

Broken Arrow Downtown Master Plan



Adopted July 5, 2005

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Executive Summary

PLAN OVERVIEW

The Plan document is comprised of five primary sections:

SECTION I: INTRODUCTION

- ✓ *Chapter 1: Introduction*—provides context for the planning effort and an overview of the process.
- ✓ *Chapter 2: Downtown Planning Concepts*—contains a discussion of some of the key design concepts that provide a framework for the Downtown Plan.

SECTION II: DOWNTOWN VISION

- ✓ *Chapter 3: Vision and Goals*—sets forth a vision statement and supporting goals representing the community's desires for the future of downtown.

SECTION III: PLAN FRAMEWORK

- ✓ *Chapter 4: Downtown Framework Plan*—contains a discussion of each element illustrated on the Downtown Framework Plan Map (these are the more infrastructure related aspects of the Vision) and a set of recommended actions specific to each.
- ✓ *Chapter 5: Land Use Strategy*—contains a discussion of land use strategies for various locations within downtown.
- ✓ *Chapter 6: Design Themes and Standards*—contains a discussion of an overall design theme for the Downtown and recommended design standards specific to various locations within downtown.

SECTION IV: IMPLEMENTATION

- ✓ *Chapter 7: Implementation/Action Plan*—a discussion of specific tools or strategies that will be employed to implement the recommended actions of the Plan and the level of priority that should be assigned to each.

SECTION V: BACKGROUND AND TRENDS

- ✓ *Appendix A*— contains a summary of downtown’s existing land use characteristics, demographics, market trends, and other relevant background material.
- ✓ *Appendix B*—contains an overview of “Best Practices” research conducted on Peer Cities from around the country, and a summary of key lessons learned.
- ✓ *Appendix C*—contains a complete listing of meetings held during the planning process.

STRENGTHS AND CHALLENGES

A key element of the planning process has been an inventory of the strengths and challenges of downtown Broken Arrow. That is, what are the resources that are available as a foundation for the implementation of the community’s Vision, along with the issues and limitations that need to be considered? In summary:

Strengths

There are a number of strategic strengths in downtown Broken Arrow, including:

- *Major public projects*—BAPS Performing Arts Center, BAPS Professional Development Seminar Center, Historical Society Museum, and a proposed farmer’s market create a tremendous foundation on which to build a more vital downtown.
- *Recent private interest and investment*—restaurants, expansion of photography studio, and infill housing represent a growing community commitment to downtown.
- *Strong tenants and commitment*—City Hall, library, and banks provide stability with their investment, employment base and traffic generation.
- *Residential neighborhoods*—some strong and stable, some in transition—representing an opportunity for residential growth and investment and a surrounding population base.
- *Parks and open space*—numerous parks dispersed throughout downtown serve adjacent residents as well as drawing large crowds from the surrounding community for popular events.
- *Events*—numerous annual events, such as Rooster Days, draw large crowds and the potential for performances at the PAC and classes at the Professional Development Seminar Center will draw a broader range of people to downtown.
- *Growing community*—the surrounding population base is growing quickly. At the same time, competitive retail and activity centers are emerging to challenge the role of downtown. Appropriate actions to create linkages with these emerging centers can help create a

consolidated, city-wide development strategy that seeks to generate activity between the downtown and other retail and activity centers.

- **Development opportunities**—downtown’s building stock and land is still available at prices that do not yet preclude investment for viable uses.

Challenges

It is not surprising that there are also numerous challenges facing the downtown, which include:

- **Still the heart of the community, but needs re-introduction to a growing population**—with its rapid growth, Broken Arrow is becoming more dispersed and much of the population is physically distant and does not identify with the downtown.
- **Lack of Linkages**—the downtown area is not well-connected to the rest of the city. In order to maximize the opportunity for the downtown, linkages should be strengthened to major arterials, the Broken Arrow Expressway, and other activity centers in the community, specifically the emerging North Elm Economic Development Area (NEEDA).
- **Competitive activity centers**—with the population and geographic growth, there are new, outlying activity centers that challenge the role of downtown, particularly as it is currently unable to meet the community’s need for daily services, such as groceries and hardware.
- **Uses and appearance**—downtown has limited retail and dining opportunities today and there is not much of a compelling reason for the surrounding population to visit on a regular basis. Most of the core is not physically inviting and there are many gaps, blank walls and office (rather than active uses) in the Mixed-Use Core.
- **Main Street**—has modest traffic volumes, but is too wide and traffic travels too fast to encourage pedestrian activity.

VISION

This Vision is a statement of the kind of place that Broken Arrow’s residents, business owners, and leaders want their downtown to become in the future. The Vision is based on the premise that downtown’s vitality is not dependent upon any single factor, but that efforts should be focused in the three primary areas addressed by this Plan: the Downtown Framework Plan, the Land Use Strategy, and the Implementation/Action



Illustrative sketch showing an enhanced streetscape along Main Street, a new Farmers Market in the shadow of the CO-OP, complemented by urban infill housing.

Plan. Each of the Plan components is interrelated and when viewed together provides a balanced and flexible means of implementing the Vision:

Downtown Broken Arrow will be the civic and cultural heart of the community; a vibrant, mixed-use gathering place where residents and visitors congregate to shop, stroll, dine, conduct their daily business, entertain, and be entertained; a place where people of all ages live, work, and recreate. Downtown will have a distinctive identity; an identity built from the best aspects of its past, but that clearly conveys its vision for the future; an identity that is recognizable throughout the region. Downtown will be home to some of the city's most desirable neighborhoods—offering a variety of housing types and a diverse, family-friendly environment. Downtown's compact pattern and integrated circulation system will encourage residents and visitors to travel to, from, and within the area using a variety of modes, including walking, automobile, bicycle, and bus.

GOALS AND GUIDING PRINCIPLES

Six primary goals have been identified to help Broken Arrow implement its vision for downtown. The goals reflect the desires of the community at a broad policy level and are intended to function hand in hand, with each building upon the principles of the previous. Each goal is accompanied by a set of guiding principles that provide specific direction for the Downtown Framework Plan. The six primary goals are:

- Goal #1—Downtown as the Civic/Cultural Heart of the Community
- Goal #2—Healthy Downtown Neighborhoods
- Goal #3—A Unique and Identifiable Image for Downtown
- Goal #4—An Enhanced Downtown Transportation Network
- Goal #5—A Strong Retail/Mixed-Use Core
- Goal #6—Diverse Funding Strategies

IMPLEMENTATION/ACTION PLAN

This Implementation/Action Plan focuses on three key elements: Organizational Structure, Priority Improvements/Actions, and Funding Strategies. A discussion of each follows.

Organizational Structure

The recommended organizational structure seeks to address how Broken Arrow can carry the recommendations of the Downtown Plan forward in an effective way over time. Our recommended approach incorporates the establishment of a Downtown Advisory Board (DAB) to provide oversight,

ongoing leadership and direction utilizing existing staffing resources with needs for additional staffing requirements.

Two staff positions are required to implement the plans and programs for the downtown area; a Programming/Events/Promotion Coordinator, and a Design and Development Coordinator. Both staff positions would serve as staff support for the DAB, and would meet on a regular basis with the DAB to ensure ongoing coordination.

Over time, as development activities increase in the downtown area, the City Council may want to consider establishing a Downtown Development Authority (DDA), or similar authority. With proper funding, staffing and public/private relationships, such an authority is—by far—the most effective means of implementing downtown strategies. Such an authority should be created or authorized simultaneously with the establishment of an increment district in the city, to benefit the North Elm Economic Development Area as well as the downtown area.

To encourage private development in the downtown area, the city may want to establish a public body corporate and/or trust to be an authority (or the authorities) acting for the benefit of the city that is established according to the laws of the State of Oklahoma to issue bonds, assist in redevelopment, and acquire and dispose of property. Such an authority should be empowered to carry out the actions contained in this Plan.

Priority Improvements/Actions

The matrix beginning on page 15 identifies a set of recommended Priority Improvements/Actions that are intended to guide the community's efforts and use of Vision 2025 resources during the next one to three years. Most are intended to be completed concurrent with or prior to the completion of the PAC in 2008. Based on planning level cost estimates, many of the priority physical enhancements could be completed within the bounds of the Vision 2025 budget. The city is considering the establishment of an increment district, pursuant to the Oklahoma Local Development Act, to fund large-scale projects and as an ongoing source of revenues to further revitalize the downtown area. Formation of such a district would be subject to approval by City Council, in consultation with Broken Arrow Public Schools, Tulsa City/County Library District, and other taxing districts as appropriate. Of course, these dollars could be leveraged further by seeking matching funds from ODOT or other entities, by seeking contributions from private sources for portions of the improvements (i.e., businesses or groups of businesses could "adopt" a bulb-out or planting island), or by seeking grants from other local or state sources. However, other projects, such as the Ash Pedestrian Loop, trail connections, park improvements (including the Veteran's Park expansion), roadway improvements (such as the Jackson Street extension), and redevelopment projects, do not have identified funding sources at this time.

Recommended actions are organized in eight categories, based upon the type of impact they will provide. They include Public Uses; Placemaking; Private Use/Theme; Institutional/Organizational; Gateways; Private Investment; Parking Support, and Planning, which includes the preparation of this Plan and the preparation of a Site Selection Study that was prepared prior to the commencement of the Downtown Planning Effort (funding for the Site Selection Study was leveraged by a contribution from BAPS). The estimated total cost of design fees/physical improvements/planning recommended is: \$2,922,500. An additional \$162,000 of the Vision 2025 funding has been committed to the two planning efforts mentioned above (less the contribution made by BAPS to the Site Selection Study). Estimated costs are approximate based upon similar improvements or planning efforts recently completed in other communities. As detailed designs are prepared more refined costs will need to be developed. Remaining funds should be administered by the Downtown Committee to pay for the implementation of additional items identified as long-term actions by the Downtown Plan, such as the development of a parking management plan, cost overruns on short-term projects, future planning efforts, a bulb-out pilot, public art, trailhead, other specific projects as identified following the adoption of the Downtown Master Plan.

Funding Strategies

As discussed above, Vision 2025 funds will provide a strong foundation of financial capacity to make a significant change in the physical character, attractions and investment climate for downtown Broken Arrow.

In addition to the Vision 2025 funds, the city will be making ongoing commitments of Lodging Tax Revenues (largely realized from the NEEDA project area) primarily to fund the Programming/Events/Promotion Coordinator position and of city General Fund Revenues, primarily to fund the Design/Development Coordinator position.

In order to be fully realized, the Downtown Vision will require significant private funding commitments and improvements, some of which are already underway. The Implementation/Action Plan provided in Chapter 7 of this document is specifically designed to stimulate and attract additional private activity.

As implementation of the Downtown Plan proceeds, there will be ongoing opportunities and needs for additional public funding. Vital and active downtowns are organic, requiring and rewarding continuing public and private improvements. Additional improvements that do not have identified funding sources at this time include the Ash Pedestrian Loop, trail connections, park improvements (including the Veteran's Park expansion), roadway improvements (such as the Jackson Street extension), and redevelopment projects.

The long-term implementation of the Downtown Plan may involve the following elements in order to fully leverage the initial Vision 2025 investment:

- The Priority Improvements/Actions as outlined in this plan;
- City Lodging and General Fund revenues;
- Ongoing private improvements as already committed and additional;
- Community Development Corporation (public or private);
- A downtown/ NEEDA tax increment financing (TIF) district to capitalize on the potential ongoing revenues from the NEEDA area and use those revenues to further implement the Vision; subject to City Council approval in consultation with affected tax districts; and
- Various other potential public funding sources, including (but not limited to) the following:
 - ✓ Community Development Block Grant (CDBG);
 - ✓ Oklahoma Department of Transportation (ODOT) transportation enhancement grants;
 - ✓ Additional city capital fund and/or bond commitments for specific projects;
 - ✓ Other grants; and
 - ✓ Potential future Metropolitan Area bond issues and/or programs (such as the recent proposed library district bond issue).

Key responsibilities for the Downtown Advisory Board and, especially, the staff Design and Development Coordinator will be to:

- Monitor the expenditure of the Vision 2025, Lodging Tax and General Fund expenditures;
- Identify opportunities to attract and leverage future private investment and improvements; and
- Identify, evaluate, and promote use of additional public funding sources, including:
 - ✓ Allocation of downtown/ NEEDA TIF funds, and
 - ✓ Additional potential public funding based on a cost/benefit evaluation of potential public funding opportunities relative to the downtown plan and Vision.

Scheduled Meetings

Additional meetings have been scheduled to move the Downtown Master Plan towards completion. They are as follows:

- June 8—Steering Committee Meeting/Approval Action (BA Youth Sports);
- June 9—Planning Commission Presentation with Public Hearing (BA Council Chambers)

- June 23—Planning Commission Action on Plan (BA Council Chambers); and
- July 5—City Council Preview and Tentative Adoption (BA Council Chambers).

Priority Improvements/Actions Matrix

The following matrix identifies a set of recommended Priority Improvements/Actions that are intended to guide the community's efforts and use of Vision 2025 resources during the next one to three years. Most are intended to be completed concurrent with or prior to the completion of the PAC in 2008. Based on planning level cost estimates, many of the priority physical enhancements could be completed within the bounds of the Vision 2025 budget. Of course, these dollars could be leveraged further by seeking matching funds from ODOT or other entities, by seeking contributions from private sources for portions of the improvements, by seeking grants from other local or state sources; or through the potential establishment of a TIF district as discussed in the *Implementation/Action Plan* and this Chapter.

CATEGORY/TASK	ESTIMATED COST	FUNDING SOURCE	RESPONSIBILITY
PUBLIC USES			
PF 1: Coordinate with BAPS on design/development of PAC	N/A	N/A	Design and Development Coordinator
PF 4: Develop plan for enhanced Historical Society Museum ¹	\$200,000	Vision 2025/Historical Society	Design and Development Coordinator, Historical Society
PF 6: Develop site plan for Farmers Market ²	\$75,000	Vision 2025	Design and Development Coordinator, Historical Society, Consultants
PF 7: Implement Farmers Market/Historical Society Museum	\$1,005,000 ³	Vision 2025	Design and Development Coordinator, Consultants
PLACEMAKING			
SE 1: Install Zone A and Zone B streetscape enhancements	\$620,000	Vision 2025	Design and Development Coordinator, City
SE 3: Establish Broadway Corridor streetscape enhancements	\$60,000	Vision 2025	Design and Development Coordinator, City
DTS 1: Update façade improvement program with a downtown focus	\$200,000	Vision 2025	Design and Development Coordinator, City
PRIVATE USE/ THEME			
Coordinate and promote arts, culture and dining	N/A	N/A	Programming/Events/Promotion Coordinator
PA 1: Establish a Public Arts Program	TBD	TBD	Design and Development Coordinator and Programming/Events/Promotion Coordinator
INSTITUTIONAL/ORGANIZATIONAL			
Negotiate business plan and budget with Chamber for programming and promotion & staff position	TBD by City/Chamber	TBD	City, Chamber of Commerce
Fund and fill new city Design and Development Coordinator position	TBD by City/Chamber	TBD	City, Chamber of Commerce
GATEWAYS			
G1 & G5: Develop concept plans for gateways/neighborhood signage	\$31,500	Vision 2025	Design and Development Coordinator, Consultants
G2: Acquire land/agreements needed for gateway improvements	Will vary by location		Design and Development Coordinator, City
G3: Install Primary Gateway improvements	\$600,000	Vision 2025	Design and Development Coordinator, City
G4: Install Secondary Gateway improvements	\$100,000	Vision 2025	Design and Development Coordinator, City
G5: Establish Neighborhood Signage Program	\$31,000	Vision 2025	Design and Development Coordinator, City

¹ Assumes that some additional funding would be provided to the Historical Society to offset the additional space recommended.

² Includes an estimated \$200,000 in land costs.

³ Estimated cost includes Farmers Market only.

Priority Improvements/Actions Matrix

PRIVATE DEVELOPMENT			
Monitor current and proposed improvements	N/A	N/A	Design and Development Coordinator
DTC 2 & DTS 1: Adopt recommended design standards for Downtown Core Area	N/A	N/A	Zoning Code Update
RN 3 & DTS 1: Adopt recommended design standards for Residential Neighborhoods	N/A	N/A	Zoning Code Update
DPI & DTS 3: Promote higher quality development along Downtown Perimeter	N/A	N/A	Zoning Code Update
PROGRAMMING AND PROMOTION			
Evaluate cost / benefit of various downtown events	Programming/Events/Promotion Coordinator	N/A	Programming/Events/Promotion Coordinator
Identify gaps and opportunities in the current events calendar	Programming/Events/Promotion Coordinator	N/A	Programming/Events/Promotion Coordinator
PARKING SUPPORT			
P1: Update downtown parking provisions	N/A	N/A	Zoning Code Update
PLANNING			
Prepare and adopt Downtown Master Plan	\$136,000	Vision 2025	City/Vision 2025 Steering Committee

Chapter I: Introduction

The desire to re-establish Downtown Broken Arrow as the heart of the community has emerged in recent years in response to a number of factors. Having been for most of its existence a small-town with a strong sense of community, the effects of the city's rapid growth were significant and hit close to home for many long-time residents. As the city's boundaries continued to expand further and further from downtown, it became apparent that fewer residents thought of downtown as the center of the community—and in many cases—were not even aware it existed. Although broad discussions regarding the revitalization of downtown were facilitated by the city and other downtown stakeholder groups, a Vision and Strategic Plan for its implementation was still missing.

An opportunity to pursue the idea further arose in September of 2003, when Tulsa County voters passed a one-penny 13-year sales tax increase to be used for regional economic development and capital improvements. The package was called “Vision 2025: Foresight 4 Greater Tulsa” and was the culmination of an effort to invest in economic and community infrastructure for future generations. Proceeds from the tax were earmarked for projects of varying scope and scale throughout the region, ranging from park improvements—to the construction of the Tulsa Regional Convention and Events Center—to Downtown/Neighborhood enhancements for ten area communities, including Broken Arrow.

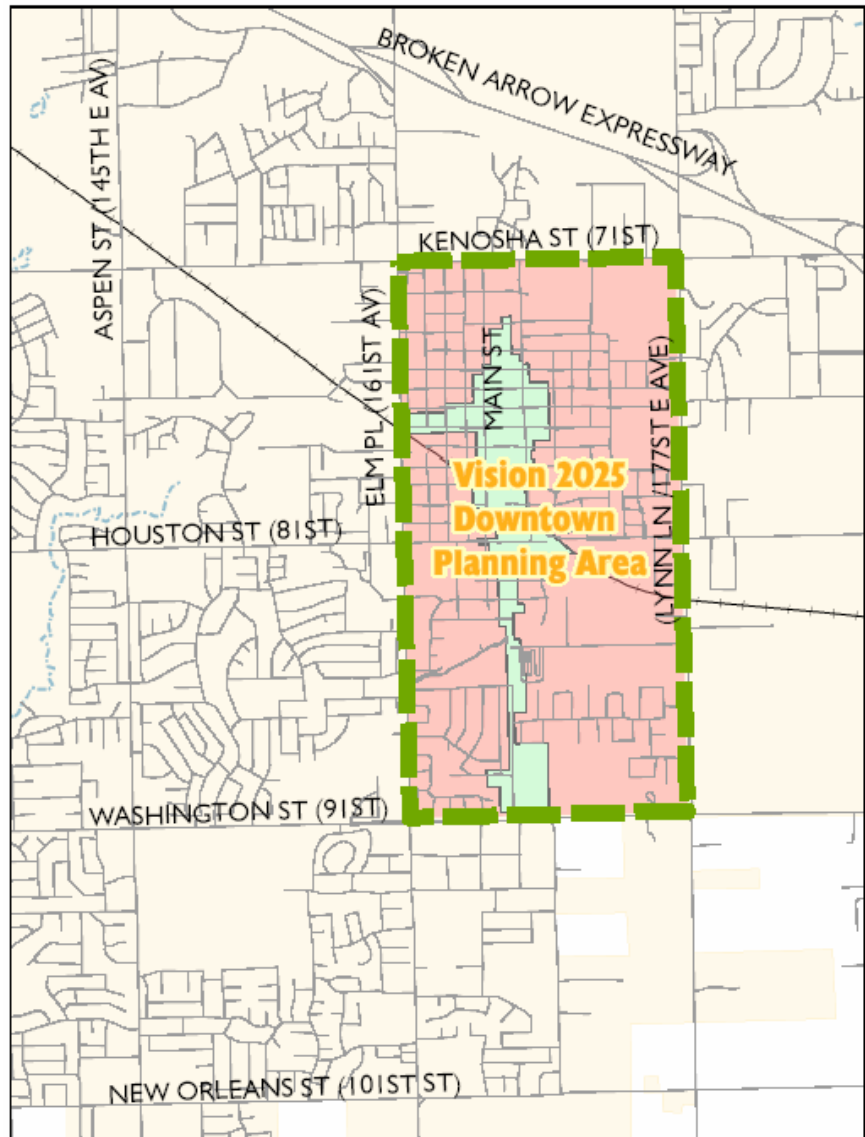
Funds for Downtown/Neighborhood enhancements were allocated to cities on a per capita basis, which provided Broken Arrow with nearly \$4 million. Ninety percent of the funds are to be used to promote community beautification and economic vitality, including streetscape enhancements, pocket parks, fountains and downtown housing, and the remaining ten percent are to be used for neighborhood enhancements such as signage and landscaping. This Downtown Master Plan represents a logical next step in the city's downtown revitalization efforts.



Typical downtown streetscape and residential neighborhood today.

PLANNING AREA

The Vision 2025 Planning Area encompasses nearly 2 square miles of the city's approximately 60 square miles of incorporated area and is located south of the Broken Arrow Expressway between Elm Place (161st Avenue),



Vision 2025 Downtown Planning Area

Kenosha (71st Street), Washington (91st Street), and 9th Street (Lynn Lane/177th E Avenue). The Planning Area includes the city's original one-mile section (bounded by Kenosha, Lynn Lane, Houston, and Elm Place), its historic commercial core, and its oldest residential neighborhoods. The planning area contains three subareas: the Downtown Core Area, Residential Neighborhoods, and the Downtown Perimeter. Each is described in detail in *Chapter 5: Land Use Strategy*.



Renovation underway—Main Street

PURPOSE OF THE PLAN

Many of the issues identified and addressed by this plan are not new. In some cases they overlap with those identified by the citywide Land Use Plan and are addressed in greater detail here; in other cases, they have been addressed at a broad level by recent planning efforts within focused areas of

downtown and have yet to be adequately resolved in the eyes of the community. The Plan is *not* intended to be a true “downtown plan” that focuses solely on Main Street. Rather, is intended to serve as a unified guide and central coordinating mechanism for the future of the overall downtown planning area that:

- Emphasizes the interrelated nature of downtown’s diverse neighborhoods and its historic retail core as a key to its long-term success and vitality;
- Synthesizes and builds upon the previous work efforts and successes of the city, stakeholders, and numerous organizations already active in downtown;
- Complements the citywide recommendations of the Comprehensive Plan for Broken Arrow;
- Focuses on broad issues pertaining to the entire planning area, as well as specific geographic areas within it;
- Provides guidance on the types of uses appropriate for future infill and redevelopment within downtown, as well as recommendations regarding their location and design; and
- Perhaps most importantly—identifies the necessary “next steps” the community must take in order to achieve the implementation of its Vision for downtown.

PLANNING PROCESS

The planning process was designed to provide opportunities for community input at a variety of levels, ranging from community attendance and participation during regular steering committee meetings to one-on-one interviews with key project stakeholders. Following is a brief summary of each element of the process.

Vision 2025 Steering Committee

A 22-member Vision 2025 Steering Committee was appointed by the city to provide oversight to the planning process. Beginning in February 2004, the Steering Committee met regularly, (generally on a monthly or bi-monthly basis) to review and discuss materials presented by the planning team and to provide feedback and direction. A complete listing of the dates and locations of these meetings is provided in **Appendix C** of this document.



Steering Committee membership was designed to represent a broad cross-section of downtown stakeholders that included, among other interests: downtown residents; downtown business and property owners; city staff and elected officials; members of the development community; members of the Downtown Merchants Association; members representing Broken Arrow Public Schools, Broken Arrow senior citizens, Broken Arrow Historical Society, and Tulsa City/County Library.

A three-member Executive Committee served as a direct liaison between the overall Steering Committee and the project team, often joined by the mayor and city manager.

Stakeholder Interviews

Project team members conducted numerous one-on-one interviews as well as several group interviews with key project stakeholders during the initial phase of the planning process, to gather background information and to obtain a variety of perspectives on the issues facing downtown. Many of the interviewees were selected for their previous or ongoing involvement in related planning efforts or in organizations active in the Downtown.

Community Open Houses

Two Community Open Houses were held during the issue identification and Visioning portions of the planning process (November 18, 2004 and December 13, 2004) to increase awareness of the committee's ongoing efforts and to solicit feedback on various aspects of the Downtown Plan.

Elected Official Updates

City staff and the planning team provided updates to the elected officials at key points in the process to solicit feedback and direction.

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- ✓ *Chapter 3: Vision and Goals*—sets forth a Vision statement and supporting goals representing the community's desires for the future of downtown.

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- ✓ *Chapter 4: Downtown Framework Plan*—contains a discussion of each element illustrated on the Downtown Framework Plan Map (these are the more infrastructure related aspects of the Vision) and a set of recommended actions specific to each.
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- ✓ *Chapter 7: Implementation/Action Plan*—a discussion of specific tools or strategies that will be employed to implement the recommended actions of the Plan and the level of priority that should be assigned to each.

SECTION V: BACKGROUND AND TRENDS

- ✓ *Appendix A*— contains a summary of downtown's existing land use characteristics, demographics, market trends, and other relevant background material.
- ✓ *Appendix B*—contains an overview of "Best Practices" research conducted on Peer Cities from around the country, and a summary of key lessons learned.
- ✓ *Appendix C*—contains a complete listing of meetings held during the planning process.

Chapter 2: Downtown Planning Concepts

Early in the downtown planning process, a parallel planning effort was recommended by the Steering Committee and approved by the City Council to assist Broken Arrow Public Schools (BAPS) with the identification of an appropriate site within the downtown for the Performing Arts Center (PAC). Along with the PAC, the planning team was asked to consider the conceptual location of a new Library and potential City Hall within the context of the overall downtown planning effort.

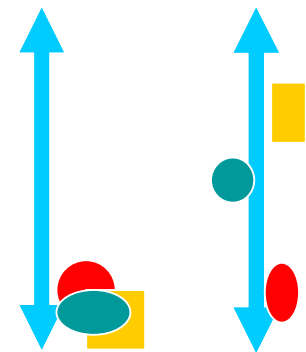
When evaluating the organization of these facilities within downtown, several spatial concepts were considered. These concepts evolved from initial plans developed by BAPS for the PAC, interviews with project stakeholders and members of the community, and through discussions with the Downtown Broken Arrow Vision 2025 Steering Committee. Concepts were considered in terms of the potential advantages and disadvantages they would present related to the siting of individual uses proposed and related to the overall health of the downtown core. Concepts included:

- *Concentrated vs. dispersed uses;*
- *Super block vs. city grid;*
- *Town center vs. a town square; and*
- *Urban vs. suburban development form.*

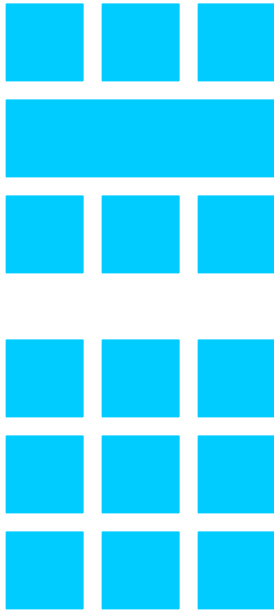
This discussion set the stage for later downtown visioning sessions and the development of the Downtown Master Plan and is provided here for context.

LOCATION OF USES: CONCENTRATED VS. DISPERSED

Initial BAPS plans emphasized the opportunity to concentrate multiple public uses on a single large PAC site, including a new Library facility and a potential City Hall. The benefits of this approach include the opportunity to establish a synergy between adjacent uses and increased efficiencies gained through the use of shared parking and other joint facilities. This approach can in many ways be compared to a shopping mall—where a variety of needs can be met in a single location, with a single trip.



Concentrated uses (left), vs. Dispersed uses (right)



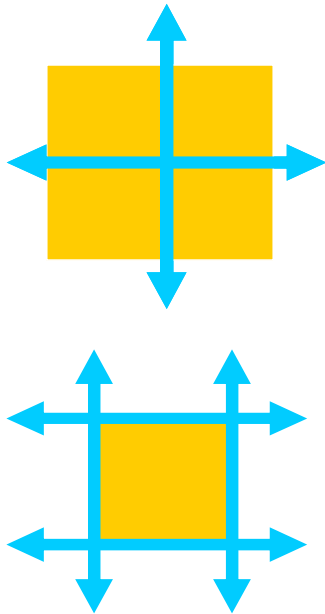
Super Block (top), vs. Traditional City Grid pattern (bottom)

The main disadvantage of this approach within the context of the downtown core is that by creating a new concentration of activity that is physically detached from existing uses in the downtown, the new activity center can draw valuable activity away from the core. Not only can this undermine efforts to revitalize those existing uses—but it may ultimately replace the existing core as the hub of the community. On the other hand, dispersing major activities centers along a central street (such as Main) can have a positive effect—distributing activity over a much broader area and reinforcing not only the new activity center, but existing uses as well. This idea of dispersing downtown’s major activity generating public uses (PAC, Farmers Market, Professional Development Seminar Center, and Library) throughout downtown with an emphasis on Main Street is evidenced in the recommendations of this Plan.

DEVELOPMENT PATTERN: SUPER BLOCK VS. CITY GRID

Large uses such as the PAC have significant land requirements that cannot always be met within the existing grid pattern of a community. In many cases, multiple city blocks are assembled and streets vacated to create a larger site than is often referred to as a “super block”. Although this approach does allow larger uses to be accommodated within an established area, such as the downtown’s Mixed-Use Core, it can have many negative impacts. Some of these impacts include: the interruption of traffic circulation in one or more directions, the creation of a visual and physical barrier between different neighborhoods or areas of the community, and the degradation of the city’s contextual historic fabric.

The recommendations of this Plan strongly support the retention of the city grid to the extent possible.



Town Center (top), vs. Town Square (bottom)

TOWN CENTER VS. TOWN SQUARE

During the PAC planning process, there was significant discussion regarding the need for a “Town Center” or “Town Square” within the downtown core. Although the concepts sound somewhat similar in meaning, it became clear that they held different meanings for different people. To help the project team clarify this, two definitions were presented and discussed.

- **Town Center** –A central gathering place that incorporates a mix of uses, such as public facilities, retail shops, restaurants, parks and/or outdoor plazas, on multiple sites within a concentrated area, such as a downtown setting. Town centers typically allow vehicles and pedestrians to travel through and around them, creating high visibility for uses and encouraging a high level of activity.

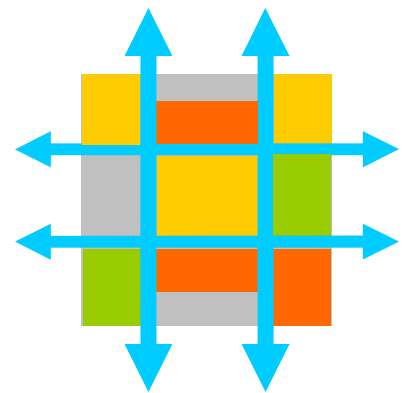
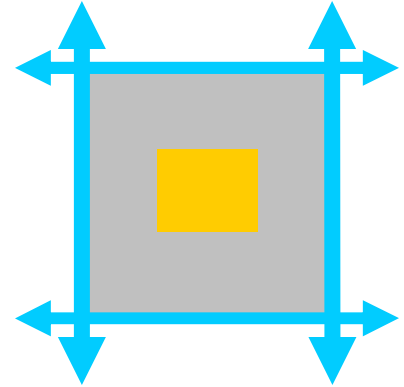
- **Town Square**—A large park or plaza that serves as a central gathering space for one or more uses on the same site. In most cases, vehicular circulation is limited or prohibited through the square, creating a more isolated space.

Based upon these two descriptions, most felt that the idea of a Town Center was more appropriate to Downtown Broken Arrow and that although a center would ideally include a plaza or other outdoor gathering space, it did not necessarily need to be the only primary focus. The Town Center principle has been carried forward into the recommendations of this Plan. As a result, with major activity generating uses dispersed along Main Street rather than concentrated on a single site, the Mixed-Use Core will serve as a unified Town Center and the and to incorporate a permanent Farmers Market space that will also serve as a multi-functional public events and gathering space.

URBAN VS. SUBURBAN DEVELOPMENT FORM

Fast-growing communities such as Broken Arrow tend to follow the suburban model of development, with curving streets and cul-de-sacs in low-density neighborhoods, and commercial and civic uses located along busy arterial streets, in the form of large buildings surrounding by large parking lots.

Alternatively, Downtown Broken Arrow should avoid the suburban model and focus on a traditional urban model of development. The attributes of this model include a main street lined with stores and on-street parking; prominent public buildings and public places that serve as focal points and are not surrounded by parking; and small setbacks of buildings from the street, in order to create a true urban environment. Following are several examples of urban vs. suburban forms found in a downtown setting, along with typical characteristics of each. These ideas are addressed in greater detail in *Chapter 6: Design Themes and Standards*.



Suburban Model with facility surrounded by large parking lot (top), vs. Urban Model with mix of uses in an urban grid (bottom)




Examples: Urban vs. Suburban Development Forms

CHARACTERISTICS	URBAN	SUBURBAN
Building Setbacks (Relationship between building and the street)		
Mixed-Use/Commercial		
<p>URBAN</p> <ul style="list-style-type: none"> Structures “build to” the back of the sidewalk edge to maintain a consistent street frontage and create an inviting pedestrian environment. <p>SUBURBAN</p> <ul style="list-style-type: none"> Setbacks are varied and often pushed back from the street to accommodate front parking. Emphasis is on creating access and visibility for passing auto traffic. 		
Multi-family Residential		
<p>URBAN</p> <ul style="list-style-type: none"> Townhomes (top) are pulled close to the street, typically with a small yard or landscaped setback. Garages are located at the rear. Apartments (bottom) are pulled close to street and served by central garages with additional parking on-street. Building facades are well-articulated through the use of varied materials, architectural detailing. <p>SUBURBAN</p> <ul style="list-style-type: none"> Townhomes (top) are accessed using a private internal street and are isolated from the street with dominant front garages. Apartments (bottom) are setback from street and surrounded by private open space areas. Pedestrian linkages are internal to complex focusing on linking buildings to parking lots. 		

Examples: Urban vs. Suburban Development Forms

CHARACTERISTICS	URBAN	SUBURBAN
<p data-bbox="164 317 711 352">Single-family Residential</p> <p data-bbox="164 359 711 394">URBAN</p> <ul data-bbox="164 401 711 506" style="list-style-type: none"> Single-family homes are located on smaller lots with modest front and side setbacks. Garages are to the side or rear. <p data-bbox="164 512 711 548">SUBURBAN</p> <ul data-bbox="164 554 711 659" style="list-style-type: none"> Single-family homes are set back from the street behind a prominent front-loaded garage. The driveway can dominate the front setback. 	 <p data-bbox="716 359 1089 724">A photograph of a two-story urban single-family home with a prominent front porch and a small front yard. A red car is parked on the street in front of the house.</p>	 <p data-bbox="1099 359 1472 724">A photograph of a suburban single-family home featuring a large, front-loaded garage that dominates the front facade. The house is set back from the street.</p>
<p data-bbox="164 730 711 766">Parking</p> <p data-bbox="164 772 711 808">Structured</p> <p data-bbox="164 814 711 850">URBAN</p> <ul data-bbox="164 856 711 993" style="list-style-type: none"> Parking structure is integrated with adjacent buildings both in terms of its architectural detailing and its location, setback, etc. Clear signage. <p data-bbox="164 999 711 1035">SUBURBAN</p> <ul data-bbox="164 1041 711 1146" style="list-style-type: none"> Free-standing structure has little architectural detailing. Visually and physically detached from structures that it serves. No signage. 	 <p data-bbox="716 814 1089 1186">A photograph of an urban structured parking garage integrated into a brick building. The entrance is marked with a sign that reads 'PUBLIC PARKING'.</p>	 <p data-bbox="1099 814 1472 1186">A photograph of a suburban structured parking garage, which is a free-standing, multi-story concrete structure with little architectural detail. It is located next to a building with a large mural.</p>
<p data-bbox="164 1192 711 1228">Surface</p> <p data-bbox="164 1234 711 1270">URBAN</p> <ul data-bbox="164 1276 711 1381" style="list-style-type: none"> Small surface lot is located to the side or rear of the building. Cars are screened from the sidewalk using a low wall and/or landscaping. <p data-bbox="164 1388 711 1423">SUBURBAN</p> <ul data-bbox="164 1430 711 1535" style="list-style-type: none"> Surface lots are much larger often taking up entire city blocks, are very visible from the street and contain little if any landscaping. 	 <p data-bbox="716 1234 1089 1617">A photograph of a small urban surface parking lot located to the side of a brick building. The lot is screened from the sidewalk by a low wall and landscaping.</p>	 <p data-bbox="1099 1234 1472 1617">A photograph of a large, open suburban surface parking lot that occupies a significant portion of a city block. The lot is mostly empty and lacks landscaping.</p>

Examples: Urban vs. Suburban Development Forms

CHARACTERISTICS	URBAN	SUBURBAN
Civic Buildings		
<p>URBAN</p> <ul style="list-style-type: none"> Multi-story building is pulled up to corner to provide a distinctive presence. Façade features abundant windows and architectural detailing to provide interest for pedestrians at the street edge. <p>SUBURBAN</p> <ul style="list-style-type: none"> Imposing building set back from and raised above street, served by large surface parking lot. 		
Building Renovations		
<p>URBAN</p> <ul style="list-style-type: none"> Abundant windows at the street level creating visual interest for pedestrians and display space for retail stores. <p>SUBURBAN</p> <ul style="list-style-type: none"> Windows are closed in for privacy detracting from the pedestrian experience and limiting the function of the building to internally focused uses such as offices. 		



Franklin, Tennessee

PEER CITIES: LESSONS LEARNED

Early in the process, in order to provide context for and help guide this downtown planning effort, the project team reviewed revitalization efforts for similar communities around the country, focusing on specific issues that Broken Arrow faces in its downtown. Efforts were focused on those strategies that were proven to be effective in achieving the city’s objectives, as well as those strategies that were not proven to be successful.

Cities reviewed included Greenville, South Carolina; Henderson and Carson City, Nevada; Longmont, Greeley, and Fort Collins, Colorado; Norman and Edmond, Oklahoma; Lawrence, Kansas; Franklin, Tennessee; Tempe, Arizona; Coral Gables, Florida; Brookline, Massachusetts; and Melford, Michigan.

Numerous lessons learned have been drawn from the peer cities review. The most notable of these are summarized below. Each of these lessons has

been woven into all aspects of this Plan. A more detailed description of the peer cities is located in *Appendix B* of this document.

A Clear Vision is Essential

Need a clear Vision to guide revitalization efforts—must address the appearance and form of downtown as well as the function of its various components.

Revitalization is an Incremental Process

Downtown revitalization is a long-term process—it will not happen overnight. The Vision should be revisited periodically to make sure downtown is evolving according to the community's goals.

There is No “Magic Bullet”

Downtown revitalization requires ALL of the pieces—housing, retail, civic use. No single component can carry the revitalization effort.

Implementation and Organization are Critical

Implementation and organization are critical once the Vision is agreed upon—it needs to be clear to all parties involved who is going to do what, and when.

Create a “Place” Rather Than a Monument

Although downtown should have a distinctive character, it should feel as though it evolved over time—not sterile or forced.

Encourage Urban, not Suburban Forms

Closing streets and creating super-blocks to accommodate large suburban development patterns within a downtown setting detracts from the pedestrian environment and can ultimately undermine revitalization efforts.

Gateways are Crucial

Gateways serve multiple roles, not only orienting visitors to downtown, but also establishing an identity that builds expectation about the type of place that lies beyond. The timing of establishing primary gateways is important in that a downtown should already be on its way to becoming a true destination—build them too soon and visitors may be disappointed and not return in the future.

Need to Address Transportation and Parking

Ensuring that visitors can travel to and within downtown easily, using a variety of modes is a critical element of successful downtowns. In addition, parking must be easy to find and use in order to transform drivers into pedestrians.

Housing is a Critical Component of a Successful Downtown

Providing a variety of housing in a downtown setting can help turn a 9-to-5 business district into a vibrant, urban community—extending hours of activity, increasing foot traffic, creating demand for additional services, and a safer environment.



Fort Collins, Colorado (Pedestrian-friendly streetscape—top; Downtown lofts under construction—bottom).



Downtown housing—Greenville, South Carolina

Chapter 3: Vision and Goals



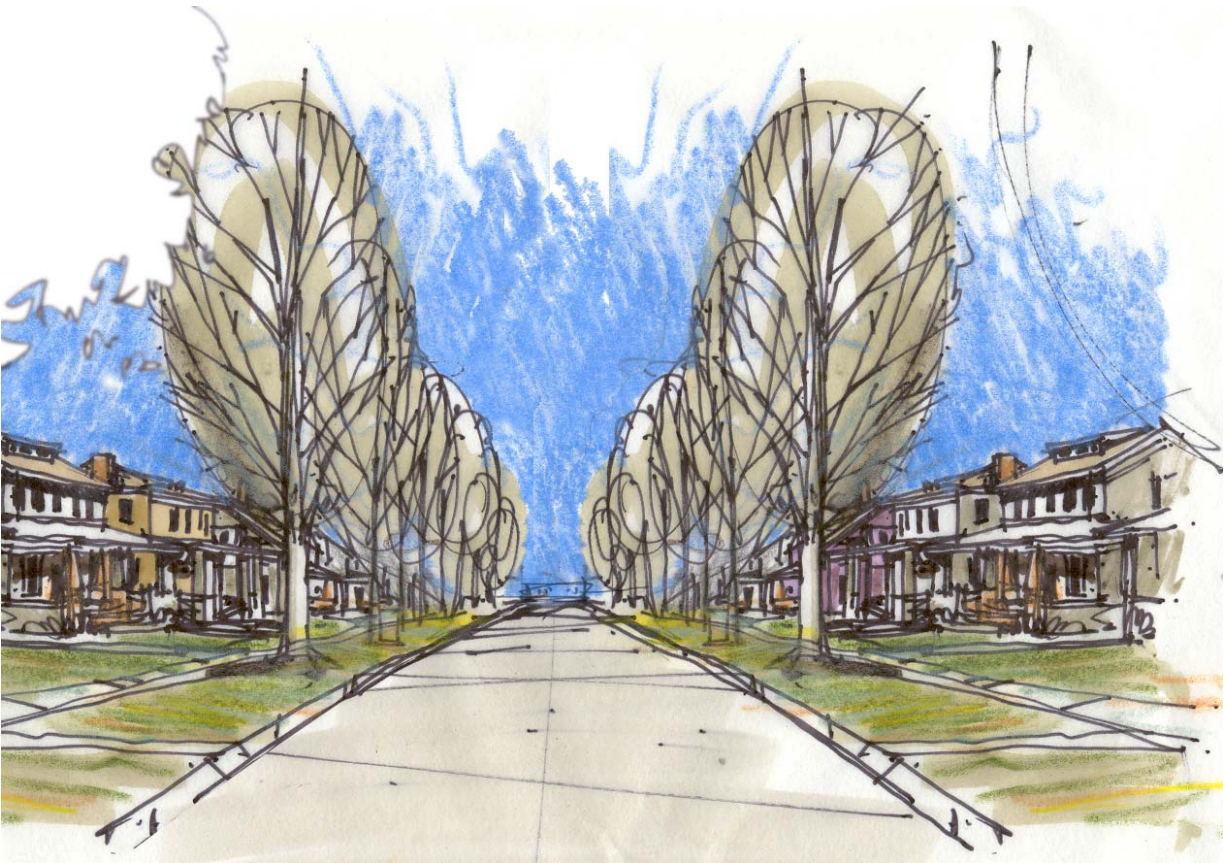
VISION

This Vision is a statement of the kind of place that Broken Arrow's residents, business owners, and leaders want their downtown to become in the future. The Vision is based on the premise that downtown's vitality is not dependent upon any single factor, but that efforts should be focused in the three primary areas addressed by this Plan: the Downtown Framework Plan, the Land Use Strategy, and the Implementation/Action Plan. Each of the Plan components is interrelated and when viewed together provides a balanced and flexible means of implementing the Vision:

Downtown Broken Arrow will be the civic and cultural heart of the community; a vibrant, mixed-use gathering place where residents and visitors congregate to shop, stroll, dine, conduct their daily business, entertain, and be entertained; a place where people of all ages live, work, and recreate.

Downtown will have a distinctive identity; an identity built from the best aspects of its past, but that clearly conveys a Vision for the future; an identity that is recognizable throughout the region.

Downtown will be home to some of the city's most desirable neighborhoods—offering a variety of housing types and a diverse, family-friendly environment. Downtown's compact pattern and integrated circulation system will encourage residents and visitors to travel to, from, and within the area using a variety of modes, including walking, automobile, bicycle, and bus.



Vision—Broadway Corridor

GOALS AND GUIDING PRINCIPLES

Six primary goals have been identified to help Broken Arrow implement its Vision for downtown. The goals reflect the desires of the community at a broad policy level and are intended to function hand in hand, with each building upon the principles of the previous. Each goal is accompanied by a set of guiding principles that provide specific direction for the Downtown Framework Plan that follows.

Goal #1—Downtown as the Civic/Cultural Heart of the Community

Broken Arrow has long maintained its commitment to the downtown core as the civic and cultural heart of the community. This commitment has been evidenced through its ongoing efforts to ensure that existing civic/cultural facilities remain within the downtown and that planned facilities are incorporated as well. To assist in realizing this goal, the city should develop a consolidated and comprehensive development strategy and may consider adopting a project plan pursuant to the Oklahoma Local Development Act, which would emphasize the economic relationship between the downtown and the North Elm Economic Development Area (NEEDA), and provide appropriate linkages between NEEDA and downtown to support the civic/cultural facilities located in downtown.

GUIDING PRINCIPLES

- ✓ Locate all major civic facilities in downtown
- ✓ Build downtown synergy through careful location and design of civic facilities
- ✓ Facilitate arts and cultural activities and uses
- ✓ Adopt a comprehensive economic development plan for downtown and NEEDA to establish linkages between the downtown and convention and tourist destinations in NEEDA to support the civic/cultural activities in downtown.

Goal #2—Healthy Downtown Neighborhoods

Broken Arrow recognizes the important role its residential neighborhoods play within the larger downtown context. The city will strive to create a safe, vibrant downtown neighborhood environment that, over time, becomes one of the most desirable in the city.

GUIDING PRINCIPLES

- ✓ Increase housing options
- ✓ Establish predictability for residents and property owners regarding the status of land uses within downtown neighborhoods
- ✓ Ensure compatibility of infill and redevelopment
- ✓ Stabilize and enhance existing neighborhoods

Goal #3—A Unique and Identifiable Image for Downtown

Broken Arrow is committed to ensuring that future infill and redevelopment within the downtown is sensitive to the surrounding development context, exhibits a standard of high quality design and construction, and is consistent with the community's overall Vision for downtown.

GUIDING PRINCIPLES

- ✓ Clearly identify downtown gateways
- ✓ Establish a standard of high quality design for new buildings and parking
- ✓ Encourage sensitive rehabilitation of historic and architecturally significant structures

Goal #4—An Enhanced Downtown Transportation Network

Broken Arrow recognizes that a vibrant downtown environment must offer its visitors and residents a variety of transportation options. The city will strive to make necessary improvements in a timely fashion and will continue to work with regional service providers to anticipate and plan for future needs.

GUIDING PRINCIPLES

- ✓ Improve multi-modal access to downtown from other parts of the community (auto/pedestrian/transit)
- ✓ Safe and attractive pedestrian environment along Main Street and secondary corridors

Goal #5—A Strong Retail/Mixed-Use Core

Broken Arrow recognizes that creating a strong retail/mixed-use core within the downtown will be an incremental process that relies heavily on the goals and guiding principles above to “fertilize the soil” and create an environment that projects a positive image and attracts future investment. Achieving this goal will also require that linkages be strengthened between the downtown and the newly developing North Elm Economic Development Area (NEEDA) located north of the downtown, as well as other commercial activity centers in the city.

GUIDING PRINCIPLES

- ✓ Retain existing businesses
- ✓ Attract new and complementary businesses
- ✓ Incorporate broader mix of uses
- ✓ Public investment leveraging private investment
- ✓ Enhance private employment opportunities
- ✓ Strengthen linkages between the downtown and existing and emerging activity centers.

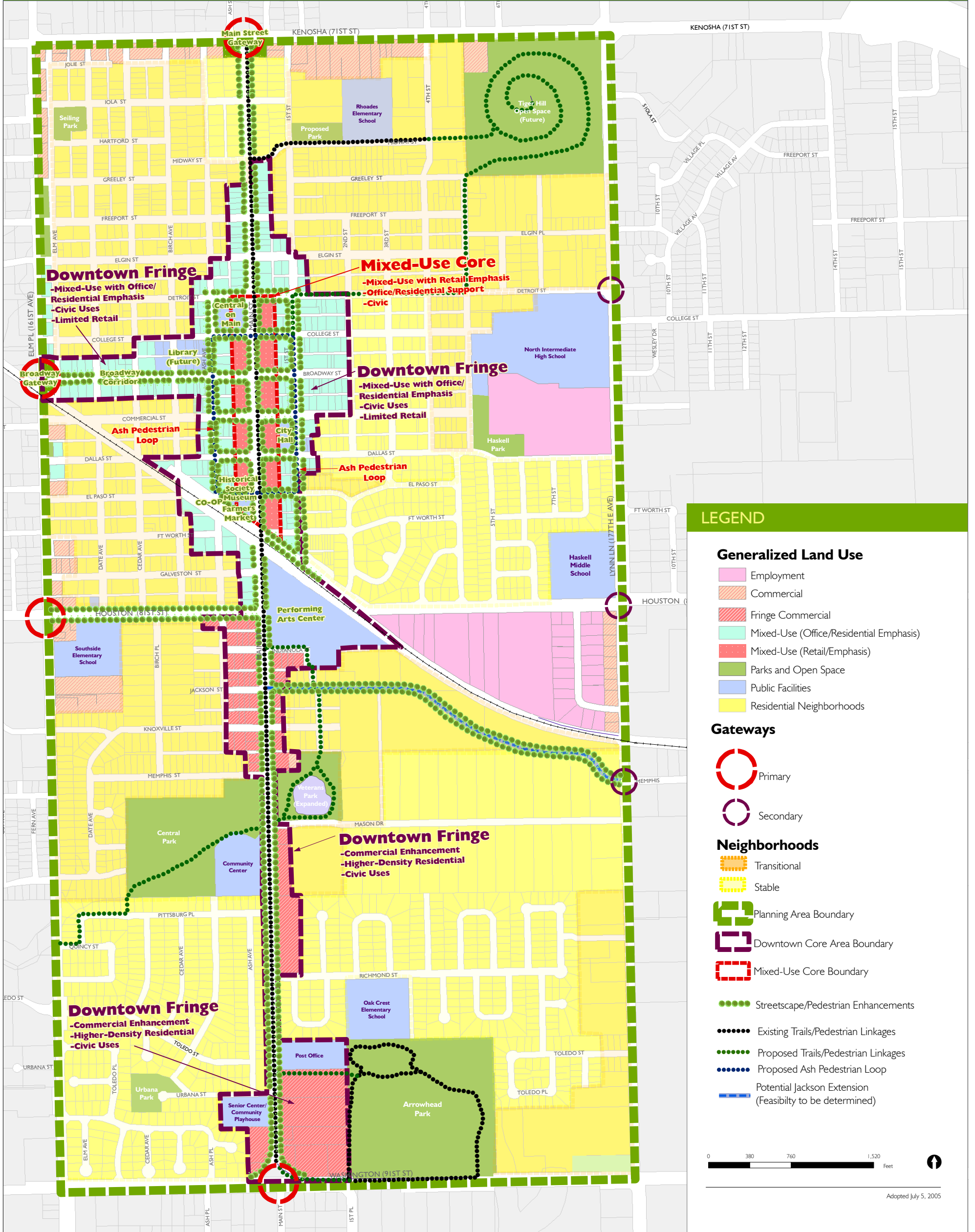
Goal #6—Diverse Funding Strategies

Broken Arrow recognizes that achieving its vision of a successful downtown will require funding over a sustained period of time, in excess of that which is available to the city through the Vision 2025 sales tax program. The city may consider the adoption of a project plan pursuant to the Local Development Act as an enhancement strategy for funding necessary to further revitalize the downtown area, as recommended by this Plan. By implementing the appropriate legal empowerment and financial authorizations, the city increases its ability to fund the renovation and restoration of existing buildings downtown and to assist with other new downtown development.

GUIDING PRINCIPLES

- ✓ Seek increment funding for further development of the downtown
- ✓ Use funding to leverage private investment
- ✓ Identify specific projects and initiatives appropriate for enhanced funding sources
- ✓ Adopt appropriate legal empowerment and financing authorizations

Downtown Master Plan



LEGEND

- Generalized Land Use**
- Employment
 - Commercial
 - Fringe Commercial
 - Mixed-Use (Office/Residential Emphasis)
 - Mixed-Use (Retail/Emphasis)
 - Parks and Open Space
 - Public Facilities
 - Residential Neighborhoods

- Gateways**
- Primary
 - Secondary

- Neighborhoods**
- Transitional
 - Stable
 - Planning Area Boundary
 - Downtown Core Area Boundary
 - Mixed-Use Core Boundary

- Streetscape/Pedestrian Enhancements**
- Existing Trails/Pedestrian Linkages
 - Proposed Trails/Pedestrian Linkages
 - Proposed Ash Pedestrian Loop
 - Potential Jackson Extension (Feasibility to be determined)



Chapter 4: Downtown Framework Plan

The Downtown Framework Plan identifies the most basic—but in some ways most important—elements of the community’s Vision for downtown. These elements serve as the physical framework within which the many uses and activities desired in downtown are organized and rely upon to function and be successful. In some cases, elements are strictly “nuts and bolts” infrastructure needs, while in others they represent more broad-brush aspects of the Vision that may take many years to implement. The Framework Plan sets the stage for the discussion of downtown uses in the Land Use Strategy set forth in Chapter 6.

The Framework Plan includes the following elements: Circulation and Access; Gateways; Streetscape Enhancements; Parking; Public Facilities; Parks and Open Space; and Public Art. Each element is discussed below, along with a list of recommended actions.

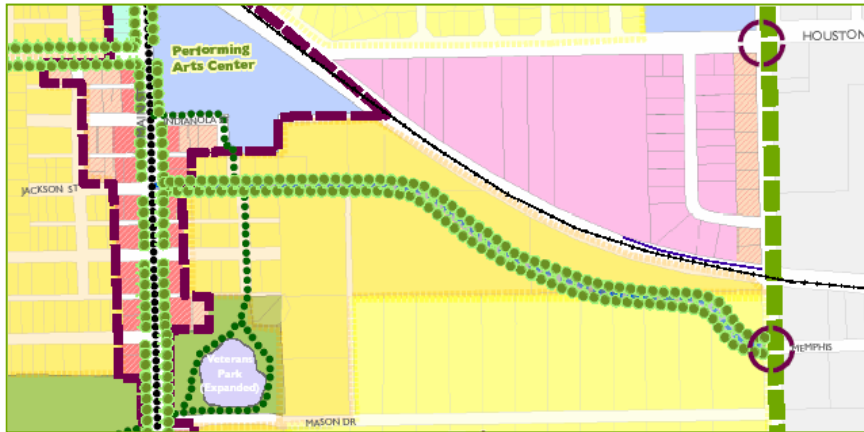
CIRCULATION AND ACCESS

Issues/Opportunities

To support a more pedestrian-oriented environment, downtown’s transportation network should facilitate and encourage the use of a variety of modes, including walking, biking, driving, or riding transit. While much of the basic transportation network is already in place, existing facilities, such as roadways, sidewalks, and parking areas, will in many cases need to be enhanced or replaced over time. However, some new facilities are recommended in the near-term to meet downtown’s changing needs. Pedestrian systems (i.e., sidewalks, trails) are a critical component of the downtown transportation network; however, they are also closely linked to the design of downtown streetscapes and to the overall parks and trails system. As a result, improvements related to pedestrian aspects of the Downtown Framework Plan are addressed in the sections related to Streetscape Enhancements and Parks and Trails. Therefore, this section focuses primarily on the vehicular and transit aspects of downtown circulation and access.

VEHICULAR CIRCULATION AND ACCESS

Existing vehicular circulation within the downtown is not anticipated to change significantly. However, the extension of Jackson Street east to Lynn Lane (177th Street) south of the railroad tracks is recommended to facilitate traffic flows in and out of the Performing Arts Center site, and to minimize impacts of increased volumes likely on existing residential neighborhoods to the south. A conceptual



Conceptual alignment of proposed Jackson Street Extension, connecting Main Street east to Lynn Lane.

alignment for the proposed roadway is illustrated at left; however, if the alignment is determined to be feasible, a more refined alignment will need to be developed in cooperation with city planners and traffic engineers, Broken Arrow Public Schools, railroad representatives, and surrounding residents. A key issue will be the alignment of the easternmost section of the roadway as it intersects with Lynn Lane. The intersection will need to align with Memphis Street to

maintain a safe distance from the railroad crossing to the north. Care will also need to be taken to minimize the impacts of the roadway right-of-way on Mason Drive residents.

TRANSIT

While downtown is currently served by both the Broken Arrow Bus Service (BABS), and Tulsa Transit, service is limited in its coverage and hours of operation. To encourage increased activity within downtown and attract younger residents, circulator bus systems should be explored to link nearby higher education facilities (Rhema Bible College, Northeastern State University, and the Tulsa Technology Center) to downtown. In addition, improvements to existing service should be explored as housing and retail options increase and downtown becomes more of a destination for the community. Such improvements could include the addition of a shuttle or trolley service to link downtown to the nearby Bass Pro complex north of the Broken Arrow Expressway, as well as increased frequency of existing service.

Discussions of a fixed route transit system, such as light rail, that would link Broken Arrow with Tulsa have been raised in the past by various stakeholder groups, but no specific plan for regional transit is in place today. While current housing and employment densities are not adequate to warrant such an investment today, downtown densities will increase as a result of downtown revitalization efforts, creating a more transit-supportive environment.

Recommended Actions—Circulation and Access:

CA 1: CONDUCT FEASIBILITY ANALYSIS OF JACKSON STREET EXTENSION

A refined alignment and cost assessment for the proposed Jackson Street extension should be developed, and potential funding sources identified.

CA 2: COORDINATE TRANSIT NEEDS WITH SERVICE PROVIDERS

Transit needs should continue to be coordinated with local and regional service providers to assess and plan for future transit needs, as downtown activity increases. Key considerations include the location, enhancement, and design of future transit stops for the Downtown area, particularly for new activity centers such as Central on Main, the Farmer's Market area, and the Performing Arts Center.

CA 3: EXPLORE SHUTTLE PARTNERSHIP WITH LOCAL COLLEGES

Partnerships with local colleges should be explored to assess the feasibility of a circulator shuttle that provides students with regular access to downtown.

CA 4: EXPLORE FEASIBILITY OF BASS PRO TROLLEY CONNECTION

A limited service trolley or shuttle connection between downtown and the Bass Pro complex should be explored as a long-term goal once downtown vitality begins to increase. The trolley could initially run during major downtown events and gradually expand its hours of operation to incorporate weekend evenings, Farmers Market hours, or other peak times.

CA 5: MONITOR FUTURE OPPORTUNITIES FOR A FIXED ROUTE TRANSIT SYSTEM

Future opportunities for a fixed route transit system, such as light rail, that would link Broken Arrow with Tulsa should continue to be monitored to ensure that any future regional system plans incorporate a direct connection to downtown.

GATEWAYS

Key Issues/Opportunities

Although downtown is located relatively centrally within the community and is within close proximity to many of Broken Arrow's residents, it has no formal gateways today and many have expressed concern that visitors—and even some residents—have trouble finding it. In fact, many people are unaware that Broken Arrow has a downtown at all.



A major factor contributing to this issue is the fact that Main Street is not well-integrated into the overall street grid of the city, dead-ending on the north and south ends of the Vision 2025 Planning Area. As a result, it is extremely difficult to stumble on to Main Street unintentionally—one must know which east/west arterials provide access to Main Street or happen to see a sign that points them in the right direction. While there are several directional signs intended to provide guidance, they tend to blend in among the numerous other signs scattered along Kenosha and other arterials.



To help increase the visibility of downtown within the community and the region, a hierarchy of downtown gateways should be established. Three types of gateways have been identified along with specific recommendations for each:

PRIMARY GATEWAYS

Primary gateways are the most visible, predominantly-used entrances into downtown today and will continue to be in the future. Four Primary Gateways have been identified, based upon current traffic volumes, their proximity and relationship to the Mixed-Use Core, and in several cases, the presence of traffic signals to efficiently handle higher volumes of traffic. The four Primary Gateways are as follows:

- Kenosha (71st Street) and Main Street;
- Elm Place (161st Avenue) and Broadway Street;
- Elm Place (161st Avenue) and Houston (81st Street); and
- Washington (91st Street) and Main Street.

Existing Kenosha and Main gateway (top); Conceptual Primary Gateway treatment, Kenosha and Main (bottom). Additional Primary Gateways would incorporate the same design.

Gateways can take on many forms and incorporate a variety of design features. They are often defined by structural elements, such as masonry posts, archways, walls, or other similar features. Today, the corridors leading to each of the Primary Gateways contain a large amount of visual clutter created by dated, strip-commercial development, pole signs, lack of landscaping, and unscreened parking areas.

In response to these existing conditions, recommendations for the Primary Gateways are intended to provide visual relief from the hodge-podge of adjacent development and to draw attention instead for their simple, clean

design. To fully achieve this effect, portions of existing properties at each intersection would need to be acquired, consolidated with city-owned right-of-way, then cleared and landscaped, creating a park-like entrance to downtown. A simple stone monument sign at each entrance would be incorporated to help orient visitors.

A conceptual Primary Gateway is illustrated on the previous page as it would appear at the Kenosha/Main Street intersection; however, each Primary Gateway would feature an identical design. Streetscape enhancements recommended for various corridors within the downtown area will further reinforce the character of the Primary Gateways by establishing a prominent corridor of canopy of trees visible from each location (See *Streetscape Enhancements* earlier in this chapter).

SECONDARY GATEWAYS

Secondary Gateways will serve as secondary access points to the downtown. These gateways are intended to be used primarily by those who are already well-oriented to downtown—such as those who live and work there—or those who are traveling to downtown for a specific event, such as a performance at the Performing Arts Center, and want to seek an alternate route to avoid potential traffic congestion at the Primary Gateways.

Secondary Gateways have been identified in the following locations:

- Houston (81st Street) and Lynn Lane (177th Avenue);
- Lynn Lane (177th Avenue) and the proposed Jackson Street extension;

Secondary Gateways will be identified with modest stone monuments that incorporate design elements similar to those found at the Primary Gateways. Monuments could also incorporate more detailed signage to help orient



Broadway Corridor today, as viewed from Primary Gateway at Elm Place (top); Enhanced view of Broadway Corridor illustrating recommended treatment (bottom).

visitors to downtown destinations. A conceptual illustration of a Secondary Gateway is provided at left.



Secondary Gateway Concept

NEIGHBORHOOD IDENTIFICATION SIGNS

Neighborhood Identification Signs make up the third and final gateway tier and are intended to create a recognizable identity for the various neighborhoods in the downtown and to promote a sense of place and community pride. Signage could come in various forms, ranging from a bronze medallion depicting the name and date of the neighborhood's conception in a relief pattern incorporated on freestanding decorative poles or on the same poles as the existing street signs to small masonry monuments with similar bronze plaques. The Neighborhood Signage Program would likely be administered by the city's new Design and Development Coordinator who could coordinate with individual neighborhood organizations to determine a preferred design and specific sign locations, as needed. Neighborhood boundaries and names, as identified on original plats are identified on the map on the following page.

TIMING OF INSTALLATION

Because gateways will be used to not only orient visitors to downtown, but to provide a sense of expectation and excitement about the type of place that lies beyond, the timing of their construction will be an important factor to consider. If they are constructed before there is significant activity downtown in terms of things to do and see visitors may be disappointed and not return in the future. Instead, gateway construction should be timed to coincide with major milestones in the implementation of the Downtown Plan, such as the completion of the PAC, Farmers Market, and/or Main Street streetscape enhancements. This is a particularly important consideration for the Primary Gateways.

Gateway Recommended Actions:

GI: DEVELOP CONCEPT PLANS FOR GATEWAYS

Conceptual landscape and signage plans and cost estimates will need to be developed for each type of gateway to establish a common design theme and develop refined cost estimates. Plans can then be implemented as funds and/or properties become available in each location. However, because gateways will be used to not only orient



Neighborhood Identification Sign examples range from freestanding masonry monuments with painted lettering or bronze plaques to stand alone bronze medallions on decorative poles.

visitors to downtown, but to provide a sense of expectation and excitement about the type of place that lies beyond, the timing of their construction will be an important factor to consider. If they are constructed before there is significant activity downtown in terms of things to do and see visitors may be disappointed and not return in the future. Therefore, while the design and planning of the gateways can begin immediately, actual gateway construction should be timed to coincide with major milestones, such as the completion of the PAC, Farmers Market, and/or Main Street streetscape enhancements.

G2: ACQUIRE LAND/AGREEMENTS NEEDED FOR GATEWAY IMPROVEMENTS

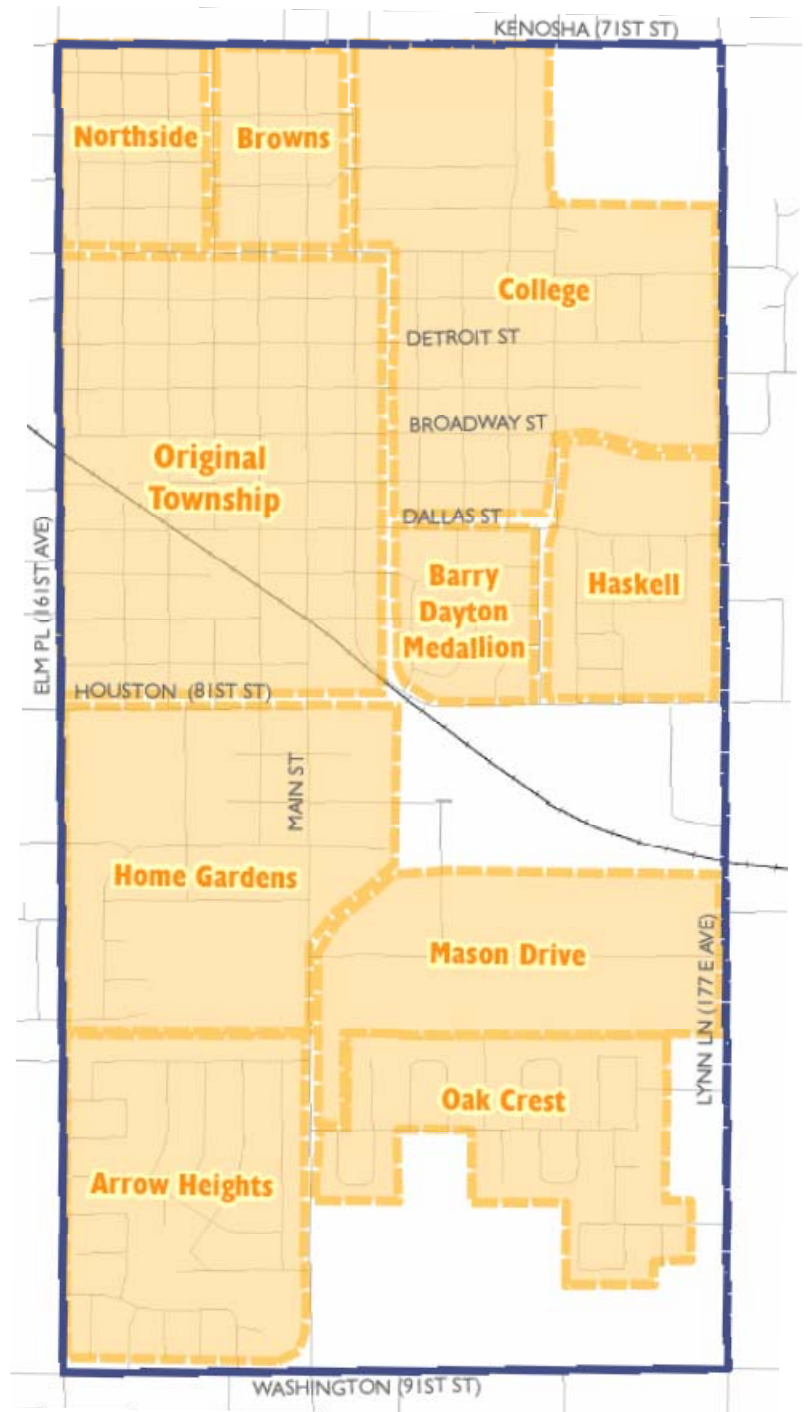
Portions of each corner parcel may need to be purchased by the city for the implementation of landscape and signage concepts in each gateway location, if proposed gateway improvements fall outside of the city's right-of-way. In the case of the Secondary Gateways and Neighborhood Identification Signs, the city may already control adequate property to proceed with improvements. If acquisition of larger properties is needed for Primary Gateways, it will likely occur incrementally as funds and properties become available.

G3: INSTALL PRIMARY GATEWAY IMPROVEMENTS

Once conceptual designs and property agreements are in place, gateway improvements can be installed simultaneously or in several phases by gateway type, based upon the timing of other downtown improvements, see G1, above.

G4: INSTALL SECONDARY GATEWAY IMPROVEMENTS

Secondary Gateways will require significantly less resources than Primary Gateways and therefore could be implemented more quickly; however, the timing of other downtown improvements will also need to be taken into account, as discussed in G1, above.



Downtown's Residential Neighborhoods as defined on original plats.

G5: ESTABLISH NEIGHBORHOOD SIGNAGE PROGRAM

Establish a program to provide Neighborhood Identification Signs to each of the downtown's residential neighborhoods. Depending upon the size of the neighborhood 6-10 signs should be located around the periphery of each. Neighborhood Identification Signs are less critical from a timing standpoint of needing to coincide with other downtown improvements. Their design and implementation could occur incrementally and begin shortly following the adoption of the Downtown Plan.

STREETSCAPE ENHANCEMENTS

Key Issues

MAIN STREET WIDTH/SPEED OF TRAFFIC

Traffic volumes along Main Street are not excessive for a downtown environment. However, Main Street is very wide (approximately 100 feet from curb-to-curb), giving it a bleak appearance and making it a challenge for pedestrians to navigate. In addition, the speed with which traffic flows through downtown discourages pedestrian activity and makes parking on-street a challenge from both an access and safety standpoint. Sidewalks are present along much of Main Street; however, some gaps in coverage do exist—particularly south of Houston (81st Street).



A number of streetscape improvements have been made along Main Street in recent years. These improvements included upgrading sidewalks to meet modern standards set forth by the American's with Disabilities Act (ADA), the installation of ornamental street trees, and the incorporation of decorative paving accents along the street edge in some areas. While these improvements have helped to provide a more unified appearance within the Mixed-Use Core, they do not address the overwhelming scale of Main Street, as discussed above.



Main Street width (top); Inconsistent sidewalks and street trees, Residential Neighborhoods (bottom).

RESIDENTIAL NEIGHBORHOODS

Downtown's residential neighborhoods can also be challenging for pedestrians. Sidewalks are completely absent in some neighborhoods, forcing would-be pedestrians to walk in the street. In others, sidewalks exist, but are in extremely poor condition or are spotty, often stopping and starting several times within a single block. In addition, sidewalks in residential neighborhoods have not been upgraded to meet modern standards set forth by the Americans with Disabilities Act (ADA).

STREET TREES

From an aesthetic standpoint, both the Downtown Core Area and residential neighborhoods could benefit from the installation of street trees in existing tree lawns. While some areas have well-established tree canopies and many have tree lawns in place, others have died out over the years or were never installed to begin with. This would be a relatively low-cost

means of creating a more unified and attractive streetscape and would provide valuable shade for pedestrians during the heat of the summer. Two types of street trees are referred to in the discussion that follows:

- **Canopy Street Trees**—Canopy trees include large shade tree species such as Maple, Oak, Sweetgum, Ash, Planetree, among others. Canopy trees will typically reach over 40 feet in height and diameter at maturity. In a downtown setting, they are typically chosen to provide shade and soften the character of a streetscape.
- **Ornamental Street Trees**—Ornamental trees are typically significantly smaller than canopy trees, reaching mature heights of around 20 feet, and include species such as Redbud, Dogwood, Pear, and Cherry. In a downtown setting, they often are chosen for a specific ornamental feature such as spring flowering or fall color, but may also be selected simply for their compact size.

Opportunities

Numerous opportunities for additional streetscape enhancements have been identified within the planning area to build on previous efforts and to help create a more inviting pedestrian environment. Although streetscape enhancements are often perceived as strictly decorative elements, they can play an important role in a downtown revitalization effort that extends far beyond the visual benefits they provide. Perhaps the most critical role they play is that of reassuring business and property owners, residents, and potential investors of the city's commitment to the implementation of the community's Vision for Downtown.

All of the streetscape enhancements recommended incorporate one or more of the following components: Bulb-outs; Planting Islands; and Street Trees/Sidewalks. A general description of each component is provided at left. Specific application of these components is addressed below according to the location and type of enhancements recommended.

Recommendations are keyed to the map on page 48 and include:

- Main Street (Zones A and B);
- The Ash/1st Street Pedestrian Loop;
- The Broadway Corridor;
- Street Tree/Sidewalk Enhancements; and
- Residential Neighborhoods.

MAIN STREET

To address the issues discussed above, two streetscape zones are recommended for different segments of Main Street. Each zone incorporates a different combination of the *Streetscape Components* described at right.

STREETSCAPE COMPONENTS



BULB-OUTS

Bulb-outs narrow the width of a street at intersections by extending the pedestrian zone (sidewalk, decorative paving) into the street. They may also include planting areas, lighting, and other features.



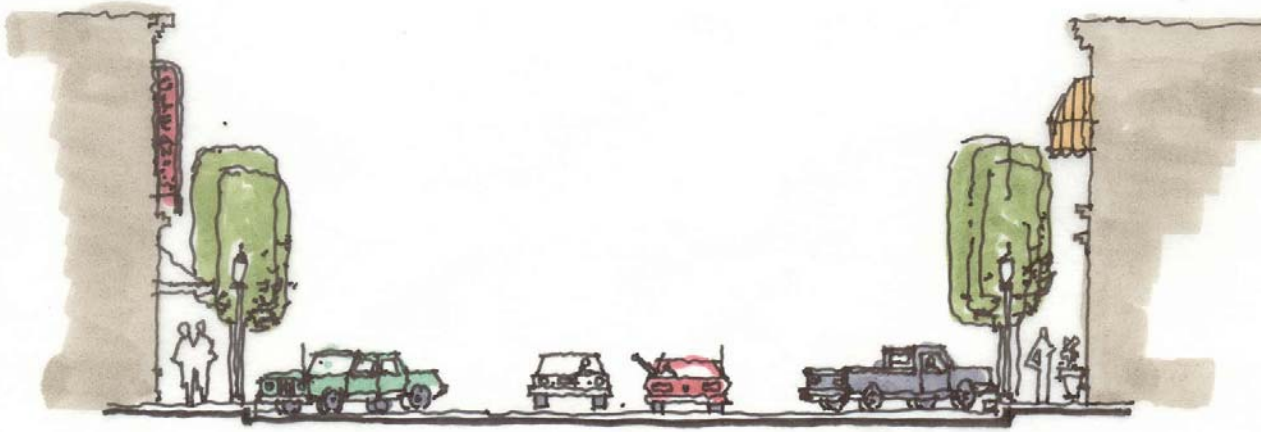
PLANTING ISLANDS

Planting islands are incorporated at regular intervals to break up diagonal parking areas along a street and to help soften the appearance of wider streets, such as Main.

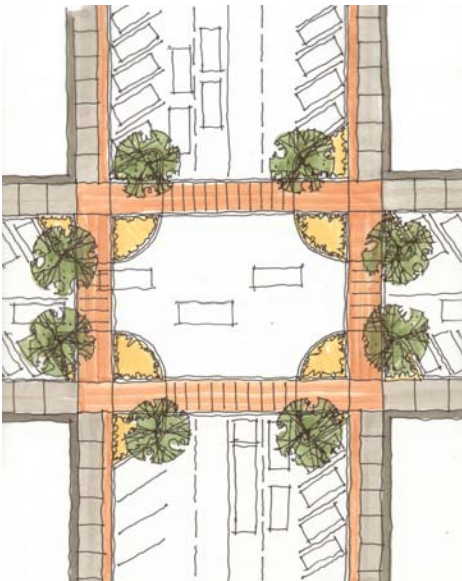


STREET TREES

Canopy street trees planted at regular intervals greatly enhance the appearance and pedestrian appeal of both residential and non-residential streets. They may be planted on one or both sides of the sidewalk.



Typical cross-section of Main Street enhancements for Zone A: bulb-outs and raised crosswalks added at each intersection; parking is retained with exception of 2 spaces lost at each corner for bulb-outs; existing ornamental trees at sidewalk edge retained to preserve visibility of buildings; 4-lanes of traffic retained.



Typical intersection in Zone A incorporating bulb-outs on each corner and raised crosswalks with contrasting pavers.

MAIN STREET—ZONE A

Zone A extends 3-blocks from Dallas on the south to College on the north. Recommended enhancements for Zone A include:

- The incorporation of bulb-outs with ornamental trees and landscaping at each intersection, as illustrated below (12 bulb-outs total); and
- Raised crosswalks linking each bulb-out. Crosswalks would be constructed of contrasting pavers that are visible to both pedestrians and through traffic (12 crosswalks total).

Mid-block plantings are not recommended for Zone A to maximize on-street parking and to maintain visibility for businesses.

MAIN STREET—ZONE B

Zone B extends between College and Midway on the north and from Dallas to Veterans Park on the south where diagonal parking ends. Recommended enhancements for Zone B include:

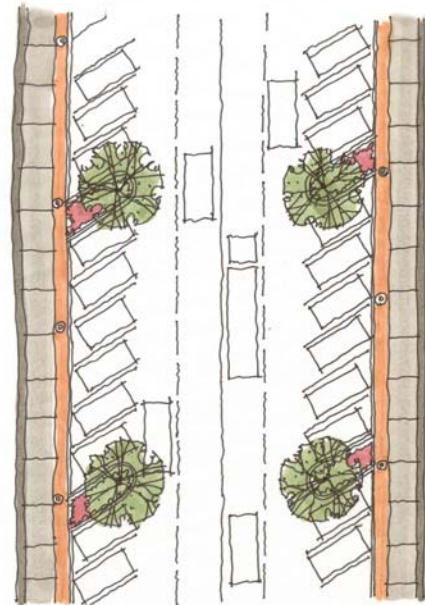
- Mid-block planting islands with canopy trees on each block (16 planting islands total for north section—4 per block, 8 on each side of Main, 22 planting islands for south section, 4 per block, with exception of block between Houston and railroad tracks which would only have 2 on the west side).
- A raised crosswalk south of the railroad tracks to provide a linkage between the PAC and the Farmers Market (1 crosswalk); and
- Canopy trees as needed to fill in gaps in tree lawns.



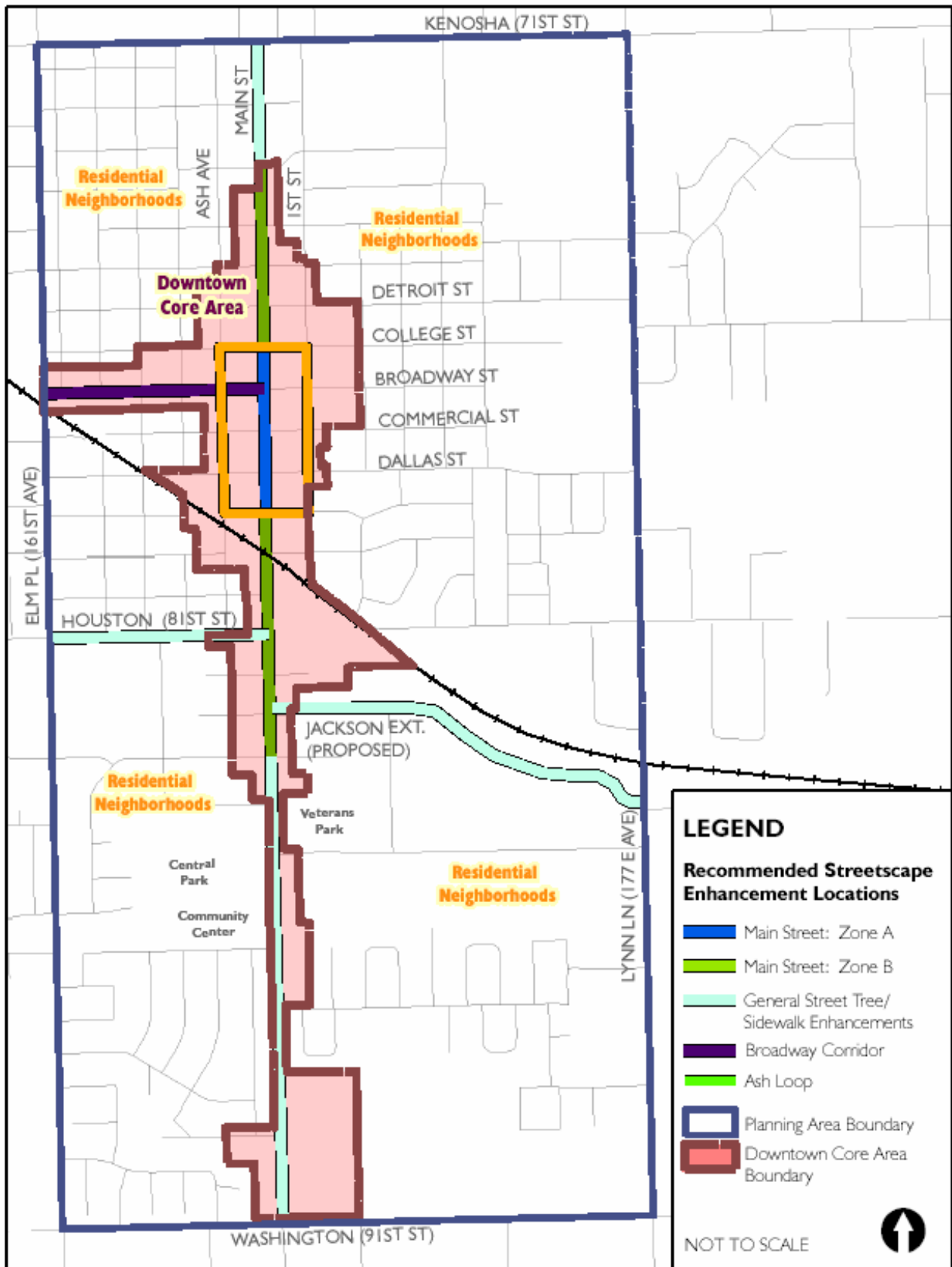
Typical cross-section of Main Street enhancements for Zone B: bulb-outs and raised crosswalks added at each intersection; 4-planting islands with canopy trees installed on each side of street to provide illusion of narrowed street cross-section; 4-lanes of traffic maintained.



View of proposed Main Street enhancements as they transition from Zone A in the foreground, to Zone B at the top of the drawing.



Typical spacing of mid-block planting islands for Zone B.



ASH/IST STREET PEDESTRIAN LOOP

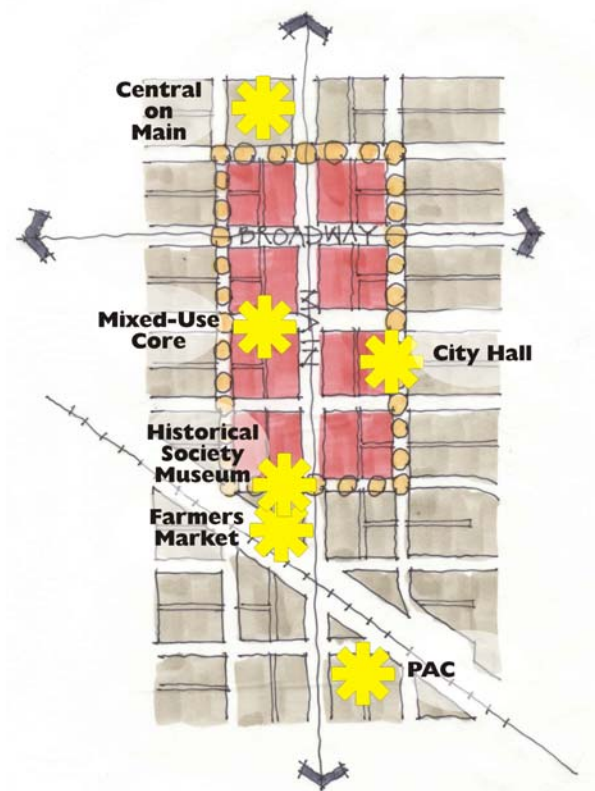


Ash/Ist Street Pedestrian Loop provides a strong visual linkage between uses off of Main Street, parking areas, and Main Street attractions.

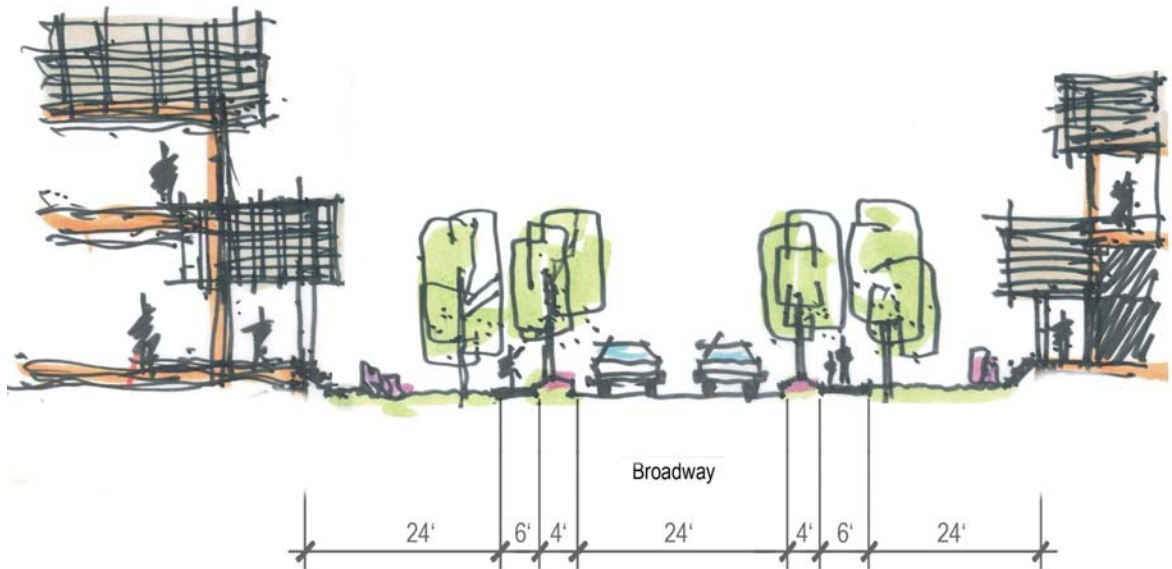
The creation of an enhanced pedestrian loop is recommended to define the Mixed-Use Core and to further distribute pedestrian activity among downtown's many attractions and parking areas. The pedestrian loop would run one block on either side of Main Street following Ash Street and Ist Street and would extend from Central on Main (College Street) on the north, to the Farmers Market and Performing Arts Center (Dallas Street) on the south. The loop would be defined through a combination of streetscape enhancements, unified canopy tree species, and signage, as illustrated below. Improvements needed to implement the loop include two phases:

- **Phase I**—Installation of street trees and signage in locations with existing sidewalks and tree lawns; and
- **Phase II**—Reconfiguration of front yard parking and the re-introduction of sidewalks and tree lawns where they have previously been removed as redevelopment occurs over time.

Signage and street tree improvements could occur immediately, while reconfiguration of other blocks will likely occur over a period of several years. The loop could also be used as a circulator route for buses and/or for the proposed Bass Pro Trolley in the future.



Ash/Ist Street Pedestrian Loop Concept



Typical cross-section—Enhanced Broadway Corridor

BROADWAY CORRIDOR

Streetscape enhancements along the Broadway Corridor are recommended to enhance its role as one of the Primary Gateway into downtown. While each of the other Primary Gateways is significant in terms of the volume of traffic handled, the character of the Broadway Corridor is unique in that it was one of the original gateways into downtown and still retains many elements of its historic character, with several grand residences still in place.

To complement the corridor's character the following enhancements are recommended:

- Installation of a double row of street trees on either edge of the sidewalk—framing the street and creating an inviting “green” canopy for the corridor;
- Use of a common canopy tree species or small grouping of species (i.e., could vary by block) to further unify the corridor; and
- Use of large canopy tree species such as the Sweetgum, Planetree, Maple, or Oak rather than smaller, ornamental varieties.

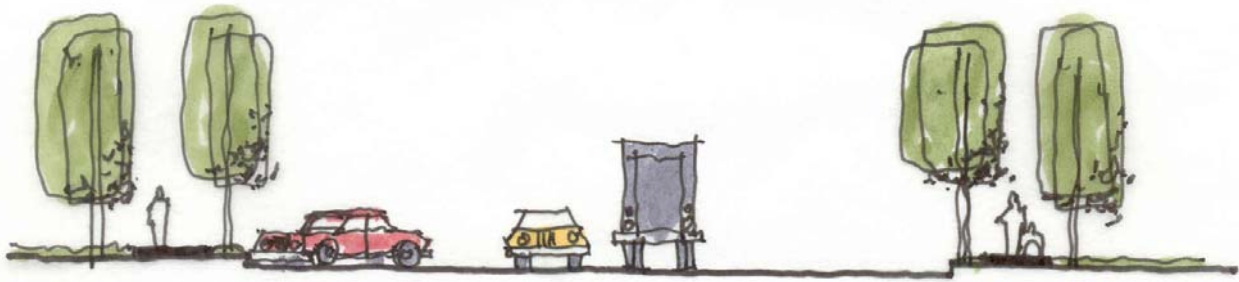
On most blocks between Main Street and Elm Place, sidewalks and a broad tree lawn are already in place and simply lack street trees, creating an easy and relatively inexpensive opportunity with a big visual impact.

GENERAL STREET TREE/SIDEWALK ENHANCEMENTS

Several locations have been identified on the map on the previous page for general street tree/sidewalk enhancements. Recommended improvements include:



Residential character of Broadway Corridor with streetscape enhancements.



Typical cross-section—General Street Tree/Sidewalk Enhancements.

- Extension of or infilling of existing canopy street trees and sidewalks for continuity with adjacent areas;
- Establishing continuous canopy street trees and sidewalks along Houston
- Incorporation of canopy street trees and sidewalks as part of the Proposed Jackson Extension.

Improvements are already in place in some locations and will simply need to be extended or filled in. The exception to this is the Houston corridor which does not have continuous sidewalks and tree lawns and improvements will be challenging due to varied setbacks and land uses along the corridor.

RESIDENTIAL NEIGHBORHOODS

Necessary enhancements for residential neighborhoods will vary by location, and a more detailed assessment of the overall system will need to be prepared to achieve an integrated system of sidewalks and trails throughout the downtown. At a minimum, the assessment should include a detailed inventory of existing sidewalk and street tree locations and conditions, as well as potential opportunities to extend existing sidewalks to provide connections to nearby trails. Generally, enhancements will include:

- Installation of canopy street trees where tree lawns and sidewalks exist today;
- Repair of existing sidewalks that are salvageable; and
- Installation of new sidewalks or extension of existing sidewalks where necessary to establish connectivity between sidewalks and planned trails.

Because of the potential magnitude of this task, it is recommended that it be implemented incrementally as funds become available or be incorporated with necessary water and wastewater improvements. Several items could be accomplished in the short term relatively inexpensively, including an existing conditions assessment which could be accomplished as a summer internship project. Additionally, the installation of canopy street trees where the existing sidewalk and tree lawn framework is in place and is in good condition—which could be accomplished through the establishment of an



Typical residential streetscape today (top); recommended streetscape enhancements (below).

annual tree-planting program. The tree-planting program could be incorporated as part of the city's Tree City USA Plan and could also solicit the support of the Arbor Foundation or civic groups such as Up with Trees.



Zone B Streetscape Enhancements illustrating use of planting islands to soften visual expanse of Main Street

Recommended Streetscape Enhancements:

SE 1: INSTALL ZONE A AND ZONE B STREETScape ENHANCEMENTS

Zone A and Zone B improvements on Main Street should be implemented concurrent with or prior to the completion of the PAC and the Farmers Market.

SE 2: ESTABLISH PHASE I ASH/1ST STREET PEDESTRIAN LOOP

Phase I of the Ash/1st Street Pedestrian Loop should be implemented as soon as possible following the implementation of the Zone A and Zone B enhancements. A signage design for the Loop should be prepared as part of the gateway design process to ensure a consistent theme and to make efficient use of design fees. A decorative pole with a bronze medallion, similar to the examples provided for the Neighborhood Identification Signs would be an attractive way to further delineate the route.

SE 3: ESTABLISH BROADWAY CORRIDOR STREETScape ENHANCEMENTS

Canopy street trees and sidewalk repairs along the Broadway Corridor should be implemented in the near-term to provide maximum impact. Trees should be spaced to accommodate widening of existing sidewalks if necessary in the future.

SE 4: CONDUCT SIDEWALK AND STREET TREE INVENTORY FOR RESIDENTIAL NEIGHBORHOODS

A summer intern should be hired to conduct an inventory of sidewalk locations and conditions within downtown's residential neighborhoods. The inventory could then be used to help establish a list of improvement priorities based upon each area's designation within the Land Use Strategy.

SE 5: IMPLEMENT SIDEWALK IMPROVEMENTS FOR RESIDENTIAL NEIGHBORHOODS

Based upon the list of sidewalk improvement priorities identified above, a detailed timeline for the implementation of improvements should be prepared. Depending upon the availability of funding, improvements can be implemented incrementally on a block-by-block basis or be conducted at a neighborhood scale. On-site improvements should be required as part of any infill or redevelopment project.

SE 6: ESTABLISH ANNUAL TREE-PLANTING PROGRAM FOR RESIDENTIAL NEIGHBORHOODS

An annual tree-planting program should be established to enhance the character of downtown's residential neighborhoods. As an example, the program could offer canopy trees for purchase from the city at a reduced cost and could coordinate volunteer labor for an annual planting day. The tree-planting program could be incorporated as part of the city's Tree City USA Plan and could also solicit the support of the Arbor Foundation or civic groups such as Up with Trees.

SE 7: ESTABLISH PHASE 2 ASH/1ST STREET PEDESTRIAN LOOP

Opportunities to implement Phase 2 improvements along the Ash/1st Street Pedestrian Loop should be monitored through the development review process. Improvements should be required on a block-by-block basis as redevelopment occurs.

SE 8: WIDEN SIDEWALKS IN ZONE A

Although existing sidewalks in Zone A do provide opportunities for outdoor seating, space is somewhat limited. Recent streetscape enhancements made in this location make it impractical to "start from scratch" at this time; however, the expansion of existing sidewalks should be maintained as a long-term goal.

SE 9: BURY OVERHEAD UTILITY LINES

Overhead utility lines remain in place on many of downtown's street, creating visual clutter. While the expense of burying all of the lines is cost prohibitive in the short-term, it should remain a long-term goal and opportunities to bury smaller segments should be pursued as opportunities arise. Such opportunities may arise as other infrastructure improvements are being made or as significant redevelopment projects occur.

PARKING

Key Issues/Opportunities

LOCATION AND TREATMENT OF SURFACE PARKING

Surface parking in downtown today is highly visible and abundant, both within the Downtown Core Area and in the surrounding neighborhoods. In most cases, existing parking lots have very little landscaping, if any, to screen them from adjacent uses, provide shade, or otherwise improve their appearance. In addition, numerous structures have been removed in recent years to provide additional surface parking for expanding uses. This practice has set a poor precedent and is placing the character and vitality of the downtown at risk. Downtown residential neighborhoods are being gradually chipped away as homes are acquired and removed for the expansion of parking lots. This pattern is particularly prevalent east of Main Street. As the intensity of development in downtown increases over time, structured parking should be encouraged to make more efficient use of available properties.

OUTDATED PARKING PROVISIONS

Outdated parking provisions in existing downtown zoning districts, both commercial and residential, are also an issue. For example, much of the Mixed-Use Core falls within the C-1 Zoning District, which does not require parking for new uses, but does not set parking maximums, encourage the use of existing on-street parking to meet a portion of overall parking needs, or encourage the exploration of shared parking opportunities, all of which are strategies that could help ensure that downtown retains an urban character. What has resulted is the provision of numerous off-street parking lots that are more characteristic of an auto-oriented, suburban pattern of development.

In the surrounding residential neighborhoods, parking requirements (2 spaces per unit) are adequate for the predominantly single-family pattern that exists today; however, they are not supportive of the community's desire to encourage a wider variety of more urban housing types in downtown. The effects of this requirement are most evident where small multi-family buildings have been introduced within the surrounding neighborhoods over time, resulting in the front yard and tree lawn being replaced with parking—despite the fact that on-street parking would have been adequate to serve most of these uses.

PARKING MANAGEMENT

Some residents and business owners have expressed concerns that there is a shortage of parking in downtown today. However, based upon a parking inventory conducted as part of the planning process, it appears that downtown parking today is more than adequate to meet daily needs. The Downtown Core today contains an estimated 2,300 parking spaces, of



Attractive street frontage created through effective parking lot screening.

which 1,400 are off-street and 900 are located on-street (see Appendix A for locations). Several factors may be contributing to the perception of a parking shortage, most of which relate to a lack of parking management. For example, many employees of downtown businesses appear to use nearby on-street parking for all day use, reducing the amount of parking available for customers. In some residential neighborhoods adjacent to the Mixed-Use Core, on-street parking is prohibited, further restricting the available supply of parking. As activity begins to increase in downtown, a Parking Management and Signage Plan should be prepared to evaluate parking usage during different time periods (i.e., weekday evening, weekend day), assess the need for additional public parking, address time limitations and enforcement of on-street parking, and to establish consistent and clear signage for off-street public parking to increase its visibility and usage. Structured parking may also be warranted in the long-term (8-10 years) should development intensities increase substantially. The feasibility and timing of this should be addressed as part of the Parking Management and Signage Plan.

BICYCLE/SCOOTER/MOTORCYCLE PARKING

In addition to providing convenient on and off-street parking for automobiles, the downtown will also need to accommodate those traveling using alternative modes, such as bicycles, scooters, and motorcycles. In most cases, scooters and motorcycles will use standard parking spaces; however, bicycle parking must be located off-street and will need to be furnished with bicycle racks that enable visitors to secure their bikes. Racks should be located in prominent locations along Main Street where visitors are likely to congregate, such as near the PAC and the Farmers Market.

Parking Recommendations:

Ensuring that on and off-street parking for all modes within the Mixed-Use Core is conveniently located, readily available, and well-integrated into the downtown fabric is a critical component of the Downtown Framework Plan. In response to the key issues/opportunities outlined above, the following recommendations are provided.

PI: UPDATE DOWNTOWN PARKING PROVISIONS

To encourage mixed-use and other higher-intensity development patterns, parking provisions will need to be updated as part of the Zoning Code Update to provide clear and flexible guidance for future infill and redevelopment. New provisions in the Zoning Code should:

- ✓ Set a parking maximum for the Mixed-Use Core;
- ✓ Permit and encourage shared parking for uses that have different peak hours of operation (such as churches and office uses);
- ✓ Allow on-street parking spaces to be substituted for a portion of the total number of spaces required (both for residential and non-residential). Parking requirements for downtown zoning districts should be revised to include provisions for shared



Off-street public parking should be clearly and consistently identified throughout downtown to quickly orient visitors to its location. This should be addressed as part of a future Parking Management Plan.



Structured parking, if constructed in the future, should be designed with a similar level of architectural detail as other structures in downtown, and should provide active uses at the ground level.

parking, reduced parking requirements for mixed-use buildings, and credits for on-street parking;

- ✓ Prohibit the addition of more off-street surface parking directly adjacent to Main Street within the Mixed-Use Core;
- ✓ Require new off-street surface parking lots to provide a visual screen along the street edge; and
- ✓ Require future structured parking to be designed with a similar level of architectural detail as other structures in downtown and to incorporate active uses at the ground level within the Mixed-Use Core to maintain a pedestrian-friendly character at the street edge.

Recommended standards to address design related issues are included in *Chapter 6: Design Themes and Standards* and should be adopted as part of the Zoning Code Update.

P2: PROHIBIT REMOVAL OF ADDITIONAL STRUCTURES FOR SURFACE PARKING

The removal of existing structures for surface parking—particularly with historic character or significance—is not supportive of the community’s Vision for downtown and should be prohibited. All other options should be exhausted (i.e., shared parking, on-street parking, or some combination of these), prior to approving the demolition of any structurally sound building along Main Street for surface parking.

P3: DEVELOP PARKING MANAGEMENT AND SIGNAGE PLAN

While downtown parking today is more than adequate to meet daily needs, increased activity will eventually begin to strain the most visible and accessible on-street spaces. A Parking Management and Signage Plan should be prepared within the next 3-5 years or as development intensities begin to increase substantially within the Mixed-Use Core area. The Plan should address at a minimum, usage, signage, time limits, and mid to long-term public parking needs (surface lots and future parking structures, if warranted).

P4: INSTALL BICYCLE RACKS ALONG MAIN STREET

Bicycle racks should be located in prominent locations along Main Street where visitors are likely to congregate, such as at the PAC, Farmers Market, Library, and in other locations as appropriate. Racks should be sited in locations where they can be easily sited from the street, but should be out of the way of primary pedestrian and vehicular traffic flows.

PUBLIC FACILITIES

Key Issues/Opportunities

Downtown's large concentration of public/quasi-public uses is a positive asset that helps create a "critical mass" of employees and other regular visitors and reinforces its role as the heart of the community. The Plan explores opportunities to leverage plans for future uses, such as the Performing Arts Center, potential Library relocation/expansion, Historical Society Museum, and potential City Hall expansion to help create an environment that supports the community's broader objectives for downtown. Considerations include the location of these uses, their physical and visual relationship to one another and the surrounding downtown, and their design.

Strategically located, thoughtfully-designed public facilities are a critical component of the Downtown Framework Plan, as they offer a stability that can help offset a more dynamic retail environment and provide services that appeal to a broad residential market—bringing many people to downtown. Broken Arrow is fortunate to have numerous existing public facilities in downtown, such as the City Hall, Library, and many others in the planning stages, such as the Performing Arts Center, Historical Society Museum, and Education Services Center. A brief discussion of each is provided below, along with specific recommendations or design considerations where applicable.

Performing Arts Center (PAC)

The Broken Arrow School District's (BAPS) new PAC is currently in the design phase, and is planned to be completed by June 2008. The PAC is intended to seat up to 1,700 people in a performance auditorium, as well as other associated administrative offices and facilities, including a media production studio. The facility is anticipated to be a true multi-purpose facility with approximately 300 event days planned per year.

Key considerations for the design of the facility include establishing a strong presence along Main Street by "pushing it" up to the street and by avoiding large expanses of blank walls often associated with these types of facilities. In addition, the PAC should be designed as a downtown landmark that is easily visible from the Farmers Market and other nearby uses—making the distance between them seem less and encouraging pedestrian activity. The PAC should be designed with an urban character, reflecting its downtown location (see



Conceptual layout of the proposed Performing Arts Center site, illustrating an L-shaped structure which helps establish a strong relationship to Main Street and the nearby Farmers Market site.

Downtown Planning Concepts in Chapter 2). Setting the PAC in the center of the site amidst a sea of parking should be avoided.

Recommended Actions—Performing Arts Center:

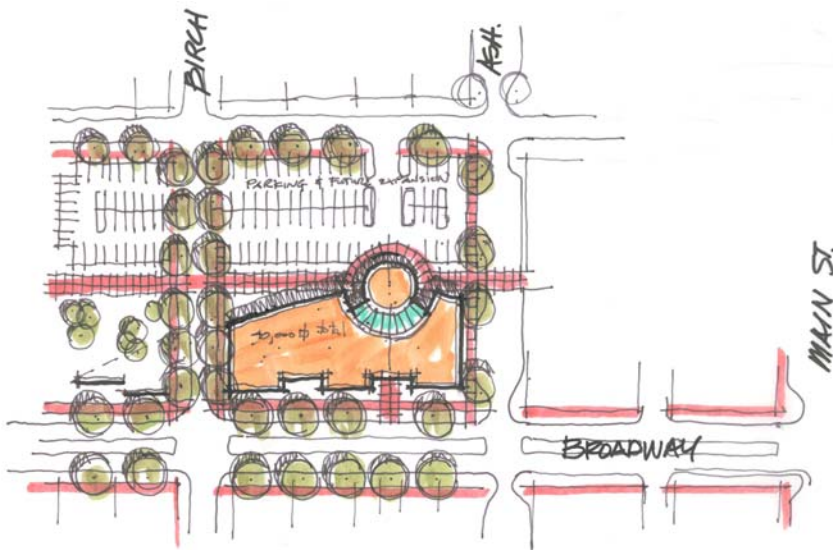
PF I: COORDINATE WITH THE SCHOOL DISTRICT ON THE DESIGN/DEVELOPMENT OF THE PERFORMING ARTS CENTER

Continue to work with BAPS on the design and construction of the PAC complex, to ensure that other city projects and initiatives are designed in a coordinated manner.

Public Library

The Tulsa City-County Library is looking at the possibility of constructing a new Public Library in downtown to replace its existing 11,500 square-foot facility located at Broadway and Birch. The new Library is planned to be between 20,000 and 40,000 square feet, depending on available funding. Despite the defeat of a December 2004 ballot measure that would have funded the downtown facility, expansions to the South Broken Arrow Library, and a new Central Library for Tulsa, the Library District remains committed to constructing a new Downtown Library when funding is secured.

The new Library is a key component of the downtown Vision, serving as one of its key northern anchors, and should remain at the forefront of discussions as the Plan is implemented. The recommended location for the new Library would incorporate the existing library site for parking and a small park, and would require the acquisition of the adjacent block to the east for the primary structure and additional parking. This approach would strengthen the visual and physical linkage between the Broadway Corridor and Main Street, and would allow Library patrons easy access in and out of downtown.



Conceptual drawing of proposed Downtown Library, illustrating potential re-use of existing site and expansion east along Broadway to strengthen its linkage to the Mixed-Use Core.

A vertically-oriented library is recommended to reduce the building's footprint, thereby reducing the total amount of land needed to accommodate the facility and its associated parking. The design of the structure should provide a strong presence along Broadway, but should respect the more green character of the street and maintain a modest front setback. Parking lots along Broadway should be avoided; however, adequate screening will need to be provided to buffer parking from adjacent residences along College.

The location provides attractive opportunities for sharing of facilities, such as parking and meeting rooms, with the Professional Development Seminar Center located at Central on Main. The site seeks to minimize further damage to the fabric of downtown's residential neighborhoods by reducing the need to eliminate additional homes or expand further outside of the Downtown Core Area. Similar to the PAC, it is important that the Library be designed as an urban facility, to reflect its downtown location (see *Downtown Planning Concepts* in Chapter 2). Setting the Library in the center of a site surrounded by a sea of parking should be avoided. In addition, the incorporation of complementary uses such as a café or coffee shop or even housing, is strongly encouraged.

Recommended Actions—Library:

PF 2: COORDINATE WITH TULSA-CITY COUNTY LIBRARY ON LOCATION/DESIGN OF DOWNTOWN LIBRARY

Coordinate with Tulsa-City County Library on the procurement of funding and a site for the construction of the new downtown Library. Once a site and funding have been procured, coordination should continue on the design of the new facility to ensure it is compatible with the Downtown Framework Plan.

City Hall

In response to the demands caused by recent growth, the city has expanded its staff in recent years and City Hall is nearing capacity in its current location. However, some relief has been provided by shifting staff from several departments to a satellite facility across the street, and it is anticipated by city staff and officials that City Hall remaining in its current location is a high priority, as it is critical that City Hall retains a strong presence within the downtown (both symbolically and physically).

Professional Development Seminar Center (Central on Main)

Broken Arrow Public Schools is in the process of renovating the former Central Middle School located at College and Main with the intent of turning it into a Professional Development Seminar Center that will serve teachers within the district and region. The facility is anticipated to be fully functioning by 2006 and will house several full-time employees in addition to hosting numerous classes and other events that will draw professionals to downtown throughout the year. The facility is located on the northern boundary of the Mixed-Use Core and functions as one of two bookends (the other being the PAC) that will enhance the overall vitality of the downtown. Its location also presents opportunities to create synergy between the Professional Development Seminar Center and the Downtown Library. The building itself is an important visual landmark for downtown with its charming historic character.



Central on Main

Historical Society Museum

The Broken Arrow Historical Society is planning to build a museum in downtown to house its growing collection of artifacts. The museum will be located on El Paso Street, just west of Main on a parcel once occupied by the Kentucky Colonel Hotel and directly adjacent to the proposed Farmers Market, discussed below. This land is being donated to the city by the Arkansas Valley State Bank. Current plans for Phase I include 8,000 square feet of space (4,000 square feet on each level). The ground level has been planned to include museum offices, exhibit space, a gift shop, work room, and restrooms (one with an inside entrance, another with an outside entrance). The second floor will remain unfinished and used for storage initially. Phase 2 includes the addition of a single story building attached to the Phase I building and oriented to form a courtyard area and additional parking. Phase 2 will also include finishing the second floor of the Phase I building.

The museum's central location and proximity to the PAC and Farmers Market makes it an ideal location for the incorporation of a "flex space" within the museum that could allow for small art exhibits or musical performances to take place on a periodic basis. Ideally, additional space would increase the size of the museum by an additional 1,000 square/feet (bringing total size to 9,000 square feet) to provide opportunities for informal music performances or space for rotating art exhibits. This type of facility could greatly enhance the museum's ability to attract people on a regular basis, increasing its visibility and further activating the Farmers Market space as central gathering space for the community—even on days when there was no market.

Based on the above recommendation to explore the addition of more space to the Historical Society's current plan and the recommendation on the following page to pursue the design and construction of the Farmers Market, additional design and cost exploration will likely need to occur to ensure both designs are compatible and make the most of the available space. Potential variations could include a larger footprint for the museum that would eliminate the need for the L-shaped addition or the addition of a third floor. Off-street Museum parking displaced for the Farmers Market could be shifted to on-street parking along El Paso and Main Streets.

Recommended Actions—Historical Society Museum:

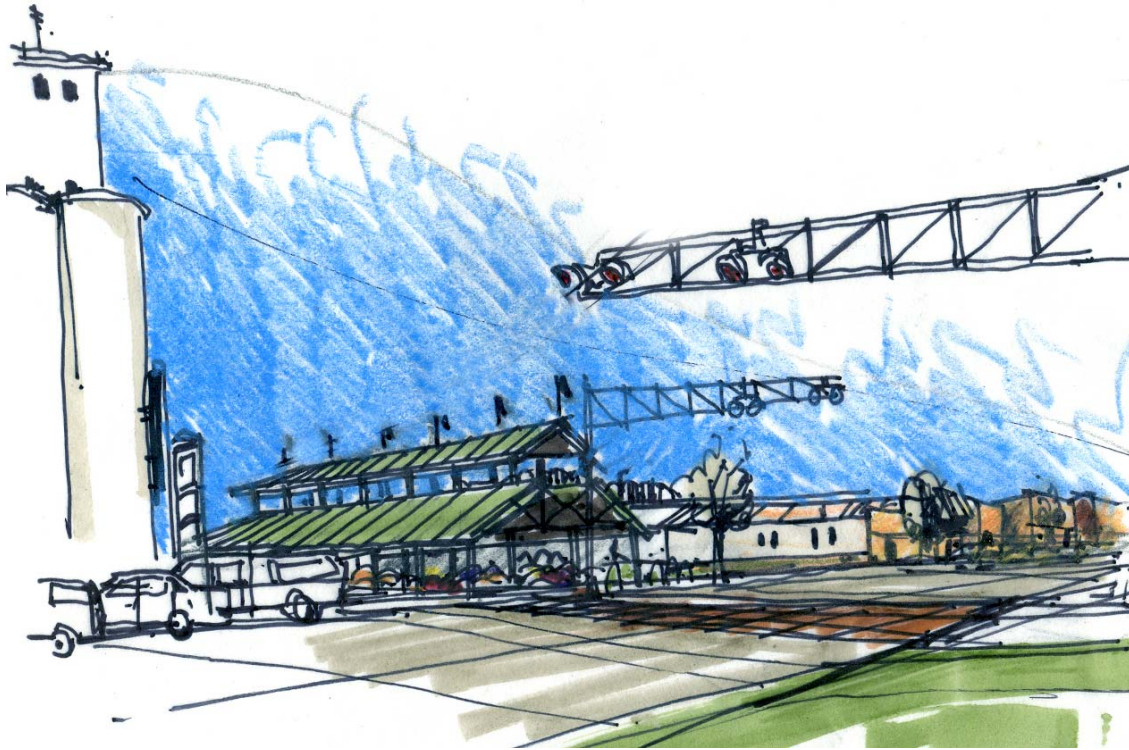
PF 3: DEVELOP PLAN FOR AN ENHANCED HISTORICAL SOCIETY MUSEUM

Opportunities to incorporate additional community flex space within the Historical Society Museum should be explored prior to proceeding with existing plans for the facility and should be coordinated with plans for the Farmers Market. Additional space should be incorporated as part of Phase II of existing plans, if feasible. Key considerations include:

- ✓ Building footprint (4,000 square feet, or larger);

- ✓ Building height (2 or 3 stories);
- ✓ On and Off-street parking; and
- ✓ Relationship to Farmers Market.

Implementation of Phase I of the Historical Society Museum should be completed in conjunction with the opening of the PAC.



Conceptual design for Farmers Market adjacent to CO-OP, across from PAC.

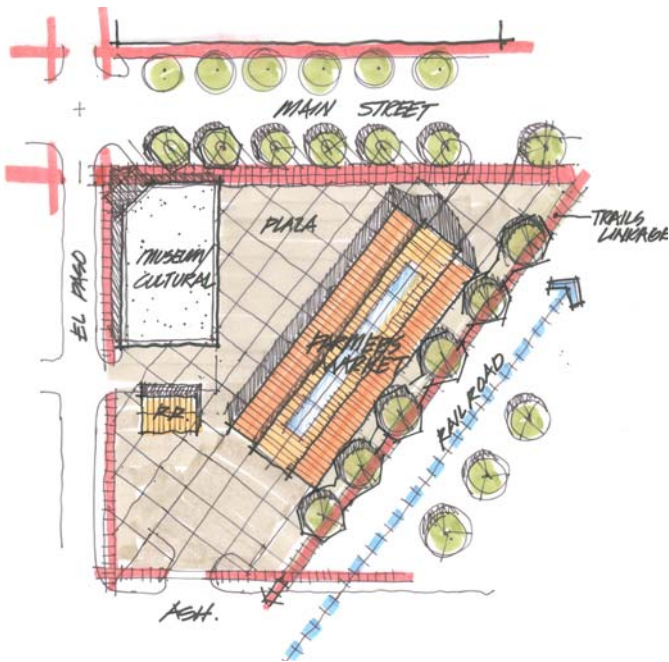
Farmers Market

The idea of creating a venue for a regular Farmers Market in downtown has been around for many years and has been explored by various groups.

The concept is very compatible with the community's Vision for downtown and is a central element of the Downtown Framework Plan. The Market structure would be located just north of the railroad tracks on the west side of Main Street, in the shadow of the grain elevator and diagonally across Main Street from the PAC.

The site was once home to a downtown passenger train station, but the wood frame structure was given away and moved from the site many years ago. To acknowledge the site's significant past, the Market shelter should be designed to reflect the size, orientation, and roof-line of the former structure. The Market would be linked to the Historical Society Museum by an open plaza that would also function as a multi-use, year-round gathering space for downtown, and would also house a much-needed public restroom. In addition to hosting the Market, the space could be used for small outdoor

concerts and other events in the summer and could even be used for ice skating during the winter provided the plaza is designed to accommodate the additional weight and dimensions of a temporary rink.



Conceptual layout of Farmers Market and Historical Society Museum.

Opportunities to share parking with the PAC during off times should be explored, given the close proximity of the uses and the large amounts of parking needed for the PAC. This will require construction of a raised pedestrian crosswalk on Main Street as recommended in the Streetscape Enhancements section of this chapter. Over time, as the Market grows, El Paso Street could be closed on Market days between Dallas and Main Street to provide additional booth space.

Recommended Actions—Farmers Market:

PF 4: DEVELOP SITE PLAN FOR FARMERS MARKET

A detailed site plan for the Farmers Market site should be developed in conjunction with ongoing efforts to implement the Historical Society Museum and the PAC.

PF 5: IMPLEMENT FARMERS MARKET

Implementation of the Farmers Market should be completed to coincide with the opening of the PAC.



CO-OP

Farmer's CO-OP

The Farmer's CO-OP grain elevator stretches high above downtown, serving as a prominent landmark for the community. The facility has operated continuously as a grain elevator, and is an important part of downtown's fabric. The city should explore opportunities with the facility's owners to paint the city's name and logo on the elevator, to enhance its role as a city landmark.

Should this operation cease at some point in the future, then opportunities for the adaptive reuse of the facility should be encouraged. Creative ideas successfully implemented by other communities include a rock climbing gym, a restaurant, and even housing. Any of these ideas (or a combination of them) would be a positive asset to downtown and would complement the adjacent Farmers Market.

Recommended Actions—CO-OP:

PF 6: MONITOR CO-OP OPPORTUNITIES

Opportunities to repaint the existing Broken Arrow logo on the CO-OP should be explored with current owners. Additionally, securing an option to purchase the CO-OP should it change hands in the future

should also be explored to ensure future opportunities for the adaptive reuse of the structure are maintained.

Public Restrooms

The current lack of public restrooms within downtown has been an ongoing issue for area businesses and their customers. While business owners want to encourage activity within downtown, many buildings were built between 50 and 100 years ago and were simply not designed with modern conveniences, like large, accessible restrooms in mind.

The construction of a public restroom facility is recommended in two separate locations for the convenience of downtown visitors; the first being as part of the Farmers Market complex, and the other being at the vicinity of Broadway or College at Main Street, to serve the northern area of downtown. This would provide several options for visitors and would also allow demand to be dispersed between the two locations during large downtown events.

Recommended Actions—Public Restrooms:

PF 7: COMPLETE RESTROOM FACILITIES TO SERVE THE DOWNTOWN AREA

The Farmers Market facility should be designed to include restroom facilities. Additionally, a site should be secured for a public restroom facility in the northern area of the downtown.

PARKS AND OPEN SPACE

Key Issues/ Opportunities

Downtown is fortunate to have numerous parks and recreational facilities that serve not only downtown residents, but residents from throughout Broken Arrow and Tulsa. In the case of Arrowhead Park, they draw hundreds of visitors from around the state for sporting events.

PARK SYSTEM CONNECTIVITY

One drawback of the city's downtown park facilities, however, is that they are not linked together by a continuous trail network. Existing trails are isolated and in most cases, park users must drive from one facility to the next, despite the fact that they are relatively close together. Trail connections are recommended in the following locations to help establish a unified system for downtown:

- From existing Arrowhead Park trail west to Main Street, just south of Post Office;
- From Main Street to Elm Place following the seasonal creek that runs diagonally through Central Park, south



Existing City Park drainage trail opportunity.

- to Pittsburg Place and existing, and south to Quincy Street;
- From Arrowhead Park west to Main Street along Washington (91st St);
- From Main Street through Veterans Park, around proposed Veteran's Park lake and north to Performing Arts Center; and
- At "Tiger Hill" (See *Park Expansion*, below).

Existing and proposed trail alignments are illustrated on the Downtown Vision Map on page 35.

PARK EXPANSION ON TIGER HILL

Because existing parks within the downtown are all relatively traditional in design, the idea of developing a more naturalistic park at "Tiger Hill"—a large, city-owned property at the northeast corner of the downtown boundary—should also be considered. The site's heavily wooded character makes it unique, as does its steep topography which provides excellent views of the city and would allow for the creation of a challenging network of mountain bike or hiking trails. A trailhead could be established at Greeley/5th Street or from Midway (just south of existing church parking) to provide for easy access from the downtown. Sidewalk connections could then be used to provide connections to Main Street. A sidewalk is already in place along Midway, but one would need to be established south along 5th Street and west along Detroit to Main Street.



FORMER AMPHITHEATRE SITE

An additional opportunity for park expansion exists just east of Veteran's Park in an area originally planned as an outdoor amphitheater. When the amphitheater's construction was abandoned due to drainage issues, the area became known as "The Pit". The property now sits vacant. Because of its tendency to hold water, "The Pit" could be re-graded with more gentle slopes and converted into a formal park with a lake. A trail system would encircle the lake and provide connections north to the Performing Arts Center and southwest to Veterans Park and Central Park. Engineering studies will need to be prepared to explore the feasibility of this idea in terms of its potential impact on the existing flood plain and the potential costs associated with any improvements to the existing creek corridor to the north and south.



"The Pit" today, looking north from Veterans Park (top); Example of formal lake, trail, and park setting that could be established on same site.

RHODES ELEMENTARY SCHOOL DETENTION POND

A third opportunity for park expansion exists at an existing detention pond just west of Rhodes Elementary School. The property is currently blocked off from the surrounding neighborhood with a 5 foot chain link fence and appears to the

unused aside from periodic detention of storm water. Expanding the pond's role to include that of a neighborhood park should be explored. This could be accomplished through the removal of the fence and investment in playground equipment, tables, and other park furniture, as well as a limited amount of landscaping. The pond's steep slopes may need to be regraded to reduce the amount of the standing water the pond will hold during a storm event.

Improvements described above are illustrated on the Downtown Vision Map on page 35 and are reflected in the recommended actions below.

Recommended Actions—Parks and Trails:

P&T 1: DEVELOP TIMELINE FOR IMPLEMENTATION OF PROPOSED TRAIL CONNECTIONS

Work with City Parks Department to develop refined alignments for a downtown trails system, for the linkages identified above, including Arrowhead Park to Main Street; Main Street to Elm Place, thru Central Park; Main Street to Performing Arts Center site, thru Veterans Park; and from Tiger Hill to Downtown.

P&T 2: DEVELOP TIGER HILL PARK/TRAIL SYSTEM

Expand city facilities at Tiger Hill to create a naturalistic park facility at Tiger Hill, and create trailhead linkages to the Downtown area.

P&T 3: CONDUCT FEASIBILITY ASSESSMENT OF CONVERTING FORMER AMPHITHEATER SITE TO PARK

Conduct an engineering feasibility assessment to determine potential impacts to the existing flood plain that could be triggered by the conversion of the former amphitheater to a park and lake. In addition, potential impacts and costs associated with up and downstream impacts to the creek corridor must also be evaluated.

P&T 4: DEVELOP DESIGN TO CONVERT FORMER AMPHITHEATER SITE TO PARK

Contingent upon an engineering feasibility assessment, work with City Parks Department to develop a plan and design for the re-use of the former amphitheatre site east of Veterans Park.



Existing chain link fence around Rhodes Elementary Detention Pond (bottom); Example of detention pond that has been designed as functional open space and park area for surrounding neighborhood (bottom).

P&T 5: IMPLEMENT EXPANSION OF VETERANS PARK

Work with City Parks Department to implement proposed plan and design for the re-use of the former amphitheatre site east of Veterans Park.

P&T 6: EXPLORE FEASIBILITY OF CONVERTING RHODES DETENTION POND TO PARK

Work with the BAPS and City Parks Department to explore the feasibility of enhancing the Rhodes Elementary School detention pond to serve as both a storm drainage facility and neighborhood park.

PUBLIC ART

Key Issues/ Opportunities

Downtown is home to several public art pieces, as found in Veteran's Park and Centennial Park; however, opportunities to incorporate additional public art (sculptures, fountains, or otherwise) as part of the many improvements recommended by the Downtown Master Plan should be pursued. Many communities have begun to require a small percentage of the budget for all publicly-funded projects be set aside for public art, while others simply set aside an annual budget for the purpose of acquiring various art works. Either type of approach—or a combination of the two can be effective in creating a more visually attractive and culturally stimulating environment for pedestrians in a downtown environment.



Public art can take on many forms, as illustrated by the above examples.

Recommended Actions—Public Art:

PA I: ESTABLISH PUBLIC ARTS PROGRAM

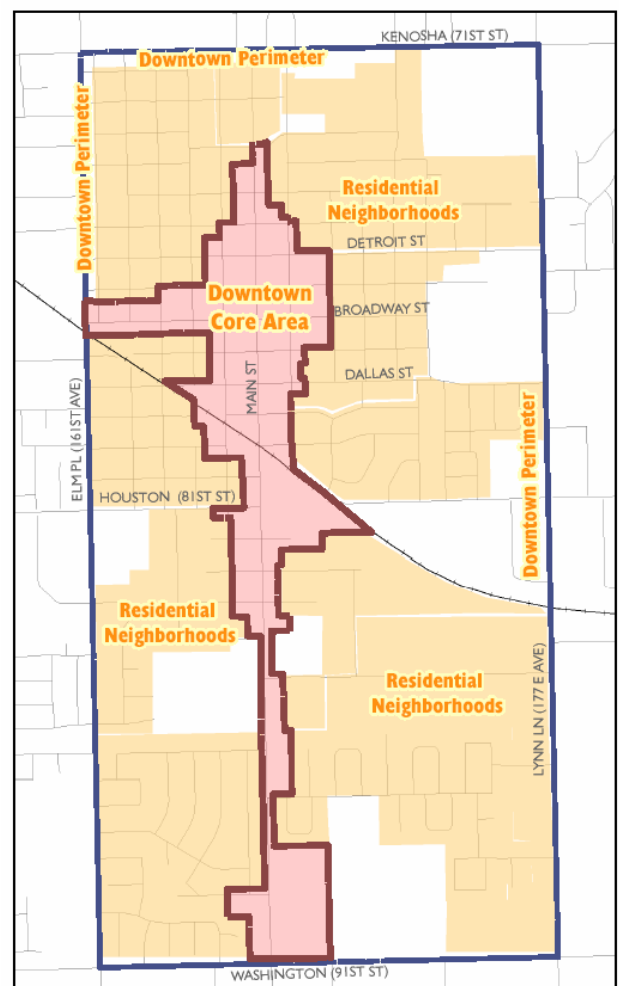
A Public Arts Program should be established to guide the acquisition and placement of public art within downtown. Oversight of the program could be handled by the new Design and Development Coordinator and Programming/Events/Promotion Coordinator positions with oversight from the Downtown Advisory Board.

Chapter 5: Land Use Strategy

The Land Use Strategy identifies appropriate locations for specific land uses within the planning area. This includes locations where uses are likely to change (or where a change of use should be encouraged) and areas where land uses are generally stable, but may require protective measures be put into place. The Strategy's recommendations are not intended as a guarantee for a particular parcel or a neighborhood's long-term status. Instead, the recommendations provide a general statement of planned stability or anticipated change, to inform residents and property owners and to guide the city in making future land use decisions.

The Land Use Strategy begins with a discussion of market-based land use opportunities and priorities and follows with the application of these opportunities and priorities to three distinct subareas within the downtown planning area: the Downtown Core Area, the Residential Neighborhoods, and the Downtown Perimeter. A discussion of key issues/opportunities and recommended actions is provided for each area.

*In addition to the land use recommendations contained in this chapter, a number of key design considerations have been identified for specific areas to address issues of scale, mass, character and other compatibility related concerns, both with adjacent uses and with the overall Downtown Vision. These design considerations are presented as a set of recommended design standards for future infill and redevelopment, and are contained in **Chapter 6, Design Themes and Standards**.*



Downtown Sub-Areas addressed by Land Use Strategy: (1) Downtown Core Area; (2) Residential Neighborhoods; and (3) Downtown Perimeter.

Infill development generally refers to the incorporation of new uses on a vacant property or properties.

Redevelopment typically involves the removal of existing structures on a site (often because they are obsolete, underutilized, or simply not compatible with the accepted Vision for the area) and the construction of new, more suitable, uses on the site.

LAND USE OPPORTUNITIES AND PRIORITIES

The fabric of vital downtowns is comprised of a number of important components. One of the key ingredients of vitality is the mix of private uses and investments.

The matrix on the following page identifies desirable land uses and recommended development intensities by downtown sub-area. Each use has been selected based upon its anticipated market feasibility, its ability to contribute to the vitality of downtown either in the short or long-term, and its potential compatibility (based on recommended Design Standards in Chapter 6) with the existing and desired character of each area. The matrix is based on the planning team's evaluation of market and other feasibility factors, interviews with local experts and experience on the best practices of other successful (i.e. active and attractive) downtowns. Uses identified in the matrix for all of the downtown sub-areas may be incorporated through the enhancement and reuse of existing structures, through infill and redevelopment, or through some combination of these strategies.





The phasing of development will respond to the evolution of the downtown market as well as specific individual development opportunities. While much of the emphasis for the Implementation/Action Plan focuses on the implementation of physical improvements to the Downtown Core Area, specific development opportunities will likely occur in all of the downtown sub-areas and should be addressed as they arise. To further enhance the vitality of downtown, preferred uses should be mixed within each sub-area over time.





Land Use Opportunities and Priorities Matrix

LEGEND:

- Priority ●
- Future ⊙
- Not Recommended --

Land Use	Example	DOWNTOWN CORE AREA				RESIDENTIAL NEIGHBORHOODS				DOWNTOWN PERIMETER		
		Mixed Use Core		Downtown Fringe		Transitional Neighborhoods		Stable Neighborhoods		Oppt./ Priority	Characteristics	
		Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics			
Retail												
Restaurant /Dining		●	<ul style="list-style-type: none"> Generally occurs at the ground floor of a mixed-use building Heights range from 2 to 4 stories Floor area ratios typically between 1 and 3 	●	<ul style="list-style-type: none"> May be part of mixed-use building or stand alone Development intensity decreases at neighborhood edge to provide transition 	--	<ul style="list-style-type: none"> Specialty retail/shops and personal services may be incorporated in converted homes or similar structures at neighborhood edge 	--	NA	⊙	<ul style="list-style-type: none"> Focus retail uses within Downtown Core in short-term to establish critical mass Encourage enhancement or redevelopment of existing uses 	
Specialty Retail/Shops		●		●		●		--		--		⊙
Grocery/Hardware		⊙		●		--		--		⊙		
Financial Services (Banks, etc...)		●		●		--		--		⊙		
Personal Services (Barbers, etc...)		--		●	⊙ On edges			--		⊙		
Office												
Owner Occupied/Professional		●	<ul style="list-style-type: none"> Generally occurs at the ground floor of a mixed-use building Heights range from 2 to 4 stories Floor area ratios typically between 1 and 3 	●	<ul style="list-style-type: none"> May be part of mixed-use building or stand alone Development intensity decreases at neighborhood edge to provide transition 	--	NA	--	NA	NA	<ul style="list-style-type: none"> Consider small offices as transitional use at perimeter—may be accommodated in converted residences to maintain residential character 	
Multi-Tenant		●		●		--		--		●		
		2 nd Floor & Side Streets										
Lodging												
Motel		⊙	<ul style="list-style-type: none"> May occur in converted homes (B&Bs) or as new construction Should be focused on side streets to preserve Main Street retail opportunities 	⊙	<ul style="list-style-type: none"> Pursue in future as activity in Mixed-use Core increases 	--	<ul style="list-style-type: none"> Inns may be accommodated at edges of neighborhoods where potential traffic and parking impacts would be less 	--	NA	--	<ul style="list-style-type: none"> Should be encouraged at Downtown Fringe instead to promote vitality 	
Bed & Breakfast (Inn)		●		●		⊙ On edges		--		--		
		Side Streets										

		DOWNTOWN CORE AREA				RESIDENTIAL NEIGHBORHOODS				DOWNTOWN PERIMETER	
		Mixed Use Core		Downtown Fringe		Transitional Neighborhoods		Stable Neighborhoods			
Land Use	Example	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics
Residential											
Single Family Renovation/Protection		--	NA	--	NA	●	<ul style="list-style-type: none"> Maintain/enhance stable homes where possible; however, existing homes may be intermixed w/other housing types and densities as infill/redevelopment occurs Overall density will vary from block to block based upon existing condition of homes 	●	<ul style="list-style-type: none"> Maintain/enhance existing homes Retain existing single-family densities 	--	<ul style="list-style-type: none"> Transition existing single-family residences (in poor condition) with arterial access to office/commercial/higher-density residential over time
Single Family Infill/Redevelopment (detached/attached)		--	NA	--	NA	●	<ul style="list-style-type: none"> Extent will vary from block to block based upon existing condition of homes Densities range from 6-8 du/acre May be intermixed w/other housing types and densities 	--	NA	--	<ul style="list-style-type: none"> If existing single-family residences are converting to other uses, encourage higher density residential (see townhomes, apartments, below)
Townhomes/ "Row Houses"		--	NA	● On edges	<ul style="list-style-type: none"> Use to provide transition between higher-density uses in Core and surrounding neighborhoods Densities range from 8-12 du/acre Heights range from 2-3 stories 	●	<ul style="list-style-type: none"> Extent will vary from based upon existing condition of homes Densities range from 8-12 du/acre May be intermixed w/other housing types Heights range from 2-3 stories 	--	NA	●	<ul style="list-style-type: none"> Encourage at edges of neighborhoods where single-family uses are converting to higher-densities Densities range between 8-12 du/ac Heights range from 2-3 stories
Apartments/ Condominiums/Lofts		● 2 nd Floor	<ul style="list-style-type: none"> Not appropriate as ground floor use Densities typically range from 15-24 du/acre, but may go as high as 40-50 du/ac for new construction Heights range from 2-4 stories 	●	<ul style="list-style-type: none"> Densities range from 12-24 du/acre May be intermixed w/other uses or function as stand alone use Heights range from 2-4 stories 	● On edges	<ul style="list-style-type: none"> Densities range from 12-24 du/acre May be intermixed w/other housing types, but should be focused at neighborhood edges Heights range from 2-4 stories 	--	NA	●	<ul style="list-style-type: none"> Encourage at edges of transitional neighborhoods where single-family uses are converting to higher-densities Densities range between 12-24 du/ac

DOWNTOWN CORE AREA												RESIDENTIAL NEIGHBORHOODS				DOWNTOWN PERIMETER					
Mixed Use Core												Downtown Fringe				Transitional Neighborhoods		Stable Neighborhoods			
Land Use	Example	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics	Oppt./ Priority	Characteristics						
Mixed-Use																					
Retail/Office/Residential		●	<ul style="list-style-type: none"> Generally occurs at the ground floor of a mixed-use building Heights range from 1 to 4 stories Floor area ratios typically between .75 and 3 		<ul style="list-style-type: none"> Floor area ratios vary, but are generally less intense than in Mixed-Use Core Should focus these uses in Mixed-Use Core until area becomes more vital 	--	NA	--	NA	--	NA	--	NA	--	NA						
Office/Residential		--	<ul style="list-style-type: none"> Not appropriate in Mixed-Use Core where more active uses are desired 	●	<ul style="list-style-type: none"> Floor area ratios vary, but are generally less intense than in Mixed-Use Core Focus office/ residential here to preserve Main Street spaces for more active uses 	⊙ On edges	<ul style="list-style-type: none"> Encourage at neighborhood edges in longer-term Density should be compatible with surrounding residential 	--	NA	⊙	<ul style="list-style-type: none"> Could be used to provide transition between neighborhoods and arterial streets in long-term 										
Live/Work		⊙ 2 nd Floor	<ul style="list-style-type: none"> Encourage where work portion of space is devoted to retail or similar 	●	<ul style="list-style-type: none"> Good transitional use between Core and neighborhoods Heights and floor area ratios vary, but are generally less intense than in Mixed-Use Core 	●	<ul style="list-style-type: none"> Encourage at neighborhood edges, particularly where adjacent to Downtown Fringe boundary Density should be compatible with surrounding residential 	--	NA	--	NA	--	NA	--	NA						
Commercial																					
Neighborhood Commercial/Retail		--	NA	●	<ul style="list-style-type: none"> Encourage redevelopment of existing centers south of PAC at increased densities and with higher quality 	--	NA	--	NA	●	<ul style="list-style-type: none"> Encourage redevelopment or renovation of existing centers to achieve higher densities and improve development quality 										

DOWNTOWN CORE AREA

Key Issues

Although downtown was for many years the retail center of the community, many businesses have struggled—or have even closed—in recent years as the city’s growth areas have continued to expand rapidly outward. As a result, the range of existing uses within the Downtown Core Area today is relatively limited. However, signs of improvement are evident with several new businesses and other reinvestment occurring during the past six months.

In order to create a more vibrant environment within the downtown, a broader mix of uses will need to be accommodated over time, including additional retail, private sector employment, civic uses, arts-oriented entertainment, and residential uses. New uses should be concentrated within the Downtown Core to focus their impact and encourage pedestrian activity.

The stabilization and enhancement of existing downtown businesses is also an important factor in its short and long-term success, as is the creation of an environment that will attract new businesses and patrons over time.

The Downtown Core Area is divided into two distinct Sub-Areas based upon primary land uses, design characteristics, and other distinguishing features. The Downtown Core Area Sub-Areas are: the *Mixed-Use Core*, and the *Downtown Fringe*.

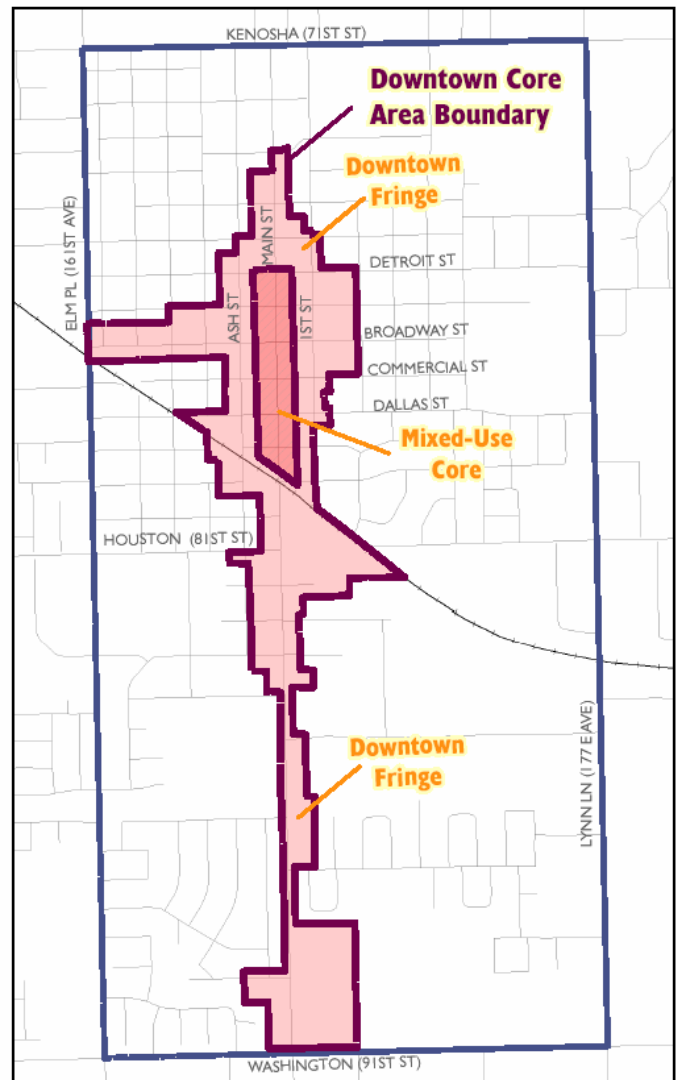
With the exception of those areas identified for protection or enhancement, infill and redevelopment will generally be encouraged throughout the Downtown Core Area.

Mixed-Use Core

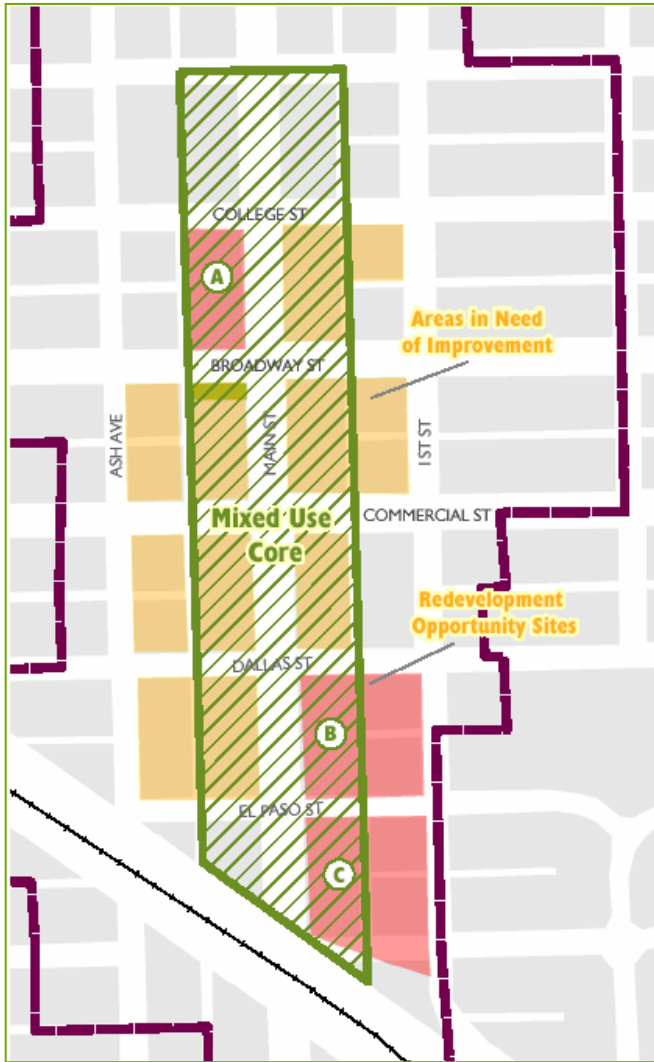
The Mixed-Use Core consists of those properties fronting onto Main Street and east/west streets between Detroit on the north and the railroad tracks on the south. This area has traditionally been, and will continue to be the “heart” of downtown.

LAND USE STRATEGY

Downtown’s primary retail and commercial uses will continue to be focused within this concentrated area—interspersed among the many public facilities



Downtown Core Area



Downtown Core Focus Areas: Areas in Need of Improvement and Redevelopment Opportunity Sites.

and amenities—to help establish a critical mass of activity and create a more destination-oriented downtown. Residential and office uses will be encouraged above retail uses, but will generally be discouraged at the ground floor where more activity-generating uses are desired. The transition of some ground floor storefronts to retail uses from existing office uses will occur incrementally, as it will require a more robust retail market than exists in downtown today.

The Land Use Strategy for the Downtown Core Area involves both the protection and enhancement of existing structures and the identification of opportunities to accommodate priority uses through future infill and redevelopment.

LAND USE PRIORITIES AND OPPORTUNITIES

As identified in the *Land Use Opportunities and Priorities Matrix*, uses encouraged within the Mixed-Use Core will be those that appeal to a broad array of people (i.e., restaurants, retail), and that help foster an environment that allows people to meet a variety of needs in a single trip. This role will become increasingly important as civic uses, such as the Performing Arts Center and the Educational Services Center begin to come online over the next few years.

The Land Use Opportunities and Priorities Matrix should be referred to for guidance when evaluating the location of specific uses within the Downtown Core Area.

Priority uses include dining, specialty retail, financial services, and mixed-use buildings. Along with the incorporation of new uses, a strong emphasis will be

placed on the retention and enhancement of existing businesses. This should include enhanced efforts on events programming and marketing, and priority assistance to existing businesses for the Downtown Façade Program and other recommendations contained in Chapter 7 of this Plan.

FOCUS AREAS

Specific opportunities for the Mixed-Use Core are focused in two areas: *Areas in Need of Improvement* and *Redevelopment Opportunity Sites*.

AREAS IN NEED OF IMPROVEMENT

Areas in need of improvement within the Mixed-Use Core are identified on the map on the previous page. Necessary improvements vary by structure, but range from the restoration of historic storefronts, to the renovation of incompatible structures to better fit within the downtown

context (i.e., buildings with no windows along Main Street, or an appearance that is otherwise not consistent with the desired character/theme for downtown). It should be acknowledged that significant improvements have already been made to select buildings on some of the blocks identified. The designation is not intended to detract from or negate the value of these improvements, but rather to encourage adjacent properties that are in need of improvement to make those improvements and to adhere to an equal standard of quality.

REDEVELOPMENT OPPORTUNITY SITES

A limited number of sites within the Mixed-Use Core have been identified as redevelopment opportunities, as sites that are not being utilized to their fullest potential. These sites are identified on the map on the previous page and have been identified for two primary reasons. First, their location within the Mixed-Use Core is of major significance in terms of the proximity to other key uses and Main Street frontage they provide; and second, they contain obsolete or non-contributing structures and uses that would generally not be supportive of the Vision even with significant renovation efforts.

In the case of Sites A and B, the uses contained within the existing structures are generally appropriate within the downtown context and could be retained in an alternative location or could be relocated to a new structure on the same site. Uses on Site C, however, are industrial in nature and are not appropriate in their current Main Street location for the long-term.



(top) Redevelopment Opportunity Site B; (bottom) Typical Downtown Fringe development.

Downtown Fringe

The Downtown Fringe is comprised of those areas contained within the Downtown Core Area, but outside of the Mixed-Use Core. This includes areas that are located both north of the Downtown Core Area (north Main Street and the Broadway corridor) as well as areas south of the Downtown Core Area (south of the PAC, to Washington Street).

LAND USE PRIORITIES/OPPORTUNITIES

Downtown Fringe uses may have a similar physical form and intensity (i.e., density, height) as Mixed-Use Core uses, but typically generate a much lower intensity of activity, both vehicular and pedestrian. For example, whereas office uses or residential uses would typically be limited to upper floor locations within the Mixed-Use Core, they are desirable and would be encouraged within the Downtown Fringe, particularly north of the railroad tracks. Uses within the Downtown Fringe also require additional design consideration, as they abut surrounding residential neighborhoods in many cases. One example of this is along the Broadway Corridor where infill and redevelopment (generally office and residential) should maintain the character of the stately single-family homes that remain in various locations along the corridor with their broad lawns and inviting front porches.

Downtown Fringe areas located in the southern portion of the Downtown Area transition to lower-intensity uses, including more conventional single family neighborhoods. The Plan identifies two areas of Fringe Commercial that have the potential for commercial enhancement and possibly some higher-density residential uses.

Recommended Actions—Downtown Core Area:

DTC 1: ADOPT DOWNTOWN PLAN AS ELEMENT OF CITYWIDE COMPREHENSIVE PLAN

Adopt the Downtown Plan as an element of the city's Comprehensive Plan Update the Citywide Comprehensive Plan Map to reflect the revised Downtown Area Boundary. Ensure that future requests for rezoning outside of the Downtown Core Area are consistent with the recommendations of the Downtown Master Plan and the associated Land Use Strategy set forth for the area in question. Finally, the city should adopt a policy as part of the citywide Comprehensive Plan that requires any proposed rezoning to be consistent with this Downtown Plan.

DTC 2: ADOPT RECOMMENDED DESIGN STANDARDS FOR THE DOWNTOWN CORE AREA

Design Standards should be adopted to ensure that infill/redevelopment in the Mixed-Use Core and surrounding Downtown Fringe is compatible with the established Downtown Character/Theme. Design Standards should also be applied to the renovation of existing structures. A set of recommended design standards are provided in *Chapter 6: Design Themes and Standards* and should be incorporated as part of the Zoning Code Update currently underway.

RESIDENTIAL NEIGHBORHOODS

Key Issues

MIX OF HOUSING TYPES

Downtown's residential neighborhoods are largely comprised of detached single-family homes. While some multi-family apartments have been introduced over time, many of these buildings tend to be poorly maintained and are out of character with the surrounding neighborhoods.

LACK OF MAINTENANCE/CODE ENFORCEMENT

The condition of homes within downtown's residential neighborhoods ranges from excellent to poor, and can vary dramatically from block-to-block. Code enforcement has been an ongoing challenge for the city, primarily relating to issues such as outdoor storage and general maintenance. This

has resulted in frustration for downtown residents who have spent considerable time and money on the renovation and maintenance of their homes but have little assurance that their neighbors will be held to a similar standard of quality.

GUIDELINES FOR INFILL/REDEVELOPMENT

Residential infill and redevelopment has begun to occur in some areas of downtown, but has generally been limited to individual sites or small groupings of sites in scattered locations. In some cases, single-family homes have begun to be replaced with two-family homes (duplexes), raising questions about the appropriate density and character of future infill and redevelopment. In several locations within the downtown, garages, car ports, and outbuildings have been constructed that are considerably out of scale and character with the surrounding neighborhood. The city recently revised its regulations to address this issue; however, these regulations need to be revisited within the context of the Zoning Code Update currently underway. A set of recommended Design Standards for Residential Neighborhoods is provided in *Chapter 6: Design Themes and Standards* to address these and other issues raised by infill and redevelopment pressures.

NEIGHBORHOOD PROTECTION

The enhancement and stabilization of downtown's residential neighborhoods is a key component of the overall Vision for the downtown, as residents of these neighborhoods will be the primary market draw for downtown businesses in the short-term as well as longer-term. For the purposes of the Land Use Strategy discussion, each of downtown's residential neighborhoods has been identified as either *transitional* or *stable*, as indicated on the map on the following page. The Plan provides guidance on the stabilization of transitional neighborhoods over time and on the protection of stable neighborhoods. Each category is described below along with specific recommendations. Opportunities to incorporate a broader range of housing types in a manner that complements the overall Vision for downtown and the character of existing neighborhoods should be explored.

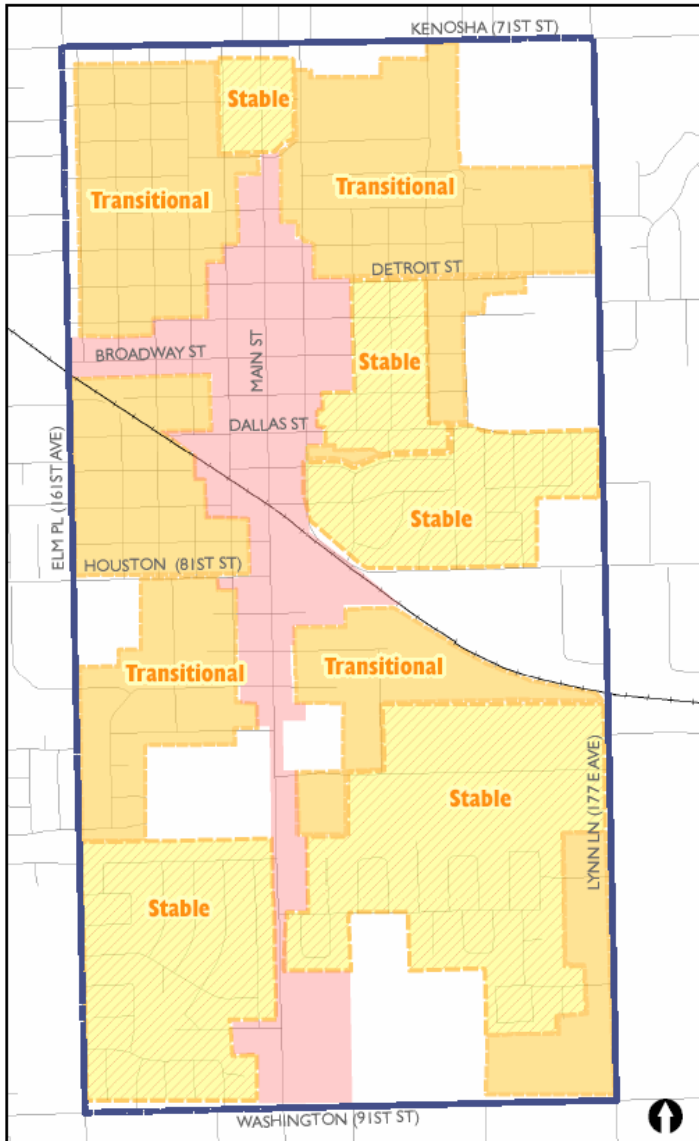
Stable Neighborhoods

BACKGROUND

In spite of the instability felt in downtown's transitional neighborhoods, others remain stable and will continue to be very viable during the coming years. The stability of these neighborhoods is reinforced by the limited availability of vacant land suitable for infill development, the unique characteristics of the neighborhoods (i.e., historically significant homes, large lots), limited outside development pressure, and in a few cases the relatively young age of the homes.



Outdoor storage and incompatible garage structure (top); Recent downtown neighborhood infill (bottom).



Land Use Status—Residential Neighborhoods

LAND USE STRATEGY

Stable neighborhoods are intended to retain their existing land use, design, and other distinguishing characteristics throughout the life of the plan. The ongoing condition of stable areas will be monitored, and changes to the underlying zoning districts will be discouraged.

Recommended design standards for Stable Neighborhoods are addressed in *Chapter 6: Design Themes and Standards*.

Transitional Neighborhoods

BACKGROUND

Many of downtown's neighborhoods are in a state of transition. Housing stock in these neighborhoods is among the oldest in the city. While many homes retain their historic charm, having been lovingly cared for over the years or recently restored, others (often on the same block) suffer from a general lack of investment or, in the worst cases, have fallen into severe disrepair. Transitional neighborhoods are identified as such to provide clear direction on these and other related issues and to provide guidance for residents and property owners regarding the types of changes that will be (or won't be) supported.

LAND USE STRATEGY

While infill and redevelopment will generally be encouraged within transitional neighborhoods, the extent to which it is appropriate varies dramatically from neighborhood to neighborhood, dependent upon factors such as the availability of vacant sites and the condition of existing housing stock. A variety of

housing types and densities are encouraged in Transitional Neighborhoods, as specified in Land Use Opportunities and Priorities Matrix. To ensure that higher density residential development is compatible with stable homes and neighborhoods, a set of recommended design standards is provided in *Chapter 6: Design Themes and Standards*.

Recommended Actions—Residential Neighborhoods:

RN 1: PROVIDE INCENTIVES FOR HOME RENOVATION

Provide incentives for renovation of stable homes and for homes that have the potential of being stabilized.

RN 2: PROMOTE INFILL AND REDEVELOPMENT IN TRANSITIONAL NEIGHBORHOODS

Encourage infill on vacant lots that is compatible with adjacent homes. Encourage redevelopment of homes or blocks too deteriorated to renovate and the incorporation of a broader mix of housing types and densities. Establish partnerships with the development community for the redevelopment severely deteriorated homes/blocks.

RN 3: ADOPT DESIGN STANDARDS FOR RESIDENTIAL NEIGHBORHOODS

Design standards should be adopted to ensure that infill/redevelopment in Residential Neighborhoods is compatible with their traditional character. Design Standards should also be applied to the renovation of existing structures.

A set of *recommended design standards* for residential neighborhoods is provided in *Chapter 6: Design Themes and Standards* and should be incorporated as part of the Zoning Code Update currently underway.

RN 4: ENSURE THAT CODE VIOLATIONS ARE MONITORED AND ADDRESSED PROMPTLY

City staff should continue to monitor and address code violations in residential neighborhoods, and consider enhancing efforts as resources allow.



Infill and redevelopment should be encouraged as a means of increasing the density and variety of housing types in downtown's transitional neighborhoods. The 4-plexes above were incorporated behind several existing single family homes and have a similar character and scale.



Typical commercial development along the Downtown Perimeter.

DOWNTOWN PERIMETER

Issues/Opportunities

Downtown Perimeter uses are located along the boundary of the planning area, primarily to the north, along the south side of Kenosha (71st Street) and to the west, along the east side of Elm Place (161st Street) north of Broadway. These areas generally consist of a wide array of small-scale, strip commercial uses that do not present a positive image for visitors approaching the downtown area. In many cases, development is of poor quality, appears to have occurred in a piecemeal fashion over an extended period of time, or has simply become obsolete. While the Downtown Perimeter uses do not play a significant role in the implementation of the Downtown Vision, their location along downtown's two primary gateway corridors emphasizes the need to encourage improvements in these areas as opportunities arise.

Uses in these locations will likely continue to be commercial or office, however, higher density residential should also be encouraged to further boost downtown's population. Where residential uses are being converted to non-residential uses such as limited commercial or office, the adaptive reuse of existing residences for this purpose should be encouraged to retain the residential character of the perimeter.

Recommended Actions:

DP I: PROMOTE HIGHER QUALITY DEVELOPMENT ALONG THE PERIMETER OF DOWNTOWN.

- Encourage the consolidation of smaller lots for redevelopment to promote a more unified pattern of development (i.e., coordinated access points, consolidated signage).
- Incorporate higher standards for commercial development as part of the Zoning Code Update currently underway.

Chapter 6: Design Themes and Standards

This chapter includes a discussion of key issues and design considerations that have been identified specific to the Downtown Core (Mixed-Use Core and Downtown Fringe), Residential Neighborhoods, and the Downtown Perimeter to address issues of urban vs. suburban scale, mass, character and overall compatibility with adjacent uses and with the Downtown Vision. A set of recommended design standards is also presented for each area and should be adopted as part of the city's Zoning Code Update.

DOWNTOWN CORE CHARACTER/THEME

Key Issues: Mixed-Use Core

DIVERSITY OF ARCHITECTURAL STYLES

The Mixed-Use Core has a very traditional downtown composition, with a small concentration of turn-of-the-century, 2-story storefronts lining Main Street (many of which have been modernized over the years with aluminum siding, simulated stone façades, and other architectural treatments and others that are being gradually restored to their original character); a second-tier of one-story storefronts more typical of the 1920's – 1940's that radiate from the core; and several stand-alone 1960's era structures. The variety of architectural eras and styles present in downtown makes it difficult—and unnecessary—to require all new development to adhere to a particular architectural style or theme (i.e., Victorian, Craftsman). While this approach can sometimes be successful in an area that has a large stock of structures built during a particular period that feature a common set of architectural elements, it can also backfire—resulting in a forced character that feels sterile.

COMPATIBILITY OF INFILL/REDEVELOPMENT

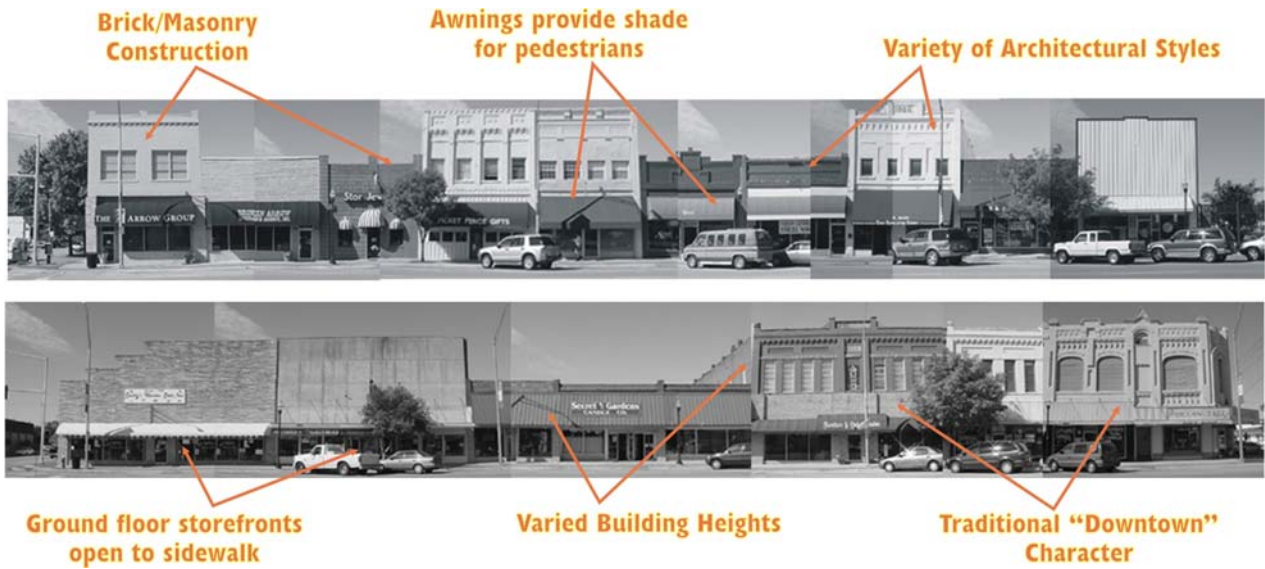
Instead of dictating a single architectural style, as discussed above, the diversity of architectural styles found in the Mixed-Use Core should instead be viewed as an asset. This does not mean that there would be no



Typical block in Downtown Core, illustrating diversity of architectural styles and building heights.

guidelines/standards for infill or redevelopment or that “anything goes”. It does mean that infill/redevelopment will be guided more by the form and basic composition of existing downtown structures, than by a particular architectural style.

Using this approach, infill and redevelopment would be required to conform to key character-defining features of the existing downtown framework, such as:



Key Character-Defining Features—Downtown Character/Theme.

- The relationship of existing buildings to the sidewalk and street (i.e., no front setback, no parking between the building and the street);
- The use of materials similar to those traditionally found in downtown (brick, masonry); and
- The use of wall-to-window ratios typical of downtown “storefront” buildings (i.e., more windows and glass at the street level than on upper stories to create interest for pedestrians).

Conforming to these basic features—illustrated above—would ensure that at first glance, new structures in the Mixed-Use Core will appear similar to existing historic structures, but would have unique architectural features that make them distinguishable as modern structures when more closely examined.

RENOVATION OF EXISTING STRUCTURES

The Mixed-Use Core contains numerous structures that contribute to its overall character/theme, some of which have been identified as eligible for designation on the historic register. Ensuring that the renovation of these structures occurs in a manner that is in keeping with the character/theme discussed above is also a key issue. This is particularly important in the

Mixed-Use Core, where several of the original facades have been completely covered over with siding, had their windows closed in, or have otherwise had their appearance drastically altered. The sketches that follow illustrate how a building could be renovated in a variety of styles, while still meeting the intent of these standards.

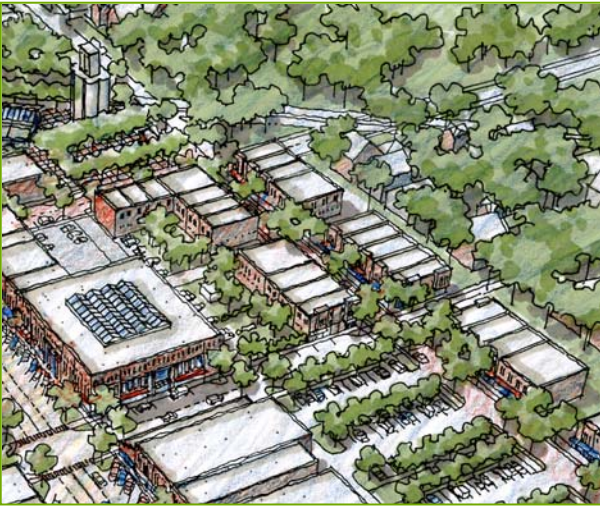


FAÇADE IMPROVEMENT PROGRAM

In tandem with various significant public improvements and new/enhanced public and private uses, an important element of the attractive place making for Downtown Broken Arrow are improvements to the facades of existing commercial buildings in the downtown core. This would also help reinforce design guidelines and/or goals for any new construction or major renovations in the area. In order to accomplish this, the city's existing façade improvement program should be revisited to refocus the program's energies in the downtown.



Illustrations of alternative renovation strategies for existing structures working within parameters established by the recommended Design Standards that follow.



Existing development character in the Downtown Fringe near the Mixed-Use Core—one-story, front parking (top). Proposed development character in the same vicinity—multi-story, urban character tapering off to surrounding residential neighborhood.



Existing development character in the Downtown Fringe—South Main.

Key Issues: Downtown Fringe

DIVERSITY OF ARCHITECTURAL STYLES AND DEVELOPMENT PATTERNS

The existing and desired character of development varies dramatically depending upon the location within the Downtown Fringe. In the area north of the railroad tracks and immediately surrounding the Mixed-Use Core it generally maintains an urban downtown-like pattern similar to the Mixed-Use Core, although the pattern has been compromised on some blocks with one-story buildings and surface parking lots. In these areas, the same basic principles of character/theme discussed for the Mixed-Use Core should be applied to emphasize more intense development, with a few exceptions:

- Small setbacks may be introduced, particularly for residential uses, as opposed to the strict “build-to” lines required along Main Street; and
- A transition in building height and mass will need to be provided between development in the Downtown Fringe and the surrounding residential neighborhoods. This will be particularly important in areas adjacent to stable neighborhoods, where differences in densities and building heights between the two areas will be greater.

Between the railroad tracks and Washington Street on the south, the pattern of development in the Downtown Fringe becomes much more suburban in character, with buildings set back from the street behind large parking areas and fairly isolated from adjacent uses and the surrounding neighborhoods. Most of this development has occurred in the last 50 years and therefore has little if any historic character. Applying the urban character discussed above would seem out of place in these locations. Instead, the enhancement of existing uses along south Main Street should be encouraged as opportunities arise. In most instances, buildings will be reused in their current configurations; however, incorporating façade and landscape enhancements can greatly improve their appearance.

Recommended design standards for the Downtown Core are provided beginning on page 86 and are broken into two sections: Mixed-Use Core and Downtown Fringe.



Conceptual enhancement of existing commercial center through façade treatments and landscaping.

RESIDENTIAL NEIGHBORHOODS CHARACTER/THEME

Key Issues/Opportunities

MIX OF HOUSING TYPES AND DENSITIES

A much broader mix of housing types and densities will be encouraged within downtown's transitional neighborhoods—reflecting a potentially dramatic shift from the primarily single-family character that exists today. The scale and extent of infill and redevelopment will range from small—such as a single duplex on a vacant lot in a stable neighborhood, to large—such as a multiple block redevelopment project in a transitional neighborhood that includes a variety of housing types and densities.

Infill occurring within stable neighborhoods will occur at densities very similar to that which exists today to protect the existing character of the neighborhood.

COMPATIBILITY OF INFILL AND REDEVELOPMENT

Similar to the discussion regarding infill and redevelopment in the Mixed-Use Core, the desired character/theme for downtown's residential neighborhoods hinges less on a particular architectural style and more on the desired form and pattern of development (i.e., relationship of buildings to the street, location of garages and parking areas, relationship to adjacent structures, etc.). Residential infill and redevelopment, whether at a large or small scale should follow an urban pattern of development as described in *Chapter 2: Downtown Planning Concepts*. An urban residential pattern allows



A mix of housing types and densities will be encouraged in transitional neighborhoods.



The 3 examples above illustrate various ways in which higher density housing can be incorporated into transitional neighborhoods while maintaining a more urban character. Common features include on-street or rear yard parking and modest setbacks.

for the incorporation of higher density development but maintains a strong emphasis on creating an attractive and inviting environment that encourages pedestrian activity.

Recommended design standards for Transitional and Stable Residential Neighborhoods are provided beginning on page 89.

DOWNTOWN PERIMETER CHARACTER/THEME

Key Issues

As discussed in Chapter 6, Downtown Perimeter uses will not play a significant role in the implementation of the Downtown Vision, however, their location along downtown's two primary gateway corridors emphasizes the need to encourage improvements in these areas as opportunities arise. Strip commercial uses that are pervasive at the Downtown Perimeter generally do not present a positive image for visitors approaching the downtown area. In many cases, development is of poor quality, appears to have occurred in a piecemeal fashion over an extended period of time, or has simply become obsolete.

The application of a distinct character or theme for Downtown Perimeter uses is not recommended, rather, as existing uses are improved or redeveloped over time, basic, but increased standards for commercial development should be applied. Signage, landscaping, parking design and location, and screening of storage and loading areas are all items that should be addressed. Specific design standards for the Downtown Perimeter will be addressed as part of updated commercial development standards that will be included as part of the Zoning Code Update currently underway.

Where residential uses are being converted to non-residential uses such as limited commercial or office, the adaptive reuse of existing residences for this purpose should be encouraged to retain the residential character of the perimeter.

Recommended Actions: Design Themes and Standards

DTS I: ADOPT RECOMMENDED DESIGN STANDARDS

A set of recommended design standards is provided on the following pages for the Downtown Core (Mixed-Use Core and Downtown Fringe) and for Stable and Residential Neighborhoods. The standards address both infill/redevelopment and renovation issues. Standards should be adopted as part of the Zoning Code Update currently underway. Each of the written standards is accompanied by a pair of photos, the first representing the types of development features to avoid (typically illustrating a suburban

development model) and the second representing the types of development features to encourage (typically illustrating an urban development model).

DTS 2: UPDATE DOWNTOWN FAÇADE PROGRAM WITH A DOWNTOWN FOCUS





The proposed program relies on potential grants under defined terms on a stepped or 3-tier basis instead of a loan program. The program would define requirements for a commitment of public funds and would offer a limited number of opportunities on a first-come application basis, as follows:

- **Tier One – Façade Concepts and Workshop:** A concept plan / estimated cost review workshop that would be open to all owners and tenants in the downtown core. Specifically, this would include personnel who could provide “real time” design sketches of concepts for specific buildings, cost range estimates, and an explanation of the permitting, public funding, private loan availability and potential matching public streetscape improvements.
- **Tier Two – Construction Design and Budgeting:** Subject to specific criteria specified for use of Vision 2025 funds for private improvements, a coordinated construction design/cost estimating program for up to 5 specific properties, using either the owner’s or city sponsored architect and contractor. The public funding commitment would be up to ½ of the cost up to a maximum public commitment of \$5,000 each for 5 properties.
- **Tier Three – Construction:** Actual construction of the proposed façade and adjacent public improvements, with a public funding commitment of 1/3 of the actual cost up to a maximum public commitment of \$33,000 each for 5 properties.



Recent restaurant renovation that complements downtown’s character/theme.

Design Standards: Downtown Core Area

DESIGN STANDARDS	AVOID	ENCOURAGE
Mixed-Use Core		
<ul style="list-style-type: none"> Structures shall “build to” the back of the sidewalk edge to maintain a consistent street frontage. “Gaps” in the frontage shall only be considered where a patio, pocket park, or other outdoor seating space can be provided. Parking shall not be located between the building and the street. 		
<ul style="list-style-type: none"> Structures shall maintain an open appearance (i.e., high window-to-wall ratio) at the ground floor to foster a pedestrian-friendly environment. 		
<ul style="list-style-type: none"> Historic facades shall be uncovered and restored to their original appearance to the extent feasible. 		
<ul style="list-style-type: none"> Traditional window placement and proportions on historic facades shall be maintained and restored where applicable. Tinted windows shall not be used, particularly at the ground floor. 		





Design Standards: Downtown Core Area

DESIGN STANDARDS	AVOID	ENCOURAGE
<ul style="list-style-type: none"> Brick shall be the primary building material, along with masonry accents as traditionally found in the downtown core area. Exterior Finishing Systems (EIFS) shall not be used as a primary building material. 		
<ul style="list-style-type: none"> Active uses such as retail shops or restaurants shall be encouraged at the ground level of parking structures. Parking structures shall be designed with architectural detailing of a similar level as adjacent structures. 		
<ul style="list-style-type: none"> Where surface parking is provided, it should be screened with a low masonry wall and/or landscaping to maintain an attractive pedestrian environment at the street edge. Larger lots should also provide landscaped islands at regular intervals to further soften their appearance. 		
<ul style="list-style-type: none"> Public facilities should be designed to avoid placing broad expanses of blank walls at the street edge. Multiple floors are encouraged for public facilities to minimize the overall footprint required. 		

Design Standards: Downtown Core Area

DESIGN STANDARDS	AVOID	ENCOURAGE
<p>Downtown Fringe</p> <ul style="list-style-type: none"> Structures within the Downtown Fringe should be designed to provide a seamless visual transition between more intense Mixed-Use Core uses and surrounding neighborhoods. Where a significant variation in height exists, the Downtown Fringe use should “step down” in height to within one-story of the lower intensity use. 		
<ul style="list-style-type: none"> Setbacks for uses within the Downtown Fringe should create a pedestrian-friendly street frontage, but may be slightly large to create a “softer” more residential character than those found within the Mixed-Use Core. 		
<ul style="list-style-type: none"> Where surface parking is provided, it should be screened with a low masonry wall and/or landscaping to maintain an attractive pedestrian environment at the street edge. Parking should be placed to the side or rear of buildings to the extent possible. 		

Design Standards: Residential Neighborhoods

DESIGN STANDARDS	AVOID	ENCOURAGE
Stable Neighborhoods		
<ul style="list-style-type: none"> Maintain appearance of broad lawns and canopy street trees as a significant character element. Prohibit parking within the front yard setback. 		
<ul style="list-style-type: none"> Ensure that future infill development and renovation of existing homes is compatible with the traditional character of the neighborhood (i.e., prohibit front loading garages, maintain tree lawns, encourage front porches, etc...) 		
Transitional Neighborhoods		
<ul style="list-style-type: none"> Ensure that infill and redevelopment works with—not against—the established framework of downtown's neighborhoods (i.e., setbacks, architectural character, garage placement, building orientation, scale) 		
<ul style="list-style-type: none"> Avoid vacating streets and alleys to create larger lots or otherwise "force" suburban development patterns to fit within the downtown context 		

Design Standards: Residential Neighborhoods

DESIGN STANDARDS	AVOID	ENCOURAGE
Transitional Neighborhoods		
<ul style="list-style-type: none"> ▪ Ensure that parking for higher-density residential uses is located away from the primary street frontage and/or screened. ▪ Encourage the retention of existing alleys for parking and access. 		
<ul style="list-style-type: none"> ▪ Encourage that multi-family residential within predominantly single-family neighborhoods be designed with the character of a larger single-family home. ▪ Avoid large, land-intensive multi-family residential developments. 		

Chapter 7: Implementation/ Action Plan

Successful downtown action plans are driven by a number of factors, including:

Vision – *what image does the community have for the downtown and how widely is that vision shared? Often, the commitment to an active downtown is held by political leaders, downtown property owners and businesses and the residents of adjacent neighborhoods. Residents and interests of the greater community will visit a viable downtown, but will not be part of the initial downtown interest constituency.*

Resources – *what financial and personnel resources are available? Is the downtown plan guided by shared staff (where the downtown is merely one of their responsibilities) and volunteers or is there dedicated staff and/or specific ongoing funding and organization focused on the downtown? Resources are often variable depending on the vision, confidence in the plan and potential return on public or private funds.*

Urgencies – *what are the critical issues and needs, both opportunities and challenges? In Broken Arrow, the Performing Arts Center is an immediate positive opportunity.*

Feasibility – *Although market feasibility is often considered the exclusive or primary determinant of downtown potential, in reality feasibility encompasses market potential, financial feasibility, political (including zoning, neighborhood interests, etc.) and physical issues (such as the stock of buildings and/or properties available for revitalization). All of the above factors need to be considered in successful downtown action plans.*

This Implementation/Action Plan focuses on three key elements: Organizational Structure, Priority Improvements/Actions, and Funding Strategies. A discussion of each follows.

ORGANIZATIONAL STRUCTURE

The recommended organizational structure described below seeks to address how Broken Arrow can carry the recommendations of this Plan forward in an effective way over time. Our recommended approach incorporates the establishment of a Downtown Advisory Board to provide oversight, ongoing leadership and direction utilizing existing staffing resources with needs for additional staffing requirements.

Organizational Structure Goals

Our recommended structure is designed to support the following organizational goals:

- Coordinate and enhance current programs and promotional activities;
- Develop plans, designs, and oversee implementation of key downtown projects, including streetscape and façade enhancement, gateways, and special projects such as the Farmers Market and Historical Museum; and
- Provide oversight for the expenditure of Vision 2025 funds and other public funds for capital projects.

Downtown Advisory Board

We recommend that a 5-7 member Downtown Advisory Board (DAB) be appointed by City Council to provide oversight for downtown-related activities. Members of the DAB should reside or have business and/or property interests in the downtown area, and should include representation from business owners/merchants, financial institutions, neighborhoods, and BAPS, as well as a representative with a background in architecture, urban design, or landscape architecture. The responsibilities of the DAB should include:

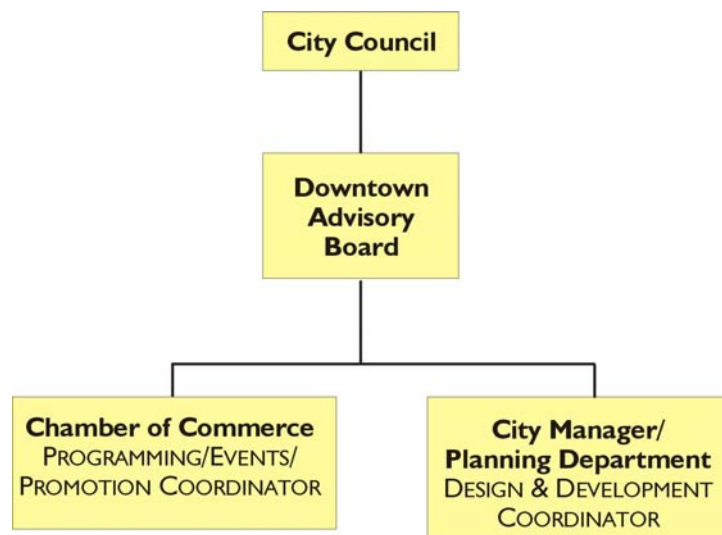
- Provide recommendations to City Council on Vision 2025 capital expenditures and other publicly-funded projects;
- Oversee implementation of the Broken Arrow Downtown Master Plan;
- Provide recommendations to the Planning Commission and City Council on all proposed downtown rezoning or other major development activities requiring city approvals;
- Review downtown development applications for consistency with adopted design guidelines; and
- Oversee activities of staff dedicated to downtown activities (see staff position recommendations below).

Staff Positions

Two staff positions are required to implement the plans and programs for the downtown area; a Programming/Events/Promotion Coordinator, and a Design and Development Coordinator. Each is described briefly below.

The Programming/Events/Promotion Coordinator position could be a restructured role of that currently provided by the Chamber of Commerce and presently funded through city hotel/visitor dollars. It is recommended that this relationship be continued with roles and responsibilities further clarified and strongly focused through an annual business plan / budget contract agreement between the city and the Chamber of Commerce. Closer collaboration between the city and Chamber is recommended to provide stronger focus and clear direction. The responsibilities of this staff position would be to coordinate efforts between the Chamber, City Parks events staff, the Arts and Humanities Council, and Downtown Merchants Association with regard to promotional activities, special events, and downtown business promotion. A Chamber employee, via contract with the city could continue to fill this position. With the potential of increased receipts of hotel and visitor revenue, these funds may be used in other areas in addition to the funding of this position.

The Design and Development Coordinator is a new position to be established specifically to focus on physical implementation of the Downtown Master Plan. The responsibilities of this position would include day-to-day oversight of city and other publicly-funded capital projects; direct design and implementation assistance for privately-funded projects, such as façade and other building and site improvements undertaken by private property owners in the downtown area. This new position would be a city staff position, to be located in the city's Planning Department. In order to be most effective, the individual in this position should have design skills that will allow the city to provide direct, hands-on assistance for city projects as well as to private individuals. It would also be useful for this individual to be able to forge relationships with regional agencies and institutions, such as the OU Tulsa Urban Design Studio, who may be able to participate in downtown design and development activities through cooperative agreements. The funding source for this position in the short-term would be a combination of hotel/visitor dollars and city General Fund resources.



Both staff positions would serve as staff support for the Downtown Advisory Board, and would meet on a regular basis with the DAB to ensure ongoing coordination.

Timeline for Organizational Structure

We are recommending that the Downtown Advisory Board be established and appointed by City Council immediately, concurrent with the adoption of the Downtown Master Plan. This will ensure that activities and coordination efforts will be seamless and ongoing once the Plan is adopted and in place.

We are recommending that the city and Chamber of Commerce restructure their contract for use of the hotel/visitor dollars 3-6 months following adoption of the Downtown Master Plan, to further clarify roles, responsibilities, and use of funds for programming, events, and promotional activities.

The Design and Development Coordinator position should be established and filled within 6 months following adoption of the Plan, in order to ensure that appropriate staff resources are available to oversee and coordinate Vision 2025 project expenditures as well as to establish a resource center to encourage private investment.

Additional Organizational Considerations

Over time, as development activities increase in the downtown area, the City Council may want to consider establishing a Downtown Development Authority (DDA), or similar authority. Such an authority is a dedicated, semi-autonomous entity (organized and supervised by City Council) with a defined longer-term revenue stream, dedicated staff, and a defined mission to promote and champion the downtown in a variety of ways (public services, public improvements, promotion and events, etc.). With proper funding, staffing and public/private relationships, such an authority is—by far—the most effective means of implementing downtown strategies. Such an authority should be created or authorized simultaneously with the establishment of an increment district in the city, to benefit the North Elm Economic Development Area as well as the downtown area.

To encourage private development in the downtown area, the city may want to establish a public body corporate and/or trust to be an authority (or the authorities) acting for the benefit of the city that is established according to the laws of the State of Oklahoma to issue bonds, assist in redevelopment, and acquire and dispose of property. Such an authority should be empowered to carry out the actions contained in this Plan.

PRIORITY IMPROVEMENTS/ACTIONS

The matrix that follows identifies a set of recommended Priority Improvements/ Actions that are intended to guide the community's efforts and use of Vision 2025 resources during the next one to three years. Most are intended to be completed concurrent with or prior to the completion of the PAC in 2008. Based on planning level cost estimates, many of the priority physical enhancements could be completed within the bounds of the Vision 2025 budget. The city is considering the establishment of an increment district, pursuant to the Oklahoma Local Development Act, to fund large-scale projects and as an ongoing source of revenues to further revitalize the downtown area. Formation of such a district would be subject to approval by City Council, in consultation with Broken Arrow Public Schools, Tulsa City/County Library District, and other taxing districts as appropriate. Of course, these dollars could be leveraged further by seeking matching funds from ODOT or other entities, by seeking contributions from private sources for portions of the improvements (i.e., businesses or groups of businesses could "adopt" a bulb-out or planting island), or by seeking grants from other local or state sources. However, other projects, such as the Ash/1st Street Pedestrian Loop, trail connections, park improvements (including the Veteran's Park expansion/amphitheatre), roadway improvements (such as the Jackson Street extension), and redevelopment projects, do not have identified funding sources at this time.

Recommended actions are organized in eight categories, based upon the type of impact they will provide. They include Public Uses; Placemaking; Private Use/Theme; Institutional/Organizational; Gateways; Private Investment; Parking Support, and General, which includes the preparation of this Plan. The estimated total cost of design fees/physical improvements/planning recommended is: \$2,922,500. An additional \$162,000 of the Vision 2025 funding has been committed for the two planning efforts mentioned above (less the contribution made by BAPS to the Site Selection Study). Estimated costs are approximate based upon similar improvements or planning efforts recently completed in other communities. As detailed designs are prepared more refined costs will need to be developed. Remaining funds should be administered by the Downtown Committee to pay for the implementation of additional items identified as long-term actions by the Downtown Plan, such as the development of a parking management plan, cost overruns on short-term projects, future planning efforts, a bulb-out pilot, public art, trailhead, other specific projects as identified following the adoption of the Downtown Master Plan.

Priority Improvements/Actions Matrix

The following matrix identifies a set of recommended Priority Improvements/Actions that are intended to guide the community's efforts and use of Vision 2025 resources during the next one to three years. Most are intended to be completed concurrent with or prior to the completion of the PAC in 2008. Based on planning level cost estimates, many of the priority physical enhancements could be completed within the bounds of the Vision 2025 budget. Of course, these dollars could be leveraged further by seeking matching funds from ODOT or other entities, by seeking contributions from private sources for portions of the improvements, by seeking grants from other local or state sources; or through the potential establishment of a TIF district as discussed in the *Implementation/Action Plan* and this Chapter.

CATEGORY/TASK	ESTIMATED COST	FUNDING SOURCE	RESPONSIBILITY
PUBLIC USES			
PF 1: Coordinate with BAPS on design/development of PAC	N/A	N/A	Design and Development Coordinator
PF 4: Develop plan for enhanced Historical Society Museum ⁴	\$200,000	Vision 2025/Historical Society	Design and Development Coordinator, Historical Society
PF 6: Develop site plan for Farmers Market ⁵	\$75,000	Vision 2025	Design and Development Coordinator, Historical Society, Consultants
PF 7: Implement Farmers Market/Historical Society Museum	\$1,005,000 ⁶	Vision 2025	Design and Development Coordinator, Consultants
PLACEMAKING			
SE 1: Install Zone A and Zone B streetscape enhancements	\$620,000	Vision 2025	Design and Development Coordinator, City
SE 3: Establish Broadway Corridor streetscape enhancements	\$60,000	Vision 2025	Design and Development Coordinator, City
DTS 1: Update façade improvement program with a downtown focus	\$200,000	Vision 2025	Design and Development Coordinator, City
PRIVATE USE THEME			
Coordinate and promote arts, culture and dining	N/A	N/A	Programming/Events/Promotion Coordinator
PA 1: Establish a Public Arts Program	TBD	TBD	Design and Development Coordinator and Programming/Events/Promotion Coordinator
INSTITUTIONAL/ORGANIZATIONAL			
Negotiate business plan and budget with Chamber for programming and promotion & staff position	TBD by City/Chamber	TBD	City, Chamber of Commerce
Fund and fill new city Design and Development Coordinator position	TBD by City/Chamber	TBD	City, Chamber of Commerce
GATEWAYS			
G1 & G5: Develop concept plans for gateways/neighborhood signage	\$31,500	Vision 2025	Design and Development Coordinator, Consultants
G2: Acquire land/agreements needed for gateway improvements	Will vary by location		Design and Development Coordinator, City
G3: Install Primary Gateway improvements	\$600,000	Vision 2025	Design and Development Coordinator, City
G4: Install Secondary Gateway improvements	\$100,000	Vision 2025	Design and Development Coordinator, City

⁴ Assumes that some additional funding would be provided to the Historical Society to offset the additional space recommended.

⁵ Includes an estimated \$200,000 in land costs.

⁶ Estimated cost includes Farmers Market only.

Priority Improvements/Actions Matrix

G5: Establish Neighborhood Signage Program	\$31,000	Vision 2025	Design and Development Coordinator, City
PRIVATE DEVELOPMENT			
Monitor current and proposed improvements	N/A	N/A	Design and Development Coordinator
DTC 2 & DTS 1: Adopt recommended design standards for Downtown Core Area	N/A	N/A	Zoning Code Update
RN 3 & DTS 1: Adopt recommended design standards for Residential Neighborhoods	N/A	N/A	Zoning Code Update
DPI & DTS 3: Promote higher quality development along Downtown Perimeter	N/A	N/A	Zoning Code Update
PROGRAMMING AND PROMOTION			
Evaluate cost / benefit of various downtown events	Programming/Events/Promotion Coordinator	N/A	Programming/Events/Promotion Coordinator
Identify gaps and opportunities in the current events calendar	Programming/Events/Promotion Coordinator	N/A	Programming/Events/Promotion Coordinator
PARKING SUPPORT			
P1: Update downtown parking provisions	N/A	N/A	Zoning Code Update
PLANNING			
Prepare and adopt Downtown Master Plan	\$136,000	Vision 2025	City/Vision 2025 Steering Committee

FUNDING STRATEGIES

As discussed above, Vision 2025 funds will provide a strong foundation of financial capacity to make a significant change in the physical character, attractions and investment climate for downtown Broken Arrow.

In addition to the Vision 2025 funds, the city will be making ongoing commitments of Lodging Tax Revenues (largely realized from the NEEDA project area) primarily to fund the Programming/Events/Promotion Coordinator position and of city General Fund Revenues, primarily to fund the Design/Development Coordinator position.

In order to be fully realized, the Downtown Vision will require significant private funding commitments and improvements, some of which are already underway. The Implementation/Action Plan provided in Chapter 7 of this document is specifically designed to stimulate and attract additional private activity.

As implementation of the Downtown Plan proceeds, there will be ongoing opportunities and needs for additional public funding. Vital and active downtowns are organic, requiring and rewarding continuing public and private improvements. Additional improvements that do not have identified funding sources at this time include the Ash Pedestrian Loop, trail connections, park improvements (including the Veteran's Park expansion), roadway improvements (such as the Jackson Street extension), and redevelopment projects.

The long-term implementation of the Downtown Plan may involve the following elements in order to fully leverage the initial Vision 2025 investment:

- The Priority Improvements/Actions as outlined in this plan;
- City Lodging and General Fund revenues;
- Ongoing private improvements as already committed and additional;
- Community Development Corporation (public or private);
- A downtown/ NEEDA tax increment financing (TIF) district to capitalize on the potential ongoing revenues from the NEEDA area and use those revenues to further implement the Vision; subject to City Council approval in consultation with affected tax districts; and
- Various other potential public funding sources, including (but not limited to) the following:
 - ✓ Community Development Block Grant (CDBG);

- ✓ Oklahoma Department of Transportation (ODOT) transportation enhancement grants;
- ✓ Additional city capital fund and/or bond commitments for specific projects;
- ✓ Other grants; and
- ✓ Potential future Metropolitan Area bond issues and/or programs (such as the recent proposed library district bond issue).

Key responsibilities for the Downtown Advisory Board and, especially, the staff Design and Development Coordinator will be to:

- Monitor the expenditure of the Vision 2025, Lodging Tax and General Fund expenditures;
- Identify opportunities to attract and leverage future private investment and improvements; and
- Identify, evaluate, and promote use of additional public funding sources, including:
 - ✓ Allocation of downtown/ NEEDA TIF funds, and
 - ✓ Additional potential public funding based on a cost/benefit evaluation of potential public funding opportunities relative to the downtown plan and Vision.

Summary of Specific Improvements/Actions:

A complete summary of Downtown Master Plan Recommendations is provided below, along with an estimated timeline for completion. Recommendations are organized according to their associated chapter and sub-heading in the document. Many of the items are also addressed in Priority Improvements/Actions Matrix, above.

RECOMMENDATION	SHORT TERM (0-3 YEARS)	MID-TERM (3-6 YEARS)	LONGER TERM (6+ YEARS)	ONGOING
DOWNTOWN FRAMEWORK PLAN				
Circulation and Access				
CA 1: Conduct feasibility analysis of Jackson Street Extension	X			
CA 2: Coordinate transit needs with service providers				X
CA 3: Explore shuttle partnership with local colleges			X	
CA 4: Explore feasibility of Bass Pro trolley connection			X	
CA 5: Monitor future opportunities for a fixed route transit system				X
Gateways				
G1 & G5: Develop concept plans for gateways	X			
G2: Acquire land/agreements needed for gateway improvements	X			
G3: Install Primary Gateway improvements		X		
G4: Install Secondary Gateway improvements	X			
G5: Establish Neighborhood Signage Program	X			
Streetscape Enhancements				
SE 1: Install Zone A and Zone B streetscape enhancements	X			
SE 2: Establish Phase I Ash/1st Street Pedestrian Loop		X		
SE 3: Establish Broadway Corridor streetscape enhancements	X			
SE 4: Conduct sidewalk and street tree inventory for Residential Neighborhoods	X			
SE 5: Implement sidewalk improvements for Residential Neighborhoods				X

RECOMMENDATION	SHORT TERM (0-3 YEARS)	MID-TERM (3-6 YEARS)	LONGER TERM (6+ YEARS)	ONGOING
SE 6: Establish annual tree-planting program for Residential Neighborhoods		X		
SE 7: Establish Phase 2 Ash/1st Street Pedestrian Loop				X
SE 8: Widen sidewalks in Zone A			X	
SE 9: Bury overhead utility lines			X	X
Parking				
P1: Update downtown parking provisions	X			
P2: Prohibit removal of additional structures for surface parking				X
P3: Develop Parking Management & Signage Plan		X		
P4: Install bicycle racks along Main Street				X
Public Facilities				
PF 1: Coordinate with BAPS on design/development of PAC	X			
PF 2: Coordinate with Tulsa City-County library on location/design of downtown library				X
PF 3: Develop plan for enhanced Historical Society Museum	X			
PF 4: Develop site plan for Farmers Market	X			
PF 5: Implement Farmers Market	X			
PF 6: Monitor CO-OP Opportunities				X
PF 7: Complete restroom facility to serve the downtown area		X		
Parks and Open Space				
P&T 1: Develop timeline for implementation of proposed trail connections	X			
P&T 2: Develop Tiger Hill Park/Trail System		X		
P&T 3: Conduct feasibility assessment of converting former amphitheater site to park		X		
P&T 4: Develop design to convert former amphitheater site to park		X		
P&T 5: Implement expansion of Veterans Park			X	
P&T 6: Explore feasibility of converting Rhodes detention pond to park		X		

RECOMMENDATION	SHORT TERM (0-3 YEARS)	MID-TERM (3-6 YEARS)	LONGER TERM (6+ YEARS)	ONGOING
Public Art				
PA 1: Establish Public Arts Program	X			
LAND USE STRATEGY				
Downtown Core Area				
DTC 1: Adopt Downtown Plan as element of citywide Comprehensive Plan	X			
DTC 2: Adopt recommended design standards for the Downtown Core Area.	X			
DTC 3: Update façade improvement program with a downtown focus	X			
Residential Neighborhoods				
RN 1: Provide incentives for home renovation				X
RN 2: Promote infill and redevelopment in transitional neighborhoods				X
RN 3: Adopt recommended design standards for Residential Neighborhoods	X			
RN 4: Ensure that code violations are monitored and addressed promptly				X
Downtown Perimeter				
DP 1: Promote higher quality development along the perimeter of downtown.	X			X
DESIGN THEMES AND STANDARDS				
DTS 1: Adopt recommended design standards	X			
DTS 2: Update façade improvement program with a downtown focus	X			

Appendix A: Background & Trends

DOWNTOWN TODAY

Existing Land Use Characteristics

The Vision 2025 Planning Area contains what was at one time, the entire city of Broken Arrow. As a result, existing land use patterns in the area are very diverse.

Residential neighborhoods occupy the largest portion of the planning area, accounting for around 47.42% of the total acreage. Residential development is primarily single-family, but also includes small pockets of multi-family residential, duplexes, mobile homes, and even a few rural residential parcels originally platted at the edge of the community.

Parks and recreation uses are abundant, occupying 80 acres or 6.25% of land within the planning area. Public/quasi-public uses are also abundant and include four public schools, numerous churches, City Hall, and other public facilities occupying an additional 136 acres or 10.63% of the total planning area.

Proportionately, commercial/retail uses represent a relatively small land area within the planning area at just under 4.53% of the total area. While the intersection of Commercial and Main Street was for years the community's commerce hub and most of the downtown's nearly 60 acres of commercial remain focused along Main Street; other uses have trickled nearly a mile north and south of the hub over the years. Office uses constitute an additional 1.17% of the planning area or just over 15 acres.

The compact size of the city in its early days, as well as the presence of a railroad alignment just south of the initial downtown core, are both factors in the presence of a fair amount of industrial land within the planning area (around 50 acres). Most of this development is centered along the railroad, with the largest portion located south of Houston Street and north of the tracks.



(top) Downtown residential; (Center) One of many downtown churches; (bottom) Veterans Park.

The planning area also contains approximately 40 acres of vacant land, 2 acres of agricultural land, 286 acres of right-of-way, and 6 acres of surface parking. A breakdown of all existing land uses within the downtown is provided on the following page. A map of existing land uses within the planning area is provided on the following page.

Summary of Existing Land Use

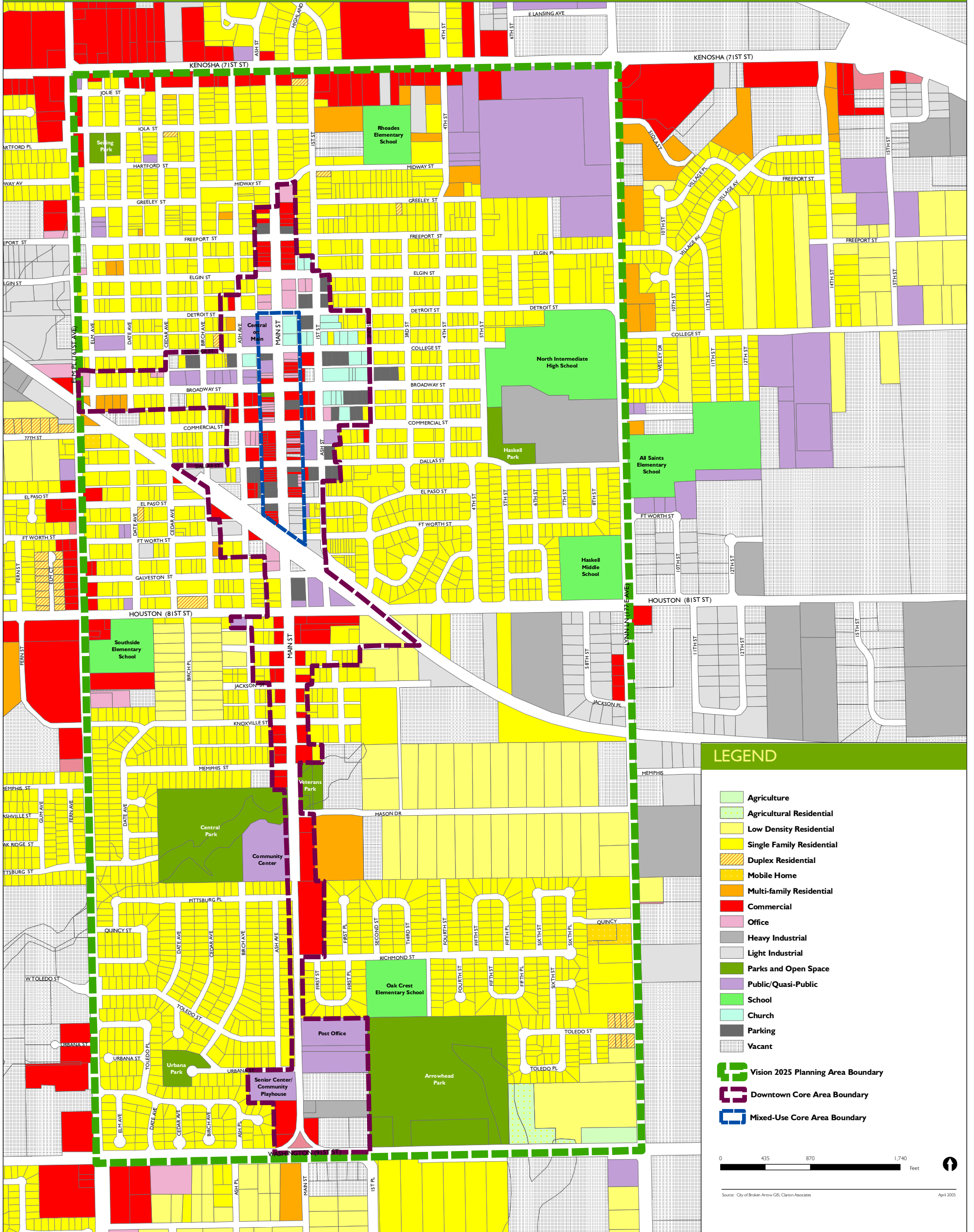
LAND USE	ACRES	% TOTAL
Residential		
Agricultural Residential	4	0.31%
Low Density Residential	103	8.05%
Single Family Residential	477	37.27%
Duplex Residential	4	0.31%
Mobile Home	3	0.23%
Multi-Family Residential	16	1.25%
Subtotal:	607	47.42%
Employment		
Commercial	58	4.53%
Office	15	1.17%
Light Industrial	21	1.64%
Heavy Industrial	29	2.27%
Subtotal:	123	9.61%
Public/Quasi-Public		
Schools	49	3.83%
Churches	9	0.70%
Public Facilities	78*	6.09%
Subtotal:	136	10.63%
Other		
Parks and Open Space	80	6.25%
Vacant	40	3.13%
Parking	6	0.47%
Agricultural	2	0.16%
Right-of-Way	286	22.34%
Subtotal:	414	12.6%
TOTAL:	1280	100%

Source: Broken Arrow Geographic Information System, Clarion Associates.

*Note: A large portion of this acreage is made up of the city's "Tiger Hill" property.

Existing Land Use Map

Downtown Master Plan



Current Zoning

Much of the planning area was developed prior to the city having a Zoning Ordinance, resulting in development patterns that do not necessarily correspond to current zoning. Existing zone districts within the planning area are numerous, due in part to the diversity of land use types. The application of these districts has some flexibility according to the city's Comprehensive Plan (See also, *Planning Tools*, below). A map of current zoning for the downtown planning area is provided on the following page. An overview of notable features is summarized below by land use type:

RESIDENTIAL

Residential uses span eight districts which are largely single-family in character. Primary differences between the single-family districts relate to allowable lot dimensions and coverage; with minimum lot sizes ranging from 12,000 square feet in the R-1 district, to 8,000 square feet in the R-2 and R-3 districts, down to 7,000 square feet in the R-3S district. Attached single-family and multi-family dwellings are only permitted within the R-4, R-5, and R-6 zone districts which cover a small portion of the downtown planning area. Parking requirements for residential uses are 2 spaces per unit, regardless of the type of residential.

COMMERCIAL

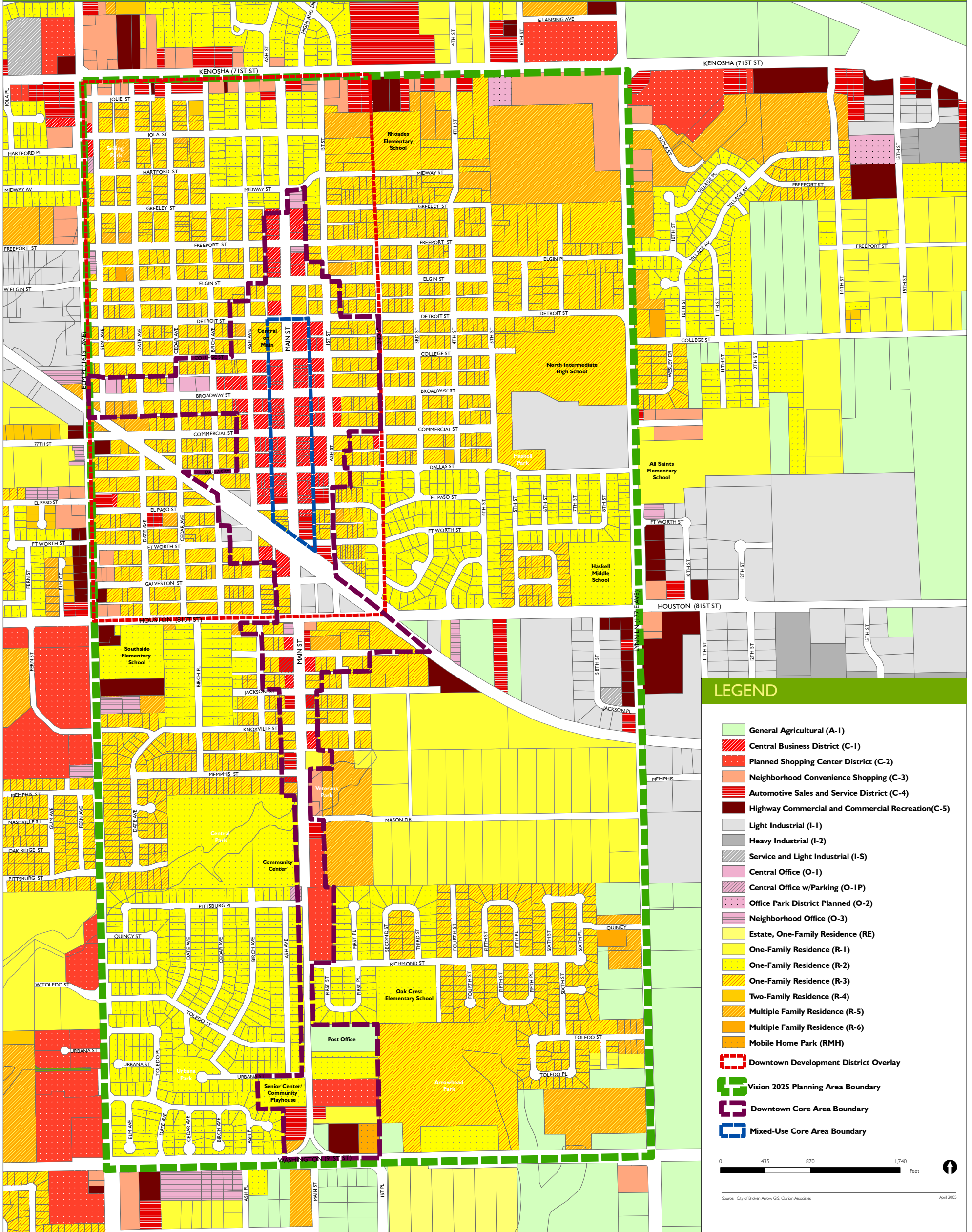
Much of the Mixed-Use Core is contained within the C-1 (Central Business District) zone, which acknowledges the unique role of the CBD within the community and allows for a more intense pattern of development in terms of its lot coverage, yard requirements, and height. Permitted uses are broad, but have been tempered to limit the inclusion of most industrial uses. Despite a broad array of permitted uses, the district is not characterized as a mixed-use district, and in fact, residential is only permitted as a *possible* use. Parking is not *required* for new uses within the C-1 district. Parking maximums are not included, nor are uses encouraged to use existing on-street parking to meet a portion of overall parking needs, or to explore shared parking opportunities. While the intent of not requiring parking within the C-1 district was to provide flexibility for downtown commercial uses, it has instead resulted in numerous off-street parking lots that are not compatible with the compact pattern desired within the Mixed-Use Core.

Other commercial districts within the downtown planning area include C-2 (Planned Shopping Center District), (C-4) Automotive Sales and Service District, and (C-5) Highway Commercial and Commercial Recreation. Application of these zone districts is spotty, with much of it occurring along Main Street south of the railroad tracks, or along one of the four perimeter streets. Existing development patterns within the districts are suburban in character (buildings set back from street, parking in front) and provide limited screening and landscaping, as most were constructed prior to the incorporation of landscape requirements in the



Urban commercial uses, Mixed-Use Core—top; Suburban commercial uses, south Main Street—bottom.

Downtown Master Plan



LEGEND

- General Agricultural (A-1)
- Central Business District (C-1)
- Planned Shopping Center District (C-2)
- Neighborhood Convenience Shopping (C-3)
- Automotive Sales and Service District (C-4)
- Highway Commercial and Commercial Recreation (C-5)
- Light Industrial (I-1)
- Heavy Industrial (I-2)
- Service and Light Industrial (I-S)
- Central Office (O-1)
- Central Office w/Parking (O-1P)
- Office Park District Planned (O-2)
- Neighborhood Office (O-3)
- Estate, One-Family Residence (RE)
- One-Family Residence (R-1)
- One-Family Residence (R-2)
- One-Family Residence (R-3)
- Two-Family Residence (R-4)
- Multiple Family Residence (R-5)
- Multiple Family Residence (R-6)
- Mobile Home Park (RMH)
- Downtown Development District Overlay
- Vision 2025 Planning Area Boundary
- Downtown Core Area Boundary
- Mixed-Use Core Area Boundary



Current Zoning Map

city's Zoning Code. Parking requirements for these districts vary by use, but generally range from 1 space per 200 square feet to 1 space per 300 square feet for retail uses.

OFFICE

A very limited amount of the downtown planning area is zoned specifically for office uses. Zone districts include O-1 (Central Office) and O-3 (Neighborhood Office). Application of the districts includes a small concentration along Broadway, west of Main Street, several other parcels on north Main, and Elm Place.

DOWNTOWN DEVELOPMENT DISTRICT

The Downtown Development District was adopted in October 2004 and was established as a supplemental/overlay zoning district for the portion of the planning area defined by: Houston Street, Elm Place, Kenosha Street, and Second Street. The district is intended to provide an alternative to conventional development and requires submission of an Outline Development Plan (ODP) and accompanying development standards to the Planning Commission and City Council for discretionary review. If approved, Council may prescribe appropriate conditions and safeguards.

Planning Tools

Several planning documents have been prepared for the downtown area, or provide specific policy direction for the area. Key recommendations of these documents are summarized below:

BROKEN ARROW COMPREHENSIVE PLAN (ADOPTED 1997, UPDATED 2003)

The city's Comprehensive Plan provides broad policy guidance for the community. The Plan uses a Land Use Intensity System (LUIS) which includes seven land use levels and is based upon the concept that certain land uses have similarities in intensity of use and are compatible, while other land uses have a different level of intensity and may not be compatible. The application of the LUIS is tied to the city's zoning districts and allows various zone districts to be either *allowed* or *possible*, within each of the seven land use levels. While most of the LUIS levels are represented in the planning area in some capacity, Level 5 and Level 2 are the most predominant and relevant to the Downtown Master Plan. Zoning districts allowed or possible for these levels are as follows:

Level 5-Downtown Area—Allowed Zoning Districts:

- ✓ O-1: Central Office
- ✓ O-1P: Central Office
- ✓ C-1: Central Business District
- ✓ C-1P: Central Business District

Level 5-Downtown Area—Possible Zoning Districts:

- ✓ R-5: Multi-Family Residential
- ✓ O-2: Planned Office Park
- ✓ O-3: Neighborhood Office
- ✓ C-2: Planned Shopping Center
- ✓ C-3: Neighborhood Convenience Shopping

Level 2-Urban Residential—Allowed Zoning Districts:

- ✓ R-2: Single Family Residential
- ✓ R-3: Single Family Residential

Level 2-Urban Residential—Possible Zoning Districts:

- ✓ R-4: Two Family Residential
- ✓ O-3: Neighborhood Office

The system is particularly important to note for the downtown planning area, as the list of *possible* zoning districts within the Downtown Area (Level 5) was controversial on one occasion when a property in an adjacent residential neighborhood was rezoned to commercial due to neighborhood concerns about commercial encroachment—which continues to be a concern. It is also relevant as it relates to the discussion of specific zoning districts above and the types of uses that are permitted or prohibited within them.

In general, the Comprehensive Plan emphasizes the need to encourage the revitalization and enhancement of the downtown planning area and the need to be sensitive to the relationship between residential neighborhoods and the commercial core as infill and redevelopment occurs. The Plan also recognizes the opportunity to establish a Farmers Market within downtown.

THE BROKEN ARROW REPORT: DESIGNWORKS SITE VISIT (DECEMBER 2003)

DesignWorks is an Oklahoma based program that provides an avenue for communities and design professionals to come together in improving the image of Oklahoma towns. A visit by the DesignWorks team was sponsored by the Oklahoma Main Street Center and the Oklahoma Department of Commerce. The team toured downtown and met with numerous stakeholder groups over a two-day period. Key recommendations included:

- ✓ The enhancement of downtown gateways;
- ✓ Incorporation of directional signage;
- ✓ The development of a façade enhancement program;
- ✓ Use of reinvestment tax credits to promote rehabilitation;
- ✓ Strengthening of public/private partnerships; and

- ✓ Implementation of a downtown management system (either through the Oklahoma Main Street Program or similar means).

Transportation

The downtown transportation network is comprised of four key components as follows:

REGIONAL STREET NETWORK

Downtown is linked to the regional transportation network by the Broken Arrow Expressway, located one half-mile to the north and which is accessible via Kenosha Street, Elm Place, and Lynn Lane/9th Street. The Expressway provides a direct route northwest to the City of Tulsa and southeast to Wagoner County. Of these connections, the Elm Place on-off ramps see the highest annual traffic volume with on average 23,000 cars traveling through over the past five years, followed by the Lynn Lane entrance, which saw an average of just over 17,500 vehicles, and the Kenosha entrance which saw just under 16,000 vehicles, over the same time period. The recently completed Creek Turnpike, located just over two miles to the south, also provides regional connections.

LOCAL STREET NETWORK

The Downtown area is bounded by four arterial roadways, Kenosha Street (71st Street) to the north; Washington Street (91st Street) to the south; Lynn Lane (177th E Avenue) to the East; and Elm Place (161st Avenue) to the West. In addition, Main Street bisects the east and west sides of the planning area and serves as the only continuous north/south roadway. East/west linkages are fairly limited, with the only arterial (Houston Street) blocked east of Main Street by the railroad tracks. Of these major arterials Elm Place receives the most annual traffic volume followed by Kenosha Street. The Main Street corridor receives the most traffic volume northbound from Houston Street, which may be attributable in part to passengers making their way to the Broken Arrow Expressway entrances to the north of downtown.

TRANSIT

Transit service is provided to a limited number of health, service, and education facilities through the Broken Arrow Bus Service (BABS). This service is designed to provide people, particularly the elderly, in need of regular transportation services to 17 set locations within the city. The bus service operates Monday through Friday, 7 A.M. to 6:20 P.M., circulating among the various locations throughout the day. Service is also provided on Saturdays through the month of December to allow passengers additional access through the holiday shopping season. In addition, Tulsa Transit provides non-stop express service to Tulsa from a nearby park and ride (North of Broken Arrow Expressway on Aspen Ave./145th E. Ave.) several times during the day.



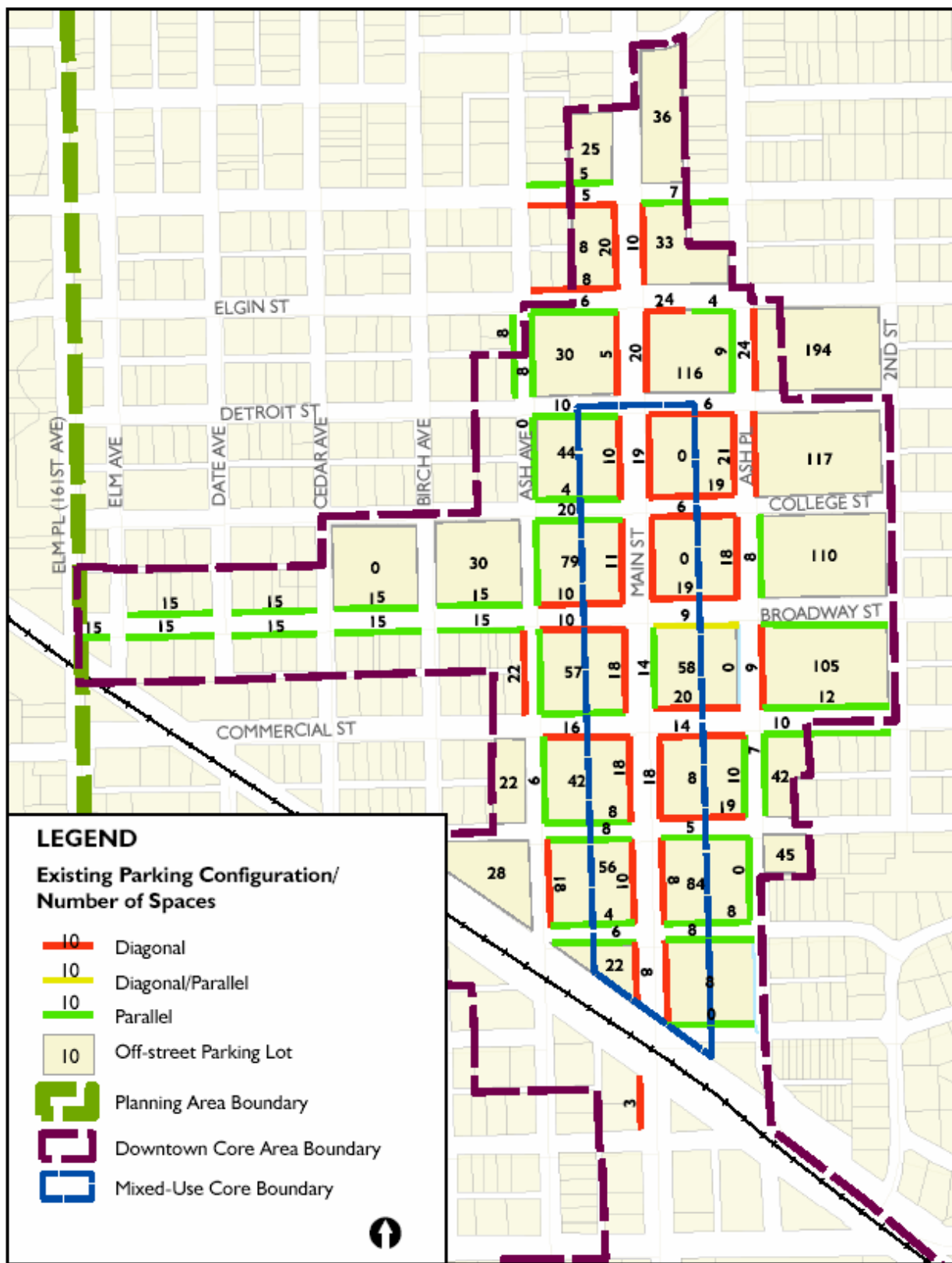
Rail corridor.

RAILROAD

The Union-Pacific railroad divides the downtown planning area in half, running diagonally from northwest to southeast. Traffic on the line is currently limited to approximately three trains daily. Despite the limited traffic on the line, the number of at-grade railroad crossings permitted is tightly controlled by the railroad. Because of this, the downtown area features numerous interruptions to its street pattern, both in a north/south and an east/west direction.

PARKING

The Downtown Core Area, north of the future PAC, contains an estimated 2,300 parking spaces (1,399 off-street/905 on-street). Parking is identified by location and type on the map that follows.





Centennial Park.

Facilities and Services

Despite its relatively small land area, downtown offers a broad range of facilities and services, including:

PARKS AND RECREATION

There are seven parks occupying nearly 80-acres land within the downtown area. These parks offer passive and active recreation and event space to residents of and visitors to Broken Arrow. The seven parks within the downtown are: Arrowhead, Central, Haskell, Seiling, Urbana, Centennial, and Veterans Parks. Central Park is one of the largest parks and is home to the Broken Arrow Recreation Center. The Park hosts many events throughout the year, including Holiday Lights in Central Park and Rooster Days.

EDUCATIONAL FACILITIES

The Downtown planning area is home to four public schools, all within the Broken Arrow Public Schools District: Oak Crest Elementary, Rhoades Elementary, Haskell Middle, and North Intermediate High School. In addition, Summit Academy Church School is located within the area and All Saints Elementary is located just outside the boundary area. All of the public schools within the downtown area have performed above passing level on the Academic Performance Index (API) for Oklahoma.

There are also a number of higher education facilities in the Broken Arrow area. Within Broken Arrow itself, there is the newly opened campus of Northeastern State University at Broken Arrow, the Broken Arrow campus of the Tulsa Technology Center, and the Rhema Bible Training Center. Enrollment numbers for these institutions are 2,451 (2004), 398 (2001), and 1,000 (2004) respectively. Additional institutions within the greater Tulsa area include:

- ✓ Tulsa Community College;
- ✓ University of Tulsa;
- ✓ Oral Roberts University;
- ✓ University of Oklahoma—Tulsa;
- ✓ Langston University—Tulsa;
- ✓ OU Medical Center; and
- ✓ Oklahoma State University at Tulsa.

Broken Arrow Public Schools (BAPS) is also in the process of converting the formal Central Middle School facility to a Professional Development Seminar Center (Central on Main) that will offer continuing education classes to teachers from throughout Oklahoma.

CIVIC USES

The planning area is home to Broken Arrow's City Hall and City Hall Annex, which house the city's Planning, Engineering, and Legal staff, among others. In addition, a branch of the Tulsa City-County Library, the Broken Arrow Senior Center at the Main Place, and the Broken Arrow Community Center are located within the planning area.

MARKET PROFILE

A targeted reconnaissance of market conditions relevant to downtown was conducted. The result of this effort was not intended to be a full market study, but rather an analysis of general market trends in downtown, Broken Arrow as a whole, and the larger Tulsa Metropolitan Area. The analysis provided insight into the potential impacts of current market trends on future retail, office, and residential opportunities. Detailed market data was obtained from Claritas, Inc. a firm specializing in developing these types of data sets, and has been summarized here where applicable. Additional analysis was based largely on interviews with individuals and organizations with knowledge of local market conditions and activities, site visits to competing destinations within the region, and on the team's experience working within other downtown environments across the country.

Multiple factors influence the current and potential market for various uses within downtown, including downtown demographics, the mix of existing businesses in downtown, parking supply, and others. Each factor was evaluated and is summarized below:

Population and Household Characteristics

According to the 2000 US Census, the planning area contained approximately 8,300 people in 5,900 households—representing a very small portion of the citywide population of just under 75,000 people. According to a December 2004 Demographic Profile prepared by the city's Planning Department, the city's population has increased by an estimated 15,979 people to 90,838. This increase represents a 21.3% increase, but includes 6,636 people added through the annexation of existing developed areas. Although the number of people and households within a 1-mile radius of downtown are anticipated to increase during the next five years, the increase will occur at a rate significantly lower than that for the city as a whole (2.7% vs. 13.7%⁷). The projections reflect the fact that the area is largely built out and that existing land uses are not anticipated to change dramatically.

On the whole, the population of downtown tends to be older than that found in either Broken Arrow or Tulsa, with 17% of the population 65 years or age or older, as opposed to 7.5% Broken Arrow and 12.8% in Tulsa. Despite the presence of a larger elderly population, 25% of the planning

⁷ According to 2000 US Census. 2005 estimates are only available at a citywide level.

area was comprised of people under the age of 18, a proportion comparable to Broken Arrow (30.9%) and Tulsa (24.6%).

Summary of Population and Household Characteristics

	2000	2004	2009	PERCENT CHANGE (2004-2009)
Population				
City of Broken Arrow	74,956	90,838 ⁸	95,000 ⁹	13.7%
Downtown Planning Area ¹⁰	5,925	--	--	--
1-mile radius ¹¹	8,302	8,487	8,716	2.7%
3-mile radius	51,777	55,856	59,856	7.9%
5-mile radius	104,356	113,691	124,921	9.8%
Households				
City of Broken Arrow	26,393	29,417 ¹	--	--
Downtown Planning Area	5,925	2,086	--	--
1-mile radius	3,271	3,377	3,505	3.8%
3-mile radius	18,259	19,721	21,517	9.1%
5-mile radius	38,469	42,231	46,824	10.8%

Source: City of Broken Arrow Demographic Profile, 2004-2005; 2000 US Census; Claritas (1, 3, and 5-mile radius).

Median Household Income

Median Household Income within the planning area is nearly \$15,000 less than the citywide median. When examined based upon the distance of the household from the planning area, incomes were highest within a 3-mile radius.

	2000	2004
City of Broken Arrow	\$53,507	--
Downtown Planning Area	\$37,007	--
1-mile radius	--	\$39,067
3-mile radius	--	\$57,058
5-mile radius	**	\$54,801

Source: 2000 US Census, Claritas, Inc.

⁸ January 2005 estimate. City of Broken Arrow Demographic Profile, 2004-2005, December 2004.

⁹ 2010 estimate.

¹⁰ According to 2000 US Census.

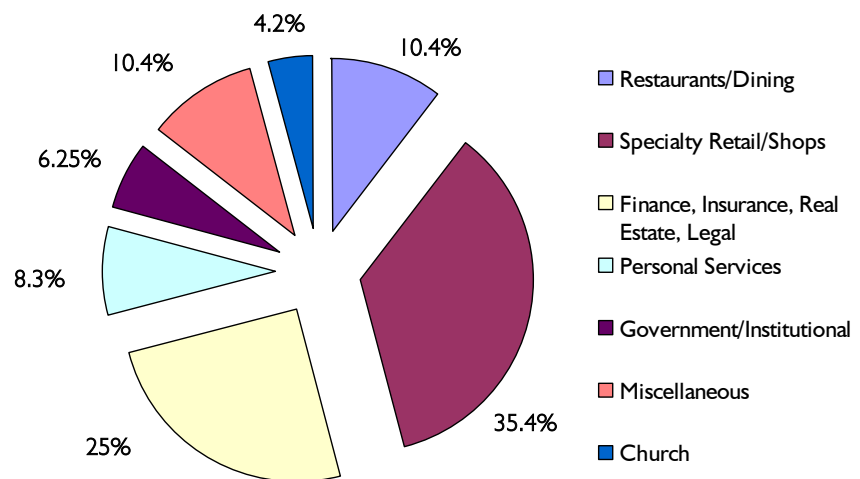
¹¹ Estimates for 1, 3, and 5-mile radii are based on November 2004 Claritas data, reported at the block group level. Radii were calculated from the intersection of Commercial and Main Streets.

Housing Type and Tenure

Not surprisingly, structures in the downtown area tend to be older than those generally found in the city. Whereas 95% of all housing in the downtown was constructed prior 1980, only 44% of the housing stock for the city fits into this age bracket. Most of the housing in the area is single-family housing (84.2%), which is consistent with the city as a whole (87.6%). Owner occupancy rates within the downtown area (60.9%) are lower than found in the city (78.9%), but the tenure of those residents is much longer in duration than found in the city. Nearly 60% of all owner-occupants have resided in their homes for more than 10 years, with nearly 40% of all homeowners residing in the downtown for 20 years or more. These numbers are much higher than in the city, where only 31.5% of the owner-occupant population has resided in their homes for more than 10 years. While this high level of stability within the neighborhood can be considered a real strength, the relatively high vacancy rate of 6.1%, is 44% higher than the rate for the city.

Land Use Mix—Mixed-Use Core

Based on a November 2004 field survey, existing uses located within the Mixed-Use Core today can be grouped into the following categories: Restaurants/Dining; Specialty Retail/Shops; Finance, Insurance, Real Estate and Legal; Personal Services; Churches; Government/Institutional; and Miscellaneous. As indicated by the chart below, Specialty Retail/Shops make up the largest proportion of uses. This category is comprised largely of furniture, gift, and antique stores. The next largest representation comes from the Finance, Insurance, Real Estate and Legal category. Personal Services (includes dry cleaners, hair salons, or similar), Restaurants/Dining/ and Miscellaneous uses are fairly evenly represented with several uses in each category. The Chamber of Commerce, City Hall, Central on Main, and Broken Arrow Public Schools are all represented by the Government/Institutional category. While the existing mix of uses in downtown is typical of many small downtowns, it lacks an abundance of activity generating uses, such as restaurants and retail stores and needs additional housing units to promote a more round-the-clock environment.



Source: November 2004 field survey, Clarion Associates, Studio Architecture.



Future home of Nouveau Chocolates—undergoing renovation, 2004.

Recent/Planned Investments

Numerous public and private investments have been made recently in downtown and several others are currently in the planning stages. For the purposes of discussion, residential and non-residential investments are listed separately.

RESIDENTIAL

Residential infill and redevelopment has begun to occur on a limited basis within downtown neighborhoods. Recent residential investments include the construction of three duplexes on Cedar, Birch, and Houston and two single-family residences on 3rd street. In addition, numerous homes within downtown are undergoing renovation, including several on Dallas Street.

NON-RESIDENTIAL

Non-residential investments have been steady during the past year and include the purchase and renovation of multiple structures on Main Street. Several of the structures are being used for office space, another has been converted to a restaurant (Rooster Crows) and yet another is being converted to a specialty chocolate shop (Nouveau Chocolates).

Two major investments in downtown are being undertaken by Broken Arrow Public Schools (BAPS). This first involves downtown's first middle school, now referred to as Central on Main, which was listed with the National Historic Register and will receive \$1.5 million for remodeling and repairs as it is adapted into a Professional Development Seminar Center. The second is the BAPS Performing Arts Center (PAC) which will be located just south of the railroad tracks on the east side of Main Street and will include a performance auditorium (1,500 to 1,700 seats) as well as other associated offices and facilities, including a media production studio.

Other investments still in the planning stages include the former Laurel Nursing Home which was purchased with plans for the creation of an office building, and the Arkansas Valley State Bank which plans to completely remodel and expand their Main Street location to handle current needs and anticipated growth generated from branch locations. In addition, the Historical Society Museum is in the planning stages.

Assistance Programs

Several assistance programs have been put into place for the downtown area in recent years. A summary of each is provided below:

FAÇADE IMPROVEMENT PROGRAM

Broken Arrow's 1994 bond issue included approximately \$150,000 to be available for low interest loans for façade improvements in the downtown. There was minimal response to this program, which was

later expanded to include commercial properties in the entire city. Approximately \$100,000 remains in this program for future use.

RESIDENTIAL LOW INTEREST LOAN PROGRAM

A low-interest loan program for low to moderate income families was established in 1994. The program is funded with Community Development Block Grant (CDBG) monies and is monitored by INCOG, a voluntary association of local governments serving Creek, Osage, Tulsa, and Wagoner Counties.

Downtown Events

Downtown is home to numerous community events throughout the year, sponsored by the city, the Downtown Merchants Association, the Broken Arrow Special Events Council, Broken Arrow Arts Council, and the Chamber of Commerce, among others. The events draw thousands of people to downtown throughout the year and hundreds of spectators line Main Street during events that host parades. Major events include the Heritage Bluegrass Festival: Holiday Lights in Central Park: Fun and Games on Main; Holiday Tee-Off; Concerts in the Park; and the AFA National Fastpitch Tournament held over a six day period each summer at Central Park and Arrowhead Park. Events that feature parades include: the Civitan Christmas Parade; Homecoming; and the Rooster Days Festival (2005 will be the 73rd year for this weekend-long event).

Regional Context—Retail Destinations

To help access downtown's potential competition within the regional market as a destination; numerous key neighborhood business places/districts in the Tulsa Metropolitan Area were identified and evaluated based upon their mix of uses, their relative success in the marketplace, and their proven ability to attract people. An emphasis was placed on the identification of those places/districts that offer unique dining and/or entertainment options and that function as true destinations within the region. Numerous districts were visited over a mid-December weekend to assess levels of activity and general environment, they included:

- **Brookside/Midtown**—Peoria Avenue, from 31st to 41st. Good mix of quality independent restaurants & shops;
- **Utica Square Shopping Center**—50+ year-old open shopping center with quality restaurants, Petty's Fine Foods, Sak's, Pottery Barn, Banana Republic, and other national retailers;
- **Cherry Street**—15th Street between Peoria & Utica Avenues. Small, not very active;
- **Downtown Jenks**—along Main and A Streets. Older retail buildings, similar in scale to downtown Broken Arrow. Tenants are primarily 17± gift / antique / furnishings shops and 12± restaurants (including some chains such as Subway, KFC and Sonic). Near the new Oklahoma Aquarium (which opened in May 2003), Creek Nation Casino, and the Riverwalk Crossing mixed-use project (below);

- **Riverwalk Crossing**—46 acre project adjacent to downtown Jenks and the Oklahoma Aquarium that is under construction. Has views across the river to the west but limited visibility, access & parking is on the “back side”. Phase 1 has 70,000 SF retail and 20,000 SF offices, plus several pad sites. Phase 2 has a theater site. Tenants include: The Movies at RiverWalk Crossing, Cold Stone Creamery, Gary's Grill, Gina & Guiseppe's Italian Market, Los Cabos Mexican Cantina, The Melting Pot Fondue Restaurant, Nordaggio's Coffee, Cat & The Fiddle Toys, Bahama Sun Spa, California Nails, Fitness Center, The Wild Honeysuckle Antiques & Gifts, Interiors and Gifts and Hilton Gardens Hotel.

Districts identified but not visited included:

- **Brady District**—which includes several loft apartments and new restaurants and is currently being revitalized;
- **East Village**—entertainment district; and
- **Greenwood District**—historic center of black commerce in Tulsa which now houses University Center Tulsa (OSU, OU, Langston) and is currently being revitalized.

Of the locations visited first hand, Brookside/ Midtown appeared to be the most successful in terms of its “sense of place”—with a quality mix of independent restaurants and shops and an attractive environment similar to a setting that would be desirable in downtown.

General retail centers serving Broken Arrow include:

- **Woodland Hills/71st Street Corridor from Memorial to Garnett Road;**
- **Southroads;**
- **71st/Kenosha to the west of Garnett** (actually just outside of Broken Arrow in Tulsa)— “Power center” with Super-Target and chain restaurants;
- **71st/Kenosha & Aspen Avenue**—Wal-Mart;
- **Stonewood Hills**—61st / Albany between Elm & Lynn Lane along the north side of the Broken Arrow Expressway. 430 acre mixed use development with Bass Pro, other retail, hotel/conference center and residential.
- **71st/Kenosha & 193rd East Avenue** (including Tiger Plaza to open in 2005)
- **Elm & 101st Street**—older, large strip centers. Showing signs of age;
- **Elm, south of the Creek Turnpike/north of 121st/Tucson Street**—Super Wal-Mart, bank.
- **Kingspoint Village**—61st & Yale, specialty/independent retail anchored by “The Market” grocery store, recently renovated;

- **The Plaza**—81st & South Lewis Avenue – unanchored, showing age, some vacancies;
- **The Shops of Seville**—Northeast corner of 101st & Yale – new suburban shopping center, small, unanchored, full; and
- **The Farm**—Southeast corner of 51st & Sheridan – older, country theme.

While these centers provide basic services, such as groceries, hardware and other day-to-day needs, as well as dining and entertainment options, none (with the potential exception of the future Bass Pro Center) functions as a true gathering space for the community that would potentially compete with downtown.

STRENGTHS AND CHALLENGES

A key element of the Plan has been an inventory of the strengths and challenges of downtown Broken Arrow. That is, what are the resources that are available as a foundation for the implementation of the community's Vision along with the issues and limitations that need to be considered? In summary:

Strengths

There are a number of strategic strengths in downtown Broken Arrow, including:

- **Major public projects**—PAC, Professional Development Seminar Center, historical society museum, a proposed farmer's market create a tremendous foundation on which to build a more vital downtown.
- **Recent private interest and investment**—restaurants, expansion of photography studio, relocation of gift shop, and infill housing represent a growing community commitment to downtown.
- **Strong tenants and commitment**—City Hall, library, and banks provide stability with their investment, employment base and traffic generation.
- **Residential neighborhoods**—some strong and stable, some in transition—representing an opportunity for residential growth and investment and a surrounding population base.
- **Parks and open space**—numerous parks dispersed throughout downtown serve adjacent residents as well as drawing large crowds from the surrounding community for popular events.
- **Events**—numerous annual events, such as Rooster Days, draw large crowds and the potential for performances at the PAC and classes at the Professional Development Seminar Center will draw a broader range of people to downtown.

- **Growing community**—the surrounding population base is growing quickly. At the same time, competitive retail and activity centers are emerging to challenge the role of downtown.
- **Development opportunities**—downtown’s building stock and land is still available at prices that do not yet preclude investment for viable uses.

Challenges

It is not surprising that there are also numerous challenges facing the downtown, which include:

- **Still the heart of the community, but needs re-introduction to a growing population**—with its rapid growth, Broken Arrow is becoming more dispersed and much of the population is physically distant and does not identify with the downtown.
- **Competitive activity centers**—with the population and geographic growth, there are new, outlying activity centers that challenge the role of downtown, particularly as it is currently unable to meet the community’s need for daily services, such as groceries and hardware.
- **Uses and appearance**—downtown has limited retail and dining opportunities today and there is not much of a compelling reason for the surrounding population to visit on a regular basis. Most of the core is not physically inviting and there are many gaps, blank walls and office (rather than active uses) in the Mixed-Use Core.
- **Main Street**—has modest traffic volumes, but is too wide and too fast to encourage pedestrian friendly.

Appendix B: Best Practices

BACKGROUND

To provide context for and help guide this downtown planning effort, the project team reviewed revitalization efforts for similar communities around the country, focusing on specific issues that Broken Arrow faces in its downtown. Efforts were focused on those strategies that were proven to be effective in achieving the city's objectives, as well as those strategies that were not proven to be successful.

Criteria

The following list of criteria was used to help gauge the appropriateness of each potential peer city. Criteria were developed based upon Broken Arrow's location and key characteristics as well as the relationship of downtown to the city as a whole.

- Suburb of larger metropolitan area
- Population of 100,000 +/-
- Older, less active downtown
- Pattern of limited growth and investment
- A bit off the beaten path
- Surrounded by mature neighborhoods
- Relatively fast growth occurring outside of downtown
- Significant conventional suburban retail development

Peer Cities

Numerous potential peer cities were identified that matched the above criteria, including: Greenville, South Carolina; Henderson and Carson City, Nevada; Longmont, Greeley, and Fort Collins, Colorado; Norman and Edmond, Oklahoma; Lawrence, Kansas; Franklin, Tennessee; Tempe, Arizona; Coral Gables, Florida; Brookline, Massachusetts; and Melford, Michigan.

Key Features

In order to focus review efforts, a list of key features most relevant to Broken Arrow's downtown planning efforts were identified. Key features of a



Franklin, Tennessee—Downtown.

successful downtown revitalization effort identified were: A Strong Retail/Mixed-Use Core; Civic and Cultural Heart; Healthy Downtown Neighborhoods; Transportation Connections; and Image and Design. Key features were viewed as a critical, and interrelated components of a downtown revitalization effort and were translated into the Vision and corresponding goals set forth in Section II of this Plan.

Peer cities that most effectively met the objectives of each feature were highlighted. In most cases, multiple communities met the objectives and were highlighted. Some communities met multiple objectives well and were highlighted more than once; others were not ultimately featured because more relevant examples were available.

A STRONG RETAIL/MIXED-USE CORE

Re-establishing a community's downtown as a strong retail/mixed-use core is often viewed as one of the most important aspects of a downtown planning effort. In reality, it can sometimes be the most difficult to achieve. A downtown's success is often very dependent upon other factors, such as the proximity and strength of other "destinations" in the region, the health of its surrounding neighborhoods, and last, but not least, time. One of the greatest lessons that can be drawn from successful downtown revitalization efforts is that creating a strong retail/mixed-use core will not happen over night—it must be achieved through a series of incremental successes that allow the community to build momentum over time and ultimately achieve their long-term objectives. Two examples are provided below:

Greenville, South Carolina

Recognizing the need to revitalize its struggling downtown core 25 years ago, Greenville began with a clear Vision of where they wanted to go. Next, they focused on enhancing the appearance and function of downtown to create a more inviting, pedestrian-oriented environment. Streetscape improvements, parking facilities and traffic circulation (traffic was reduced from four lanes to two) were all enhanced with public backing. With these amenities in place, the city used its renewal powers, along with Urban Development Action Grant funds to build one of 2 downtown anchors, a major hotel/conferencing center and several office buildings. At the opposite end, a cultural and performing arts facility was constructed with venues for music performances and live theatre. Over time, steady progress, in the form of new restaurants and clubs, was seen along the 5-block core of Main Street increasing the overall vitality of the area. In fact, the restaurant business actually became too successful—when after nearly 15 years of hard work, the city realized that retail uses were not thriving at all. Seeking a more balanced downtown, the city developed a retail strategy to focus its efforts on business recruitment. Ultimately, efforts were rewarded, as the downtown now boasts 80 restaurants and 133 retail shops (up from 96 in 1999).



Greenville, South Carolina--Downtown.

Edmond, Oklahoma

Edmond is in the fairly early stages of implementing its Vision for a strong retail/mixed-use core, but is clearly moving in the right direction. Nearly seven years after the adoption of its downtown plan, the city's first mixed-use block has been completed, an art in public places program has been established, and the downtown core is beginning to gain some "depth" with the creation of several visible linkages to a nearby Farmers Market and to City Hall. In addition, several successful new restaurants have opened in the past two years, complete with outdoor dining space, and are functioning as gathering spaces for the surrounding neighborhoods.

CIVIC AND CULTURAL HEART

Ensuring that a community's civic and cultural heart remains in the downtown has been a key aspect of many successful downtown revitalization strategies. Cultural and civic uses not only promote a sense of community, but tend to attract people; creating visibility for the downtown and helping establish increased levels of activity over time. Two noteworthy examples are provided below:

Fort Collins, Colorado

Approximately seven years ago, Fort Collins adopted a Civic Center Master Plan for a portion of its downtown area. The Plan provided a framework for the location and design of future civic buildings and emphasized the need to build on the potential for synergy between these and other uses. In the years since, a new City Hall and County Administration Building have been constructed, side-by-side within one of the city's planned multi-modal corridor. Buildings were designed with an urban form that is supportive of future transit and fits well within the downtown context. In addition, downtown has long been home to a very successful Performing Arts Center, located on the fringe of the core area. The city's private arts community has also been emerging as a presence within downtown with the renovation of the city's former post office building into an arts center.

Tempe, Arizona

By the late 1960's Tempe's downtown was in a state of serious decline. With a need for new city facilities on the horizon, downtown was selected as a location for a new City Hall—by the narrowest of margins. The decision renewed the city's commitment to downtown and was further emphasized by the creation of the University Redevelopment Area in 1973 and the city's participation in the Community Development Block Grant Program. Although many community leaders were touting "urban renewal" through wholesale demolition and replacement—others proposed an approach focused on the preservation of historic structures, combined with compatible new construction, and public involvement through the utilization of federal funds, tax credits and deferrals, generation of development concepts and implementation of capitol improvement projects. Combined with the



Downtown housing—Greenville, South Carolina



Infill housing/mixed-use—Fort Collins, Colorado.

incorporation of additional “anchor” uses like a Performing Arts Center and the Tempe Center for the Arts, the latter approach has proved successful and Tempe’s downtown is once again the functional and symbolic heart of the community. Since 1973, over 3 million square feet of restaurant, office, and residential space has been added to downtown and employment has risen to over 9,000.

HEALTHY DOWNTOWN NEIGHBORHOODS

Although a discussion related to the incorporation of residential uses within the mixed-use core is often included, the importance of strengthening existing neighborhoods that surround the downtown core can sometimes be overlooked in the process. Doing so can be a mistake, as the surrounding neighborhoods often serve as the primary market base for downtown businesses in the short to mid-term time frame until a broader mix of uses (including additional residential) become viable and are established within the core. Several examples relevant to this discussion are provided below:

Edmond, Oklahoma | Fort Collins, Colorado | Greenville, South Carolina

Each of these communities is in a very different stage of the downtown revitalization process. Edmond, Oklahoma adopted their Downtown Master Plan around seven years ago and has been working diligently on its implementation since; Fort Collins, Colorado, on the other hand has been working on its downtown revitalization efforts for over fifteen years; and finally, Greenville, South Carolina has spent the last twenty-five years doing the same thing. In all three cases, housing has played a significant role in the downtown’s success—with one caveat, it has not led revitalization efforts in significant quantities. Instead, existing housing stock has been revitalized through a combination of small scale infill and renovation that builds the trust of developers and the community at large and creates an image of the downtown as a safe and desirable place to live and invest. Once this trust and a stronger market for housing is established more substantial redevelopment efforts ultimately follow.

Fort Collins has experienced this first hand, as they are only now beginning to experience significant new housing within the downtown core—despite having had several small, but successful residential redevelopment projects occur nearly seven years ago. Edmond has had a similar experience, with a resurgence of interest in the revitalization of downtown neighborhoods in the years following its visioning process and is only beginning to see urban housing incorporated as part of mixed-use developments at the fringe of the downtown core. Greenville, being the most mature of the three efforts, also has the most diverse assortment of housing types and includes senior and affordable units as well as higher-end lofts and condominiums. As of the summer of 2004, Greenville had a total of 1,542 existing residential units in downtown and an additional 350 in the planning stages—however, many of these projects are relatively recent. This

underscores the fact that it can take years for a real demand for urban housing to fully emerge, even in the most promising locations.

Boulder, Colorado

In recent years, Boulder has developed a healthy collection of urban mixed-use and housing projects. Much of this new development has occurred on the fringes of the city's downtown core. To increase downtown vitality and to encourage a more urban, transit-supportive pattern of development the city took a proactive approach and developed a series of mixed-use zone districts specifically for that purpose. In many cases, the mixed-use zoning was used as an incentive for developers—allowing them to increase densities above what would otherwise be allowed and to incorporate residential and office uses above their retail storefronts. Seven years later, the city has much to show for its efforts. Several corridors leading into the well-known Pearl Street Mall district have seen extensive infill and redevelopment as well as the adaptive re-use and expansion of many one-story commercial structures. As a result, these areas have expanded the appeal of the downtown core and have begun to emerge as stand-alone destinations.



Multnomah County, Oregon

Multnomah County Oregon has taken its emphasis on housing to a new level, with its county commission passing a resolution that any new county building undergo a feasibility study to see if housing, particularly mixed-income housing, could be built along with it. The principle has been tested successfully as three new libraries have opened since 2001 that incorporate housing, retail, and other uses. In each case, the library leases its space. One of the libraries was built on county land near a light rail station. Air rights were sold above the library for the construction of 47 mixed-income housing units. While the county acknowledges there were extra costs and other challenges associated with the project, but remains committed to exploring future opportunities for creativity.



Creative downtown housing—Boulder, Colorado.

TRANSPORTATION CONNECTIONS

Another key component of a successful downtown is an integrated transportation network that provides access for a variety of modes, including pedestrians, bicycles, automobiles, and buses or rail. Although the actual modes (i.e., availability of transit) being utilized will vary by community size and other factors, there are several “framework” aspects that should be applied in most cases. Following are two examples:



(top) Transit stop—Boulder, Colorado;
(bottom) Downtown image—Fort Collins,
Colorado.

Boulder, Colorado

Boulder is an active community well-known as a proponent of multi-modal transportation. Sidewalks and bike lanes are plentiful throughout and the city is well-served by a creative system of buses that makes transit attractive and fun to use. Each route features brightly painted busses and with catchy names like the “Hop”, “Skip”, and “Jump”. In addition, for those that do chose to drive to or within the city, public parking is conveniently located and is well-marked making it easy to find and use.

Longmont, Colorado

With a main street that also functions as a state highway, Longmont has struggled to make its downtown a more pedestrian-friendly place. To address this issue, the city installed mid-block crossings along Main Street to help make the presence of the highway less daunting. In addition, many of the downtown blocks have mid-block passages that allow pedestrians to “cut through” to rear parking lots, making parking accessible and easy to use.

IMAGE AND DESIGN

Establishing a recognizable image (or enhancing an existing one) was an important peer city element. While some communities, such as Guthrie, Oklahoma, are fortunate to have the bulk of their historic structures intact, others must work with a more varied palette of buildings—old and new. As a result, most communities used streetscape elements such as lighting, signage, streetscape treatments and other features to establish a unifying character within a downtown area. Following are several examples:

Fort Collins, Colorado

Fort Collins has spent significant effort over the years improving the appearance of its downtown and establishing a high quality of civic design. This effort has included the incorporation of a unified streetscape image, which included planting medians, sidewalk treatments, banners, and many other features. In attempt to mitigate both cost and hassle to downtown visitors and businesses, they city opted to complete its streetscape intersection design over a several year period, one block at a time. This allowed day-to-day business to continue on as usual in most areas, while a single block was under construction, as opposed to the major disruption often caused by major infrastructure projects of this nature. Other efforts have included the gradual restoration and renovation of numerous facades and in some cases, major buildings, throughout downtown.

Guthrie, Oklahoma

Guthrie is well-known in the region for its large stock of historic structures in its downtown. Not only have the structures been retained and enhanced, but they have become an icon and a major marketing tool for the community.

Norman, Oklahoma

Norman has recently completed a major streetscape effort along its Main Street and has seen significant private investment in building renovation in downtown.

Lessons Learned

Numerous “lessons learned” have been drawn from the peer cities review. The most notable of these are summarized below. Each of these lessons has been woven into all aspects of this Plan.

A Clear Vision is Essential

Need a clear Vision to guide revitalization efforts—must address the appearance and form of downtown as well as the function of its various components.

Revitalization is an Incremental Process

Downtown revitalization is a long-term process—it will not happen overnight. The Vision should be revisited periodically to make sure downtown is evolving according to the community’s goals.

There is No Magic Bullet

Downtown revitalization requires ALL of the pieces—housing, retail, civic use. No single component can carry the revitalization effort.

Implementation and Organization are Critical

Implementation and organization are critical once the Vision is agreed upon—needs to be clear to all parties involved who’s going to do what, when.

Create a Place Rather Than a Monument

Although downtown should have a distinctive character—it should feel as though it evolved over time—not sterile or forced.

Encourage Urban, not Suburban Forms

Closing streets and creating super-blocks to accommodate large suburban development patterns within a downtown setting detracts from the pedestrian environment and can ultimately undermine revitalization efforts.

Gateways are Crucial

Gateways serve multiple roles, not only orienting visitors to downtown, but also establishing an identity that builds expectation about the type of place that lay beyond. The timing of establishing primary gateways is important in that a downtown should already be on its way to becoming a true destination—build them too soon and visitors may be disappointed and not return in the future.

Need to Address Transportation and Parking

Ensuring that visitors can travel to and within downtown easily, using a variety of modes is a critical element of successful downtowns. In



Fort Collins, Colorado—Downtown.

addition, parking must be easy to find and use in order to transform drivers into pedestrians.

Housing is a Critical Component of a Successful Downtown

Providing a variety of housing in a downtown setting can help turn a 9 to 5 business district into a vibrant, urban community—extending hours of activity, increasing foot traffic, creating demand for additional services, and creating a safer environment.

Appendix C:

Meeting Summary

Following is a complete listing of meetings and interviews held during the development of this Plan, as well as a listing of scheduled meetings to move the Plan toward completion:

MEETINGS

DATE	MEETING	LOCATION
October 23-24, 2003	BA Chamber Strategic Planning Retreat	Tahlequah
January 16, 2004	Gary Gerber, Terry Almon, Ted Allison, Donna Baldwin	Chamber
January 23, 2004	Meeting with Tulsa County Commissioner Bob Dick	Tulsa County Courthouse
January 27, 2004	Chamber Meeting—Tax Credits for development areas	Chamber
February 2, 2004	City Council Meeting	BA Council Chambers
February 16, 2004	City Council Meeting	BA Council Chambers
March 25, 2004	Vision 2025 Committee	BA Chamber
March 31, 2004	Downtown Subcommittee-RFP	Arkansas Valley State Bank
April 6, 2004	Downtown Subcommittee-RFP	Arkansas Valley State Bank
April 15, 2004	Vision2025 Committee	Central on Main
April 19, 2004	City Council Meeting	BA Council Chambers
April 22, 2004	Vision 2025 Committee	Central on Main
May 13, 2004	Vision 2025 Committee	BA Youth Sports
May 27, 2004	Vision 2025 Committee	BA Youth Sports
June 9, 2004	Pre-Application Conference—Downtown Revitalization Committee	Central on Main
June 14, 2004	Meeting with Library and Schools	Chamber
June 17, 2004	Vision 2025 Committee	BA Youth Sports
June 29, 2004	BA Schools—Gary Gerber, Jim Twombly, Terry Almon	Broken Arrow Public Schools
July 1, 2004	Vision 2025 Committee	BA Youth Sports
July 7, 2004	Site Selection Committee	Arkansas Valley State Bank

DATE	MEETING	LOCATION
July 8, 2004	Site Selection Committee	BA Youth Sports
July 8, 2004	Vision 2025 Committee	BA Youth Sports
July 19, 2004	City Council Meeting—Update	BA Council Chambers
July 22, 2004	Vision 2025 Committee	BA Youth Sports
August 5, 2004	Vision 2025 Committee	BA Youth Sports
August 12, 2004	Vision 2025 Committee	BA Youth Sports
September 9, 2004	Vision 2025 Committee	BA Youth Sports
October 14, 2004	Vision 2025 Committee	BA Youth Sports
November 3, 2004	Vision 2025 Committee	BA Youth Sports
November 18, 2004	Vision 2025 Committee	BA Youth Sports
November 18, 2004	Vision 2025 Open House	BA Youth Sports
December 13, 2004	Vision 2025 Open House	BA Youth Sports
December 14, 2005	Vision 2025 Committee	BA Youth Sports
February 17, 2004	Vision 2025 Committee	BA Youth Sports
March 30, 2005	Vision 2025 Committee	BA Youth Sports

STAKEHOLDER INTERVIEWS

In order to gain an understanding of the many issues and opportunities to be addressed by the Downtown Master Plan, numerous stakeholder interviews were held during the early stages of the planning process. Participants are listed below according to the group represented:

- **Downtown Merchants Association**—Sharon Summers, Bob Henry, Jim Farris, James Newcomb, Naomi Medlock
- **Downtown Business Owners/Representatives**—Scott Graham, FNB-BA; Tilt Brown. State Farm Insurance; Jim Beavers, Arrow Group; Jim Burdette, (former downtown business owner); Markwayne Mullin, Mullin Plumbing; Rev. Art Spomer; James Ferris, CPA; Dale Brake, Star Jewelers; Bob Henry, Nu Way Cleaners; Kay Vaughn, Fashion Floors and More; Sharon Summers, Smitty's Western Wear; Joe Robson, Robson Development; Clarence Oliver, former Superintendent of Schools; Gary Battenfield, Furniture and Design Solutions; Dorothy Murray, Murray Variety Store; Theresa Henry, First National Bank.
- **Downtown Residents/ BA Citizens**—Narissa & Mike Rampey, Air Assurance; Karen Burnett, First Title; Jeanne Hutter, Downtown BA Resident ; Kelley Rash, Life long BA resident/DT Business-AVSB; Shirley Raska, Lifelong BA resident / DT business; Gloria Grunhoff; Teri Kemp; Donna Baldwin; Theo Smith; Linda Young, Downtown BA Resident; Larry Whitely; Jim Reynolds; Mark Schneider; Jim McMurray; Virginia Johnson; Mildred Higgins
- **BA Chamber of Commerce**—Ted Allison, Chamber President; Sheila Hellen, (Tulsa Tech-former BACC Chairman); Jack Ross, Jr., (downtown Main Street); Russell Peterson, Attorney (downtown BA); Jim Selman, Economic Dev. RT Chairman; Randy Swearingen, Network Systems Resources; Matt Brown, Brown-Kinion CPAs.
- **Tulsa City-County Library Representatives**—Linda Safrite, Richard Parker, Nancy Lewis
- **Area Developers**—Jason Mitchell; Chuck Coggins; Craig Thurmond; Bruce Bolzle; Joe Robson; Phil Roland

- *Real Estate Community*— Naomi Medlock, Ralph Sanders and Associates, Realtor.

SCHEDULED MEETINGS

Additional meetings have been scheduled to move the Downtown Master Plan towards completion. They are as follows:

- June 8—Steering Committee Meeting/Approval Action (BA Youth Sports)
- June 9—Planning Commission Presentation with Public Hearing (BA Council Chambers)
- June 23—Planning Commission Action on Plan (BA Council Chambers)
- July 5—City Council Preview and Adoption (BA Council Chambers)

Glossary of Abbreviated Terms

ADA—AMERICANS WITH DISABILITIES ACT

BA—BROKEN ARROW

BABS—BROKEN ARROW BUS SERVICE

BAPS—BROKEN ARROW PUBLIC SCHOOLS

CDBG—COMMUNITY DEVELOPMENT BLOCK GRANT

DAB—DOWNTOWN ADVISORY BOARD

DDA—DOWNTOWN DEVELOPMENT AUTHORITY

NEEDA—NORTH ELM ECONOMIC DEVELOPMENT AREA

ODOT—OKLAHOMA DEPARTMENT OF TRANSPORTATION

PAC—PERFORMING ARTS CENTER

TIF—TAX INCREMENT FINANCING DISTRICT