



Board of Adjustment

**Staff Report
BOA-23978**

Hearing Date: December 9, 2025

Prepared by: Erin Roark
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918-596-7618

Owner and Applicant Information

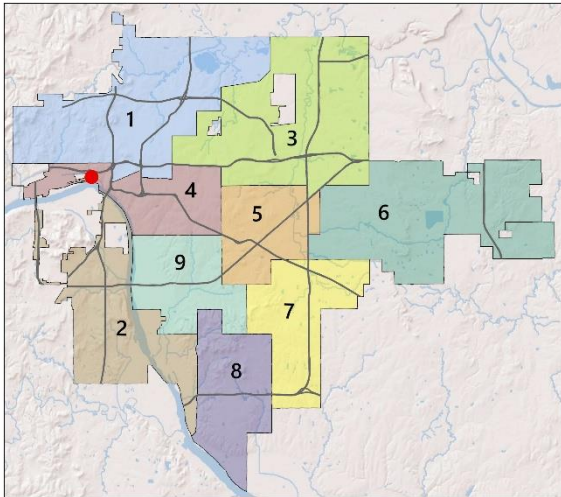
Applicant: City of Tulsa
Property Owner: Tulsa County

Property Location

315 South Gilcrease Museum Road
Tract Size: ±4.99 acres

Location within the City of Tulsa

(shown with City Council districts)



Elected Representatives

City Council: District 4, Laura Bellis
County Commission: District 2, Lonnie Sims

Public Notice Required

Newspaper Notice – min. 10 days in advance
Mailed Notice to 300’ radius – min. 10 days in advance
Posted Sign – min. 10 days in advance

Request Summary

Special Exception to permit an emergency and protective shelter use in the IM district (Section 15.020, Table 15-2); Special Exception to reduce the required separation distance between detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers, and transitional living uses (Section 40.130-B).

Zoning

Zoning District: IM
Zoning Overlays: N/A

Comprehensive Plan Considerations

Land Use

Land Use Plan: Employment
Small Area Plans: Charles Page
Development Era: Streetcar Era

Transportation

Major Street & Highway Plan: Secondary Arterial
planitulsa Street Type: Multi-Modal Street
Transit: Regular Route
Existing Bike/Ped Facilities: Multi-Use Trail
Planned Bike/Ped Facilities: Sidewalks

Environment

Flood Area: Tulsa Regulatory Floodplain, FEMA 500-Year Flood Zone
Tree Canopy Coverage: 0-9%
Parks & Open Space: Arkansas River, Joe Station Dog Park, and Newblock Park

Staff Analysis

The applicant is requesting a special exception to permit an emergency and protective shelter use in the IM district (Section 15.020, Table 15-2) and a special exception to reduce the required separation distance between detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers, and transitional living uses (Section 40.130-B). The required separation distance is 2,640 feet, and the closest shelter is immediately adjacent to the south of the subject property. The applicant is requesting 2,640 feet of relief.

Section 15.020 Use Regulations

Principal uses are allowed in office, commercial and industrial districts in accordance with [Table 15-2](#).

Table 15-2: O, C and I District Use Regulations

USE CATEGORY	OL	OM	OMH	OH	CS	CG	CH	CBD	IL	IM	IH	Supplemental Regulations
RESIDENTIAL												
Group Living												Section 40.160
Assisted living facility	S	P	P	P	P	P	P	P	-	-	-	
Community group home	S	P	P	P	P	P	P	P	-	-	-	Section 40.100
Convent/monastery/novitiate	S	P	P	P	P	P	P	P	-	-	-	
Elderly/retirement center	S	P	P	P	P	P	P	P	-	-	-	
Fraternity/Sorority	S	P	P	P	P	P	P	P	-	-	-	
Homeless center	S	S	S	S	S	S	S	S	S	S	S	Section 40.130
Life care retirement center	S	P	P	P	P	P	P	P	-	-	-	
Re-entry facility	S	P	P	P	S	S	S	S	P	S	S	
Residential treatment center	S	P	P	P	S	S	S	S	P	S	S	Section 40.130
Rooming/boarding house	S	P	P	P	P	P	P	P	-	-	-	
Shelter, emergency and protective	S	S	S	S	S	S	S	S	S	S	S	Section 40.130

Section 40.130 Dispersal Standards for Specified Land Uses

40.130-A The supplemental use regulations of this section apply to all detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers and transitional living center uses.

40.130-B To avoid over-concentration, all detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers and transitional living center uses must be separated from one another by a minimum distance of 2,640 feet, as measured in a straight line from the nearest point on the lot line of the property occupied by one of these uses to the nearest point on a lot line of the other property occupied by one of the subject uses (see [Figure 40-6](#)). The separation distance requirements of this subsection may be reduced if approved through the special exception approval process.

Relevant Case History

- BOA-09116, July 1, 1976; The board of adjustment granted a special exception to permit a government service center and a variance of the rear setback requirement.
- BOA-16463, October 26, 1993; The board of adjustment granted a special exception to permit the expansion of the existing juvenile detention center.

Comprehensive Plan Considerations

Land Use Plan

The property is designated as Employment. Employment is intended to accommodate offices, warehousing and storage, manufacturing and assembly, and industrial processes. The Industrial Site Suitability map corresponds to the Employment land use designation and indicates where uses that are potentially incompatible with sensitive land uses are best suited to locate. This directs industrial uses to particular areas of the city while discouraging industrial in close proximity to Neighborhood areas.

Surrounding Properties:

<u>Location</u>	<u>Existing Zoning/Overlay</u>	<u>Existing Land Use Designation</u>	<u>Existing Use</u>
North	IM	Employment	RV Park
East	RS-3	Employment	Outdoor Storage of Equipment, City Government Facilities, Dog Park
South	IM	Employment	Tulsa County Emergency Shelter and Fleet Facility
West	IM (Tulsa County)	Employment (Tulsa County)	Industrial

Small Area Plans

The subject property is located within the Charles Page Boulevard small area plan.

Development Era

The subject property is in an area developed during the Streetcar Era (1910s-30s), prior to the proliferation of automobiles, when streetcars facilitated growth beyond downtown. Land uses range from fully integrated to somewhat separated, on a half-mile grid, with a mix of housing options. Priorities in these areas include walkability, bikeability, access to public transit, historic preservation, housing type variety, mixed-use development, transit-oriented development, commercial districts, and well-designed streetscapes.

Transportation

Major Street & Highway Plan: Gilcrease Museum Road runs parallel to the west side of the subject property and is classified as a Secondary Arterial, which has a planned minimum right-of-way width of 100 feet.

Comprehensive Plan Street Designation: Gilcrease Museum Road is designated as a Multi-Modal Street. Multi-modal streets support commercial and residential development along major arterial streets. These streets align with the recommendations for on-street bicycle infrastructure establish in the 2015 GO Plan, and they should be evaluated for feasibility with regard to the reallocation of street space for bicycle facilities.

Transit: Regular Route 114 runs along Gilcrease Museum Road.

Existing Bike/Ped Facilities: Newblock Park Trail, a Multi-Use Trail, runs parallel to the north of the subject property.

Planned Bike/Ped Facilities: Sidewalks are recommended along street frontages.

Arterial Traffic per Lane: Gilcrease Museum Road has an average annual daily traffic (AADT) of 2,073 vehicles per lane.

Environmental Considerations

Flood Area: The subject property is completely located within a Tulsa Regulatory Floodplain and completely within a FEMA 500-Year Flood Zone.

Tree Canopy Coverage: Tree canopy in the area is 9%. Preserving the limited existing canopy should be encouraged, as well as measures to increase the canopy through landscaping. Street-lining trees in particular should be encouraged to spread the benefit of the tree canopy to the pedestrian realm.

Parks & Open Space: The Arkansas River is located nearby to the south of the subject property. Joe Station Dog Park and Newblock Park are located nearby to the southeast of the subject property.

Site Photos



View east from North Gilcrease Museum Road, November 2024 (Image from Google Street View)

Sample Motion

I move to approve or deny a special exception to permit an emergency and protective shelter use in the IM district (Section 15.020, Table 15-2) and a special exception to reduce the required separation distance between detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers, and transitional living uses from 2,640 feet to 0 feet (Section 40.130-B),

- per the conceptual plan(s) shown on page(s) _____ of the agenda packet.
- subject to the following conditions (including time limitation, if any): _____.

The Board finds that the requested Special Exception will be in harmony with the spirit and intent of the Code and will not be injurious to the neighborhood or otherwise detrimental to the public welfare.

Property Description

BEG 563.52N & 25E SWC W/2 NW SE TH N346.16 SE559.80 CRV RT94.71 S278.80 W18.89 S57.56 WLY628.90 W5 POB SEC 03 19 12 4.985ACS, UNPLATTED, City of Tulsa, Tulsa County, State of Oklahoma

Exhibits

- Case map
- Aerial (small scale)
- Aerial (large scale)
- Tulsa Comprehensive Plan Land Use Map

Exhibit A – Legal Description

A TRACT OF LAND THAT IS PART OF THE WEST HALF OF THE NORTHWEST QUARTER OF THE SOUTHEAST QUARTER (W/2 NW/4 SE/4) OF SECTION THREE (3), TOWNSHIP NINETEEN (19) NORTH, RANGE TWELVE (12) EAST OF THE INDIAN MERIDIAN, TULSA COUNTY, STATE OF OKLAHOMA, ACCORDING TO THE U .S. GOVERNMENT SURVEY THEREOF, SAID TRACT BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE SOUTHWEST CORNER OF SAID W/2 NW/4 SE/4; THENCE NORTH 1°14'04" WEST AND ALONG THE WEST LINE OF THE W/2 NW/4 SE/4, FOR A DISTANCE OF 563.52 FEET; THENCE NORTH 88°45'56" EAST, AND PERPENDICULAR TO SAID WEST LINE, FOR A DISTANCE OF 25.00 FEET TO A POINT ON THE PRESENT EASTERLY RIGHT-OF-WAY LINE OF SOUTH GILCREASE MUSEUM ROAD (SOUTH 25TH WEST AVENUE), SAID POINT BEING THE POINT OF BEGINNING;

THENCE NORTH 1°14'04" WEST AND ALONG SAID EASTERLY RIGHT-OF-WAY LINE, FOR A DISTANCE OF 346.16 FEET; THENCE SOUTH 76°40'04" EAST FOR A DISTANCE OF 559.80 FEET TO A POINT OF CURVATURE; THENCE ALONG A 950.00-FOOT-RADIUS CURVE TO THE RIGHT, HAVING A CENTRAL ANGLE OF 5°42'43", A CHORD BEARING AND DISTANCE OF SOUTH 73°48'43" EAST FOR 94.67 FEET, FOR AN ARC DISTANCE OF 94.71 FEET; THENCE SOUTH 1°15'32" EAST FOR A DISTANCE OF 278.80 FEET; THENCE SOUTH 88°44'28" WEST FOR A DISTANCE OF 18.90 FEET; THENCE SOUTH 1°15'32" EAST FOR A DISTANCE OF 57.56 FEET; THENCE NORTH 76°33'36" WEST FOR A DISTANCE OF 628.90 FEET; THENCE SOUTH 89°10'56" WEST FOR A DISTANCE OF 5.00 FEET TO THE POINT OF BEGINNING;

SAID TRACT CONTAINS 217,164 SQUARE FEET OR 4.985 ACRES.

Exhibit B – Project Narrative

The subject property is currently zoned Industrial Moderate (IM) and is in an area with a mix of uses. According to Section 5.010-B Purposes, “Office, commercial and industrial zoning districts are intended to accommodate and promote neighborhood-, community-, and region-serving commercial uses, as well as industrial and employment uses.”

The proposed location is next door to the existing Tulsa County Social Services emergency family shelter that has operated for decades. The intent is that the two facilities, by working together, can provide a more comprehensive support system. Tulsa County and the City of Tulsa have worked together in past years to operate a temporary shelter at the proposed location during the COVID-19 pandemic and during extreme cold weather events.

The proposed shelter will be operated by City Care as a 24-hour-a-day shelter with supportive services for up to 180 adult homeless individuals and their animal companions, seven days a week. City Care is an experienced low-barrier shelter operator, operating a 128-bed night shelter and 112 units of affordable, supportive housing in Oklahoma City. City Care staff will create an environment of mutual respect, structure, and calm. City Care facilitates robust staff training including crisis intervention and de-escalation training and will partner with service providers to facilitate comprehensive wrap around services on-site. City care will engage with professional security teams who are also onsite 24 hours a day, seven days a week. City Care has years of experience operating emergency shelter, housing navigation, and case management with safety for guests, staff, and neighbors as a top priority. Onsite operators and guests will follow all applicable city, county, state, and federal laws.

The City of Tulsa has agreed to site management, and the Tulsa Police Department will respond to calls for service at the facility and assist with surveillance needs. Individuals who are not actively accessing services at the shelter will not be allowed to stay outside of the facility. City Care will implement a comprehensive security plan for the facility, with the City of Tulsa and Tulsa Police Department partnering to implement a neighborhood safety plan for surrounding locations. There will be no outside sleeping.

Exhibit C – Letter of Deficiency



DEVELOPMENT SERVICES

175 E 2ND ST., STE 405
TULSA, OK 74103
918-596-9456

CITY OF TULSA

PLAN CORRECTIONS SUMMARY

ZCO-229826-2025 (315 S GILCREASE MUSEUM RD W Tulsa Tulsa, OK 74127) Markup Summary #1

Note (2)



Subject: Note
Page Label: 5
Author: O.C. Walker
Date: 11/3/2025 12:01:38 PM
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Sec.15.020 Table 15-2: The proposed church is designated a Residential/Group Living/Emergency and Protective Shelter Use and is located in an IM zoned district. This will require a Special Exception approved by the BOA.

Review comment: Submit an approved BOA Special Exception, reviewed and approved per Sec.70.120, to allow a Residential/Group Living/Emergency and Protective Shelter Use an IM zoned district.

This constitutes a Plan Review to date in response to the information submitted with and after the above referenced application. Additional issues may develop when the review continues upon receipt of additional information requested in this letter or upon additional submittal from the client. Any code items not reviewed are still in force, and it shall be the responsibility of the owner and design professional(s) to ensure that all code requirements are satisfied.



DEVELOPMENT SERVICES

175 E 2ND ST., STE 405
TULSA, OK 74103
918-596-9456

CITY OF TULSA PLAN CORRECTIONS SUMMARY



Subject: Note
Page Label: 5
Author: O.C. Walker
Date: 11/4/2025 10:13:16 AM
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40.130-B To avoid over-concentration, all detention and correctional facilities, emergency and protective shelters, homeless centers, residential treatment centers and transitional living center uses must be separated from one another by a minimum distance of 2,640 feet, as measured in a straight line from the nearest point on the lot line of the property occupied by one of these uses to the nearest point on a lot line of the other property occupied by one of the subject uses (see Figure 40-6). The separation distance requirements of this subsection may be reduced if approved through the special exception approval process.

Review Comment: Review Comment: All applications for Special Exception requests will be heard by the City of Tulsa Board of Adjustment (BOA) per Sec.70.120 Special Exceptions. If approved, two copies of the Special Exception shall be submitted as a revision to this application. Please contact an INCOG representative at 584-7526 to assist you with this process.

This constitutes a Plan Review to date in response to the information submitted with and after the above referenced application. Additional issues may develop when the review continues upon receipt of additional information requested in this letter or upon additional submittal from the client. Any code items not reviewed are still in force, and it shall be the responsibility of the owner and design professional(s) to ensure that all code requirements are satisfied.

Exhibit D – Neighbor Communications

A community meeting is scheduled on November 20th for residents to engage with city officials and the shelter partners to learn more about the low-barrier shelter. Information about the engagement, including community concerns and suggestions, and any specific changes as a result, will be shared at the Board of Adjustment public hearing.

Exhibit E - Site Plan & Renderings

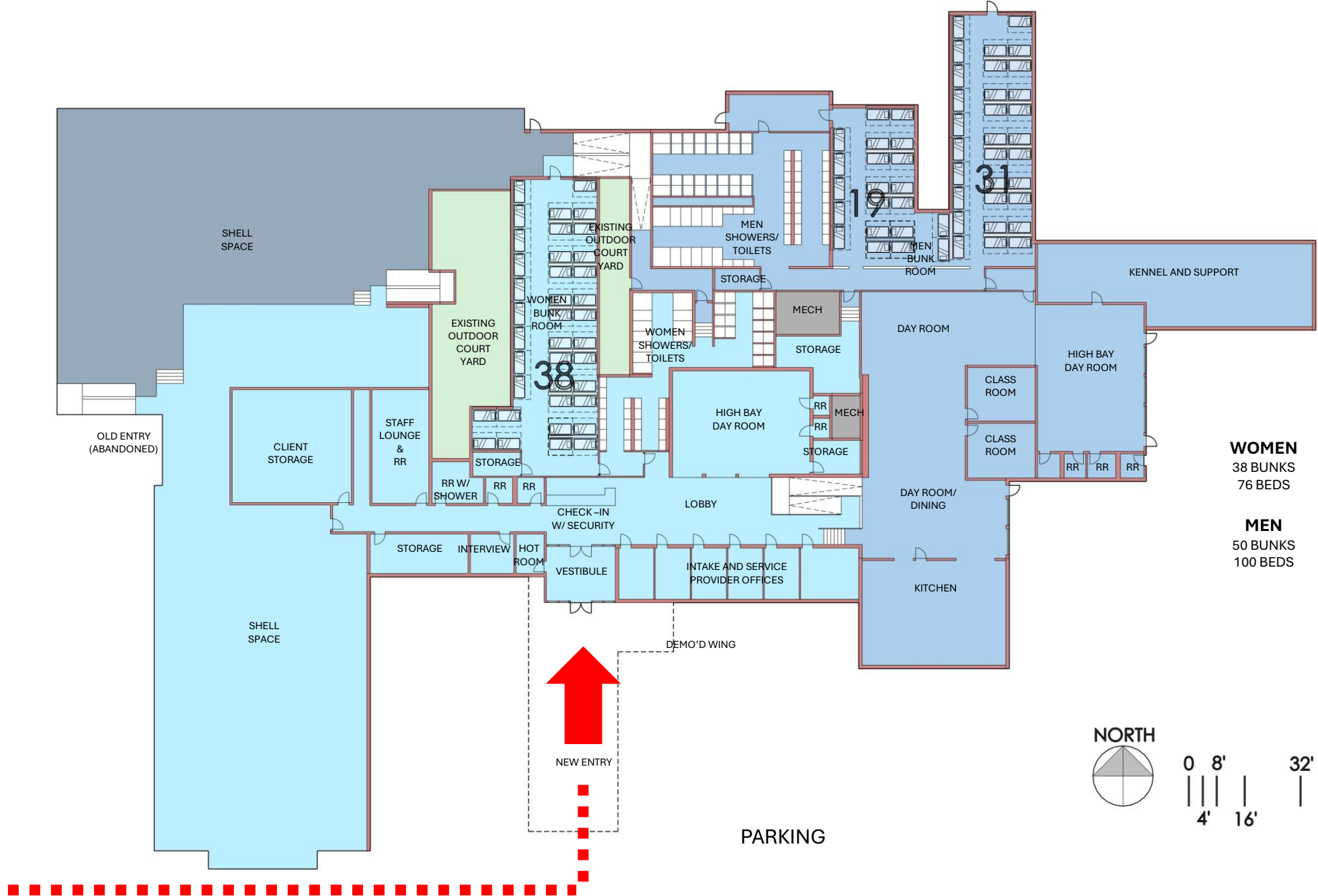


THE HARBOR

LOW-BARRIER SHELTER CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

PARKING AND
SOUTH 25th WEST AVENUE

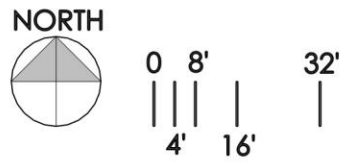


WOMEN
38 BUNKS
76 BEDS

MEN
50 BUNKS
100 BEDS

2025 November 12

PROPOSED
FLOOR PLAN



GH2
ARCHITECTS
10.16

THE HARBOR

LOW-BARRIER SHELTER CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

SOUTH 25th WEST AVENUE

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

NEW ENTRY

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

2025 November 12

PROPOSED
SITE PLAN

THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

NEW PRIVACY FENCE
MATERIAL TO BE SELECTED

2025 November 12

STREET VIEW

GH2
10.18 ARCHITECTS

THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

2025 November 12

STREET VIEW
NORTH ENTRY

GH2
ARCHITECTS
10.19



THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK



2025 November 12

STREET VIEW
SOUTH ENTRY

THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK



2025 November 12

STREET VIEW
SOUTHWEST
CORNER

GH2
ARCHITECTS
10.21

THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

2025 November 12

SOUTHEAST
CORNER

GH2
ARCHITECTS
10.22



THE HARBOR

LOW-BARRIER
SHELTER
CONCEPT

315 S. 25th W. Avenue
Tulsa, OK

2025 November 12

NEW
BUILDING
ENTRY

GH2
ARCHITECTS
10.23



