
Pearl District Small Area Plan

CITY OF TULSA



Draft

Prepared for:

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Adoption and Approval

The Executive Summary and details of the Priorities, Goals, and Actions were **adopted by** the Tulsa Metropolitan Area Planning Commission (TMAPC) on **DATE**, and **approved by** the Tulsa City Council on **DATE**.

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About this Document

This policy document is also a record of the public process used to develop the Pearl District 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 the Tulsa Comprehensive Plan, and is organized into two main sections: Executive Summary, and the Plan.

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. The Priorities, Goals, and Actions reflect 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 in the Pearl District for the next 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 are not adopted as policy.

The Plan

The Plan's organizational structure is based on the process set forth in the Tulsa Comprehensive Plan 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 engagement with the community to provide a baseline from which to measure progress throughout the planning horizon.

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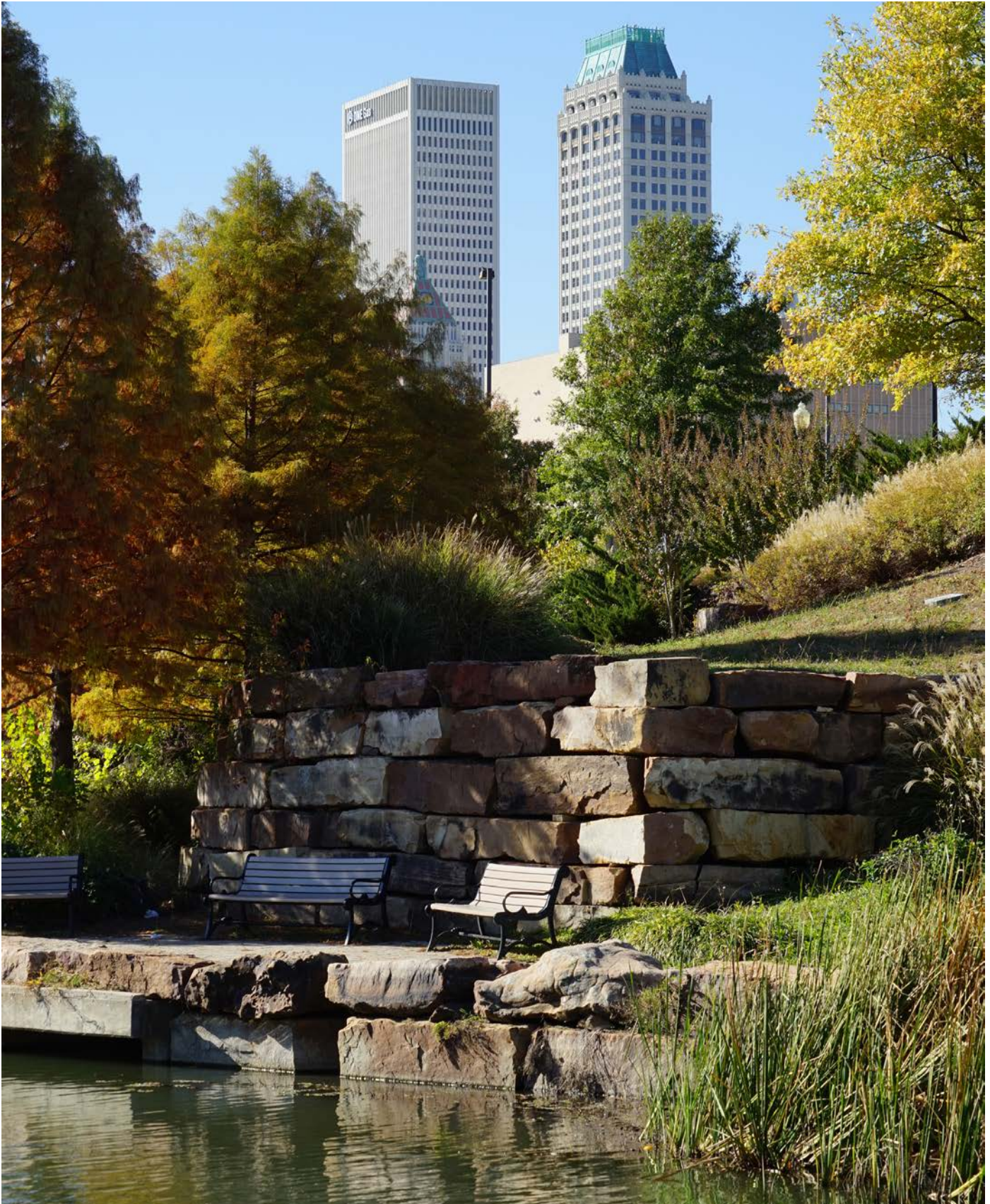


Figure 1: Centennial Park. *Photo: Daniel Jeffries*

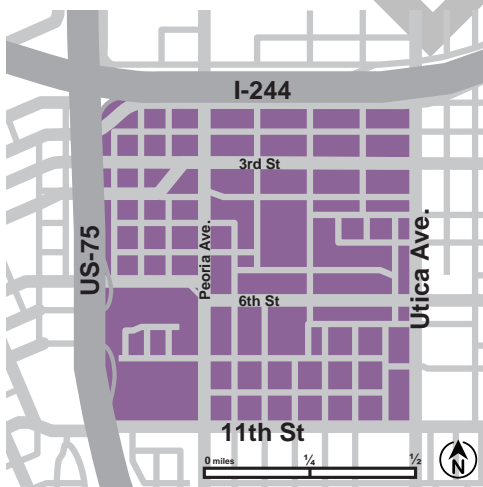
Part I: Executive Summary

Plan Summary

The Pearl District Small Area Plan replaces the 2006 6th Street Infill Plan and updates the Tulsa Comprehensive Plan recommendations for this area. In addition to the Pearl District Small Area Plan, the City of Tulsa ("City") is preparing a compatible, implementation-focused Sector Plan in partnership with the Tulsa Development Authority ("TDA"). Together, these Plans are intended to guide public and private improvements in the Pearl District. The Small Area and Sector Plans are working towards fulfilling the community's vision with strategies that will help guide the future of the area: develop specific actions to bring positive changes for the community; invest in corridor improvements along major streets; and prioritize continued economic investment.

The Pearl District Small Area Plan is a guide for the future development of this Tulsa neighborhood, located east of downtown, from I-244 to E. 11th Street, and Highway 75 to Utica Avenue. The planning process relied upon extensive resident 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.

Map 1: Pearl District Plan Area



The Pearl District Small Area Plan informs future decisions related to land use, transportation, housing, and economic development issues unique to the neighborhood. The plan also serves as a key strategy to implement the vision and goals of the Tulsa Comprehensive Plan.

Through the small area planning process, issues and strategies were developed and vetted with the hands-on assistance of the Citizen Advisory Team (CAT). This plan will help guide city-wide decision making; it is intended that the Tulsa Metropolitan Area Planning Commission (TMAPC) and the City Council will consider the Pearl District Small Area Plan when evaluating zoning cases and development plans that affect the neighborhood. This plan will also inform decisions related to delivery of municipal services, such as public safety and water and sewer services, as well as capital investments in public infrastructure.

The look and feel of the Pearl District continue to reflect development patterns of the early 20th century. As one of Tulsa's earliest mixed-use neighborhoods, the Pearl District has a traditional street grid pattern that includes a mix of single-family residences and neighborhood scale retail, as well as areas of industrial and other employment uses. Residential and commercial uses range in the current state of repair, from well-maintained older homes and newer townhomes, to vacant lots and structures in need of repair.

Process

The small area planning process followed the six-step process prescribed in the Tulsa Comprehensive Plan's appendix and in A Guide to Small Area Planning. Officials invited stakeholders with interests in the Pearl District to serve on the Citizen Advisory Team (CAT), which was engaged throughout the process by representing their constituents in the plan area, reviewing and validating key information, and reviewing the Pearl District vision statement and recommendations.

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 were reflected in the plan's narrative and recommendations, and were provided to the CAT prior to forwarding to the Tulsa Metropolitan Area Planning Commission (TMAPC) for adoption.

Following adoption by TMAPC, the plan is forwarded to the Tulsa City Council for approval. With that approval, this plan amends the Tulsa Comprehensive Plan, and this plan's recommendations become the City of Tulsa's policy guide for planning and development within the Pearl District plan area.

Comprehensive Plan Land Uses

The Tulsa Comprehensive Plan assigned future land use types to the entire city (see Map 2), and allows these land use designations to be updated through small area planning studies. This plan supersedes the 2006 6th Street Infill Plan and updates the Comprehensive Plan's land use recommendations for this area.

Downtown Neighborhood: Pedestrian-oriented and well-connected to downtown via transit

Employment: Office, warehousing, light manufacturing, high tech uses, possible big-box retail

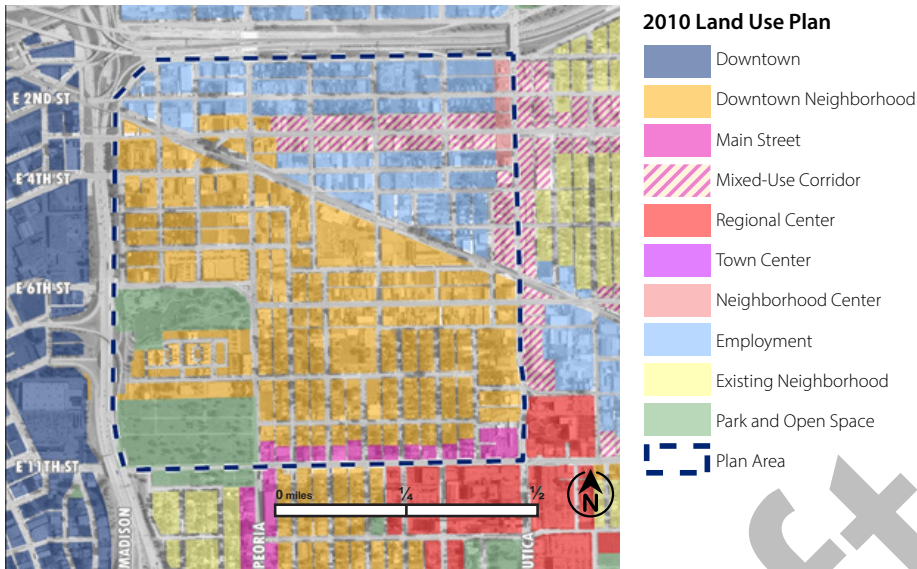
Mixed-Use Corridor: High-capacity transit paired with housing, commercial, and employment uses

Main Street: Pedestrian-oriented, wide sidewalks, storefronts

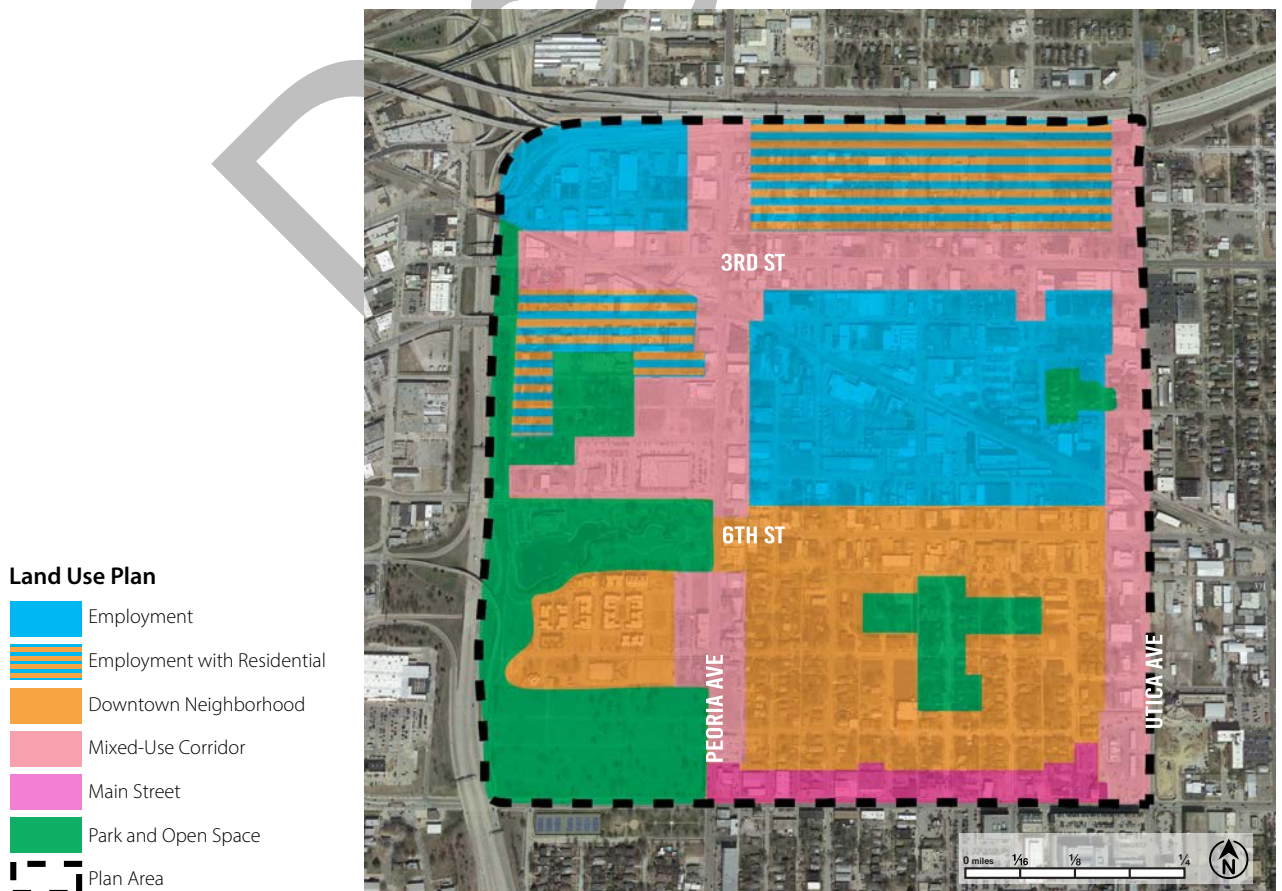
Recommended Land Uses

Following extensive input and review from the CAT and public at workshops and open houses, the land use designations shown in Map 3 were developed. Descriptions of the development types provided on Map 3 were also discussed and amended, and are listed following Map 3.

Map 2: 2010 Comprehensive Plan Land Use Plan



Map 3: Pearl District Small Area Plan — Land Use Plan



Part I: Executive Summary

LAND USE TYPES

The following land use types were customized for the Pearl District and may differ somewhat from the land use types found in the Comprehensive Plan.



Downtown Neighborhood

Downtown Neighborhoods are tightly integrated with the Downtown Core. These areas may be comprised of university and higher educational campuses and their attendant housing and retail districts, former warehousing and manufacturing areas that are evolving into areas where people both live and work, and medium- to high-rise mixed-use residential areas.

Downtown Neighborhoods provide multimodal and pedestrian-oriented transportation options and are well connected to the Downtown Core via local transit. They feature parks and open space, typically at the neighborhood scale.



Employment

Employment areas contain office, warehousing, light manufacturing, and high tech uses such as manufacturing or information technology. These areas typically have few residences and have more extensive commercial activity.

Employment areas require access to major arterials or interstates. Those areas with manufacturing and warehousing uses must be able to accommodate extensive truck traffic. Due to the special transportation requirements, attention to design and adequate screening is necessary when employment districts are near other districts that include moderate residential use.



Employment with Residential

Employment with residential areas contain office, warehousing, light manufacturing, and high tech uses such as manufacturing or information technology. These areas may also have residences, residential and office lofts in industrial buildings, and more extensive commercial activity.

Employment with residential areas require access to major arterials or interstates. Those areas with manufacturing and warehousing uses must be able to accommodate extensive truck traffic. Since residential and industrial uses are allowed in this district, extensive screening and buffering between these uses within the district are not required for many of the existing uses.



Mixed-Use Corridor

Mixed-Use Corridors are in areas surrounding thoroughfares that pair high capacity transportation facilities with housing, commercial, and employment uses. The streets usually have four or more travel lanes and sometimes additional lanes dedicated for transit and bicycle use.

The pedestrian realm includes sidewalks separated from traffic by street trees, medians, or parallel parking strips. Pedestrian crossings are designed so they are highly visible and make use of the shortest path across a street.

Buildings along Mixed-Use Corridors may include windows and storefronts along the sidewalk, with automobile parking generally located on the side or behind. Off the main travel route, land uses include multifamily housing, small lot, and townhouse developments, with adequate screening to integrate single family neighborhoods.



Main Streets

Main Streets are Tulsa's classic linear centers. Consisting of residential, commercial, and entertainment uses along a transit-rich street usually two to four lanes wide, they include much lower intensity residential neighborhoods situated behind.

Main Streets are pedestrian-oriented places with generous sidewalks, street trees, and other amenities. They usually have windows or storefronts on the ground floor of buildings and parking is provided on street, in small private off street lots, or in shared lots or structures.



Park and Open Space

Parks and open spaces should be protected and promoted. Parks are meant to be publicly used and widely accessible by a network of streets, trails, and sidewalks. Parks and open spaces should be connected with nearby institutions such as schools or hospitals. Amenities at these park facilities can include playgrounds, pools, nature trails, ball fields, and recreation centers.

Open spaces are protected, environmentally rich areas where development is inappropriate, and where the natural character of the environment improves the quality of life for city residents. Open space tends to have limited access and is not typically used for recreation.

Vision Statement

The future Pearl District continues to build on its recent successes, providing a lively, welcoming, and well-connected neighborhood as well as a strong employment center for existing and emerging businesses. Grassroots efforts help develop a neighborhood that:

- ▶ is diverse, intriguing and charming;
- ▶ has the character, humanity and convenience of the best traditional cities;
- ▶ offers an alternative to suburban living, where it is possible to walk or bicycle to work, play and shopping;
- ▶ has neighbors and businesses who work to foster good schools, a vibrant civic environment and safe, attractive streets, multimodal opportunities, and civic spaces;
- ▶ has an engaged civic environment supported by updated sidewalks, streets, lighting, and multimodal opportunities; and
- ▶ continues to be a vibrant mixed-use neighborhood that incorporates quality housing choices, strong businesses, effective, safe and healthy transportation choices, and equitable stormwater management policies.



Figure 2: Centennial Park in the Pearl District is home to an Oklahoma Centennial Clock.

Photo: Daniel Jeffries

Area-Wide Principles

- ▶ Diversity
- ▶ Increased density
- ▶ Mixed-use
- ▶ Existing and emerging employment centers
- ▶ Pedestrian orientation
- ▶ Multimodal transportation options

Core Concepts

- ▶ Support residential reinvestment, rehabilitation, and homeowner assistance.
- ▶ Support and reinvest in existing employment uses.
- ▶ Prioritize public infrastructure improvements such as sidewalk, street lighting, and roadway improvements to catalyze reinvestment and infill.
- ▶ Support Mixed-Use Corridors along 3rd St, 6th St and Utica Ave, and a Main Street Corridor along 11th St. Enhance Peoria Ave as future multimodal BRT corridor.
- ▶ Improve entrances and gateways.
- ▶ Acquire flood plain properties in areas designated for future ponds.
- ▶ Convert 1st Street to allow two-way travel.
- ▶ Create a public/private parking strategy.

Setting Priorities

The recommendations set forth in this section of the Pearl District 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.

The Pearl District Small Area Plan includes four priorities. Each priority has specific goals and action recommendations, which can be found in the Priorities, Goals, and Actions section in the following pages.

Priority 1: Stabilize and revitalize existing residential areas, promote homeownership and housing affordability, and increase housing choice.

Priority 2: Promote development that retains existing businesses and increases employment, mixed-use, commercial, and retail opportunities.

Priority 3: Increase safety and security throughout the district.

Priority 4: Improve targeted infrastructure to support health and wellness and catalyze development.



Figure 3: Looking east toward the Pearl District from downtown, June 2015. *Photo: Daniel Jeffries*

Priorities, Goals, and Actions

Priority 1: Stabilize and revitalize existing residential areas, promote homeownership and housing affordability, and increase housing choice.

Goal 1: Support compatible residential infill and reinvestment.

- 1.1 Support infill housing that fits with the character of the neighborhood. Encourage development that maintains the existing block and street patterns when feasible.
- 1.2 Ensure small-scale infill housing is reviewed and permitted quickly and efficiently.
- 1.3 Address any existing code barriers to infill development on narrow lots, such as modifications to on-site parking requirements or building setbacks.
- 1.4 Consider waiving or reducing development fees and providing expedited development review for developments that include affordable housing.
- 1.5 Consider program to eliminate rezoning fees for residents requesting mixed-use zoning in mixed-use corridors and neighborhoods.
- 1.6 Develop a capital improvement plan that outlines and prioritizes necessary infrastructure replacement and upgrades, such as water/wastewater, as well as residential streets and alleys.

Goal 2: Provide for a range of housing types including affordable housing compatible with existing neighborhoods.

- 2.1 Review and amend ordinances as needed to support the development of an expanded range of housing types, including single family housing such as cottage housing, clustered homes, and narrow-lot homes and appropriately scaled “missing middle” (mid-density) housing types such as townhomes, multi-unit houses (duplexes, triplexes, quads), live-work units, and accessory dwelling units.
- 2.2 Support mixed-use residential development along major corridors, including live-work units, and small-scale, visually compatible multi-unit houses that are desirable in neighborhood edge and transition zones between residential and employment uses.
- 2.3 Adopt a home occupation special exception or overlay for entire district to allow Type 2 home occupations by right to provide more flexible live work opportunities.
- 2.4 Support owner- and buyer-initiated zoning requests for the Pearl District neighborhood to ensure a range of housing types is allowed.
- 2.5 Coordinate with franchise utilities to ensure utilities are modernized to meet demands of redevelopment, such as high-speed internet coverage throughout neighborhood. Bury utilities when possible.
- 2.6 Initiate a Phase 1 historic survey to identify federally qualified historic properties.

Goal 3: Provide programs to support existing and future homeowners.

- 3.1 Establish a grant or revolving loan fund to assist low-income and first-time homebuyers who wish to buy in the Pearl District. Targeted homeownership loan programs can assist potential owners in down payments, closing costs, or other homeownership expenses.
- 3.2 Establish a program to stabilize and revitalize existing neighborhoods by providing resources for homeowners and potential buyers to help with repairs and rehabilitation. Connect residents to existing funding sources for assistance and work to expand available funds and funding streams.
- 3.3 Preserve the existing character of neighborhoods and recognize unique character of the neighborhood. Through code enforcement and public/private partnerships, work with owners to maintain homes, comply with codes, and contribute to the neighborhood character.
- 3.4 Develop a program to reduce property taxes for homeowners meeting certain improvement and reinvestment thresholds. Such a program would reduce property taxes when owners invest in their homes.
- 3.5 Review stormwater issues with Engineering Services to identify strategies to address impacts of the regulatory floodplain on existing properties.

Goal 4: Provide stability to areas designated as future flood control ponds by creating a voluntary purchase program of affected lots.

- 4.1 Identify lots in the East and West Pond areas and work with the Tulsa Development Authority ("TDA") to develop a voluntary acquisition program where TDA works with the city to acquire properties of owners wishing to sell. Properties would be maintained by the City as parks or other neighborhood amenities.
- 4.2 Create an open space program to provide neighborhood amenities until the properties are used for flood control. Support the use of properties acquired for flood control purposes to be utilized as additional open space amenities within the neighborhood.
- 4.3 Work with stakeholders to fund neighborhood amenities, including an interim period to maintain lots as open space amenities until flood control projects can be completed.

Goal 5: Address vacant and blighted properties.

- 5.1 Work with Tulsa Development Authority to identify catalyst projects to address blight and develop vacant properties that achieve community objectives for a vibrant mixed-use neighborhood.
- 5.2 Work with Tulsa Development Authority to provide relocation assistance for residents displaced by TDA's redevelopment and encourage them to relocate within the neighborhood.

Part I: Executive Summary

Priority 2: Promote development that retains existing businesses and increases employment, mixed-use, commercial, and retail opportunities.

Goal 6: Revitalize and redevelop vacant properties.

- 6.1 Encourage and support compatible commercial and mixed-use infill development.
- 6.2 Establish local or mobile presence of a business assistance center to aid in the start-up and running of small businesses and home-based businesses in the area.
- 6.3 Coordinate with franchise utilities to ensure utilities are modernized to meet demands of redevelopment, such as high-speed internet coverage throughout neighborhood.
- 6.4 Support efforts to provide for necessary infrastructure to accommodate commercial and industrial growth in the area.
- 6.5 Retain existing zoning for commercial and industrial uses in the Pearl District. Only support zoning changes that have the consensus of the property owner.
- 6.6 Encourage innovative adaptive reuse of existing structures by exploring tools that would reduce parking requirements or permitting fees for rehabilitating existing buildings.

Goal 7: Provide more retail, dining, and entertainment options.

- 7.1 Provide small business assistance to encourage entrepreneurship within the neighborhood.
- 7.2 Support live-work development that is sensitive to the context of the neighborhood.
- 7.3 Develop an area-wide parking strategy.
- 7.4 Create pedestrian-oriented shopping areas to provide goods, services, and gathering spaces for residents in adjacent neighborhoods. Prioritize sidewalk, lighting, and streetscape improvements in shopping areas to spur private development.
- 7.5 Encourage and support convenient neighborhood-level business development, especially for neighborhood-serving uses such as grocery stores, corner stores, restaurants and cafes, child care, retail, and personal and professional services.

Goal 8: Encourage higher density development in transit rich areas.

- 8.1 Evaluate existing conditions and uses within $\frac{1}{4}$ mile and $\frac{1}{2}$ mile of existing and proposed bus stops.
- 8.2 Identify priority sites for infill mixed-use development and incentivize private investment in the development of these sites. Incentives could include strategies such as partnering with brokers, installing enhanced sidewalks and amenities as part of roadway improvements, or partnering with TDA to acquire available sites.
- 8.3 Evaluate multimodal access to existing and proposed transit stops to ensure that transit riders have safe, efficient access to area destinations.
- 8.4 Support zoning changes to increase mixed-use density near transit when changes are supported by property owner.
- 8.5 Encourage transit-supportive commercial and mixed-use development along Peoria Avenue, especially near future bus rapid transit stations.
- 8.6 Support the addition of amenities, including public toilets, at enhanced stations.

Goal 9: Improve commercial transportation access.

- 9.1 Convert First Street from a one-way to a two-way roadway to improve access and connectivity.
- 9.2 Designate appropriate truck routes through the Pearl District. Communicate with businesses to ensure drivers use appropriate routes to avoid residential streets.
- 9.3 Fund and implement road improvements that support heavy truck traffic.

Goal 10: Ensure adequate parking supply using a shared parking approach in the Pearl District.

- 10.1 Work with businesses to develop a shared parking approach to provide adequate parking as corridors redevelop.
- 10.2 Identify potential sites for off-street shared parking lots, especially within walking distance to major destinations and Aero BRT transit station areas.
- 10.3 Create a public/private parking strategy that includes a centrally located parking structure.
- 10.4 Explore the use of alleys for private parking when feasible.

Goal 11: Use Federally-Designated Opportunity Zones to attract appropriate new development.

- 11.1 Use the Opportunity Zone incentives to spur appropriate development.
- 11.2 Promote Qualified Opportunity Funds as an economic development tool for property owners in Opportunity Zones and help identify ways for taxpayers to pair these funds with other incentives.
- 11.3 Create an implementation framework to ensure equitable economic growth occurs if Opportunity Zones are used for redevelopment. The framework should require that developers receiving tax benefits mitigate displacement and provide for development and/or preservation of affordable homes when new market-rate housing is built.
- 11.4 Identify potential incentives to encourage affordable housing through density bonuses or fee waivers for projects inclusive of low- and moderate-income residents.
- 11.5 Tie incentives for investment to performance measurement and reporting.

Part I: Executive Summary

Priority 3: Increase safety and security throughout the Pearl District.

Goal 12: Increase personal and property security.

- 12.1 Work with property owners to identify safety issues such as vandalism and theft of businesses.
- 12.2 Explore public/private partnerships to address safety issues and increase security through collaboration with public safety officials.
- 12.3 Provide public education programs on increasing safety and security in residential and business areas.

Goal 13: Improve property conditions to increase area safety and security.

- 13.1 Work with Tulsa's code enforcement program to ensure housing quality for the health, safety, and well-being of residents.
- 13.2 Initiate proactive targeted code enforcement programs that include citing dumping and addressing graffiti, as well as other code issues.
- 13.3 Encourage scheduled roll-off boxes (dumpsters) through Working in Neighborhoods (WIN) for free or low-cost waste removal to assist property owners with clean up and neighborhood safety and beautification.

Priority 4: Improve targeted infrastructure to support health and wellness and catalyze development.

Goal 14: Improve public infrastructure to catalyze private investment.

- 14.1 Prioritize infill-supportive multimodal infrastructure, including sidewalks, street improvements, pedestrian lighting, and, where viable, alleys. Ensure that street improvements are consistent with and serve adjacent development types.
- 14.2 Install infrastructure on arterial streets – Peoria and Utica Avenues, 3rd, 6th, and 11th Streets – to enhance multimodal facilities: well-marked pedestrian crossings, rapid flashing beacons at high traffic intersections, and other streetscape amenities.
- 14.3 Work with City of Tulsa Water and Sewer Department to evaluate the current pipe systems and identify potential future needs for system replacement or sizing upgrades; develop an approach for updates as the Pearl District continues to redevelop and attract new residents and businesses.
- 14.4 Ensure that street improvements are coordinated with other necessary utility upgrades in the area.
- 14.5 Improve transit station areas along Peoria Avenue with the addition of clear route signage at stop locations, seating, well-marked crossings, and optionally transit shelters, garbage receptacles, shade trees, public art, or murals.
- 14.6 Improve sidewalks by filling in the GO Plan sidewalk gaps and continued support of City of Tulsa's ADA Arterial sidewalk and curb improvements.
- 14.7 Implement Complete Streets policies for multi-modal corridors along Peoria and Utica Avenues.
- 14.8 Explore the use of Tax Increment Financing (TIF) Districts for infrastructure improvements.
- 14.9 Improve pedestrian lighting to increase access to transit, retail, employment, and other neighborhood amenities.

Goal 15: Develop a sidewalk improvement plan to prioritize capital funding to build, replace, or restore sidewalks within the Pearl District.

- 15.1 Work with Engineering Services to update and maintain the inventory of pedestrian infrastructure, including sidewalk locations and conditions, pedestrian lighting, ADA issues, and other safety needs.
- 15.2 Invest in sidewalk infrastructure to reduce or eliminate gaps in the sidewalk network and address ADA compliance issues, prioritizing access to public assets such as Centennial Park, employment centers, as well as connections into Downtown.
- 15.3 Amend GO Plan to add all sidewalk gaps on both sides of arterial streets.

Goal 16: Improve connections within the district and to adjacent neighborhoods.

- 16.1 Improve connections to nearby districts and neighborhoods, including crossing Interstate-244 and Highway 75. Design and construct safety improvements such as lighting and designated walking and biking access at these locations.
- 16.2 Improve corridors to support economic activity and improve mobility options. Focus on basic infrastructure such as sidewalks, crosswalks, lighting, and connections.
- 16.3 Focus on multimodal improvements along major commercial corridors such as 3rd, 6th, and 11th Streets and Utica Avenue to continue current development trends and support the traditional mixed-use character of the district.
- 16.7 Use enhanced pedestrian traffic control devices such as flashing lights at high use intersections or crosswalks. Prioritize crossings on arterials such as 11th Street and Utica Avenue.

Goal 17: Improve gateways into the district.

- 17.1 Design and fund entranceway/gateway features at key entrances and neighborhood identification throughout area.

Goal 18: Explore options to move electric power lines underground or, if not possible, relocate them to alleys.

- 18.1 Coordinate with franchise utility providers to determine viable options to relocate utilities through a coordinated utility master plan with a focus on placing utilities underground where feasible.
- 18.2 Develop cost estimates and priorities for utility relocation, looking for strategic opportunities through development projects or other infrastructure investment.



Figure 4: Looking east down 6th Street at Peoria, November 2016. *Photo: Daniel Jeffries*

Part II:

The Plan

Chapter 1:

Introduction

Implementing the Comprehensive Plan

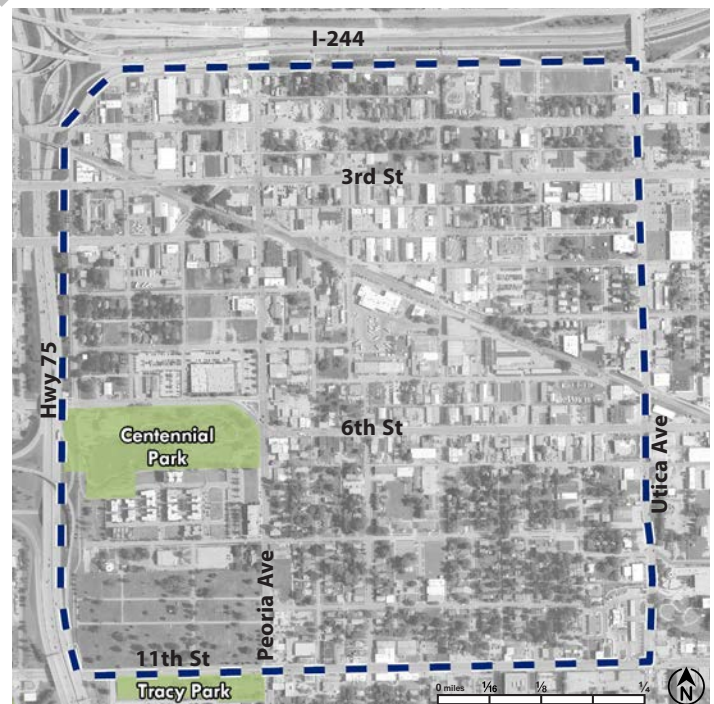
Since the adoption of the Tulsa Comprehensive Plan in 2010, the City of Tulsa has developed and implemented a program to conduct small area planning in neighborhoods and districts across the city.

The Pearl District Small Area Plan builds on the efforts of the 6th Street Infill Plan, a plan for the reinvention of the Pearl District, which was adopted in 2005 and updated in 2014.

This plan establishes a community-based vision for the area and addresses issues such as neighborhood stability and growth, parks, amenities, mobility and parking, long-term land uses, and other neighborhood and mixed-use improvement strategies.

This plan recommends short- and long-term implementation measures and action items to realize the vision of a lively, welcoming, and well-connected mixed-use neighborhood. This plan supersedes the 2014 plan update.

The City of Tulsa works with community stakeholders to develop small area plans, which are adopted as amendments to the Tulsa Comprehensive Plan and are key to implementing city-led initiatives across many agencies.



Map 4: Pearl District Plan Area. The plan area is generally bounded by Interstate 244 to the north; US 75 to the west; 11th Street to the south; and Utica Avenue to the east.

Location and Context

The Pearl District plan area encompasses 0.5 square miles. Located east of downtown Tulsa and approximately one mile west of the University of Tulsa, the Pearl District is centrally located and easily accessible.

The plan area's proximity to local amenities provides the neighborhood with access to downtown Tulsa in minutes and highway connectivity provides ready access to the entire metropolitan area. Located adjacent to downtown and Hillcrest Medical Center, district residents have access to over 42,500 jobs as well as Tulsa's Arts District.

The Pearl District was first built in the early 20th century as a "streetcar suburb" and has many of the characteristics of a walkable neighborhood:

- a healthy mix of single-family bungalows and small apartment buildings;
- two up-and-coming "Main Streets" (6th and 11th Streets) featuring brick commercial buildings hosting coffee shops, restaurants, taverns, and design studios;
- and, uniquely, a number of stable manufacturers, fabricators, and craftsmen.



Figure 5: The Pearl District is strategically located between downtown and the University of Tulsa. *Photo: Daniel Jeffries*

In addition, the Pearl District features a large park and flood control facility, Centennial Park, and numerous services and support agencies, such as the Indian Health Care Resource Center.

AERO, Tulsa's first Bus Rapid Transit line, will be coming soon to the Peoria Avenue corridor, and will provide an enhanced link north and south along one of Tulsa's main thoroughfares.



Figure 6: Centennial Park anchors the west side of the Pearl District. Sixth and Eleventh Streets are major corridors connecting the Pearl District to downtown and the University of Tulsa (background, left), while Highway 75 is a major barrier between the District and downtown. Hillcrest Medical Center (right) lies just outside the official boundaries of the Pearl District. April 2019. *Photo: Daniel Jeffries*

History

With the discovery of oil at Red Fork in 1901, investors, wildcatters, and their families began to pour into Tulsa. Additional oil finds in the area allowed this boom to continue the next 30 years. By then, Tulsa was well-established as the “Oil Capital of the Nation”. Development in the Pearl District neighborhood reflects this initial explosion of growth, followed by an extended period of stability, and ultimately a period of decline.

This pattern is repeated in many of the older parts of Tulsa. Review of early business directories indicates rapid growth in the 1910s and 1920s, an extended period of sustained success through the 1960s, and a period of decline beginning in the 1970s.

The “platting”, or subdividing, of land in the Pearl District began in 1909. At this time there were already a few buildings in the area, including a glass factory, cannery, and an oil depot. Continuous construction of new houses and industry in the area over the next decade helped bring about the development of additional commercial businesses supporting industry and residents.

An examination of businesses in the area reveals that by 1930, this area was firmly established as a diverse, mixed-use, urban neighborhood. The neighborhood thrived as it continued to cater to the downtown central business district, a large industrial district, and several working-class residential areas. There were a variety of offerings nearby, and the mix of shops and businesses along 6th Street was eclectic. These uses successfully coexisted for more than 50 years.

By exploring business records along a two block stretch of 6th Street from Peoria Avenue to Rockford Avenue, one can begin to understand this mix of businesses. From 1920 to 1964, the local residential population sustained two small groceries, as well as a barber shop, drugstore, dry cleaner, shoe repair shop, beauty shop, tavern, and restaurant.

Along with these neighborhood services, there were other businesses that provided goods and services to adjacent industrial areas as well as the nearby downtown business district. Along 6th Street in this small sample area, one could find several auto body and auto repair shops, the original location of Ehrle’s Party and Carnival Supply, a



Figure 7: Looking east at 6th & Peoria, 1954. Photo: Beryl Ford Collection



Figure 8: Looking north at 6th & Peoria, 1954. Photo: Beryl Ford Collection



Figure 9: Hanna Hardware & Lumber, on the southwest corner of 3rd & Peoria. Photo: Beryl Ford Collection



Figure 10: Storm water flooding the intersection by Hanna Hardware & Lumber on the southwest corner of 3rd & Peoria, circa 1952. Photo: Beryl Ford Collection

Part II: The Plan

machinery supply shop, lunch counter, electrical supply, saw sharpening service, and several print shops. Another unique characteristic of this area is that it housed quite a few upholstery and furniture refinishing shops.

Today, much of the business district looks remarkably like it did 60 years ago. There is still a concentration of auto repair establishments, print shops, upholsterers, trades suppliers, manufacturers, and cabinetmakers. Many of these businesses continue to thrive.

Over the years, housing trends in the Pearl District have shifted from primarily owner-occupied to a higher concentration of renters.

The exodus of homeowners began in the mid-1950s and continued through the 1980s. In 2018, owner-occupied housing accounted for only 18% of the housing stock in the neighborhood.

Many of the 75-year old rent houses in this neighborhood are now sub-standard due to decades of inadequate maintenance. More than any other factor, this shift from homes to “income properties” has created an unstable condition that discourages investment.

Through the mid-1930s, trolleys augmented well established pedestrian movement by offering quick connections to downtown, the University of Tulsa, and Cherry Street. In the 1950s, bus service replaced the trolleys. Today, 6th Street, 3rd Street, 11th Street, and Peoria Avenue are still major public transportation corridors.



Figure 11: Admiral, one block east of Peoria, March 13, 1955. Photo: Beryl Ford Collection



Figure 12: Tulsa Ice Company, at 6th & Xanthus, 1935. Photo: Beryl Ford Collection



Figure 13: Tulsa Boys Home at 8th & Quincy, 1927. Photo: Tulsa Historical Society.



Figure 14: Tulsa Boys Home at 8th & Rockford, 1963. Photo: Tulsa Historical Society.



Figure 15: Northeast corner of 11th & Rockford. *Photo: Tulsa Historical Society*



Figure 16: Zarrow Grocery, 6th Street, 1920. *Photo: Zarrow Family Foundations*



Figure 17: Longfellow School, at the northwest corner of 6th & Peoria, was built in . *Photo: Beryl Ford Collection*



Figure 18: The Lynch-Forsythe School, 1909. The school was located at 1st & Rockford. *Photo: Tulsa Historical Society*



Figures 17 & 18: Longfellow School was demolished in 1995 to make way for the Indian Health Care Resource Center. *Photo: Tulsa Historical Society*



Figure 19: Looking north on Peoria from the 700 block, circa 1950. *Photo: Tulsa Historical Society*



Figure 20: The Marland filling station at the northeast corner of 6th & Peoria. *Photo: Beryl Ford Collection*



Figure 21: Aerial view of the Pearl District, looking east from downtown, April 2019. *Photo: Daniel Jeffries*

Chapter 2: Existing Conditions

Public Facilities and Services

While there are limited public facilities and services located within the Pearl District plan area, Pearl District's proximity to downtown and other central city neighborhoods allows residents access to many services available in those areas.

EDUCATION

There are no schools within the plan boundary. The Pearl District is split between two elementary school boundaries - Kendall Whittier and Emerson - and three middle and high school boundaries: Kendall Whittier, Central, and Edison. Magnet schools and private schools are also located within three miles of the Pearl District. Four higher education facilities are located nearby: Langston University Tulsa, Oklahoma State University Tulsa, the University of Tulsa, and Tulsa Community College are located nearby.

PUBLIC SAFETY – POLICE AND FIRE

The Pearl District is within the Gilcrease Division of the Tulsa Police Department, which includes downtown and extends to the west, east, and north to the Tulsa municipal boundaries.

Tulsa Fire Station 3 is located just north of the plan area boundaries, on the southeast corner of Utica Ave. and Archer St., and Fire Station 4 is located to the west at West 12th St. and South Guthrie Ave.

Crime rates for the Pearl District are similar to rates for the City as a whole. In 2016, there were 16,135 crimes reported in Tulsa, 88 (0.55%) of which were in the Pearl District, which accounts for approximately 0.63% of the population. Crime rates for January-April 2019 show the Pearl District's percentage of total crime in the city has increased slightly to 0.96%, or 55 of the 5,685 crimes reported citywide.

HEALTH AND MEDICAL SERVICES

The Indian Health Care Resource Center is located in

the district at South Peoria Avenue and 6th Street and Hillcrest Medical Center is south of the Pearl District. In addition, the Oklahoma State University health system is within a mile of the Pearl District.

COMMUNITY CENTERS

Central Center in Centennial Park, just west of East 6th Street and Peoria Avenue, provides facilities for weddings, receptions, reunions, and community events. The 12,500-square-foot Central Center includes an auditorium with stage, fitness room, visual arts room, commercial kitchen, several meeting rooms, and a vista deck that hosts outdoor events.

PARKS AND OPEN SPACE

Centennial Park, bounded by Highway 75 and Peoria Avenue, and 6th and 7th Streets, contains 13 acres of leisure space, including the Central Center. The park includes a sunken, boulder-lined pond that provides approximately 52 acre-feet of flood storage, addressing part of the neighborhood's flooding issues. The park also boasts a number of walking paths, natural plantings, and a footbridge along an exposed stream leading to the pond, an Oklahoma Centennial clock, and open spaces for events. Several townhomes front the park's southern edge.

Additional flood detention ponds and green spaces are planned for the Pearl District, to the north and east of Centennial Park.

Other Plans and Studies

PEORIA AVENUE BUS RAPID TRANSIT LAND USE FRAMEWORK (2017)

Tulsa's first Bus Rapid Transit (BRT) line is expected to begin service in Fall, 2019, and will run along Peoria Avenue, passing through the Pearl District. There are two planned stations in the plan area: an enhanced station at 11th Street South and Peoria Avenue; and an improved station at 6th Street and Peoria Avenue. The 2017 Peoria Avenue BRT Land Use Framework details strategies and

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recommendations for land use and development, transit and connectivity, urban design, zoning, and economic development for each of the planned enhanced stations along the route. Recommendations for the 11th Street South and Peoria Avenue Station include a BRT pull-off that features ticket vending machines; next bus arrival information; pedestrian illumination; an ADA loading platform; and a transit shelter.

TULSA COMPREHENSIVE PLAN (2010)

The 2010 Comprehensive Plan guides the physical development of Tulsa over time through a set of goals and policies related to land use, housing, economic development, transportation, parks, trails, and open space. The planning process created a vision for the City of Tulsa that reflects the needs and dreams of all citizens over a 20- to 30-year planning horizon. The Plan prescribes the development of small area plans to implement citywide objectives by addressing unique local issues in their plan areas.

THE 6TH STREET INFILL PLAN, AMENDED

The 6th Street Infill Plan was originally approved in January 2006 and amended in April 2014. The plan describes a future vision for the Pearl District. It includes a self-assessment of issues and opportunities that provide a perspective of the neighborhood by the people who use it every day. It also provides recommended remedies for urban problems including flood control, security, land use, and urban blight. The intent of the plan was to work together in a comprehensive manner to transform this struggling near-downtown neighborhood into a thriving, diverse, walkable, and desirable place to live, work, and play. Key recommendations in this plan include:

Design guidelines for infill development that address common infill issues such as building setbacks, parking requirements, and pedestrian orientation. The plan details portions of the neighborhood where these design guidelines were considered critical, as well as areas where design guidelines were deemed unnecessary.

A comprehensive strategy for the complete transformation of this neighborhood, incorporating flood control in the form of new parks and a canal. Plans were developed through cooperation between areas residents and property owners, the City of Tulsa Park and Recreation and Public

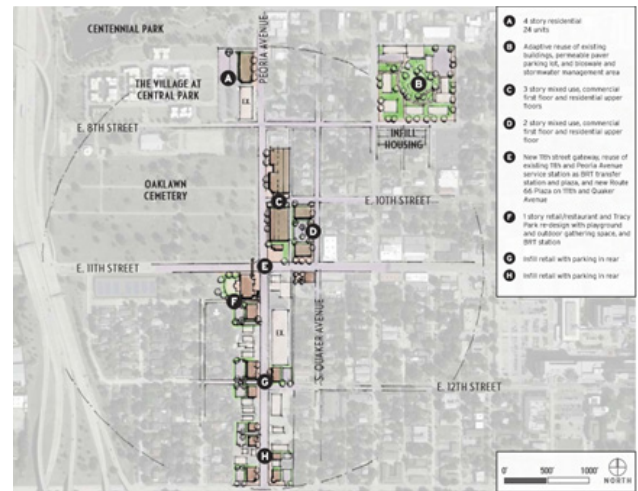


Figure 22: Peoria Avenue BRT Land Use Framework

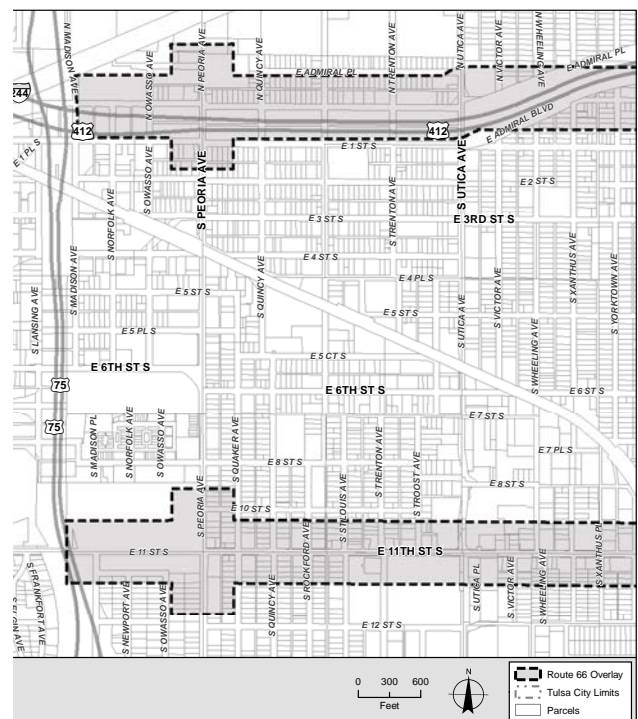


Figure 23: Route 66 Overlay

Works Departments, and stormwater planners and hydrologists. These facilities were intended to serve as a catalyst for new, large-scale, urban infill development, to be produced through public-private partnerships.

ROUTE 66 COMMISSION AND OVERLAY DISTRICT

Heritage tourism and historic preservation along historic Route 66 is recognized as a substantial contributor for the local and state economies. The Route 66 Commission was created by executive order to advise the Mayor and City Council concerning best practices of successful community revitalization and effective strategies for leveraging tourism for economic development along historic Route 66.

The Route 66 Overlay District was created to establish zoning regulations and incentives intended to ensure the enhancement, development, and revitalization of Route 66 through the promotion of historic and historically inspired signage, especially neon, along and adjacent to the two alignments of Route 66 in Tulsa. The regulations are generally intended to guide the character of both public and private development as it occurs along Route 66, and, within the Pearl District, apply to properties identified in Figure 23.

The overlay encourages the use of neon along Route 66 by relaxing certain sign regulations in the zoning code. Neon signs give Route 66 a unique identity, enhance the

attractiveness of the corridor, allow more creativity from business owners, and encourage cultural tourism.

Two alignments of Route 66 passed through the Pearl District: along Admiral Boulevard or 2nd Street until 1932 (there is some debate between the two routes), and along 11th Street, beginning in 1932. As a federal highway, each alignment served as primary routes through Oklahoma and Tulsa, and were highly influential in the development of Admiral Blvd., 2nd Street, 11th Street, and surrounding neighborhoods. The Comprehensive Plan Land Use designation of Main Street is consistent with the original character of the area and the preferred character desired for revitalization efforts.



ELM CREEK BASIN DETENTION PLAN

The Elm Creek Basin Detention Plan (March 2010) is a flood control plan which includes multiple drainage basins and a conveyance feature along East 6th Street. It includes the existing drainage basin at Centennial Park and proposed East and West ponds. In addition to the 2010 plan, a conceptual design report was completed for West Pond in March 2018.



Figure 24 Elm Creek Detention Basin Plan

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Demographics

The Pearl District demographics were analyzed using the Pearl District study area boundaries and data from DemographicsNow, which includes data from the years 2000 and 2010, and estimates for 2018.

POPULATION AND HOUSEHOLDS

The Pearl District had a population of 1,052 people in 2018. Between 2000 and 2018, the Pearl District’s population decreased by about 15%, while Tulsa has grown by 3.2%. Households decreased by about 17%, or 104 units, in the same timeframe.

About a quarter of the Pearl District residents identify as Hispanic or Latino, slightly more than the citywide average of 16%.

While the White population in the Pearl District represents a similar share to the citywide rate, there is a lower percentage of Black residents in Pearl District, and a much lower percentage of Asian, Native Hawaiian, or Pacific Islander residents compared to citywide figures. The Pearl has a slightly higher percentage of Native American residents, and a much larger percentage of residents who identify as some other race.

AGE

Pearl District’s median age is about two years older than Tulsa’s. Around a quarter of residents in the Pearl District are younger than 20, which is slightly lower than Tulsa. The proportion of Pearl District residents over 65 is lower than Tulsa overall.

INCOME DISTRIBUTION

U.S. Census data reveals that while the percentage of the population living below the poverty level has decreased for the Pearl District to rates lower than the City, the percentage considered “poor or struggling”, living below two times the poverty level, is 66% of the population in the neighborhood, much higher than that of Tulsa.

Median household income is also well below the City, at only \$21,745, just 49% of citwide figures.

Table 1. Population

	2000	2010	2018
Tulsa	392,907	391,694	405,785
Pearl	1,242	1,057	1,052

Table 2. Households

	2000	2010	2018
Tulsa	165,833	163,990	171,067
Pearl	612	511	508

Chart 1. Hispanic or Latino Population

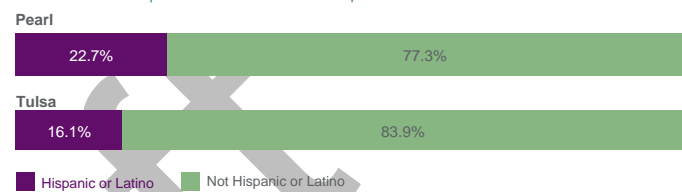


Chart 2. Race and Ethnicity

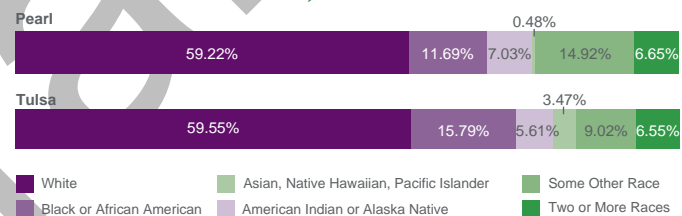


Table 3. Age

	Median Age	Residents Under 20	Residents 65 & Older
Tulsa	34.9	26.9%	13.8%
Pearl	36.8	23.7%	9.1%

Chart 3. Age

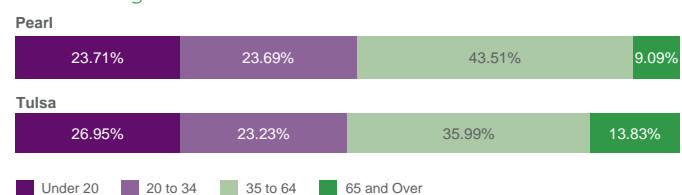


Table 4. Median Household Income

	2000	2010	2018
Tulsa	\$35,378	\$39,817	\$44,219
Pearl	\$17,266	\$20,285	\$21,745

HOUSING MIX, OWNERSHIP, AND VALUE

The housing stock in the Pearl District is more diverse than the rest of the city. While detached single family homes account for nearly 63% of the residences in the City, they only represent about 38% of the housing stock in the Pearl District. Multi-unit dwellings account for nearly half of the dwellings in the Pearl District (46.3%), whereas they only have a 33.2% share citywide.

According to the US Census, median house value has increased dramatically in Tulsa and the Pearl District since 2000, with citywide increases of 76% and a six-fold increase in values in the Pearl. The median home in the Pearl District is now valued 46% higher than the city median, a major reversal from the year 2000, when the citywide median value was more than double the Pearl's.

EMPLOYMENT AND JOBS

Unemployment rates have remained consistently higher in the Pearl District than the rest of the city since at least 2000. As of 2018, the unemployment rate in the Pearl is almost double that of the citywide rate.

Housing

OWNERSHIP TRENDS

Aligning with the dominant multi-unit housing stock in the District, significantly fewer housing units in the Pearl District (18.2%) are owner occupied than in Tulsa as a whole (46.9%). Owner-occupied units have remained relatively flat, with only slight decreases in the District and citywide since 2000.

HOUSING VACANCY

Housing unit vacancy, defined as the difference between the number of households living within the study area and the number of housing units located in that same area, has fluctuated greatly over the past twenty-five years. Both Tulsa and the Pearl District experienced some lowering of housing vacancy rates between 1990 and 2000.

Vacancy rates citywide and for the Pearl District spiked in 2010. Though vacancy had decreased slightly by 2018, the Pearl District's vacancy rate is still double the rate for the City of Tulsa as a whole.

Table 5. Poverty Rate: Percent of Population Living Below Federal Poverty Level

	1990	2000	2010	2016
Tulsa	15%	14%	19%	20%
Pearl	27%	31%	28%	10%

Table 6. Poverty Rate: Percent of Population Living Below Twice the Federal Poverty Level

	1990	2000	2010	2016
Tulsa	34%	34%	42%	43%
Pearl	51%	66%	82%	66%

Table 7. Unemployment Rate for Civilian Population over 16 Years Old

	2000	2010	2018
Tulsa	5.4%	8.5%	5.3%
Pearl	7.0%	16.7%	9.7%

Table 8. Percent Blue Collar

	2000	2010	2018
Tulsa	33.8%	38.7%	39.6%
Pearl	66.9%	53.1%	55.3%

Chart 4. Housing Types

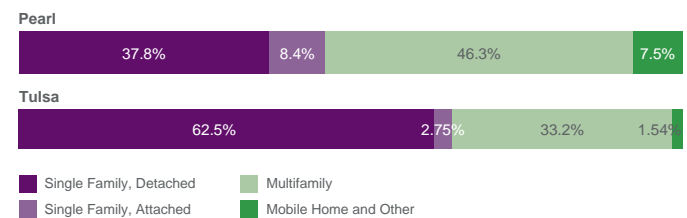


Table 9. Median House Value

	2000	2010	2018
Tulsa	\$81,755	\$125,333	\$143,707
Pearl	\$35,513	\$79,517	\$210,346

Table 10. Owner Occupied Units

	2000	2010	2018
Tulsa	51.5%	47.7%	46.9%
Pearl	19.0%	19.0	18.2%

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NEIGHBORHOOD TRENDS: BLIGHTED CONDITIONS

While parts of the Pearl District area are well maintained, many buildings in Pearl District have fallen into disrepair, and some structures are unsafe for habitation. There are several vacant parcels and abandoned structures.

Table 11. Property Vacancy

	2000	2010	2018
Tulsa	7.7%	11.4%	9.9%
Pearl	13.0%	23.6%	22.1%

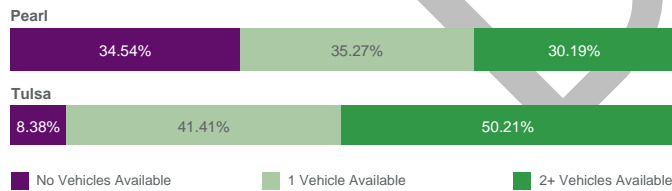
The Pearl District neighborhood is a blighted area within the meaning of Oklahoma Urban Renewal Law.

The Pearl District Neighborhood Blight Study, completed in July 2018 by Tulsa Development Authority, details the blighting conditions that exist in the plan area.

Transportation

More than one third of the residents in the Pearl District do not have access to a vehicle, compared to less than 10% for the City of Tulsa as a whole.

Chart 5. Vehicles Available by Household



Land Use

EXISTING LAND USE

The Pearl District is a traditional mixed-use area, with single-family and multi-family residential, retail, services, commercial, and industrial uses all in close together.

Industrial uses are generally located in the central part of the district adjacent to the railroad, while commercial uses are located along major thoroughfares such as Peoria Ave., Utica Ave., 6th St., and 11th St.

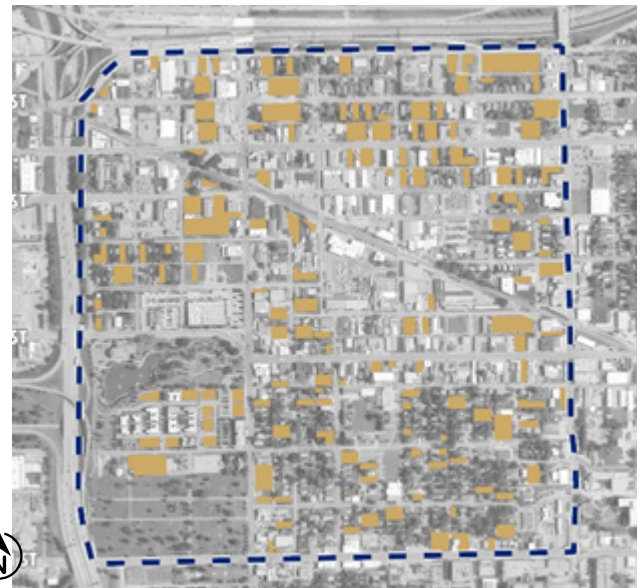
Residential uses are primarily in the southern portion of the study area; however, residential is also scattered in the northeast and throughout the district.

Areas adjacent to highways are transitioning to higher intensities and densities.

VACANT PARCELS

There are a number of vacant parcels in the area, including multi-lot parcels within industrial areas, and many smaller vacant parcels within residential areas. These vacancies create opportunities for infill development that spur the creation of new homes and jobs within Pearl District.

Map 6. Vacant Parcels



HISTORIC ASSETS

The Pearl District was first platted and developed just over a century ago. The 6th Street Commercial District has been recognized on the National Register of Historic Places for its significance as a commercial and residential corridor which complemented the manufacturing and industrial companies present in the district. Until the 1960s, the corridor provided essential rental housing above local businesses that served the community, allowing residents to live, shop, and work all within the same district.

The Tulsa Fire Alarm building, located at 1010 E. 8th Street, is the only building on the National Register in the Pearl District. The Tulsa Fire Alarm Building is a historic Art Deco building built in 1931. It served as the central reporting station for the Tulsa Fire Department. Fires were reported from alarm boxes spread around town to this building, and the firemen in this building would alert the fire station closest to the fire.



Figure 25: Tulsa Fire Alarm Building. Photo: David Stapleton

It is likely that many additional buildings would qualify if a historic survey was conducted to identify historic resources in the Pearl District.

Map 5. Housing Types



Part II: The Plan

COMPREHENSIVE PLAN LAND USE DESIGNATIONS

The Tulsa Comprehensive Plan Land Use Plan, adopted in 2010, is organized around building blocks and plan categories that distinguish land use characteristics with regard to location, transportation, land use mix, employment, and housing. See Map 3 on page 5 for the Land Use Plan. Five of these plan categories are represented within the Pearl District area:

Downtown Neighborhood: Neighborhoods located outside of, but tightly integrated with, the Downtown Core. These areas are primarily pedestrian-oriented and are well connected to the Downtown Core via local transit. They feature neighborhood-scale parks and open space

Employment: Employment areas contain office, warehousing, light manufacturing, and high tech uses. These areas require access to major arterials or interstates, and must accommodate truck traffic, along with rail in some instances. Screening and buffering is necessary when employment districts are located near residential uses.

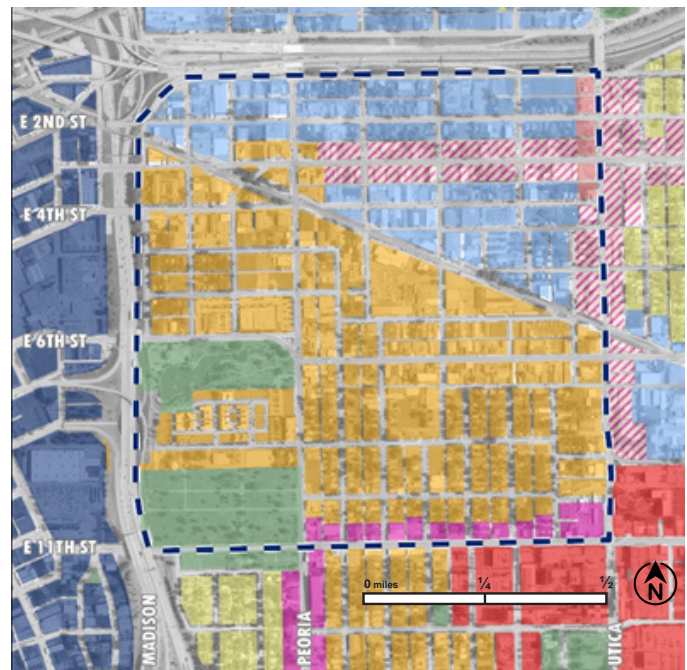
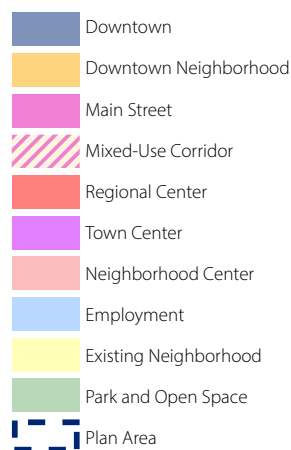
Mixed-Use Corridor: Mixed-Use Corridors pair high capacity transportation facilities with housing, commercial, and employment uses. Pedestrian safety and comfort is emphasized, and buildings along the corridors are built to the sidewalk, with windows, storefronts, and active ground-floor uses.

Park and Open Space: Parks and open spaces should be understood as forming a network, connected by green infrastructure, a transportation system, and a trail system. These areas should be protected and promoted through targeted investments, public-private partnerships, and policy changes.

Main Street: Main Streets are Tulsa's classic linear centers. They are comprised of residential, commercial, and entertainment uses along a transit-rich street usually two to four lanes wide and includes much lower intensity residential neighborhoods situated behind. Main Streets are pedestrian-oriented places with generous sidewalks, storefronts on the ground-floor of buildings, and street trees and other amenities. Parking is provided on street, small private off street lots, or in shared lots or structures.

Map 7. 2010 Comprehensive Plan — Land Use Plan

2010 Land Use Plan



ZONING

Zoning designations in Pearl District reflect the mixed-use nature and history of the neighborhood. By area, Pearl District is 42% residentially zoned, 25% office/commercial, and 34% industrial. With multifamily zoning in place, a broad range of single-family, small scale “missing middle” density housing, and multifamily is permissible. This aligns with the community’s vision for the area as a continued single-family neighborhood with mixed-use housing, multifamily, and live-work units incorporated along commercial corridors.

RS-4 – Residential Single Family 4 (14.5%) allows single family homes on 5,500 square foot lots. Duplexes are permitted with a special exception.

RS-3 – Residential Single Family 3 (2.3%) allows single family homes on 6,900 square foot lots. Duplexes are permitted with a special exception.

RM-1 – Residential Multifamily Low Density (2.2%) allows single-family homes, townhouses, duplexes, apartments, and condominiums at a maximum density of 25 units per acre.

RM-2 – Residential Multifamily Medium Density (8.1%) allows single-family homes, townhouses, duplexes, and apartments and condominiums at a maximum density of 39 units per acre.

OL – Office-Low (1.9%) allows the development and preservation of low-intensity office uses, such as business or professional offices or medical offices.

CS – Commercial Shopping (0.9%) is primarily intended to accommodate convenience, neighborhood, subcommunity, community, and regional shopping centers.

CG – Commercial General (0.4%) accommodates established commercial uses while protecting adjacent residential areas, and allows groupings of compatible commercial and light industrial uses.

CH – Commercial-High (21.6%) accommodates high-intensity commercial uses in the core area of the city, encouraging the use of properties and existing buildings along older commercial corridors while minimizing encroachment on stable residential neighborhoods.

IL – Industrial-Light (6.2%) provides areas suitable for manufacturing, wholesaling, warehousing, and other industrial activities that have few, if any, adverse land use or environmental impacts.

IM – Industrial-Moderate (27.4%) is intended to group together a wide range of industrial uses that may produce some moderate adverse land use or environmental impacts in terms of their operation and appearance.

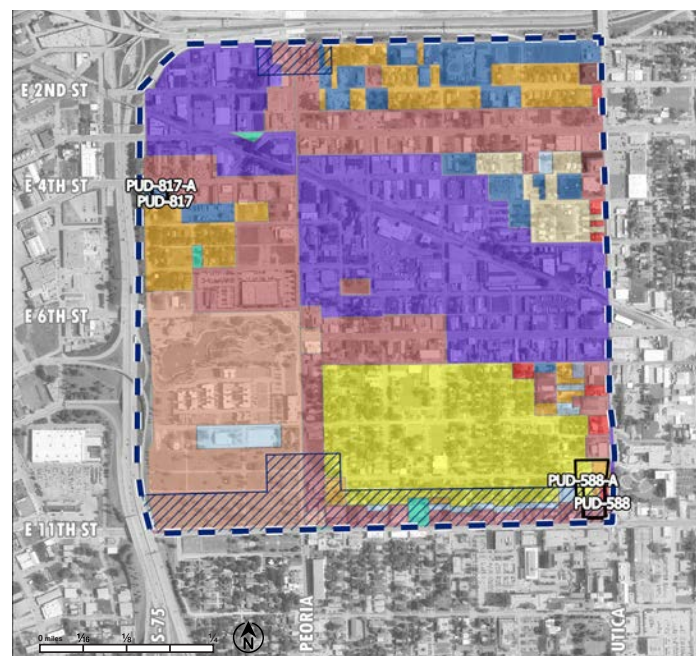
MPD-FBC1 – Master Planned Development-Form Based Code 1(14.5%) is expressly intended to accommodate the use of alternative standards for streets and other public improvements based on the approved development plans.

PK – Parking (0.1%) accommodates off-street parking areas bordering nonresidential zoning districts, while protecting nearby residential areas from adverse effects associated with spillover parking.

Legend

	RS-4
	RS-3
	RM-1
	RM-2
	OL
	CS
	CG
	CH
	IL
	IM
	PK
	MPD-FBC1
	MX1-P-U; MC1-U-U
	Route 66 Overlay
	PUD
	Plan Area

Map 8. Zoning Map



Environmental Features

Portions of the Pearl District lie within Tulsa's regulatory floodplain. Tulsa has experienced severe flooding throughout its history, sometimes resulting in casualties and widespread property damage. As a result, the city has been proactive in building and maintaining comprehensive floodplain regulations and stormwater management infrastructure.

In the Pearl District, there are areas of the neighborhood that retain standing water following rain and a number of properties are within the regulatory floodplain. Continued coordination with City of Tulsa Engineering Services and Tulsa Development Authority will be necessary to acquire and develop properties for flood storage facilities. Centennial Park was built to reduce flooding impacts and serves as valuable public space with walking trails, landscaped areas, and gathering places most of the year. The park provides essential flood water detention ponds when it rains.

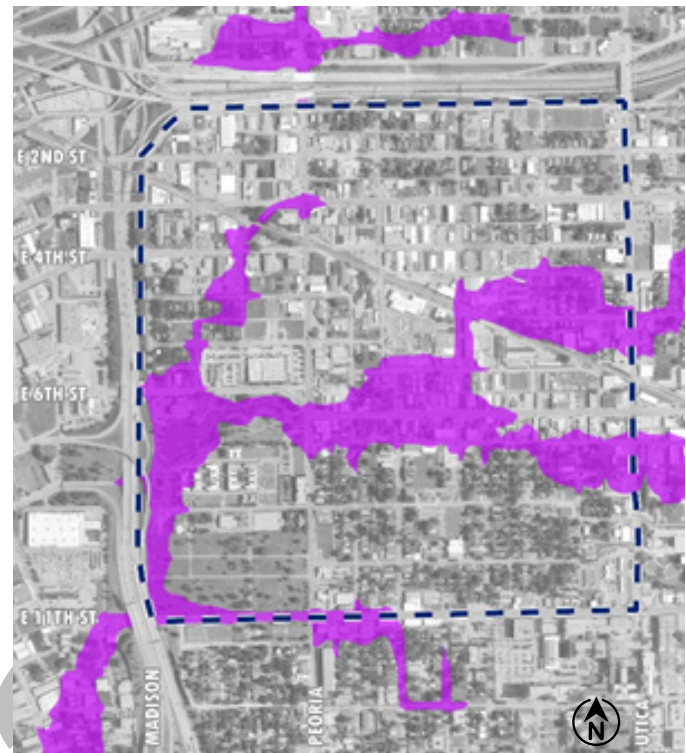
Transportation

STREET DESIGNATIONS (CITY OF TULSA)

The Comprehensive Plan calls for a multi-modal street system in Tulsa. A multi-modal street system balances the needs of all modes of travel, giving people the option to walk, bike, ride transit, or drive to their destinations. Comprehensive Plan street designations are Main Streets, Multi-Modal Streets, Commuter Streets, and Residential Collector Streets.

Three streets in the Pearl District (Peoria Avenue, Utica Avenue, and E 11th Street) are designated as Multi-Modal Corridors by the Comprehensive Plan. These streets are attractive for pedestrians and bicyclists because of landscaped medians and tree lawns. Multi-modal streets can have on-street parking and wide sidewalks depending on the type and intensity of adjacent commercial land uses. Transit dedicated lanes, bicycle lanes, landscaping, and sidewalk width are higher priorities than the number of travel lanes on this type of street. East 6th Street is designated as a Main Street by the Comprehensive Plan.

Map 9. Regulatory Floodplain



MAJOR STREETS AND HIGHWAY PLAN (INCOG)

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 Pearl District is served by two freeways: Interstate 244 and Highway 75. It is also served by several major streets: three Urban Arterials (Peoria and Utica Avenues and 11th Street) and three Commercial/CBD/Industrial Collectors (1st, 3rd, and 6th Streets).

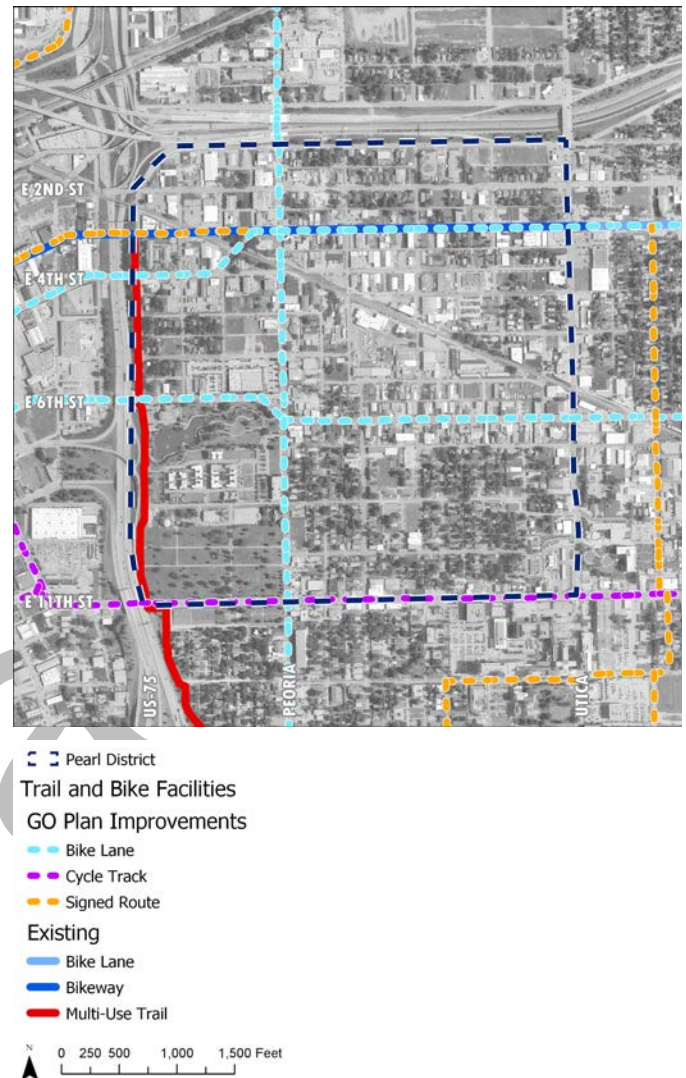
BIKE FACILITIES

The GO Plan, the Tulsa Regional Bicycle and Pedestrian Master Plan, was adopted by the City of Tulsa in 2017. The plan establishes a comprehensive plan for bicycle and pedestrian improvements throughout the Tulsa region. It identifies barriers to active transportation experienced by community members, and proposes solutions including bicycle network recommendations, pedestrian design approaches, policy and funding recommendations, and design guidance. The vision of the plan is to make walking and biking appealing, safe, comfortable, and convenient for those using roads and trails in the Tulsa region.

Peoria Avenue was one of the most studied corridors for bicycle improvements in the GO Plan. The street provides access to neighborhoods, retail destinations, schools, parks, and places of worship from North Tulsa to South Tulsa. The plan recommends accommodating a bike lane through a four-lane to three-lane road diet on Peoria Avenue, beginning at Pine Street and running south through the Pearl District study area to 15th Street. This recommendation and other bicycle facility improvements are important to consider when Peoria Avenue is redesigned for the planned bus rapid transit line.

Beyond Peoria Avenue, the GO Plan recommends several improvements to bicycle and pedestrian infrastructure in the Pearl District plan area. These recommendations include Bike Lanes/Buffered Bike Lanes on 6th and 11th Streets.

Map 10. Recommended Bicycle Facilities



Part II: The Plan

PARKING AND ALLEYS

Alleyways are present on a number of residential blocks in the Pearl District. They provide parking and access to residences. Alleyways in the plan area vary in condition, with most in need of cleanup and vegetation removal. In some locations, community members have indicated garbage removal is needed. 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.

Alleys can provide a wealth of neighborhood benefits with investments in clean-up, planting, and ongoing maintenance. Alleys can provide a great alternate location for many types of urban infrastructure, such as electric poles and other utilities, garbage and recycling collection, and bioswales (facilities for sustainable stormwater capture and treatment).

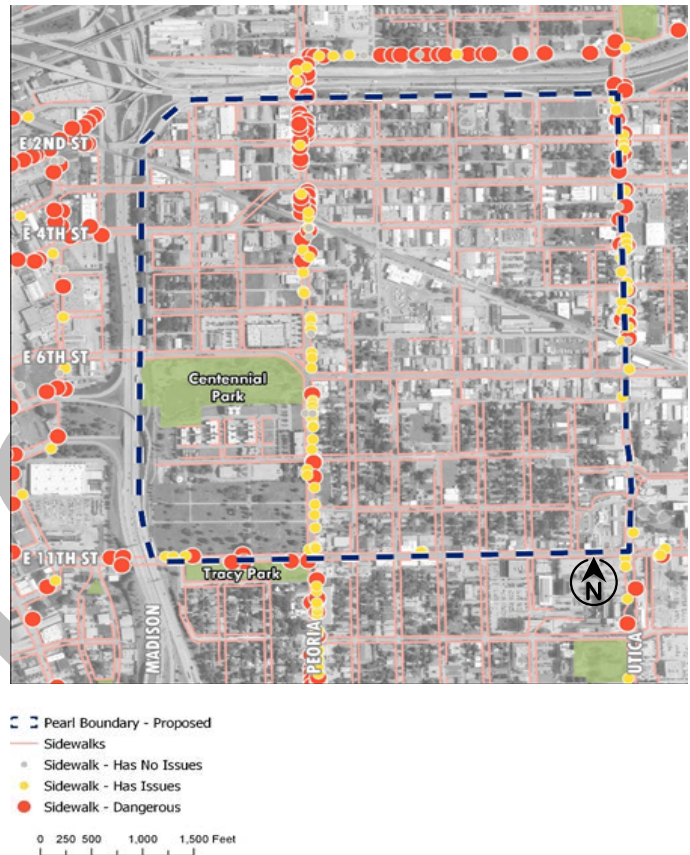
The City should research options for piloting a green alleyway program in the Pearl District and other central neighborhoods facing stormwater and flooding issues. Green alleyways can include trees and light-colored paving to reduce urban heat island effect; pedestrian safety elements such as marked crossings, lighting and signage; native and drought-tolerant plants; and innovative stormwater management to improve water quality and reduce sewer load. There is also a potential for alley parking in some parts of the district.

Parking in the neighborhood is sufficient in some areas of the Pearl District, while other areas with retail and commercial uses do not have adequate parking to meet current needs, with on- and off-street spaces available throughout Pearl District. Some narrow residential parcels do not have off-street parking.

As the Pearl District continues to experience reinvestment in residential areas and along major commercial corridors, a parking district or shared parking approach will be needed to ensure adequate parking to serve new and growing businesses. A district parking program would allow multiple users access to shared parking facilities including off-street lots and/or structures. Parking management should include City-led communications and organizational support for a business or business and residential parking district. An improvement district, as

provided by the Improvement District Act Title 11 O.S. 39-101, or business improvement district (BID) can be instrumental in advocating and deploying shared parking facilities and arrangements. The improvement district can also organize to provide signs for navigation and information (such as hours of use or other restrictions).

Map 11. Sidewalk Needs Maps



SIDEWALKS

An inventory of sidewalks along major arterials in the plan area revealed that sidewalks are in universally poor condition. Neighborhood streets are in similar condition; sidewalks in Pearl District are either dangerously deteriorated or do not exist. Community and stakeholder input revealed strong consensus that sidewalk investments are a top priority. Sidewalk investments should be made on all streets in the study area. For the purpose of phasing and near-term action, priority should be given to sidewalk improvements on the key commercial corridors.

CONNECTIONS

Despite the Pearl District's proximity to downtown and other central city neighborhoods, connections to these areas are limited due to physical and social barriers created by freeways and rail lines located on the boundaries of the neighborhood. A few key streets provide connections between Pearl District and nearby areas: 3rd, 6th, and 11th Streets, as well as Peoria and Utica Avenues. Convenient access to freeways allows residents and businesses to easily travel to destinations around the city and region. Peoria and Utica Avenues are the two key commercial corridors within the Pearl District.

EXISTING BUS LINES

The Pearl District is currently served by numerous Tulsa Transit Routes, connecting the district to downtown and the north, east and south. Route 105 runs along Peoria Avenue, connecting Pearl District to destinations as far north as 66th Street North in Turley, and as far south as 81st Street. Route 100 runs to the east, and 112, 210 and 222 all make connections through the Pearl, going east and/or south.

PLANNED BRT

Tulsa's first Bus Rapid Transit (BRT) line is expected to begin service in late 2019 and will run along Peoria Avenue, passing through the Pearl District. There are two planned stations in the plan area: an "enhanced" station at 11th Street and Peoria Avenue, and an "improved" station at 6th Street and Peoria Avenue. Both station

Map 12. Existing Transit Service

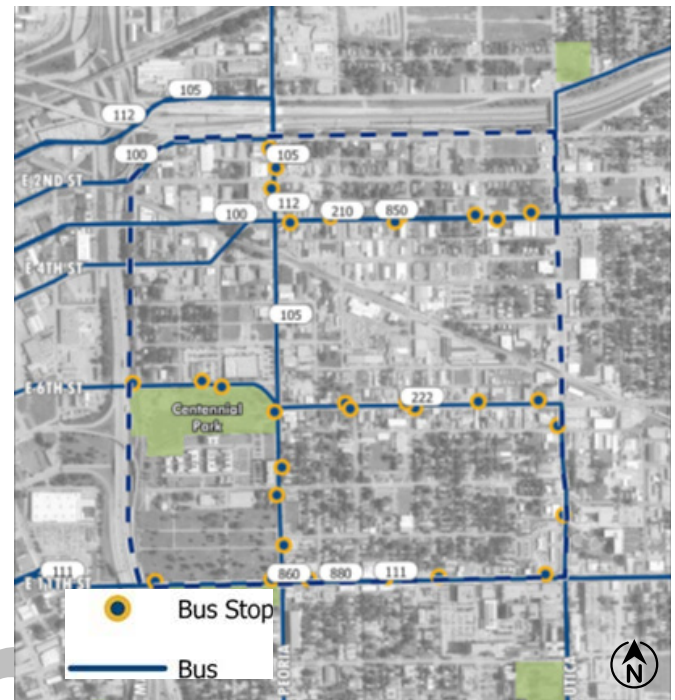


Figure 26. 11th Street & Peoria Avenue BRT Station Area Development Vision

types include ticketing machines, arrival displays, improved pedestrian crossings and lighting, benches, and bike racks. "Enhanced" stations will include a 6'x32' shelter, and "improved" stations will feature a 6'x16' shelter.

Public Utilities

The City of Tulsa provides water, sewer, and stormwater services to the area. Electricity is provided by Public Service Company of Oklahoma. Gas is provided by Oklahoma Natural Gas. Much of the existing water and sewer system dates from the initial development of this neighborhood nearly a century ago.

The City of Tulsa has a program for home repair assistance that is available to low- and moderate-income homeowners. Community Development Block Grant assistance may be available for sewer line replacement, emergency home repair or major home repairs. Homes must be owner-occupied to qualify. More information can be found by contacting the City of Tulsa Working In Neighborhoods (WIN) Department.

Emergency home repairs may include replacing water heaters or other essential repairs under a certain dollar amount. Major home repairs cannot exceed a certain dollar amount and must result in the residence being brought up to standard conditions.

As the area redevelops, the City of Tulsa should consider the potential for relocating existing utility poles either underground or in alleys and work with utilities to understand feasibility of locating them underground. Relocating utilities underground is often prohibitively expensive but may be an option when done concurrent to other significant infrastructure projects that require trenching or digging. Undergrounding utilities eliminates impacts during high wind, tornado, and flooding events.

Parks, Trails, and Open Space

There is one park in the Pearl District – Centennial Park – which provides trails and park amenities as well as flood control ponds. The Midland Valley Trail follows the western border of the Pearl District, hugging Highway 75 and the western edge of Centennial Park.

Economic Development

EMPLOYMENT

The Pearl District has many active industrial, commercial and service employment sites, including several architecture, engineering, real estate, electrical, development and construction companies; auto and tire sales and service; metal work; oil field products; storage uses; food production and sales; and specialty products. These uses are just a sample of the many businesses located in the Pearl District that provide job opportunities for neighboring residents.

INFILL AND REDEVELOPMENT

There are many vacant parcels in the plan area. These range in size from standard residential lots to multi-lot industrial-zoned sites. Many of these parcels represent opportunity for infill development that supports increased employment and commercial services in the Pearl District.

As a central neighborhood that was initially platted and developed just over a century ago, infill and redevelopment will be critical to revitalization of the Pearl District neighborhood. This Small Area Plan and the Pearl District Sector Plan together form a development strategy for Pearl District to attract new development.

Infill and redevelopment can take the form of new housing on vacant lots, renovation or replacement of “main street” and mixed-use commercial buildings, as well as industrial reuse. Currently there are approximately 255 vacant parcels in the plan area (16% of total parcels). Given the proximity to downtown Tulsa, this creates a major opportunity for infill development in the Pearl District. The neighborhood can attract a full range of new development with the variety of land available.

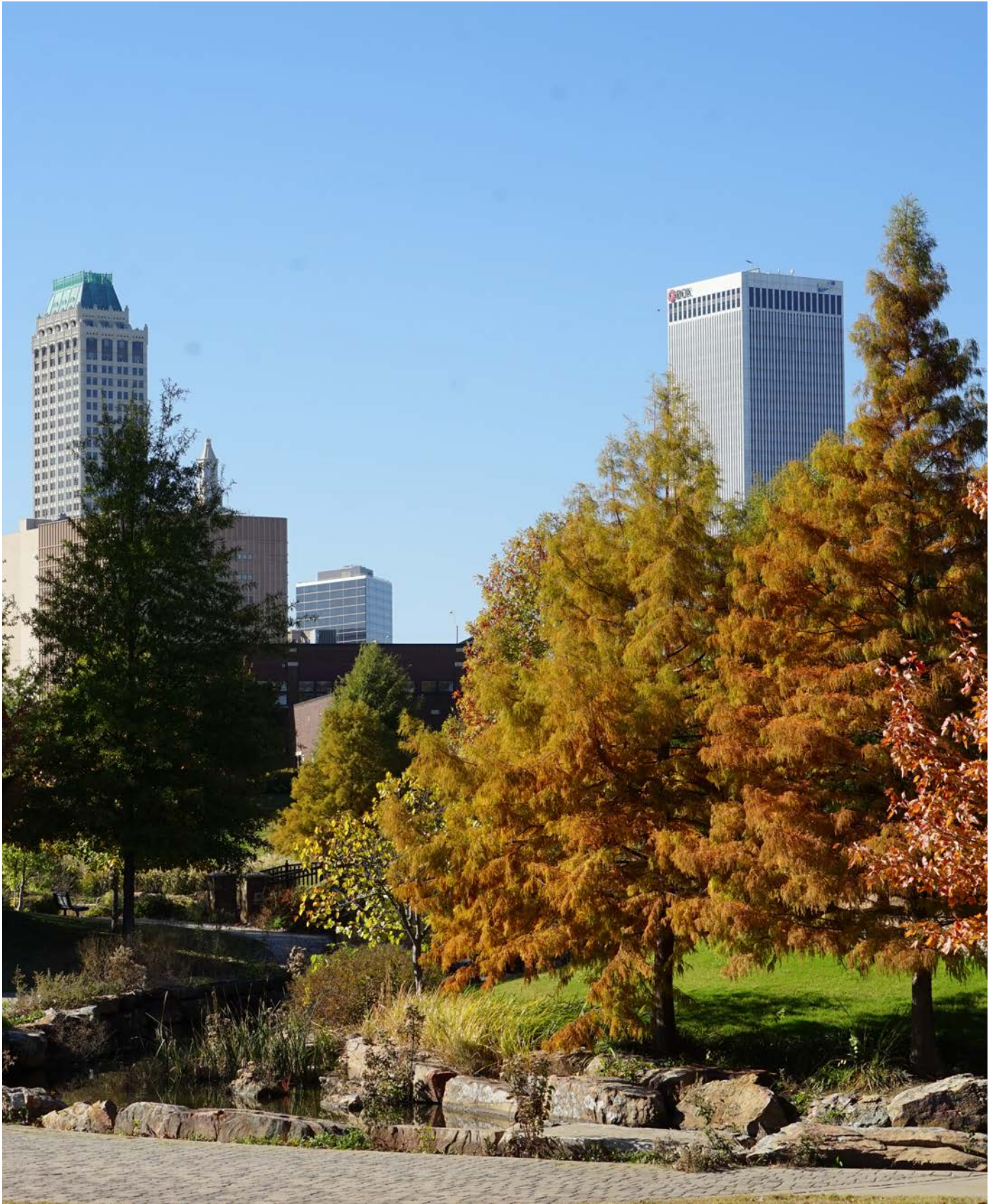


Figure 27. Centennial Park in the fall. *Photo: Daniel Jeffries*



Figure 28. Pearl District Community Workshop

Chapter 3:

Vision & Community Participation

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.

The Pearl District Vision Statement was developed through numerous discussions throughout the planning process. The Citizen Advisory Team (CAT) considered the 2006 neighborhood plan vision statement, prevalent themes from early polling, analysis of existing conditions, and themes identified in Vision Maps from the Visioning Workshop.

The Vision Statement was presented to the CAT and open house for feedback and comment. The planning team hosted five Citizen Advisory Team meetings and two public meetings to gain input on the proposed Pearl District plan update. Through discussion, interactive polling, and map-based activities at these meetings, the priorities became clear.

Vision Statement

The Pearl District continues to build on its recent successes, providing a lively, welcoming, and well-connected neighborhood as well as a strong employment center for both existing and emerging businesses. Grassroots efforts help develop a neighborhood that:

- ▶ is diverse, intriguing, and charming;
- ▶ has the character, humanity, and convenience of the best traditional cities;
- ▶ offers an alternative to suburban living, where it is possible to walk or bicycle to work, play, and shopping;
- ▶ has neighbors and businesses who work to foster good schools, a vibrant civic environment and safe, attractive streets, multimodal opportunities, and civic spaces; and
- ▶ continues to be a vibrant mixed-use neighborhood that incorporates quality housing choices, strong businesses, safe and healthy transportation choices, and equitable stormwater management policies.



Figure 29. Workshop

Part II: The Plan

Core Concepts

Based on input from these workshops, the following core concepts were identified:

- Support residential reinvestment, rehabilitation, and homeowner assistance.
- Support and reinvest in existing employment uses.
- Prioritize public infrastructure improvements such as sidewalks, street lighting, and roadway improvements to catalyze reinvestment and infill.
- Improve entrances and gateways.
- Convert 1st Street to allow for two-way travel.
- Support Mixed-use Corridors along 3rd St., 6th St., and Utica Ave., and a Main Street Corridor along 11th St. Enhance Peoria Avenue as future multimodal BRT corridor.
- Acquire floodplain properties in areas designated for future ponds.
- Create a public/private parking strategy.

Area-Wide Principles

- Diversity
- Mixed-use
- Pedestrian orientation
- Increased density
- Existing and emerging employment centers
- Multimodal transportation options

Schedule

CAT MEETINGS

May 2, 2018

- Introduction and Background information
- Workshop Preview

June 28, 2018

- Review workshop results
- Vision and Goal Discussion
- Discuss Sector Plan Blight Study

September 18, 2018

- Initial recommendations

November 7, 2018

- Future Land Use
- Executive Summary

February 4, 2019

- Review draft plan

WORKSHOP & OPEN HOUSE

May 15, 2018

- Small Area Plan – Polling and Small Group Discussion

November 14, 2018

- Small Area Plan & Sector Plan Strategies



Figures 30-32. Pearl District Workshop

Community Engagement Process

Step 1: Initiate

After the Pearl District was selected for a Small Area Plan Update, staff executed the INITIATE step to formally begin the planning process. All property owners within the boundary were notified that the planning process would begin. Staff contacted key stakeholders to serve on the Citizen Advisory Team (CAT), and staff began to gather data required for the plan.

Step 2: Engage

This step began the process of community engagement. The initial meeting of the CAT, held May 2, 2018, included orientation to the planning process, basic rules of engagement, preliminary discussions about schedule commitments, and an overview of the workshop materials. The CAT was formed as a first line to communicate with community residents and stakeholders. The CAT helps to ensure that the Small Area Plan is aligned with the needs, aspirations, and concerns of the Pearl District community.

Step 3: Understand

The first public workshop was held in May 2018. Workshop attendees participated in a live polling activity where they answered questions on neighborhood challenges and assets, and prioritized outcomes. The workshop also featured an interactive mapping exercise, where participants identified opportunities for new housing and businesses, community centers and services, and infrastructure upgrades.

In addition to learning from the Pearl District community at the workshops, the project team conducted thorough existing conditions research. This research included touring the study area, studying prior planning efforts in the area, conducting a demographic analysis, and mapping community assets and infrastructure.

Step 4: Envision

The results of the workshop were presented at the second CAT meeting in June 2018. The CAT discussed the results and used them to give input on an initial vision statement and goals for the SAP.

Step 5: Explore

After completing initial public outreach, existing conditions research, and discussing the vision and goals of the plan with the CAT, the project team drafted plan recommendations for Pearl District. These recommendations were presented and discussed at the third CAT meeting in September 2018.

Step 6: Consent

Following the open house, a fifth CAT meeting was held in February 2019 to meet with District 4 Councilor McKee and discuss input on the draft Executive Summary. At this step in the process, stakeholders arrived at a consensus regarding the community's long-range vision, principles that would guide future decisions, and priority actions to implement key recommendations.

Following the fifth CAT meeting, the project team finalized the plan draft and provided the document for technical review.

Plan Adoption

Plan adoption is the final step, wherein the formal written plan is submitted to the Tulsa Metropolitan Area Planning Commission for adoption, then forwarded to the City Council for approval. At the completion of this step, the Tulsa Comprehensive Plan is amended for this area of the City.

Community Design Workshop Results

The planning team held a workshop and an open house during the Pearl District planning process. Both events yielded important community feedback that has formed the backbone of the plan concepts and priorities.

COMMUNITY WORKSHOP | MAY 15, 2018

Results of this workshop are shown in the following maps which detail frequency of comments of community input on four main topic areas. Additionally, instant polling provided feedback on opportunities and concerns facing those in the Pearl District. Results are summarized below:

KEY PAD POLLING RESULTS FROM WORKSHOP 1

Greatest Asset: Location (74%)

Top Three Concerns:

- 1) Neighborhood Stability (26%);
- 2) Walkability, Public Transit, Bike Routes (19%);
- 3) Safety & Security (17%)

Areas to Focus on:

- 1) Entire district (38%);
- 2) 6th and other corridors (23%)

Most Important Outcome:

- 1) (tied) Retail, dining and entertainment options (28%);
- 1) (tied) Redevelop aging commercial and industrial (28%);
- 2) Redeveloping aging residential (24%)

Economic Development Priorities:

- 1) Revitalize vacant commercial properties (47%);
- 2) Reinvest in walkable corridors (24%)

Housing:

- 1) Address vacant properties (38%)

Infrastructure Priorities:

- 1) Improve walkability (26%);
- 2) Flooding & stormwater management (21%);
- 3) Introduce new housing options (17%)

Bicycle / Pedestrian Priorities:

- 1) New and improved sidewalks (35%)

Need for Development Around BRT stations:

- 1) Some need (34%);
- 2) Significant need (32%)

Types of parks and open space needed:

- 1) Trails and linear parks (31%);
- 2) Pocket parks in commercial and industrial areas (24%)

Workshop Input

Figure 33: Housing

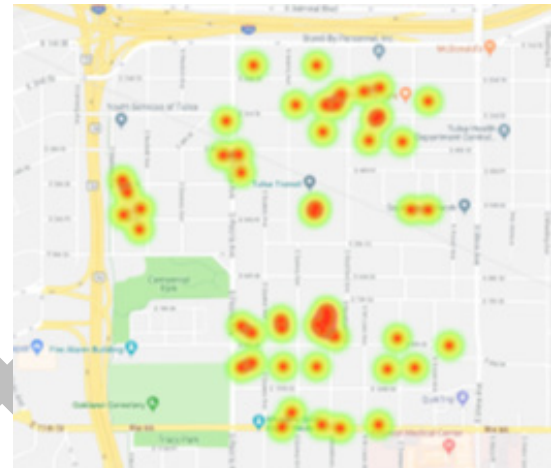
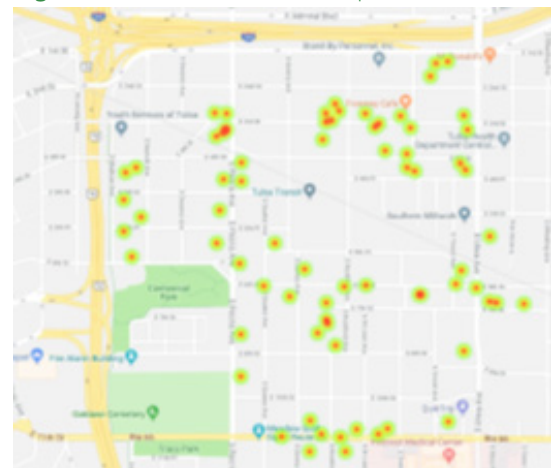


Figure 34: Parks & Green Space



Figure 35: Commercial Development



KEY TAKEAWAYS FROM WORKSHOP 1

- The Pearl District is in a great location and the greatest concern of the area is neighborhood stability
- Strong desire to expand planning focus beyond 6th and Peoria Avenue
- Strong desire to revitalize vacant residential and commercial properties
- Desire to improve general walkability by fixing sidewalks
- Improving commercial areas is a top priority, followed by redeveloping aging residential areas



Figure 33: Pearl District Workshop

Figure 36: All Comments Received

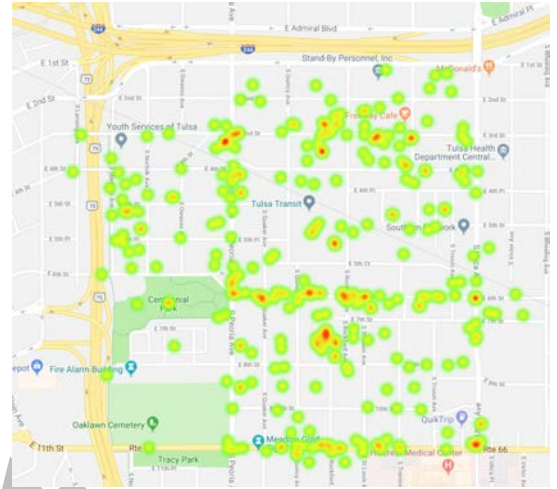


Figure 37: Safe Crossings



OPEN HOUSE | NOVEMBER 14, 2018

The second meeting, an open house in November 2018, presented the draft small area plan and sector plan goals and strategies, and obtained comments on proposed recommendations. Comments received at the open house were supportive of the proposed strategies and included:

- Support for proposed land use map and development types;
- Support for live/work in industrial zones;
- Comments about infrastructure improvements needed, including ADA access across 11th and Utica, and improved bike crossings on the railroad tracts at 3rd Street; and
- Questions about the proposed roadway changes on 11th Street.

Draft