



Tulsa Metropolitan Area  
Planning Commission

**Case Number:** Z-7608

**Hearing Date:** June 2, 2021

**Case Report Prepared by:**

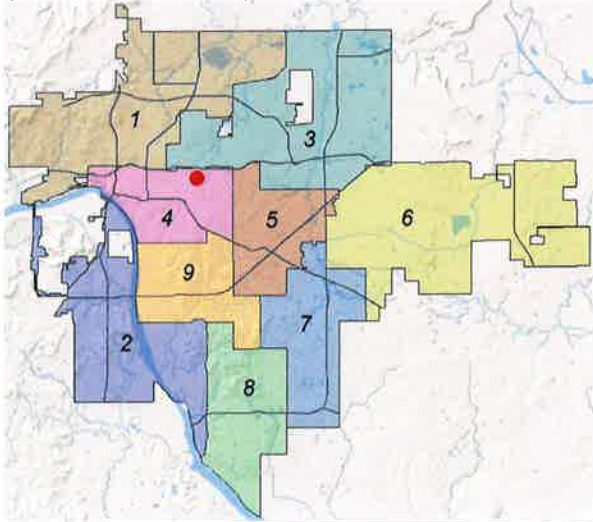
Dwayne Wilkerson

**Owner and Applicant Information:**

*Applicant:* Matthew Patrick

*Property Owner:* University United Methodist Church

**Location Map:**  
**(shown with City Council Districts)**



**Applicant Proposal:**

*Present Use:* Church

*Proposed Use:* Church, Office Space, & Coffee Shop

*Concept summary:* Expand allowable uses for existing religious assembly building and surrounding property.

*Tract Size:* 2.56 ± acres

*Location:* Northwest corner & Southwest corner of East 4th Place South & South College Avenue

**Zoning:**

*Existing Zoning:* RM-2

*Proposed Zoning:* OMH with an optional development plan

**Comprehensive Plan:**

*Land Use Map:* Regional Center

*Stability and Growth Map:* Area of Growth

**Staff Recommendation:**

**Staff recommends approval of OMH zoning but only with the development plan outlined in Section II.**

**Staff Data:**

TRS: 9305  
CZM: 37

**City Council District:** 4

*Councilor Name:* Kara Joy McKee

**County Commission District:** 2

*Commissioner Name:* Karen Keith

## SECTION I: Z-7608

### DEVELOPMENT CONCEPT:

University United Methodist Church has adopted a new model of ministry called the "Alternate Income Model," which seeks to increase the amount of revenue and resources available to the church through opening businesses that are community positive and owned and operated by the church. Having more resources will allow the church to have a greater impact on the community and help meet its social needs.

#### Business #1: **Propel Business and Event Center**

Propel Business and Event Center is a commercial office rental and event space rental business. University UMC has a lot of square footage that is not currently utilized due the changing nature of the church. We have decided to repurpose a lot of our open space to commercial offices for community positive businesses and for organizations to host events, both outdoor and indoor.

#### Business #2: **Double Flag Coffee**

Double Flag Coffee will be a drive-thru and walk-up coffee shop located in our west parking lot that will be a state-of-the-art coffee experience. There will be a mobile application that will allow customers to order online, order ahead, and quickly pick up there coffee and other items. The Double Flag name is derived from the two separate flags that make up the hurricane warning flag because we are playing into the hurricane theme of Tulsa University.

### EXHIBITS:

- INCOG Case map
- INCOG Aerial (small scale)
- INCOG Aerial (large scale)
- Tulsa Comprehensive Plan Land Use Map
- Tulsa Comprehensive Plan Areas of Stability and Growth Map
- Applicant Exhibits: None included

### DETAILED STAFF RECOMMENDATION:

The subject tract and properties north, east, and south are within a Regional Center land use designation in the City of Tulsa Comprehensive plan. The OMH zoning request provides a site-specific development plan that expands redevelopment opportunities, and the current zoning code provides predictable results for the surrounding property owners providing supplemental regulations that will continue to help integrate this site into the surrounding neighborhood and,

Uses allowed in the proposed development plan with normal supplemental regulations are consistent with the Regional Center land use designation in the City of Tulsa Comprehensive Plan and,

Uses allowed in the proposed development plan and OMH zoning district along with normal supplemental regulations additional limitations identified in the optional development plan is compatible with the surrounding proximate properties and,

The optional development plan outlined in section II below is consistent with the provisions of the City of Tulsa Zoning Code therefore,

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Staff recommends Approval of Z-7608 to rezone property from RM-2 to OMH with the optional development plan as defined by Section II.

## SECTION II: OPTIONAL DEVELOPMENT PLAN STANDARDS

The Optional Development Plan standards will conform to the provisions of the Tulsa Zoning Code for development in an Office Medium High (OMH) district with its supplemental regulations except as further refined below. The development standards are the same on both parcels except as noted in the sign section as follows. All uses categories, subcategories, specific uses and building types that are not listed in the following permitted use categories are prohibited.

### GENERAL PROVISIONS:

#### Lot and Building Regulations:

Minimum Lot Area	None
Minimum Street Frontage	50 feet
Maximum floor area ratio	2.0
Minimum Street Setbacks	10 feet

Minimum Setbacks from an R district 10 feet

When abutting RM-2 and RS-3 zoned lots, 2 feet of additional building setback is required for each foot of building height above 15 feet.

Maximum Building Coverage	75 % of lot
Maximum Building Height	45 feet

### PERMITTED USE CATEGORIES:

#### GROUP LIVING

- Convent/monastery/novitiate
- Fraternity/Sorority
- Assisted Living Center

#### PUBLIC, CIVIC AND INSTITUTIONAL

- College or University
- Day Care
- Library or Cultural Exhibit
- Parks and Recreation
- Religious Assembly
- School
- Others
- Utilities and Public Service Facility
- Minor

#### COMMERCIAL

- Broadcast or recording studio
- Office
  - Business or professional office
  - Medical, dental or health practitioner office
- Restaurants and Bars
  - Restaurant

Restaurant is only permitted as an accessory use. Use must be located entirely within the principal office building or attached to the building and may not occupy more than 5% of the building's floor area.

- Studio, Artist, or Instructional Service

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## **AGRICULTURAL**

Community Garden  
Farm Market or Community supported garden

## **OTHER**

Drive-in or Drive-through Facility (as a component of an allowed principal use)

## **ARCHITECTURAL DESIGN STANDARDS:**

Integrating this zoning category into the neighborhood is an important consideration for this development plan. The existing structure on the south portion of the site is constructed of stone and masonry and may have historical significance. Efforts to integrate this site into historic preservation efforts are supported by this development plan.

The existing church building illustrated on the pictures may not be removed without a minor amendment process approval at the planning commission.

## **PERMITTED SIGNAGE:**

All signage must be a monument style sign with the following limitations.

1. Monument signs are limited to a maximum height of 8 feet.
2. Monument signs may not exceed 50 square feet of display surface area.
3. One monument sign is allowed on each street frontage with a maximum of 4 signs for the entire development area on the south side of 4<sup>th</sup> Place.
4. Only one monument sign is allowed on the development area on the north side of 4<sup>th</sup> Place.
5. Dynamic display signage is prohibited.

## **Residential Building Types:**

Three or more households on a single lot  
Mixed-use building  
Vertical mixed-use building

## **SECTION III: Supporting Documentation**

### **RELATIONSHIP TO THE COMPREHENSIVE PLAN:**

#### **Staff Summary:**

The subject property currently has a Land Use designation of *Regional Center* and an Area of Stability or Growth designation of *Area of Growth*, as assigned by the Comprehensive Plan in 2010. As the subject area is located just east of Downtown Tulsa and north of TU, it falls within the bounds of the Kendall-Whittier Sector Plan. Adopted in November of 2016, the small area plan attempts to improve existing housing stock and expand housing choices, encourage the revitalization and/or redevelopment of key commercial corridors, increase accessibility to opportunity and support of a healthy neighborhood by collaborating with community groups and other neighborhood stakeholders, reconnect across I-244 and create a multi-modal network, preserve Whittier Square, and revitalize industrial uses.

The plan presented by the applicant(s) touches on two policy recommendations listed in this plan,

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1.4 Work with churches in the neighborhood to anticipate and develop plans related to long-term impacts pertaining to parking, access and egress, and land needs;

1.6 Encourage local institutions to share facilities and maximize the benefits to the community and effectiveness of public resources;

by proposing an idea of what the future of the University Methodist Church and their relationship with both TU and the neighboring community may look like, to include how as well as allow other local institutions to lease their underutilized space in order to offer the community access to additional resources.

In addition to these policy recommendations, the Kendall-Whittier Sector Plan also offers land-use recommendations through its future land use map, which retained the Regional Center land use designation as recommended by the Comprehensive Plan on the subject property and abutting properties to the north, east, and south, but recommended adjusting the designation to Existing Neighborhood on the property abutting to the west, which has since been amended in the Comprehensive Plan.

A Regional Center land use designation recognizes opportunities to attract workers and visitors from around the region and offer varying amenities. OMH zoning with a development plan allows uses and other development opportunities that are consistent with that vision. This development plan provides design considerations that help mitigate potential adverse impact of a Regional Center abutting an Existing Neighborhood.

#### Land Use Vision:

##### *Land Use Plan map designation: Regional Center*

Regional Centers are mid-rise mixed-use areas for large-scale employment, retail, and civic or educational uses. These areas attract workers and visitors from around the region and are key transit hubs; station areas can include housing, retail, entertainment, and other amenities. Automobile parking is provided on-street and in shared lots. Most Regional Centers include a parking management district.

##### *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:* The abutting streets are residential streets and are not identified on the major street and highway plan.

*Trail System Master Plan Considerations:* None

Small Area Plan: Kendall-Whittier Sector Plan (Adopted November 2016)

Special District Considerations: None except for the recommendations included in the Kendall-Whittier Sector Plan.

Historic Preservation Overlay: None

DESCRIPTION OF EXISTING CONDITIONS:

*Staff Summary: The zoning request is for two parcels. The parcel on the north side of East 4<sup>th</sup> Street is open space with a butterfly garden and small gazebo area. The parcel on the south side of 4<sup>th</sup> is the larger parcel and is occupied by surface parking and the original church building with classroom space on 3 floors and a playground area.*

*View of the north parcel from the intersection of South College Avenue at East 4<sup>th</sup> Street looking northwest:*





*View of south parcel from the intersection of South College Avenue at East 5<sup>th</sup> Street looking northwest:*



*View of southern parcel from the intersection of South Evanston Avenue at East 5<sup>th</sup> Street looking northeast:*



*View of southern parcel from the intersection of South College Avenue at East 4<sup>th</sup> Street looking southwest:*



Environmental Considerations: None

Streets:

<u>Exist. Access</u>	<u>MSHP Design</u>	<u>MSHP R/W</u>	<u>Exist. # Lanes</u>
East 4 <sup>th</sup> Place South	None	50 feet	2
South College Avenue	None	50 feet	2
East 5 <sup>th</sup> Place South	None	50 feet	2
South Evanston Avenue	None	50 feet	2

Utilities:

The subject tract has municipal water and sewer available.

Surrounding Properties:

<b>Location</b>	<b>Existing Zoning</b>	<b>Existing Land Use Designation</b>	<b>Area of Stability or Growth</b>	<b>Existing Use</b>
North	RS-3 and RM-2	Regional Center	Area of Growth	School
East	RM-2	Regional Center	Area of Growth	University of Tulsa
South	RM-2	Regional Center	Area of Growth	University of Tulsa
West	RM-2	Existing Neighborhood	Area of Stability	University of Tulsa

#### **SECTION IV: Relevant Zoning History**

**ZONING ORDINANCE:** Ordinance number 11815 dated June 26, 1970 established zoning for the subject property.

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### ***Subject Property:***

**BOA-21993 November 2015:** The Board of Adjustment **approved** a *Special Exception* to allow a University Use (Use Unit 5) in the RM-2 district and a *Variance* of the site size from 1 acre to 21,600 square feet, subject to conceptual plan 16.12 for the type of use on the subject property, finding that the adjoining or nearby property that is used as university property is substantially in excess of one acre, on property located at the northwest corner of East 4<sup>th</sup> Place and South College Avenue.

**BOA-09106 July 1976:** The Board of Adjustment **approved** an *Exception* to use property for church and University purposes and related off-street parking, subject to no access being provided to Evanston and 4<sup>th</sup> Place on the north 140' of the western boundary line and the west 140' of the northern boundary line in an RM-2 district, on property located at 4<sup>th</sup> Place between Evanston and College Avenue.

**BOA-02794 February 1956:** The Board of Adjustment **granted** the University Methodist Church permission to use the W. 35' of Lots 7 & 8, Block 3 for the Wesley Youth Center, on property located at W. 35' of Lots 7 & 8, Block 3, College Addition.

**BOA-00851 July 1930:** The Board of Adjustment **granted** a permit for a building with the understanding that the unit that is first built be a complete unit, and the Building Inspector be instructed to prevent any roof going on the building except as a complete unit and providing a setback line of 15' on College, on property located at University M.E. Church College Addition.

### ***Surrounding Property:***

**BOA-20665 April 2008:** The Board of Adjustment **approved** a *Special Exception* to permit a university facility and accessory uses (Use Unit 5) in an RM-2 district, a *Variance* of the maximum building height in an RM-2 district from 35' to 86', and a *Special Exception* to permit required parking on a lot other than the one containing the principal use, subject to the narrative on pages 2.8, 2.9, and 2.10 and Exhibits C, D1, D2, and E of the agenda packet, finding this is part of the Master Plan and this approval would not harm the area, on property located at west side of South Gary Place between East 5<sup>th</sup> Place and East 8<sup>th</sup> Street.

**BOA-20383 November 2006:** The Board of Adjustment **approved** a *Special Exception* to permit University Use (Use Unit 5) in an RM-2 district and a *Variance* of the required 50' setback for an accessory parking area from the centerline of an abutting street, per plan and elevations submitted, subject to applicant exhibits A, B, C, and D, on property located southwest of the intersection of East 5<sup>th</sup> Street and South Florence Avenue.

**BOA-20287 June 2006:** The Board of Adjustment **approved** a *Special Exception* to permit parking accessory to a University (Use Unit 5) in an RM-2 district, a *Variance* of the required setback of a parking area from the centerlines of East 4<sup>th</sup> Place (from 50' to 30'), per plan submitted, on property located on the north side of East 4<sup>th</sup> Place between South College Avenue and South Florence Avenue.

**BOA-17345 April 1996:** The Board of Adjustment **approved** a *Special Exception* to permit a school for preschool children, ages three and four and for kindergarten through eighth grade in an RS-3 zoned district, a *Variance* to reduce the required building front yard on South College Avenue from 25' to 10' from the property line for a part of the building and from 2' to 15' from the property line for a part of the building, a *Variance* to reduce the required north side yard

from 25' to 12', a *Variance* to reduce the required landscaped area abutting South College Avenue and South Evanston Avenue from 5' to 0' for a part of the street frontages, per plan submitted, finding the request is in compliance with the University of Tulsa's Master Plan, on property located between South College Avenue and South Evanston Avenue and between East 3<sup>rd</sup> Street and East 4<sup>th</sup> Place.

**BOA-17171 September 1995:** The Board of Adjustment **approved** a *Special Exception* to permit a university housing facility under Use Unit 2 in an RS-3 zoned district, a *Variance* of the required setback from East 4<sup>th</sup> Place from 25' to 19' for one building, a *Variance* of the required setback from South Evanston from 25' to 20' for one building, a *Variance* of the maximum building height from 35' to 41', a *Variance* to permit required off-street parking to be on a lot other than the lot containing the principal use, a *Variance* to permit unenclosed parking areas to be less than 50' from the centerline of abutting streets, and a *Variance* of the required landscaped area abutting East 3<sup>rd</sup> Street from 5' to 0' at one point, per plan submitted, subject to the execution of a tie contract on the lot containing the apartments and the parking lot, finding that the use was included as a part of the adopted TU Master Plan, on property located at East 3<sup>rd</sup> Street to 4<sup>th</sup> Place and South Delaware to South Evanston.

**BOA-11509 June 1981:** The Board of Adjustment **approved** an *Exception* to operate a bakery as a home occupation in an RS-3 District, for a period of 2 years, to run with this owner only and during which, no sales can be conducted directly out of the house and limited to advertising of the use, but no address in the advertising, on property located at 318 South College Avenue.

**BOA-10930 March 1980:** The Board of Adjustment **approved** an *Exception* to use property for Church and related off-street parking, a *Variance* of the minimum lot and area of one acre and minimum lot width of 100' for a church structure, a *Variance* of the parking requirements not on the same lot as the use, per plot plan submitted, on property located at 411 South Evanston Avenue.

**BOA-10503 June 1979:** The Board of Adjustment **approved** an *Exception* to use property for educational purposes and related off-street parking and a *Variance* of the onsite parking requirements, on property located at 600 South College Avenue.

**BOA-09440 April 1977:** The Board of Adjustment **granted** an *Exception* to use property for educational purposes and related off-street parking permit and a *Variance* of the requirements of parking spaces on the same lot as the use, with the understanding that no request was made for waiver of any other requirements including screening, in an RM-2 district, on property located at 2119 East 5<sup>th</sup> Place.

**BOA-09313 December 1976:** The Board of Adjustment **approved** an *Exception* to use property for educational purposes and related off-street parking and a *Variance* of the parking space requirements on the same lot as the use, on property located at 2817 East 4<sup>th</sup> Place, 2815 East 5<sup>th</sup> Street, 805 South College, and 3012 East 8<sup>th</sup> Street.

**BOA-08827 November 1975:** The Board of Adjustment **approved** an *Exception* to use property for campus ministry center per plot plan in an RS-3 District, on property located at 332 South College Avenue.

**BOA-08708 August 1975:** The Board of Adjustment **approved** an *Exception* to use property for educational, cultural, and recreational uses and a *Variance* of required parking spaces on same lot of use, on property located Lot 4, Block 4; Lot 7, Block 2; Lot 6 & 10, Block 25; Lot 12, Block 15 College Addition.

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**BOA-07800 March 1973:** The Board of Adjustment **approved** an *Exception* to use property for educational, cultural, and recreational uses and related off-street parking for the University of Tulsa and a *Variance* of the onsite parking requirements in RS-3, RM-2, OL, and CH districts, on property located at 600 South College Avenue.

**BOA-07005 May 1971:** The Board of Adjustment **approved** an *Exception* to permit the erection of a building for University Law School and related off-street parking, on property located at 3119 East 5<sup>th</sup> Street.

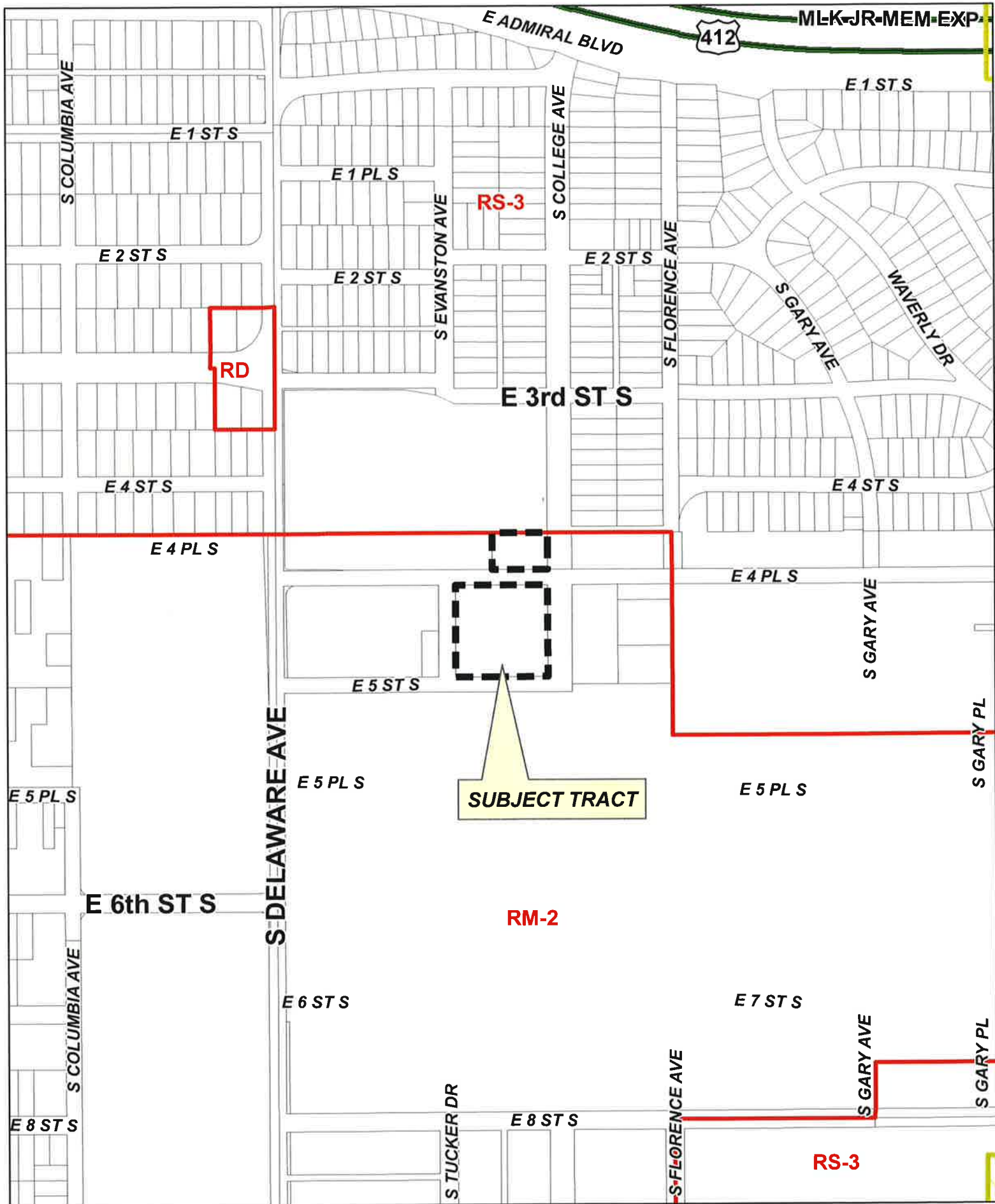
**BOA-04388 June 1964:** The Board of Adjustment **granted** a *request for permission* to establish a Student Center for the Tulsa University Students in a U-2-B District, on property located on Lot 11, Block 2, College Addition.

**BOA-04047 April 1963:** The Board of Adjustment **granted** a *request for permission* to erect a building on the 10' building line in a U-2-B District, on property located on Lots 5 & 6, Block 4, College Addition.

**BOA-03656 May 1961:** The Board of Adjustment **granted** a *request for permission* to erect a Student Center for church in a U-2-B District, on property located on Lots 5 & 6, Block 4, College Addition.

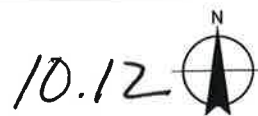
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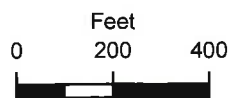


19-13 05

**Z-7608**  
**with Optional**  
**Development Plan**







Subject  
Tract

19-13 05

**Z-7608**  
**with Optional**  
**Development Plan**

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

Aerial Photo Date: February 2018







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Feet



Subject  
Tract

19-13 05

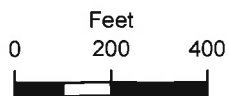
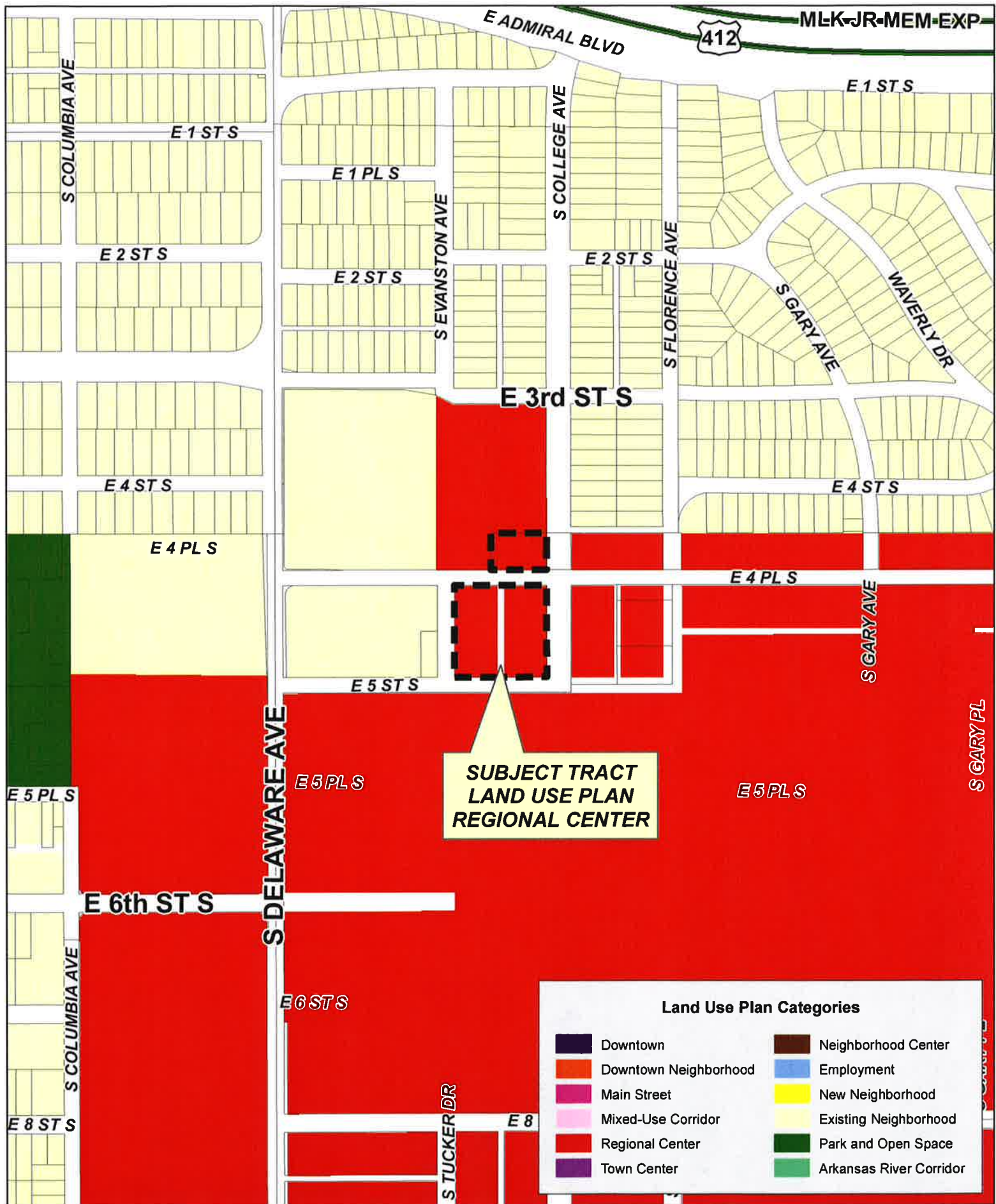
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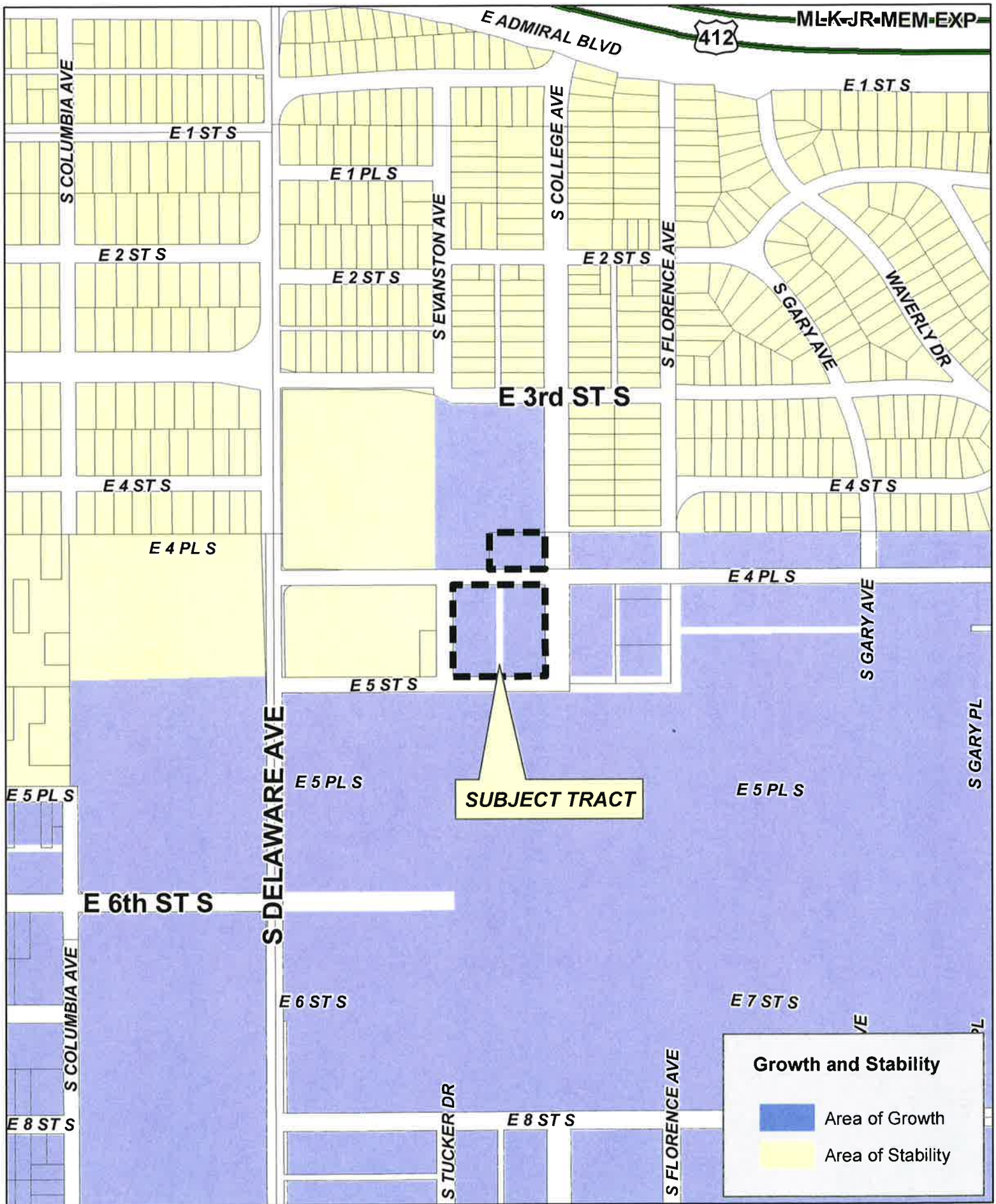




19-13 05

**Z-7608**  
**with Optional**  
**Development Plan**





**Z-7608**  
**with Optional**  
**Development Plan**

19-13 05

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