HISTORIC PRESERVATION ZONING MAP AMENDMENT

PROPOSED DISTRICT: TRACY PARK HISTORIC PRESERVATION OVERLAY

LOCATION: THE AREA GENERALLY BOUNDED ON THE EAST BY SOUTH PEORIA AVENUE, TO THE WEST AND SOUTH BY HIGHWAY 75 AND HIGHWAY 51, AND TO THE NORTH BY EAST 11TH STREET SOUTH, COMMONLY REFERRED TO AS THE TRACY PARK NEIGHBORHOOD AND EXCLUDING THE COMMERCIAL ZONED PROPERTIES ALONG SOUTH PEORIA AVENUE

APPLICANT: INITIATED BY CITY COUNCIL

NATIONAL REGISTER LISTING: 1982

A. CASE ITEM FOR CONSIDERATION
   1. Request for an Historic Preservation Zoning Map Amendment to supplementally rezone various properties to Historic Preservation Overlay (designated as HP) in the Tracy Park Neighborhood.

B. PURPOSE
   Section 20.020-A of the Tulsa Zoning Code describes the purposes and intents of HP Overlays:

   20.020-A Purposes
   HP, Historic Preservation overlay districts and the other historic preservation-related regulations of this zoning code are intended to:

   1. Promote the educational, cultural, economic and general welfare of the public through the conservation, preservation, protection and regulation of historic resources within the City of Tulsa;

   2. Safeguard the cultural, social, political and architectural heritage of the city by conserving, preserving and regulating historic preservation districts;

   3. Conserve, preserve and enhance the environmental quality and economic value of historic preservation districts;

   4. Strengthen the city's economic base by promotion of conservation and reuse of the city's historic resources; and

   5. Promote the development of the community in accordance with the comprehensive plan and historic preservation plan.
C. BACKGROUND
There are currently seven (7) HP Overlay Districts in the City of Tulsa, with the last adopted district being the Elmwood-Hurley Mansion Historic District in 2015. The neighborhood that most recently adopted Historic Preservation Zoning was the Brady Heights Historic District (now commonly known as The Heights) in 1999.

In 2020 and 2021, the Neighborhood Infill Overlay (NIO) went through its public engagement and adoption process. During the process, the Tracy Park, Owen Park, and Buena Vista neighborhoods expressed concerns about the NIO and were removed from its boundaries. Members of the Tracy Park Neighborhood Association contacted Tulsa Preservation Commission (TPC) Staff in the fall of 2021 for information about HP Overlays and the HP Zoning Map Amendment process. Staff offered two presentations to the Tracy Park Neighborhood Association on January 27, 2022, and February 17, 2022. The Tracy Park Neighborhood Association decided to pursue an HP Zoning Map Amendment, and the Tulsa City Council initiated the process to establish an Historic Preservation (HP) Overlay for Tracy Park on April 20, 2022, at the request of the Tracy Park Neighborhood Association.

D. ISSUES AND CONSIDERATIONS

1. Historic Significance
The Tracy Park neighborhood is located just east of downtown Tulsa and is roughly bounded on the south and west by the inner dispersal loop (IDL), on the east by Peoria Avenue, and on the north by East 11th Street South. The Tracy Park Historic District was listed on the Oklahoma Landmarks Inventory in 1978 and on the National Register of Historic Places in 1982. It was nominated to the National Register at the local level of significance in architecture for its eclectic mix of architectural styles from the 1920s. Several styles, such as Colonial Revival, Tudor Revival, Spanish Eclectic, Prairie, and Craftsman are found in the district. Perhaps the most well-known site in the Tracy Park Historic District is the Adah Robinson House, an Art Deco residence built by artist and teacher Adah Robinson and architects Bruce Goff and Joseph Koberling. Tracy Park, a 3.54-acre public park, is in the northern portion of the district. Commercial properties along Peoria Avenue were not included in the district on the National Register of Historic Places.

The Tracy Park Addition was platted in 1918 and then replatted as the Ridgewood Addition in 1919 on land purchased from Nola Childers Tracy. The plat was bounded on the north by 11th Street, on the east by Peoria Avenue, on the south by 13th Street, and on the west by the Midland Valley Railroad. The Broadmoor Addition was established south of 13th Street around the same time. The IDL was later constructed over the western portion of Ridgewood Addition and most of Broadmoor Addition. The Ridgewood Addition was one of the early subdivisions in Tulsa to use deed restrictions to achieve a standard scale and setbacks. For example, one-story homes are prevalent in the northern portion of the district, but two-story residences were required south of 12th Street by covenants. The consistent scale and setbacks brought visual cohesion to the neighborhood’s eclectic mix of styles and contributes to the historic significance of the Tracy Park Historic District as an example of subdivision development in 20th-century Tulsa.
2. **Existing Conditions**

Today, the Tracy Park Historic District is largely intact. Although some newer residences have been built in the area, the streetscapes have maintained regular setbacks and scale. The three properties south of 13th Street that were included in the Tracy Park Historic District featured residences at the time the district was listed on National Register but are now vacant lots. Few other vacant lots remain in the district.

Most of the area is zoned Residential Single-family 3 (RS-3), except for the lot at 1311 South Owasso Avenue, which is zoned Parking (PK). The properties adjacent to Peoria Avenue and outside of the historic district on the National Register are zoned Commercial-High (CH). The Route 66 Overlay, which encourages neon signage along Route 66, runs along the northern portion of the Tracy Park Historic District and includes a few of the commercially-zoned properties along Peoria Avenue. The NIO, which promotes infill housing in neighborhoods near downtown, covers only the properties south of 13th Street.

The city’s comprehensive plan, planitulsa, designates most of the area as an Existing Neighborhood. Tracy Park itself is designated as Parks and Open Space, while the commercial properties along Peoria Avenue and the properties south of 13th Street are designated Main Street. Similarly, planitulsa classifies the properties north of 13th Street, including Tracy Park, as an Area of Stability and the properties along Peoria Avenue and south of 13th Street as an Area of Growth. The triangular parcel at the southwest corner of 13th Street and Owasso Avenue has no designation, presumably because it was or was thought to be highway right-of-way at the time planitulsa was developed.

3. **Boundaries**

The attached maps reflect the possible boundaries of the Tracy Park HP Overlay district, as initiated by City Council. The boundaries were based on the boundaries of the Tracy Park Historic District as it was listed on the National Register. The triangular property at the southwest corner of 13th Street and Owasso Avenue was included in the map boundaries and notices sent to owners because it is bounded on the south and west by Highway 51 and Highway 75.

The Tulsa Preservation Commission may recommend approval, approval with modifications to the boundaries, or denial of the HP Overlay to the Tulsa Metropolitan Area Planning Commission (TMAPC). In discussion and exploration of the Tracy Park Historic District, three possible boundaries for the district have arisen so far and mostly pertain to the southern boundary. The first potential boundary could be that initiated by city council and shown on the attached maps. The second potential boundary could match the Tracy Park Historic District as it was listed on the National Register. A map of the National Register district is also included with the staff report. The third potential boundary could use 13th Street as a southern boundary and exclude the vacant lots to the south. The preservation commission will make its recommendation at the Regular Meeting on June 28, and then staff will prepare a report with the recommendation and forward it to the TMAPC.
4. **Unified Design Guidelines**
   The Rules and Regulations of the Tulsa Preservation Commission state that the recommendation of the preservation commission to the TMAPC shall include any recommended design guidelines that will apply within the overlay. Staff is not aware of any requests for additions to the Unified Design Guidelines for the Tracy Park HP Overlay at this time.

E. **Approval Criteria**
Section 70.060-J of the Tulsa Zoning Code describes the approval criteria for HP Zoning Map Amendments:

**SECTION 70.060-J HP Zoning Approval Criteria**
A building, structure, site or area containing buildings, structures or sites that are at least 50 years old, or less with exceptional importance and possessing integrity, may be classified in an HP overlay district if the subject building, structure, site or area meets one or more of the following criteria:

1. It has significant character, interest, or value as part of the historical development, history or cultural heritage of the city, state, or nation;
2. It has significance as the site of a historic event in the past of the city, state or nation;
3. It is associated with a person, or group of persons, who played a significant role in the historical development, history or cultural heritage of the city, state, or nation;
4. It is the embodiment of distinguishing characteristics, design, details, materials or craftsmanship which represent a historically significant architectural or engineering innovation, type, style or specimen;
5. It portrays the environment in an era of history characterized by a distinctive architectural, engineering, or construction style;
6. It represents a significant and distinguishable entity of historical importance whose components may lack individual distinction;
7. It has yielded, or is likely to yield, information important in prehistory or history; or
8. It is listed or meets the criteria for being listed on the *National Register of Historic Places*.

F. **Procedure**
Sections 20.010-D of the Tulsa Zoning Code outlines the general procedures for establishing Overlays. Section 70.060-F describes the Tulsa Preservation Commission’s review and recommendation for HP Zoning Map Amendments.

**SECTION 20.010-D Procedure**
Overlay districts are shown on the official zoning map. The following procedures apply to the establishment, amendment or termination of all overlay districts unless otherwise expressly stated.

1. Overlay district regulations must be established, amended or terminated in accordance with the zoning code text amendment procedures of Section 70.020.
2. Except as otherwise expressly stated, zoning map amendments establishing, expanding or reducing the boundaries of an overlay district or terminating all or part of an overlay district must be processed in accordance with the zoning map amendment procedures of Section 70.030.

3. A recommendation to establish an overlay district must be accompanied by a report containing at least the following information:
   
a. Specific findings regarding the need for the proposed overlay and its consistency with the zoning code’s general purposes (Section 1.050) and the stated purpose and intent of the applicable overlay.

b. Any recommended overlay-specific use, development or design regulations that will apply within the overlay and what actions (e.g., new development, building additions, change of use) will trigger compliance with those regulations.

c. A description of public education and outreach activities undertaken to inform property owners, residents and tenants of the effect of proposed overlay regulations;

d. A map showing the boundaries of the proposed overlay, including all lots included within the boundaries and identifying those owners of property within the proposed overlay who have indicated, in writing, their support or opposition to the overlay district text or map amendment. Property owners may submit their written indication of support or opposition at informal informational meetings, at public hearings, or by writing directly to the land use administrator or planning commission. The report and all other pertinent information must be transmitted to the planning commission and city council before their public hearing and final action, respectively.

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SECTION 70.060-E Review and Recommendation—Preservation Commission

The preservation commission must hold a public meeting and receive public comments on the HP zoning map amendment. After the public meeting, the preservation commission must prepare a report and recommendation on the proposed HP zoning map amendment in accordance with the general overlay district procedure described in §20.010-D. The report and recommendation must also include specific findings regarding the proposed map amendment’s consistency with the HP zoning criteria of §70.060-J. The preservation commission’s report and all other pertinent information must be transmitted to the planning commission before the planning commission’s public hearing on the proposed HP zoning map amendment.
Image 1 (facing west): Tracy Park from the south side of 11th Street looking toward Downtown

Image 2 (facing west): Tracy Park playground and tennis courts

Image 3 (facing east): Fountain at Tracy Park
Image 4 (facing south): Commercial buildings along the west side of Peoria Avenue

Image 5 (facing south): Commercial buildings along the west side of Peoria Avenue

Image 6 (facing east): East 13th Street looking toward Peoria Avenue
Image 7 (facing southwest): Vacant lots and Owasso Avenue south of 13th Street

Image 8 (facing southeast): Vacant lots near the intersection of 13th Street and Owasso Avenue

Image 9 (facing northeast): 13th Street at the intersection of Owasso Avenue
Image 10 (facing west): 13th Street looking toward the IDL and Downtown

Image 11 (facing southeast): 13th Street at the intersection of Newport Avenue

Image 12 (facing north): Tracy Park Historic District historical marker
Image 13 (facing northwest): Midland Valley Trail running along Newport Avenue

Image 14 (facing south): Midland Valley Trail at the intersection of 12th Street and Norfolk Avenue

Image 15 (facing north): Norfolk Avenue, the Midland Valley Trail, and the IDL
Image 16 (facing north): East side of Norfolk Avenue between 11th Place and 12th Street

Image 17 (facing north): Tracy Park tennis courts at the corner of 11th Place and Norfolk Avenue

Image 18 (facing west): 11th Place at the intersection of Owasso Avenue
Image 19 (facing southwest): 12th Street to the west of Owasso Avenue

Image 20 (facing southeast): The Adah Robinson House, near the southeast corner of 11th Place and Owasso Avenue

Image 21 (facing south): East side of Owasso Avenue between 11th Place and 12th Street
Image 22 (facing southeast): East side of Owasso Avenue between 11th Place and 12th Street

Image 23 (facing east): Intersection of 12th Street and Owasso Avenue

Image 24 (facing south): West side of Owasso Avenue between 12th Street and 13th Street
Image 25 (facing southeast): East side of Owasso Avenue between 12th Street and 13th Street

Image 26 (facing north): East side of Newport Avenue at the intersection of 13th Street

Image 27 (facing northeast): East side of Newport Avenue between 12th Street and 13th Street
Image 28 (facing west): West side of Newport Avenue between 12th Street and 13th Street

Image 29 (facing northwest): West side of Newport Avenue at the intersection of 12th Street

Image 30 (facing north): East side of Newport Avenue at the intersection of 12th Street
Image 31 (facing south): West side of Newport Avenue between 11th Place and 12th Street

Image 32 (facing southwest): West side of Newport Avenue between 11th Place and 12th Street
Tracy Park
Historic Preservation Overlay
19-12 12

Note: Graphic overlays may not precisely align with physical features on the ground.
Aerial Photo Date: 2020/2021