

**TULSA METROPOLITAN AREA PLANNING COMMISSION**  
Minutes of Meeting No. 1658  
Wednesday, July 22, 1987, 1:30 p.m.  
City Commission Room, Plaza Level, Tulsa Civic Center

<b>MEMBERS PRESENT</b>	<b>MEMBERS ABSENT</b>	<b>STAFF PRESENT</b>	<b>OTHERS PRESENT</b>
Carnes Doherty, 2nd Vice- Chairman Draughon Kempe Paddock, 1st Vice- Chairman Parmele, Chairman Rice VanFossen, Secretary Wilson Woodard	Crawford	Frank Gardner Matthews Setters	Linker, Legal Counsel

The notice and agenda of said meeting were posted in the Office of the City Auditor on Tuesday, July 21, 1987 at 9:35 a.m., as well as in the Reception Area of the INCOG offices.

After declaring a quorum present, Chairman Parmele called the meeting to order at 1:37 p.m.

**MINUTES:**

**Approval of Minutes of July 8, 1987, Meeting #1656:**

On **MOTION** of **WOODARD**, the Planning Commission voted **10-0-0** (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to **APPROVE** the **Minutes of July 8, 1987, Meeting #1656**.

**REPORTS:**

**Chairman's Report:**

Chairman Parmele advised receipt of a letter from Mr. J.D. Chambers Assistant Director for Planning and Research at the Oklahoma Department of Transportation requesting input from the TMAPC in reference to a proposed project to widen Yale Avenue from four-lanes to six-lanes, from I-44 south to 71st Street. Chairman Parmele referred this item to Mr. Tom Kane of the INCOG Staff for reply.

Committee Reports:

Mr. Paddock announced the Joint TMAPC Committees had met this date to discuss the proposed amendments to the Development Guidelines. He stated there were no conclusive recommendations at this point, but the Committee had suggested some significant changes and modifications.

CONTINUED ZONING PUBLIC HEARING:

Application No.: PUD 418 Present Zoning: CS & OL  
Applicant: Jones (Williams) Proposed Zoning: Unchanged  
Location: West of the SW/c of East 91st Street & South Delaware  
Size of Tract: 23.14 acres, more or less  
Date of Hearing: July 22, 1987  
Requested Continuance to: October 14, 1987

TMAPC ACTION: 10 members present

On MOTION of WILSON, the Planning Commission voted 10-0-0 (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to CONTINUE Consideration of PUD 418 Jones (Williams) until Wednesday, October 14, 1987, 1987 at 1:30 p.m. in the City Commission Room, City Hall, Tulsa Civic Center.

\* \* \* \* \*

Application No.: Z-6162 Present Zoning: RS-1  
Applicant: Williams Proposed Zoning: OL  
Location: West side of South Sheridan Road & East 85th Place South  
Size of Tract: 4 acres, more or less  
Date of Hearing: July 22, 1987  
Requested Continuance to: August 26, 1987

Comments & Discussion:

Staff advised the applicant had originally requested a continuance to August 26th, but had since submitted a request for withdrawal of the application.

TMAPC ACTION: 10 members present

On MOTION of DOHERTY, the Planning Commission voted 10-0-0 (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to WITHDRAW Z-6162 Williams, as requested by the applicant.

## ZONING PUBLIC HEARING:

Application No.: CZ-159 Present Zoning: AG  
Applicant: Baker (Fleming) Proposed Zoning: IL  
Location: West of the SW/c of North Memorial Drive & East 126th Street North  
Size of Tract: 3.8 acres, more or less  
Date of Hearing: July 22, 1987  
Presentation to TMAPC by: Mr. Jay Baker, 1850 South Boulder (587-1168)

### Relationship to the Comprehensive Plan:

The "North Tulsa County Comprehensive Plan 1980-2000," designates the subject tract as Agricultural.

According to the "Matrix Illustrating District Plan Map Categories Relationship to Zoning Districts," the proposed IL District is not in accordance with the Plan Map.

### Staff Recommendation:

**Site Analysis:** The subject tract is approximately 3.8 acres in size and is located west of the southwest corner of North Memorial Drive and East 126th Street North. It is nonwooded, gently sloping, contains a modular home and two detached accessory buildings and is zoned AG.

**Surrounding Area Analysis:** The tract is abutted on the north across East 126th Street North and on the east and west by both mobile home and single-family dwellings zoned AG; and on the south by vacant property zoned AG.

**Zoning and BOA Historical Summary:** The Tulsa County Board of Adjustment denied an Industrial use on the property in March 1986. Staff cannot find evidence that either the City of Tulsa, under the five mile perimeter, or Tulsa County approved "Airman Acres" which includes Use Unit 2, Airport and Related Uses, and is located west of the subject tract.

**Conclusion:** The requested IL zoning is not in accordance with the Comprehensive Plan and would not qualify for industrial development under the Development Guidelines. The area has developed in a large lot single-family residential fashion with no industrial zoning or development in the immediate area. Staff cannot support the zoning request as it would be spot zoning.

Therefore, Staff recommends **DENIAL** of IL zoning for CZ-159.

### Applicant's Comments:

Mr. Jay Baker, representing the applicant, submitted photos showing what he believed to be industrial development in this area with regard to airplane hangars, etc. Mr. Baker briefed the TMAPC as to the applicant's use of the property for a firearms conversion business (semi-automatic to automatic). He commented that the resident across the road had a similar business. In reply to Mr. VanFossen, Mr. Baker stated each hangar did have residences involved, but they were not attached to the hangars.

CZ-159 Baker (Fleming) - Cont'd

Mr. Paddock inquired if the applicant's use of the property existed prior to March 1986, and if so, why the need for a BOA application for the industrial use. Mr. Baker stated that Mr. Fleming has used the property for this business since 1982, and the BOA denial was currently on appeal to the Oklahoma Supreme Court. He added that, had he been Mr. Fleming's counsel at that time, he would have applied first for zoning, instead of submitting the BOA application. Chairman Parmele confirmed that the District Court upheld the BOA denial, and that action prompted the appeal to the Supreme Court. In response to Mr. Carnes, Mr. Baker explained the use of each of the lots surrounding the subject tract.

Interested Parties:

Address:

Mr. Robert Hicks	7612 East 126th Street North	Collinsville
Mr. Robert Denison	7800 East 126th Street North	"
Mr. Dale Lowder	12106 North Memorial	"
Mr. Byron Peterson	12215 North 73rd East Avenue	"

Mr. Robert Hicks advised he owned the ten acre tract adjacent to the applicant to the west. He submitted a copy of a Building Permit application in which Mr. Fleming had stated the type of work to be done was for a construction storage barn, and had specifically added "not a business". Mr. Hicks submitted current photos of delivery trucks going to and from Mr. Fleming's business. He commented that, contrary to statements made by Mr. Fleming's attorney, there was no jet overhaul shop or related business within five miles or more of the subject tract. The residents in Airman Acres were, for the most part, retired people who repaired and maintained their own aircraft. Mr. Hicks requested denial of the rezoning and assistance in getting the firearms operations shut down.

Mr. Robert Denison, who owns the ten acres abutting the subject tract on the east, commented that Airman Acres was in existence when he moved to this area in the early 60's. He stated that he was representing others who had signed a petition in protest to the rezoning application, and who were requesting that Mr. Fleming cease operation of all industrial and commercial activities on this property. In regard to the applicant's use of the property, Mr. Denison advised of test firing of automatic weapons in and around the area without regard of the residents. Mr. Denison contended that Mr. Fleming had been less than honest to various City agencies and at previous hearings on this property. He added that Mr. Fleming has had two injunctions issued against operation of the business and three contempt of court citations, which he felt indicated that Mr. Fleming had no intentions of complying with the decision of the TMAPC unless it would be in his favor. Mr. Denison also requested denial of the application and asked for any help from the Commission in getting this business halted.

Mr. Dale Lowder agreed with and confirmed comments made by the previous Interested Parties. Mr. Lowder commented that he has experienced projectiles coming over his house from the test firings by Mr. Fleming. He voiced concerns that the applicant was manufacturing explosives, as the residents were not really sure what Mr. Fleming was doing at this site in regard to the weapons. Mr. Lowder reiterated the requests for denial.

**CZ-159 Baker (Fleming) - Cont'd**

Mr. Byron Peterson, a resident of Airman Acres, confirmed there were no jet/airplane overhaul businesses in this area, as the residents work on their own planes in their own hangars. Mr. Peterson requested denial of IL zoning.

Applicant's Rebuttal:

Mr. Baker advised that, until March 1986, the applicant had an outside shooting berm, but during the appeal process, there has been no outdoor shooting.

Review Session:

Mr. VanFossen stated he felt IL zoning would be totally inappropriate at this location; therefore, he moved denial of the request. Ms. Wilson commented this request was an obvious display of spot zoning.

TMPC ACTION: 10 members present

On **MOTION** of **VANFOSSEN**, the Planning Commission voted **10-0-0** (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to **DENY CZ-159 Baker (Fleming)** for IL zoning, as recommended by Staff.

OTHER BUSINESS:

**PUD 188-2:** East of the Intersection of East 73rd Place South & South Gary

Staff Recommendation: Minor Amendment and Lot Split

The subject tract has an area of 5,198 square feet and is located east of the intersection of East 73rd Place South and South Gary. It is a part of Reserve Area A of the Guier Woods III Addition. Reserve Area A is primarily floodplain and was established within PUD 188 for drainageway and common open space. The underlying zoning for PUD 188 is RS-1.

The area included within the subject tract was determined by the Department of Stormwater Management to be outside the floodplain. Based on that determination, the City Commission adopted Ordinance No. 16819 on May 19, 1987 closing the drainageway easement on the subject tract. The applicant is proposing that based on the City action, the subject tract be tied to Lot 10, Block 2, Guier Woods 2nd Addition for purposes of increasing the yard size and construction of a swimming pool.

Staff review of this request indicates that it is minor in nature and the requirements of PUD 188 for livability space and other related minimum standards of the underlying RS-1 zoning with a maximum of 22 dwelling units (11 duplex structures/attached single-family) will continue to be met.

**PUD 188-2: Minor Amendment - Cont'd**

Therefore, Staff recommends APPROVAL of PUD 188-2 minor amendment for lot split as follows:

- 1) Subject to the submitted plot plan and text.
- 2) That tie language be placed on the face of the deed tying the subject tract to Lot 10, Block 2, Guier Woods 2nd.
- 3) That the lot split does not change any easements of record not previously affected by Ordinance No. 16819, all of which would still apply, and any easement vacations or relocation of existing service lines would be at the property owner's expense.

Comments & Discussion:

In reply to Chairman Parmele, the applicant (Roy Johnsen) confirmed agreement to the conditions of the Staff recommendation.

TMAPC ACTION: 10 members present

On MOTION of RICE, the Planning Commission voted 10-0-0 (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to APPROVE the Minor Amendment and Lot Split for PUD 188-2, as recommended by Staff.

\* \* \* \* \*

**PUD 136-12:** South & West of the SW/c of East 76th Street and South Urbana, being Lot 4, Block 1, Silver Oaks III Addition

Staff Recommendation: Minor Amendment & L-16890 to Allow a Lot Split

This is a request to split a vacant lot in half (Lot 4), and attach the west half to the abutting lot to the west (Lot 5), and the east half to the abutting lot to the east (Lot 3).

The original PUD 136 was approved by the TMAPC on April 25, 1973, which allowed a total of 402 residential dwelling units on 93.89 acres located south and west of the southwest corner of East 71st street and South Yale Avenue.

After review of the applicant's submitted plot plan, the Staff finds this request to be minor in nature and consistent with the intent of the original PUD. Staff recommends APPROVAL of the request as represented in the applicant's plot plan, subject to the following conditions:

- 1) That tie language be placed on the face of the deed tying each half of Lot 4 to the abutting lot.
- 2) This lot split does not change any easements of record, all of which still apply, and any easement vacations or relocation of existing service lines would be at the property owner's expense.

- 3) That this application meet all other requirements of PUD 136 unless revised herein.

**TMAPC ACTION: 10 members present**

On **MOTION** of **CARNES**, the Planning Commission voted **10-0-0** (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to **APPROVE** the **Minor Amendment and L-16890 for PUD 136-12**, as recommended by Staff.

**PUBLIC HEARING & RELATED ZONING ITEM:**

(continued from July 8, 1987)

PUBLIC HEARING TO CONSIDER APPROVAL OF AMENDMENTS TO PARTS OF THE COMPREHENSIVE MASTER PLAN, BEING THE METROPOLITAN DEVELOPMENT GUIDELINES, ZONING MATRIX, DISTRICT 18 PLAN MAP AND TEXT, PERTAINING TO ESTABLISHMENT OF LINEAR DEVELOPMENT AREAS FOR LOW AND MEDIUM INTENSITY DEVELOPMENT, POLICIES FOR IMPLEMENTING CORRIDOR ZONING, REDEFINING SPECIAL DISTRICTS AND RELATED MATTERS.

**Comments & Discussion: Development Guidelines**

Mr. Gardner reviewed the modifications made to the Development Guidelines regarding the language change to exclude the Special Consideration Area (now known as Linear Development Areas) along the west side of Sheridan between 61st and 71st. This was based on the TMAPC action of July 8, 1987. He commented that this language change also affected an area along South 193rd East Avenue in District 17 by deleting it from consideration.

As requested by Chairman Parmele, Mr. Gardner reviewed the Staff's intent and thoughts as to the drafting of the Guidelines in regard to Linear Development Areas (LDA's), which was prompted by a zoning application in the Woodland Hills Mall area. He commented that Staff felt that, if this area possessed unique features, then there were possibly other areas of Tulsa that needed to also be recognized for their unique features or qualities. Mr. Gardner reviewed each LDA as to location in the City that was under consideration for low or medium intensity development.

Mr. Paddock commended Staff on the remarkable job done on this project. He stated that, with very few exceptions, Staff had pulled together areas where current physical facts and/or zoning patterns called for special recognition or treatment. Mr. Paddock asked Mr. Gardner if he agreed with the opinion that, according to the criteria proposed under the low and

PUBLIC HEARING - Cont'd

medium LDA's, such designation would not prevent LDA's being used as precedents in other areas not designated as an LDA. Mr. Gardner stated he did not feel they would set a precedent unless the Commission were to spot or strip zone without regard to the Plan or Guidelines which could, ultimately, create an LDA. Mr. Gardner agreed with Mr. Paddock's statement that Staff was taking a position that these proposed Guidelines would provide a more definitive standard against which the TMAPC and the City Commission could measure the applications presented in order to lead a more consistent treatment of zoning applications in the future.

Mr. Paddock remarked that another concern was that the proposed changes would lead to a change in the Major Street and Highway Plan, which could involve the issue of funding. Mr. Paddock inquired, without getting into the matter of financing, if there was anything in the nature of the criteria proposed that would lead to a change of an arterial from a secondary to a primary. Mr. Gardner commented that, based on studies, there was only one LDA (71st Street, south of Woodland Hills Mall) which, if developed to maximum intensities, indicated eight-laning might be required. However, at the same time, Staff made a recommendation that, with a reduction in the Floor Area Ratio (FAR) of a PUD proposed in this area, this would then minimize traffic capacity concerns and still meet the Major Street and Highway Plan. Mr. Gardner added this was the only area that concerned Staff.

In regard to mandatory PUD's and citizen concern as to buffering, Mr. Doherty asked Staff if there were any other tools available for buffering and spacing, other than the Zoning Code, that might negate the imposition of mandatory PUD's. Mr. Gardner replied there was nothing to guarantee the land use relationships would be appropriate without the use of PUD's. Mr. Doherty then questioned if Staff would recommend to the TMAPC uses and arrangements within the PUD that would be required, should the Guidelines be approved, to provide buffers and protections for the neighborhoods. Mr. Gardner stated "absolutely". He added that the developers in the Tulsa area were very familiar with the PUD concept, and PUD's have proven to be very successful for developers and residents. Mr. Doherty continued the discussion with Staff regarding the use of PUD's in the low and medium intensity areas.

Based on the July 21st letter issued by the City Legal Department regarding the proposed LDA's, discussion followed as to proceeding with a vote this date or if the Commission, Staff and Legal might need time for further review of the suggestions by Legal. Chairman Parmele noted the letter from the Legal Department would be noted and entered into the record of these minutes. The consensus was to proceed, in an effort to work out some of the differences of opinion and areas of concern. (Note: All references to page and items numbers refer to the July 22, 1987 draft of the Development Guidelines.)



PUBLIC HEARING - Cont'd

The first suggested modification related to the term "planned" capacities (page 8, Nodes, item 1). Mr. Gardner stated Staff's position for leaving in the word "planned" was based on the fact that this terminology was presently used in the Development Objectives and should follow, for consistency, in the Development Concept. Agreeing with Mr. Gardner, Mr. Doherty moved that the Commission adopt Staff's language as to "planned" capacities.

In response to Ms. Wilson, Mr. Linker advised that Legal's position was that they preferred the Guidelines as they currently exist (without the word "planned"), as Legal feels this is a significant change. Discussion followed among Commission members, Legal Counsel and Staff as to the pros and cons of this issue, with the consensus being that the Commission has always had to consider their actions based on planned, as well as existing, development.

**TMAPC ACTION: 10 members present**

On **MOTION** of **DOHERTY**, the Planning Commission voted **7-3-0** (Carnes, Doherty, Kempe, Paddock, Parmele, Rice, Woodard, "aye"; Draughon, VanFossen, Wilson, "nay"; no "abstentions"; Crawford, "absent") to **APPROVE** the language as proposed by Staff relating to Nodes, page 8, item #1 (...should be consistent with the type and "planned" capacity of the...).

In regard to Special Districts (pages 14 and 15), Mr. Linker stated Legal had no problem with the treatment of these Districts as done in the original Guidelines. However, Legal did not have a really strong objection to the proposed uses, other than feeling the proposed language was getting away from what was done in the original Guidelines by setting this criteria. Mr. Gardner commented that the proposed language was not intended to be all inclusive, as there may be other special, unique physical facts that the Commission might want to recognize, and as these instances presented themselves, then the Guidelines could be amended to include them.

Ms. Wilson suggested changing the heading "Criteria" to "Characteristics". In regard to the criteria conditions, Mr. Paddock reiterated that he felt Staff was trying to improve the way certain things were stated in the old Guidelines, in an effort to take care of some of the problems that have occurred since they were originally promulgated in 1974. Mr. Paddock added that he felt the proposed language changes were an improvement that offered clearer language and offered a chance to clear up ambiguities from the previous document. Mr. Linker commented that Legal felt the Guidelines have worked very well over the years and they were very leery of any substantive changes to something that has worked well. Mr. Carnes stated he felt the proposed wording by Staff was an effort to set aside possible "grey" areas and to set criteria to protect the neighborhoods.

After further discussion, Staff suggested leaving the heading as is and delete the words "Characteristics of", so the paragraph would begin with "Land uses which....". Discussion followed on this suggestion, with Mr. Doherty making a motion to accept this modification.

**TMAPC ACTION: 10 members present**

On MOTION of DOHERTY, the Planning Commission voted 9-0-1 (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Woodard, "aye"; no "nays"; Wilson, "abstaining"; Crawford, "absent") to APPROVE the modification, as recommended by Staff, to Special Districts (page 15, Criteria), by deleting the words "Characteristics of", so the paragraph would begin with "Land uses which....".

Chairman Parmele announced this might be the appropriate time to review the wording for Linear Development Areas (LDA's), with respect to the letter submitted by Legal and any comments by interested parties.

Mr. Linker advised that it was Legal's opinion that adoption of the proposed amendments would generate more litigation. Further, these would impact single-family areas and would be more difficult to defend against strip zoning, both inside and outside the LDA's. Mr. Linker stated he felt the proposed Guidelines encroached into areas that should be covered by zoning.

In reply to Chairman Parmele, Mr. Gardner stated that Staff did not share the same opinion as Legal Counsel. Discussion ensued with regard to support of the physical facts as relates to the Development Guidelines, with Legal stating that the Guidelines, currently, were not so restrictive that the TMAPC could not consider higher intensity zoning away from the nodes. Staff stated their position as to the proposed LDA's, which recognized the physical facts as well as the Comprehensive Plans.

**Ms. Virginia Poe**, District 18 Co-Chairman, asked the Commission to heed Legal's advise regarding the proposed LDA's, as she felt the changes would lead to more court actions. Ms. Poe stated she felt the LDA's were too broad and would set a precedent that would weaken the Development Guidelines. In reply to Mr. Draughon, Ms. Poe commented she felt the existing Guidelines offered more protection for citizens than the suggested Guidelines.

Chairman Parmele read a letter from the Southeast Tulsa Homeowners Association (SETHA) stating that, in reference to the LDA's, SETHA "would decline to endorse or object to the proposal at this time".

**Mr. & Mrs. Ray Cosby** (8705 East 21st Street), following up statements made in their correspondence to the Commissioners, reiterated their opposition to the entire concept of LDA's. Mr. Cosby stated he was also representing the interests of Ms. Nancy Hammond, who had submitted a letter to the TMAPC in opposition to the LDA's. Mr. & Mrs. Cosby agreed with statements made by Ms. Hammond in her letter that they were not opposed to office

**PUBLIC HEARING - Cont'd**

type developments that offered landscaping, etc., and provided a buffer to the residential neighborhoods. However, they were greatly opposed to commercial development in their neighborhood.

**Mr. Roy Johnsen** (324 Main Mall), Attorney, commented that, contrary to feelings expressed by Ms. Poe, there was recourse through the courts as a rezoning action by the City was a legislative act. Mr. Johnsen disagreed with the Legal Department's presumption that adoption of these Development Guidelines would weaken the City's position. He based this on the fact that the public hearing process through the TMAPC and the City and County Commissions on amendments to the Comprehensive Plans offers private citizens the opportunity voice their concerns and opinions; therefore, he could not see how anyone could be disenfranchised in this process. Mr. Johnsen continued by stating that, if the City has delineated one of the LDA's in the Comprehensive Plan, and a resident applies for and obtains approval on a zoning application, he failed to see how this would spawn more litigation as these actions would have been in accordance with the Plan. Further, should the action, for some reason, be appealed he felt the City's position would be strengthened. Mr. Johnsen commented that he felt the TMAPC and City should not deny adoption of the Guidelines out of fear of what might happen in the District Courts. He added that, if the Commission felt there were areas in the City appropriate for linear development, and they wanted to assert some control over these areas using the PUD process, then he felt the Commission should proceed on the planning merits, and not on the argument of what the District Courts might do.

In reply to Mr. Draughon, Mr. Johnsen stated he held the same thought as he had in 1974 when working on the Development Guidelines, in that he felt they were not quite fair when it came to residential intensities along arterial streets. In regard to the commercial node designations and the use of PUD's, he felt this benefited the developer and the City. Mr. Johnsen commented, in regard to Corridors, that he felt it unfair to require right-of-way to be existing as is proposed in the revised Guidelines. He stated that the proposed change in regard to LDA's would give the Commission a format or procedure to identify some troublesome areas so they can act in a consistent manner.

**Mr. Ward Miller**, Department of Stormwater Management (DSM), stated the DSM had previously submitted a letter to the TMAPC, and he was available if the Commission had any questions; there were none.

Review Session:

Mr. Doherty stated he felt the imposition of mandatory PUD's would be a valuable tool, as the PUD has proven itself to be the best instrument in protecting residential areas from improper development. For this reason, he moved for approval of the Development Guidelines as presented by Staff and amended this date. Mr. Carnes supporting Mr. Doherty's comments, seconded the motion.

**PUBLIC HEARING - Cont'd**

Ms. Wilson stated favor of the proposal with the exclusion of the LDA's, as she felt these would encourage certain types of intensities which could affect future zoning requests. She commented that she felt the Commission might, in effect, be prejudicing the right of future Planning Commissions and City Commissions to deny increases in zoning intensities. Mr. Draughon echoed Ms. Wilson's concerns and stated that, based on Mr. Linker's legal opinion, he could not support the motion.

Ms. Kempe stated support of the motion, including the LDA's, as she felt the key word, and one that had not been used sufficiently, was "delineating" those areas in the District Plan Maps and Text that merited special consideration.

Mr. Paddock advised that he could not see how the effect of the proposed delineation of the LDA's was going to be detrimental to planning and zoning in this City. He added that the Commissioners would be able to look to the LDA's to help adopt a more consistent attitude toward rezoning applications, knowing full well that one of the greatest merits of the LDA's was the requirement of a PUD. Therefore, he was in favor of the motion.

Mr. VanFossen stated he was in favor of the concept of the Guidelines, but he would be abstaining as he would have like to have had more Committee time to review the input by Legal Counsel.

**TMAPC ACTION: 10 members present**

On **MOTION** of **DOHERTY**, the Planning Commission voted **7-2-1** (Carnes, Doherty, Kempe, Paddock, Parmele, Rice, Woodard, "aye"; Draughon, Wilson, "nay"; VanFossen, "abstaining"; Crawford, "absent") to **APPROVE** the proposed **Development Guidelines** as submitted by Staff and as amended by the TMAPC in today's Committee and Commission meetings.

**TMAPC ACTION: 8 members present**

On **MOTION** of **RICE**, the Planning Commission voted **8-0-0** (Carnes, Doherty, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, Draughon, Kempe, "absent") to **INSTRUCT** Staff to prepare the Resolution for the Development Guidelines for adoption within two weeks.

**Comments & Discussion: Zoning Matrix**

After review and discussion of the proposed amendment to the Zoning Matrix by Staff and Commission members, Mr. Doherty moved for approval as submitted by Staff.

**TMAPC ACTION: 10 members present**

On **MOTION** of **DOHERTY**, the Planning Commission voted **8-0-2** (Carnes, Doherty, Kempe, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; Draughon, Paddock, "abstaining"; Crawford, "absent") to **APPROVE** the proposed **Zoning Matrix** as submitted by Staff.

**PUBLIC HEARING - Cont'd**

Comments & Discussion: District 18 Plan Map & Text

Mr. Gardner reviewed the changes to the District 18 Plan Map & Text in regard to the proposed low and medium intensity LDA's. He noted that the area along Sheridan from 61st to 71st has been deleted per the TMAPC action of July 8, 1987.

Mr. Paddock moved for adoption of the District 18 Plan Map & Text amendments as relates to low and medium intensity LDA's as proposed.

**TMAPC ACTION: 10 members present**

On **MOTION** of **PADDOCK**, the Planning Commission voted **9-1-0** (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Woodard, "aye"; Wilson, "nay"; no "abstentions"; Crawford, "absent") to **APPROVE** the Amendments to the **District 18 Plan Map & Text** as relates to Low and Medium Intensity Linear Development Areas, as recommended by Staff.

After discussion, Mr. Paddock amended his motion on the above item, subject to ratification of the Development Guidelines by the City and County Commissions. Therefore, another vote was taken on the amended motion.

**TMAPC ACTION: 10 members present**

On **MOTION** of **PADDOCK**, the Planning Commission voted **8-1-1** (Carnes, Doherty, Kempe, Paddock, Parmele, Rice, VanFossen, Woodard, "aye"; Draughon, "nay"; Wilson, abstaining"; Crawford, "absent") to **APPROVE** the Amendments to the **District 18 Plan Map & Text** as relates to Low and Medium Intensity Linear Development Areas, as recommended by Staff, and subject to ratification of the Development Guidelines by the City and County Commissions.

**TMAPC ACTION: 10 members present**

On **MOTION** of **DOHERTY**, the Planning Commission voted **10-0-0** (Carnes, Doherty, Draughon, Kempe, Paddock, Parmele, Rice, VanFossen, Wilson, Woodard, "aye"; no "nays"; no "abstentions"; Crawford, "absent") to **INSTRUCT** Staff to prepare the Resolution amending the District 18 Plan Map & Text.

**PUBLIC HEARING:** Related Zoning Item

Comments & Discussion:

Application No.: Z-6166 & PUD 179-0

Present Zoning: OL

Applicant: Young (Wenrick)

Proposed Zoning: CS

Location: South side of East 71st Street, 1/2 mile east of South Memorial

Size of Tract: 6.6 acres

Date of Hearing: July 22, 1987

Presentation to TMAPC by: Mr. Terry Young, PO Box 3351

(583-4611)

Relationship to the Comprehensive Plan:

The District 18 Plan, a part of the Comprehensive Plan for the Tulsa Metropolitan Area, designates the subject property Low Intensity - No Specific Land Use, although, amendments to the Development Guidelines and District 18 Plan Map and Text are pending to designate this area as a Medium Intensity Special Consideration Area (TMAPC hearing held 6/24/87, and continued until 7/8/87 and 7/22/87).

According to the "Matrix Illustrating District Plan Map Categories Relationship to Zoning Districts," the requested CS District may be found in accordance with the Plan Map and Text as recommended to be amended by the TMAPC based on the filing of companion PUD 179-0.

Staff Recommendation: Z-6166

**Site Analysis:** The subject tract is approximately six acres in size and located on the south side of East 71st Street one-half mile east of South Memorial Drive. It is vacant and is zoned OL with PUD 179-D.

**Surrounding Area Analysis:** The tract is abutted on the north across East 71st Street by vacant land on the east side of a regional shopping center, zoned AG and P; on the east and south by multi-family residential development, zoned RM-1 and RS-3 with PUD 179; and on the west by a heavily treed site which was once a horticulture nursery zoned AG.

**Zoning and BOA Historical Summary:** CS zoning was previously presented for TMAPC and City consideration per Z-6069/PUD 179-K and Z-6136/PUD 179-M. A favorable recommendation by the TMAPC on Z-6136/PUD 179-M was not approved by the City, however, a special study by Staff of this and similar areas was directed by the TMAPC and City Commission with a view toward amending the Development Guidelines and Comprehensive Plan Maps and Texts to accommodate medium intensity development in this and similar areas. The public hearing on these amendments was held by the TMAPC 6/24/87 and continued until 7/8/87 and 7/22/87.

**Conclusion:** The proposed amendments to the Development Guidelines are intended to recognize areas such as the subject tract which have been designated as Medium Intensity Special Consideration Areas (i.e. Linear Development Area) by the District Comprehensive Plan Map and Text, which are adjacent to an arterial street and are within areas where medium intensity zoning has exceeded the node and/or which are within one mile or less of a designated corridor and/or a special district for commercial

**PUBLIC HEARING:** Related Zoning Item - Cont'd

development. This tract will meet these recommended criteria with the filling of PUD 179-0, if CS zoning is restricted to a maximum depth of 330' from the centerline of the arterial street. The TMAPC recommended CS zoning to a depth of 330' on 1/7/87.

Therefore, Staff recommends **APPROVAL** of CS zoning to a maximum depth of 330' from the centerline of East 71st Street, subject to final approval of amendments to the Development Guidelines and District 18 Comprehensive Plan Map & Text by the City and County Commissions and approval of PUD 179-0.

Staff Recommendation: PUD 179-0

The subject tract has an area of six acres and is located on the south side of East 71st Street one-half mile east of South Memorial Drive. It is presently zoned OL and a request for CS zoning is pending TMAPC consideration per Z-6166. A public hearing was held by the TMAPC on 6/24/87 to consider amending the Development Guidelines, and the District Plan Maps and Texts to designate this area along East 71st and ten other similar areas as Medium Intensity Special Consideration Areas and 13 areas as Low Intensity Special Consideration Areas. The TMAPC was generally supportive of the concept of these amendments. Final action is pending on these recommendations at the TMAPC on 7/8/87 and 7/22/87, and then by the City and County Commissions.

PUD 179-M was previously submitted on the subject tract and recommended for approval by the TMAPC on 1/7/87; however, was denied by the City Commission where the discussion centered around noncompliance with the Development Guidelines. The TMAPC recommended a .25 Floor Area Ratio (FAR) maximum and limited CS zoning to not greater than 330' from the centerline of East 71st Street. No distinction was made by the TMAPC between commercial or office floor space in the recommended maximum of 72,000 square feet. These principle recommendations and three others by the TMAPC coupled with Staff conditions reflect the basic criteria of the proposals to amend the Development Guidelines and create a Medium Intensity Special Consideration Area along this segment of East 71st Street. Staff would be supportive of PUD 179-0 with the previous TMAPC recommendation as the basic criteria of approval.

The applicant has submitted a revised development proposal per PUD 179-0 which retains the basic request for 330' (as measured from the centerline of East 71st Street) of underlying CS zoning. If the maximum .5 FAR for CS and .4 FAR for OL were assigned, the underlying zoning would yield floor area of 74,250 square feet for CS and 55,800 square feet for OL (a total of 130,050 square feet overall for a .45 FAR on the gross site). The TMAPC recommendation (1/7/87) was 72,000 square feet total or .25 FAR on the gross site; FAR's are calculated on the net site which would reduce the commercial to 65,000 square feet. The applicant is now requesting 82,000 square feet of commercial (1st floor) and 48,000 square feet of office (2nd floor) for a grand total of 130,000 square feet. A .3 FAR of the total net site is 78,408 or 6,000 square feet more than the TMAPC first recommended. The bottom line is the applicant cannot exceed 74,250 square feet of retail and still meet the Amended Development Guidelines.

**PUBLIC HEARING:** Related Zoning Item - Cont'd

Staff recommends the maximum floor area ratio which should be granted at this location for commercial should be limited to a maximum of .25 FAR overall, consistent with the previous TMAPC recommendation, especially recognizing that trip generation studies of this area indicated medium intensity development for retail uses would exceed the planned six-lane configuration of East 71st Street.

Building setbacks conform to the previous recommendations of the TMAPC. The 10% minimum landscaped figure and requirement for a 20' landscape buffer along the east, south and west boundaries are also consistent with previous TMAPC action.

The revised Outline Development Plan has been presented which depicts an "L" shaped building located along the east and south boundary with a "service drive" in the rear. A freestanding building is shown at the north end of the building which is in close proximity to the apartments on the east. A normal assumption would be that based on this layout, the freestanding building would be a restaurant with a drive through window, or possibly a drive-in bank. This type of a use would seem to be most appropriately limited to the western portion of the site being away from residential uses and abutting commercial uses most likely to develop on abutting property to the west. Based on this layout, staff expresses concern about building facades on the south and east which would most appropriately be frontal elevations and not rear elevations given architectural treatment to be compatible with the front walls of buildings as proposed in the PUD Text.

Staff review of PUD 179-0 (based on the TMAPC action recommended 1/7/87 and amendments to the Development Guidelines and District 18 Comprehensive Plan Map and Text creating a Medium Intensity Special Consideration Area along this segment of East 71st Street as presented 6/24/87 and revised 7/22/87 by the TMAPC) finds the PUD to be:

- 1) Consistent with the Comprehensive Plan Map and Text subject to final approval of amendments to the Development Guidelines and District 18 Plan Text and Maps by the TMAPC, City and County Commissions.
- 2) In harmony with the existing and expected development of surrounding areas as a Medium Intensity Special Consideration Area.
- 3) A unified treatment of the development possibilities of the project site as part of a Medium Intensity Special Consideration Area.
- 4) Consistent with the stated purposes and standards of the PUD Chapter of the Zoning Code.

Therefore, Staff recommends **APPROVAL** of PUD 179-0 subject to final approval of TMAPC recommendations on 7/8/87 and 7/22/87 to amend the Development Guidelines and District 18 Comprehensive Plan Map and Text by the City and County Commissions as follows:



**PUBLIC HEARING: Related Zoning Item - Cont'd**

1) That the applicant's Outline Development Plan (L-shaped design) be reversed and Text be made a condition of approval, unless revised herein. The individual criteria of the applicable Medium Intensity Special Consideration Area as considered by the TMAPC on 6/24/87 and 7/8/87 and 7/22/87, and as finally adopted by the City and County Commissions are made conditions of approval by reference.

2) **Development Standards:**

Land Area (Gross): 288,000 sf, 6.6 acres  
(Net): 261,000 sf, 6.0 acres

Permitted Uses: Uses permitted by right in Use Units 11, 12, 13 and 14, excluding bars, taverns, pool halls, dance halls, nightclubs, and funeral homes

Maximum Building Height: 2 story \*

Maximum Floor Area Ratio: .30 FAR \*\*

Maximum Building Floor Area: 78,400 sf  
Commercial 72,000 sf  
Office 6,400 sf

Minimum Off-Street Parking: As required by the Zoning Ordinance

Minimum Building Setbacks:  
from centerline of 71st 140'  
from west Boundary 50'  
from south Boundary 75'  
from east Boundary 75'

Minimum Landscaped Open Space: 10% \*\*

\* Should the height exceed one story/16' maximum, special consideration should be given as to the type of construction of the front elevations/facades before permitting a maximum two story height.

\*\* Landscaped open space shall include internal and external landscaped open areas, parking lot islands and buffers, but shall exclude pedestrian walkways and parking areas designed solely for circulation. A minimum 20' wide landscape buffer and planting strip along the south, west and east boundary. Further, that no trash or utility areas be permitted within the required 20' landscape buffer.

3) That all trash, mechanical equipment and loading areas shall be screened from public view. All air conditioning utilities and other building utilities shall be screened as to not be clearly visible to the public. A 6' screening fence shall be installed along the east and south boundaries of this tract.

4) That all exterior and parking lot lighting shall be directed downward and away from adjacent residential areas. Freestanding parking lot lighting shall not exceed 16' in height.

PUBLIC HEARING - Cont'd

Mr. Frank reviewed the proposed amendments for the remaining LDA for medium intensity in the District 26 Plan Map and Text.

**TMAPC ACTION: 8 members present**

On **MOTION** of **VANFOSSEN**, the Planning Commission voted **6-0-2** (Carnes, Kempe, Paddock, Parmele, VanFossen, Woodard, "aye"; no "nays"; Draughon, Wilson, "abstaining"; Crawford, Doherty, Rice, "absent") to **APPROVE** the Amendments to the **District 26 Plan Map and Text** relating to establishment of Low and Medium Intensity Linear Development Areas as recommended by Staff, and subject to ratification of the Development Guidelines by the City and County Commissions.

There being no further business, the Chairman declared the meeting adjourned at 5:35 p.m.

Date Approved 8-5-87  
Karl J. Dandy  
Chairman

ATTEST:

[Signature]  
Secretary

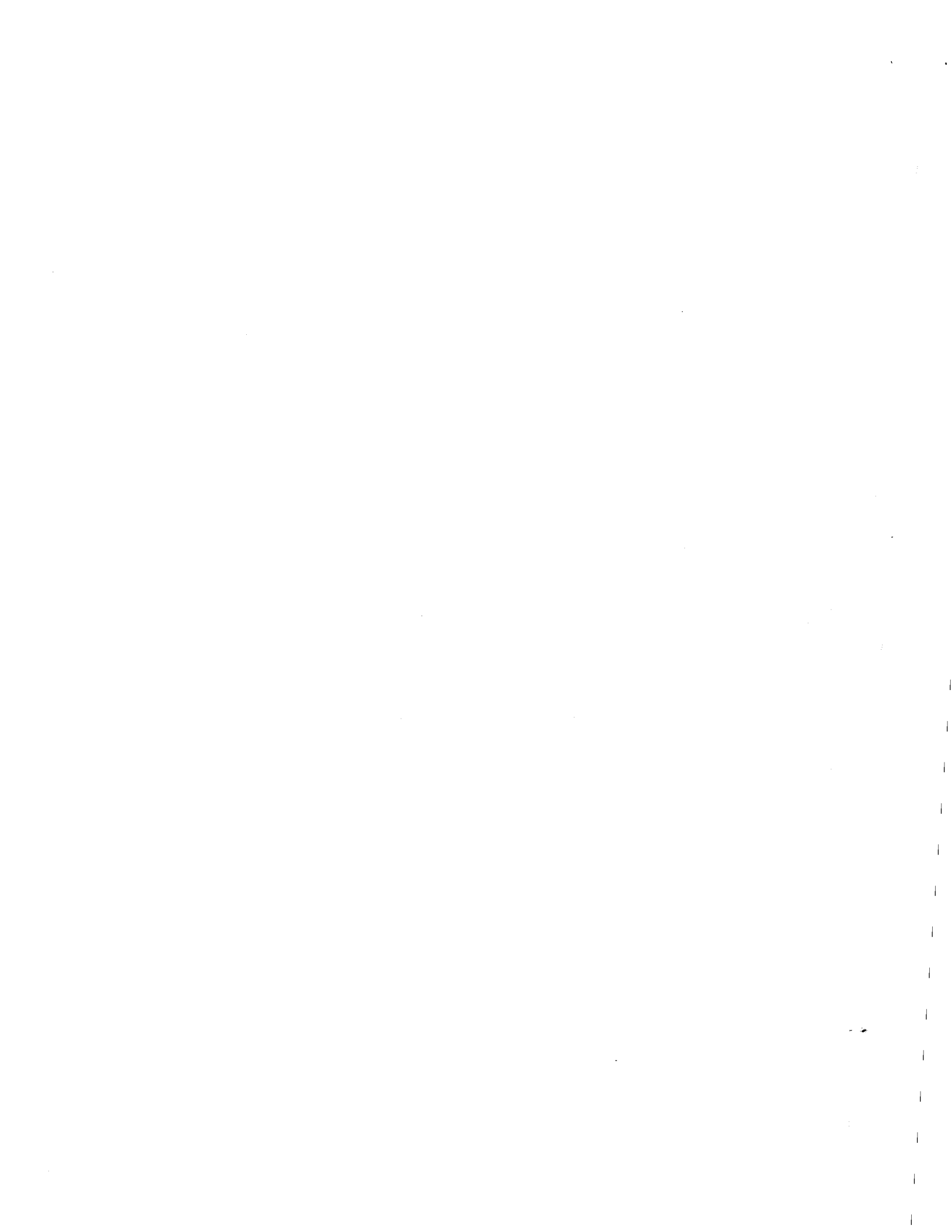
**METROPOLITAN DEVELOPMENT GUIDELINES**

Part of the Comprehensive Plan  
for the  
Tulsa Metropolitan Area

August 5, 1987

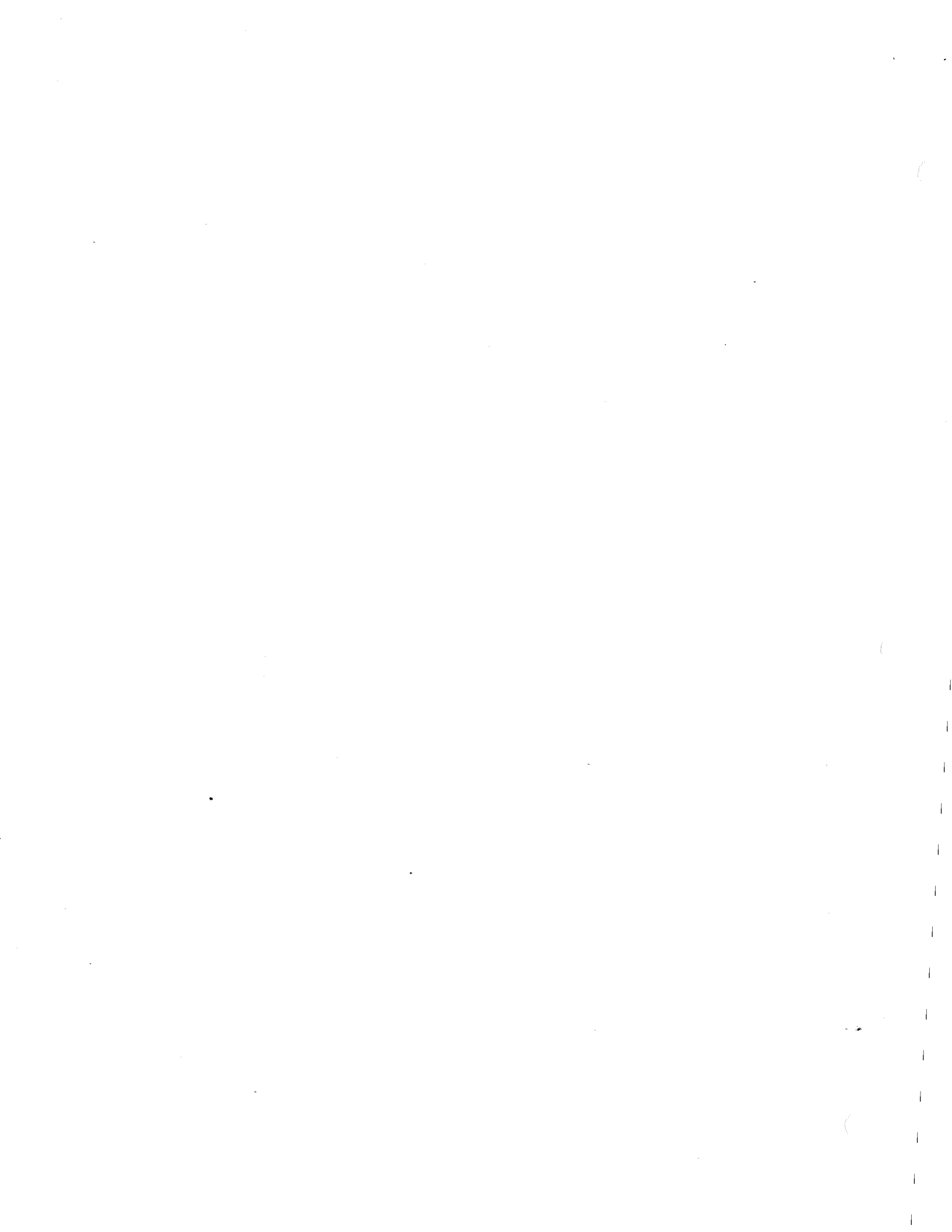
*Adopted 7/22/87  
by the TMAPC  
to be put in  
Resolution form*

Tulsa Metropolitan Area Planning Commission  
(TMAPC)



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## INTRODUCTION

The Metropolitan Development Guidelines consist of four elements: Development District Goal and Objectives, Functional Area Goals and Objectives, Development District Concept, and Development District Implementation Policy. The Development Guidelines, as policy statements, are intended to provide increased efficiency and consistency in the decision making process. They are directed toward the issues of the quality of development and the living environment, and are essentially neutral in regard to the Balanced Metropolitan Growth Policy. They should not be interpreted as a land use plan or as a zoning code, but rather as a framework or guide within which sound planning, zoning, subdivision, investment and building decisions can be made by individuals and public officials and agencies. It is intended that, in the application of the Development Guidelines, an evaluation of existing conditions, including land uses, existing zoning and site characteristics, shall be considered.

The Development District Goal and Objectives, and the Functional Area Goals and Objectives define the desired character and quality of development to be achieved. In this context, goals are long-range aims, while objectives are shorter range steps toward the fulfillment of goals. The Development District Concept provides the conceptual basis for development policies, while the Development District Implementation Policy sets forth the actions necessary to achieve the adopted policies.

## DEVELOPMENT DISTRICT GOAL AND OBJECTIVES

### GENERAL GOAL

Provide a quality living environment (housing, working, shopping and leisure) for all residents in a diversified community, so that every citizen has available a choice of a variety of lifestyles, and in a manner which will maintain or improve the quality of the natural and manmade environment.

### GENERAL OBJECTIVE

Guide the metropolitan area's physical growth so that it may become an even more pleasant, desirable and attractive place in which to live, work and play in an area offering stabilized development, good living and working conditions, and a sound economic base and tax structure; and to assure maximum benefit to the people from public expenditures and private investment, through economical employment of resources, prevention of duplication and waste, and enhancement of property value.

### DEVELOPMENT OBJECTIVES

1. Develop a flexible framework for decision making responsive to change, in order to maintain long-term viability and continuity in metropolitan development policy.
2. Differentiate and classify components of the metropolitan area so that a more rational approach to land use planning can be effectuated.
3. Locate various intensities of development in accordance with manmade and natural systems.
4. Recognize existing high intensity areas established within the metropolitan area, and place additional uses of this type in optimum locations.
5. Develop areas only to the intensity that will not overload or overcrowd the planned public services and facilities.
6. Develop areas considering slope, soil, rock, vegetation and natural drainage characteristics.
7. Encourage quality development by the use of more responsive development tools, e.g. Planned Unit Development (PUD), site plan review, etc.
8. Initiate a major effort to make zoning a positive force in metropolitan development, rather than a negative one.
9. Develop reasonable planning standards for site design.



## FUNCTIONAL AREA GOALS AND OBJECTIVES

### RESIDENTIAL

#### GOAL:

Provide safe, quiet, healthy and economically viable neighborhoods throughout the metropolitan area.

#### OBJECTIVES:

1. Provide a variety of housing types throughout the metropolitan area, ranging from highly urban to a suburban environment.
2. Aggregate neighborhoods into larger areas of compatible development that permit a wider range of public services and facilities.
3. Provide for safe pedestrian and vehicular circulation in residential neighborhoods.

### EMPLOYMENT AND COMMERCE

#### GOAL:

Provide and promote an economically healthy range of commercial, industrial and office uses throughout the metropolitan area.

#### OBJECTIVES:

1. Group together industrial activities in areas and districts planned for industrial development.
2. Provide commercial areas of sufficient size and in locations which will conveniently serve the people of the area in relation to their needs.
3. Develop the Central Business District to accommodate a vast array of metropolitan administrative, governmental and cultural activities/services.

### RECREATION AND OPEN SPACE

#### GOAL:

Provide a quality system of parks, recreation facilities and open space to serve the needs of the entire metropolitan area.

#### OBJECTIVES:

1. Utilize significant elements of the natural environment as part of the metropolitan open space/recreation system to provide, where possible, pleasant settings for parks and public facilities.

2. Provide large and small open spaces within the metropolitan area for active and passive use of leisure time.
3. Protect and enhance suitable natural features and resources for forests, flood control, adequate water supply, air quality improvement, wildlife habitats, natural vegetation and natural beauty.

## TRANSPORTATION

### GOAL:

Develop a balanced transportation system consisting of a variety of highways and air, rail, mass transit and water modes of travel to provide for safe, convenient and efficient movements of people, goods and services.

### OBJECTIVES:

1. Locate the most intense business and residential developments close to high level transportation systems (freeways, railways and transit).
2. Design the transportation network for the safe movement of goods and people by minimizing conflict between vehicle and vehicle, and pedestrian and vehicle.
3. Maximize the interrelation between land use and transportation and, in particular, encourage development patterns compatible with the evolution of transit systems.

## PUBLIC FACILITIES AND SERVICES

### GOAL:

Provide and maintain a full range of public facilities and services at a level which fosters the health, safety and welfare of the residents.

### OBJECTIVES:

1. Relate the size and distribution of public and private facilities to the nature of the services provided and the population served.
2. Provide various levels of cultural, educational and recreational facilities to serve the needs of all types of people.
3. Locate and design public facilities to be easily accessible to the people they serve, so that they can serve more than one purpose where feasible.

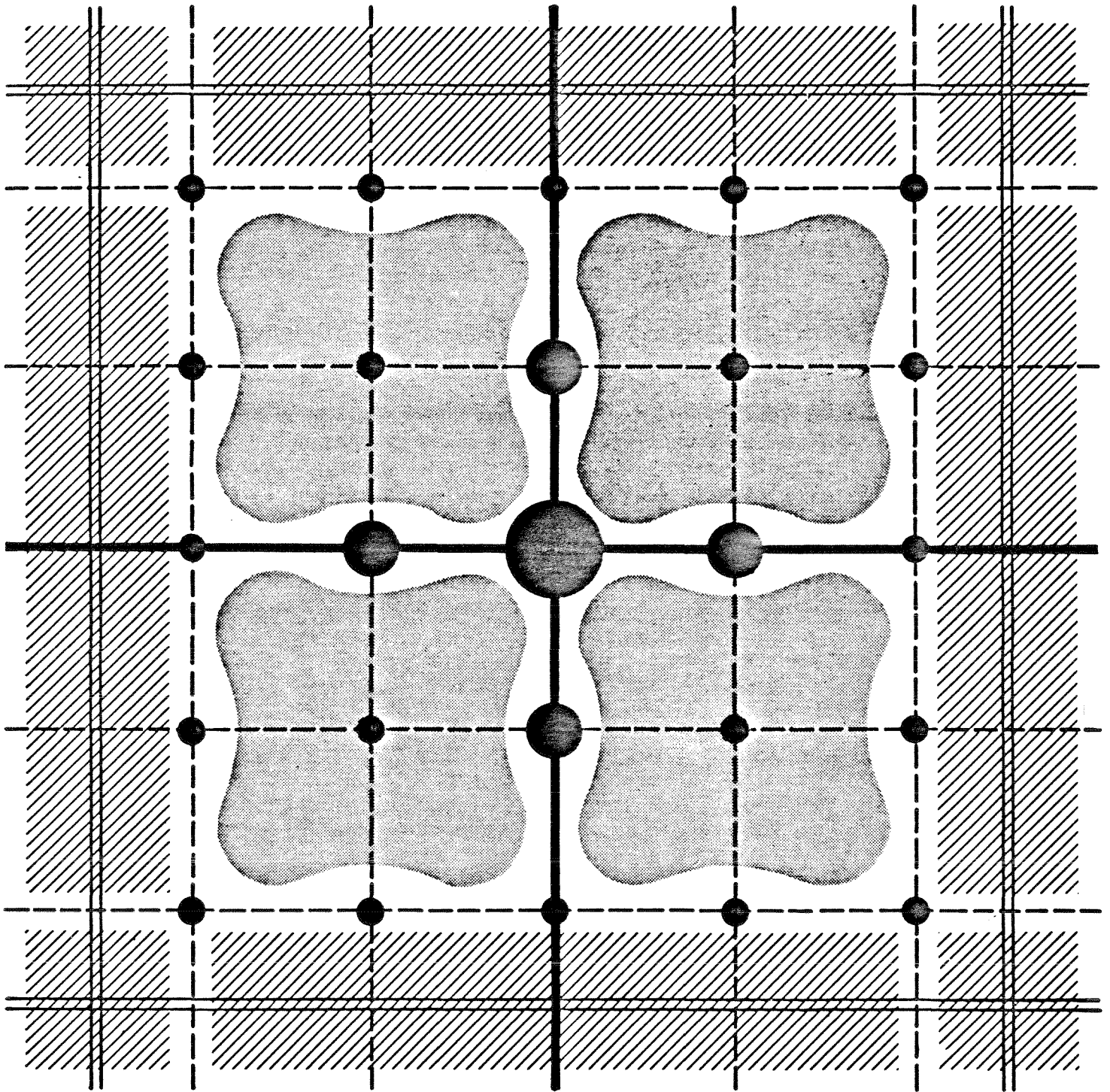
## DEVELOPMENT DISTRICT CONCEPT

The Development District Concept (Figure 1, Page 6) is based on a division of the metropolitan area into carefully defined districts, corridors, nodes and subdistricts. These components provide logical organizational units for planning purposes and establish a conceptual framework upon which development policies can be established. Delineation of these elements is by intensity of land use based upon the public services and facilities they require. The varying capacities of different types of trafficways was used as the basic structuring element in relating land uses to intensity.

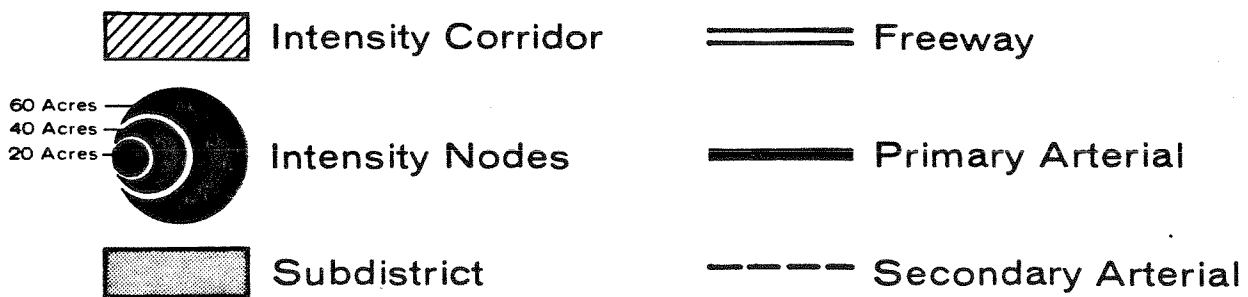
### GENERAL CHARACTERISTICS

The fundamental components of this concept are the Development Districts. These are broad, multi-functional areas bounded by freeways (expressways), significant physical features or by jurisdictional boundaries. A Development District should have the following general characteristics:

1. Each district should be multi-functional in nature, contain a strong residential base and a wide range of services, uses and facilities.
2. High capacity transportation facilities should be maintained along edges of the districts and should be fed by arterial trafficways and other secondary systems from within the districts.
3. Uses that are more intense in nature should be located in corridors along the freeway edges with progressively less intensity of development as one penetrates the district.
4. A wide range of lifestyles and housing types, close to employment, recreation, education and shopping should be maintained in each district.
5. Future urbanization should continue to feature close integration of arterial streets, freeways and other forms of transit into the overall development process.
6. Policies should be directed toward eventual development of an efficient metropolitan transit system.
7. The use of PUD's should be encouraged throughout the Development Districts.
8. Existing land uses within the given subdistricts of the city should influence the type and intensity of use of undeveloped or redevelopment parcels within the area.



**FIGURE 1**  
**DEVELOPMENT DISTRICT CONCEPT**



## SUBDISTRICTS

Development Districts are divided by primary arterial streets into Subdistricts. The Subdistrict comprises, on the average, four square miles of lower intensity residential development with schools, churches, recreation areas and other necessary accompanying functions. The Subdistrict:

1. Clusters neighborhoods into a unit that facilitates a wider range of public services, such as a centrally located junior high school.
2. Should provide a portion of the basic population support for activities that locate within adjacent corridors.
3. Should be tied together by transportation and open space systems which provide for pedestrian linkages, and that de-emphasize through vehicular traffic.

## CORRIDORS

Corridors are located along freeways and are to contain major employment and region-serving functions in concert with a relatively high density residential base. No use, however, is permitted as a matter of right in the Corridor Zoning District. The type and Intensity of use is subject to the Corridor Site Plan review and approval process as specified in the Zoning Code. The basic characteristics of this component are:

1. Uses that are more intense in nature should have high exposure and convenient access to high capacity, metropolitan transportation facilities.
2. This multi-functional grouping of land uses should be interrelated by internal vehicular and pedestrian traffic systems, and the entire corridor should be ultimately connected to a metropolitan wide transit system.
3. Corridors should have appropriate access to primary and secondary arterial streets.
4. Corridors should have a maximum depth from the adjacent freeway.
5. Within corridors, the higher intensity development should be designed by utilization of setbacks, transitional uses, and other separations to be compatible with low intensity development.

## NODES

Nodes are located throughout the Development Districts around the intersections of arterial streets. Depending upon the types of arterial streets involved, differing amounts and types of uses are permitted.

Nodes should have the following characteristics:

1. The intensities of development at arterial street intersections should be consistent with the type and planned capacity of the arterial streets.
2. Districts serving shopping and services activities should be located at the intersection of a primary or parkway arterial street with any other type of arterial street.
3. Convenience service activities for Subdistricts should be located at the intersection of secondary arterial streets.
4. Development of the nodes should be designed to be compatible with surrounding neighborhoods.

### SPECIAL DISTRICTS

Certain parts of the metropolitan area, which include the Central Business District, industrial districts, airports, hospitals, universities, regional shopping centers, the Arkansas River Corridor, the Neighborhood Development Plan (NDP), and unique topographic areas, are classified as Special Districts due to their unique land use characteristics, topographic features, development patterns and influences on adjacent areas. The land uses in these Special Districts have locational and functional requirements that necessitate their being classified separately from the Development Districts.

### LINEAR DEVELOPMENT AREAS

Identifiable parts of the metropolitan area which do not meet the criteria for designation as a node, corridor or special district, but are influenced by existing land uses within nearby special districts or corridors, or are influenced by existing linear zoning patterns to the extent that subdistrict development limitations are not appropriate. These parts of the metropolitan area may be designated within the District Comprehensive Plan as "Linear Development Areas" within which certain modifications of intensity and change in zoning may be permitted. The permitted land use and intensities are dependent upon several criteria enumerated in the Implementation Section.

## DEVELOPMENT DISTRICT IMPLEMENTATION POLICY

To implement the Development District Concept, the following policies are established.

### SUBDISTRICTS

The criteria, permitted land use and development conditions of the Subdistricts are as follows:

#### CRITERIA:

Land areas that are outside of corridors, nodes, special districts or linear development areas.

#### LAND USE:

1. RE and all RS zoning classifications are permitted within the subdistricts.
2. A 300 foot deep strip of RD, RM-T or RM-O zoning may be allowed in the subdistricts as a transitional intensity separating the subdistrict from adjacent high or medium intensity areas. The RD and RM-T zoning classifications may also be allowed in the subdistricts in instances where existing development or other physical factors support increased density.

#### DEVELOPMENT CONDITIONS:

Single-family uses abutting the arterial streets within the subdistrict shall back or side onto the major arterial street system.

### CORRIDORS

The criteria, permitted land use and development conditions of the Corridor are as follows:

#### CRITERIA:

Land situated adjacent to existing, programmed (right-of-way acquired) or planned freeways is generally considered to be within either a Subdistrict or a Node, as are other areas of the Development District. No use is permitted as a matter of right in the Corridor Zoning District. The type of use and corresponding intensity of use is subject to the Corridor Site Plan review and approval process as specified in the Zoning Code. Land may be deemed appropriate for high intensity development if the freeway is built or the right-of-way acquired (land acquisition program instituted which includes the subject property), unless in the particular instance the configuration of the corridor or existing development has significantly impaired the accessibility of the corridor or rendered the achievement of sound land use relationships impractical. Thus, in order for high intensity uses to occur, a zoning application must

first be made and granted placing a parcel in the Corridor Zoning District. Once a parcel has been designated as being in this zoning classification, high intensity development would only be allowed in compliance with an approved site plan. Additional criteria which apply are:

1. The arterial streets (parkway, primary and secondary) that bound land adjacent to expressways and intersect or interchange with expressways are designated as Freeway Access Arterial Streets (see Figure 2, page 11). The arterial streets (parkway, primary and secondary) that bound land adjacent to expressways and that do not intersect or interchange with an expressway are designated as Corridor Access Arterial Streets (see Figure 2, page 11).
2. In order that the capacity of the arterial street and expressway system may be maintained, access for a corridor development shall be principally from corridor collector streets.
3. No full movement access to the Corridor will be allowed along the freeway access arterial street within 600 feet of the arterial intersection, or within 600 feet of the centerline of the freeway ramp.
4. There should be a maximum of three collector intersections, with full movement access, allowed along any segment of the corridor access arterial street. A spacing standard of 1,000 feet between collector streets connecting with a corridor access arterial street should be used unless topography would prohibit meeting this standard.
5. The Corridor internal collector street system, as shown in Figure 2 (page 11), should provide access to all tracts. This system should intersect as near as possible to the midpoint of the freeway access arterial street where access restrictions permit.

#### LAND USE:

1. Permits consideration of residential and non-residential uses, EXCEPT the following: Use Unit 3 - Agriculture, Use Unit 24 - Mining and Mineral Processing, Use Unit 25 - Light Manufacturing and Industry, Use Unit 26 - Moderate Manufacturing and Industry, and Use Unit 27 - Heavy Manufacturing and Industry.
2. The permitted intensity within the Corridor Zoning District shall be that permitted by the approved Corridor Site Plan, but not to exceed the maximum intensity as specified in the Zoning Code.

#### DEVELOPMENT CONDITIONS:

1. Only land situated adjacent to a developed freeway or freeways where the right-of-way has been acquired (land acquisition program instituted which includes the subject property), and which is bounded by arterial streets will be considered for Corridor zoning.



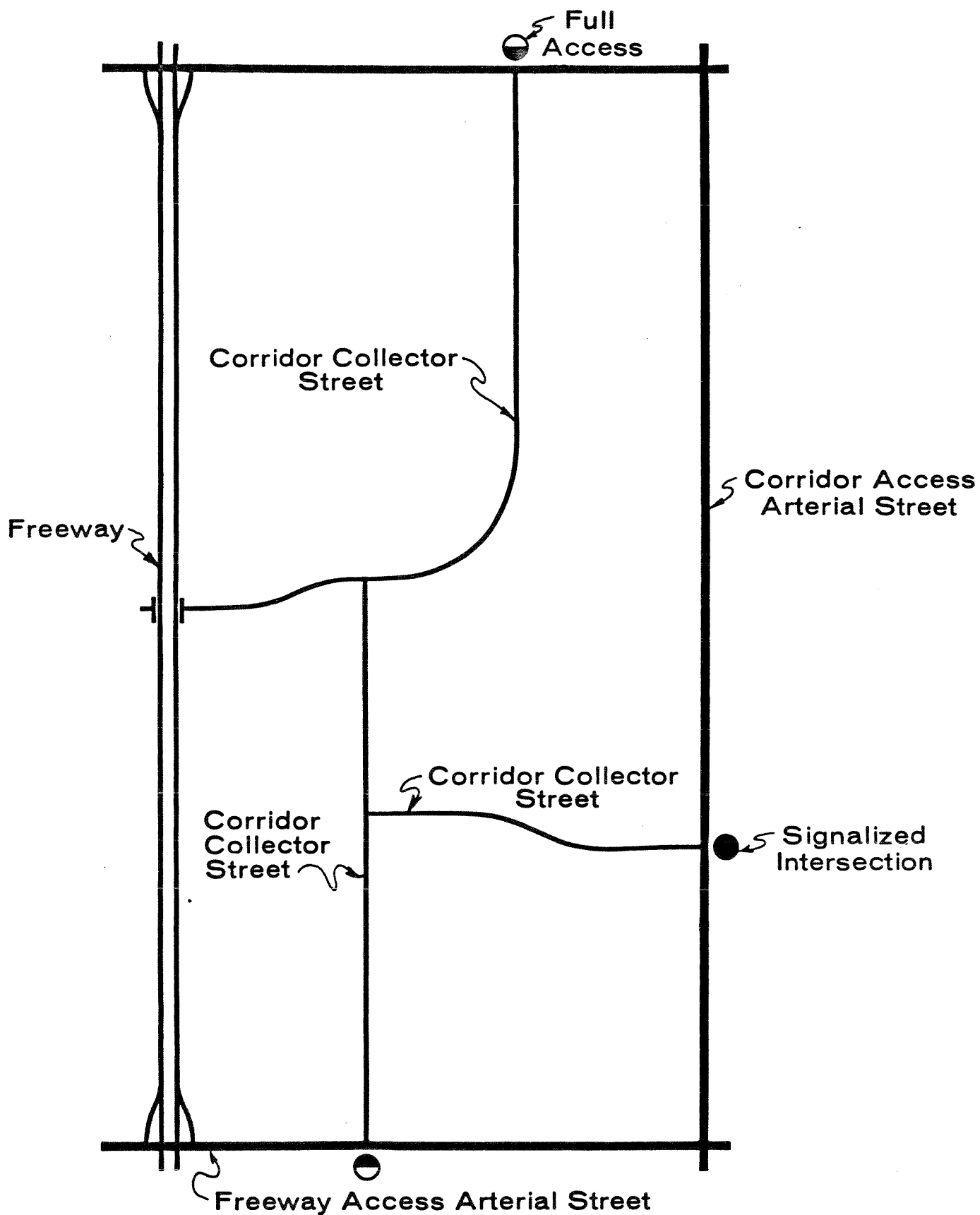


FIGURE 2  
**PROTOTYPE CORRIDOR COLLECTOR STREET SYSTEM**

2. Within areas previously zoned as Corridors, but within which the expressway right-of-way has not been acquired, the intensity of a proposed development may be limited to low or medium intensity, based on the anticipated scheduling of right-of-way acquisition and evaluation of existing land use and site conditions.
3. The Corridor shall have a maximum land area of 3,000 square feet for every foot of expressway frontage.

## NODES

The land area allocated to each type of node is a basic figure which may be altered in consideration of existing development or site characteristics around the arterial intersections (see Figure 3, page 13). The criteria, permitted intensities and development conditions of the nodes are as follows:

CRITERIA: There are three basic types of nodes.

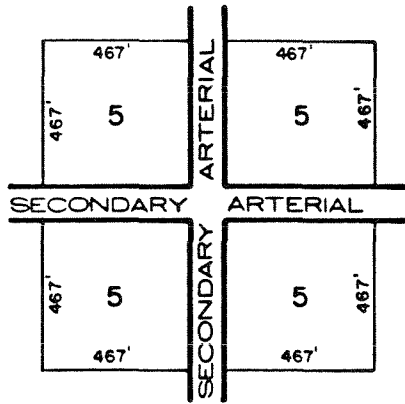
**Type I Node:** Type I Nodes are defined as the land located at the intersections of two secondary arterial streets. The total land area allocated to this node is 20 acres, distributed equally to each corner (five acres per corner). Each five acre tract is to be of a square configuration, 467 feet x 467 feet, measured from the centerline of the rights-of-way of the arterial streets.

**Type II Node:** Type II Nodes are defined as the land located at the intersection of primary or parkway arterial streets with secondary arterial streets. The total land area allocated to this node is 40 acres, distributed equally to each corner (ten acres per corner). Each ten acre tract is to be of a square configuration, 660 feet x 660 feet, measured from the centerline of the rights-of-way of the arterial street.

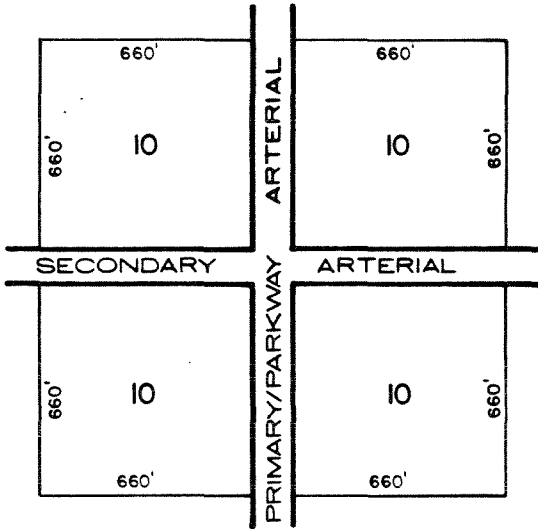
**Type III Node:** Type III Nodes are defined as the land located at the intersection of primary arterial streets or the intersection of a primary arterial street with a parkway. The total land area allocated to this node is 60 acres, distributed equally to each corner (15 acres per corner). Each 15 acre tract is to be of a square configuration, 808.5 feet x 808.5 feet, measured from the centerline of the rights-of-way of the arterial streets.

## LAND USE:

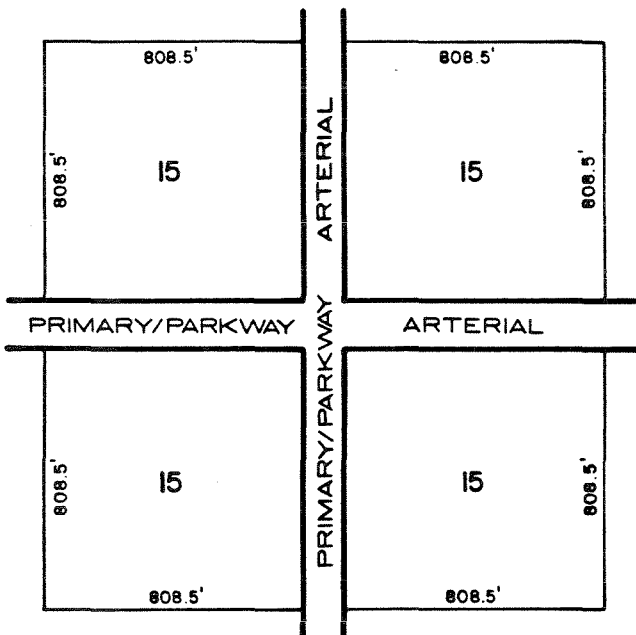
1. In all types of nodes the following zoning classifications may be permitted: all "R" zoning classifications EXCEPT RM-3; all "O" zoning classifications EXCEPT OH; and CS zoning classifications may be permitted. In Types II and III Nodes, OMH, CG, IR and IL zoning classifications may also be permitted where existing zoning patterns or other physical facts support same.
2. The land area allocated to each type of node is based on typical roadway capacities and trip generation characteristics of surrounding development, gross land use requirements and the need for a



*TYPE I NODE*



*TYPE II NODE*



*TYPE III NODE*

**FIGURE 3  
INTENSITY NODES CONFIGURATION**

structuring of a hierarchy of land use intensities to support a range of lifestyles. The basic land allocations are made in terms of medium intensity development (IL, IR, CG, CS, OMH, OM and RM-2), and additional land for less-than-medium intensity (OL, RM-1, RM-0, RM-T and RD) may be included in the node. For less-than-medium intensity development, the amount of land available at a particular corner may be determined in the following manner:

(Basic		)			
(allocation		)			
(to the	Minus	)	x 2	=	
(corner		)			

Amount of medium intensity development at corner

Land available for less-than-medium intensity development

Examples of potential development at nodes using this formal would be:

- A Type I Node corner with no medium intensity development would allow ten acres of OL zoning.  
(5 acres - 0) x 2 = 10 acres
- A Type II Node corner with five acres of proposed commercial development would also allow ten acres of RM-1 zoning.  
(10 acres - 5 acres) x 2 = 10 acres
- A Type III Node corner with twelve acres of proposed RM-2 zoning would allow six acres of RD zoning.  
(15 acres - 12 acres) x 2 = 6 acres

DEVELOPMENT CONDITIONS:

1. A transition or buffer shall be provided between medium intensity uses at nodes and the surrounding Subdistrict. In undeveloped areas, this transition may also include a 300 foot deep strip of RD, RM-T or RM-0 zoning in the Subdistrict immediately adjacent to the Node.
2. Access to nodes will be limited to only right turn access within 550 feet of primary or parkway arterial intersections.

SPECIAL DISTRICTS

The following areas and/or land uses, as defined herein or as included by amendment hereafter, qualify and are classified as Special Districts:

- Central Business District: The Central Business District (CBD) is the area bounded by the inner dispersal loop of Tulsa's expressway system.
- Industrial Districts: These areas are delineated and described in the INCOG Regional Industrial Land Use Plan (1984).
- Airports: Major interstate and intrastate transportation modes, as delineated in the adopted Airport Plan.
- Hospitals/Universities: Existing hospitals and universities.

- **Regional Shopping Centers:** Existing retail shopping facilities containing one million square feet or more of floor area.
- **Arkansas River Corridor:** An area delineated by the Arkansas River Corridor Task Force which includes parts of Planning Districts 6, 7, 8, 9, 10, 18, and any other areas adjacent to the Arkansas River as may be added by the TMAPC in the future.
- **Neighborhood Development Plan (NDP):** Specific areas delineated as NDP areas by the Tulsa Development Authority (TDA), and approved by the Tulsa City Commission.
- **Unique Topographic Areas:** Areas which are characterized by unique natural features, i.e. steep slopes, scenic views, sump areas, floodplains, soils, etc.

The criteria, permitted land uses and development conditions for Special Districts are:

**CRITERIA:**

Land uses which are unique and influence surrounding uses because they have one or more of the following characteristics:

1. Intense traffic
2. Variety of specialized activities, i.e. emergency vehicles, entertainment events, etc.
3. Related or dependent uses to other Special Districts set out herein.
4. Specialized locational or operational characteristics
5. Special transportation requirements
6. Special planning needs, i.e. relocation, rehabilitation or redevelopment on a large scale
7. Unique topographic and/or natural features.

Special Districts may also discourage a wide range of less intense urban land uses.

**LAND USE:**

Any zoning classification may be found in accordance with the special district designations, provided the uses permitted by the zoning classification are consistent with the land use and other existing physical facts in the area, and supported by the policies of the District Comprehensive Plan.

**DEVELOPMENT CONDITIONS:**

1. Airports shall meet the development conditions as set forth in the adopted Airport Plan, augmented by the detailed plans for Planning Districts 5 and 16 and any subsequent plans prepared by the Airport Authority and adopted by the TMAPC.

2. Industrial districts shall meet the development conditions as set forth in the adopted INCOG Regional Industrial Land Use Plan (1984).
3. Regional shopping centers require one million square feet or more of floor area.
4. NDP areas must be set forth as required by law and planned in detail by the TDA, or other entity, as designated.

### LINEAR DEVELOPMENT AREAS

Descriptions of low and medium intensity linear development areas are as follows:

#### Low Intensity Linear Development Area

##### CRITERIA:

1. Land must be designated a low intensity linear development area by the District Comprehensive Plan Map and Text.
2. Land must be adjacent to an arterial street.
3. Established linear zoning patterns of OL, RM-1 or higher intensity zoning classifications extending 1,000 feet or more from the centerline of each arterial intersection.

##### LAND USE:

1. RE, RS, RD, RM-T, RM-0, RM-1 and OL zoning classifications may be permitted subject to development conditions hereinafter set out.
2. Rezoning of frontage properties to intensities exceeding subdistrict intensities shall not exceed a maximum depth of 330 feet, measured from the centerline of the arterial street. Provided, however, nothing herein shall prevent the spreading of such intensities to a depth greater than 330 feet with the filing of a PUD.

##### DEVELOPMENT CONDITIONS:

1. Rezoning to intensities exceeding the subdistrict intensities shall be accompanied by a PUD in order to assure appropriate development intensities and compatible land use relationships, unless the existing physical facts have removed the necessity of requiring PUD's.
2. Other conditions as enumerated by the District Comprehensive Plan.

## Medium Intensity Linear Development Area

### CRITERIA:

1. Land must be designated a medium intensity linear development area by the District Comprehensive Plan Map and Text.
2. Land must be adjacent to an arterial street.
3. Must possess one or both of the following established zoning and development patterns:
  - a. Linear patterns of commercial or industrial zoning classifications which extend 1,400 feet or more from the centerline of each arterial intersection, resulting in less than 1/2 mile of arterial street frontage not already zoned commercial or industrial; or
  - b. The entire area must be within one mile or less of a corridor or commercial/industrial special district designated by the District Comprehensive Plan, with no part of said area being already zoned and developed as low intensity residential.

### LAND USE:

1. The following zoning classifications may be permitted: RE, RS, RD, all RM zoning classifications EXCEPT RM-3; all "O" zoning classifications EXCEPT OH; and CS zoning may be permitted.
2. Rezoning of frontage properties to intensities exceeding subdistrict intensities shall not exceed a maximum depth of 330 feet, measured from the centerline of the arterial street. Provided, however, nothing herein shall prevent the spreading of such intensities to a depth greater than 330 feet with the filing of a PUD.
3. CG zoning may be granted, but only in areas where CH and/or IL zoning is already established.

### DEVELOPMENT CONDITIONS:

1. Rezoning to intensities exceeding the subdistrict intensities shall be accompanied by a PUD in order to assure appropriate development intensities and compatible land use relationships, unless the existing physical facts have removed the necessity of requiring PUD's.
2. Other conditions as enumerated by the District Comprehensive Plan.

