

## **TMAPC Staff Report**

**April 19, 2017**

### **Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework**

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**Item:** TMAPC consider adoption of Resolution No. 2744:967 finding the Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework in conformance with the Tulsa Comprehensive Plan

- A. Background:** The City of Tulsa Planning Department selected a consultant team led by Lakota Group and including Clue Group, Sam Schwartz, and Duncan Associates, to complete a land use study for land surrounding future transit station areas located along the Peoria Avenue corridor between 38th Street North and the intersection of Lewis Avenue/81st Street. The study evaluated the areas within a quarter mile radius of seven of the future bus rapid transit (BRT) stations, and recommends land use and zoning changes that can maximize public investment. The study will also address which land uses provide the most successful outcomes for private properties that border these BRT station sites.

The consultant team presented an update on the land use study at a January 18, 2017 work session of the Planning Commission. The Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework is considered a functional plan and falls under the category of “other types of plans, studies and initiatives” in the TMAPC Policies and Procedures, which requires that the plan be reviewed for conformance with the Tulsa Comprehensive Plan. Following this action, the City Council will be asked to concur with the finding of conformance.

- B. Comprehensive Plan Conformance:** The Tulsa Comprehensive Plan (PlaniTulsa) contains priorities, goals and policies supporting a variety of transportation options (including bus rapid transit) and the need to create walkable, higher density development within walking distance of transit (see attached for Comprehensive Plan references). The Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework contains specific land use and zoning recommendations designed to achieve these concepts outlined in the Comprehensive Plan. The land use framework will provide guidance as public improvements are made and private properties develop along the Peoria Avenue Corridor. The land use recommendations for mixed use development, specifically through utilization of the mixed-use zoning tool in the City of Tulsa Zoning Code, will implement the Comprehensive Plan’s direction on transit oriented development. Staff finds that based on the above, the Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework is in conformance with the Tulsa Comprehensive Plan.
- C. Staff Recommendation:** Adopt a resolution finding the Peoria Avenue Bus Rapid Transit (BRT) Land Use Framework in conformance with the Tulsa Comprehensive Plan.

## **PLANiTULSA**

### **References for Peoria Bus Rapid Transit Land Use Study**

#### **The Vision of Tulsa's Future P. 10 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."

#### **LU 42 (TR 19) Expanded Transit System**

"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."

#### **LU 43 (TR 43) 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, high occupancy vehicle (HOV) lanes, expressways, or ordinary streets. Compared to typical diesel bus transit systems, a BRT system offers potential advantages by combining priority transit lanes, alternative fuel technology, cleaner and quieter operation, rapid and convenient fare collection, and integration with land-use policy."

#### **LU 79 Priority 1, Goal 3, Policy 3.2 - Encourage a balance of land uses within walking distance of each other.**

- "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."

#### **LU 84 Priority 4, Goal 12 - Residents in established neighborhoods have access to multiple modes of transportation.**

#### **TR 29 Transit – Oriented Development**

"In response to future rail, BRT and streetcar service growth should be encouraged around transit facilities by supporting Transit-Oriented Development (TOD). TOD is a way for Tulsa to make long-range coordinated transportation and land use decisions that will provide a variety of housing and mobility options and create active places where people can live, work, shop, interact and recreate. The program will address: transportation access for pedestrians, bicycles, transit and automobiles; the type and density of land use; urban design; and parking. The program also works with private property owners and potential developers to help implement

and develop incentives for TODs. Potential TOD incentives include reductions in parking requirements for mixed-use zone districts and tax increment financing to assist with operating and maintaining the transit facility.”

**TR 30 Transit Oriented Development (TOD)**

**Transit Oriented Development (TOD):** TOD creates a higher density residential development within walking distance of transit, in particular light rail and bus rapid transit. Costs of these developments can be taken on by developers, but cities can introduce incentives to promote TOD development. In time, tax revenues from these developments can contribute back to local infrastructure, making them value-added projects.

**TR 36 Priority 1 - Provide a Wide Range of Reliable Transportation Options So Every Tulsan Can Efficiently Get Where They Want To Go.**

**TR 36 Priority 1, Goal 1 - All Tulsans have a variety of transportation options for getting around the city.**

**TR 36 Priority 1, Goal 1, Policy 1.1 -**

Coordinate closely with MTTA to provide for transit-supportive enhancements in the high frequency bus, bus rapid transit, streetcar, light rail and commuter rail corridors.

**TR 36 Priority 1, Goal 2 - Tulsa has a sustainable network of roadways, trails and transit infrastructure that is well maintained and not a burden on future generations to operate.**

**TR 38 Priority 3 – Ensure that transportation investments enhance the land uses they serve.**

**TR 38 Priority 3, Goal 7, Policy 7.1**

Enhance transportation Tulsa’s right-of-ways so they both serve as great public places and promote multi-modal travel.

- Correlate a mixed use land use development strategy to minimize auto trips and roadway congestion through internal capture of vehicular trips.

**TR 40 Priority 4 – Provide multiple transportation choices to all Tulsans.**

**TR 40 Transportation Priority 4, Goal 12, Policy 12.2**

Enhance bus transit services with higher frequency bus service, improved stations/stops and priorities for intelligent transportation systems (ITS) investments (including bus priority signalization) on the Big T route, which includes Peoria Avenue and 21st Street as portrayed in the Vision Map.

**TR 40 Transportation Priority 4, Goal 12, Policy 12.5**

Develop a transit-oriented development program incentives, including: promotion of shared parking; creation of new zone districts and/or overlays that allow for reduced parking requirements and support a mix of transit supportive land uses; and development of dedicated funding to “land bank” key land parcels near stations to preserve future development opportunities.

**H 13 Priority 2, Goal 8 - The combined cost of housing and transportation to Tulsa’s residents is reduced.**

## RESOLUTION

### TULSA METROPOLITAN AREA PLANNING COMMISSION

#### Resolution No. 2744:967

A RESOLUTION OF THE TULSA METROPOLITAN AREA PLANNING COMMISSION (TMAPC) FINDING THE PEORIA AVENUE BUS RAPID TRANSIT (BRT) LAND USE FRAMEWORK IN CONFORMANCE WITH THE TULSA COMPREHENSIVE PLAN.

WHEREAS, the Tulsa Metropolitan Area Planning Commission (“Planning Commission”) is required to prepare, adopt and amend, as needed, a master plan, also known as a comprehensive plan, for the Tulsa metropolitan area, in accord with Title 19 Oklahoma Statutes, Section 863.7; and

WHEREAS, the purpose of such a comprehensive plan is to bring about coordinated physical development of an area in accord with present and future needs and is developed so as to conserve the natural resources of an area, to ensure the efficient expenditure of public funds and to promote the health, safety, convenience, prosperity and general welfare of the people of the area; and

WHEREAS, pursuant to Title 19 Oklahoma Statutes, Section 863.7, the Tulsa Metropolitan Area Planning Commission (TMAPC) did, by Resolution on the 29th of June 1960, adopt a Comprehensive Plan for the Tulsa Metropolitan Area, which was subsequently approved by the Mayor and Board of Commissioners of the City of Tulsa, Oklahoma, and by the Board of County Commissioners of Tulsa County, Oklahoma, and was filed of record in the Office of the County Clerk, Tulsa, Oklahoma, all according to law, and which has been subsequently amended; and

WHEREAS, the Tulsa Metropolitan Area Planning Commission (TMAPC) did, by Resolution on the 6th of July 2010, adopt an amendment to the Comprehensive Plan for the Tulsa Metropolitan Area, which pertains only to those areas within the incorporated City limits of the City of Tulsa, known as the Tulsa Comprehensive Plan, which was subsequently approved by the Tulsa City Council on the 22<sup>nd</sup> of July 2010, all according to law, and which has been subsequently amended; and

WHEREAS, Tulsa Comprehensive Plan adopted in 2010 contains recommendations regarding development of a bus rapid transit system and transit-oriented development; and

WHEREAS, the Peoria Avenue BRT Land Use Framework is considered a functional plan and falls under the category of “other types of plans, studies and

initiatives” in the TMAPC Policies and Procedures, which requires that the plan be reviewed for conformance with the Tulsa Comprehensive Plan.

WHEREAS, the City of Tulsa and the Metropolitan Tulsa Transit Authority worked with a team of consultants lead by Lakota Group to develop the Peoria Avenue BRT Land Use Framework that includes a vision created by local stakeholders, city officials, and public feedback.

WHEREAS, the Peoria Avenue BRT Land Use Framework will inform zoning and land use decisions, identify priority projects, help guide policy to capitalize on public investment, and support private development.

NOW THEREFORE, BE IT RESOLVED, by the Tulsa Metropolitan Area Planning Commission:

Section 1. That on April 19, 2017, the Tulsa Metropolitan Area Planning Commission found the Peoria Avenue BRT Land Use Framework to be in conformance with the Tulsa Comprehensive Plan.

Section 2. That a true and correct copy of the Peoria Avenue BRT Land Use Framework is attached to this Resolution.

Section 3. That upon adoption by the Tulsa Metropolitan Area Planning Commission, this Resolution shall be transmitted and submitted to the City Council of the City of Tulsa for their concurrence with the finding of conformance.

ADOPTED this 19<sup>th</sup> day of April, 2017, by the Tulsa Metropolitan Area Planning Commission.

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Michael Covey, Chairman  
Tulsa Metropolitan Area Planning Commission

ATTEST:

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Margaret Millikin, Secretary  
Tulsa Metropolitan Area Planning Commission

**CONCURRENCE BY THE TULSA CITY COUNCIL**

The City Council of the City of Tulsa, Oklahoma hereby concurs with the finding of the Tulsa Metropolitan Area Planning Commission that the attached Peoria Avenue BRT Land Use Framework is in conformance with the Tulsa Comprehensive Plan.

Dated this \_\_\_\_\_ day of \_\_\_\_\_ 2017.

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Anna America, Chair of the City Council

APPROVED AS TO FORM:

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Assistant City Attorney

