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**LEWIS STUDY**

**Special Study of Appropriate Zoning and Uses  
of Property Fronting South Lewis Avenue  
between Fifteenth Street South and Twenty-First Street South**

**July 19, 2006**

**As Submitted to TMAPC by  
Land Development Services Department of INCOG**

**Approved on March 27, 2007, as amended, by the  
Lewis Avenue Corridor Neighborhood Associations:**

**Lewiston Gardens  
Gillette Historic District  
Yorktown Neighborhood Association**

APPROVED BY MAYOR  
CITY OF TULSA  
AUG 15 2007

Approved By  
City Council On  
AUG 02 2007

# LEWIS STUDY

## Table of Contents

<b>PRELIMINARY FINDINGS AND CONCLUSIONS .....</b>	<b>3</b>
<b>Introduction .....</b>	<b>3</b>
<b>Findings .....</b>	<b>3</b>
<b>Conclusions.....</b>	<b>5</b>
<b>DRAFT DESIGN GUIDELINES .....</b>	<b>6</b>
<b>RECOMMENDATIONS .....</b>	<b>9</b>
<b>MAPS AND GRAPHICS .....</b>	<b>10</b>
<b>Map 1: LEWIS AVENUE SPECIAL STUDY LAND USE .....</b>	<b>11</b>
<b>Map 2: LEWIS AVENUE SPECIAL STUDY PHOTO SURVEY .....</b>	<b>12</b>
<b>LEWIS AVENUE STUDY AREA 2005 TRAFFIC COUNTS .....</b>	<b>13</b>

**Special Study of Appropriate Zoning and Uses  
Of Property Fronting Lewis  
Between Fifteenth Street South and Twenty-First Street South**

**PRELIMINARY FINDINGS AND CONCLUSIONS**

**Introduction**

In response to Resolution 7320 by the Mayor and the Tulsa City Council on August 29, 2005 and at the direction of the Tulsa Metropolitan Area Planning Commission, (TMAPC), staff has conducted a brief study of properties fronting Lewis Avenue between 15<sup>th</sup> Street South and 21<sup>st</sup> Street South for the purpose of documenting current land uses, identifying opportunities and constraints associated with those uses, and recommending appropriate zoning and future uses.

Over the course of ninety days the following data related to the Study Area was collected: zoning, land use, land ownership, date original structures were constructed, traffic counts and photo surveys. In addition, two maps documenting this data were produced and presented in the fall of 2005 at two meetings with the home owners associations of Lewiston Gardens, Gillette and Yorktown Additions for input and perspective. The predominant sentiment of attendees was to retain the residential character of the study area. Staff also reviewed the planning approaches for comparable areas within the City of Tulsa for applicability and relative success of stated policies.

Then, at its January 25, 2006 worksession, TMAPC requested staff to review the findings of the Midtown Tulsa Redux Study, which was conducted by The University of Oklahoma Urban Design Studio and completed and made available to the public May 6, 2006. Recommendations of the Redux Study relative to channeling of resources, public notice requirements, restructuring of the development review process and use of impact fees are beyond the immediate scope of the Lewis Study. However, concerns raised in the Redux Study relative to zoning, parking and walkability have likewise been raised through the Lewis Study with possible solutions offered through the mid-range and long-range alternatives and the Design Guidelines provided herein.

**Findings**

The study area for research purposes has been divided into two areas - the north area, located between East 15<sup>th</sup> Street South and East 17<sup>th</sup> Place (including the southeast corner of Lewis and E. 17<sup>th</sup> Place); and the south area, located between East 17<sup>th</sup> Place and East 21<sup>st</sup> Street. Lots within the north area are configured to front Lewis and many of these located north of East 16<sup>th</sup> Street are zoned and used for commercial purposes. Residential structures and lots within the south area are largely configured to front residential streets. Few residential lots/ structures within the entire study area are occupied by the owner(s). Daily

traffic counts within the study area per 2005 traffic data, the latest official traffic count, are 16,000-16,600 vehicles. Homeowners' associations (HOAs) within the study area are generally opposed to anything but residential zoning, but are somewhat amenable to office uses if assured the area's residential character can be retained.

The findings are more specifically described below:

1. Of the twenty-two residential structures zoned and used for residential purposes (not including the Fountain Square Condominiums) only six are owner occupied per County Assessor's records. Of the five owner-occupied structures, only two occur north of East 17<sup>th</sup> Place.
2. Per Tulsa Transportation Management Area traffic data, the daily traffic count in 2003 for the segment of Lewis Avenue between East 15<sup>th</sup> Street South and East 21<sup>st</sup> Street South was 20,200 vehicles.
3. With the exception of corner lots, properties within the study area located north of East 17<sup>th</sup> Place are arranged to have frontage on (and sole access from) Lewis Avenue. Properties located south of East 17<sup>th</sup> Place are arranged to face residential streets with primary access from those streets, except for two (2) lots facing Lewis Avenue, south of 17<sup>th</sup> Place (1733 S. Lewis Avenue and 1741 S. Lewis Avenue), whose owners participated in the Lewis Avenue Corridor Study review process and expect to be included in the solution.
4. Property fronting Lewis Avenue between East 16<sup>th</sup> Street and East 15<sup>th</sup> Street is predominately zoned and used for commercial purposes. Within this area, five formerly residential structures are occupied by commercial businesses.
5. One lot in the study area has commercial zoning but is still being used for residential purposes. Otherwise, property zoned commercially is currently being used or developed for commercial purposes; property zoned residentially is currently being used for residential purposes.
6. Property owners adjacent to the study area as represented by the HOAs generally object to higher intensity zoning, including Office Light (OL) zoning, for residential properties fronting Lewis Avenue. However, several adjacent property owners said they would be amenable to office uses if assured the residential character of the study area would be retained.
7. Upon review of comparable areas within Tulsa and the special studies/ districts related thereto, staff found some applicability for treatment of development and redevelopment within the study area. Comparable areas included the Eleventh Street Corridor, Cherry Street and Brookside.

## **Conclusions**

Based upon the findings, staff conclusions, as amended by the Lewis Avenue Corridor Neighborhood Associations, are as follows:

1. Existing and planned commercial uses within the study area and traffic on Lewis Avenue are affecting the long-term viability of residential uses within the study area, particularly those properties north of East 17<sup>th</sup> Place.
2. Additional commercial zoning, as opposed to office zoning, within the study area would be inappropriate. Existing commercial zoning and uses are located within or proximate to commercial nodes and/or an activity center. Additional commercial zoning would be strip or spot zoning and would be incompatible with surrounding residential uses.
3. Properties within the study area whose primary access and frontage is on a residential street (mainly those located south of East 17<sup>th</sup> Place) shall remain residential so as not to adversely impact adjacent residential.
4. With proper controls – through design guidelines, a comprehensive plan special district, special zoning and reconsideration of parking requirements for certain office uses – office use may be an appropriate alternative use for residential properties having primary access on Lewis Avenue, located north of East 17<sup>th</sup> Place, as well as two (2) lots facing Lewis Avenue, south of 17<sup>th</sup> Place (1733 S. Lewis Avenue and 1741 S. Lewis Avenue), whose owners participated in the Lewis Avenue Corridor Study review process and expect to be included in the solution. In the interim, PUDs shall be utilized until an appropriate special zoning district – the preferred method – is adopted.
5. For appropriate properties, use/reuse of existing residential structures for office use would help retain the residential character of the study area and ensure compatibility with adjacent residential neighborhoods.

## DRAFT DESIGN GUIDELINES

**For Properties Fronting Lewis Avenue,  
Between East 15<sup>th</sup> Street South and East 17<sup>th</sup> Place,  
and including two (2) lots facing Lewis Avenue, south of 17<sup>th</sup> Place,  
specifically 1733 S. Lewis Avenue and 1741 S. Lewis Avenue**

1. As much as possible, existing residential structures and attached garages facing Lewis Avenue shall be utilized. If a new structure is required, it must be compatible in architectural period and style with those in the vicinity and as documented in the photo survey. Design of new structures facing Lewis Avenue shall conform to the rhythm, scale and proportion of existing residential structures and garages. No solid-wall fronts shall be permitted on new structures. On the sides and/or rear of the second floors of new two-story structures, only non-opening, non-transparent, translucent windows, such as glass block or frosted glass shall be permitted. Primary entrances shall be oriented to the front of the property (facing Lewis Avenue).
2. Structures shall be limited to two stories, no greater than thirty-five (35) feet in height.
3. To reduce pedestrian and vehicular conflicts, no additional curb cuts will be permitted onto Lewis Avenue; use of shared access drives is encouraged.
4. Parking and boundaries in common with residential uses must be screened by a masonry wall or a privacy fence with masonry pilasters and landscaping. Materials used for said privacy fences shall be opaque in nature, to completely screen any view of adjacent residential uses.
5. To retain the residential character and pedestrian scale of the area, parking must be located to the side and/or rear of buildings and must be located behind the front building line. Application for a lot combination within this study area shall NOT be approved administratively; such applications shall be forwarded to TMAPC for review.
6. A minimum coverage of 15% landscaping of the net lot area, including landscaping of the street yard, is required. Landscaping shall meet the requirements of the Landscape Chapter of the zoning code.
7. To retain the residential character and pedestrian scale of the area, signage shall be limited to one (1) ground sign or one (1) wall sign not to exceed six (6) square feet per side of display surface area. The ground sign shall not exceed four (4) feet in height. No sign illumination shall be permitted. No banners or temporary signage related to the property's business shall be permitted.
8. Site lighting shall be limited to that which is decorative and residential in style and function. Light must be directed downward and away from adjacent residential and shielding of such light shall be designed so as to prevent the light producing element or reflector of the light fixture from being visible to persons within residential districts. Compliance with these standards and with the

City of Tulsa Zoning Code must be qualified per application of the Kennebunkport Formula. Calculations must include consideration of topography.

9. Outdoor trash storage is restricted to that which is typical for single-family residential areas and must be screened from view of persons standing at ground level.
10. Pedestrian circulation system plan shall be submitted.
11. Permitted Office Light (OL) uses shall be:

- Accountant office
- Advertising agency
- Architect office
- Artist's studio
- Computing service
- Counselor or counseling office
- Data processing service
- Drafting service
- Engineer office
- Interior design consultant (no retail sales)
- Law offices
- Photography studio
- Studio or school for teaching language or business
- Studio of school for teaching handcrafted visual fine arts such as painting, pottery, or sculpture; and

Off-street parking, only as an accessory use

Special Exception Uses, as primary uses:

- Single-family dwelling
- Duplex dwelling
- Townhouse Dwelling

12. Hours of operation for permitted Office Light (OL) uses shall be limited to 7:00 a.m. until 7:00 p.m.
13. Going forward from this approval date of March 27, 2007, no new zoning classification shall be permitted in the Lewis Corridor until the zoning code is amended to create a new zoning category that would mandate development and redevelopment through adherence to the design guidelines of the special district.

## ALTERNATIVES

Recommend City Council adopt the Lewis Study, as amended; permit rezoning by application only, permit OL uses that adhere to the Design Guidelines adopted as part of the Lewis Study, as amended. Zoning with a higher intensity than OL is not recommended. Permitted Office Light (OL) uses and zoning shall be restricted to properties adjacent to Lewis Avenue between East 15<sup>th</sup> Street South and East 17<sup>th</sup> Place South, as well as the two (2) lots facing Lewis Avenue south of 17<sup>th</sup> Place (1733 S. Lewis Avenue and 1741 S. Lewis Avenue).

1. Amend the Comprehensive Plan by establishing a new Special District to include properties adjacent to Lewis Avenue between East 15<sup>th</sup> Street South and East 17<sup>th</sup> Place South, as well as the two (2) lots facing Lewis Avenue south of 17<sup>th</sup> Place (1733 S. Lewis Avenue and 1741 S. Lewis Avenue). General policies shall include the following:
  - Development and redevelopment in this area shall be in compliance with Design Guidelines as established in the Lewis Study, as amended.
  - Zoning of higher intensity than OL shall not be allowed in this area.
  - Development and redevelopment shall be compatible with adjacent residential uses.
  - Reuse of existing structures is encouraged.
  - Shared parking is encouraged, including shared parking of uses with staggered times of peak loads.
  - Redevelopment, triggered by building permit or occupancy permit for uses other than single-family residential, shall be permitted only if it can conform to the design guidelines contained in the Lewis Study.
  - Development and redevelopment shall include adequate screening and buffering to avoid negative impacts on adjacent residential areas.
  - Development and redevelopment in this area shall maintain the pedestrian orientation, with human-scale signage, sidewalks and other pedestrian amenities.
  - Access to lots in this area shall be restricted to Lewis Avenue unless a corner lot on East 16<sup>th</sup> Street and on East 17<sup>th</sup> Street is across the residential street from a nonresidential use. With exception of these corner lots, access from residential streets shall not be permitted.
  - Those properties located within a Historic Preservation (HP) District must comply with the standards and procedures of that district and should comply with the policies of the special district and related Design Guidelines



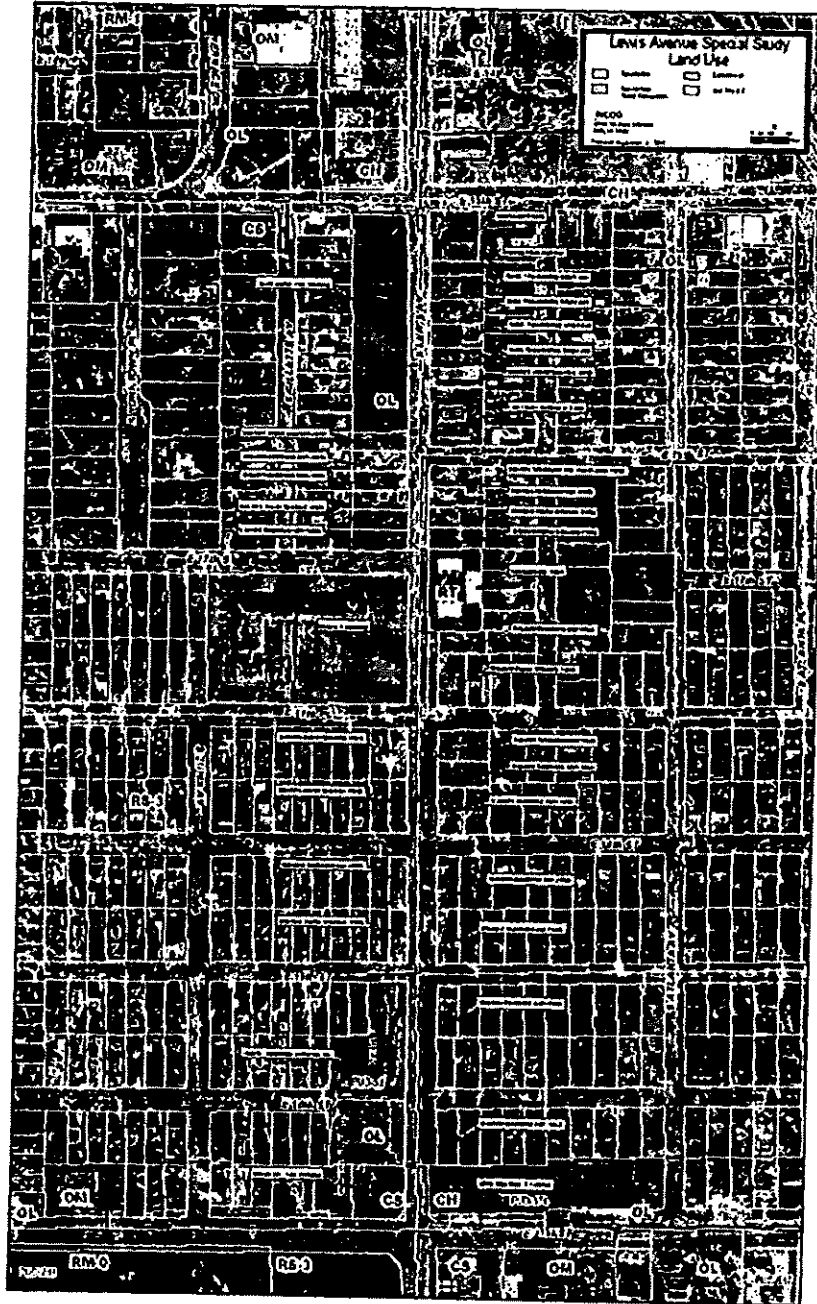
- Variances or amendments to lot width requirements of the Zoning Code shall be avoided to discourage a fragmented and incremental approach to development.
  - Sidewalks along Lewis Avenue must be provided, preserved and maintained.
2. Update the Zoning Code to recognize differences in parking needs among offices uses, depending upon intensity, appropriateness for infill development, and accommodation of shared use of parking areas.

### RECOMMENDATIONS

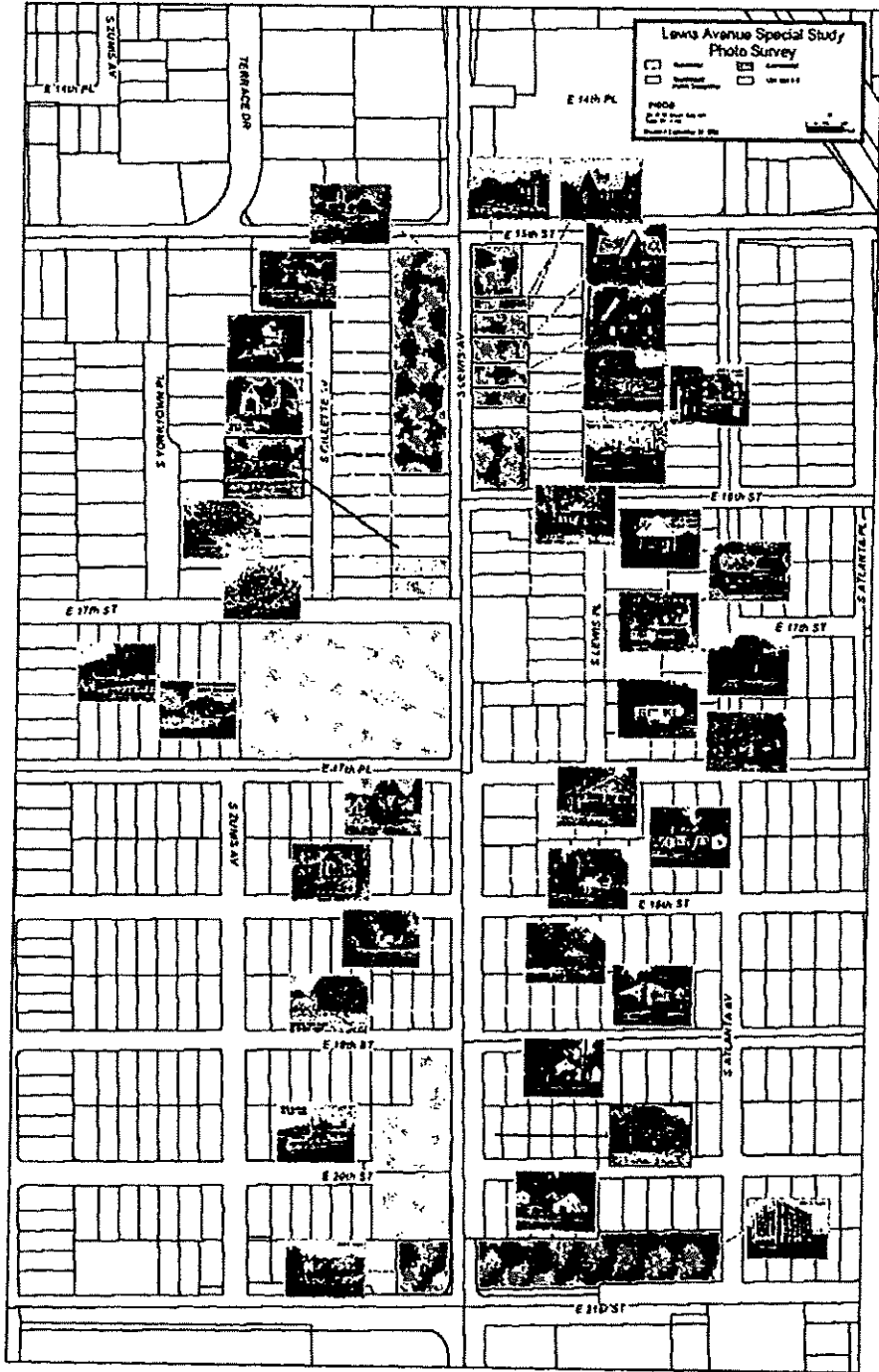
Based on the findings, conclusions and identified alternatives of this study and to address immediate concerns brought by recent zoning requests, the Lewis Avenue Corridor Neighborhood Associations recommend that City Council adopt the Lewis Study and related Design Guidelines, as amended on March 27, 2007. This shall be followed as quickly as possible by an amendment to the Comprehensive Plan to establish a special district through which the suggested policies and Design Guidelines be applied to development and redevelopment. In addition, the Lewis Avenue Corridor Neighborhood Associations recommend that TMAPC/City Council amend the zoning code to mandate development and redevelopment through adherence to the design guidelines of the special district either through a PUD in the interim or through a new zoning category once adopted. The Lewis Avenue Corridor Neighborhood Associations also recommend that TMAPC/City Council amend the zoning code to provide less intense parking requirements for certain light office uses.

**MAPS AND GRAPHICS**

Map 1: LEWIS AVENUE SPECIAL STUDY LAND USE



Map 2: LEWIS AVENUE SPECIAL STUDY PHOTO SURVEY



LEWIS AVENUE STUDY AREA 2005 TRAFFIC COUNTS

*Obtain Study details from INCOG*

Item Index - document

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