

CHAPTER I 05-15-13 INTRODUCTION TO THE 2030 PLAN

THE PLANNING AREA

The Planning Area for the 2030 Plan includes the incorporated area of the City and the unincorporated areas in Creek County and Tulsa County included within the City's planned growth area referred to as the Annexation Fenceline. The boundaries and configuration of the Planning Area are shown on the Planning Area Map (**Map 1**) at the end of this Chapter. According to the 2010 U.S. Census and INCOG, the Planning Area includes the following:

Sapulpa Planning Area:

- Total Square Mileage 92.8 square miles
- Creek County Part 91.7 square miles
- Tulsa County Part 1.1 square miles

Sapulpa Corporate Limits:

- Total Square Mileage 23.14 square miles
- Creek County Part 22.57 square miles
- Tulsa County Part 0.57 square miles

The Planning Area boundaries encompass the anticipated growth area of the City and it is anticipated that during the Planning Period that as development takes place those areas will be annexed into the City. The City's Annexation Fence line on the north typically coincides with West 61st Street South which is the Creek County and Tulsa County line. In the most northeasterly area the Annexation Fenceline has been extended into Tulsa County to include developed retail and commercial areas and areas anticipated to develop for industrial purposes.

The 2030 Plan for the Annexation Fenceline will be advisory to the respective counties until or unless it is officially adopted by resolution of the Creek County Board of County Commissioners, by the Tulsa Metropolitan Area Planning Commission (TMAPC) and the Tulsa County Board of County Commissioners.

According to the U.S. Census, Sapulpa's City population grew from 19,166 in 2000 to 20,544 or 7.2% in 2010 and is projected to grow to 23,392 or 13.9% from 2010-2030 according to the Oklahoma Department of Commerce (ODEC).

THE HISTORY OF COMPREHENSIVE LAND USE PLANNING IN SAPULPA

The City of Sapulpa's first comprehensive land use plan was dated December, 1964 and is referred to as **The Planning Document for Sapulpa Oklahoma (1964 Plan)**. The 1964 Plan was prepared by The Oklahoma Center of Urban and Regional Studies

through the University of Oklahoma Research Institute. The 1964 Plan was officially adopted by the Sapulpa Metropolitan Area Planning Commission (SMAPC) formed by the City of Sapulpa and Creek County. According to the 1964 Plan:

The planning movement in the United States was born out of the necessity for rearranging space allocated to the various functions within the community. The architect has been concerned with the design and orientation of an individual building on a single site. He has no control over [the] off-site environment. The mixture of architectural forms in the central business district of most cities indicates the difficulty of relating one use to another. In contrast with the architect, the planner is concerned with a larger scale, [being] the integration of the functional areas of the city. His tools are not as precise [as the] blueprints and construction materials and structural forms of the architect and engineer, but rather the more general Master Plan with policy statements for coordinating the development of residential, commercial, industrial and public uses and transportation facilities. Public planning deals with [the] physical environment but planning as a process, as a method of approaching public problems on a **long range, comprehensive, and coordinated** basis is as significant as the plans produced by the process. Therefore, planning should be an approach to dealing with urban problems. The development of the comprehensive Master Plan is one of the important end products.

(Source: 1964 Plan, page 3)

The 1964 Plan received its first major update in June 1971 with the completion of the **Comprehensive Plan: Sapulpa Metropolitan Area and Creek County, Oklahoma (1971 Plan): Part I – The Comprehensive Plan for the Sapulpa Metropolitan Area: and Part II – Supplementary Information - Description of the Comprehensive Plan, Development of the Comprehensive Plan and Implementation of the Comprehensive Plan**. The purpose of the 1971 Plan was stated as follows:

- To bring about orderly, coordinated, physical development of the Sapulpa Metropolitan Area ...in accordance with the present and future needs of the area;
- To conserve the natural resources of the area;
- To insure efficient expenditure of public funds; and
- To promote the health, safety, convenience, prosperity, and general welfare of the people in the area and the state. (1971 Plan, page 2)

In 1988 the 1971 Plan received its second major update called the **Sapulpa Metropolitan Area Comprehensive Plan: 1988-2005 (2005 Plan)** which was adopted by the City Council on March 7, 1988 by Resolution 1606 and by the Creek County Board of County Commissioners on August 8, 1988 by Resolution 1988-44. The **purpose** of the 2005 Plan was stated as follows:

The purpose of the Comprehensive Master Plan is to provide for orderly and coordinated physical growth of Sapulpa's 72 square mile [annexation] fence line, referred to hereinafter as the "planning area". It addresses present and future needs;

encourages orderly growth and protection of natural resources; promotes the general health, safety, and welfare of area citizens, and provides a format that will best utilize public and private funds.

(Source: 2005 Plan, page 1)

In 2011 the City officially launched the current and third major update of the comprehensive land use plan and planning process called **Connecting to the Future: Sapulpa 2030 Comprehensive Plan (2030 Plan)**. The 2030 Plan builds upon the City's strong past planning traditions and serves as the policy guide for the future physical and socio-economic development of the City based on present and future needs. The 2030 Plan is built upon an essential public-private partnership and provides a basis upon which effective, informed and consistent policy decisions may take place in both the public and private sector. As with the 1964 Plan, the 1971 Plan and the 2005 Plan, the 2030 Plan document and process provides public officials and the citizenry with important information about Sapulpa and that portion of Creek County and Tulsa County included within the growth boundaries of the City and Creek County.

Upon adoption of the 2030 Plan the stated goals, policies and objectives for physical development the Planning Area have become policy statements of the directions the City has established as the guide for comprehensive land use planning; the Planning Period for the 2030 Plan has a horizon year of 2030. Coordination of planning and development activities by the City with the respective counties as well as with the public and private sector will result in a more efficient, effective and sustainable community.

AUTHORITY AND JURISDICTION

The enabling authority for the 2030 Plan is Oklahoma State Statutes, Title 19, Section 866.10, which states:

The metropolitan area planning commission [Sapulpa Metropolitan Area Planning Commission - SMAPC] shall prepare, adopt, and from time to time, revise, amend, extend or add to a plan or plans for the development of the metropolitan area. The plan or plans may be published and collectively shall be known as the metropolitan comprehensive plan.

THE PLANNING PROCESS

The Planning Process was developed by the City's Urban Development Department Planning Staff (Planning Staff). The City requested that the Indian Nations Council of Government (INCOG), the local/regional and area-wide planning agency, respond to a detailed scope of services and outline for update of the 2005 Plan. This INCOG response was given final review by the Planning Staff and a formal agreement and scope of services was approved by the City Council.

At the outset of the work program the City Council had initiated a separate strategic planning program, the draft elements of which have also become the platform and

foundation upon which the 2030 Plan has been built. It was decided that INCOG would develop a webpage for publication of the progress of the work, posting of draft documents for public review and comment and posting of an online survey to gather detailed public opinions about the City and elements of the comprehensive plan. The first part of the work program completed by INCOG was a survey and review of past planning documents and reports called “Existing Plans and Programs”; the majority of the materials in that document have been included in the “Sources and Links Consulted” for the 2030 Plan. The second important part of the work program was completion of the online survey discussed in the Preface; the survey remains open with the results tabulated and updated as they are received on the webpage.

Public meetings were planned at key points in the Planning Process initially to review the foundations of the 2030 Plan as established by the strategic planning process by the City Council, then to review the draft goals, policies and objectives of the 2030 Plan, and a final public meeting to review the draft prior to it being presented to the Sapulpa Metropolitan Area Planning Commission (SMAPC) and City Council for adoption. Initially, the contact list for mailings about the public meetings included 67 names, agencies and organizations; press releases about the meetings were also made. The public meetings, webpage and online survey each functioned as a sounding board for the City Staff and INCOG during the planning process.

AREA-WIDE AND REGIONAL PLANNING

Items affecting the growth and development of the City and its Planning Area do not typically respect corporate boundaries. Sapulpa is an active regional planning participant and serves on the Technical Advisory Committee and Transportation Policy Committee of INCOG, as well as on the INCOG Board of Directors, to assure that the maximum of communication and coordination takes place inter-locally. According to the INCOG webpage:

The **Indian Nations Council of Governments (INCOG)** is a voluntary association of local and tribal governments in the Tulsa metropolitan area in northeast Oklahoma. Established in 1967, INCOG is one of 11 Councils of Governments in the State of Oklahoma, and one of several hundred regional planning organizations across the country. INCOG provides planning and coordination services to assist in creating solutions to local and regional challenges in such areas as land use, transportation, community and economic development, environmental quality, public safety, and services for older adults.

The City has been pro-active in calling upon INCOG to assure that any and all outside professional, financial and other resources are available to local residents.

CONFORMANCE TO THE 2030 PLAN

The 2030 Plan is the officially adopted statement of public policy for the physical development of the City and the Planning Area. Land use and development decisions should be made only in accordance with the goals, policies, objectives and standards of the 2030 Plan. Development decisions regarding the physical and built environment include the development of land, provision of public improvements, infrastructure, services and facilities, and the establishment, use, and enforcement of the Zoning Code, Subdivision Regulations, Building Code, and other codes and ordinances. That stated, the 2030 Plan is not cast in stone and as a policy statement is subject to review and revision by the Sapulpa Metropolitan Area Planning Commission (SMAPC) and City Council as development takes place and changes occur during the Planning Period.

ZONING: RELATIONSHIP TO THE 2030 PLAN

The purpose of the Zoning Code is the implementation of the land use policies of the 2030 Plan. Therefore, changes in zoning should only be made in accordance with the 2030 Plan, which provides the long-range general guidance upon which to base such short range zoning decisions. The 2030 Plan plays an important role in assuring that such rezoning decisions are consistent and predictable to the private sector. The 2030 Plan Map is not a zoning map for future land use; however, the rezoning decisions should not contradict the intent or preclude the implementation of the 2030 Plan. The Official Zoning Map can vary from the 2030 Plan Map in that it recognizes decisions made today, whereas the 2030 Plan is a guide to future decisions regarding land use and development. At the time of adoption or amendment of the 2030 Plan, certain uses and their zoning may exist which are not in accordance with the 2030 Plan. However, their existence should not be recognized by planned land use that would also not be in accordance with the overall intent of the 2030 Plan. In cases like this, such zoning should not be expanded, should not serve as a precedent for similar adjacent or abutting zoning and should only be changed to be in accordance with the 2030 Plan.

The City's zoning districts do not duplicate the land use categories of the 2030 Plan but must be reflect the land use policies, goals, and objectives expressed in the intent and general description of each land use category shown on the 2030 Plan future land use map. The statement of compatibility of zoning districts with land use designations is presented in the form of a matrix presented later in the 2030 Plan.

AMENDMENTS TO THE 2030 PLAN

Changing conditions during the Planning Period will make it necessary for the 2030 Plan to be amended during the Planning Period. Such amendments should be based on the following policies:

- It is the official policy of the SMAPC and Sapulpa City Council that whenever a zoning or rezoning application is submitted that is not in accordance with the 2030 Plan, a public hearing should be held to consider such an application a request to amend the 2030 Plan.

- In those cases where an amendment is appears to be required, sufficient data and information necessary to support the application for the amendment must be provided by the applicant with the rezoning application.
- Upon approval of an application to amend the 2030 Plan, the SMAPC shall consider the application for zoning or rezoning; however, a zoning or rezoning application will be considered by the SMAPC regardless of the decision on the amendment.
- Rezoning requests which may be found in accordance with the 2030 Plan, if approved, do not require amendments to the 2030 Plan.

Major updates to the 2030 Plan should be performed every five (5) years and the 2030 Horizon Year should be extended accordingly. It is recognized by the SMAPC and City Council that the 2030 Plan is a policy document as opposed to a regulatory document. The 2030 Plan is intended to be a policy guide to the public and private sectors. However, every effort should be made to bring a requested action into conformance with the 2030 Plan or to amend the Plan as growth and development take place.