

## CITY OF TULSA



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history.*

## 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 2/27/2019.

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

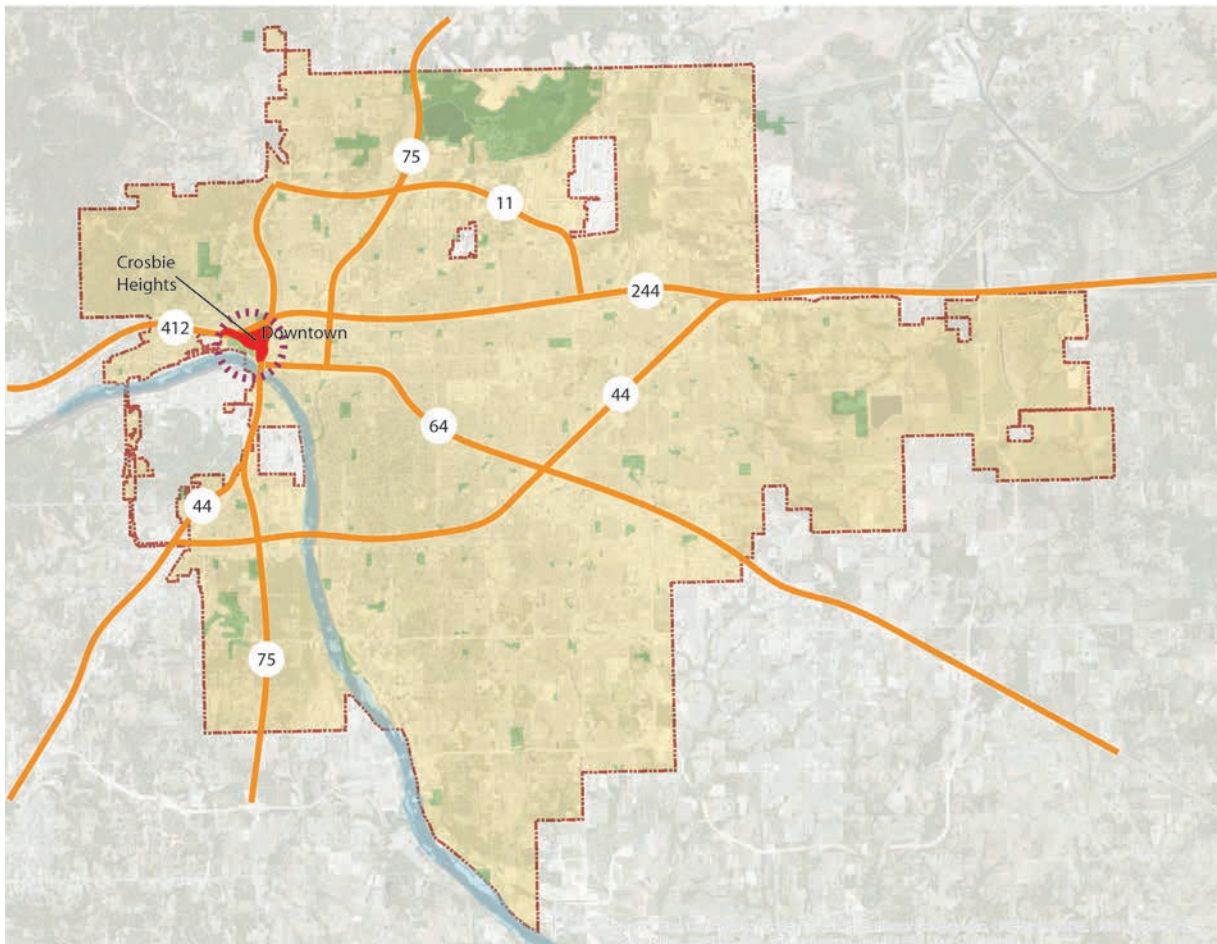
### Introduction

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. 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 PLANitTULSA. 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



# 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.

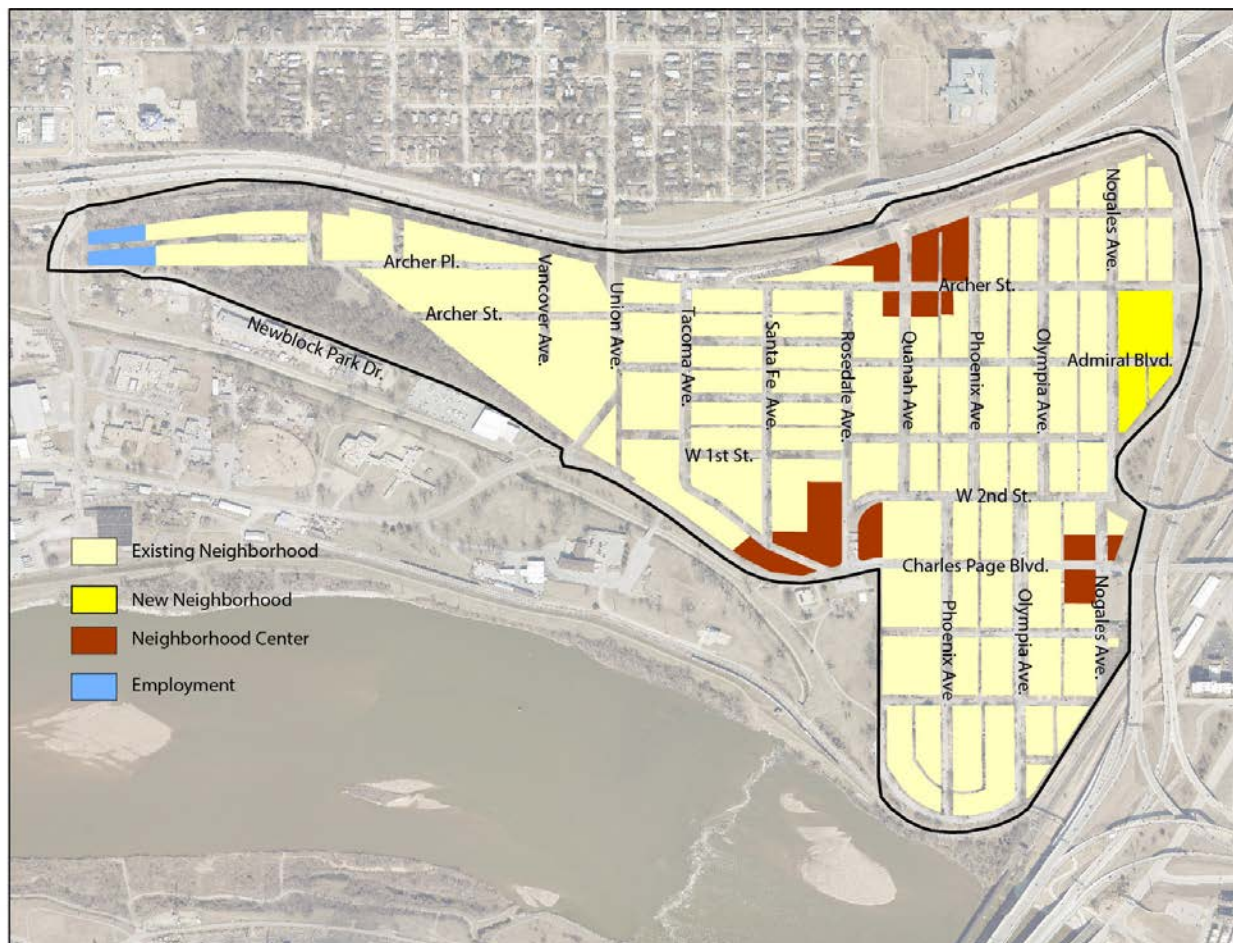
3) Parks and Open Space. This City-owned undeveloped land contains steep, vegetated slopes. It is separated from the rest of the employment area by Newblock Park Drive and backs onto residential properties. Any development in these sites will require mitigation to protect the slopes from extensive erosion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



## 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

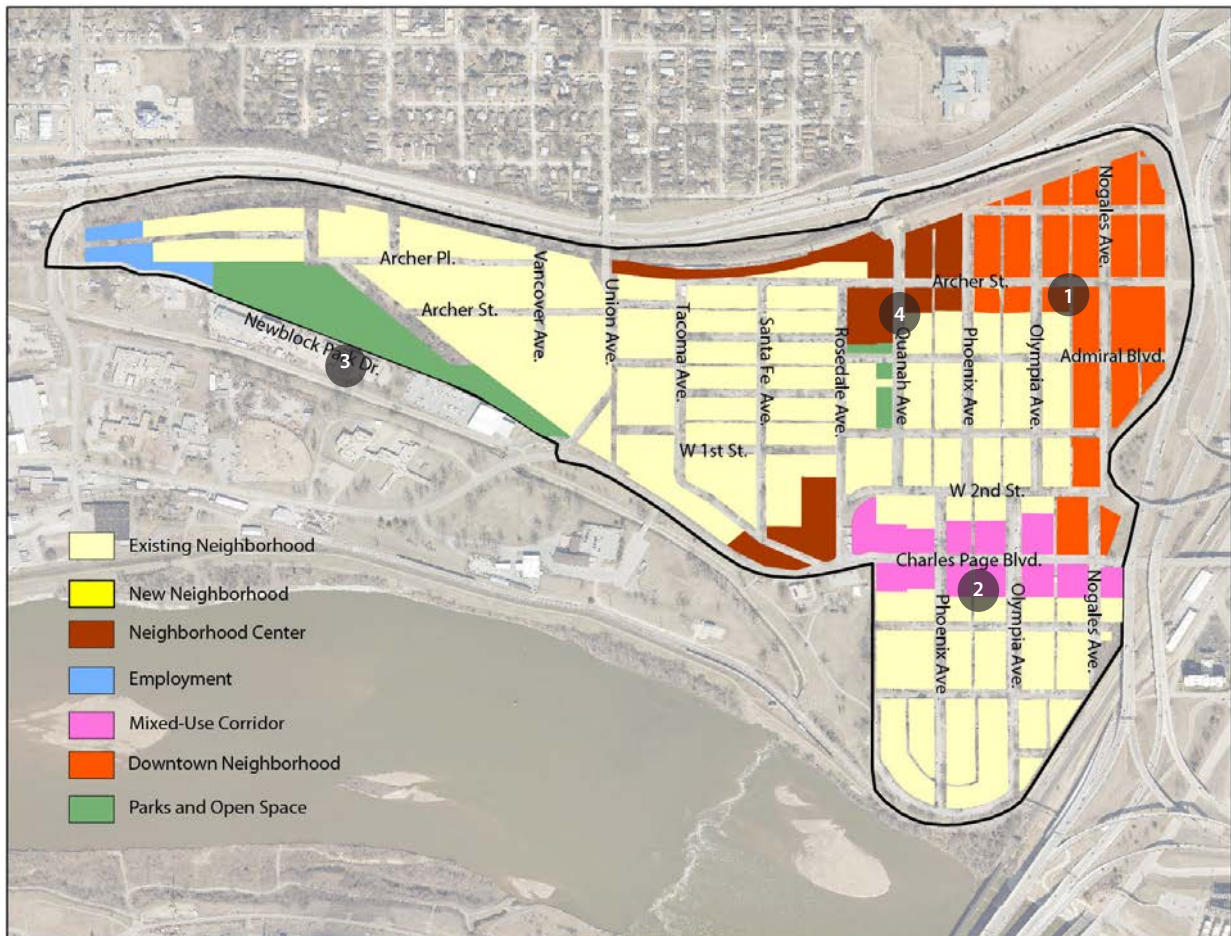
The Crosbie Heights planning process engaged stakeholders to consider existing conditions and circumstances in the area, and to envision what it might become in the future. Crosbie Heights has potential to build upon its traditional strengths and assets and transform itself into a more exceptional neighborhood.

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 emphasis 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
<b>Goal 1</b>	<b>Stabilize the Crosbie Heights area through changes to PLANiTULSA's Land Use and Areas of Stability/ Growth maps.</b>
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.
<b>Goal 2</b>	<b>Promote development of complete neighborhoods, defined in the Comprehensive Plan (p. LU-18) as "neighborhoods that blend...amenities, connectivity, and housing options together."</b>
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.
<b>Goal 3</b>	<b>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.</b>
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.

# Part I: Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

### Reference

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

### Implementation Measure

## 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.



### 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.

# Part I: Part I: Executive Summary - Recommendations

## IMPLEMENTATION MATRIX

### Priority 4:

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

Reference	Implementation Measure
<b>Goal 10</b>	<b>Program trail and pedestrian/bicycle improvements throughout the area.</b>
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.
<b>Goal 11</b>	<b>Program transit improvements to better connect Crosbie Heights to the regional mass-transit system (aka Tulsa Transit).</b>
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).
<b>Goal 12</b>	<b>Maintain automobile connectivity within Crosbie Heights.</b>
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
<b>Goal 13</b>	<b>Increase transportation safety for all modes of travel and all types of travelers.</b>
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 breeches, 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.

# Part II: The Plan

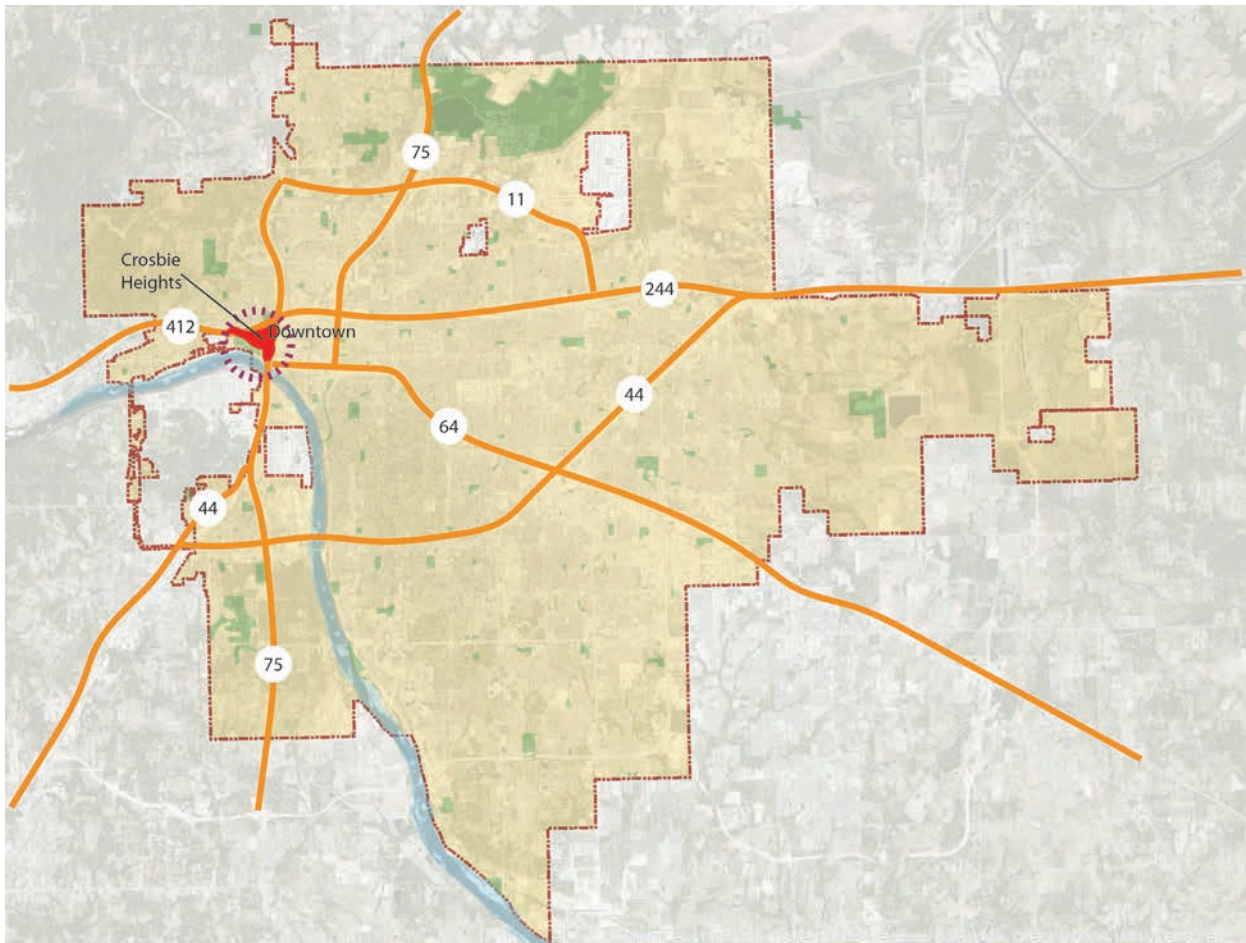
## Chapter 1: Introduction

### 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





## 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.

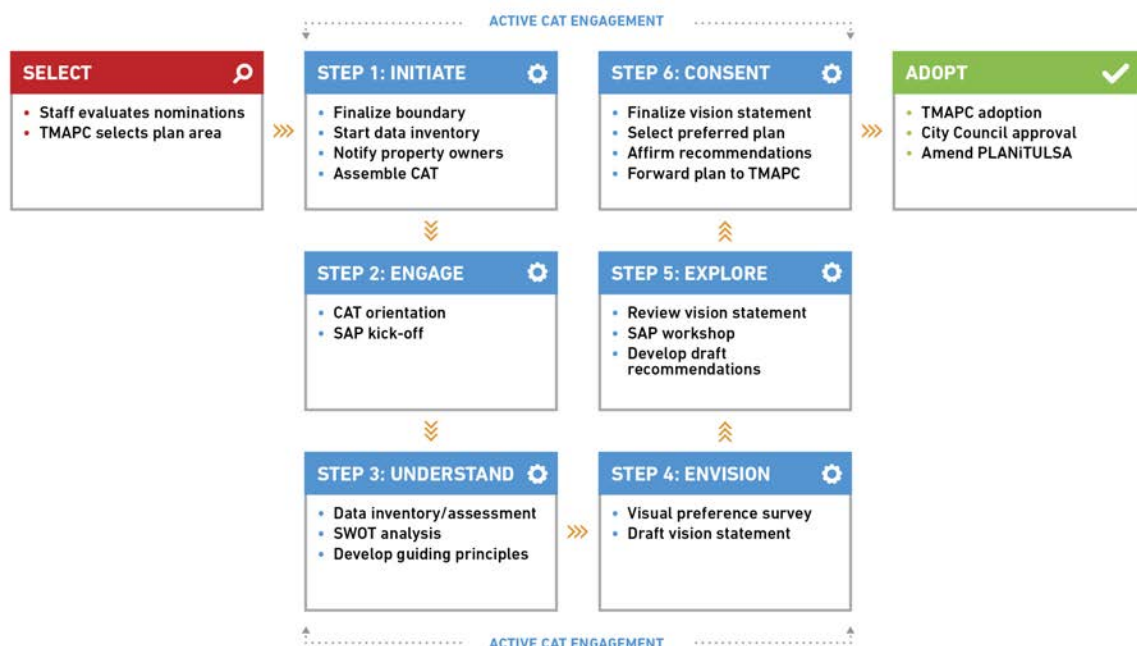
Active public engagement was a hallmark of the Crosbie Heights small area planning process, including public meetings of stakeholders and planners to address public concerns, solicit future visions and continually evaluate findings and recommendations. The results of these meetings and workshops were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



## 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.

## Part II: The Plan

### 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.

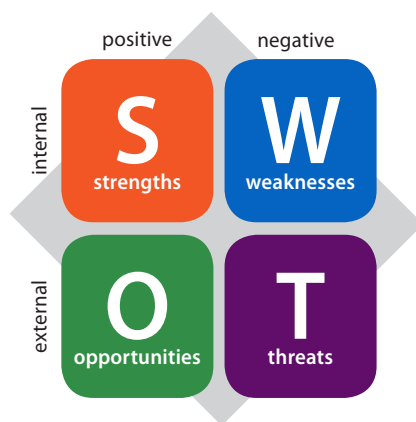
Figure 2: SWOT Diagram

### 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

### 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.*

## 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 –

1/16/2019

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.



# 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

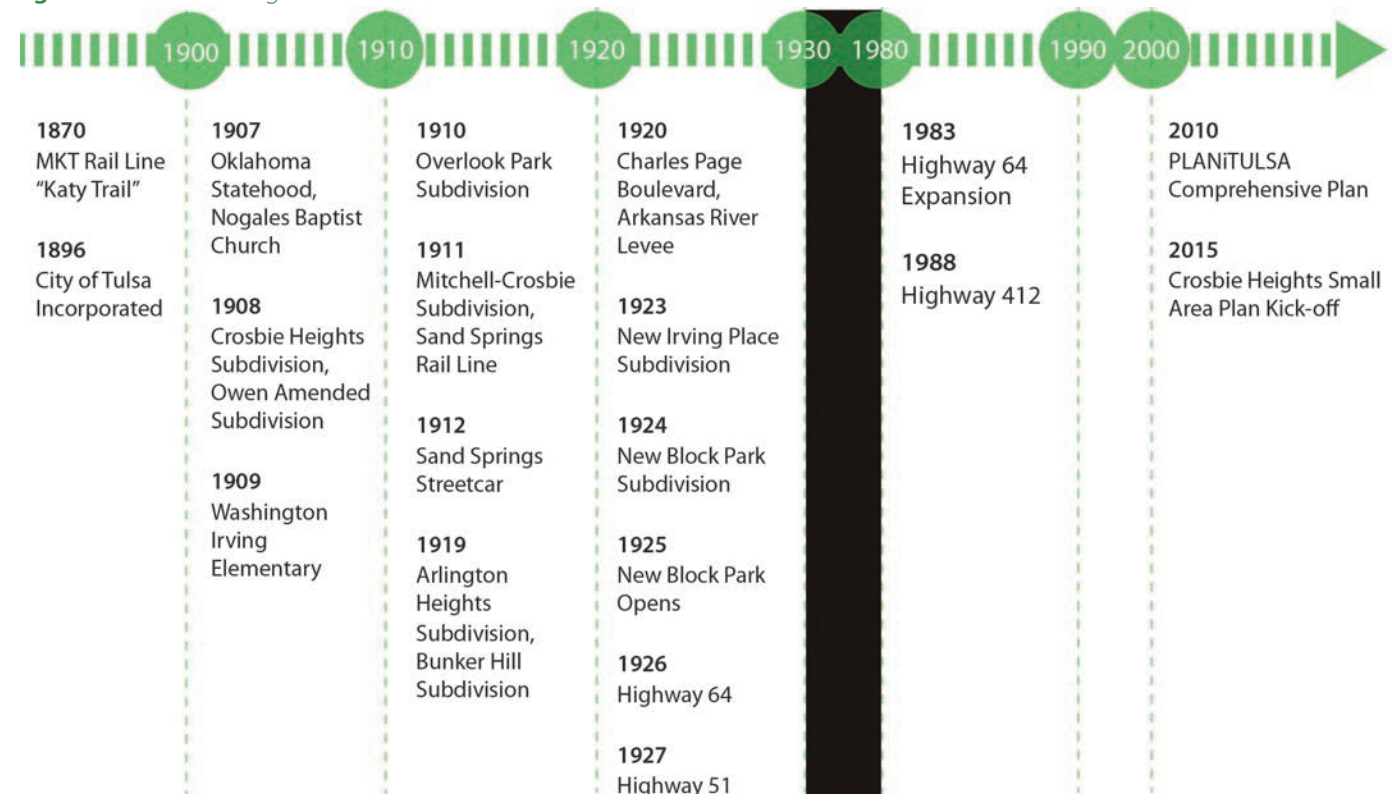
rail cars.

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



## 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 Quanah.

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

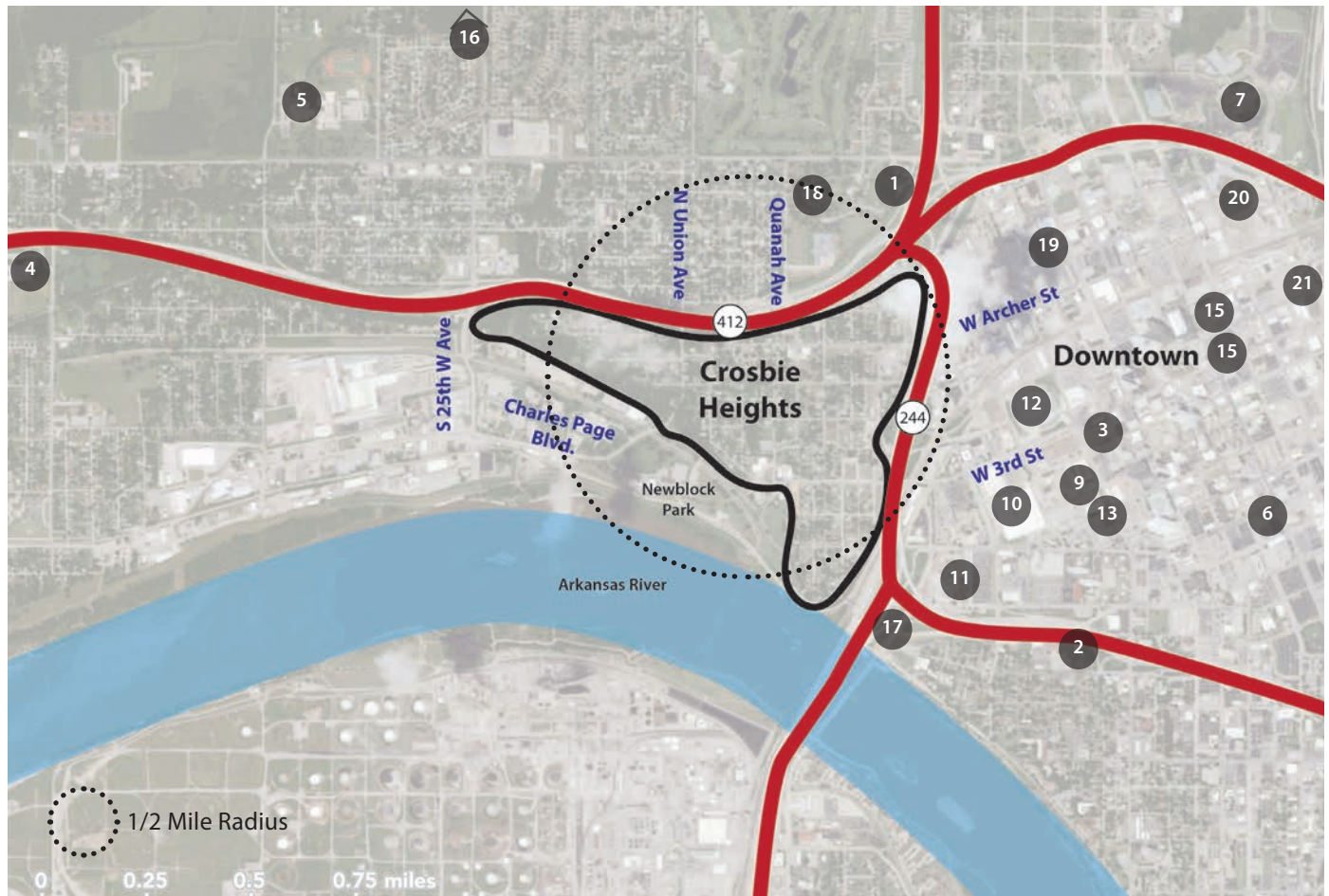
water playground in nearby Owen Park provides summertime recreation for young residents in the area.

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**

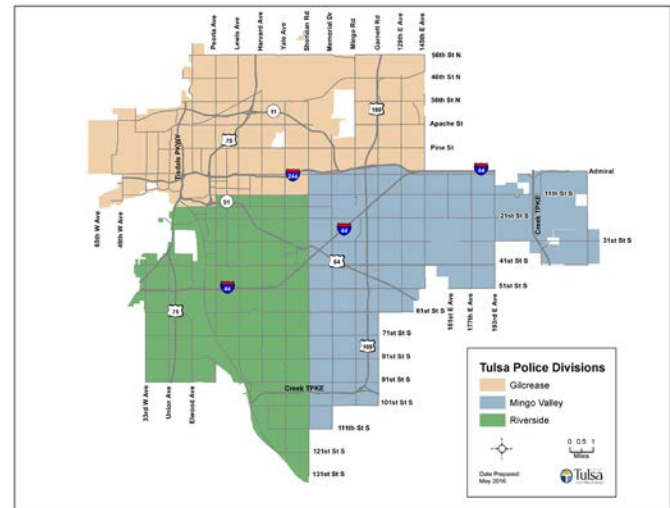


## Part II: The Plan

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.

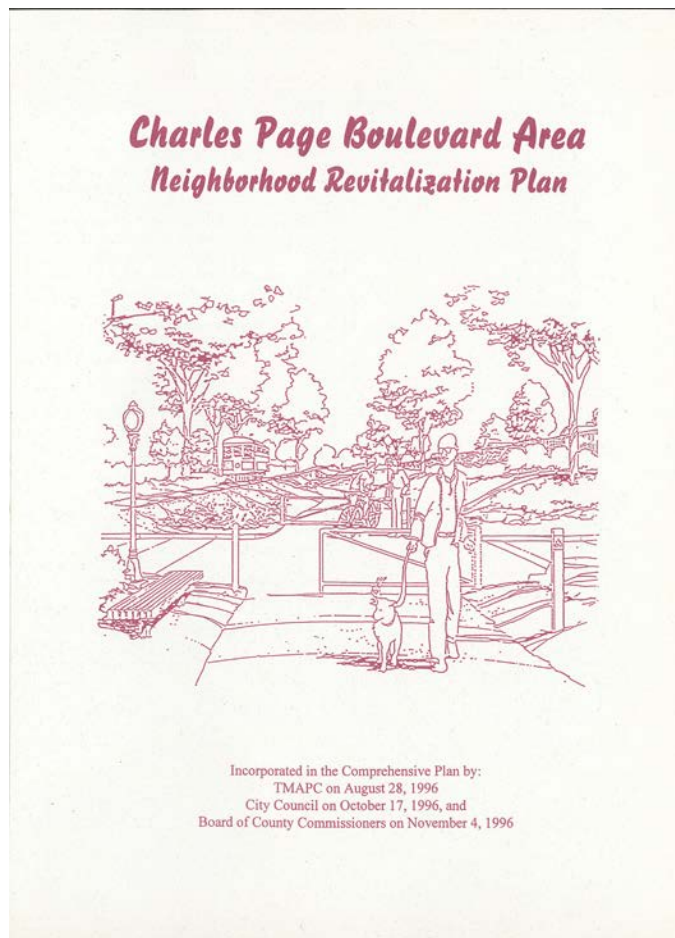
Since its adoption in 1996, the City of Tulsa has implemented numerous plan recommendations, including construction of historic "station stops" along the route of the Sand Springs Interurban Rail line, trail improvements with connections to established trail systems, and streetscaping along Charles Page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

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

## 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, 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

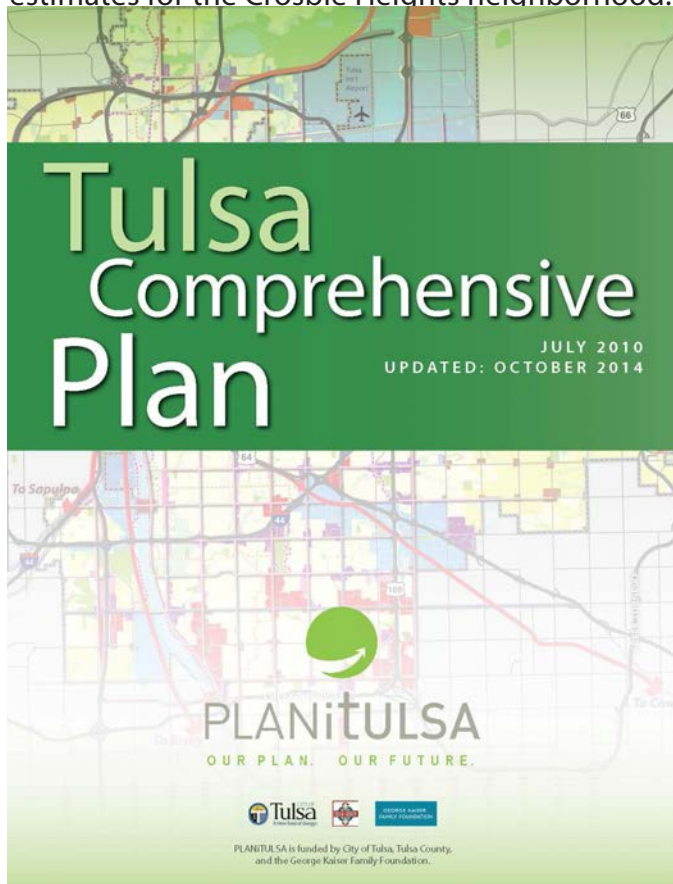
The City of Tulsa developed the Downtown Area Master Plan (DAMP) concurrently with PLANiTULSA. Adopted in 2010 as the first small area plan amendment to the Tulsa Comprehensive Plan, the DAMP supports PLANiTULSA's Vision and Guid-

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



## 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

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

### 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.*



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

## 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



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





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: Quannah 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.

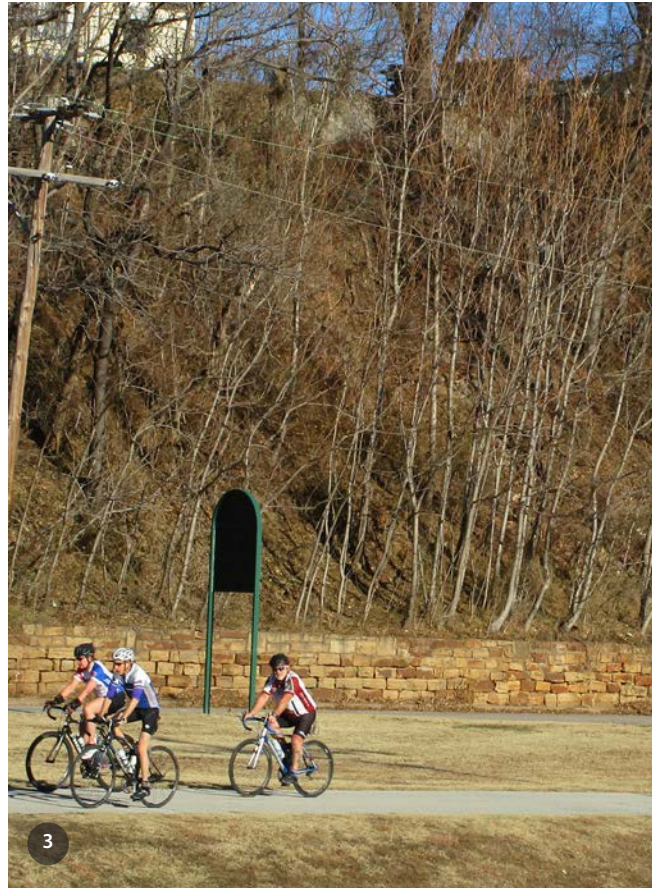
## Part II: The Plan



Nogales Avenue Baptist Church 1908



Irving School 1909



Katy Trail



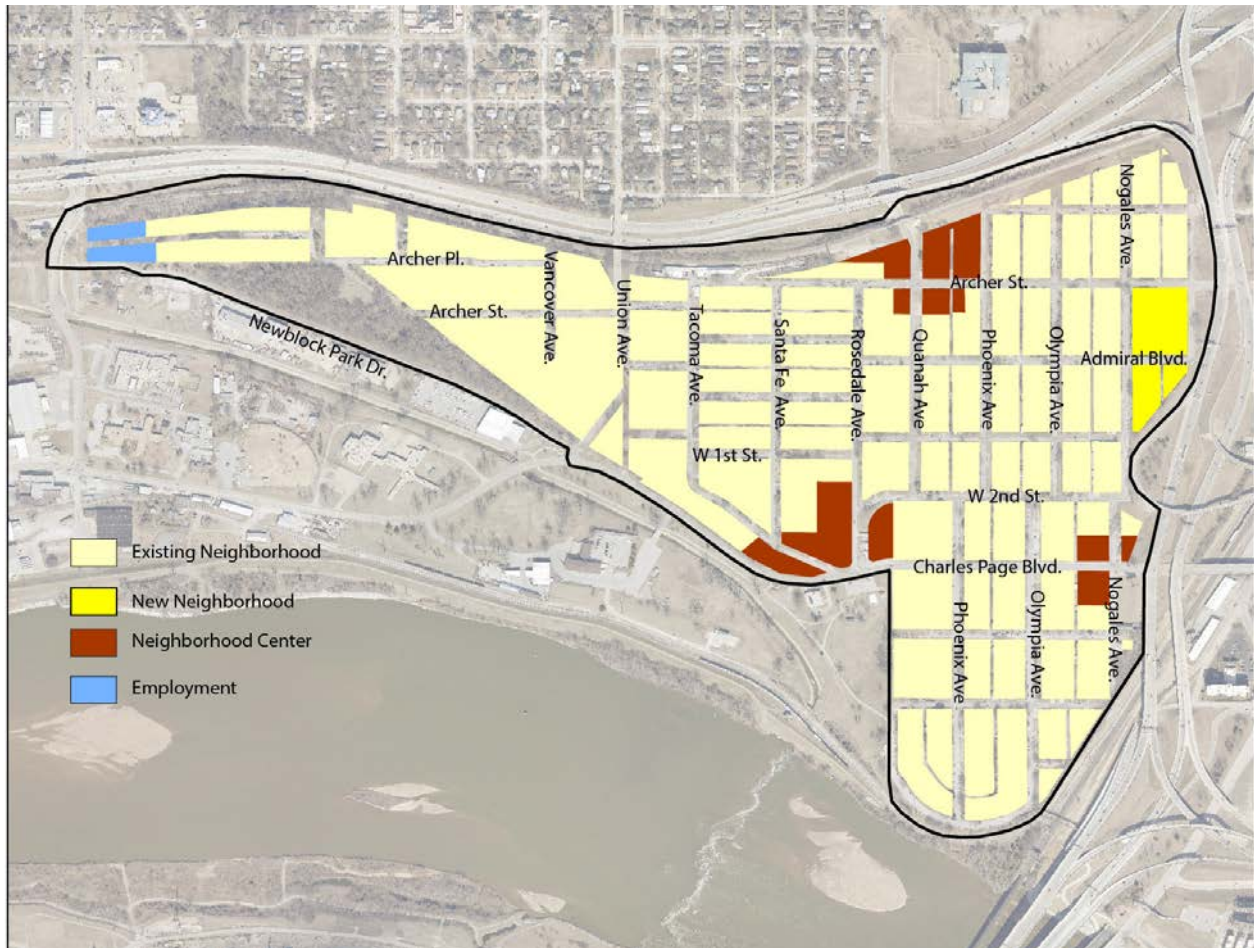
Western Supply Co. Warehouse 1928



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-

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.

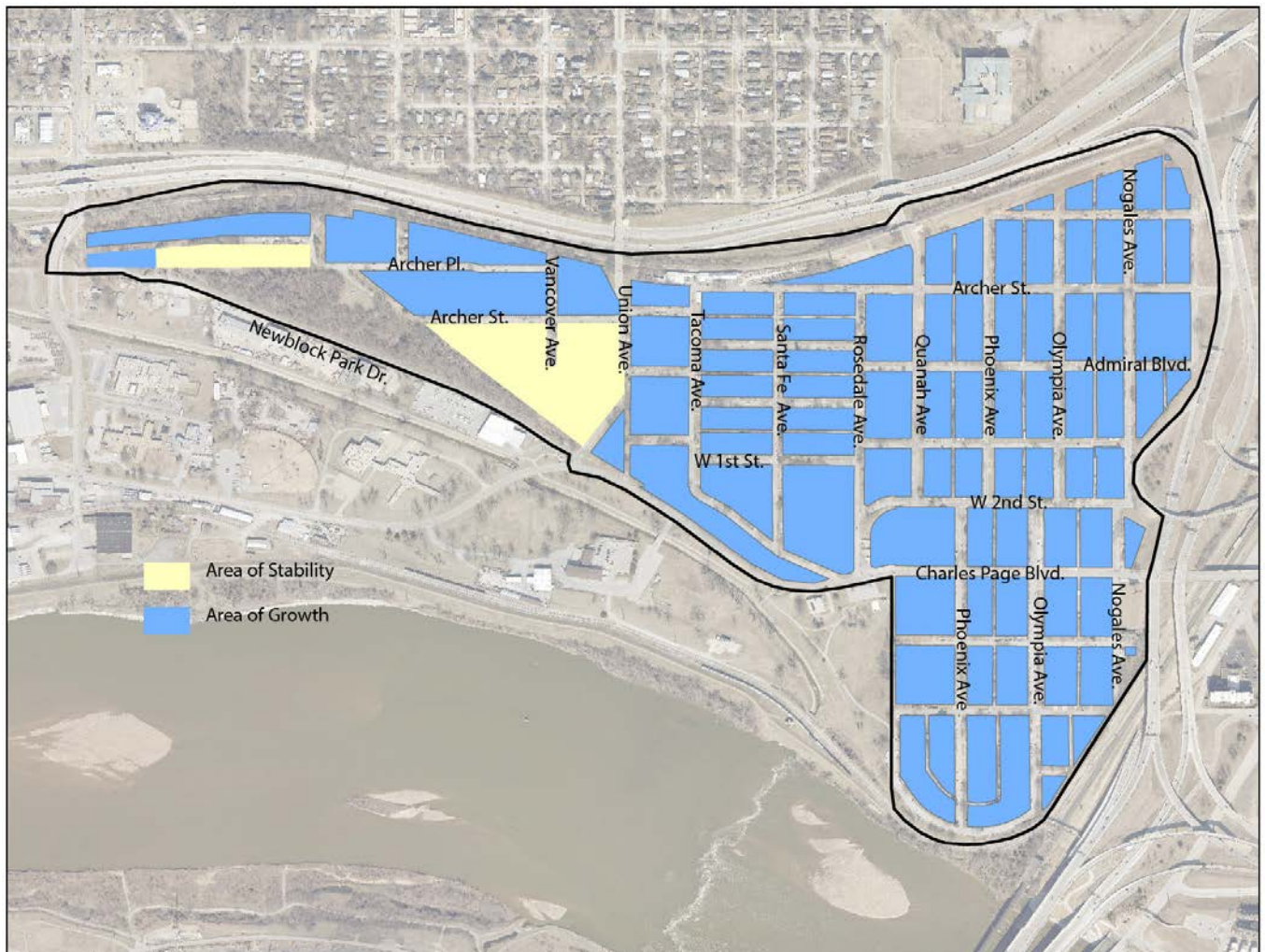
RS-3 zoning dominates the planning area west of N Union Ave, as well as areas north and to the south-west of the planning area. RS-3 zoning is common throughout Tulsa's historic neighborhoods and accommodates infill that fits the scale of the original neighborhoods.

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.

## 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

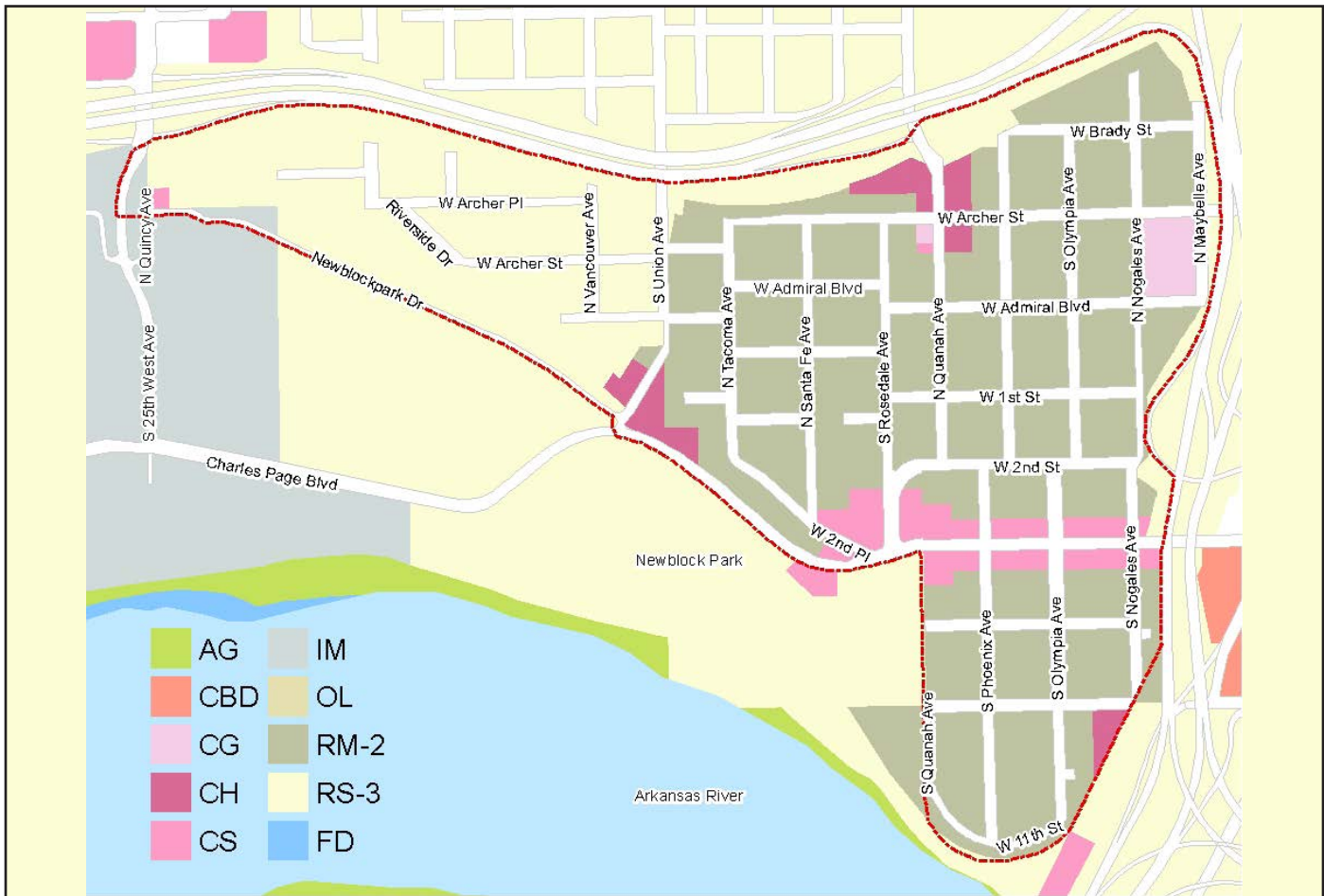
Zoning districts and associated development rights in Crosbie Heights were applied through adoption of the Tulsa's 1970 Zoning Code and remain in effect unless or until a rezoning request is brought forward. Few zoning changes have occurred since that time:

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%

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



## 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 southernmost 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





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 Quannah 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.*

## Part II: The Plan

as many original homes remain today.

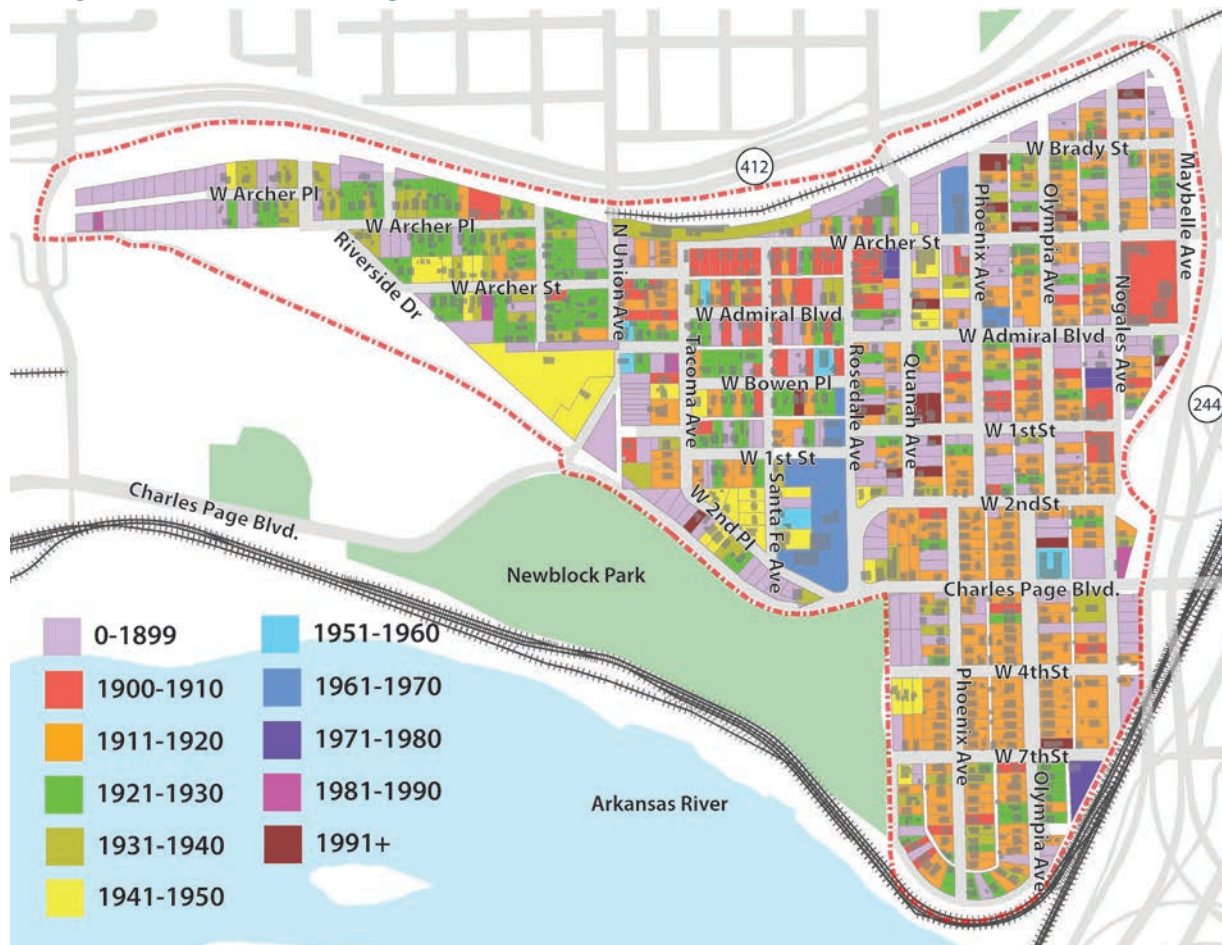
With infill projects and replacement homes throughout the 100+ years of Crosbie Heights' history, the plan area now includes a wide variety of architectural styles such as folk, Queen Anne, Tudor Revival, Pueblo Revival, Prairie Four Square and Contemporary.

### 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



### 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.



## 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.

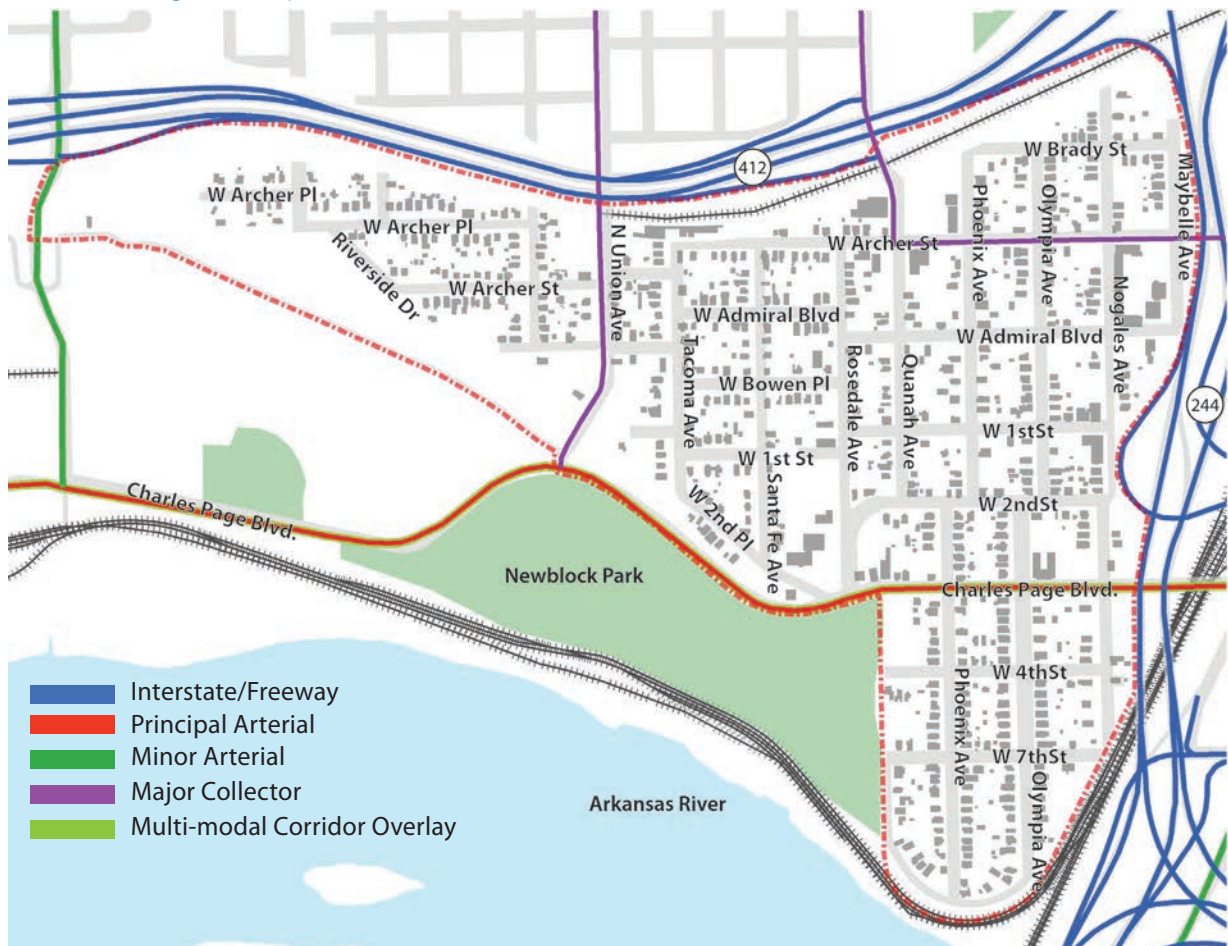
Crosbie Heights' original platting - as was the common development pattern at that time - included alleyways to accommodate utilities and parking behind houses. Many alleyways continue to provide primary access to homes in those areas. The condition of remaining alleyway surfaces in the plan area is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

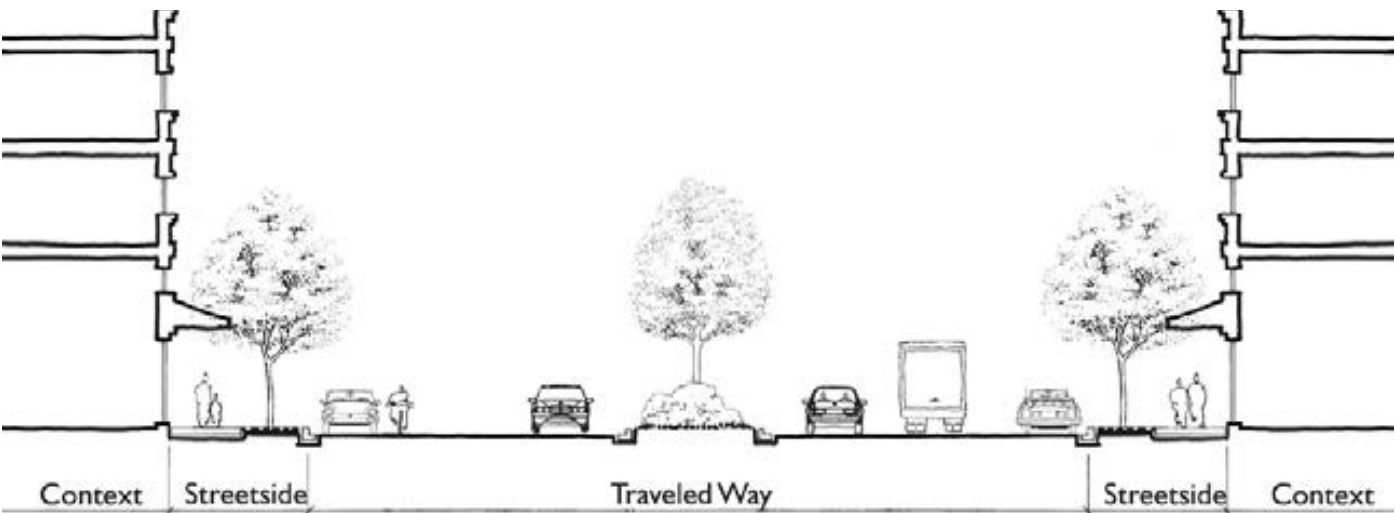
Alleyways are platted as public right-of-way. Currently, neighboring property owners are responsible for the maintenance and upkeep of alleyways. No system is in place to assist property owners with maintenance.

### SIDEWALKS

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

**Map 18: Crosbie Heights Transportation**





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

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 Quanah 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.

The diagram shows a road curving upwards. Two vehicles are positioned on the road. The vehicle on the left is at a height of 3.5 ft. The vehicle on the right is at a height of 2 ft. A line of sight is drawn between the two vehicles, passing over a large green area labeled 'Vegetation'. The distance along the road between the two vehicles is labeled 'Sight Distance'.

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

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



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

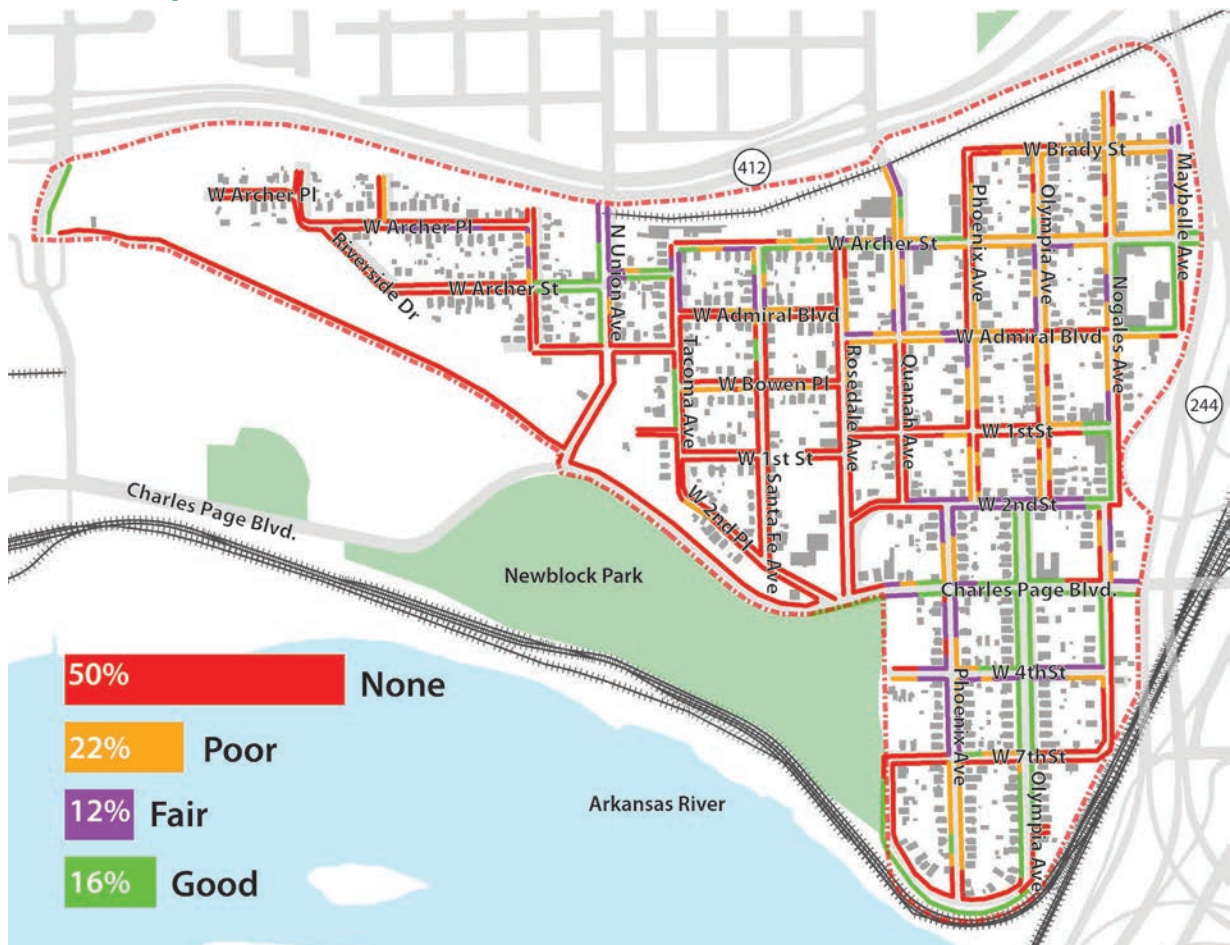
#### NEWBLOCK PARK

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





## 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. Locat-



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 Department 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.

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



## 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



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 Quannah Ave
7	Business	Little John Speedboys, LLC	1301 W Archer St
8	Business	Basil and Vickie Roberts	101 N Quannah 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



# 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

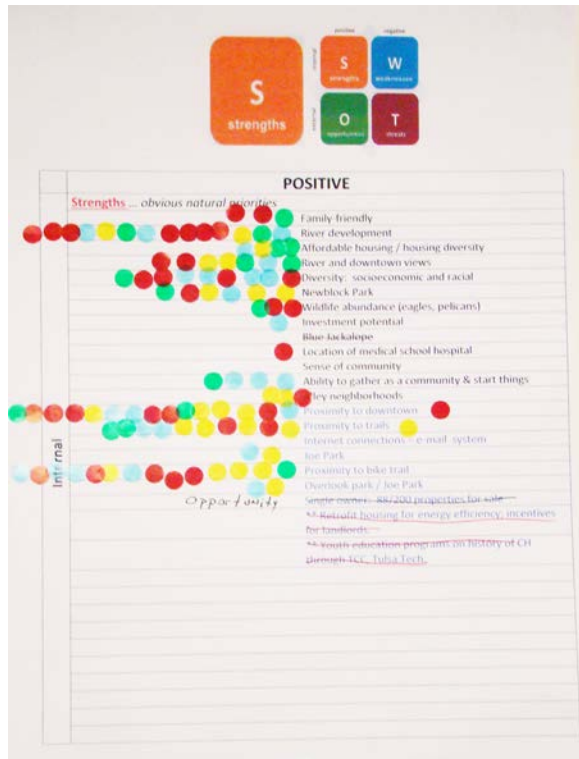


Figure 5: Weaknesses

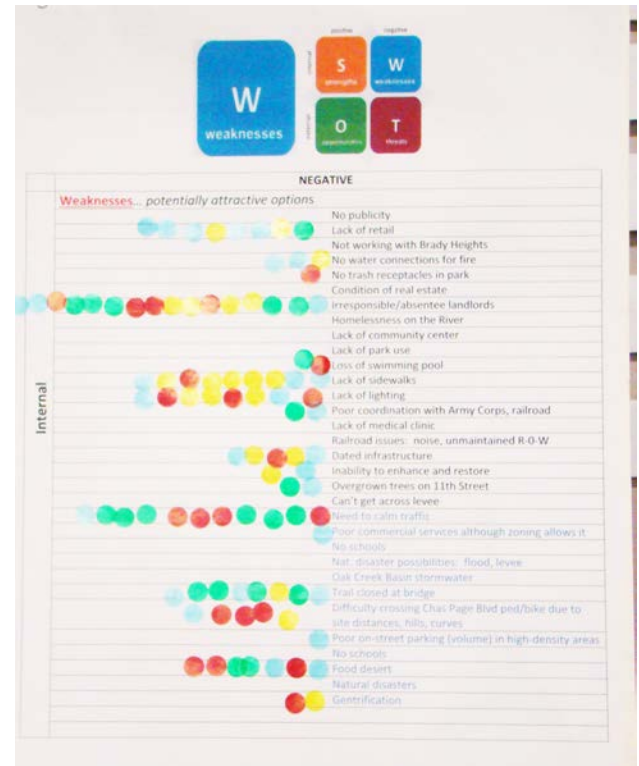


Figure 6: Opportunities

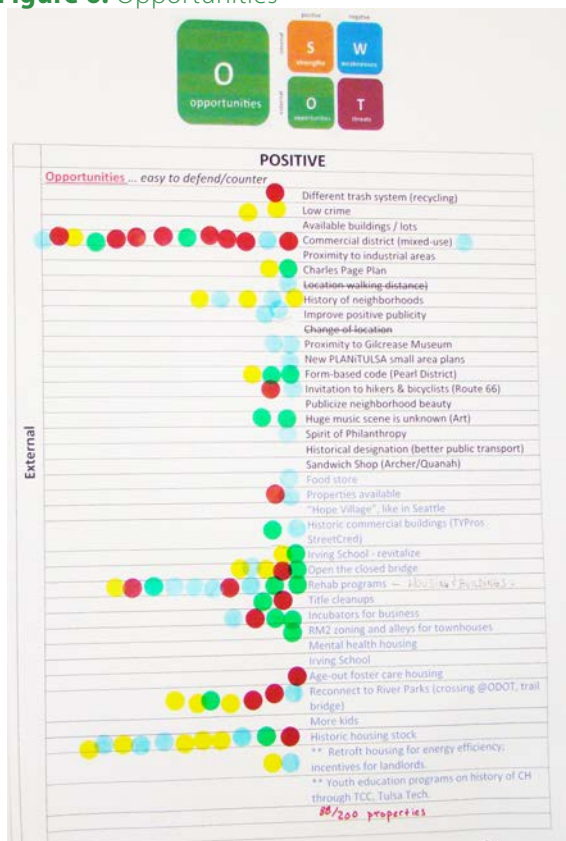
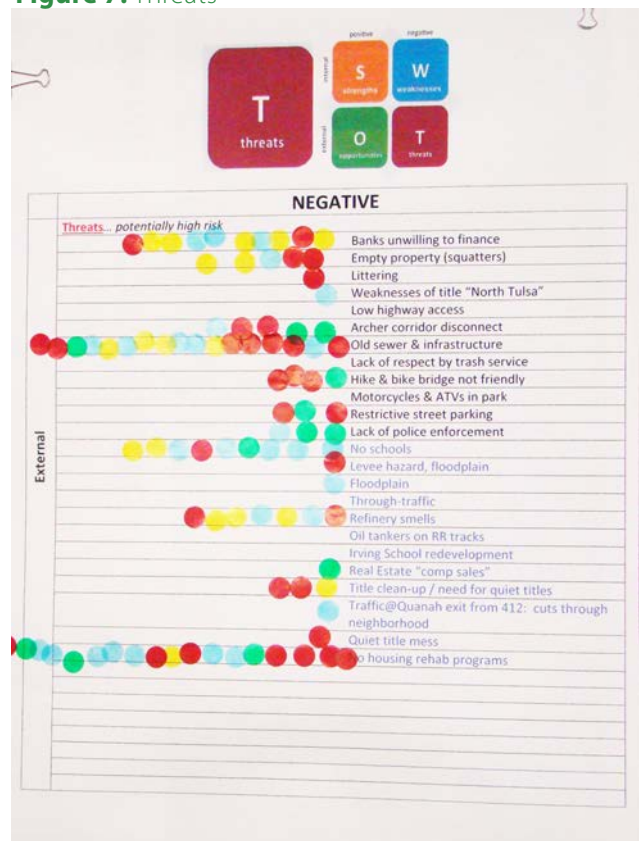


Figure 7: Threats



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 @ Quanah exit from Hwy 412.	31



# 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

### 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.

### 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

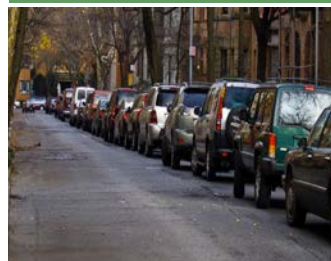
Direct street frontage, traditional brick facade, large windows with awnings, wide sidewalks.



Average LOW Score: -1.42

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

### 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.



### 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

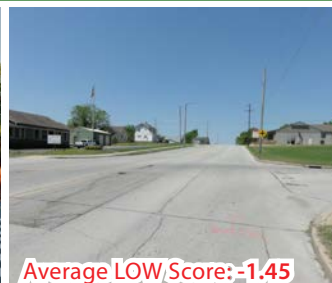
Stark appearance, narrow sidewalk, unclear lane striping, no lighting.

### INTERSECTION DESIGN



Average HIGH Score: 1.55

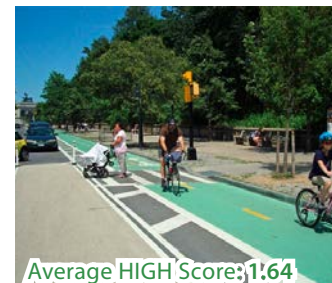
ADA-compliant, defined crosswalks with crossing signal, streetscaping (lights and trees).



Average LOW Score: -1.45

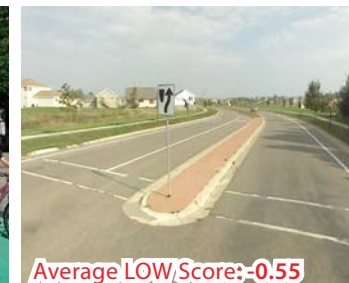
Not ADA-compliant, too wide for safe pedestrian crossing, no defined crosswalks or crossing signals, no adjacent sidewalks, no street trees.

### CROSSWALK DESIGN



Average HIGH Score: 1.64

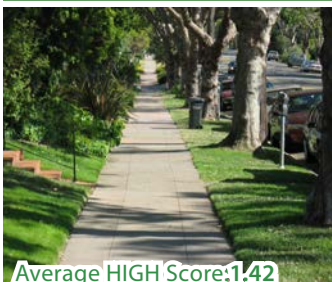
Clear markings with crossing signal, ADA-compliant, protected travel lanes for all travel modes, street trees.



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

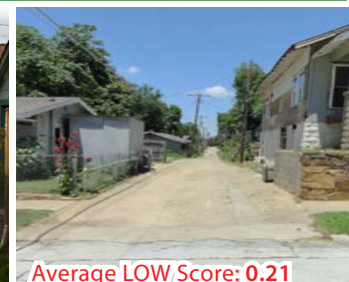
Narrow, with no separation/buffer from street's edge, appears unsafe, utility poles within sidewalk, minimal trees.

### 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.



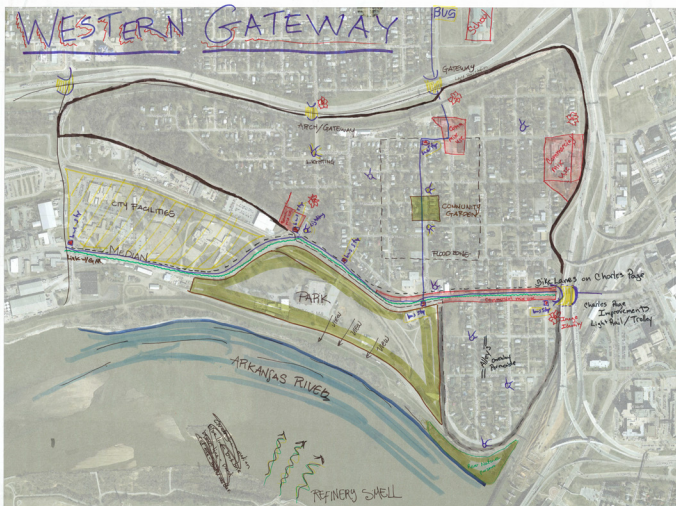
## Part II: The Plan

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.

### Parks, Trails, and Open Space



Trail Improvements



Community Gardens



Water Features

### Land Use



Mixed-Use



Live-work: low support but visually appealing

### Transportation



Transit improvement on Charles Page



Street improvements, [especially bike lanes and landscaping]



Sidewalk improvements throughout the neighborhood



Alleyways

### Housing



Density outside of current patterns



Residential Development [only as single family homes]

### Urban Design



Gateways



Underpass improvements



Historic Redevelopment

### 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.

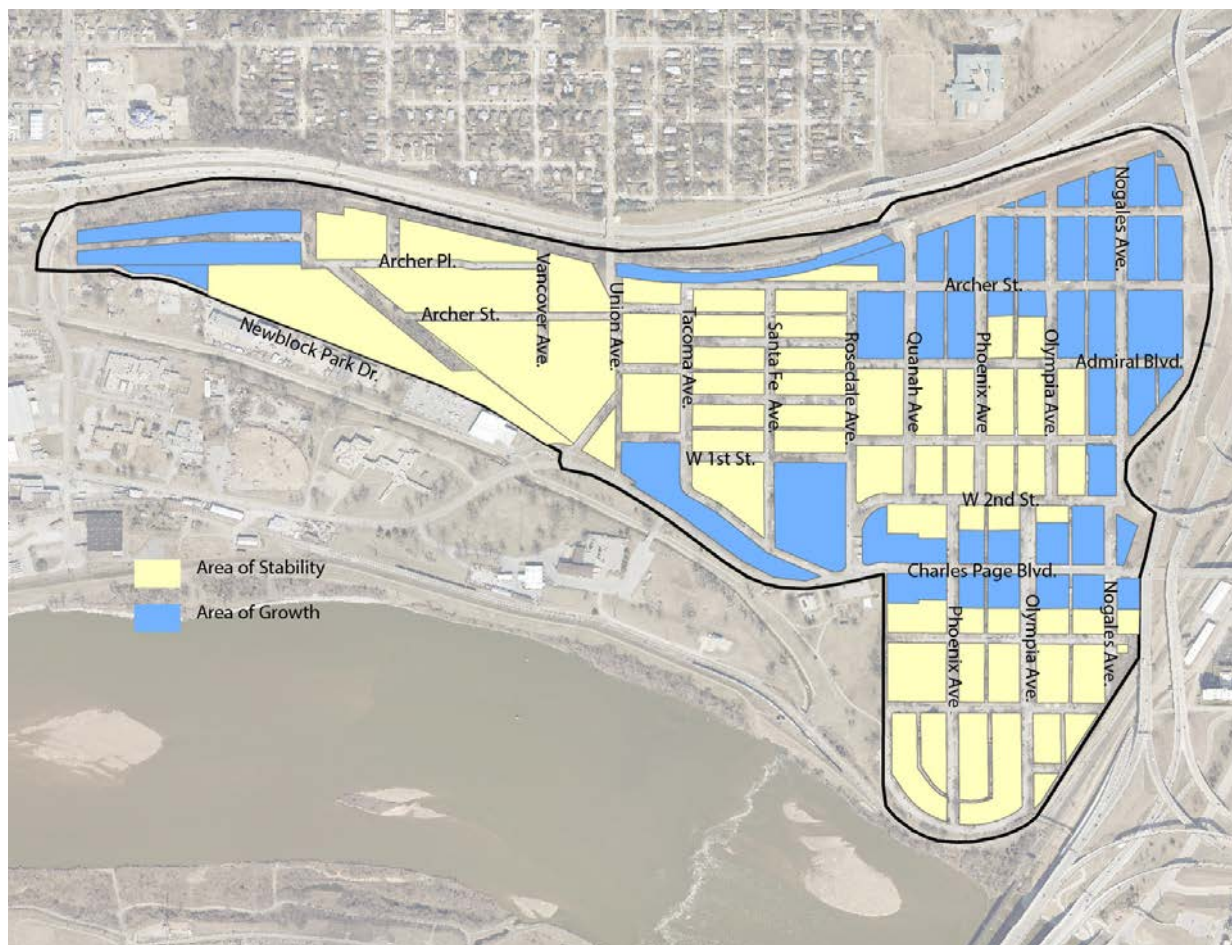
## Land Use Recommendations

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





## Part II: The Plan

surrounding residential neighborhood.

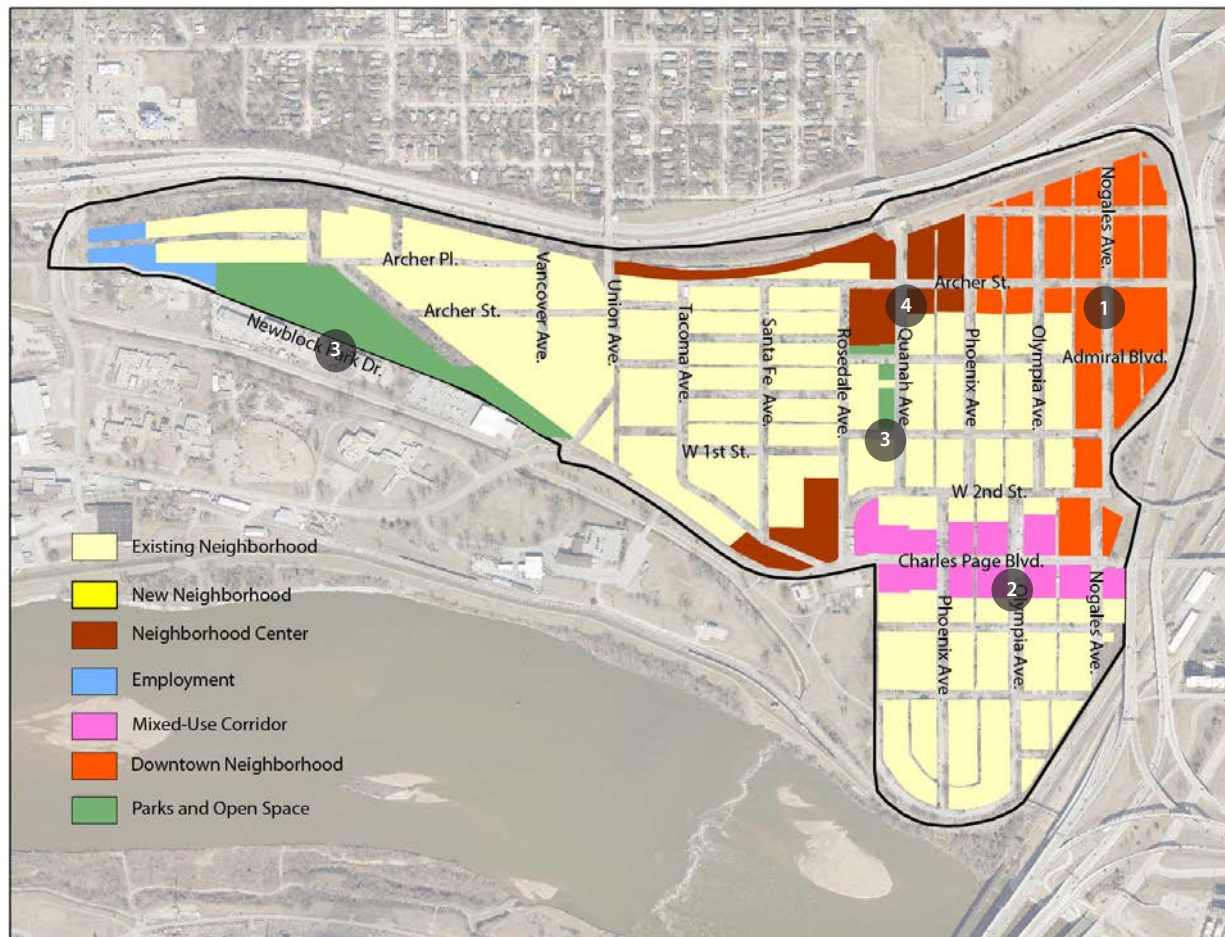
3) Parks and Open Space. This City-owned undeveloped land contains steep, vegetated slopes. It is separated from the rest of the employment area by Newblock Park Drive and backs onto residential properties. Any development in these sites will require mitigation to protect the slopes from extensive erosion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



## 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

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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.**

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- 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 breeches, 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

#### 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.