment priorities in areas of change include:
  - Small area planning areas with targeted transportation/context sensitive solution investments
  - Prototype demonstration projects
  - New community planning
  - Transit infrastructure

2.9 Establish criteria for identifying areas of stability. Define areas of stability as:
- Established neighborhoods
- High performing commercial and industrial areas
- Historic districts and areas with concentrations of historic structures
- Planning/investment priorities for areas of stability are mainly for public realm & reinvestment in existing development:
  - Connectivity and streetscapes improvements
  - Housing/neighborhood revitalization and rehabilitation programs
  - Redevelopment of aging strip centers or corridors

- Small-scale infill to fill development gaps

Goal 3: New development is consistent with the PLANiTULSA building blocks.

3.1 Promote pedestrian-friendly streetscapes by designing pedestrian-friendly streetscapes and encouraging new developments to provide pedestrian-oriented amenities and enhancements, including:

- Arcades, awnings and other architectural features to provide a human scale and offer protection from rain and the summer heat.
- Pedestrian plazas and green open space that offer interesting public places for people to enjoy the street experience. These should incorporate water features, sculptures, art or other architectural objects or focal points.
- Public art, benches, trash receptacles, bike racks and other amenities that enhance the quality of the pedestrian experience.
- Walkways and sidewalks that differentiate the pedestrian space from the auto realm.
- Pedestrian-oriented street lighting to increase the sense of safety and reduce the impact of light pollution.
- Trees and other landscaping to visually enhance the space as well as provide shade and a cooler microclimate. Native or drought-resistant species should be encouraged.
- Walkways leading directly to the street from building entrances
- Moving overhead wires to underground locations and relocating other utilities to the rear of the development to clean up the area's appearance.

3.2 Encourage a balance of land uses within walking distance of each other.

- Integrate and balance land uses, so they complement the surrounding area.
- Focus downtown development on increasing urban-style housing, retail, parks, cultural and arts amenities and entertainment to create an active, vibrant 24-hour urban core.
- Support the creation of higher density mixed-use areas at major centers served by transit.
- Transform commercial strips along Multi-modal Corridors into mixed-use boulevards.
- Create pedestrian-oriented, mixed-use campus areas will
- Support ground floor retail along main streets along with upper story housing and offices.
- Build neighborhood facilities, such as schools, libraries and community centers, within walking distance of transit stations and homes.

3.3 Work with utility providers to increase options for street light fixtures that encourage walking and safety and options with trees and to resolve maintenance issues.

3.4 Allocate City funds and find other funding to enhance pedestrian amenities on streets in priority areas.

3.5 Place buildings adjacent to the street with generous sidewalks; sidewalk cafes, attractive landscaping and pedestrian areas.

- Mass buildings with common parking lots rather than situated individually surrounded by private lots.
- Provide ground floor retail, professional service, and/or professional office storefronts on parking lots that front the street.
- Enhance parking structure facades when ground floor uses cannot be provided.
- Provide building entrances and windows to offer "eyes on the street," improving security and pedestrian access.
- Sidewalks should accommodate pedestrian seating and other amenities on sidewalks.
- Place parking lots, garage doors, loading zones and mechanical equipment away from streets.
-

3.6 Encourage complementary building height, scale, design and character.

- Create a sense of place by encouraging development of buildings, structures and landscapes that complement the character and scale of their setting.
- Require new development to be appropriate to the context of its location in density, intensity and size, particularly when adjacent to existing residential areas and historic districts.
- Design buildings to be compatible in height, scale, bulk and massing to the urban context and established character of the surrounding area.
- Design parking lot location, configuration, access points and screening to minimize spillover and mitigate any negative effects.

3.7 Enhance visual enjoyment of public spaces and art.

- Civic institutions and community events, such as street fairs, parades, farmers markets and live performances, all give Tulsa an important cultural and urban flair.
- Continue to support the Tulsa Arts Commission and the one percent public art program fund. Consider increasing incrementally to fund a long-term arts maintenance program
- Site art in locations targeted for mixed use, pedestrian environments.

Goal 4: The development environment allows Comprehensive Plan implementation to occur through market development.

- Promote redevelopment through reductions of parking standards and the expansion of shared parking systems and other parking management tools

- In order to get existing inventory into productive use, enable historic and older buildings to be adaptively reused though programs like temporary property tax relief.
- Ensure that adequate land to accommodate desired development is zoned and ready for development through implementation of small area plans.
- Coordinate public support by consolidating development-related functions to streamline the development process.

Land Use Priority 2: Put structures, processes and tools in place to effectively and equitably implement PLANiTULSA.

Goal 5: Tulsa's regulatory programs support desired growth, economic development, housing, a variety of transportation modes and quality of life priorities.

5.1 Revise the zoning code to ensure that a diverse range of uses and structures can be produced by the market place.

- Analyze the current zoning code to determine deficiencies and needed amendments. This analysis should include a recommendation on the extent of amendments needed to implement the plan.
- Calibrate zoning to consider market feasibility of desired uses
- At a minimum, create mixed use districts that allow the PLANiTULSA prototypes to be developed by right and bring the parking standards up to current best practices.
- Establish off-street parking and design standards to reflect actual parking demand
- Create a shared parking district overlay to be used in conjunction with a shared parking analysis to estimate actual parking needs
- Address offsite parking requirements for historic buildings
- Revise set-back standards to allow buildings to be built along the sidewalk, rather than pushed to the rear of the lot with parking in front
- Establish parking minimums based on best practices and allow the marketplace a role in estimating maximum parking needs.
- Address potential conflicts with historic development patterns and mass and scale of buildings in the underlying zoning of historic zone districts.
- Improve flexibility in permitted uses for re-use of historic buildings.
- Consider more extensive ordinance amendments to implement a hybrid zoning ordinance that incorporates performance and bulk standards into easy to use graphic development code.

5.2 Establish clear and objective standards for land use planning decision and implementation strategies.

- Develop clear and objective standards for making land use planning decisions, including the application of the Zoning Code.
- Discourage the use of Planned Developments by establishing clear build-by-right zoning standards for preferred uses.

- Develop criteria for evaluating proposed land use changes that will enable the Planning Director to authorize appropriate levels of decisions in cases where the impact from development does not warrant legislative action by the Planning Commission or City Council.

5.3 Create a robust and meaningful public involvement process that emphasizes long-term consensus rather than project-by-project evaluation and approval.

- Develop and use a standard small area or neighborhood planning process to develop a long-range vision for new centers, neighborhoods, and areas in need of revitalization and reinvestment.
- Design the small area and neighborhood planning process to maximize local public input and identify key implementation steps. The resulting plans should reflect neighborhood needs and desires and support citywide Vision and goals.
- Small area or neighborhood planning process shall result in an implementable plan and a clear land use program that enables build-by-right zoning standards for desired buildings and uses.

5.4 Modify the existing small area planning process to support the vision and policies by:

- Ensuring small area plans are in conformance with the vision
- Standardizing the process and implementation tools for small area plans
- Having small area plans establish priority implementation areas and development types
- Having small area plans proactively guide rezoning in priority areas to prepare land for desired development
- Following a consistent approach and process to develop small area plans, as outlined in the strategic implementation section of this plan.
- Consistently involving stakeholders throughout the process
- Using small area plans to set priority implementation areas
- Using small area plans to make zoning and development-related decisions

5.5 Develop Capital Improvement Plans to provide public services necessary for the development depicted on the vision map

- Extend services and utilities so that they favor infill development and do not promote scattered, sprawling development that is inefficient to serve
- Coordinate CIP and Utility plans with PLANiTULSA vision and policies
- Coordinate efforts between City departments and agencies to foster efficient allocation of public resources to targeted neighborhoods.
- Conduct Area Plans in priority areas to identify, coordinate and implement infrastructure improvements to support desired housing

5.6 Coordinate land use and economic development efforts to achieve the redevelopment and economic goals of the community including job growth and retention, business retention, and the creation of a thriving environment for entrepreneurs.

- Consolidate and/or reorganized Tulsa's planning and economic development-related functions to improve internal coordination.
- Continue and strengthen coordination between the city's economic development and planning departments and the city's chambers.

5.7 Incorporate findings in zoning decisions that demonstrate consistency with the Comprehensive Plan's goals and policies. Findings should guide private development toward zoning that:
- Maintains a healthy balance of jobs and households;
- Protects and stabilizes existing neighborhoods;
- Establishes healthy neighborhoods;
- Emphasizes mixed-use development, especially around transit stations;
- Maintains an adequate transportation and circulation system;
- Provides land use consistent with the established growth targets;
- Protects existing industrial and employment centers;
- Enables development consistent with Vision Building Blocks.

Goal 6: The development community is able to efficiently and transparently obtain planning and economic development support and permitting from a "one stop shop."

6.1 Ensure that Tulsa's development-related functions are organized to efficiently deliver services to the development community.

6.2 Ensure that Tulsa development-related functions are organized to transparently provide access to development information to interested stakeholders.
- Make comprehensive plans, zoning ordinances, small area plans and development review materials available on line

6.3 Consolidate some or all of the following development-related functions into a Community or City Development Department within the City of Tulsa: small area planning, long range planning, capital planning, economic development, community development, zoning administration and development permitting to improve service delivery and to maximize the city's resources allocated to development support.

6.4 Reorganize delivery of development-related services on the theme of "providing efficient service delivery and transparency."

Goal 7: Tulsa citizens, stakeholders, and interest groups all have easy access to development information and PLANiTULSA's Vision, Policy Plan and maps, Strategic Implementation Plan and Monitoring Program.

7.1 Make PLANiTULSA elements available on the city's website and make alternative arrangements for those without internet access.

7.2 Regularly update this information on the website.
7.3 Post development information – summary of processes, schedules, tools, programs, and meetings - on the website.

Land Use Priority 3: Focus redevelopment, revitalization and enhancement programs on areas that have been severely economically disadvantaged.

Goal 8: Underutilized land in areas of change is revitalized through targeted infill and reinvestment.

8.1 Create a toolkit to promote desired infill and redevelopment. The toolkit should include the following items.
- Prepare and implement small area target plans including appropriate rezoning
- Create a bold vision for redevelopment that is matched with achievable market realities
- Identify realistic markets – what are the desired uses and what can be supported and successful
- Identify viable financial packages to develop funding strategies
- Build public/private/nonprofit partnerships to create effective resources
- Establish operational procedures so new businesses are effective and sustainable and become catalysts to build momentum, rather than being stand alone projects without greater community impacts
- Assemble sites for implementation

8.2 Establish local programs such as temporary property tax relief to promote desired development such as enabling historic or older buildings to be adaptively reused
8.3 Enhance the quality of educational opportunities to provide Tulsa residents with a greater opportunity for economic stability – prepare students for the workforce.
- Coordinate school growth projections with PLANiTULSA Vision.
- Review land use decisions to ensure that residents have safe and multimodal access to schools.
- Partner with schools to provide community services and support education's role in every child's life.
- Partner with technical schools and community colleges to prepare residents for the workforce.
- Partner with universities to strengthen the economic environment through student program support and outreach, educational research, and technology transfers.

Goal 9: Tulsa North's economy is at least as robust, sustainable and as stable as the remainder of Tulsa's economy.

9.1 Focus planning, reinvestment and rehabilitation programs in Goal 8 in the Tulsa North area to provide opportunities for residents and businesses to improve economic stability

9.2 Enhance the quality of the built and natural environment consistent with the measures outlined in Goal 3.

9.3 Develop a tool box targeted to the Tulsa North area to include:
- Target housing reinvestment programs
- Affordable housing development programs/infill on vacant parcels
- Business development programs in conjunction with the technical and community colleges
- Workforce training geared to realistic job opportunities

Goal 10: The life expectancy levels in Tulsa North are consistent with the regional averages.

10.1 Address access to adequate medical care by providing transit service to medical facilities.
10.2 Partner with schools and community centers to address health issues and healthy lifestyles.
10.3 Create walkable communities and enhance recreational areas to encourage walking and biking.

Land Use Priority 4: Maintain, stabilize and strengthen existing neighborhoods, making them places where new residents are attracted to live.

Goal 11: Residents in established neighborhoods have access to local commercial areas, schools, libraries, parks and open space areas within walking distance of their homes.

11.1 Encourage the location of these facilities and services in appropriate areas so they are assessable and enhance neighborhood stability.

Goal 12: Residents in established neighborhoods have access to multiple modes of transportation.

12.1 Collaborate with School districts to:
- Improve accessibility and manage transport demand.
- Identify neighborhoods served by elementary schools. Ensure that safe, accessible and direct routes are available for schoolchildren and their

parents. Minimize walking distances and conflicts with traffic. Adopt measures to reduce traffic speed and volume.

12.2 Leverage the benefits of urban design to create walking and biking transportation options in neighborhoods

- Develop urban design guidelines for small area and neighborhood planning that encourage walkable mixed-use centers or main streets
- Utilize CSS process to ensure that centers and corridors are designed to support transit riders

Goal 13: Existing neighborhoods are stable and infill development occurs at an appropriate scale and type.

13.1 Promote the unique characteristics of existing neighborhoods as key to the city's long-term health and vitality.

- Maintain the desirability of existing neighborhoods through public and private investment.
- Recognize adopted area/neighborhood plans in guiding development and zoning decisions.
- Encourage neighborhood-serving office, retail, or other non-residential uses to be located in residential community areas, primarily on significant roadways or at key intersections.
- Provide appropriate transitions between non-residential uses and neighborhoods to protect stability and quality of life.
- Ensure that neighborhoods are served by and accessible to neighborhood commercial areas, parks, cultural areas and open space, libraries and schools. Encourage the development of these facilities in Small Area Plans.

13.2 Promote communication with neighborhood associations

- Facilitate communication between neighborhood associations, other organized groups and the City to expand public involvement and provide easy access to information for all residents.
- Encourage applicants for zoning changes to meet with neighborhood organizations prior to the zoning review process.

13.3 Provide residents in distressed neighborhoods access to programs and partners in to improve and stabilize their neighborhood.

- Develop a Neighborhood CIP for home improvements, traffic calming, connectivity and bike/pedestrian improvements
- Assist city, state, federal and private agencies in addressing crime, education and social service issues to strengthen neighborhoods and stem deterioration.

- Encourage the conversion of existing rental units to owner-occupied housing to help stabilize existing neighborhoods.
- Target neighborhoods for infill and redevelopment
- Continue the WIN neighborhood improvement programs
- Partner with nonprofit community housing development groups
- Encourage infill housing on vacant lots in existing neighborhoods, through assistance with acquisition, pre-development, development and homebuyer subsidies.
- Consider use of land banking programs, land transfer program to encourage affordable owner occupied housing
- Implement programs to encourage affordable homeownership and owner occupancy in areas with high concentrations of rental single-family housing.
- Develop programs focused on housing rehabilitation.

Goal 14: The city's historic resources are protected and programs promote the reuse of this important cultural resource.

14.1 Support the Tulsa Strategic Preservation Acton Plan preservation objectives and actions
14.2 Assure that Neighborhood Plans and Small Area Plans support preservation objectives.
14.3 Incorporate amendments that support the preservation of historic resources into the zoning and building code.
14.4 Update the preservation criteria and expand the program to protect additional resources.

Land Use Priority 5: Ensure that areas of change benefit from high quality sustainable development

Goal 15: Tulsa is a leader in sustainable development.

15.1 Establish goals for reducing the city's and region's carbon footprint.
15.2 Incentivize building practices that maximize energy and water use efficiency
- Create a streamlined permitting process to encourage sustainable building practices
- Create development incentives (FAR or density bonuses, reduced parking requirements, etc.) for projects that utilize high efficiency building technologies
- Create development incentives for adaptive reuse of existing structures

15.3 Promote reuse of existing structures
15.4 Promote sustainable building practices including:
- Energy efficiency
- Material Efficiency
- Waste reduction

- Durability
- Healthful building environment
- Integrated design

Goal 16: Tulsa is known for its built and natural beauty

16.1 Establish Urban Design Standards
- Formulate place-making design standards
- Standards should discourage auto-oriented development
- Standards should include setback, height, bulk and frontage but not be overly prescriptive

Land Use Priority 6: Preserve and Enhance Environmental Assets

Goal 17: Tulsa's natural and sensitive areas are protected and conserved

17.1 Establish sensitive area criteria/establish areas of conservation
- Obtain comprehensive information in order to prioritize programs that would protect key resources.
  - Establish a system of designating specific areas as ecologically sensitive areas worthy of protection.
  - Particularly in riparian areas, establish standardized buffer widths based on resource type and adjacent topography. For riparian areas, buffer widths will be based on water quality function and wildlife habitat needs.
  - Establishing standardized buffers may require that precise boundaries be delineated prior to environmental review for new development, particularly in riparian areas.
  - Also identify key public landmarks and scenic views.

17.2 Establish buffer zones and protection areas around key ecologically sensitive areas to prevent future development within those boundaries except for recreational facilities.

Goal 18: Development on impacted sites or areas is regulated to protect sensitive areas

18.1 In areas of change expected to develop, conduct watershed-wide master drainage planning in coordination with small area planning process

18.2 Preserve undeveloped floodplain areas for storm water conveyance

18.3 Investigate compensation programs or zoning measures to allow transfer of development rights from environmentally constrained areas to unconstrained areas

18.4 Continue to devise and use best management practices for development within floodplain areas

Goal 19: Planning and development of parks and trails are coordinated with the comprehensive plan and parks plan.

Land Use Priority 7: Establish a mechanism and process to monitor movement towards the vision.

Goal: 20: Tulsa citizens are able to monitor change in a systematic way

20.1 Report on progress annually

20.2 Establish a land use and development monitoring program

- Establish methods for calculating jobs and housing forecasts, and methods for assessing land capacity to accommodate expected growth. These land use metrics shall be coordinated with a comprehensive transportation modeling program.
- Establish GIS and modeling capability to track and monitor growth.
- Establish benchmarks based on the values expressed in the PLANiTULSA Guiding Principles. These benchmarks will be the basis for evaluating the effectiveness of the City's planning program.
- Ensure at least a 20-year supply of developable land is zoned for the anticipated housing and employment needs. The City shall maintain an inventory of developable land (including infill and redevelopment), and follow a standardized process of planning and assessing capital improvement needs before bringing new land into annexation.
- Develop a monitoring system to gauge success of the policies of the Comprehensive Plan. It should track and publish land use designation changes and development approvals for housing, employment, and other uses both citywide and at the neighborhood and district scale.
- Publish an annual "BUILDiTULSA Progress Report" to describe benchmark progress and highlight accomplishments. The report shall include a section on 'lessons learned' and suggested action for improved performance.

Land Use Chapter: Appendix A

Small Area Planning Process

The following are the major steps in the standardized planning process.

1) Define Boundary

The first step is to identify a study area boundary. The area should be broad enough to cover the area under study without being so broad as to dilute the focus.

2) Community Participation

The next step is developing an appropriate and effective community participation strategy for the plan. Selections from a variety of participation methods should be used to form a basic strategy that aims to: inform a broad variety of citizens, provide ample opportunities for interested citizens to give their feedback to the process, and give more active citizens an opportunity to directly interact in the process. Some methods for citizen participation are described here. Depending on the size and complexity, several of these methods may be used for one planning effort.

Citizen Advisory Committee:
A citizen advisory committee is a group of informed citizens representing a full range of interests who meet on a regular basis to critically review analysis and products at each step of plan formation. They are useful as a sounding board for new ideas, to ensure that plan content reflects the values of stakeholders in the area, and as a creative force to develop innovative ideas for the small area.

Charrette or Workshop:
A useful participation technique is to hold a charrette or public input workshop. These are events in which participants actively design a future for the area using maps, aerial photographs, and drawings. For example, participants may identify how they would like to see land uses change, identify landmarks to be preserved, decide where additional growth should go, use the CSS methodology to define preferred street typologies, and identify key public improvements to enhance the area.

Strengths, Weaknesses, Opportunities and Threats
SWOT (strengths, weaknesses, opportunities and threats) is an effective participation method to engage the ideas of many people on an equal basis. The list that results can be used throughout the process to generate a vision statement, check identified issues, and ascertain that implementation covers the identified needs. It can also help focus planning efforts on those issues that are having the greatest impact on the area.

Newsletters, often including surveys:
Periodic newsletters can be delivered through the mail to inform a broader constituency. An early newsletter may contain a response survey. In some cases such newsletters can

be distributed effectively through the Internet. The Internet can also provide a medium for response and comment from the public.

Open Houses:
Open houses are a good way to inform citizens while giving them the opportunity to interact with planners and stakeholders to 1) get questions answered, and 2) provide feedback directly to a staff person. Open houses also help foster a sense of community in a neighborhood, district, or corridor helping to galvanize support for the planning process.

Organizing the resulting strengths, weaknesses, opportunities, and threats by topic can assist in making it more useful throughout the process. Within the plan document, the appropriate comprehensive plan subject should organize the results of the SWOT analysis.

4) Assessment (inventory and analysis)

This is the step in the process in which technical analysis of the plan is completed. Each plan should address the following issues as they apply to the study area:

Environmental Features

Determine the location of environmentally sensitive and constraining lands. The City Planning Department should provide maps and information on the location of environmentally sensitive areas such as flood plains, wetlands, and brownfield sites.

Land Use

Identify the existing land-uses and recent development trends in the area. This analysis should include air photos and field surveys. Each small area plan should review and address the growth concepts in *Our Vision for Tulsa* and the land use and street designations in and the Comprehensive Plan. In addition, each plan should examine the boundaries of the Areas of Change and Areas of Stability. The steps are:

1. Refine the land use Plan Map by updating and correcting the boundaries of the land use typologies and other geographic errors
2. Refine boundaries of the areas of change
3. Refine boundaries of the areas of stability
4. Compare current zoning with the refined map.

Transportation

Gather and review the following transportation planning items:

1. Functional classification of streets
2. Street design typologies from the Comprehensive and Transportation Plan Maps
3. Transit routes and identify frequencies
4. Bike routes
5. Pedestrian connections, especially related to destinations
6. Planned transportation improvements

7. On street and off street parking capacity, especially in retail or employment areas

Legacies
Legacies have three primary components - historic preservation, urban design, and parks and open space. Define existing landmark structures, landmark districts and design review districts.

1. Identify additional structures and buildings, not historically designated that may have historical significance
2. Identify urban design characteristics to be respected and enhanced
3. Map parks, parkways, open spaces.

Housing
Providing diverse housing options is one of the primary goals of Tulsa's vision and comprehensive plan. Each small area plan should:

1. Identify housing characteristics: Characteristics include predominant architectural styles as well as housing types. Types of housing include single-family residential, townhouses, duplexes to four-plexes, apartments and condominiums.
2. Identify housing trends including recent development activity and sales and rental prices. Identifying trends is useful in unearthing threats and opportunities to the desired vision of the area. Census data and permit data can be used to determine the number and type of housing recently built, an indication of what will be built in the future.

Economic Development
In many areas of the city maintaining and creating jobs is an important goal. Each small area plan should:
1. Define and characterize business or employment areas.
2. Identify other economic generators

Neighborhoods
Neighborhoods are the building block of Tulsa's residential community. For neighborhood plans in particular, it is important to evaluate the neighborhood as a unique entity as well as a part of the city. An inventory of community facilities and services should be conducted. What facilities (schools, libraries, and community centers) and services (grocery stores, shopping, gathering places) are needed in the area? Understanding future needs of a population requires identifying the demographic characteristics of the existing population, and recent trends. Census data, Neighborhood Profiles, and capacity analysis are useful tools to accomplish this analysis. Art and cultural facilities and program requirements are part of identifying neighborhood services as well.

Education (neighborhood plans only)

The presence, location, and accessibility of educational facilities are an important issue for the health of all neighborhoods in the city. Neighborhood plans should:

1. Map schools, both public and private
2. Identify additional school facilities needed in the neighborhood or how existing schools can be better used for recreation, adult education, or other community needs. Recommendations regarding additional facilities are most persuasive if they are supported with demographic trend data.

Human Services (neighborhood plans only)
Identify human service programs currently available and additional program needs of the existing and expected population. Again, this requires identifying the demographic characteristics of the existing population, recent trends, and coordination with the City and other agencies.

5) Vision Statement
A vision statement answers the question: "what do we want this area to be in 10 to 20 years?" The first step in developing a vision statement is to refine the SWOT analysis given that a set of key opportunities to improve the area should have been derived from it. Next, write a concise vision statement describing the area at a specific time in the future, for example 10 to 20 years in the future. The vision statement may be organized into a set of guiding principles. Guiding principles are statements of values and goals used to measure implementation recommendations of the plan in terms of how well they meet the area's vision, how well they build upon the key opportunities, and how they address the key threats of the area.

6) Civic Responsibilities and Citywide Context
The second basic tenet of small area planning is that each area must not solve their problems at the expense of adjacent districts or neighborhoods and the city as a whole. Thus, each neighborhood, for example, should attempt to accommodate expected growth in one among several possible ways, so long as growth is not ignored and, therefore, shouldered by another neighborhood.

In addition, each small area should address a set of civic responsibilities that, if shouldered, will improve the livability of the city as a whole. An example of a civic responsibility is the provision within each neighborhood of the many different types of housing necessary to accommodate people of different ages and income levels. By addressing this responsibility, Tulsa can be an accessible place for many different types of individuals and families. Small Area Plans should follow the Guiding Principles developed during the PLANiTULSA process to ensure they reflect citywide priorities.

7) Plan Recommendations
Each recommendation needs to be tied to a goal that defines the desired outcome and an issue that defines the problem. The recommendation is a concise statement about what should be done to solve the problem. Plan recommendations should be organized by goal or issue, which may or may not correspond to the assessment topics.

Once the recommendations are complete, the standard tools can be applied to create an implementation program. The tools fall into three categories – regulatory, public investment or partnership. Some recommendations may need only tools from one category; however, more complex recommendations may use tools from all three categories.

Initiating a Small Area Planning Process

Small area planning is a partnership between the city and its constituents – residents, businesses, institutions, and other government entities. Neither can do an effective small area plan alone. As a result, there is and will be demand for more planning than the city has resources. It is therefore essential to use criteria to evaluate and prioritize requests for small area plans.

PLANiTULSA's Strategic Implementation Plan outlines a number of criteria to establish priorities for small area planning:

- Key catalytic projects identified in the Strategic Implementation Plan
- Evidence of disinvestment; deteriorating housing; and high vacancy, unemployment and poverty rates.
- A great amount of change is occurring or anticipated.
- Needs for public facilities and /or physical improvements.
- Opportunities for infill or redevelopment
- Opportunities to influence site selection, development or major expansion of a single, large activity generator
- Opportunity for development in conjunction with transit enhancements.

The Planning Director with assistance from the Planning Commission will evaluate neighborhoods, corridors, and districts using these criteria and establish priorities. The Planning Director will allocate available resources and establish a time frame for initiating a project. Like-minded organizations may be able to supplement city resources by assisting with public involvement and participation in the planning process.

Required Format

For ease of administration, each small area plan should follow the same basic format, which is reflected in the content described above. Within this basic format, flexibility is allowed as long as the minimum content outlined in this chapter is addressed.

In addition to the basic order, and minimum content, each plan should:

1. Utilize standardized tools
2. Summarize recommendations
3. Determine priorities among the recommendations

Tools For Small Area Plans

Land use and transportation conclusions in the plan should use standard tools contained in Tulsa's Redevelopment Toolkit. If a new tool is needed, it will be developed for use in other neighborhoods as well. The use of standardized tools keeps the administrative burden on the City within a reasonable level, and enables recommendations to be more quickly drafted and implemented.

Regulatory Tools

Regulatory tools can be implemented to shape, encourage and discourage future land use changes.

Zoning

Zoning tools include:

- Keep zoning as is
- Amend language in code
- Rezone to new district
- Apply basic overlay zones – e.g. transit or parking district overlay
- Prepare a specific overlay zone district – in the form of additional or modified design standards, land use standards or development standards of the underlying base zone. Additions, modifications, and limitations should utilize the standardized format and content of the revised Tulsa zoning code.

Design review

Design tools that may be used are included below. These are in addition to objective design standards applied through zoning.

- Recommend areas for formal design review – administrative. This is accomplished through a specific overlay zone, with clear and objective design standards. Design review is either ministerial (Zoning counter approval) or administrative (Zoning Administrator review and approval). Where possible, standards should be used that are already adopted, or similar to those already adopted in the revised Zoning Code.
- Recommend areas for formal design review - review board. This is also accomplished through a specific overlay zone, with design guidelines. Due to the expense and delay inherent with this system, it should be reserved for special issues and the costs borne by the district.

Landmark district

If all other design tools are insufficient and the vicinity has historical significance, a landmark district may be recommended.

Public Investment Tools

Public investments in an area have an immediate impact and are not subject to market conditions and private decisions. However, they are subject to a competitive budgetary process. Neighborhoods should prioritize desired investments based on a cost-benefit analysis to ensure that the most beneficial investments are addressed earliest.

Transportation
Transportation investments include:

- Street improvements including storm drainage
- Medians
- Shared parking districts
- Transit improvements
    - New bus route
    - Improved bus service
    - Streetcar
    - Fixed-route buses
    - Rail Transit
    - Local circulator buses
    - Additional transit stops
    - Improvements to transit stops
- Bike lane, route, path
- Sidewalk improvements
- Priority signals for pedestrians, bikes and transit
- Neighborhood traffic management
- Traffic enforcement
- Street trees/detached walks
- Street furniture

Parks
New parks and open spaces have obvious benefits, but can be expensive to create.

- Green streets – beautified pedestrian connections between parks.
- Parks
- Open spaces
- Plazas

Facilities
Some neighborhoods are in need of key civic facilities such as:

- Recreational centers
- Libraries
- Ball fields

Partnerships

In the absence of a strong private development market that is able to produce positive change without public money, partnerships can be formed between public and private partners. In areas of change, a partnership can help galvanize additional private investment by changing market perceptions. In areas of stability, partnerships can be useful tools in developing affordable housing or in beautifying a business district. Examples of investments that can be accomplished through partnerships include:

- Shared parking lots or structures
- Business Improvement Districts
- Tax Increment Financing (TIF) districts

- Brownfield mitigation
- Affordable housing
- Land assemblage
- Business recruitment
- Façade improvement loans
- Business incubator
- Pilot projects
- Financial assistance (loans, grants, rebates).

Implementation of Small Area Plans into Citywide Policies and Priorities

Plan Adoption

Because of the importance of small area plans in directing future resource allocation, adoption involves thorough evaluation, as well as formal action.

1. A completed plan draft is formally submitted to the Planning Director.

2. The Planning Director directs a multi-agency technical review committee to evaluate the plan format, contents, and process. The committee recommends changes as needed. The recommended changes, if any, are reviewed by the entity that drafted the plan and then a revised plan is submitted.

3. The Planning Director transmits the revised plan to the Planning Commission for a work session to review the contents, committee recommendations, and compatibility with *Our Vision for Tulsa* and the Comprehensive Plan.

4. The Planning Commission conducts a public hearing and makes a recommendation to City Council based on the review committee's findings and public testimony.

5. The City Council acts on adopting the proposed plan as a supplement to the Comprehensive Plan.

The adopted plan is put into digital format and published electronically. Limited numbers of printed copies will be available.

City Commits to Implement Conforming Plans

Plans that are adopted as policy by the City of Tulsa must be in conformance with the Comprehensive Plan. Small area plans benefit from this arrangement because the city, upon adoption, commits to implement the policy aspects of the plan into city regulations. Also, the city commits to address the programmatic aspects of the plan subject to competitive budget processes where requests are considered relative to the importance of other city budget requests.

After adoption, the neighborhood plan should include a process to periodically review and update the implementation of its recommendations into city policies and investments.

City Evaluation of Plan

Part of the criteria the city will use to consider implementation of the programmatic elements of the plan will be how effective the proposed investments are at improving conditions in the city, as measured by the Outcomes and Indicators developed during the PLANiTULSA process. Therefore, the plan should attempt to forecast how it would meet those benchmarks that are applicable to the area.

Summary of Priorities

1) Small area plans must be in agreement with *Our Vision for Tulsa* and the Comprehensive Plan prior to adoption by City Council. If the small area plan complies, it may be adopted forthwith. If the small area plan conflicts with them, it must be reconciled, either through amendment to the small area plan or the Comprehensive Plan.
2) The city shall establish a standardized process for small area plans.
3) The city shall establish a standardized format for small area plan documents.
4) The city shall establish a standardized set of tools to be utilized for implementation of small area plans. Programmatic elements should be prioritized within the plan document.
5) Small area plans must address a minimum set of civic responsibilities as defined by the city. Civic responsibilities should include at a minimum housing diversity and transportation system integrity.
6) The city shall commit to implement small area plans that are in agreement with *Our Vision for Tulsa* and the Comprehensive Plan.
7) Programmatic elements will be subject to the city's competitive budget process. The city shall utilize objective benchmarks to help determine spending priorities.
8) Existing small area plans remain in effect, but shall be reviewed for effectiveness of implementation, and new plans and updates shall meet the requirements of the Comprehensive Plan.