



Board of Adjustment

Staff Report BOA-24057

Hearing Date: June 9, 2026
Prepared by: Christopher Willis
ctwillis@cityoftulsa.org
918-596-7620

Owner and Applicant Information

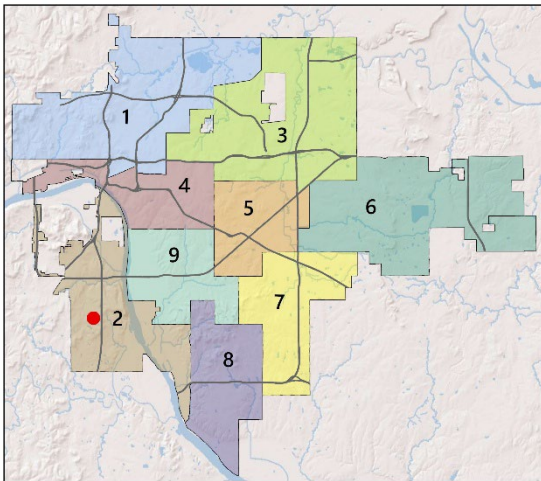
Tanner Consulting, LLC
Property Owner: Garden Living Centers LLC

Property Location

North of the northwest corner of West 71st Street and South Union Avenue
Tract Size: ±7.95 acres

Location within the City of Tulsa

(shown with City Council districts)



Elected Representatives

City Council: District 2, Anthony Archie
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

Request Summary

Variance to reduce the required number of cottage houses arranged around a common open space (Section 40.110-B);
Variance to increase the allowable building coverage for cottage houses (Section 40.110-F).

Zoning

Zoning District: CS
Zoning Overlays: N/A

Comprehensive Plan Considerations

Land Use

Land Use Plan: Local Center
Small Area Plans: West Highlands/Tulsa Hills
Development Era: Late Automobile

Transportation

Major Street & Highway Plan: Secondary Arterial
planitulsa Street Type: Multi-Modal Street
Transit: Regular Route
Existing Bike/Ped Facilities: N/A
Planned Bike/Ped Facilities: Bike Corridor, Sidewalks

Environment

Flood Area: Tulsa Regulatory Floodplain
Tree Canopy Coverage: 30-49%
Parks & Open Space: N/A

Staff Analysis

The applicant is requesting a variance to reduce the required number of cottage houses arranged around a common open space (Section 40.110-B). The applicant is proposing to reduce the number of cottage houses arranged around a common open space from 3 to 2.

The applicant is also requesting a variance to increase the allowable building coverage for cottage houses (Section 40.110-F). The applicant is proposing to increase the allowable building coverage from 1,000 square feet to 1,250 square feet.

Section 40.110 Cottage House Developments

Cottage house developments are subject to the lot and building regulations in Table 5-3, except as expressly modified by the regulations of this section.

40.110-B Development Size

On lots with one or more cottage house grouping(s), each grouping must contain at least 3 and no more than 10 houses arranged around at least 2 sides of a courtyard or common open space.

40.110-F Building Coverage

Individual cottage houses are subject to a maximum first floor area of 1,000 square feet. Attached garages are counted in the calculation of first floor area, but covered porches and detached accessory buildings are not counted.

Relevant Case History

- None found

Statement of Hardship

The applicant's statement of hardship is included as a separate exhibit.

Comprehensive Plan Considerations

Land Use Plan

The subject property is designated as Local Center. Local Centers serve the daily needs of those in the surrounding neighborhoods. This designation implies that the center generally does not serve an area beyond the nearby neighborhoods. Typical uses include commercial or retail uses that serve the daily needs of nearby residents. In order to introduce a regional trip generator, the entire local center designation should be amended to be Regional Center with significant input from all affected properties and nearby neighborhoods.

Surrounding Properties:

<u>Location</u>	<u>Existing Zoning/Overlay</u>	<u>Existing Land Use Designation</u>	<u>Existing Use</u>
North	RS-3/PUD-159	Parks and Open Space	Golf Course
East	AG, RS-1	Multiple Use	Vacant/Residential
South	CS	Local Center	Vacant
West	RS-3/PUD-159	Parks and Open Space	Golf Course

Small Area Plans

The subject property is included in the West Highlands/Tulsa Hills. This plan is a guide for the future development of the extreme southwest corner of the city of Tulsa. The plan established the following goals:

1. The area is better connected to the citywide multimodal transportation system, with an emphasis on greater trail/non-automobile infrastructure, and Tulsa Hills is well-connected to the city's mass-transit system.
2. There is a reduction in per capita major injuries or fatalities resulting from automobile collisions with cyclists or pedestrians. Non-automobile transport is safe for all of those who do not have access to a car or simply choose not to drive.
3. New construction is aesthetically compatible with the existing area, and developers take deliberate and effective measures to minimize traffic impacts by providing coordinated access management, maintaining the grid system and/or implementing multimodal transportation options in their site plans.
4. The area is identifiable to the majority of Tulsans, not only for its destination shopping center but also for its attractive homes and neighborhoods, high-quality housing, trails and innovative urban/ rural design.
5. Residents of the multifamily units, single-family subdivisions and larger-lot estates see the area develop in a manner which does not harm the quality of life for residents of the other housing types.
6. New construction along Union Avenue is adequately and appropriately buffered from the existing, stable neighborhoods west of Union Avenue.
7. Crime rates do not increase. The area continues to be safe and considered an excellent place to raise children.
8. The area captures a share of the anticipated growth in high-income owner-occupied housing demand, as projected in the Housing chapter of the 2010 Tulsa Comprehensive Plan, providing an economic base for more neighborhood amenities.
9. Median household income levels remain at or above the city-wide average.

Development Era

The subject property is in an area developed during the Late Automobile Era (1950s-present), which has grown since the mainstreaming of automobile-centric lifestyles, with a high degree of separation between residential and nonresidential uses, and low levels of street connectivity. In these areas, transportation is nearly exclusively concentrated on the mile-by-mile arterial grid, and major streets are often both transportation corridors and destination corridors, which can lead to traffic congestion. Nonresidential uses are predominantly located at the intersections of major arterial streets. Priorities in these areas include commercial revitalization, placemaking, community gathering opportunities, conservation of natural areas, a high degree of privacy, one-stop shopping, and commuting routes.

Transportation

Major Street & Highway Plan: South Union Avenue runs parallel to the east 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: South Union Avenue 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 established 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 117 runs along South Union Ave. The subject property is located in an area marked for Transit-oriented Development.

Existing Bike/Ped Facilities: N/A

Planned Bike/Ped Facilities: The 2015 GoPlan recommends a bike corridor to run along South Union Avenue. Sidewalks are recommended along street frontages.

Arterial Traffic per Lane: South Union Avenue has an average annual daily traffic (AADT) count of 4,225 vehicles per lane.

Environmental Considerations

Flood Area: The subject property is located partially within a Tulsa Regulatory Floodplain.

Tree Canopy Coverage: Tree canopy in the area is 33%. Significant effort should be given to the preservation of mature stands of trees. Tree canopy removal should be minimized, and replacement of trees that need removing should be encouraged.

Parks & Open Space: N/A

Site Photos



View west from South Union Avenue, October 2025 (Image from Google Street View)

Sample Motion

Variance

I move to *approve or deny* a variance to

1. Reduce the required number of cottage houses arranged around a common open space *from 3 to 2* (Section 40.110-B)
 2. Increase the allowable building coverage for cottage houses from *1,000 square feet to 1,250 square feet* (Section 40.110-F).
- 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 the hardship to be _____.

In granting the Variance, the Board finds that the following facts, favorable to the property owner, have been established:

- a. That the physical surroundings, shape, or topographical conditions of the subject property would result in unnecessary hardships or practical difficulties for the property owner, as distinguished from a mere inconvenience, if the strict letter of the regulations were carried out;
- b. That literal enforcement of the subject zoning code provision is not necessary to achieve the provision's intended purpose;
- c. That the conditions leading to the need of the requested variance are unique to the subject property and not applicable, generally, to other property within the same zoning classification;
- d. That the alleged practical difficulty or unnecessary hardship was not created or self-imposed by the current property owner;
- e. That the variance to be granted is the minimum variance that will afford relief;
- f. That the variance to be granted will not alter the essential character of the neighborhood in which the subject property is located, nor substantially or permanently impair use or development of adjacent property; and
- g. That the variance to be granted will not cause substantial detriment to the public good or impair the purposes, spirit, and intent of this zoning code or the comprehensive plan.

Property Description

A TRACT OF LAND LOCATED IN THE EAST HALF (E/2) OF THE SOUTHEAST QUARTER (SE/4) OF SECTION THREE (3), TOWNSHIP EIGHTEEN (18) NORTH, RANGE TWELVE (12) EAST OF THE INDIAN BASE AND MERIDIAN, TULSA COUNTY, STATE OF OKLAHOMA, ACCORDING TO THE UNITED STATES GOVERNMENT SURVEY THEREOF, MORE PARTICULARLY DESCRIBED AS FOLLOWS, TO WIT:

BEGINNING AT A POINT LOCATED ON THE EAST LINE OF SAID SECTION THREE (3), TOWNSHIP EIGHTEEN (18) NORTH, RANGE TWELVE (12) EAST, SAID POINT BEING 1,005.0 FEET NORTH 0 DEGREES 26 MINUTES 22 SECONDS EAST OF THE SOUTHEAST CORNER OF SAID SECTION THREE (3), TOWNSHIP EIGHTEEN (18) NORTH, RANGE TWELVE (12) EAST, THENCE NORTH 89 DEGREES 33 MINUTES 38 SECONDS WEST A DISTANCE OF 605.19 FEET, THENCE NORTH 8 DEGREES 20 MINUTES 00 SECONDS EAST A DISTANCE OF 676.59 FEET, THENCE SOUTH 77 DEGREES 20 MINUTES 00 SECONDS EAST A DISTANCE OF 473.0 FEET, THENCE SOUTH 89 DEGREES 33 MINUTES 38 SECONDS EAST A DISTANCE OF 50 FEET, THENCE SOUTH 0 DEGREES 26 MINUTES 22 SECONDS WEST A DISTANCE OF 570.0 FEET TO THE POINT OF BEGINNING., Unplatted, City of Tulsa, Tulsa County, State of Oklahoma

Exhibits

Case map

Aerial (small scale)

Aerial (large scale)

Tulsa Comprehensive Plan Land Use Map



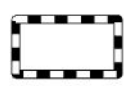
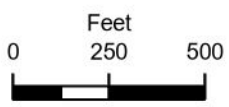
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W 64TH ST S
W 65TH ST S
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S VANCOUVER AVE
W 66TH ST S

S UNION AVE

W 71ST ST S

75



Subject Tract

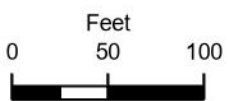
BOA-24057

18-12 03

Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: 2025





Subject Tract

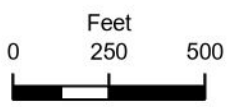
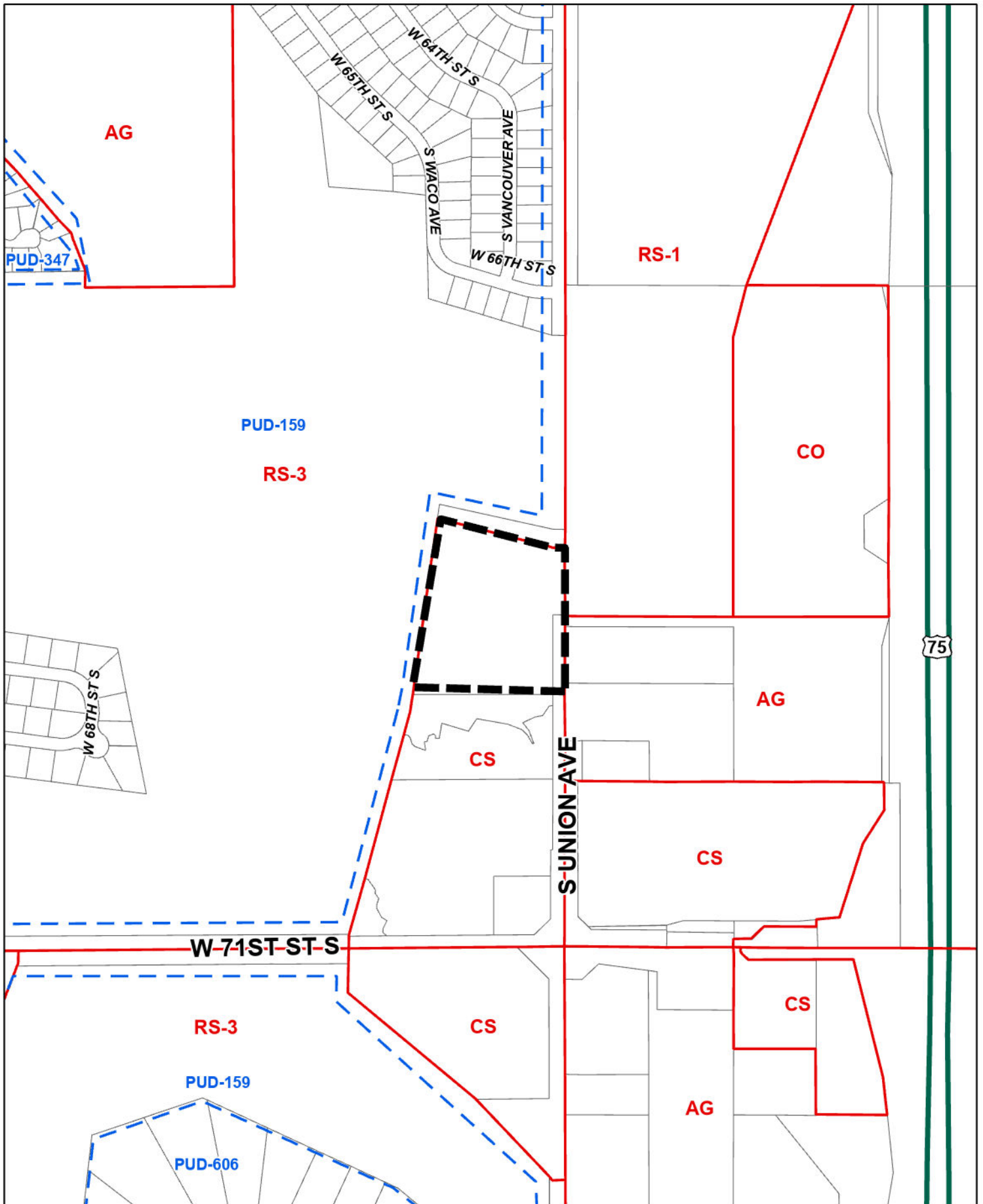
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18-12 03

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Aerial Photo Date: 2025



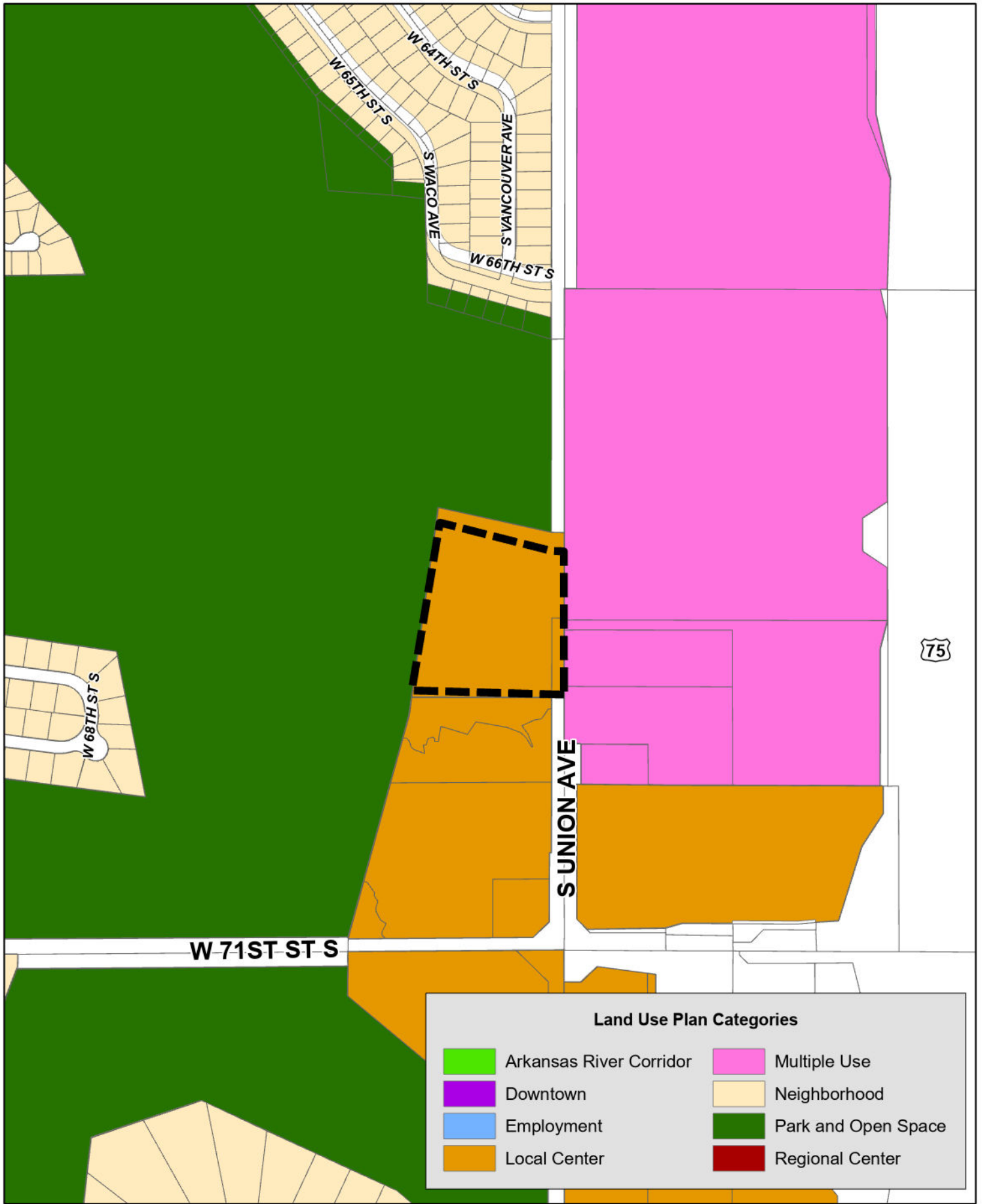










 Subject Tract

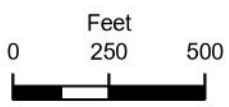
BOA-24057

18-12 03





Land Use Plan Categories			
	Arkansas River Corridor		Multiple Use
	Downtown		Neighborhood
	Employment		Park and Open Space
	Local Center		Regional Center



 Subject Tract

BOA-24057

18-12 03



Project Name: Page Belcher Housing

Narrative Outline – Variance Requests

Cottage House Development – Tulsa Zoning Code Section 40.110

Prepared for Board of Adjustments

Project Summary

This development will be a gated cottage house project. All lots will be rental, and all located on one lot of record. The units vary from 670sf to 1250sf depending on the number of bedrooms. 1 bedroom, 2-bedroom, and 3-bedroom units will be constructed. All areas outside homes except for small private patios, will be common open space. The current plan also includes a 2,925sf clubhouse and pool. The site has been selected due to its adjacency to the newly renovated Page Belcher Golf Course. The site has a fairly extreme topography with slopes up to 17% and 35' of grade change from the northeast to the southwest portions of the site. The client and design team have had ongoing discussions with Page Belcher Golf Course management and also had a neighborhood meeting about the project. Housing will all face onto common open space and large shared open space areas were utilized to the maximum extent possible.

Variance Request No. 1

Section 40.110-F – Building Coverage

Code Requirement

Section 40.110-F of the Tulsa Zoning Code limits individual cottage house units to a maximum floor area of 1,000 square feet.

Requested Variance

The applicant requests approval for a maximum cottage house size of 1,250 square feet for the largest proposed unit type within the development and the construction of a shared 2,925 square foot clubhouse.

Existing Conditions / Project Context

The proposed development is designed as a cottage-style residential community intended to provide a diverse range of housing options while maintaining the scale and character envisioned by the Cottage House Development standards. The majority of the proposed homes remain modest in size and consistent with the intent of the code. Only select units exceed the 1,000-square-foot threshold, with a maximum size of 1,250 square feet.

The additional square footage is necessary to provide functional family-oriented layouts, accessible living accommodations, and market-feasible unit configurations while preserving the overall architectural character of the development.

Hardship / Justification

Strict application of the 1,000-square-foot limitation creates a practical hardship due to the following circumstances:

- The site configuration and overall development plan require a mix of housing types and floor plans to create a market viable and functional residential project.
- Modern building standards, accessibility considerations, and market expectations make it difficult to provide efficient multi-bedroom layouts within the strict 1,000-square-foot cap.
- The proposed increase is modest in nature and does not materially alter the cottage-style character of the development.
- The requested variance allows the development to better accommodate families, aging residents, and a broader range of occupants without increasing overall density.
- The development will maintain compatible building scale, pedestrian orientation, open space, and architectural design consistent with the purpose and intent of Section 40.110.

Consistency with the Spirit of the Code

The requested variance remains consistent with the intent of the Cottage House Development regulations by preserving:

- Smaller-scale detached residential buildings
- Shared open space design
- Pedestrian-oriented site planning
- Reduced visual massing compared to conventional multifamily development.

The request represents a reasonable deviation that enables functional housing design while maintaining compatibility with surrounding development patterns.

Variance Request No. 2

Section 40.110-B – Development Size

Code Requirement

Section 40.110-B requires a minimum of three cottage houses to be arranged around a common open space.

Requested Variance

The applicant requests approval to allow two cottage houses to be arranged around portions of the common open space in lieu of the required minimum of three units.

Existing Conditions / Project Context

The proposed site contains physical (topographic) constraints that limit the ability to uniformly arrange groups of three cottage houses around all portions of the common open space while still maintaining appropriate circulation, setbacks, utility placement, stormwater infrastructure, and access requirements.

The development is designed to preserve usable open space and create a cohesive neighborhood character. In select portions of the site, arranging two homes around the

common open space provides a more practical and context-sensitive layout than forcing additional units into constrained areas. An example of how this could be completed is included below.

Hardship / Justification

Strict enforcement of the three-unit minimum creates a hardship due to the following:

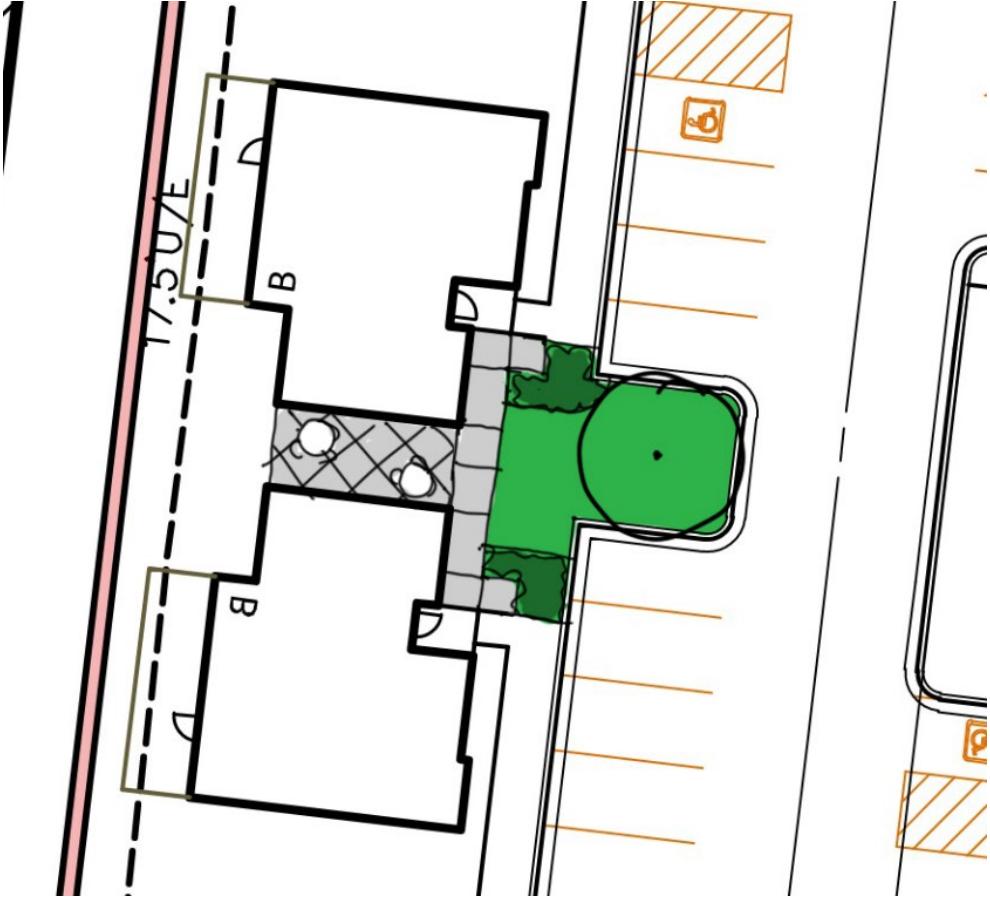
- Site geometry, the requirement for walls due to excessive slopes, access requirements, infrastructure placement, and other development constraints limit the ability to consistently group homes in clusters of three without creating inefficient or incompatible layouts.
- The proposed arrangement maintains the shared open-space concept and cottage-style character intended by the zoning code despite the reduced number of homes in select groupings.
- The variance represents the minimum necessary relief to allow reasonable development of the property.

Consistency with the Spirit of the Code

The development will continue to function as an integrated cottage house community centered around common open space and pedestrian-oriented design principles. The requested variance does not undermine the intent of Section 40.110-B, as the homes will still maintain visual and functional relationships to the shared open spaces.

The modification simply allows flexibility in site layout to respond to real-world development constraints while preserving the overall design objectives of the Cottage House Development regulations.

Example of 2 Units Clustered around Shared Courtyard/Open Space



REQUEST FOR WAIVER OF LETTER OF DEFICIENCY REQUIREMENT

If the Board staff waives the requirement that an LOD accompany an application to the Board, **the Applicant is responsible for requesting all necessary relief and for citing the sections of the Zoning Code pertinent to the relief sought.** (The waiver of the requirement that an LOD accompany an application to the Board shall not be considered a waiver of the necessity to apply for a building permit or a zoning clearance permit, as may be required by the particular proposed use or construction.) **In the event that the applicant does not request all necessary relief, additional BOA action may be required resulting in significant delays during the building permit process.**

I hereby certify that I have read and understand the above requirements and that I request that the LOD requirement be waived for the subject property in case number:



Applicant's Signature

05/08/2026

Date

Approved by: _____



Exhibit "A"

25197 Page Belcher Golf Course Site

Rezoning PUD Abandonment Boundary Property Description

Description

Per ALTA Survey by AAB Engineering, LLC dated 9-25-2025:

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November 5th, 2025

Garden Centers, L.L.C.
PO Box 3669
Tulsa, OK 74101

City of Tulsa
Development Services, Tulsa Planning Office
Attn: Austin Chapman
175 E. 2nd St. S., 4th Floor
Tulsa, OK 74103

Re: Authorization to file applications

Dear Mr. Chapman:

I am the owner of approximately 7.95 acres in part of the SE/4 of Section 3, Township 18 North, Range 12 East, located at the 6800-block of South Union Avenue in the City of Tulsa, Tulsa County, Oklahoma, which is under contract for sale to 18 North, LLC, who informs me of their intent to develop the land for multifamily homes.

We hereby authorize Tanner Consulting, LLC, to file any required PUD Major Amendment or Abandonment, zoning, Plat, and other development entitlement applications on our behalf.

Should you have any questions or concerns, please do not hesitate to contact me to discuss.

Respectfully,

Stephen Buford

Stephen Buford 11/06/2025

Manager, Garden Centers, L.L.C.