



**Tulsa Metropolitan Area
Planning Commission**

Z-7760 Staff Report

Hearing Date: March 6, 2024
Prepared by: Nathan Foster
nathanfoster@cityoftulsa.org
918-596-7609

Owner and Applicant Information

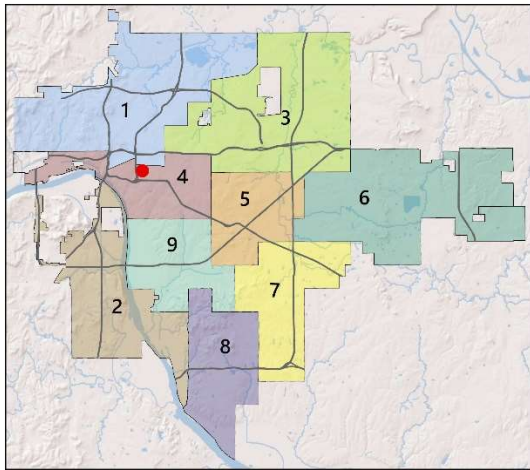
Applicant: Tulsa City Council
Property Owner: City of Tulsa

Property Location

Southwest corner of East 11th Street South and South Peoria Avenue
Tract Size: ±3.54 acres

Location within the City of Tulsa

(shown with City Council districts)



Elected Representatives

City Council: District 4, Laura Bellis
County Commission: District 2, Karen Keith

Public Notice Required

Newspaper Notice – min. 20 days in advance
Mailed Notice to 300’ radius – min. 20 days in advance
Posted Signs – min. 20 days in advance

Preservation Commission Recommendation

The Tulsa Preservation Commission recommended approval.

Staff Recommendation

Staff recommends approval.

Request Summary

Rezone subject property from RS-3 and Route 66 Overlay to RS-3, Route 66 Overlay, and HP to include Tracy Park in the Tracy Park Historic Preservation Overlay District.

Zoning

Existing Zoning: Residential Single-family 3 (RS-3)
Existing Overlays: Route 66 Overlay
Proposed Zoning: Residential Single-family 3 (RS-3)
Proposed Overlays: Route 66 Overlay, Historic Preservation Overlay (HP)

Use

Current Use: City Park
Proposed Use: City Park

Comprehensive Plan Considerations

Land Use

Land Use Plan: Park & Open Space
Small Area Plans: None
Development Era: Streetcar

Transportation

Major Street & Highway Plan: Urban Arterial/Multi-Modal Corridor, Urban Arterial/Main Street, & Freeway
planitulsa Street Type: Multi-Modal Corridor & Main Street
Transit: TOD Area & BRT Route

Existing Bike/Ped Facilities: Bike Lanes, Sidewalks, Crosswalks, & Midland Valley Trail
Planned Bike/Ped Facilities: Bike Lane

Environment

Flood Area: City of Tulsa Regulatory Floodplain
Tree Canopy Coverage: 0-10%
Parks & Open Space: Tracy Park & Oaklawn Cemetery

Detailed Staff Recommendation

The proposal is to rezone the subject property from RS-3 and Route 66 Overlay to RS-3, Route 66 Overlay, and Historic Preservation (HP) Overlay to include the property in the Tracy Park HP Overlay District. The HP zoning map amendment was initiated by the Tulsa City Council on December 13, 2023. The Tulsa Preservation Commission recommended approval of the HP zoning map amendment on January 25, 2024. A detailed report with the preservation commission recommendation is attached.

HP overlays are one of several types of overlay districts established by the Tulsa Zoning Code. Within HP overlays, an HP Permit is required for most exterior work to a building, structure, or lot. The Tulsa Preservation Commission reviews applications for HP Permits based on the Unified Design Guidelines, which provide guidance on the treatment of properties in HP overlays.

The Tracy Park HP Overlay District was adopted and became effective January 4, 2023. Tracy Park was excluded from the overlay at that time, and the city council requested staff to consider amendments to the Unified Design Guidelines that would address projects within city parks and then bring forward a new proposal for the park. Amendments to the non-residential guidelines and related zoning code amendments were approved by the city council and became effective February 6, 2024. This HP zoning map amendment is the next step in that process.

The proposed HP zoning map amendment is consistent with the land use designation for the property and the character of the property and surrounding area, as Tracy Park is a 105-year-old park on the northern end of a historic neighborhood. As described in the preservation commission’s recommendation, the HP zoning map amendment allows for the implementation of multiple goals and policies of the comprehensive plan. The HP zoning map amendment is consistent with the zoning code’s general purposes (Section 1.050), the stated purposes and intents of HP Overlays (Section 20.020-A), and the HP zoning approval criteria (Section 70.060-J).

With consideration given to the factors listed herein, staff recommends **approval** of the application.

Comprehensive Plan Considerations

Land Use Plan

The subject property is designated as Park and Open Space by the comprehensive plan. Park and Open Space includes parks, trails, public sports complexes, country clubs, stormwater facilities, forests, and cemeteries. While these individual uses differ greatly, the general goal of this designation is to ensure these areas remain in their current undeveloped state, and that new development in near proximity does not encroach in ways that undermine the purpose of the property. Active parks and open space should be further activated by development that faces these uses.

Surrounding Properties:

<i>Location</i>	<i>Existing Zoning/Overlay</i>	<i>Existing Land Use Designation</i>	<i>Existing Use</i>
North	MPD-FBC1/RT66 Overlay/NIO	Park and Open Space	Cemetery
East	MX1-P-U/RT66 Overlay/NIO	Multiple Use	Restaurant/Retail/Residential
South	RS-3/RT66 Overlay/HP Overlay CH	Neighborhood Multiple Use	Residential Vacant
West	CH/NIO	N/A	Highway right-of-way

Small Area Plans

The subject property is not within a small area plan.

Development Era

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

Transportation

Major Street & Highway Plan: East 11th Street is classified as an Urban Arterial and Multi-Modal Corridor, and Peoria Avenue is classified as an Urban Arterial and Main Street. Both street classifications require a minimum right-of-way width of 70 feet. Highway 75 is classified as a Freeway.

Comprehensive Plan Street Designation: East 11th Street is designated as a Multi-Modal Corridor. 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.

Peoria Avenue is designated as a Main Street. Main Streets are the streets whose land uses have maintained their historic or urban characteristics. Buildings have minimal setbacks, pedestrian infrastructure is safe and comfortable, and many buildings have a mix of uses, whether multiple storefronts, or a combination of retail and residential on different floors of the building. On-street parking, bicycle lanes, pedestrian islands, and curb extensions are used to slow traffic to a speed that is safe for pedestrians and cyclists. These streets are prime candidates for economic development and community development investment efforts.

Transit: The Peoria Aero BRT and the Route 66 Aero BRT alignments connect at the northeast corner of the subject property, and an Aero covered BRT stop is located on the east end of the property. The comprehensive plan showed both alignments as areas in which transit-oriented development should be encouraged to make getting around without an automobile more feasible.

Existing Bike/Ped Facilities: Bike lanes run along both sides of 11th Street on the north side of the property, and sidewalks are present around the perimeter of the lot. There are designated crosswalks at the intersection between 11th Street and Peoria Avenue and mid-block across 11th Street. The Midland Valley Trail runs north and south just to the west of the subject property between Norfolk Avenue and Highway 75.

Planned Bike/Ped Facilities: The GO Plan recommends a bike lane along Peoria Avenue.

Arterial Traffic per Lane: The segment of East 11th Street on the north side of the subject property has a high level of congestion with a count of more than 7,500 Average Annual Daily Traffic (AADT) per lane. The segment of Peoria Avenue on the east side of the subject property has a medium level of congestion with a count between 5,000 and 7,500 AADT per lane.

Environmental Considerations

Flood Area: The Tulsa Regulatory Floodplain runs along the northern and eastern edges of the subject property.

Tree Canopy Coverage: Tree canopy in the area is less than 10%. For areas on the map with this level of coverage, preserving the limited existing canopy should be encouraged, as well as measures to increase the canopy through landscaping. Street-lining trees in particular should be encouraged to spread the benefit of the tree canopy to the pedestrian realm.

Parks & Open Space: The subject property is Tracy Park, a public park. Oaklawn Cemetery is located to the north of Tracy Park across 11th Street.

Zoning History

Ordinance 11814, dated June 26, 1970, established zoning for the subject property.

Exhibits

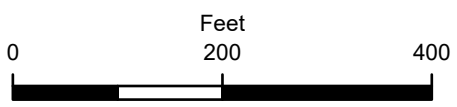
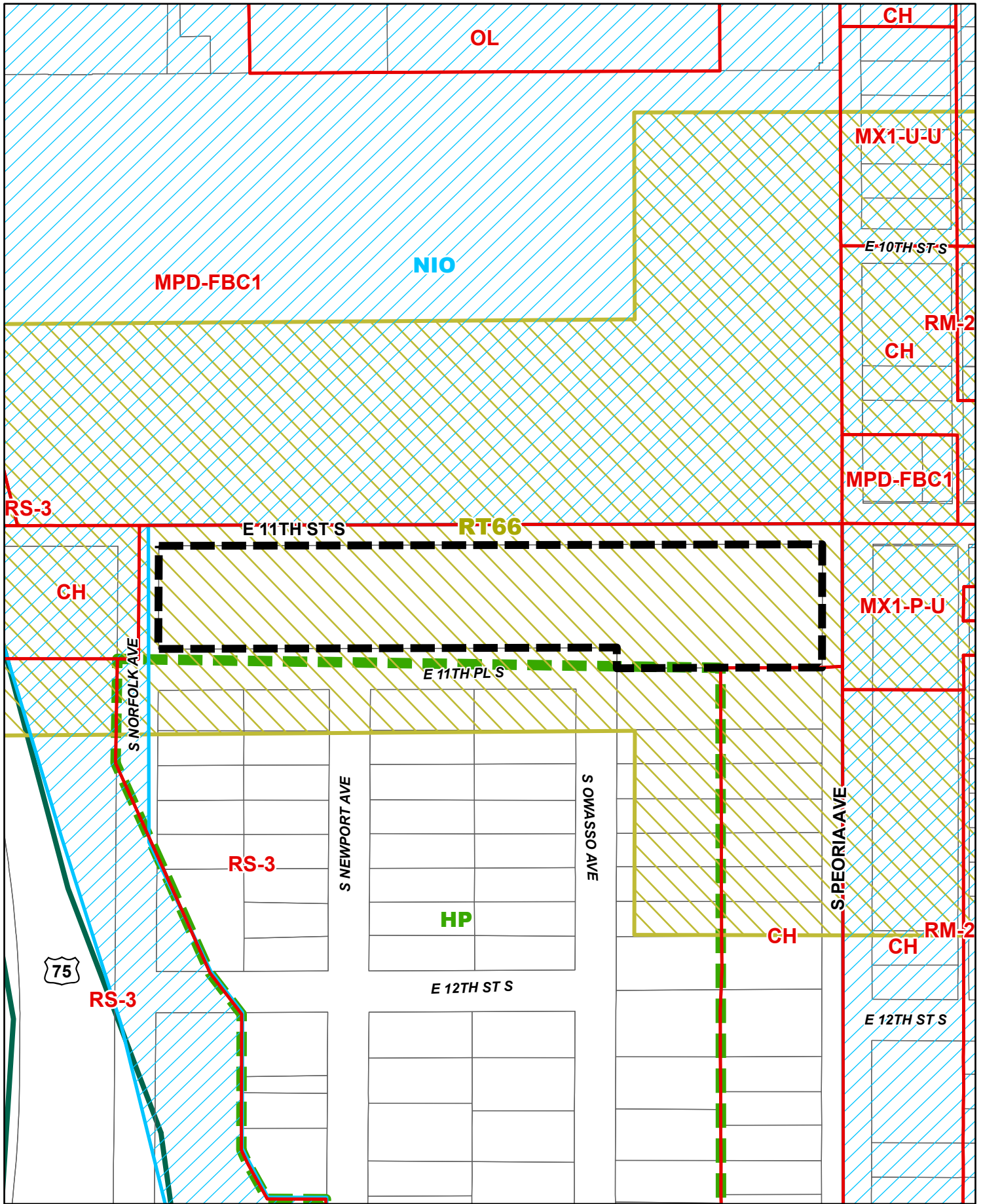
Case map

Aerial (small scale)

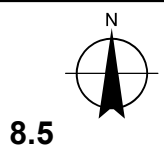
Aerial (large scale)

Tulsa Comprehensive Plan Land Use Map

Tulsa Preservation Commission report with recommendation



Z-7760





E 11TH ST S

E 10TH ST S

S NORFOLK AVE

E 11TH PL S

S NEWPORT AVE

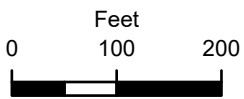
S OWASSO AVE

S PEORIA AVE

75

E 12TH ST S

E 12TH ST S

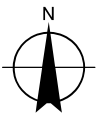


Subject Tract

Z-7760









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

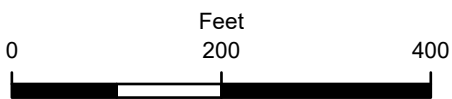
Aerial Photo Date: 2021



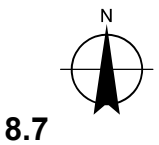
8.6

Land Use Plan Categories

- | | | | |
|---|-------------------------|---|---------------------|
|  | Arkansas River Corridor |  | Multiple Use |
|  | Downtown |  | Neighborhood |
|  | Employment |  | Park and Open Space |
|  | Local Center |  | Regional Center |



Z-7760





TULSA PRESERVATION COMMISSION

Tracy Park Historic Preservation Overlay
Report and Recommendation

Felicity Good, fgood@cityoftulsa.org, 918-596-7602

HISTORIC PRESERVATION ZONING MAP AMENDMENT

DISTRICT: TRACY PARK HISTORIC PRESERVATION OVERLAY

LOCATION: SOUTHWEST CORNER OF EAST 11TH STREET SOUTH AND SOUTH PEORIA AVENUE

LEGAL DESCRIPTION: TRACY PARK AND PART OF VACATED 11TH PLACE BEGINNING AT THE SOUTHEAST CORNER OF TRACY PARK, THENCE SOUTH 30 FEET, THENCE WEST 300.3 FEET, THENCE NORTH 30 FEET, THENCE EAST 300.3 FEET TO THE POINT OF BEGINNING, IN RIDGEWOOD ADDITION TO THE CITY OF TULSA, TULSA COUNTY, STATE OF OKLAHOMA, ACCORDING TO THE RECORDED PLAT THEREOF

APPLICANT: TULSA CITY COUNCIL

NATIONAL REGISTER LISTING: 1982

A. CASE ITEM FOR CONSIDERATION

1. HISTORIC PRESERVATION ZONING MAP AMENDMENT TO SUPPLEMENTALLY REZONE A PROPERTY TO HISTORIC PRESERVATION OVERLAY (DESIGNATED AS HP) IN THE TRACY PARK NEIGHBORHOOD

B. RECOMMENDATION

1. The Tulsa Preservation Commission (TPC) **recommends approval of the adoption of an Historic Preservation Zoning Map Amendment** to supplementally rezone a property (Tracy Park) to Historic Preservation Overlay, designated as HP.
2. The HP Zoning Map Amendment **is consistent** with the Tulsa Zoning Code's general purpose as stated in Section 1.050 and the zoning code's criteria for designation of HP Overlays as stated in Section 70.060-J.

C. PURPOSE OF HP OVERLAYS

Section 20.020-A of the Tulsa Zoning Code describes the purposes and intents of HP Overlays.

20.020-A Purposes

HP, Historic Preservation overlay districts and the other historic preservation-related regulations of this zoning code are intended to:

1. *Promote the educational, cultural, economic and general welfare of the public through the conservation, preservation, protection and regulation of historic resources within the City of Tulsa;*
2. *Safeguard the cultural, social, political and architectural heritage of the city by conserving, preserving and regulating historic preservation districts;*
3. *Conserve, preserve and enhance the environmental quality and economic value of historic preservation districts;*

4. *Strengthen the city's economic base by promotion of conservation and reuse of the city's historic resources; and*
5. *Promote the development of the community in accordance with the comprehensive plan and historic preservation plan.*

D. BACKGROUND AND PUBLIC ENGAGEMENT

There are currently eight (8) Historic Preservation (HP) Overlays in the City of Tulsa, with the last adopted district being the Tracy Park HP Overlay, effective in January 2023. As adopted, the Tracy Park HP Overlay excluded Tracy Park itself because of concerns brought forward by the Parks Department about the standards and approval process for updates to the park. The city council instructed Tulsa Planning Office staff to consider amendments to the Unified Design Guidelines and to return with a new proposal for inclusion of the park in the HP Overlay. Proposed zoning code and design guideline amendments that address work in City parks within HP Overlays were approved by the city council on December 20, 2023, and became effective February 6, 2024.

The city council initiated the HP Zoning Map Amendment to consider adding Tracy Park to the Tracy Park HP Overlay on December 13, 2023. A public informational meeting was held during the regular meeting of the TPC on January 11, 2024. The TPC then recommended approval of the HP Zoning Map Amendment during its regular meeting on January 25, 2024. A notice of both meetings was mailed to the property owner (City of Tulsa and Parks Department, emailed to Tracy Park Neighborhood Association contacts, posted on the website of the Tulsa City Clerk, and posted on the website of the TPC twenty-one (21) days prior to the informational meeting. Tracy Park residents attended the informational meeting, and a representative from the Parks Department was present at both meetings.

E. DESIGN GUIDELINES

The *Rules and Regulations of the Tulsa Preservation Commission* state that the recommendation of the TPC to the Tulsa Metropolitan Area Planning Commission (TMAPC) shall include any recommended design guidelines that will apply within the overlay. Currently, two sets of Unified Design Guidelines—one for residential structures and one for nonresidential and mixed-use structures—apply across all HP Overlays in the City of Tulsa, except for the Council Oak Tree and Stickball Park.

New guidelines that would apply to city parks generally and Tracy Park specifically were included in the proposed amendments to the *Unified Design Guidelines for Non-Residential and Mixed-Use Structures*, which were approved by City Council on December 20, 2023. The guideline amendments for City Parks became effective February 6, 2024.

F. FINDINGS

1. Tulsa Zoning Code & Comprehensive Plan

The proposed HP Zoning Map Amendment to add Tracy Park to the Tracy Park HP Overlay is consistent with the general purposes of the zoning code and with the comprehensive plan, as described in Section 1.050 of the Tulsa Zoning Code:

Section 1.050 Purposes

This zoning code is adopted for the purposes of:

1.050-A Protecting and promoting the public health, safety, and general welfare; and

1.050-B *Implementing the policies and goals of the comprehensive plan and other relevant, officially adopted plans of the city.*

The city's comprehensive plan, planitulsa, designates the property as **Park and Open Space**, which has a general goal to "ensure these areas remain in their current undeveloped state, and that new development in near proximity does not encroach in ways that undermine the purpose of the property." The property is also located in the area of the city developed during the Streetcar Era.

In addition to these designations, policies throughout the comprehensive plan support the establishment of HP overlays to protect the city's historic resources:

- **Future Land Use, Goal 5:** *Tulsa's neighborhoods are recognized for distinct characteristics, and development occurs with sensitivity to local context.*
 - **Strategy 5.2:** *Use Historic Preservation Overlays to ensure changes made in the area are consistent with the historic and architectural characteristics of the neighborhood.*
- **Housing & Neighborhoods, Goal 7:** *Tulsa embraces the preservation of historic homes and neighborhood identity.*
 - **Strategy 7.2:** *Encourage the use of zoning tools, such as overlays, to preserve the scale and character of distinct neighborhoods throughout the city.*
- **Parks & Recreation, Goal 2:** *Park and recreational assets are tailored to the specific needs of the surrounding neighborhoods and communities.*
 - **Strategy 2.4:** *Pursue commemorative donations that reflect the contributions of Tulsans and neighbors of specific parks.*
 - **Action PR 2.4.2:** *Pursue historic designations for sites of significance in parks.*

2. Tulsa Zoning Code, HP Zoning Approval Criteria

The proposed addition to the Tracy Park HP Overlay meets the approval criteria for HP zoning map amendments, as described in Section 70.060-J:

SECTION 70.060-J HP Zoning Approval Criteria

A building, structure, site or area containing buildings, structures or sites that are at least 50 years old, or less with exceptional importance and possessing integrity, may be classified in an HP overlay district if the subject building, structure, site or area meets one or more of the following criteria:

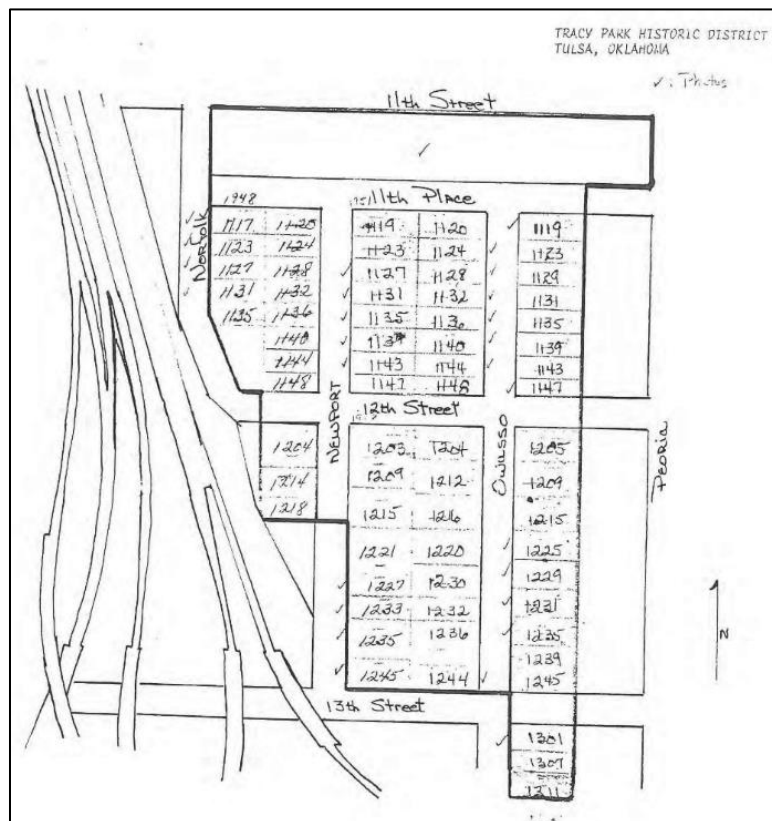
- 1. It has significant character, interest, or value as part of the historical development, history or cultural heritage of the city, state, or nation;*
- 2. It has significance as the site of a historic event in the past of the city, state or nation;*
- 3. It is associated with a person, or group of persons, who played a significant role in the historical development, history or cultural heritage of the city, state, or nation;*
- 4. It is the embodiment of distinguishing characteristics, design, details, materials or craftsmanship which represent a historically significant architectural or engineering innovation, type, style or specimen;*

5. It portrays the environment in an era of history characterized by a distinctive architectural, engineering, or construction style;
6. It represents a significant and distinguishable entity of historical importance whose components may lack individual distinction;
7. It has yielded, or is likely to yield, information important in prehistory or history; or
8. It is listed or meets the criteria for being listed on the National Register of Historic Places.

The proposed HP zoning map amendment meets the criteria in items 1, 3, and 8 above, as Tracy Park is within the boundaries of the Tracy Park Historic District listed in the National Register of Historic Places. The district's historic significance is described in more detail in the following section.

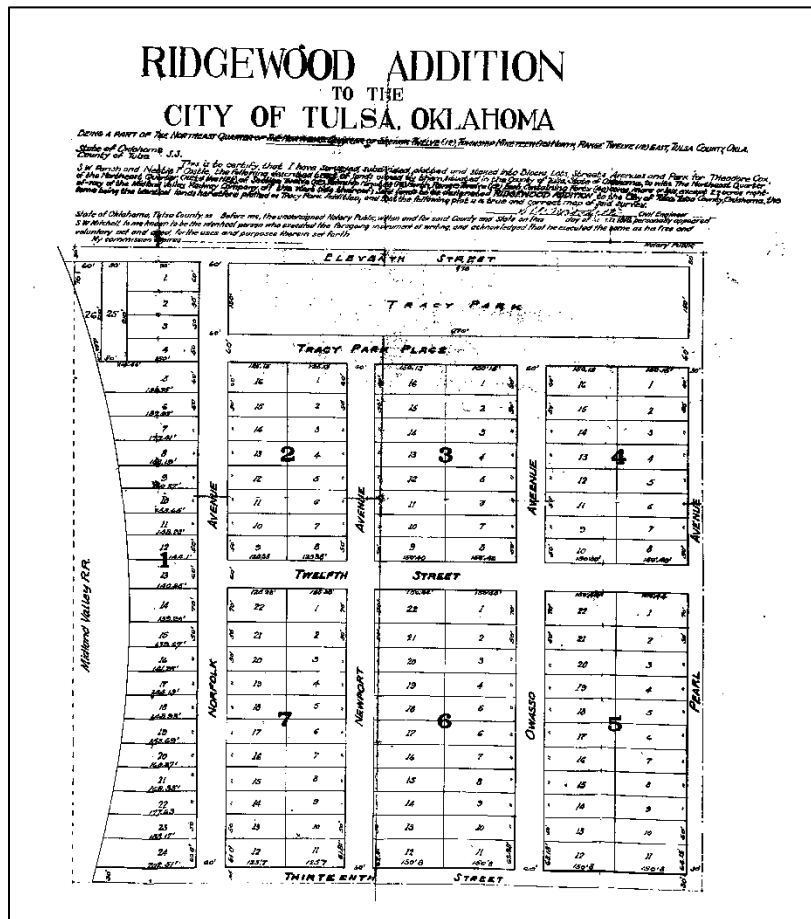
G. HISTORIC SIGNIFICANCE

The Tracy Park Historic District is located just east of downtown Tulsa and is roughly bounded on the south and west by the inner dispersal loop (IDL), on the east by Peoria Avenue, and on the north by East 11th Street South. The Tracy Park Historic District was listed in the National Register of Historic Places in 1982. It was nominated to the National Register at the local level of significance in architecture for its eclectic mix of architectural styles from the 1920s and in community planning as an example of subdivision development in early 20th-century Tulsa. Commercial properties along Peoria Avenue were not included in the district on the National Register of Historic Places or in the Tracy Park HP Overlay District. Tracy Park, a 3.54-acre public park, is in the northern portion of the National Register district.



Tracy Park Historic District, National Register of Historic Places nomination, 1982

The Tracy Park Addition was platted in 1918 and then re-platted as the Ridgewood Addition in 1919 on land purchased from Nola Childers Tracy. Tracy Park itself was included in the 1919 subdivision plat of the neighborhood, and the property has continued its historic use as a park since then. Tennis courts have been present in some form since the 1920s but have been altered and resurfaced over time. Extant historic features at the park include the retaining walls along 11th Street and Norfolk Avenue, the fountain basin, and the circular walkway around the basin.



Plat of Ridgewood Addition, 1919

H. ATTACHMENTS

1. Photographs of Tracy Park
2. Map of boundaries of the HP Map Amendment
3. Notice of TPC meetings sent to property owner



Image 1
View northeast, 1962
Photo courtesy of Mark Sanders



Image 2
View east, July 1978
Photo from the nomination of Tracy Park to the National Register of Historic Places



Image 3
View west, May 2022



Image 4
View west, May 2022



Image 5
View east, May 2022



Image 6
View north, May 2022



Image 7
View west, May 2022



Image 8
View northwest, October 11, 2023



Image 9
View east, October 11, 2023



Image 10
View north, October 11, 2023