



city of oklahoma city 2008

CORE TO SHORE PLAN

A REDEVELOPMENT FRAMEWORK





MISSION STATEMENT CORE TO SHORE STEERING COMMITTEE

October 5, 2006

The Mission of the Steering Committee will be to work together with other Committee members and the community to create a Vision, Plan, and Implementation Strategy that is widely supported throughout Oklahoma City. The Plan is an opportunity for Oklahoma City to develop a public/private partnership to strengthen the City's vitality, economy, and image from the southern edge of the Downtown Core to the Oklahoma River. To do this, the Committee members will focus on:

- The Urban Design and Land use planning
- Transportation Planning, including The Boulevard
- Economic Development and REdevelopment
- Phasing and Implementation

The Responsibilities of the Steering Committee members will be to:

- attend Steering Committee meetings and serve as spokespersons for stakeholders and organizations interested in the future of this area;
- work collaboratively with other Committee members to guide the Plan's development;
- garner community support and promote implementation; and,
- provide a liason function with their interest groups.

The Steering Committee will meet on a regular monthly basis with the City's technical team and their consultants during this planning effort. Additionally, there may be targeted task forces, workshops, and public meetings where Steering Committee members' participation will be encouraged.

This Plan represents a rare opportunity to create a vision grounded in pragmatism that can be implemented over the next two decades and sustained for generations to come.

The image shows two columns of handwritten signatures on lined paper. The left column contains 11 signatures, and the right column contains 10 signatures. The signatures are written in various colors of ink, including blue, black, and red.

Left Column Signatures (from top to bottom):

- Mark Curren
- Charles Wiley
- Jennifer Vozar
- Kelly Boylston
- John D. Taylor
- Arthur S. Gail
- Keith Humphrey
- W. Schöner
- Ann Simank
- Bill Comen
- [Signature]
- Johnny Nix
- David Carillo

Right Column Signatures (from top to bottom):

- John Lapp
- John Lapp
- Patrick Ryan
- John Hook
- John A. Reed
- Freddie Helle
- John Myers
- John Myers
- John Myers
- Paul Brown
- William L. [Signature]

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CITY OF OKLAHOMA CITY

Mick Cornett, Mayor
James Couch, City Manager

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Gary Marrs, *Ward One*
Sam Bowman, *Ward Two*
Larry McAtee, *Ward Three*
Pete White, *Ward Four*
J. Brian Walters, *Ward Five*

Ann Simank, *Ward Six*
Ronald Skip Kelly, *Ward Seven*
Patrick J. Ryan, *Ward Eight*
Willa Johnson,
Former Councilwoman, Ward Seven

STEERING COMMITTEE

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Vice Chair: Dave Lopez, *President, American Fidelity Foundation*

Bill Cameron, *CEO & Chairman, American Fidelity Assurance Company*

David Castillo, *Board Member, District 6, Oklahoma City School Board*

Pete Delaney, *Center City Chair,*

Greater Oklahoma City Chamber of Commerce

Ray Doonkeen, *Formerly Executive Director,*

Greater Oklahoma City Hispanic Chamber of Commerce

Liz Eickman, *Executive Director, Kirkpatrick Family Fund*

Pat Fennell, *Executive Director, Latino Community Development Agency*

Trevor Francis, *Former Chair, Alliance of Emerging Professionals*

Luisa Gomez, *Representative, Leadership Oklahoma City's*

LOYAL Program

Fred Hall, *Chairman, President and CEO, Fred Jones Companies, Inc.*

Jann Hook, *Board Member, Oklahoma City Beautiful*

Kirk Humphreys, *President, Humphreys Real Estate Investments, LLC*

Willa Johnson, *Commissioner, District 1, Oklahoma County Commission*

(Former Councilwoman, Ward 7, City of Oklahoma City)

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Bob Long, *Senior Pastor, St. Luke's United Methodist*

Church/Faith Community Outreach

Larry Nichols, *Chairman and CEO, Devon Energy Corporation*

Tim O'Toole, *President and General Manager, Oklahoma State Fair*

Terry Ott, *Board Member, South Oklahoma City*

Chamber of Commerce & Visitor Center

Ford Price, *Managing Partner, Price Edwards and Company*

David Rainbolt, *CEO, BancFirst*

John Reed, *Senior Pastor, Fairview Missionary Baptist Church*

Jim Roth, *Commissioner, Oklahoma Corporation Commission*

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Oklahoma City Riverfront Redevelopment Authority

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Russell Claus, *Project Manager*

Robbie Kienzle

A.J. Kirkpatrick

Kim Cooper-Hart

Marcus Johnson

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City Engineer, City of Oklahoma City

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The City of
OKLAHOMA CITY
MICK CORNETT - MAYOR

November 2007

The Core to Shore Framework Master Plan represents the culmination of our rigorous planning process, but we are at the beginning of what is a monumental opportunity for the citizenry of Oklahoma City. With the Core to Shore Framework Master Plan in hand we have a blueprint for recreating the southern entrance to our downtown befitting its ongoing renaissance, as well as the tools for reconnecting the heart of our City to the revitalized Oklahoma River.

Throughout the planning phase of the Core to Shore project, the Steering Committee members recognized the scope and scale of this undertaking and urged that we set our sights accordingly high in order to achieve our many goals. I am confident that we have succeeded.

Our collaborative efforts have produced plans for a new, grand Boulevard that we believe will become the city's signature street, a spacious park that will serve as a prominent civic gathering place, and a cutting edge convention center that we expect will be several times the size of our current facility. Furthermore, in the near future we expect to see pedestrians and bicyclists taking advantage of the linkages created between the Oklahoma River Trails and downtown for both recreation and alternative transportation.

We understand that the task of implementing a project of this magnitude will be great, but as our past successes with the Metropolitan Area Projects have shown, when we are committed to a noble goal, the rewards of our efforts are even greater. What lies before us is the magnificent opportunity to uplift our City in the eyes of our residents, while also shining a national spotlight on our downtown brilliant enough that everyone will understand why we are proud to call Oklahoma City our home.

Finally, I would like to take a moment to express my gratitude to the members of the Steering Committee for their invaluable labors and insights. A word of thanks is also due to our partners at the Greater Oklahoma City Chamber of Commerce and Downtown OKC, Inc. as well as our City employees.

We undertake this effort to plan not only for the City that is, but for the City that will be.

Sincerely,

A handwritten signature in black ink, appearing to read "Mick Cornett".

Mick Cornett
Mayor

CITY OF OKLAHOMA CITY STAFF

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PHOTO CREDITS

URS Corporation
TAP Architecture
Oklahoma City Planning Department
RDG Planning & Design

Oklahoma Carmelite Archives, "A Pictorial History of the Oklahoma City Metropolitan Area", Metropolitan Library System

Various websites including flickr.com

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CORE TO SHORE PLAN

A REDEVELOPMENT FRAMEWORK







executive summary

The Core to Shore Plan is a bold and visionary program that gives Oklahoma City an opportunity to move to a new level among American cities. Public and private investments that have resulted from the Metropolitan Area Projects (MAPS) initiative have changed Downtown Oklahoma City from a stagnant business district into a desirable city center. The program of major civic improvements and private mixed-use redevelopment, linking the traditional city center to the Oklahoma River that is envisioned in the Core to Shore Plan, is the next logical step in this evolution of a vigorous urban downtown.

The transformation of the Oklahoma River into a seven-mile system of linear parks, greenways, trails, and a superb recreational riverfront has paralleled the downtown reinvestment process. This riverfront could become one of America's most popular urban amenities, but is hampered by its separation from the city center. The Core to Shore Plan will connect the river to the downtown core by creating a vital new urban neighborhood on underutilized land between these two primary community assets. The pending reconstruction and realignment of Interstate 40 (I-40) provides the opportunity to develop one of America's most exciting and distinctive urban districts. The goal of this plan is to ensure that the development area reaches its full economic and quality-of-life potential for the entire Oklahoma City community.

To guide the Core to Shore planning process, Mayor Mick Cornett appointed a steering committee of 32 community leaders, representing a variety of perspectives. Led by Mayor Cornett and civic leader Dave Lopez, the committee met for over a year to determine a vision for the district. Committee members discussed such issues as a new boulevard and the connection to the river, the proper mix of land uses, parks and neighborhoods, the role and character of new civic buildings, and considered how these and other features could be combined to create a great urban district for all of Oklahoma City. Public meetings and civic group discussions further informed the planning effort. This document is the result of that work and will be an essential part of the City's vision for its future. It will guide the next round of Oklahoma City's civic projects and private downtown redevelopment efforts.

This summary outlines the major components of the Core to Shore Plan.

Additional information about the plan is posted on the city's website:
www.okc.gov/planning/coretosshore



Mayor Mick Cornett led the Core to Shore steering committee for this critically important project.

“The Core to Shore process has always been about broad concepts and issues, and except with respect to the relocated I-40 and the new boulevard, not about particular urban elements in designated places. It is really about training ourselves as a community to think both long term and intelligently about the evolution of our city.”

— Michael Laird, Core to Shore Plan’s steering committee member

Core to Shore Plan Goals

The plan’s overall purpose is to create a compelling re-development vision for the Core to Shore district and provide a framework that guides public and private sector action toward implementation. To accomplish this purpose, the planning process identified the following specific goals:

- Develop a world-class design for a downtown boulevard, to be developed along the existing I-40 alignment between Oklahoma and Walker Avenues.
- Transform the Core to Shore district from an underutilized and economically underperforming area, into a powerful venue for economic growth.
- Create a dense, diverse urban residential community that provides residents with the opportunity to live near workplaces and walk to other amenities of urban life – recreation, open space, cultural resources, shopping, and entertainment.
- Connect the downtown core with the Oklahoma River shore through urban design features that are functional, productive, festive, and delightful to users.
- Mitigate the negative impacts of the new I-40, and minimize the highway’s potential to divide the corridor.
- Take advantage of multiple modes of urban transit, including pedestrian and bicycle transportation, buses, and future fixed guideway transit.
- Establish land development concepts that complement rather than compete with existing downtown development.
- Identify appropriate financing options and implementation techniques to carry out the vision.



Underutilized land in the Core to Shore district will undergo a transformation.

The Framework

A combination of public and private actions will ultimately realize the plan's goals. Actions and investments will follow five major development principles, urban design guidelines or patterns, and a framework diagram designed to produce a superb environment for the citizens of Oklahoma City and a national model for contemporary urban redevelopment.

DEVELOPMENT PRINCIPLES

- *High Quality Design.* The design of both the public and private environments must employ enduring, high-quality building, landscape, and streetscape materials.
- *Pedestrian Scale.* The Core to Shore district will be, above all, walkable.
- *Sustainability.* Implementation will strive to create economic, social, and environmental sustainability. Sustainable building methods and materials, energy and environmental conservation efforts, and maintenance practices will be required.
- *Compatibility.* Development will be compatible with and supportive of the downtown and the riverfront.
- *Diversity and Variety.* The Core to Shore district will provide people with a variety of housing, retail, recreational, environments, and entertainment options, serving a wide range of preferences and incomes.



Creating pedestrian scale is one of the five principles for development of the Core to Shore district. The district's scale and design will encourage people to walk because it is interesting and comfortable.

URBAN DESIGN PATTERNS

The Core to Shore Plan establishes urban design patterns that will apply to both public and private development as the district develops over time. These patterns will create continuity and ensure that the district's environment is consistent with the development principles above. These patterns include

- *A Sequence of Spaces.* A connected sequence of parks and open spaces defines the Core to Shore district, creating a procession that leads naturally from Myriad Gardens to the Oklahoma River.
- *Hierarchy of Open Space.* The district's open spaces will provide a continuum of options to accommodate a wide range of individual and community recreational needs.



Green streets will encourage walking.

- *Strong Street Edges.* Buildings and streetscape elements will strongly define the street edge.
- *Green Streets.* The Core to Shore district's streets will be "green" in both design and use, providing high-quality street landscaping, sustainable practice, and multi-modal transportation.
- *Active Street Frontages.* All development will address the street, providing windows and other features that engage the public along the street and avoiding blank, unarticulated walls.
- *Boulevard as Gateway and Bridge.* The new boulevard that replaces the Crosstown Expressway Bridge will be both a ceremonial gateway to downtown and a "bridge" that links Downtown and the Core to Shore district.
- *Mixed Uses.* The district will mix land uses to create an engaging urban environment.
- *High Residential Density.* Residential development in the Core to Shore district will provide high densities that respond to the preferences of the Oklahoma City market.
- *Diverse Housing Types and Prices.* The Core to Shore district will provide a variety of neighborhoods, with housing types that meet diverse needs, occupancies, and price points.
- *Accessible Riverfront.* The Core to Shore district will maximize engagement with to the Oklahoma River and its shoreline greenways, trails, and other recreational features.

THE FRAMEWORK DIAGRAM

The framework diagram illustrates the essential building blocks of the Core to Shore district concept and shows how they logically fit together. The diagram will help guide and coordinate redevelopment of the area. Its elements include

- The parks, streets, pedestrian paths and civic buildings that the city will build to change the character of the area and attract private development

- Distinctive new neighborhoods that take advantage of the parks, waterfront, and proximity to the downtown core
- A new boulevard that connects the existing downtown core with new development to the south
- Transportation and open space linkages that connect the downtown core to the Oklahoma riverfront.

The diagram shows the spatial relationships among the plan elements and describes how changes to one part of the plan affect its other parts. This provides city leaders with a context for decisions on individual developments.



The framework diagram shows the overall structure and land uses, and their relationship to each other. The proximity of the neighborhoods to parks and open space is a paramount concept of the Core to Shore district.

The Land Use Plan

The land use diagram suggests a logical plan for development. Because the district will develop over several decades, this plan is designed for flexibility as opportunities emerge. Together, the district's transportation features, public spaces and amenities, development projects, and new neighborhoods will generate an extraordinary environment representing over \$3 billion of public and private investment. This investment includes

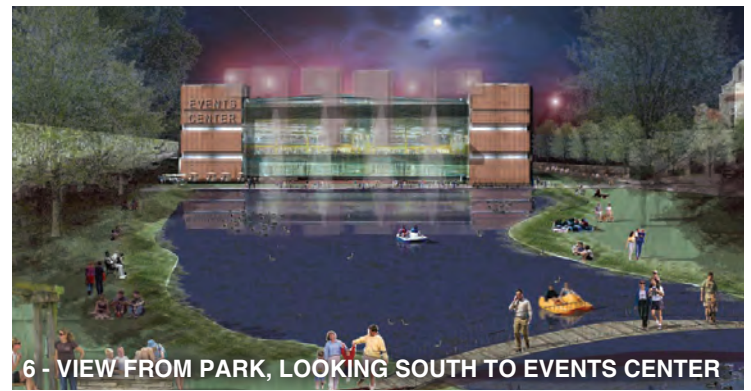
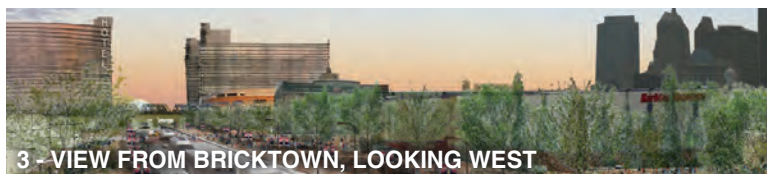
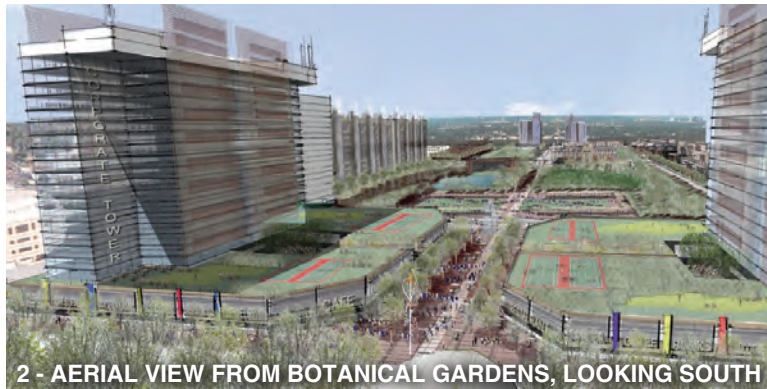
- Major public parks
- A state-of-the-art convention center and convention hotel
- Over 3,000 housing units, ranging from single-family detached houses to residential towers
- Up to 550,000 square feet of retail space
- Office space built to suit a particular client or corporation
- Major civic buildings and the adaptive reuse of the landmark Union Station
- A multi-modal transportation center.

Beyond linking downtown to the riverfront or providing a place for new real estate development, the Core to Shore district will extend the activity and energy of a vital city center to the river and bring the tranquility and open quality of the riverfront to downtown.

The land use plan illustrations are shown in two parts on the following four pages: north of the new I-40 alignment and south of it. These pages can be used to spatially locate the features illustrated in the Plan Elements chapter of this document.

Land Use Plan North







11 - VIEW FROM RIVER, LOOKING NORTH



15 - VIEW DOWN HUDSON, LOOKING NORTH



12 - AERIAL VIEW FROM RIVER, LOOKING NORTHWEST



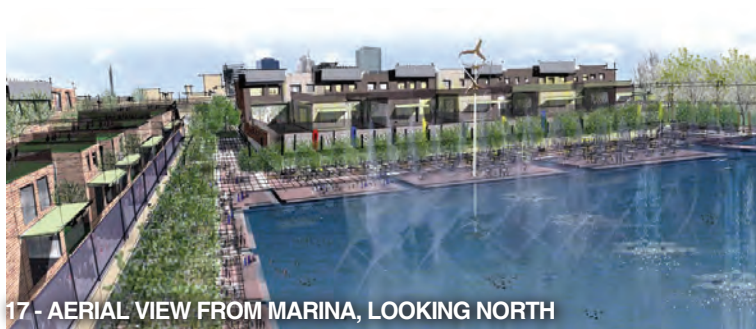
13 - OVERALL AERIAL VIEW FROM SOUTH, LOOKING NORTHEAST



16 - VIEW ON ROBINSON, LOOKING NORTH



14 - AERIAL VIEW AT WHEELER PARK, LOOKING SOUTHWEST



17 - AERIAL VIEW FROM MARINA, LOOKING NORTH



Development Markets

The Core to Shore Plan presents both a compelling vision and an opportunity for Oklahoma City's marketplace. This opportunity is catalyzed by high quality civic development in the form of parks and open space, public buildings, and thoughtful urban design.

The Core to Shore Plan's market analysis concluded that comprehensive redevelopment of the district is supported by many factors including:

- The relocation of I-40 that will inevitably lead to redevelopment
- The age and condition of existing development in the area, relative to land value
- The ability of local markets to absorb the projected development
- The positive impact that a new, dense urban district will have to reinforce other recent downtown development
- Similar successes in peer cities.

These factors suggest that the development program envisioned by the Core to Shore Plan is consistent with market potential during the projected development period.

Project Phasing

The phasing program includes an initial phase coordinated with completion of the new I-40 alignment and new boulevard construction. Each phase has planning and construction activities that overlap with the next phase:

- **Phase I (2008 to 2014)** firmly establishes the character of the Core to Shore district north of the new I-40 alignment.
- **Phase II (2012-2020)** completes development north of I-40 and begins development of key parts of the Wheeler Park and North Shore neighborhoods.
- **Phase III (2018 and beyond)** completes the Wheeler Park and North Shore neighborhoods, and extends redevelopment east of the Burlington Northern Santa Fe (BNSF) railroad corridor.



The timing of development will be influenced by the overall economy and business cycles.

Implementation

Implementation of the development program requires strong and consistent leadership. The plan's implementation strategy addresses development approaches including public/private sector roles and financing strategies, project phasing, design standards and guidelines, land assembly, and an organizational structure for implementation.

DEVELOPMENT APPROACH

Three alternative development approaches address broad issues of the public and private sector implementation roles and include:

- A full market approach in which the city executes public projects, with the private sector responding by completing new developments in the balance of the plan areas
- A full-control approach in which the city implements public projects, but also assembles land for conveyance to private developers subject to specific requirements
- A directed market approach, a combination of these two techniques, in which the city both completes public projects, and assembles key parcels for redevelopment, directing early stages of redevelopment.

Each model has advantages and disadvantages that the city will weigh as it moves forward. In any approach, the implementation process will require close coordination and partnerships between the public and private sectors. Public sector action will create a sustained and positive private reaction of project development. In addition, the public sector will establish the development ground rules that realize the Core to Shore Plan's vision.

To guide implementation, the City should consider establishing a special implementation office, similar to the MAPS office established to implement that program. Ultimately, the implementation office might require a more permanent long-term entity with greater autonomy from city government, such as a development corporation or land trust.



Development will respond to the changing image of the district initiated by the city's investment in parks and civic buildings.

FINANCING STRATEGIES

Financing strategies considered must be diverse and extensive to adapt to dynamic development options and financing mechanisms.

Potential sources of funds include

- General obligation (GO) and other bond issues
- A MAPS-type major projects initiative
- Tax increment financing (TIF)
- Federal transportation programs, including Surface Transportation Program (STP), Transportation Enhancements (TE), and Federal Transit Agency (FTA)
- Environmental Protection Agency (EPA) programs for environmental remediation
- Private, corporate, and charitable foundation philanthropy
- Land sale proceeds
- Land leases and other real estate income
- Community Development Block Grants, HOME Investment Partnership funds, and other Department of Housing and Urban Development programs to encourage affordable housing development
- New Markets Tax Credits (NMTC) for commercial development in neighborhood redevelopment areas.

Supporting documents are available from the Oklahoma City Planning Department:

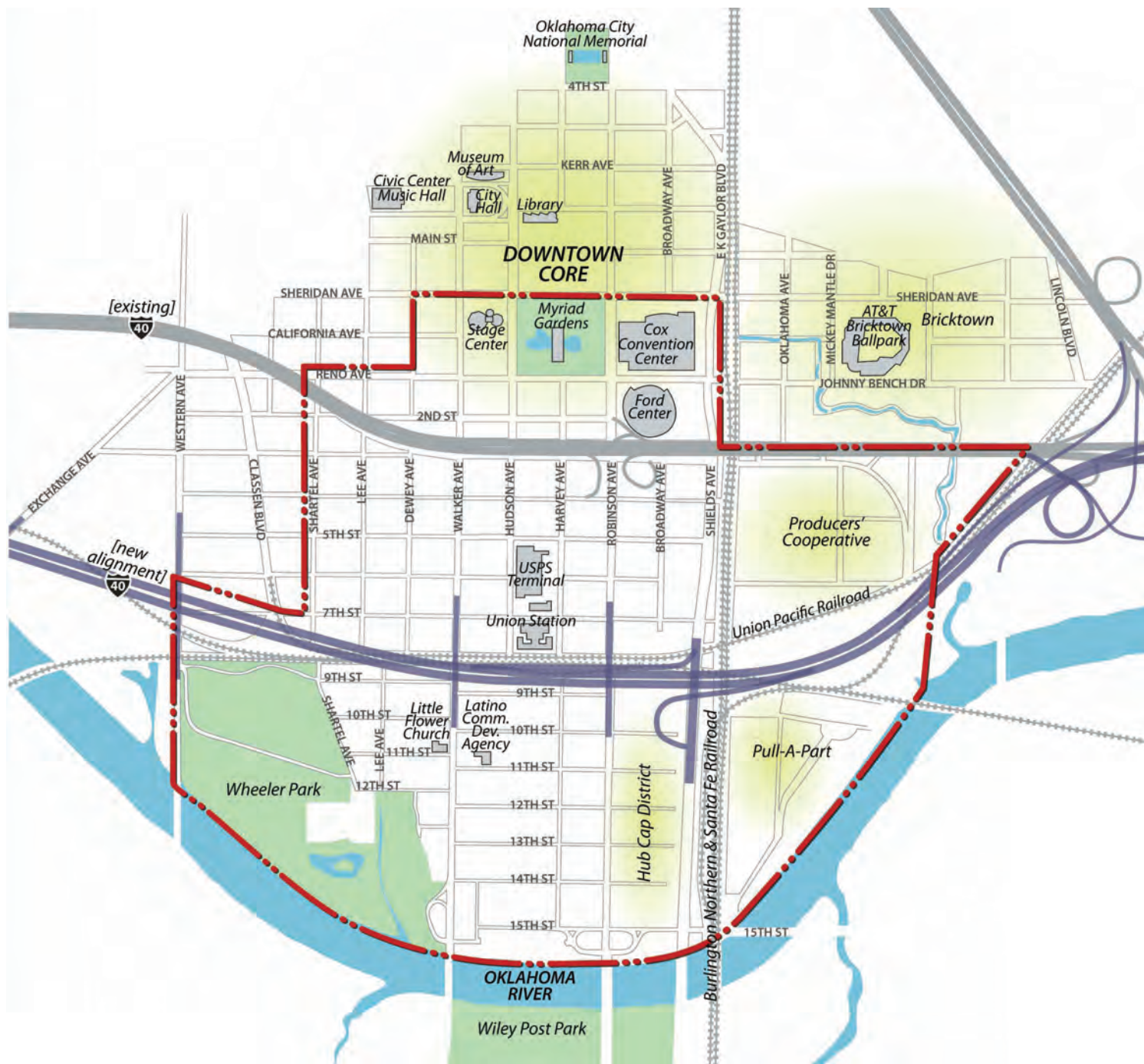
- *The Core to Shore Background Report*
- *The Core to Shore Market Analysis*
- *The Core to Shore Design Guide*
- *The Core to Shore Transportation Master Plan*

Owning the Future

The Core to Shore Plan is bold and draws from the citizens of Oklahoma City's belief in their future as an emerging premier American city. As Mayor Mick Cornett said at the beginning of the planning process, "We undertake this effort to plan not only for the city that is, but for the city that will be."



This aerial photograph (taken in 2006) shows the existing conditions and uses in the Core to Shore district for the reader's reference.



This map shows the existing streets, rail lines, and notable uses and buildings for the reader's reference.



In recent years, Oklahoma City has made tremendous progress in its effort to create a great downtown, propelled largely by public investment through the Metropolitan Area Projects (MAPS) program. MAPS projects such as the Bricktown Canal and Ballpark, Ford Center sports arena, Ronald J. Norick Downtown Library, Civic Center Music Hall, and Cox Convention Center expansion encouraged private investment that built new hotels, reinvented Bricktown as a thriving urban entertainment district, and generated growing new residential development. About one mile south of Downtown, another MAPS project transformed the Oklahoma River from a largely ignored, intermittently flowing stream into an outstanding water amenity consisting of permanent river lakes and a greenway and trail system.



The Bricktown Canal, a MAPS project, sets the scene for a thriving urban entertainment center.

Between the downtown core and the Oklahoma River shore lies a mile-wide, 750-acre swath of underutilized land occupied by industrial and commercial uses, vacant parcels, two railroad corridors, and scattered housing. An additional 165 acres of industrial uses to the west could become available in the future. The relocation of I-40 from the deteriorating Crosstown Expressway Bridge creates the rare opportunity to create a new urban district that connects a reinvigorated Downtown with a renewed riverfront.



The revitalized Portland, Oregon, industrial waterfront has become a lively urban district contributing to downtown's success.

Other great cities have completed undertakings of this scale and ambition. Cities such as Portland (Oregon), Vancouver, and Denver have demonstrated that rebuilding older industrial districts can dramatically change both the image and experience of city life. These cities have created lively, thoughtfully conceived mixed-use neighborhoods distinguished by parks, waterways, tree-canopied streets, and new destinations. In the process, they have drawn citizens back to their centers and have imbued once declining downtowns with the energy and dynamism of their formative years. This plan presents a blueprint to transform the underused land between Oklahoma City's downtown and the Oklahoma River into one of America's great new downtown neighborhoods, a center of life and community for all of Oklahoma City.

The Core to Shore Plan develops a framework and strategy for this major, multi-year redevelopment effort through the following chapters:

- **Plan Foundations**, discussing the basis and context of the plan and describing the plan process
- **The Framework**, including the development principles, urban design patterns, and framework diagram that shows the fundamental relationships underlying the structure and character of the new district
- **Plan Elements**, describing the components and features that will make the Core to Shore district a distinctive part of Oklahoma City's cityscape
- **Implementation Strategy**, establishing the strategies that will convert the Core to Shore district from plan to reality during the next two decades.

The gradual implementation of the Core to Shore program will have enormous benefits to the economy and environment of both Downtown and the entire community. Experience around the country indicates that these transformational projects fundamentally change the image of cities and improve their ability to attract investment and talent. The process of breathing new life into older industrial areas requires a long-term perspective, careful planning, civic commitment, leadership, and vision — attributes that Oklahoma City has demonstrated in the past. This plan, envisioning over \$3 billion in public and private investment, shows the path to achieving a new level of city quality and vitality through the rebirth of the Core to Shore district.



Background

Planning for the Core to Shore study area began with the Oklahoma Department of Transportation's (ODOT) decision to remove the deteriorating Crosstown Expressway Bridge and relocate I-40 to a new alignment. The structure defines the current southern boundary of the downtown core and separates it from the land and river to the south. ODOT's preferred alignment for I-40 was one-half mile south of the current route, along the east-west Union Pacific Railroad corridor. During initial negotiations with Oklahoma City, ODOT proposed building a city street after demolishing the deteriorating bridge structure.

The demolition of the bridge would, in effect, remove the south boundary to the core, making major changes in the area to the south inevitable. The proposed relocation raised a variety of concerns from downtown and neighborhood interests. In 1999, Oklahoma City completed a study to analyze the issues at hand and propose solutions acceptable to all parties. The study, *The Interstate 40 Land Use and Mitigation Study*, recommended

- Connecting downtown to the river by creating a continuous park and open space system surrounded by vibrant new neighborhoods
- A major pedestrian bridge over the new I-40 alignment to minimize the divisive effects of the new roadway
- A new park on the new freeway's south side to reduce environmental impacts and provide an open space amenity for new and existing neighborhoods south of the railroad alignment
- A new boulevard to replace the old Crosstown Expressway Bridge, providing an iconic entry into the city and an incentive for new downtown development.

This plan then became the basis for City and ODOT policy and implementation decisions as the project moved ahead.

This chapter presents the basis, objectives, and program for the Core to Shore Plan. It considers the following:

- Background of this planning effort
- Core to Shore planning process and its basic objectives
- Existing conditions in the study area
- Development program established by a market study completed as part of this plan



The Crosstown Expressway Bridge forms a barrier along the south edge of the downtown core. The deteriorating bridge will be demolished.



The study area looking west from near Shields Boulevard.

The Core to Shore Planning Process

In 2006, with the I-40 relocation project funded and underway, Oklahoma City launched the Core to Shore planning process to develop the general ideas contained in the 1999 study. The overall goal of the effort was to create a vision and a realistic, market-based plan for the 750-acre study area connecting downtown to the Oklahoma River. An important task of the process was to define strategic civic investments that would stimulate major private redevelopment. Mayor Mick Cornett, with co-chair and civic leader David Lopez, led a 33-member steering committee that represented a wide variety of community interests. The committee's charge was to ensure a plan that would

- Guide growth and development in the Core to Shore study area tailored to the needs and culture of Oklahoma City
- Complement existing downtown development
- Establish a new boulevard as a signature entry into downtown and as a stimulus for redevelopment
- Include sites for civic amenities such as a new convention center
- Create a large gathering space for cultural events, parks, open space and a connection to an active waterfront along the Oklahoma river
- Stimulate development that would fuel the city's economic growth and create new opportunities for its citizens
- Establish a strong pedestrian environment to encourage walking and bicycling.



Mayor Mick Cornett chaired the 33-member steering committee tasked with establishing a vision for the area.



Underutilized land between the Oklahoma River edge and the core downtown area will inevitably redevelop once the Crosstown Expressway Bridge is demolished. This plan will guide that redevelopment.

CONTEXT

Oklahoma City is the capital of Oklahoma with a metropolitan area population of 1.3 million people, including diverse cultural and ethnic groups.

INDUSTRIAL BASE:

Primary industries include production of natural gas, aircraft, wheat and other crops, and crude oil. Oklahoma City is home to the Oklahoma Health Science Center, a cutting edge medical research facility. The University of Oklahoma, the state's largest public university, is located 20 miles south in Norman and is a leading educational and national research institution.

TRANSPORTATION:

Located at the junction of Interstates 35, 40, and 44, Oklahoma City is an important transportation hub for both trucks and freight trains. The Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) rail lines have dramatically increased freight operations through Oklahoma City since the creation of the NAFTA corridor between Mexico and Canada.

DOWNTOWN CHARACTER:

Oklahoma City was largely shaped by the railroads, whose influence remains evident. The traditional warehousing district, with its characteristic large brick structures, was located east of the BNSF corridor, while retailing, hotels, and civic institutions were on the west side. Today, the old warehouses have been converted into boutique retail and restaurants, making up the historic Bricktown district. Bricktown is distinguished by its entertainment venues, canal and the AT&T Ballpark.

The downtown core, west of the BNSF tracks, continues in its role as the city's center, with dominant uses including office, hotel, retail, government, and civic.

From the start, the steering committee set a course toward an ambitious vision worthy of Oklahoma City, based on providing benefits for all of the city's citizens. The committee displayed excitement about making fundamental changes, using the Core to Shore planning process to propel Oklahoma City into the next tier of America's great cities.

The committee worked for over a year with a team of consultants to develop the Core to Shore Plan's vision. It worked by consensus to establish project objectives and debate the merits of various land uses, features, and relationships. The steering committee process also focused on the principles, objectives, and urban design patterns that will determine the nature of the new district. The committee, city, and consultant team recognized that changing conditions, preferences, markets, and project proposals would require flexibility. The plan has been designed to accommodate this flexibility while remaining true to the steering committee's vision for the Core to Shore district.

The process included extensive public participation. Three well-attended public meetings provided additional ideas and perspectives. The city and the consultants also reviewed plan ideas with groups with specific interests such as culture, sustainability, and the future of the Latino community. The city and consultants met with civic clubs, professional organizations, and social services to review the plan ideas. In addition, committee members discussed concepts with their constituents and brought their ideas to the process.



The steering committee discussed many land use scenarios and brought their constituents' ideas to the table.



Looking from the embankment of Shields Boulevard (near the Oklahoma river) back toward the skyline of the downtown core.

Existing Conditions

LAND USE AND PROPERTY OWNERSHIP PATTERNS

The Core to Shore study area includes a mix of industrial uses, housing, and warehousing. An electrical substation, overhead transmission lines, social service facilities, a large U.S. Postal Service distribution building, a city maintenance facility, and extensive vacant lands produce a disjointed land use pattern. While residences are scattered throughout the district, industrial encroachment and disinvestment has minimized the area's viability as a residential neighborhood.

Some blocks are held by single property owners, such as the Salvation Army and the U.S. Postal Service, but most have multiple ownerships, complicating assembly for redevelopment. About 25% of the land north of the new I-40 alignment is currently held by tax-exempt entities, a high percentage of non-taxpaying land so close to the downtown core.



Alley north of the I-40 Crosstown Expressway Bridge scheduled to be removed by ODOT and replaced with the new boulevard.



Myriad Gardens, in the heart of downtown just north of the Core to Shore district, is a 17-acre botanical garden that is home to Oklahoma Shakespeare in the Park, and is a favorite park for picnics and walking.



Harvey Avenue, north of the Crosstown Expressway Bridge in the downtown core, with Myriad Gardens at its terminus.



above: Dedication of Little Flower Catholic Church (March 24, 1927), Oklahoma Carmelite Archives, "A Pictorial History of the Oklahoma City Metropolitan Area", Metropolitan Library System. **right:** Little Flower Church today



BUILDINGS AND HISTORIC SIGNIFICANCE

The Core to Shore district's building stock is a mixture of industrial buildings, brick warehouse structures, storage yards, and older residential structures interspersed with vacant land. Many structures are in poor condition. Two buildings in the district, Union Station and Little Flower Church, have special historical and architectural significance.

Union Station, opened in 1931 and listed on the National Register of Historic Places, is located directly south of the US Postal Service building that blocks a clear view of its historic, Mission Revival façade. The former depot currently houses the Central Oklahoma Transportation and Parking Authority (COTPA) and a small business, but it is not used for public events. Little Flower Church, at 1125 South Walker Avenue, was established in 1926 to serve the large Mexican immigrant community that lived in the Riverside neighborhood at the time.

While no other buildings have the architectural significance of Little Flower Church and Union Station, several notable older buildings, such as the Latino Community Development Agency building, contribute to the character of the area and could be incorporated into development projects if economically feasible.

HOMELESS POPULATION

The study area has a significant population of homeless people. Makeshift shelters and campsites appear on vacant lands, particularly those with heavy vegetation. Responding to the community-wide importance of this issue,



above: The Union Station postcard shows the building prior to intrusion by industrial uses. **left and below:** Union Station is currently hidden behind the U.S. Postal Service distribution building.



Mayor Mick Cornett appointed a special task force to address the needs of Oklahoma City's homeless population in a comprehensive manner. This task force has been meeting since early 2007 and is developing recommendations for action.

ENVIRONMENT

Redevelopment of this underutilized land, typical fringe industrial areas near the centers of large cities, represents both great opportunities and challenges. Industrial uses, including an old canning facility, a tannery site, and auto storage and parts operations suggest a possible need for environmental remediation. However, the consultant's review of environmental records indicates that these issues can likely be mitigated through well-known and proven methods.

UTILITIES

The study area includes facilities owned by over 20 utilities, both public and private, many of which are outdated. Several upgrades are needed to support the plan, including water, wastewater, sewer, and electric supply furnished by OG&E Energy Corporation (OG&E).

It is common practice among utility owners to respond to development needs only when implementation is certain. However, the Core to Shore district's redevelopment will require early relocation of an OG&E substation east of Robinson Avenue between SW 4th and 5th Streets. The city and OG&E have begun discussions of this relocation. Similarly, overhead transmission lines in the Core to Shore area are incompatible with the planned redevelopment and will need to be buried.



A substation east of Robinson Avenue (shown here in the background) will require relocation.

The Core to Shore Background Report, developed as part of this project and available at the Oklahoma City Planning Department, provides detailed information about environmental and utility conditions in the study area.

MARKET ANALYSIS

A market feasibility analysis, conducted as part of the Core to Shore Plan, presents a preliminary development program for the district. The analysis indicates strong feasibility for successful redevelopment because of

- The age and condition of the buildings and their low value compared to the value of the land
- The potential return on investment for modern, more densely developed property
- The impending removal of the Crosstown Expressway Bridge.



Underutilized land of the project area where outmoded industrial uses and vacant lands have a detrimental effect on the scattered residences.

Based on the current absorption rates and comparisons to similar projects in comparable cities, (Salt Lake City, Denver, Portland, and Boise) the analysis indicates market support during the next few decades for

- Approximately 3,000 housing units, including single family homes, condominiums, high- and mid-rise residential, multi-family, and apartments
- A retail center of 250,000 to 500,000 square feet
- Office space built to suit a particular client or corporation according to their space requirements
- A 400,000 to 1,000,000 square foot convention center
- A 500-room convention center hotel with 50,000 square feet of meeting space
- Two smaller hotels to support the convention center and other visitors
- Neighborhood-serving businesses such as restaurants, health clubs, convenience stores, and specialty shops.

The estimated 3,000 new households will include a projected population between 6,000 and 7,500 residents (assuming 2.0 to 2.5 people per household) and will create an additional demand for

- A recreation center and health club
- A school, most likely an elementary school, that could also serve as a community center for continuing education, neighborhood meetings, art studios, and recreation
- A library
- Parks and open space.

The analysis concludes that the Core to Shore district's redevelopment complements the downtown core and surrounding districts, such as Bricktown and Automobile Alley, by combining to create a critical mass of entertainment, civic amenities, retail, and restaurants. This greater variety encourages people to shop, live, work, visit with friends, and enjoy other aspects of the center city environment.

The Core to Shore Market Analysis, available from the Oklahoma City Planning Department, provides more detailed information.



framework

The Core to Shore district will develop over a twenty to thirty year period. Its individual parts – parks, civic buildings, streetscapes, and private developments – will be designed and built over time by different people. The form of these projects will reflect the personalities of their designers, economic needs of their developers, and urgent requirements of the marketplace.

Desirably, this process will produce a fine-grained urban fabric that is more complex and richer than any one planner or designer could imagine alone. To achieve this result, though, individual actions and projects must follow unifying principles, patterns, and a framework that guide the character of individual actions and their relationship to one another and the larger neighborhood and city environment. These guides will create a cohesive environment true to the original vision of the plan:

This chapter presents the unifying framework — the “DNA” — of the Core to Shore concept.

- Development Principles
- Urban Design Patterns
- The Core to Shore Framework Diagram

Development Principles are fundamental characteristics that unify the Core to Shore district’s environment and all its individual elements. Together, application of the Development Principles will produce a superb environment for the citizens of Oklahoma City and a national model for contemporary urban redevelopment.

Urban Design Patterns, that when applied to individual actions and projects, implement the Development Principles.

The Core to Shore Framework Diagram describes the underlying physical structure of the Core to Shore district. The Framework Diagram presents a series of drawings that show how plan elements relate to each other and combine to create the urban district.



The relationship of parks to dense urban housing is a key concept in the Core to Shore Plan.



A broad range of urban experiences will appeal to a wide variety of preferences, ages, and incomes.

Development Principles

The five basic principles that define the Core to Shore district's environment are

High Quality Design - The design of both the public and private environments must reflect the scale and detail of a distinctive urban community, provide variety while remaining cohesive, and employ enduring, high-quality building, landscape, and streetscape materials.

Pedestrian Scale - The Core to Shore district will provide, above all, a walkable urban environment, designed for the enjoyment and experience of people traveling without a motor vehicle. The essentials and amenities of urban life will be near at hand, and the quality and scale of the environment will make pedestrian and bicycle transportation the naturally preferred modes of travel.

Sustainability - Sustainable design and development will be fundamental to the Core to Shore Plan's framework. The physical structure of the district, including a mix of uses, an intimate scale, and an emphasis on non-motorized transportation, will minimize unnecessary driving and energy use. Building designs will conserve energy and minimize use of non-renewable resources.



An urban environment that welcomes children will bring families to the city's center.

Major building projects will be LEED-certified, an international standard for measuring a product's sustainability, to create a model for urban sustainability. The variety of uses, housing choices, and public and private development also helps to create economic and community sustainability.

Compatibility - Development will be compatible with Downtown and the riverfront. The edges between the Core to Shore district and the surrounding urban fabric will be seamless and inviting. Project elements within the Core to Shore district will fit together logically and organically.

Diversity and Variety - The Core to Shore district will provide people with a variety of housing, retail, recreational, and entertainment options, serving a wide range of preferences, ages, and incomes. Environmental design will be similarly diverse, maintaining timeless features and common patterns that create a cohesive whole and provide its users and residents with a broad range of urban experiences.



A walkable urban environment keeps the amenities of urban life nearby while allowing the enjoyment of traveling on foot.

Urban Design Patterns

The urban design patterns describe physical characteristics and relationships that, when incorporated into the Core to Shore Plan elements, implement the Development Principles. These patterns address the nature of the district's public and private environments, the movement of people through the district, and the interaction of the project's elements. These guiding patterns include

- Sequence of Parks
- Hierarchy of Spaces
- Strong Street Definition
- Green Streets
- Active Street Frontages
- Boulevard as Gateway and Bridge
- Mixed Uses
- High Residential Density
- Variety of Housing Types
- Publicly Accessible Riverfront.



Sidewalk cafés enliven the urban environment and provide a place for people watching. They also make streets feel safer at night.

SEQUENCE OF PARKS

A connected sequence of parks and open spaces defines the Core to Shore district, creating a procession that leads naturally from Myriad Botanical Gardens to the Oklahoma River. The parks will create a connected series of outdoor rooms, with different experiences, activities, features, and views. A continuous and clear pedestrian pathway, defined by landmarks that draw people along the way, will unify these public spaces. Potential edges or barriers, such as the former I-40 alignment, the new I-40 corridor, and the river, will be experienced instead as “bridges” that link these public spaces and maintain the district’s continuity.



Parks, business areas, and housing will be part of a connected sequence that unifies these public spaces.

HIERARCHY OF SPACES

The Core to Shore district will provide a continuum of open spaces that recognizes different levels of community and privacy in urban neighborhoods. These spaces range from the most public, a large public park that belongs to the entire community, to the most private, the individual home and garden. Residential developments will include transitional space where the public and private environments meet. The hierarchy of space in the district may include, in order from most public to most private, the following:

- Major public spaces of primary civic and ceremonial importance
- Other public spaces for overall community use
- Neighborhood and local public spaces
- Transitional spaces where the public and private environments meet
- Semi-private open spaces shared by residents of a common development
- Individual private open spaces such as gardens.

STRONG STREET DEFINITION

Streets in the Core to Shore district will provide quality public environments that are comfortable and pleasant for their users. Development will follow the current city grid of streets and blocks. Individual projects will strongly define the street edge, with a high degree of site coverage and clear build-to lines.

GREEN STREETS

The district's streets will be "green" in both design and use. Tree-lawns with regular street tree plantings will separate the vehicular and pedestrian domains. Landscape and street design will employ best practices to manage stormwater runoff, conserve water resources, and provide shade. Streets will be multi-modal, encouraging non-motorized and public transportation while successfully accommodating private motor vehicles.



A range of public spaces with varying degrees of public interaction and privacy give people choices for outdoor activity.



Active street frontages will engage the public.

ACTIVE STREET FRONTAGES

All development will address the street, providing windows and other features that engage the public along the street and avoiding blank, unarticulated walls. Primary entrances to private and civic buildings will be oriented to the street and directly connected to the public sidewalk. Surface parking lots, parking garages, and other structures that lack street level interest will either be hidden from direct public view or lined with active uses.

BOULEVARD AS GATEWAY AND BRIDGE

The new boulevard that replaces the Crosstown Expressway Bridge will be both a ceremonial gateway to downtown and a “bridge” that links the downtown core and the Core to Shore district. The boulevard, designed in the tradition of grand boulevards in Europe and America, will include a broad traffic way, parallel parking sleeves separated from moving traffic by park-like medians, wide sidewalks, formal tree plantings, public art, and custom lighting and street furniture. Major private mixed-use development will mark the north, or downtown core, side of the new boulevard; civic and park development will define its south side. Despite its width, crossing the boulevard will be comfortable for pedestrians.

MIXED USES

Mixed-use developments create vibrant, engaging urban environments. Therefore, development areas should include retail, commercial, and residential uses near one another. Mixed uses may be integrated into individual buildings or distributed throughout the development.

HIGH RESIDENTIAL DENSITY

Residential development in the Core to Shore district will provide high densities that respond to the preferences of the Oklahoma City market. Quality common spaces and amenities will complement dense, residential settings with high degrees of land coverage.

VARIETY OF HOUSING TYPES

The Core to Shore district will provide a variety of neighborhoods with housing types that meet diverse needs. The district’s residential settings should include high- to mid-rise residential towers, high-density urban condominiums and apartments, townhomes, and small-lot single-family attached and detached homes. Different housing types are located in places that capitalize on their individual character and scale, and provide good



Densely developed housing of different varieties will offer options for residents and encourage diversity.

access to public amenities. The district's housing should provide both ownership and rental opportunities and be affordable to a range of household incomes, including the members of the workforce who do not earn high incomes such as teachers, office employees, clerical and retail or sales people, and hospital workers.

PUBLICLY ACCESSIBLE WATERFRONT

The Core to Shore district will connect Downtown to the Oklahoma River and its shoreline greenways, trails, and other recreational features. The design will maximize points of access to the shoreline and the river itself. Riverfront development and the river environment will have a mutually beneficial relationship. River views and amenities will benefit adjacent development, which in turn will respect the river's visual and environmental qualities and maintain maximum public access.

The Framework Diagram

The Core to Shore Framework Diagram combines the Steering Committee’s objectives, Development Principles and the Urban Design Patterns to create a series of drawings that express how the plan’s elements relate to each other to make the whole greater than the sum of the parts. These drawings illustrate the district’s underlying structure as each of the components is added.



EXISTING DOWNTOWN CORE AND BRICKTOWN

Oklahoma City’s central business district first developed during the late 1800s as a commercial and railroad center. It grew west from the warehouses of today’s Bricktown district into the contemporary downtown core, about one mile north of the Oklahoma River. The Bricktown Canal, completed in 1999, created a unique waterway feature that encouraged development and helped Bricktown grow as an entertainment district. The canal demonstrated the positive impact of water on the urban environment.



EXISTING PARKS AND CIVIC BUILDINGS

Over time, the city built public parks in downtown and along the Oklahoma River, but industrial uses, vacant land, and spotty development still separate the two anchors. The MAPS sales tax initiative funded the building of major civic projects such as the Ford Center, AT&T Ballpark, Bricktown Canal, and improvements to the river.

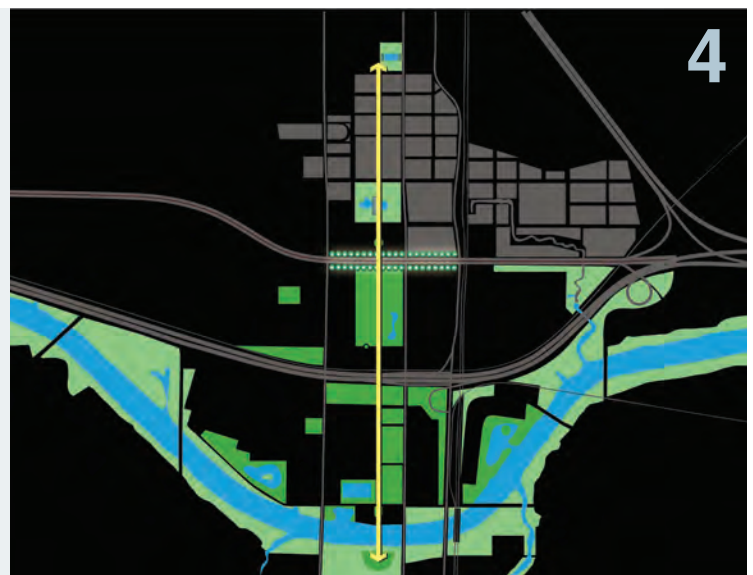
TRANSPORTATION INFRASTRUCTURE

Walker and Robinson Avenues and Shields Boulevard cross the river, linking downtown with southside neighborhoods. Today, the Crosstown Expressway Bridge forms a visual and psychological barrier between downtown and the river. The new boulevard will replace the expressway bridge, creating a ceremonial entrance into downtown and beginning the connection of downtown to the river.

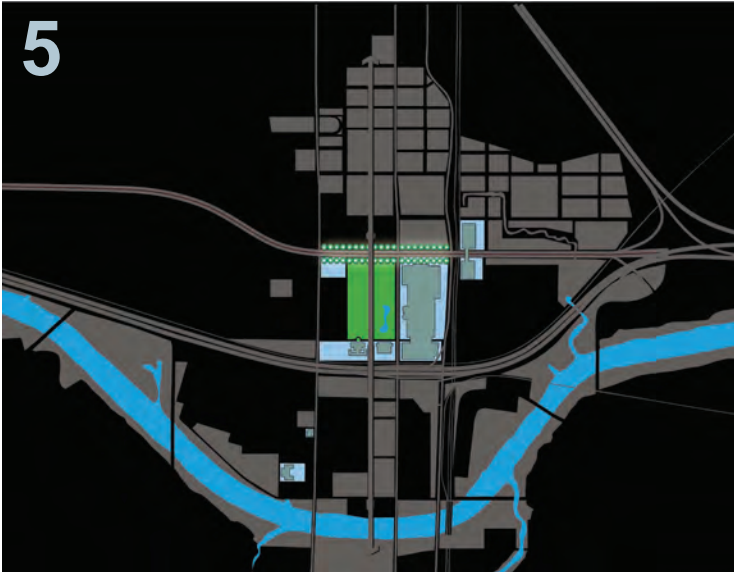


NEW PARKS AND PEDESTRIAN SPINE

A sequence of new parks and a continuous pedestrian spine will extend from Myriad Gardens to Wiley Post Park. The largest of these parks is the two-block wide Central Park, extending between the new boulevard and the new I-40 alignment. This series of public spaces will set the image for and anchor adjacent private and public redevelopment.



5



NEW CIVIC BUILDINGS

Civic buildings will invigorate the district, providing security for private investors and civic presence through major permanent community investments. Civic structures will include a new convention center, Union Station, Central Park events center, neighborhood school and library, multi-modal transit center, and the possibility of one or more new cultural facilities on the west side of Central Park

6



BOULEVARD MIXED USE

A commercial mixed-use development will extend the downtown core to the north side of the new boulevard. Potential uses could include a retail base with towers to accommodate corporate offices, a hotel, or residential uses. The new boulevard frontage will be alive with restaurants, cafés and specialty stores.

7



FUTURE DEVELOPMENT SITES

The Cotton Producers Cooperative Oil Mill and a car parts storage yard currently occupy the industrial land west of Shields Boulevard. The areas will increase in value as the Core to Shore district develops. Their redevelopment will depend on future market forces. Possibilities may include business parks, sports facilities, or other special uses. Future redevelopment here will require greatly improved access.

WEST PARK NEIGHBORHOOD

Neighborhoods flanking Central Park will benefit from their easy walking distance to employment, recreation, and a growing number of downtown amenities. The West Park Neighborhood, south of the new boulevard and west of Central Park, could accommodate approximately 1,400 households. Adjacency to the downtown core and Central Park will encourage early development of West Park. A one-block square neighborhood green will serve the area. Residential towers along the west wall of the convention center will take advantage of park views and activate the center's street frontage.



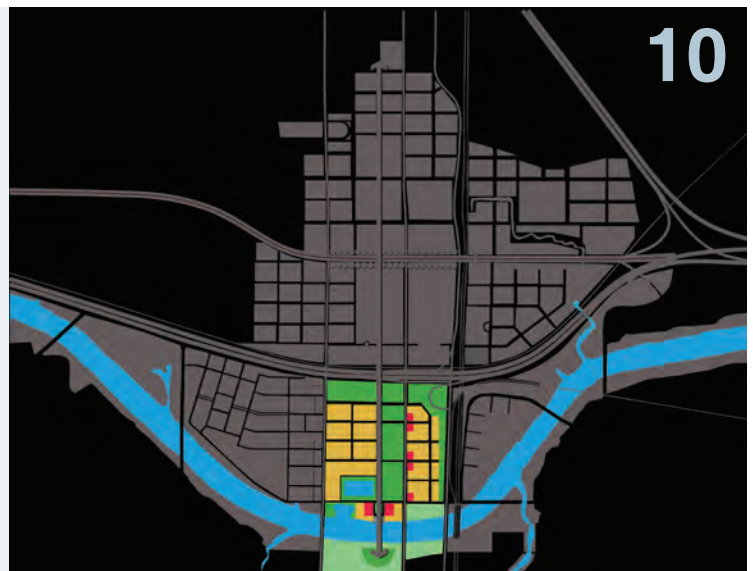
WHEELER PARK NEIGHBORHOOD

The Wheeler Park Neighborhood, north of the river, is a new urban village of predominantly single-family homes. Front porches, tree-lined streets, and yards will distinguish this neighborhood of about 150 homes. Wheeler Park neighborhood is an ideal setting for a school/community center and library. A new plaza south of Little Flower Church, surrounded by small retail and restaurants, will create a traditional market square. Multi-story residential buildings developed west of Walker Avenue and along a new Riverside Drive, will provide improved public access to the Oklahoma River.



NORTH SHORE NEIGHBORHOOD

The North Shore Neighborhood will provide great residential variety immediately north of the river. It will include a townhome development (North Shore Mews), a mixed use project surrounding a water feature (Riverlake), live/work and rental units (Parkview), and riverside residential towers (River Towers). Promenade Park will serve as its neighborhood green, and Riverlake reinforces North Shore's waterfront character.





THE FRAMEWORK DIAGRAM

The completed Framework Diagram carefully locates the land uses to be compatible with each other, and together create a lively urban district based on the land forms, culture, and goals of Oklahoma City.

The Framework along with the Development Principles and Urban Design Patterns will help guide decisions as the Core to Shore district develops over time. The Framework has been purposely designed to accommodate change while still retaining the fundamental ideas developed as part of this planning process. The relationship among the land uses — neighborhoods near parks, corporate offices near downtown, the convention center near hotels, etc. — is central to the Core to Shore Plan's vision.



The Core to Shore district's long-term success depends on the quality of its individual elements and the degree to which they work together to create a dynamic and economically strong urban district. Each element contributes to a distinctive, unified urban environment. Each also complements adjacent development and reinforces previous public investments in the downtown core and along the Oklahoma River. This chapter describes and illustrates the plan elements. Its drawings and photographs convey the character of each feature, but do not prescribe specific architectural designs.

Throughout its discussions of the nature and relationships of project elements, the steering committee understood that a strong interdependence among parks, housing, retail, office, and public buildings is necessary to create a memorable environment that attracts investors, residents, businesses, and visitors. The Core to Shore Plan guides development over a long period, and is designed to be flexible while maintaining its basic integrity. As the Core to Shore vision is realized, new ideas, markets, and trends will inevitably emerge. The best plans respond well to change, following the organic and living processes that create our most interesting environments.

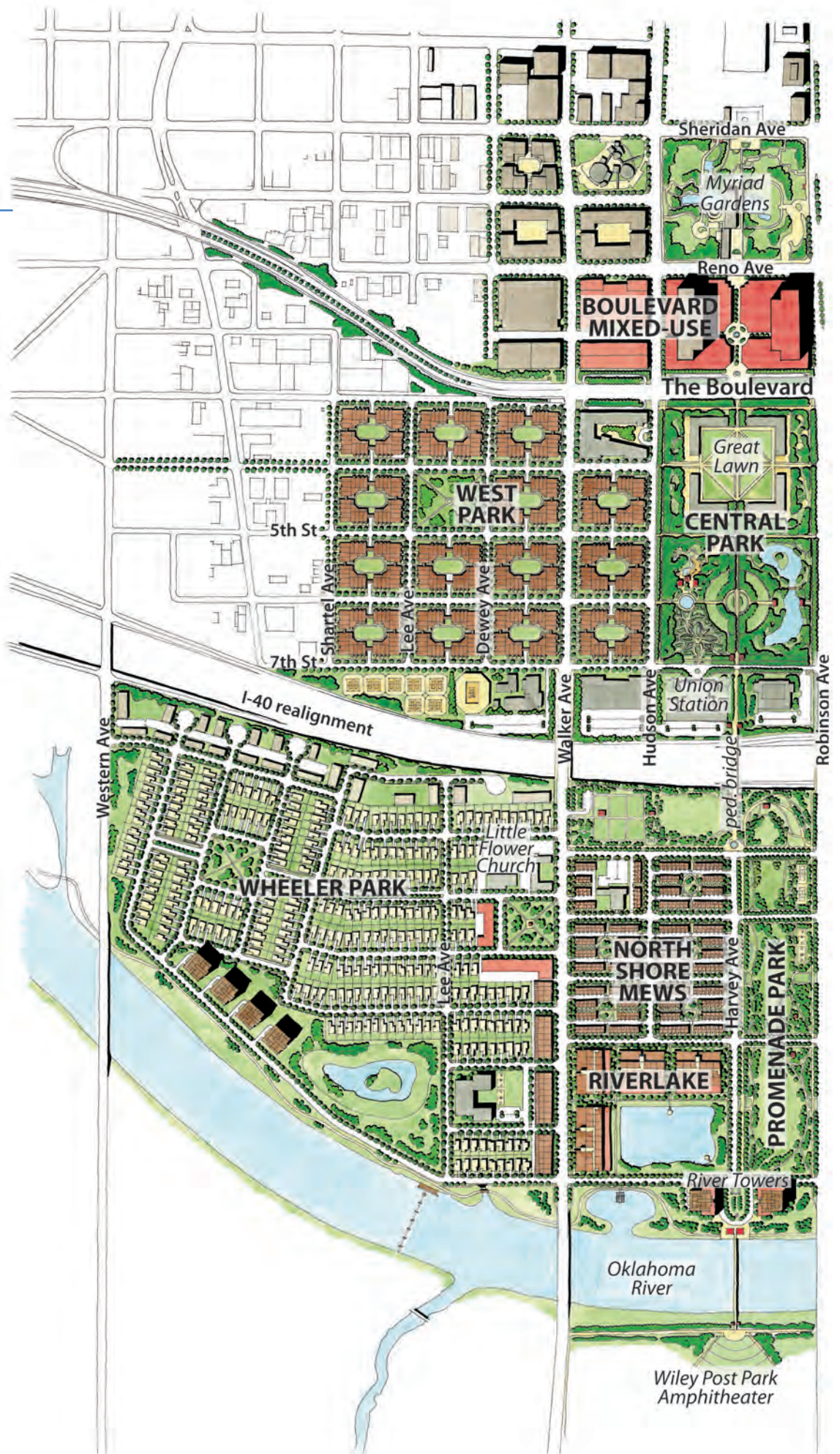
The plan's framework incorporates many sustainable, environmental principles for community design, land use, and transportation. Beyond the clear need to conserve energy and reduce greenhouse gas emissions, sustainable developments are increasingly attractive to consumers. All development should follow the principles and patterns described in the preceding Framework chapter.

This chapter describes the plan's elements and their relationship to each other. Elements include

- The Boulevard Environment: Street and Mixed-Use Development
- Parks and Public Space
- Civic Amenities
- The Neighborhoods
- Long Range Development
- Streets and Circulation

Land Use Plan

The land use plan shows how the downtown core boulevard neighborhoods, commercial land, civic buildings, and parks fit together to form the Core to Shore district. It can be used as a reference to locate the proposed plan elements found in this chapter.







The boulevard, looking east from Harvey Avenue.

The Boulevard Environment: Street and Mixed-Use Development

OBJECTIVES

- Develop a setting for major mixed-use urban development that increases downtown's role as a retail and business center.
- Build a new boulevard that is an urban place, an image center, and an iconic entry into downtown.
- Create an interplay between the intensive development on the north side of the new boulevard and a large, signature public park on the south side.

VISION

The pulse of a great city often beats along a great street. The Champs Elysees in Paris, K Street in Washington D.C., San Francisco's Embarcadero, Michigan Avenue in Chicago, Fifth Avenue in New York, Franklin Parkway in Philadelphia, and many others – these streets conjure up images of the life of their respective cities. These streets and grand boulevards have different dimensions, but also share certain characteristics. Their tree-lined landscapes and adjacent architecture capture their city's spirit. They boast generously proportioned sidewalks activated by sidewalk cafés, informal seating, public



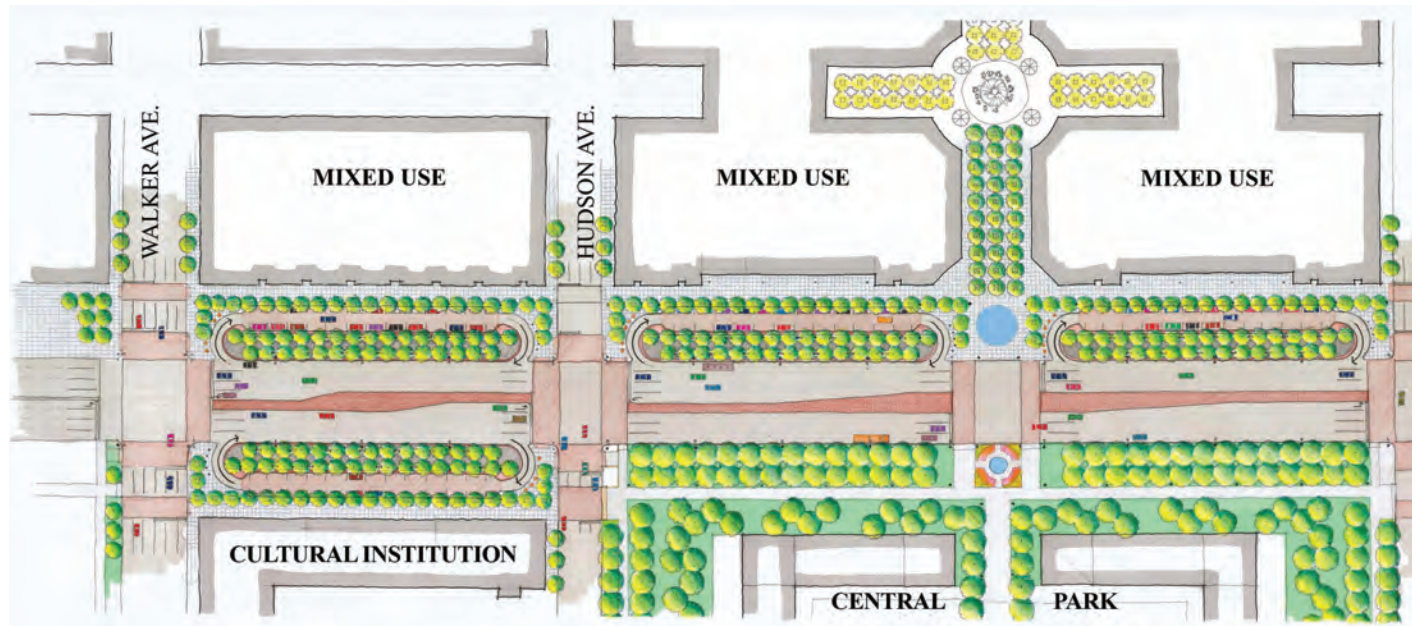
art, and special landscaping. Durable, high quality materials emphasize their permanence, and specialty lighting distinguishes them after dark. Great streets are a place where people go to see and be seen, to linger, and to experience the best of urban living.

The new boulevard will be Oklahoma City's own version of such a great street and is pivotal to the vision of the Core to Shore Plan. Its construction will follow completion of the new I-40 alignment and demolition of the existing Crosstown Expressway Bridge, now scheduled for 2012. The boulevard will connect with the retained elevated portions of I-40, intersecting at grade level with Walker Avenue on the west and Oklahoma Avenue on the east. As a result, it will be a major arterial for traffic entering Downtown, particularly from the east.

In the Core to Shore concept, the new boulevard fulfills four roles. First and foremost it will be a special place – a destination that draws people to enjoy its restaurants and cafés and sets the image for Oklahoma City. Second, it will be the downtown gateway from I-40, defining people's first impression of Oklahoma City. Third, the boulevard is the seam that connects the downtown core and the new neighborhoods and parks that lead to the shore of the Oklahoma River. Fourth, it will help to establish a new, memorable national image for Oklahoma City.



An active retail street front has many entrances, window displays, and attractive street furnishings that create a comfortable pedestrian environment.



The boulevard concept includes a densely tree-lined street with retail and office development to the north, and a grand central park leading to the Oklahoma River to the south. The park is flanked on the east by the convention center hotel and on the west by a cultural institution.

While the design of the new boulevard is very important, its edges ultimately define its character. Major mixed-use development, including substantial destination retail and restaurants along with other uses, lines the street's north side. The Core to Shore pedestrian spine, aligned with Harvey Avenue, links this new development north to Myriad Botanical Gardens and the downtown core. To the south, the pedestrian spine crosses the boulevard to the entrance of Central Park, destined to be the city's preeminent public gathering space and park.

The contrasting land uses on the two sides of the boulevard, very dense and urban on the north, and open and green on the south, create the interplay of environments that mark memorable city places. Fifth Avenue in New York, Michigan Avenue in the Chicago Loop, and San Francisco's Embarcadero illustrate the power of this interaction between dense development and grand open space along a street corridor. This relationship and the boulevard design will create a dynamic environment that is visually engaging and distinctive, redefining the image of Oklahoma City.



The boulevard from east of Shields Avenue, looking west.



Boulevard Design and Streetscape

The new boulevard design includes six basic elements:

- The overall design idiom
- The basic street channel
- Parking slips
- Wide adjacent sidewalks
- Streetscape elements
- The railroad underpass

Overall Design Idiom The boulevard will be a new street built in and for the 21st century. Therefore, it should be contemporary in character, reflecting its time, and setting the tone for new housing and other buildings in the district. This will distinguish it from the historic forms of Bricktown and the eclectic mix of traditional and modern architecture of Downtown Oklahoma City.

Basic Street Channel Between Walker and Oklahoma Avenues, the new boulevard provides three lanes in each direction. The lane closest to the sidewalk will be used for parking or public transit, unless traffic volumes require its use as a travel lane. The speed limit will be 25 miles per hour, reinforcing the boulevard as an urban environment where pedestrians are primary and speed is secondary.

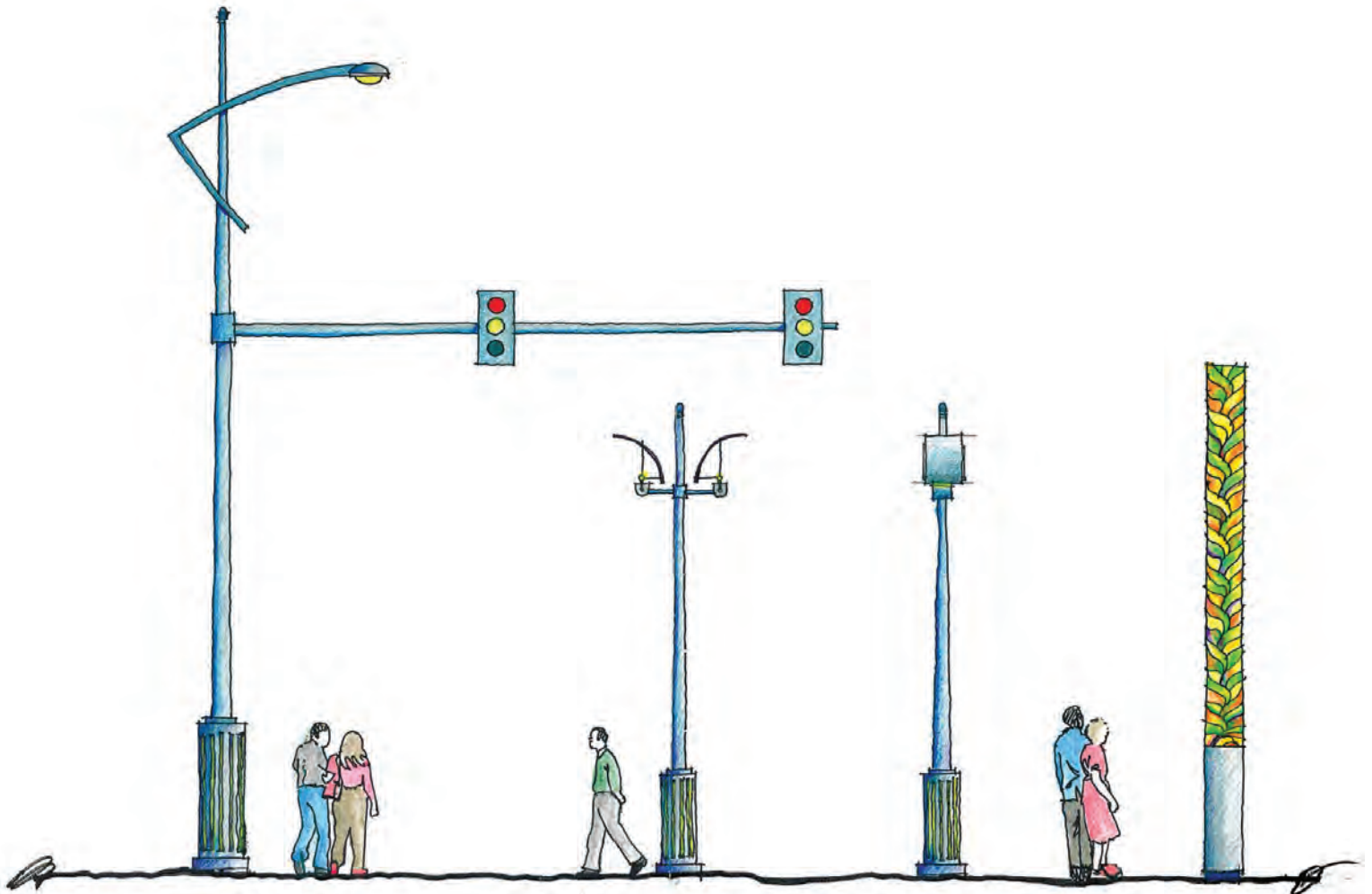
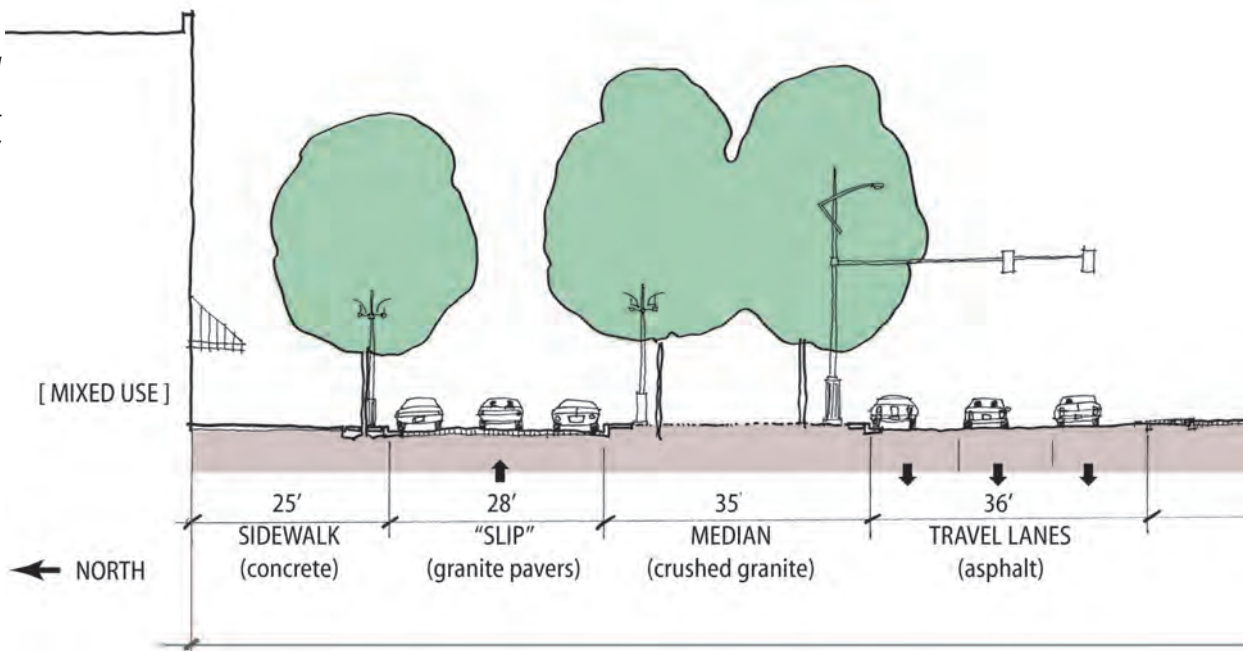
Parking Slips The north side of the boulevard as well as the blocks on the south that do not front Central Park will have parking slips with parallel parking on both sides. These slips are separated from travel lanes by 35-foot side medians, landscaped with two rows of trees. They will provide convenient parking while separating the primary sidewalk from moving traffic.

Sidewalks The sidewalks between Walker and Oklahoma Avenues will be 25 feet wide to accommodate outdoor cafés and provide a generous pedestrian space. A single line of trees will run along the curb edge next to the parking slip. A simple scoring pattern on the sidewalk will be punctuated by an accent of local red granite to decorate the edge.

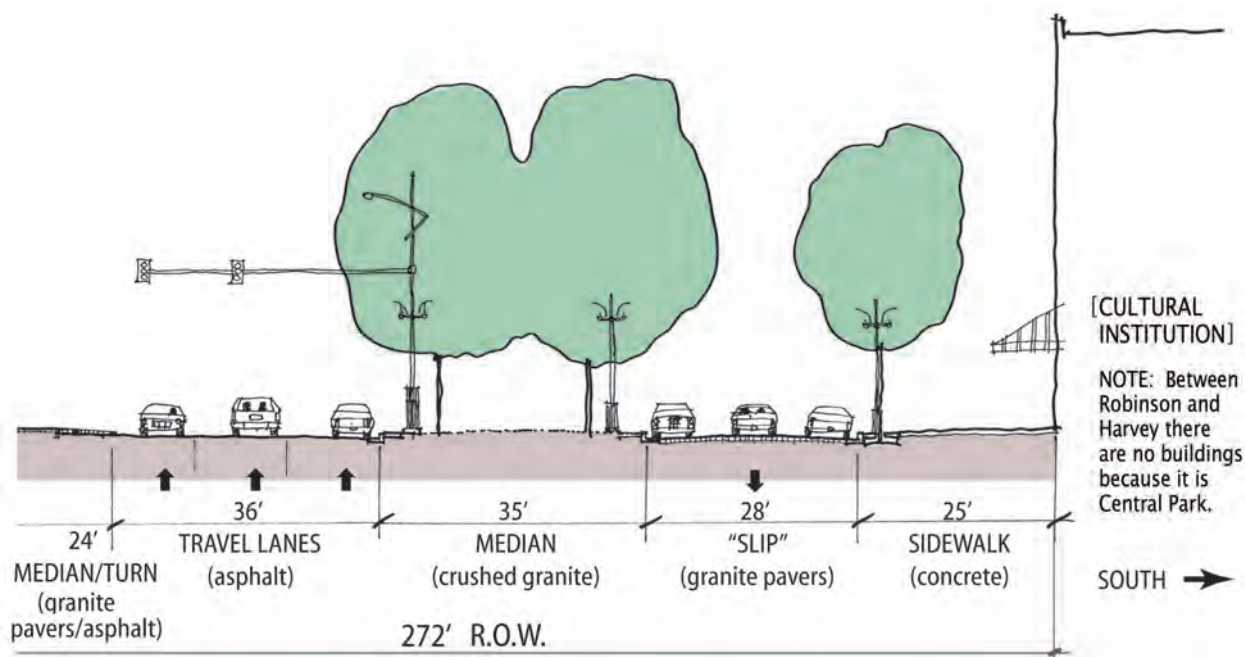


Public art can be permanent or temporary like these inflatable red shoes in honor of a new ballet opening.

Typical boulevard cross-section between Walker and Harvey Avenues.



Boulevard streetscape lighting concept including traffic signals, pedestrian lights, and light columns that follow the pedestrian path from the downtown core to the river.



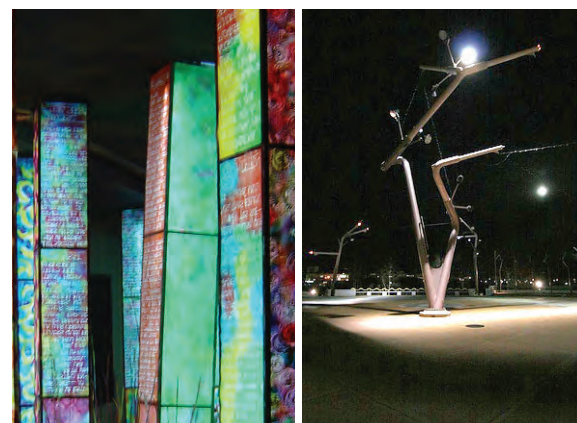
Streetscape Elements A distinctive set of street furnishings will outfit the sidewalks and side medians. This “kit” includes

- Thematic lighting at both roadway and pedestrian scale
- Benches and moveable chairs that invite people to enjoy the boulevard
- Flower planters that add seasonal color and soften the concrete sidewalk
- Public art
- Light columns to mark the pedestrian path from the core to the river.

The streetscape kit may also include decorative tree grates and manhole covers, fountains, flags, and plaques. The selection and arrangement of street furnishings should provide pedestrian comfort, establish a design rhythm and pattern, and unify the boulevard.

Street lights are especially important in setting design direction because of their size and prominence. Lighting should use new technologies to minimize energy use. Sustainability should be an important criterion as streetscape elements will be designed and selected during the boulevard’s final design phase.

Distinctive lighting and streetscape features would also mark the important pathways through the district. For example, the steering committee discussed placing light columns along the pedestrian spine between the new boulevard and the riverfront. This concept combines public art with wayfinding, thereby integrating art into the environment of the district. These columns would be based on the work of an artist. A process for choosing an artist will be established by the city.



Left: Bright light columns enliven a park at night
Right: A modern street light doubles as sculptural art.



Street lights, because of their size, can be used to set a theme for a streetscape.

Railroad Underpass

The north-south BNSF railroad embankment paralleling Shields Boulevard poses a special challenge to the new boulevard's visual connectivity to Bricktown and future development to the south. The detailed boulevard design must address this issue and create a comfortable pedestrian environment under the railroad. Design criteria for the underpass includes the following:

- Minimizing the new boulevard's grade as it passes under the railroad bridge, consistent with providing adequate clearance.
- A 200- to 250-foot wide opening under the bridge, supported by columns in the median and at the street edge, to reduce the length of the span and the depth of the bridge structure. This opening would accommodate six traffic lanes and a 15-foot sidewalk on each side.
- A raised sidewalk under the bridge, depending on road grade, with decorative railings consistent with other boulevard streetscape elements. This is possible because the pedestrian path requires less clearance than the roadway, and desirable because it reduces the sidewalk slope.
- Artwork and continuous lighting under the bridge and along the abutments.
- Materials and maintenance practices that keep the boulevard and underpass clean and free of graffiti and maintains a sense of security. This, and other boulevard maintenance measures, may require the participation of a Business Improvement District.



Even something as utilitarian as a man hole cover can add an artistic and interesting touch to a streetscape.



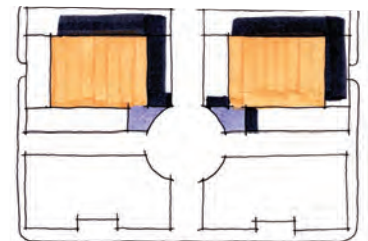
Mixed-Use Development

The new boulevard will substantially contribute to the design character of both the downtown core and the new Core to Shore district. However, it is also a development tool, encouraging large, urban-scale projects with boulevard frontage. These mixed-use projects are likely to include at least three key components: destination retail, office, and hotel uses.

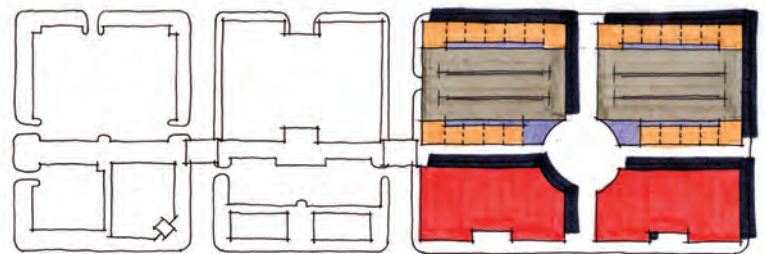
DESTINATION RETAIL

The downtown core, once the city's premier retail center, now offers little retail other than specialty stores (including a destination jewelry store), office services, and other retailers oriented to downtown employees and visitors. Bricktown's development includes specialty and destination retailing, most notably the Bass Pro development on the east edge of the district. Major redevelopment along the new boulevard corridor creates an opportunity for a destination retail center, capable of attracting regional customers and expanding the market for existing retailers and services, because

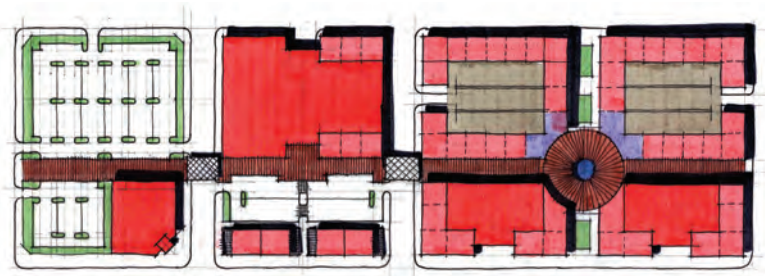
- The Oklahoma City metropolitan area lacks a comparable urban retail center, making this a new product for the region.
- Sites that accommodate a moderately sized center are available along or near the new boulevard.
- The corridor enjoys excellent regional road access and will be an increasingly important center for public transportation.
- The boulevard environment, a growing residential community and substantial employment base, civic destinations (such as the convention center), and the sustained popularity of Bricktown as a regional attraction support the market for a retail center.
- A NBA basketball team, to be housed at the Ford Center, will attract spectators who are also potential retail customers.
- A central location in the region appeals to new and unique retailers or restaurateurs entering the Oklahoma City market with a single store.
- Parking to support retailing should be integrated into the retail development or provided nearby.



Upper Level

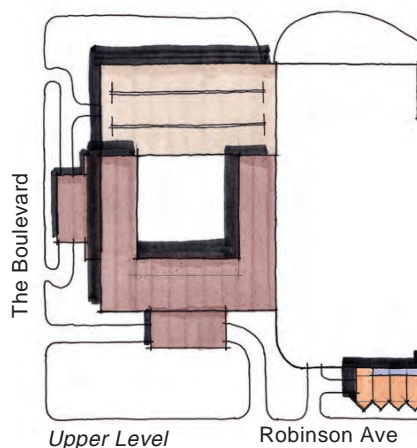


Second Floor

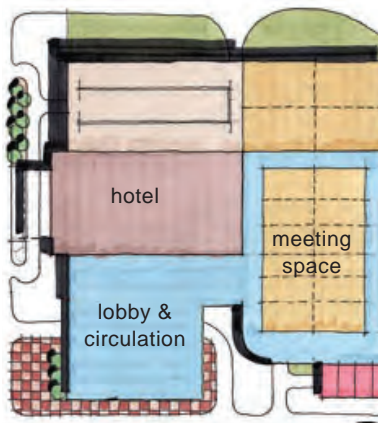


Street Level

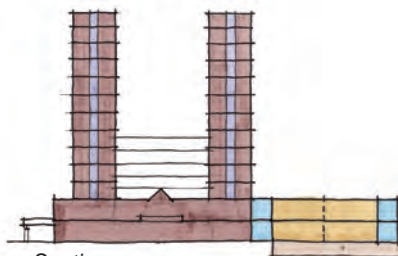
Boulevard Retail, prototype example - retail occupies the lower level, while office, and possibly residential or hotel uses are above.



Upper Level



Entrance Level



Section

Hotel, prototype example. See further discussion of convention center on page 65.

EXISTING DOWNTOWN OFFICE SPACE

A study by Price Edwards and Company indicates an inventory of 5.2 million square feet of office space in the Central Business District (CBD) of which about 1.5 million square feet (or 27.8 percent) is vacant.

CLASS C SPACE, typically outdated and difficult to lease, accounts for about 61 percent of the vacancy. Because Class C space is unattractive to larger corporations, vacancy in quality, multi-tenant office space is actually well below the nominal CBD-wide rate.

CLASS A OFFICE SPACE has a current vacancy rate of approximately 15 percent and average rents from \$18 to \$22 per square foot. However, these conditions still do not support new speculative multi-tenant office development, which requires vacancy below 10 percent and typical rents at or above \$25 per square foot.

However, the potential need for new headquarters space, serving either existing local corporations or companies considering a home in Oklahoma City, presents opportunities for build-to-suit offices. These potential occupants often do not find the existing inventory attractive or responsive to their needs.



Convention attendees are often enthusiastic clientele for local restaurants and shops.

Mixed-use development on the north side of the new boulevard can accommodate a destination center ranging from 250,000 to 550,000 square feet. This center must have a strong presence along the boulevard and neighboring streets, created by store entrances, storefront windows, controlled signage, and architectural features. Desirable retail tenants include regional general and niche merchandisers, apparel, home furnishings, restaurants, and local artisan and specialty shops.

While the mixed-use center hosts the district's largest retail concentration, retailing is integrated into other Core to Shore projects, including civic buildings, neighborhood sites, and residential mixed-use developments, as discussed below.

OFFICE DEVELOPMENT

The new boulevard mixed-use project and other sites in the southern part of the downtown core provide highly visible locations for high-rise buildings or multi-block campuses. Office uses will require supporting parking consistent with the Urban Design Patterns. Parking facilities in the Core to Shore district should be hidden from public view or incorporated into building structures.

HOTEL DEVELOPMENT

A steady increase in hotel rates and occupancy since 1998 has produced a positive hotel market in Oklahoma City. Downtown now offers about 1,600 rooms in seven hotels, three of which opened in 2007. Business travelers and conventioners make up the primary customer base. Three of the hotels, the Sheraton, the Skirvin Hilton, and the Marriot Renaissance, also offer meeting rooms and other facilities that supplement the existing Cox Convention Center.

Based on vacancy rates and average room rates studied early in this planning process, downtown demand supports additional hotel rooms. This demand will be greatly influenced by the possibility of a new convention center, envisioned by this plan and supported by the Greater Oklahoma City Chamber of Commerce. The Core to Shore Plan proposes a site for this facility south of the new boulevard between Robinson Avenue and Shields Boulevard. The Chamber's Tier II study, scheduled for completion in 2008, will establish the final location and size of a new convention center and adjacent hotel.



The boulevard will attract national retailers and specialty shops, making it an interesting and attractive street.



Specialty retail can be a regional attraction.

“What people want to see most in a city is other people.”

— William Whyte, Jr., *The Social Life of Small Urban Spaces* and *The City*, the seminal works about designing urban spaces for people.



This sidewalk invites people to linger and watch the urban scene.



Maintenance and management of the new boulevard, which could be incorporated into downtown's existing Business Improvement District, will be critical to its success.

ACTIONS AND RECOMMENDATIONS FOR THE BOULEVARD

- Lead the preparation of detailed plans for the new boulevard roadway, pedestrian domain, and railroad underpass in coordination with ODOT. Roadway and streetscape design, and engineering should be a unified effort to accommodate all modes of travel, with a priority on the pedestrian environment. The City should develop an implementation agreement with ODOT that addresses capital financing, construction management, right-of-way, materials, and project scheduling.
- Include a final streetscape plan in the boulevard design process, with streetscape elements incorporated as part of the construction project. The City should begin discussions with artists, and develop a process to select the work of an artist who would be involved in the design or fabrication of special elements.
- Begin discussions with owners of property north of the new boulevard to implement the boulevard mixed-use development.
- Begin an assessment of the need for supporting parking, some of which may be provided off-site. If required, the design and financing for Central Park should include parking to support park use and surrounding redevelopment.
- Implement design guidelines and regulatory tools such as special district zoning, form-based zoning regulations, and development agreements, to ensure that development reaches the site's full potential and urban quality.
- Expand the scope of the Downtown Business Improvement District to include management and maintenance of the new boulevard upon completion. The improvement district's responsibilities should include landscape maintenance, snow and ice removal, trash collection, graffiti control, security, upkeep and repair of materials and lighting, events and seasonal decorations, retail programming and promotion, and special events.



The proposed office towers on the boulevard, looking south toward the Oklahoma River along the pedestrian spine.

Public Parks and Open Space

OBJECTIVES

- Create a continuous pedestrian spine along the Harvey Avenue alignment that uses new parks and public open spaces to connect downtown to the Oklahoma River and its citywide trail system.
- Create a sequence of parks and open spaces that offers attractive and rewarding settings for a wide range of community and individual activities, from large community celebrations to individual enjoyment.
- Design spaces that appeal to a wide variety of users during different times of the day and year. Maximize park interest with varied attractions and the ability to adapt and evolve over time.
- Use parks as a development tool that encourages high-quality adjacent development.
- Ensure that neighboring development provides active frontages along the river and public parks.
- Assure that parks are within easy and convenient walking distance of all development areas.
- Increase use and activity along the riverfront by making the shore more accessible.
- Take advantage of the opportunities for world-class sports venues and individual recreation offered by the Oklahoma River.
- Capitalize on the views of the river, the parks, and the downtown from within the parks and adjacent development.

VISION

Parks and public spaces are the foundation of the Core to Shore Plan and organize all other elements of the plan. In both traditional city development and contemporary redevelopment, great parks and a hierarchy of public spaces create vital neighborhoods and cities. The Core to Shore Plan's network will have four fundamental roles:

- **Image Transformation** A distinctive park network will transform the image of the district from an obsolete industrial area interspersed with some older housing, to a vigorous urban neighborhood capable of attracting people back to the downtown.
- **Development Catalyst** The district's planned parks are the anchors that will generate new development around them. People want to live near great parks and have a variety of open space choices in both scale and degree of privacy within the dense urban environment.
- **Public Common and Hierarchy of Public Space** Like other great central city parks, the Core to Shore district's parks will become Oklahoma City's most intensively used civic open spaces. They will host everything from major citywide celebrations to people simply enjoying the pulse of city life. Within developments, small, semi-private open spaces will invite neighbors to socialize and their children to play within site of home.
- **Downtown to the River Promenade** The district's park system will connect downtown Oklahoma City's core and the Oklahoma River. Its processional sequence will bring the river to downtown and downtown to the river.



Special events — like a wedding in the formal garden in front of Union Station — can be held in Central Park.

The Core to Shore district's large and small public spaces combine to fulfill these four roles. They make up a green hierarchy that includes the following:

- The pedestrian spine along the Harvey Avenue alignment
- The 40-acre Central Park
- The six block long, 30-acre Promenade Park (including the park south of the new I-40 alignment) and Riverlake
- The existing Oklahoma River greenway
- Little Flower Plaza
- West Park and Wheeler Park neighborhood greens
- Semi-private open spaces within development blocks.

PEDESTRIAN SPINE

The pedestrian spine runs through the district's major parks, beginning at Myriad Gardens and ultimately crossing the river to Wiley Post Park. While providing a clear, easy to follow route, the spine will exhibit subtlety, variety, and rhythm as it passes through a sequence of large spaces and narrower passages, allowing its users to lose themselves, but never be lost. Along the way, pedestrians and cyclists will experience various environments as follows:

- The dense urbanism of the new retail mixed-use development with a boulevard crossing that favors pedestrians' movements
- A broad walkway through Central Park, flanked by artistically-inspired light columns between 10 and 14 feet high that are part of an extensive public art program
- A landmark pedestrian bridge over the new I-40, complementing historic Union Station
- A wide path along the western edge of the linear Promenade Park, continuing past the Riverlake mixed-use development
- A river gateway framed by two residential point towers and connecting to the Oklahoma River greenway
- A pedestrian bridge over the river to a small new amphitheater in Wiley Post Park, furnishing audiences with spectacular river and city views.

While Myriad Garden's Crystal Bridge forms the ceremonial terminus of the pedestrian spine, the sequence should connect north to Sheridan Avenue and beyond. A new pedestrian bridge on the east side of the Crystal Bridge, over the garden's internal lake, could provide this public link

The pedestrian spine and the parks that it links will

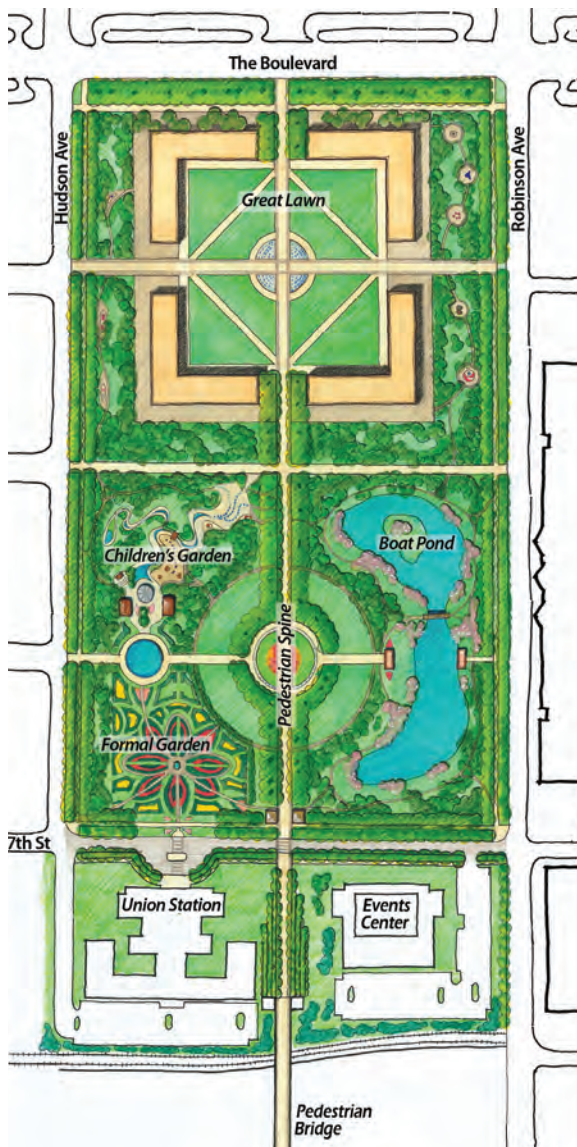
- Stimulate the local economy by encouraging people to walk and shop in the area
- Encourage year-round opportunities to walk and bicycle for health and fitness
- Highlight interesting local, historic, and cultural features along the route
- Create a strong sense of place and community
- Promote pedestrian activity and illustrate that access to the amenities of an urban environment do not require a private motor vehicle.



The pedestrian spine, along the Harvey alignment from Myriad Gardens to the Oklahoma River.



View from Central Park, during a festival, looking toward the new retail along the boulevard.



Central Park includes a large gathering space at its north end near the boulevard, a boat pond, a children's play area, and a formal garden. The south end is anchored by the new events center and Union Station.

CENTRAL PARK

The 40-acre Central Park on the south side of the new boulevard will be Oklahoma City's great public common, the city's main space for civic events and celebrations. In addition to the two-block wide, green, open space between Robinson and Hudson Avenues, the City should acquire the blocks west of the main park between Harvey and Walker Avenues for the future development of civic institutions adjacent to the park. The final use of these blocks is undetermined at this time, but this capacity is important to Downtown's continued emergence as a cultural center.

Central Park should include

- Structures and spaces for major community events such as the Oklahoma City Festival of the Arts
- A distinctive children's play area
- A small pond for changing seasonal uses
- Shaded open areas with attractive landscape for casual activity
- A "Great Lawn" for large events, concerts, and unstructured use
- Public art
- An events center
- A formal garden
- Underground parking.

Underground parking should support adjacent development such as the boulevard mixed-use project and the convention center. Union Square in San Francisco, Boston Common, and Millennium Park in Chicago incorporate large public parking garages under major urban parks. Ideally, a weather-protected concourse should connect the Central Park garage to the retail development.



Central Park aerial view looking north toward the boulevard, the Ford Arena, and downtown.



Central Park will have a large gathering space for community events.

PROMENADE PARK AND RIVERLAKE

Promenade Park continues the pedestrian spine to the river. In addition, it will be the park of the North Shore neighborhood, catalyzing its development. This linear park includes multi-purpose lawns and open spaces, active recreation areas for court games, and smaller play areas.

To mitigate the freeway's environmental impacts, ODOT previously purchased two blocks of park land west of Promenade Park along the south edge of the new I-40 right-of-way. These blocks should be incorporated into Promenade Park and contain similar or complementary uses.

The Riverlake development adjoins Promenade Park near its southern end and to the west. A small lake is the centerpiece of this development and a surrounding plaza, lined by cafés and retail space with upper level housing, connects back to Promenade Park and the pedestrian spine.



A formal garden provides a place for quiet walks and small events.



The pedestrian bridge across the Oklahoma River, looking north between residential towers toward the downtown skyline.

THE OKLAHOMA RIVER GREENWAY

Two residential point towers frame a gateway between Promenade Park and the Oklahoma River shore. A “beacon”, a distinctive environmental art installation, should be a highly visible landmark that defines the intersection of the north-south pedestrian spine and the east-west riverfront greenway. The city will initiate a process for selecting an artist to design the beacon. This feature’s design should be coordinated with the form of the point towers and the pedestrian bridge across the river to Wiley Post Park.

The riverbank’s materials should bring people closer to the water. The stone “rip-rap” that now lines the shore as part of the river’s flood control program prevents people from easily reaching the water’s edge. The City should work with the Army Corps of Engineers to create a more accessible riverbank. Possible solutions for study include a gentler angle along the shore, and planting the bank with grasses or other riparian plant materials that provide habitat and minimize maintenance.

The river itself is an increasingly popular rowing venue, and greater use should be encouraged by riverbank enhancements. Its growing popularity is already evident with an expanding boathouse row and the possibility of hosting of Olympic rowing events. Such activities will continue to flourish with better river access, making both the river and the city more attractive. Rental rowboats may also be offered to the public, further increasing waterfront activity.

Yet, one need not be an athlete to experience the fun of the river. Oklahoma City, buoyed by the success of water taxis on the Bricktown Canal, has recently purchased water ferries for travel along the river. The boats will travel from Meridian Avenue to Eastern Avenue through a series of locks, several of which will be constructed along the route. A small marina and dock to the east of Walker Avenue will accommodate these watercrafts.

Development and increasing river activity will require the City to pay close attention to water quality. Implementation of a stormwater quality plan, employing best management practices, is necessary to minimize pollutants in the water runoff. Riverbank treatments discussed above could also reduce unmanaged flows into the river.



Riverlake will reinforce the waterfront theme along the Oklahoma River's north shore.



Centrally located parks are important to a neighborhood's urban quality and social fabric.



Small playgrounds in neighborhood parks bring neighbors together and provide a place for casual sociability.



Neighborhood greens are a great place for a short walk among neighbors.

LITTLE FLOWER PLAZA

Little Flower Church is a spiritual symbol of the vital contribution of Latinos to the life and culture of Oklahoma City. The proposed Little Flower Plaza, adjacent to Walker Avenue, reflects the nature of the traditional Latin-American town square, flanked by the church on the north and retail shops to the south and west. The retail edge will include a neighborhood library.

NEIGHBORHOOD GREENS

The neighborhood green, surrounded by streets and homes with park views, is often the heart of a traditional neighborhood. The West Park and Wheeler Park neighborhoods are centrally located, one-block greens containing comfortable seating and other amenities such as a playground and pavilion, trees and lawn, and gathering places for neighbors. They become the “central parks” of their local areas, more intimate than the great public space nearby, but very important to the neighborhood fabric. The location of the Wheeler Park green will also discourage traffic cutting through a predominantly single-family area.

WHEELER PARK AND RIVERSIDE DRIVE

Riverside Drive along the river's edge will connect 15th Street to Western Avenue. This drive will improve access to both the river and the adjacent Wheeler Park neighborhood. The new neighborhood will be developed on parts of the existing park site, but other areas will be retained and improved. The City and user groups should cooperate to find a replacement location for the park's existing softball diamonds, offering a chance to upgrade playing fields.

The existing detention pond in Wheeler Park southwest of 15th and Lee Streets will be improved and incorporated into a small open space. New plantings that provide habitats for water fowl and wildlife can have environmental, educational, and entertainment benefits. In addition, the park's river edge will offer excellent views to riverside housing development.

PUBLIC ART

Public art is integral to the Core to Shore district and should pervade its parks and open spaces, making the district an outdoor gallery. It can also create identity and distinction for private development. Oklahoma City has a strong tradition of investments in the arts. The *Oklahoma Land Run*

monument by Paul Moore, south of Bricktown, and Alan Houser's sculpture *As Long as the Waters Flow* near the capital building both capture local history and create landmarks. The Oklahoma Museum of Art is a popular downtown attraction with regular temporary exhibits and a nationally recognized permanent collection of artwork by Dale Chihuly. Public art may include individual installations or be incorporated into functional elements (such as benches, lighting, and paving) of the new boulevard, parks, sidewalks, and private and civic developments.

Oklahoma City should consider including funding for public art in the Core to Shore Projects. The City has a policy for art in public places that allows one percent of a project's cost to be set aside for works of public art. While the City may choose not to include one percent of art for some public projects, this provision was used during MAPS to include works of art in each of the projects. In Denver, private developments benefiting from tax increment financing must include public art installations equivalent to at least one percent of the project cost. This has produced a rich and varied public art collection that includes streetscape art, mosaics, sculpture, and paintings.

ROADWAY BUFFERS

Buffering and noise abatement can make urban freeways and other heavily traveled arterials more compatible with high quality adjacent development. Abatement is required along I-40 and Shields Boulevard.

- **North and South Edges of I-40** The land along the new I-40 freeway between Walker and Harvey Avenues can be gently sloped up to a retaining wall, hiding freeway traffic and buffering noise. Tree plantings on this slope further reduce the freeway's impact. Barriers along the freeway edges will be required for safety. Softening the freeway edges in this way will also help to facilitate a stronger visual connection between north and south of the freeway, in turn encouraging pedestrian traffic along the spine. West of Walker Avenue, sound walls may also be necessary as the semi-depressed freeway returns to grade level.
- **Shields Boulevard** Shields Boulevard is built on a berm as it ascends from the Boulevard to a bridge over the river. The area directly west of this road, on the berm, should be planted with trees and native grasses to minimize visual impact on the neighborhoods below and add interest to the road.



Public art such as Alan Houser's sculpture "As Long as the Waters Flow" creates identity and distinction for a city.



Public art, shown here incorporated into the building front of a performance hall, will help establish a strong image for the district and attract redevelopment.



Retail and housing near urban parks enhance safety. Well-designed urban parks attract development at their edges.



The design of the signature I-40 pedestrian bridge should be safe and comfortable even at night.

ACTIONS FOR PUBLIC PARKS AND OPEN SPACE

- Purchase or otherwise obtain the land required to build the parks and open space areas described in the plan. For Central Park, this includes the land between Walker and Robinson Avenues, south of the new boulevard and north of the new I-40 alignment. The blocks between Hudson and Walker Avenues should be reserved for future civic projects.
- Engage park designers for the public spaces of the Core to Shore district. Design and construct the parks to the highest standards to ensure long-term quality and flexibility, and to improve land values of adjacent parcels in key locations.
- Work with the Arts Council of Oklahoma City and other arts organizations to develop a master plan for public art throughout the district, and engage an artist for the light columns and other furnishings.
- Secure funds to enhance Myriad Gardens as the front door to downtown at the north end of the pedestrian spine.
- Work with ODOT to finalize the details of the placement and design of the I-40 pedestrian bridge, noise walls, berms, and open space areas along the freeway. Develop a design for the landmark pedestrian bridge and landscape buffer zones.
- Implement development guidelines for private projects to assure that they engage the riverfront.
- Coordinate a plan with the Army Corps of Engineers to make the Oklahoma River banks more accessible and inviting to the public.
- Design the “beacon” and pedestrian bridge at the southern end of the pedestrian spine and initiate their development.
- Design an amphitheater with a capacity of 300 to 500 at the southern end of the pedestrian bridge in Wiley Post Park. Position the facility to maximize views of the river and downtown skyline.

Civic Amenities

OBJECTIVES

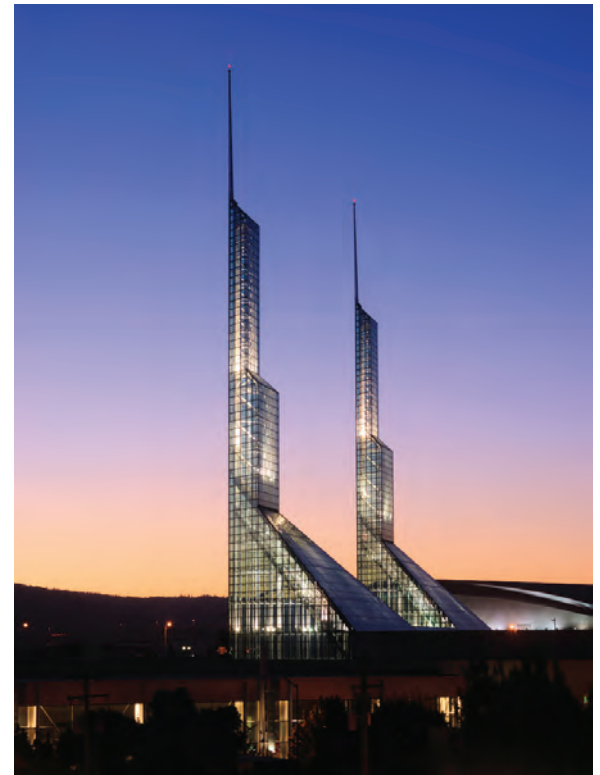
- Develop civic resources that accommodate cultural and community activities, support the downtown, and make public uses an integral part of the design of a new city district.
- Provide locations for major civic buildings that require large tracts of land, guided by urban design patterns that generate high-quality, human-scaled facilities.
- Enrich the downtown area and the new Core to Shore development with high quality public facilities such as a neighborhood library, events center, and schools that promote a sense of community.

VISION

The Core to Shore district provides excellent locations for new public buildings that an expanded downtown will need in the future. These new buildings include

- A new convention center
- A multi-modal transit center
- Sites for future museums or cultural institutions
- Union Station
- Community events center
- Neighborhood library
- New schools
- Recreation center

The plan includes strategic places for these civic uses that complement private development, add vitality, and take advantage of the public investments in parks and open space.



Convention centers are major economic generators for their cities.



The Core to Shore Plan envisions a convention center and hotel on the boulevard across from the Ford Center. Central Park is to the west on the right of this illustration.

Citywide Facilities

CONVENTION CENTER

Oklahoma City, with a metropolitan population approaching 1.2 million, is an increasingly attractive convention and conference destination. The Cox Convention Center, with 186,000 total square feet and 100,000 square feet of exhibition space, is relatively small among peer cities and cannot be easily expanded. To compete successfully for convention business, the Greater Oklahoma City Chamber estimates that the city will need a new facility within the next decade, providing between 400,000 and one million square feet, along with a convention hotel. A consultant report on specific space and program needs, optimum location, and necessary support facilities is expected in March, 2008, and will direct final decisions on this facility.



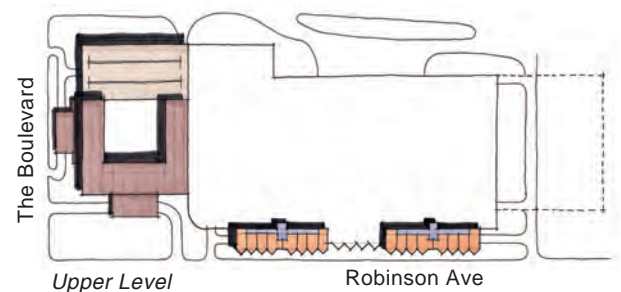
A view of street-level retail with upper-level residential units lining Robinson Avenue in front of the convention center can provide a sense of security for park users.

During the Core to Shore planning process, the steering committee evaluated sites based on the following criteria:

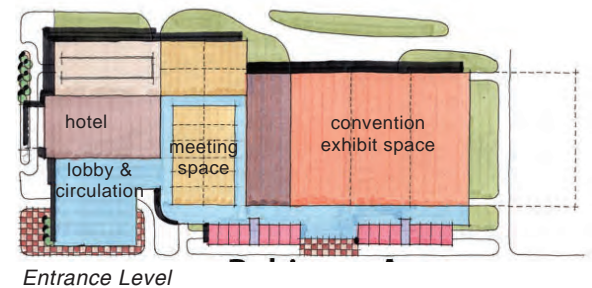
- Freeway and future public transit access
- Nearness to restaurants and entertainment, Bricktown, the downtown core, and sports facilities
- Quality of the surrounding public environment
- Circulation and loading requirements
- Ease of site assembly and development
- Expansion capacity.

A majority of the committee concluded that the site between Robinson, Shields, the new boulevard and the new I-40 alignment, best satisfies these criteria. This site accommodates an 800,000- to one-million-square-foot center with about 300,000 square feet of exhibition space, with building expansion possible south of 7th Street. Parking options include a garage under the building or a separate parking structure adjacent to the south, and service access is provided from 7th Street and Shields. The convention center concept includes a new hotel along the new boulevard on the north side of the site. This hotel could include meeting space to supplement the convention center.

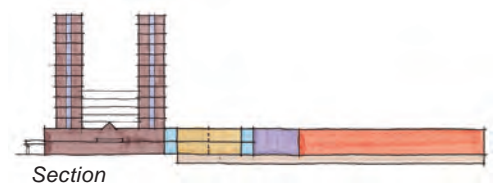
To avoid fronting Central Park with a long, relatively featureless wall and take full advantage of the park exposure, mid-rise residential buildings with street-level retail will line the convention center's Robinson Avenue façade. These units will benefit from prime views and a strategic location, while providing "eyes on the park" that increase park users' sense of security.



Upper Level



Entrance Level



Section

Hotel and convention Center, prototype example

A new events center in the southeast corner of Central Park will host public and private functions that offer views of the park and downtown core skyline.

TRANSIT CENTER

Transit has a key future role in the city's transportation system. Serious consideration of implementing a multi-modal transit system began with the publication of the *Fixed Guideway Study* in 2006, and a follow-up study is now considering alternative approaches. As support for transit and its role in the city environment grows, the possibility increases that such a system will develop within the Core to Shore development timeframe. Walking and bicycling are fundamental parts of the Core to Shore concept.

A transit center would serve all potential public transportation modes, including local circulators, city and intercity bus service, fixed guideway transit, and commuter and intercity rail passenger service. While the feasibility and location of such a site requires additional study, the Core to Shore Plan proposes a location along the north-south BNSF line as best able to serve all potential modes. Key site criteria include a minimum two square block area, easy access to the interstate highway system, and adjacency to existing and potential passenger rail lines. The facility would include elevated rail platforms, surface and structured parking, transit transfer capabilities for both bus and fixed guideway transit, and supporting retail and other commercial services.

EVENTS CENTER & UNION STATION

A two-story events center east of Union Station and west of Robinson Avenue completes the ring of new civic features around Central Park. This location is especially attractive because of its adjacency to the convention center and the I-40 pedestrian bridge. This facility would include a community recreation center on the first level, with space for public meetings, private parties, or civic events above. This center creates a safe environment by adding evening activity to the southeast park edge.

Union Station, built in 1931, is a distinctive Spanish Mission style structure that is listed on the National Register of Historic Places. The building's current industrial context hides its historic architecture, which





would again be revealed by Central Park. The development of Central Park should include adapting at least part of the station for expanded public or community use. Possibilities include a bicycle station for rental and repair, coffee shop, and an events space to support weddings and other celebrations.

CULTURAL FACILITIES

During the next decade, Oklahoma City may build one or more new museums or other cultural institutions. These special facilities are often located within or on the edge of great city parks, and Oklahoma City's Central Park should continue this tradition. The south side of the new boulevard between Hudson and Walker Avenues, with excellent access and frontage on both the boulevard and Central Park, is an ideal location for a major civic building. The City should acquire this block as part of the park acquisition reserving it for future civic use.

The rest of the park's west frontage, between Walker and Hudson from SW 4th and SW 7th Streets, should also be designated for important civic projects, and acquired along with Central Park. If projects do not emerge for these sites within a reasonable period, these blocks should develop privately as part of the West Park neighborhood. City cultural and civic leaders should thoroughly explore the possibilities of new facilities in the park before conveying this land for private development.

NEIGHBORHOOD FACILITIES

Neighborhood Recreation Center The West Park Neighborhood concept includes a recreation center north of relocated I-40 and west of Walker Avenue. This center also serves new neighborhoods south of relocated I-40 and the North Shore and Wheeler Park neighborhoods, and is easily accessible via the three bridges over the freeway. The recreation center could be either public or private and may have specific focuses such as swimming or tennis to broaden its market appeal. A sound wall may be necessary to buffer the recreation center from the freeway.

Neighborhood Library The growing Core to Shore neighborhood may require local library service. A neighborhood library can be incorporated into retail development on the south edge of Little Flower Plaza. This location adds people to the plaza, strengthens local retailing, and is central to the redevelopment area.



New cultural facilities in the park could include outdoor spaces that take advantage of the parkside location.



The neighborhood library should include a children's area to encourage families to locate in the district.

Urban School The projected Core to Shore district's population is large enough to create a demand for a new elementary school. In addition, an innovative or magnet school may add secondary education. A potential school site on a block at SW 14th Street and Walker Avenue is easy to reach by car and will also encourage parents and children to walk and bicycle to school. This site has the added advantage of easy access to the wetland based park to the west. Because of the abundance of amenities in the Core to Shore area, a school could be placed in several different locations and still offer a range of benefits not available to many suburban schools. Access to various cultural facilities and the river would be just two examples. The new urban school should be a true community learning center, offering after-school programs, and night and week-end classes.



The Core to Shore district's school should also be a community center for events and educational programs.

ACTIONS FOR CIVIC AMENITIES

- Purchase or otherwise acquire land for the civic amenities described in this section and begin further study to refine their design and function within the community. These include
 - ♦ The convention center, contingent upon the outcome of the Tier II study
 - ♦ The Transit Center
 - ♦ Potential future cultural or civic facilities for the west edge of Central Park
 - ♦ Union Station
 - ♦ The Central Park events center
 - ♦ Little Flower Plaza
 - ♦ Neighborhood facilities, including the recreation center, library, and school sites.
- Work with the institutions and boards responsible for operation, such as the Oklahoma City School Board and the Arts Council, to develop facilities that fit into their overall programs and reinforce the urban fabric of the Core to Shore district. Also explore partnerships with non-governmental agencies, such as the YMCA, for operation of the events center and the recreation center.
- Coordinate timing, financing, design, and other implementation issues with the appropriate agencies.



The Bridgewater site is slated for future redevelopment.

Long-Range Development

OBJECTIVE

- Redevelop land when opportunities arise so that it is integral with other plan elements.

The Bridgewater site and the Cotton Oil Producers' Cooperative are likely to redevelop as markets mature. Advantages of these sites include access to the freeway and the downtown core, proximity to Bricktown, and high visibility. These sites also have consolidated ownerships and enough land for large, single-purpose uses such as an office or sports campus. Projects could include special features that reinforce the patterns of adjacent development, such as extending the Bricktown Canal or creating a riverside lagoon. However, redevelopment of these sites faces significant hurdles, including relocating existing industry and providing adequate access.

ACTION FOR LONG-RANGE DEVELOPMENT

- Continue to evaluate options for development of the Oil Producers' Cooperative site and the Bridgewater site.



Aerial view from West Park neighborhood, looking east toward Central park, the convention center, and the housing along Robinson Avenue in front of the convention center's west side.

The Neighborhoods

OBJECTIVES

- Create vigorous, mixed-use neighborhoods that meet a variety of resident preferences and markets, are architecturally innovative, and offer a range of price points.
- Develop projects consistent with Core to Shore's Urban Design Patterns and other design guidelines.
- Build housing that takes advantage of views, parks, and water.
- Design buildings and blocks to form a vibrant, pedestrian-oriented neighborhood that accommodates automobiles but minimizes the visibility of parking lots and structures.

VISION

The Core to Shore district's neighborhoods will accommodate about 3,000 housing units, with a population between 6,000 and 7,500. Each of its neighborhoods will offer distinctive settings, reflecting the diversity of potential residents. Their design should promote health of the individual, by encouraging routine physical activity, and the community, by incorporating innovative environmental management practices.

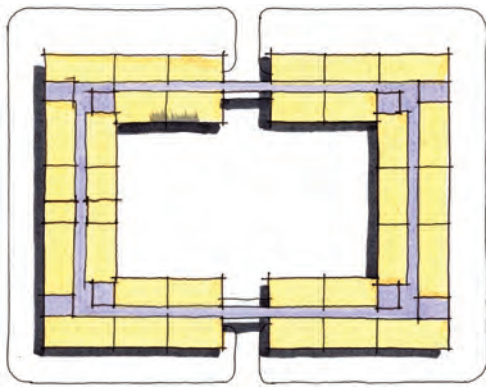
Residents are central to the Core to Shore district's success. Their investment and interest transforms a redevelopment project into a neighborhood, and their presence creates energy on the street and provides security. They support local shops and populate streets and parks. The district is their home and as residents they establish the ambience that attracts others to this unique urban district.



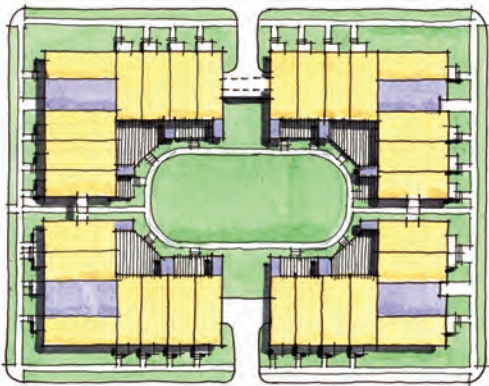
Housing will be diverse in type, style, and price point.



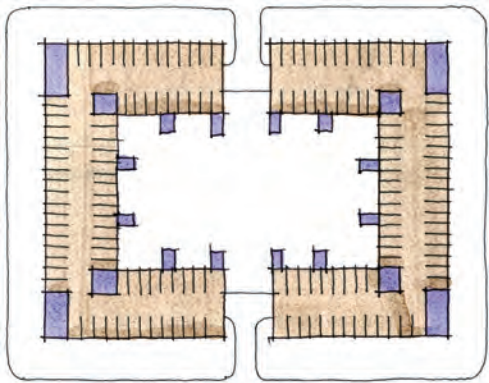
Neighborhood housing can include first floor retail. This will make the street more active and be convenient for residents.



Upper Level



Street Level



Lower Level

West Park, prototype example



West Park Neighborhood

THE WEST PARK NEIGHBORHOOD

The West Park neighborhood fronts the west edge of Central Park. Its innovative residential prototype quadrangle buildings define the street edge and central courtyards shared by residents of a block of housing.

Features of West Park's prototype buildings include

- Split-level design that places covered parking a half-level below grade
- Residential entrances a half-level above street grade, accessed via a traditional stoop
- Small individual urban gardens in the street-yard
- Front-to-back townhomes on the first level, with courtyard decks behind
- Different upper-level configurations, including the possibility of both street- and courtyard-facing flats or front-to-back units
- Rooftop gardens and small balconies.

West Park structures generally range from three to six levels, with occasional taller buildings constructed along Central Park to take advantage of views and strengthen the edge of the park. The quadrangle form encourages architectural variety within a basic building format, and may change to reflect the surrounding neighborhood context. For example, housing in the western part of the neighborhood, adjacent to industrial uses along Shartel Avenue, may have an urban-industrial character to accommodate artist studios or live-work units. West Park buildings also can accommodate neighborhoods serving retail and service on their lower levels.

The typical West Park block in the prototype examples achieve about 95 units and a net density of about 35 units per acre. It is the district's densest housing, but with its common open space, street scale, and variety of units, may be especially attractive to residents. The prototype example with the interior courtyard results in high land coverage, pleasant courtyard views for interior units, and excellent street frontage that establishes the desired pedestrian environment. Further, the prototype, because of the simplicity of construction, will keep costs down and make the units affordable to a wide range of people.

On the east side of Central Park, residential blocks line the façade of the convention center, articulating a long wall and providing homes with outstanding park views. These blocks would include commercial street-level uses serving residents, park users, conventioners, and the downtown community.



Aerial view from Wheeler Park neighborhood, looking south-southwest toward the Oklahoma River.

WHEELER PARK NEIGHBORHOOD

The Wheeler Park neighborhood re-establishes an urban single-family neighborhood west of Walker Avenue and north of the river. Features of Wheeler Park include

- Small yards and front porches within a dense urban environment
- A grid of tree-canopied streets, designed to provide connectivity while discouraging through traffic
- A range of housing styles will be encouraged from traditional to contemporary
- A strong street presence with garages typically at the back of lots
- An active, accessible Oklahoma River shoreline.

The single-family portion of Wheeler Park is designed to incorporate existing houses in good condition. In addition to single-family homes, the area's other building types include

- Low- to mid-rise mixed-use buildings along Walker Avenue. These structures also could include neighborhood retail, small office spaces, and apartments scaled to buffer the neighborhood without overwhelming it
- Four- to six-story condominiums or apartments along the riverfront
- Garden office buildings on the north side of the neighborhood adjacent to the new I-40 alignment, buffering residential areas from the freeway.



Wheeler Park Neighborhood



North Shore Mews, looking north along Hudson Avenue with Promenade Park on the right.

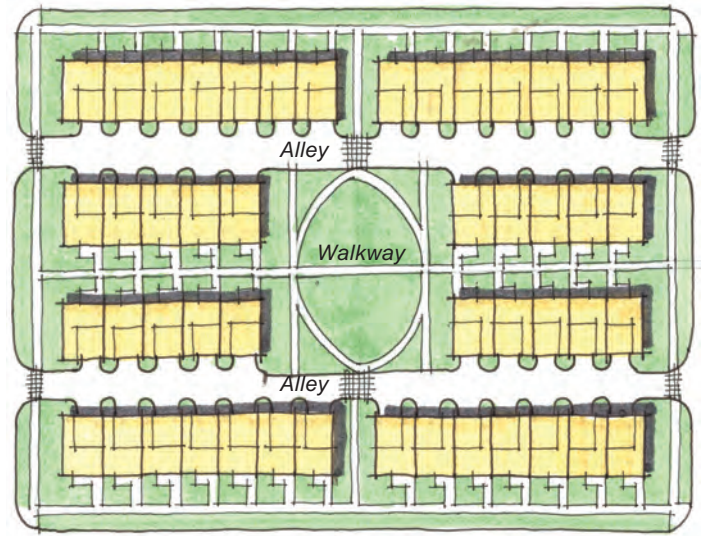
“The point of cities is multiplicity of choice.”

— *Jane Jacobs, The Death and Life of Great American Cities, one of the most influential urban planning books of the twentieth century.*

NORTH SHORE NEIGHBORHOOD

The North Shore neighborhood extends from I-40 south to the river between Shields and Walker Avenues. North Shore neighborhood consists of four housing prototypes.

- The North Shore Mews: townhomes that line narrow interior access alleys and a pedestrian walkway/garden, or mews, within the block
- Parkview: apartments and multi-family housing with live/work units
- Riverlake: mixed-use condominiums over restaurants and retail, surrounding a small lake
- River Towers: high-rise point towers adjacent to the river



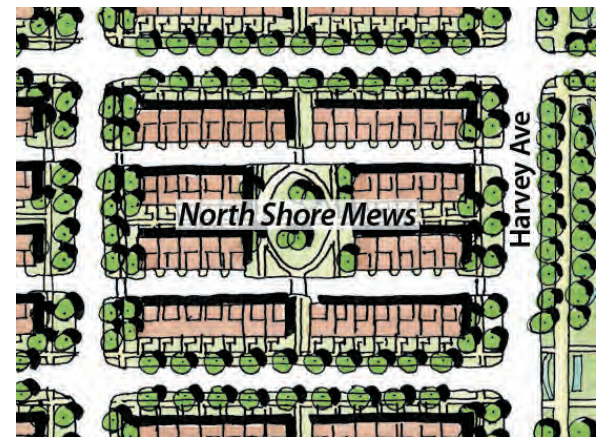
North Shore Mews, prototype example

The variety of housing products in this neighborhood promotes density and interest while providing opportunities for a diverse residential population. The development along the river's edge, the new Riverlake, and abundant parks establish a distinctive neighborhood image with net residential densities in the range of 18 to 25 units per acre.

North Shore Mews The North Shore Mews offers an attractive environment for attached, two- to three-story townhouses in the example prototype. These are arranged on the block in four rows with two small interior alleys for access and a pedestrian walkway or mews in the middle of the block. This development is served by public spaces, with Promenade Park and the pedestrian spine on the east and Little Flower Plaza on the west.

Townhomes on a block are designed in four rows, with the outside rows oriented to the adjacent street and the interior rows lining a mid-block pedestrian way. Alleys provide rear access to garages and workspaces for both outside and inside rows. Each block also includes an internal green space of about one-third of an acre, large enough for a small swimming pool or common garden.

Detailed unit design may include roof patios or gardens, and street elevations may include porches and small urban gardens. The rows can accommodate retail or mixed-use development at the street corners, and the concept also can incorporate the existing Latino Community Development Agency (LCDA) building. A typical block provides up to 48 units, with a net density of 18 units per acre.



North Shore Mews



*Promenade Park and Parkview neighborhood,
looking north on Robinson Avenue*

Parkview Parkview, located east of Promenade Park between Robinson Avenue and Shields Boulevard, includes multi-family units, live/work spaces, and apartments. The Parkview prototype includes two building types:

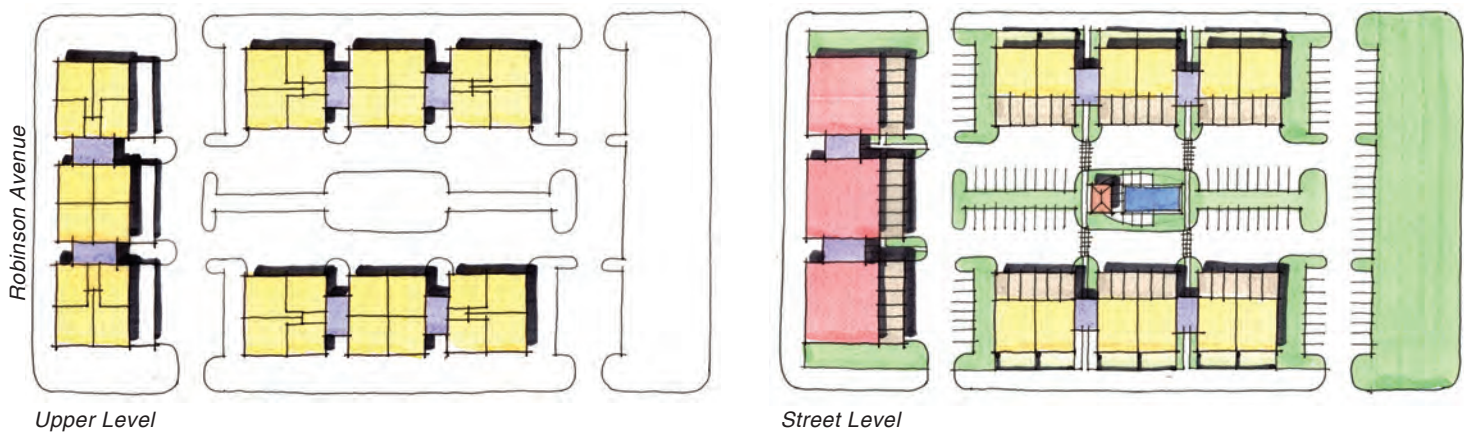
- Live/work buildings along Robinson Avenue, with workshop space or retail shops at street level with residences above
- Apartment buildings oriented east and west around parking courts

Workspaces and shops benefit from the activity and traffic of Robinson Avenue and Promenade Park. The live/work units also have rear-loading garage access.

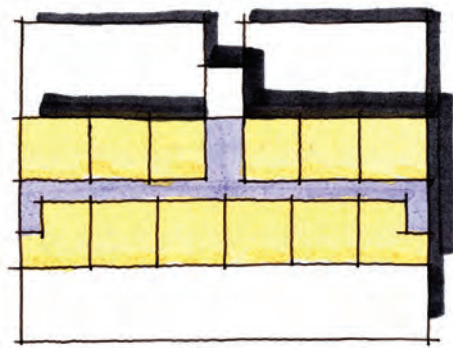
Three-story apartment buildings line the east-west streets between Robinson and Shields, enclosing a parking court that provides both surface parking and access to garages. The court also provides common space, possibly including a pool and cabana for each cluster. Additional parking and a green space parallels Shields Boulevard, buffering the housing from the elevated arterial roadway.



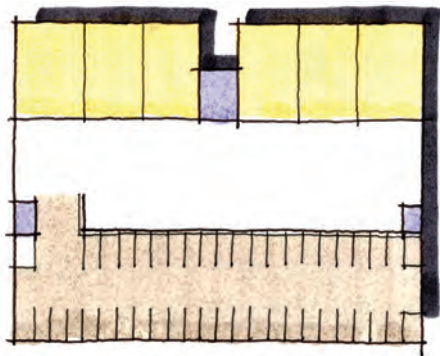
Parkview's apartments are planned as single-level "flats," with garden level units along east-west streets. Each entryway serves six units per level while avoiding central corridors. At three stories, the Parkview prototype includes 72 units, with a net density of about 20 units per acre. Elevators and additional parking could increase the project's density.



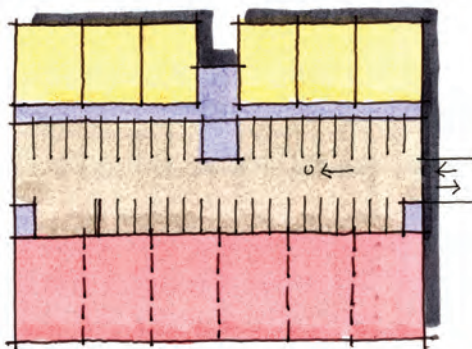
Parkview Neighborhood, prototype example



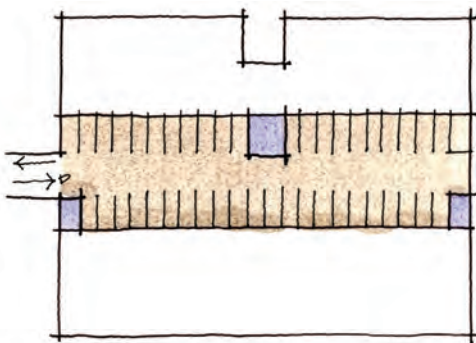
Upper Level



Intermediate Level



Water Level



Lower Level

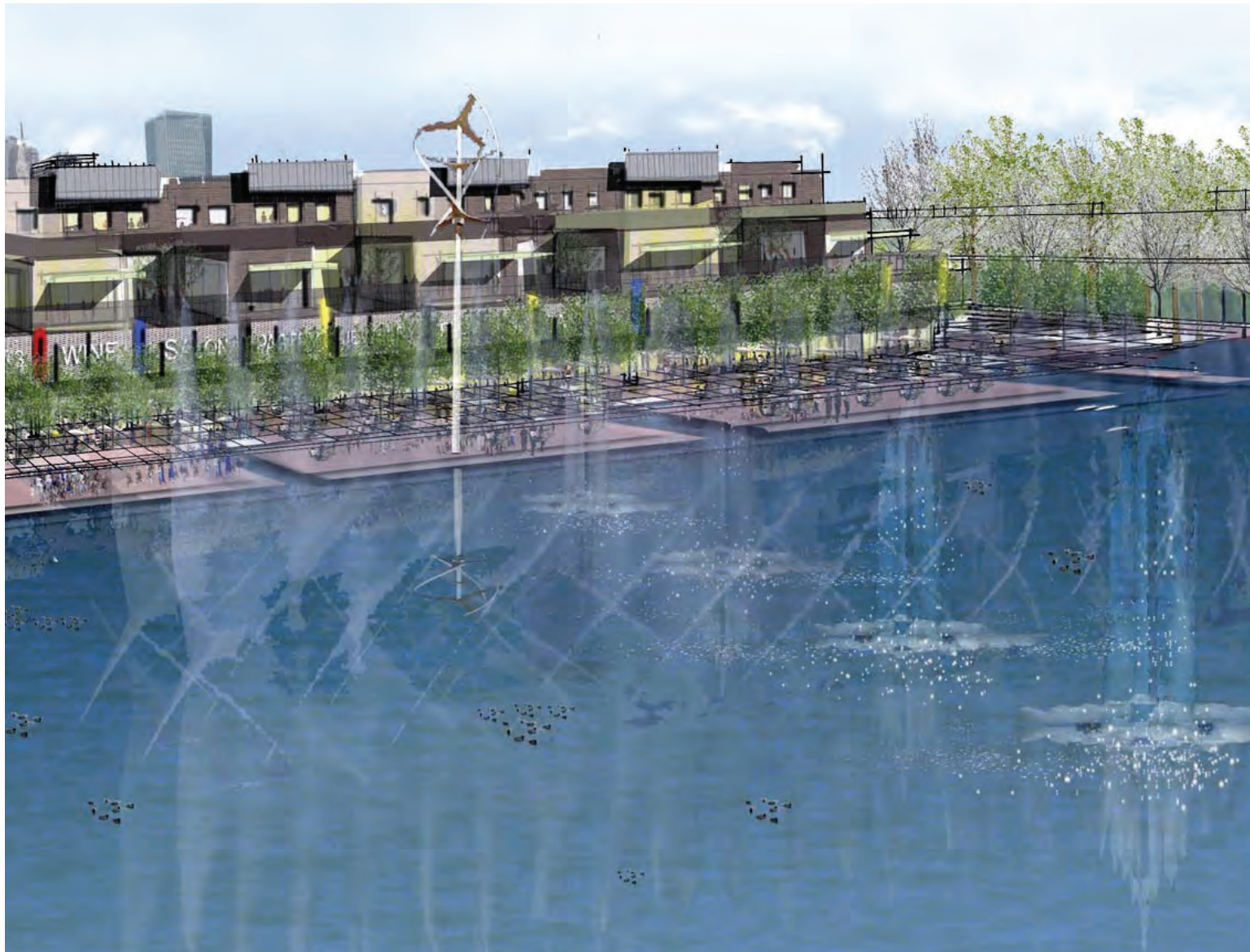
Riverlake, prototype example



Riverlake Riverlake, a development of four mixed-use buildings surrounding a small lake just off of Promenade Park, combines an urban waterfront atmosphere with several housing types. The water and water-level plaza provide a very attractive amenity for adjacent retail and upper story residential units. An internal parking structure is wrapped by street-oriented, two- and three-story townhomes along 13th Street and lakefront retailing, topped by residential units, creating an unusual stepped-back section.

The lake, surrounded by a plaza, is the development's signature feature. The water feature is proportioned for small-scale participatory activities such as model boating and should include fountains for image and aeration. Small-scale shops, services, and restaurants line the plaza, which connects directly to Promenade Park and becomes part of the Core to Shore open space system.

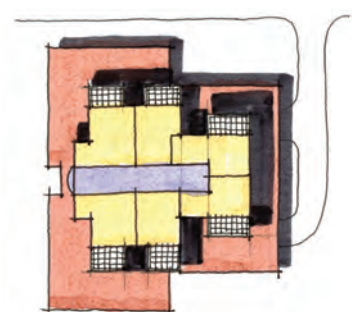
The Riverlake prototype yields up to 60 units with a gross density of 20 units per acre including the lake. Retail and restaurant space is on the first floor.



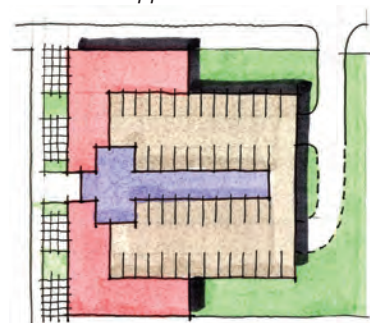
Riverlake neighborhood, looking north from the lake.

River Towers The River Towers development terminates Promenade Park and flanks the pedestrian spine, forming the pedestrian gateway to the Oklahoma River shoreline and trails system, and a pedestrian bridge that crosses the river to the amphitheater in Wiley Post Park. The project's two point towers may be as high as 20 stories, providing spectacular views in all directions. Each tower rises from an internal parking structure, wrapped by restaurants and small shops or offices.

River Towers apartments or condominiums are single-level units, each of which offers outdoor patios with views in several directions. The prototype point towers have relatively small floor plates, with flexible configurations that provide two-to-six units per level. Each building yields up to 100 units, with a gross density (including common space and access) of 22 units per acre.



Resident Upper Level



Street Level

River Tower, prototype example

Housing Examples

Examples of housing types that could be part of the Core to Shore district's neighborhoods



Single family home



Modern townhome or apartment building



Mixed use: retail with housing above



Mixed use: retail with housing above



Sidewalk with small urban gardens and stoops up to residential units raised a half story above grade



Mews townhomes with a pedestrian path in the center of the block



Live/work units

Housing should be varied to attract a diverse population with different housing needs.



Apartments



Alley behind mews townhomes for garage or workspace access



This housing example for mid- to high-rise living in the Core to Shore district is a LEED Certified building that is energy efficient and designed with conservation principles of sustainability.

ACTIONS AND RECOMMENDATIONS FOR NEIGHBORHOODS

- Adopt detailed sub-area plans with design guidelines for neighborhoods, to guide development consistent with markets and construction of supporting parks and infrastructure.
- Encourage private assembly of land for redevelopment.
- Implement a program for financing infrastructure that identifies public, private, and nonprofit/charitable sector responsibilities.
- Establish minimum goals and implementation strategies for integrating workforce housing into residential neighborhoods. This assures that the Core to Shore district will serve moderate and middle-income earners with a relationship to downtown and surrounding areas, including office workers, medical workers, teachers, public safety staff, and similar groups.
- Coordinate streetscape improvements with development and ODOT construction timelines.
- Determine zoning, design review, and other regulatory mechanisms to realize the Core to Shore district's basic principles and urban design patterns.
- Build public/private partnerships with groups such as the Greater Oklahoma City Chamber, the Commercial Real Estate Council, and Downtown Oklahoma City, Inc. to promote the Core to Shore Plan.

Streets and Circulation

OBJECTIVES

- Create a street network that encourages walking and bicycling as preferred modes of transportation.
- Promote bicycle, transit, and pedestrian travel by providing attractive and safe infrastructure throughout the district.
- Accommodate motor vehicles successfully while not allowing them to dominate the environment.
- Establish a transit circulator that serves the expanded downtown area.
- Link the Core to Shore district and its neighborhoods with the larger region with frequent and direct access to a future, multi-modal transit center.
- Provide amenities that enhance the pedestrian, cycling, and transit experience.
- Establish traffic speeds and operations compatible with non-motorized modes.
- Provide business and visitor convenience and traffic-calming by providing on-street parking on most streets.

VISION

The Core to Shore district will be a complete transportation environment, serving motor vehicles, public transportation, pedestrians, and cyclists. Streets in the district will be conceived as major public spaces, designed to enhance the quality of the environment. Every aspect of the transportation system will reinforce the principles and urban design patterns of the Core to Shore district. In addition, Core to Shore's streets will be "green" in many senses of the word – literally green with tree canopy and effective landscaping, and environmentally green by using best stormwater management practices and giving preference to transportation modes that minimize energy use and pollution.



The pedestrian spine will be a wide, straight path for both pedestrians and bicyclists.



Simple inverted "U" bicycle parking tubes will be installed conveniently throughout the district.



Tree canopies along sidewalks provide comfort and human scale.



Bicycling will be encouraged throughout the district.

THE STREET NETWORK

The Core to Shore district's street network generally respects the existing street grid. Robinson and Walker Avenues remain the district's primary north-south arterials, while other north-south streets circulate local traffic within their individual neighborhoods. Shields Boulevard provides through-movement and service access to the new convention center.

With the exception of the new boulevard on the old I-40 alignment, east-west streets typically serve local and collector functions. Collectors through the district include 7th Street north of I-40, and 15th Street and the proposed Riverside Drive south of the interstate. A new street grid serves the Wheeler Park neighborhood, connects to Riverside Drive while discouraging undesirable through-traffic on local streets.

STREET DESIGN AND CHARACTER

Street design in the Core to Shore district will consistently create a pleasant and secure environment for non-motorized use, while moving traffic at appropriate speeds. Common features of the district's streets include

- On-street parking to provide convenience, separate pedestrians from moving traffic, and reduce traffic speeds
- Tree lawns with regularly spaced street trees planted between the curb and sidewalk to separate the vehicular and pedestrian domain
- Well-proportioned sidewalks for full accessibility and user comfort.

The Core to Shore Transportation Master Plan, available from the city's Planning Department or on its website, www.okc.gov/planning/coretosshore, presents recommended cross-sections for new and improved streets in the district.

THE CYCLING ENVIRONMENT

The Core to Shore district's flat topography, compact character, connected street system, and linkage to the river trail system makes an ideal cycling setting. The pedestrian spine will provide a major bicycle route from downtown to the riverfront trail. The detailed design of the spine and its related facilities may include separate tracks for bicycles and pedestrians for their mutual comfort and safety. Bicycle speeds along the spine should be controlled to ensure a safe environment for all users.

On local streets, bicycles will share travel lanes with vehicles. Robinson and Walker Avenues should include share-the-road advisory signs and “sharrows,” a pavement marking with an arrow and bicycle that indicates shared use of a lane by both drivers and cyclists. These arterial streets are appropriate for skilled cyclists who comfortably ride as vehicles in mixed traffic.

The bicycle infrastructure should also include safe bicycle parking facilities along the sidewalks near shops, restaurants, and other important destinations. The inverted “U” bracket is the most flexible and least intrusive bicycle parking fixture generally available. Central Park could include a bicycle station with parking, rental, and repair services. Bicycle stations in parks such as Chicago’s Millennium Park have proven very popular among cyclists and encourage bicycling by both residents and visitors.

PUBLIC TRANSIT

Convenient, frequent, and reliable public transportation strongly reinforces pedestrian activity. The Core to Shore district’s proximity to other downtown districts, the medical campus, and the capitol complex makes it especially suited to public transit services. At the time of this writing, COTPA, Oklahoma City’s transit authority, is conducting an alternatives analysis for a downtown circulator. Criteria for an effective system that would promote both transit access and Core to Shore development include

- A bi-directional loop operating along Robinson and Walker Avenues from the downtown core to the Oklahoma River, with extensions to the south as development continues
- Distinctive vehicles that combine functional design and a strongly positive transit image
- Low-floor vehicles with multiple doors, substantial standing room, and transverse seating to speed loading and unloading, and make transit accessible to people with disabilities
- Distinctive and attractive transit stops at appropriate spacing, providing information on routes, times, and arrival of the next vehicle
- Free fares to encourage ridership and expedite trips.

In addition to the circulator, the district’s adjacency to the proposed transit center will facilitate travel to and from other parts of Oklahoma City.



Sharrows marked on the road will remind drivers that bicyclists may be present.



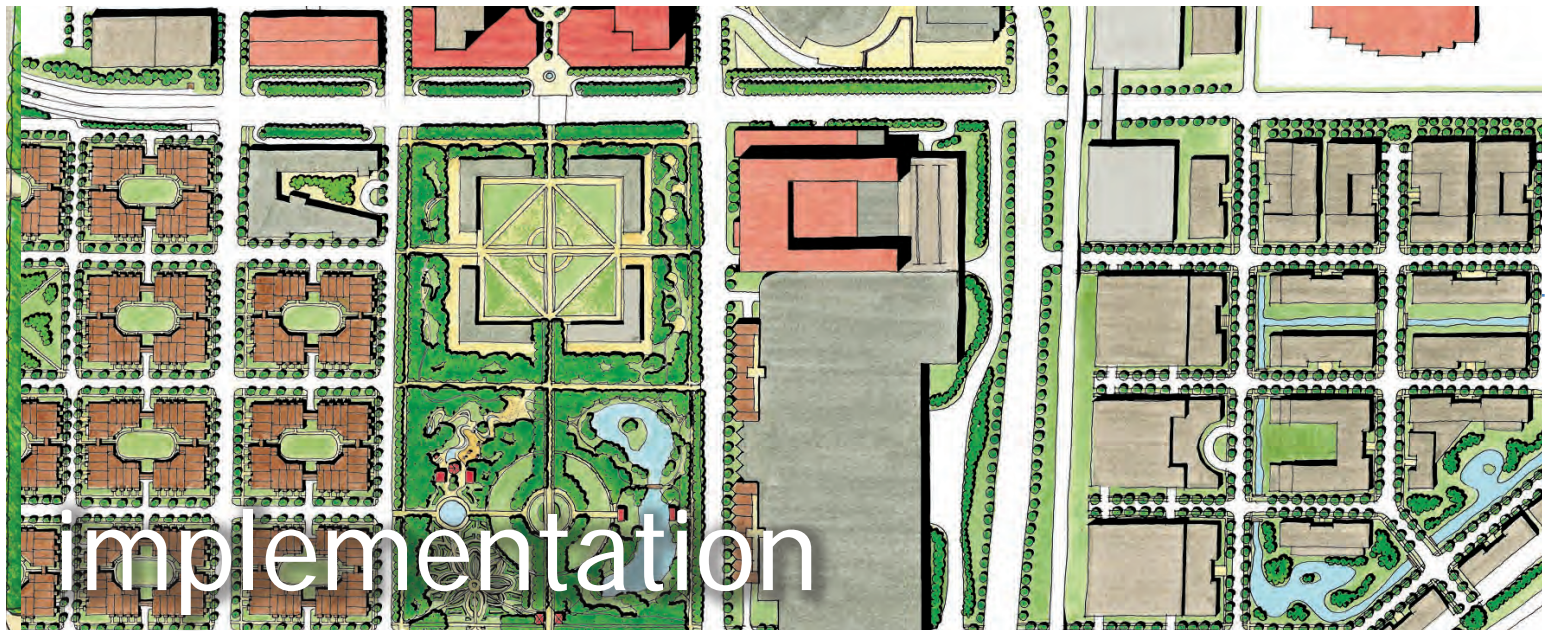
Convenient, attractive public transit is necessary for the success of the Core to Shore district.



Transit should be easily accessible to all.

ACTIONS FOR STREETS AND CIRCULATION

- Establish the Core to Shore district street design standards that create a comfortable transportation environment for all modes – pedestrians, cyclists, public transit, and private vehicles.
- Establish vehicular speeds compatible with pedestrian and bicycle safety.
- Install bicycle parking fixtures in strategic locations such as retail, restaurant, and civic locations.
- Implement the recommendations of *The Core to Shore Transportation Master Plan*.
- Consider a new pedestrian bridge on the east side of the Crystal Bridge in the Myriad Gardens to provide connection to the downtown core employment center.
- Design the pedestrian spine to minimize bicyclist and pedestrian conflicts.



The Core to Shore Plan presents a complex program for urban transformation that requires long-term leadership, financial investment, and consistency of purpose of a number of agencies and interests. This chapter proposes an implementation strategy for the Core to Shore district that addresses the following:

- Overall development approaches and the respective roles of the private and public sectors
- Project phasing
- Implementation steps and milestones
- Land assembly strategies
- Financing techniques
- Regulatory and design guidelines
- Organizational structure.

Changing conditions, private decisions, and market demands are likely to change approaches over time, and the implementation structure should be flexible enough to respond appropriately. The recommendations included in this section are intended to guide the first steps to launch the long-term development process.

Development Approaches

The major public projects proposed by the Core to Shore Plan will provide the citizens of Oklahoma City with features of lasting value. However, the private development responses to these public investments will generate the greatest economic benefits to the city. Private investment will animate the Core to Shore district's parks, pathways, and attractions by building



One of the advantages of redevelopment of the district will be Union Station's prominent role. Currently, it is hidden among industrial uses. In the plan, Union Station will be the historically significant crown jewel of Central park and regain its past glory.

new neighborhoods that will add thousands of new residents, destination retailing, and new offices and employment centers to the heart of the city. A development approach that addresses the respective roles of the public and private sector frames the implementation strategy. Three alternative models apply to long-term, major redevelopment projects such as Core to Shore:

- A **“Full Market” approach**, in which the public sector focuses on traditional public projects, including parks, civic facilities, transportation systems, and infrastructure, establishing the conditions for private development. The private sector responds by acquiring and redeveloping land according to its perception of the market. The City uses zoning and design guidelines to guide the nature of development.
- A **“Full Control” approach**, in which a public sector redevelopment entity completes public improvements and acquires most property for eventual redevelopment, conveying it over time for private development, consistent with the plan.
- A **“Directed Market” approach**, (a combination of full-market and full-control) in which a public sector entity completes public improvements and controls strategic early-stage redevelopment parcels offering these through a request for proposals (RFP) process. This initial control over private redevelopment sets the stage for future projects, which are then guided by development regulations and guidelines.

Each of these general strategies has advantages and disadvantages.

Advantages of the “full market” approach include

- *Clarity of approach and limited public sector engagement.* The role of the public sector is extremely clear and limited – build public improvements that attract the private sector, and let the market take its own course.
- *Limited public sector role in land assembly or relocation.* Land acquired by the city is used for public purposes. The City does not acquire land for future private development.
- *No need for a new development entity.*

Disadvantages of the full market approach include

- *Lack of certainty about the timing or quality of redevelopment.* This could affect the quality and use of major public investments such as the district's parks. For example, a fully developed Central Park without neighboring housing development may seem less attractive or secure to potential users.
- *Over-reliance on design standards and zoning review.* Dependence on zoning requirements could create conflicts between the City and developers who control private sites, potentially compromising design standards, densities, and plan concepts.
- *Buyer uncertainty.* In major redevelopment areas, home buyers want to maximize the certainty that surrounding development will increase the security of their investments. The full-market approach leaves surrounding development open to private development decisions.
- *Speculation and intermittent or uneven site development.* Sites that need redevelopment to create a coherent community may be skipped over because of speculation, artificially high prices, or environmental or ownership issues that discourage or prevent private assembly.

The “full control” approach stands at the opposite pole of the strategy continuum. **Advantages of the “full control” strategy include**

- *Greatest certainty about future use of land.* The Core to Shore Plan becomes the guidebook for a public redevelopment entity, which executes the plan consistent with market feasibility. This entity issues Requests for Proposals to private developers for progressive stages and evaluates competitive proposals based on specific criteria, including consistency with the plan. Alternatively, the redevelopment entity could select a master developer for the entire project, a strategy used in Denver's Stapleton development and Austin's Mueller project.
- *Smallest potential for speculation.* Front-end public acquisition reduces the possibility that major public investments will produce windfall profits for land speculators or owners of blighted property.
- *Security and comfort for pioneer residents.* This approach minimizes concerns of early residents that neighboring sites will remain undeveloped or unattractive, affecting the value of their investments.

Disadvantages of the full control approach include

- *Highest front-end and holding costs.* Front-end land acquisition requires expenditures on sites that may not be developed for many years. Financing must be extremely “patient,” bordering on philanthropy, which is unappealing to traditional investors. Alternative funding mechanisms could include foundations, who could consider these patient investments as program-related income. In addition, individual purchase agreements could minimize front-end expenditures by phasing site control that allows existing owners to operate until their land is needed for development.
- *Most intensive public or community-sector involvement in land acquisition.* The full control concept requires a redevelopment entity that acquires, holds, and brokers redevelopment of the property. It also may require the use of eminent domain to achieve full site control.

RECOMMENDATION

The two polar opposites, the “full market” and “full control” approaches each have compelling advantages, but also serious disadvantages. The full market approach focuses public action on public uses, but introduces uncertainties and reduces the chances of consistent plan implementation. The full control approach most effectively ensures unified implementation, but requires potentially unattainable front-end funding.

The best approach achieves the desired result – full development yield and consistency with the concept of this plan – with minimum direct intervention into the private market. To this end, this plan recommends the “directed market” approach as the most appropriate way to proceed. The features of this approach are:

- City acquisition of public use sites, including Central Park, Promenade Park, and the event center and convention center sites.
- Advance acquisition by the city (or alternative redevelopment entity) of specific sites that determine the future course of development, with subsequent offerings through an RFP process.
- Adoption of zoning regulations and design guidelines to govern private development throughout the Core to Shore district.

Project Phasing

The phasing program establishes the probable order of implementation. A variety of factors affect phasing, including

- Programmed completion of the I-40 mainline in 2012 and the boulevard in 2014
- Residential, retail, and office market conditions in Oklahoma City
- Funding availability, including the possibility of a MAPS 3 temporary sales tax
- Timing of infrastructure development, relocation, and enhancement projects
- Potential requirements and relocation needs of existing businesses
- Feasibility and financing of a new convention center and convention center hotel
- Public transportation developments, including the outcome of the *Fixed Guideway Alternatives Analysis Study* and the development of a multi-modal transit center. Fixed capital improvements can have a significant effect on adjacent land.

The outcomes of each phase help determine the specific steps that development partners must take. Because of construction and access impacts, first phase development must be coordinated with the I-40 and boulevard projects. Each phase also has concurrent planning and construction for the next phase, and therefore the phases overlap.

The long-term Core to Shore project suggests three large phases:

- Phase I (2008 to 2014) will firmly establish the character of the Core to Shore district north of the new I-40 alignment.
- Phase II (2012-2020) will complete development north of I-40 and begin development of key parts of the Wheeler Park and North Shore neighborhoods south to the river.
- Phase III (2018 and on) will complete the Wheeler Park and North Shore neighborhoods, and extend redevelopment east of the BNSF corridor.



Bricktown (foreground) the Crosstown Expressway slated to become the new boulevard, and the Cotton Producer's Oil Mill (background). The oil mill is one of the few assembled land areas under one ownership in the Core to Shore district, and is likely to be a long-term redevelopment project.



The first phase of development includes Central Park, initial development of Wheeler Park and West Park Neighborhoods, and improvements to Myriad Gardens.

PHASE I OUTCOMES (2008-2014)

The following projects would be completed to coincide with the projected completion of the major ODOT projects in 2014 and includes the following components, divided into public realm and private developments.

Public Realm

- *Major ODOT projects related to the I-40 relocation.* These include the I-40 mainline, the boulevard and streetscape on the old I-40 alignment, Robinson and Walker Avenue bridges and associated construction, and the I-40 pedestrian bridge.
- *Central Park.* Completion of Central Park in Phase I promotes development of adjacent blocks.
- *Convention center and associated convention hotel,* based on recommendations of the Chamber of Commerce's Tier II study.
- *Union Station* adaptive reuse.
- *Upgrades to Myriad Gardens* to make the south end of the Crystal Bridge an entryway and plaza.

Private Development

- *Boulevard Mixed Use Development.* The pre-development period (developer selection, pre-lease, financing, and design) takes place early in the Core to Shore implementation process, with project completion coinciding with opening of the new boulevard.
- *West Park blocks adjacent to the new boulevard and Central Park.* This initial phase of West Park development includes the four square blocks between the new boulevard, Southwest 5th Street, Hudson, and Dewey, and could include a civic building on the park block between the new boulevard and Southwest 4th Street.
- *Housing towers on the park façade of the Convention center,* based on the results of the Tier II study.
- *Riverfront mid-rise development in Wheeler Park.* This responds to potential short-term development interest in the site. The City should take necessary steps to permit sale of a portion of the park site, applying sale proceeds to other land acquisition needs.

PHASE II OUTCOMES (2012-2020)

Phase II extends the Core to Shore open space system to the Oklahoma Riverfront and starts the development of adjacent neighborhoods. It includes the following:

Public Realm

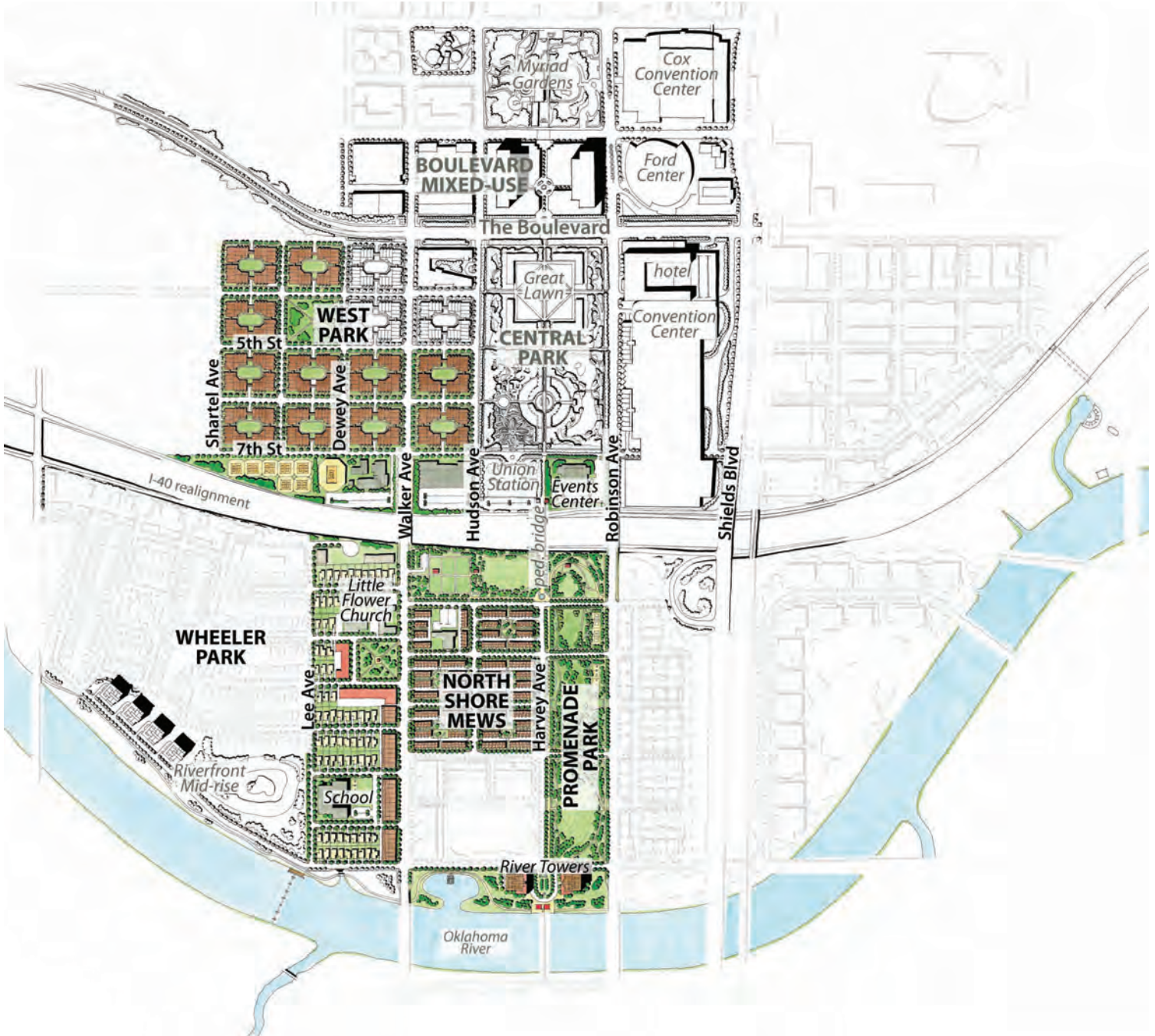
- *Promenade Park.* The city should identify funding, secure land, and complete park design early in the Phase II interval, with subsequent construction to the river.
- *Community Events Center.*
- *Projects related to the initial development of the Wheeler Park neighborhood.* These include the library, neighborhood green, and Little Flower Plaza. The school site should also be secured, with construction taking place when warranted by potential enrollment.
- *West Park neighborhood green.* This park will be built in association with private development of the surrounding neighborhood.
- *Acquisition and replat of the planned Wheeler Park neighborhood.* The new Wheeler Park includes a replat with new streets and infrastructure, requiring unified site control. This may be accomplished in partnership with a private developer.

Private Development

- *Wheeler Park I between Walker and Lee Avenues.* A first phase in the eastern part of the neighborhood reinforces Walker Avenue, and builds on key civic features such as Little Flower Church and Plaza. This development also provides a relocation resource for homeowners moving from other project areas, including North Shore Mews and the remainder of Wheeler Park.
- *North Shore Mews blocks adjacent to Promenade Park.* The initial phase of this townhome project should be coordinated with Promenade Park development and the reconstruction of Harvey Avenue.
- *River Towers.* The point towers at the River establish the southern anchor of the Core to Shore framework, and capitalize on the riverfront greenway and completion of Promenade Park.
- *West Park Phase II.* This completes the market-driven West Park development.

“If half of the planned development is accomplished, you won’t recognize downtown Oklahoma City. Add a major park in the middle of downtown, a signature boulevard, a state-of-the-art convention center, entertainment venues and elementary school, varied housing to attract young families to downtown living, and you have a living breathing downtown that is active day and night, not just during the workday — sounds a lot more appealing to me.”

— Terry Ott, Core to Shore Plan’s steering committee member



The second phase includes the boulevard implementation, the commercial development north of the boulevard, the convention center and additional housing. Further development of Wheeler and West Park neighborhoods is augmented by completion of the North Shore Mews and Promenade Park.



The third phase completes the plan, including the neighborhoods of Wheeler Park Riverlake, and Parkview, as well as properties east of the BNSF corridor.

PHASE III OUTCOMES (2018-2035)

Phase III completes the components of the plan. Market forces and associated development could move some of these projects forward.

Public Realm

- *Transit Center.* Timing is tied to other major capital public transportation enhancements in Oklahoma City, including commuter rail on at least the north-south BNSF line; fixed guideway transit, such as a modern streetcar; and a Core to Shore circulator service.
- *Access improvements east of the BNSF corridor.* These projects are required to open the Bridgewater and Producers Cooperative sites to redevelopment.
- *Riverlake water feature.* This amenity becomes the catalyst for the Riverlake mixed-use project. This could be a public/private partnership arrangement.

Private Development

- *Wheeler Park II.* This completes the new single-family neighborhood west to Western Avenue. Demand for single-family housing could accelerate this development.
- *Parkview.* Demand for this project's live-work and affordable apartment units could move its development forward.
- *Riverlake mixed-use.*
- *The east side of the BNSF corridor.* These projects include the Pull-A-Part and Producers Cooperative sites. Their development is dependent on availability for redevelopment and completion of access improvements.

Implementation Steps and Milestones

Developing the Core to Shore district during the next 20 to 30 years requires a carefully choreographed series of events and actions. Table 1 presents a schedule of actions that lead to the development outcomes discussed in the previous section. These actions are divided into three framework elements – transportation, civic, and development – but are highly inter-connected. Each action indicates the lead responsible agency. These include

- The City of Oklahoma City (OKC)
- Core to Shore Redevelopment Agency (RA)
- Oklahoma Department of Transportation (ODOT)
- Central Oklahoma Transportation and Parking Authority (COTPA)
- Oklahoma City Chamber of Commerce (Chamber)
- Oklahoma Gas & Electric (OG&E)
- Oklahoma City Public School District (OKCPS)
- Private Developers (Private).

Implementation Matrix

		2008-2010	2010-2012	2012-2014
TRANSPORTATION FRAMEWORK	Street System	<ul style="list-style-type: none"> • Complete I-40 design and ROW acquisition (ODOT) • Begin construction of I-40 mainline (ODOT) • Design Harvey Avenue pedestrian bridge (ODOT, OKC) 	<ul style="list-style-type: none"> • Complete new boulevard final design (ODOT for basic roadway, OKC for enhancements) • Complete Robinson and Walker Avenue construction (ODOT) • Build pedestrian bridge (ODOT, OKC) • Complete I-40 mainline (ODOT) 	<ul style="list-style-type: none"> • Complete new boulevard construction (ODOT, OKC)
	Public Transportation	<ul style="list-style-type: none"> • Complete <i>Fixed Guideway Alternatives Analysis Study</i> (COTPA, OKC) 	<ul style="list-style-type: none"> • Apply for New Start FTA design grant for fixed guideway transit and commuter rail. (COTPA, OKC) • Ongoing discussions with BNSF for commuter rail service (COTPA, OKC) 	<ul style="list-style-type: none"> • Complete engineering design of fixed guideway transit (COTPA, OKC) • Continue to monitor feasibility of commuter rail and establish timeline (COTPA, OKC) • Initiate Core to Shore circulator (COTPA)
CIVIC FRAMEWORK	Parks & Open Spaces	<ul style="list-style-type: none"> • Identify sources of funding for Central Park (OKC) • Complete Central Park site acquisition, including all land between Robinson and Walker from the new boulevard to new I-40 (OKC) • Complete agreement for development and conveyance of I-40 mitigation land (ODOT, OKC) 	<ul style="list-style-type: none"> • Complete Central Park design, financing, and site preparation (OKC) • Complete design and implementation of Myriad Garden improvements 	<ul style="list-style-type: none"> • Complete Central Park construction (OKC) • Identify funding and complete preliminary design for Promenade Park (OKC) • Design and finance Little Flower Plaza (OKC)
	Civic Facilities	<ul style="list-style-type: none"> • Complete Tier II convention center study (Chamber) • Complete negotiations for relocation of electrical substation and undergrounding transmission lines (OKC, OG&E) • Identify financing for convention center (OKC, Chamber) • Acquire convention center site (OKC) • Issue RFPs and select private development partners for convention hotel and convention center residential (OKC) • Identify potential civic institutions for west block (Hudson to Walker) of Central Park. (OKC, Chamber) • Initiate discussions with the Army Corps of Engineers about reconstructing river edges (OKC) 	<ul style="list-style-type: none"> • Complete convention center site preparation and utility relocation (OKC) • Complete convention center and ancillary facility design (OKC) • Complete program and preliminary design for Union Station adaptive reuse (OKC, COTPA) 	<ul style="list-style-type: none"> • Complete convention center development (OKC) • Complete Union Station adaptive reuse (OKC, COTPA) • Complete firm agreements with civic occupants on west block of Central Park. Establish 2014 as deadline for civic sites adjacent to Central Park (OKC) • Secure sites for library and elementary school (OKC)
DEVELOPMENT FRAMEWORK	North of I-40	<ul style="list-style-type: none"> • Adopt special zoning district and design guidelines (OKC) • Establish redevelopment entity (OKC, RA) • Identify funding for initial West Park acquisition (RA) • Begin assembly of West Park Phase I site (new boulevard to 5th, Hudson to Dewey) (RA) • Begin negotiations with owners of new boulevard mixed-use site (new boulevard to Reno, Robinson to Walker) to determine direction of development. (RA) 	<ul style="list-style-type: none"> • Complete acquisition of West Park I (RA) • Issue RFPs and select developer for West Park I (RA) • Complete design for convention hotel and convention center housing in coordination with convention center building (OKC) • Complete financing and design new boulevard mixed-use development (private with RA) 	<ul style="list-style-type: none"> • Complete West Park I development (Private) • Complete convention center development, with housing and hotel (OKC, Private) • Complete new boulevard mixed-use development to coincide with opening of new boulevard and Central Park. (Private)
	South of I-40	<ul style="list-style-type: none"> • Adopt special zoning district and design guidelines (OKC) • Request proposals for Wheeler Park riverfront redevelopment, consistent with plan (OKC, RA) • Investigate how Wheeler Park was acquired and establish a process for redeveloping a portion of Wheeler Park (OKC) 	<ul style="list-style-type: none"> • Depending on response, execute agreements and begin development of Wheeler Park riverfront (OKC, RA) • Acquire River Towers site (RA) 	<ul style="list-style-type: none"> • Identify master developer for Wheeler Park neighborhood (RA) • Acquire sites required for phase I of the Wheeler Park neighborhood (RA, Private) • Complete Wheeler Park I replat and build public improvements in phase I area. (RA, OKC)

2014-2016	2016-2018	2018-2020	Beyond 2020
<ul style="list-style-type: none"> • Complete Harvey Avenue design and construction to riverfront (OKC) • Build local streets in Wheeler Park between Walker and Dewey Avenues (OKC, Private) • Fund and design Oklahoma River pedestrian bridge (OKC) 	<ul style="list-style-type: none"> • Complete local streets as required by development projects (OKC, Private) • Complete Riverfront Drive in conjunction with River Towers development (OKC, Private) • Complete Oklahoma River pedestrian bridge (OKC) 	<ul style="list-style-type: none"> • Complete local streets as required by development projects (OKC, Private) 	<ul style="list-style-type: none"> • Complete local streets as required by development projects (OKC, Private) • Implement street access improvements to Bridgewater and Producers Cooperative sites
<ul style="list-style-type: none"> • Apply for capital grants for fixed guideway transit (COTPA, OKC) • Review timeline for commuter rail and adjust as necessary (OKC) 	<ul style="list-style-type: none"> • Begin construction of fixed guideway transit systems (COTPA) • Design multi-modal transit center (OKC,COTPA) • Continue to monitor commuter rail feasibility and implement when appropriate (OKC) 	<ul style="list-style-type: none"> • Initiate fixed guideway services (COTPA) • Complete and open multi-modal transit center (OKC, COTPA) 	
<ul style="list-style-type: none"> • Complete design and construction of Promenade Park (OKC) • Complete Little Flower Plaza (OKC) • Fund and design Oklahoma River pedestrian bridge (OKC) 	<ul style="list-style-type: none"> • Complete West Park and Wheeler Park neighborhood greens (OKC) • Complete public space associated with River Towers (OKC) 		<ul style="list-style-type: none"> • Complete Riverlake water feature (OKC) • Extend Bricktown Canal to Producers Cooperative site (OKC)
<ul style="list-style-type: none"> • Develop architectural program and design for events center (OKC) 	<ul style="list-style-type: none"> • Finalize financing and build Events Center (OKC) 	<ul style="list-style-type: none"> • Complete neighborhood library (OKC) 	<ul style="list-style-type: none"> • Complete elementary school (SD)
<ul style="list-style-type: none"> • Open negotiations with private developers in West Park II area. Land assembly will be private, with public participation only when necessary (RA, Private) • Acquire West Park neighborhood green and other strategic sites in West Park to complete assemblages, if necessary (OKC) • Begin design and construction of local streets in West Park II area (OKC) 	<ul style="list-style-type: none"> • Complete West Park and Wheeler Park neighborhood greens (OKC) • Complete public space associated with River Towers (OKC) 		<ul style="list-style-type: none"> • Package redevelopment of Producers Cooperative site, pending availability and demand (RA)
<ul style="list-style-type: none"> • Open negotiations with private developers in North Shore Mews. Land assembly will be private, with public participation only when necessary (RA) • Request proposals and select developer for River Towers (RA) • Acquire land to complete Wheeler Park neighborhood (Private, RA) 	<ul style="list-style-type: none"> • Develop River Towers (Private) • Complete Wheeler Park II replat and build public improvements in phase I area (RA, OKC) • Open negotiations with private developers in Parkview area. Project may require assistance through workforce housing development programs (RA) • Assemble Parkview site (Private) 	<ul style="list-style-type: none"> • Complete build-out of Wheeler Park and North Shore Mews (Private) 	<ul style="list-style-type: none"> • Complete Riverlake water feature (OKC, Private) • Acquire and complete development of Riverlake (OKC, Private) • Package redevelopment of Bridgewater site, pending availability and demand (RA)

Land Assembly Strategies and Public/Private Roles

The public actions that will execute the Core to Shore program fall into three broad categories: developing public improvements, assembling land, and financing land acquisition and improvements. All three development approaches discussed previously acquire land for public use, but differ on land assembly for private redevelopment. In the recommended “directed market” approach, the City (or another redevelopment agency) either uses land that it already owns or acquires land strategically to control development on critical sites through a request for proposals and redevelopment agreement process. These pivotal sites include

- The “expanded” Central Park site between Robinson and Walker Avenues from the boulevard to the new I-40 alignment. The western blocks of this assemblage, between Hudson and Walker, are programmed for either civic buildings, such as museums, or housing development following the West Park prototype. Blocks that are not committed to a major civic institution or museum by 2014 should be offered for private, primary, residential redevelopment.
- The first phase of the West Park neighborhood, with development coinciding with completion of the new boulevard and Central Park in 2014. In addition to the western park blocks between Hudson and Walker, this acquisition includes the blocks between Walker and Hudson Avenues from the new boulevard to 5th Street, and the adjacent West Park neighborhood green site.
- The Wheeler Park neighborhood, south of I-40 between Walker and Western Avenues. Much of this land is city-owned, but additional site control may be necessary between Walker and Lee Avenues because necessary replatting requires unified ownership. However, the Wheeler Park development concept incorporates existing sound, owner-occupied houses on these blocks.
- The River Towers site, already in public ownership.

Land assembly of other sites in the district should be largely private, although the City or another redevelopment entity will still play major roles in specific

situations. In these situations, a public redevelopment entity encourages unified assembly of development blocks by supporting private redevelopment efforts. Appropriate public actions include

- Occasional acquisitions of vacant or abandoned property that prevent a private developer from securing clear title
- Acquisitions with high relocation costs. In these cases, a private redevelopment project supports the cost of land, but not the relocation expenses that might be required by an existing owner. In these cases, the public entity may finance specific relocation costs and provide assistance to businesses
- Acquisition of “hold-out” or speculatively owned properties, where a private developer has assembled most of a site but is blocked by an individual owner with excessive price demands.

In its implementation, a land assembly strategy must recognize the contributions and needs of existing businesses and residents in the Core to Shore district. Major redevelopment will inevitably change lives and businesses, and the redevelopment process should make these transitions as easy as possible. Techniques to ease these transitions include

- Working with existing property owners with the capability or resources to develop their own sites, consistent with the plan
- Delaying possession, permitting businesses to continue to operate in place until their land is needed for a specific redevelopment phase. Timing and conditions of possession would be set out in a purchase agreement
- Encouraging partnerships where property owners receive an equity share in a future redevelopment project proportionate to the value of their land. This could be very attractive to owners with an interest in a long-term return
- Providing affordable housing relocation resources in the project, giving homeowners the option of moving to a new house in their traditional neighborhood
- Providing relocation assistance and financing, helping businesses maintain operations at more appropriate sites.

Land Assembly Strategies Matrix

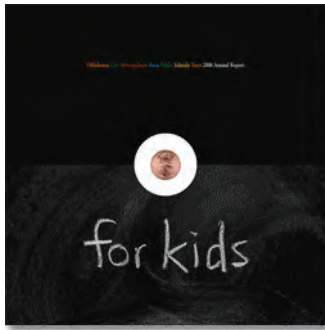
This matrix reviews each of the Core to Shore neighborhoods, and identifies land assembly strategies appropriate to each.

Neighborhood	BOULEVARD MIXED USE	CENTRAL PARK	CONVENTION CENTER	WEST PARK	WHEELER PARK	PROMENADE PARK
Timing	<ul style="list-style-type: none"> Phase I, 2014 target completion 	<ul style="list-style-type: none"> Phase I, 2014 target completion 	<ul style="list-style-type: none"> Phase I, 2014 target completion 	<ul style="list-style-type: none"> Phase I (2014) for first increment. Phase II (2020) for full build-out 	<ul style="list-style-type: none"> Possible Phase I (2014) for riverfront development Phase II (2020) for first increment Phase III for full build-out 	<ul style="list-style-type: none"> Phase II (2020)
Assembly Issues	<ul style="list-style-type: none"> Much of site under unified control 	<ul style="list-style-type: none"> Diverse ownership Post office is largest single holding Variety of industrial and nonprofit uses 	<ul style="list-style-type: none"> Diverse, largely industrial/automotive owners OG&E substation 	<ul style="list-style-type: none"> Diverse industrial and commercial ownership Residential south of 5th Street 	<ul style="list-style-type: none"> Existing city park represents largest public holding Diverse industrial and residential ownership Little Flower Church and existing owner-occupied housing 	<ul style="list-style-type: none"> Diverse ownerships, with salvage yards, housing, vacant land
Public/Private Roles	<ul style="list-style-type: none"> Private initiated/public support 	<ul style="list-style-type: none"> Public acquisition for public use Western blocks (Hudson to Walker) retained for civic uses until 2014 Publicly-initiated redevelopment through RFP/agreement process 	<ul style="list-style-type: none"> Public acquisition for public use Publicly-initiated redevelopment through RFP/agreement process for hotel and housing components 	<ul style="list-style-type: none"> Public acquisition of land in first increment Publicly-initiated redevelopment through RFP/agreement process for first increment Private acquisition of later increments with public support 	<ul style="list-style-type: none"> Public selection of master developer Much of public land conveyed for neighborhood development Public/private coordination to achieve unified ownership Little Flower Church remains, and structurally sound houses may remain 	<ul style="list-style-type: none"> Public acquisition for public use
Applicable Public Techniques	<ul style="list-style-type: none"> Back-up acquisition and relocation to support private assemblage 	<ul style="list-style-type: none"> Delayed possession Relocation assistance 	<ul style="list-style-type: none"> Delayed possession Relocation assistance 	<ul style="list-style-type: none"> Delayed possession Relocation assistance Spot acquisition 	<ul style="list-style-type: none"> Delayed possession. Relocation assistance Phased development for relocation resources 	<ul style="list-style-type: none"> Delayed possession Relocation assistance

NORTH SHORE MEWS	RIVER TOWERS	PARKVIEW	RIVERLAKE	BRIDGEWATER	PRODUCERS COOPERATIVE
<ul style="list-style-type: none"> Phase II (2020) adjacent to park Development based on demand, with completion in Phase II or early Phase III 	<ul style="list-style-type: none"> Phase II (2020) 	<ul style="list-style-type: none"> Phase III (after 2020) Market forces could accelerate development 	<ul style="list-style-type: none"> Phase III (after 2020) 	<ul style="list-style-type: none"> Phase III (after 2020) 	<ul style="list-style-type: none"> Phase III (after 2020)
<ul style="list-style-type: none"> Diverse ownership Commercial along Walker, residential/vacant in neighborhood interior 	<ul style="list-style-type: none"> Public ownership 	<ul style="list-style-type: none"> Diverse industrial ownerships, dominated by salvage uses 	<ul style="list-style-type: none"> Diverse industrial and residential ownership 	<ul style="list-style-type: none"> Single ownership 	<ul style="list-style-type: none"> Single ownership
<ul style="list-style-type: none"> Private acquisition with public support and back-up acquisition 	<ul style="list-style-type: none"> Publicly-initiated redevelopment through RFP/ agreement process for mixed-use and housing components 	<ul style="list-style-type: none"> Private acquisition with public support 	<ul style="list-style-type: none"> Private acquisition with public support and back-up acquisition Public acquisition of water feature site 	<ul style="list-style-type: none"> Private acquisition with possible public infrastructure and site preparation assistance 	<ul style="list-style-type: none"> Private acquisition with possible public infrastructure and site preparation assistance
<ul style="list-style-type: none"> Delayed possession Relocation assistance and funding Spot acquisition Phased development for relocation resources 		<ul style="list-style-type: none"> Relocation assistance Spot acquisition 	<ul style="list-style-type: none"> Relocation assistance Spot acquisition 		

Financing Strategies

The Core to Shore development program will require a variety of funding sources to finance its many components. Primary sources could include



- *General obligation bond issues*, largely directed toward site acquisition for public purposes and major public improvements. In 2007, the voters approved a general obligation bond authorization that includes over \$26 million for initial infrastructure improvements and streetscape enhancements for the Core to Shore area, as well as supplemental funding for the pedestrian bridge over the new alignment of I-40, and acquisition of portions of the Central Park site.
- *A major community investments temporary sales tax*, based on the MAPS and MAPS for Kids precedents. Unique assets such as Central Park and the convention center are good candidates for funding under a “MAPS 3” program.
- *Tax increment financing (TIF)*. Probable uses include extraordinary site preparation costs and public improvements that support private development, such as infrastructure, local street reconstruction, and streetscape improvements.
- *Transportation programs*, including Surface Transportation Program (STP) funds for major street developments, Transportation Enhancements (TE) for pedestrian and bicycle improvements and adaptive reuse of Union Station, and Federal Transit Administration (FTA) for design and capital funding of commuter rail, fixed guideway transit, and the multi-modal Transit Center.
- *Environmental Protection Agency (EPA) funding* for environmental remediation.
- *New Markets Tax Credits (NMTC)* to encourage significant commercial development in revitalization or redevelopment neighborhoods. New Markets credits can apply to commercial development throughout the district including near Little Flower Plaza, at Parkview, and in other local neighborhood settings.
- *Naming Rights* could be sold for the major public facilities including Central Park, the events center, or other features within Central or Promenade Parks.
- *Department of Housing and Urban Development (HUD) programs* and tax credits that apply to affordable housing. These include Community Development Block Grants and HOME Investment



AT&T Ballpark is an example of using naming rights as a way to implement large projects.

Partnership programs that can provide “soft-second” mortgages and other incentives to bring new homes within the financial reach of low and moderate-income residents. Section 42 tax credits may apply to portions of Parkview’s rental concept.

- *Private philanthropy.* Corporate and foundation philanthropy will be vital to Core to Shore district’s major public realm improvements.
- *Real estate-based income,* including leases and land sale proceeds. For example, sale of publicly-owned land at Wheeler Park and River Towers can generate revenue that can be reinvested in other parts of the development area. The city or a redevelopment entity may also issue revenue bonds for public acquisition of key redevelopment parcels, repaid by sale proceeds.

Regulatory and Design Guidelines

Core to Shore development will involve the individual actions of many agencies, developers, and individuals over a long period of time. Regulatory provisions and design guidelines can assure that projects completed at different times follow consistent patterns and assumptions. Specific actions include

- *Adopting a special zoning district for the Core to Shore district.* The zoning district should be form-based rather than solely use-based, defining the street relationships and three-dimensional qualities of buildings. The special district should also discourage or prevent projects that underutilize high opportunity sites, or establish harmful precedents that discourage desirable future development. The zoning district should establish sub-districts that establish form-based standards for individual neighborhoods. These sub-districts establish minimum and maximum densities, coverage and building envelope requirements, build-to lines, landscaping requirements, and other framework regulators.
- *Developing and adopting design guidelines for public and private development projects in the Core to Shore district.* These guidelines should focus on the primary urban patterns and relationships that implement the plan’s goals and principles, and avoid micro-management of architectural design.

The Planning Commission and City Council should adopt these guidelines, published as a separate document entitled *Core to Shore Design Guide*, at the beginning of the implementation process.



Public art is often funded by corporations or philanthropic foundations.

Organizational Structure

The Core to Shore process requires close coordination between a number of partners, including the City, other public and nonprofit agencies, and the private sector. At the beginning of the process, the City should create a special implementation office, similar to that created during the MAPS program, to coordinate initial implementation of the Core to Shore Plan. This office would be responsible for determining and coordinating the roles and responsibilities of the various agencies involved, refining implementation timelines, and identifying resources necessary for implementation. This office should address a variety of specific concerns including

- Land Acquisition
- Public facility and infrastructure development
- Detailed sub-district planning
- Open space master planning
- Ongoing coordination
- Intergovernmental negotiations of transportation projects
- Maintenance planning
- Marketing and development proposal management
- Market projection adjustment.

The directed market approach recommended in this section suggests a longer-term involvement in land development. As a result, the Core to Shore implementation office might evolve into a more permanent redevelopment entity with greater autonomy from city government, such as a development corporation or public trust.

- *A Core to Shore Development Corporation.* This may operate as an independent agency or as a subsidiary to an existing private sector group like the Chamber of Commerce. The development corporation acts as a real-estate pass-through agency, assembling and selling property to private developers or individual owners and negotiating agreements that ensure compliance with the plan. A development corporation lacks the power of eminent domain.
- *A Core to Shore Public Trust.* A public trust has the ability to acquire land and issue bonds to finance its public purposes. The public trust differs from a development corporation in its ability to maintain ownership of land. For example, a trust can lease land to a developer or successor organization (such as a condominium association) with a very long-term lease while maintaining ownership of the underlying property.

afterword

Completing this plan is the first step of the Core to Shore journey. The powerful ideas and vision of Oklahoma City's leaders and citizens, applied and adapted over the next few decades, will guide the plan's implementation. Core to Shore's features – parks and public places, homes and neighborhoods, boulevard and streets, retail and office development, riverfront, pedestrian, bicycle and transit systems, landmark bridges, civic buildings, and others – have been carefully crafted to fit together and produce the urbanity, variety, and experience found in great cities. This is the kind of endeavor that changes a city's image forever. The Core to Shore district is the common ground for all of Oklahoma City's citizens – it is at once a place of immediacy, proximity, and walkability – and a place of comfort, magnificence, and pulsating urban life.





