



Tulsa Metropolitan Area
Planning Commission

Case Number: CO-13

Hearing Date: July 21, 2021

Case Report Prepared by:

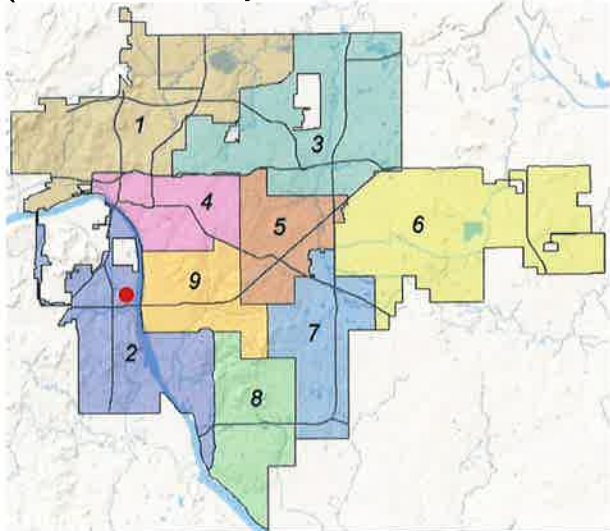
Dwayne Wilkerson

Owner and Applicant Information:

Applicant: Stuart VanDeWiele

Property Owner: The Logan A. Boggs Living Trust

Location Map:
(shown with City Council Districts)



Applicant Proposal:

Present Use: Manufactured Housing Subdivision

Proposed Use: Manufactured Housing Subdivision

Concept summary: Corridor Development Plan to provide development standards and bring into conformance with current regulations an existing mobile home park.

Tract Size: 38.56 ± acres

Location: South of the Southwest corner of West 45th Street South & South Elwood Avenue

Zoning:

Existing Zoning: IM

Proposed Zoning: CO

Comprehensive Plan:

Land Use Map: Employment

Stability and Growth Map: Area of Growth

Staff Recommendation:

Staff recommends **approval** of CO-13 to rezone property from IM to CO as outlined in Section II of this staff report

Staff Data:

TRS: 9226

CZM: 46

City Council District: 2

Councilor Name: Jeannie Cue

County Commission District: 2

Commissioner Name: Karen Keith

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SECTION I: CO-13

DEVELOPMENT CONCEPT: The property located at 4802 South Elwood Avenue (the "Subject Property") was developed as a mobile home / manufactured home / RV park in the early 1970's (between 1970 and 1975). The Subject Property has historically provided housing opportunities for short-term and long-term employees of the industrial employers (i.e. refineries) in the area. That use continues to this day.

The Subject Property has been zoned IM (Industrial Medium) since its original zoning designation in 1970. Despite the zoning designation and the provisions of the zoning code, the Subject Property has been used in the same manner for nearly fifty (50) years. This application is simply to bring the underlying zoning into conformity with the historical use of the Subject Property in order to facilitate a pending sale of the Subject Property.

The Subject Property is a 38.6 acre +/- parcel of land located on the west side of Elwood Avenue between West 45th Street and Cherry Creek. The Subject Property is bounded on the north by IM zoned industrial entities, Elwood Avenue on the east, and Cherry Creek to the west and south. The Subject Property is bisected by the Tulsa-Sapulpa Union Railway right-of-way that runs generally north and south through the Subject Property.

The area surrounding the Subject Property is completely or nearly completely developed by moderate industrial users, a large car dealership, and established neighborhoods to the west (on the west side of Cherry Creek).

The Subject Property rezoning application is a proposed Corridor zoning district consisting of residential uses (limited to mobile home / manufactured home / RV park) and Industrial Medium uses (to preserve future industrial use in the area). These proposed land uses are consistent with existing and planned development patterns within the project area, and, most importantly, are consistent with the historical use of the Subject Property during almost the entirety of the history of the zoning code. The Corridor Development Plan will consist of a single development area (Development Area A) which is served by Elwood Avenue and interior private driveways. The Subject Property will continue to have its entrance on Elwood Avenue.

EXHIBITS:

INCOG Case map

INCOG Aerial

Tulsa Comprehensive Plan Land Use Map

Tulsa Comprehensive Plan Areas of Stability and Growth Map

Applicant Exhibits:

Exhibit A (Legal Description)

Exhibit B (Nature of Proposal)

Exhibit C (Development Plan)

DETAILED STAFF RECOMMENDATION:

Industrial uses as outlined in CO-13 are consistent with the Employment land use designation in the Tulsa Comprehensive Plan, while the housing uses may not be directly consistent with the Employment designation, they are in support of Employment uses as they have been since originally constructed in the early 1970s; and

The Corridor Development Plan is a unified treatment of the development possibilities of the project site; and

Provisions have been made for property access, circulation, and functional relationships of uses; and

Permitted Uses, building types and supplemental standards outlined in CO-13 are consistent with the provisions of the Corridor chapter of the Tulsa Zoning Code.

Anticipated uses, lot and building regulations along with normal supplemental regulations in the Tulsa Zoning Code as provided CO-13 are consistent with the existing development pattern in this area of Tulsa; therefore

Staff recommends **Approval** to rezone property from IM to CO as outlined in Section II below.

SECTION II: CO-13 DEVELOPMENT STANDARDS

Development Area A – Development Standards

Gross Land Area: +/- 38.6 acres

A. Permitted Use Categories, Subcategories, and Specific Uses Residential - Limited to subcategories, specific uses, and building types below.

- Household Living – [Single, Two, Three or more households on single lot] Residential uses may be permitted only in the following building types.
 - Detached House
 - Manufactured Housing Unit
 - Manufactured Housing Subdivision
 - Mobile Home Park

Commercial - Limited to subcategories, specific uses, and building types below.

- Lodging – RV Park

Industrial Medium – Limited to subcategories, specific uses, and building types below.

- All “Specific Uses” allowed by right in the IM district

To the extent that any portion of the Subject Property is redeveloped in the future for (I) Industrial Medium use or (II) any building type that is not (a) a manufactured home, (b) a detached house, (c) a mobile home, (d) a recreational vehicle, or (e) buildings that are customary accessory uses to the Residential Uses or Commercial Uses authorized herein, the minimum lot size for such (I) Industrial Medium use or (II) other building type shall have a minimum lot size of 38.6 acres.

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A. Lot & Building Regulations (Manufactured House, Mobile Home, RV Use)

| | |
|---|---------|
| Minimum Separation Between Units | 15 feet |
| Minimum Building Setbacks | |
| From the north boundary | 10 feet |
| From the east boundary (abutting Elwood Ave.) | 20 feet |
| From the east boundary (other) | 10 feet |
| From the south boundary | 10 feet |
| From the west boundary | 10 feet |
| Maximum Building Height | 35 feet |

B. Lot & Building Regulations (Industrial Uses)

| | |
|---|----------------------|
| Maximum Building Coverage | 100% of net lot area |
| Minimum Building Setbacks | |
| From the north boundary | 10 feet |
| From the east boundary (abutting Elwood Ave.) | 20 feet |
| From the east boundary (other) | 10 feet |
| From the south boundary | 10 feet |
| From the west boundary | 10 feet |
| Maximum Building Height | Unlimited |

C. Building Regulations (Manufactured House, Mobile Home, RV Use)

- All mobile homes and manufactured housing units must be completely skirted.
- All mobile homes and manufactured housing units must be attached to the ground.
- All mobile homes and manufactured housing units manufactured after June 15, 1976 must be certified and display applicable federal certifications.
- Accessory buildings must be set back at least 10 feet from mobile homes and manufactured housing units.

D. Maximum Dwelling Units

The Subject Property currently contains two hundred seventy eight (278) individual pad sites for mobile homes, manufactured homes, and recreational vehicles. The Subject Property shall not contain more than two hundred seventy eight (278) dwelling units (including mobile homes, manufactured homes, and recreational vehicles).

E. Minimum Off-Street Parking Spaces Requirements

There shall be a minimum of one (1) parking space for each mobile home, manufactured home,

and recreational vehicle location within the Subject Property.

F. Landscape & Screening Requirements

All required landscaping shall be installed and irrigated in accordance with the provisions of the Landscape Chapter 65 of the Tulsa Zoning Code.

G. Access

The Subject Property shall have a minimum of one access points to Elwood Avenue.

The Subject Property will have access to Elwood Avenue and will be served by interior private driveways. The Subject Property will connect vehicular traffic to Elwood Avenue through the main entrance.

H. Signage

All signage on the Subject Property shall comply with Corridor District signage standards required in the City of Tulsa Zoning Code Chapter 60.090-C.

I. Lighting

All outdoor lighting (other than customary lighting on a residential building) in the Subject Property shall comply with City of Tulsa Chapter 67 Outdoor Lighting regulations.

SECTION III: SUPPORTING DOCUMENTATION

RELATIONSHIP TO THE COMPREHENSIVE PLAN:

Staff Summary: As the subject area is located in southwest Tulsa, it falls within the bounds of the Southwest Tulsa Neighborhood Plan adopted in May of 2009. This small area plan was created to assist and progress the revitalization of this area, presenting a vision, needs, and goals for the area. As the small area plan lacks any specific land-use recommendations, the 2010 Tulsa Comprehensive Plan solely provides guidance regarding land use for this area. While the current Employment land use and Area of Growth designation of the subject property may not be directly consistent with the Employment designation, they are in support of Employment uses as they have been since originally constructed in the early 1970s. Additionally, the Industrial uses that could come to the site in the future are directly in support of the Employment land use and Area of Growth designation.

Land Use Vision:

Land Use Plan map designation: Employment

Employment areas contain office, warehousing, light manufacturing and high tech uses such as clean manufacturing or information technology. Sometimes big-box retail or warehouse retail clubs are found in these areas. These areas are distinguished from mixed-use centers in that they have few residences and typically have more extensive commercial activity. Employment areas require access to major arterials or interstates. Those areas, with manufacturing and warehousing uses must be able to accommodate extensive truck traffic, and rail in some instances. Due to the special transportation requirements of these districts, attention to design, screening and open space buffering is necessary when employment districts are near other districts that include moderate residential use.

Areas of Stability and Growth designation: Area of Growth

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

Areas of Growth are found throughout Tulsa. These areas have many different characteristics but some of the more common traits are close proximity to or abutting an arterial street, major employment and industrial areas, or areas of the city with an abundance of vacant land. Also, several of the Areas of Growth are in or near downtown. Areas of Growth provide Tulsa with the opportunity to focus growth in a way that benefits the City as a whole. Development in these areas will provide housing choice and excellent access to efficient forms of transportation including walking, biking, transit, and the automobile.”

Transportation Vision:

Major Street and Highway Plan: S. Elwood Ave is designated as a Secondary Arterial.

Trail System Master Plan Considerations: Cherry Creek Trail exists adjacent to the subject property along the edge of Cherry Creek. Cherry Creek Trail is designated as a Multi-Use trail.

Small Area Plan: Southwest Tulsa Neighborhood Plan (Adopted in May of 2009)

This small area plan was created to assist and progress the revitalization of this area, presenting a vision, needs, and goals for the area. With these goals, the small area plan attempts to improve existing housing stock, revitalize underdeveloped areas, and increase accessibility to amenities, goods, and services through the implementation of sidewalks and business practices to attract retail and grocery stores to the area. It should be noted that while this plan presents a vision, needs, and goals for the southwest Tulsa area, the plan does not make any clear or specific land use recommendations to aid in achieving these goals, nor this particular area in which the subject property is located. Instead, it focuses on presenting proposed capital improvement projects along Route 66, Southwest Boulevard, OSU campus, as well as the Cherry creek and Mooser creek trail system. One of the specific recommendations regarding the Cherry Creek and Mooser Creek this plan makes is to connect these trails to River Parks and Turkey Mountain.

Special District Considerations: None

Historic Preservation Overlay: None

DESCRIPTION OF EXISTING CONDITIONS:

Staff Summary: The subject property currently contains a mobile home park and is bisected by a railroad track and associated railroad Right of Way. This development was established in the early 1970's (just after the adoption of the zoning code) and has since been used over the past nearly 50 years as a mobile home / manufactured home / RV park, despite the lack of conformity with the underlying IM zoning.

Environmental Considerations: The property is bounded on the west and south by Cherry Creek with the majority located within the 500 year floodplain. Small portions of the property along Cherry Creek are designated as 100 year floodplain and floodway. The applicant will need to work with City of Tulsa Engineering to mitigate any issues of development within floodplain/floodway areas.

Streets:

| <u>Exist. Access</u> | <u>MSHP Design</u> | <u>MSHP R/W</u> | <u>Exist. # Lanes</u> |
|----------------------|--------------------|-----------------|-----------------------|
| S. Elwood Ave. | Secondary Arterial | 100ft | 2 |

Utilities:

The subject tract has municipal water and sewer available.

Surrounding Properties:

| Location | Existing Zoning | Existing Land Use Designation | Area of Stability or Growth | Existing Use |
|-----------------|------------------------|--------------------------------------|------------------------------------|--|
| N | IM | Employment | Area of Growth | Various Industrial (Tulsa Household Pollutant Collection Facility, MIDCON Shredding, etc.) |
| S | IM | Employment | Area of Growth | Commercial Repair/Vacant |
| E | IM | Employment | Area of Growth | Sewage Disposal Facility |
| W | IM/RS-3/RM-1/PUD-109 | Employment/New Neighborhood | Area of Growth | Cherry Creek/Cherry Creek Trail/ Single-family & Multi-family Residential |

SECTION IV: Relevant Zoning History

ZONING ORDINANCE: Ordinance number 11822 dated June 26, 1970 established zoning for the subject property.

Subject Property:

No Relevant History.

Surrounding Property:

BOA-15268 October 1989: The Board of Adjustment **approved** a *Special Exception* to permit a sewage disposal facility in an IM zoned district, per plot plan submitted, subject to jogging trail being installed upon completion of the holding facility, subject to landscaping being installed within one year, subject to the basin being used for flow equalization only, with no long-term storage treatment, subject to the facility being drained as soon as possible after excess rainfall

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dissipates, and subject to the best available methods being implemented to minimize odor, on property located at the east side of South Elwood Avenue, north of East 51st Street South.

Z-6062/PUD-109-A August 1985: All concurred in **approval** of a request to rezone a 9.50+ acre tract of land from RM-1/RS-3/OM to IL/RM-1/PK and **approval** of a proposed *Major Amendment to Abandon* a part of PUD-109, on property located north of West 51st Street and East of South Jackson Avenue.

BOA-08283 June 1974: The Board of Adjustment **approved** a *Variance* to locate a mobile home, for a period of six months, to house a watchman for security purposes on a 24-hour basis in an IM District, on property located at 4600 South Elwood Avenue.

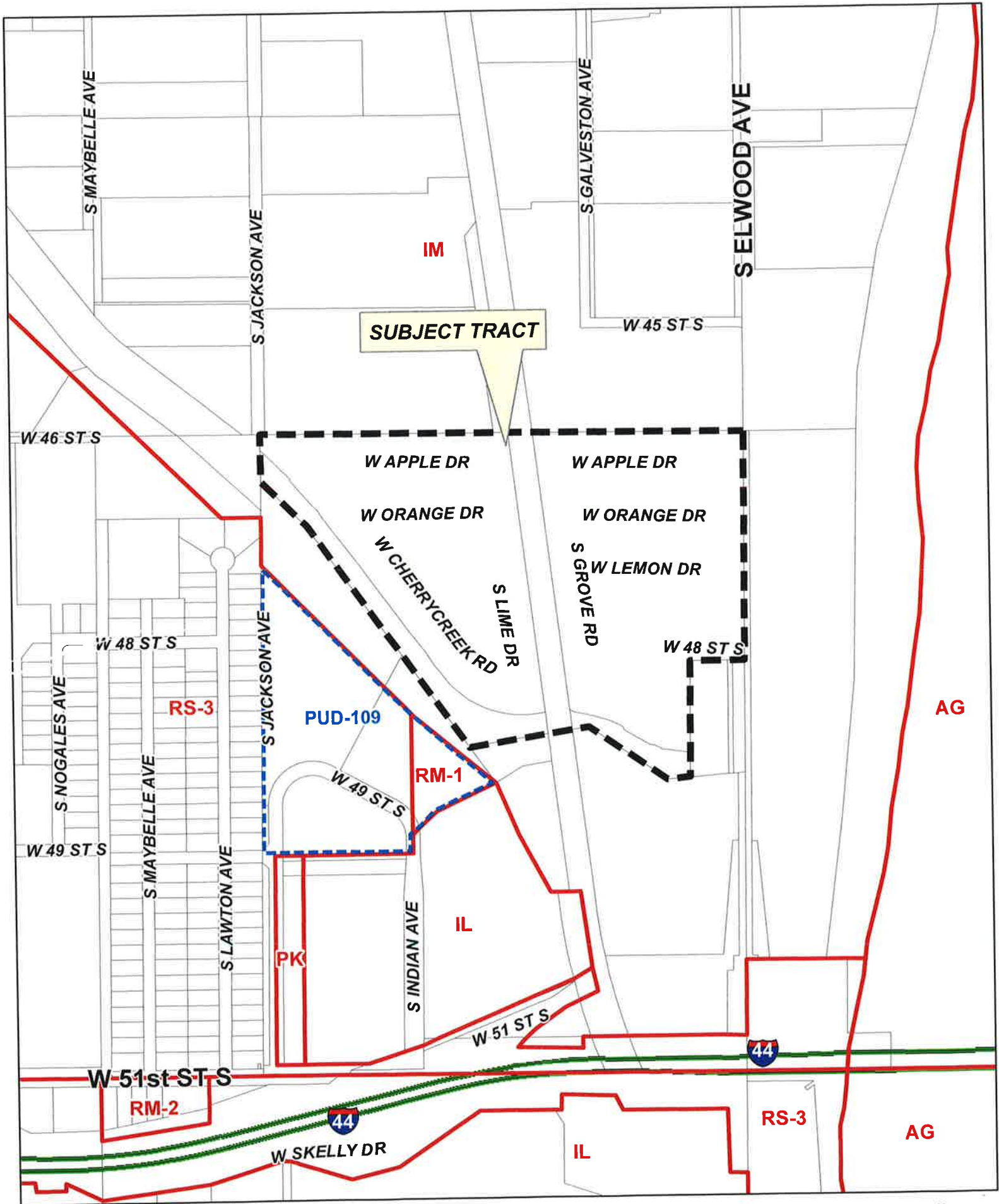
BOA-07808 March 1973: The Board of Adjustment **approved** an *Exception* to for permission to make use of Use Unit 12, 13, and 14 in an IM District, on property located at 4802 South Elwood Avenue.

BOA-07371 March 1972: The Board of Adjustment **approved** a *Special Exception* to permit operating a children's day nursery in an IM District, with the restrictions that the principal customers of this center be from the mobile home park, that the number of children cared for be set by the Health Department, and that the applicant be further advised that the Board has requested that he not accept more than five children from the Welfare Department outside the area, and that the use be restricted to lots 121, 122, and 123 of Cherry Creek Mobile Home, on property located at 4808 South Elwood Avenue.

PUD-109 August 1970: All concurred in **approval** of a proposed *Planned Unit Development* on a 30.7+ acre tract of land for an apartment complex and small commercial shops, on property located at the northwest corner of 51st Street and Arkansas River.

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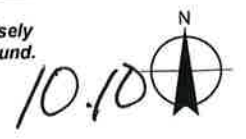
 Subject Tract

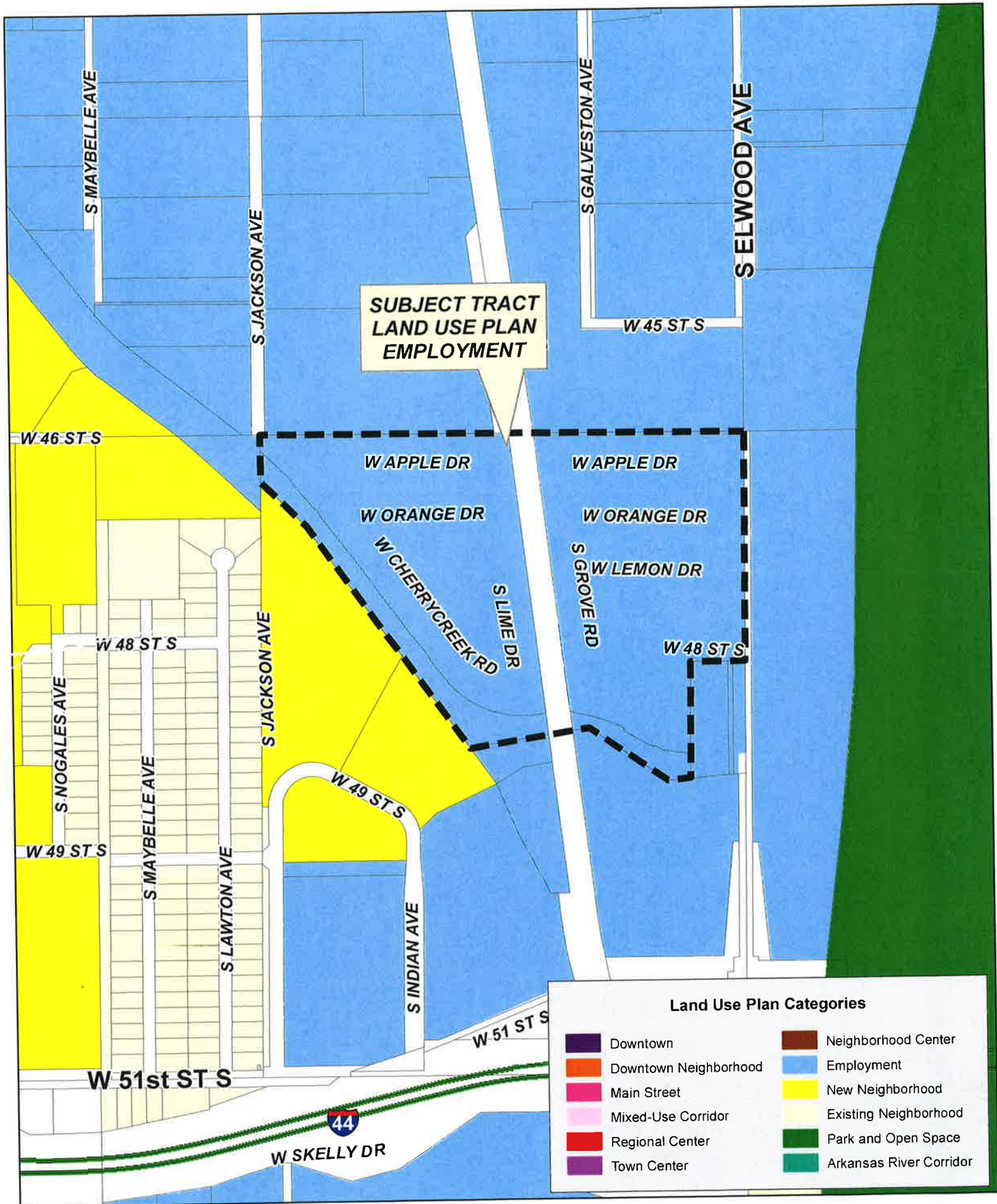
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Note: Graphic overlays may not precisely align with physical features on the ground.

Aerial Photo Date: 2021

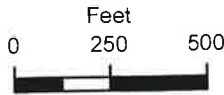




**SUBJECT TRACT
LAND USE PLAN
EMPLOYMENT**

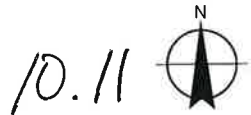
Land Use Plan Categories

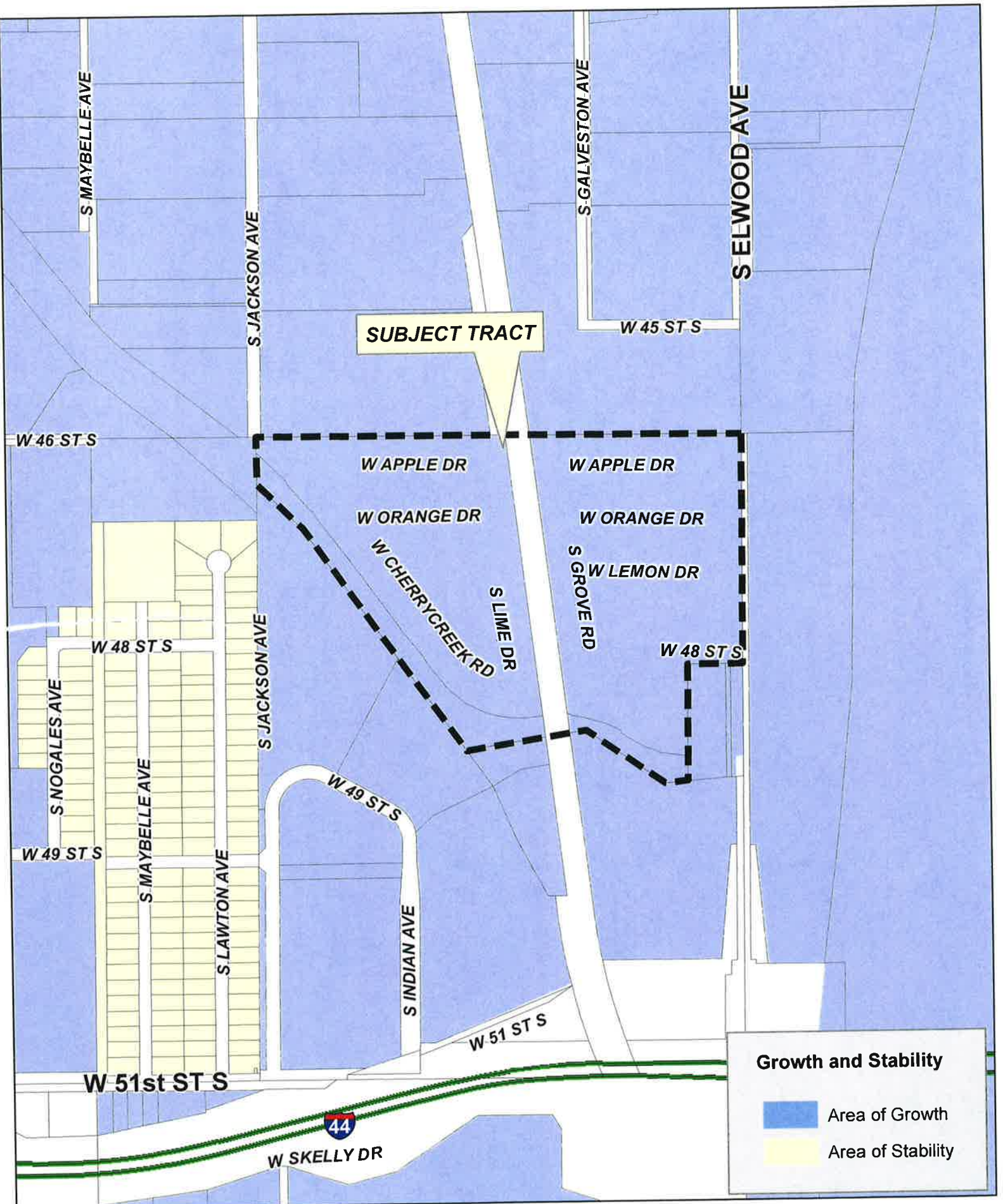
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|---|---|
|  Downtown |  Neighborhood Center |
|  Downtown Neighborhood |  Employment |
|  Main Street |  New Neighborhood |
|  Mixed-Use Corridor |  Existing Neighborhood |
|  Regional Center |  Park and Open Space |
|  Town Center |  Arkansas River Corridor |



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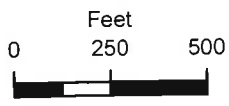




SUBJECT TRACT

Growth and Stability

- Area of Growth
- Area of Stability



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