

## **CHAPTER IV – DRAFT 9\_16\_13**

### **CONNECTING TO THE FUTURE: SAPULPA 2030 COMPREHENSIVE LAND USE PLAN**

The Planning Process for the 2030 Plan was based in part upon applying the principals of the draft strategic plan as developed by the City Council in late 2011 and 2012. The element of the City Council’s work on strategic planning was used as a template for the land use planning process that has resulted in the 2030 Plan. Another important element of the 2030 Plan which is a work in process under the supervision of the Sapulpa Parks and Recreation Department is the Sapulpa Parks, Recreation and Trails Plan (Parks Plan); when completed the Parks Plan should be officially adopted as an element of the 2030 Plan. Important elements of the work process and base data also included the following documents completed at the outset of the Planning Process:

- Trends: Data, Statistics, and Projections for the Sapulpa Metropolitan Area
- Existing Plans and Programs

Chapter IV presents the detail of the following elements of the 2030 Plan as adopted by the City Council and as will be presented for adoption to the Creek and Tulsa County Board of County Commissioners for the unincorporated areas within the City’s Annexation Fenceline:

- Remembering the Community Vision
- Trends in Growth and Development
- Selecting a Place to Live and Work
- Population Projections and Residential Attractiveness
- Employment Projections and Employment Attractiveness
- Economic Development
- Selected Objectives for Growth and Development
- 2030 Plan

#### **REMEMBERING THE COMMUNITY VISION**

The Community Vision of the 2030 Plan for the City and the Planning Area is as follows:

- A safe place with a sense of community in which to live and work and raise a family where the character and culture of the present are connected to the future;
- A community built upon strong public-private partnerships working together in the best interests of all of the people and supported by strong leadership and governing principles based upon openness and opportunities for access by all members of the community;
- The future is embraced while respecting and incorporating the traditions and history of the past;

- A well-maintained, viable and walkable downtown offering a unique shopping experience;
- Economic development and job growth is strong;
- Opportunities for employment of local residents are great;
- Existing business and industry is supported while attracting new and expanded retail, commercial and industrial and development;
- Where small town values are woven into pro-growth strategies which produce sustainable results in a business friendly environment;
- A destination offering visitors and residents alike exciting opportunities for living, working and shopping as well as for recreation and entertainment;
- Livability of quality neighborhoods is supported by well-maintained public infrastructure and services;
- A living experience which offers opportunities for participation by all ages;
- A variety of housing styles and costs combined with affordable housing creating a living experience characterized by a strong sense of community;
- An exciting place to call home; and
- Development and growth is taking place in harmony with the natural environment.

## TRENDS IN GROWTH AND DEVELOPMENT

### CURRENT LAND USE

The **Current Land Use (Map 25)** provides a snapshot of the classification and location of current categories of land use according to the records of the Creek and Tulsa County Assessor; field surveys were not conducted. The major land classification and assessment categories utilized by the County Assessors and shown on **Map 25** are as follows:

- Agriculture – Agriculture areas
- Urban (City) and Rural (County) Residential
- Rural Commercial/ Industrial – Commercial/Industrial in unincorporated areas
- Urban Agricultural – Agriculture in incorporated areas
- Urban Residential – Residential in incorporated areas
- Urban Commercial/Industrial – Commercial/Industrial in incorporated areas
- Tax Exempt

**Agriculture** and very low intensity areas are concentrated along the northwest, southwest and southeast perimeters of the Planning Area as shown on **Map 25**. Development in these areas is typically characterized by unplatted acreage lots ranging in size from less than one acre and the predominant zoning is AG Agricultural in the City and A-1 General Agriculture. In some cases these areas have been platted as opposed to being created by lot-splits; in many cases the required supporting infrastructure (streets and roads in particular) was not developed to the higher City standard and is not maintained by the City or respective County. The agriculture areas also lack public

utilities and are served by private water wells or rural water districts (see **Maps 13 and 14**). Private onsite septic systems are common. Future water service to these areas by the City is almost precluded by the presence of the rural water district service areas and assembly of these tracts for development is also complicated by the small land area of the lots.

**Urban Residential** development is shown on **Map 25** to be concentrated in the central portions of the Planning Area and City. These areas are served by City public utilities and a network of public and private local streets and roadways, highways, the Turner Turnpike (I-44) and SH-66/New Sapulpa Road, all of which provide easy and convenient access within and to and from the Planning Area. Urban Residential areas are also areas which typically have been platted and the required public infrastructure put in place. **Rural Residential** Areas are spread throughout the Planning Area lying around the core Urban Residential areas as shown on **Map 25**.

**Urban Commercial/ Industrial** areas are spread throughout the incorporated areas of the City with some concentrations in the northeastern area along the I-44 Turner Turnpike and New Sapulpa Road/SH-66 corridor. Concentrations of Urban Commercial/Industrial areas are also shown in the City on Map 25 along the I-44 Turner Turnpike and New Sapulpa Road/SH-66 north of W. 61<sup>st</sup> Street in Tulsa County. Rural Commercial/Industrial areas are shown on Map 25 in the unincorporated portions of the Planning Area in Creek County in the areas enclosed by SH-97 on the west and New Sapulpa Road/SH-66 on the east located both north and south of the I-44 Turner Turnpike. That portion of the Rural Commercial/Industrial areas shown on Map 25 also includes the various platted and unplatted industrial parks located along W. 81<sup>st</sup> Street between Frankoma Road and New Sapulpa Road/SH-66 and also located along the I-44/New Sapulpa Road/SH-66 corridor from W. 91<sup>st</sup> Street to W. 61<sup>st</sup> Street. The largest Urban Commercial/Industrial area currently being developed is located within the Planning Area north of W. 61<sup>st</sup> and west of I-44 and New Sapulpa Road/SH-66 in the Polson Industrial Park. **For purposes of assessment and in the 2005 Plan, commercial/industrial and office uses had been combined; however, for planning and zoning purposes and the 2030 Plan these three (3) land uses will be separated into Office, Commercial and Industrial.**

The assessment category for **Tax Exempt** lands shown on **Map 25** includes City and County-owned land and properties such as parks and Sahoma Lake and Pretty Water Lake, land owned by schools, churches and church campgrounds, and restricted Indian land. The one-half square mile of Tax Exempt land shown northwest of the Planning Area and south of W. 61<sup>st</sup> Street has been annexed by Sand Springs and is vacant. The one-half square mile shown to be Tax Exempt in the southwest part of the Planning Area has been annexed by the Town of Kellyville.

## CURRENT ZONING

The current zoning of properties in the City and Planning Area is shown on the **Current Zoning Map (Map 26)**. The last major revision and update of the City's Zoning Code was adopted by the City Council on June 5, 1989. In response to requests from the

SMAPC, the City began filing amendments to the Official [Zoning] Map with the Creek County Clerk on September 12, 2011. The City Zoning Code is based on the Use Units concept. A list of the current Zoning Districts is shown in Appendix A. As shown on **Map 26**, the predominant zoning classification within the City and Planning Area in Creek County is some type of agricultural district (AG or A-1) within the undeveloped portions of the Planning Area. The predominant zoning classification for the Tulsa County portion of the Planning Area is commercial and industrial. Office uses are permitted in commercial districts according to the City Zoning Code. Commercial CBD zoning on **Map 26** is shown within the downtown area and Central Business District. Industrial zoning is shown on **Map 26** and is common in the northeastern part of the City and Planning Area and along the Frankoma Road and in the I-44/SH-66 corridor. Areas zoned as some type of residential district are shown on **Map 26** to be the predominant zoning district within the incorporated City areas.

Planned Unit Development (PUD) overlay zoning within the City was approved for the Inverness Village retirement center, the Pinehurst multi-family complex and for a mixed use development located at the northwest corner of South 49<sup>th</sup> West Avenue and Taft/SH-117.

As new areas develop within the unincorporated parts of the Planning Area, they are typically annexed into the City, assigned an appropriate City zoning classification and developed in accordance with City standards with connections to any available City utilities.

## SCHOOL DISTRICTS

School Districts are important sources of community identity and typically spread across corporate boundaries. The **School Districts Map (Map 27)** shows the following six (6) independent school districts:

- Jenks Public Schools
- Kellyville Public Schools
- Kiefer Public Schools
- Mounds Public Schools
- Sapulpa Public Schools
- Tulsa Public Schools

**Map 27** also shows three (3) additional elementary school districts including the Allen-Bowden, Pretty Water, and Lone Star Elementary Districts. The Sapulpa School District #33 includes eight (8) schools that served 4,149 students in the 2012-2013 school year in grades pre-kindergarten (PK) through 12. Bartlett Academy is a public alternative school in Sapulpa that serves grades 9 through 12 with an enrollment of 60 students.

Sapulpa is also the location of Central Oklahoma Area Vo-Tech as shown on **Map 27**. This facility serves students from the Sapulpa High School and high schools in nearby Kiefer, Kellyville, and Mounds. Area juniors and seniors attend classes at this campus half days throughout the school year. Instruction is given in such trades as secretarial

skills, data processing, carpentry, and health sciences. Adult education courses are also offered in business and medical careers.

### ZIP CODE TABULATION AREAS

The boundaries of the zip codes and corresponding post offices (<http://www.census.gov/geo/reference/zctas.html>) that serve the Planning Area are shown on the **Zip Code Tabulation Areas Map (Map 28)**. **Map 28** shows the following zip codes within the Planning Area:

- 74066 - Sapulpa Post Office
- 74107, 74131, 74132 - Tulsa Post Office
- 74063 - Sand Springs Post Office
- 74050 - Oakhurst Post Office
- 74039 - Kellyville Post Office
- 74041 - Kiefer Post Office

The zip code data is derived from the US Census Bureau, which may be different than the United States Postal Service (USPS) defined zip code delivery routes. A USPS zip code is not a geographical area but a route. Zip code numbers reinforce community identity as does the prefix and area code of telephone numbers and school district boundaries.

### LARGE LAND HOLDINGS

For purposes of the 2030 Plan, Large Land Holdings are classified as undeveloped tracts of 20 acres or larger and are shown on the **Large Land Holdings Map (Map 29)**. Large Land Holdings can be strong positive or negative determinants of development. Within the Planning Area, undeveloped tracts 20 acres or larger are common; however, most of these areas presently lack the public infrastructure and utilities needed for urban development and many of these are not only located beyond the area served by the City's water and sanitary sewer system and but are also presently served by Rural Water Districts.

#### **Significance of Large Land Holdings to Planning:**

- Large Land Holdings can serve as barriers to development if they are not available for development, or be catalysts to orderly development and the extension of urban utilities and infrastructure.
- Proper planning and the timing of extension of utilities can assure orderly development and guard against inordinate expenses for public or private investment in utilities and infrastructure.
- The cost of extensions for utilities past undeveloped tracts should require that such tracts share in the cost of service in accordance with pay-back programs when development takes place.
- Large Land Holdings offer great possibilities for development; however, once land is split to 2.5 or 5 acre tracts, it is not likely these areas will be consolidated for future redevelopment at a higher density.

- Within the unincorporated areas approval of lot splits has become common and resulted in a pattern of ownership which makes the provision of City services (trash, sanitary sewer, police and fire) more costly on a per dwelling basis.

## SUBDIVISIONS AND DEVELOPMENT

According to an unpublicized report entitled “ Platting for the Sapulpa Planning Area”, a total of 42 subdivisions have been approved within the City and Creek County for Residential, Commercial and Industrial Development from 2002-2012 as follows: Total platting from 2002 to 2012 translates into 837.84 acres and 945 lots. Total platting from 2002-2012 is as follows:

- Residential development in process within the incorporated City limits from 2002 to 2012 included the Oaks 1 & 2 and Freedom Park 1 for a total of 21.46 acres and 19 lots. The average lot area was 1.13 acres.
- From 2002-2012 six (6) the residential subdivisions platted with 50 or more lots for a total of 196.11 acres and 534 lots. The average lot area was 0.37 acres or approximately 16,000 square feet.
- From 2002-2012 development in the unincorporated part of the Planning Area was characterized by a total of 13 “Minor Subdivisions” (maximum of 4 lots) with a total of 145.96 acres and 46 lots. The average lot area was 3.17 acres.

**Additional Residential development** within the Planning Area/Annexation Fenceline and unincorporated Creek County from 2002 to 2012 included 16 developments with a total area of 284.44 acres and 325 lots. The average lot area was 17.78 acres.

From 2002 to 2012, two (2) **Multi-Family developments** were platted for a total of 88.50 acres. Development took place on 88.5 acres and each development was in accordance with a Planned Unit Development (PUD).

**Total Commercial development within the City and Planning Area** from 2002 to 2012 took place on 15.96 acres and seven (7) lots. The average lot size was 2.28 acres.

**Industrial development in the City and Planning Area** from 2002 to 2012 included two (2) plats on 92.11 acres with 18 lots. The average lot area was 5.12 acres.

A copy of this report is available from the City’s Urban Development Department.

## POPULATION PROJECTIONS AND RESIDENTIAL ATTRACTIVENESS OF THE CITY AND PLANNING AREA

“Sapulpa Connections” is an excerpt of the Sapulpa/Creek County population data from an INCOG report on the Tulsa Transportation Management Area (TMA); this report was

prepared as a part of the process to update the INCOG Long Range Transportation Plan. These data present population projection methodologies that allocate the total projected 2035 population throughout the INCOG Region to create a **Residential Attractiveness Index (RAI)** which is shown on **Map 30**. Portions of the Planning Area rated **High and Very High** on the RAI. For the Sapulpa/Creek County portion of the TMA the 2005 population of 39,506 is projected to increase to 52,685 by 2035 – an increase of 33.36%. According to the Transportation Analysis Zones data by INCOG, the 2005 Sapulpa/Creek County population of 22,167 is projected to increase to 28,948 in 2035 – an increase of 30.39%.

#### POPULATION PROJECTIONS AND EMPLOYMENT ATTRACTIVENESS OF THE CITY AND PLANNING AREA

“Sapulpa Connections” is an excerpt of the Sapulpa/Creek County population data from an INCOG report on the Tulsa Transportation Management Area (TMA); this report was prepared as a part of the process to update the INCOG Long Range Transportation Plan. These data present population projection methodologies that allocate the total projected 2035 employment throughout the INCOG Region to create an **Employment Attractiveness Index (RAI)** which is shown on **Map 31**. Portions of the Sapulpa Planning Area rated **High and Very High** on the RAI. For the Sapulpa/Creek County portion of the TMA (the TMA is only a small portion of the Planning Area) the 2005 total employment of 15,045 is projected to increase to 19,907 by 2035 – an increase of 32.32%. According to the Transportation Analysis Zones data by INCOG, the 2005 Sapulpa/Creek County employment of 12,017 is projected to increase to 15,902 in 2035 – an increase of 32.18%.

#### ECONOMIC DEVELOPMENT

There are five(5) main economic development organizations in the Planning Area which have distinct functions and programs that often partner together to bring new economic development opportunities and jobs to the City and Planning Area. These economic development organizations are as follows:

- City of Sapulpa Economic Development Department
- Sapulpa Chamber of Commerce
- Sapulpa Main Street
- Creek County Industrial Authority
- INCOG’s Regional Economic Development District

The **City of Sapulpa’s Economic Development Department** has worked and partnered with the other local organizations to develop Industrial parks including the **Polson Industrial Park**, located north of 61<sup>st</sup> Street and west of I-44. In the fall of 2012, EDA awarded a \$1.5 million grant to the City to provide infrastructure support for a new 300 acre industrial park located within the City’s Annexation Fenceline in southwest Tulsa County. The grant represents a public partnership of the City, Creek County, Oklahoma Department of Transportation (ODOT), and the BNSF railroad. Improvements consist of a new road and railroad crossing which provides public and

industrial access to the Polson Industrial Park. A total of \$20 million of private investment and 85 new jobs were created by one of the largest energy related manufacturing businesses in the Polson Industrial Park.

The City's Economic Development Department has assisted in establishing a large energy related manufacturing base in the Planning Area. The Economic Development Department subscribes to a daily Opportunity Gap report that highlights areas of demand in goods and services in Sapulpa and the Planning Area and voids in local or regional markets. These "gaps" become the focus of existing, expanded or new economic development.

The **Sapulpa Chamber of Commerce** supports existing retail and commercial businesses and recruits new business development in the CBD and the City. The Chamber sponsors studies and provides information on housing, infrastructure needs, and business markets. The "Open for Business" report, prepared for the Chamber, provides many important statistics and information about the Sapulpa area to new business prospects. The Chamber sponsors a "Pride in Sapulpa" program that has several committees that help to enhance city beautification and seeks to make the community attractive to all who visit. In addition, the Chamber oversees the **Sapulpa Industrial Foundation**, a for profit corporation, that was financed by local donations, to develop the industrial park on the west side of the BNSF railroad tracks and to provide financing for land purchases or partnership in other economic development opportunities for the City.

The **Sapulpa Main Street** program focuses on economic development by encouraging the preservation of the historic and cultural elements of the CBD and downtown district. The current focus is on continued recruitment of diversified, specialized retail, development of the now vacant upper floor spaces into housing and offices, and image promotion through a national strategy using the following four-point approach focus on quality and long term improvement:

- Design;
- Economic Restructuring;
- Promotion and
- Organization

The **Creek County Industrial Authority (Authority)** oversees economic development projects in Creek County. The Authority has developed several industrial parks, two such parks located in the Planning Area are **Otis Rule Industrial Park** and the **Gateway Industrial Park**. The Authority also formed the Creek County Home Finance Trust to participate in the federal Neighborhood Stabilization program through INCOG which consists of demolition of dilapidated structures and new house construction.

The City of Sapulpa and the Planning Area are a part of **INCOG's Regional Economic Development District (EDD)** recognized by the US Department of Commerce of the Economic Development Administration (EDA). The EDD includes Creek, Tulsa and



Osage County. INCOG submits a Comprehensive Economic Development Strategy (CEDS) Plan and update for the EDD every three (3) years. According to the CEDS: “The CEDS serves as a current description of regional economic and workforce development activity and status, so as to appropriately identify opportunities to use local, state and federal funds to meet current and emerging regional economic growth needs”. (Page i) “**Job creation and new investment** are the primary aim of these projects and activities.” (Page i)

“Several factors contribute to INCOG’s CEDS area economic status. These factors include:

- the location and diversity of population groupings within the area;
- human resources and employment trends;
- land use patterns;
- the location and utilization and/or protection of natural resources;
- the production levels of key industry groups, existing infrastructure inventory and capacity; transportation facilities;
- and financial resources. “

One of the main identified needs in the evaluation of the regional infrastructure in the 2008 CEDS was the lack of developed industrial park space. The three (3) major industrial parks in the INCOG region had a very moderate amount of space available. There was a need for industrial mega sites that exceeded 100 acres in size to accommodate future industrial growth in the CEDS area. The development of a new regional industrial park in the Sapulpa Planning Area was a goal listed as a strategic project in the 2008 CEDS. (Page iv-2) A second project listed for the Planning Area was the opening and expanded four (4) lanes of West 81<sup>st</sup> Street South from SH-97 to SH-66. (Page iv-4)

In addition to the Polson Industrial Park mentioned earlier other economic development projects recommended in the 2008 CEDS that have been completed or are in the process are as follows:

- The McGuire Industrial Park I and II has been developed within the City’s Planning Area since 2008.
- The opening and expanding to four (4) lanes of W. 81<sup>st</sup> Street from SH-66/New Sapulpa Road and I-44 on the east to SH-97 on the west is in the process.
- The four (4) lane construction of W. 81<sup>st</sup> Street from SH-66/New Sapulpa Road and I-44 on the east was completed by Creek County to Frankoma Road on the west in 2012.
- Functional plans have been prepared for the extension of W. 81<sup>st</sup> Street on the east to SH-97 on the west and this project is included on the 8-Year ODOT Construction Program.

The CEDS 2013 Five (5) District Goals adopted as goals of the 2030 Plan are as follows:

- Ensuring a healthy, sustainable environment, vibrant, thriving communities and a high quality of life.

- Fostering a regional business climate that supports high quality private investment and job creation.
- Ensuring residents have better access to living wage jobs and employers have access to world class talent.
- Harness and capitalize on the entrepreneurship and technology innovation assets in the region.
- Advancing the region's transportation infrastructure to meet the demands of a globally connected modern economy.

## ANNEXATION AND GROWTH BOUNDARY AREAS

In the middle and late 1960's cities and towns within the MSA established a practice of identifying and defining their areas of expected growth by creating a growth boundary area defined by an Annexation Fenceline around the limits of those areas. These Annexation Fencelines typically followed section line roads, the majority of which were open and maintained by the respective counties. Sapulpa first established its growth boundary area and a 67' wide Annexation Fenceline in Creek County by passage of Ordinance No. 1166 on March 28, 1966. Since that time the Annexation Fenceline has been extended, expanded in width, and then most recently contracted by Ordinance 2670 passed August 6, 2012 due to changes at the State level in the annexation laws and requirements; today the majority of City's Annexation Fenceline remains at 67' feet wide. The City's Annexation Fenceline has recently been further extended into Tulsa County by Ordinance 2677 passed January 22, 2013 to surround areas expected to develop for commercial/industrial purposes and include the Polson Industrial Park. The areas within the Annexation Fenceline but outside the City limits remain unincorporated and subject to the jurisdiction of Creek or Tulsa County. Today the areas within the Annexation Fenceline (referred to in the 2030 Plan as the Planning Area) and the incorporated area of the City are as follows:

### 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

Annexation of areas as they are developed within the City's Annexation Fenceline is an expected element of the growth and development of the City. By policy and practice annexation of these unincorporated areas is premised upon the annexed areas meeting the minimum development standards and requirements of the City (as regarding roads and streets in particular) in order for the City to avoid the liability and cost of any

required public improvements. Prior to 2003, the City and Creek County each applied different regulations and standards to development within the Annexation Fenceline. In 2003, the City and Creek County passed a resolution sharing development requirements (referred to as the “Joint Resolution” - Creek County Resolution 2003-04 and City of Sapulpa 2003-2654); the heading of the Joint Resolution states:

“A Joint Resolution by Creek County and the City of Sapulpa, Oklahoma, to further Community Development in the unincorporated areas included within the Annexation Fenceline of the City of Sapulpa by pursuing consistent and coordinated Development standards for new projects within the Sapulpa Annexation Fenceline and agreeing to use the Sapulpa Development Guideline within said Fenceline (if such guidelines are more restrictive than those of Creek County).”

The Joint Resolution is further reinforced by a policy of referral of development applications within the Annexation Fenceline from the City to the County and vice versa.

Another important consideration of annexing developed or developing areas is the ability of the City to provide water and wastewater services to the annexed areas; services which then provide revenues for parks, police and fire protection. As shown on **Map 14**, much of the undeveloped area within the City’s Annexation Fenceline is already served by rural water districts and even other cities and utility authorities. The City’s current wastewater collection system presently serves areas located within the Polecat Creek Drainage Basin which allows the majority of the collection system to be based on gravity flow. As the City grows beyond the limits of the present gravity system wastewater service to that development will require costly lift and pump stations or possibly even a new wastewater treatment plant. It is also noted that years of advance planning are required for expansion of such major public services as water and wastewater as well as major investments of public funds which must be approved by the majority of the voters.

## **SELECTING A PLACE TO LIVE AND WORK**

Selecting a place to live and the factors considered by prospective residents and businesses is critical to the growth and development of the City and Planning Area. According to a survey entitled, “Importance that Residents Place on Various Issues When Selecting a Place to Live”, which was included in the Connections 2035 Regional Transportation Plan, the following factors were Extremely Important and Very Important when selecting a place to live:

- |                                  |     |
|----------------------------------|-----|
| • Appearance of the Neighborhood | 78% |
| • Access to Medical Care         | 75% |
| • Cost of Living                 | 73% |
| • Quality of Public Schools      | 67% |
| • Property Taxes                 | 67% |

• Access to Major Highways	67%
• Employment Opportunities	65%
• Type of Housing	58%
• Distance to Work	56%
• Availability of Shopping	49%
• Availability of Adequate Public Transportation	48%
• Availability of Sidewalks/Bike Trails	47%
• Availability of Arts/Culture/Parks/Recreation	46%
• Availability of Large Lots	33%
• Similarity of People in Area	30%

## **GROWTH AND DEVELOPMENT – SELECTED OBJECTIVES**

The objectives for Growth and Development have been formed by selecting from those presented in Chapter III **primary objectives** which will bear the most heavily and contribute most positively to quality growth and development during the Planning Period.

This section presents the selected primary objectives from the 2030 Plan for consideration and implementation during the Planning Period. The selected objectives are divided into **Short Term** (2013-2018), **Mid-Term** (2019-2024) and **Long Term and Throughout the Planning Period** which often begins and continues throughout the entire Planning Period (2013-2030). The selected objectives for each category are not listed in any priority order.

### LAND USE

#### **Agricultural Areas**

##### **Long Term Objectives and Throughout the Planning Period:**

1. Extend urban services into undeveloped areas only in an orderly manner to avoid sprawl development.
2. Establish a close working relationship with the Natural Resource Conservation Service (NRCS) to protect soil and water quality in agriculture areas from erosion, uncontrolled runoff, pollution and other problems associated with urban development or poor agricultural practices or urban development.
3. Plan for and implement the orderly transition of differing types of development of agricultural areas to suburban and urban areas.

#### **Residential Areas**

##### **Short Term Objectives:**

1. Conserve existing residential areas, rehabilitate substandard structures, arrest decline, remove dilapidated housing and maintain the integrity and livability of the existing housing stock and neighborhoods while seeking all available public and private funding for improvement of these areas.
2. Design and build residential areas based on the “Complete Streets” concept for roads, sidewalks, bicycle and multi-use routes and public transit.

3. Support a comprehensive and user friendly building permit review and process, approval and inspection program in support of high quality residential development.

**Mid-Term Objective:**

Incorporate the natural environment into development encouraging the use of the PUD Concepts and LID for Development Sensitive and Conservation Areas limiting the intensity of development, and incorporating the features of the natural environment where possible.

**Long Term Objectives and Throughout the Planning Period:**

1. Develop residential areas based on the principles of the Neighborhood Concept.
2. Utilize proper buffering, setbacks, open spaces and natural or man-made screening in the design and development of sustainable residential areas transitioning from Medium or High Intensity non-residential land use including setbacks, open spaces and natural or man-made screening.
3. Offer Affordable Housing initiatives and improvement programs for housing and infrastructure for low and moderate income persons.
4. Utilize LID and Green Building techniques to protect Development Sensitive and Conservation Areas and to preserve the natural environment.
5. Support and encourage local participation and voluntary programs to help “fix up – paint up- clean up” residential areas.
6. Expand the utilization of vacant second and third floors within the CBD for loft apartments, office and business uses in coordination and cooperation with property owners.

**Office Areas**

**Long Term Objectives and Throughout the Planning Period:**

1. Locate Office areas as buffers and transitional uses between Medium and High Intensity areas and adjacent or abutting Low Intensity residential areas which are screened and of a low-rise or lesser intensity.
2. Plan for the development of Office uses in Special Districts, Activity Centers, Corridors, Gateways or Medium Intensity nodes at the intersection of major streets and highways and in combination with other non-residential uses to avoid strip or spot development.

**Commercial Areas**

**Short Term Objectives:**

1. Implement measures to make Sapulpa a retail/commercial **destination** for local retail and tourism based on programs of sustainable and balanced growth with a major regional retail development in place.
2. Comprehensively administer the Historic District provisions of City codes to enhance the historic character of the CBD as an economic resource that contributes to a **small town** character and **sense of place**.
3. Encourage property owners in the City’s business and commercial areas to maintain and improve their appearance by supporting “fix up - paint up - clean up” programs and include code enforcement by the City as needed.

4. Be pro-growth and offer City programs which are pro-growth and convey that the City is “**open for business**” and “**business friendly**” by providing easy and convenient access to information with open channels of communication for prospective residents and businesses.

**Mid-Term Objectives:**

1. Create a Business Improvement District (BID) to maintain the infrastructure in the CBD in a high quality state to support existing business as well as to encourage the location of new businesses.
2. Increase the occupancy and use of many of the now vacant second and third floors of the CBD buildings in cooperation and coordination with property owners and area businesses.

**Long Term Objectives and Throughout the Planning Period:**

1. Increase the opportunities for employment of local residents in coordination and cooperation with the Central Technology Center closely coordinating with existing and potentially new businesses and employers to develop an expanded base of qualified local candidates.
2. Concentrate Commercial land uses within Special Districts, Activity Centers, Corridors and Gateways to discourage strip commercial or spot commercial development.
3. Assure the highest and best use of all land by avoiding spot commercial, strip commercial, leapfrog or other unplanned commercial development.

**Industrial Areas**

**Short Term Objective:**

Develop strong marketing programs publicizing that Sapulpa is “open for business”, “business friendly” by supporting existing industrial development and expansion while encouraging the location of new industrial activities.

**Mid-Term Objective:**

Designate areas for future development as Industrial Special Districts and business and industrial parks for the location of region-serving industries and employment centers.

**Long Term Objectives and Throughout the Planning Period:**

1. Implement the industrial and economic development strategies of the CEDS.
2. Attract clean and environmentally-friendly industries in support of the expansion of the economic, employment and industrial base while affording increased opportunities for local employment and investment.

**Development Sensitive and Conservation Areas**

**Long Term Objectives and Throughout the Planning Period:**

Incorporate the following measures into strategies for preserving and protecting Development Sensitive and Conservation Areas:

- Private donations or limited public acquisition.
- Utilization of the PUD Concept or Supplemental Zoning District for reduced development intensities.

- Compliance with federal, state and local safety regulations such as floodplain programs.
- Incorporation of Development Sensitive Areas and Conservation Areas into the Parks, Recreation, Trails and Open Space Plan.
- Minimum structural improvement of natural features during the development process.

## LAND USE INTENSITY

### High Intensity Land Use

#### **Long Term Objective and Throughout the Planning Period:**

Locate High Intensity areas only in the more urbanized and developed parts of the City and Planning Area along interstate or state highways, or in Industrial Parks or Special Districts.

### Medium Intensity Land Use

#### **Long Term Objective and Throughout the Planning Period:**

Locate Medium Intensity uses at the intersection of major roads or highways, in Special Districts, in Activity Centers or in Corridors planned and set aside for such development and use.

### Low Intensity Land Use

#### **Long Term Objective and Throughout the Planning Period:**

Plan for the development of Low Intensity Residential areas in conjunction with parks or schools as the basic building block for Neighborhoods with good accessibility to governmental and financial services, transportation, health care facilities, schools and libraries.

### Agricultural Intensity Land Use

#### **Long Term Objective and Throughout the Planning Period:**

Plan for the development of Agriculture areas upon the provision of public and private utilities in conjunction only with orderly development.

## LAND USE CONCEPTS

### Neighborhoods

#### **Long Term Objective and Throughout the Planning Period:**

Plan and develop residential areas based on the concept of neighborhoods with consideration of developing a very unique Neighborhood formed by the residents of the upper floors of the buildings within the CDB due to their living in close proximity to each other, reacting to one another during daily commutes or shopping, eating at a restaurant or simply taking a stroll along Dewey Street in the CBD.

### Activity Centers

#### **Long Term Objective and Throughout the Planning Period:**

Plan for Medium Intensity development in Activity Centers at **designated** intersections of major roads or highways.

### Special Districts

#### **Long Term Objective and Throughout the Planning Period:**

Plan for Medium and High Intensity development in Special Districts for industrial and business districts, business parks and airports with detailed planning and site selection.

#### **Mixed Use Areas**

##### **Long Term Objective and Throughout the Planning Period:**

To develop and redevelop areas within mixed uses of land use and land use intensity and density, to arrest and decline and to preserve and restore the value and desirability of such areas in an orderly manner respecting matters of compatibility and orderly redevelopment.

#### **Corridors and Gateways**

##### **Short Term Objective:**

Select one or two Corridors and Gateways to be planned and developed.

##### **Long Term Objective and Throughout the Planning Period:**

Implement the planning and development of Corridor areas located along expressways and major highways to include Gateways at the major entrances to the City and Planning Area.

#### **PUBLIC FACILITIES**

##### **Short Term Objective:**

Support the full development of a City-wide sports complex with construction proceeding as funds are available.

##### **Mid-Term Objectives:**

1. Support the full development of a senior center/emergency shelter with construction proceeding as funds are available.
2. Perform feasibility studies for a performing arts center, community theater and outdoor amphitheater

##### **Long Term Objectives and Throughout the Planning Period:**

1. Expand the annual budgeting process, if and/or as needed, to include listing of the long term capital needs of the City, adopting such needs as elements of the 2030 Plan and integrating a comprehensive public facility capital infrastructure and fiscal plan into the fiscal and land use planning process.
2. Support a high quality of life and livability for all City residents and visitors by maintaining and developing parks, recreation, trails and open space facilities.
3. Provide a high level of maintenance and upkeep of the CBD to assure the viability, sustainability, attractiveness and value of the area's Public Facilities and infrastructure.
4. Extend roads and utilities into undeveloped areas only in an orderly manner to encourage development of land for its highest and best use and to avoid premature sprawl development.



5. Develop a high quality and sustainable table of public services and utilities for developed as well as developing areas based on comprehensive infrastructure and capital planning.
6. Proactively pursue those actions, programs and funding initiatives for implementation of the Route 66 Scenic Byways Corridor Management Plan.

## PARKS, RECREATION, TRAILS AND OPEN SPACES

### **Short Term Objectives:**

1. Complete construction of the Pretty Water Lake Trail Loop.
2. Adopt the Sapulpa Parks, Recreation, Trails and Open Space Plan as an element of the 2030 Plan upon completion to include a City-wide ribbon of open space for multi-use trails.
3. Support the full development of a City-wide sports complex with construction proceeding as funds are available.

### **Mid-Term Objective:**

Plan and develop passive recreational areas along the shores of Sahoma Lake and Pretty Water Lake.

### **Long Term Objectives and Throughout the Planning Period:**

1. Connect the City's parks, recreation, open space and trails plan and program to the INCOG Regional Trails System and create connected ribbons of open space throughout the Planning Area.
2. Incorporate the stormwater management and floodplain mitigation program into the Parks, Recreation, Trails and Open Space program of the City.

## PUBLIC UTILITIES

### **Water System**

### **Long Term Objectives and Throughout the Planning Period:**

1. Develop budgets and design plans for new and replacement water facilities well in advance of need allowing for the long lead time required to design, fund and construct such systems.
2. Establish and maintain fees for water service which are reasonable and reflective of the cost of services while providing important revenues required for the support of other critical City services.

### **Wastewater System**

### **Long Term Objectives and Throughout the Planning Period:**

1. Implement the long range plans for new and replacement wastewater facilities as required to design, fund and construct such systems well in advance of need.
2. Provide wastewater service in a cost effective manner at rates which reasonable and reflective of the cost of services and which provide important revenues required for the support of other critical City services.

3. To develop the City's wastewater treatment system as gravity based system with exceptions allowed only that are determined to be in the best public interests.

### **Floodplain Management**

#### **Long Term Objectives and Throughout the Planning Period:**

1. Construct in phases the projects and provisions of the adopted Master Drainage Plans in the best interests of the public safety and welfare of all residents as funds are available.
2. Integrate the floodplain management program into the Parks, Recreation, Trails and Open Space Plan and program in order to provide pedestrian and bicycle trail linkages and ribbons of open space along area creeks where feasible.
3. Preserve the natural features of floodplain areas (trees and vegetation in particular) incorporating them into the urban fabric adding value, beauty and livability, and reducing development costs where feasible and appropriate by applying the principals of LID.

### **Stormwater Management**

#### **Long Term Objectives and Throughout the Planning Period:**

1. Require reduced intensities and minimum structural solutions for any development within Development Sensitive and Conservation Areas based on the adopted Stormwater BMPs and the principals of LID and the Stormwater Management Program.
2. Include within the BMPs of the Stormwater Management program the principals of the Multi-Hazard Mitigation Plan and Floodplain Management Program to maximize the potential and results from each program.

## **TRANSPORTATION**

#### **Short Term Objectives:**

1. Develop plans and programs to identify, mitigate and/or eliminate traffic congestion for improved traffic safety, flow and pedestrian safety.
2. Capture all available state and federal funds to reduce congestion on City streets and to supplement local dollars to maintain and improve local roads and bridges in cooperation and coordination with Creek and Tulsa County.
3. Develop streets within residential areas based on the concept of "Complete Streets".
4. Determine the demand for an expanded multi-modal local public and rural transit system for the convenience and well-being of the general public, with particular consideration of the transit needs of the elderly, persons with disabilities and low income households in coordination with Cimarron Transit programs.
5. Continue to use the services provided by Cimarron Transit to provide free public transit for Senior Citizens from the Sapulpa Senior Citizens Center or other central City locations to link with local and other major hospitals and health care facilities, as well as shopping, and social trips in the metropolitan area by seeking private and public financial support.

### **Mid-Term Objectives:**

1. Plan, design and construct a balanced system of an on-street and off-street multi-use trails within ribbons of open space across the City which are accessible to all residents and in particular the elderly, low income and persons with disabilities.
2. Develop signage and designation for on-street and off-street bicycle and multi-use trails route system to promote safety and increase usage.
3. Plan and implement local connections from the Route 66 Bicycle Trail and the INCOG Route 66 Bicycle Trail to the INCOG Regional Trails System as alternate means of transportation from home to work, to school and for recreation.
4. Develop a community marketing program to promote and expand the use of services provided by Cimarron Transit (the multi-modal local public and rural transit system operated by United Community Action Program), for a public linkage with the Metropolitan Tulsa Transit Authority (MTTA) to provide access to the regional public transportation system.
5. Pursue the Park and Ride public transit terminus for an express transit route to connect Sapulpa with downtown Tulsa using I-44 and I-244.

### **Long Term Objectives and Throughout the Planning Period:**

1. Implement the principals of the adopted MSHP, the 2030 Plan and the INCOG Connections 2035 Regional Transportation Plan to assure that a safe, efficient and economical street and highway system is provided to serve the City and Planning Area.
2. Provide the City and Planning Area with a well-maintained and multi-modal transportation system of roadways, pedestrian pathways, multi-use trails, and public and rural transit.
3. Continue to pursue those programs and courses of action to meet the demand for a multi-modal local public and rural transit system which would be responsive to the anticipated local demand to provide safe, convenient and economical access to local and regional employment centers, businesses, cultural, educational and health care facilities.
4. Complete feasibility studies to determine the demand for passenger rail service to the Tulsa, Oklahoma City, and other cities within the metro area.

## HOUSING

### **Short Term Objectives:**

1. Utilize the design and development principles of the Neighborhood Unit for Residential development.
2. Support and encourage local participation and voluntary programs to help “fix up – paint up- clean up” residential areas.
3. Support the continued integrity, stability, value and livability of residential Neighborhoods by administration of zoning and other code enforcement programs where appropriate.
4. Secure private and public funding for the conservation of existing housing and the rehabilitation of substandard housing, while demolishing and removing dilapidated housing.

5. Utilize LID, PUD and Green Building techniques to protect Development Sensitive and Conservation Areas and preserve the natural environment.

**Long Term Objectives and Throughout the Planning Period:**

1. Offer Affordable Housing initiatives and improvement programs for housing and infrastructure for low and moderate income persons.
2. Minimize the concentration of low and moderate income housing and expand and improve the housing opportunities for all residents.
3. Conserve existing residential areas, rehabilitate substandard structures, arrest decline, remove dilapidated housing and maintain the integrity and livability of the existing housing stock and neighborhoods while seeking all available public and private funding.

ECONOMIC DEVELOPMENT AND TOURISM

**Short Term Objectives:**

1. Be pro-growth and offer City programs which are pro-growth and convey that the City is **“open for business”** and **“business friendly”** by providing easy and convenient access to information with open channels of communication for existing and prospective residents and businesses.
2. Develop multi-media marketing campaigns promoting and publicizing that the City is “open for business” based on strong positive relationships with existing business and reaching out to new businesses.
3. Increase the opportunities for industrial and economic development by maintaining strong lines of communication and coordination with the Sapulpa Industrial Foundation, the Creek County Industrial Authority, Sapulpa Chamber of Commerce, Sapulpa Main Street, and other economic development organizations.
4. Provide incentives to encourage the development of businesses that will provide employment opportunities for local residents in the areas of hospitality, local theater, entertainment and in industrial and advanced manufacturing.
5. Seek available public and private funding to implement a **downtown master streetscape plan** that includes multi-use provisions within the CBD and other commercial areas for bicycle and pedestrian traffic with connections to the local and INCOG Regional Trails System.
6. Increase the occupancy and use of many of the now vacant second and third floors of the CBD buildings in cooperation and coordination with property owners and area businesses.
7. Create a Business Improvement District (BID) to maintain the infrastructure in the CBD in a high quality state to support existing business as well as to encourage the location of new businesses.
8. Develop a marketing plan and program for of the Oklahoma Route 66 Scenic Byway as a regional and national tourist attraction.
9. Explore the feasibility of public transportation (such as a bus or trolley) for transportation around the City, for special events, like Christmas lights, or connections to Route 66 attractions.

10. Provide a comprehensive plan and program for active and passive recreational opportunities for all ages, based on broad public participation and input giving special consideration to the recreational needs of the elderly, persons with disabilities and low income households.
11. Expand and build upon those programs presently in place which have the potential for becoming a local, regional and national destination for tourism and recreation, such as an outdoor amphitheater, or a festival area.
12. Link parks, recreation, trails and open space areas to local public and private areas such as schools and libraries with connections to the INCOG Regional Trails System.

#### **Mid-Term Objectives:**

1. Locate a secondary educational satellite facility within the City and/or Planning Area.
2. Pursue those actions, programs and funding to implement the Route 66 Scenic Byways Corridor Management Plan to include Byway signage through the Planning area.
3. Implement measures to make Sapulpa a retail/commercial **destination** for local retail and tourism based on programs of quality sustainable and balanced growth with a new major regional retail development in place.

#### **Long Term Objectives and Throughout the Planning Period:**

1. Support quality balanced economic growth and development by creating a **sense of place** while maintaining a **small town** character.
2. Expand the opportunities for employment of local residents in coordination and cooperation with the Central Technology Center closely coordinating with existing and potentially new businesses and employers to develop an expanded base of qualified local candidates.
3. Enhance the historic character of the CBD as an economic resource that contributes to a **small town** character and **sense of place** while diversifying the menu of retail services and increasing the amount of retail services available to City residents, visitors and tourists.
4. Partner with the Central Technology Center to develop programs for retail and commercial businesses on marketing, customer service, communication and generational differences to better attract and accommodate business customers.
5. Develop and enhance the historic character of the CBD as a destination providing unique retail and shopping opportunities for visitors from across the nation along the Oklahoma Route 66 Scenic Byway.
6. Implement the CEDS goals for Sapulpa and the Planning Area to:
  - Ensure a healthy, attractive and sustainable environment, vibrant, thriving communities and a high quality of life for all the region's residents.
  - Foster a regional business climate that supports high quality private investment and job creation.
  - Ensure residents have better access to living wage jobs and employers have access to world class talent.
  - Harness and capitalize on the entrepreneurship and technology innovation assets in the region.

- Advance the region’s transportation infrastructure to meet the demands of a globally connected modern economy.
- Proactively seek all available public and private local, state and federal funding available to support economic development in the City and Planning Area.

## IMAGE AND APPEARANCE

### **Short Term Objectives:**

1. Support a **small town** image in combination with sustainable and quality, balanced growth and development that creates and preserves a **sense of place**.
2. Assure the stability, value and integrity of residential Neighborhoods by supporting Neighborhood preservation plans and programs for public infrastructure (streets, sidewalks, signage, and drainage ways) and private property (removal of derelict structures, junk cars).
3. Encourage property owners in the City’s residential Neighborhoods to maintain and improve their appearance by supporting “fix up - paint up - clean up” programs carried out by Neighborhood and Homeowner Associations and include code enforcement by the City for trash, junk, inoperable vehicles and mowing of grass.
4. Encourage property owners in the City’s business and commercial areas to maintain and improve their appearance by supporting “fix up - paint up - clean up” programs and include code enforcement by the City as needed.
5. Remove sign clutter, trash, damaged awnings and other actions by voluntary associations of property owners to improve the image and appearance of the City’s business and commercial areas in conjunction with voluntary “fix up – paint up – cleanup” programs with code enforcement by the City as needed.
6. Design and build office development to contribute positively to the appearance of the areas along major streets and on the perimeter of residential Neighborhoods by landscaping and proper signage.

### **Mid-Term Objectives:**

1. Improve the appearance of the City’s trafficways and Corridors for aesthetic as well as functional purposes.
2. Improve Gateways to the City to reinforce a positive first impression to the City and the Planning Area.
3. Plan and implement public and private measures to improve the City’s Corridors and Gateways for aesthetic reasons as well as for the economic vitality of these areas by the removal of sign clutter, mowing of right-of ways, clean up of trash and debris and installing landscaping.
4. Implement the formation and funding of a BID to improve the appearance and functionality of the CBD.

## QUALITY OF LIFE

### **Short Term Objectives:**

1. Support public and private programs and activities for all ages such as recreation programs, festivals, community theater and local cultural and historic events.

2. Enhance and preserve the historic character of the CBD and Historic Route 66 as an economic resource for the City and for the enjoyment of residents and visitors.
3. Utilize the principles of LID incorporating environmentally friendly programs and practices into the development process to protect the quality of the land, air and water.
4. Encourage broad public participation and input into the planning, design and development of parks, recreation, trails and open space areas and provide active and passive recreational opportunities for all ages giving special consideration to the recreational needs of the elderly, persons with disabilities and low income households.
5. Plan and implement active and passive outdoor recreation activities for future generations so they will remain in or come back to live and work in the City and the Planning Area.

**Mid-Term Objective:**

1. Plan and develop a system of City-wide trails and ribbons of open space for pedestrians and bicycles connecting to the INCOG Regional Trails System to include the Route 66 Bicycle Trail for the convenience and enjoyment of residents and visitors.

**Long Term Objectives and Throughout the Planning Period:**

1. Achieve quality and balanced growth that will preserve a **small town** image and **sense of place** while supporting and maintaining existing development.
2. Promote leadership training and programs of public information to increase participation especially by the younger generations.
3. Maintain public infrastructure, streets and roads in particular, in a high quality state thereby protecting the public safety and convenience of area residents, businesses and visitors.
4. Encourage the involvement and participation of all area residents in the formulation and implementation of public plans and programs by openness and transparency to build a strong sense of community belonging and communication. .

## **THE 2030 PLAN MAPS**

The final section of Chapter IV presents and discusses the following three (3) 2030 Plan Maps:

1. **(Map 32)** 2030 Plan Future Land Use Plan – Land Use and Land Use Intensities and Densities
2. **(Map 33)** 2030 Plan Future Major Streets and Highway Plan – Classification of Streets and Highways, Corridors and Gateways
3. **(Map 34)** 2030 Plan Future Sapulpa/Creek County Master Trails Plan – Parks, Trails and Open Space Areas

## 2030 FUTURE LAND USE PLAN (MAP 32) AND THE MATRIX (APPENDIX A)

### 2030 Future Land Use Plan

The 2030 Future Land Use Plan is shown graphically on **Map 32**. In the text that follows, “City” refers to the City of Sapulpa and “County” refers to Creek County and/or Tulsa County. The 2030 Plan has designated the following land use and land use intensity classifications which are discussed in the forgoing 2030 Plan text and now shown on the Legend of **Map 32**.

### The Rationale of Land Use in the Comprehensive Plan

Long-Range Planning, in addition to Zoning, includes some variation of the following:

1. to accommodate future needs
2. to provide for orderly growth
3. to provide sound basis for short-range decisions
4. to provide an official position that property owners can count on to enable consideration of cumulative and secondary offsite effects of individual development proposals.

### Land Uses

In order to classify, regulate and restrict the use of land, water, buildings, and structures; to regulate and restrict the height and bulk of buildings; to regulate the area of yards and other open spaces about buildings; to regulate the intensity of land use and implement the comprehensive plan, the City of Sapulpa, Oklahoma has the following Land Use Designations:

- Agricultural designation
- Residential designation (low, med, high)
- Office designation
- Office/Commercial designation
- Commercial designation (med, high)
- Commercial/Industrial designation
- Industrial designation (med, high)
- Public and Quasi public designation
- Mixed Use designation
- Recreation designation
- Open space/Conservation designation

### Relationship between Land Use Plans and Zoning

While land use plans are recommendations for the use of land, and guide the type of development that should occur on a piece of land, zoning is an actual tool for implementation. Land use plans should guide zoning and not vice versa.



According to the American Planning Association's Planning Advisory Service:

*"One essential difference is that zoning and comprehensive plan maps (Land Use Plans) serve different purposes. The zoning map must be specific in order to perform a regulatory function; general boundaries do not serve this purpose. The comprehensive plan map (land use) is typically very general; its application to individual parcels is less specific".*

## **Land Use**

Land use classification is a grouping of like uses placed within zoning Districts and does not separate such land uses based on the varying land use intensities which are discussed below.

Agriculture. Primarily land used as farmland or forestry land protected for long-term agricultural uses.

Residential. Primarily land designated for a range of residential densities and uses

Office. Primarily land designated for a range of office and mixed use development uses.

Commercial. Primarily land designated for retail, entertainment, office, service, and mixed use development uses.

Industrial. Primarily land designated for industrial uses, including but not limited to some commercial uses, manufacturing, processing, warehousing and distribution, resource extraction, research and development, flex space and service uses.

Mixed Use Development. Primarily areas, either developed or undeveloped land, that allow mixed land uses and intensities including residential, office, and commercial uses when the development planning considers compatibility with surrounding land uses.

Public and Quasi Public. Primarily areas designated for civic uses such as schools, libraries, government services, police, fire, and utilities.

Recreation and Open Space. Primarily land designated for the public to partake in a variety of recreational activities that may be active or passive in a safe and convenient manner. The areas conserve open space and natural resources while providing the public with a variety of recreational and cultural opportunities.

Development Sensitive and Conservation. Areas of land designated to preserve and protect significant historic, geographical features, and areas with safety concerns such as floodplain areas and contaminated sites. New development is generally discouraged, and redevelopment will require special, site-specific consideration.

Activity Centers. These areas are designated at the intersection of major streets for Medium Intensity developments. Activity Centers are described in Chapter III as for planned uses and areas.

Special Districts. Special Districts are typically designated for very specific purposes and described in the language of the comprehensive plan as to the intended purposes, planned uses and requirements for development. Each Special District in the 2030 Plan has been given a number.

**Note.** Within areas annexed into the City located within Tulsa County a table of zoning equivalency (linking the zoning districts of the City to those of Tulsa County) is included within each City annexation ordinance.

### **Land Use Densities and Intensities**

Land use intensities and densities are determined by the impact the particular use has upon adjacent existing and expected future land use and is conditioned upon the availability of existing or planned public services.

Land use intensities and densities in the 2030 Plan are divided into the following land use intensity classifications:

- Agriculture
- Residential
- Office
- Commercial
- Industrial
- Mixed Use

#### **Agricultural Intensity – Light Green with No Dot or Line Pattern**

Agriculture Intensity – Light Green Agriculture Land Use Intensity is the lowest intensity classification of the 2030 Plan. Areas planned for Agriculture are shown in light green and without a dot pattern or line pattern.

#### **Residential Densities - Yellow – Described for Low, Medium and High Densities**

Low Density Residential – Yellow. The Low Density designation is shown as the yellow land use color classification without dots or lines over the color.

Medium Density Single Family Residential Family – Dot Pattern over Yellow: The Medium Density designation has dots over the Yellow land use color.

High Density Single Family – Line Pattern over Yellow: The High Density designation has a line pattern over the Yellow land use color.

### **Office Intensities – Orange Described for Medium and High Intensity Office**

Medium Intensity Office – Orange with Dot Pattern: The Medium Density designation has dots over the Orange land use color.

High Intensity Office – Orange with Lines: The Medium Density designation has lines over the Orange land use color.

### **Commercial Intensities – Red for Medium and High Intensity Commercial**

Medium Intensity Commercial – Red with Dot Pattern: The Medium Density designation has dots over the Red land use color.

High Intensity Commercial – Red with Line Pattern: The High Density designation has lines over the Red land use color.

### **Industrial Intensities – Grey for Medium and High Intensity Industrial**

Medium Intensity Industrial – Grey with Dot Pattern: The Medium Density designation has dots over the Grey land use color.

High Intensity Industrial – Grey with Line Pattern: The High Density designation has lines over the Grey land use color.

### **Mixed Use – Purple for Medium/ High Density/Intensity Mixed Use Development**

The analysis done during the 2030 Plan process indicated that large portions of the Planning Area had been zoned for residential, commercial or even industrial. The 2005 Plan showed these areas to be planned for Commercial/Industrial which did not appear to address the need for compatibility of the future more intense uses with the existing less intense uses, while large portions of this area also appeared to be developed for High Intensity uses in some cases in areas zoned AG Agriculture. In order for redevelopment to occur within the Mixed Use Development Land Use it is required that measures of compatibility (increased setbacks, buffers, reduced intensities and screening) be required for such redevelopment to be **In Accordance** with the 2030 Plan. A major criterion of this finding of such redevelopment to be **In Accordance** with the 2030 Plan is that such redevelopment is orderly and that the supporting infrastructure, streets in particular, is improved in conjunction with any redevelopment

### **Special Districts and Activity Centers**

The 2030 Plan has designated the following three (3) Special Districts:

#### **Special District 1 – Central Business District (CBD)**

The CBD is the most highly developed and the retail and business core of the City and the Planning Area. The boundaries of the CBD are as follows:

- North - Generally described as the BNSF Railroad Right of Way
- South - Generally described as the block face and buildings south of Lee
- East - South Walnut Street
- West - Generally described as the 1<sup>st</sup> alley west of Main Street

The historic character and development of the CBD make it unique to the City, Planning Area, region and State, especially when combined with the Historic Route 66 segment which runs along Dewey Street. The CBD also includes a mix of retail, business and some light industrial on the periphery and the Sapulpa City Hall, Police Department and Annex, historic Creek County Courthouse, and the Creek County administrative buildings. The CBD is a carryover Special District from the 2005 Plan.

### **Special District 2 – Retail Services District**

The Retail Services District has been designated as a result of the Planning Process for the 2030 Plan and the acquisition of this land by Creek County. The Retail Services District is well located on the northwest corner of SH-33 and South 177<sup>th</sup> West Avenue near the intersection of I-44 and SH-66. The location of Special District 3 attracts local residents and tourists from the north, south and western parts of the Planning Area; opportunities for retail services on the east side of the City and Planning Area have largely been developed by neighboring cities. It will be important to the development of Special District 3 to have good access and possibly frontage roads along SH-33 and for the transition of land uses from Medium or even High Intensity uses in the core areas to transition to the surrounding less intense uses by buffering, increased setbacks and screening.

### **Special District 3 – Hillside Mixed Use Development District**

The area included within the boundaries of Special District 3 was previously included in the 2005 Plan and designated simply as a “Special District”. This area is characterized by relatively steep topography and the construction of the grid pattern streets and utilities was never fully completed. Orderly redevelopment from any existing single-family residences to higher intensities is a requirement for such redevelopment to be in accordance with the 2030 Plan. It is recommended that the underlying plat for this area be vacated and the grid streets and easements be vacated with re-platting into one lot/one block for development as a whole or in pieces for mixed use Medium and High Intensity Residential or Office uses.

The boundaries of Special District 3 are as follows:

- North - East Okmulgee Avenue
- South - Anderson Avenue
- East - North 2<sup>nd</sup> Street
- West - North 9<sup>th</sup> Street

## Activity Centers

Activity Centers are designated areas planned for Medium Intensity development at the intersection of major streets and highways as follows:

- Type 1 – 5 acres each corner of two intersecting secondary arterials; 20 acres total
- Type 2 - 10 acres each corner of an intersection of a secondary and primary arterial street, 40 acres total
- Type 3 - 15 acres each corner of the intersecting primary arterial streets, 60 acres total

Not all such intersections qualify for development as Medium Intensity Activity Centers. The timing of Medium Intensity development must avoid premature rezoning and consider any existing Low Intensity development.

## The Matrix of the Relationship of Land Use and Intensities to Zoning Districts

An important tool in the process of implementing the 2030 Plan will be the Matrix – see Appendix A. The Matrix is a guide for the SMAPC, Sapulpa City Council and the Creek County Board of County Commissioners in reviewing development proposals, whether for rezoning or for the subdivision of land. The Matrix provides a basis and guide for consistency in the decision-making process making it more predictable to developers and property owners seeking to make changes in zoning or consider development options based on the adopted and official policies of the 2030 Plan.

The Matrix is used by staff, SMAPC, City Council, and County Commissioners when an application is presented by comparing the specific Zoning Districts to the Land Use in the 2030 Plan. Zoning Districts are shown along the left margin of the Matrix and the Land Uses and Densities/Intensities are listed along the top. The following three (3) possible “findings” may be made from the Matrix and in making recommendations or final decisions about a proposed application:

**P** – The zoning district is **Permitted**, and is in accordance with the 2030 Plan

**C** – The zoning district can be **Considered** for accordance with the 2030 Plan.

-- - The zoning district is **Not in Accordance** with the 2030 Plan.

## Matrix Examples:

In the case of a **P - Permitted** zoning district request, no amendment to the 2030 Plan would be necessary to approve the request.

In the case of a **C - Considered** zoning district request, could be found in accordance with the intent of the Land Use and Land Use Intensities of the 2030

Plan if the existing land use and development (“physical facts”) were determined to be compatible with the request.

In the case of a -- - **Not in Accordance** zoning district request, approval of any such rezoning request should first consider an amendment to the 2030 Plan in the same public hearing format as required for the rezoning request.

**It is a recommended policy of the 2030 Plan that zoning or other development requests that are not found to be in accordance with the 2030 Plan not be approved.**

### 2030 FUTURE MAJOR STREET AND HIGHWAY PLAN MAP – MAP 33

The 2030 Major Street and Highway Plan Map (2030 MSHP Map) is show on **Map 33**. The 2030 MSHP Map shows the location and classification of major streets and highways and also shows the location and designations of Corridors and Gateways. The classification of the major streets and highways was shown previously in Chapter II on **Map 19**. The listing of the classification of major streets and highways on the 2030 Plan and the 2030 MSHP Map is as follows:

**Freeways/Turnpikes.** This designation is placed over the I-44 Turner Turnpike and the West Creek Turnpike. These turnpikes are limited access toll roads serving the central and eastern portions of the Planning Area. That portion of I-44 north and east of the Kellyville Gate to W. 51<sup>st</sup> Street has been made toll free. A toll is charged on the West Creek Turnpike at the entrance and exit to SH-66/New Sapulpa Road on the west and at the US-75 entrance on the east. I-44 gates are located at the West Creek Turnpike and about 96<sup>th</sup> Street, Kellyville, SH-97 and W. 61<sup>st</sup> Street. A southbound entrance ramp is located at W. 96<sup>th</sup> Street and I-44 and an off ramp is located at I-44 and W. 96<sup>th</sup>/Hilton Road. Access to the West Creek Turnpike is located at SH-66 and New Sapulpa Road on the west, with an on to east bound and an off to west bound at S. 65<sup>th</sup> W. Avenue, and an off to west bound and an on to east bound at S. 49<sup>th</sup> West Avenue.

**Primary Arterials.** Primary arterial streets shown on the 2030 MSHP **Map 33** include state highways such as SH-66/New Sapulpa Road, SH-33, US-75 and US-75A, SH-117 and SH-117A, and SH-166. SH-66/New Sapulpa Road has also been designated as the Oklahoma Route 66 Scenic Byway which was discussed at length in Chapters III and previously in this Chapter. Also designated as a Primary Arterial is W. 81<sup>st</sup> Street between SH-97 on the west and Frankoma Road on the east – functional plans for the improvement of this roadway have been completed by Creek County. It is expected that the ultimate improvement section for a Primary Arterial would be a six (6) lane configuration.

**Secondary Arterials.** Secondary Arterial streets are designated for the third highest classification of traffic carrying capacity behind Freeways/Turnpikes and Primary Arterials. The 2030 MSHP **Map 33** shows a comprehensive network of Secondary

Arterial streets which typically are located along section line roads, particularly in the unincorporated portions of the Planning Area. It is expected that the ultimate improvement section for a Secondary Arterial would be a four (4) lane configuration.

**Collector Streets.** Designated Collector Streets shown on the 2030 MSHP **Map 33** are located in the more intensely developed and urbanized portions of the Planning Area and often function to carry the more local traffic absent a Secondary Arterial roadway. Residential Collector Streets should function to carry the more local and preferably non-business/commercial traffic to residentially developed areas and are improved to a wide local street standard for paving and right-of-way of not more than one lane in each direction. However, Collector Streets may be classified as business and industrial collector streets as well as residential collector streets.

**The classification of streets and roadways is based on the 2030 Plan and the 2030 MSHP Map 33; the improvement standards for streets and roadways (number of lanes, right-of-way width, curb design, pavement width, sidewalks, etc.) is based on the design standards included in the City of Sapulpa and Creek County Subdivision Regulations.**

**Corridors.** Corridors have been designated in the 2030 Plan and are shown on the 2030 MSHP **Map 33** as follows:

1. Taft /SH-117: 33<sup>rd</sup> West Avenue to Brenner Road/ South 81<sup>st</sup> West Avenue
2. SH-97: West 61<sup>st</sup> Street South to West 101<sup>st</sup> Street South
3. Historic Route SH- 66: Municipal Golf Course to South 177<sup>th</sup> West Avenue
4. Sapulpa West Creek Turnpike
5. South Main Redevelopment Corridor: SH-117/Taft to Teel Road
6. US-75A: South of Teel on US 75-A
7. Teel Road: Main to Wickham
8. SH-66: 51<sup>st</sup> Street South along SH-66/New Sapulpa Road and Mission Street south to Dewey
9. Dewey: SH-66 and Mission west along Dewey to Main Street and SH-97
10. Mission Street: Intersection of SH-66 and Dewey south along Mission/SH-117 to Taft/SH-117
11. Wickham Road: Taft/SH-117 to Teel Road
12. Hickory Street: Taft/SH-117 to 141<sup>st</sup> Street

Corridors are areas designated along local streets and highways for specific purposes such as for region serving business and industry, or may in the case of the 2030 Plan be designated as the Oklahoma Route 66 Scenic Byway. Corridors were first designated by the City and Creek County in the 2025 MSHP; no new Corridors have been added by the 2030 Plan and 2030 MSHP; however, the previously designated Corridors were redefined and clarified resulting in an increased total number. The Corridors designated in the 2030 Plan have been designated for special architecture and aesthetic treatment according to previously adopted City standards.

**It is recommended that at least one of the Corridors is designated as a “priority corridor” and more detailed improvement and maintenance standards be developed in coordination with the local property owners and ODOT if such is an ODOT highway.**

**Implementation of the Oklahoma Route 66 Scenic Byway is also a recommended priority in conjunction with the adopted scenic byway plan.**

Improvement of the designated Corridors is an important step in improving the image of the City and Planning Area to residents and tourists alike and thereby contributing in a most positive way to expanded economic development.

**Gateways.** Gateways to the City and Planning Area have been designated by the 2030 Plan and 2030 MSHP **Map 33** at the major entrances and intersections of state and local roads and highways as follows:

1. Taft/SH-117 and 49<sup>th</sup> West Avenue
2. 49<sup>th</sup> West Avenue and West Creek Turnpike
3. SH-66/New Sapulpa Road and West Creek Turnpike
4. SH- 97 and West 91<sup>st</sup> Street South
5. SH-97 and I-44 (Turner Turnpike)
6. SH-117 and SH-66/SH-33
7. US-75 A South of Main Street
8. I-44 and South 49<sup>th</sup> West Avenue

Gateways were first adopted by the City and Creek County in the 2025 MSHP. Gateways function as points of first contact and impression for tourists and visitors and also reinforce opinions and impressions, positives or not so positive, of residents returning home from other parts of the metropolitan area. Positive first impressions will create an invitation to come and see more of the City and Planning area and will leave a lasting impression that tourists and visitors will take with them. A Gateway is a **marketing tool** and must be based on the positives of well-designed and well-maintained private and public property as well as architectural themes combined with well-designed and tastefully done lighting and signage for example.

A first step in developing a Gateway improvement program would be that a preliminary assessment be done on each of the Gateways with public and private measures of improvement adopted, with some voluntary and possibly some code based measures adopted along the earlier theme of “fix up- paint up-cleanup” discussed previously in the 2030 Plan.

**Based on the preliminary assessment of the selected Gateways, it is recommended that a minimum of one of the Gateway locations be selected for improvement, possibly one located at the highest traffic count that is also combined with the “priority corridor” and on the Oklahoma Route 66 Scenic Byway as discussed above.**



## 2030 FUTURE SAPULPA/CREEK COUNTY MASTER TRAILS PLAN MAP – MAP 34

The 2030 Plan 2030 Sapulpa/Creek County Master Trails Plan Map (2030 Trails Plan Map) is shown on **Map 34**. The 2030 Trails Plan Map is based on the draft 2025 Sapulpa Parks, Recreation Trails and Open Space Plan being prepared by the Sapulpa Parks and Recreation Department and the adopted 2025 MSHP. The following classification of trails and trail elements is shown on the 2030 Trails Plan **Map 34**:

- Trail Heads
- Route 66 Bike Route
- Planned Bikeway – Regional
- Planned Bikeway – Local
- Existing Unpaved Trail
- Existing Multi-Use Trail
- Planned Multi-Use Trail – Regional
- Planned Multi-Use Trail – Local
- Funded Trail Project

The completed and adopted Parks, Recreation Trails and Open Space Plan should be adopted as an element of the 2030 Plan. A total of 20 existing and planned trails are shown on **Map 34**.

**An official recommendation and objective of the 2030 Plan is to create a local system of multi-use trails on ribbons of open space and that said local system is connected to the INCOG Regional Trails Plan.**