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## MEMORANDUM

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**TO:** PLANITULSA CITIZEN'S COMMITTEE  
**FROM:** JOHN FREGONESE, SCOTT FREGONESE, JANET THARP  
**SUBJECT:** GUIDING PRINCIPLES AND SCENARIO DESIGN MATRIX  
**DATE:** JANUARY 23, 2009

Following are draft guiding principles, indicators and a scenario design matrix which we will be reviewing with the Citizen Committee at our Tuesday, January 27<sup>th</sup> meeting. We want to discuss these guiding principles, scenario elements, the possibilities for the other two scenarios, and brainstorm some ideas for urban themes with you. We look forward to your comments anytime, online or in person, and look forward to a productive discussion on January 27<sup>th</sup>.

### **DRAFT GUIDING PRINCIPLES AND INDICATORS**

Guiding Principles are developed to ensure that planning recommendations and strategies reflect and support Tulsa citizens' core values. Having a clear understanding and consensus of residents' values ensures that the recommendations and strategies within the plan are consistent with these values.

Guiding Principles are used to evaluate potential development scenarios; they guide the development of plan recommendations and help to ensure that the planning and implementation process moves forward in a predictable manner and that the plan remains consistent with the shared vision of the citizens of Tulsa over time.

The Guiding Principles will help us answer the question: "What should Tulsa be in the future?"

The following are grouped into topics. After each topic is a list of potential indicators to use in evaluating scenarios to determine how each scenario measures up to the guiding principles. Because these indicators are designed to evaluate scenarios, they are not as comprehensive as future indicators – e.g. these indicators are used to measure differences in models, rather than experience over time. Nevertheless, they are useful to measure differences in scenarios regarding issues we know Tulsans care about.

## **Community and Housing**

Tulsans are proud of their city's many assets - the fine arts, art deco architecture, the river, music, and the city's rich ethnic heritage. Tulsa is seen as the kind of place where newcomers can move, buy a home, and join the community. Citizens expect that tradition to continue, and want an approach to development that protects the quality of life Tulsan citizens already enjoy and also provides new choices in development types. Future development should protect historic buildings, neighborhoods and resources while allowing for continued use and enhancement of urban areas and the creation of new mixed use centers. New development should be designed to complement and enhance existing neighborhoods; it should add new and diverse choices, both in style and cost, for housing, shopping, entertainment, and other amenities. New neighborhoods on previously undeveloped land should be planned to provide a range of housing, employment, and shopping choices, and should be seamlessly integrated with all modes of transportation so residents may access the goods and services they need for a healthy life. Tulsa citizens see a city with pockets of density to provide for a more livable, walkable and cost-efficient community.

City development policy should be clear and result in predictable development. Regulations should provide for the type of development Tulsa residents want to see built in the city and should be implemented consistently and fairly.

### **Possible Community and Housing Indicators**

- Mix of housing unit types
- Number of housing units in mixed use areas/walkable areas
- Amount of urban infill
- Match of household demographics and income to housing type, both citywide and by neighborhood
- Proportion of historic buildings currently in use vs. vacant
- Number of residential units displaced by new developments
- Land consumption
- Number of Mixed use dwelling units

## **Transportation**

Tulsans recognize that the efficient use of their tax dollars depends in part on the coordination of land use and transportation policy. Neighborhoods should be served by a variety of transportation options, so that all Tulsans - workers, school children, college students, and retirees - can get where they need to go by walking, biking, driving, or using public transit. Neighborhoods should be walkable, meaning they provide safe and continuous sidewalks, a variety of routes, and good access to transit corridors. New and existing employment centers should include shopping and after-hours activities as well as housing, so they become richer more vibrant places throughout the day and night.

Tulsans expect an ongoing maintenance programs to extend the life of current infrastructure investments.

### **Possible Transportation Indicators**

- Proportion of households/jobs within 1/2 mile of frequent service bus lines or other public transit
- Citywide and neighborhood splits between different modes of transportation
- Vehicle miles/time traveled per capita, by mode
- Daily transit ridership
- Proportion of households/jobs in neighborhoods with high walkability scores (street and path connectivity and intersections)
- Proportion of households/jobs served by bicycle network
- Bicycle commuter counts along key routes
- Ratio of retail/entertainment/shopping to office/other employment within high-density employment areas – to measure mix of uses
- Vehicle Miles Traveled per capita
- Average Travel time
- Cost of transportation improvements needed
- Annual household fuel expenditures
- Annual hours spent driving per person

### **Economy**

Tulsans want their City to be a lively and interesting place to live, where its many assets - art, culture, history, and natural beauty - are recognized as key to maintaining the city's quality of life and the ability of the city to thrive. At the same time, it is crucial that the established Tulsa community is open to welcoming the new, so people of all ages and from all walks of life can get their start, be successful and make their homes here. Tulsa's downtown is seen as becoming a thriving economic engine for the entire region, as well as an energetic neighborhood and cultural center. Civic, business, and other stakeholders coordinate and cooperate to improve the environment for employers, workers, small businesses, entrepreneurs, artists, and those upon whose creativity the City will depend for the next 30 years.

### **Possible Economy Indicators**

- Employment mix
- Percent of export jobs (jobs that bring new income into the region)
- Citywide Jobs-Housing Ratio
- Subarea Jobs-Housing ratio
- Share of region's jobs that are downtown
- Wage levels of new jobs
- Average Income of new workers (by job type)
- Average Educational Requirements of new workforce

## **Equity and Opportunity**

Tulsans want to see a cohesive Tulsa – where all residents, from the north to the south - have the ability to create a safe, healthy life for themselves and for their families. Education is one of the most important components of an equitable Tulsa. Tulsans want school locations to be safe, walkable, and efficient. Tulsans want cooperation between Tulsa Public Schools, the Parks Department, and other public entities to ensure that all public facilities enhance the value of their neighborhoods. Building a world-class Pre- and K-12 school system is paramount to expanding opportunity to all Tulsans, as well as attracting new families. Tulsa should be a City where youth have a voice in planning for their future. Tulsans want a commitment on the part of civic, business and government leaders to expand the range of housing, employment, transportation, education and health care available across incomes, ethnicities, and cultures. Government should be transparent, accessible and participatory so residents have a voice in solving their community's problems today and are a part of planning for tomorrow.

### **Possible Equity and Opportunity Indicators**

- Average walkability scores within 1-mile of public schools
- Affordability of housing for future demographics by area
- Demographic mix, housing profile, new permits
- Access to alternative transportation by demographic area
- Match of household make-up and income to housing type, both citywide and by neighborhood (repeated in community section)
- Percent of new jobs in lower income areas

## **Environment**

Tulsans expect their city to draw upon its long experience in the energy industry to become a leader in sustainability, carbon neutrality, and the efficient use of natural resources. The City should work to expand the range of transportation options by embracing walking, biking, and public transit in addition to the use of the automobile, while also encouraging land uses that make those alternative modes of transportation more desirable. New buildings should meet high standards for energy, water, and carbon efficiency while delivering high quality spaces for people and also contributing to the architectural heritage of the City. Tulsans want to live in a city that is uncluttered by visual pollution such as overpowering signage, unsightly placement of utilities, and unmanaged refuse. Creating environmentally sensitive public infrastructure and maintaining the city's parks, greenways and natural areas are also keys to a clean and beautiful City.

### **Possible Environment Indicators**

- Proportion of households within 1/2 mile of transit-rich corridors
- Extensiveness and connectivity of bicycle network
- Average walkability scores for neighborhoods served by transit

- Number of acres of park/open space / 1,000 people Open space per capita
  - Parks per capita
  - Access to open space and parks
- Proportion of new buildings that are highly rated for energy and sustainability
- Extensiveness and connectivity of parks, greenways and trails
- Carbon footprint
  - Carbon Dioxide (CO2) emissions from transportation
  - Carbon Dioxide (CO2) emissions from buildings
- Consumption of fuel
- Impervious surface lost

## **Planning Process**

Tulsans expect City planning to be an inclusive and transparent process, and land use and neighborhood plans to be adopted, funded, implemented, and monitored for performance. Plans should clearly state the community challenges they seek to address, the goals that they will accomplish, and the implementation measures needed to reach those goals. Identifying funding requirements and sources, either existing or new, should be part of any plan's development, so officials, stakeholders, and the community are informed about the trade-offs involved in implementing a plan. Neighborhood and specific area plans should be consistent with the citywide Comprehensive Plan and implementation should conform to the adopted plan.

**(Note: process related principles, no scenario indicators at this time)**

## **SCENARIO DESIGN MATRIX**

We have created the following matrix to help define the scenarios as they evolve, and to begin the process of describing these to the public. We would like to be able to finalize the scenario concepts shortly after the January meeting, and have a complete matrix of scenario designs, the draft guiding principles, and the key indicators for the scenarios all done for the February committee meeting.

As many of you have emphasized, the scenario process is designed to test a number of variables. Each scenario should have a theme – an urban design theme, and probably a major driving force – economic development, international city, sustainable city, sports paradise or similar theme. Scenarios are about highlighting choices, and we want to emphasize tradeoffs between the goals.

The final scenario can be the best of lessons learned, but now is the time to explore some other designs. We therefore offer this matrix as a way to guide the Committee's discussion. This is a work in progress – we can add additional elements, or change the parameters of any scenario, but this gives us the beginning of a structure to discuss them.

Scenario	Trend	Workshop	C	D
Overall Theme	Scenario describes current practices extrapolated into the future without any significant changes. Housing, transportation, and economic trends as they have existed continue. Tulsa City grows very slowly, while most economic and housing development locates in the surrounding suburbs	Scenario B reflects the input received from the Citywide Workshop process. In general, participants selected development types that were denser and had a wider range of uses than currently exists in Tulsa. Development was particularly targeted at downtown, along corridors, and in select neighborhoods. Alternative transportation modes are well developed and used.		
<b>Land Use and Housing</b>				
Land Use Design	Limited range of land use categories; most areas are single-use and auto-oriented. Land use and transportation coordination is primarily based on auto circulation; mixes and	The variety of allowable land uses is greater. Mixing of residential, office, retail, and services are allowed along major corridors, in neighborhood centers,		

Scenario	Trend	Workshop	C	D
	densities are not generally sufficient to support high-capacity transit. Surface parking is a major consumer of land area.	and in transit-oriented development areas. Existing single-family neighborhoods are not zoned for mixed use.		
Housing Unit Mix	New homes are primarily detached single-family units, including many with larger lots, near or beyond the City boundary. Other developments are rental apartments. Some multifamily/condo development in downtown.	About 35% of new units are built in multi-family or small- or zero-lot line developments. These are primarily located near transit lines and along the edges of existing neighborhoods. Single family homes are still the predominant housing type, but home and lot size may be more varied.		
Housing Market	Downtown and close-in neighborhoods continue to lose both households and employment; newer low-density suburban neighborhoods continue to make up the majority of home construction.	Downtown and close-in neighborhoods remain stable or increase the number of households and jobs. Newer neighborhoods have a range of unit and lot sizes to reflect a		

Scenario	Trend	Workshop	C	D
		<p>broader range of housing consumers (1-2 person households, young families and aging baby boomers). Greater variety helps match supply to demand, which in turn helps preserve values.</p>		
<p><b>Housing Affordability</b></p>	<p>Homes in Tulsa remain affordable relative to income (1:3 median income to home price). Affordable housing programs focus on loan assistance, improvement assistance, and public-private development efforts. Primary emphasis is on home ownership.</p>	<p>Homes in Tulsa remain affordable relative to income, but wider range of choices provides options for lower income or smaller households. Affordable housing programs continue to focus on homeownership.</p>		

Scenario	Trend	Workshop	C	D
<b>Open Space</b>				
<b>Open Space and Conservation</b>	The City maintains existing parks and adds some new neighborhood open space in Greenfield developments.	Large recreation areas (e.g. Turkey Mountain) are preserved. In-town parks, greenways, and flood-control facilities are retained or expanded.		
<b>Transportation</b>				
<b>Roads and Streets</b>	Paving and maintaining existing roadways is primary emphasis. Traffic congestion increases modestly, but overall, road network has ample capacity.	Paving and maintenance are still a primary emphasis. Some additional capacity is developed with a Bus Rapid Transit system. A streetcar is developed in the downtown, and commuter rail serves key corridors.		

Scenario	Trend	Workshop	C	D
Transit	<p>Transit consists primarily of bus and para-transit services. Network is cross-town design with most routes terminating downtown. Auto-oriented land uses along routes do not provide sufficient densities or mixes to support an expanded network. Carpooling remains largest “transit” mode, and may increase along with energy costs.</p>	<p>Transit consists primarily of bus service, both regular and rapid cross-town. Buses are supplemented by high-capacity commuter and rail services, and streetcar lines. Most routes terminate downtown, but additional lines provide transfer points for north-south travel. Transit-oriented-development hubs combine housing, jobs, and services in selected areas.</p>		
Walking and Biking	<p>Bicycle paths and facilities are primarily for recreation purposes, rather than cross- or in-town commuting or day-to-day trips. Sidewalks may be provided in new suburban neighborhoods, but continuous sidewalks</p>	<p>Recreational bicycle paths are expanded; some on-street commuting and in-town routes (bike lanes, bike boulevards, etc.) are added. Pedestrian facilities are improved between existing residential and new mixed-use areas,</p>		

Scenario	Trend	Workshop	C	D
	<p>along major roadways are uncommon. Transit, biking and walking are insignificant transportation modes</p>	<p>particularly along transit corridors. Residents of Inner neighborhoods and main streets walk for 20% of their trips. Traffic calming programs (neck-downs, chicanes, lighting, etc.) are implemented in neighborhoods and along main streets. About 5% of Tulsans regularly bike to work, and about 20% regularly use transit (5 times a month)</p>		
<p><b>Private vehicle fleet assumptions</b></p>	<p>Standard EPA fleet in 2020, 100% fossil fueled, 35 miles per gallon. Standard vehicle ownership ratios.</p>	<p>Fuel mileage increases to European standard of 49 mpg, 90% fossil fueled vehicles, 10% electric vehicles. Standard vehicle ownership ratios. Active shared car program.</p>		

Scenario	Trend	Workshop	C	D
<b>Economic Strategy and Development</b>				
<p><b>Economic Development/ Industries</b></p>	<p>New employment growth takes place primarily at or beyond City boundary in large campus or warehouse style developments. Business attraction and retention is primary economic development strategy. There is generally no coordination of new employment development with housing or transit facilities.</p>	<p>New employment growth continues to take place near the edge of the City, but is more limited to large-footprint building and warehouses. Office, retail, and service uses are arranged along transit-rich corridors and within downtown. Large employment complexes (health care, corporate headquarters, etc.) are incorporated into several large intermodal areas in the City and in downtown.</p>		