

**Item**

Present and discuss Tulsa County Comprehensive Land Use Plan update for unincorporated areas within the fencelines of Broken Arrow and Sand Springs along with the unincorporated areas of South Tulsa County and Keystone.

**Background**

A Comprehensive Land Use Map, accompanying descriptions of Land Use Designations and relevant land use policies of the unincorporated areas within the municipality's fenceline have been prepared for adoption. On September 16, 2020, TMAPC will be asked to adopt portions of the Comprehensive Plans for the unincorporated areas of:

- Broken Arrow
- Sand Springs
- South Tulsa County
- Keystone

The Tulsa County Comprehensive Plan will serve as a guide to decision makers when determining Land Use decisions in these unincorporated areas of Tulsa County. The following unincorporated areas within the fenceline of these municipalities were adopted by Tulsa Metropolitan Area Planning Commission on June 19, 2019 and approved by Tulsa County Commission on August 15, 2019: Bixby, Glenpool, Jenks, Owasso, and Skiatook (TCCP-1). Additionally, the unincorporated areas within the fenceline of the following municipalities were adopted by Tulsa Metropolitan Area Planning Commission on August 21, 2019 and approved by Tulsa County Commission on September 9, 2019: Collinsville and Sperry (TCCP-2).

The areas we are calling South Tulsa County and Keystone are areas within Tulsa County which were never included in the Tulsa County Metropolitan Area Comprehensive Plan. Both areas have received public input into the desired Land Use Plan and are being considered for adoption at this time. Remaining are the areas of North Tulsa County, Turley, and West Central Tulsa County. We anticipate a work session in October with a request for adoption in November. It is anticipated that the process of completing the Tulsa County Comprehensive Land Use Plan will be completed by December 2020.

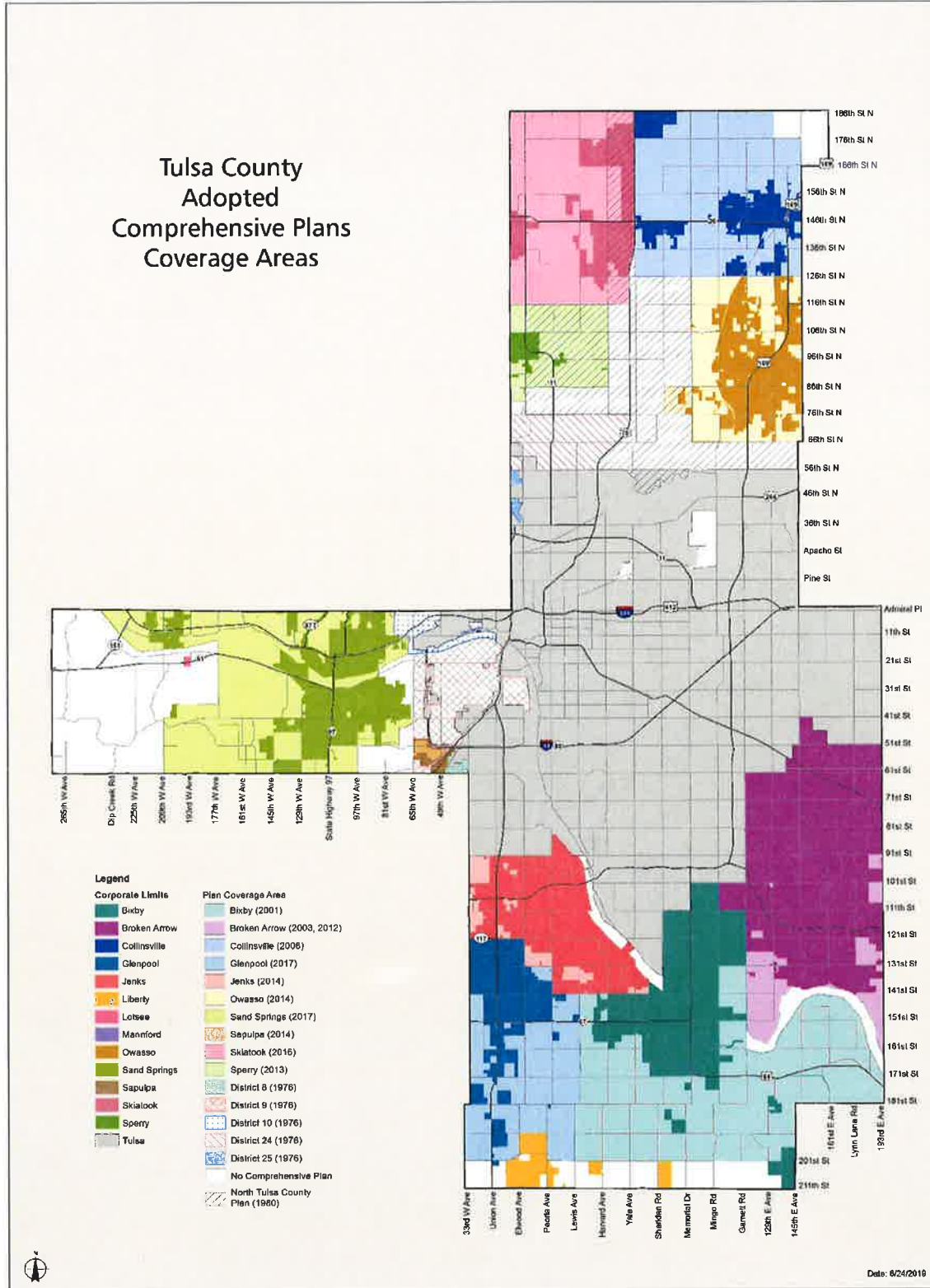
**Staff Recommendation**

Discuss and set for public hearing on September 16, 2020.

**Attachment(s)**

- Exhibit 1: Map of Tulsa County Comprehensive Plans Coverage Areas
- Exhibit 2: Tulsa County Comprehensive Plan for unincorporated area in Broken Arrow's Fenceline
- Exhibit 3: Land Use Map for unincorporated area in Broken Arrow's Fenceline
- Exhibit 4: Tulsa County Comprehensive Plan for unincorporated area in Sand Springs' Fenceline
- Exhibit 5: Land Use Map for unincorporated area in Sand Springs Fenceline
- Exhibit 6: Land Use Designations for unincorporated areas outside of all fencelines in Tulsa County
- Exhibit 7: Land Use Map for unincorporated area in South Tulsa County
- Exhibit 8: Land Use Map for unincorporated area in Keystone

Exhibit 1



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Exhibit 2

The Future Development Guide serves as a tool for the City to communicate the intended future land uses throughout Broken Arrow. Since 1997, the City has used a ‘Land Use Intensity System’ (LUIS) that provides structure for the Future Development Guide. This system recognizes that land uses with similar intensities (density of development on a site) are more likely compatible than land uses with different intensities.

<b>DESIGNATION</b>	<b>LAND USE INTENSITY SYSTEM (LUIS) CLASSIFICATIONS – BROKEN ARROW NEXT COMPREHENSIVE PLAN</b>
<p><b>Level 1</b></p> <p><b>RURAL RESIDENTIAL</b></p>	<p>Level 1 represents the lowest intensity of land use in Broken Arrow. It is used primarily in the non-urbanized areas of Broken Arrow or to reflect established areas of very low-density residential development that may be expected to remain as an exception in urbanized areas. The principal uses in this level are either agriculturally related or single-family homes on large lots. A request for R-2, RS-2, or RS-3 zoning in the Level 1 may be in accordance with the Comprehensive Plan, provided the site for the rezoning request is located adjacent to an arterial street, or is part of an existing R-2, RS-2, or RS-3 area which is located adjacent to an arterial street. Due to the uses allowed in this level of intensity, areas designated as Level 1 should generally be kept free of significant vehicular traffic generators and noisy or polluting uses. In addition, special consideration should be given to the manner in which Level 1 uses abut the other levels of higher intensity.</p>

<p><b>Level 2</b></p> <p><b>URBAN RESIDENTIAL</b></p>	<p>Level 2 represents the predominant character of development in Broken Arrow. This designation is principally used for areas of typical residential subdivision development and is the base level recommended for the urbanized area of Broken Arrow.</p> <p>In addition to single-family detached homes, two-family units and neighborhood office parks may be in accordance with the Comprehensive Plan. For an RD rezoning request to be considered to be in accordance with the Comprehensive Plan, the site must be located adjacent to an arterial street or be part of an expansion of an RD area which is located adjacent to an arterial street. In addition, the streets proposed to serve the RD area must connect directly to an arterial street. None of the traffic from the RD area to the arterial street will pass on a street which contains single-family detached structures.</p> <p>Similarly, a request for ON rezoning is in accordance with the Comprehensive Plan, provided the site for the rezoning request is located adjacent to an arterial street or is part of an expansion of an existing ON area which is located adjacent to an arterial street. None of the traffic from the ON area shall utilize roads that pass through a single-family residential area prior to reaching an arterial street.</p>
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<b>DESIGNATION</b>	<b>LAND USE INTENSITY SYSTEM (LUIS) CLASSIFICATIONS – BROKEN ARROW NEXT COMPREHENSIVE PLAN</b>
<p style="text-align: center;"><b>Level 3</b></p> <p style="text-align: center;"><b>TRANSITIONAL AREA</b></p>	<p>Level 3 represents a transition zone from strictly residential development to strictly non-residential development. As such, the primary uses for Level 3 are higher density residential uses and lower density employment uses. This level of intensity should be located adjacent to an arterial street. The principal uses in this district would be higher density single-family detached residential (RS-4), single-family attached (duplexes and townhouses), multi-family apartments, neighborhood offices, and planned office parks.</p> <p>Although intended primarily for attached residential dwellings and office development, single-family detached dwellings are permitted in RD and RM Zoning Districts. It may also be appropriate for R-2, RS-2, and RS-3 zoning districts to occur within Level 3 under the following circumstances:</p> <ul style="list-style-type: none"> <li>• The Proposed R-2, RS-2, or RS-3 zoning in Level 3 is an extension of an adjacent R-2, RS-2, district and would not preclude access to a potential higher intensity use from an arterial street, or</li> <li>• The proposed R-2, RS-2, or RS-3 zoning is part of a planned unit development with attention given to screening and buffering the single family uses from potential higher intensity uses.</li> </ul> <p>A request for DF rezoning can be in accordance with the Comprehensive Plan, provided the site for the rezoning request is located within the Planning Area of the Broken Arrow Downtown Master Plan (between Elm Place, Kenosha Street, Washington Street, and 9<sup>th</sup> Street). In addition, the size and scope of the proposed rezoning is compatible with the surrounding land uses and meets the design standards and objectives of the Broken Arrow Downtown Master Plan.</p>
<p style="text-align: center;"><b>Level 4</b></p> <p style="text-align: center;"><b>Commercial / Employment Nodes</b></p>	<p>Level 4 represents the typical local commercial and office intensity of land use in Broken Arrow. The Level 4 classification generally designates commercial or office activities that have developed in nodes around arterial street intersections. Examples of uses would include free-standing commercial buildings, small-scale shopping centers, and office developments permitted in Level 3. No residential uses are permitted within Level 4, except for those designated in the Comprehensive Plan as special district overlays with a PUD and in the NM and CM zoning districts. In these areas RM is allowed. The special district overlay, CM and DM areas are intended to be more concentrated areas of retail commercial and mixed-use office in a walkable setting, similar to the downtown area but at a smaller scale.</p>



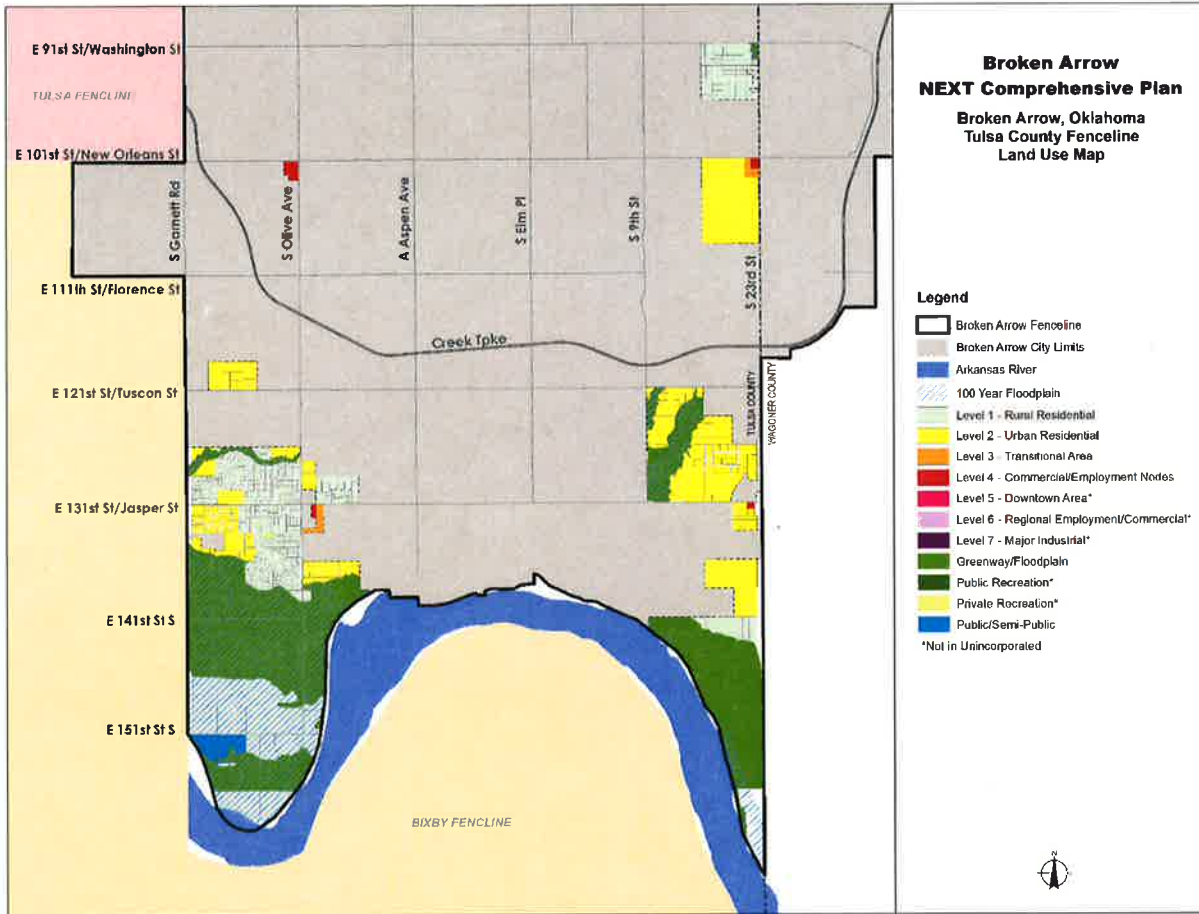
<b>DESIGNATION</b>	<b>LAND USE INTENSITY SYSTEM (LUIS) CLASSIFICATIONS – BROKEN ARROW NEXT COMPREHENSIVE PLAN</b>
<p style="text-align: center;"><b>Level 5</b>  <b>Downtown Area</b>            (Not in Unincorporated)</p>	<p>Level 5 is intended to represent a development intensity and style that is typical of downtown Broken Arrow. The principal uses of land in this level is for mixed-use office, retail commercial, and service commercial development on a small scale south of the Downtown Residential Overlay District area.</p> <p>Requests for zoning districts designated “possible” may be in accordance with the Comprehensive Plan if such development is undertaken according to a planned unit development and such development addressing the need to avoid height impact, if any, on single family detached dwellings that may adjoin the development.</p>
<p style="text-align: center;"><b>Level 6</b>  <b>Regional Commercial / Employment</b>            (Not in Unincorporated)</p>	<p>Level 6 represents an opportunity to develop regionally significant and highway oriented commercial and employment nodes in Broken arrow. The Level 6 classification is for a mixture of medium to high intensity commercial and employment uses in the vicinity of major transportation corridors. Nodes along Elm Place, Aspen Avenue, and Kenosha Street, as well as key interchanges along the Broken Arrow Expressway and the Creek Turnpike, are all appropriate areas for Level 6 development. Typical uses could include large shopping centers, big box retailers, commercial, automotive, and office/employment centers.</p> <p>Industrial Light (IL) would be considered in accordance with the Comprehensive Plan under the following conditions:</p> <ul style="list-style-type: none"> <li>• Done in association with a Planned Unit Development (PUD), and</li> <li>• Such sites adjoin the BA Expressway, Muskogee Turnpike, Highway 51, or Creek Turnpike or existing industrial parks, and</li> <li>• Such sites are reached by arterial streets that do not pass through residential areas, and</li> <li>• Such sites with high visibility from roadways have the appearance of a quality corporate campus or business park; feature quality landscaping, masonry building facades and no outdoor storage of materials; and are carefully reviewed as to proposed architectural styles, landscaping, location of service areas, and according to the use of Planned Unit Development procedures, and</li> <li>• Such sites that may adjoin residential areas are thoroughly screened and buffered from such areas by landscaping and/or less intense land uses.</li> </ul>

DESIGNATION	LAND USE INTENSITY SYSTEM (LUIS) CLASSIFICATIONS – BROKEN ARROW NEXT COMPREHENSIVE PLAN
<b>Level 7</b> <b>Major Industrial</b> (Not in Unincorporated)	Level 7 represents the highest intensity of land use in Broken Arrow. The predominant land uses in Level 7 would be industrial and major employment facilities. Heavy commercial uses, such as those permitted in the CH zoning district, may be in accordance with the Comprehensive Plan provided the site for the rezoning request is located along a frontage road next to a limited access highway or is part of an expansion of an existing CH area which is located along a frontage road next to a limited access highway.

DESIGNATION	OTHER LAND USES IDENTIFIED THAT DO NOT FALL WITHIN THE DIFFERENT INTENSITY LEVELS INCLUDE:
<b>Greenway / Floodplain</b>	Areas that fall within the FEMA designated floodplain.
<b>Public Recreation</b> (Not in Unincorporated)	City of Broken Arrow parkland.
<b>Private Recreation</b> (Not in Unincorporated)	Recreation areas such as private HOA parks or golf courses that are not open to the general public.
<b>Public / Semi- Public</b>	Public facilities, public schools, and cemeteries.

Zoning Districts	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6	Level 7
A-1: Agricultural District	Allowed						
RE: Residential Estate District	Allowed						
RS-1: SF Residential District	Allowed						
R-2: SF Residential District	Possible	Allowed	Possible				
RS-2: SF Residential District	Possible	Allowed	Possible				
RS-3: SF Residential District	Possible	Allowed	Possible				
RS-4: SF Residential District		Allowed	Allowed				
RD: Residential Duplex District		Possible	Allowed				
RM: Residential MF District			Allowed	Possible	Possible		
RMH: Residential Mobile Home District			Allowed				
NM: Neighborhood Mixed-Use District			Allowed	Allowed			
CM: Community Mixed-Use District			Possible	Allowed			
DM: Downtown Mixed-Use Core District					Allowed		
DF: Downtown Fringe District					Allowed		
ON: Office Neighborhood District		Possible	Allowed	Allowed	Possible		
CN: Commercial Neighborhood District				Allowed	Possible	Allowed	
CG: Commercial General District				Allowed	Possible	Allowed	
CH: Commercial Heavy District						Allowed	Possible
IL: Industrial Light District						Possible	Allowed
IH: Industrial Heavy District							Allowed

Exhibit 3



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## Exhibit 4

<b>DESIGNATION</b>	<b>LAND USE DESCRIPTION – SAND SPRINGS 2030 LAND USE MASTER PLAN</b>
<b>Commercial</b>	<p>The Commercial Land Use District represents areas of retail trade and services. Typically, these areas are located around nodes of arterial street intersections or in some cases, at intersections of collectors and arterials. Commercial Districts can also be found in corridors that have an established commercial use pattern. The Commercial District includes uses that range from small neighborhood convenience shopping areas, single free-standing buildings, big box retailers, restaurants, automotive services centers, and other similar retail uses. Residential Multi-Family uses may be allowed where deemed appropriate as increased density provides support for commercial areas.</p> <p>Access is a key factor in the location of Commercial Districts. A site with poor access or that is difficult to get to is prone to fail; whereas a site with good and safe access will stand a better chance of survival. In all cases of commercial development, access management should be carefully controlled with design treatments such as mutual or shared access drives and cross connections easements or agreements.</p>
<b>Industrial / Regional Employment</b>	<p>The Industrial/Regional Employment Land Use District represents the highest intensity of Land use in Sand Springs. The Plan calls for industrial uses to be targeted around existing patterns of industrial activity. Most of Sand Springs' current industrial activity includes light industrial, warehousing, storage facilities, small manufacturing shops, and numerous larger manufacturing and industrial uses. Some of the larger uses are in the manufacturing of steel pipes, fabrication, and oil refinement industries. Historically, Sand Springs has been a manufacturing community full of industry, but with economic, technological, and numerous other factors, the community has seen a downturn in industrial industry jobs in recent years. Some higher intensity commercial uses may be appropriate in the Industrial/Regional Employment Use District. These may include higher intensity auto and truck repair, truck rental facilities, lumber yards, etc., but other commercial uses, when located in appropriate areas, should be considered as many industrial areas are being cleared for redevelopment or are being underutilized.</p> <p>There are numerous areas located within the City of Sand Springs fenceline that might be appropriate for additional industrial development or that are currently being used for Industrial purposes. These properties have been displayed on the Land Use Map for the purpose of identifying additional areas of industrial growth.</p>

<b>DESIGNATION</b>	<b>LAND USE DESCRIPTION – SAND SPRINGS 2030 LAND USE MASTER PLAN</b>
<p style="text-align: center;"><b>Parks / Recreational</b></p>	<p>The Parks/Recreational category generally identifies land area already being used for public parks. The plan does not identify all of the private neighborhood parks or other private recreational uses. In general, parks should be situated conveniently to allow access to all citizens in the community and be socially equitable.</p> <p>For the most part, Sand Springs citizens are geographically well served by park facilities with one notable exception, the southeastern part of the City. In this area, there has not been any substantial residential growth or development that has garnered the need for an additional park facility in this location. Additionally, a large majority of the land in this area is owned by one property owner who has not determined how the land might be used in the future. Further, the location of Chandler Park (County Owned) does provide a location for some of the residents in the area to utilize. The City encourages newer subdivisions to create neighborhood parks to be maintained by private homeowners’ associations, which offers people in those particular neighborhoods a place for recreation and to socialize.</p> <p>Public parks require local funding for operations and maintenance. Currently, the City is not fiscally able to take on or acquire additional park land. Additionally, suitable tracts of land are becoming more difficult to locate and the cost of acquisition is a concern.</p>
<p style="text-align: center;"><b>Public / Institutional / Quasi Public</b></p>	<p>The Public/Institutional/Quasi Public land use category includes government and quasigovernmental facilities. Uses that may be found in this category include public buildings, schools, and/or utility substations.</p> <p>Since it is difficult to predict with any degree of certainty where public and institutional uses might locate, as many of them rely on land donations or acquisition using public dollars, the Plan does not specifically identify where future public uses might occur. Rather, the public uses shown on the plan exist and are dedicated for a specific public purpose.</p> <p>This category does not include churches, as they are permitted in zoning districts with a specific use permit.</p>

<b>DESIGNATION</b>	<b>LAND USE DESCRIPTION – SAND SPRINGS 2030 LAND USE MASTER PLAN</b>
<b>Residential</b>	<p>The Residential category is typically comprised of single-family neighborhoods of varying lot sizes and represents the lowest intensity of all the use categories outside of Agricultural Districts. Dwelling unit densities within the Residential category generally range from 2 to 5 units per acre but density can be as little as 1 or fewer per acre. Planned Unit Developments may also be found in the Residential land use category and may contain various intensities of residential housing. In most cases, the Residential use category is buffered from higher intensity uses such as Commercial with the Transitional use district.</p> <p>Sewer is the dependent variable in terms of the type of density the neighborhood may have. Densities within future developments within the Residential category will depend greatly on the availability of sanitary sewer service. Most of the higher density single family neighborhoods can be found near available sanitary sewer service. One area of concern is the need to expand or extend sewer services into areas of potential growth to allow for more development options and densities to occur. Other areas of the fenceline area may not develop to densities any greater than 1 or 2 dwelling units per acre because of the expense of bringing sewer to these locations. As a result of the many variables involved, the Residential category was not broken apart into two different categories, such as rural or urban.</p> <p>Land availability can be an issue within Sand Springs as large parcels of land are owned by various entities, trusts, and individuals. However, there is available land for development, but unlike other communities, Sand Springs does have some geological, topographical and developmental challenges. None of which are insurmountable but do require additional prep work and design considerations compared with other communities in the Tulsa Metropolitan Area.</p> <p>In some instances, duplexes or townhomes may be appropriate in the Residential land use category. The use of these residential densities can provide for more housing stock while utilizing less land in more developed areas. These uses can serve as good transitional housing when located near higher intensity uses or provide for redevelopment/infill housing opportunities when located in proper locations. Considering this, duplex and townhome uses may be appropriate in some locations within the Residential land use district.</p>

DESIGNATION	LAND USE DESCRIPTION – SAND SPRINGS 2030 LAND USE MASTER PLAN
<p><b>Transitional</b></p>	<p>This designation represents a transition zone from single-family residential development to non-residential development. Typical uses found in the transitional use zone include attached housing (e.g. duplexes, apartments, townhouses) and office uses. This district would not be suitable for multiple story office buildings if adjacent to single-family neighborhoods. Office areas within this district would include planned office complexes and single use office facilities. Additionally, some commercial uses might be deemed acceptable in transitional districts should the uses be found compatible and of low impact to adjacent properties.</p> <p>Transitional zones generally act as a buffer between higher intensity uses such as commercial and lower intensity uses such as single-family residential. Additionally, there is normally a connection to an arterial street from the Transitional District. Transitional Districts can also be integrated with planned unit developments as part of a larger neighborhood master plan.</p>

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Exhibit 5

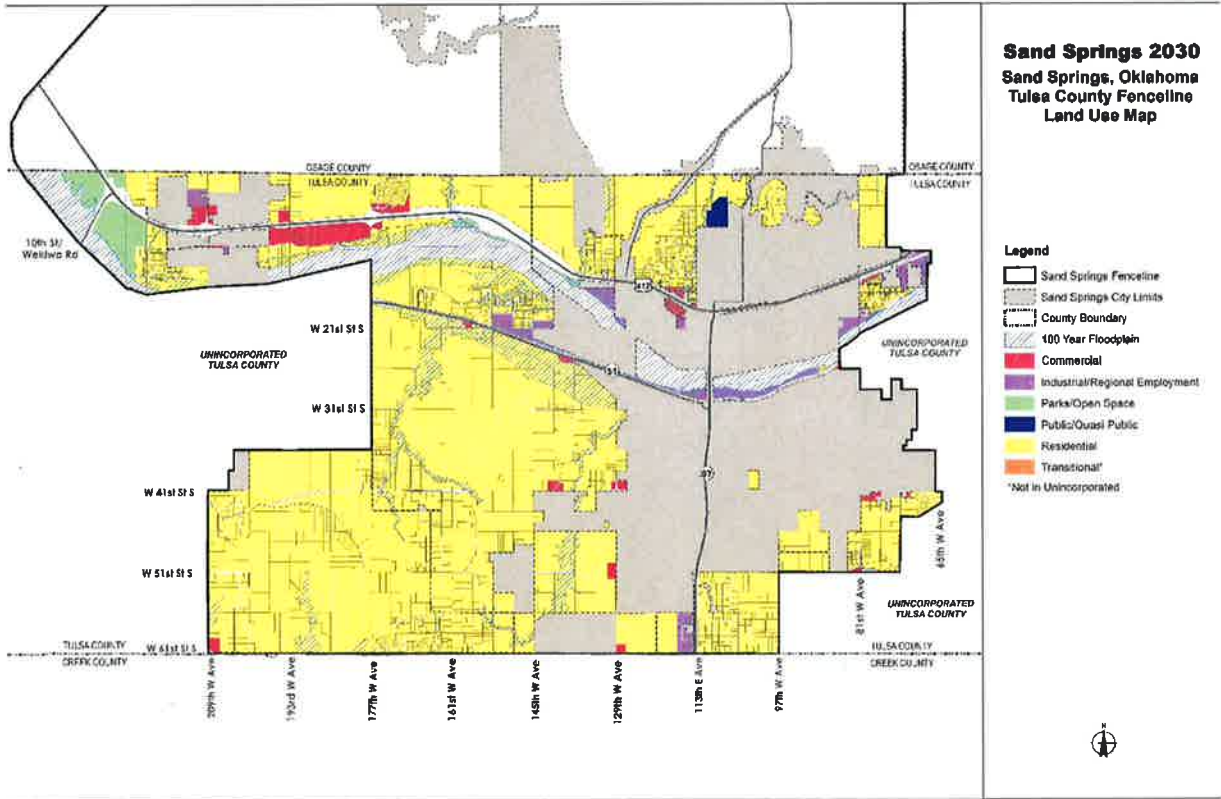


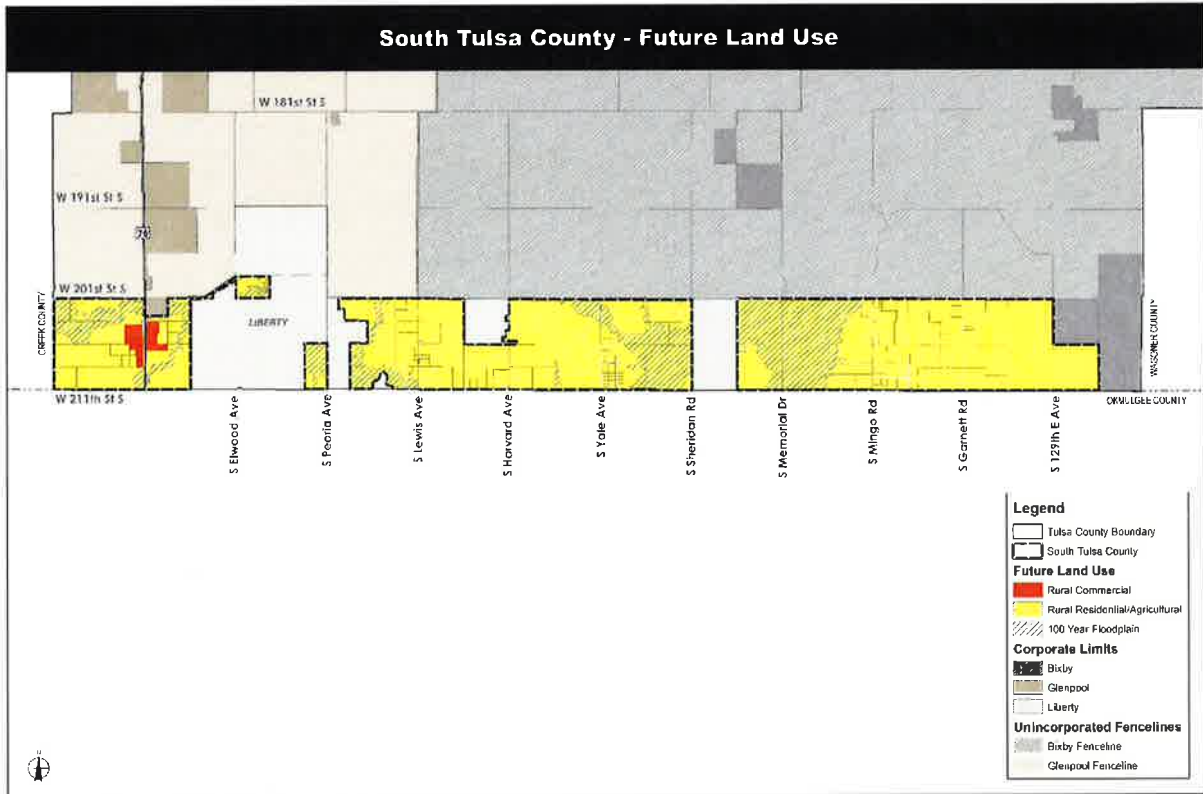


Exhibit 6

## Tulsa County Land Use Designations

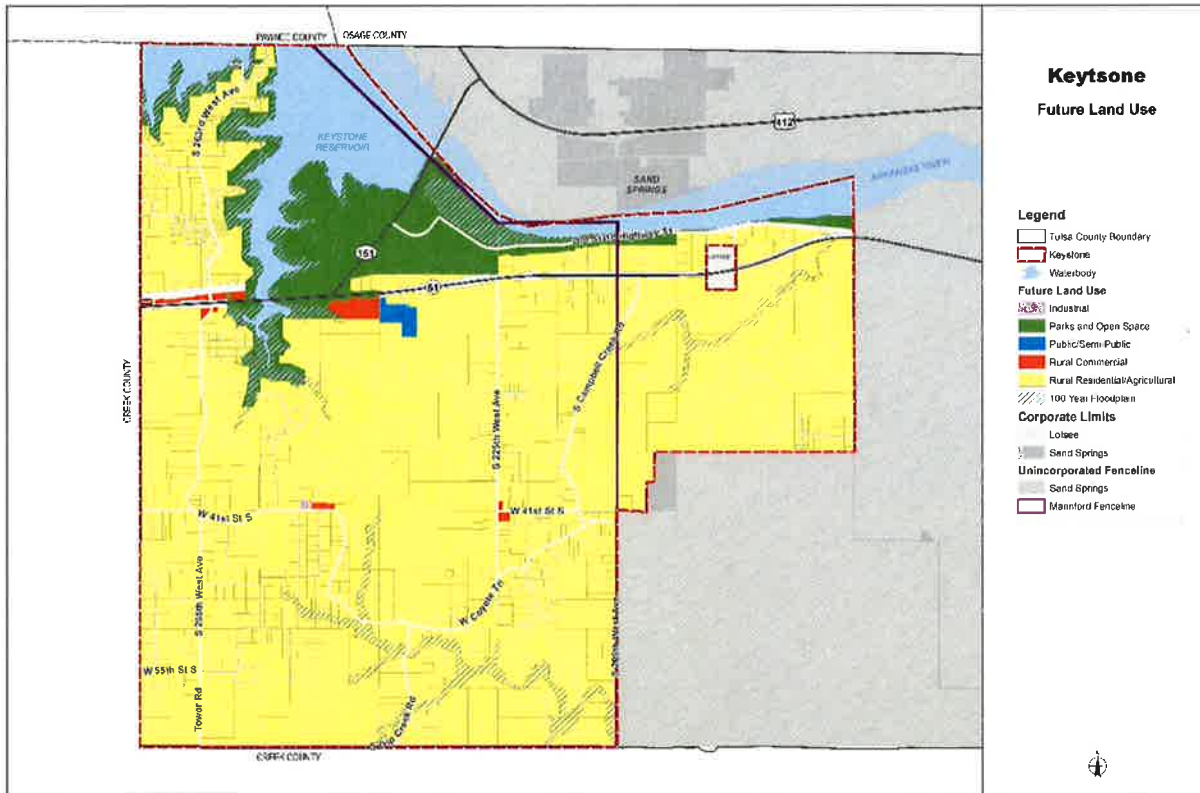
Color	Land Use Designation
	<p style="text-align: center;"><b>RURAL RESIDENTIAL/AGRICULTURAL:</b></p> <p>Land that is sparsely occupied and used primarily for farmland, agricultural uses, and single-family homes on large lots. Residential lots generally range from one-half acre or greater and may use on-site services where public utilities are not available.</p>
	<p style="text-align: center;"><b>RURAL COMMERCIAL:</b></p> <p>This designation provides for a mix of retail and service uses that are typically needed by residents in rural areas and surrounding agricultural operations. Developments in Rural Commercial designated areas may include a mix of uses, recognizing that separation of uses is not practical in a rural setting.</p>
	<p style="text-align: center;"><b>PARKS AND OPEN SPACE:</b></p> <p>Land or water areas generally free from development. They are used primarily for park and recreation purposes but may also indicate open spaces reserved for natural resource conservation.</p>
	<p style="text-align: center;"><b>PUBLIC / SEMI-PUBLIC:</b></p> <p>This designation includes uses that are educational, governmental, or institutional in nature.</p>
	<p style="text-align: center;"><b>INDUSTRIAL</b></p> <p>This land use category is designed to accommodate industrial uses as well as wholesaling, warehousing, and distribution facilities, which tend to require large buildings and generate more large-truck traffic than other types of land uses.</p>

Exhibit 7



1.15

Exhibit 8



1.16