



City of Broken Arrow

Minutes

Planning Commission

Robert Goranson Chairman
Jason Coan Vice Chairman
Jaylee Klempa Commissioner
Jonathan Townsend Commissioner
Mindy Payne Commissioner

City of Broken Arrow
220 South 1st Street
Broken Arrow, OK
74012

Thursday, September 25, 2025	5:30 p.m.	Council Chambers
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1. Call to Order

Chairman Robert Goranson called the meeting to order at 5:30 p.m.

2. Roll Call

Present: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

3. Old Business - NONE

4. Consideration of Consent Agenda

- A. 25-1350 Approval of Planning Commission meeting minutes of September 11, 2025
- B. 25-1351 Approval of PT-002389-2025|PR-000234-2023, Conditional Final Plat, The Cottages at Battle Creek East, approximately 20.45 acres, 89 lots, CG (Commercial General)/PUD (Planned Unit Development) 94 to RS-P (Single Family Residential - Preservation)/PUD-94Y via BAZ-2087, located one-quarter mile north of Albany Street (61st Street), one-half mile east of Aspen Avenue (145th E. Avenue)
- C. 25-1359 Approval of LOT-002380-2025, Creek 51 Business Park, 1 lot to 2 lots, 6.86 acres, PUD-204A, located approximately 1/4 mile west of 37th Street (209th Street) and 1/4 mile north of Washington Street (91st Street)

MOTION: A motion was made by Jason Coan, seconded by Jonathan Townsend
Move to Approve Consent Agenda

The motion carried by the following vote:

Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

5. Consideration of Items Removed from Consent Agenda - NONE

6. Public Hearings

- A. 25-1349 Public hearing, consideration, and possible action regarding COMP-002330-2025 (Comprehensive Plan Change), 520 E Washington St, 2.42 acres, Level 3 to Level 4, located on the northwest corner of Washington Street (91st Street) and 9th Street (Lynn Lane Road / 145th E Avenue)

Jose Jimenez, Planner II, presented Item 25-1349, a public hearing on a request to amend the Comprehensive Plan for 2.42 acres at 520 East Washington Street, at the northwest corner of Washington and 9th Street, from Level 3 to Level 4. The change is sought to allow a future rezoning, with the applicant intending to request CN (Commercial Neighborhood) zoning if the amendment is approved. A Level 4 designation supports rezoning to Office Neighborhood, Commercial Neighborhood, or Commercial General districts under the Land Use Intensity System. The property is currently unplatted, with nearby uses including multifamily residential to the north, agricultural land to the east, a single-family and commercial neighborhood to the south, and single-family and agricultural land to the west. The updated zoning ordinance, which took effect on July 1, 2025, provides the applicable zoning framework. The site is not in a FEMA 100-year floodplain, and city water and sewer service are available. The applicant agrees with the proposal and is expected to attend.

Edna Osborne, a resident, addressed the council, expressing frustration that she feels she has little input but hopes code changes may help resolve drainage problems affecting her property. She described longstanding flooding and runoff issues stemming from nearby development, noting that earlier planning had underestimated the water flow in the area. Ms. Osborne argued

that poor grading and drainage have worsened conditions, impacting not only her property but also those of others near Branch Creek. She voiced concern about future commercial development and suggested an alternate entrance to separate her property from the Branch Creek neighborhood.

She also shared her involvement with Faithful Baptist Mission, which helps homeless individuals and veterans, and emphasized her personal commitment as the spouse of a veteran. Osborne further noted that utilities such as sewer, cable, and power lines run across her property, preventing her from using her backyard for nearly two decades. She alleged mistreatment by the Branch Creek neighborhood association president and felt excluded from advocacy efforts.

Commission members clarified that the matter at hand was only a comprehensive plan change from Level 3 to Level 4, not immediate construction, and that any drainage or zoning issues would require further review in future stages. They encouraged her to continue working with the city’s engineering department regarding drainage concerns. Ms. Osborne concluded by reiterating her frustrations but thanked the council for its attention and consideration.

Toby Lynn Robinson raised questions about the types of businesses that could be approved with the zoning change.

During the discussion with Ms. Robinson, commissioners explained that the request was only to change the comprehensive plan from Level 3 to Level 4, which opens the door for certain commercial uses but does not approve any specific business. They noted that most potential uses under the Commercial Neighborhood category include banks, restaurants without drive-throughs, offices, art galleries, museums, and medical offices—business types generally compatible with nearby neighborhoods. Concerns about medical marijuana or liquor stores were raised. Still, staff clarified that dispensaries would require a special permit and are restricted by distance from schools, while liquor stores and bars are not listed as permitted uses in this district. The change essentially aligns the property with the surrounding areas that are already designated Level 4. Staff offered to provide the complete list of allowable uses, and residents expressed relief that the zoning would not bring heavy industrial or disruptive uses.

MOTION: A motion was made by Jaylee Klempa, seconded by Mindy Payne
Move to Approve Item 25-1349 action regarding COMP-002330-2025 (Comprehensive Plan Change), 520 E Washington St, 2.42 acres, Level 3 to Level 4, located on the northwest corner of Washington Street (91st Street) and 9th Street (Lynn Lane Road / 145th E Avenue)

The motion carried by the following vote:

Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

B. 25-1358 Public hearing, consideration, and possible action regarding SP-002329-2025 Cell Tower, 8.16 acres, CH (Commercial Heavy), located at the northwest corner of Kenosha Street (71st Street) and 23rd Street (193rd E. Avenue/County Line Road)

Mackenzie Hackett, Staff Planner, presented Item 25-1358, a request concerning a specific use permit for a 160-foot freestanding cell tower on an 8.16-acre parcel at the northwest corner of Kenosha Street and 23rd Street, where a 106,000-square-foot shopping center currently exists. The tower would be placed at the property’s northwest corner, with access provided by a 30-foot easement through the existing parking lot. While telecommunications towers are permitted in Commercial Heavy zoning, the ordinance limits their height to 120 feet, meaning taller structures require approval from both the Planning Commission and the City Council. The proposed tower exceeds that limit but is designed to host up to six antenna co-locations, more than the minimum required. Based on zoning regulations, the comprehensive plan, and surrounding land uses, staff recommends approval of the permit.

During the discussion, commissioners asked staff whether the proposed 160-foot cell tower, which allows multiple antenna co-locations, would provide any direct financial benefit to the city or community through fees. Staff explained that beyond standard application fees for swapping or adding antennas—which are minimal compared to the city budget—there is no significant financial incentive tied to the number of co-locations. It was noted that clarification on Broken Arrow’s approach was provided, but the explanation was not accepted. The chair then inquired whether the applicant was present.

Greg Farris, representing Tillman Infrastructure and AT&T, confirmed that they are constructing the proposed cell tower for AT&T. They agreed with the staff’s recommendation for approval and offered to present a complete overview or respond to any questions from the commission, depending on the commission’s preference.

Mr. Ferris confirmed that his presentation aligned with the staff’s recommendations. He noted that the tower would be a galvanized monopole rather than a camouflaged design, as “tree”

towers are less effective in the Midwest. Commissioners discussed decommissioning requirements, which mandate removal if a facility is abandoned for more than 18 months and is not supported by a bond. Landscaping and fencing were also addressed, with an eight-foot wood fence and evergreen buffering required; however, staff pointed out that the applicant’s initial drawings lacked full landscaping details.

The tower will be built to host up to six co-locations, exceeding the city’s requirement of four, and could also support microwave dishes. Commissioners raised questions about the tower’s appearance, its height comparison to other towers, and the possibility of conducting visual tests, such as using balloons or photo simulations. However, these are not required by local code. Mr. Ferris explained that AT&T determined the 160-foot height through technical coverage analysis and that Tillman, as a vertical real estate company, prioritizes flexible leasing for carriers.

If approved by the Planning Commission, the item would advance to City Council on October 7. Mr. Ferris explained that federal and state approvals, including environmental and historical clearances, take four to six months, after which soil testing and engineering work would follow. Construction would likely begin within nine to ten months of local approval, provided building permits are issued within the one-year timeframe required by the city.

MOTION: A motion was made by Jonathan Townsend, seconded by Jaylee Klempa
Move to Approve Item 25-1358 action regarding SP-002329-2025 Cell Tower, 8.16 acres, CH (Commercial Heavy), located at the northwest corner of Kenosha Street (71st Street) and 23rd Street (193rd E. Avenue/County Line Road)

The motion carried by the following vote:

Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

C. 25-1360 **Public hearing, consideration, and possible action on a text amendment of the Broken Arrow Zoning Ordinance, specifically adding text to the “Off-Premises Sign” regulations in Section 5-1-5.G4.**

Jose Jimenez, Planner II, presented Item 25-1360, which concerns a proposed text amendment to the Broken Arrow Zoning Ordinance regarding off-premises sign regulations. The City Council previously amended these regulations in August 2025 to prohibit the installation of new billboards, except in limited cases. The latest amendment would create an exception allowing privately owned billboards on city-owned property, provided they are authorized through a valid lease approved by the City Council. Such billboards must meet all requirements for illumination, maintenance, and aesthetics. Although they may exceed normal height and size limits, any exceptions must be defined in the lease or by a council resolution. They must also comply with Oklahoma Department of Transportation standards. Because this is a zoning ordinance change, it requires a recommendation from the Planning Commission before approval by the Council. Staff recommends approval of the amendment.

During the discussion, commissioners sought clarification on whether the City Council had already passed the ordinance or was still under consideration. Staff explained that, although the Council had reviewed it, the city attorney had directed it to the Planning Commission first, so the language was misleading and should have stated “considered” rather than “passed.” It was also requested that clearer formatting be used in the future to distinguish new text from existing ordinance language, which staff agreed to provide.

Commissioners raised questions about how the amendment, which applies to city-owned property, relates to billboards along state highways. Staff explained that billboard placement on state-owned land is permitted directly by ODOT, independent of city approval, and subject to state regulations on lighting and display times. The amendment does not affect private property, as new billboards are already prohibited there; instead, it creates a narrow exception for city-owned land. Commissioners noted this also allows the City Council discretion to approve taller billboards than are usually permitted.

MOTION: A motion was made by Jaylee Klempa, seconded by Jonathan Townsend
Move to Approve Item 25-1360 action on a text amendment of the Broken Arrow Zoning Ordinance, specifically adding text to the “Off-Premises Sign” regulations in Section 5-1-5.G4.

The motion carried by the following vote:

Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

D. 25-1362 **Public hearing, consideration, and possible action regarding COMP-002347-2025 (Comprehensive Plan Change), 7.5 acres, Level 4 to Level 6, located at the southwest corner of Kenosha Street (71st Street) and Oneta Road (241st E. Avenue)**

Mackenzie Hackett, Staff Planner, presented Item 25-1362, a request that seeks to amend the comprehensive plan designation from Level 4 to Level 6 on 7.5 acres at the southwest corner

of Kenosha Street and Oneta Road. The property, currently unplatted, was mostly rezoned from Agricultural to Commercial General in 1980, with the remainder rezoned in early 2024. The applicant is pursuing the change to support a future rezoning from Commercial General to Commercial Heavy. Surrounding uses include vacant land, city-owned utility facilities, a fire station, and retail establishments such as Dollar General to the northwest, as well as unincorporated residential development to the south. The site is outside the 100-year floodplain and has access to city water and sanitary sewer services. Staff recommends COMP-002347-2025 be approved.

Mark Grubbs, the applicant's representative from Grubbs Consulting, stated that they had reviewed the staff report, agreed with its findings, and supported the staff's recommendation for approval. They explained that the primary issue with the current Commercial General zoning is the required 200-foot lot width. The only options to address this are to pursue a Planned Unit Development (PUD) or to rezone to Commercial Heavy. Staff advised against using a PUD in this case and recommended proceeding with the comprehensive plan amendment and Commercial Heavy rezoning instead. The applicant followed that guidance and formally requested approval, noting they were available to answer any questions.

During the discussion, staff clarified that the property had previously come before the commission for a rezoning of a portion from Agricultural to Commercial General, which created the current configuration. It was explained that the small L-shaped portion at the top left of the site had been agricultural before it was rezoned and incorporated into the rest of the property.

Commissioners asked whether improvements were planned for Bushnell Road, near the fire station, where vehicles often slide into a ditch during snow and ice. Mr. Grubbs said that no development was scheduled on that side, as it is used as a stormwater detention pond, but noted that the plan includes enhancing and maintaining it. Access for future growth would be provided from Kenosha Street and Oneta Road. Staff also clarified that a small “panhandle” section shown on the case map is right-of-way and not subject to the comprehensive plan change. Mr. Grubbs confirmed this was consistent with the submitted legal description.

MOTION: A motion was made by Mindy Payne, seconded by Jaylee Klempa
Move to Approve Item 25-1362, action regarding COMP-002347-2025 (Comprehensive Plan Change), 7.5 acres, Level 4 to Level 6, located at the southwest corner of Kenosha Street (71st Street) and Oneta Road (241st E. Avenue)

The motion carried by the following vote:

Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

7. Appeals - NONE

8. General Commission Business

A. 25-1363 Approval of a modification to Section 5.1.a.1 of the Land Subdivision Code for 21141 E. 46th Street, 5 acres, 1 lot to 4 lots, one-half mile south of Dearborn Street (41st Street), one-quarter mile east of 37th Street (209th E. Avenue)

Mackenzie Hackett, Staff Planner, presented Item 25-1363. This request concerns a modification to Section 5.1.A.1 of the land subdivision code for a five-acre parcel at 21141 East 46th Street, located approximately half a mile south of Dearborn Street and a quarter mile east of 37th Street. The property, identified as Lot 8, Block 5 of Sun City 4, is currently zoned Residential Mobile Home.

The applicant has submitted a lot split creating four total lots. The subdivision code typically limits non-exempt lot splits to three lots; however, each proposed lot meets the zoning requirements of 50 feet of frontage and a minimum lot size of 2,000 square feet. Staff recommends approval of the requested variance to allow four lots on this property.

Applicant Dan Glowacki explained that the property has been in his family since it was platted in 1996, when his late mother had intended to subdivide it. It was later annexed after New Tulsa was incorporated into the city of Broken Arrow. He noted that the area has undergone significant changes over the years, pointing out developments such as the nearby Dollar General and McDonald's.

Mr. Glowacki stated that his request is simply for one additional lot split—four lots instead of the usual three. He emphasized that he does not plan to place mobile homes on the lots but intends to build new brick homes for rental, moving real estate investments from Tulsa into this area. His goal is to establish long-term, low-maintenance housing. The commission confirmed the request and thanked him for his comments.

MOTION: A motion was made by Jason Coan, seconded by Jaylee Klempa

Move to Approve Item A.25-1363 a modification to Section 5.1.a.1 of the Land Subdivision Code for 21141 E. 46th Street, 5 acres, 1 lot to 4 lots, one-half mile south of Dearborn Street (41st Street), one-quarter mile east of 37th Street (209th E. Avenue)
The motion carried by the following vote:
Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson

9. Remarks, Inquiries, and Comments by Planning Commission and Staff (No Action)

Commissioners discussed the need for more precise and consistent terminology when handling requests such as variances, amendments, modifications, and waivers. One member noted that confusion often arises because the term “variance” is technically reserved for zoning matters handled by the Board of Adjustment, while other items before the Planning Commission—such as lot splits or fences—are more accurately described as modifications or waivers. Staff agreed that “variance” was not the best term in those cases, even though the commission does have authority to approve exceptions, such as nonconforming fences. Both staff and commissioners emphasized the importance of aligning language in the future so that agenda items and recommendations use the correct terminology, ensuring everyone works with the same definitions.

10. Adjournment

The meeting was adjourned at 6:27 p.m.

MOTION: A motion was made by Robert Goranson, seconded by Mindy Payne
Move to Adjourn

The motion carried by the following vote:
Aye: 5 - Mindy Payne, Jonathan Townsend, Jaylee Klempa, Jason Coan, Robert Goranson