



Tulsa Metropolitan Area
Planning Commission

Case Number: CPA-56
Comprehensive Plan Amendment
(related to Z-7373)

Hearing Date: April 19, 2017
(continued from February 15, 2017 and
March 1, 2017)

Case Report Prepared by:

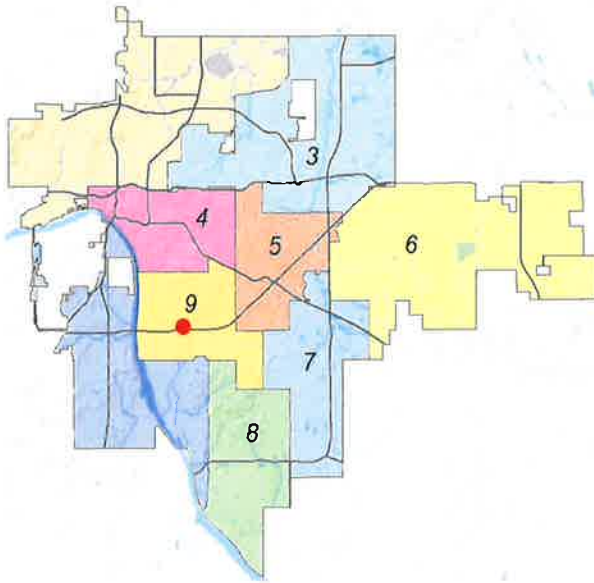
Amy Ulmer

Owner and Applicant Information:

Applicant: JR Donelson

Property Owner: Twenty Six Oaks Property

Location Map:
(shown with City Council Districts)



Applicant Proposal:
Land Use Map change from ***Existing***
Neighborhood to ***Mixed-Use Corridor***

Stability and Growth Map change from ***Area***
of Stability to an ***Area of Growth***

Existing Use: Vacant Lot

Proposed Use: Accessory Parking

Tract Size: .17 acre

Location: N and E of the NE/c corner of S.
Lewis Ave. and E. Skelly Dr.

Comprehensive Plan:

Land Use Map:

Existing: *Existing Neighborhood*

Proposed: *Mixed-Use Corridor*

Stability and Growth Map:

Existing: *Area of Stability*

Proposed: *Area of Growth*

Zoning:

Existing Zoning: RS-1

Proposed Zoning: OL

Staff Recommendation:

Staff recommends **approval** of the *Mixed-Use*
Corridor land use and *Area of Growth*
designation.

City Council District: 9

Councilor Name: Ben Kimbro

County Commission District: 3

Commissioner Name: Ron Peters

COMPREHENSIVE PLAN LAND USE MAP AMENDMENT REQUEST

N and E of the NE/c corner of S. Lewis Ave. and E. Skelly Dr. (CPA-56)

1. PROPERTY INFORMATION AND LAND USE REQUEST

Existing Land Use: <i>Existing Neighborhood</i> Existing Stability and Growth designation: <i>Area of Stability</i>
Proposed Land Use: <i>Mixed-Use Corridor</i> Proposed Stability and Growth designation: <i>Area of Growth</i>
Location: <i>N and E of NE/c corner of S. Lewis Ave. and E. Skelly Dr.</i>
Size: <i>.17 acre</i>

A. Background

The site that is subject to this Comprehensive Plan amendment application is located north of I-44, on the east side of Lewis Ave. Currently the subject site is vacant and surrounded by established residential homes to the north and east and low-intensity office development to the south and west. According to the applicant, the ODOT owned property immediately to the east serves as the new entrance to the subject lot and was designed and constructed during the I-44 improvement efforts.

The lots immediately to the north, east, and west of the subject lot are designated as *Existing Neighborhood* and *Areas of Stability*. The area immediately south of the site designated as a *Mixed-Use Corridor* and an *Area of Growth*. The applicant has submitted this proposed Comprehensive Plan amendment and a concurrent rezoning application (Z-7373) to permit an accessory parking area for the office use immediately north of the site.

B. Existing Land Use and Growth Designations (Tulsa Comprehensive Plan)

An *Existing Neighborhood* land use designation was assigned to the area subject to the amendment request at the time of the adoption of the Tulsa Comprehensive Plan in 2010:

19.2

“The *Existing Neighborhood* residential area is comprised of a plan category by the same name. The Existing Residential Neighborhood category is intended to preserve and enhance Tulsa’s existing single family neighborhoods. Development activities in these areas should be limited to rehabilitation, improvement or replacement of existing homes, and small-scale infill projects, as permitted through clear and objective setback, height, and other development standards of the zoning code. In cooperation with the existing community, the city should make improvements to sidewalks, bicycle routes, and transit so residents can better access parks, schools, churches, and other amenities.”

When the new Tulsa Comprehensive Plan was developed and adopted in 2010, the subject tract was designated as an *Area of Stability*:

“The *Areas of Stability* includes approximately 75% of the city’s total parcels. Existing residential neighborhoods, where change is expected to be minimal, make up a large proportion of the *Areas of Stability*. The ideal for the *Areas of Stability* is to identify and maintain the valued character of an area while accommodating the rehabilitation, improvement or replacement of existing homes, and small scale infill projects. The concept of stability and growth is specifically designed to enhance the unique qualities of older neighborhoods that are looking for new ways to preserve their character and quality of life.”

C. Proposed Land Use and Growth Designations (Tulsa Comprehensive Plan)

The applicant is proposing an *Area of Growth* and *Mixed- Use Corridor* designation on the subject site.

“The purpose of *Areas of Growth* is to direct the allocation of resources and channel growth to where it will be beneficial and can best improve access to jobs, housing, and services with fewer and shorter auto trips. *Areas of Growth* are parts of the city where general agreement exists that development or redevelopment is beneficial. As steps are taken to plan for, and, in some cases, develop or redevelop these areas, ensuring that existing residents will not be displaced is a high priority. A major goal is to increase economic activity in the area to benefit existing residents and businesses, and where necessary, provide the stimulus to redevelop.

Areas of Growth are found throughout Tulsa. These areas have many different characteristics but some of the more common traits are close proximity to or abutting an arterial street, major employment and industrial areas, or areas of the city with an abundance of vacant land. Also, several of the *Areas of Growth* are in or near

downtown. *Areas of Growth* provide Tulsa with the opportunity to focus growth in a way that benefits the City as a whole. Development in these areas will provide housing choice and excellent access to efficient forms of transportation including walking, biking, transit, and the automobile.”

“A *Mixed-Use Corridor* is a plan category used in areas surrounding Tulsa’s modern thoroughfares that pair high capacity transportation facilities with housing, commercial, and employment uses. The streets usually have four or more travel lanes, and sometimes additional lanes dedicated for transit and bicycle use. The pedestrian realm includes sidewalks separated from traffic by street trees, medians, and parallel parking strips. Pedestrian crossings are designed so they are highly visible and make use of the shortest path across a street. Buildings along *Mixed-Use Corridors* include windows and storefronts along the sidewalk, with automobile parking generally located on the side or behind. Off the main travel route, land uses include multifamily housing, small lot, and townhouse developments, which step down intensities to integrate single family neighborhoods.”

D. Zoning and Surrounding Uses:

Location	Existing Zoning	Existing Land Use Designation	Area of Stability or Area of Growth	Existing Use
North	RS-1	<i>Existing Neighborhood</i>	<i>Area of Stability</i>	Vacant Lot- ODOT owned property
South	OL	<i>Mixed-Use Corridor</i>	<i>Area of Growth</i>	Office
East	RS-1	<i>Existing Neighborhood</i>	<i>Area of Stability</i>	Single-Family Residential
West	RS-1	<i>Existing Neighborhood</i>	<i>Area of Stability</i>	ODOT owned property- Access Road

E. Applicant’s Justification:

As part of the amendment application, the applicant is asked to justify their amendment request. Specifically, they are asked to provide a written justification to address:

1. How conditions on the subject site have changed, as well as those on adjacent properties and immediate area;
2. How changes have impacted the subject site to warrant the proposed amendment; and;

3. How the proposed change will enhance the surrounding area and the City of Tulsa.

The applicant provided the following justification as part of their application:

1. *"The request is to change the land use from existing residential neighborhood to a mixed use corridor and from an area of stability to an area of growth. The desire is to rezone the property from "RS-1" to "OL". This zoning is compatible with the office complex to the south and the office complex to the west. The rezoning from "RS-1" to "OL" will allow a parking lot to be constructed on the property. A single family residential home was removed from this property prior to the new construction and modification of South Lewis Ave. and I-44."*
2. *"The Oklahoma Department of Transportation closed the entrance to the Twenty-Six Oaks office complex from South Lewis Ave., when I-44 and South Lewis Ave. was widened and improved. A new entrance to the Twenty-Six Oaks office complex was designed and constructed by ODOT during the widening and improvement to I-44. The new entrance is shown on the attachment. The new entrance constructed for the Twenty-Six Oaks office complex will not permit another residential house to be constructed on the property."*
3. *"The proposed parking lot and proposed amendment to the Comprehensive Plan will not have an adverse impact on surrounding properties. The property to the south is the Twenty-Six Oaks office complex. The property to the north is vacant. The property to the east is a single family residence. The property to the west of South Lewis is a parking lot and office complex. The proposed parking lot will provide a use for this property. The property will provide additional parking for the Twenty-Six Oaks office complex. This additional parking space will enhance the Twenty-Six Oaks office complex for employees, guest and clients."*

F. Staff Summary:

The residential vacant subject lot was designated as *Existing Neighborhood* and an *Area of Stability* when the Comprehensive Plan was adopted in 2010. The subject site is abutted by *Existing Neighborhood* land use and an *Area of Stability* designation to the north, east, and west. The planning area immediately to the south is designated a *Mixed-use Corridor* and an *Area of Growth*. Since 2010 there have been no noted changes in zoning and land use designations in the area surrounding the subject site.

In order to accommodate the proposed rezoning to OL, the applicant is requesting to expand the *Mixed-Use Corridor* land use and *Areas of Growth* designation to provide additional parking relief for the Twenty-Six Oaks office complex immediately south of the subject lot. The proposed amendment would be an extension of *Mixed-Use Corridor* and *Areas of Growth* land use designation immediately to the south of the subject lot. According to the original site plan submitted for PUD-227, the Twenty-Six Oaks office complex has 143 off-street parking spaces, which was consistent with the OL zoning parking requirements at the time of the PUD approval. The new Tulsa Zoning Code does not require additional parking on the Twenty-Six Oaks office complex site.

The subject lot abuts two ODOT owned properties (see attached) to the west and north that are currently designated *Existing Neighborhood* and *Areas of Stability*. According to the applicant, during the widening and improvements to I-44, ODOT closed the South Lewis Avenue entrance to the Twenty- Six Oaks office complex. These events were taking place during the same time period as when the Comprehensive Plan was being developed and adopted. The parcel to the west of the subject site serves as the new entrance to the office complex that was designed and constructed by ODOT. If the proposed amendments on are approved on the subject site, the ODOT owned parcel west of the site will be included as part of the annual housekeeping amendments to the same designations.

The applicant has stated, "*The new entrance constructed for the Twenty-Six Oaks office complex will not permit another residential house to be constructed on the property.*" The RS-1 zoned subject site is a non-conforming lot that is 7,405 SF while the minimum lot area and lot area per dwelling unit requirement within the RS-1 district is 13,500 SF. Therefore, the subject site does pose some constraints in building a home that it is consistent with the size of the typical homes found in the surrounding RS-1 zoning district.

The location and existing size of the subject site could limit the type of uses and development allowed on this lot. If developed residentially, a new residence at this location would be not be oriented toward the adjacent neighborhoods, leaving it isolated. An expansion of the *Mixed-Use Corridor* land use and *Areas of Growth* designation into this lot could provide an adequate transition to the existing residences and utilize a lot that has limited development options.

STAFF RECOMMENDATION

- Staff recommends **Approval** of the *Mixed-Use Corridor* and *Area of Growth* land use designation as submitted by the applicant.