



**Tulsa Metropolitan Area  
Planning Commission**

**Staff Report: Tulsa International Airport Economic  
Development TIF Project Plan**

**Hearing Date:** December 18, 2024  
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**Item**

Adopt a resolution of the Tulsa Metropolitan Area Planning Commission determining that the Tulsa International Airport Economic Development **TIF** Project Plan **is** in conformance with the Tulsa Comprehensive Plan and recommend its **approval** to the City of Tulsa.

**Background**

The Oklahoma Constitution authorizes special financing tools to assist with the development or redevelopment of areas determined by a city, town, or county to be unproductive, undeveloped, underdeveloped, or blighted. The Local Development Act provides those tools and guidelines limiting their use to areas where investment, development, and economic growth are difficult but possible if the Act is used.

One of the Act's tools is tax increment financing, which allows a city, town or county to direct the apportionment of an increment of certain local taxes and fees to finance public project costs in order to stimulate development in the defined area. The sales tax increment is the portion of sales taxes collected each year that are generated by the project(s) in the increment district, as determined by a formula approved by the governing body. The increment district is established by the development and approval of a project plan, which specifies the project area, the boundaries of the increment district, the objectives for the project area, the activities to be carried out in furtherance of those objectives, and the costs.

Increment districts have been validated by court proceedings involving two increment districts in Oklahoma City (for economic development projects at the Oklahoma Health Center and for the Downtown/MAPS project) and the increment district in Guymon (for the Guymon-Seaboard Economic Development project).

**The Tulsa International Airport Economic Development Project Plan is a TIF.** The Tulsa International Airport Economic Development Project Plan Area is the area in which Project activities will take place and Project Costs will be incurred. The Project Area can be generally described as the area bounded by North Port Road, East 56th Street North, Highway 169, portions of Pine Street and Interstate-244, and extending just a little west of Sheridan Road.



## **Statement of Principal Actions**

Implementation actions for the Project, including all necessary, appropriate and supportive steps will consist principally of the following, to be undertaken primarily by the Tulsa International Airport Development Trust ("TIADT"):

- A. Project planning, design, and approval.
- B. Coordination and cooperation between Tulsa County, the City of Tulsa, and the appropriate City Trusts for joint and/or coordinated endeavors under this Project Plan, including through appropriate interlocal agreements.
- C. Construction and/or repair of public improvements, streets, streetscapes, utilities and other public infrastructure and facilities, including but not limited to taxi lanes, access roads, water and sewer lines, and sidewalks.
- D. Preparation of development sites, including by grading, constructing building pads, and providing utilities and infrastructure.
- E. Negotiation of development agreements, leases, and other contracts under which private development commitments will be secured in exchange for the public investments.

## **Review of the Project Plan for Conformance with the Tulsa Comprehensive Plan**

Prior to submittal to City Council, TMAPC is asked to review the Project Plan and adopt a resolution stating that the plan is in conformance with the adopted Tulsa Comprehensive Plan. Staff analysis will focus on three aspects of the *Tulsa Comprehensive Plan*: the Major Street and Highway Plan; Land Use Map; and Comprehensive Plan Priorities.

### **A. Major Street and Highway Plan**

The Major Street and Highway Plan (MSHP) identifies many streets in and near the Project Plan with a wide variety of high-capacity vehicular transportation corridors. These high-capacity corridors and freeways will support the expanding facilities and transportation needs of the project area while the many other streets provide employment access to the project area for the region. The following street and highway classifications are in or near the project area:

- Freeways:  
State Highway 11, Interstate 244, US Highway 169
- Primary Arterials:  
E Port Road, E 46th Street N
- Secondary Arterials:  
Mohawk Boulevard, E 56th Street N, E 36th Street N., E Apache Street west of N Sheridan Road, N Memorial Drive north of E Pine Street, N Mingo Road south of E Pine Street
- Secondary Arterials designated as Multi-Modal Corridors:  
N Mingo Road north of E Pine Street, E Pine Street, N Sheridan Road
- Secondary Arterial designated as a Commuter Corridor:  
N Memorial Drive south of E Pine Street
- Commercial/CBD/Industrial Collector:  
E Apache Street east of N Sheridan Road, N 69th East Avenue, E Virgin Street

- Residential Collector:  
E 30th Street North, N Maplewood Avenue, N 89th East Avenue, E Latimer Street

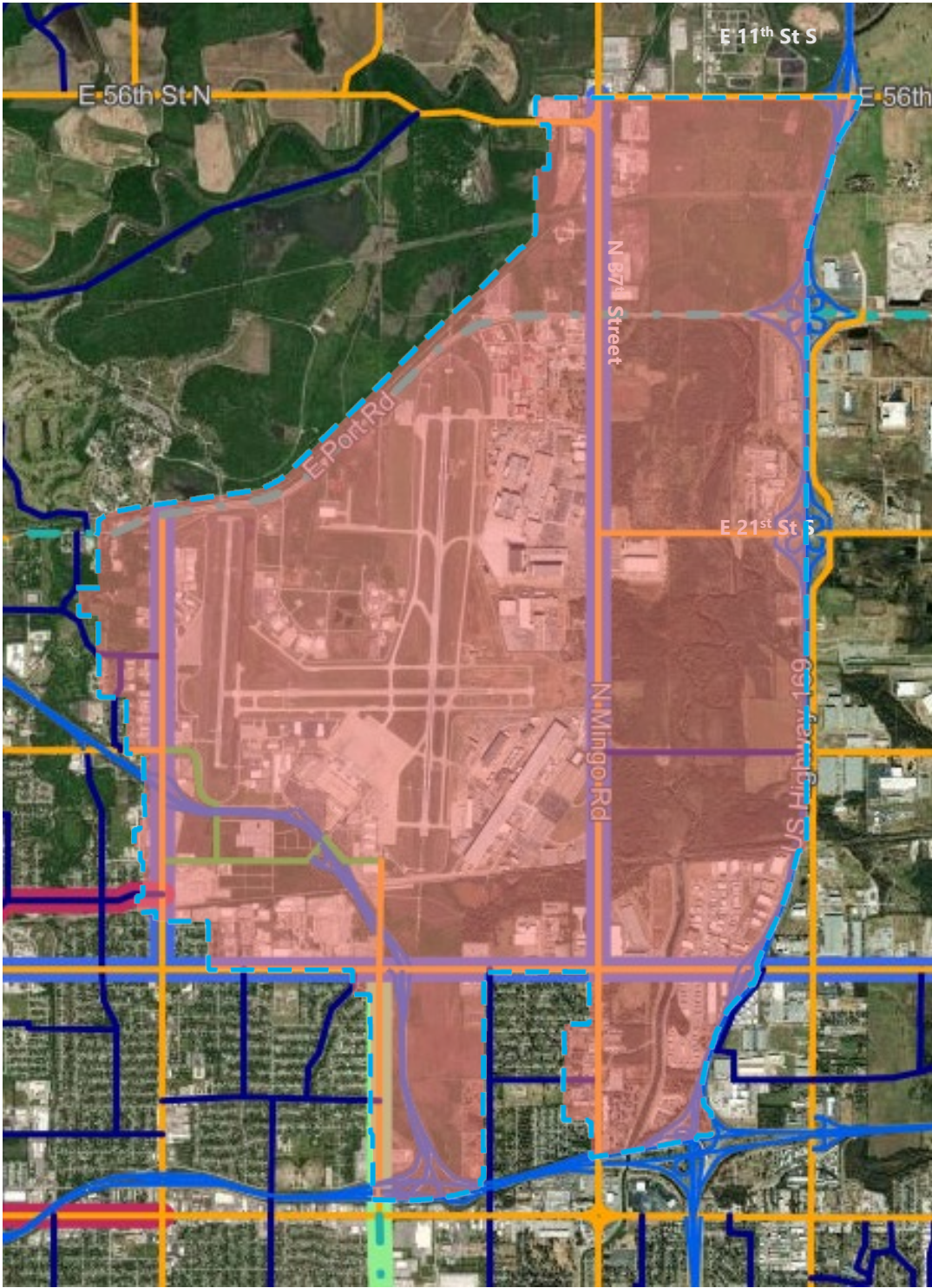
## **City of Tulsa Designation Definitions**

### **Multi-Modal Street**

Multi-modal streets support commercial and residential development along major arterial streets. These streets align with the recommendations for on-street bicycle infrastructure establish in the 2015 GO Plan, and they should be evaluated for feasibility with regard to the reallocation of street space for bicycle facilities.

### **Commuter Street**

Commuter streets prioritize the efficient movement of large numbers of automobiles, with access management techniques utilized to minimize the frequency of turning movements along the corridor. This reduces the chance of collisions that could lead to congestion. Other transportation modes, such as public transit and pedestrian infrastructure, are provided and designed in ways that protect the users from dangerous interactions with automobile traffic. Medians and pedestrian islands are appropriate for increased pedestrian safety, as well as separation between traffic heading in each direction. Bicycle infrastructure is not recommended on Commuter Streets unless it is a multi-use path separated from the street.



## B. **Comprehensive Plan**

### Land Use Designations

The "Objectives" and "Statement of Principle Actions" in the Tulsa International Airport Economic Development Plan are fully consistent with the Land use designations "Employment", "Multiple Use", and "Local Center". The land use designations of "Parks and Open Space" and "Neighborhood" within the project area are compatible with the "Objectives" and "Statement of Principal Actions" while specific projects may need further consideration.

- Employment (shown below in blue):  
Accounts for most of the project area.
- Multiple Use (shown in pink):  
West of N Sheridan Road, both sides of N Mingo Road between E Pine Street and Interstate 244.
- Local Center (shown in dark yellow):  
Northwest and southeast of the corner of E Pine and N Mingo Road.
- Parks and Open Space (shown in dark green):  
Northwest of the corner of N Mingo Road and E 46th Street N, south of E Pine Street between N Memorial Drive and US Highway 169
- Neighborhood (shown in light yellow):  
West of N Sheridan Road between E Port Road and E Apache Street
- Undefined:  
Portions of the project area are in unincorporated Tulsa County and do not have land use designations.



These land use designations are described in the *Tulsa Comprehensive Plan*:

- **Employment** is intended to accommodate offices, warehousing and storage, manufacturing and assembly, and industrial processes. The Industrial Site Suitability map corresponds to the Employment land use designation and indicates where uses that are potentially incompatible with sensitive land uses are best suited to locate. This directs industrial uses to particular areas of the city while discouraging industrial in close proximity to Neighborhood areas.
- **Multiple Use** areas are mostly commercial or retail uses, which include restaurants, shops, services, and smaller format employment uses. This land use designation is most common in areas of the city from earlier development patterns, with Local Centers being more commonplace in newer parts of the city. For single properties that are commercial but surrounded by Neighborhood, Multiple Use is the preferred designation.
- **Local Centers** serve the daily needs of those in the surrounding neighborhoods. This designation implies that the center generally does not serve an area beyond the nearby neighborhoods. Typical uses include commercial or retail uses that serve the daily needs of nearby residents. In order to introduce a regional trip generator, the entire local center designation should be amended to be Regional Center with significant input from all affected properties and nearby neighborhoods.
- **Parks and Open Space** includes parks, trails, public sports complexes, country clubs, stormwater facilities, forests, and cemeteries. While these individual uses differ greatly, the general goal of this designation is to ensure these areas remain in their current undeveloped state, and that new development in near proximity does not encroach in ways that undermine the purpose of the property. Active parks and open space should be further activated by development that faces these uses.
- **Neighborhoods** are mostly residential uses, which includes detached, missing middle, and multi-dwelling unit housing types. Churches, schools, and other low intensity uses that support residents' daily needs are often acceptable, particularly for properties abutting Multiple Use, Local Center, or Regional Center land use areas. Multi-dwelling unit housing that takes access off an arterial is considered Multiple Use, Local Center, or Regional Center. If a multi-dwelling unit housing property takes access from a lower-order street separated from the arterial, then it would be considered Neighborhood.

### C. **Comprehensive Plan Priorities**

The *Tulsa Comprehensive Plan* contains multiple priorities, goals, and policies to promote economic development to attract investment, enhance the tax base, stimulate economic growth, and improve the quality of life in and around the City. Following are portions of the Comprehensive Plan (not all encompassing) that align with the objectives of the Tulsa International Airport Economic Development Project Plan and the supporting Tax Increment Financing District that can be implemented through the benefits of the Project Plan.

#### Future Land Use

- LU 3 - Economic development is facilitated at the neighborhood, city, and regional scales.
  - LU 3.2 - Focus regional investments along major transportation corridors, including highways and public transit routes.
    - LU 3.2.1 - Direct the majority of employment growth and change to areas of the city with access to major transportation infrastructure, such as highways, railroads, public transportation, the airport, and Tulsa Ports.
    - LU 3.2.3 - Locate industrial uses in areas that are most economically suitable and have minimal negative impact on sensitive land uses



- LU 6.3 - Coordinate with surrounding municipalities and counties to ensure consistent land use planning and development requirements along highways.
  - LU 6.3.2 - In general, reserve highway-adjacent properties for nonresidential uses to maximize economic potential and reduce negative health outcomes associated with sensitive uses in proximity to highway particulate matter and ground-level ozone.

### Economic Development

- ED 1 - Economic growth and development contribute to a prosperous and diverse economy capable of providing access to economic opportunity for all Tulsans.
  - ED 1.4 - Diversify the local economy by proactively targeting businesses and industries that are not currently located in Tulsa.
  - ED 1.5 - Ensure public investment initiatives support targeted industry clusters and promote the development and growth of new industry clusters.
    - ED 1.5.1 - Leverage local, state, and federal incentive programs to promote the creation and expansion of businesses in target industry clusters.
    - ED 1.5.2 - Prioritize infrastructure projects that support retention and expansion of businesses in target clusters, including aerospace, healthcare, education, technology, energy, and advanced manufacturing.
- ED 2 - Local and prospective businesses have easy access to a spectrum of economic development information and resources.
  - ED 2.3 - Maintain and promote access to economic development and revitalization tools, including tax-increment financing (TIF), business improvement districts, the Economic Infrastructure Fund, the Downtown Revolving Loan Fund, and the Property Assessed Clean Energy program.
- ED 5 - An adequate and appropriate supply of employment land is maintained to meet local industrial and commercial needs.
  - ED 5.3 - Support the continued expansion of employment and industrial uses on sites adjacent to the Tulsa International Airport.
    - ED 5.3.3 - Work to attract innovative aeronautical industries to locate in Tulsa.
  - ED 5.4 - Establish economic development plans for rail, highway, and turnpike corridors.
    - ED. 5.4.1 - Prioritize commercial, retail, and industrial uses along highways to capitalize on the high level of transportation access and to mitigate against the negative health impacts of sensitive land uses being exposed to highway pollution.

### **Staff Recommendation**

The Objectives and Principle Actions in the Tulsa International Airport Economic Development Project Plan and supporting Tax Increment Financing District **are** consistent with the Major Street & Highway Plan, Land Use Map, and Comprehensive Plan Priorities. Staff recommends **approval** of the Tulsa International Airport Economic Development Project Plan and supporting Tax Increment Financing District, finding it to be **in conformance** with the Tulsa Comprehensive Plan.

### **Attachment**

- Tulsa International Airport Project Plan