

**\*Amended\***  
**TULSA METROPOLITAN AREA PLANNING  
COMMISSION**

**Meeting No. 2786**

January 16, 2019, 1:30 PM

175 East 2<sup>nd</sup> Street, 2<sup>nd</sup> Level, One Technology Center  
Tulsa City Council Chamber

**CONSIDER, DISCUSS AND/OR TAKE ACTION ON:**

Call to Order:

**REPORTS:**

**Chairman's Report:**

**Work session Report:**

**Director's Report:**

1. Minutes of January 2, 2019, Meeting No. 2785

**CONSENT AGENDA:**

All matters under "Consent" are considered by the Planning Commission to be routine and will be enacted by one motion. Any Planning Commission member may, however, remove an item by request.

2. **PUD-761-B-1 Lou Reynolds** (CD 9) Location: Southeast corner of East 41<sup>st</sup> Street South and South Harvard Avenue requesting a **PUD Minor Amendment** to allow 24-hour access to studio space

**PUBLIC HEARINGS:**

3. **MR-2, The Summit at Tulsa Hills** (CD 2) Modification to Subdivision and Development Regulations to remove sidewalk requirement along Union Avenue, Location: South of the southeast corner of West 71<sup>st</sup> Street South and South Union Avenue (Continued from December 19, 2018)
4. **Z-7466 Lou Reynolds** (CD 1) Location: South and West of the southwest corner of East 36<sup>th</sup> Street North and North Yale Avenue requesting rezoning from **IL and AG** to **IH** (Continued from January 2, 2019)
5. **PUD-479-A BJ's Restaurant, INC.** (CD 7) Location: East of the northeast corner of East 71<sup>st</sup> Street South and South Memorial Drive requesting a **PUD Major Amendment** to increase the allowable floor area
6. **PUD-694-C JR Donelson** (CD 2) Location: Northeast corner of West 91<sup>st</sup> Street South and South Union Avenue requesting a **PUD Major Amendment** to permit a Self-Service Storage Facility as an allowable use.
7. **CPA-78** consider adoption of **Crosbie Heights Small Area Plan** as an amendment to the Tulsa Comprehensive Plan.

#### **OTHER BUSINESS**

8. Adopt a resolution of the Tulsa Metropolitan Area Planning Commission determining that the **Unity Heritage/Greenwood Neighborhoods Plan Amendment** is in conformance with the Tulsa Comprehensive Plan and providing a recommendation to City Council.
9. Adopt a resolution of the Tulsa Metropolitan Area Planning Commission determining that the **Crosbie Heights Sector Plan** is in conformance with the Tulsa Comprehensive Plan and providing a recommendation to City Council.
10. Consider a motion and vote to enter Executive Session pursuant to Title 25 O.S. Section 307(B)(4) to discuss pending litigation in case of Wilson et al v. TMAPC et al, Tulsa County District Court Case No. CV-2019-00013, for the purpose of allowing confidential communications between a public body and its attorney concerning a pending claim, investigation, or litigation.
11. Leave Executive Session on discussion of pending litigation in case Wilson et al v. TMAPC et al, Tulsa County District Court Case No. CV-2019-00013 for the purpose of taking any appropriate related actions.

## 12. Commissioners' Comments

### ADJOURN

CD = Council District

**NOTE:** If you require special accommodation pursuant to the Americans with Disabilities Act, please notify Tulsa Planning Office at INCOG (918) 584-7526. Exhibits, Petitions, Pictures, etc., presented to the Planning Commission may be received and deposited in case files to be maintained at the Tulsa Planning Office. Ringing/sound on all cell phones must be turned off during the Planning Commission.

Visit our website at [www.tmapc.org](http://www.tmapc.org)

email address: [esubmit@incog.org](mailto:esubmit@incog.org)

**TMAPC Mission Statement:** The Mission of the Tulsa Metropolitan Area Planning Commission (TMAPC) is to provide unbiased advice to the City Council and the County Commissioners on development and zoning matters, to provide a public forum that fosters public participation and transparency in land development and planning, to adopt and maintain a comprehensive plan for the metropolitan area, and to provide other planning, zoning and land division services that promote the harmonious development of the Tulsa Metropolitan Area and enhance and preserve the quality of life for the region's current and future residents.







**Case Number:** PUD-761-B-1  
**Minor Amendment**

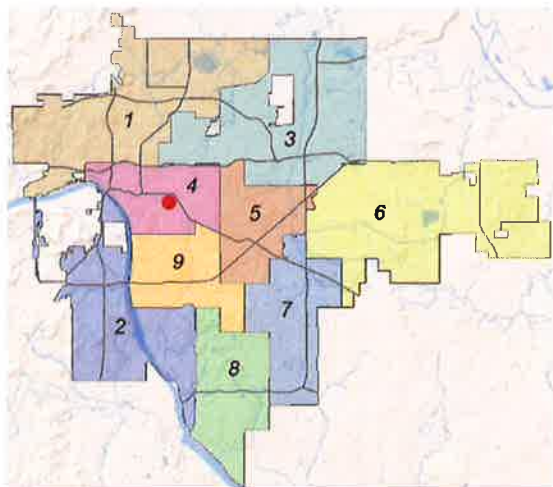
**Hearing Date:** January 16, 2019

**Case Report Prepared by:**  
 Jay Hoyt

**Owner and Applicant Information:**  
 Applicant: Lou Reynolds

Property Owner: Armstrong Harvard & 41<sup>st</sup> LLC

**Location Map:**  
 (shown with City Council Districts)



**Applicant Proposal:**

Concept summary: PUD minor amendment to allow 24 hour access to studio space

Gross Land Area: 4.5 acres

Location: SE/c E 41<sup>st</sup> St S and S Harvard Ave

Lot 2, Block 1 Harvard Square South Amended

4123 S Harvard Ave, Suites 104 & 105

**Zoning:**  
 Existing Zoning: CS/OL/PUD-761-B  
 Proposed Zoning: No Change

**Staff Recommendation:**  
 Staff recommends **approval**.

**Comprehensive Plan:**  
 Land Use Map: Neighborhood Center  
 Growth and Stability Map: Growth

**Staff Data:**  
 TRS: 9328

**City Council District:** 9  
*Councilor Name:* Ben Kimbro

**County Commission District:** 2  
*Commissioner Name:* Karen Keith

**SECTION I:** PUD-761-B-1 Minor Amendment

**STAFF RECOMMENDATION**

Amendment Request: Revise the PUD Development Standards to allow 24 hour access to a studio space.

The applicant proposes to allow 24 hour access to a studio space located within the existing retail center. The access would be granted via active keycards to members of the studio with normal, public hours limited to 6:00 am to 11:00 pm, as outlined in the existing standards for the PUD.

Staff Comment: *This request can be considered a Minor Amendment as outlined by Section 30.010.1.2.c (15) of the City of Tulsa Zoning Code.*

*“Changes in an approved use to another use may be permitted, provided the underlying zoning on the particular site within the PUD would otherwise permit such use as of right and the proposed use will not result in any increase of incompatibility with the present and future use of nearby properties.”*

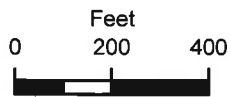
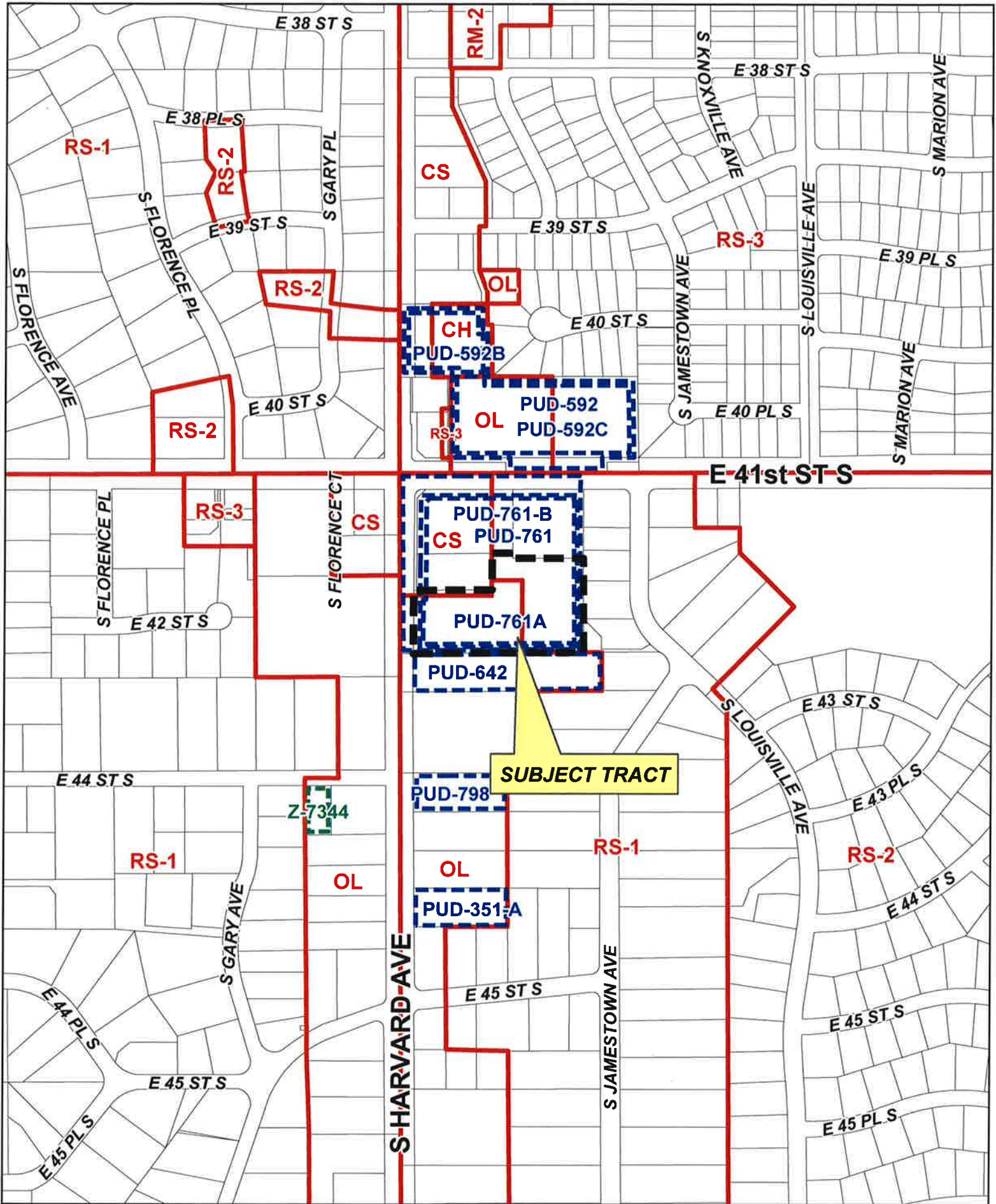
Staff has reviewed the request and determined:

- 1) The requested amendment does not represent a significant departure from the approved development standards in the PUD.
- 2) The request shall be limited to Suites 104 & 105. All other business hour shall remain as stated in the PUD Development Standards.
- 3) All remaining development standards defined in PUD-761 shall remain in effect.

Exhibits included with staff recommendation:

INCOG zoning case map  
INCOG aerial photo  
INCOG aerial photo (enlarged)  
Applicant Exhibit A

With considerations listed above, staff recommends **approval** of the minor amendment request to allow 24 hour access to the subject studio space.



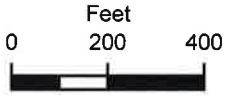
**PUD-761-B-1**

19-13 28

**2.3**







Subject Tract

**PUD-761-B-1**

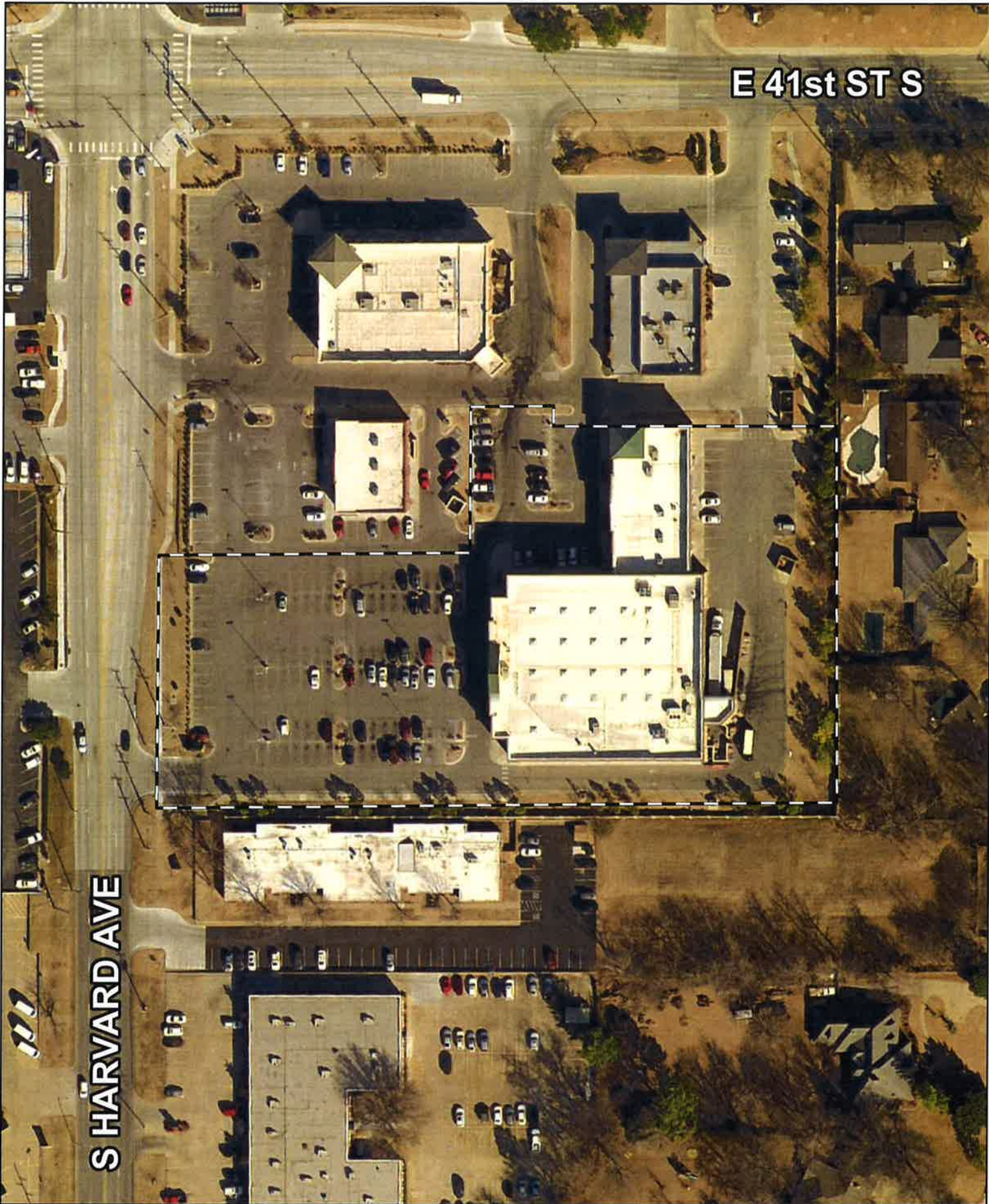
19-13 28

Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: February 2018

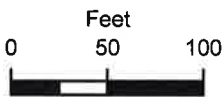






**E 41st ST S**

**S HARVARD AVE**



**Subject Tract**

**PUD-761-B-1**

19-13 28

*Note: Graphic overlays may not precisely align with physical features on the ground.*

*Aerial Photo Date: February 2018*



### Exhibit "A"

Applicant requests a Minor Amendment to PUD-761-B to permit a yoga studio (the "Studio") operating in Suite 104-105, containing approximately 2400 SF (the "Premises") located at 4123 S. Harvard Avenue (the "Project") to permit 24-hour, member-only use.

The PUD currently permits a business to operate between the hours of 6:00 a.m. to 11:00 p.m. ("Permitted Hours"). The Studio will maintain business hours within the Permitted Hours, at which time it will be open to the public and its members. In addition to the Studio's business hours, the Studio will offer 24-hour access to its members only. The 24-hour access shall be subject to the following conditions:

- In addition to the business hours that the Studio is open, the members of the Studio shall be permitted to use the Premises on a 24-hour basis.
- The members of the Studio shall mean those paying members with active keycards, which keycards will allow after-hours entry onto the Premises.
- The Studio shall be closed to the public and the doors shall otherwise remain locked after business hours; and in no event shall the Studio be open to the public beyond the Permitted Hours.
- All other businesses located on the Project shall remain subject to the Permitted Hours of 6:00 a.m. to 11:00 p.m. set forth in PUD-761-B.





Tulsa Metropolitan Area  
Planning Commission

**Case :** MR-2 – The Summit at Tulsa Hills

**Hearing Date:** January 16, 2019  
(Continued from: December 19, 2018)

**Case Report Prepared by:**

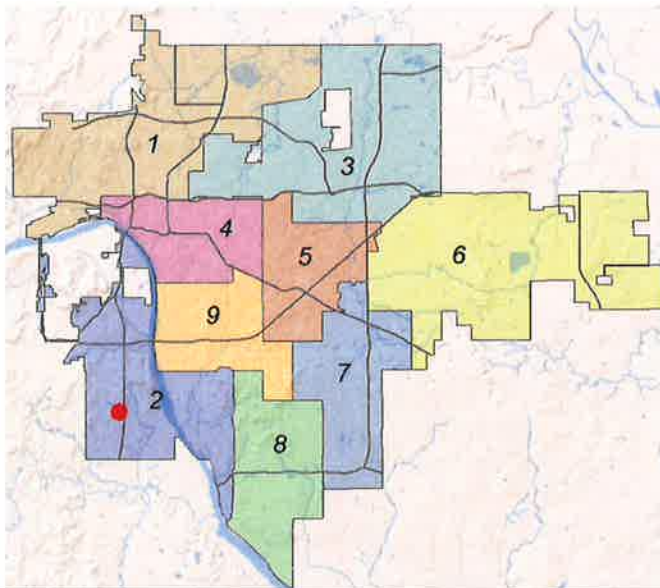
Nathan Foster

**Owner and Applicant Information:**

*Applicant:* Nathalie Cornett, Eller & Detrich

*Owner:* Nickel Creek Developers, INC

**Location Map:**  
(shown with City Council Districts)



**Applicant Proposal:**

Modification to the Subdivision and Development Regulations

Purpose: Requesting a modification to the sidewalk requirements of Section 5.070 to remove the requirement for construction of sidewalks along South Union Avenue.

*Location:* South of the southeast corner of West 71<sup>st</sup> Street South and South Union Avenue

**Zoning:** CO/PUD-636

**Staff Recommendation:**

Staff recommends **denial** of the modification

**City Council District: 2**

*Councilor Name:* Jeannie Cue

**County Commission District: 2**

*Commissioner Name:* Karen Keith

**EXHIBITS:** Site Map, Aerial, Preliminary Plat, Applicant's Request

## MODIFICATION OF THE SUBDIVISION AND DEVELOPMENT REGULATIONS

### MR-2 – The Summit at Tulsa Hills - (CD 2)

South of the southeast corner of West 71<sup>st</sup> Street South and South Union Avenue

The applicant has requested that the Planning Commission remove the requirement that the property owner construct a sidewalk as part of the construction of a new single-family subdivision. The Subdivision and Development Regulations require sidewalks to be constructed on all arterial streets adjacent to new subdivisions.

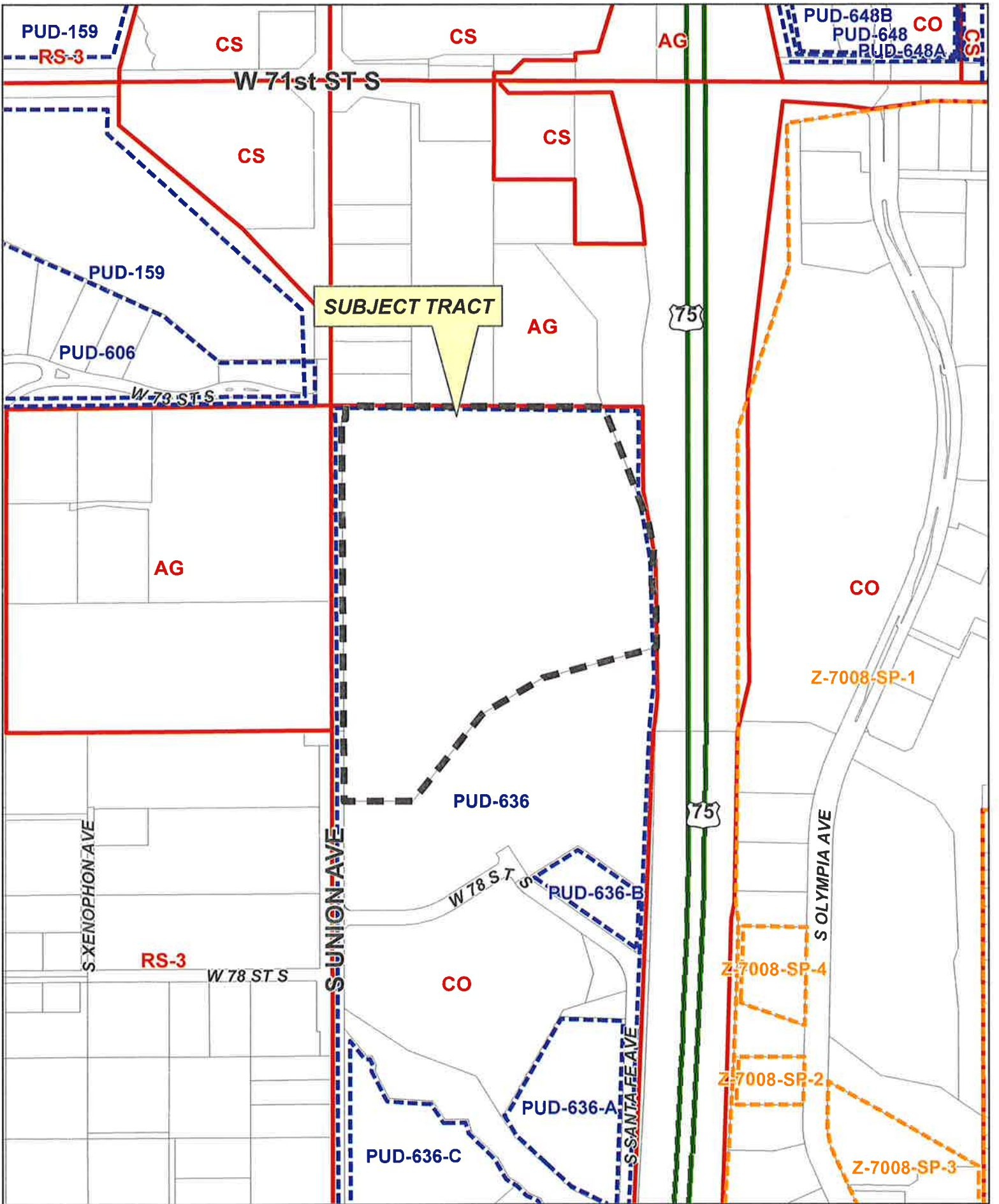
The proposed subdivision includes 59 new single-family residential lots. The property is situated between an existing apartment complex and commercial uses to the south and undeveloped property to the north. If the property to the north were rezoned and developed, platting requirements would be incurred and sidewalks would be required to be installed that would connect the subject property to West 71<sup>st</sup> Street. There are existing sidewalks and a Tulsa Transit stop on West 71<sup>st</sup> Street that should be connected to new developments occurring along South Union Avenue via a sidewalk.

Sidewalks were required for the multifamily project south of the site; however, they were not installed. The requirement for sidewalks remains and could cause future permitting issues for the property owners.

There are currently no plans for widening of South Union Avenue. The City of Tulsa does not have funding in place nor do they have any imminent plans to alter the configuration of the street.

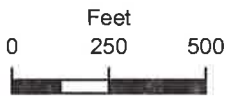
Staff recommends **denial** of the modification of the Subdivision and Development Regulations to remove the requirement for sidewalk construction along South Union Avenue adjacent to the proposed "The Summit at Tulsa Hills" subdivision plat finding that it does not align with the Tulsa Comprehensive Plan or meet the modification requirements of the Subdivision and Development Regulations.





**THE SUMMIT AT  
TULSA HILLS**

18-12 11







W 71st ST S

W 73 ST S

S XENOPHON AVE

W 78 ST S

S UNION AVE

W 78 ST S

S SANTA FE AVE

75

75

S OLYMPIA AVE



Subject Tract

# THE SUMMIT AT TULSA HILLS

18-12 11

Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: February 2018





# PRELIMINARY PLAT OF THE SUMMIT

BEING A PART OF THE W/2 W/2 OF SECTION 11, T-18-N, R-12-E, I.M.  
TULSA, TULSA COUNTY, OKLAHOMA



**NICKEL CREEK**  
PART OF THE W/2 W/2, SECTION 11, T-18-N R-12-E  
NORTH TRACT PARCEL ONE DESCRIPTION  
A TRACT OF LAND DESIGNATED "PARCEL ONE" HEREIN THAT IS PART OF THE WEST HALF OF THE WEST HALF (W/2 W/2) OF SECTION ELEVEN (11), TOWNSHIP 18 NORTH, RANGE TWELVE (12) EAST, OF THE BURNING WATERS, TULSA COUNTY, STATE OF OKLAHOMA, ACCORDING TO THE U.S. GOVERNMENT SURVEY THEREOF, AND WHOLLY CONTAINED WITHIN THAT CERTAIN REAL PROPERTY RECORDED AS A GIFT Q.A.M. DEED IN DOCUMENT NO. 200600748 OF THE OFFICE OF THE COUNTY CLERK OF TULSA COUNTY, OKLAHOMA (THE PROPERTY), SAID PARCEL ONE BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE SOUTHWEST CORNER OF THE SOUTHWEST QUARTER OF THE NORTHWEST QUARTER, (SW 1/4) OF SAID SECTION 11; THENCE NORTH 89°17' EAST AND ALONG THE SOUTHERLY LINE PRESENT EASTERLY RIGHT-OF-WAY LINE OF SOUTH UNION AVENUE, SAID POINT BEING A CORNER OF THE PROPERTY AND THE POINT OF BEGINNING OF PARCEL ONE;

THENCE ALONG THE PROPERTY FOR THE FOLLOWING WIRE (6) COURSES:  
NORTH 11°21'11" WEST FOR A DISTANCE OF 1073.43 FEET TO A POINT; THENCE NORTH 89°17' EAST FOR A DISTANCE OF 1520 FEET TO A POINT; THENCE NORTH 89°17' EAST FOR A DISTANCE OF 1520 FEET TO A POINT; THENCE NORTH 89°17' EAST FOR A DISTANCE OF 1520 FEET TO A POINT; THENCE SOUTH 22°24'54" EAST FOR A DISTANCE OF 812.27 FEET TO A POINT; THENCE SOUTH 12°12' WEST FOR A DISTANCE OF 812.27 FEET TO A POINT; THENCE SOUTH 22°24'54" WEST FOR A DISTANCE OF 151.93 FEET TO A POINT; THENCE SOUTH 89°17' EAST FOR A DISTANCE OF 152.32 FEET TO A POINT; THENCE SOUTH 11°01'48" EAST FOR A DISTANCE OF 186.48 FEET TO A POINT;

THENCE SOUTH 72°38'12" WEST FOR A DISTANCE OF 470.28 FEET TO A POINT;  
THENCE SOUTH 87°58'12" WEST FOR A DISTANCE OF 286.86 FEET TO A POINT;  
THENCE SOUTH 42°17'06" WEST FOR A DISTANCE OF 488.88 FEET TO A POINT;  
THENCE SOUTH 89°17' WEST FOR A DISTANCE OF 286.86 FEET TO A POINT ON THE WESTERLY LINE OF THE PROPERTY; THENCE NORTH 11°33'58" WEST AND ALONG SAID WESTERLY LINE, 108.4 DISTANCE OF 58.8 FEET TO THE POINT OF BEGINNING OF PARCEL ONE;  
SAID PARCEL ONE CONTAINING 1,558,804 SQUARE FEET OR 35.781 ACRES

SITE DATA	
TOTAL AREA:	1,558,804 SF (35.781 AC)
NUMBER OF LOTS:	58
NUMBER OF BLOCKS:	4
NUMBER OF COMMON AREAS:	4
BLOCK LENGTH:	
BLOCK 1:	4,223 LF
BLOCK 2:	1,074 LF
BLOCK 3:	744 LF
BLOCK 4:	274 LF

Curve Table: Lots					
Curve #	Radius	Length	Chord Direction	Chord Length	Date
C1	25.00	21.16	N 64°19'36" E	20.94	N 40°23'34" E
C2	32.00	9.18	N 44°23'52" E	9.17	N 79°53'3" E
C3	52.00	9.18	N 44°23'52" E	9.17	N 79°53'3" E
C4	25.00	21.16	N 64°19'36" E	20.94	N 40°23'34" E
C5	25.00	21.16	N 64°19'36" E	20.94	N 40°23'34" E
C6	25.00	21.16	N 64°19'36" E	20.94	N 40°23'34" E

**VERTICAL DATUM: NAVD 88**

BENCHMARK - BM 1		BENCHMARK - BM 3	
ELEVATION	808.42	ELEVATION	808.29
MONUMENT	1/2" IRON PIN IN FACE OF HW	MONUMENT	1/2" IRON PIN
LOCATION	ON E. SIDE OF JUNKY AVE. 8' EAST OF NORTH END OF QUADRANT	LOCATION	E. SIDE OF JUNKY AVE. 8' W. OF PAVEMENT EDGE 400 FEET FROM ADJACENT DRIVE

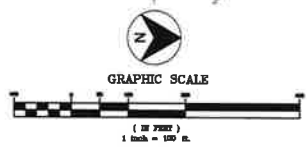
  

BENCHMARK - BM 2		BENCHMARK - BM 4	
ELEVATION	818.17	ELEVATION	779.82
MONUMENT	1/2" IRON PIN	MONUMENT	1/2" IRON PIN
LOCATION	ON WEST SIDE OF JUNKY AVE. 8' W. OF PAVEMENT EDGE ON TOP OF HILL	LOCATION	CUT 3' ON TOP OF CURB

**MONUMENT NOTE**  
1/2" IRON PIN MUST BE 80% CAP OR 100% IRON. ALSO EXIST THE SET OF ALL CORNERS UNLESS OTHERWISE NOTED.

**LEGEND**  
S.O.B. - SURVEYOR'S OWN BENCHMARK  
S.O.S. - SOUTH OF SURVEY  
I.P. - IRON PIN  
I.P.C. - IRON PIN CEMENT  
I.P.S. - IRON PIN SET  
I.P.C. - IRON PIN CEMENT  
I.P.S. - IRON PIN SET

**BASE OF PLANNING**  
The Oklahoma State Plane Coordinate System (North Zone) using North American Datum of 1983 is used for all bearings and distances. The datum is based on the North American Datum of 1983.



**OWNER**  
NICKEL CREEK DEVELOPERS, INC.  
750 W. 24th AVE. SUITE 210  
WESTMINSTER, CO 80234  
CONTACT: RUSSELL WATTS/JOHN J. JR.  
PHONE: (720) 201-4481  
EMAIL: Russ@nickelcreekdev.com



**DTM** **DODSON - THOMPSON - MANSFIELD, PLLC**  
2145 S.W. 28th Street, Suite 100, Tulsa, Oklahoma 74119  
Phone: 918.426.1422  
www.dodson-thompson-mansfield.com

Surveying • Engineering • Planning  
CERTIFICATE OF AUTHORIZATION NO. 6261 EXPIRES JUNE 30, 2008

DATE OF PREPARATION: JUNE 06, 2010

3.5

Eller & Detrich  
A Professional Corporation

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[NCornett@EllerDetrich.com](mailto:NCornett@EllerDetrich.com)

November 26, 2018

**VIA HAND DELIVERY**

Tulsa Metropolitan Area Planning Commission  
c/o INCOG  
Attn: Mr. Nathan Foster  
2 West Second Street, Ste. 800  
Tulsa, OK 74103

Re: Request for Modification of Subdivision Regulations for The Summit at Tulsa Hills

Dear Nathan:

This letter serves as a request for a modification of the Tulsa Subdivision and Development Regulations (the "Regulations") to waive the requirement for sidewalk installation (Section 5-070) along South Union Avenue at The Summit at Tulsa Hills (the "Project"). The preliminary plat for the Project was approved by TMAPC on September 5, 2018, a copy of which is attached hereto as **Exhibit "A"**.

The reason for the requested waiver is due to the topography and existing bar ditch that runs along Union Ave., making the installation of a sidewalk impractical. In fact, there have not been any sidewalks installed for any of the developments along Union Ave. between 71<sup>st</sup> Street and 81<sup>st</sup> Street.



www.EllerDetrich.com

2727 East 21st Street, Suite 200, Tulsa Oklahoma 74114-3533

3.4

Strict compliance with the sidewalk requirement would cause undue hardship to the property owner based on the existence of a bar ditch running the length of South Union Avenue. In accordance with Section 10-070.4 of the Regulations, the requested waiver will not be detrimental to the public safety, health or welfare; nor will it be injurious to other property or improvements; nor will it impair the spirit and intent of the Tulsa Zoning Code or Comprehensive Plan.

Enclosed with this letter is a check for the requisite filing fee. Should you need any additional information to process this request, please do not hesitate to call me at (918) 747-8900.

Sincerely,

**ELLER & DETRICH**  
*A Professional Corporation*



Nathalie M. Cornett

Cc: Jason Emmett  
Enclosures

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Tulsa Metropolitan Area  
Planning Commission

**Case Number:** Z-7466

**Hearing Date:** January 16, 2019  
Staff continuance from January 2, 2019

**Case Report Prepared by:**

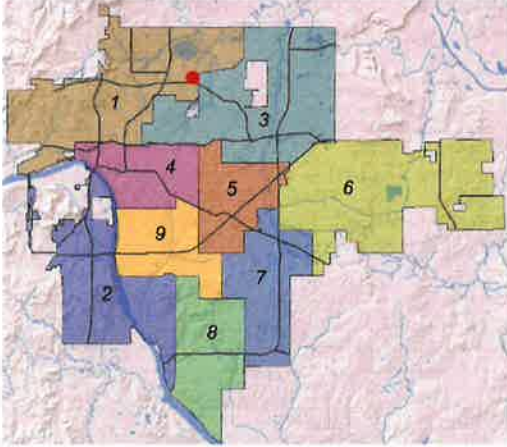
Dwayne Wilkerson

**Owner and Applicant Information:**

*Applicant:* Lou Reynolds

*Property Owner:* HEATER SPECIALISTS LLC

**Location Map:**  
(shown with City Council Districts)



**Applicant Proposal:**

*Present Use:* industrial

*Proposed Use:* industrial

*Concept summary:* Continued growth of this facility is beyond the normal IL zoning use categories.

*Tract Size:* 97 ± acres

*Location:* South and West of the southwest corner of East 36<sup>th</sup> Street North & North Yale Avenue

**Zoning:**

*Existing Zoning:* IL/ AG

*Proposed Zoning:* IH

**Comprehensive Plan:**

*Land Use Map:* Employment

*Stability and Growth Map:* Area of Growth

**Staff Recommendation:**

**Staff recommends denial of IH zoning however IM zoning is recommended for approval.**

**Staff Data:**

TRS: 0321

CZM: 29

Atlas: 437

**City Council District:** 1

*Councilor Name:* Vanessa Hall-Harper

**County Commission District:** 1

*Commissioner Name:* Stan Sallee

4.1



## **SECTION I: Z-7466**

### **DEVELOPMENT CONCEPT:**

Continued expansion of the existing industrial use may not comply with IL zoning that is on the site.

### **EXHIBITS:**

INCOG Case map

INCOG Aerial

Tulsa Comprehensive Plan Land Use Map (Local)

Tulsa Comprehensive Plan Land Use Map (Surrounding area)

Tulsa Comprehensive Plan Areas of Stability and Growth Map

IH zoning map.

Historic Zoning Map when parcel was zoned in 1973.

Applicant Exhibits:

Zoning Exhibit "A.2"

### **DETAILED STAFF RECOMMENDATION:**

The applicant for case Z-7466 has requested IH zoning. IH zoning is the most intensive and environmentally objectionable zoning allowed in Tulsa and typically can be associated with oil refineries, mining, cement plants and other uses that may constitute substantial adverse land use or environmental impacts and hazards and,

IH zoning is only available on approximately 2% of the land area of the City of Tulsa. The industrial uses surrounding Z-7466 are classified as light and moderate industrial uses. Uses that are allowed in IH zoning districts are not consistent with the expected development in the surrounding area and,

Much of the surrounding property was an abandoned coal strip mine and dump that is now being use for industrial uses that fall within the IL and IM zoning categories. The comprehensive plan encourages aggregation of existing industrial areas but does not provide guidance on where future heavy industrial should be in Tulsa. The comprehensive plan recognizes that the heaviest industrial uses are expected to be on the periphery of Tulsa and possibly not in Tulsa at all but encourages regional coordination and,

The city zoning code enforcement does not have any records of use violations for the existing business that is located in IL an IM districts within this application boundary, so we must conclude that the existing business are working well within IM zoning classifications and,

IH and IM zoning are both consistent with the Employment land use vision identified the Tulsa Comprehensive Plan and,

IH zoning has historically been allocated to areas on the Northeast corners of the city, except where the oil refineries are located along the west bank of the Arkansas River. IH zoning is not compatible with the surrounding properties therefore,

**Staff recommends denial of Z-7466 to rezone property from IL, AG/ to IH, however staff recommends approval to rezone the property to IM.**

## **SECTION II: Supporting Documentation**

### **RELATIONSHIP TO THE COMPREHENSIVE PLAN:**

4.2



### Staff Summary:

*Excerpts from the Economic Development priorities section of the Comprehensive Plan:*

*“Industrial development is an important component of a strong economy. Industrial firms provide high-paying jobs, and produce goods for export, bringing new money into the local economy. It can be challenging however, to provide adequate land for industrial uses. In the past these firms required lots of space on flat affordable land and needed be located away from residential commercial areas, as they often generate noise, heavy truck traffic and air pollution. With modern pollution laws and other regulations, the line between industrial uses and other commercial uses is blurred. Industrial uses have an increasing need for high accessibility, visibility, and multimodal transportation connections.*

### Land Use Vision:

*Land Use Plan map designation: 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

*Areas of Stability and Growth designation: Area of Growth*

The purpose of Areas of Growth is to direct the allocation of resources and 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 Growth 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 Growth 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 Growth are in or near downtown. Areas of Growth 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.”

### Transportation Vision:

*Major Street and Highway Plan: None that affects industrial expansion.*

*Trail System Master Plan Considerations: None*

Small Area Plan: None

Special District Considerations: None

Historic Preservation Overlay: None

**DESCRIPTION OF EXISTING CONDITIONS:**

*Staff Summary: The site is the headquarters for a large energy equipment manufacturing company that transports, manufactures and assembles large equipment for the energy sector. The site is covered by several large warehouse style buildings and ships assembled and partially assembled heat exchangers across the nation. The site appears to be constructed on top of a coal strip mine and has recently purchased the former Mohawk Steel Plant facility. Much of the large assembly is done at their assembly operation located at the Port of Catoosa.*

Environmental Considerations: None that would be affected further industrial expansion.

**Streets:**

<u>Exist. Access</u>	<u>MSHP Design</u>	<u>MSHP R/W</u>	<u>Exist. # Lanes</u>
Toledo Avenue	Residential Collector	60 feet	2
East 36 <sup>th</sup> Street North	Secondary Arterial	100 feet	2
North Yale Avenue	Primary Arterial / Residential Collector near 36 <sup>th</sup> Street	120 feet 60 feet	2
Gilcrease Expressway Ramps on and off expressway from N. Yale	Expressway	As needed	4+ divided highway

**Utilities:**

The subject tract has municipal water and sewer available.

**Surrounding Properties:**

<b>Location</b>	<b>Existing Zoning</b>	<b>Existing Land Use Designation</b>	<b>Area of Stability or Growth</b>	<b>Existing Use</b>
North	AG	New Neighborhood	Growth	Large single family residential parcels
East	IL	Employment	Growth	vacant
South	IL	Employment	Growth	Light industrial uses
West	RS-3 and AG	New neighborhood	Growth	Vacant residential subdivision with no infrastructure

**SECTION III: Relevant Zoning History**

## **ZONING ORDINANCE:**

Ordinance number 14704 dated March 11, 1980, established zoning on a portion of the subject property.

Ordinance number 14325 dated December 5, 1978, established zoning on a portion of the subject property.

Ordinance number 12802 dated April 24, 1973, established zoning on a portion of the subject property.

### ***Subject Property:***

**BOA-16734 July 1994:** The Board of Adjustment **approved** a *variance* of the required number of parking spaces from 45 to 10 (Section 1225.D) subject to the use remaining an equipment manufacturing business; subject to the execution of a tie contract between the subject property and the lot containing the business offices (across the street), on property located east of the northeast corner of the Gilcrease Expressway and North Pittsburg Avenue; on a parcel within the subject tract.

**Z-5369 March 1980:** All concurred in **approval** of a request for *rezoning* a tract of land from AG to IL on property located south of the southeast corner of East 36<sup>th</sup> Street North and North Pittsburg Avenue; this is part of the subject property. (Ordinance #14704)

**Z-5071 December 1978:** All concurred in **approval** of a request for *rezoning* a 2.97± acre tract of land from AG to IL on property located north of the northwest corner of the Gilcrease Expressway and North Toledo Avenue; this is part of the subject property. (Ordinance #14325)

**BOA-8457 January 1975:** The Board of Adjustment **approved** a *special exception* to permit the operation of a welding shop for fabrication of oil field equipment units, separators and heaters, in an IL district, on property located north and east of the northeast corner of the Gilcrease Expressway and North Pittsburg Avenue; on a parcel within the subject tract.

**Z-4340 April 1973:** All concurred in **approval** of a request for *rezoning* a tract of land from AG to IL on property located south of the southeast corner of East 36<sup>th</sup> Street North and North Pittsburg Avenue; this is part of the subject property. (Ordinance #12802)

### ***Surrounding Property:***

**BOA-20816 December 2008:** The Board of Adjustment **approved** a *special exception* to allow (Use Unit 26) indoor sand blasting operation in an IL district, on property located at the southeast corner of the Gilcrease Expressway and North Pittsburg Avenue.

**Z-6637 June 1998:** All concurred in **denial** of a request for *rezoning* an 8.7± acre tract of land from IL to IH on property located south of the southwest corner of East 36<sup>th</sup> Street North and North Yale Avenue.

**BOA-14679 December 1987:** The Board of Adjustment **denied** a *special exception* to allow for an existing landfill in an IL zoned district; finding that the landfill has been in operation for a number of years and has proved to be incompatible with the area, on property located south of the southeast corner of East 36<sup>th</sup> Street North and North Yale Avenue.

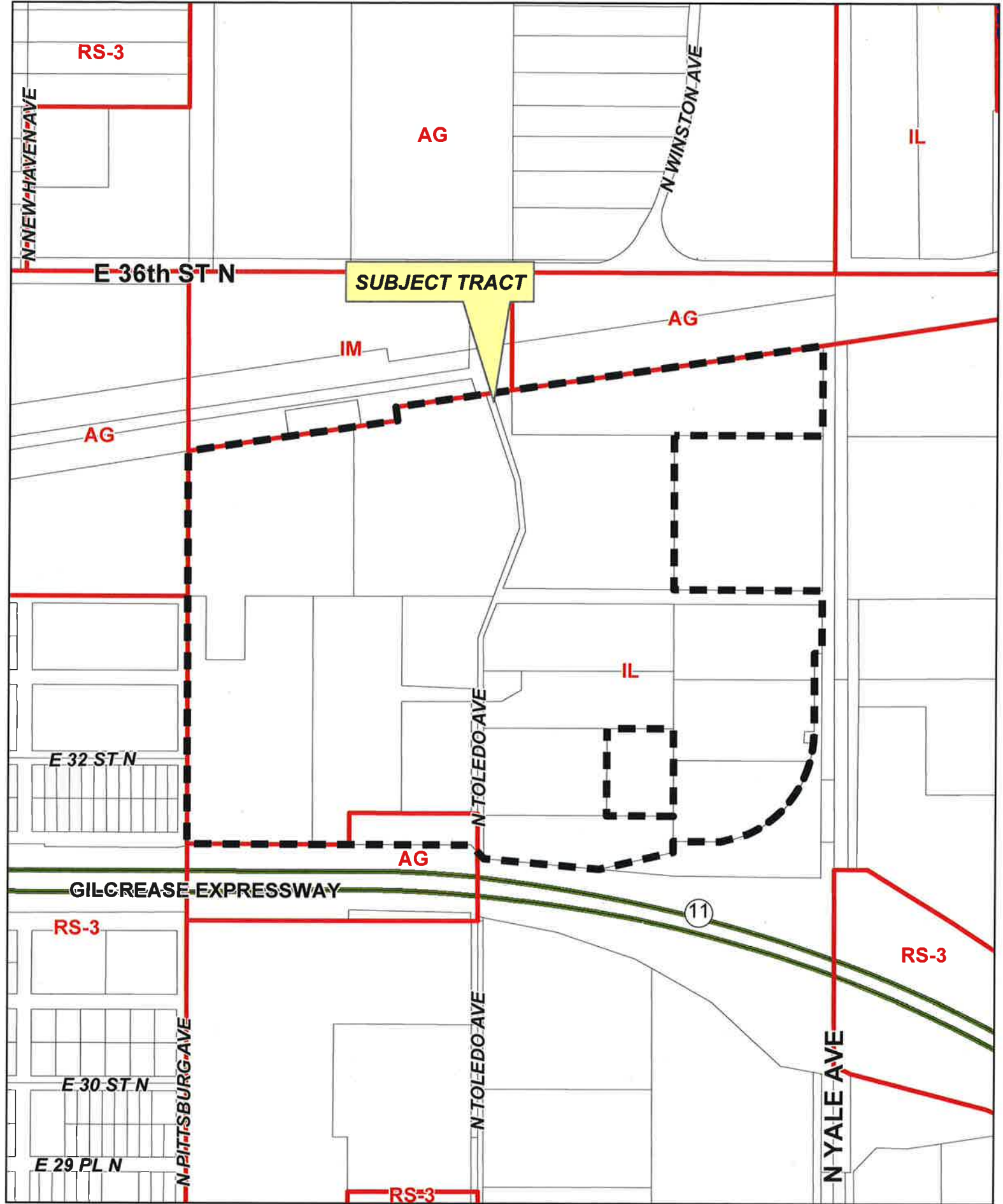
**Z-5548 July 1981:** All concurred in **approval** of a request for *rezoning* a tract of land from AG to IL on property located on the southeast corner of the Gilcrease Expressway and North Pittsburg Avenue.

**IM zoning on property located on the southeast corner of East 36<sup>th</sup> Street North and North Pittsburg Avenue** appears to have been zoned IM with Ordinance number 11809 on June 26, 1970. Maps from April 4, 1971 and February 7, 1973 both indicate that the property was already zoned IM at that time.

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4.6

REVISED 1/10/2019



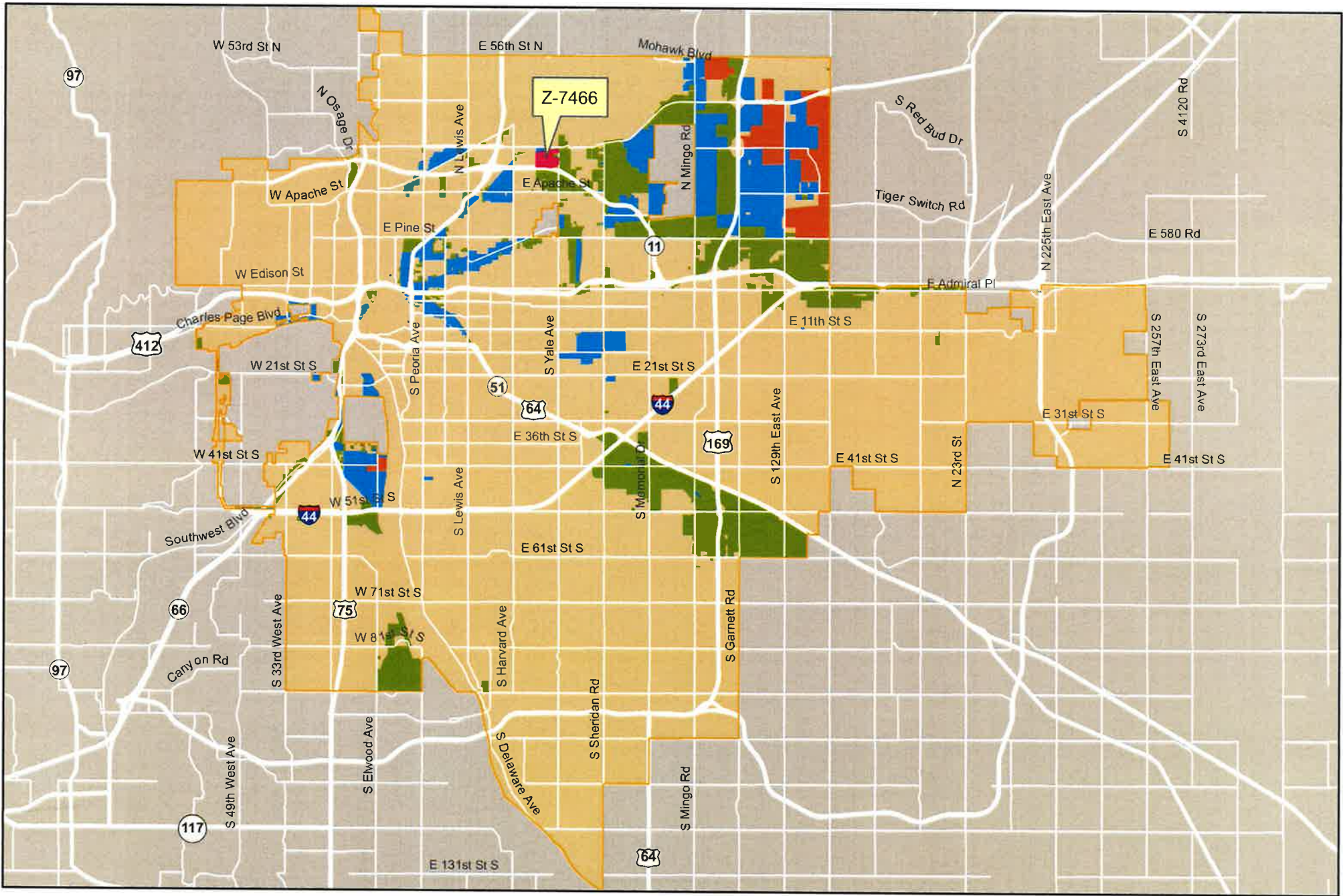
Z-7466

20-13 21

4.7

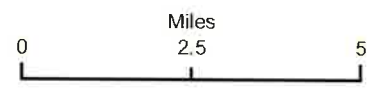






- Zoning**
- IH (1,961 acres/1.7% of Tulsa)
  - IM (6,461 acres/5.7% of Tulsa)
  - IL (9,998 acres/8.7% of Tulsa)

- Subject Tract**
- Z-7466
- Corporate Limits**
- City of Tulsa



Prepared by INCOG 12/17/2018

4.8





N NEW HAVEN AVE

N WINSTON AVE

E 36th ST N

E 32 ST N

N TOLEDO AVE

GILCREASE EXPRESSWAY

11

E 30 ST N

N PITTSBURG AVE

N TOLEDO AVE

E 29 PL N

N YALE AVE



Subject Tract

Z-7466

20-13 21

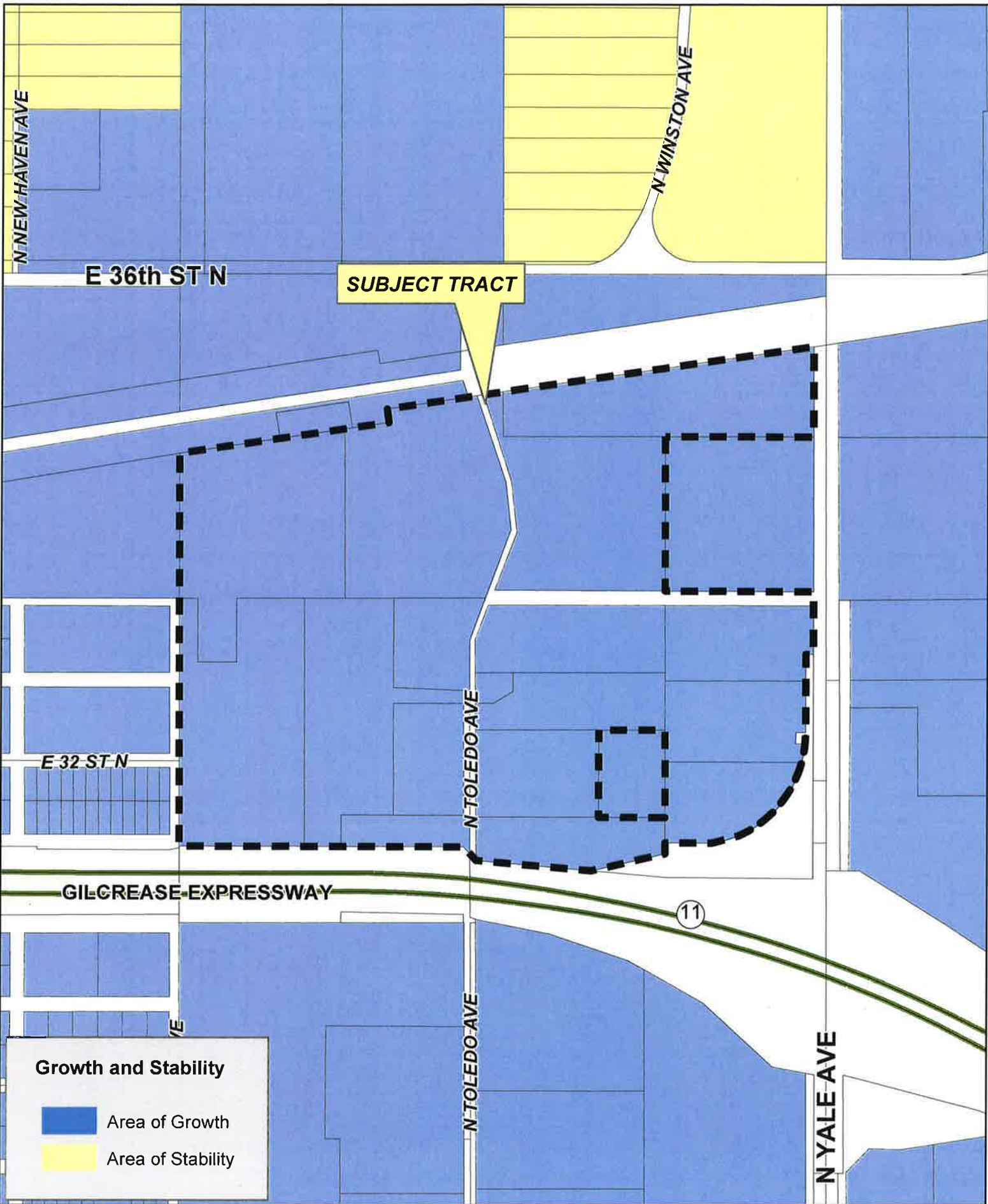
Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: February 2018

49







**SUBJECT TRACT**

**E 36th ST N**

**N WINSTON AVE**

**N NEW HAVEN AVE**

**E 32 ST N**

**N TOLEDO AVE**

**GILCREASE EXPRESSWAY**

**11**

**N TOLEDO AVE**

**N YALE AVE**

**Growth and Stability**



Area of Growth



Area of Stability



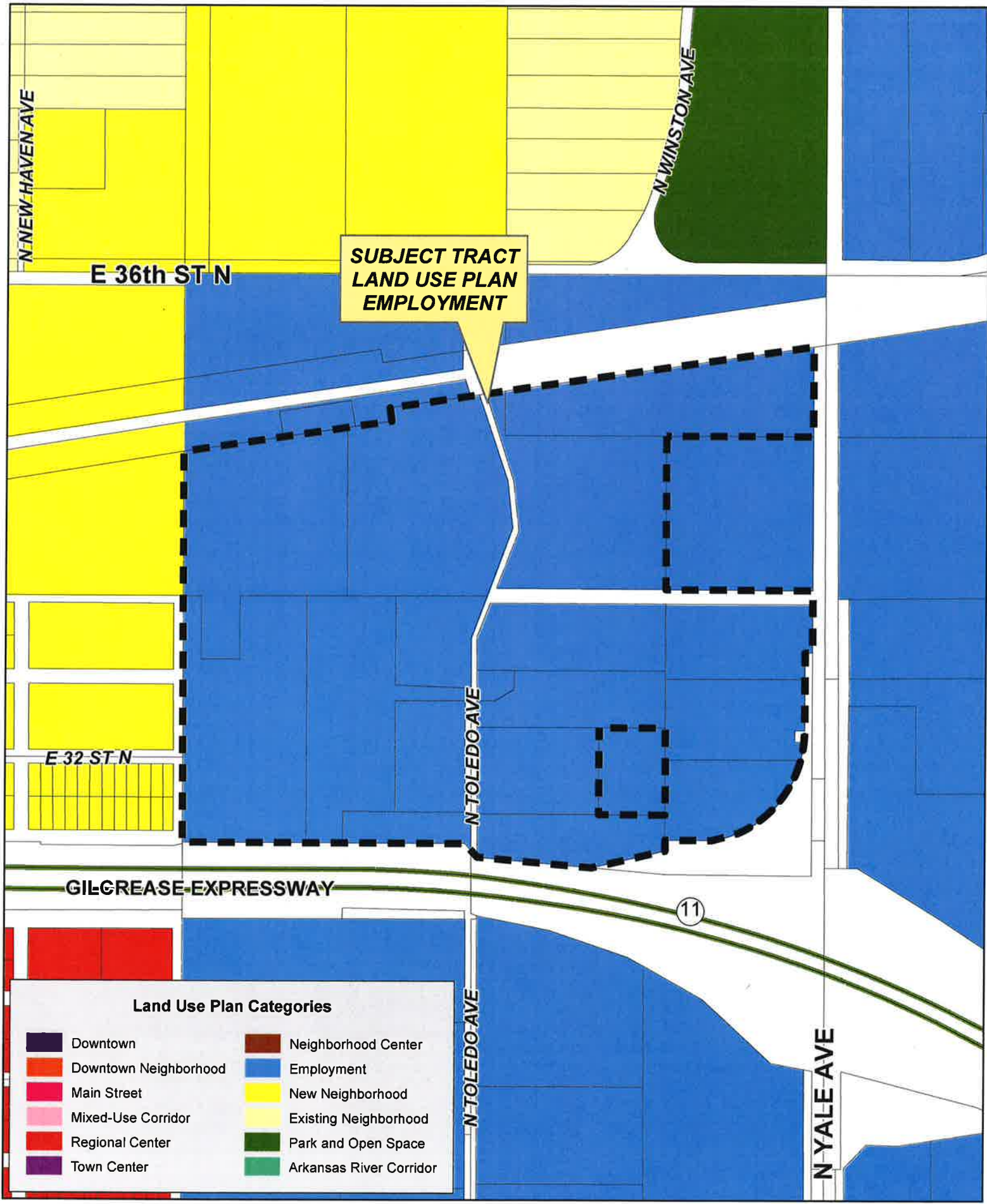
**Z-7466**

20-13 21

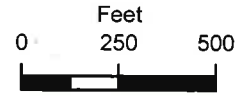
**4.10**







**SUBJECT TRACT  
LAND USE PLAN  
EMPLOYMENT**

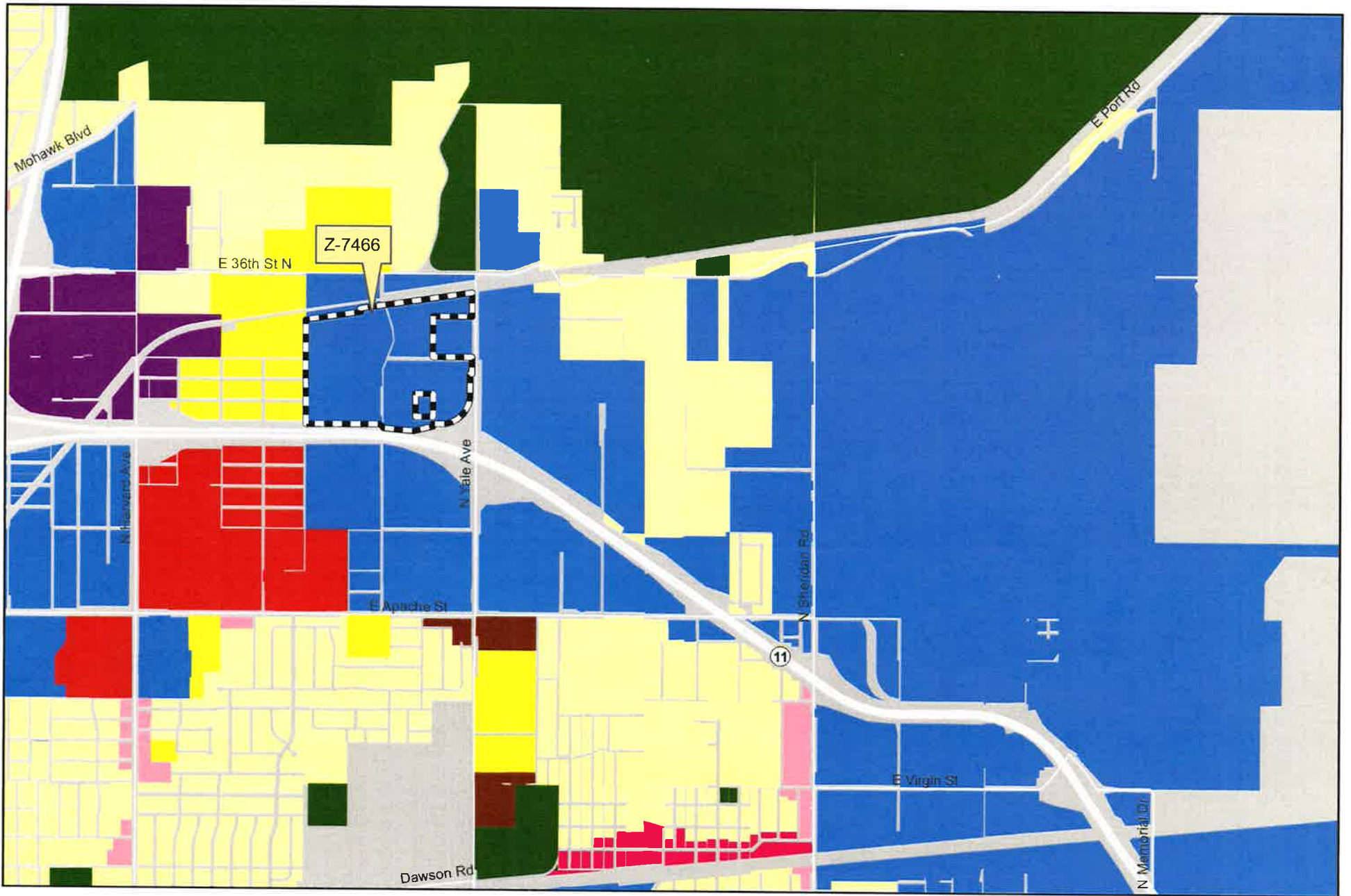


**Z-7466**

20-13 21

**4.11**





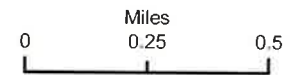
**Land Use Plan**

- |   |  |   |   |
|---|--|---|---|
|  Downtown              |  Mixed-Use Corridor |  Neighborhood Center |  Existing Neighborhood   |
|  Downtown Neighborhood |  Regional Center    |  Employment          |  Park and Open Space     |
|  Main Street           |  Town Center        |  New Neighborhood    |  Arkansas River Corridor |

**Subject Tract**

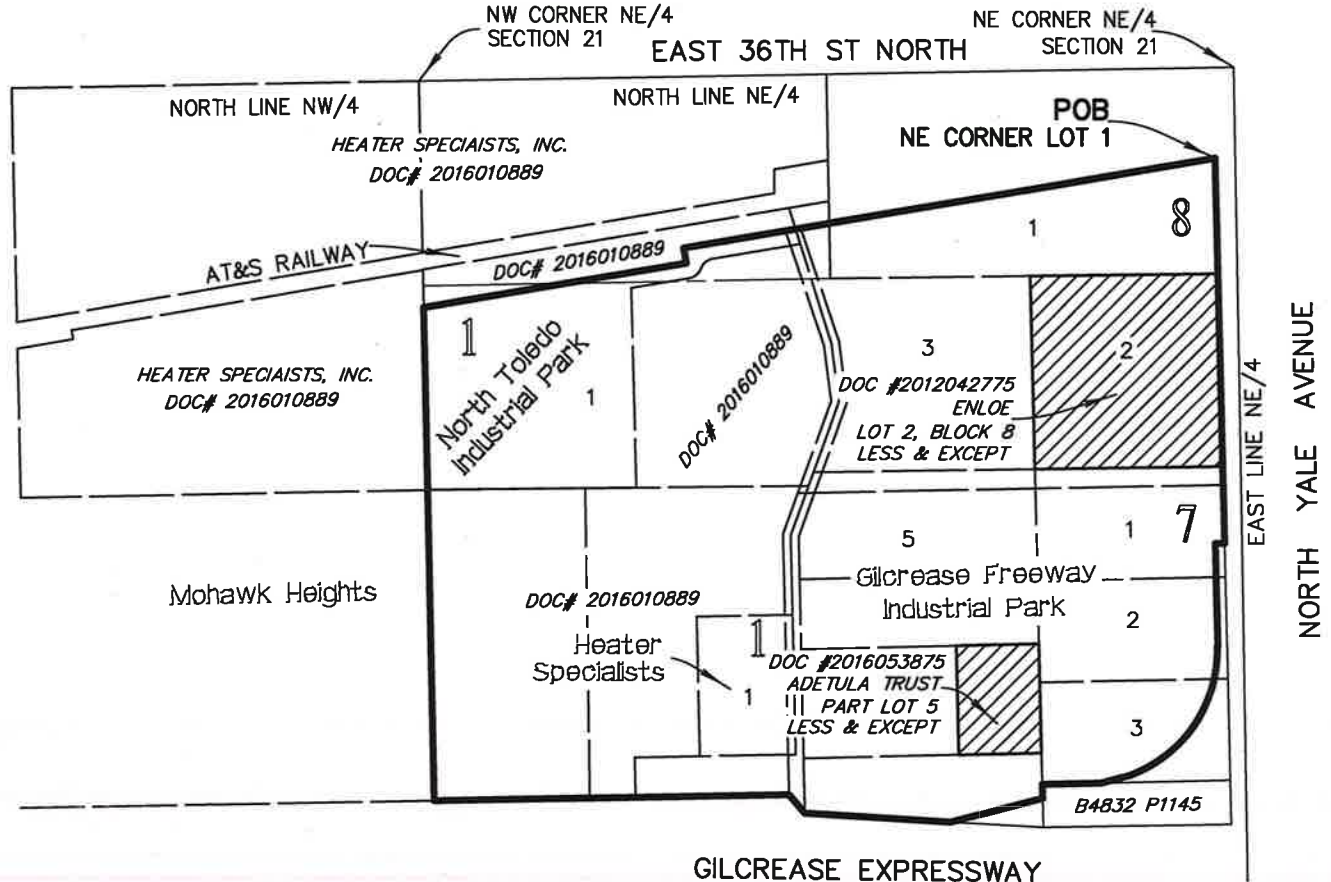


**4.12**



# Exhibit "A.2"

## Heater Specialists, Inc. Zoning Exhibit



**LEGEND**

- AT&S ATCHINSON, TOPEKA & SANTA FE
- B BOOK
- DOC DOCUMENT
- P PAGE

THE ILLUSTRATION SHOWN HEREON IS INTENDED TO DEPICT THE LAND DESCRIPTION TO WHICH IT IS ATTACHED AND DOES NOT REPRESENT A LAND OR BOUNDARY SURVEY PLAT AS DEFINED BY THE BOARD OF LICENSURE FOR PROFESSIONAL ENGINEERS AND LAND SURVEYORS FOR THE STATE OF OKLAHOMA.

**Tanner Consulting LLC**  
5323 SOUTH LEWIS AVENUE, TULSA OKLAHOMA 74105-6539 | 918.745.9929

4.13



RS-3

20.4 AG 20.4

AG  
25.4

EAST 36th STREET NORTH

BUILDING

5 094

IM

AG

32.4

AG

4340

*C.C. App. IL  
on entire tract  
except 150' on  
the West. 3-13-73*

IL

*IL  
P.C. App. IM on  
north portion,  
and IL on South  
Portion, except  
150' on west to  
remain AG.  
2-7-73*

EAST 33rd STREET

7.84

RS-3

GILCREASE EXPRESSWAY

AG

RS-3

10.4

IL

AG

RS-3 20.4

38.54

4.14



Tulsa Metropolitan Area  
Planning Commission

**Case Number:** PUD-479-A  
**Major Amendment**

**Hearing Date:** January 16, 2019

**Case Report Prepared by:**

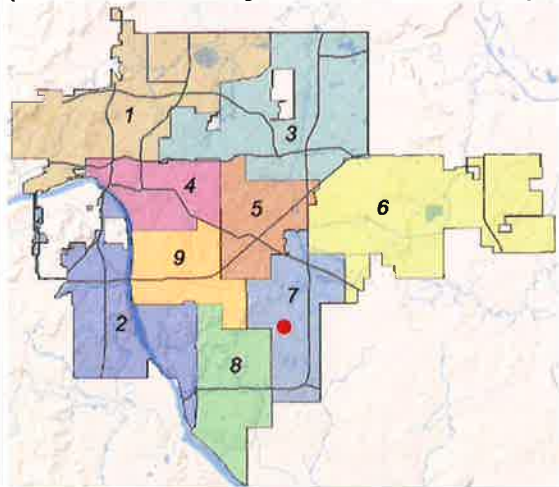
Jay Hoyt

**Owner and Applicant Information:**

*Applicant:* BJ's Restaurant, INC

*Property Owner:* DB TRIPLE DIPPER  
RESTAURANT LLC

**Location Map:**  
**(shown with City Council Districts)**



**Applicant Proposal:**

*Present Use:* Vacant Restaurant Space

*Proposed Use:* Expanded restaurant space

*Concept summary:* Increase the allowable floor area to permit a new restaurant and adjust ground sign standards.

*Tract Size:* 1.53 ± acres

*Location:* East of the northeast corner of East 71<sup>st</sup> Street South & South Memorial Drive

**Zoning:**

*Existing Zoning:* CS/PUD-479

*Proposed Zoning:* PUD-479-A

**Comprehensive Plan:**

*Land Use Map:* Regional Center

*Stability and Growth Map:* Area of Growth

**Staff Recommendation:**

**Staff recommends approval.**

**Staff Data:**

TRS: 8301

CZM: 53

Atlas:

**City Council District: 7**

*Councilor Name:* Lori Decter Wright

**County Commission District: 3**

*Commissioner Name:* Ron Peters

## **SECTION I: PUD-479-A**

**DEVELOPMENT CONCEPT:** The applicant is proposing to increase the allowable floor area for the subject lot and increase the height and area of the permitted ground sign.

The PUD currently restricts the subject lot to 6,000 sf of floor area. The applicant has proposed to increase this to 7,557 sf to permit their proposed new restaurant. The CS zone allows floor area up to a Floor Area Ratio of 0.5. On a 1.53 Acre lot, this would allow over 33,000 sf of floor area. The floor area proposed by the applicant is reasonable, given the allowances of the underlying zoning. Staff proposes to amend the PUD to allow 15,000 sf of floor area. Less than half of that permitted by the underlying zoning, but with enough area to not limit future development of the subject lot.

The ground sign permitted for this site is limited by the PUD to 75 sf in area and 15 ft in height. The CS zone allows a sign of 2 sf per linear foot of frontage and a height of 25 ft. With a frontage of approximately 175 feet, this would allow up to a 350 sf sign. The applicant's request of 111 sf in area and 20 ft in height is significantly less than what is permitted in the underlying zoning. Staff proposes to amend the PUD to allow a sign 150 sf in area and 25 ft in height.

### **EXHIBITS:**

- INCOG Case map
- INCOG Aerial (small scale)
- INCOG Aerial (large scale)
- Tulsa Comprehensive Plan Land Use Map
- Tulsa Comprehensive Plan Areas of Stability and Growth Map
- Applicant Exhibits:
  - Proposal Letter
  - Site Plan
  - Proposed Ground Signage

### **DETAILED STAFF RECOMMENDATION:**

The applicants proposal is consistent with the Tulsa Comprehensive Plan, and;

The applicant's proposal is consistent with the provisions of the PUD chapter of the Tulsa Zoning Code, and;

The PUD development standards are consistent with the anticipated growth and future uses in this area, and;

The development standards identified in this PUD are non-injurious to the existing proximate neighborhood, therefore;

**Staff recommends Approval of PUD-479-A to increase the allowable floor area and modify the ground sign standards.**

## Development Standards:

Development standards from PUD-479 and subsequent amendments shall remain in effect unless otherwise modified below:

<b>Floor Area:</b>	<b>Current - 6,000 sf</b> <b>Amended - 15,000 sf</b>
<b>Ground Signage:</b>	<b>Current – 75 sf Area</b> <b>15 ft Height</b>  <b>Amended – 150 sf Area</b> <b>25 ft Height</b>

## SECTION II: Supporting Documentation

### RELATIONSHIP TO THE COMPREHENSIVE PLAN:

*Staff Summary: The subject lot is located within the Regional Center designation of the City of Tulsa Comprehensive Plan.*

### Land Use Vision:

*Land Use Plan map designation: Regional Center*

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.

*Areas of Stability and Growth designation: Area of Growth*

The purpose of Areas of Growth is to direct the allocation of resources and 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 Growth 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 Growth 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 Growth are in or near downtown. Areas of Growth 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

### Transportation Vision:

*Major Street and Highway Plan:* East 71<sup>st</sup> St S is a Primary Arterial

*Trail System Master Plan Considerations:* The site is just under one mile from the Mingo Trail

Small Area Plan: None

Special District Considerations: None

Historic Preservation Overlay: None

DESCRIPTION OF EXISTING CONDITIONS:

*Staff Summary:* The site currently contains a vacant, former restaurant building with associated surface parking.

Environmental Considerations: None

Streets:

<u>Exist. Access</u>	<u>MSHP Design</u>	<u>MSHP R/W</u>	<u>Exist. # Lanes</u>
East 71 <sup>st</sup> St S	Primary Arterial	120 feet	8

Utilities:

The subject tract has municipal water and sewer available.

Surrounding Properties:

<u>Location</u>	<u>Existing Zoning</u>	<u>Existing Land Use Designation</u>	<u>Area of Stability or Growth</u>	<u>Existing Use</u>
North	CS/PUD-736	Regional Center	Growth	Vacant pad site
South	CS/PUD-179-D	Regional Center	Growth	Restaurant
East	CS/PUD-479	Regional Center	Growth	Retail
West	CS	Regional Center	Growth	Restaurant

**SECTION III: Relevant Zoning History**

**ZONING ORDINANCE:** Ordinance number 17665 dated February 13, 1992, established zoning for the subject property.

***Subject Property:***

**PUD-479/Z-6340 February 1992:** All concurred in **approval** of a proposed *Planned Unit Development* and **approval** of a request for *rezoning* a 5± acre tract of land from AG/PK to CS for commercial development on property located east of the northeast corner of East 71<sup>st</sup> Street South and South Memorial Drive; the subject property. (Ordinance #17665)

***Surrounding Property:***



**PUD-186-A/Z-6854 May 2002:** All concurred in **approval** to rezone a 2.9+ acre tract of land from RM-1 to CS and **approval** of a proposed *Major Amendment* to PUD for retail and office uses on property located on the east side of South 85<sup>th</sup> East Avenue and south of East 66<sup>th</sup> Street South.

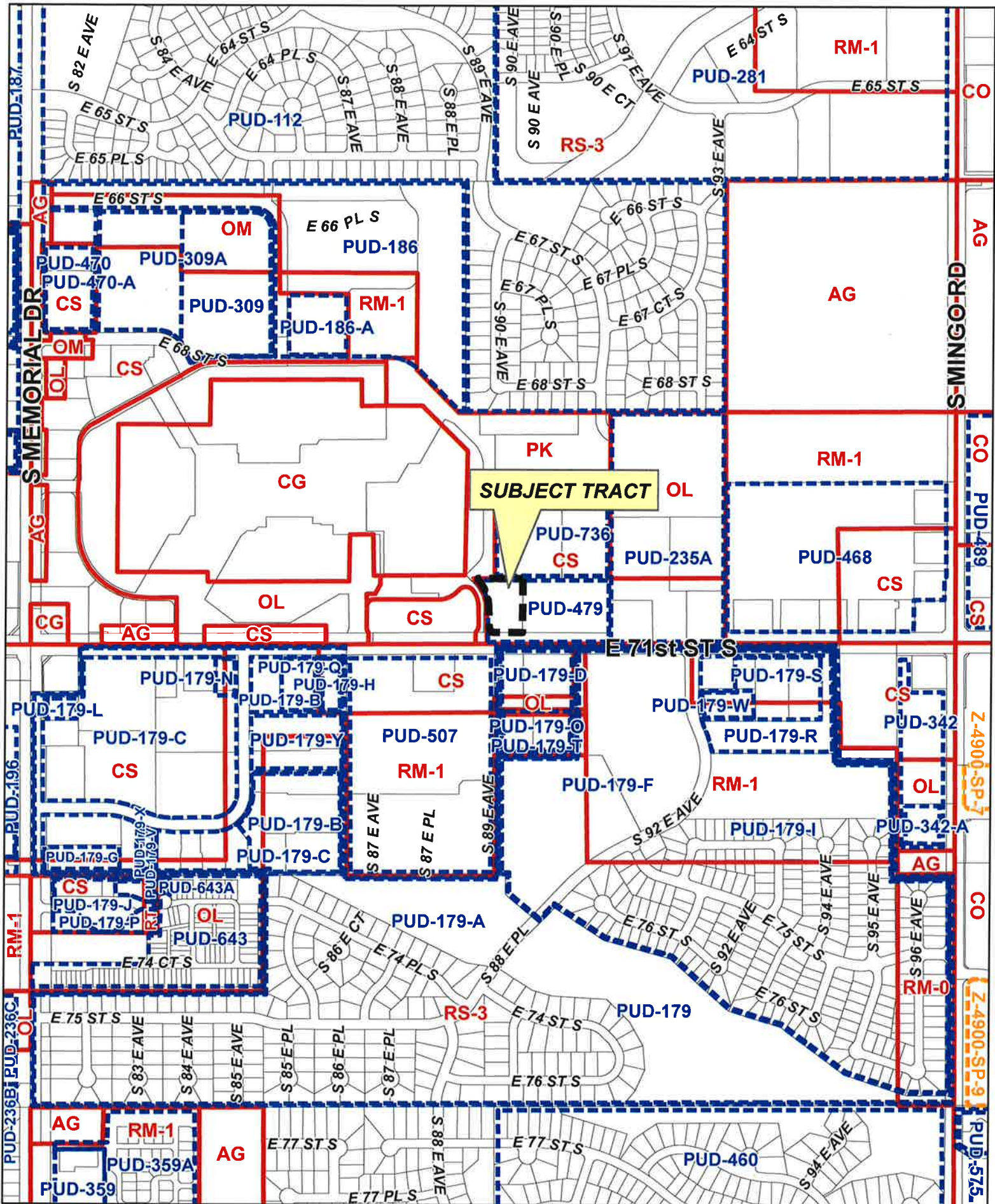
**BOA-17807 August 1997:** The Board of Adjustment **approved** a *variance* of the frontage requirements with a CG and PK district in order to transfer ownership of parking lots from one owner to the other with the Mall development. The transfer of these tracts was required in order for Dillard's to meet their parking requirements due to the expansion of the store, on property located east of the northeast corner of East 71<sup>st</sup> Street South and South Memorial Drive.

**PUD-179-T/Z-6478:** All concurred in **approval** of a request for *rezoning* a 1± acre tract of land from OL to CS and approval of a proposed *Planned Unit Development* to allow Use Unit 19 to allow for a hotel use; to increase building height to 3 stories; and to amend setbacks with a condition of no accessory bar use in permitted hotels and motels, on property located east of the southeast corner of East 71<sup>st</sup> Street South and South Memorial Drive.

**PUD-507/Z-6420 February 1994:** All concurred in **approval** of a request for *rezoning* a 25.4± acre tract of land from AG to CS/RM-1/PUD and **approval** of a proposed *Planned Unit Development* for a mixed-use development on property located east of the southeast corner of East 71<sup>st</sup> Street South and South Memorial Drive.

**BOA-13835 November 1985:** The Board of Adjustment **approved** a *variance* of the required frontage on a public street to allow a lot split. The anchor stores and the mall own the parking areas and the expansion of an anchor store precipitated additional parking. The requested lot-split was requested in order to balance the shared parking for all mall occupants, on property located east of the northeast corner of East 71<sup>st</sup> Street South and South Memorial Drive.

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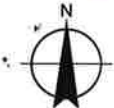


**SUBJECT TRACT**

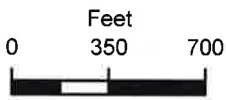
**PUD-479-A**

18-13 01

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Subject  
Tract

**PUD-479-A**

18-13 01

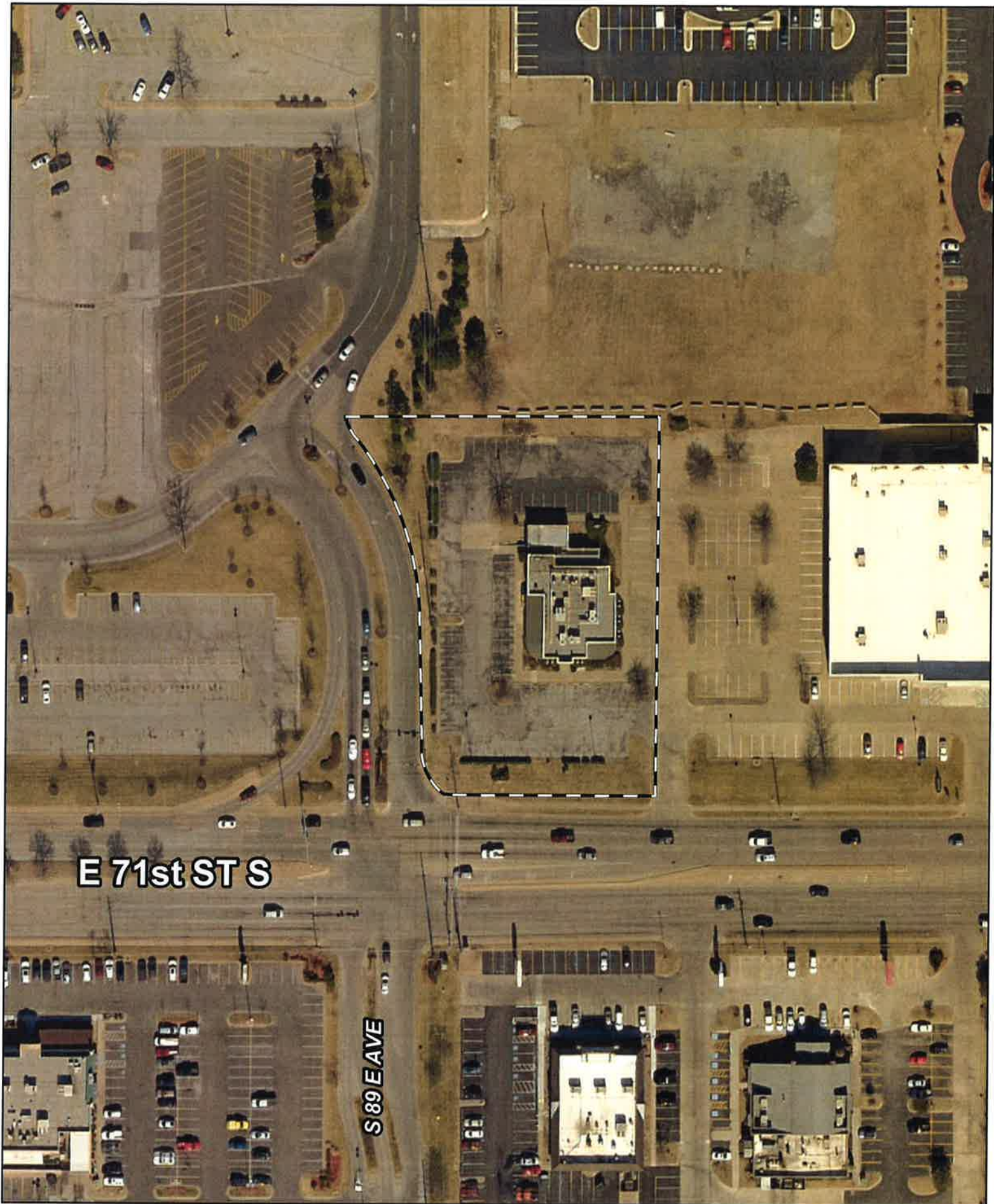
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Aerial Photo Date: February 2018

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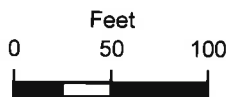






**E 71st ST S**

**S 89 E AVE**



*Subject  
Tract*

**PUD-479-A**

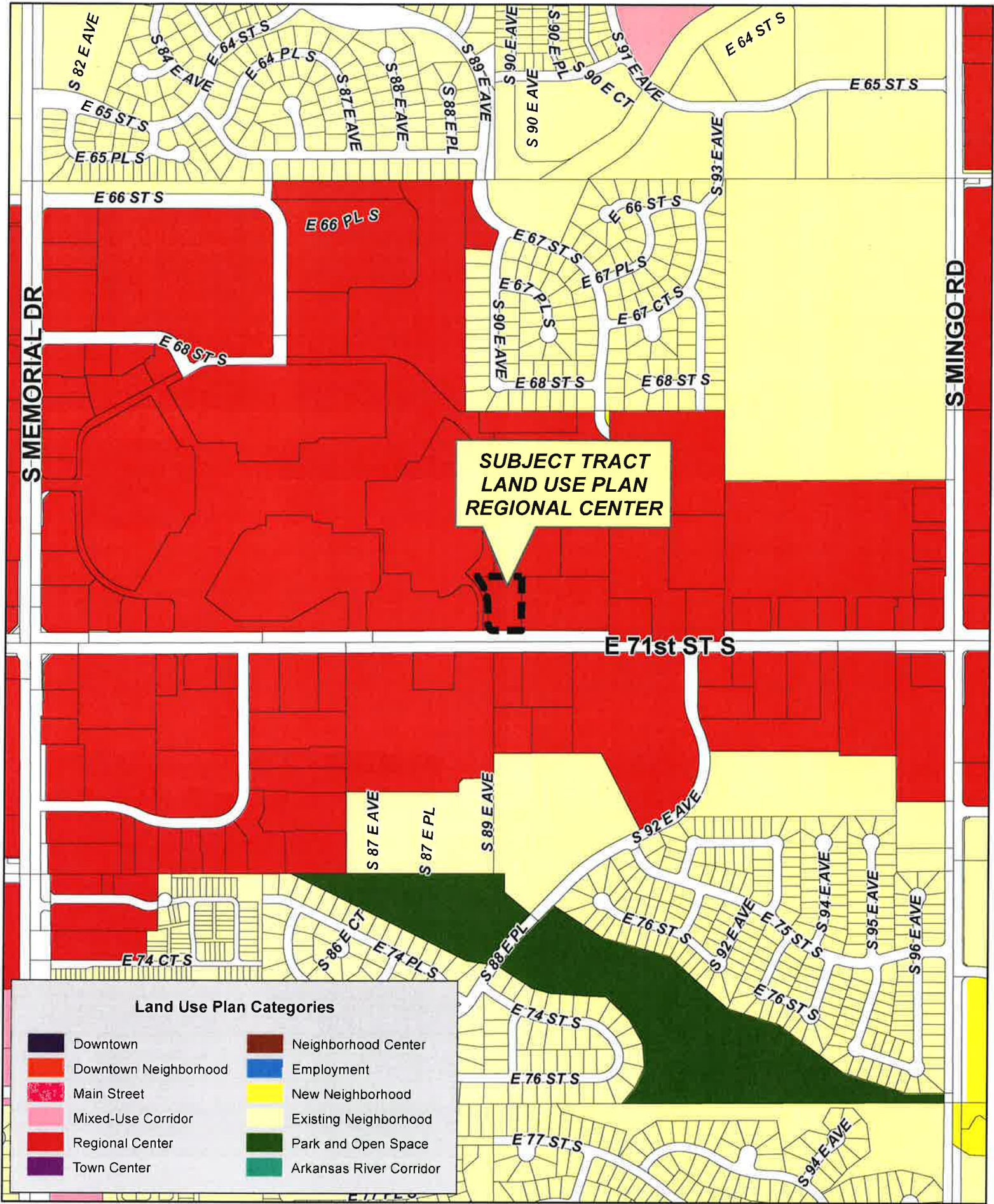
18-13 01

*Note: Graphic overlays may not precisely align with physical features on the ground.*

*Aerial Photo Date: February 2018*



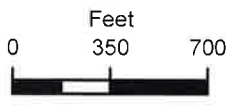




**SUBJECT TRACT  
LAND USE PLAN  
REGIONAL CENTER**

**Land Use Plan Categories**

	Downtown		Neighborhood Center
	Downtown Neighborhood		Employment
	Main Street		New Neighborhood
	Mixed-Use Corridor		Existing Neighborhood
	Regional Center		Park and Open Space
	Town Center		Arkansas River Corridor

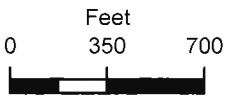
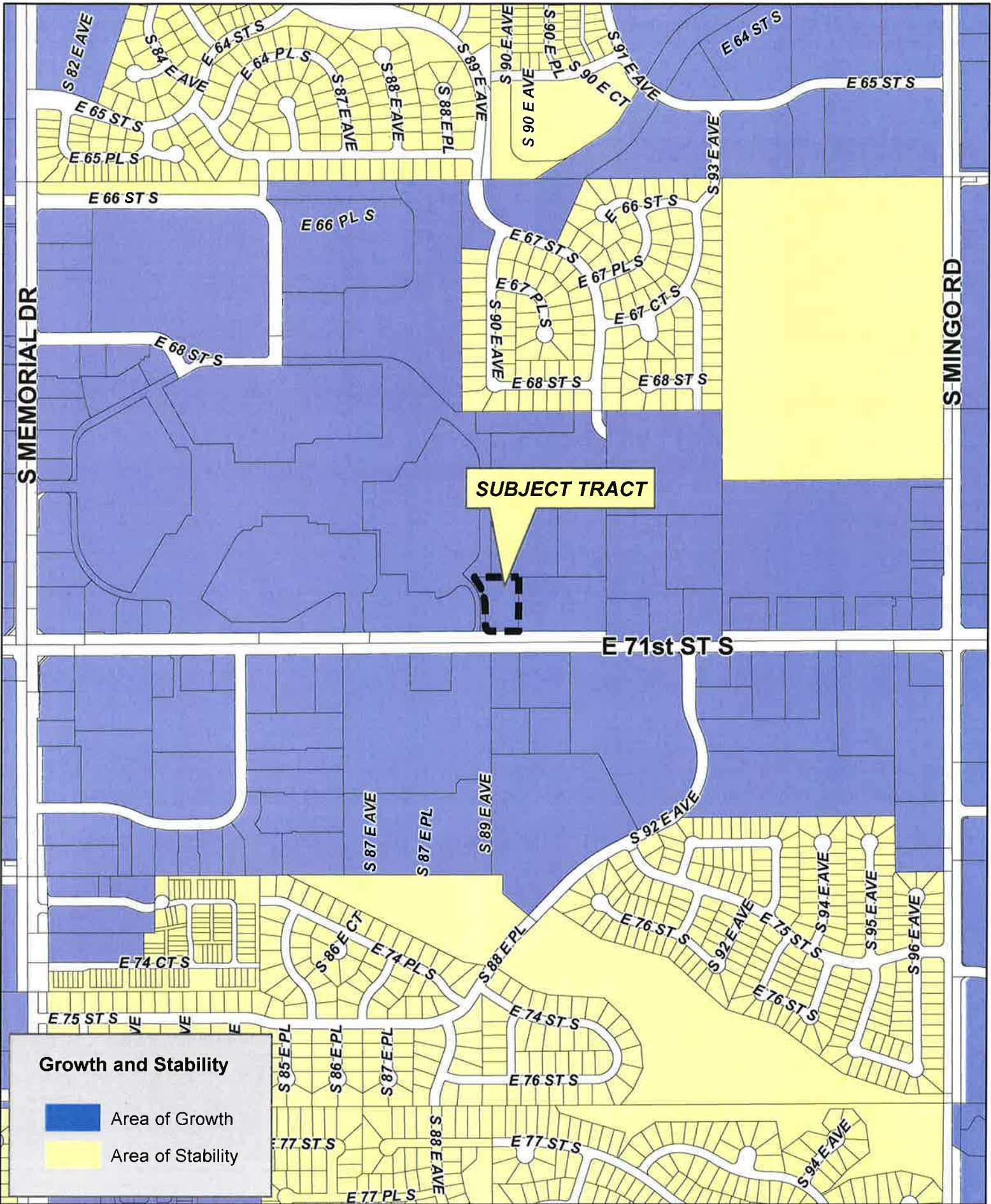


**PUD-479-A**

18-13 01

**5.9** 





**PUD-479-A**

18-13 01

**5.10**



November 30, 2018

Proposed Amendment to PUD 479  
Vacant Chilis Restaurant  
9009 E. 71<sup>st</sup> Street  
Tulsa, OK

Dear TMAPC,

BJs Restaurants, Inc. is proposing an amendment to PUD 479 to allow the following:

1. An increase in permitted floor area from 6000 sf to 7557 sf
2. An increase in permitted ground/pylon size from 75 sf and a 15 ft tall pole to 111 sf and a 20 ft tall pole

BJ's is proposing to demolish the vacant Chilis restaurant. Chili's has been closed for a long time and the site and building are in disrepair. While the proposed BJ's Restaurant is larger than the existing restaurant the required parking ratio is still exceeded. In addition, BJ's has reciprocal parking with the adjacent Ashleys Furniture parcel. BJ's will be constructing a high quality restaurant. The design is contemporary American Brewhouse. The design is composed of a rich two tone brick color palette accented by black metal awnings and canopy and large windows on three elevations allowing natural light to pour into the dining area.

BJ's is proposing a sign with a 20 ft tall pole. This is 5 ft higher than the existing allowable pole per the PUD. The increased pole height is necessary to balance the cabinet of the proposed sign. A 15 ft pole makes the sign look top heavy. Outback Steakhouse across the street has a 15 ft tall pole and the sign looks disproportional. There are many pole signs along 71<sup>st</sup> Street that exceed 15 ft. BJ's is also proposing a sign area of 111 sf. This exceeds the current allowable sign area of 75 sf. BJ's needs this increased sign area because more area is needed to allow for the BJ's logo and the text "Restaurant" and "Brewhouse". These are longer words than Chilis. The sign is well designed and appropriately sized to be readable.

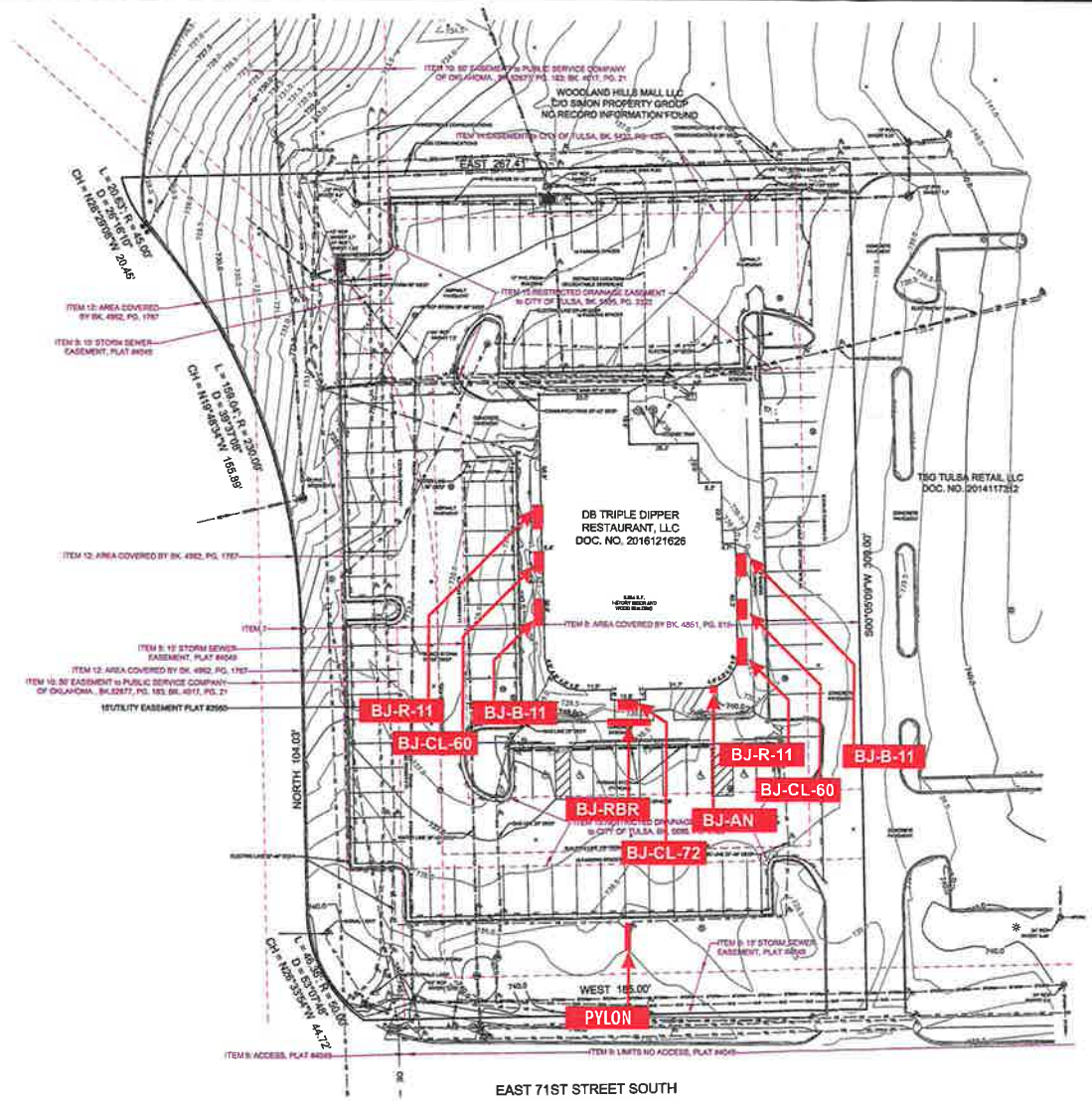
Enclosed please find the survey, proposed site plan, and proposed pole sign plan.

Thank you for your consideration. We look forward to becoming part of the Tulsa community soon!

Sincerely,

Joan Leguay  
BJ's Restaurants, Inc.  
Director of Property Development  
714-500-2410





### AREA MAP



### VICINITY MAP



### SIGN LEGEND

<b>BJ-CL-72</b>	<b>DUAL LIT CHANNEL LOGO</b>	<b>38.26 SQ.FT.</b>
<b>BJ-CL-60</b>	<b>DUAL LIT CHANNEL LOGO 2025.OSF</b>	<b>53.66 SQ.FT.</b>
<b>BJ-RBR-11-C</b>	<b>FACE LIT CANOPY CHANNEL LETTERS</b>	<b>18.4 SQ. FT.</b>
<b>BJ-11-R</b>	<b>HALO LIT CHANNEL LETTERS 2@10.5 SF</b>	<b>21.0 SQ. FT.</b>
<b>BJ-11-B</b>	<b>HALO LIT CHANNEL LETTERS 2@10.5 SF</b>	<b>21.0 SQ. FT.</b>
<b>BJ-AN-12</b>	<b>ADDRESS NUMBERS</b>	<b>N/A</b>

**SIGN SQUARE FOOTAGE COMPUTED GEOMETRICALLY.  
TOTAL SIGNAGE SQ. FT. PROPOSED:  
TOTAL SIGNAGE SQ. FT. ALLOWED:**



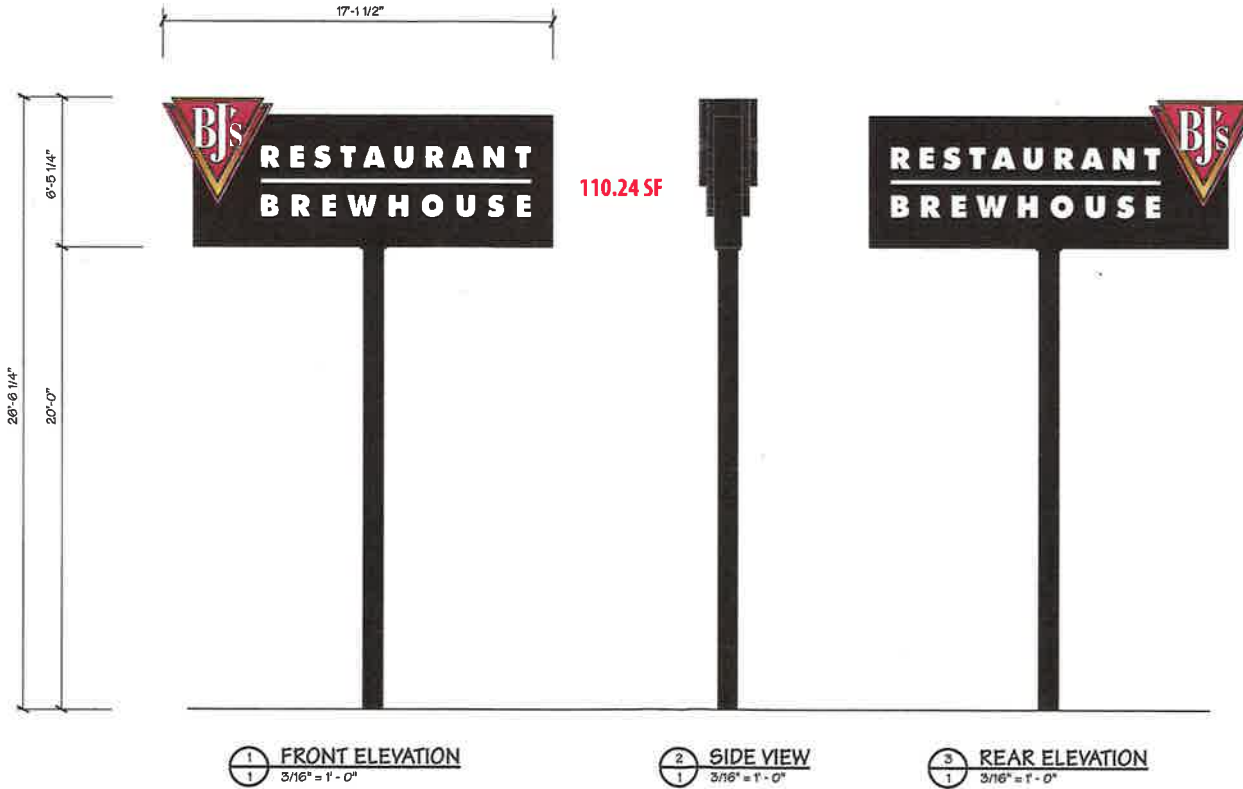
**9009 E 71st Street  
Tulsa, OK 74133  
12/04/2018**

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5.12

PYLON

20' POLE



9009 E 71st Street  
Tulsa, OK 74133  
12/04/2018

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5.13







Tulsa Metropolitan Area  
Planning Commission

**Case Number:** PUD-694-C  
**Major Amendment**

**Hearing Date:** January 16, 2019

**Case Report Prepared by:**

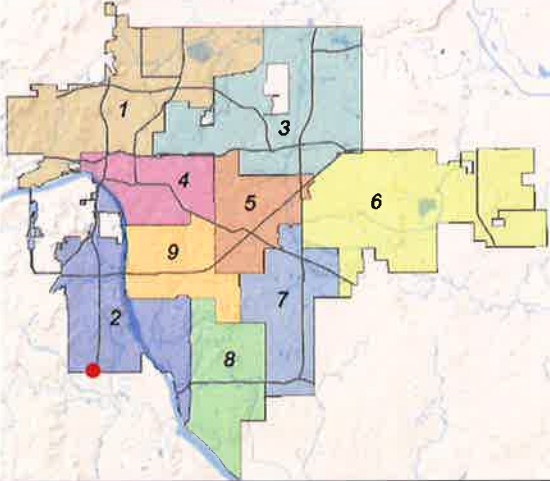
Jay Hoyt

**Owner and Applicant Information:**

*Applicant:* JR Donelson

*Property Owner:* ARKANSAS VALLEY  
PETROLEUM INC

**Location Map:**  
**(shown with City Council Districts)**



**Applicant Proposal:**

*Present Use:* Vacant

*Proposed Use:* Allow Self-Service Storage

*Concept summary:* To allow Self-Service Storage Facility as an allowable use.

*Tract Size:* 3.67 ± acres

*Location:* NE/c of W. 91<sup>st</sup> St. S. & S. Union Ave.

Development Area A

**Zoning:**

*Existing Zoning:* CS,CO,PUD-694,PUD-694-A,PUD-694B

*Proposed Zoning:* PUD-694-C

**Comprehensive Plan:**

*Land Use Map:* Neighborhood Center

*Stability and Growth Map:* Area of Growth

**Staff Recommendation:**

**Staff recommends approval.**

**Staff Data:**

TRS: 8214

CZM: 51

Atlas: 1747

**City Council District: 2**

*Councilor Name:* Jeannie Cue

**County Commission District: 2**

*Commissioner Name:* Karen Keith



## SECTION I: PUD-694-C

**DEVELOPMENT CONCEPT:** The applicant is proposing to add a Self-Service Storage Facility as an allowable use as well as allow Outdoor Advertising Signs in Development Area A.

Currently, the allowable uses for Development Area A are Parking (Non-Accessory), Offices Studios and Support Services, Restaurants and Bars, Business Signs and Retail Sales. The amendment proposes to add Self-Service Storage Facility and Off-Premise Outdoor Advertising Sign to the allowable uses of Area A.

The current Development Area B (Northern portion of the PUD) currently allows Self-Service Storage Facilities and Off-Premise Outdoor Advertising signs as an allowed use. The addition of the Self-Service Storage Facility in Area A would be an extension of the existing use in Area B. If approved, the Off-Premise Outdoor Advertising Sign would be required to comply with the dimensional and spacing requirements (1,200 feet) for such signs as specified by the City of Tulsa Zoning Code.

### **EXHIBITS:**

- INCOG Case map
- INCOG Aerial (small scale)
- INCOG Aerial (large scale)
- Tulsa Comprehensive Plan Land Use Map
- Tulsa Comprehensive Plan Areas of Stability and Growth Map
- Applicant Exhibits:
  - Proposed Text and Lot Line Illustrations

### **DETAILED STAFF RECOMMENDATION:**

**Staff recommends Approval of PUD-694-C to add Self-Storage and Off-Premise Outdoor Advertising as allowable uses.**

### **PUD-694-C DEVELOPMENT STANDARDS:**

**Uses Allowed:** As currently permitted by PUD-694 and amendments, with the addition of Self-Service Storage Facility and Off-Premise Outdoor Advertising\* as allowable uses for Development Area A.

**\*Off-Premise Outdoor Advertising subject to the requirements of the City of Tulsa Zoning Code that is current at the time of permitting.**

**All other development standards of remaining development areas within PUD-694 and subsequent amendments to remain unchanged.**

## **SECTION II: Supporting Documentation**

### **RELATIONSHIP TO THE COMPREHENSIVE PLAN:**

*Staff Summary:* The subject lot is located within the Regional Center designation of the City of Tulsa Comprehensive Plan.

**6.2**

Land Use Vision:

*Land Use Plan map designation: Neighborhood Center*

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 townhouses, 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.

*Areas of Stability and Growth designation: Area of Growth*

The purpose of Areas of Growth is to direct the allocation of resources and 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 Growth 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 Growth 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 Growth are in or near downtown. Areas of Growth 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

Transportation Vision:

*Major Street and Highway Plan: Union Avenue is classified as a Secondary Arterial*

*Trail System Master Plan Considerations: None*

Small Area Plan: West Highlands

Special District Considerations: None

Historic Preservation Overlay: None

DESCRIPTION OF EXISTING CONDITIONS:

Staff Summary: *The site is currently vacant land, adjacent to Highway 75 and south of the existing storage facility.*

Environmental Considerations: None

Streets:

<u>Exist. Access</u>	<u>MSHP Design</u>	<u>MSHP R/W</u>	<u>Exist. # Lanes</u>
Union Avenue	Secondary Arterial	100 Feet	2

4.3



Utilities:

The subject tract has municipal water and sewer available.

Surrounding Properties:

Location	Existing Zoning	Existing Land Use Designation	Area of Stability or Growth	Existing Use
North	CO/PUD-694-B	Mixed-Use Corridor	Growth	Self-Storage
South	CS	N/A	N/A	Vacant
East	AG/CO	N/A / New Neighborhood	Growth	Hwy 75 / Vacant
West	RS-3	Neighborhood Center	Growth	Single-Family/Agricultural

**SECTION III: Relevant Zoning History**

**ZONING ORDINANCE:** Ordinance number -- dated --, established zoning for the subject property.

***Subject Property:***

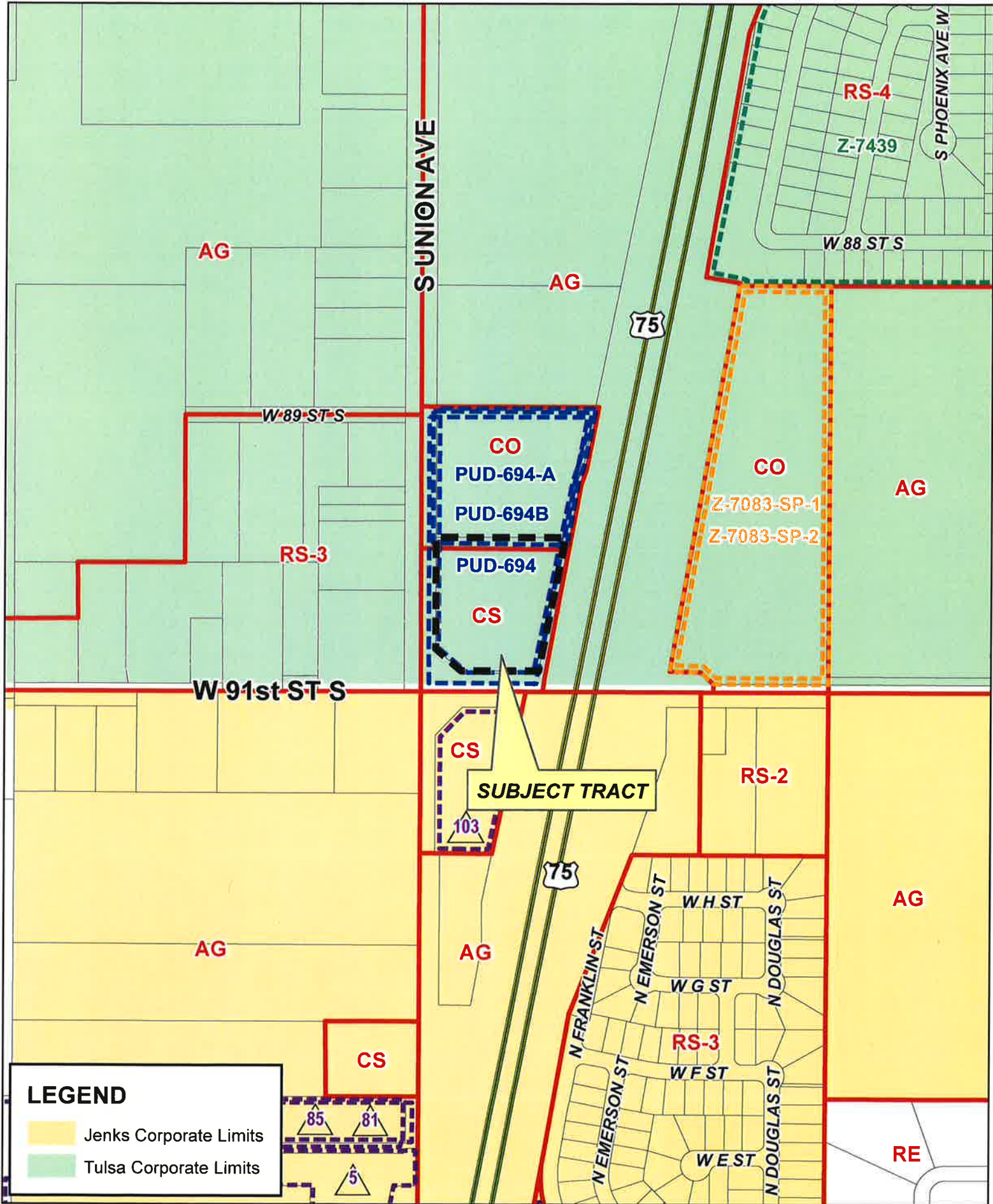
**PUD-694-B January 2007 :** A request for a major amendment to PUD on a 8.3 acre tract to relocate and approve Use Unit 21 from Development Area A (Lot 1) to Development Area B (Lot 2) was approved. (Ordinance #21443)

**PUD-694-A August 2005:** A request for a major amendment to PUD on a 4.61 acre tract to allow a Use Unit 16 to permit mini storage was approved. (Ordinance #21118)

**Z-6916/PUD-694 December 2003:** Approval was granted for rezoning request and a PUD on the subject property. CS zoning was approved the south 467' of the subject property and CO zoning was approved for the balance. PUD-694 was also approved subject to Use Unit 15 be removed as an allowable use. (Ordinance #20777)

1/2/2019 1:30 PM

6.4

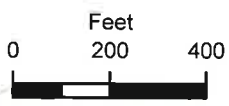


**LEGEND**

- Jenks Corporate Limits
- Tulsa Corporate Limits

**PUD-694-C**

18-12 14



**6.5**





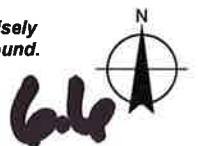
Subject  
Tract

**PUD-694-C**

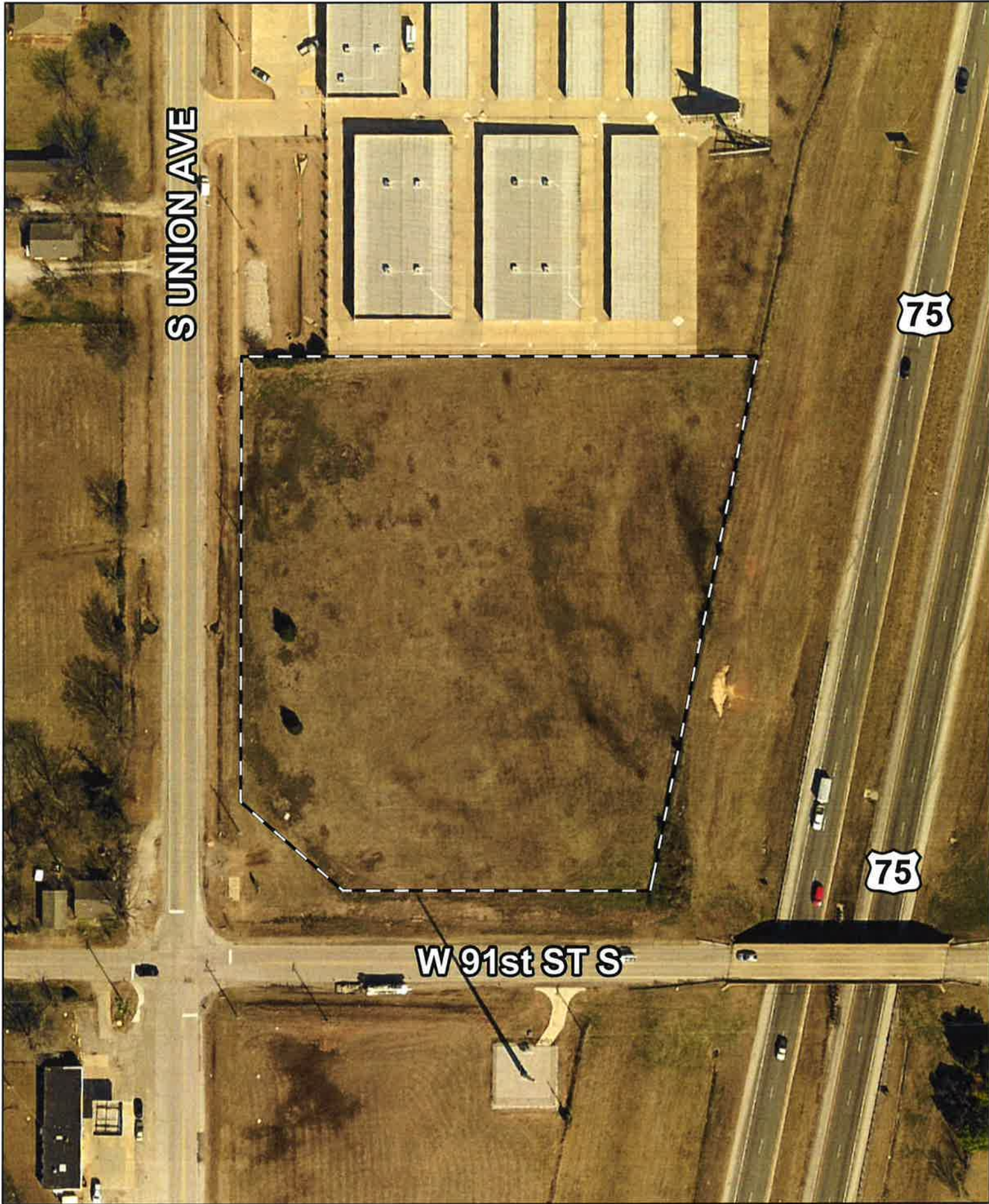
18-12 14

Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: February 2018





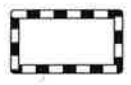
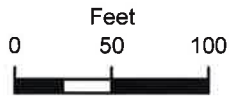


**S UNION AVE**

**75**

**75**

**W 91st ST S**



**Subject Tract**

**PUD-694-C**

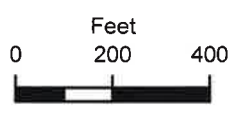
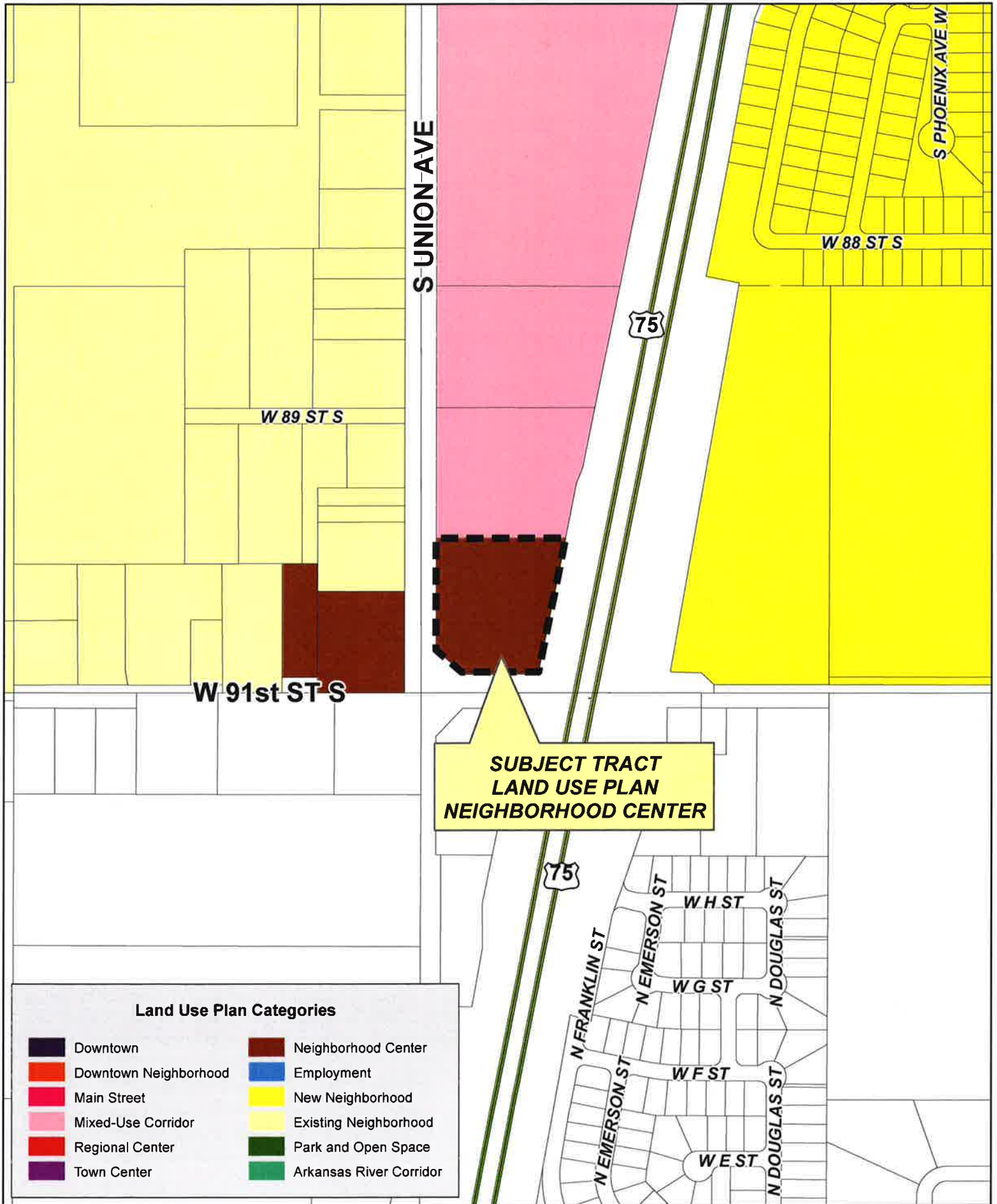
18-12 14

*Note: Graphic overlays may not precisely align with physical features on the ground.*

*Aerial Photo Date: February 2018*



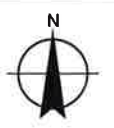


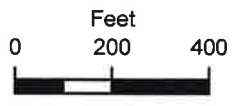
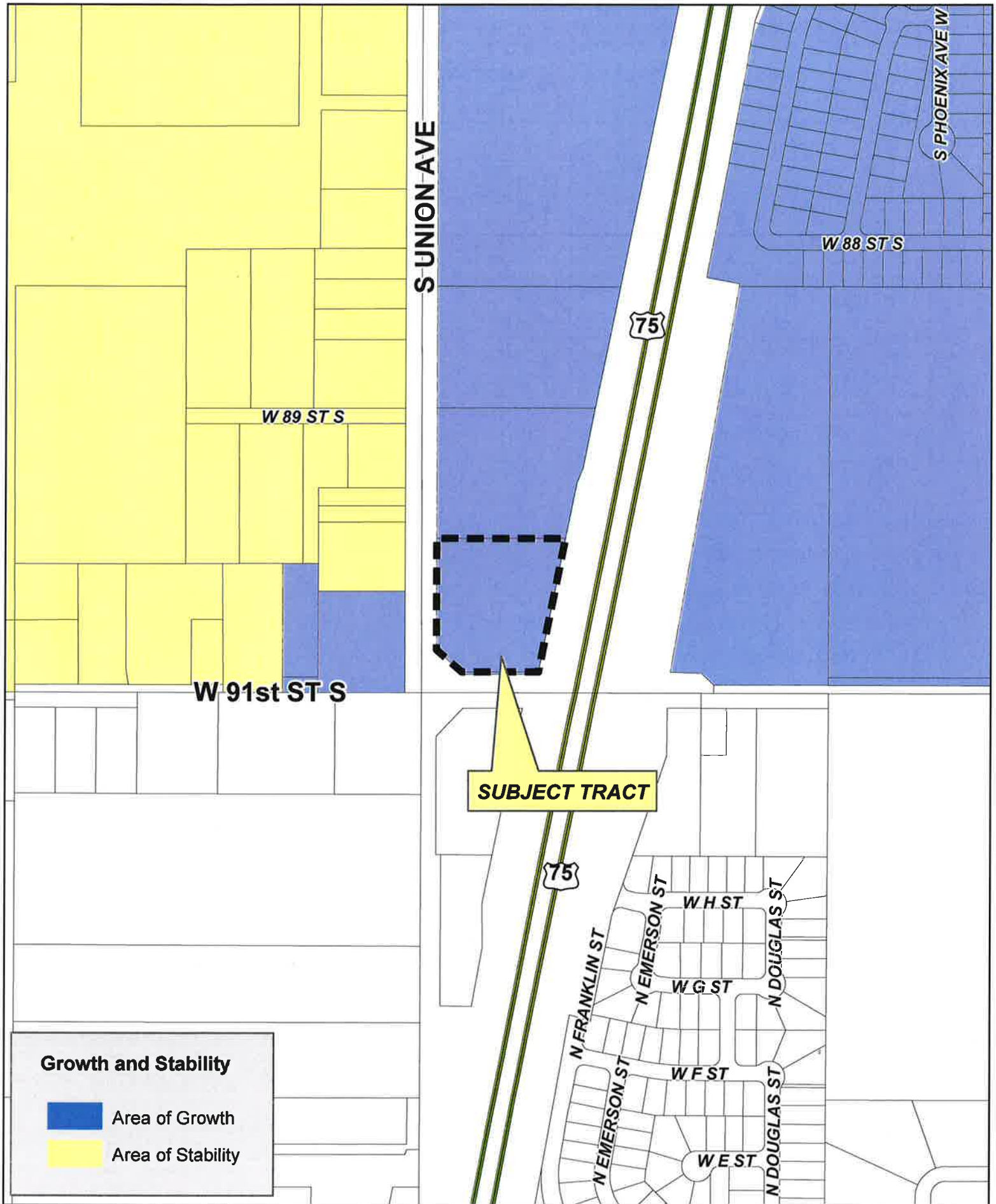


**PUD-694-C**

18-12 14

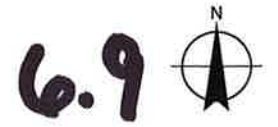
**6.8**





**PUD-694-C**

18-12 14





**75 South Mini Storage**  
Planned Unit Development Number 694  
City of Tulsa , Tulsa County, Oklahoma

**Amendment Number 3**

**PUD 694-C**

JR Donelson, Inc.  
12820 So. Memorial Dr., Office 100  
Bixby, Oklahoma 74008  
918-394-3030  
Email: [jrdon@tulsacoxmail.com](mailto:jrdon@tulsacoxmail.com)

November 6, 2018

1.

**6.10**

### ***Planned Unit Development Number 694-C, Amendment No. 3***

#### ***Introduction***

Planned Unit Development Z-6916/PUD-694 was approved February 6, 2004. 'CS' zoning was approved for the south 467 feet of the property and 'CO' zoning was approved on the balance of the property. Planned Unit Developments PUD-694, 694-A and Corridor Site Plan and Zoning Applications Z-6916-SP-1 and SP-2 were approved to permit offices, retail and mini-storage facility.

Two development areas were shown in PUD 694. Development Area B – northern tract, zoned 'CO' and covering Lot 2, Block 1, 75 South Mini Storage, and Development Area A – southern tract, zoned 'CS' and covering Lot 1, Block 1, 75 South Mini Storage.

PUD-694-A / Z-6916-SP-2 was approved September 30, 2005 for the northern tract. The Major Amendment to the PUD 694-A was on a 4.61 acre tract to allow a Use Unit 16 to permit a mini storage.

Major Amendment 694-B, was approved by the Tulsa City Council, December 14, 2006. The PUD covers 8.32 acres, more or less and is located north of W. 91<sup>st</sup> Street South and West of South Union Avenue in Section 14, T-18-N, R-12-E, City of Tulsa, Tulsa County, Oklahoma.

PUD-694-B/Z-6916-SP-3 was approved to permit an outdoor advertising sign in Development Area B/Z-6916-SP-3 and to reallocate signage between the two development areas. Per the proposed amendment the outdoor advertising sign would no longer be permitted in Development Area A, but would now be permitted in Development Area B. The staff recommended that any signage along South Union Avenue be similar in height and display surface area to that which was previously approved per PUD 694-A.

#### ***Summary of the Major Amendment***

This Major Amendment to PUD 694, Major Amendment 3, PUD 694-C contains a change to the Use of a portion of Lot 1, Block 1, Development Area A. The original property was a part of Lot 1, Block 1, 75 South Mini Storage to the City of Tulsa, Tulsa County, Oklahoma, filed plat number 6016.

A lot line adjustment, LLA-41 for Lot 1, Block 1, '75 South Mini Storage' has been approved. A Major Amendment to the PUD 694 is required to allow the mini-storage use, Use Unit 16, on that portion approved per LLA-41 and attached to Lot 2, Block 1, '75 South Mini Storage'. The attached legal description is shown in *Exhibit 3* for the portion of Lot 1, combined to Lot 2.

Permitted uses in Development Area A, zoned 'CS' area those in Use Unit #10, Use Unit #11, Use Unit #12, Use Unit #13 and Use Unit #21.

Use Unit 16, Mini-Storage is allowed in Development Area B. ***This Major Amendment to the PUD 694 will allow Use Unit 16 on that portion of Lot 1, Block 1 in Development Area A, now combined to Lot 2, Block 1, '75 South Mini Storage'. The maximum building coverage (entire site) in the Development Standards of 35% applies to this area of Lot 1, Block 1 combined to Lot 2, Block 1, '75 South Mini Storage', now used for Use Unit 16.***

PUD-694-B/Z-6916-SP-3 was approved to permit an outdoor advertising sign in Development Area B/Z-6916-SP-3 and to reallocate signage between the two development areas. Per this proposed amendment the outdoor advertising sign would be permitted in Development Area A, as well as permitted in Development Area B. Any signage along South Union Avenue would be similar in height and display surface area to that which was previously approved per PUD 694-A.

*Exhibits*

Attached to this Major Amendment of PUD 694-C are the following exhibits:

The filed plat of '75 South Mini Storage'  
Lot Combination Plat  
Legal Description for a portion of Lot 1, Block 1, 75 South Mini Storage

*Scope of Amendment*

Except as amended herein the approved PUD 694 and the Amendments to PUD 694 shall remain in full force and effect.





# 75 SOUTH MINI STORAGE FINAL PLAT

PUD # 694-A

A PART OF THE SOUTHWEST QUARTER OF THE  
 SOUTHWEST QUARTER, SECTION 14, TOWNSHIP 18  
 NORTH, RANGE 12 EAST, CITY OF TULSA, TULSA COUNTY,  
 STATE OF OKLAHOMA

TOTAL AREA = 8.32 ACRES  
 1 BLOCK, TWO LOTS

OWNER/DEVELOPER  
 NEIGHBORHOOD STORAGE CENTER, L.L.C.

ARKANSAS VALLEY  
 PETROLEUM INC.  
 808 E. 79th STREET  
 TULSA, OK 74123

ENGINEER AND SURVEYOR



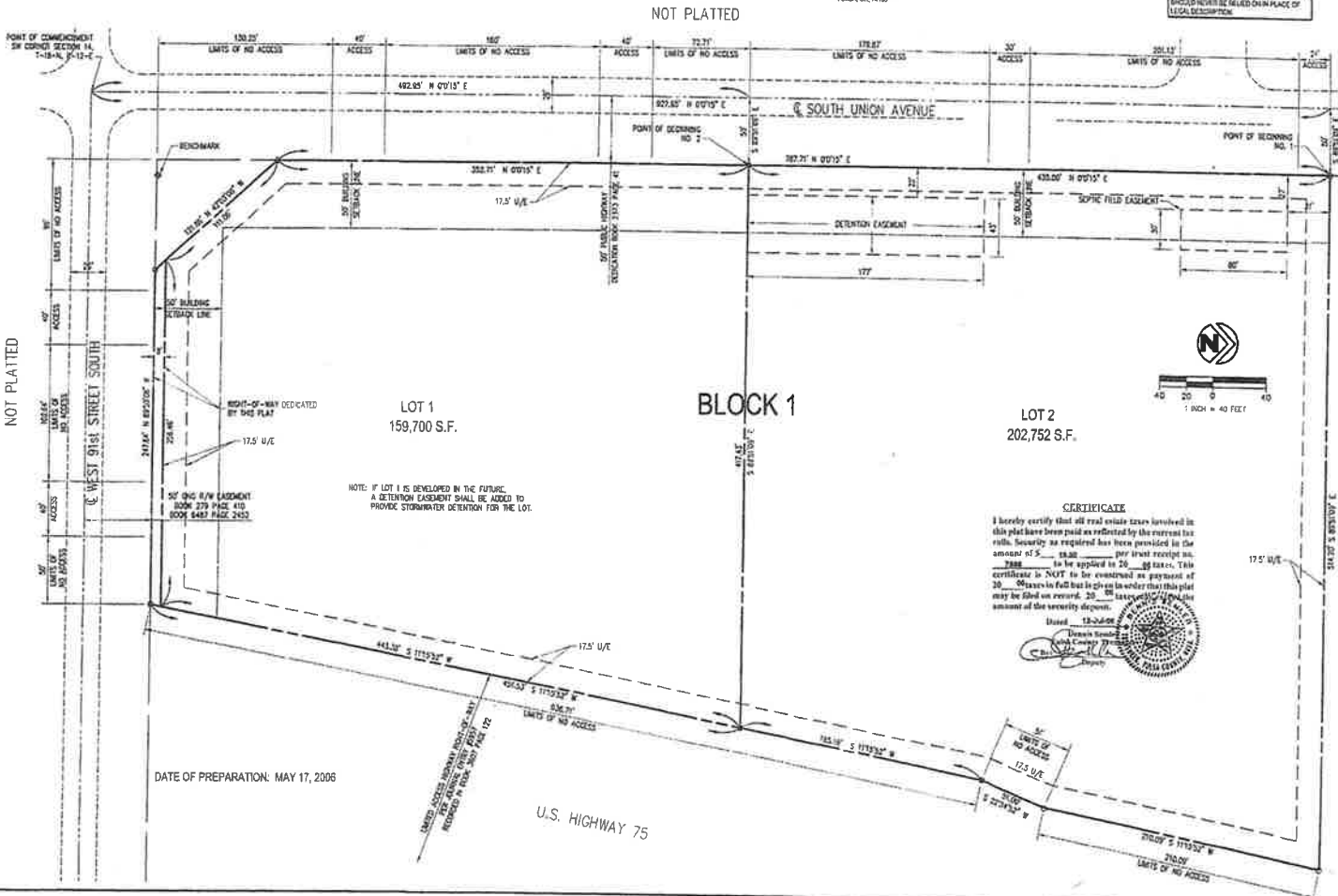
ADDRESS SHOWN ON THIS PLAT ARE  
 ACCURATE AT THE TIME THIS PLAT WAS FILED  
 ADDRESSES ARE SUBJECT TO CHANGE AND  
 SHOULD BE RE-EVALUATED IN PLACE OF  
 LEGAL DESCRIPTIONS.



LOCATION MAP  
 SCALE IN FEET  
 0 2000

### LEGEND

- EASEMENT
- SECTION LINE
- PROPERTY LINE
- BUILDING SETBACK LINE
- BUILDING SETBACK LINE
- FOUNDING 3/8" IRON PIN W/ YELLOW CAP
- SET 3/8" IRON PIN WITH YELLOW CAP CAP#973
- BENCHMARK



FLOODPLAIN REFERENCE:  
 FIRM NUMBER: 420000000N DATED: 02/23/99  
 CLASSIFIES THE PROPERTY DESCRIBED HEREON AS AN AREA  
 OUTSIDE THE LIMITS OF THE 100 YEAR FLOOD.

BENCHMARK:  
 CHISEL POINT ON THE SOUTHWEST CORNER OF A CONCRETE  
 WATER WALL LOCATED NEAR THE NORTHEAST CORNER OF THE  
 INTERSECTION OF WEST STREET SOUTH AND SOUTH UNION  
 AVENUE.

BASE OF BEARING:  
 ASSUME BEARING OF N 17°01'51\"/>

DESCRIPTION

A TRACT OF LAND IN THE SOUTHWEST QUARTER OF THE SOUTHWEST QUARTER (SW/4, SW/4) OF SECTION 14, TOWNSHIP 18 NORTH, RANGE 12 EAST OF THE MERIDIAN AND MONUMENT, TULSA COUNTY, OKLAHOMA ACCORDING TO THE UNITED STATES GOVERNMENT SURVEY THEREOF, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE SOUTHWEST CORNER OF SAID SECTION 14; THENCE N 0°01'51\"/>

CERTIFICATE

I hereby certify that all real estate taxes involved in this plat have been paid as reflected by the current tax rolls. Security as required has been provided in the amount of \$ \_\_\_\_\_ per tract receipt no. \_\_\_\_\_ to be applied to 20 \_\_\_\_\_ taxes. This certificate is NOT to be construed as payment of 20 \_\_\_\_\_ taxes in full but is given in order that this plat may be filed on record. 20 \_\_\_\_\_ taxes of \_\_\_\_\_ amount of the security deposit.

Dated: 12-24-05  
 Dennis Simons  
 Clerk, County of Tulsa

6016

STATE OF OKLAHOMA  
 COUNTY OF TULSA

I, Garlene Wilson, Clerk of the County of Tulsa, do hereby certify that this plat was approved by the Tulsa Metropolitan Area Planning Commission on the \_\_\_\_\_ day of \_\_\_\_\_, 2006.

Garlene Wilson, Clerk of the County of Tulsa

RECEIVED  
 JUN 22 2006  
 Tulsa Metropolitan Area  
 Planning Commission

Exhibit 1

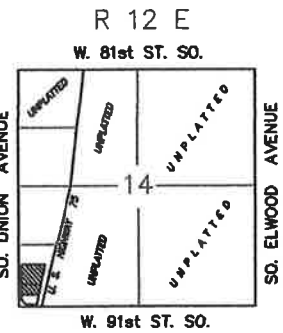
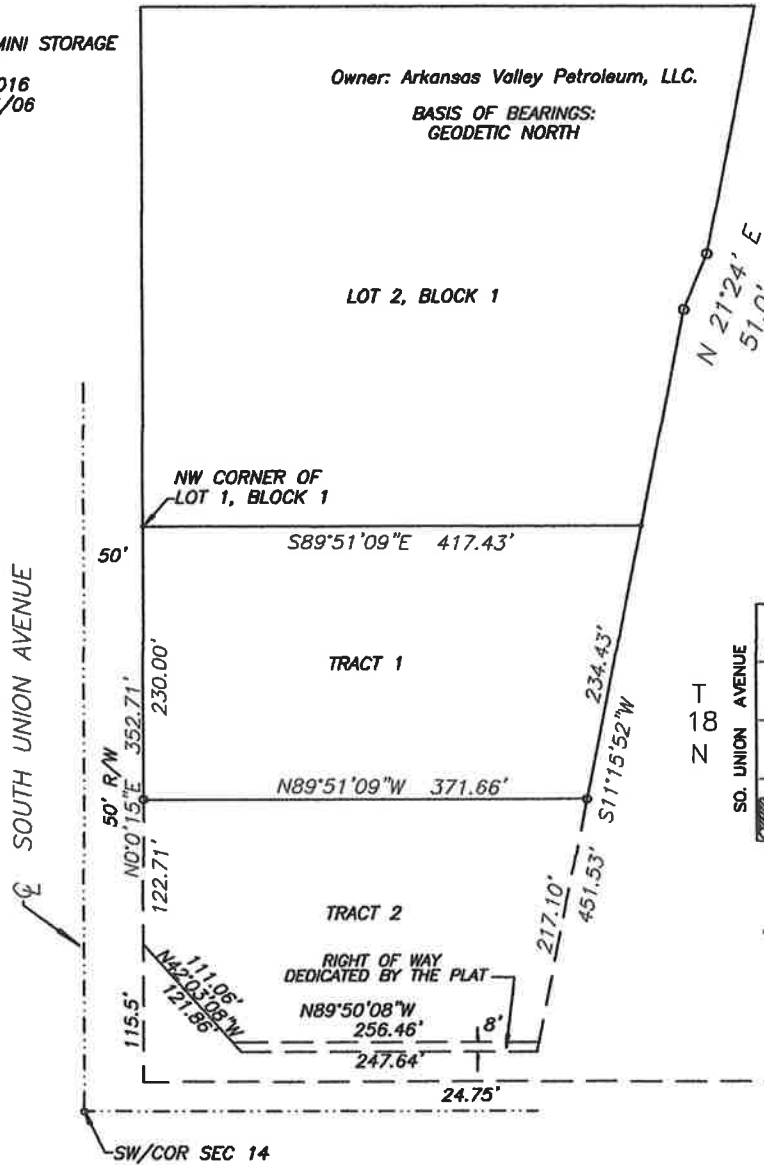
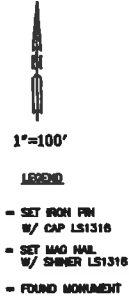
6.13

# PLAT OF SURVEY FOR LOT COMBINATION

75 SOUTH MINI STORAGE  
PUD 694-A  
PLAT NO. 6016  
FILED: 7/13/06

Owner: Arkansas Valley Petroleum, LLC.

BASIS OF BEARINGS:  
GEODETIC NORTH



LOCATION MAP

## LEGAL DESCRIPTION LOT COMBINATION

LOT 2, BLOCK 1, 75 SOUTH MINI STORAGE TO THE CITY OF TULSA, TULSA COUNTY, STATE OF OKLAHOMA,

AND TRACT 1 DESCRIBED AS.....

BEGINNING AT THE NORTHWEST CORNER OF LOT 1, BLOCK 1, 75 SOUTH MINI STORAGE, TO THE CITY OF TULSA, TULSA COUNTY, OKLAHOMA; THENCE S89°51'09"E AND ALONG THE NORTH LINE OF LOT 1 A DISTANCE OF 417.43'; THENCE S 11°15'52"W A DISTANCE OF 234.43'; THENCE N89°51'09"W A DISTANCE OF 371.66'; THENCE N0°0'15"E AND ALONG THE WEST LINE OF BLOCK 1 A DISTANCE OF 230.00' TO THE POINT OF BEGINNING AND CONTAINING 2.083 ACRES MORE OR LESS.

Exhibit 2



NORTH

JR DONELSON, INC.  
12820 SO. MEMORIAL DR, OFFICE 100  
BIXBY, OKLAHOMA 74008  
PH. (918)394-3030

Scale: 1"= 100' DATE: 8/5/2018

JACKSON DRAWN BY: JD

JOB # REVISED:

G.M

*Exhibit 3*

Beginning at the northwest corner of Lot 1, Block 1, 75 South Mini Storage, to the City of Tulsa, Tulsa County, Oklahoma; thence S89°51'09"E and along the north line of Lot 1, a distance of 417.43 feet; thence S11°15'52"W a distance of 234.43 feet; thence N89°51'09"W a distance of 371.66 feet; thence N 0°00'15"E and along the west line of Block 1 a distance of 230.00 feet to the point of beginning and containing 2.083 acres more or less.

6.15





**TMAPC Public Hearing Staff Report**  
**January 16, 2019**  
**CPA-78, Crosbie Heights Small Area Plan**

---

- A. Item for consideration:** Consider adoption of the **Crosbie Heights Small Area Plan** as an amendment to the Tulsa Comprehensive Plan.

The Crosbie Heights plan boundary encompasses 0.36 square miles, located just west of the Inner Dispersal Loop (I-244) and downtown Tulsa. Bordered on the north by the Sand Springs Expressway (State Highway 51/412), Highway 412/64/51 to the east, and the Arkansas River on the south and southwest.

- B. Related Plans:** The Charles Page Boulevard Area Neighborhood Revitalization Plan covers a large area that includes the Crosbie Heights Neighborhood.
- C. Background:** The City of Tulsa undertook a Small Area Planning process to develop a Small Area Plan for the Crosbie Heights neighborhood. This Plan is a tool to guide the actions of the City of Tulsa and partners to make strategies that create desired change in the Crosbie Heights Neighborhood. The purpose of this plan is to provide clear and updated community based vision that guides land use decisions, capital improvement investments, and other catalytic actions necessary to address anticipated needs of the neighborhood on a long range scale. The Plan was guided by feedback from the Citizens Advisory Team (CAT), Community Design Workshop, and other public engagement.

This Plan coordinates with the concurrent efforts of the proposed Crosbie Heights Sector Plan, which addresses strategies to immediately improve conditions within the neighborhood.

- D. Process:** Plan development followed the six step process prescribed in PLANiTULSA's appendix and in A Guide to Small Area Planning.

Crosbie Heights was selected from a group of 9 potential SAP's.

City Councilor Blake Ewing (District 4) invited twelve stakeholders with interests in Crosbie Heights to serve on the Citizen Advisory Team (CAT); the CAT remained engaged throughout the process by representing their constituents in the plan area, reviewing and validating key information, and crafting the plan area's Vision and recommendations.

The plan initiated with a community bike tour, survey, and kick-off meetings in April of 2015. A series of meetings in May and June of 2015 laid the ground work for the plan through a SWOT analysis, visual preference survey, and discussion of the plan vision and guiding principles. A visioning workshop in August of 2015 allowed community members to collaborate on maps depicting their vision for the future of the neighborhood.

In April and May of 2016, an open house with the “Big Ideas” of the plan was held in the WaterWorks facility adjacent to the neighborhood. A survey was held along with the open house to gather feedback. A CAT meeting was held in July of 2017 to find consensus among the team members that the draft plan represented the planning process.

The subsequent key step, Technical Review, extended the opportunity for relevant departments of the City of Tulsa and allied agencies to review, comment and clarify findings within the draft plan. Significant responses are reflected in the plan’s narrative and recommendations and provided to the CAT for final review. With the CAT’s consent and acceptance of a plan draft to forward to TMAPC for adoption, the CAT assumed the role of advocate for the plan’s implementation.

Following edits from the technical review, the Small Area Plan was joined with the Sector Plan process which concluded in November 2018. The SAP’s land use recommendations were further vetted during these public meetings. The Sector Plan used the same CAT as the SAP process.

**E. Conformance with the Tulsa Comprehensive Plan:**

The Crosbie Heights Small Area Plan is in conformance with the following Priorities, Goal and Policies in the Comprehensive Plan.

1. Land Use Map

The Crosbie Heights Small Area Plan recommends the following land use designations from the **Tulsa Comprehensive Plan**.

**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, improvement or replacement of existing homes, and small-scale infill projects, as permitted through clear and objective setback, height, and other development standards of the zoning code. 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.

**Neighborhood Center** 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 townhouses, 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 a number of destinations.

**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.

**Parks and Open Space** provide recreational opportunities, community gathering places, shade and sunlight, air and water pollution filtration, natural beauty, habitat, and benefit surrounding uses.

**Mixed-Use Corridor** is a plan category used in areas surrounding Tulsa's modern thoroughfares that pair high capacity transportation facilities with housing, commercial, and employment uses. The streets 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 Mixed-Use Corridors include windows and storefronts along the sidewalk, with automobile parking generally located on the side or behind. Off the main travel route, land uses include multifamily housing, small lot, and townhouse developments, which step down intensities to integrate single family neighborhoods.

**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.

## 2. Areas of Stability and Growth Map

The Crosbie Heights Small Area Plan uses the "Areas of Stability" and "Area of Growth" designations from the **Tulsa Comprehensive Plan**.

**The Areas of Stability** includes approximately 75% of the city's total parcels. Existing residential neighborhoods, where change is expected to be minimal, make up a large

proportion of the Areas of Stability. The ideal for the Areas of Stability is to identify and maintain the valued character of an area while accommodating the rehabilitation, improvement or replacement of existing homes, and small scale infill projects. The concept of stability and growth 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.

The purpose of **Areas of Growth** is to direct the allocation of resources and 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 Growth 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.

### 3. Comprehensive Plan Priorities and Recommendations

#### **LAND USE PRIORITY 1**

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

#### **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 growth is revitalized through targeted infill and reinvestment.*

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

*Policies to support this goal include:*

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.

#### **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.*

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

*Policies to support this goal include:*

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.
- Use Context Sensitive Solutions process to ensure that centers and corridors are designed to support transit riders.

**Goal 13**— *Existing neighborhoods are stable and infill development revitalizes, preserves and enhances these urban areas. Policies to support this goal include:*

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 nonresidential uses and neighborhoods to protect stability and quality of life.
- Create and encourage the use of an infill and revitalization toolkit to help facilitate housing development in existing residential neighborhoods.
- 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.

**Goal 14**— *The city's historic resources are protected and programs promote the reuse of this important cultural resource. Policies to support this goal include:*

14.1 Support the Tulsa Strategic Preservation Action Plan preservation objectives and actions.

14.2 Assure that Neighborhood Plans & Small Area Plans support preservation and revitalization objectives.

## **Transportation Priority 1**

Provide a wide range of reliable transportation options so every Tulsan can efficiently get where they want to go



**Goal 1**—All Tulsans have a variety of transportation options for getting around the city.

**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. Policies to support this goal include:

2.1 Adopt a network approach to transportation projects that focuses on connecting people to places — ultimately allowing places to become more intense centers of economic development.

**Goal 12**— Tulsans can rely on a variety of transit options to take them to jobs, shopping and entertainment.

**Goal 13**— Pedestrians have easy access to jobs, shopping and recreation

### **Housing Priority 1**

Promote Balanced Housing Across Tulsa

**Goal 1**— A robust mix of housing types and sizes are developed and provided in all parts of the city.

**Goal 5**— Tulsa’s existing housing inventory is revitalized, preserved and maintained.

### **Housing Priority 2**

Ensure Housing Affordability for All Residents

**Goal 7**— Low-income and workforce affordable housing is available in neighborhoods across the city.

**Goal 8**— The combined cost of housing and transportation to Tulsa’s residents is reduced. Policies to support this goal include:

8.1 Coordinate planning of housing and public transportation with the goal of helping residents reduce housing and transportation costs to less than 48% of gross income.

### **Parks, Trails and Open Space Priority 5**

Improve Access and Quality of Parks and Open Space

**GOAL 12**— Neighborhoods have adequate access to parks and open space areas. Policies to support this goal include:

12.1 Work with other government agencies and community partners to improve walkable access to parks and recreation opportunities throughout Tulsa.

- 12.2 Make parks desirable destinations for walking by providing comfort and convenience facilities, especially restrooms and drinking fountains, wherever possible and feasible.
- 12.3 Partner with schools, libraries and other public places to provide amenities close to homes.
- 12.4 Look for opportunities for trails in areas that currently have few or none and connect these areas to existing trails.
- 12.5 Provide trails and loop walks within existing parks.
- 12.6 Develop partnerships with utility companies for trail corridors.
- 12.7 Work with public agencies and community groups to ensure safe pedestrian corridors.
- 12.8 Provide trail links to specific destinations like schools.
- 12.9 Add and improve sidewalks through a sidewalk improvement program; prioritize areas based on adjacency to schools and community centers.
- 12.10 Connect existing undeveloped areas in parks with developed park areas.
- 12.11 Convert parts of exiting parks to more natural conditions, where feasible.
- 12.12 Create a series of Local Destination Parks throughout Tulsa.
- 12.13 Achieve appropriate levels of parks services for all parts of Tulsa.
- 12.14 Maintain existing facilities as appropriate.
- 12.15 Provide additional components in areas with relatively low levels of service.
- 12.16 Provide new parks and components as warranted by population growth and changing demographics.

**Goal 13**— *Partnerships and collaborative efforts support the management and provision of parks and open space.*

**Goal 14**— *Parks and recreational facilities are updated to address changing needs and desires. Policies to support this goal include:*

- 14.1 Add comfort and convenience features to parks.

As included above, the Tulsa Comprehensive Plan contains Priorities, Goals and Policies that have provided guidance regarding land use, transportation, housing, and open space for the strategies proposed in the Crosbie Heights Small Area Plan. Therefore, the Crosbie Heights Small Area Plan is in accordance with the Tulsa Comprehensive Plan.

- F. Staff Recommendation:** Staff recommends that TMAPC adopt the Crosbie Heights Small Area Plan as an amendment to the Tulsa Comprehensive Plan.

**Attachment:**

- Crosbie Heights Small Area Plan

7.8



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# Crosbie Heights Small Area Plan

CITY OF TULSA

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7.9

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7.11



## About this Document

This policy document is also a record of the public process used to develop the Crosbie Heights Small Area Plan. As a planning guide for many community stakeholders - citizens, property owners, investors, Planning Commissioners and elected officials – it follows the small area planning process prescribed in PLANiTULSA, the Tulsa Comprehensive Plan, and is organized into two main sections: Executive Summary (with reference to the Implementation Matrix) and The Plan.

The Executive Summary and details of the Implementation Matrix were adopted by the Tulsa Metropolitan Area Planning Commission (TMAPC) on 1/16/2019, and approved by the Tulsa City Council on **DATE**.

Hyperlinks to external sources are provided as an appendix and have been intentionally excluded from the text for ease of maintenance.

## Executive Summary

The Executive Summary highlights the planning process, including the Vision Statement and Guiding Principles developed by stakeholders, and key local issues that resulted in policy recommendations. By planning category, the Implementation Matrix reflects those recommendations, summarizes actionable items for capital improvements and supports policy decisions deemed necessary to implement the plan's Vision.

Adopted concepts and policies provide the basis for land use and development decisions for this portion of the city throughout the planning horizon of 10 to 20 years. Details including illustrations, images and analysis of existing data are presented in The Plan to provide background and context for how these recommendations were formulated, but will not be cited as policy.

## The Plan

The Plan's organizational structure is based on the process set forth in PLANiTULSA to develop Small Area Plans. Content from overlapping process steps may be addressed in more than one chapter of the plan. Plan chapters include an inventory of existing conditions and relevant data, details of the community engagement process, and "Big Ideas" generated from consensus-building activities and the Visioning workshop, to provide a baseline from which to measure progress throughout the planning horizon.

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## Part I: Executive Summary

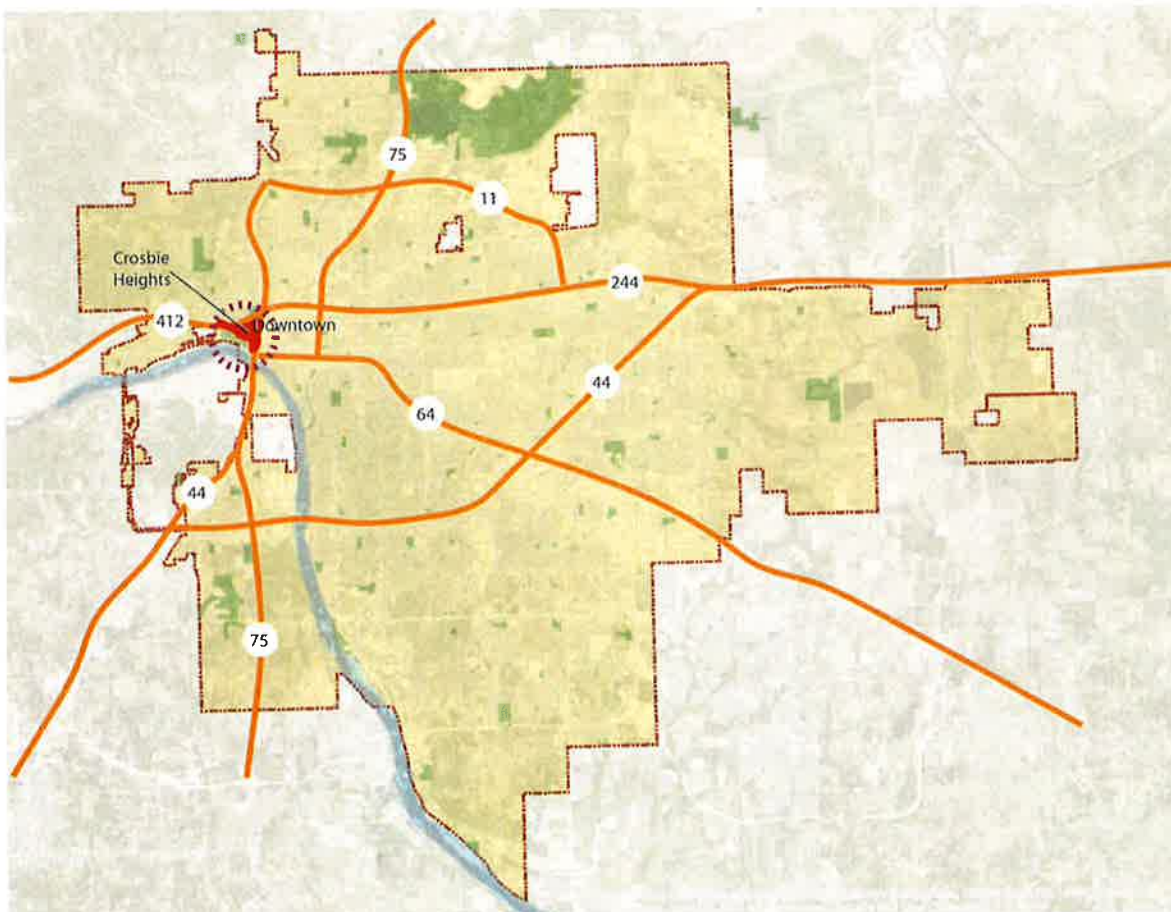
### Introduction

The Crosbie Heights Small Area Plan is a guide for the future of this Tulsa neighborhood, located west of downtown and the Inner Dispersal Loop (I-244), between the Arkansas River and Highway 412 (Sand Springs Expressway). The planning process relied upon extensive citizen and stakeholder participation, detailed research into the existing conditions within the plan area, and in-depth consideration of plan recommendations by area stakeholders, City of Tulsa departments and affiliated agencies.

Everyone involved in the planning process expects this policy document and associated information to support future decisions related to land use, transportation, housing, and economic development issues unique to Crosbie Heights. The plan also serves as a key strategy to implement the vision and goals of PLANiTULSA, the Tulsa Comprehensive Plan.

Through the Small Area Planning (SAP) process, local issues were vetted with stakeholders most directly involved in the plan-making process, with an expectation that TMAPC and the City Council will consider this vision for the future when evaluating zoning cases and development plans. They also inform decisions related to delivery of municipal services, like public safety and water and sewer services, as well as capital investments

Map 1: Crosbie Heights Plan Area



# Part I: Executive Summary

in public infrastructure.

The look and feel of the plan area continues to reflect development patterns of the early 20th century, immediately following the municipal incorporation of the City of Tulsa in 1898. As one of Tulsa's earliest residential neighborhoods, Crosbie Heights' traditional street grid pattern includes a mix of single- and multi-family residences that represent a broad spectrum of subjective quality, from vacant lots, structures in disrepair, to well-maintained older homes. Vestiges of Crosbie Heights' past remain in commercial buildings and residential structures.

## Process

Plan development followed the six step process prescribed in PLANiTULSA's appendix and in *A Guide to Small Area Planning*.

City Councilor Blake Ewing (District 4) invited twelve stakeholders with interests in Crosbie Heights to serve on the Citizen Advisory Team (CAT); the CAT remained engaged throughout the process by representing their constituents in the plan area, reviewing and validating key information, and crafting the plan area's Vision and recommendations.

The subsequent key step, Technical Review, extended the opportunity for relevant departments of the City of Tulsa and allied agencies to review, comment and clarify findings within the draft plan. Significant responses are reflected in the plan's narrative and recommendations and provided to the CAT for final review. With the CAT's consent and acceptance of a plan draft to forward to TMAPC for adoption, the CAT assumed the role of advocate for the plan's implementation.

At the conclusion of the active public participation phase, the Tulsa Metropolitan



*A bike tour through Crosbie Heights provided on-the-ground conversations regarding planning issues facing the neighborhood.*

Area Planning Commission (TMAPC) considered plan recommendations in a public hearing. On 1/16/2019, TMAPC adopted the plan and forwarded to the Tulsa City Council for approval. With an effective date of [DATE], Council's approval amended the Tulsa Comprehensive Plan and the plan recommendations became the City of Tulsa's policy guide for planning and development within the Crosbie Heights plan area.

## Existing Conditions

The planning process revealed physical conditions that could be expected in one of the oldest neighborhoods in Tulsa: some older homes in disrepair, vacant lots resulting from residential tear-downs with no obvious plans for redevelopment, derelict alleyways and other neglected infrastructure, and community issues associated with transient homeless people.

These factors can be attributed, in part, to 50+ years of suburban growth elsewhere in Tulsa, that has redirected capital resources toward new development rather than existing neighborhoods.

The Arkansas River and its levee system, rail lines on the eastern and southern boundaries of the plan area, and the expansion of major highways (I-244 and State Highway 51/64) have separated Crosbie Heights from downtown and other



adjacent neighborhoods. In spite of these factors, Crosbie Heights residents have a strong sense of pride and place as one of the best-kept secrets in Tulsa, with convenience to natural features like the Arkansas River and its associated topography and unprecedented views of the downtown skyline.

## Land Use Designations

### EXISTING NEIGHBORHOOD

Most of the plan area boundary lies within this land use category and is reflective of the area's history and established residential character. Existing Neighborhood is intended to preserve and enhance existing single family neighborhoods, but anticipate infill development, rehabilitation, and improvement of existing homes.

### NEIGHBORHOOD CENTER

Neighborhood Centers are intended to serve surrounding neighborhoods with retail, dining, and services with small-scale mixed use areas. An area northwest of the Charles Page Blvd and Rosedale Ave intersection is designated Neighborhood Center. This area is separated from Charles Page Blvd by topography and already has an important community center in a church.

### EMPLOYMENT

Western portions of Crosbie Heights are designated Employment in the Comprehensive Plan.

Employment Centers are intended to focus on commercial activities such as office, warehousing, light manufacturing, or information technology. Those uses adjacent to neighborhoods require buffering. The current lot and ROW layout may need adjustments to facilitate development

### RECOMMENDED LAND USE DESIGNATION CHANGES

Throughout the planning process, the CAT discussed the need for redevelopment and infill

Small Area Planning is a key strategy for implementing PLANiTULSA. A small area plan is defined in the Comprehensive Plan as any plan that addresses the issues of a portion of the city. The small area planning process should 'include many landowners... be used in areas where significant change is expected... engage issues and people at an intimate scale, resulting in solutions tailored to the area's unique issues... proactively guide rezoning in priority areas to prepare land for desired development.'

*Source: Tulsa Comprehensive Plan, p.LU-64.*

development balanced with maintaining the neighborhood's character and identity. These ideas need to be taken into account as zoning changes are considered for redevelopment. The recommended land use changes are listed below and can be seen in Map 3.

1) Downtown Neighborhood. The connection along Archer to downtown and close proximity to the highway system will attract higher density redevelopment. This higher density development should be buffered from the single family residential, but include a mixture of uses to enliven Crosbie Heights as well as complement downtown Tulsa and the adjacent trail.

2) Mixed Use Corridor. This area along Charles Page Blvd enjoys a strong vehicular connection

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# Part I: Executive Summary

to downtown and the neighboring amenities. Envisioned multimodal improvements along the road way will encourage new pedestrian and bicycle traffic. Mixed- Use Corridor land uses will best match these improvements and the surrounding residential neighborhood.

3) Parks and Open Space. This City-owned undeveloped land contains steep, vegetated slopes. It is separated from the rest of the employment area by Newblock Park Drive and backs onto residential properties. Any development in these sites will require mitigation to protect the slopes from extensive erosion and

will have to blend with the residential properties.

Former residential lots in the heart of Crosbie Heights were procured as part of a stormwater mitigation project.

4) Neighborhood Center. This area contains several historic commercial properties at the corner of Quannah and Archer, warehouse/staging area, and single family residential. The Neighborhood Center designation encourages continued mixed use but at a lower density than the Downtown Neighborhood.

Map 2: Crosbie Heights PLANiTULSA Land Use Designations Map



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### Guiding Principles

The Crosbie Heights' Guiding Principles provide a filter through which all plans and actions must pass. They were used to craft the Plan's Vision statement and are further discussed in Part II: The Plan.

### Desirable Outcomes

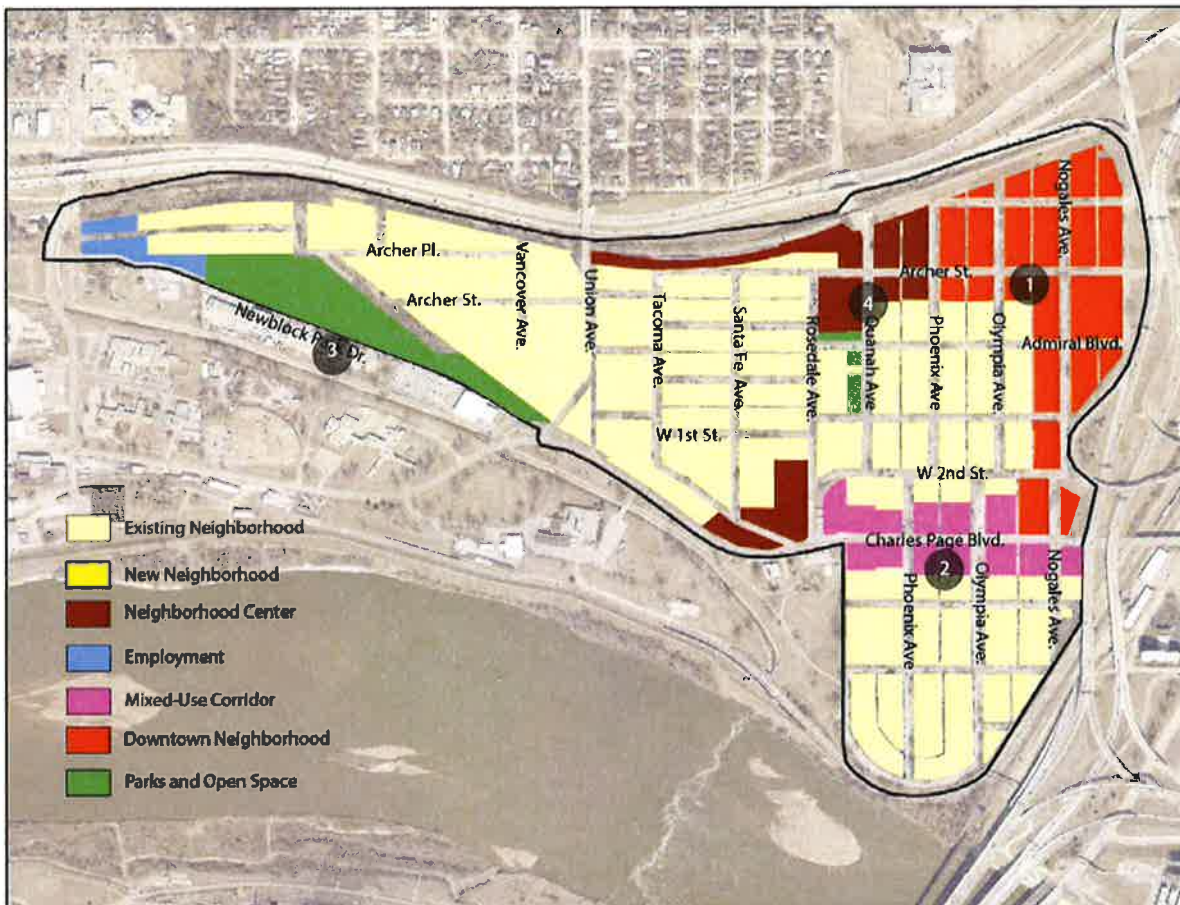
The Crosbie Heights planning process engaged stakeholders to consider existing conditions and circumstances in the area, and to envision what it might become in the future. Crosbie Heights has potential to build upon its traditional strengths and assets and transform itself into a more exceptional neighborhood.

Through recommendations and priorities

identified in this plan, the Crosbie Heights community hopes to achieve the following outcomes:

- Investment in new, diverse housing options – in both style and price points - including single-family homes and multi-family townhomes and apartments, all compatible in scale and appearance with the existing fabric of the neighborhood.
- Long-range commitment to preserve the neighborhood's heritage, character, and diverse demographics and balance any detrimental effects of gentrification.
- Integrate new commercial, mixed use, and employment uses in ways that protects the

**Map 3:** Crosbie Heights Recommended Land Use Designations



existing neighborhood homes.

- Enhance public safety through capital projects and policies that emphasize street improvements, mobility, and neighborhood character.

## Priorities, Goals and Recommendations

The Crosbie Heights Small Area Plan includes six priorities. Each priority has specific goals and implementation recommendations which can be found in the Implementation Matrix.

## Vision Statement

In ten to twenty years...

... historic Crosbie Heights will be known as the eclectic Tulsa neighborhood that is welcoming and convenient, respects tradition and embraces the future.

**Priority 1:** Balance the future land uses of the Crosbie Heights vision with PLANiTULSA's citywide Vision when considering future land use changes.

**Priority 2:** Prioritize the preservation of open space and the natural environment in future development.

**Priority 3:** Sustain the economic viability of Crosbie Heights in the future.

**Priority 4:** Improve local connections to the metropolitan area's transportation system.

**Priority 5:** Protect public safety and welfare.

**Priority 6:** Ensure implementation of recommendations of the Crosbie Heights Small Area Plan.



### Implementation Matrix

#### Priority 1:

Align and Balance the future land uses of the Crosbie Heights vision with PLANiTULSA’s citywide Vision when considering future land use changes.

Reference

Implementation Measure

**Goal 1 Stabilize the Crosbie Heights area through changes to PLANiTULSA’s Land Use and Areas of Stability/ Growth maps.**

- 1.1 Adopt the plan as an amendment to PLANiTULSA..
- 1.2 Update PLANiTULSA’s Land Use and Areas of Stability and Growth maps to reflect the Crosbie Heights Vision.

**Goal 2 Promote development of complete neighborhoods, defined in the Comprehensive Plan (p. LU-18) as “neighborhoods that blend...amenities, connectivity, and housing options together.”**

- 2.1 Implement PLANiTULSA’s Complete Streets policies for the Charles Page Boulevard multi-modal corridor.
- 2.2 Provide safe connections via appropriate sidewalk and roadway investments within Crosbie Heights and from Crosbie Heights to adjacent neighborhoods north of Highway 412 and to downtown Tulsa.
- 2.3 Review capital projects in the area to incorporate connection improvements at gateways and crossings as identified in the plan.
- 2.4 In accordance with land use designations, support redevelopment to include a mix of smaller residential structures (e.g., duplexes, triplexes and cottage houses) to provide housing for the socioeconomic diversity (e.g, income, age, mobility) in the neighborhood.
- 2.5 In accordance with land use designations, support redevelopment that provides commercial services. Such amendments should address the inclusion of mixed-use developments in those areas.
- 2.6 Support redevelopment and revitalization projects that utilize urban design elements found in the neighborhood and correspond to the neighborhood’s vision.
- 2.7 Support managed short term rentals that are not detrimental to the neighboring properties.

**Goal 3 Require appropriate physical transitions between conflicting land uses within Crosbie Heights, and between the neighborhood, the Arkansas River and adjacent highways through design that includes adequate buffers.**

- 3.1 Support buffers between residential land uses and commercial or employment developments that are commensurate with land use intensities.
- 3.2 Place fencing, landscaping, and appropriate lighting on public land between private residences and public trails and recreation areas to protect the safety and privacy of property owners.
- 3.3 Require the retention of existing, substantive trees and integration into site plans of future developments.
- 3.4 Maintain the area’s historic character by supporting new developments that are appropriate in scale and setbacks to adjacent residential or commercial neighborhoods.

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# Part I: Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

### Reference

### Implementation Measure

- 3.5 Address development pattern, massing, scale, and transition in areas designated Downtown Neighborhood to protect neighboring residential areas when taking zoning actions.

## Priority 2:

Prioritize the preservation of open space and the natural environment in future development.

### Reference

### Implementation Measure

#### Goal 4 Integrate new construction with the natural environment and aesthetics of the area's unique location.

- 4.1 New developments should integrate the area's natural topography, floodways, and proximity to the Arkansas River.
- 4.2 Protect viewsheds of downtown Tulsa and the Arkansas River when approving new development using regulatory tools such as a design overlay.
- 4.3 Support and encourage low-impact development (LID) practices to improve stormwater quality and reduce runoff.

#### Goal 5 Improve park and open space amenities

- 5.1 Develop open space and flood-prone areas with amenities such as community gardens or passive public open spaces.
- 5.2 Fund capital improvements and recreation programming in Newblock Park, Joe Station Bark Park, and Owen Park to complement the quality of community life within Crosbie Heights.
- 5.3 Fund capital improvements to expand and maintain the regional trail system.

#### Goal 6 Improve and stabilize flood control in Crosbie Heights.

- 6.1 Preserve natural drainage areas including natural stream restoration and green space where appropriate.
- 6.2 Protect areas with steep slopes by supporting LID and other storm water mitigation technologies in new developments.
- 6.3 Design and implement road and drainage improvements along Charles Page Boulevard and in residential areas to mitigate future potential flooding.
- 6.4 Complete property acquisitions associated with the flood mitigation projects.
- 6.5 Advocate for continued improvements to the Arkansas River levee system for the long-range protection of properties in Crosbie Heights.



# Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

### Priority 3:

Sustain the economic viability of Crosbie Heights in the future.

Reference	Implementation Measure
<b>Goal 7</b>	<b>Promote historic assets and the neighborhood as important to Tulsa's development and as foundations for future economic vitality in Crosbie Heights.</b>
7.1	Include the history of Crosbie Heights and nearby Newblock Park - including the WaterWorks Art Center - in promotional materials related to Route 66, River Parks trails, and Gilcrease Museum.
7.2	Install welcoming and directional signs to connect the pedestrian/bicycle trail bridge and other points of entry to and egress from Crosbie Heights.
7.3	Fund the design, implementation, and maintenance of cultural amenities such as public art, gateway monuments and signage to promote Crosbie Heights' identity.
<b>Goal 8</b>	<b>Promote revitalization in Crosbie Heights that supports the plan's Vision and enhances the image of Crosbie Heights and designate as an Urban Renewal Area.</b>
8.1	Encourage and allow compatible infill.
8.2	Support infill development that respects the area's established, older homes and buildings.
8.3	Fund and implement a pilot study of alleyways designated in the plan, to evaluate the feasibility of restoring or repurposing alleyways that continue to enrich the character of the plan area.
8.4	Work with the Tulsa Development Authority (TDA) to resolve property title issues that impede or prevent redevelopment of vacant and derelict properties in the plan area.
8.5	Promote the advantages offered within Crosbie Heights and other near-downtown neighborhoods to local developers and realtors.
8.6	Promote code enforcement to monitor property maintenance concerns to support stabilization.
<b>Goal 9</b>	<b>Encourage and support convenient neighborhood-level economic development.</b>
9.1	Support zoning map amendments that correspond with the Crosbie Heights Vision and recommended land uses.
9.2	Support re-purposing older commercial buildings near Quanah Avenue and Archer Street, and the Irving School site in a manner that is compatible in scale and design with the early character of Crosbie Heights.
9.3	Support the reconfiguration of parcels in the area west of where W. Archer Pl. ends to accommodate development.

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# Part I: Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

### Priority 4:

Improve local connections to the metropolitan area's transportation system.

#### Reference

#### Implementation Measure

#### Goal 10 Program trail and pedestrian/bicycle improvements throughout the area.

- 10.1 Construct sidewalks or multi-use trails along all secondary arterials and residential collector streets, as designated in Tulsa Metropolitan Area Major Street and Highway Plan (MSHP).
- 10.2 Design and construct protected/dedicated bike lanes on Charles Page Boulevard and safe connections to nearby bicycle trails.
- 10.3 Install well-marked pedestrian crossings and rapid flashing beacons at the Nogales, Olympia and Phoenix Avenue intersections with Charles Page Boulevard.
- 10.4 Amend the Connected 2045: Regional Transportation Plan to include all improvements recommended in this plan.

#### Goal 11 Program transit improvements to better connect Crosbie Heights to the regional mass-transit system (aka Tulsa Transit).

- 11.1 Modify bus route(s) connecting Crosbie Heights to the Tulsa Transit's downtown transit hub (Denver Station) at West 3rd Street and Denver Avenue), to provide neighborhood access to alternate transit routes, including the Bus Rapid Transit service along Peoria Avenue.
- 11.2 Fund the installation of improvements (e.g., sidewalks, other pedestrian facilities) that provide complete access to any new transit/bus stop(s).

#### Goal 12 Maintain automobile connectivity within Crosbie Heights.

- 12.1 Study what left-turn improvements on Charles Page Boulevard within the plan area would be appropriate.
- 12.2 Implement on-street and off-street parking solutions within established areas and in areas of new development that support safety and the plan area's Vision to protect the pedestrian realm and preserve the area's historic character.
- 12.3 Change the MSHP designation of Charles Page Blvd to Multimodal Urban Arterial, as supported in the Multimodal Mobility Corridor Study prepared on September 2015.
- 12.4 Retain alleys and existing automobile circulation system.

### Priority 5:

Protect public safety and welfare.

#### Reference

#### Implementation Measure

#### Goal 13 Increase transportation safety for all modes of travel and all types of travelers.

- 13.1 Develop a Sidewalk Improvement Plan to prioritize capital funding to build, replace, or restore sidewalks within Crosbie Heights.
- 13.2 Construct multi-modal travel improvements along Charles Page Boulevard, including a "road diet" that allows for automobile travel, protected bike lanes in both directions, and sidewalks.

# Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

Reference	Implementation Measure
13.3	Fund and implement safety measures, including rapid-flashing beacons and well-marked crossings at the Nogales, Olympia and Phoenix Avenue intersections with Charles Page Boulevard.
13.4	Install a traffic circle at the intersection of West 2nd Place, Rosedale Avenue and Charles Page Boulevard to improve safety.
13.5	Install traffic calming measures, including speed limit enforcement, on Charles Page Boulevard within Crosbie Heights.
13.6	Install enhanced signage and traffic-calming measures along Charles Page Boulevard, along Quanah Avenue south of Highway 412 and along West Archer Street.
<b>Goal 14</b>	<b>Foster programs and relationships with all first responders to address public safety issues.</b>
14.1	Support formal communications programs between the Tulsa Police Department (Gilcrease Division) and community organizations including the Crosbie Heights Neighborhood Association, neighborhood churches, and non-profit organizations, to foster positive relationships and sustain public safety within the plan area.
14.2	Develop programs to provide public safety information on an ad hoc basis via social media outlets through the City of Tulsa (e.g., Tulsa Police, Tulsa Fire, Working in Neighborhoods, Planning) to engage residents in support of public safety.
<b>Goal 15</b>	<b>Use planning and design solutions to enhance public safety.</b>
15.1	Develop a Streetscape Implementation Plan to prioritize public funding to restore/replace or install streetlights, enhance underpasses, and other streetscape features within Crosbie Heights.
15.2	Ensure public land, trails, and recreation areas have appropriate lighting, connections, and design solutions to enhance public safety and accessibility.
<b>Goal 16</b>	<b>Support, develop, and fund awareness programs and access to critical information regarding emergency preparedness and disaster recovery.</b>
16.1	Fund communications programs to inform residents at risk due to flooding, Arkansas River levee breaches, fire, earthquake preparedness, severe weather, and hazards associated with noxious fumes and possible chemical spills associated with nearby rail and highway facilities.
16.2	Fund and develop an Arkansas River Levee Plan to assess Tulsa's risks and liabilities associated with the aging Arkansas River levee system, and to prioritize public funding initiatives to replace and maintain the levees system, in cooperation with the U.S. Army Corps of Engineers.

### Priority 6:

Ensure implementation of recommendations of the Crosbie Heights Small Area Plan.

Reference	Implementation Measure
<b>Goal 17</b>	<b>Establish benchmarks to measure the plan's success in implementing the vision.</b>
17.1	Establish objective and quantitative benchmarks based on the plan's implementation measures.
17.2	Revisit this plan every five years to review the plan's implementation progress towards achieving the Vision.

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## Part II: The Plan

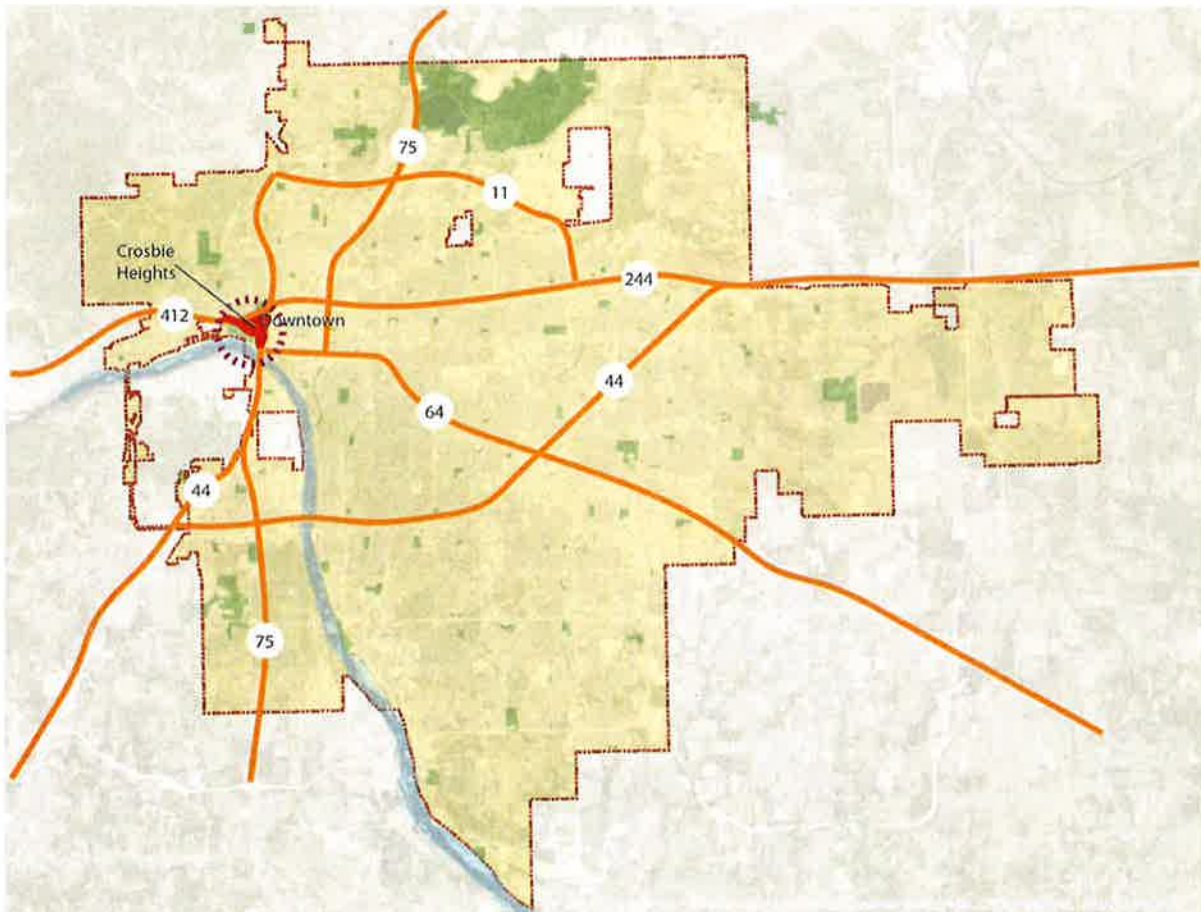
### Chapter 1: Introduction

#### Implementing PLANiTULSA

Since the adoption of the Tulsa Comprehensive Plan (referred to as PLANiTULSA) in 2010, the City of Tulsa has implemented a program to develop Small Area Plans in focused areas of the city. The Crosbie Heights Small Area Plan incorporates best practices in planning and urban design that will encourage growth, support preservation and offer this neighborhood a chance to realize its vision for the future.

This policy document strives to guide short- and long-term decisions pertaining to development, revitalization and stability in the plan area. The public planning process in Crosbie Heights strove to link the area's current and historic character with a vision for the future that aspires to remain diverse and inclusive and accommodate future growth and development.

**Map 5:** Crosbie Heights Plan Area, City of Tulsa and environs





### Building Communities

The process followed to develop the Crosbie Heights Small Area Plan illustrates how committed, diverse stakeholders with common goals can build a vision for their community. Their interest and dedication throughout the process created a standard of involvement that could propel revitalization in the area through physical improvements in public infrastructure, private investments in housing and appropriate commercial activities that will enhance public safety.

Planning research throughout the process revealed that empty lots, unmaintained infrastructure, poor lighting, high traffic speeds, and wide streets negatively contribute to the

perception of neighborhood safety.

The level of cooperation and commitment generated through the planning process will continue through plan implementation. Goals and Recommendations of this plan are intended to generate positive impacts, both within the plan area boundary and beyond, for the entire City of Tulsa.

### Boundary

The Crosbie Heights Small Area Plan area is located west of downtown and the Inner Dispersal Loop (I-244), between the Arkansas River and Highway 412 (Sand Springs Expressway), and S. 25th W. Avenue on the west.

The City of Tulsa works with citizen stakeholders

**Map 6:** Crosbie Heights Plan Area



7.27

## Part II: The Plan



*The remaining facade of the Irving School building - Maybelle Avenue at W. Archer - visibly represents the historic beginnings of Crosbie Heights.*

to develop small area plans for targeted areas within the city. These plans are adopted as amendments to PLANiTULSA and are key to implementing that Comprehensive Plan.

### Crosbie Heights at a Glance

The purpose of the Crosbie Heights Small Area Plan is to guide future development in this part of Tulsa. Everyone involved in the planning process expects this policy document and associated information to support future decisions related to land use, transportation, housing, and economic development issues unique to Crosbie Heights. The plan also serves as a key strategy to implement the vision and goals of PLANiTULSA, the Tulsa Comprehensive Plan.

Through the SAP process, local issues were vetted with stakeholders most directly involved in the plan-making process, with an expectation that TMAPC and the City Council will consider this vision for the future when evaluating zoning cases and development plans. They also inform decisions related to delivery of municipal services, like public safety and water and sewer services, as well as capital investments in public infrastructure.

A birds-eye view of Crosbie Heights reveals the plan area's proximity to Tulsa's trail system, city parks, views of the Arkansas River and access



*Crosbie Heights enjoys proximity to downtown and skyline views, like this one from 11th and Olympia.*

to River Parks. Conveniently located near entertainment venues and employment centers in downtown Tulsa, Crosbie Heights is connected to other parts of the region via highways and Charles Page Boulevard.

The look and feel of the plan area continues to reflect development patterns of the early 20th century, immediately following the municipal incorporation of the City of Tulsa in 1898. As one of Tulsa's earliest residential neighborhoods, Crosbie Heights includes the historic Nogales Avenue Baptist Church and other places of worship, portions of the Irving School structure, a mix of single- and multi-family residences, some commercial activities.

Crosbie Heights' traditional street grid pattern, with blocks divided by alleyways and sidewalk-lined streets, includes a mix of single- and multi-family residences that represent a broad spectrum of subjective quality, from vacant lots, to structures in disrepair, to well-maintained older homes. Vestiges of Crosbie Heights' past remain in older commercial buildings and some mid-century single-family homes in the western portion of the plan area. As originally built, Crosbie Heights was truly a downtown neighborhood, with easy access via surface streets and sidewalks to the heart of the city.

### Guiding Principles

Guiding Principles are the foundation for this policy document and its implementation, to ensure that

#### Economy

Support employment centers, appropriate in character, scale, and location along Charles Page Boulevard and elsewhere within Crosbie Heights

Support renewed vitality and growth through public and private investment within Crosbie Heights.

Recognize, preserve, and enhance the natural beauty and unique characteristics of Crosbie Heights, including river and downtown views, historic character and key connections to these features, for the benefit of all Tulsa residents as well as visitors.

Support, as demographics change, the re-introduction of local schools and educational programs as a means to strengthen the neighborhood for current residents and encourage families to re-populate Crosbie Heights.

Support the introduction of mixed-use developments at appropriate locations in Crosbie Heights.

#### Equality and Opportunity

Ensure an inclusive planning process that represents an equal opportunity for all people to

participate.

Ensure that intolerance and prejudice, explicit or covert, are not used in the formation of land use and other public policies.

Strive for greater community engagement in government and other civic activities with the adoption of the Crosbie Heights small area plan.

Address public health issues for local residents by providing safe access to active lifestyles, and recreational pursuits through restoration of sidewalks and connections to public transit and pedestrian/bicycle trails.

Strive for Crosbie Heights to be a community in which all residents have access to food, quality housing, jobs, education and health care.

Engage youth and high school-aged people in planning for their future by providing information about labor markets, desired skills, wages, and demand forecasts for various jobs.

Expand opportunities for small-to medium-sized businesses and entrepreneurs in Crosbie Heights.

#### Environment

Implement developments in Crosbie Heights that will restore, protect and conserve

environmental resources and natural amenities.

Encourage public awareness in matters of hazard mitigation planning and disaster preparedness.

Preserve the small neighborhood scale established with the early development of Crosbie Heights, and support alternative energy sources in efforts to reach to carbon neutrality.

Maintain two-way communications between the neighborhood and Tulsa's traditional energy-related industries related to smells and other impacts.

Support and provide incentives for sustainable design and development including community-supported open space amenities.

Ensure that parks and open spaces are safely and easily accessible to Crosbie Heights residents.

Maintain and enhance existing parks and trails that provide connect them to all citizens.

#### Community and Housing

Honor the heritage of Crosbie Heights and its many assets



# Part II: The Plan

development within Crosbie Heights remains consistent with the community's vision for the future. These principles were developed by the Citizen Advisory Team on behalf of all stakeholders and participants in the planning process.

– historic character and architecture, the Arkansas River, and proximity to downtown and cultural amenities – through urban design that enables residents and visitors to experience its sense of community and place.

Maintain Crosbie Heights as a safe and healthy neighborhood.

Provide public improvements in Crosbie Heights, to encourage private investment that will attract and retain young people to the neighborhood.

Encourage a variety of housing options - in location, style, size and affordability – for people of all ages, in appropriate locations.

Restore and increase density - for sustainability, cost-efficiency, livability, and walkability - by adding a variety of housing types at appropriate locations.

Extend opportunities for basic retail services in local centers that serve the Crosbie Heights community.

## Transportation

Using context-sensitive solutions in transportation planning, consider the character and scale of the Crosbie Heights neighborhood.

Support the adequate and timely maintenance of all existing infrastructure.

Structure and expand the transportation system and public transit services to provide choices, so that all segments of the community can meet daily living requirements.

Develop walkable neighborhoods with safe access to commercial centers and services.

Locate new centers of employment to make efficient use of existing transportation and other infrastructure and minimize the travel time and distance for employees residing in Crosbie Heights.

## Planning Process

Provide transparency in civic life through open and proactive communications between the city and the public in matters of planning and development.

Champion an inclusive planning program that incorporates community, housing, economic development, and transportation.

Support the fair and transparent administration of development regulations and code enforcement.

Actively work with the City of Tulsa on meaningful public projects that will benefit the Crosbie Heights neighborhood.

# Chapter 2: Community Participation

*Guiding Principles of the Tulsa Comprehensive Plan* provide a foundation to keep planning efforts consistent with the community’s future vision.

A key principle is the commitment to inclusive and transparent planning processes to provide area stakeholders with a voice in solving current local issues and a role in planning for future outcomes. This is achievable in small area plans through active community participation. This level of participation educates the community in planning and development policies and engenders ongoing community support for funding, implementation, and monitoring a plan’s performance.

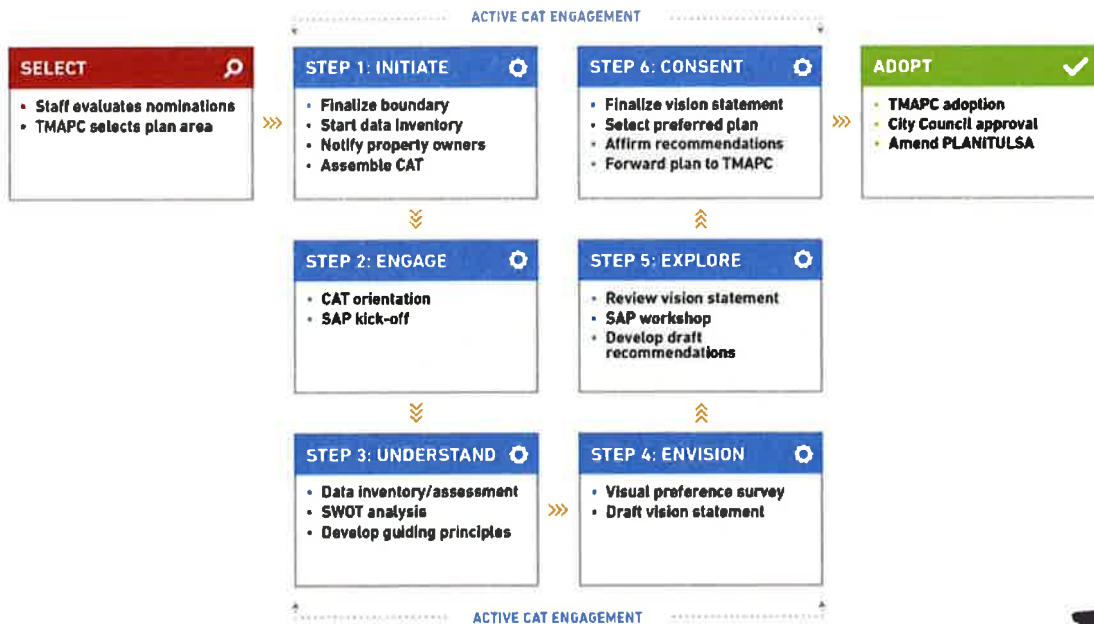
Active public engagement was a hallmark of the Crosbie Heights small area planning process, including public meetings of stakeholders and planners to address public concerns, solicit future visions and continually evaluate findings and recommendations. The results of these meetings and workshops were integrated with data and research to provide appropriate plan recommendations.

### Community Engagement Process

The following narrative describes how that process was specifically applied to the Crosbie Heights SAP.

Throughout plan development, approximately

**Figure 1:** COT-SAP Plan Process Diagram



7.31

## Part II: The Plan

200 different stakeholders and citizens attended events and meetings, and reviewed public displays and online materials. All public meetings and events occurred within the plan area, at facilities of the New Beginnings Community Church, 1401 W. Charles Page Boulevard.



All events were promoted in advance and publicized via e-mail, on the City of Tulsa website, and other outreach methods through the Citizen Advisory Team. Materials presented and discussed at each event – agendas, presentations, handouts, background information for hands-on activities, and meeting notes – were posted online for the benefit of CAT members and other citizens who could not attend.

Following is a summary of the community engagement process.

### SELECT

Recognizing the potential demand for small area planning throughout the city, the City of Tulsa Planning Department developed a self-nomination process for local stakeholder groups and neighborhoods to request a small area plan. Nominations were expected to address PLANiTULSA criteria for small area planning.

The nomination process, promoted in late 2014, generated nine (9) nominations, including Crosbie Heights. Staff presented an analysis of the nominations with recommendations to the Tulsa Metropolitan Area Planning Commission (TMAPC). TMAPC selected Crosbie Heights via Resolution No. 2692:931 on February 18, 2015.

The Crosbie Heights Small Area Plan was formally initiated by City Council in March 2015 by adopting Resolution No. 19611.

### CAT Members

**Jonathan Belzley**  
Developer

**Amanda DeCort**  
Tulsa Foundation for Architecture  
Executive Director

**Femi Fasesin**  
Resident and Architect

**Antoine Harris**  
Developer

**Kevin Harrison**  
Neighborhood Association President  
Resident/Homeowner

**Rev. Kujanga (KJ) Jackson**  
Pastor  
New Beginnings Community Church

**Mia Leighty**  
Resident

**Miriam Mills**  
Resident/Homeowner/Property owner

**Larry Mitchell**  
Resident/Homeowner

**David Phillips**  
Resident/Homeowner

**Rose Washington**  
Executive Director  
Tulsa Economic Development Corporation

**Janet Pieren**  
Admin Operations Manager  
Tulsa Economic Development Corporation

**Joe Wrest**  
Nogales Avenue Baptist Church Trustee



**Step 1: INITIATE**

With Crosbie Heights selected, staff performed the INITIATE step. The plan area boundary was finalized in Planning Commission resolution, and all property owners within the boundary were notified that the planning process would begin. Staff assisted the City Councilor to contact key stakeholders to serve on the Citizen Advisory Team, and staff began to gather data required for



*Community bike tour through Crosbie Heights.*

the plan.

**CITIZEN ADVISORY TEAM (CAT)**

District 4 City Councilor Blake Ewing invited twelve (12) stakeholders with interests in Crosbie Heights to serve on the CAT for this small area plan. The CAT included neighborhood representatives, property holders, persons with business and real estate interests and other citizens with a stake in the future of the area. As directed by the Comprehensive Plan, CAT members agreed to actively serve through regular attendance at meetings and events, and to transmit information about the planning process to their respective constituents and neighbors.

**PRELIMINARY SURVEY**

Prior to the SAP kick-off meeting, an online survey about basic demographics, impressions of the area, and expectations for the planning process was available to the public. Of the 48 respondents, most were 35 to 44 years of age and

had lived in the plan areas for more than 10 years. Survey results indicated significant pride in the area, with aspirations to enhance its assets, like its historic character and proximity to the Arkansas River and downtown, through improved public safety, housing, and transportation elements including streets and sidewalks.

During the final week of this step, city planners distributed flyers to all properties in the plan area to promote April 14th kick-off event.

**COMMUNITY BIKE TOUR**

A community bike tour, hosted by the Crosbie Heights neighborhood and promoted through Facebook, was held on Saturday before the workshop. Twelve (12) participants discussed history, architecture, mobility, and the small area planning process. This event fostered camaraderie and informal discussions of issues that contribute to the planning process.

**STEP 2: ENGAGE****CAT ORIENTATION AND KICKOFF – APRIL 14, 2015**

Immediately prior to the general kick-off meeting, the Citizen Advisory Team gathered for an orientation to the planning process, basic rules of engagement and preliminary discussions about schedule commitments. Councilor Blake Ewing addressed the CAT, with encouragement about the value of this process to the neighborhood and the city.

**GENERAL/PUBLIC KICK-OFF**

The Kick-Off event included introductions of CAT members and planning staff, overviews of the planning process and schedule, and an introduction to information that would inform future planning steps. Eighty (80) persons attended the kick-off event.

## STEP 3: UNDERSTAND

### CAT MEETING – MAY 12, 2015

Twenty-nine (29) persons attended this meeting as the process continued to build the SAP's foundation through discussions of existing conditions, and introductions to SWOT analysis and development of Guiding Principles that describe the plan area's character and values.

### PRELIMINARY DATA FINDINGS

Planners presented an inventory of existing conditions and demographic data to all attendees.

### SWOT ANALYSIS - INTRODUCTION

SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis is an important part of the existing conditions analysis as documentation of existing perceptions by those who live, work,

and visit the area. SWOT results are subjective opinions reviewed alongside objective data to provide a "snapshot" of existing conditions. This information determines key plan issues to address during the visioning phase of the plan and in the final recommendations.

The SWOT process, explained to all participants, included a review of SWOTs compiled by Crosbie Heights residents as part of a community planning effort in 2011. Following a discussion, current SWOTs proposed by attendees were recorded to amend the 2011 list; the SWOT Analysis would continue at the next CAT meeting.

Figure 2: SWOT Diagram

## What is SWOT?

Strengths, Weaknesses, Opportunities, Threats

A SWOT analysis is a public engagement tool that helps identify internal positives and negatives (strengths and weaknesses) and external forces affecting the area (opportunities and threats)

It is an important part of the existing conditions analysis because it allows the planning team to capture data first-hand about positive forces or potential problems as expressed by residents, business owners and others invested in the neighborhood. The SWOT results are used alongside objective demographic and land-use data to provide an accurate analysis of existing conditions in the plan area.



Strength: An internal positive quality that exists now  
Weakness: An internal negative quality that exists now  
Opportunity: An external positive possibility that may occur in the future  
Threat: An external negative possibility that may occur in the future

7.34

### STEP 4: ENVISION

#### CAT MEETING – JUNE 23, 2015

Thirty-eight (38) persons attended this meeting to continue the discussion about Guiding Principles and the purpose of a Vision Statement. Attendees then participated in a Visual Preference Survey and completed the SWOT analysis. Part II: The Plan – Building the Plan presents details and results of the Visual Preference Survey and SWOT analysis.

#### VISUAL PREFERENCE SURVEY

Through a Visual Preference survey - an engagement technique that helps participants “envision” how a plan area might look in the future - participants evaluated images of buildings and urban design features, considered their own personal preferences, and imagined appropriateness for Crosbie Heights.

#### SWOT ANALYSIS – EXERCISE AND “DOT-OCRACY” VOTING

Upon completion of the Visual Preference Survey, attendees continued the SWOT Analysis from the previous meeting, by ranking priorities by SWOT category via “dot-ocracy” voting. In a “dot-ocracy” exercise, participants place adhesive stickers (“dots”) on items they consider to be most important for the plan area. Tallied results that identify plan consensus priorities would inform the upcoming Visioning Workshop.

### STEP 5: EXPLORE

#### AUGUST – SEPTEMBER 2015

#### VISIONING WORKSHOP - AUGUST 1, 2015

Results from previous community engagement exercises (i.e., data inventory, SWOT and Visual Preference Survey) provided the foundation for approximately fifty (50) participants in a hands-on community planning workshop to further develop a vision for Crosbie Heights’ future. In this step, stakeholders identified future land use



The “dot-ocracy” for the SWOT analysis brings Crosbie Heights stakeholders to consensus local priorities.



Participation in the Visual Preference Survey



Visioning Workshop

options and locations within the plan area where development concepts could be implemented.



## Part II: The Plan

### KEYNOTE ADDRESS, HANDS-ON DESIGN, VISION SHARING

The workshop included a recap of data and issues developed to date and an inspirational keynote address from Mr. Shane Hampton from The Institute for Quality Communities at the University of Oklahoma. Mr. Hampton's presentation inspired Crosbie Heights stakeholders and the CAT to create a dynamic, quality vision for the future. Using imagery to illustrate a variety of topics such as walkability, tactical urbanism, connectivity, and design, he conveyed how large and small planning decisions can impact the future of our neighborhoods.

Subsequently, design professionals from the American Institute of Architects Eastern Oklahoma Chapter, and volunteer faculty and students Urban Design Studio, OU-Tulsa, and City of Tulsa staff led four groups of participants through hands-on visioning exercises. Through this exercise, the community applied ideas for their future vision to maps of the plan area.

To conclude the workshop, each of the four teams

presented their maps to the entire group and described rationales used to create and name the vision maps: Western Gateway, Crosbie Connected, The Phoenix Rising, and Yester Year Future Focused. Results from the workshop provided the foundation for the "Big Ideas" recommendations.

### CAT MEETING AUGUST 25, 2015

The agenda for this meeting was CAT-focused, as the Citizen Advisory Team explored Guiding Principles for the plan and began to draft a Vision Statement based on the ideas recently generated at the Visioning Workshop.



*Workshop participants were inspired by Shane Hampton's keynote address.*



*Shane Hampton, OU Institute for Quality Communities*

### OTHER COMMUNITY PLANNING ACTIVITIES

SEPTEMBER 2015 – DECEMBER 2016

#### “BIG IDEAS” DISPLAY AND SURVEY

WATERWORKS ART CENTER IN NEWBLOCK PARK

APRIL 14 THROUGH MAY 13, 2016

Following the Visioning Workshop, volunteer facilitators and design professionals compiled the basic concepts from the each of the four vision maps . These vision ideas were then combined with plan area data and feedback from the Visual Preference survey.

The vision concepts were displayed within a

**Step 1:** Pick up a survey form.

**Step 2:** Look at the display, and ask  
“Are these elements I would want to see in Crosbie Heights?”

**Step 3:** Answer the survey questions.

**Step 4:** Drop your survey in the box provided.  
*Deadline is Friday April 29th*

*Big Ideas survey outreach process*



*Big Ideas poster on display*

3-poster display installed at WaterWorks Art Center in Newblock Park. This exhibit opened the planning process to a broader cross-section of the community by inviting them to share their views of the “Big Ideas”. The posters included information about the process and key stakeholders, vision imagery and concepts, and land use concepts from the Tulsa Comprehensive Plan that support the vision.

A survey gauged the reactions of visitors and the general community to the Crosbie Heights “Big Ideas”. Part II: The Plan – Building the Plan includes survey results that are consistent with feedback gathered throughout the planning process.

After reviewing the survey results and display comments, staff shared feedback with the CAT and community. That information helped shape the first plan draft.

#### CAT MEETING MAY 24, 2016

Ten (10) persons attended this meeting for information about the pedestrian/bicycle bridge that connects Crosbie Heights to Southwest Boulevard; staff also reviewed next steps in developing the plan document.

As early as the SAP Kick-off event, local stakeholders expressed concern and frustration



*Pedestrian Bike Bridge, closed for reconstruction.*

7.37

## Part II: The Plan

with the bridge, closed by the Oklahoma Department of Transportation (ODOT) as a safety precaution during the construction of highway improvements to I-244; it remained closed for over 5 years, even after the new bridge opened in 2013. Prior to the temporary closing, the bridge was widely used by cyclists and pedestrians as a connection to the River Parks trail system.

District Engineer Randle White and Public Information Manager Kenna Carmon from the ODOT explained structural issues with the bridge and discussed scheduled repairs. The bridge was officially re-opened on August 18, 2016.

### CAT MEETING NOVEMBER 13, 2016

Six (6) CAT members and 1 staff member attended this meeting. Following a review of a rough draft of the Small Area Plan, attendees continued to review and refine the Vision Statement and plan recommendations.

City of Tulsa staff and resource issues were noted for impacts on the project schedule. CAT members were advised that the next draft will be distributed to reviewing agencies (aka SAP Technical Review), then to the CAT for a consensus approval, prior to forwarding the plan to TMAPC.

### Step 6: Consent CAT Meeting

**JULY 30, 2017**

At this step in the process, area stakeholders arrived at consensus regarding the community's long-range vision, principles that would guide future decisions, and priority actions to implement key recommendations. Eight CAT members convened on July 30, 2017 and directed

staff to continue with the review, adoption, and approval processes.

### Step 6: Internal and Public Review - Revisions

**SEPTEMBER 2017**

After edits, the document was recirculated to the CAT for review.

**NOVEMBER 2017**

After the CAT comments were incorporated into the document, it was distributed through City's departments and related agencies for review. It was also posted on the City's website and advertised for public review.

Comments received during these reviews mainly concerned land use designations and roadway recommendations.

A decision had been made to pursue a sector plan for the Crosbie Heights neighborhood and to include it in the SAP during the adoption and approval process.

**APRIL 4, 2018**

At this step in the process, a CAT meeting was held to go over changes to the land use map and identify any additional recommendations.

Adopt –  
DATE PLACEHOLDER IN DRAFT; COMPLETED WITH ADOPTION AND APPROVAL

In this final step, the formal written plan is submitted to the TMAPC for adoption, then forwarded to the City Council for approval. At the completion of this step, the Tulsa Comprehensive Plan was amended for this area of the City.



## Chapter 3: Existing Conditions

Plans begin with an inventory existing conditions and current socioeconomic data. Analysis of this information becomes the contextual baseline from which stakeholders can assess priorities, formulate a vision for the future and develop final plan recommendations.

Following guidelines from the Comprehensive Plan, this chapter presents and assesses technical issues as they apply to Crosbie Heights.

### Location and Context

The Crosbie Heights plan boundary encompasses 0.36 square miles, located just west of the Inner Dispersal Loop (I-244) and downtown Tulsa. Bordered on the north by the Sand Springs Expressway (State Highway 51/412), Highway 412/64/51 to the east, and the Arkansas River on the south and southwest, Crosbie Heights is easily accessible by motor vehicle.

The plan area's proximity to local amenities provides the neighborhood with access to outstanding views of downtown Tulsa and the Arkansas River. Additionally, numerous recreational opportunities like Tulsa's River Parks, the Katy Trail and the City of Tulsa's Newblock Park, (including WaterWorks Art Center and the Newblock Park Trail) and the Joe Station Dog Park on Charles Page Boulevard are convenient for Crosbie Heights residents.

This eclectic plan area includes distributed residential, commercial and industrial land uses. Historic landmarks like Irving School and No-



*Holly/Frontier refinery, across the Arkansas River from Crosbie Heights.*

gales Avenue Baptist Church and the original grid street layout recall Crosbie Heights' beginnings as one of Tulsa's original neighborhoods. The river and its levees, and other man-made features like railroad tracks and highways have rendered the plan area somewhat isolated from downtown and nearby neighborhoods.

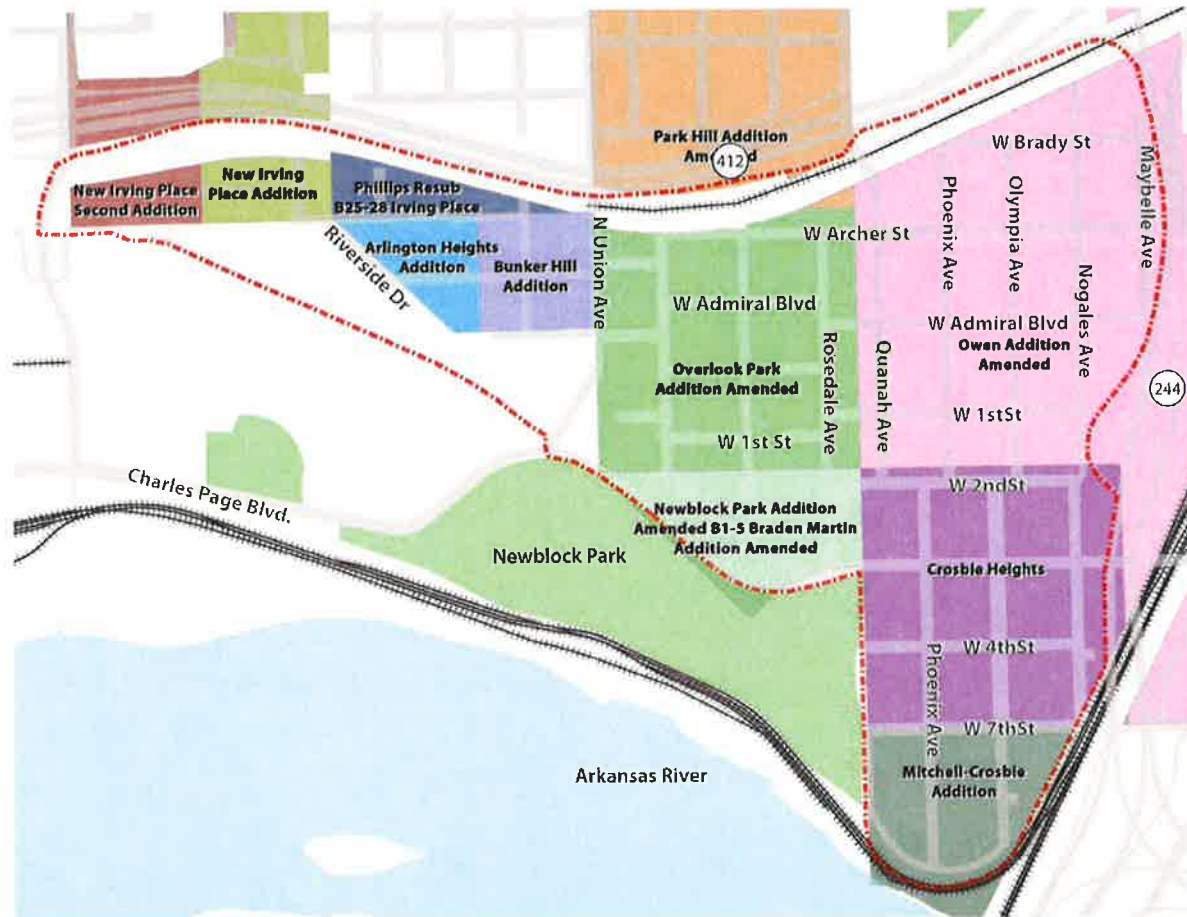
Businesses and services adjacent to Crosbie Heights but not within the plan area boundary also define quality of life for the residents. Oil refineries south of the Arkansas River have contributed to Tulsa's history and economy since the city's early days.

Criminal justice and social services institutions near the plan area continue to impact quality of life within Crosbie Heights. Clients of regional services such as the David L. Moss Criminal Justice Center, Day Center for the Homeless, and a Salvation Army shelter in northwest quadrant of downtown Tulsa interact with Crosbie Heights residents and public facilities.

7.39

# Part II: The Plan

Map 7: Original Platting of Crosbie Heights



## History

### EARLY CROSBIE HEIGHTS: 1908 - 1924

#### ORIGINAL PLATTING

The plan area includes plats for eleven (11) subdivisions developed from 1908 through 1924. The platting style of that period included a strong street grid, narrow lots, deep building setbacks from the streets, and serviceable rear alleys for parking and access. This urban form is still employed within Crosbie Heights.

Crosbie Heights and Owen Amended subdivisions (both within the plan area) - each platted in 1908 - are among the oldest residential areas in Tulsa.



*Nogales Avenue Baptist Church, 102 S. Nogales Avenue. This iconic church has maintained a strong presence in Crosbie Heights since 1912, when it was organized as the Second Baptist Church of Tulsa. In 1918, the name was changed to Nogales Avenue Baptist Church when the congregation moved into its present auditorium.*

By 1924, the entire plan area was platted and marketed to potential homeowners as a moderately priced downtown neighborhood with great

views of the Arkansas River.

The addition of community-focused institutions further supported development in this area. Irving School (originally called Owen Elementary School at 18 N. Maybelle Avenue) was the second elementary school to open outside of downtown. Renamed to Irving Elementary to honor the writer Washington Irving, the school remained opened until 1974. Nogales Avenue Baptist Church (102 S. Nogales Avenue) was built in 1909 and has remained an active faith-based congregation since that time.

### TRAINS AND TROLLEYS

Crosbie Heights' proximity to rail lines and trolley service further contributed to the area's growth. The Sand Springs Railway, founded by Charles Page and incorporated in 1911, began service between Tulsa and Sand Springs on 8.6 miles of track. Electric trolleys with passenger service quickly replaced the two original gasoline-engine

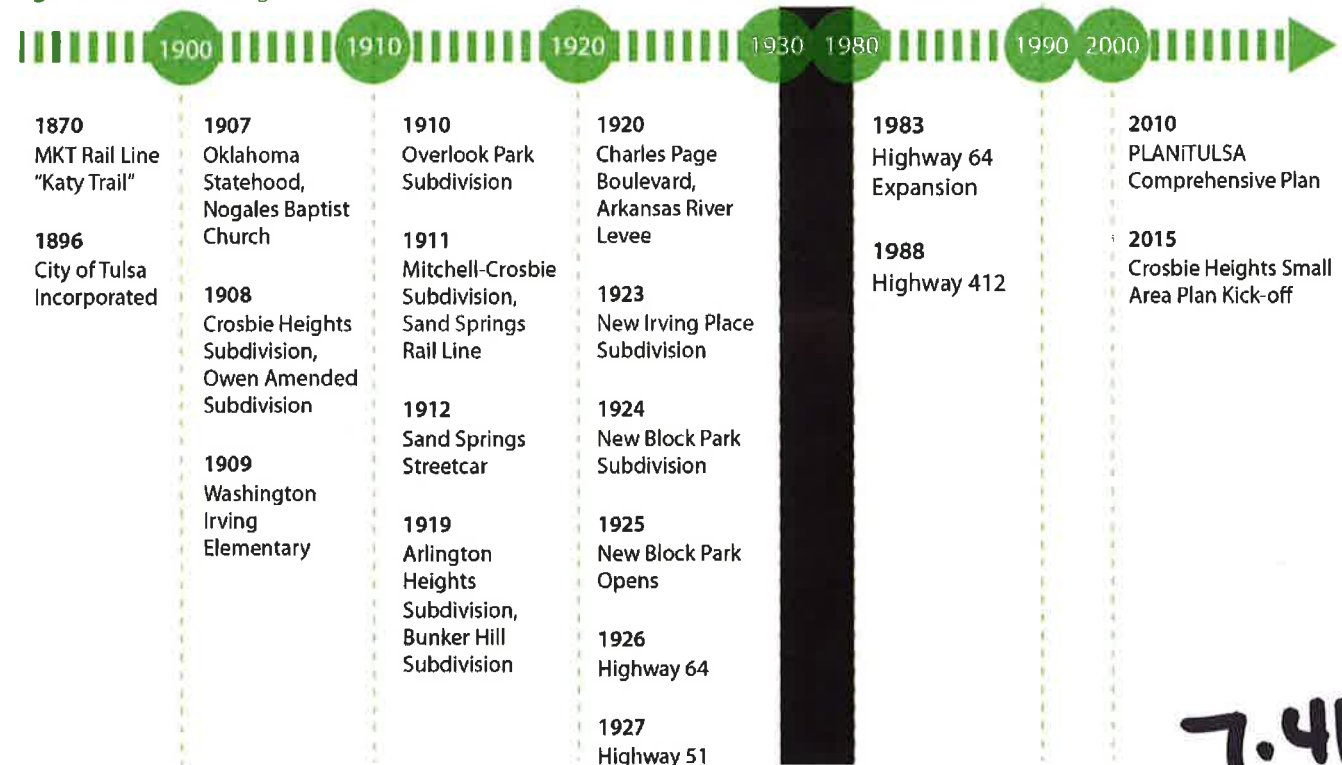
rail cars.

The Sand Springs Street Car Company operated trolley service through Crosbie Heights from downtown Tulsa to Sand Springs. This early form of affordable mass transit was a marketing tool to attract prospective homeowners to the area. The Sand Springs Street Car became the best way to get downtown for business or pleasure and by the 1940's had carried well over a million riders. With the increased success of freight hauling, the railroad discontinued passenger service in 1947, and all rail operations ceased in 2009.

### PARKS

The site now occupied by the City of Tulsa's New-block Park helped to define the early development of Crosbie Heights. Originally used in the early 20th century as a water filtration plant by the Tulsa Water Department, its purpose was to remove silt from Arkansas River water and then pipe it to users in Tulsa. By 1918, the plant was

**Figure 3:** Crosbie Heights Time Line



7.41



## Part II: The Plan

unable to function as designed and abandoned as a treatment facility. In 1923, the Arkansas River flooded the original treatment plant.

The original 1910 brick building that served as the treatment plant was later the site of the City's first public swimming pool. Following restoration, the historic building now houses the Water-Works Art Center within the park that continues to offer multiple recreation options, a contemporary sculpture garden and scenic views of the Arkansas River.

### HIGHWAYS

The expansion of automobile and truck traffic in the United States following World War II had a profound effect on the early neighborhoods developed near downtown Tulsa, including Crosbie Heights.

Beginning in the early 1960's with the construction of State Highway 51 (officially renamed the Broken Arrow Expressway in 1999), highway construction contributed to the reconfiguration of Crosbie Heights' original grid of residential streets. Subsequent construction and expansion of nearby I-244 and State Highway 75 have permanently altered the neighborhood's character and surface-street connections to downtown Tulsa.



View of river to the west.



"sq3", a monolithic sculpture by artist Xavier Zamarripa of Santa Fe, New Mexico, installed at the scenic overlook in Crosbie Heights, near 7th and Quannah.

*Comprised of a hand-chiseled quartz tower, a metal woven tower, and a glass mosaic tower all pieces interlocking and resting on a hand-forged and hammered copper base, the sculpture was approved by the Newblock Sculpture Board on November 18, 2010 and by the Tulsa Park Board December 7, 2010.*

### PUBLIC FACILITIES AND SERVICES

Most public facilities that serve Crosbie Heights are located beyond the plan area boundary. This is largely due to its small area and convenient location adjacent to downtown Tulsa.

### EDUCATION: PUBLIC SCHOOLS, COLLEGES, AND CENTRAL LIBRARY

Significantly, there are no public schools within walking distance of the plan area. Chouteau Elementary School and Central Junior and Senior High Schools within the Tulsa Public Schools district serve the area.

In downtown Tulsa, the Central Library (Tulsa City-County Library System) provides a full range of library and information resources for the com-

munity. Additionally, post-secondary educational opportunities, convenient to Crosbie Heights, include Tulsa Community College Metro Campus, Oklahoma State University-Tulsa, and Langston University.

### PARKS AND RECREATION

Adjacent to the plan area boundary, the City of Tulsa's Newblock Park (including WaterWorks Arts Center), Joe Station Bark Park, and Owen Park (north of Highway 412 in the Owen Park Neighborhood) are convenient recreational resources for the neighborhood.

The swimming pool in Newblock Park was decommissioned in 2002; at this writing, the pool is not programmed to be re-opened or replaced. A

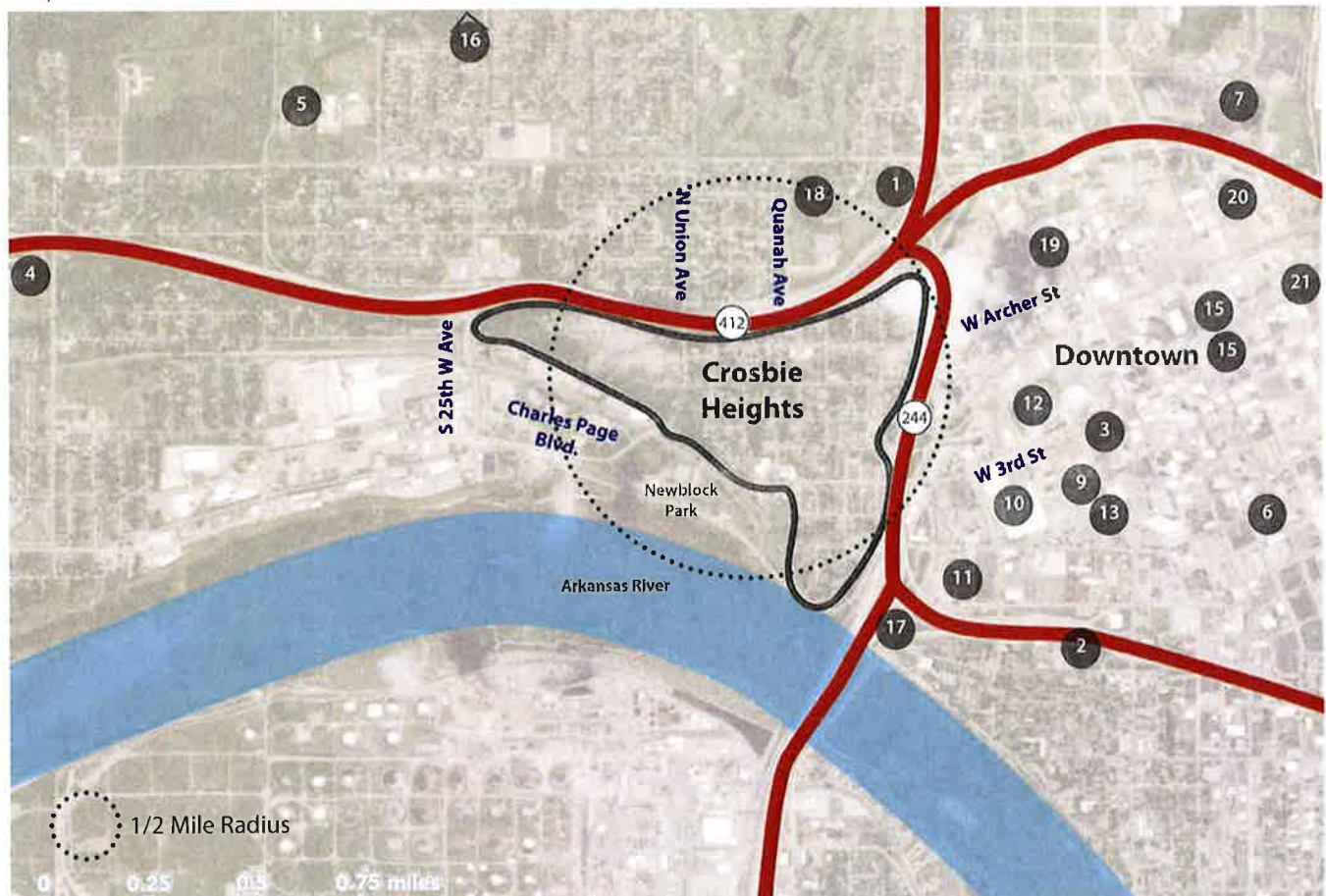
water playground in nearby Owen Park provides summertime recreation for young residents in the area.

Multi-use paved trails provide additional recreation opportunities and connect the neighborhood to Riverparks and surrounding neighborhoods.

### PUBLIC SAFETY: POLICE AND FIRE PROTECTION

Crosbie Heights lies within the Gilcrease Division of the Tulsa Police Department. Gilcrease Division includes the downtown business district and extends to the Tulsa municipal boundaries, to the west, north and east.

Map 8: Downtown Tulsa Attractions



7.43

2019



# Part II: The Plan

The neighborhood participates in the Tulsa Crime Commission’s “Alert Neighbors” program in an effort to further public safety within Crosbie Heights.

### PUBLIC SAFETY: FIRE PROTECTION

The Tulsa Fire Department responds to emergency calls and provides fire protection to Crosbie Heights from Fire Station #2 (524 W. Edison Street) and Station #4 (512 W. 12th Street). The Fire Department maintains other resources in the neighborhood, including administrative offices in the former Station #9, 1420 Charles Page Boulevard, and garage and maintenance facilities on Newblock Park Drive.



Tulsa Police Divisions

**Table 1:** Downtown Tulsa Attractions

Public Safety	
1	Fire Station #2
2	Fire Station #4
Transportation	
3	Tulsa Transit Denver Station
Education	
4	Chouteau Elementary
5	Central High School/Central Junior High
6	Tulsa Community College Metro Campus
7	Oklahoma State University-Tulsa Langston University
Downtown	
8	Federal Building/Central Post Office
9	Tulsa City-County Library — Central Library
10	Tulsa Convention Center/Cox Business Center
11	Oklahoma State University Medical Center
12	BOK Center
13	Tulsa City-County Courthouse
14	City of Tulsa — City Hall
15	Tulsa Performing Arts Center

Nearby Attractions	
16	Gilcrease Museum
17	Cyrus Avery Centennial Plaza — Route 66
18	Owen Park
19	Tulsa Arts District Guthrie Green Brady Theater Cain’s Ballroom Woody Guthrie Center
20	Greenwood District Oneok Field
21	Blue Dome



### OTHER GOVERNMENT SERVICES

The Downtown Area Master Plan identifies the northwest quadrant of downtown Tulsa as the Social Justice Sector. This identification is based on the prevalence of facilities that provide social and administrative services via federal, state and local government agencies.

At the federal level, services include the Central Post Office (U.S. Postal Service) and the Page Belcher Federal Building and Courthouse. Nearby State of Oklahoma offices include the Department of Human Services. Tulsa County facilities include the County Courthouse (with County Administrative Offices), the Sheriff's Department, and the David L. Moss Correctional Institution, all located on Denver Avenue. The City of Tulsa's downtown facilities include Police Department headquarters, Municipal Courts, and City Hall, at 175 E. 2nd Street.

### HEALTH AND MEDICAL SERVICES

The Oklahoma State University Medical Center - with emergency room services - is conveniently located at 7th and Houston for Crosbie Heights residents. Originally called Oklahoma Osteopathic Hospital, this facility has served downtown and adjacent neighborhoods since it opened in 1943.



Former Fire Station #9, now Fire Administrative offices, 1420 Charles Page Boulevard.

### DOWNTOWN TULSA: ENTERTAINMENT DISTRICTS AND SPORTS VENUES

Recent downtown development has generated distinct identities for areas within Tulsa's IDL. Each district provides entertainment and cultural opportunities for all Tulsans as well as the region.

As illustrated in MAP 8: Downtown Tulsa Attractions, Crosbie Heights is adjacent to Downtown (including the Convention/Arena and the Cathedral Districts), and near the Brady Arts, Blue Dome, Greenwood, and East Village Districts.

### OTHER PLANS AND STUDIES

#### CHARLES PAGE BOULEVARD AREA NEIGHBORHOOD REVITALIZATION (1996)

In 1991, citizens from the West O'Main Improvement Association worked with planners from the City's Urban Development (now Planning) Department in a neighborhood revitalization planning effort along the Charles Page Boulevard corridor, extending from downtown to S. 65th West Avenue. This work led to a two-phase study with three revitalization action themes: Historic Preservation, Recreational and Cultural, and Industrial District Revitalization. The result of these efforts was the Charles Page Boulevard Area Neighborhood Revitalization Plan. The southeastern portion of the Charles Page Plan area includes the boundary of the Crosbie Height Small Area Plan.

Since its adoption in 1996, the City of Tulsa has implemented numerous plan recommendations, including construction of historic "station stops" along the route of the Sand Springs Interurban Rail line, trail improvements with connections to established trail systems, and streetscaping along Charles Page Boulevard.

The plan's original recommendation to "create an access point to the Arkansas River (River

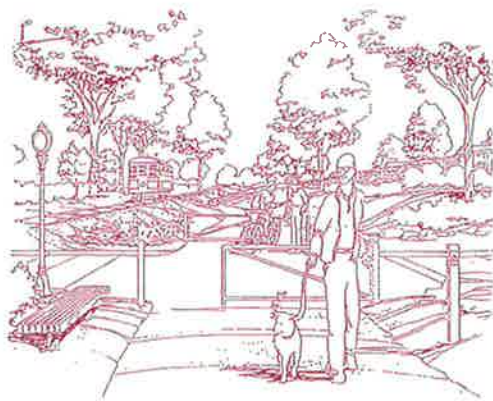
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## Part II: The Plan

Parks) at strategic locations was reevaluated in light of public safety concerns related to the railroad tracks and the river levees. Through a public process, the community agreed to modify the concept from physical access to the River to enhanced visual access from a strategic location at W. 7th Street and Quanah Avenue. This public amenity commemorates historic events of Tulsa's early days, with sweeping views of the river to the west and public art.

Although some goals and priorities from the Charles Page Plan remain to be implemented, Crosbie Heights continues support for priorities related to historic preservation, culture and recreation, traffic and transportation, housing, flood protection and mitigation, and general livability.

### *Charles Page Boulevard Area Neighborhood Revitalization Plan*



Incorporated in the Comprehensive Plan by:  
TMAPC on August 28, 1996  
City Council on October 17, 1996, and  
Board of County Commissioners on November 4, 1996

*Charles Page Boulevard Area Neighborhood Revitalization Plan, 1996*

## PLANiTULSA

### WHAT IS PLANiTULSA?

After more than two years of research and public engagement, PLANiTULSA – 2010 Tulsa Comprehensive Plan – became Tulsa's land use policy upon adoption by the Tulsa Metropolitan Area Planning Commission and approval by the Tulsa City Council. PLANiTULSA was the first complete update of the city's 1978 Comprehensive Plan, reflecting a citywide, future vision for the next 20 to 30 years.

PLANiTULSA addresses demographics, employment scenarios, housing options, and transportation preferences that changed significantly between 1978 and 2010. The plan's Vision reflects how Tulsans want the city to look, feel and function in the future. Further, PLANiTULSA prescribes the development of small area plans — like the Crosbie Heights Small Area Plan — to implement the Comprehensive Plan's citywide objectives by addressing unique local issues.

Both PLANiTULSA and the Crosbie Heights Small Area Plan are long-range and aspirational in nature and recommend development policies that enable a community to realize its long-range vision. PLANiTULSA's citywide principles, goals, and policies generally apply to Crosbie Heights; specific PLANiTULSA map designations applied to the plan area boundary are analyzed in the Comprehensive Plan Land Use Designations section of this Existing Conditions inventory.

### DOWNTOWN AREA MASTER PLAN

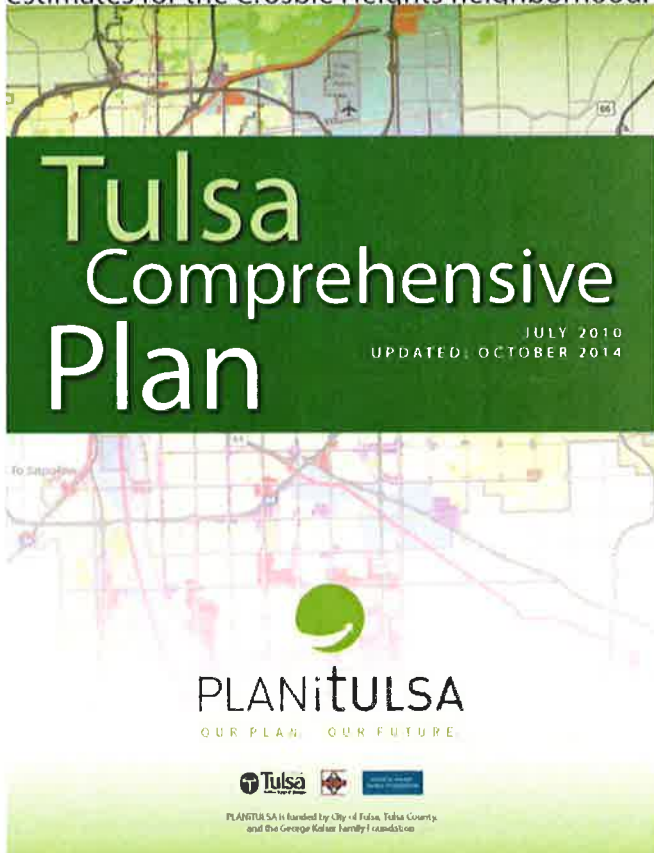
The City of Tulsa developed the Downtown Area Master Plan (DAMP) concurrently with PLANiTULSA. Adopted in 2010 as the first small area plan amendment to the Tulsa Comprehensive Plan, the DAMP supports PLANiTULSA's Vision and Guid-

ing Principles by maximizing existing downtown development initiatives through public-private partnerships and private investments. Downtown's proximity to Crosbie Heights influences lifestyle choices of current and future residents within Crosbie Heights.

### DEMOGRAPHICS: CENSUS DATA

#### CENSUS DATA: TRACT 27, BLOCK GROUP 1

For a good understanding of future community and land use requirements, long-range plans must assess the socioeconomic characteristics of the immediate and surrounding areas. Based on the 2010 U.S. Census, the Crosbie Heights plan area boundary is located entirely within Census Tract 27, Block Group 1 as shown in Map 9. Census data from the 2010-2014 American Community Survey (ACS) 5-Year Estimates was used. ESRI Community Analyst provided demographic estimates for the Crosbie Heights neighborhood.



PLANiTULSA

### POPULATION AND RACE

Census data reported a population of 1,440 persons. The average age (33 years) in the plan area is just slightly younger than Tulsa as a whole (34 years). Both the plan area and the City have average household size of 2.3 persons. Much of the plan area's population is 45 years and older, but trending younger, with increasing numbers of youth and young adults. Since 2010, the number of residents between 15 and 24 years increased by 1%, and those between 45 and 54 increased by less than 0.5%.

The plan area's population is more racially diverse than Tulsa as a whole, but still predominately white (56%); 21% reported as Hispanic in the census.

### EDUCATION

Most individuals in the plan area have achieved some high school education, over 40% of whom attained high school diplomas or the GED equivalent. Beyond the high school level, specifically among the 30% of residents who pursued a college education, 18% have attained Associate Degrees or higher. This compares with 37% in the City of Tulsa.

### INCOME DISTRIBUTION

Median household income reported by the cen-



**DOWNTOWN AREA MASTER PLAN**  
Downtown, Near Downtown and Arkansas River Connections

Downtown Area Master Plan

7.47

2019



## Part II: The Plan

sus reveals that the plan area is significantly less affluent than the City of Tulsa as a whole: \$26,576 for Crosbie Heights compared to \$41,957 for Tulsa. There is less discrepancy between \$28,667 median earnings for employed civilians compared to \$30,030 for Tulsa overall. Poverty is significantly higher within the plan area, with 26% of the population below the poverty level, compared to 20% for Tulsa.

Within Census Tract 27, an estimated 57% of persons in the labor force compares to 65% for Tulsa overall. The estimated unemployment rate (15%) for Census Tract 27 is high compared to 7.7% for Tulsa

### INCOME DISTRIBUTION AND HOUSING

Map 9: Census Map



The Crosbie Heights plan area boundary fits entirely within the southern block group of Census Tract 27.

The household size - about 2 persons per housing unit for Crosbie Heights - is equivalent with that for Tulsa. Most individuals and families in the plan area are renters, with average household incomes of approximately \$35,000. Home values in the plan area average about \$70,253, almost half the average home value in Tulsa overall.

### OWNERSHIP AND VALUE

The current home ownership rate in Crosbie Heights is approximately 34.9%. This is about 50% lower than the City of Tulsa even though the value of a home is over \$60,000 less than the city average. At the present time the median home value in the plan area is about \$60,135. The majority of residents in this area pay over 30% of their household income in rent and the median

rent for this area is about \$849.

### Housing

The source of housing data for this plan was Census Tract 27, Block Group from the U.S. Census Bureau. This census subdivision includes the entire plan area boundary as well as two parks and an industrial area. Geographic Information Systems (GIS) software calculated housing projections based on 2010 census data.

The plan area's population of 1,440 individuals live in approximately 674 housing units. Compared to the City of Tulsa as a whole, median home values and home ownership rates in Crosbie Heights are low, and vacancy rates are high.

#### OWNERSHIP TRENDS

Most housing units in Crosbie Heights are single family homes, and 34% of which are owner occupied. Although most residents live in rental property, multi-family homes only account for about 14% of the total housing units. A large portion of the housing units sit empty, with vacancy rates totaling 19.9%.

#### VACANCY

The plan area contains enough vacant residential parcels to provide single-family housing for 750 units and could hold an even greater number of units when multifamily housing is considered. The current number of housing units for both single family and multifamily dwellings is approximately a 674 units with a vacancy rate of 19.9%. This vacancy rate is relatively high and in comparison to the City of Tulsa which has rate of only 12.4%.

#### NEIGHBORHOOD TRENDS

Crosbie Heights has seen a number of housing

**Table 2:** Crosbie Heights Population Characteristics

Race	Crosbie Heights	Tulsa
White Alone	56%	66%
Black Alone	13.3%	15.2%
American Indian Alone	10.2%	4.2%
Asian Alone	0.6%	2.6%
Pacific Islander Alone	0.1%	0.1%
Some Other Race Alone	12.8%	4.6%
Two or More Races	6.9%	7.2%
Hispanic Origin	21%	14.8
<b>Age</b>		
Under 18	26.8%	24.6%
18-64	65.5%	62.6%
65 and over	7.7%	12.8%

Source: Crosbie Heights data from Esri Community Analyst 2014 ACS  
Tulsa data from 2014 ACS

**Table 3:** Crosbie Heights Education Attainment

Education Level	Crosbie Heights	Tulsa
Less than High School	25.3%	13.1%
High School Graduate/GED	43.9%	25.4%
Some College/Associates Degree	23.2%	31.3%
Bachelor Degree or Higher	7.5%	30.1%

Source: Crosbie Heights data from Esri Community Analyst 2014 ACS  
Tulsa data from 2014 ACS

**Table 4:** Crosbie Heights Income and Housing

	Crosbie Heights	Tulsa
Labor Force	85.9%	65%
Median Household Income	\$26,576	\$41,957
Poverty Rate	26.4%*	20%
Persons per Household	2.31	2.37
Median Home Value	\$60,135	\$123,100

Source: Crosbie Heights data from Esri Community Analyst 2014 ACS  
Tulsa data from 2014 ACS

\* 2014 ACS 5 Year Estimates Census Tract 27, Block Group 1

7.49

# Part II: The Plan

shifts since the original platting of the 11 subdivisions that make up the plan area. The largest housing shift happened when the neighborhoods were bisected during construction of the major highways which surround the plan area. The construction of state highway 51/64 changed the makeup of this area from the original intention, as connected downtown neighborhood, to the current housing island of today. The area was further bisected with the construction of highway 412 which cut the area off from the northern neighborhoods. A number of houses were demolished during the highway construction processes and the area has continued to see a decline in the number of housing units.

## Land Use

### EXISTING LAND USE

Residential land uses dominate the development pattern within the Crosbie Heights plan area. Most residences are single-family homes, built in a variety of styles that reflect the area's decades-long history. Multi-family residences are scattered, mostly low-density duplexes and four-plexes; apartment complexes are not prevalent in the plan area.

Low-intensity non-residential uses comprise remaining land use in the area. Uses primarily include houses of worship, non-profits, small offices and low-intensity warehouse uses.

### VACANT PARCELS

Vacant parcels are apparent throughout the plan area, in residential and non-residential areas. In

Map 10: Existing Land Use



7.50



general (at time of writing), vacant parcels are scattered with potential for infill development; however, this pattern does not yield large areas of contiguous parcels that would be suitable for extensive new developments.

In some areas, this pattern is attributable to flood hazards where rebuilding damaged property is inadvisable or cost prohibitive. Many low-lying areas are occupied with low-intensity uses like parking lots. Other areas – notably between Newblock Park Drive and Highway 412 – were part of Crosbie Heights’ original platting but are not occupied by structures.

Finally, shifts in market trends, demographics and socioeconomic characteristics often result in

structures falling into disrepair, especially in older, developed areas like Crosbie Heights. Further, inadequate or deferred maintenance leaves some structures in such extreme states of deterioration that property owners choose demolition. The discernible pattern of parcels left vacant indefinitely conveys instability and transition that affects quality of life in the area.

### HISTORIC ASSETS

In addition to the grid-based design of its original subdivisions and as one of Tulsa’s oldest neighborhoods, Crosbie Heights retains a few historic structures that connect its early days with modern times.

**Map 11:** Vacant Parcels



# Part II: The Plan

## Comprehensive Plan Land Use Designations

The Tulsa Comprehensive Plan depicts the City's aspirations for future development in the PLANiTULSA Land Use Map. Land use designations – "building blocks" – are defined by characteristics that broadly describe functional land uses; they are further described by densities, i.e., housing units per acre and jobs per acre as envisioned for designated areas.

The Land Use Map guides decision-makers as they consider new development proposals and requests for zoning changes that typically arise with changes in ownership, market trends, or economic conditions. Planning staff and TMAPC evaluate all regulatory changes like re-zoning re-

quests for consistency with Comprehensive Plan's land use designations.

The small area planning process evaluates PLANiTULSA's land use designations for suitability within the plan area boundary and, where appropriate, recommends land use map updates to reflect the community's long-range vision for the future. Four (4) land use categories are designated within the Crosbie Heights small plan area boundary; descriptions from PLANiTULSA are included below.

### EXISTING NEIGHBORHOOD

Existing Neighborhoods should preserve and enhance Tulsa's existing single-family neighborhoods, with development activities ideally limited

Map 12: Historic Assets



7.52

to the rehabilitation, improvement/replacement of existing homes, and small-scale infill projects that comply with provisions of the zoning code. 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.

83% of the plan area is designated Existing Neighborhood reflects the area's history and established residential character.

#### NEW NEIGHBORHOOD

New Neighborhoods should provide for new communities developed on vacant land. These neighborhoods consist primarily of single-family homes on a range of lot sizes, but could include townhouses and low-rise apartments or condominiums. Design of New Neighborhoods should meet high standards of internal and external connectivity, and ideally would be paired with an Existing Neighborhood, or New Neighborhood or Town Center.

PLANiTULSA designates 3.9 acres as New Neighborhood in the northeastern portion of the plan area boundary, adjacent to I-244. Today, this area includes mix of older and newer homes and scattered vacant parcels.

Based on Crosbie Height's scale and historic development pattern, the characteristics of this area do not appear to be congruent with those of New Neighborhood (i.e., new development on vacant land).

#### NEIGHBORHOOD CENTER

Neighborhood Centers are small in scale, intended to serve nearby neighborhoods with retail, dining, and services in one- to three- story mixed-use buildings. They can include apartments, condominiums, and townhouses, with small lot single-family homes at the edges. These

are pedestrian-oriented places served by transit; visitors who drive to the Neighborhood Centers can ideally park once and walk to multiple destinations.

PLANiTULSA designates 10.2 acres as Neighborhood Centers at three locations that coincide with key intersections in the Crosbie Heights plan area: Quanah Avenue at W. Archer Street, Rosedale Avenue near Charles Page Boulevard, and Nogales Avenue near Charles Page Boulevard. These areas were so designated in 2010 because of existing zoning and established commercial buildings and their locations relative to these key intersections.

#### EMPLOYMENT

Employment areas include offices, warehouses, light manufacturing, "clean" high technology land uses such as information technology, and sometimes big-box stores or warehouse retail clubs. Compared to Mixed-Use centers, Employment areas have fewer residences and typically more extensive commercial activity.

Employment areas with manufacturing and warehouse uses need access to major arterials and interstate highways and should be able to accommodate truck traffic or access to rail services. 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.

Approximately 10.3 acres within the Crosbie Heights plan area boundary are designated Employment in the Comprehensive Plan. This western portion of the plan area is a steep bluff and generally undeveloped. It is contiguous with Employment-designated land southwest of the plan area that is owned by Tulsa County and the City of Tulsa. Newblock Park Drive forms the plan boundary in this area.

# 7.53



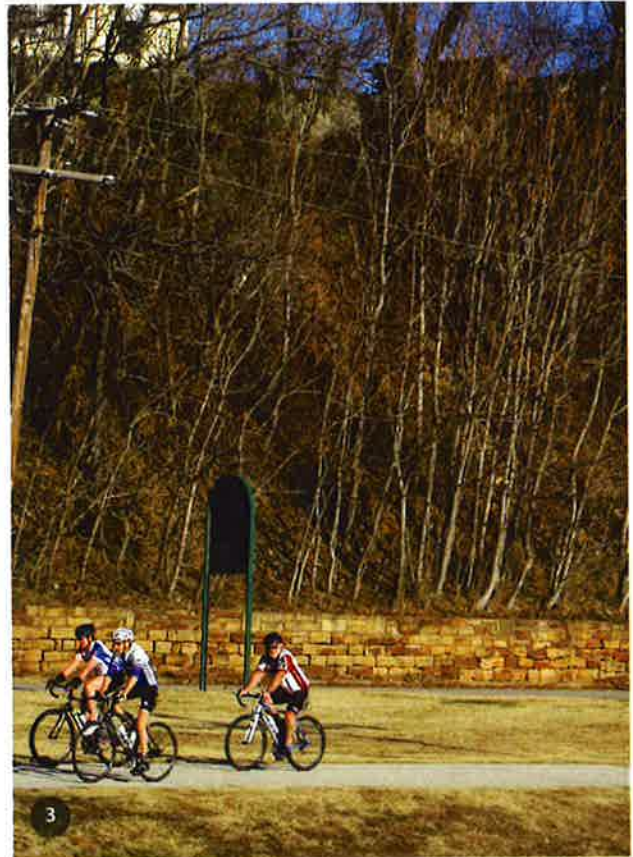
# Part II: The Plan



Nogales Avenue Baptist Church 1908



Irving School 1909



Katy Trail



Western Supply Co. Warehouse 1928



Catron Building 1920's



**Map 13:** Land Use Designations



Employment Centers are intended to focus on commercial activities such as office, warehousing, light manufacturing, or information technology. Those uses adjacent to neighborhoods would require extensive buffering.

### PARKS AND OPEN SPACE

Parks and Open Space designations range from regional to local parks as well as nonrecreational open spaces. The designation is intended to protect public parks as well as open spaces where development would encroach on environmentally sensitive areas, such as flood plains or steep slopes.

Newblock Park, adjacent to Crosbie Heights,

is designated Parks and Open Space. This Park provides recreational opportunities and includes cultural, environmental, and transportation amenities that serve Crosbie Heights and the entirety of Tulsa.

### Areas of Stability and Growth

To further guide citizens and decision-makers, the Tulsa Comprehensive Plan includes city-wide designations of Areas of Stability and Growth, to show “where the majority of growth and investment should take place (growth) and which neighborhoods should remain substantially as they are (stability).”

The Stability/Growth map conveys some predict-

**7.55**

2019

## Part II: The Plan

ability for current and future property owners and residents regarding long-range land use expectations. Designations of stability and growth, as indicators of the Comprehensive Plan's vision for the future, are not mandates for absolute stability or growth, or necessarily mutually exclusive, depending on actual circumstances. Actual development changes must comply with zoning regulations and are subject to a public review process.

All of the Crosbie Heights plan area boundary, according to the 2010 Comprehensive Plan, lies within Areas of Growth. While this may justifiably concern residents who fear encroachment and gentrification, the Comprehensive Plan states that "ensuring that [growth-area] residents will not be displaced is a high priority" [Source: Tulsa Comprehensive Plan, p. LU-55]. Determinations made through this planning process may recommend changes to the Stability/Growth map.

### Zoning

Zoning regulates the use, form, design, and compatibility of developments within the community. Provisions of the zoning code include permitted uses (i.e., residential, agricultural, commercial, industrial, or civic space) in both general and specific terms. Zoning also prescribes desirable densities for those uses, from low-density single-family homes to higher-density multi-family dwellings, heights of buildings, the amount of space that structures may occupy, the location of buildings on lots (setbacks), and other characteristics of the urban fabric.

The Tulsa Zoning Code regulates land uses throughout the city with classifications that describe land uses allowed by right or by special exception. The zoning code also provides provisions for overlays (including Historic Preservation), mixed use districts, and special districts such as corridors and Master Planned Develop-

ments (MPD). Zoning classifications are assigned to specific parcels on a city-wide basis via the zoning map; Map 15 shows zoning within the Crosbie Heights plan area boundary.

The plan area includes six zoning classifications, summarized in Table 5; no overlay zoning districts currently apply in Crosbie Heights. Although the practice of zoning by right within current zoning classifications has been effective to date, current trends indicate that a mix of land uses permissible via provisions of the zoning code may be warranted in certain locations. Other zoning classifications are available within the city of Tulsa, but only those classifications present within Crosbie Heights are described.

Zoning categories are described as follows, per the Zoning Code:

#### RESIDENTIAL ZONING

RS-3 (Residential Single Family - 3): RS-3 allows single-family residential properties on smaller lots, more in line with historic urban design. RS-3 allows two unit townhouses and duplexes by special exception only, though patio homes are allowed by right.

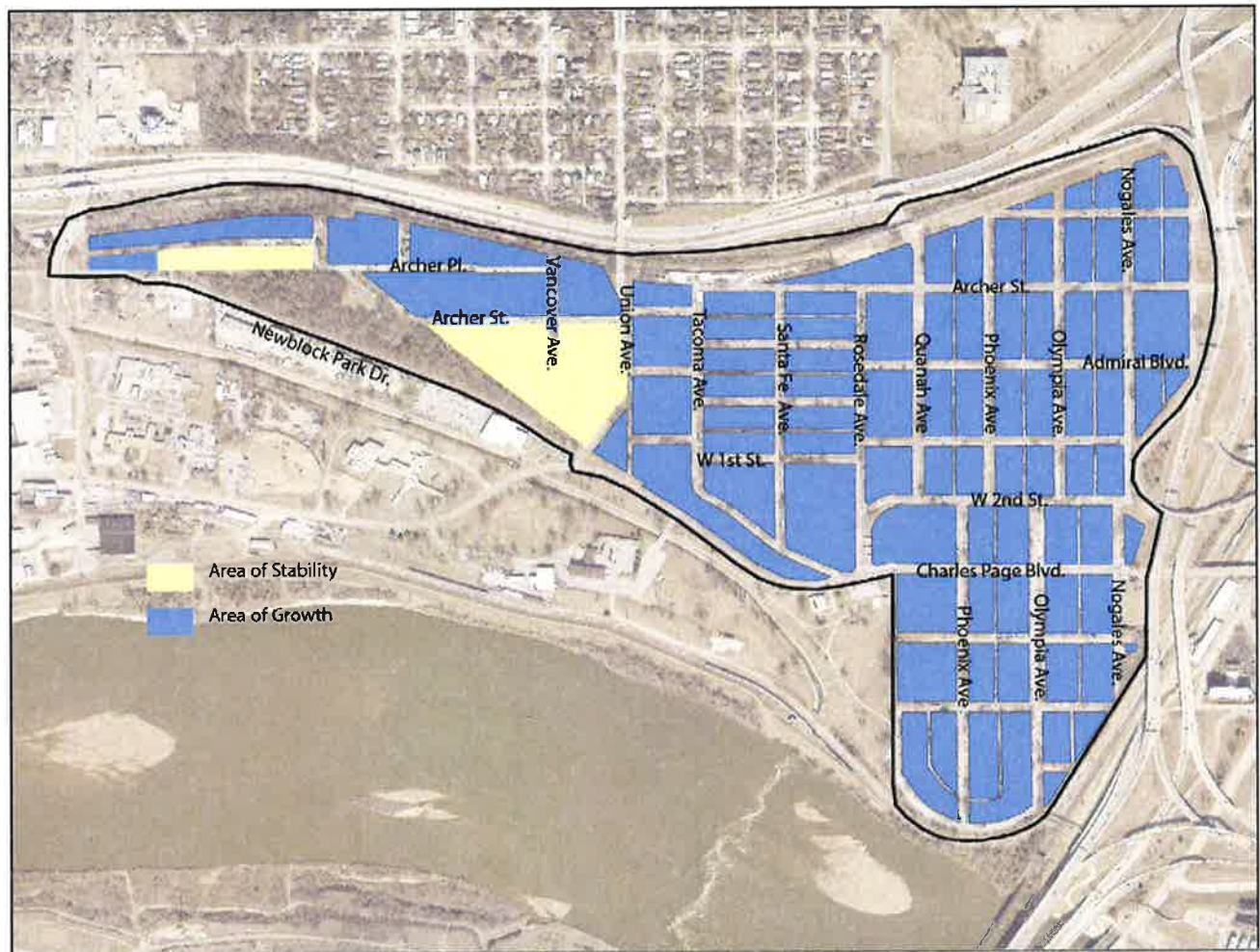
RS-3 zoning dominates the planning area west of N Union Ave, as well as areas north and to the south-west of the planning area. RS-3 zoning is common throughout Tulsa's historic neighborhoods and accommodates infill that fits the scale of the original neighborhoods.

RM-2 (Residential Multi-family - 2): RM-2 zoning is intended to accommodate a large variety of single and multi-family housing options.

The majority of Crosbie Heights' properties are zoned RM-2. This is the result of an upzoning of several near-downtown neighborhoods during



**Map 14:** Stability and Growth



the 1980s. RM-2 districts allow apartments, and the typical lot configuration will allow approximately six units on a single lot. RM-2 also permits townhouses, duplexes, and single-family homes. Multi-lot configurations may allow the creation of cottage house developments and larger groupings of apartments or condominiums.

While this zoning is extremely flexible, it may be prudent to consider zoning options that ensure consistency and predictability associated with stable neighborhoods. Those might include a downzoning to single-family and/or the use of overlay districts to require consistent design or allow townhomes and other types of small scale

multi-family housing.

### COMMERCIAL ZONING

CS (Commercial Shopping): The CS district is primarily intended to accommodate convenience, neighborhood, subcommunity, community, and regional shopping centers providing a range of retail and personal service uses.

CS-zoned parcels within the plan area boundary extend to a 2-lot depth (approximate) on both sides of the Charles Page Boulevard corridor, west of I-244 and are primarily occupied by residences. A single parcel, south of Admiral and Quannah, is also zoned CS.

7.57

# Part II: The Plan

**CG (Commercial General):** The CG district is primarily intended to:  
 Accommodate established commercial uses, while providing protection to adjacent residential area; and  
 Accommodate the grouping of compatible commercial and light industrial uses.

CG-zoned parcels within the plan area boundary occur at intersections as shown on the zoning map; a single CG parcel at W. 7th Street and Nogales Avenue is isolated between the highway and the residential area. These designations reflect pre-PLANITULSA land uses.

**CH (Commercial High Intensity):** The CH district is primarily intended to:  
 Accommodate high-intensity commercial and related uses primarily in the core area of the city;  
 Encourage use of properties and existing buildings along older commercial corridors; and  
 Minimize encroachment and adverse land use impacts on stable residential neighborhoods.

There are several nodes of CH-zoned properties at the following intersections: Charles Page Blvd

and N. Union Ave, W. Archer St and Quanah Ave., and 7th St. and Nogales Ave. The later two nodes represent pre-PLANITULSA land uses.

### INDUSTRIAL ZONING

**IM (Industrial Moderate):** The IM district is primarily intended to group together a wide range of industrial uses that may produce some moderate adverse land use or environmental impacts in terms of their operation and appearance.

IM zoning (only one parcel) within the plan area boundary is located north of the Newblock Park Road in an area with steep grades. It is adjacent to a large IM-zoned area east of Gilcrease Museum Road and currently is not used for industrial purposes.

### GENERAL ZONING OBSERVATIONS

Zoning districts and associated development rights in Crosbie Heights were applied through adoption of the Tulsa's 1970 Zoning Code and remain in effect unless or until a rezoning request is brought forward. Few zoning changes have occurred since that time:

1980's upzoning to RM-2 of eastern residential areas.

**Table 5:** Crosbie Heights Existing Zoning (Estimates from INCOG zoning data, rounded to nearest whole percent)

Zoning Classification Abbreviation	Description	Percent of Area
RM-2	Residential Multi-family Medium Density	60%
RS-3	Residential Single-family High Density	29%
CG	Commercial General	2%
CH	Commercial High Intensity	3%
CS	Commercial Shopping Center	5%
IM	Industrial Moderate	<1%

7.58



Map 15: Zoning



In 1990, the Irving School site was rezoned from RM-2 to CH.

In 2017, a couple of parcels north of Newblock Park Road were rezoned from RS-3 to CS.

Multiple factors – such as demographics, market trends, transportation options, aging properties- have contributed to obvious changes in Crosbie Heights. These factors, increasing numbers of vacant parcels, and Crosbie Heights’ proximity to downtown may support zoning changes that would be more compatible with the existing conditions and goals of the Comprehensive Plan, including any recommendations from this small area plan.

**ZONING CODE UPDATE – EFFECTIVE JANUARY 1, 2016.**

During the small area plan process for Crosbie Heights the City of Tulsa adopted a new zoning code. With the adoption of this new code the city hopes to provide a higher level of service to the citizens of Tulsa and improve opportunities for development. Within the plan area the new zoning code provides new opportunities that were not available under the old code. Options from the new code - lot line homes, improved standards for duplex and triplex housing, cottage home developments – could be effectively applied in Crosbie Heights.

**Environmental Features**

Crosbie Height's compelling topography and proximity to the Arkansas river create scenic views at the possible risk of flooding. The area's

**7.59**



## Part II: The Plan

Hills and bluffs can be prone to erosion during periods of heavy rain. Assessment of natural and manmade features must be considered in light of ongoing hazard mitigation planning and considered in future development plans.

### TOPOGRAPHY

Crosbie Heights' proximity to the Arkansas River is a significant determinant of the area's physical landscape. Elevations include 720 feet (highest) at the plan area boundary's center and 710 feet on the northwest and south-central edges. The lowest elevation, 640 feet, can be found near 11th Street and S. Phoenix Avenue at the southern-most point of the plan area. While varied elevations provide some aesthetic benefits and vistas to the neighborhood, they also negatively contribute to "line of sight" or stopping distance

issues and attendant safety concerns for vehicles, bicycles, and pedestrians, especially on Charles Page Boulevard. This is further discussed in the Transportation Section.

### HYDROLOGY

Plan area stakeholders are cognizant of past flooding issues and potential issues in the future. The Crosbie Heights plan boundary includes the confluence of three drainage basins (Map 16): Parkview on the west, Oak Creek in the middle, and Downtown at the southernmost point, below W. 11th Street). The lower portion of the Oak Creek Drainage Basin is most dominant basin in Crosbie Heights; the City of Tulsa Regulatory Flood Plain in this basin bisects the neighborhood from N. Phoenix Avenue and W. Mathew Brady Street to Charles Page Boulevard to the south-

Map 16: Environmental Features in Crosbie Heights



7.60

west.

In the northwest portion of the plan area, between N. Yukon Avenue and S. 25th W. Avenue (Gilcrease Museum Road), portions of the City of Tulsa's regulatory floodplain effectively isolates platted lots fronting W. Archer Place from the other parts of this neighborhood to the east, and extends south of Charles Page Boulevard to portions of Newblock Park. In addition to floodplain, steep grades and Highway 412 (to the north) have impeded development in this portion of the plan area.

#### FLOOD MITIGATION & STORMWATER INFRASTRUCTURE

Throughout Tulsa's history, flooding has destroyed property and resulted in casualties; Crosbie Heights has also been affected.

In an effort to mitigate against flood damage, the City of Tulsa initiated a voluntary land acquisition process that began as a result of the Charles Page Plan. Several – but not all – affected properties along South Quanah Avenue were acquired by the City of Tulsa and structures were subsequently demolished. Status and information about this process is available through the Engineering Services Department, City of Tulsa.

The City of Tulsa also operates stormwater infrastructure designed to safely and efficiently collect and move runoff through the neighborhood. This system includes surface streets, pipes, and channelized creeks/drainage ditches. The Parkview Drainage Ditch runs south of Crosbie Heights. Stormwater infrastructure can inconvenience neighborhood traffic patterns. Repairs and upgrades should be efficiently carried out and planned to minimize disruption of neighborhood functions. Flood mitigation plays a critical part in ensuring the safety of Crosbie Heights.

#### ARKANSAS RIVER LEVEE SYSTEM

In 1945, the U.S. Army Corps of Engineers completed an extensive levee system to protect urbanized areas from historic flooding concerns along the Arkansas River. Because of the levees and the area's topography near the Arkansas River, Crosbie Heights is generally well-protected from river inundation at this time. The levee system is under the jurisdiction of the U.S. Army Corps of Engineers. Crosbie Heights is located within Levee District 12.

#### RESIDENTIAL ARCHITECTURE

Consistent with the general character of Crosbie Heights, residential areas include an eclectic mix of architectural styles. The Craftsman Bungalow style from early subdivisions is the prevalent style,



*Parkview Drainage Ditch collects runoff from Crosbie Heights and neighboring areas.*

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2019

CH3



# Part II: The Plan

as many original homes remain today.

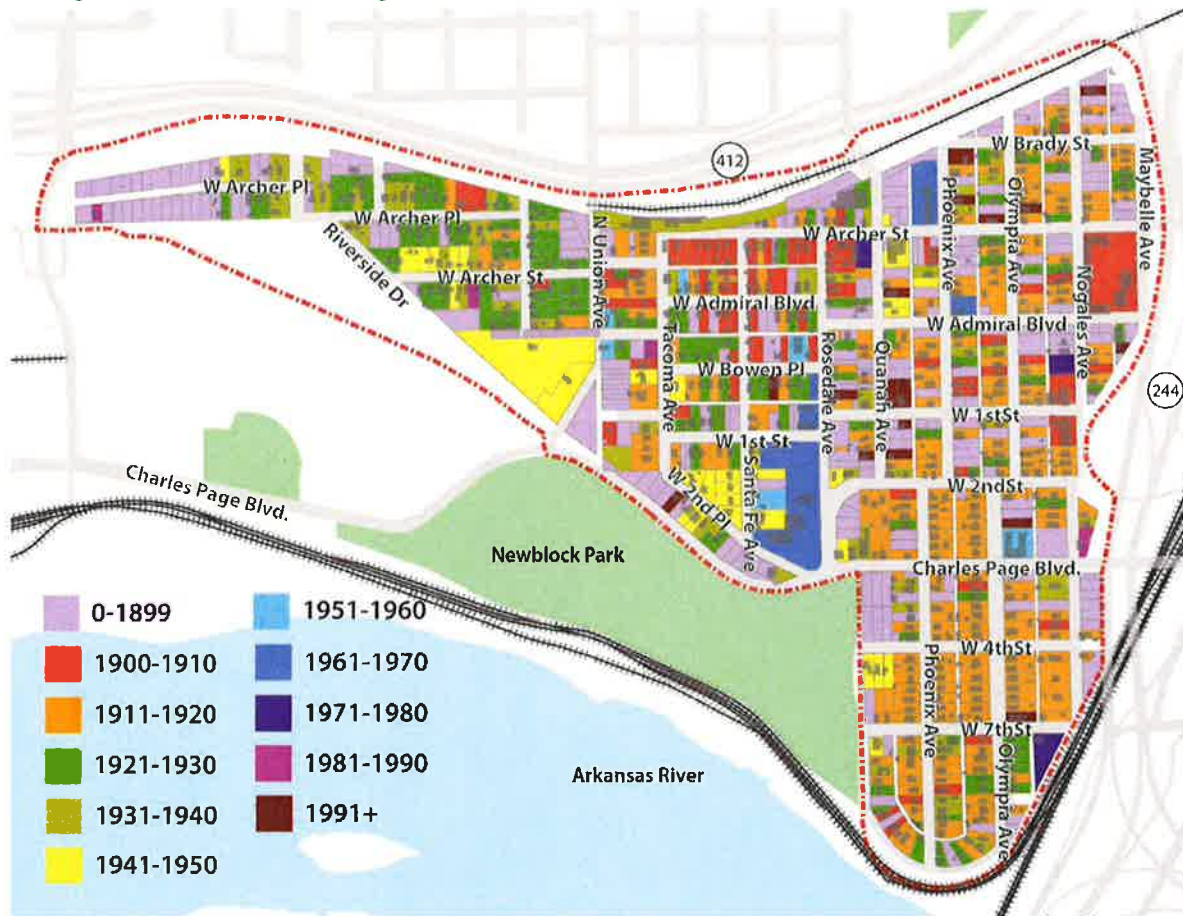
With infill projects and replacement homes throughout the 100+ years of Crosbie Heights' history, the plan area now includes a wide variety of architectural styles such as folk, Queen Anne, Tudor Revival, Pueblo Revival, Prairie Four Square and Contemporary.

### Transportation

Crosbie Heights' traditional street design reflects a classification system that prioritizes the movement of automotive vehicles through the area higher than pedestrian and bicycle activities. The original development included sidewalks and alleyways, but made no allowances for bicycles as an alternate means of transportation.

The Tulsa Comprehensive Plan promotes enhancement of the city's multi-modal street system and public transit options by implementing Context Sensitive Solutions (CSS). CSS is a collaborative, interdisciplinary approach to provide transportation facilities and levels of service that are appropriate for their respective settings, and bridge the gap from traditional roadway designs to those with broader considerations that include pedestrians, bicyclists, and transit design components. Throughout the small area planning process, Crosbie Heights stakeholders embraced implementation of CSS concepts to further the community's vision as an accessible downtown neighborhood.

Map 17: Original Homes in Crosbie Heights



7.62



**STREET DESIGNATIONS****PLANITULSA**

PLANITULSA identified new street classifications that support Context Sensitive Solutions (CSS). These classifications provide alternatives to traditional categories and provide new design considerations that can support alternative transportation needs.

These designations identify the functionality of current street designs and new designs to implement in the future.

CSS street designations in PLANITULSA are Main Streets, Multi-modal Streets, Commuter Streets, and Residential Collector Streets.

PLANITULSA identifies Charles Page Boulevard as a Multi-modal corridor. A multi-modal street system is described as a roadway that will evolve as the city grows and should make adaptations around changing communities. This description is in line with the vision that Crosbie Heights stakeholders developed throughout the small area planning process.

**MAJOR STREETS AND HIGHWAY PLAN**

The Major Streets and Highway Plan's classifications are based on an analysis of rights-of-way standards in the region. This analysis is part of an inventory maintained by the Indian Nations Council of Governments (INCOG) and is an essential part of local transportation policy.

The plan area is served by two residential collectors, a secondary arterial, and a primary arterial. The plan area is also bordered to the north and east by freeways giving this area a diverse set of street and highway designations.

Archer Street and Union Avenue are the two residential collectors, 25th West Avenue is a secondary arterial, and Charles Page Boulevard is a

primary arterial

**TRAFFIC COUNTS**

Traffic counts in Crosbie Heights are generally low to moderate in volume, as reflected in a 2014 traffic count study conducted by the City of Tulsa; the most current traffic counts map is available online. Traffic counts on Charles Page support a number of roadway alternatives including context sensitive solutions and other proposed road patterns that were reviewed by the City of Tulsa Engineering staff during the planning process.

**TRAFFIC SAFETY AND COLLISIONS**

Traffic safety is a prevailing concern among all residents, including those in the Crosbie Heights neighborhood. The topography in this small area creates line of sight issues on nearly every roadway. Because most streets in the plan area are non-classified neighborhood roads, vehicles travel at low speeds, making it relatively easy for pedestrians to cross.

Charles Page Boulevard is the only roadway designated as a primary arterial in the plan area. This four-lane road - with a 40 miles per hour speed limit - has stopping sight distance issues at every intersection from Nogales Avenue westward to Union Avenue. There are no traffic-calming measures on any roads within the plan area.

Collisions on Crosbie Heights streets from 2007 to 2016 are shown in Map 19. The 148 collisions recorded during the ten year period included 5 pedestrian-vehicle collisions. Areas that experience clusters of accidents should be investigated for traffic calming devices or other improvements. The neighborhood expressed concern for traffic safety and the need for traffic-calming along Charles Page Boulevard. The stakeholders voiced support for safer pedestrian and bike access from the neighborhood to Newblock Park and downtown.

7.63

2019

# Part II: The Plan

## PREDOMINANT CROSBIE HEIGHTS RESIDENTIAL ARCHITECTURAL TYPES



*Craftsman*



*Eclectic*



*Folk*



*Minimal Traditional*

## ADDITIONAL CROSBIE HEIGHTS RESIDENTIAL ARCHITECTURAL TYPES



*Contemporary*



*Queen Anne*



*Pueblo Revival*



*Tudor Revival*



*Prairie Four Square*



*Home Folk*



### PARKING AND ALLEYWAYS

On-street parking, permitted on all streets in the plan area except for Charles Page Boulevard, is common within the plan area. In most areas of Crosbie Heights, permitted parking on both sides of the street sometimes creates traffic congestion. In some cases, off-street parking is provided at the rear of residences in areas with functional alleyways.

Newer homes styles – some with attached garages – have driveways that intersect neighborhood streets and from the original developments in Crosbie Heights also provide parking in the rear of many homes, but alleyways are not considered by the city to be part of the street network.

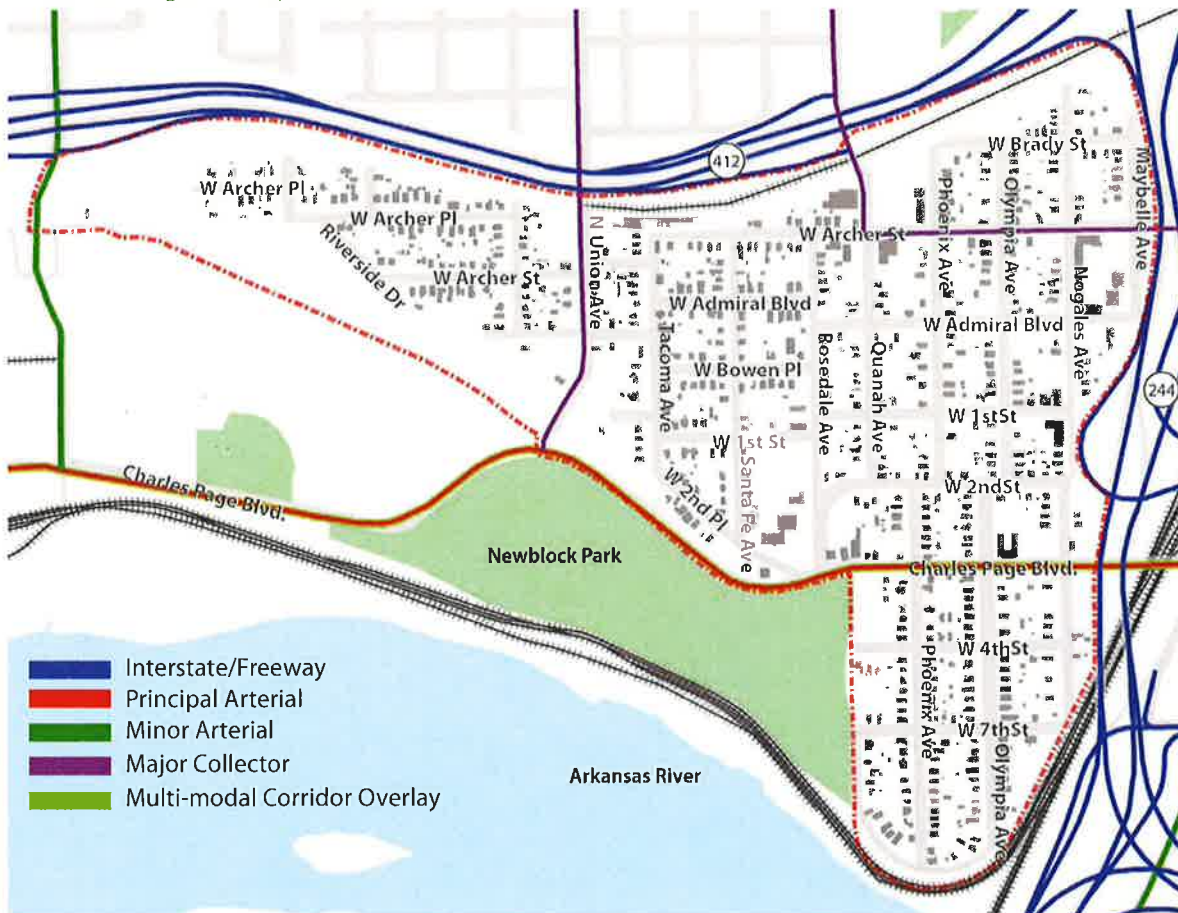
Crosbie Heights' original platting - as was the common development pattern at that time - included alleyways to accommodate utilities and parking behind houses. Many alleyways continue to provide primary access to homes in those areas. The condition of remaining alleyway surfaces in the plan area is varied and includes compacted earth, gravel, or pavement.

Alleyways are platted as public right-of-way. Currently, neighboring property owners are responsible for the maintenance and upkeep of alleyways. No system is in place to assist property owners with maintenance.

### SIDEWALKS

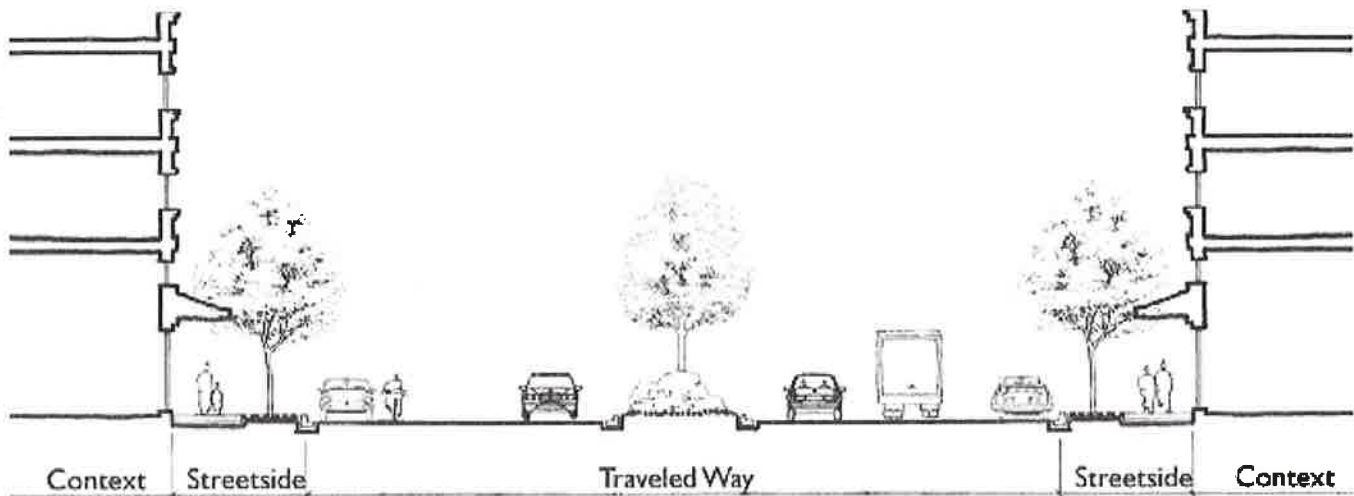
Approximately seven miles of sidewalks serve properties within the plan area but most of Cros-

Map 18: Crosbie Heights Transportation



7.65





Crosbie Heights had either no sidewalks or sidewalks in poor condition.

The planning process combined field research, aerial photography, and photography to evaluate sidewalk conditions. Sidewalk conditions were described as good, fair, poor or no sidewalk.

“Good to fair” sidewalks included even walking paths with few or no cracks and minimal vegetation growth. “Fair to poor” sidewalks were uneven with major cracks, potential tripping hazards, and extensive vegetation growth.

Most of the planning area lacks sidewalks all together, limiting pedestrian connectivity and recreational opportunity.

The sidewalk analysis revealed most of the existing sidewalks to be in poor condition. Sidewalks evaluated as "Good" were found along the eastern portion of Charles Page Blvd and extending south along Olympia Ave. This could provide a starting place for connecting the neighborhood to downtown Tulsa. As commercial properties redevelop along Charles Page or within the existing Neighborhood Centers, new sidewalks will be built.

These conditions can potentially justify capital investments in sidewalks to support the community's desire for increased public safety, walkability and access to nearby amenities and downtown.

### CONNECTIONS

Crosbie Heights is well-connected to the city and the region by highways, a primary arterial and unclassified local streets. The planning area currently enjoys four major connection points to the north and east, and one indirect connection to S. 25th W. Avenue (Gilcrease Museum Road).

Charles Page Boulevard (aka 3rd Street east of I-244) directly connects the neighborhood to downtown Tulsa to the east and Sand Springs to the west. West Archer Street is a secondary connection to downtown; its intersection with Quanah Avenue provides direct access to Highway 412/Sand Springs Expressway and the Owen Park neighborhood, both the north of the plan area.

**Table 6:** Crosbie Heights Traffic Counts

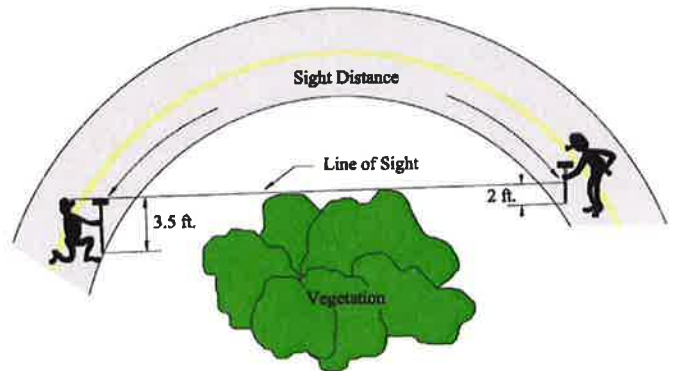
Year	Street	Traffic Count
2014	West Archer Street	4,600
2013	West Archer Street	4,100
2014	Charles Page Boulevard/3rd Street	1,600
2013	Charles Page Boulevard/3rd Street	1,900

7.64

### ACCESS TO HIGHWAYS

Currently there is one primary access point and one secondary access point from the plan area to the Sand Springs Expressway. The primary highway access point is on Quannah Ave at the northern edge of the plan area. The secondary highway access point is found by way of 25th West Avenue which touches the western most boundary of the plan area.

Highway access to the plan area creates an impact on the road infrastructure and the lives of the residents. This impact can be seen primarily along Archer Street which intersects Quannah Ave and connects to downtown. Archer Street has the highest traffic counts in the area as well as a high rate of collisions. Some of these issues can



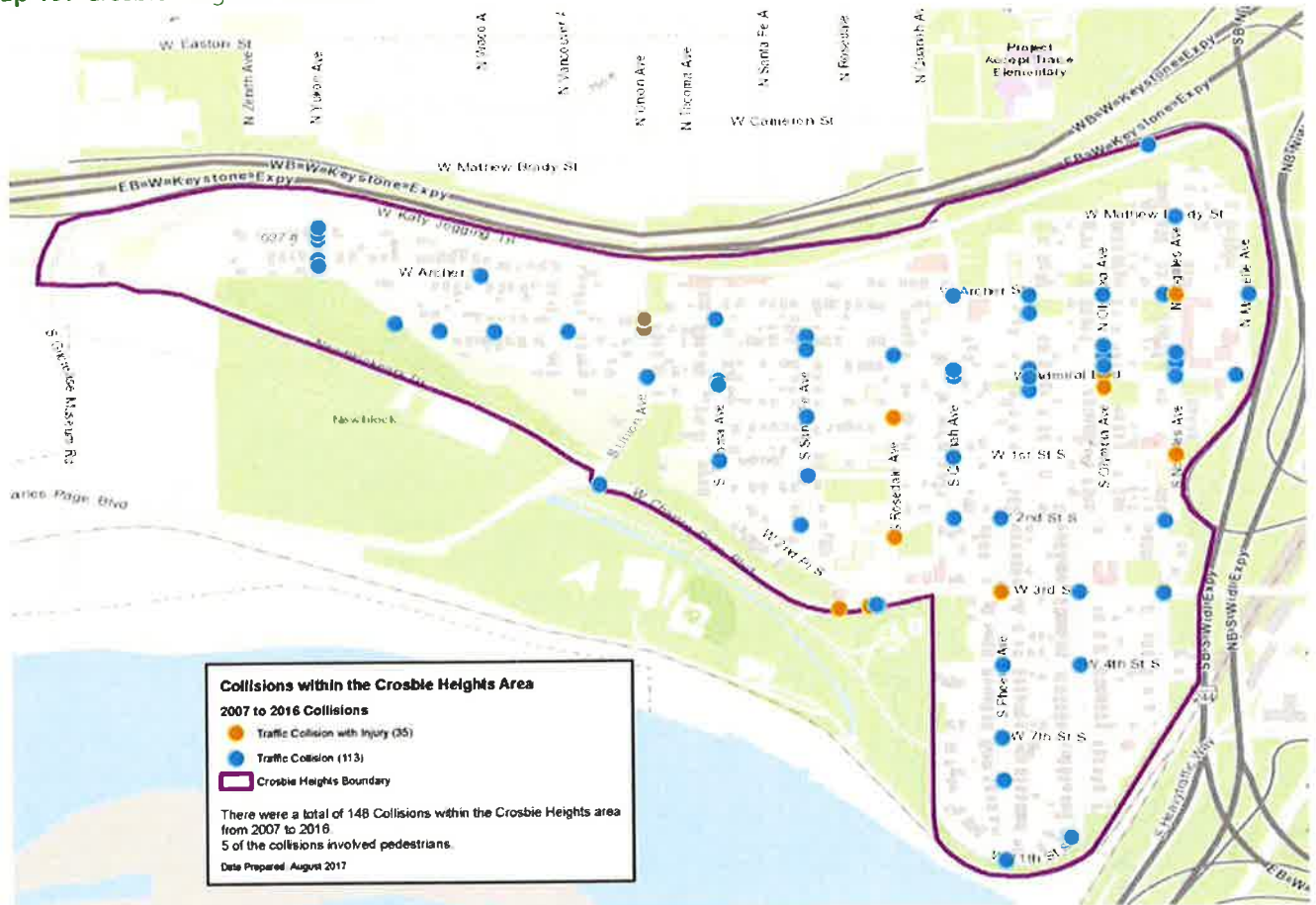
Traffic engineers refer to a proper "stopping sight distance" or "sight distance", to ensure if there is an obstacle in the roadway (stopped car, pedestrian, fallen rock, animal, etc.) that a driver has enough time to see the obstacle, react, and come safely to a stop.

be attributed to direct access to the highway from downtown through the neighborhood.

### COMMUTING PATTERNS

Much like the rest of Tulsa the people in the

Map 19: Crosbie Heights Collisions



# Part II: The Plan

Crosbie Heights plan area and census tract 27 use a car, truck, or van to get to work at 83%. Only 10% of those using a truck, car, or van carpool and only 6% use public transportation. A slightly larger percentage of residents walk to their jobs, about 7%. The mean travel time for residents in the plan area is around 19 minutes, meaning most of them are likely work with in the city or county of Tulsa.

### EXISTING BUS LINE

Currently there is only one bus route within the plan boundary. Route 114 Charles Page/Sand Springs is accessible on Archer Street and 25th West Ave at the neighborhood's western boundary.

American Community Survey 2010-2014, about 2% of the people in census tract 27 use public transportation. This number was half of the 2013 estimate of 5% of residents using public transportation.

### EXISTING UTILITIES

Utilities, such as electricity and natural gas, are provided by different parties. Whether public or private, these providers often utilize right-of-way for delivery. System repairs and replacements can lead to service and traffic disruptions. In addition, inadequate service levels can hamper new developments. The current practice is to replace all utilities within a right-of-way when road construction is underway.

According to the five (5) year estimates from the

Enterprise funded and private utility companies

Map 20: Crosbie Heights Alleyways



7.68



fund their system upgrades outside of the City's standard capital improvement project system.

The City is currently in the process of adopting a new technology to help map and track utilities and repairs. This should help identify if there are problems with water, stormwater, or wastewater utility systems.

### Parks, Trails, and Open Space

Although the plan area boundary does not specifically include any parks, the Crosbie Heights neighborhood is served by nearby city parks and connections via trails to regional recreational venues and the Arkansas River.

### PARKS

#### NEWBLOCK PARK

Newblock Park, on the southern edge of the plan area boundary, remains a focal point for Crosbie Heights residents and visitors. The park is mostly open space with recreational areas and trails adjacent to the Arkansas River. The park contains the Waterworks Art Center, a repurposed water treatment facility that now provides a variety of art lessons, studio space, and other amenities to Tulsa Citizens. A Tulsa Fire Department administrative building, previously known as Fire Station #9, sits within the park boundary.

#### JOE STATION BARK PARK

This park on Charles Page Boulevard was established in 2010 in response to widespread interest in public places for dogs and owners to play and

Map 21: Crosbie Heights Sidewalks



7.69

# Part II: The Plan

run. The park originally a baseball field, is fully fenced to allow dogs to safely run off leash.

### OWEN PARK

Owen Park (560 N. Maybelle Street) - Tulsa's first municipal park - officially opened in 1910. Located



Joe Station Bark Park

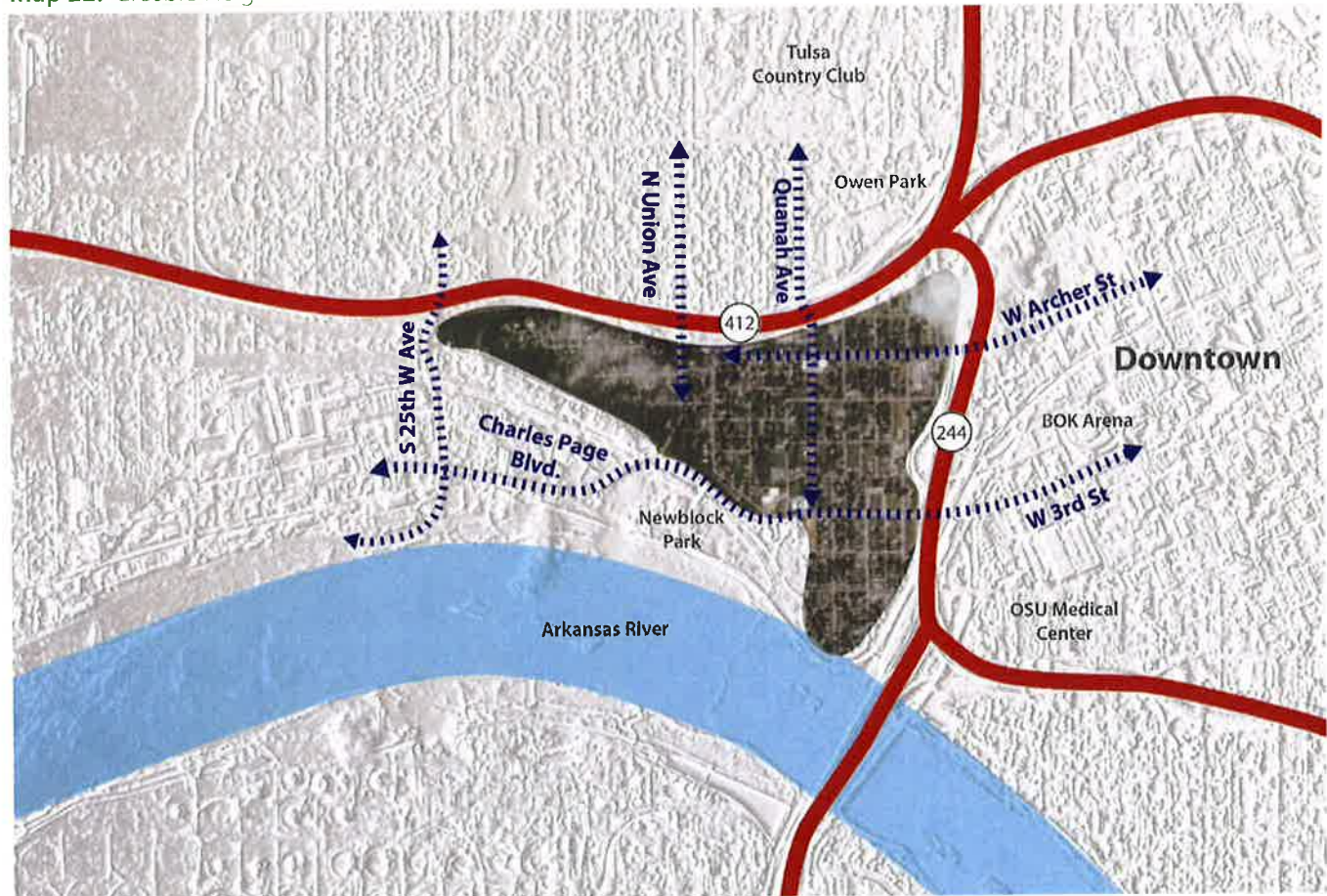
ed north of Highway 412 at North Quanah Avenue and West Edison Street, the park's amenities currently include a pond with abundant water fowl, traditional and water playgrounds, a picnic shelter, and athletic fields for soccer, baseball and sand volleyball.

In May 2013, Tulsa Children's Museum, Inc. opened the Discovery Lab in the renovated Owen Park Recreation Center. This community hub serves as an educational resource for local neighborhoods, like Crosbie Heights, as well as the region.

### TRAILS AND BIKEWAYS

The trails and bikeways integrated into the fabric of Crosbie Heights are widely-used by cyclists and walkers from the neighborhood and beyond.

Map 22: Crosbie Heights Connections





Currently, these trails and bikeways connect the plan area to downtown Tulsa, Southwest Boulevard, Sand Springs, and the River Parks trails. Prior to initiation of this planning process, the multi-modal bridge that connected Crosbie Heights and Newblock Park Trail to Southwest Boulevard was closed due to structural safety concerns. The duration of this closure and its impact on the neighborhood was prevalent during the planning process. Representatives of the Oklahoma Depart-

ment of Transportation (ODOT) met with the Citizen Advisory Team to provide status on required bridge repairs. This valuable trail connection was reopened in August 2016.

### KATY TRAIL

Established in the 1870's, the Missouri, Kansas and Texas (MKT) Railroad, ran through what is now known as Crosbie Heights until the 1980's when its tracks sustained severe flood damage. At that



Owen Park Water Playground



Restored Pedestrian Bike Bridge



Cyclists on Newblock Park Trail

# 7.71



# Part II: The Plan

time, its alignment was re-purposed as “The Katy Trail” and remains a key element of the regional trail system.

### NEWBLOCK PARK TRAIL

The Newblock Park Trail extends from the east end of Newblock Park and connects with the Katy Trail, just north of the plan area at South 25th West Avenue. The 2016 re-opening of the pedestrian/bicycle bridge at W. 11th Street and Olympia restored much-desired, seamless trails connections in this area.

### SOUTHWEST BOULEVARD/OLD SAPULPA LINKAGE

This trail connects the River Parks trails (south and west of Crosbie Heights) to the Katy Trail. This linkage follows city streets and does not have dedicated cycle tracks.

### TRAIL CONNECTIONS

In addition to the defined trails described above, the small area planning effort identified three informal (or volunteer) trail connections the Katy Trail on the north boundary of the study area. These are located at the dead-end streets of N. Vancouver, N. Olympia and N. Nogales Avenues.

Map 23 identifies key trail locations throughout the planning area.

### Economic Development

Most non-residential land uses within the plan area boundary are businesses or places of employment that include service based industries to manufacturing facilities and add economic viability to the community. At the northern

Map 23: Trail Connections Map



7.72

edge of the plan boundary there is a construction company. To the east of the plan area, there is a vending and office coffee service provider that supplies the region with a full range of vending supplies and products. Throughout the plan area, churches provide services that both stimulate the local economy and serve the public good. There are currently at least 8 churches in the plan area.

### EMPLOYMENT

The current employment establishments in Crosbie Heights do not include any large scale offices, warehouses, light manufacturing facilities, high technology/clean manufacturing establishments, or information technology companies that provide Tulsa with the extensive employment opportunities.

Based on the Tulsa County Assessor's data available at the writing of this plan, there were 22 non-residential properties with improvements. Not all of these properties held active businesses or non-profits. This information is shown in Map 24 and Table 7. Several of the businesses in Crosbie Heights are storage/warehousing.

Provisions of the Zoning Code, as amended in 2016, present more opportunities for local employment, through mixed-use zoning and more flexible parking requirements.

### INFILL

Infill that is beneficial to economic development is often targeted and considers the character of the location. Currently there are approximately 215 unoccupied parcels in the plan area. This

**Map 24:** Crosbie Heights Non-Residential Land Uses





## Part II: The Plan

creates a large opportunity for infill development. Most of the unoccupied parcels would gain the most benefit from residential infill while the minority would achieve the greatest benefit through commercial infill.

**Table 7:** Crosbie Heights Non-Residential Land Uses

No.	Category	Name	Address
1	Business	Kent R. Hudson Attorney at Law	308 S. Nogales Avenue
2	Business	Homestead Nursing Home	1021 Charles Page Boulevard
3	Business	Timber and Beam Solutions & West Architecture	1515 W. Archer
4	Business	Blue Sky Supply	18 N. Maybelle Avenue
5	Business	Clark Lee Coble	912 W Admiral Blvd
6	Business	Steve Cowen	116 N Quanah Ave
7	Business	Little John Speedboys, LLC	1301 W Archer St
8	Business	Basil and Vickie Roberts	101 N Quanah Ave
9	Business	Double J Cattle Company LLC	1218 W W Archer St
10	Business	Happy Hammer LLC	1221 W Charles Page Blvd
11	Business	Disdier General Supply Inc	1014 W 7 St
12	Business	Makaula, Dennis & Lea Caudle & Thea Kelly	1409 W Charles Page Blvd
13	Business	April McConnell	2410 W Admiral Blvd
14	Church	Divine Inheritance Ministries	1203 W. Archer
15	Church	Christ Gospel Church	102 S. Nogales Avenue
16	Church	Nogales Avenue Baptist Church	1407 W. Bowen Place
17	Church	Ribbon of Blue Ministries	24 S. Rosedale Avenue
18	Church	Living Hope Baptist Church	1401 Charles Page Boulevard
19	Church	New Beginnings Community Church	3 N Phoenix Avenue
20	Non-profit	pH Community House	306 S. Phoenix Avenue
21	Non-profit	Tulsa Metropolitan Ministries	221 S. Nogales Avenue
22	Non-profit	Magic Empire Council of Girl Scouts	1720 W Admiral Blvd



7.75

# Chapter 4: Building the Vision

Throughout the planning process, the Crosbie Heights Citizen Advisory Team and all participants collected data and observations to inform the community's vision for the future.

This chapter documents the process and rationale within the following categories:

Preliminary Survey

SWOT Analysis

Visual Preference Survey

Visioning Workshop

"Big Ideas"

The results of these tasks culminated in the Vision Statement, a supporting Vision Map, and a summary of Desirable Outcomes, all in Chapter 5 Vision.

### Preliminary Survey

As part of Step 1: INITIATE, before the public planning process began in April 2015, interested parties were asked through survey questions about basic demographics, impressions of the area, and expectations for the planning process. Results below are ranked by frequency mentioned in the survey.

#### CHALLENGES

- Neglected infrastructure
- Absentee landlords
- Vacant Parcels
- Unkempt properties
- Homeless population
- Public safety
- Traffic speed
- Nearby jail and criminal justice facilities

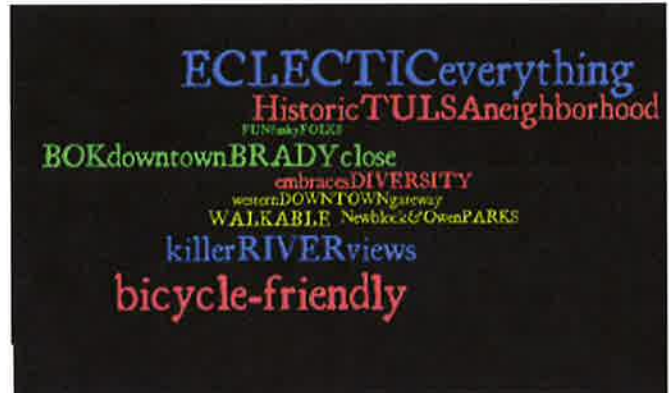
#### STRENGTHS

- Eclectic everything
- Bicycle-friendly
- Historic Tulsa neighborhood
- River views
- BOK Arena, downtown, and Brady nearby
- Parks (Newblock and Owen) nearby
- Walkable
- Embraces diversity
- Fun and funky folks

This survey was not statistically valid; participants were self-selecting. However, the results revealed their general impressions of the area to provide a baseline for future discussion and validation throughout the process.



"Challenges" identified in the Preliminary Survey



"Strengths" identified in the Preliminary Survey

### SWOT Analysis

During STEP 2: Engage, the Crosbie Heights CAT and other stakeholders considered existing conditions and circumstances in the Crosbie Heights area by participating in a SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis.

The SWOT analysis documented the perceptions of those who live, work, and visit the area.

Crosbie Heights' SWOT Baseline: in 2011,

numerous Crosbie Heights residents participated in a SWOT Analysis as part of planning activities with nearby neighborhoods (Owen Park, Country Club Square and Brady Heights). Ideas developed at that time provided the baseline for the Crosbie Heights SAP SWOT Analysis.

At the May 12, 2015 CAT meeting, participants were asked reflect on the baseline SWOT inputs; new ideas were discussed and recorded for the upcoming SWOT exercise.



"Challenges" identified in the Preliminary Survey



# Part II: The Plan

Figure 4: Strengths

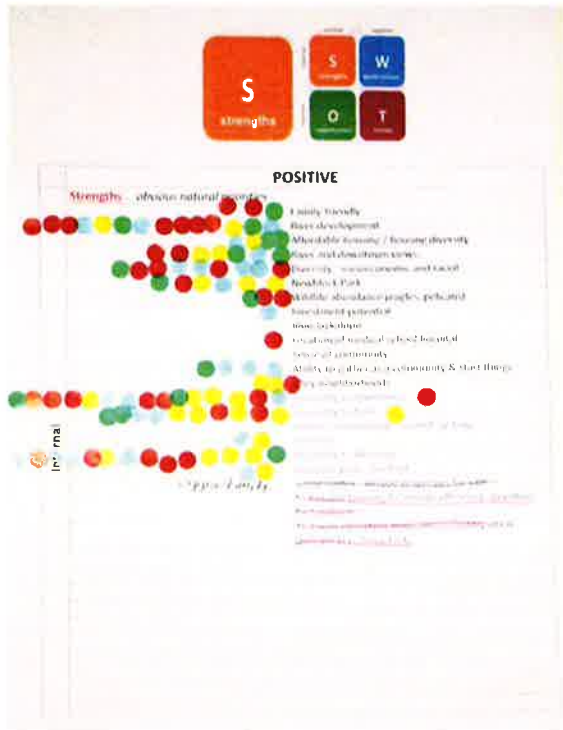


Figure 5: Weaknesses

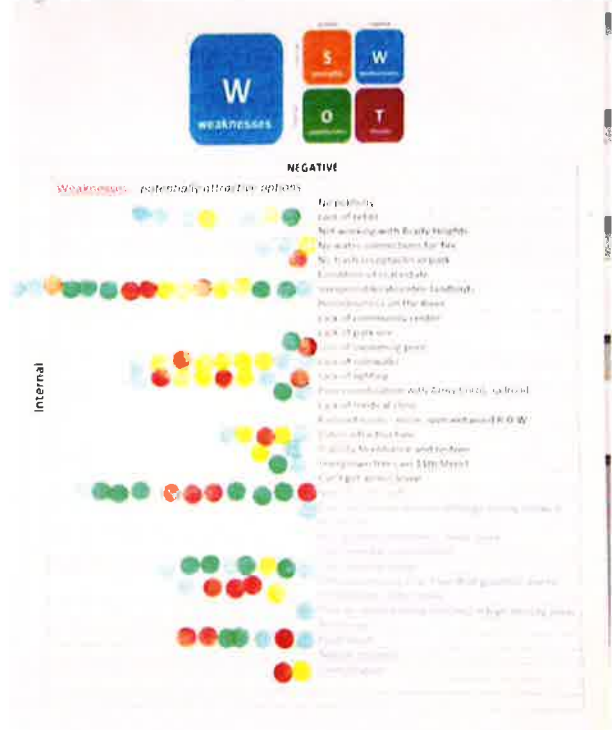


Figure 6: Opportunities

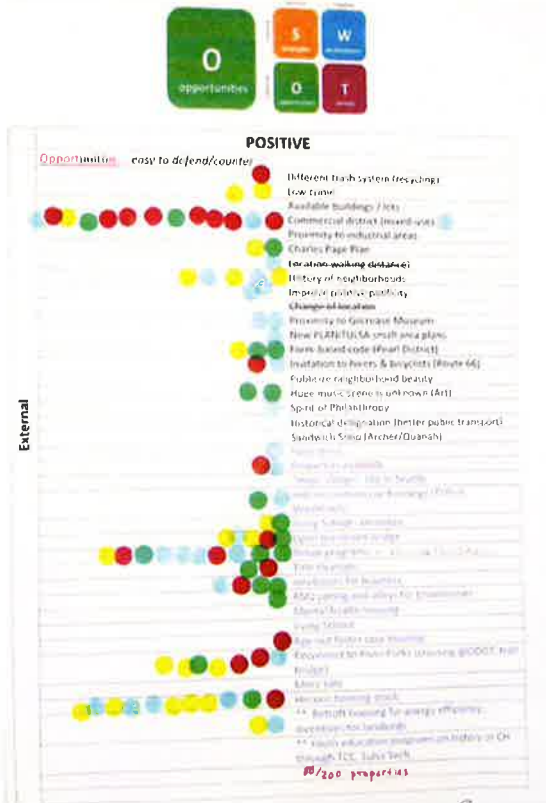
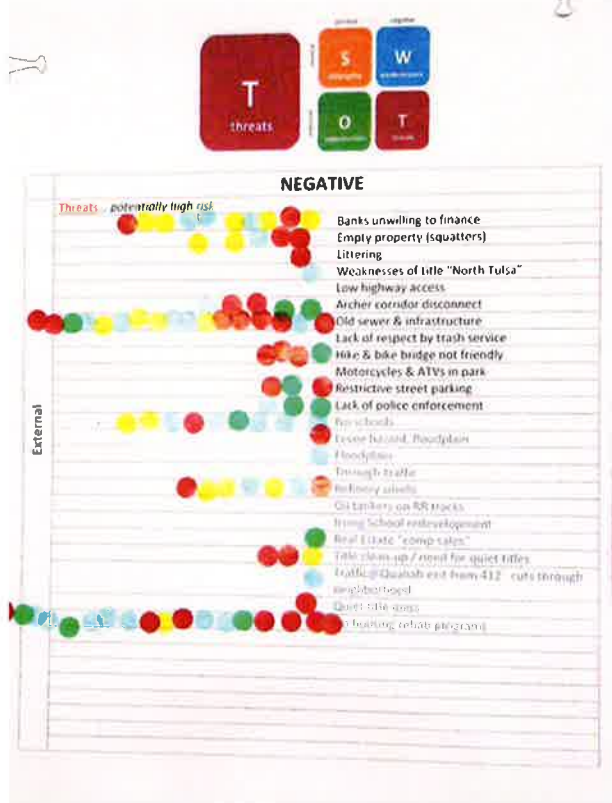


Figure 7: Threats



7.78

Step 3: UNDERSTAND involved collecting data, analyzing, and compiling data and information on the neighborhood. Information from Step 2 was used to guide this process.

### 2015 SWOT EXERCISE

As part of STEP 4: ENVISION, a SWOT Analysis for Crosbie Heights was conducted at the June 23, 2015 open meeting of the CAT. Planners led participants in an exercise that resulted in a cumulative list of the area's SWOTs.

All issues (baseline and new) were organized on posters for all attendees to review. Using a technique called the "dot-ocracy", each participant rated which strengths, weaknesses, opportunities, and threats that he/she considered most important with adhesive dots. At the end of the exercise, results were tabulated, redistributed to the CAT and posted online.

Results of the Crosbie Heights SWOT Analysis are presented in Table 8 and Figures 4-9.

**Table 8:** SWOT Exercise Results

STRENGTHS		WEAKNESSES	
<b>Total for SWOT</b>	<b>98</b>	<b>Total for SWOT</b>	<b>91</b>
Proximity to Downtown	16	Irresponsible/absentee landlords	16
River Development	14	Need to calm traffic	11
Proximity to trails (bicycle/pedestrian)	14	Lack of sidewalks	9
Diversity: socioeconomic and racial	9	Lack of retail	8
River and downtown views	7	Lack of lighting	8
Newblock Park	6	Trail closed at bridge	8
---	---	Food desert	7
All others, including housing affordability and diversity, sense of community and family-friendliness, alley neighborhoods	32	All others, including dated infrastructure, potential for gentrification, poor coordination with Army Corps and railroad, inability to enhance and restore declining properties	24

OPPORTUNITIES		THREATS	
<b>Total for SWOT</b>	<b>88</b>	<b>Total for SWOT</b>	<b>92</b>
Commercial district (mixed-use)	13	No housing rehabilitation programs	18
Re-open trail bridge to River Parks	12	Older sewers, infrastructure	17
Historic housing	11	Banks unwillingness to finance	10
Rehabilitation programs (housing/buildings)	10	No schools in the area	9
---	---	Noxious odors from the refinery	7
All others, including re-opening trail bridge, Charles Page Plan, promotion of area's assets, proximity to Gilcrease Museum, resolving quiet title issues, need for food store.	46	All others, including squatters in vacant properties, Archer corridor, ped/bicycle bridge is unfriendly, lack of police enforcement, levee and floodplain hazards, cut-through traffic @ Quannah exit from Hwy 412.	31

7.79

2019



# Part II: The Plan

## Visual Preference Survey

During STEP 4: ENVISION, thirty-six people, including members of the Crosbie Heights CAT and other stakeholders participated in a Visual Preference Survey to gather insight into the way people would prefer to see future development in the plan area. Through a Visual Preference Survey, participants can determine preferences for various types of community design, architectural styles, landscaping and streetscaping, and/or built-environment options. It also provides an opportunity for stakeholders to determine which components of a plan might contribute positively to a community's overall image or features and builds consensus throughout the visioning and planning process.

Crosbie Heights participants reviewed arrays of photos within thirteen categories related to planning and design with 20 seconds to react to each image, and to score each photo based on their reactions to the images. The scoring range was -2 to +2.

After each timed section, the facilitator noted key elements to draw participants to different components of the photo. Participants assigned scores to seventy (70) photographs during the 45 minute exercise.

The summary at right includes the photos representing the highest and lowest average

### SINGLE-FAMILY DWELLINGS



Average HIGH Score: 1.79

Bungalow style, large front porch, raised foundation with steps to sidewalk, garage at rear, small yard setbacks.



Average LOW Score: -0.52

Modern style, recessed front door, auto-focused with large driveway and dominant garage, small yard setbacks.

### MULTI-FAMILY DWELLINGS



Average HIGH Score: 1.45

Unique style/design, two stories, front porches, two stories, parking at rear, small yard setbacks.



Average LOW Score: -0.70

Visual elements: Row homes, facade of brick and siding, two stories, dominant garages, set back from street.

### COMMERCIAL BUILDINGS



Average HIGH Score: 1.55

Direct street frontage, traditional brick facade, large windows with awnings, wide sidewalks.



Average LOW Score: -1.42

Contemporary strip mall design, separated from street by large parking lot, minimal sidewalks and landscaping.

### COMMERCIAL PARKING AREAS



Average HIGH Score: 1.03

Parallel on-street parking, curb bump-out, shade trees.



Average LOW Score: -1.48

Large, expansive asphalt lot, no relief or shade, no landscaping.

### RESIDENTIAL PARKING AREAS



Average HIGH Score: 0.50

Parallel on-street parking, only on one side of the street.



Average LOW Score: -1.09

Off-street parking in front of the house, paved front yard.

On-street parking or parking in the rear of the home is preferred in this plan area.

7.80



### OPEN SPACE



**Average HIGH Score: 1.55**

Programmed activity in a community garden, enclosed/protected, diverse landscaping for visual interest.



**Average LOW Score: -1.24**

Vacant lot exclusively landscaped with turf, no community programming,

### TRAILS



**Average HIGH Score: 1.42**

Informational signs, paved and striped, amenity of trail side seating.



**Average LOW Score: -1.24**

Unimproved appearance (overgrown with no paving or lighting) conveys a security risk.

### STREET CHARACTER AND AMENITIES



**Average HIGH Score: 1.21**

Well marked for multi-modal transportation, sidewalks, parallel parking, lighting and landscaping.



**Average LOW Score: -0.45**

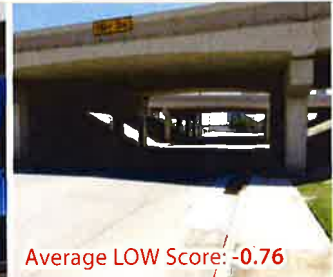
No lane striping, no sidewalks, overgrown with no lighting.

### ROADWAY UNDERPASS



**Average HIGH Score: 1.03**

Decorative art as relief from concrete, traffic-calming effect, narrow sidewalk



**Average LOW Score: -0.76**

Stark appearance, narrow sidewalk, unclear lane striping, no lighting.

### INTERSECTION DESIGN



**Average HIGH Score: 1.55**

ADA-compliant, defined crosswalks with crossing signal, streetscaping (lights and trees).



**Average LOW Score: -1.45**

Not ADA-compliant, too wide for safe pedestrian crossing, no defined crosswalks or crossing signals, no adjacent sidewalks, no street trees.

### CROSSWALK DESIGN



**Average HIGH Score: 1.64**

Clear markings with crossing signal, ADA-compliant, protected travel lanes for all travel modes, street trees.



**Average LOW Score: -0.55**

Interrupted crosswalk, no crossing signal, trees only on one side of the street.

### SIDEWALKS



**Average HIGH Score: 1.42**

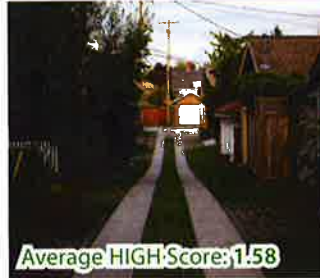
Separation from the street, street trees and landscaping to provide shade.



**Average LOW Score: -1.27**

Narrow, with no separation/buffer from street's edge, appears unsafe, utility poles within sidewalk, minimal trees.

### ALLEYWAYS



**Average HIGH Score: 1.58**

Accessible with garages facing the alley, some permeable surfaces, well-maintained with some landscaping, utility poles at rear of homes.



**Average LOW Score: 0.21**

Also accessible, but fully paved (no permeable surfaces), utility poles at rear of homes, less landscaping and visual relief.

# 7.81



# Part II: The Plan

scores for each section, with descriptions of key visual elements represented by each photo.

## Visioning Workshop Results

Information and ideas developed through previous steps of the planning process provided the foundation for this hands-on community planning workshop to further develop Crosbie Heights' vision for the future. On Saturday, August 2, 2015, approximately fifty participants – including stakeholders, staff and facilitators (local design professionals) – listened to an inspirational keynote address and reviewed the work to date, with the goal of applying key information and desirable concepts to Crosbie Heights.

### Team 1: Western Gateway



Attendees formed four groups at separate tables, each led by a facilitator. Facilitators worked with their respective tables to translate the ideas to physical locations on the plan area map. Each group assigned a descriptive name to their respective map, to capture the essence of their ideas and vision for the plan area. A spokesperson for each group then presented the maps to the all attendees. Crosbie Heights workshop Vision maps are presented below.

Following the workshop, notes and Vision maps were further refined as volunteer design professionals. The results were presented as "Big Ideas" for public input at WaterWorks.

### Team 2: Crosbie Connected



### Team 3: The Phoenix Rising



### Team 4: Yester Year Future Focused





Big Ideas

Survey responses supported the following key plan elements as illustrated here; levels of support are indicated by associated dashboards.

Respondents generally supported the preservation and enhancement of existing single-family neighborhoods, improved transportation and transit options, urban design enhancements to foster place-making specifically gateways and underpass enhancements, and the introduction of open space amenities in flood-prone areas.

### Land Use

- Mixed-Use  Low Support
- Live-work: low support but visually appealing  Low Support



### Parks, Trails, and Open Space

- Trail Improvements  Supported
- Community Gardens  Supported
- Water Features  Supported




### Transportation

- Transit improvement on Charles Page  High Support
- Street improvements, [especially bike lanes and landscaping]  Supported
- Sidewalk improvements throughout the neighborhood  Supported
- Alleyways  Supported

### Housing

- Density outside of current patterns  Low Support
- Residential Development [only as single family homes]  Supported

### Urban Design

- Gateways  Low Support
- Underpass improvements  Supported
- Historic Redevelopment  Low Support

7.83



### Chapter 5: Vision

The Tulsa Comprehensive Plan suggests that all small area plans should include a vision statement that articulates what the area should be in “10 to 20 years.” A vision statement should be inclusive in its values, concisely written and positive in its outlook.

This Chapter includes the Vision Statement and a plan area Vision Map, with supporting images from the community engagement processes.

The Crosbie Heights Vision Statement was

developed through numerous discussions throughout the planning process. The Citizen Advisory Team considered prevalent themes from early surveys, analysis of existing conditions and SWOT priorities, themes portrayed in Vision Maps from the Visioning Workshop and community support in response to subsequent “Big Ideas”. Participants independently suggested words to describe the resulting Vision.

Subsequently, the Crosbie Heights CAT and other participating stakeholders crafted this Vision

## Vision Statement

In ten to twenty years...

... historic Crosbie Heights will be known as the eclectic Tulsa neighborhood that is welcoming and convenient, respects tradition and embraces the future.

Statement to represent future aspirations for their neighborhood.

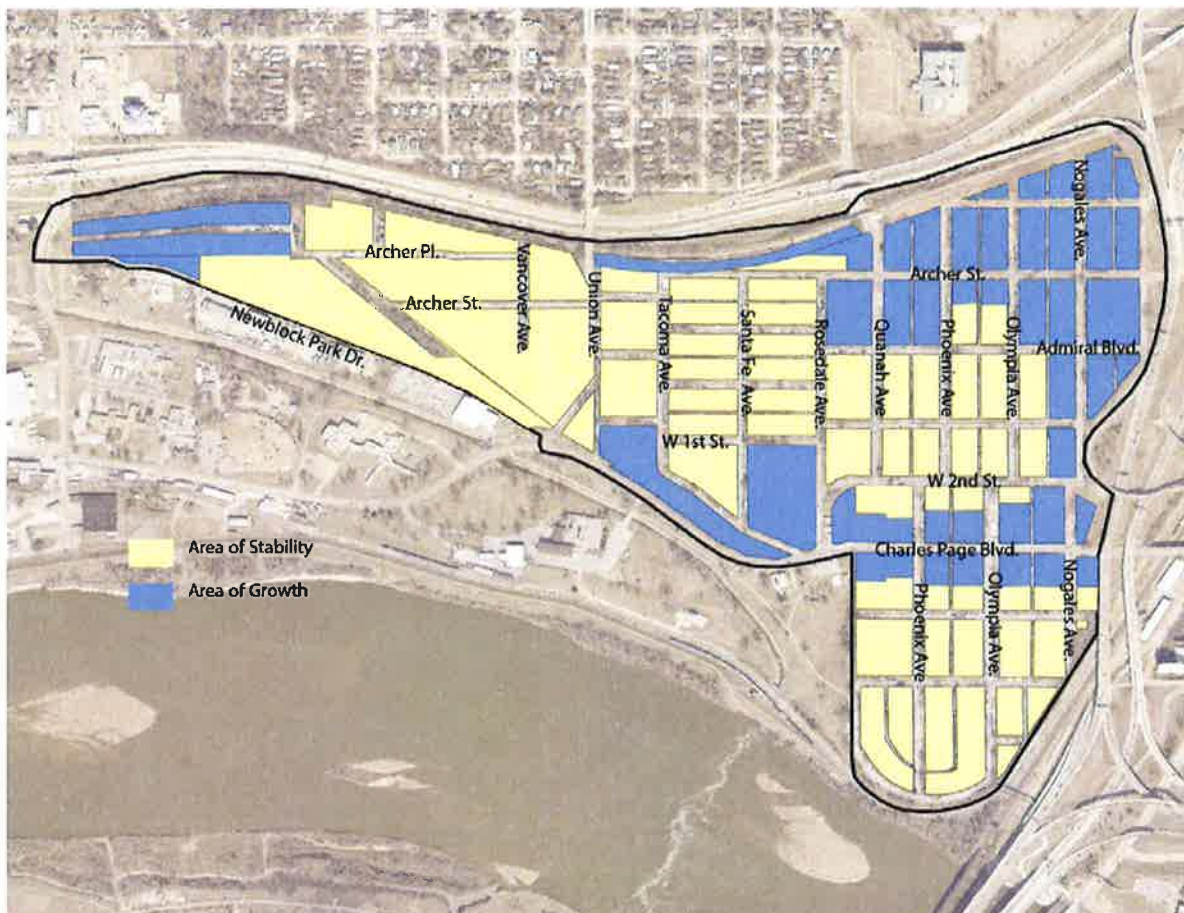
### Land Use Recommendations

Part of the small area planning process is to create a vision for future development within the plan boundary. The Crosbie Heights planning process echoed the need for infill development that complements the single family density and character. Revitalization of historic neighborhood commercial centers to provide local services was also a common theme. Map 25 below shows the recommended growth/stability designations. Map 26 shows the recommended land use designations and the following narratives explore recommended changes.

1) Downtown Neighborhood. The connection along Archer to downtown and close proximity to the highway system will attract higher density redevelopment. This higher density development should be buffered from the single family residential, but include a mixture of uses to enliven the Crosbie Heights as well as complement downtown Tulsa and the adjacent trail.

2) Mixed Use Corridor. This area along Charles Page Blvd enjoys a strong vehicular connection to downtown and the neighboring amenities. Envisioned multimodal improvements along the road way will encourage new pedestrian and bicycle traffic. Mixed- Use Corridor landuses will best match these improvements and the

Map 25: Crosbie Heights Growth\Stability



7.85

# Part II: The Plan

surrounding residential neighborhood.

3) Parks and Open Space. This City-owned undeveloped land contains steep, vegetated slopes. It is separated from the rest of the employment area by Newblock Park Drive and backs onto residential properties. Any development in these sites will require mitigation to protect the slopes from extensive erosion and will have to blend with the residential properties.

Former residential lots in the heart of Crosbie Heights were procured as part of a stormwater mitigation project.

4) Neighborhood Center. This area contains several historic commercial properties at the corner

of Quannah and Archer, warehouse/staging area, and single family residential. The Neighborhood Center designation encourages continued mixed use but at a lower density than the Downtown Neighborhood.

Map 25: Crosbie Heights Land Uses



7.86



## Priorities, Goals and Recommendations

### INTRODUCTION

The recommendations set forth in this section of the Crosbie Heights Small Area Plan are the means by which the vision is intended to be implemented. This chapter is organized into priorities, goals, and implementation measures.

Priorities are topical areas that address the vision. They identify over-arching steps toward plan implementation.

Goals are the general, attainable objectives of each priority.

Implementation measures are policies, public/private partnerships or investments that help the plan area reach its identified goals.

Planning terms referred to within this chapter are defined as follows:

PLANiTULSA is also referred to as the “Tulsa Comprehensive Plan”

The PLANiTULSA land use categories (also called “building blocks”) identify appropriate future land use, transportation, employment and housing density and basic design characteristics of the area.

Current zoning classifications identify uses allowed by right. Future requests for zoning changes will be evaluated for their appropriateness relative to the land use categories adopted in this plan.

### PRIORITY 1

**ALIGN AND BALANCE THE FUTURE LAND USES OF THE CROSBIE HEIGHTS VISION WITH PLANiTULSA’S CITYWIDE VISION WHEN CONSIDERING FUTURE LAND USE CHANGES.**

### Goal 1 -

**Stabilize the Crosbie Heights area through changes to PLANiTULSA’s Land Use and Areas of Stability/Growth maps.**

- 1.1 Amend PLANiTULSA’s policies with the recommendations of this plan.
- 1.2 Update PLANiTULSA’s Land Use and Areas of Stability and Growth maps to reflect the Crosbie Heights Vision. For reference, see Map 25.

### Goal 2 -

**Promote development of complete neighborhoods, defined in the Comprehensive Plan (P. LU-18) as “neighborhoods that blend... amenities, connectivity, and housing options together.”**

- 2.1 Implement PLANiTULSA’s Complete Streets policies for the Charles Page Boulevard multi-modal corridor.
- 2.2 Provide safe connections via appropriate sidewalk and roadway investments within Crosbie Heights and from Crosbie Heights to adjacent neighborhoods north of Highway 412 and to downtown Tulsa.
- 2.3 Review capital projects in the area to incorporate connection improvements at gateways and crossings as identified in the plan.
- 2.4 In accordance with land use designations, support redevelopment to include a mix of smaller residential structures (e.g., duplexes, triplexes and cottage houses) to provide housing for the socioeconomic diversity (e.g, income, age, mobility) in the neighborhood.
- 2.5 Support redevelopment that provides

## Part II: The Plan

commercial services within portions of the plan area with appropriate land use designations. Such amendments should address the inclusion of mixed-use developments in those areas.

- 2.6 Support redevelopment and revitalization projects that utilize urban design elements found in the neighborhood and correspond to the neighborhood's vision.
- 2.7 Support Zoning managed short term rentals that are not detrimental to the neighboring properties.

### **Goal 3 - Require appropriate physical transitions between conflicting land uses within Crosbie Heights, and between the neighborhood, the Arkansas River and adjacent highways through design that includes adequate buffers.**

- 3.1 Support buffers between residential land uses and commercial or employment developments that are commensurate with land use intensities.
- 3.2 Place appropriate fencing, lighting, and landscaping on public land between private residences and public trails and recreation areas to protect the safety and privacy of property owners.
- 3.3 Require the retention of existing, substantive trees and integration into site plans of future developments.
- 3.4 Maintain the area's historic character by supporting new developments that are appropriate in scale and setbacks to adjacent residential or commercial neighborhoods.
- 3.5 Address development pattern, massing,

scale, and transition in areas designated Downtown Neighborhood to protect neighboring residential areas when taking zoning actions.

### **PRIORITY 2**

### **PRIORITIZE THE PRESERVATION OF OPEN SPACE AND THE NATURAL ENVIRONMENT IN FUTURE DEVELOPMENT.**

### **Goal 4 - Integrate new construction with the natural environment and aesthetics of the area's unique location.**

- 4.1 New developments should accommodate and integrate the area's natural topography, floodways, and proxim to the Arkansas River.
- 4.2 Protect viewsheds of downtown Tulsa and the Arkansas River when approving new development using regulatory tools such as a design overlay
- 4.3 Support and encourage low-impact development (LID) practices to improve stormwater quality and reduce runoff.

### **Goal 5 - Improve park and open space amenities.**

- 5.1 Develop open space and flood-prone areas with amenities such as community gardens or passive public open spaces.
- 5.2 Fund capital improvements and recreation programming in Newblock Park, Joe Station Bark Park, and Owen Park to complement the quality of community life within Crosbie Heights.
- 5.3 Fund capital improvements to expand and maintain the regional trail system.

**Goal 6 -  
Improve and stabilize flood control in Crosbie Heights.**

- 6.1 Preserve natural drainage areas including natural stream restoration and green space where appropriate.
- 6.2 Protect areas with steep slopes by supporting LID and other storm water mitigation technologies in new developments.
- 6.3 Design and implement road and drainage improvements along Charles Page Boulevard and in residential areas to mitigate future potential flooding.
- 6.4 Complete property acquisitions associated with the flood mitigation projects.
- 6.5 Advocate for continued improvements to the Arkansas River levee system for the long-range protection of properties in Crosbie Heights.

**PRIORITY 3  
SUSTAIN THE ECONOMIC VIABILITY OF CROSBIE HEIGHTS IN THE FUTURE.**

**Goal 7 -  
Promote historic assets and the neighborhood as important to Tulsa’s development and as foundations for future economic vitality in Crosbie Heights.**

- 7.1 Include the history of Crosbie Heights and nearby Newblock Park - including the WaterWorks Art Center - in promotional materials related to Route 66, River Parks trails, and Gilcrease Museum.
- 7.2 Install welcoming and directional signs to

connect the pedestrian/bicycle trail bridge and other points of entry to and egress from Crosbie Heights.

- 7.3 Fund the design, implementation, and maintenance of cultural amenities such as public art, gateway monuments and signage to promote Crosbie Heights’ identity.

**Goal 8 -  
Promote revitalization in Crosbie Heights that supports the plan’s Vision and enhances the image of Crosbie Heights and designate as an urban renewal area.**

- 8.1 Encourage and allow compatible infill
- 8.2 Support infill development that respects the area’s established, older homes and buildings
- 8.3 Fund and implement a pilot study of alleyways designated in the plan, to evaluate the feasibility of restoring or repurposing alleyways that continue to enrich the character of the plan area.
- 8.4 Work with the Tulsa Development Authority (TDA) to resolve property title issues that impede or prevent redevelopment of vacant and derelict properties in the plan area.
- 8.5 Promote the advantages offered within Crosbie Heights and other near-downtown neighborhoods as with local developers and realtors.
- 8.6 Promote code enforcement to monitor property maintenance concerns to support stabilization.

**Goal 9 -  
Encourage and support convenient neighborhood-level economic development.**

7.89

2019



- 9.1 Support zoning map amendments that correspond with the Crosbie Heights Vision and recommended land uses.
- 9.2 Support the re-purposing older commercial buildings near Quanah Avenue and Archer Street, and the Irving School site in a manner that is compatible in scale and design with the early character of Crosbie Heights.
- 9.3 Support the reconfiguration of parcels in the area west of where W. Archer Pl. ends to accommodate development.

**PRIORITY 4**  
**IMPROVE LOCAL CONNECTIONS TO THE METROPOLITAN AREA'S TRANSPORTATION SYSTEM.**

**Goal 10 -**  
**Program trail and pedestrian/bicycle improvements throughout the area.**

- 10.1 Construct sidewalks or multi-use trails along all secondary arterials and residential collector streets, as designated in Tulsa Metropolitan Area Major Street and Highway Plan (MSHP).
- 10.2 Design and construct protected/dedicated bike lanes on Charles Page Boulevard and safe connections to nearby bicycle trails.
- 10.3 Install well-marked pedestrian crossings and rapid flashing beacons at the Nogales, Olympia and Phoenix Avenue intersections with Charles Page Boulevard.
- 10.4 Amend the Connected 2045: Regional Transportation Plan to include all improvements recommended in this plan.

**Goal 11 -**  
**Program transit improvements to better connect Crosbie Heights to the regional mass-transit system (aka Tulsa Transit).**

- 11.1 Modify bus route(s) connecting Crosbie Heights to the Tulsa Transit's downtown transit hub (Denver Station) at West 3rd Street and Denver Avenue), to provide the neighborhood with access to alternate transit routes, including the proposed Bus Rapid Transit service along Peoria Avenue.
- 11.2 Fund the installation of improvements (e.g., sidewalks, other pedestrian facilities) that provide complete access to any new transit/bus stop(s).

**Goal 12 -**  
**Maintain excellent automobile connectivity within Crosbie Heights.**

- 12.1 Study what left-turn improvements on Charles Page Boulevard within the plan area would be appropriate.
- 12.2 Implement on-street and off-street parking solutions within established areas and in areas of new development that support safety and the plan area's Vision to protect the pedestrian realm and preserve the area's historic character.
- 12.3 Change the MSHP designation of Charles Page Blvd to Multimodal Urban Arterial, as supported in the Multimodal Mobility Corridor Study prepared on September 2015.
- 12.4 Retain alleys and existing automobile circulation system.

**PRIORITY 5**

### PROTECT PUBLIC SAFETY AND WELFARE.

#### Goal 13 -

#### **Increase transportation safety for all modes of travel and all types of travelers.**

- 13.1 Develop a Sidewalk Improvement Plan to prioritize capital funding to build, replace, or restore sidewalks within Crosbie Heights.
- 13.2 Construct multi-modal travel improvements along Charles Page Boulevard, including a “road diet” that allows for automobile travel, protected bike lanes in both directions, and sidewalks.
- 13.3 Fund and implement safety measures, including rapid-flashing beacons and well-marked crossings at the Nogales, Olympia and Phoenix Avenue intersections with Charles Page Boulevard.
- 13.4 Install a traffic circle at the intersection of West 2nd Place, Rosedale Avenue and Charles Page Boulevard to improve safety.
- 13.5 Install traffic calming measures, including speed limit enforcement, on Charles Page Boulevard within Crosbie Heights.
- 13.6 Fund enhanced signage and traffic-calming measures along Charles Page Boulevard, along Quanah Avenue south of Highway 412 and along West Archer Street.

#### Goal 14 -

#### **Foster programs and relationships with all first responders to address public safety issues.**

- 14.1 Support formal communications programs between the Tulsa Police Department (Gilcrease Division) and community organizations including the Crosbie Heights

Neighborhood Association, neighborhood churches, and non-profit organizations, to foster positive relationships and sustain public safety within the plan area.

- 14.2 Develop programs to provide public safety information on an ad hoc basis via social media outlets through the City of Tulsa (e.g., Tulsa Police, Tulsa Fire, Working in Neighborhoods, Planning) to engage residents in support of public safety.

#### Goal 15 -

#### **Use planning and design solutions to enhance public safety.**

- 15.1 Develop a Streetscape Implementation Plan to prioritize public funding to restore/replace or install streetlights, enhance underpasses, and other streetscape features within Crosbie Heights.
- 15.2 Ensure public land, trails, and recreation areas have appropriate lighting, connections, and design solutions to enhance public safety and accessibility.

#### Goal 16 -

#### **Support, develop, and fund awareness programs and access to critical information regarding emergency preparedness and disaster recovery.**

- 16.1 Fund communications programs to inform residents at risk due to flooding, Arkansas River levee breaches, fire, earthquake preparedness, severe weather, and hazards associated with noxious fumes and possible chemical spills associated with nearby rail and highway facilities.

## Part II: The Plan

16.2 Fund and develop an Arkansas River Levee Plan to assess Tulsa's risks and liabilities associated with the aging Arkansas River levee system, and to prioritize public funding initiatives to replace and maintain the levees system, in cooperation with the U.S. Army Corps of Engineers.

### **PRIORITY 6**

#### **IMPLEMENT RECOMMENDATIONS OF THE CROSBIE HEIGHTS SMALL AREA PLAN.**

Goal 17 -

**Establish benchmarks to measure the plan's**

#### **success in implementing the vision.**

- 17.1 Establish objective and quantitative benchmarks based on the plan's implementation measures.
- 17.2 Revisit this plan every five years to review the plan's implementation progress towards achieving the Vision.



## TMAPC Staff Report

January 16, 2019

### Unity Heritage/Greenwood Neighborhoods Sector Plan Amendment

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- A. Item for consideration:** Adopt a resolution of the Tulsa Metropolitan Area Planning Commission (TMAPC) determining that the proposed amendment to the Unity Heritage/Greenwood Neighborhoods Plan is in conformance with the Tulsa Comprehensive Plan and providing a recommendation to City Council.

The plan's study area is bounded by I-244/Crosstown Expressway on the South, Highway 75/Cherokee Expressway on the East, the Gilcrease Expressway on the North, and the L.L. Tisdale Parkway on the West, excluding the areas east of Yorktown Avenue. A triangular site on the east side of Highway 75, bounded by Pine Street, Utica Avenue, and Highway 75 is also included. The plan area includes landmarks such as the Brady Heights Historic District, Oklahoma State University's Tulsa campus, Langston University Tulsa, Booker T. Washington High School, and Lacy Community Center.

- B. Background:** The proposed amendment to the Unity Heritage/Greenwood Neighborhoods Plan provides necessary statutory language to define the plan area as an Urban Renewal Area. It also includes a blight study, which was done in 2018 by the City of Tulsa Working in Neighborhoods (WIN) Department.

The Unity Heritage/Greenwood Neighborhoods Plan is prepared and adopted pursuant to the Oklahoma Urban Redevelopment Law, 11 O.S. 38 – 101, et seq. ("Act"). It creates a new urban renewal area in Tulsa's Unity Heritage/Greenwood neighborhoods. Tools provided by the Act, coupled with appropriate financial support, will facilitate neighborhood stabilization, infill housing development, job creation, public infrastructure upgrades, as well as parks and open space enhancements.

The *Unity Heritage/Greenwood Neighborhoods Plan* was adopted in 2016 as an update to a series of urban renewal plans located throughout the planning area. The plan also included several areas not covered by previous urban renewal plans. The large planning area bordered downtown Tulsa and is an important regional connection in Tulsa. The planning area included much of North Tulsa, which was focused on in the Tulsa Comprehensive Plan (PLANiTULSA) as an area for reinvestment and opportunity. The plan was prepared on behalf of the City of Tulsa and the Tulsa Development Authority (TDA) by Houseal Lavigne Associates.

- C. Process:** This is a request for the Tulsa Metropolitan Area Planning Commission to consider approving a recommendation to the Tulsa City Council finding the proposed amendment to

the Unity Heritage/Greenwood Neighborhoods Plan in conformance with the Tulsa Comprehensive Plan. The following process requirements will be met:

- On December 6, 2018, the TDA Board of Commissioners reviewed and approved Resolution No. 6479, approving the amendment to the Unity Heritage/Greenwood Neighborhoods Plan.
- Prior to consideration, the amendment was submitted to INCOG Staff for determination of conformity with the Tulsa Comprehensive Plan and submission by TMAPC of a written recommendation within 60 days of receipt of the amendment.
- Public notices regarding the date, time and place of the public meetings will be published in the Tulsa World, and posting of notice signs in the affected areas, each having a display area of 9 sq. ft. for a period of 15 successive days, including the day of the hearing, outlining the nature and scope of the proposed Amendment.
- After public notice, Tulsa City Council will hold two public hearings.
- Adoption of a Resolution by the City Council that the area in question is blighted and appropriate for an urban renewal/sector plan project.

**D. Conformance with the Tulsa Comprehensive Plan:**

The Unity Heritage/Greenwood Neighborhoods Plan amendment is in conformance with the following Priorities, Goal and Policies in the Comprehensive Plan.

**LAND USE PRIORITY 2**

Put procedures, 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.*

**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 growth is revitalized through targeted infill and reinvestment.*

*Goal 9— Tulsa North’s economy is at least as robust, sustainable and as stable as the remainder of Tulsa’s economy. Policies to support this goal include:*

- 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.

The proposed amendment is in conformance with the following Goals and Objectives in the Unity Heritage/Greenwood Neighborhoods Plan.

**Goal 1**—*Enhance the desirability of all neighborhoods in the planning area.*

**1.5** Establish a residential tax abatement program for new development or rehabilitation projects that result in lower lot vacancy, increased home ownership, and higher local property values.

**Goal 3**—*Transform and revitalize neighborhoods most impacted by vacancy or poor maintenance.*

**3.2** Utilize the Tulsa Development Authority to acquire vacant, dilapidated or tax delinquent properties, assemble larger project sites, and transfer properties to preapproved developers.

**3.4** Support the removal of vacant and dilapidated structures

**3.5** Establish a “vacant neighbor” program that would allow for the acquisition of undeveloped lots by individuals for an expansion of their lot, or by neighborhood organizations for the development of local open spaces and amenities.

**3.6** Utilize special zoning overlays to allow for innovative and sustainable uses—such as urban agriculture or stormwater management—as primary uses on blocks with large areas of vacancy.

**3.9** Assemble vacant lots and develop neighborhood parks in areas underserved by existing open spaces and access to recreation.

As included above, the Tulsa Comprehensive Plan contains Priorities, Goals and Policies that have provided guidance regarding land use, transportation, housing, and open space for the strategies proposed in the Unity Heritage/Greenwood Neighborhoods Plan. Therefore, the Unity Heritage/Greenwoods Neighborhoods Plan is in accordance with the proposed amendment to the Tulsa Comprehensive Plan.

**E. Staff recommendation:**

Staff recommends that the Tulsa Metropolitan Area Planning Commission adopt a resolution determining that the amendment to the Unity Heritage/Greenwood Neighborhoods Plan is in conformance with the Tulsa Comprehensive Plan and provide a recommendation of approval to City Council.

**Attachments:**

- Unity Heritage/Greenwood Neighborhoods Plan Amendment



8.4

**MEMORANDUM**

**TO:** Susan Miller, AICP  
Director, Land Development Services

**FROM:** O. C. Walker  
Executive Director

**DATE:** December 14, 2018

**RE:** Amendment to the Unity Heritage/Greenwood Neighborhood Sector Plan

---

On December 6, 2018, the TDA Board reviewed and approved a Resolution approving an Amendment to the Unity Heritage/Greenwood Neighborhoods Sector Plan.

This is a request for the Tulsa Metropolitan Area Planning Commission (TMAPC) to review and recommend approval to the Tulsa City Council. The Plan will be presented to the Tulsa City Council for approval. The notice requirements for adoption of this Plan Amendment are the same as for the original adoption of the Sector Plan.

Approval of this Amendment will confirm the intent of the TDA and the City of Tulsa to establish an Urban Renewal Plan within the Sector Plan area. This Amendment has been prepared in response to opinions expressed that the Sector Plan, as originally adopted, did not contain some of the elements required by Oklahoma statutory law to constitute an Urban Renewal Plan.

Approval is critical to allow TDA to exercise its full power for redevelopment assistance under Oklahoma law, including issuance of tax-exempt bonds (should it be desired) and the exercise of eminent domain for the acquisition of property for the elimination of blight, title clearance and redevelopment uses.

Attached are copies of the following documents:

1. Amendment to the Unity Heritage/Greenwood Neighborhoods Sector Plan

OCW/  
Encl.

Cc: Mr. Jot Hartley

### 3. Types of Proposed Renewal Actions

Actions within the Urban Renewal Area shall include such undertakings and activities as are in accordance with this Plan and State Law, including without limitation:

- A. Acquisition of certain properties located within the Urban Renewal Area as set forth in the Plan, as amended, and reassembly of acquired properties into parcels which are of adequate size and shape for private resale for economical redevelopment through the use of public funds and/or private or non-profit funding provided in association with public/private redevelopment agreements;
- B. Demolition, clearance and removal of buildings and improvements and the provision of relocation assistance as set forth in the Plan, as amended;
- C. Installation, construction and reconstruction of public improvements as set forth in this Plan, as amended;
- D. Disposition of property within the Urban Renewal Area as set forth in the Plan, as amended;
- E. Rehabilitation, Conservation, and Neighborhood Preservation. Provide assistance to existing residential and commercial structures to facilitate property revitalization so that they can be brought up to standards compatible with objectives of this Plan and meet all applicable requirements of the City codes and ordinances in order to strengthen neighborhoods;
- F. Infill development and redevelopment through the encouragement and promotion of new construction on vacant or cleared parcels;
- G. Action and regulation for the repair, alteration, and rehabilitation of buildings or other improvements in accordance with the Plan, as amended;
- H. Acquisition of any other property where necessary or desirable to eliminate unhealthful, unsanitary or unsafe conditions, lessen density, eliminate obsolete or other uses detrimental to the public welfare, or otherwise remove or prevent the spread of blight or deterioration or to provide land for needed public facilities; and
- I. Offer Incentives for Real Estate Redevelopment and Job Creation. Through the use of tax increment financing ("TIF") and other financing techniques, provide support through public/private agreements and partnerships to facilitate projects.

#### 3.1 Land Acquisitions

The property proposed to be acquired by the Authority within the Urban Renewal Area shall be any or all of those parcels (or interest therein) located within the Plan Area, as shown on the Map attached hereto as Exhibit 2, which may be amended from time to time as provided by state law.



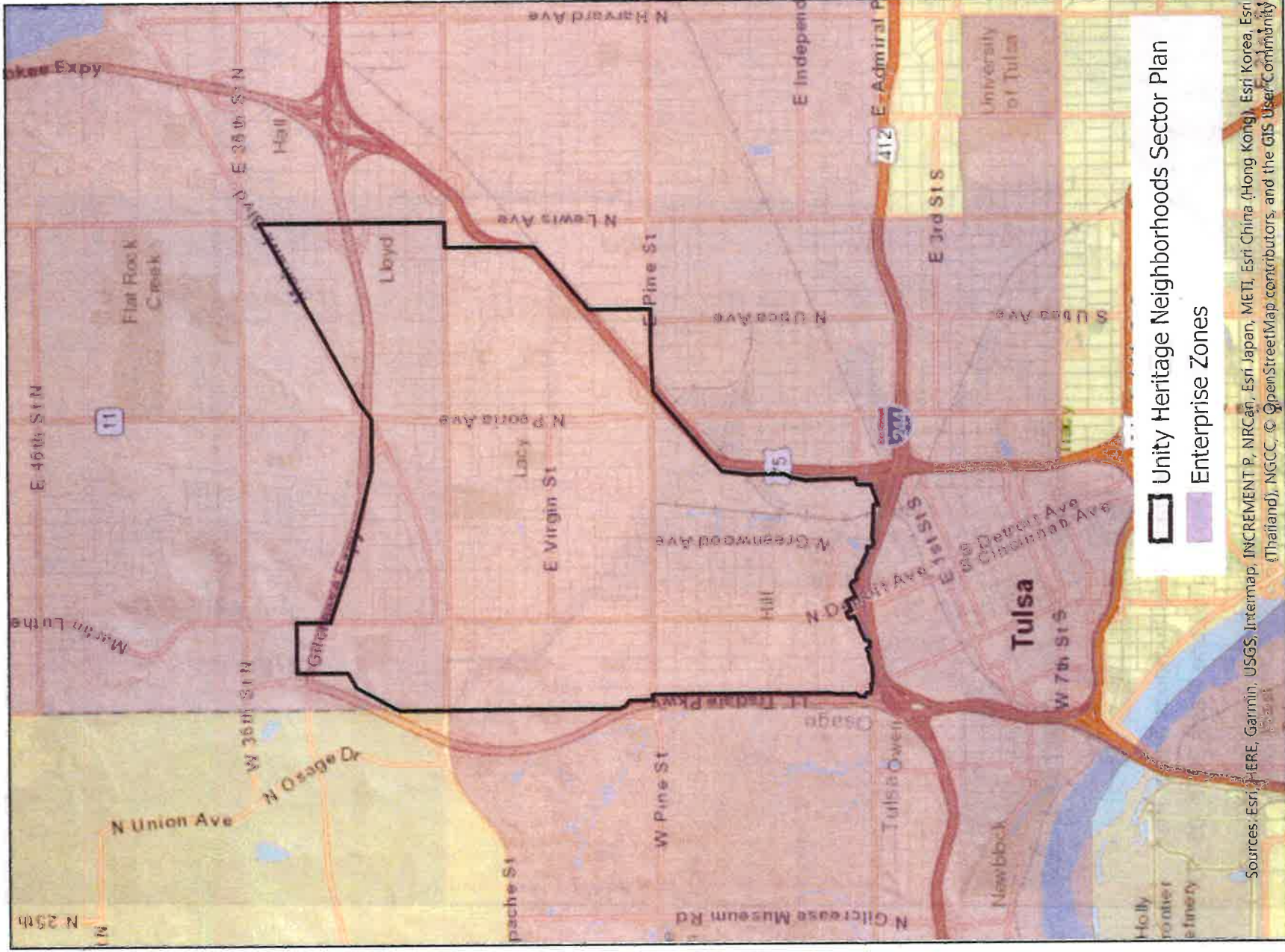
# Federal Opportunity Zones



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community



# Enterprise Zones



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community

TULSA DEVELOPMENT AUTHORITY

AMENDMENTS TO  
THE GREENWOOD-UNITY HERITAGE  
NEIGHBORHOODS SECTOR PLAN

FOR THE GREENWOOD-UNITY  
HERITAGE NEIGHBORHOODS SECTOR  
URBAN RENEWAL PLAN

Approvals:

TDA:	December 6, 2018
TMAPC:	_____, 2019
Tulsa City Council:	_____, 2019

Expires:

AMENDMENTS TO THE URBAN RENEWAL PLAN  
FOR THE GREENWOOD-UNITY HERITAGE NEIGHBORHOODS  
THE GREENWOOD-UNITY HERITAGE  
NEIGHBORHOODS SECTOR PLAN

TULSA DEVELOPMENT AUTHORITY



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# 1. Preface

## 1.1 Description of Plan and Urban Renewal Area

This document contains plan amendments to the Greenwood-Unity Heritage Neighborhoods Sector Plan (the "Plan") for the areas encompassed within the boundaries as defined by the Plan. The previous boundaries are retained for urban renewal purposes. The legal description and street description of the Urban Renewal Area is identical to that of the Plan and is attached hereto as Exhibit 1. Basically, the planning and redevelopment area is the area north of the Inner Dispersal Loop, west of U.S. Highway 75, south of Mohawk Boulevard and/or the Gilcrease Expressway and east of the L. L. Tisdale Parkway.

These Plan Amendments for the Greenwood-Unity Heritage Neighborhoods Sector Plan have been prepared by the Tulsa Development Authority (the "Authority") pursuant to the provisions of Title 11, Sections 101 through 123, Article 38, "Urban Renewal", of the Oklahoma Statutes, as amended ("State Law"). These Plan Amendments are intended to clarify and confirm that the Plan was intended to incorporate and satisfy the provisions and requirements of State Law for establishment of an urban renewal plan.

These Plan Amendments further describe, define and provide for implementation of the statutory authority and powers of the Authority for use in the implementation of public and/or public/private undertakings constituting urban renewal projects (the "Projects") in the areas shown on the land use and future development maps incorporated into the Plan. The Map of the area encompassed by the Plan is also the Map for the Urban Renewal Area and is attached hereto as Exhibit 2 (the "Map" or "Land Use Plan Map").

Those areas shown on the Map attached as Exhibit 2 shall also be defined as the "Urban Renewal Area" or "Area". Except as otherwise provided herein or by any agreement, the administration of the Project and the enforcement of the Plan, as amended, including without limitation the preparation and execution of any implementing documents, shall be performed by the Authority.

## 1.2 Duration

The duration of the Plan, as amended (and the Urban Renewal Plan components contained therein) for the Greenwood-Unity Heritage Neighborhoods Sector will be until Twenty (20) years from the date of approval of this Amendment by the Tulsa City Council, unless extended.

## 1.3 History

The Urban Renewal Area is a blighted area within the meaning of the Act. A Blight Study, prepared by the City of Tulsa Working in Neighborhoods and Planning Departments<sup>1</sup>, details the blighting conditions that exist in the Urban Renewal Area. The Land Use Map is attached as Exhibit 2. The Urban Renewal Area is also both an enterprise area and reinvestment area within the meaning of the Oklahoma Local Development Act, 62 O.S. §850, et seq.

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<sup>1</sup> The Blight Study for Greenwood-Unity Heritage Neighborhoods Urban Renewal Area is attached as Exhibit 3.

---

The following amendments and modifications to the Plan are the result of or occasioned by the need confirm the intent to adopt an urban renewal plan as a component of the Plan and to ensure that the Plan conforms to the statutory requirements for creation, adoption, content and implementation of an urban renewal plan.

The following amendments to the Plan are intended to clarify and supplement the unclear language and standards of the Plan relating to the creation, adoption, content and implementation of an urban renewal plan. The amendments are in addition to the provisions for redevelopment as contained in the City of Tulsa Comprehensive Plan (and all applicable small area plans thereunder) and as allowed by the City of Tulsa Zoning Code.

## **2. Urban Renewal Plan Objectives**

The Plan, as amended hereby, will be undertaken as approved and authorized by the City Council of the City of Tulsa. The principal activities of the Urban Renewal Plan as a component of the Plan, will consist of acquisition and redevelopment of real property as authorized by law or the Plan, as amended herein, and/or as appropriate action of the City for the redevelopment of existing structures, assembled properties, properties cleared of blighted conditions and upon vacant properties.

Administrative implementation, planning activities, developer outreach and recruitment for real estate redevelopment, job creation activities, and acquisition and disposition of property will be provided by the Tulsa Development Authority (“TDA”).

The objectives to be achieved through this Urban Renewal Plan are as follows:

- A. Remove those structures that are a blight or hazard to the surrounding neighborhoods;
- B. Acquire and reassemble land into parcels which are of adequate size and shape for economical redevelopment through the use of public funds and/or private funding provided in association with public/private redevelopment agreements;
- C. Rehabilitate suitably located, reparable, or historic structures;
- D. Dramatically increase the supply of a wide range of affordable and/or market rate housing units;
- E. Encourage innovative building techniques to elevate the quality of building and urban design within the Area. To effect a substantial increase in the amount of private investment in the Area and an improvement in the economic viability of commercial corridors throughout the Urban Renewal Area;
- F. Provide for adequate public infrastructure, including, without limitation, utilities, traffic circulation, lighting and public parking. Specific attention should be given to redesigning



the existing pattern of rights-of-way and easements to best serve the proposed land uses; Pursuant to this objective, the Tulsa Development Authority will, wherever necessary acquire easements and right of way for public infrastructure improvements and, with the approval of municipal authorities, close, widen, open and relocate streets, alleys and easements;

- G. Provide for a full and adequate range of community facilities, including schools, parks, churches, public transportation and parking, sites for recreation, festivals, the arts and sports;
- H. Achieve, through the exercise of the provisions and powers of the urban renewal statutes, a pattern of redevelopment which is in accordance with the Plan, the City of Tulsa Comprehensive Plan and Ordinances and which will contribute to the social and economic well-being of the Tulsa Metropolitan Area and, more specifically, the Area as delineated by the Plan;
- I. Assure maximum benefit from public expenditures through effective employment of public, non-profit and private resources;
- J. Increase employment opportunities in the Area and assist in business retention and expansion;
- K. Stimulate the redevelopment of existing residential and commercial properties and new residential and commercial construction;
- L. To support the attainment of plan objectives through application of the tools and benefits available to projects located within land in the Area designated as an Opportunity Zone and/or an Enterprise Zone property.<sup>2</sup>
- M. Enhance the character and desirability of the Urban Renewal Area by providing land which will be used for general or community-wide purposes;
- N. Accommodate existing uses that are not in conformance with the plan but not encourage their expansion or similar non-conformities; Discourage incompatible land uses Support and reinforce adopted policies of The City outlined in the Comprehensive Plan, Zoning Code and other regulatory documents; and
- O. Wherever feasible, the Tulsa Development Authority should strive to and encourage the location of utilities underground.

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<sup>2</sup> Maps of Opportunity Zone and Enterprise Zone designated land within the Urban Renewal Area are attached as Exhibit 4.

### 3. Types of Proposed Renewal Actions

Actions within the Urban Renewal Area shall include such undertakings and activities as are in accordance with this Plan and State Law, including without limitation:

- A. Acquisition of certain properties located within the Urban Renewal Area as set forth in the Plan, as amended, and reassembly of acquired properties into parcels which are of adequate size and shape for private resale for economical redevelopment through the use of public funds and/or private or non-profit funding provided in association with public/private redevelopment agreements;
- B. Demolition, clearance and removal of buildings and improvements and the provision of relocation assistance as set forth in the Plan, as amended;
- C. Installation, construction and reconstruction of public improvements as set forth in this Plan, as amended;
- D. Disposition of property within the Urban Renewal Area as set forth in the Plan, as amended;
- E. Rehabilitation, Conservation, and Neighborhood Preservation. Provide assistance to existing residential and commercial structures to facilitate property revitalization so that they can be brought up to standards compatible with objectives of this Plan and meet all applicable requirements of the City codes and ordinances in order to strengthen neighborhoods;
- F. Infill development and redevelopment through the encouragement and promotion of new construction on vacant or cleared parcels;
- G. Action and regulation for the repair, alteration, and rehabilitation of buildings or other improvements in accordance with the Plan, as amended;
- H. Acquisition of any other property where necessary or desirable to eliminate unhealthful, unsanitary or unsafe conditions, lessen density, eliminate obsolete or other uses detrimental to the public welfare, or otherwise remove or prevent the spread of blight or deterioration or to provide land for needed public facilities; and
- I. Offer Incentives for Real Estate Redevelopment and Job Creation. Through the use of tax increment financing ("TIF") and other financing techniques, provide support through public/private agreements and partnerships to facilitate projects.

#### 3.1 Land Acquisitions

The property proposed to be acquired by the Authority within the Urban Renewal Area shall be any or all of those parcels (or interest therein) located within the Plan Area, as shown on the Map attached hereto, which may be amended from time to time as provided by state law.

### 3.2 Land Use Plan, Land Use Provisions, and Building Requirements

The Land Use Plan will be consistent with the City's Comprehensive Plan and the Land Use Provisions and Building Requirements of the Plan, as amended.

#### a. Permitted Land Use Categories

Specific land uses will be controlled by applicable zoning approved by the City. The Land Use Plan Map attached as Exhibit 2 is a general guide subject to specific adjustment and modification by the City without requiring an amendment of this Plan.

#### b. Specific Regulations, Controls, and Restrictions to Be Imposed by the Urban Renewal Plan on the Sale, Lease, or Other Disposition of All Real Property Acquired

In order to achieve the objectives of the Plan and in order to assist redevelopers in property renovation or new construction, TDA, acting on behalf of the City, may subject property to be redeveloped to specific regulations and controls at the time of property disposition to reflect unique site conditions. Such specific regulations and controls may include, but are not limited to, floor area ratio, building coverage, height, setback, building envelope, open areas, off-street parking and loading, green building and land development technologies, and architectural design standards and shall be effective for the duration of the Plan, as amended.

TDA shall review the proposals and plans for redevelopment, and it shall prescribe such controls, regulations, restrictions and obligations in the redevelopment contract, deeds of disposition, and other related documents as it determines to be appropriate to carry out the objectives of the Plan.

### 3.3 Relocation Assistance

The Authority shall assist all persons, families and business concerns displaced by Project activities in finding other decent, safe and sanitary accommodations within their means and without undue hardship. The Authority may make relocation payment to eligible residents and business concerns in such amounts and under such terms and conditions as may be determined by the Authority and in conformance with applicable law and the relocation assistance policies of the Authority.

### 3.4 Demolitions, Clearance and Site Preparation

The authority may demolish and clear those buildings, structures and other improvements from property it acquires, or upon agreement with any property owner, pursuant to this Plan if such buildings, structures and other improvements are not to be rehabilitated nor incorporated into a redevelopment of the property in accordance with this Plan.



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### 3.5 Property Management

During such time as any property is owned by the Authority, such property shall be under the management and control of the Authority and may be rented or leased by it pending disposition for redevelopment or rehabilitation or retained by the Authority for use in accordance with this Plan.

### 3.6 Property Disposition

Any property acquired by the Authority may be sold, leased or otherwise transferred for redevelopment and/or rehabilitation in accordance with the provisions of this Plan and applicable state and local laws. Any sale or lease to a private entity shall be at market value taking into consideration the conditions imposed on the purchaser or lessee by this Plan and a redevelopment agreement or lease, as determined by the Authority. Any sale or lease to a public or non-profit entity may be at less than market value where it is determined by the Authority that such sale, lease or donation contributes to implementation of the Plan and furthers goals and objectives and public purposes embodied by the Plan as determined by the Authority. Any sale, lease or other transfer shall be subject to such covenants, conditions and restrictions as may be contemplated by the terms of any Redevelopment Agreement relating thereto or as may otherwise be necessary to carry out the purposes of this Plan, including without limitation covenants, conditions and restrictions requiring redevelopment in accordance with the provisions of this Plan, requiring the commencement and completion of redevelopment within a reasonable period of time, prohibiting discrimination upon the basis of race, color, creed, sex or national origin, providing security for payment of bonds or other obligations issued or incurred by the Authority, or other requirements deemed necessary or appropriate to the objectives of this Plan. Such covenants may be required to run with the land for a period as may be reasonable required by the Authority.

### 3.7 Property Rehabilitation and Conservation

It is anticipated that the redevelopment and rehabilitation of property within the Urban Renewal Area will be for the purpose of promoting residential, retail, commercial, public and related support facilities within the Urban Renewal Area and shall, to the maximum extent feasible, be undertaken pursuant to the terms of a Redevelopment Agreement; provided that in the absence of any such Redevelopment Agreement, redevelopment and rehabilitation within the Urban Renewal Area shall be undertaken in accordance with the applicable planning, building and zoning regulations of the City.

### 3.8 Public Improvements and Facilities

Public improvements to be provided may include:

- A. Existing streets, access thereto and pedestrian walkways may be modified in order to support the redevelopment objectives of the Plan. New streets, parking facilities, overpasses, underpasses and pedestrian walkways may be constructed;

- B. Project activities may include the placing of utility lines underground, and the abandonment, removal, relocation, addition, reconstruction or other improvement of existing utilities whenever necessary or desirable to support the redevelopment objectives of this Plan;
- C. Public buildings and other facilities may be constructed in support of governmental functions serving the project area and community as a whole;
- D. Attractive landscaping of all open areas, plazas, pedestrian ways, and, whenever appropriate, areas within public street rights-of-way, will be provided;
- E. The installation, replacement and modernization of street lighting and "street scaping" items, such as benches, trash receptacles, tree grates / protectors, parking meters and public signs, to support the objectives of the Plan; and
- F. Public open spaces may be provided in order to achieve the redevelopments objectives of the Plan.

## **4. Project Financing**

### 4.1 Financing Methods

The Authority is authorized to finance urban renewal clearance, rehabilitation, development or redevelopment project or other legally authorized undertaking with grants, donations, property tax increments, sales tax increments, interest income, parking revenue, property leases, supplemental sales taxes, or any other available source of revenue which may be provided to the city, other units of government or private sector entities. The Authority is authorized to issue bonds or other obligations contemplated by state law in an amount sufficient to finance all or part of any undertaking and to lend funds for the rehabilitation or redevelopment in the project area. The Authority is authorized to borrow funds and create indebtedness in implementing this Plan or any related undertaking in a manner contemplated or permitted by state law. The principal and interest, if any, on such indebtedness will be paid from any other funds legally available to the Authority including funds generated by a tax increment district. Potential methods and sources of funds are set forth in the Implementation Action Matrix in the Plan.

### 4.2 Tax Increment Financing

This Plan contemplates that Authority obligations may be financed by the issuance of bonds or other obligations payable from certain incremental increases in sales, property or other locally generated fees as allowed by state law and city ordinance.

## **5. Minor Variations of the Plan**

In specific cases, where a literal enforcement of the provisions contained in the Plan constitutes an unreasonable limitation beyond the intent and purpose of these provisions, the Authority may allow minor variances from these provisions.

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# EXHIBIT 1

Legal Description and Street Boundaries of Sector Plan

8.18



## **GREENWOOD-UNITY HERITAGE NEIGHBORHOODS SECTOR PLAN**

### **LEGAL DESCRIPTION AND STREET BOUNDARIES OF SECTOR PLAN:**

The Greenwood-Unity Heritage Neighborhoods Plan boundary is primarily I-244 on the south, Tisdale Expressway and Osage Drive on the west, Gilcrease Expressway on the north and the east boundary starting with Lewis Avenue between Gilcrease Expressway and Highway 75, and following the north side of the Highway 75 right-of-way to the south boundary of I-244, along with all properties contained within the boundary more particularly described as follows:

Beginning at the North Side of the ROW of I-244 and the East Side of the ROW of the Tisdale Expressway; thence north along the east side of the Tisdale Expressway until it crosses west of Osage Drive, at that point the boundary becomes the East Side of the Osage County section line and continues north until the Tisdale Expressway enters back into Tulsa County at which point the boundary again becomes the East Side of the ROW of the Tisdale Expressway to the intersection of the Gilcrease Expressway; thence Easterly along the South Side of the Gilcrease Expressway ROW along with that portion of the SE NE, Sec. 23, T20N, R12E, above the expressway, and continuing along Easterly along the South Side of the Gilcrease Expressway ROW to the intersection of Mohawk Boulevard; thence, Northeasterly along the South ROW line of Mohawk Boulevard to the intersection of North Lewis Avenue; thence South along the West ROW line of Lewis Avenue to the intersection of State Highway 75; thence Southwesterly along the North ROW line of State Highway 75 to the extended line of North Victor Avenue; thence South to Pine Street; thence West along the North ROW line of Pine Street to the intersection of State Highway 75; thence Southwesterly along the Northwest ROW line of State Highway 75 to the intersection of I-244; thence Easterly along the North ROW line of I-244 to the point of beginning.

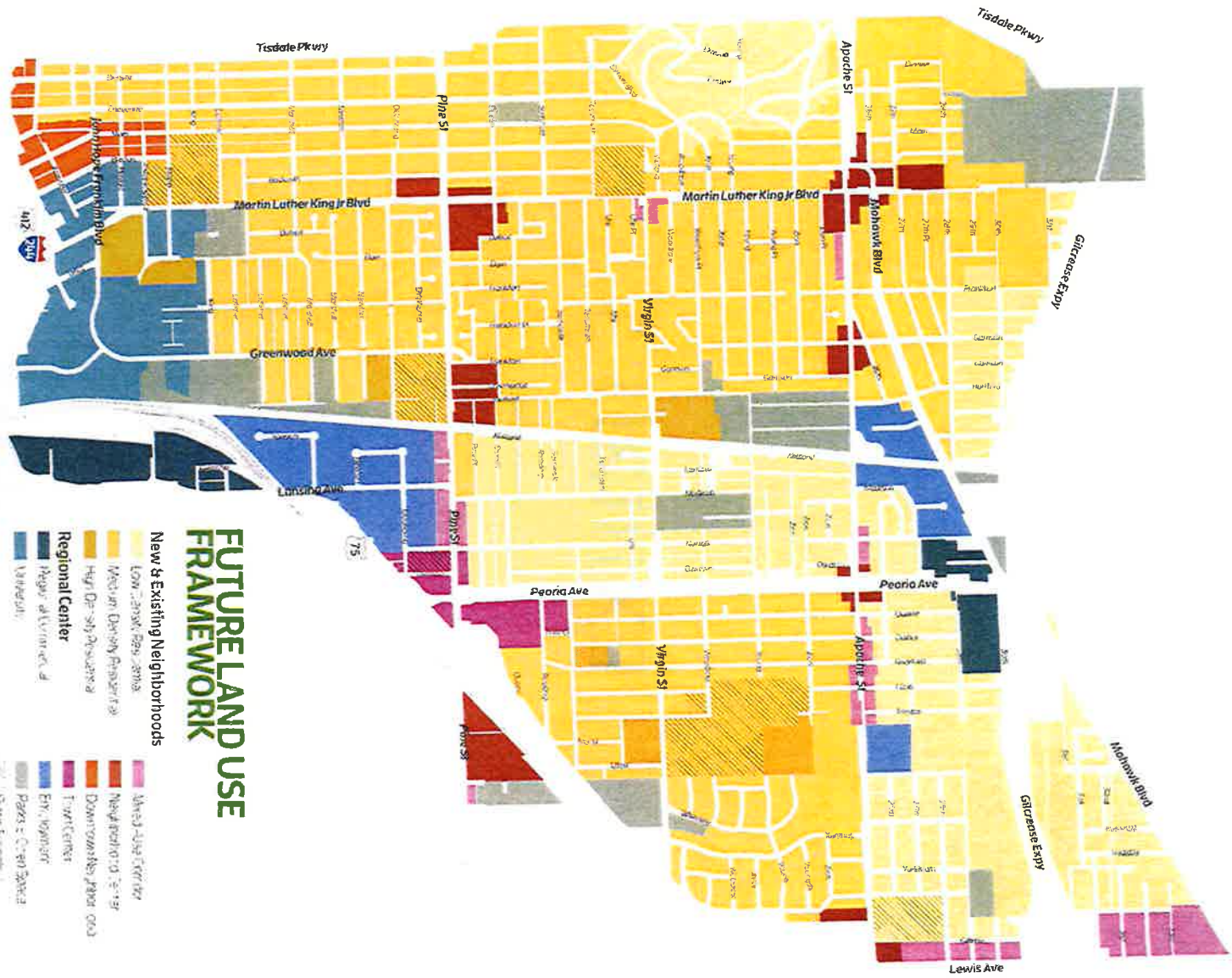
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# EXHIBIT 2

Future Land Use Framework Map

8.20



# FUTURE LAND USE FRAMEWORK

- New & Existing Neighborhoods**
  - Mixed-Use Center
  - Low Density Residential
  - Medium Density Residential
  - High Density Residential
  - Regional Center
  - Various
- Regional Center**
  - Neighborhood Center
  - Downtown Center
  - Transit Center
  - Employment
  - Plaza & Open Space
  - Public Spaces

8.21



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# EXHIBIT 3

Blight Study Data

8.22

**BLIGHT STUDY**  
**FOR**  
**GREENWOOD-UNITY**  
**HERITAGE**  
**NEIGHBORHOODS URBAN**  
**RENEWAL AREA**

**Prepared by the City of Tulsa Working in Neighborhoods  
And Planning Departments  
And  
The Tulsa Development Authority  
For  
The City of Tulsa**

**8.23**

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## **INTRODUCTION**

The purpose of this study is to document blighting conditions that support the formation of a Greenwood-Unity Heritage Neighborhoods Urban Renewal Area (GUHN-URA) in the City of Tulsa. Generally, the boundaries of the proposed GUHN-URA are located the area north of the Inner Dispersal Loop, west of U.S. Highway 75, south of Mohawk Boulevard and/or the Gilcrease Expressway and east of the L. L. Tisdale Parkway.

The study area has a variety of land uses. Over 30% of the study area is vacant. A majority of the developed square footage is residential, primarily single family detached structures. Commercial uses are prominent along Pine Street, Apache Street and major north/south corridors such as Martin Luther King Boulevard and N Peoria Avenue. The area is also home to tax exempt properties. These properties include various churches, government agencies and health organizations, and other non-profit organizations.

## **METHODOLOGY OF ANALYSIS**

This blight study used a variety of local data including building permit records, brownfield inventories, police data, and Public Works and Utilities infrastructure data from the City, including the Vacant and Abandoned Buildings Study completed for the City. Assessor Account and Improvement Records were used from Tulsa County, and various aerial photographs and field surveys of properties were taken by City and TDA staff.

## **BLIGHT STUDY AREA**

A boundary that was co-existent with the boundary of the Greenwood-Unity Heritage Neighborhoods Sector Plan was selected in order to create an area of analysis for this blight study. The data accumulated and analyzed for the Greenwood-Unity Heritage Neighborhoods Sector Plan and the tables and mapping contained therein was also considered for this study.

## **EVIDENCE OF BLIGHT**

According to Oklahoma Urban Renewal law, found at 11 O.S. § 38-101(8), a "Blighted Area" shall mean an area in which there are properties, buildings, or improvements, whether occupied or vacant, whether residential or nonresidential, would be considered "blighted" by reason of:

- x dilapidation, deterioration, age or obsolescence,
- x inadequate provision for ventilation, light, air, sanitation or open spaces;
- x population overcrowding;
- x improper subdivision or obsolete platting of land, inadequate parcel size;
- x arrested economic development;
- x improper layout in terms of existing or projected traffic needs, traffic congestion or lack of parking or terminal facilities needed for existing or proposed land uses in the area, predominance of defective or inadequate street layouts;
- x faulty lot layout in relation to size, adequacy, accessibility or usefulness;
- x unsanitary or unsafe conditions,
- x deterioration of site or other improvements;
- x diversity of ownership, tax or special assessment delinquency exceeding the fair value of land; defective or unusual conditions of title;

any one or combination of such conditions which substantially impair or arrest the sound growth of municipalities, or constitutes an economic or social liability, or which endangers life or property by fire or other causes, or is

conducive to ill health, transmission of disease, mortality, juvenile delinquency, or crime and by reason thereof, is detrimental to the public health, safety, morals or welfare;

It is further noted that according to the United States Supreme Court in *Berman v. Parker*, 348 U.S. 26 (1954), it is not required that every parcel or property in an area need exhibit characteristics of blight in order for the area as a whole to be considered blighted.

In general, this study focuses on the following four components to determine blight for the GUHN-URA:

- x *dilapidation, deterioration, age or obsolescence,*
- x *arrested economic development;*
- x *unsanitary or unsafe conditions,*
- x *deterioration of site or other improvements.*

## 1. DILAPIDATION AND DETERIORATION

### 1A: Property Vacancy

Housing unit vacancy – taken as the gap between households and housing units – has declined over the past twenty years but remains a very high. The study area experienced increases in vacancy between 2000- 2014, with the study area staying above City-wide vacancy at any given time.

### 1B: Property Values

Between 2000 and 2014, taxable market value for the study area declined and the net assessed value, which is the total assessed value less exemptions, also declined in the study area and grew for the City as a whole. The percentage of exempt properties remained consistent, meaning that private property values show notable stagnation when compared with city-wide trends.

### 1C: Property Condition

The table shown below has been compiled from a spreadsheet report prepared by the City of Tulsa Working In Neighborhoods Department (WINS) and is available for inspection at the offices of the TDA. The report lists numerous properties within the study area were rated as below average condition:

<u>CONDITION OF PROPERTY</u>	<u>NUMBER OF PROPERTIES</u>	<u>PERCENTAGE</u>
VACANT	2201	30.3%
VERY POOR/POOR/UN SOUND	95	1.3%
FAIR/FAIR+	1597	22.0%
AVERAGE/AVERAGE+	3091	42.6%
GOOD/GOOD+/VERY GOOD	285	3.6%
EXCELLENT	23	0.003%

Improvements with a condition of “very poor” to “unsound” do not meet the current building codes; as such they, together with the extensive vacant properties within the study area pose a threat to the safety of the study area.

### 1D: Infrastructure Condition

The sidewalk network is also in disrepair or is nonexistent in parts of the study area. A minority of the existing infrastructure within the study area would meet City subdivision regulation standards required for residential and non-residential streets by, which call for sidewalks, curbs and gutters.

## **2. ARRESTED ECONOMIC DEVELOPMENT**

### **2A: Construction Activity**

Between 2010 and 2014, a significantly fewer number of building permits were issued for the study area by the City of Tulsa compared to the remainder of the City.

### **2B: Population**

Population loss within the study area is documented in the Greenwood-Unity Heritage Neighborhoods Sector Plan Report. This Blight Study supplements that Report.

### **2C: Employment & Jobs**

Employment within the study area is documented in the Greenwood-Unity Heritage Neighborhoods Sector Plan Report. This Blight Study supplements that Report. The Report documents the lack of employment opportunities within the study area and the disparity in income earned by residents of the study area.

## **3. UNSANITARY OR UNSAFE CONDITIONS**

### **3A:**

#### **Crime**

The study area has rated higher than the remainder of the City of Tulsa in virtually every crime type tracked by the Police Department. Especially high is Assault, Narcotics, Weapons, and Robbery.

### **3B: Environmental Conditions**

There is no record that soil or groundwater sampling has been done in this area to date. However, environmental databases indicate the study area contains numerous historical gas stations, and documented releases from a number of underground storage tanks. There are also salvage yards in the area, and dry cleaners. These types of industries are frequently associated with petroleum, metals and solvent contamination which have the potential to create safety and health hazards and harmful site conditions.

Potential brownfields in the area pose a negative impact to public health and safety through possible human exposure pathways with contaminated soil and groundwater. In addition to a potential health hazard, Brownfield sites can cause a negative impact to property values and redevelopment potential of contaminated areas. Environmental assessments and clean-up are typically necessary prior to the purchase of any real estate site. Site clean-up, if necessary can be costly and affect the overall feasibility of a redevelopment project. Similarly, the value of a property can be negatively affected until the potential contamination is mitigated or resolved.

### **3C: Unsafe Conditions**

The study area suffers from widespread dumping and numerous boarded structures; these conditions can create unsanitary or unsafe conditions. Attached are photo examples of area conditions that pose a threat to public health and safety

## **CONCLUSIONS**

The finding of this study support a declaration that the study area is a blighted area as defined in the Oklahoma Urban Renewal law, 11 O.S. § 38-101(8). It is an area in which there are properties, buildings, and improvements, whether occupied or vacant, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, obsolescence, arrested economic development, unsanitary and unsafe conditions, and deterioration of site and other improvements substantially impairs or arrested the sound growth of the City, constitutes an economic and social liability, is conducive to ill health and crime and by reason thereof, is detrimental to the public health, safety, morals, and welfare of the City.



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## **APPENDICES**

Sample photographs of dilapidated buildings located within various parts of the study area are attached as Exhibit A. The photographs are not a comprehensive inventory of the study area, but are included as a representative of blight conditions.



**411 E. Latimer Place**





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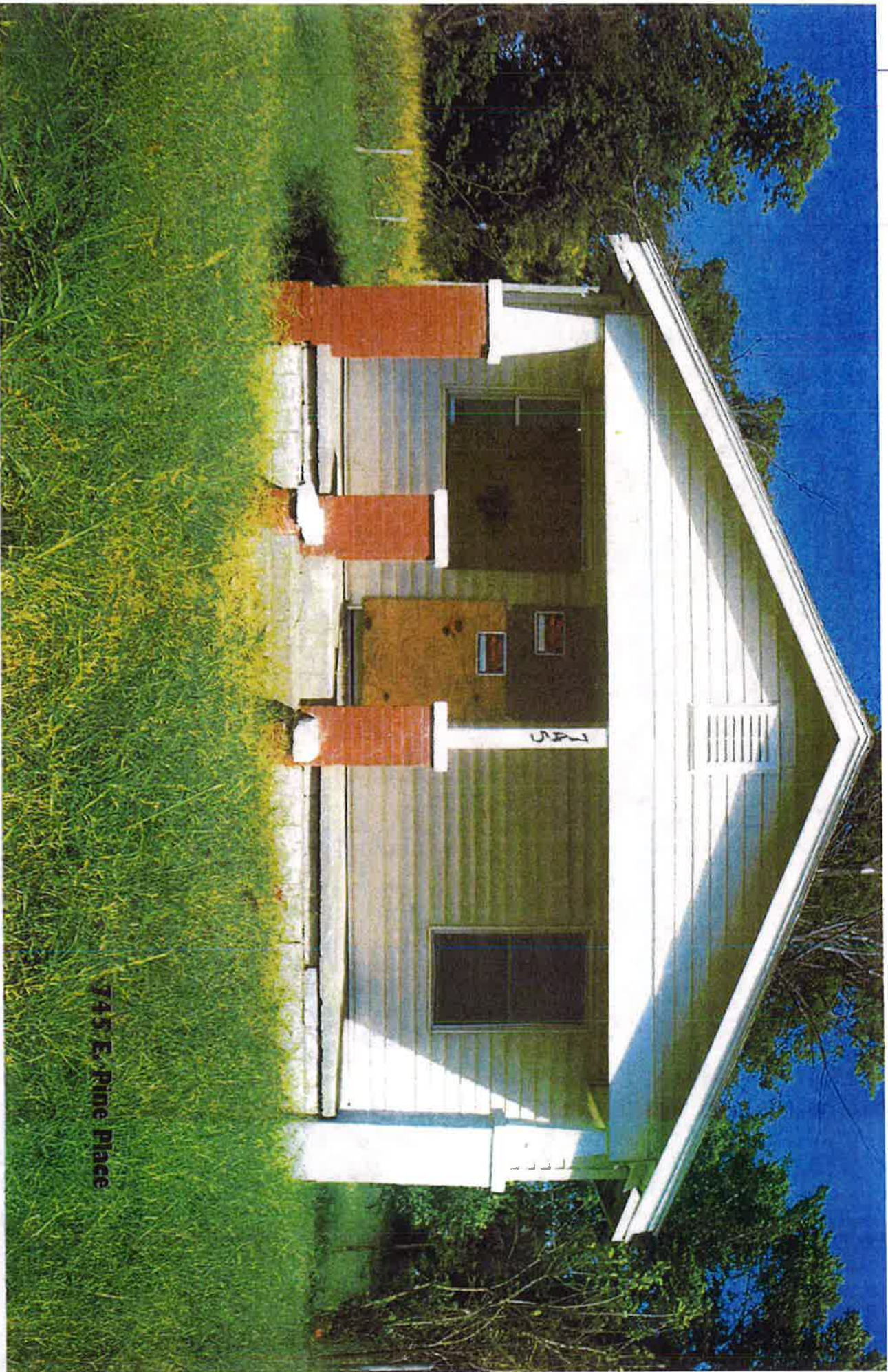




745 E. Pine Place

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745 E. Pine Place





788 E. Queen





**1606 N. Norfolk**





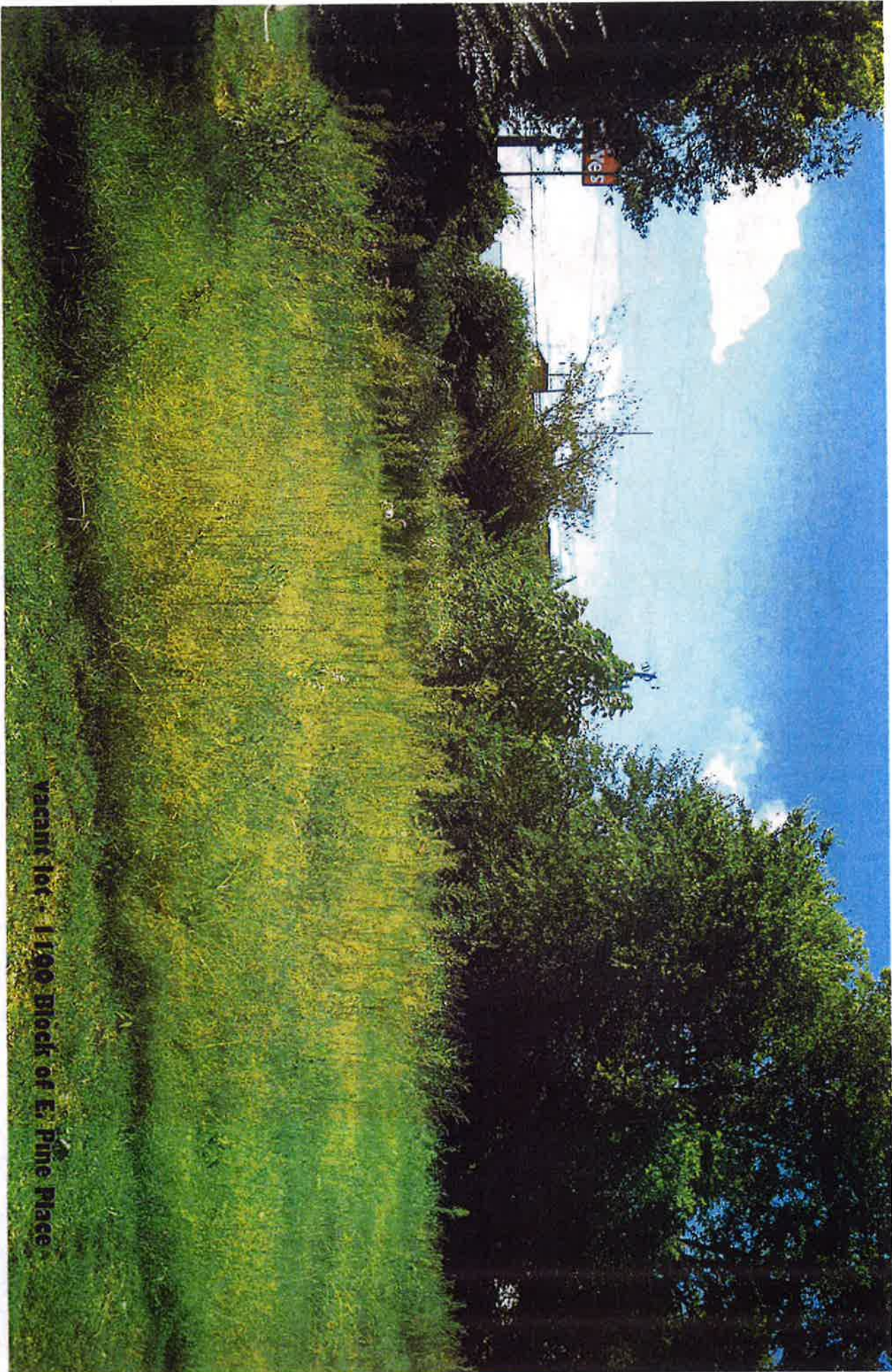
1115 E. Pine Place





**Vacant lot - 1100 Block of E. Pine Place - north side**





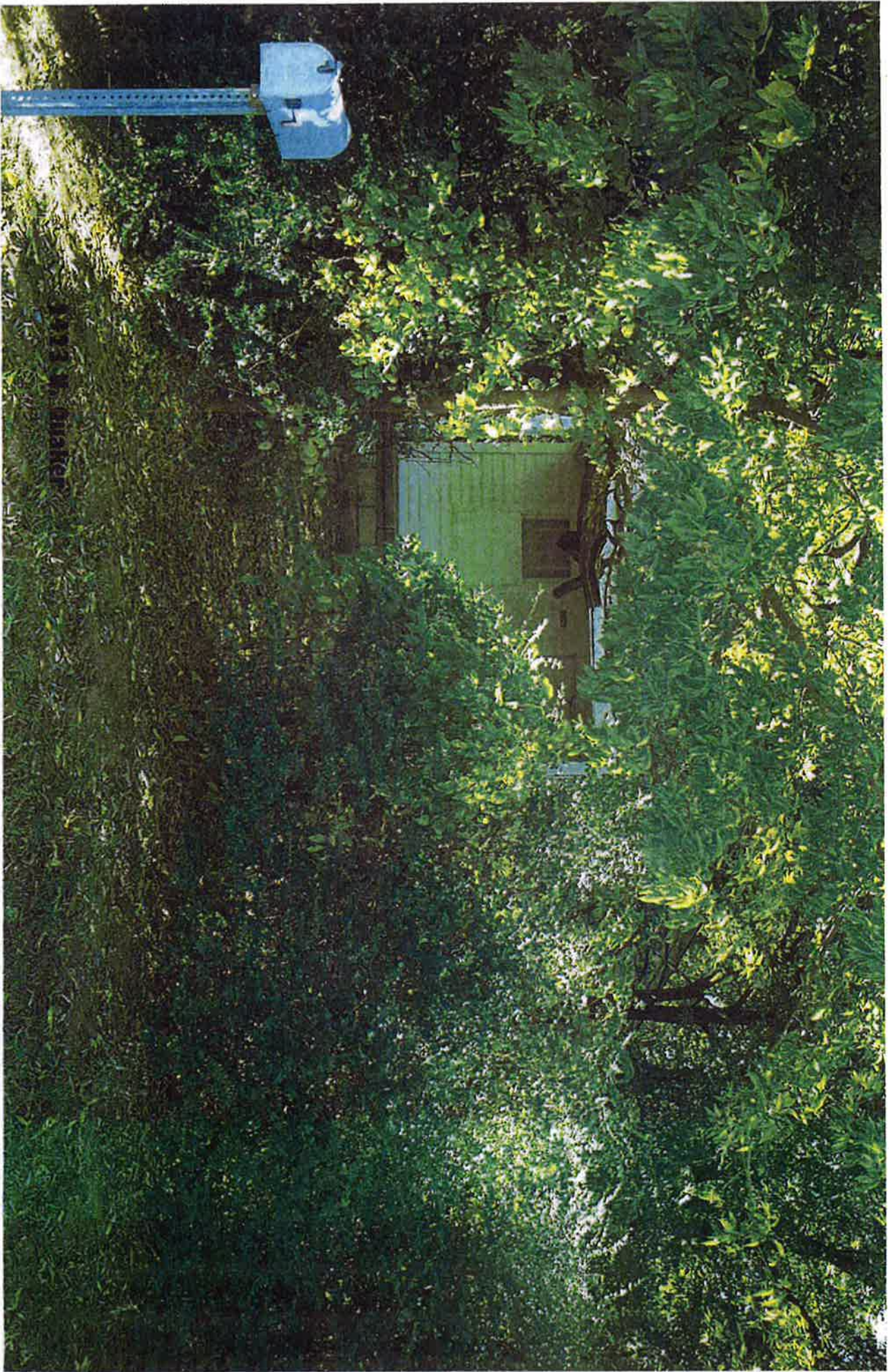
vacant lot - 1190 Block of E. Pine Place





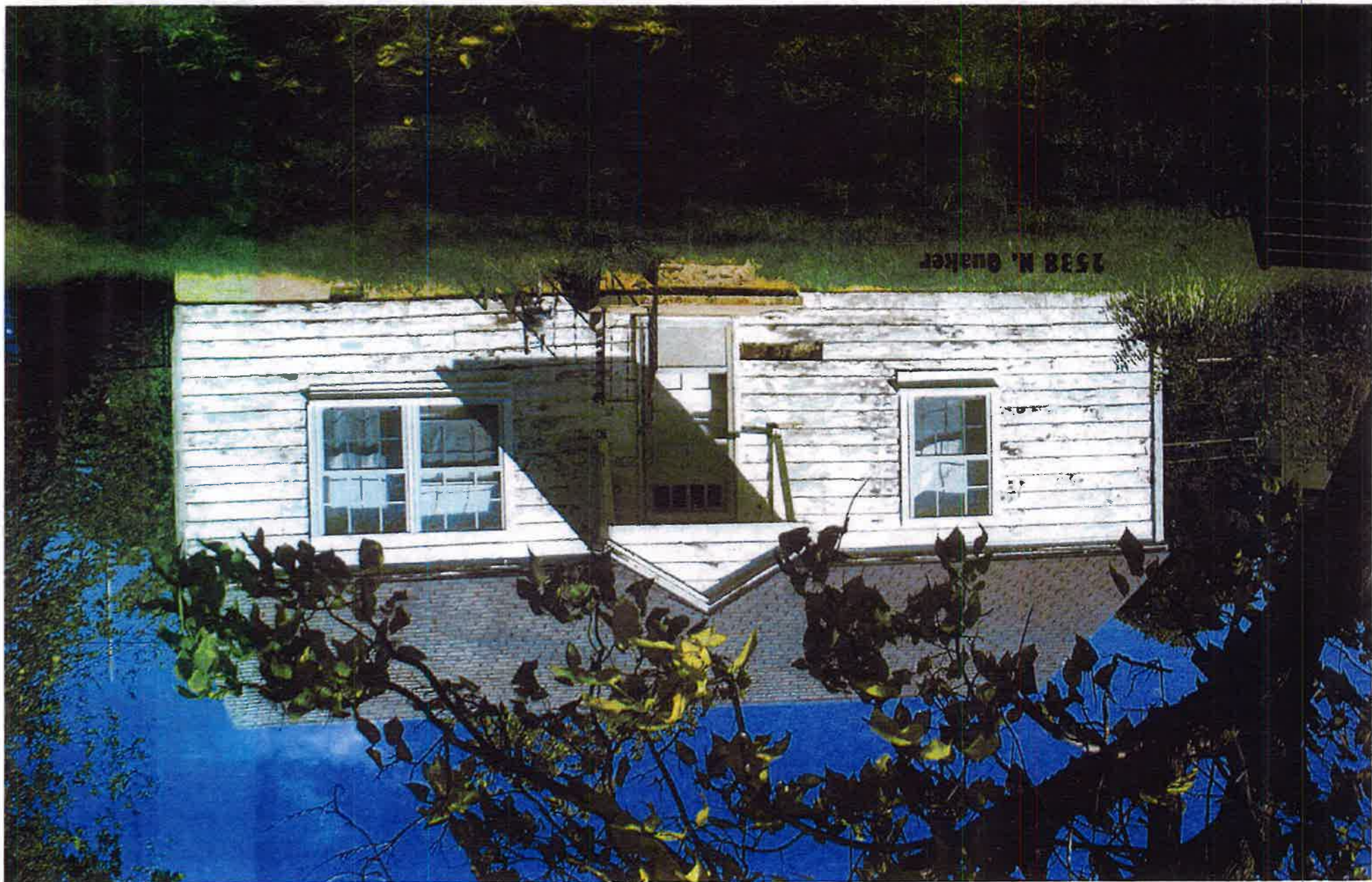
1131 E. Pine Place





8.31





1538 N. Quaker

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**2621 N. Rockford Ave. E.**





1804 N. Hartford Ave.

8.42









**1803 N. Hartford Ave.**

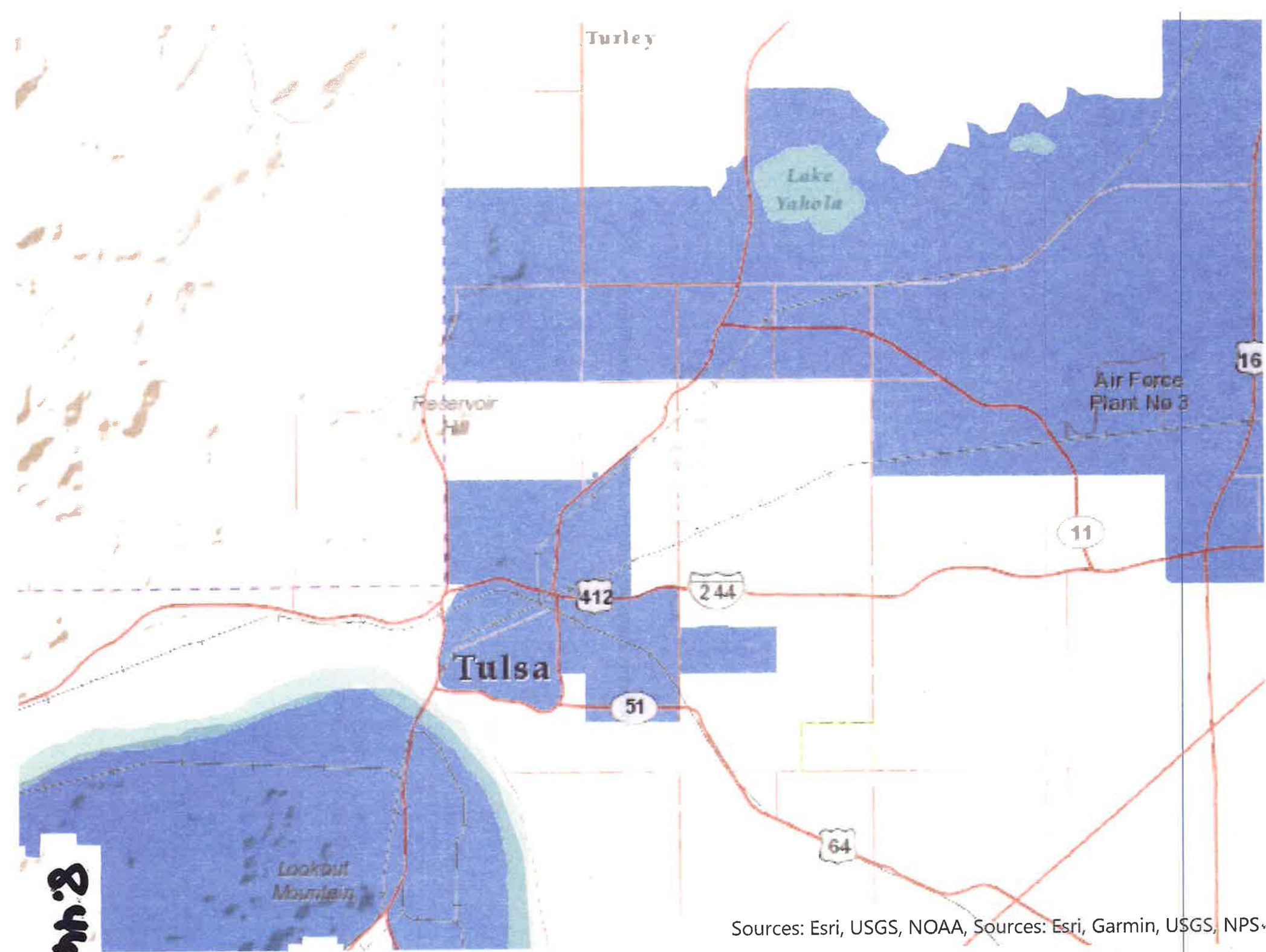
**8.44**

# EXHIBIT 4

Opportunity Zones and Enterprise Zone Designations Maps

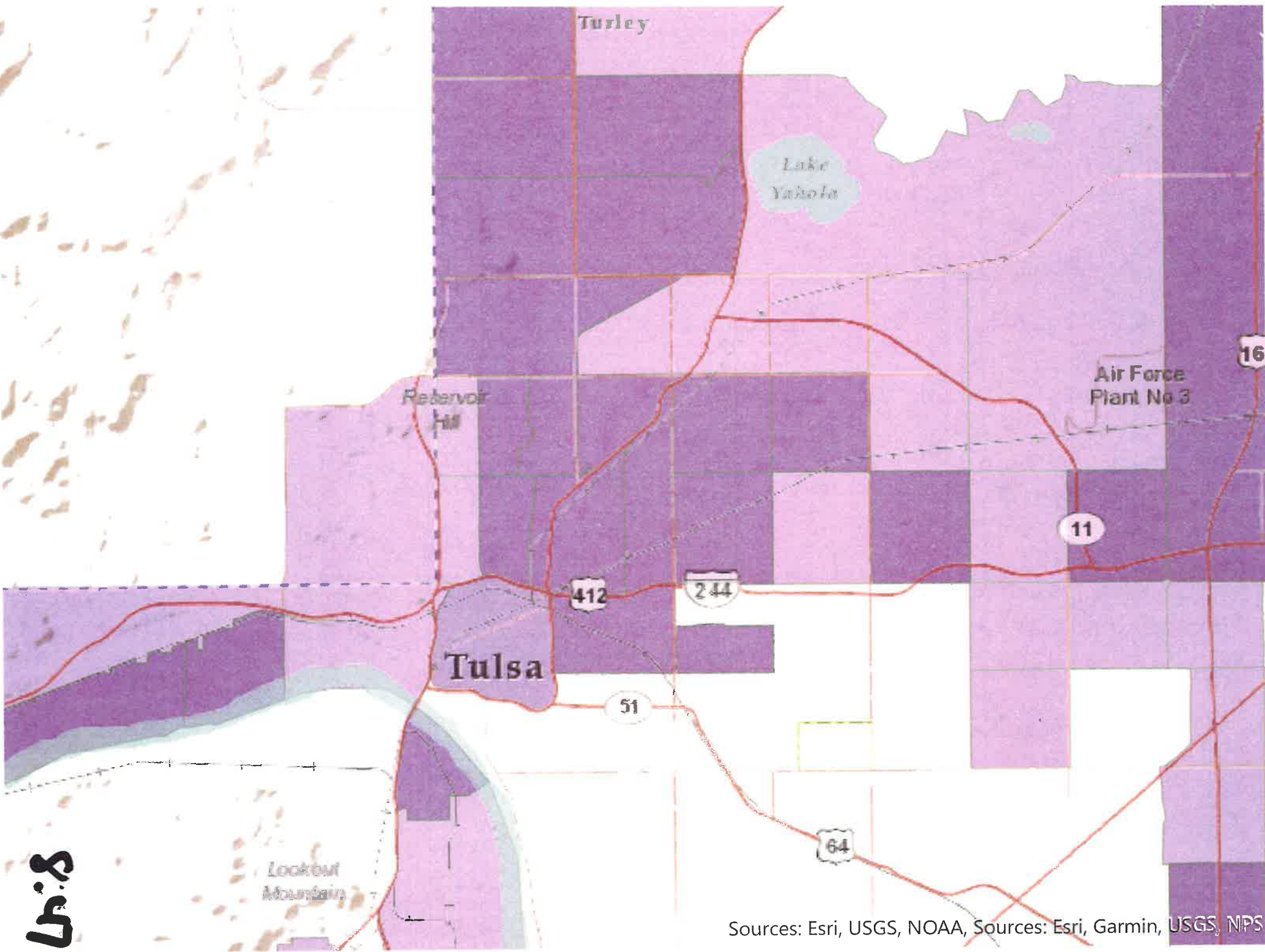
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48

Sources: Esri, USGS, NOAA, Sources: Esri, Garmin, USGS, NPS.



URS

Sources: Esri, USGS, NOAA, Sources: Esri, Garmin, USGS, NPS

RESOLUTION NO. 6511

**RESOLUTION APPROVING AMENDMENT TO THE GREENWOOD  
HERITAGE NEIGHBORHOODS/UNITY  
HERITAGE NEIGHBORHOODS SECTOR PLAN**

**WHEREAS**, the Tulsa Development Authority (“TDA”), as the Urban Renewal Authority for and created by the City of Tulsa, and pursuant to Title 11 Oklahoma Statutes, Section 38-106 prepared and submitted to the Tulsa Metropolitan Area Planning Commission (the “TMAPC”) an urban renewal plan known as the “Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan”, affecting the area described on Attachment 1 hereto (the “Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan Area”); and,

**WHEREAS**, the TMAPC, following a public hearing on February 7, 2016, and due study and deliberation, adopted the Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan and thereby amended the Tulsa Comprehensive Plan; and,

**WHEREAS**, after publication and posting of notices as required by law, and pursuant to the requirements of 11 O. S. §38-106, two public hearings were held by the City Council of the City of Tulsa, Oklahoma (the “Tulsa City Council”) on October 12, 2016 and October 26, 2016, following which the said Tulsa City Council approved and adopted the Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan and approved the amendment of the Tulsa Comprehensive Plan by adopting as part of the Tulsa Comprehensive Plan the Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan which includes, without limitation, a “Greenwood Heritage Neighborhoods Sector Plan Executive Summary,” an Implementation Matrix, a Land Use Map and an “Areas of Stability and Growth” Map; and,

**WHEREAS**, the Board of Commissioners of the Tulsa Development Authority, upon the recommendation of the TDA’s Executive Director, approved and adopted the said Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan which includes, without limitation, a “Greenwood Heritage Neighborhoods Sector Plan Executive Summary,” an Implementation Matrix, a Land Use Map and an “Areas of Stability and Growth” Map; and directed the staff of the TDA to proceed with development and implementation said Sector Plan; and,

**WHEREAS**, the TDA Board of Commissioners has previously authorized the preparation of an Amendment to the said Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan, to ensure that the contents of said Sector Plan, as amended, are construed to constitute an Urban Renewal Plan pursuant to Title 11 Oklahoma Statutes, Section 38-106; and,



**WHEREAS**, an Amendment of said Sector Plan has been prepared and submitted, in the form attached hereto, for review and approval by the TDA Board of Commissioners.

**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF THE TULSA DEVELOPMENT AUTHORITY, that:**

**Section 1.** The Board of Commissioners of the Tulsa Development Authority, upon the recommendation of the TDA's Executive Director and TDA's General Counsel, does hereby approve, in the form attached hereto, the Amendment of the Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan, affecting the area described on Attachment 1 hereto (the “Greenwood Heritage Neighborhoods Sector Plan – also known as the Unity Heritage Neighborhoods Sector Plan Area”).

**Section 2.** This Resolution shall take effect immediately.

**PASSED and ADOPTED** this 6th day of December, 2018.

**TULSA DEVELOPMENT AUTHORITY**

By: \_\_\_\_\_

  
Roy Peters, Jr., Chairman

Approved as to legal form and adequacy:

  
\_\_\_\_\_  
Jot Hartley, General Counsel

8.50

**TMAPC Public Hearing Staff Report**  
**January 16, 2019**  
**Crosbie Heights Sector Plan**

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- A. Item for consideration:** Adopt a resolution of the Tulsa Metropolitan Area Planning Commission determining that the Crosbie Heights Sector Plan is in conformance with the Tulsa Comprehensive Plan and providing a recommendation to City Council.

The Crosbie Heights plan boundary encompasses 0.36 square miles, located just west of the Inner Dispersal Loop (I-244) and downtown Tulsa. Bordered on the north by the Sand Springs Expressway (State Highway 51/412), Highway 412/64/51 to the east, and the Arkansas River on the south and southwest.

- B. Background:** The Tulsa Development Authority and the City of Tulsa engaged the services of Fregonese Associates, a planning and design firm, to develop a Sector/Urban Renewal Plan for the Crosbie Heights Neighborhood Area. This Plan is a tool to guide the actions of the Tulsa Development Authority (TDA) to make strategies investments that create desired change in the Crosbie Heights Neighborhood. The purpose of this plan is to provide clear and updated guidance for investment decisions and other catalytic actions necessary to address anticipated needs of the neighborhood on the immediate horizon. The Plan was guided by feedback from the Citizens Advisory Team (CAT), Community Design Workshop, and other public engagement.

The Crosbie Heights Sector/Urban Renewal Plan is prepared and adopted pursuant to the Oklahoma Urban Redevelopment Law, 11 O.S. 38 – 101, et seq. (“Act”). It creates a new urban renewal area in Tulsa’s Crosbie Heights neighborhood. Tools provided by the Act, coupled with appropriate financing support, will facilitate neighborhood stabilization, infill housing development, job creation, public infrastructure upgrades, parks and open space enhancements.

This Plan coordinates with the concurrent efforts of the proposed Crosbie Heights Small Area Plan, establishes a community-based vision for the area, and address issues not covered, mobility, long term land use, adjacency and other neighborhood compatibility standards.

- C. Process:** This is a request for the Tulsa Metropolitan Area Planning Commission (TMAPC) to consider approving a recommendation to the Tulsa City Council adopting the Crosbie Heights Sector/Urban Renewal Plan prepared by Fregonese Associates, in accordance with



TDA's Policies and Procedures, Section 14.2, regarding the Approval Process. The following process requirements will be met:

- On January 3, 2018, the TDA Board of Commissioners reviewed and approved the Crosbie Heights Neighborhood Sector/Urban Renewal Plans.
- Prior to consideration, the Plan was submitted to the INCOG Staff for determination of conformity with the Tulsa Comprehensive Plan (PlaniTulsa) and submission by TMAPC of a written recommendation within 60 days of receipt of the Plans.
- Public notices regarding the date, time and place of the public meetings will be published in the Tulsa World, and posting of notice signs in the affected areas, each having a display area of 9 sq. ft. for a period of 15 successive days, including the day of the hearing, outlining the nature and scope of the proposed Plan.
- After public notice, Tulsa City Council will hold two public hearings.
- Adoption of a Resolution by the City Council that the area in question is blighted and appropriate for an urban renewal/sector plan project.

The plan also considered the following:

- Blighted Physical Conditions
- Existing Land Use
- Zoning
- Past Planning Efforts
- PlaniTulsa Comprehensive Plan
  - Downtown Neighborhood
  - Employment
  - Neighborhood Center
  - Mixed-Use Corridor
  - Existing Neighborhood
  - Park and Open Space
- Demographics Snapshot
- Community Workshops

**D. Conformance with the Tulsa Comprehensive Plan:**

The Crosbie Heights Sector Plan is in conformance with the following Priorities, Goal and Policies in the Comprehensive Plan.

**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 growth is revitalized through targeted infill and reinvestment.*

**Goal 9**— *Tulsa North’s economy is at least as robust, sustainable and as stable as the remainder of Tulsa’s economy.*

*Policies to support this goal include:*

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.

#### **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.*

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

*Policies to support this goal include:*

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.
- Use Context Sensitive Solutions process to ensure that centers and corridors are designed to support transit riders.

**Goal 13**— *Existing neighborhoods are stable and infill development revitalizes, preserves and enhances these urban areas. Policies to support this goal include:*

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 nonresidential uses and neighborhoods to protect stability and quality of life.
  - Create and encourage the use of an infill and revitalization toolkit to help facilitate housing development in existing residential neighborhoods.
  - 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.

**Goal 14**— *The city’s historic resources are protected and programs promote the reuse of this important cultural resource. Policies to support this goal include:*

14.1 Support the Tulsa Strategic Preservation Action Plan preservation objectives and actions.

14.2 Assure that Neighborhood Plans & Small Area Plans support preservation and revitalization objectives.

### **Transportation Priority 1**

Provide a wide range of reliable transportation options so every Tulsan can efficiently get where they want to go

**Goal 1**—*All Tulsans have a variety of transportation options for getting around the city.*

**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. Policies to support this goal include:*

2.1 Adopt a network approach to transportation projects that focuses on connecting people to places — ultimately allowing places to become more intense centers of economic development.

**Goal 12**— *Tulsans can rely on a variety of transit options to take them to jobs, shopping and entertainment.*

**Goal 13**— *Pedestrians have easy access to jobs, shopping and recreation.*

### **Housing Priority 1**

Promote Balanced Housing Across Tulsa

**Goal 1**— *A robust mix of housing types and sizes are developed and provided in all parts of the city.*

**Goal 5**— *Tulsa’s existing housing inventory is revitalized, preserved and maintained.*

### **Housing Priority 2**

Ensure Housing Affordability for All Residents

**Goal 7**— *Low-income and workforce affordable housing is available in neighborhoods across the city.*

**Goal 8**— *The combined cost of housing and transportation to Tulsa’s residents is reduced. Policies to support this goal include:*

8.1 Coordinate planning of housing and public transportation with the goal of helping



residents reduce housing and transportation costs to less than 48% of gross income.

## **Parks, Trails and Open Space Priority 5**

### **Improve Access and Quality of Parks and Open Space**

**GOAL 12**— *Neighborhoods have adequate access to parks and open space areas. Policies to support this goal include:*

- 12.1 Work with other government agencies and community partners to improve walkable access to parks and recreation opportunities throughout Tulsa.
- 12.2 Make parks desirable destinations for walking by providing comfort and convenience facilities, especially restrooms and drinking fountains, wherever possible and feasible.
- 12.3 Partner with schools, libraries and other public places to provide amenities close to homes.
- 12.4 Look for opportunities for trails in areas that currently have few or none and connect these areas to existing trails.
- 12.5 Provide trails and loop walks within existing parks.
- 12.6 Develop partnerships with utility companies for trail corridors.
- 12.7 Work with public agencies and community groups to ensure safe pedestrian corridors.
- 12.8 Provide trail links to specific destinations like schools.
- 12.9 Add and improve sidewalks through a sidewalk improvement program; prioritize areas based on adjacency to schools and community centers.
- 12.10 Connect existing undeveloped areas in parks with developed park areas.
- 12.11 Convert parts of exiting parks to more natural conditions, where feasible.
- 12.12 Create a series of Local Destination Parks throughout Tulsa.
- 12.13 Achieve appropriate levels of parks services for all parts of Tulsa.
- 12.14 Maintain existing facilities as appropriate.
- 12.15 Provide additional components in areas with relatively low levels of service.
- 12.16 Provide new parks and components as warranted by population growth and changing demographics.

**Goal 13**— *Partnerships and collaborative efforts support the management and provision of parks and open space.*

**Goal 14**— *Parks and recreational facilities are updated to address changing needs and desires. Policies to support this goal include:*

- 14.1 Add comfort and convenience features to parks.

As included above, the Tulsa Comprehensive Plan contains Priorities, Goals and Policies that have provided guidance regarding land use, transportation, housing, and open space for the strategies proposed in the Crosbie Heights Sector Plan. Therefore, the Crosbie Heights Sector Plan is in accordance with the Tulsa Comprehensive Plan.

**E. Staff recommendation:**

Staff recommends that the Tulsa Metropolitan Area Planning Commission adopt a resolution determining that the Crosbie Heights Sector Plan is in conformance with the Tulsa Comprehensive Plan and provide a recommendation of approval to City Council.

**Attachment:**

- Crosbie Heights Sector Plan

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# crosbie heights sector plan

DECEMBER 2018





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# ACKNOWLEDGMENTS

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# EXECUTIVE SUMMARY

This Sector Plan is a tool to guide the actions of the Tulsa Development Authority (TDA) to make strategic investments that create desired change in the Crosbie Heights neighborhood. The purpose of the plan is to provide clear guidance for investment decisions and other catalytic actions necessary to address anticipated needs of the neighborhood on the immediate horizon. Guided by feedback from the Advisory Committee and a community design workshop, the strategies and actions in this plan advance goals from the companion Small Area Plan for the Crosbie Heights neighborhood.

## **Vision and Priorities of the Crosbie Heights Small Area Plan**

**Vision:** In ten to twenty years, historic Crosbie Heights will be known as the eclectic Tulsa neighborhood that is welcoming and convenient, respects tradition and embraces the future.

**Priority 1:** Balance the future land uses of the Crosbie Heights vision with PLANiTULSA's citywide Vision when considering future land use changes.

**Priority 2:** Prioritize the preservation of open space and the natural environment in future development.

**Priority 3:** Sustain the economic viability of Crosbie Heights in the future.

**Priority 4:** Improve local connections to the metropolitan area's transportation system.

**Priority 5:** Protect public safety and welfare.

**Priority 6:** Ensure implementation of recommendations of the Crosbie Heights Small Area Plan.

Each of these priorities establish big picture targets that must be achieved to realize the vision defined by the community through the Small Area Plan. This Sector Plan further defines strategies and actions to help support these goals. Strategies outline realistic objectives to guide plan implementation, while actions define specific steps necessary to execute each strategy. This document links each strategy back to the priority or priorities it facilitates.

Through conversations with the Advisory Committee and additional community input, two geographic focus areas emerged: (1) Neighborhood Stabilization and Infill, and (2) Mixed Use and Corridor Improvements, along with activities that apply area wide. Within each of these focus areas are a set of investment strategies to guide development investment, development strategies to provide parameters for building and development, and supportive capital investment strategies which identify capital projects that are needed to support desired change.

**FIGURE 1. CROSBIE HEIGHTS SECTOR PLAN AREA**



**Boundary description:** Generally bounded by Highway 412 to the north; I-244 to the east; West 11th Street, Charles Page Boulevard and Newblock Park Drive to the south; and North Gilcrease Museum Road to the west.

0 250 500 1,000 1,500 Feet

Crosbie Heights



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# SECTOR PLAN PURPOSE AND PROCESS

Central neighborhoods in Tulsa are beginning to see redevelopment interest. This Crosbie Heights Sector Plan is intended to guide redevelopment and identify catalytic public infrastructure improvements that support desired development as identified in through the Small Area Planning process.

## CROSBIE HEIGHTS NEIGHBORHOOD

The Crosbie Heights neighborhood of Tulsa, Oklahoma, as shown in Figure 1, the Crosbie Heights Sector Plan Area (“Area”), is located within walking distance to downtown but cordoned off by highways and other barriers. The community desires to leverage its location and provide for infill development and rehabilitation in a manner that maintains the neighborhood’s eclectic feel. The Tulsa Development Authority can direct its resources strategically to act as an active partner implementing the community’s vision, while improving the quality of life and economic conditions within the neighborhood.

## RELATIONSHIP TO URBAN RENEWAL

This Crosbie Heights Sector Plan (“Plan”) is prepared and adopted pursuant to the Oklahoma Urban Redevelopment Law, 11 O.S. 38-101, et seq. (“Act”). It creates a new urban renewal area in Tulsa’s Crosbie Heights neighborhood. Tools provided by the Act, coupled with appropriate financing support, will facilitate neighborhood stabilization, infill housing development, job creation, public infrastructure upgrades, and parks and open space enhancements.

This Plan will be undertaken as approved and authorized by The City of Tulsa. The principal activities will consist of acquisition as authorized by this Plan and/or appropriate action of The City and redevelopment of existing structures

and upon vacant properties. Administrative implementation, planning activities, developer outreach and recruitment for real estate redevelopment, job creation activities, and acquisition and disposition of property will be provided by the Tulsa Development Authority (“TDA”).

Urban Renewal Plans were originally prepared as part of the Neighborhood Program beginning in the late 1960’s. The Tulsa Development Authority is creating and/or updating Sector Plans in several neighborhoods to help guide their investment activities in burgeoning areas, including Crutchfield, Pearl District, and Crosbie Heights. Sector Plans for Unity Heritage Neighborhoods and Kendall-Whittier were completed in 2015.

## RELATIONSHIP TO SMALL AREA PLAN

This Plan coordinates with the concurrent efforts to establish the Crosbie Heights Small Area Plan, which establishes a community-based vision for the area, and addresses issues not covered in the Sector Plan, such as parks, amenities, mobility, long term land uses, adjacency and other neighborhood compatibility standards.



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## SECTOR PLAN STRATEGIES

### AREA-WIDE STRATEGIES:

- Reduce vacancy and blight
- Ensure overall design and development quality
- Preserve and enhance neighborhood character
- Invest in supportive infrastructure
- Preserve neighborhood assets
- Keep community engaged in redevelopment efforts

### AREA 1 STRATEGIES: NEIGHBORHOOD STABILIZATION AND INFILL

**Summary:** Stabilize and revitalize the Crosbie Heights neighborhood, while preserving housing affordability and increasing housing choice.

**Strategies:**

- Increase housing diversity
- Explore financing and incentives for residential rehabilitation and improvements
- Preserve neighborhood assets
- Make safety improvements (Sidewalks, Crosswalks, Bike Lanes, Lighting)
- Invest in open space amenities
- Stem the impact of blight

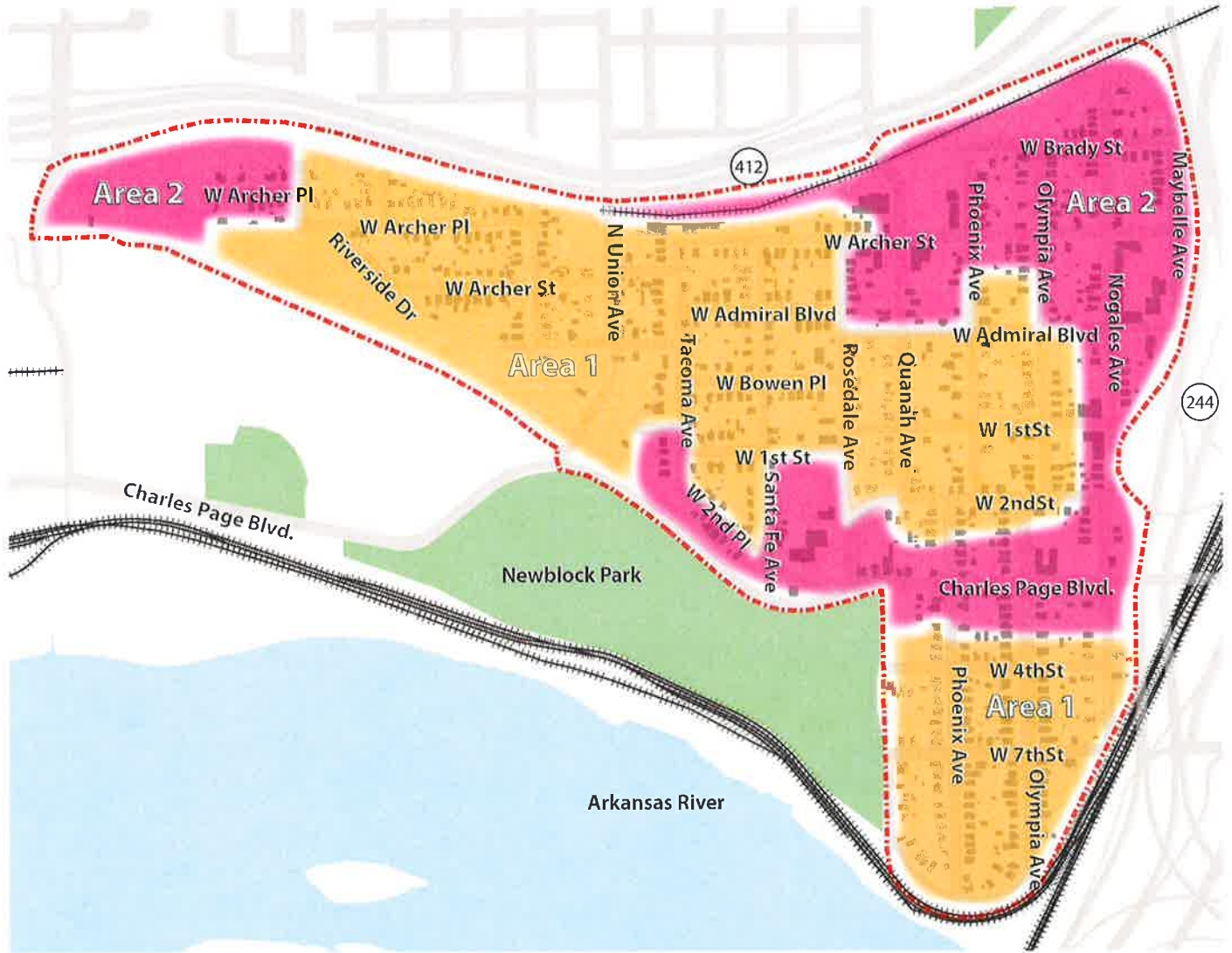
### AREA 2 STRATEGIES: MIXED USE AND CORRIDOR IMPROVEMENTS

**Summary:** Improve major nodes and corridors to support mixed use opportunities, economic activity and improve mobility options.

**Strategies:**

- Encourage new development: retail & neighborhood services
- Support infill development to create more walkable streets
- Streetscape improvements
- Encourage innovative adaptive reuse
- Preserve neighborhood assets
- Activate large undeveloped tracts of land
- Gateways and connections to downtown and neighborhoods

FIGURE 2. INVESTMENT AREAS MAP







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# BACKGROUND

## EXISTING LAND USES AND PHYSICAL CONDITIONS

### BLIGHTED PHYSICAL CONDITIONS

The Crosbie Heights Blight Study, completed in September 2018 as part of the Sector Planning process, details the blighting conditions that exist in the Sector Plan area. The Crosbie Heights neighborhood is a blighted area as defined by Oklahoma Urban Renewal law. While parts of the Crosbie Heights area are well maintained homes and businesses, many buildings in Crosbie Heights have fallen into disrepair, and some structures are unsafe for habitation. There is a higher rate of vacant and abandoned buildings compared to the rest of Tulsa. Between 2010 and 2016 property values have declined by 30%, to levels below those seen in 2000. While Tulsa as a whole also saw a decline in property values in that time frame, it was not as dramatic. There are higher rates of unemployment when compared to the rest of the City. Fifty percent of streets lack sidewalks. City officials and community members agree that Crosbie Heights will benefit from reinvestment and rehabilitation for the health and safety of the neighborhood.

of the neighborhood. Current residential uses are largely single family; however, small scale multifamily and duplex and triplex units are integrated throughout the neighborhood.

Commercial uses are fairly scattered throughout the neighborhood. A major open space amenity, Newblock Park, lies immediately outside the area to the south along the banks of the Arkansas River.

### EXISTING LAND USE

While Crosbie Heights is predominantly residential, there are opportunities for mixed use development along important corridors, such as Charles Page Boulevard, as well as vacant properties concentrated in the northeast corner

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## EXISTING ZONING

**CH – Commercial-High** CH is intended to accommodate high-intensity commercial uses in the core area of the city, encourage the use of properties and existing buildings along older commercial corridors, and to minimize encroachment on stable residential neighborhoods.

**CG – Commercial-General** The CG district is primarily intended to: accommodate established commercial uses, while providing protection to adjacent residential area; and accommodate the grouping of compatible commercial and light industrial uses.

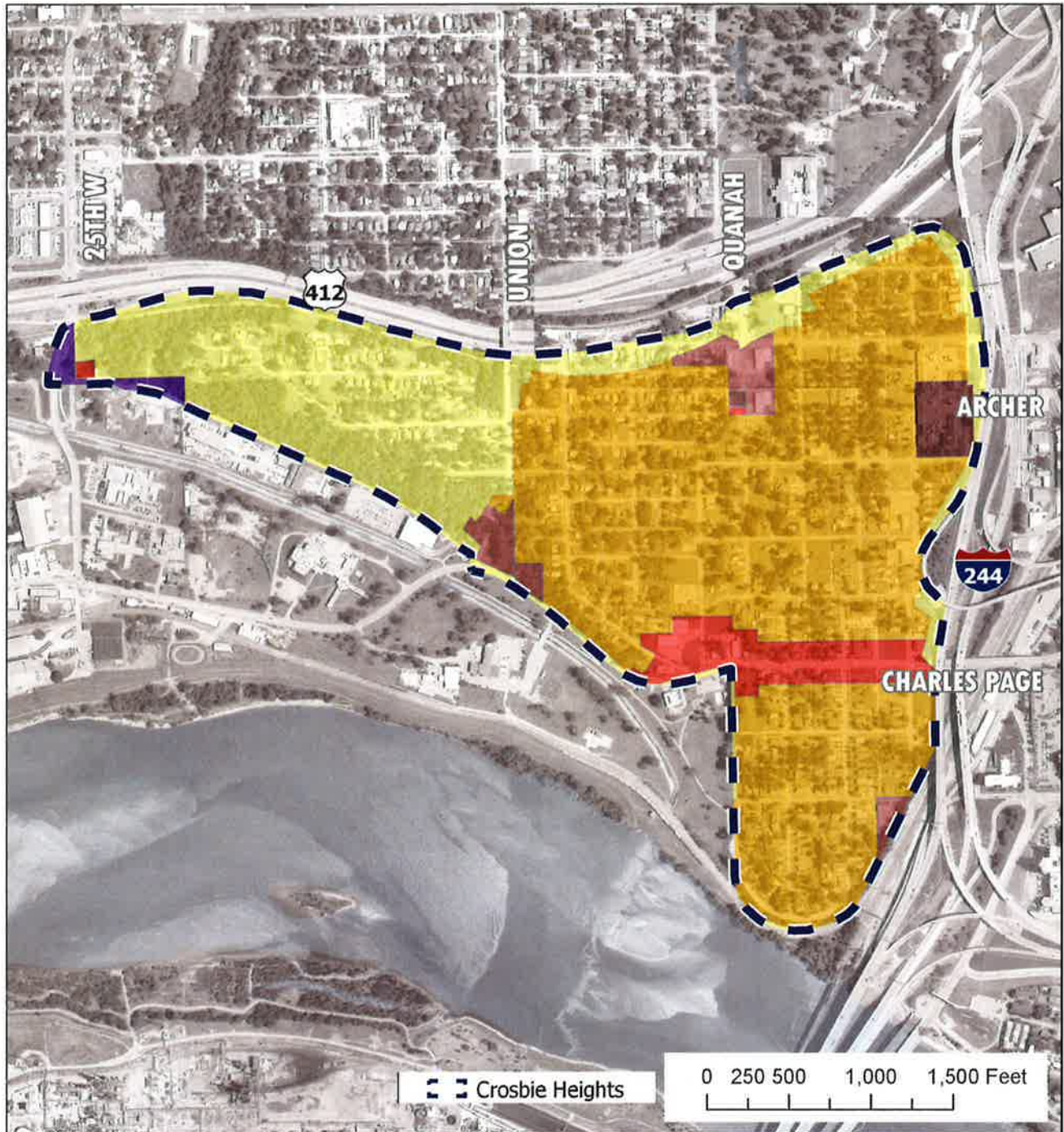
**CS – Commercial Shopping** CS is primarily intended to accommodate convenience, neighborhood, subcommunity, community, and regional shopping centers.

**IM – Industrial-Moderate** IM is intended to group together a wide range of industrial uses that may produce some moderate adverse land use or environmental impacts in terms of their operation and appearance.

**RM-2 – Residential Multifamily Medium Density** RM-2 allows single family homes, townhouses, duplexes, and apartments and condominiums at a maximum density of 39 units per acre.

**RS-3 – Residential Single Family Density** RS-3 allows single-family residential properties on smaller lots, more in line with historic urban design. RS-3 allows two unit townhouses and duplexes by special exception only, though patio homes are allowed by right.

**FIGURE 3. ZONING MAP**



- |   |  |   |
|---|--|---|
|  CH - Commercial-High    |  CS - Commercial Shopping |  RM-2 - Residential Multi-Family 2  |
|  CG - Commercial General |  IM - Industrial-Moderate |  RS-3 - Residential Single Family 3 |



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## SMALL AREA PLAN

The PLANiTULSA planning process created a vision for the City of Tulsa that reflects the needs and dreams of all citizens over a 20- to 30-year planning horizon. The Comprehensive Plan was adopted in July 2010. The PLANiTULSA land use map is organized around building blocks and plan categories that distinguish land use characteristics with regard to location, transportation, land use mix, employment, and housing. The Small Area Plan recommends the following building blocks for Crosbie Heights::

### Existing Neighborhood

This plan category is intended to preserve and enhance existing single-family neighborhoods. Development should be limited to rehabilitation, improvement, or replacement of existing homes, with some small-scale infill. Improvements should be made to sidewalks, bike routes, and transit.

### Downtown Neighborhood

Neighborhoods located outside of, but tightly integrated with, the Downtown Core. These areas are primarily pedestrian-oriented and are well connected to the Downtown Core via local transit. They feature neighborhood-scale parks and open space.

### Neighborhood Center

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

### Mixed-Use Corridor

Mixed-Use Corridors pair high capacity transportation facilities with housing, commercial, and employment uses. Pedestrian safety and comfort is emphasized, and buildings along the corridors are built to the sidewalk, with windows, storefronts, and active ground floor uses.

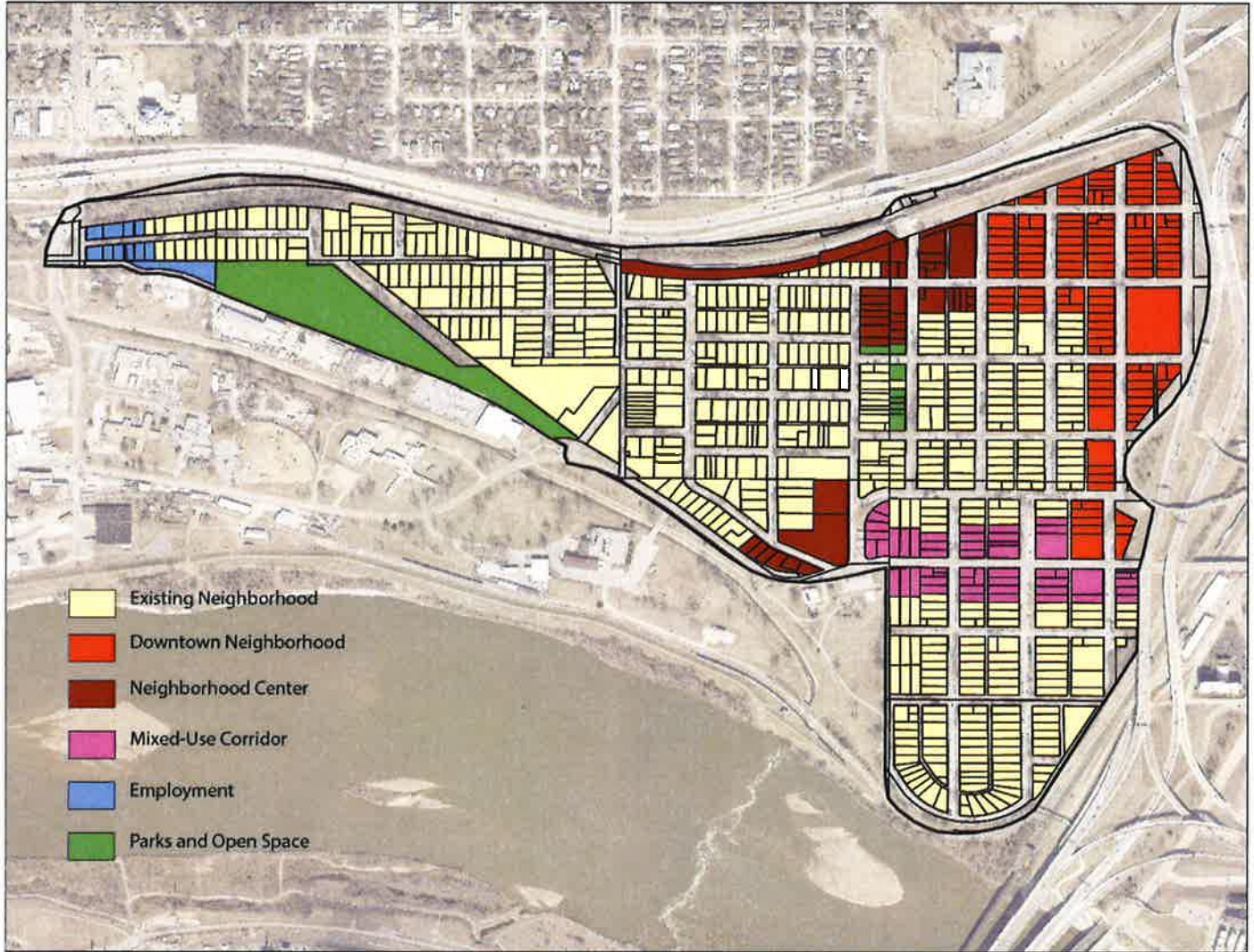
### Employment

Employment areas contain office, warehousing, light manufacturing, and high tech uses. These areas require access to major arterials or interstates, and must accommodate truck traffic, along with rail in some instances. Screening and buffering is necessary when employment districts are located near residential uses.

### Park and Open Space

Parks and open spaces should be understood as forming a network, connected by green infrastructure, a transportation system, and a trail system. These areas should be protected and promoted through targeted investments, public-private partnerships, and policy changes.

**FIGURE 4. FUTURE LAND USE**

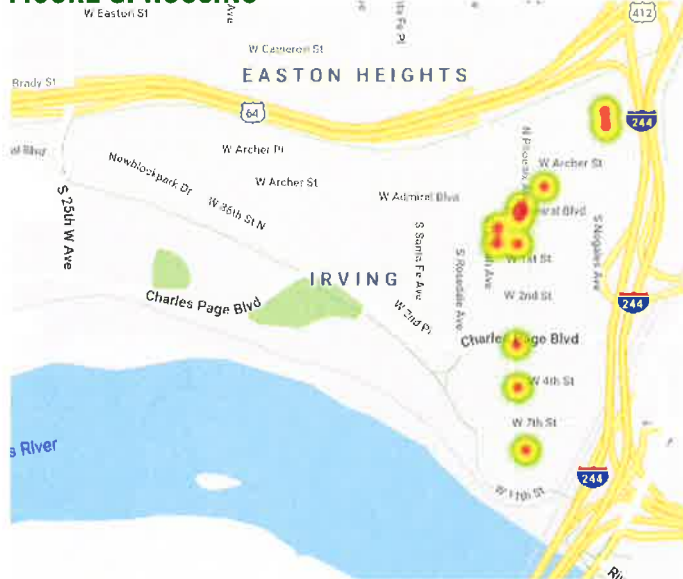


# COMMUNITY WORKSHOPS

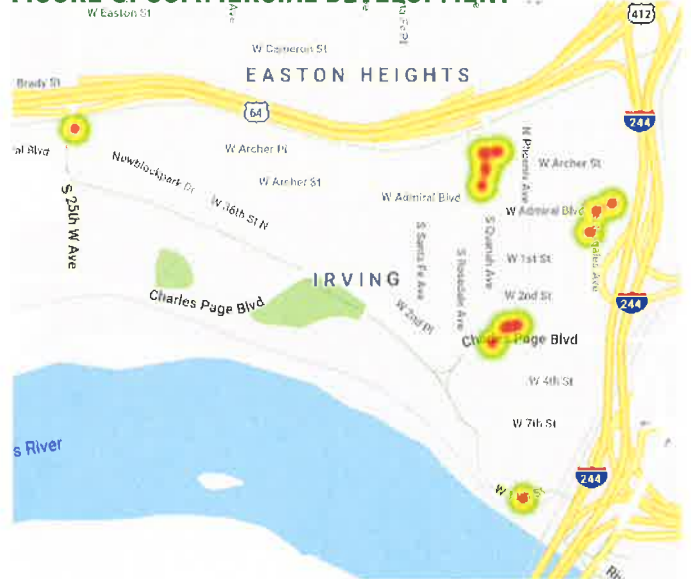
A community workshop was held on May 17, 2018 in Crosbie Heights. The following maps show frequency of comments of community input on four main topic areas. Additionally, instant polling provided feedback on opportunities and concerns facing those in Crosbie Heights. Results are summarized below:

- **Greatest asset: Access to Downtown (61%)**
- **Top three concerns: Vacant Buildings and Properties (26%); Walkability, Public Transit, Bike Routes (19%); Need for Neighborhood Retail and Services (15%)**
- **Top two priorities for housing: Address blighted properties (31%); Preserve neighborhood assets and building reuse (28%)**
- **Top priority for infrastructure: Improve walkability – sidewalks, crosswalks, lighting (44%)**
- **Top priority for economic development: Revitalize vacant properties (54%)**
- **Most needed type of parks/open space: Pocket parks within neighborhoods and retail areas (38%)**

**FIGURE 5. HOUSING**



**FIGURE 6. COMMERCIAL DEVELOPMENT**





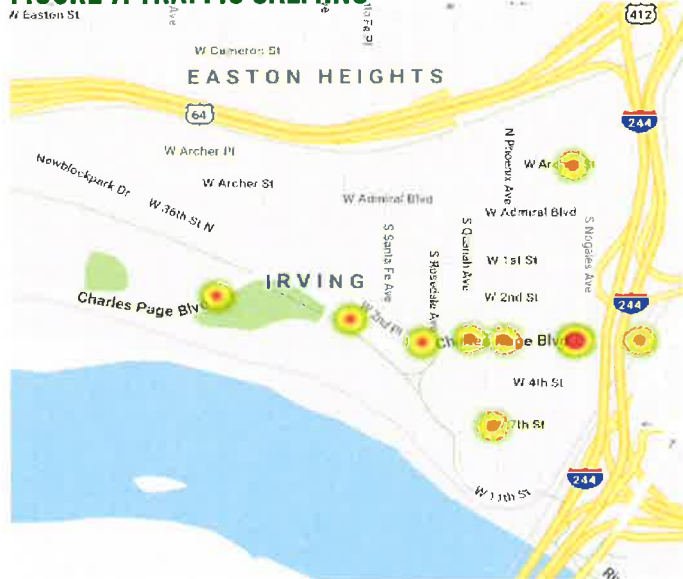
- Most important outcomes: Retain housing affordability (28%); Destinations (retail, dining, and entertainment options) (17%); Redeveloping aging historic structures (17%)

An additional Open House was held on October 9, 2018.

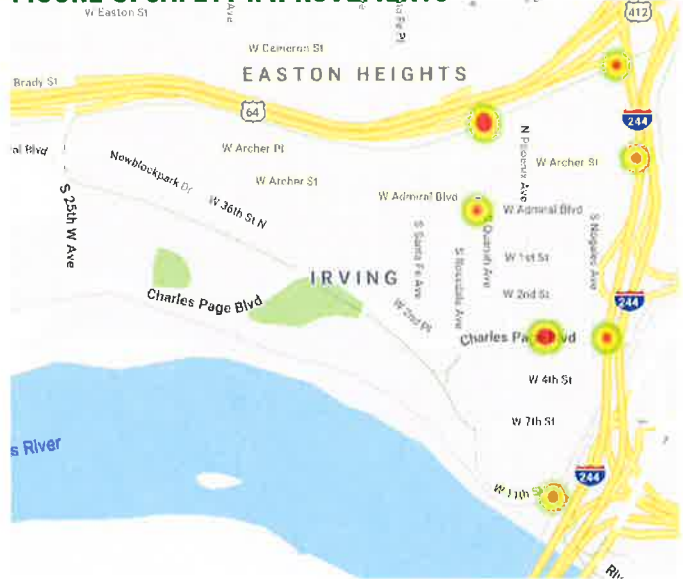
### Key Takeaways:

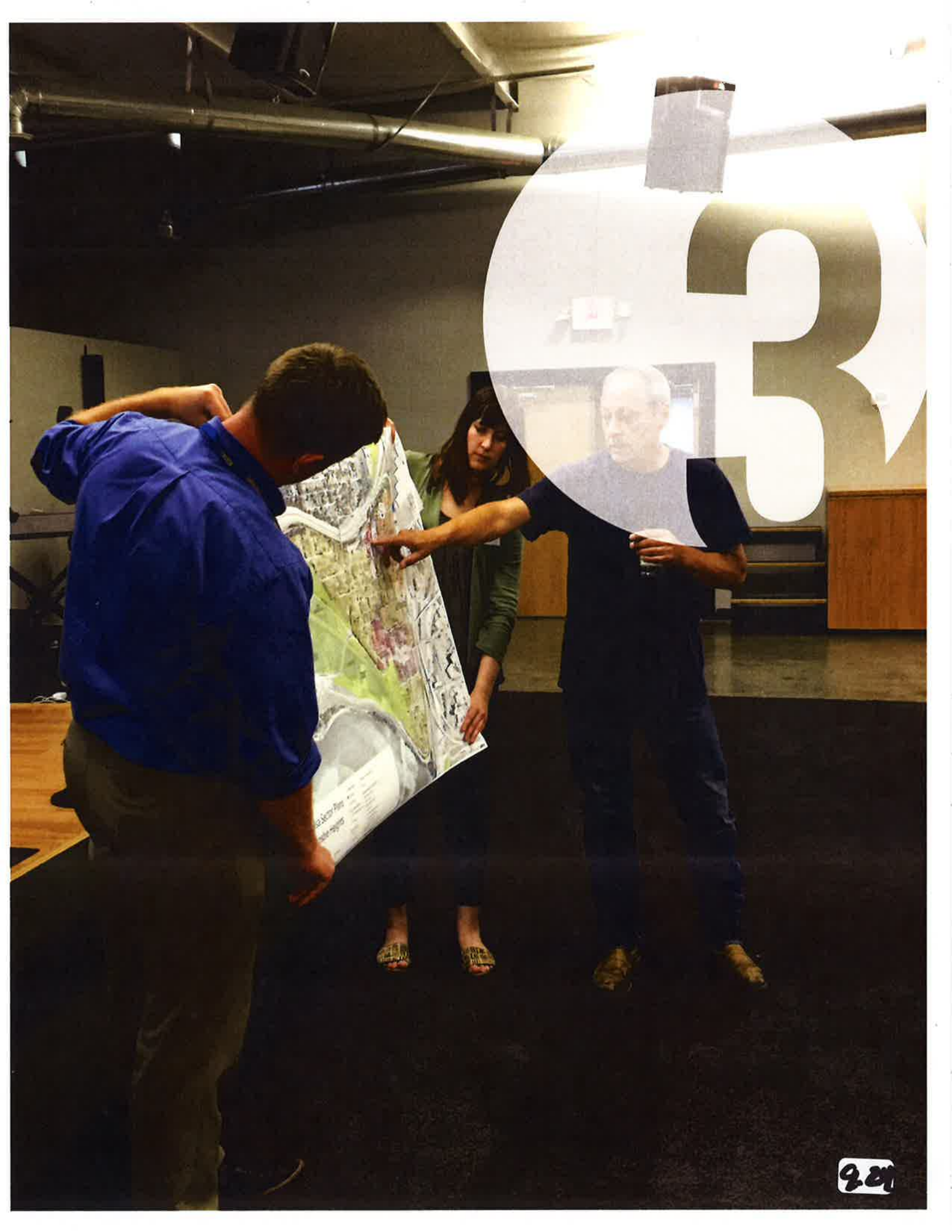
- ▶ Top concerns for the neighborhood include vacant buildings / properties, accessibility by foot or transit, and the need for more retail
- ▶ Desire for preserving and revitalizing existing buildings
- ▶ Desire for improved walkability and dedicated investments towards sidewalks, bike routes, and other pedestrian oriented trails
- ▶ Desire to maintain housing affordability, while creating new commercial opportunities and redeveloping historic structures

**FIGURE 7. TRAFFIC CALMING**



**FIGURE 8. SAFETY IMPROVEMENTS**





# DIRECTING CHANGE

The Crosbie Heights Small Area Plan contains six priorities to achieve the community vision for the neighborhood, with numerous specific Goals and Implementation Measures for each. Implementation Measures that specifically indicate the Tulsa Development Authority as the responsible entity are outlined below. Additional Strategies recommended later in this plan further support the Priorities from the Small Area Plan.

Priority 3: Prioritize the preservation of open space and the natural environment in future development.

NUMBER	IMPLEMENTATION MEASURE	PHASE	LIKELY RESPONSIBLE ENTITY
Goal 8: Promote revitalization in Crosbie Heights that supports the plan’s Vision and enhances the image of Crosbie Heights.			
8.1	Encourage and allow compatible infill.	Ongoing	Tulsa Planning Office, Tulsa Development Authority
8.2	Support infill development that respects the area’s established, older homes and buildings.	Ongoing	Tulsa Planning Office, Tulsa Development Authority
8.4	Work with the Tulsa Development Authority (TDA) to resolve property title issues that impede or prevent redevelopment of vacant and derelict properties in the plan area.	Short Term	Tulsa Development Authority, Tulsa Planning Office
Goal 9: Encourage and support convenient neighborhood-level economic development.			
9.1	Support zoning map amendments that correspond with the Crosbie Heights Vision.	On-going	Tulsa Planning Office, Tulsa Development Authority
9.2	Support re-purposing older commercial buildings near Quanah Avenue and Archer Street, and the Irving School site in a manner that is compatible in scale and design with the early character of Crosbie Heights.	Mid Term	Tulsa Planning Office, Tulsa Development Authority

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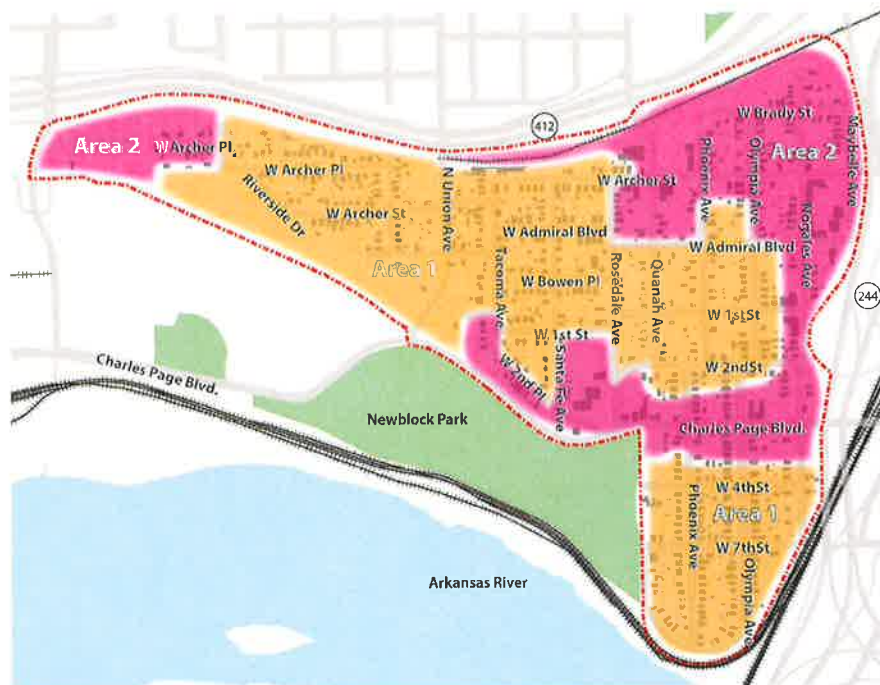
# IMPLEMENTATION

Implementation strategies in this plan are organized by two geographic focus areas, plus strategies that apply to the whole area. Each focus area includes a set of investment strategies to guide development investment, development strategies to provide parameters for building and development, and supportive capital investment strategies which identify capital projects that are needed to support desired change.

▶ **AREA-WIDE STRATEGIES 22**

▶ **AREA 1: NEIGHBORHOOD STABILIZATION AND INFILL 25**

▶ **AREA 2: MIXED USE AND CORRIDOR IMPROVEMENTS 32**



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# AREA-WIDE STRATEGIES

## S01. Reduce vacancy and blight [Priority 3]

Community input during the Sector Planning process indicated that 26 percent of respondents felt that vacant and abandoned buildings was the top concern in Crosbie Heights. This Plan grants TDA the authority to acquire and sell property to foster revitalization of the Crosbie Heights neighborhood and address this contributor to blight.

### TDA Actions:

- Acquire and sell property to meet community objectives.
- Identify blighted properties that would be candidates for acquisition.
- Undertake negotiation for the acquisition of property determined to be incompatible with approved redevelopment projects to better facilitate cohesive and comprehensive redevelopment. Seek to voluntarily acquire properties to create parcels capable of redevelopment adhering to detailed design guidelines established through the Small Area Plan and/or the objectives of this Sector Plan. Where necessary or advisable, exercise statutory authority powers for acquisition.
- Consult with City of Tulsa and INCOG in crafting development criteria or deed restrictions to support community goals when selling TDA owned properties. These restrictions could influence building design, buffering of uses, and/or affordability, among other considerations.

## S02. Ensure overall design and development quality [Priority 1]

Guiding and monitoring development is a continuing effort. Ensuring that projects and investments are advancing the overall vision for Crosbie Heights requires clear guidance and thoughtful oversight.

### TDA Actions:

- Recommend that development agreements for properties receiving TDA assistance require adherence to detailed design guidelines.
- Coordinate with INCOG to ensure compatibility of design requirements with established and existing zoning and design requirements.
- Explore a collaborative design review process with INCOG and City of Tulsa for projects receiving TDA assistance to:
  - Ensure compliance with guidelines and objectives in this document, as well as potential development agreements, for projects receiving incentives.
  - Evaluate public projects, such as streetscape improvements and other public investment.



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**S03. Preserve and enhance neighborhood character [Priority 1]**

Crosbie Heights consist of an eclectic mix of housing types and styles. Encourage development that maintains the scale of development, while respecting assets such as topography and public views of the Arkansas River and Downtown.

**TDA Actions:**

- Support the development and adoption of general design guidelines for Crosbie Heights, that assist developments to maintain appropriate scale, setbacks with respect to the adjacent development and identified public views of the Arkansas River and Downtown.
- Require developments to adhere to adopted design guidelines.
- Seek to voluntarily acquire properties to create parcels capable of redevelopment adhering to detailed design guidelines
- Minimize changes to natural grade to the extent possible in projects receiving TDA assistance.

**S04. Invest in supportive infrastructure [Priority 4 and 5]**

A number of infrastructure investments are necessary throughout the area in order to achieve community objectives. Community input emphasized the need for improved sidewalks, traffic calming, safety, and stormwater improvements.

**TDA Actions:**

- Support the City of Tulsa's implementation of PLANiTULSA's Complete Streets policies to transform Charles Page Boulevard into a multi-modal corridor, and support investments to calm traffic along Charles Page Boulevard
- Invest in sidewalk infrastructure to reduce or eliminate gaps in the sidewalk network and address ADA compliance issues, prioritizing access to public assets such as trail connections and parks, as well as connections into Downtown.
- Require projects with TDA investment to improve sidewalk infrastructure adjacent to their property

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### S05. Preserve neighborhood assets [Priority 1]

Crosbie Heights has many assets—from access to downtown, topography, views, natural elements, available land for development, and historic buildings—all of which combine to contribute to the overall quality of the neighborhood. Identifying physical assets that are significant contributors and working to protect them will help to maintain and enhance the overall character and quality of the neighborhood. The Small Area Plan identifies a number of means by which to preserve these assets in some way.

#### **TDA Actions:**

- Projects receiving TDA investment can support the Small Area Plan implementation measures by ensuring that projects:
  - Maintain the historic character;
  - Accommodate and integrate the area's natural topography, floodways, and proximity to the Arkansas River;
  - Protect viewsheds of downtown Tulsa and the Arkansas River;
  - Protect steep slopes by supporting LID and other stormwater management techniques; and
  - Require the retention of existing substantive trees.
- Invest in adaptive reuse of important assets where feasible through programs such as economic development grants for facade restoration, tax incentives for investment to stabilize and preserve historic properties.

### S06. Keep community engaged in redevelopment efforts [Priority 6]

As neighborhoods such as Crosbie Heights experience change, tensions inevitably arise between residents and development interests. Ongoing dialogue is necessary to ensure that the community's vision is being met, while also responding and adjusting to market changes.

#### **TDA Actions:**

- Partner with the City of Tulsa and INCOG to support an ongoing dialogue through the following methods:
  - Hosting ongoing town halls focused on implementation efforts.
  - Providing opportunities for community input into major public design initiatives through public meetings.
  - Maintaining a website or newsletter that tracks development activity and markets significant changes on the horizon in the area.

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## AREA 1: NEIGHBORHOOD STABILIZATION AND INFILL

**Summary: Stabilize and revitalize the Crosbie Heights neighborhood, while preserving housing affordability and increasing housing choice.**

Crosbie Heights benefits from close proximity to downtown, easy access to regional highways, proximity to recreational amenities and trails, commanding views of the Arkansas River, and the overall neighborhood community. Infill housing will benefit from these advantages; there is a need to guide infill housing in a manner that will contribute to the quality and character of the neighborhood, while maintaining natural assets.

Community input during the Sector Planning process highlighted the need to address blighted properties, preserve neighborhood assets, and provide for infill housing on vacant lots. Continued housing affordability was raised as a common concern that should be addressed as development unfolds. These strategies focus on encouraging appropriate housing development and supporting neighborhood amenities that improve the quality of life for current and future residents.

### S07. Increase housing diversity [Priority 1]

Providing a range of innovative housing options can contribute to neighborhood character, provide affordable housing options, and appeal to a range of household types and age ranges. Community input indicated a desire to look at alternate housing types such as cottage housing. Emphasis should be placed on housing types that are compatible with the single-family character of the area, with multi-family being limited to small-scale products that integrate into the neighborhood or as part of a mixed-use development on larger development sites, if appropriate.

#### TDA Actions:

- Support zoning regulations for the Crosbie Heights neighborhood to ensure a range of housing types is allowed (see table below).
- Coordinate with INCOG and City of Tulsa to identify necessary zoning changes to support a mix of housing types.

- Coordinate with INCOG and City of Tulsa to develop detailed design standards for housing types not currently allowed by zoning [Skinny Houses, Live-Work Units, and Accessory Dwelling Units] and evaluate for inclusion into zoning changes or require compliance with design criteria as a condition of receiving TDA funds.
- Fund pilot demonstration program to construct alternative housing types.
- Encourage development that maintains the existing block and street patterns.
- Discourage large-scale multifamily development
- Seek to voluntarily acquire properties that are determined to be incompatible with an approved redevelopment project to better facilitate cohesive and comprehensive redevelopment.



**TABLE 1. HOUSING TYPES APPROPRIATE FOR CROSBIE HEIGHTS**

Housing Type	Location Parameters	Development Characteristics
Traditional Single Family	Throughout Crosbie Heights	Front porches and parking to the rear
Skinny House	Existing narrow lots	Single-unit house. Generally on 25-foot wide lots with front porches; one to one and half stories
Cottage Housing	Large tracts to accommodate 4-12 units, typically as a buffer	Single-unit house. Small footprint homes [400-1,000 sf]; required common open space; consolidated parking; front porches; one to one and a half stories
Duplex	Neighborhood edge or transition areas	Two-unit house. Has the overall look of a single-family home; parking to the rear; front porches; one or two stories
Multi-unit House (Triplex)	Neighborhood edge or transition areas	Three-unit house. Has the overall look of a single-family home; parking to the rear; front porches; generally two stories
Multi-unit House (Quadplex)	Neighborhood edge or transition areas	Four-unit house. Has the overall look of a single-family home with a single entrance to the structure; parking to the rear; generally two stories
Town Home	Along the edge of the neighborhood, busier streets, or lining neighborhood amenities such as parks and schools.	Doors oriented toward the street, with parking to the rear; developed in buildings consisting of 8 or fewer units; typically, 3 stories, with opportunities for roof decks
Live-Work Units	Along the edge of the neighborhood or busier streets,	Generally, 2-4 story structures, with the ground floor is occupied by office, retail or studio space for the inhabitant of the dwelling unit, generally located on upper floors; doors are oriented toward the street.
Accessory Dwelling Units	Throughout Crosbie Heights	Additional dwelling units generally in detached structures that are smaller in area than the main structure

Traditional



Skinny House



Cottage Housing



Duplex



Multi-unit House: Triplex



Multi-unit House: Quadplex



Town Home



Live-Work Units



Accessory Dwelling Units



Kol Peterson, Oregon Live

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**S08. Maintain housing affordability and encourage fair housing policies [Priority 1]**

One of Crosbie Heights' main assets identified by the community were the affordable housing options in such close proximity to downtown and other amenities. Balancing new development with maintaining affordability is a common challenge in neighborhoods poised to experience growth.

**TDA Actions:**

- Encourage development that includes affordable units for all TDA-supported residential projects.
- Work with City to evaluate waiving or reducing development fees and take advantage of the City's expedited development review for affordable housing projects.
- Research low interest home loans or mortgage assistance programs available to households meeting affordability requirements.
- Develop a pattern book of approved plans for affordable development that are permit-ready.
- Define a percentage of housing receiving TDA investment that is required to be affordable as defined by TDA, and require that affordability be secured on the property for 15 years.

**S09. Encourage new and infill housing development [Priority 1 and 3]**

Providing for new housing on infill lots will help to stabilize the neighborhood and create a more cohesive community.

**TDA Actions:**

- Coordinate with franchise utilities to ensure utilities are modernized to meet demands of redevelopment, such as high-speed internet coverage throughout neighborhood.
- Coordinate with the City of Tulsa to develop a capital improvement plan that outlines and prioritizes necessary infrastructure replacement and upgrades, such as water/ wastewater, as well as residential streets and alleys.
- Support efforts to provide for necessary infrastructure to accommodate housing growth in the area.
- Solicit assistance to housing developers for sites where TDA can be a partner.
- Require private redevelopment of TDA owned lots adhere to development criteria outlined in this plan as a condition of sale.

**S10. Explore financing and incentives for residential rehabilitation and improvements [Priority 1 and 3]**

A primary barrier to neighborhood revitalization pointed out during the Sector Planning process was the inability for property owners to procure loans to improve their homes because appraisals were not accurately reflected the market potential of renovated homes. This effectively discourages further investment in properties.



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**TDA Actions:**

- Explore underwriting loans and grants to make improvements in homes.
- Identify, market, and coordinate grant opportunities that homeowners can use to invest in home improvements.
- Work with the City of Tulsa to explore potential financial incentives for property owners meeting certain investment thresholds in long-term investments in the home.

**S11. Invest in street safety improvements [Priority 5]**

In addition to necessary upgrades in sidewalk infrastructure, improving street safety conditions were identified by the community as a priority.

**TDA Actions:**

- Work with Engineering Services to update and maintain inventory of pedestrian infrastructure, including sidewalk locations and conditions, pedestrian lighting, ADA issues, and other safety needs.
- Prioritize investment in sidewalks to eliminate gaps and improve access to trails, transit, local retail, and other neighborhood amenities.
- Ensure that street improvements are coordinated with other necessary utility upgrades in the area.
- Increase pedestrian lighting as necessary throughout the neighborhood, coordinating with the City of Tulsa on implementation and funding.

- Support and participate as necessary in the implementation of Small Area Plan implementation measures to:
  - Construct sidewalks and multi-use trails along all secondary arterials and residential collectors;
  - Install well-marked pedestrian crossings and rapid flashing beacons at the Nogales, Olympia and Phoenix Avenue intersections with Charles Page Boulevard;
  - Fund improvements to provide complete access to any new transit stop;
  - Fund and develop a sidewalk improvement plan to prioritize capital funding to build, replace, or restore sidewalks within Crosbie Heights; and
  - Fund traffic calming measures along Charles Page Boulevard, Quanah Avenue, and West Archer;

**S12. Enhance neighborhood amenities and green space [Priority 2]**

There are a number of existing amenities in and around Crosbie Heights that contribute to the desirability of the neighborhood—proximity to Newblock Park and the Arkansas River, as well as access to trails for commuting and recreational purposes. Ensuring that these amenities are properly maintained and managed, and new amenities are strategically located will contribute to an overall increased quality of life for residents of Crosbie Heights.

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**TDA Actions:**

- Require projects receiving TDA investment or assistance that include mixed use or multifamily uses to provide a minimum amount of open space based upon number of additional dwelling units included in the project.
- Evaluate publicly owned land for properties that could provide additional open space opportunities, such as pocket parks or urban gardens.
- Include an overall plan for bicycle connections through the area, and identify opportunities for implementation, consistent with GO Plan.
- Work with stakeholders to develop a Capital Improvement Plan to fund neighborhood amenities, as part of the implementation component of the Small Area Plan.
- Research development of a Green Alleyways Program in conjunction with the Engineering Services Department and the Streets and Stormwater Department. Green Alleyways can include light colored paving to reduce urban heat island effect; pedestrian safety elements such as marked crossings, lighting and signage; native and drought tolerant plants; and innovative stormwater management to improve water quality and reduce sewer load.
- Improve the safety of the existing trails—Katy Trail and Arkansas River Trail—through increased lighting.
- Support the use of properties acquired for flood control purposes to be utilized as additional open space amenities within the neighborhood.

**S13. Stem the impacts of blight [Priority 3]**

The Sector Planning process found evidence of blight as defined by Oklahoma Urban Renewal Law 11 O.S. § 38-101(8) due to vacancy, abandoned buildings, declining property values, demolition activity, and deteriorated public infrastructure in Crosbie Heights. Blight, especially in the form of vacant and abandoned properties, can have a detrimental impact upon a neighborhood. Not only can they inhibit area redevelopment, but they can also negatively impact property values and quality of life within a neighborhood. Successful development and investment will require that any issues of blight be identified and addressed in order to provide certainty to the market and encourage future reinvestment.

This Sector Plan serves as a link between local efforts through the TDA to address blight and improve the community and national programs, such as Community Development Block Grants, that are part of the suite of programs administered by the Department of Housing and Urban Development [HUD] with the objective of addressing blight.

**TDA Actions:**

- Develop and implement an acquisition and improvement strategy for Crosbie Heights targeting public or private investment to improve or acquire properties identified as blighted or located within areas identified as blighted, as part of a broader acquisition strategy.
- Maintain an annually updated inventory of vacant properties.
- Coordinate with City of Tulsa Code

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Enforcement to work cooperatively with property owners to educate them and address code violations.

- Evaluate and outline legal remedies to address blighted properties and areas within neighborhoods.
- Market lots for infill development of affordable housing to home-building community.
- Inventory vacant lots and vacant buildings in good repair to identify candidates that can be activated through temporary uses, such as community gardens.
- Establish tax foreclosure pipeline/land banking programming.
- Seek to voluntarily acquire properties that are vacant or abandoned.



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## AREA 2: CORRIDOR IMPROVEMENTS

**Summary: Improve areas to support economic activity and improve mobility options.**

There are two primary opportunities for the development of mixed use to serve the neighborhood as well as the greater downtown area: Charles Page Boulevard serves as a main connector between the neighborhood and downtown, as well as to points to the west of the area; and the northeast quadrant of the neighborhood has large scale vacancy and direct connections to downtown. Additionally, a small portion of the northwestern tip of the neighborhood currently has a future land use designation of Employment.

These areas provide an opportunity to serve the retail and service needs to area residents, as well as an opportunity to further shape the identity of the neighborhood through an improved public realm and redevelopment and adaptive reuse of structures.

### S14. Encourage new development [Priority 3]

Vacant buildings and undeveloped parcels within the mixed-use area provides an opportunity to support new development that can help to revitalize Crosbie Heights. Encouraging the right scale and pattern of development will help to improve the neighborhood as a whole by introducing needed services, while maintaining the fabric of the community.

#### TDA Actions:

- Identify priority sites for infill development and incentivize private investment in the development of these sites.
- Seek to voluntarily acquire priority sites for new mixed-use development through private investment. Where necessary or advisable, exercise statutory authority powers for acquisition.

### S15. Support retail and neighborhood services [Priority 3]

Crosbie Heights has a history and development pattern of integrated small scale commercial services and personal services distributed throughout the neighborhood. If executed appropriately, supporting this same development pattern going forward could provide for a unique and desirable neighborhood.

#### TDA Actions:

- Provide small business assistance to encourage entrepreneurs within the neighborhood.
- Provide public funding to encourage live-work opportunities, where appropriate within desired mixed use areas.
- Encourage development regulations that support live-work development that is sensitive to the context of the neighborhood.

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- Support requiring retail and other active uses along the ground floor of Charles Page Boulevard and West Archer Street.

**S16. Support infill development to create more walkable corridors [Priority 3 and 4]**

Retrofitting corridors to become more walkable is a multi-pronged process. In addition to strategic investment in the right-of-way to improve pedestrian comfort, adjacent development should also be responsive to the pedestrian experience. In some commercial/industrial corridors this can be a challenge, since the existing building stock was not designed with this in mind. However, innovative design solutions as part of an approach to adaptive reuse can improve the pedestrian environment while creating a unique character still rooted in the industrial past of the area.

**TDA Actions:**

- TDA should support development regulations that will apply Charles Page Boulevard and the mixed-use area along West Archer Street that achieve the following:
  - Define a wide sidewalk width for new development and redevelopment to ensure pedestrian comfort and safety along these high-traffic corridors
  - Ensure new commercial construction be brought out to the street edge to better define a street wall
  - Ensure new residential construction be sited along prevailing setback of the existing original housing stock
  - Require new construction to have a high-level of ground floor transparency and doors fronting the street

**S17. Create a pedestrian-friendly public realm within the area and that connects to adjacent districts [Priority 4]**

Street improvements should be designed to prioritize the pedestrian experience, particularly in mixed use areas, within close proximity to transit stops, and other high traffic pedestrian destinations.

**TDA Actions:**

- Support the design and construction of streetscape improvements with wide sidewalks and amenities to support increased pedestrian mobility, improved access to proposed transit stops, and support bicycle infrastructure for both Charles Page Boulevard and West Archer Street.
- Use existing public art program to integrate public art into streetscape improvements.
- Invest in or require through development process enhanced street furnishings to support people walking and biking.

**S18. Encourage innovative adaptive reuse of commercial and industrial buildings, as well as historic buildings [Priority 3]**

Providing destinations and services to the residents of the area, as well as visitors can increase the marketability of the area for additional housing and improve the overall image of the area. There is an existing stock of buildings that can creatively be reimaged to introduce additional uses within the area, including the Irving School Site and along Quannah Avenue and Archer Street.

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**TDA Actions:**

- Research potential tax credits and other benefits to adaptive reuse of historic buildings as identified in the Small Area Plan and market to existing owners.
- Support continued reductions to parking requirements for adaptive reuse of buildings in Area 2 and encourage shared parking among uses when appropriate.
- Improve areas in front of existing commercial structures with active outdoor uses such as seating and improved landscaping.
- Partner with the city to convene a Code committee to identify and recommend innovative solutions to building code challenges to reuse buildings.

**S19. Activate large undeveloped tracts of land [Priority 3]**

Developing large concentrations of vacant properties within Crosbie Heights will serve as a major catalyst for change in the neighborhood, while providing additional jobs as well as retail and service options.

**TDA Actions:**

- Work with property owners to define an incentive package tailored to the redevelopment of catalytic sites following the potential development scenarios with the vision and future land use outlined in the Small Area Plan.
- Negotiate and execute development agreements that tie incentives to specific development performance on each site and its associated package of incentives.

- Maintain the existing street grid in order to preserve walkability and neighborhood scale.

**S20. Improve gateways and connections to downtown to support neighborhood identity [Priority 4]**

Currently some entry points into the neighborhood are seen as a liability that detracts from the perception of the area due to undesirable activities or physical qualities of the place. These gateways should be improved and enhanced to strengthen the identity of the neighborhood, create a welcoming entry into the community, and emphasize the connection to adjacent neighborhoods.

**TDA Actions:**

- Coordinate gateway and intersection improvements with recommendations from the Arena District Master Plan
- Coordinate with ODOT to ensure safe, multi-modal access under I-244 at Charles Page Boulevard, West Archer Street and West Brady Street
- Design and install neighborhood identity signage to be installed at major gateways into the area, including I-244 highway underpasses at Charles Page Boulevard and West Archer Street.
- Explore opportunities to integrate public art or enhanced lighting for I-244 crossings at Charles Page Boulevard and West Archer Street, including signature public art that is visible from the highway.





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