TULSA DEVELOPMENT AUTHORITY
STAFF REPORT

MEETING DATE: January 3, 2019
TO: Chairman and Board Members
FROM: O.C. Walker
SUBJECT: Approval and Adoption of the Crosbie Heights Neighborhood Sector Plan

LOCATION:
North – HWY - 412
South – Newblock Park Drive/Charles Page Blvd.
East – HWY – 1-244
West – Gilcrease Museum Road, Charles Page Blvd

Background:
Redeveloper: Tulsa Development Authority
Owner: Various Owners
Location: North – HWY - 412
South – Newblock Park Drive/Charles Page Blvd.
East – HWY - 244
West – Gilcrease Museum Road, Charles Page Blvd.
Size of Tract: 7 square miles
Zoning: Various Zoning Districts
Development Area: Crosbie Heights Neighborhood Sector Plan
Fair Market Value: N/A
Executive Director: O.C. Walker

Relevant Info:
This is a request for the Tulsa Development Authority (TDA) Board of Commissioners to consider approving a Resolution adopting the Crosbie Heights Neighborhood Sector Plan prepared by Fregonese Associates, in accordance with TDA’s Policies and Procedures, Section 14.2 Regarding the Approval Process, TDA will follow the policy as illustrated:

- Approval and adoption by the Tulsa Development Authority
- Prior to consideration, the Plan will be submitted to the Tulsa Metropolitan Area Planning Commission (TMAPC) 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 Plan
- Written recommendation will be received from TMAPC
- 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

Attachments:  Crosbie Heights Neighborhood Sector Plan

Recommendation:  Staff recommends the TDA Board of Commissioners approve this request as presented.

Reviewed By:  O.C. Walker
ACKNOWLEDGMENTS

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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.
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.
Crosbie Heights Sector Plan

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.
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
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.

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 of the neighborhood. Current residential uses are largely single family; however, small scale multifamily and duplex and triplex units are integrated throughout the neighborhood.
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
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 1: Align and Balance the future land uses of the Crosbie Heights vision with PLANiTULSA’s citywide Vision when considering future land use changes.**

<table>
<thead>
<tr>
<th>NUMBER</th>
<th>IMPLEMENTATION MEASURE</th>
<th>PHASE</th>
<th>LIKELY RESPONSIBLE ENTITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.6</td>
<td>Develop or strengthen a fair housing policy to limit gentrification and encourage a variety of housing types and price points.</td>
<td>Short Term</td>
<td>Tulsa Planning Office, Tulsa Housing Authority, Crosbie Heights Neighborhood Association</td>
</tr>
</tbody>
</table>

**Priority 3: Prioritize the preservation of open space and the natural environment in future development.**

<table>
<thead>
<tr>
<th>NUMBER</th>
<th>IMPLEMENTATION MEASURE</th>
<th>PHASE</th>
<th>LIKELY RESPONSIBLE ENTITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>8.1</td>
<td>Encourage and allow compatible infill.</td>
<td>Ongoing</td>
<td>Tulsa Planning Office, Tulsa Development Authority</td>
</tr>
<tr>
<td>8.2</td>
<td>Support infill development that respects the area’s established, older homes and buildings.</td>
<td>Ongoing</td>
<td>Tulsa Planning Office, Tulsa Development Authority</td>
</tr>
<tr>
<td>8.4</td>
<td>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.</td>
<td>Short Term</td>
<td>Tulsa Development Authority, Tulsa Planning Office</td>
</tr>
</tbody>
</table>
Goal 9: Encourage and support convenient neighborhood-level economic development.

<table>
<thead>
<tr>
<th>NUMBER</th>
<th>ACTION</th>
<th>LEAD ENTITY AND STATUS</th>
<th>PROGRESS TO DATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.1</td>
<td>Support zoning map amendments that correspond with the Crosbie Heights Vision.</td>
<td>On-going</td>
<td>Tulsa Planning Office, Tulsa Development Authority</td>
</tr>
<tr>
<td>9.2</td>
<td>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.</td>
<td>Mid Term</td>
<td>Tulsa Planning Office, Tulsa Development Authority</td>
</tr>
</tbody>
</table>
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.

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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.
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.
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 views 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.
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.

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.

• 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

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Location Parameters</th>
<th>Development Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traditional Single Family</td>
<td>Throughout Crosbie Heights</td>
<td>Front porches and parking to the rear</td>
</tr>
<tr>
<td>Skinny House</td>
<td>Existing narrow lots</td>
<td>Single-unit house. Generally on 25-foot wide lots with front porches; one to one and half stories</td>
</tr>
<tr>
<td>Cottage Housing</td>
<td>Large tracts to accommodate 4-12 units, typically as a buffer</td>
<td>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</td>
</tr>
<tr>
<td>Duplex</td>
<td>Neighborhood edge or transition areas</td>
<td>Two-unit house. Has the overall look of a single-family home; parking to the rear; front porches; one or two stories</td>
</tr>
<tr>
<td>Multi-unit House (Triplex)</td>
<td>Neighborhood edge or transition areas</td>
<td>Three-unit house. Has the overall look of a single-family home; parking to the rear; front porches; generally two stories</td>
</tr>
<tr>
<td>Multi-unit House (Quadplex)</td>
<td>Neighborhood edge or transition areas</td>
<td>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</td>
</tr>
<tr>
<td>Town Home</td>
<td>Along the edge of the neighborhood, busier streets, or lining neighborhood amenities such as parks and schools.</td>
<td>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</td>
</tr>
<tr>
<td>Live-Work Units</td>
<td>Along the edge of the neighborhood or busier streets,</td>
<td>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.</td>
</tr>
<tr>
<td>Accessory Dwelling Units</td>
<td>Throughout Crosbie Heights</td>
<td>Additional dwelling units generally in detached structures that are smaller in area than the main structure</td>
</tr>
</tbody>
</table>
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
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.

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 prioritize 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.

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.
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 property tax breaks 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:
• 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.
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 the increase 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
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.
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.

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.

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.

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.
• 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 reimagined to introduce additional uses within the area, including the Irving School Site and along Quanah Avenue and Archer Street.
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.

• 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.

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.