

## **CHAPTER V – DRAFT 9\_26\_13**

### **IMPLEMENTING THE 2030 PLAN**

#### **INTRODUCTION**

Each decision made by the governing body and each recommendation made by a planning commission has an important bearing on the future development of the City and Planning Area and also has the potential to contribute to or take away from the implementation of the 2030 Plan. Chapter V presents a brief overview of the following tools for implementing the 2030 Plan:

- Continued Citizen Involvement
- Zoning Regulations
- Subdivision Regulations and Engineering Design Standards
- Annexation
- Building and Housing Codes
- Reviewing, Processing, and Permitting Development Plans
- Residential Neighborhood Area Improvement Programs
- Business and Commercial Area Improvement Programs
- Continued Street Improvement Programs and Complete Streets
- Capital Improvement Program (CIP)
- Master Plans
- Historic Preservation and Enhancement of the Central Business District (CBD)
- Affordable Housing Strategies
- Park, Recreation, Trails and Open Space
- Sustainability
- Green Building
- Low Impact Development (LID)
- Detailed Planning for Corridors, Gateways, Special Districts and Development Sensitive Conservation Areas
- Adopting the 2030 Plan by Creek and Tulsa County

#### **CONTINUED CITIZEN INVOLVEMENT**

The foundation for this Planning Process was the work done by the City Council in drafting the basic elements of a strategic plan for the City – an important work that is expected to be revisited now that the 2030 Plan is completed. From this foundation an Online Survey was hosted on the INCOG website. Many of the survey results have been discussed in detail in the previous Chapters, reflected in the goals, policies and objectives in Chapter II, and then summarized in the Goals, Policies and Objectives for Growth and Development in Chapter IV.

Another important part of the citizen involvement process was a series of public meetings during which draft elements of the 2030 Plan were reviewed and discussion took place which assisted in the preparation of that particular element of the 2030 Plan. This part of the citizen involvement process was designed to educate and involve the public decision makers and recommending bodies and to include a broad cross-section of the City and Planning Area. The focus of this approach was intended to inform the general public about the goals of the process and equally important to receive input regarding what the future plan for the development of the City and Planning Area. The list of planning committee members was not formal but the results were comprehensive and complete. Broad participation by the public and stakeholders in the future development of the City and Planning Area will be the key to a continued sense of belonging to the community and having a part in it as opposed to sitting on the sidelines.

The Acknowledgements Page of the 2030 Plan attempts to recognize those individuals and agencies that took part in the Planning Process and shaped the elements of the 2030 Plan as they were prepared and adopted. The results of the Online Survey and the adopted 2030 Plan are posted on the INCOG webpage:

[http://www.incog.org/Community Economic Development/SapulpaPlan/home.html](http://www.incog.org/Community_Economic_Development/SapulpaPlan/home.html)

## **ZONING REGULATIONS**

Zoning is the most obvious and publicly recognized tool of implementing the 2030 Plan. The relationship of the proposed Land Use Plan categories (2030 Plan Map – **Map 32**) is shown on the Matrix in Appendix A. The Matrix is the primary planning tool and basis for consistency in the zoning decisions made by the governing bodies and SMAPC during the Planning Period; it should also serve as preliminary reference information for applicants seeking zoning changes and information.

## **SUBDIVISION REGULATIONS AND ENGINEERING DESIGN STANDARDS**

The exercise of subdivision control based on the Subdivision Regulations and Engineering Design Standards is a fundamental part of development regulation, review and approval and implementation of the 2030 Plan. The Subdivision Regulations establish the process and minimum standards for development-related plans and improvements while the Engineering Design Standards set the detailed engineering and technical requirements for design and construction of such infrastructure improvements. For these parts of the development review process to be successful, the development review, approval and inspection processes must be supported by an adequate staffing level in the Planning and Engineering areas.

## **ANNEXATION**

Currently the City has mapped out the area into which it expects to grow by creating an Annexation Fenceline which includes the core/incorporated limits of the City. The purpose of the Annexation Fenceline is to officially distinguish the future growth area and to protect that area from annexation by abutting cities or towns. Although the area within the Annexation Fenceline but outside the core/incorporated area remains under the ultimate jurisdiction of Creek County, matters of common interest and the responsibility for improvements, such as roads or bridges, are freely discussed. In 2003, the City of Sapulpa and Creek County passed a joint resolution stating that development within Sapulpa's Annexation Fenceline would be subject to the highest improvement standard whether adopted by the City or Creek County. During the Planning Period it is expected that as significant development takes place within the Annexation Fenceline that said area would be annexed into the City to have access to the City's water and sanitary sewer facilities as well as expanded public safety services. The 2005 Plan was prepared and adopted by the City and Creek County to include the unincorporated areas within the Annexation Fenceline. A strong recommendation of the 2030 Plan is that upon adoption by the City it also be presented to Creek County and Tulsa County for adoption.

## **BUILDING AND HOUSING CODES**

Building and development-related codes are the basis for plan review, inspection of construction and approval prior to and after issuance of construction permits. Building code inspections and enforcement programs must be well-funded and staffed to provide a comprehensive and rapid response to requests for service, whether for review of plans in the office or calls for inspections in the field. A thorough, balanced and ongoing code enforcement and inspections process assures a high quality of construction and building maintenance. Housing codes contribute to the quality of the living environment and must be enforced by trained and qualified local officials to be effective. Although not presently adopted, implementation of a housing conditions code has been also been discussed by the City.

## **REVIEWING, PROCESSING AND PERMITTING DEVELOPMENT PLANS**

The development review process is an important indication of the readiness of the City and County to administer existing regulations as well as to accept and incorporate new development practices or changes to existing development practices as needed. These processes should be centralized for intake of plans and coordinated throughout by a central figure to allow tracking and accountability. Such a system is sometimes referred to as a "one stop" center. A similar central point of contact should be established for general information about the City – a webpage may be helpful but may not be the total answer to conveying an attitude of being open for business and user friendly. Staff persons responsible for development review should be well-trained and knowledgeable about the regulatory requirements as well as being skilled at customer service. The requirements of

applications should be clearly spelled out and required for acceptance; pre-application meetings for major projects are helpful in expediting processing of permits and avoiding delays in final project approvals.

Points of contact for a homeowner with a question about a fence or home business should also be established and well-publicized – a comprehensive and updated section on frequently asked questions on a webpage communicates to the public that the City is friendly as well as open for business. Persons who are the designated points of public contact should also be familiar with services not offered by his/her department for referrals and who to contact to avoid continuous transfers on the phone.

### **RESIDENTIAL NEIGHBORHOOD AREA IMPROVEMENT PROGRAMS**

As discussed in Chapter III, more than half of the respondents to the Online Survey stated that the Image and Appearance of Sapulpa’s residential Neighborhoods must be improved to elevate the overall image and appearance of the City. As discussed earlier in Chapter IV, the image and appearance of residential areas was also said to be an important reason and consideration of moving to the City and Planning Area. The types of programs that are most effective in improving residential areas are voluntary “fix up – clean up -paint up” programs in which the residents, not all of whom might be property owners, take stock and improve their homes and property at a cost of “sweat equity”. Programs of government renewal and actions by the City or County can only do so much here and typically much remains to be done. An important role the City or County can play in this process is to participate with property owners, as allowed by law and within the available public resources, to repair streets and to mow and clean right-of-ways

### **BUSINESS AND COMMERCIAL AREA IMPROVEMENT PROGRAMS**

As discussed in Chapter III, more than half of the respondents to the Online Survey stated that the Image and Appearance of Sapulpa’s business and commercial areas must be improved to elevate the overall image and appearance of the City. In the case of the Central Business District (CBD), the historic appearance and character of the area may also be further preserved and enhanced to increase revenue as a continuing economic resource. The image and appearance of business and commercial areas was noted in the public input sessions and Online Survey results to be an important reason and consideration for a business moving to the City and Planning Area as discussed earlier in Chapter IV. As with the residential areas, improving commercial areas are Business Improvement Districts in combination with voluntary “fix up – clean up - paint up” programs in which the business owners and in some cases private “pride” groups, not all of which might be property owners, take stock and improve their business facades, repair or replace awnings and signs, and clean alleys at a cost of “sweat equity”. Programs of government renewal and actions by the City or County can only do so much here and typically much remains to be done. An important role the City or County can play in this process is to participate with property owners, as allowed by law and within the available public

resources, to repair streets, to sweep, mow and clean right-of-way to improve the image and appearance of business and industrial areas.

Focused private efforts in commercial areas, such as the CBD in particular, could lead to the development of a Business Improvement District where owners are assessed an agreed to amount to maintain and make improvements on matters of common interest such as repair of a sidewalk, improved lighting or landscaping already agreed to by the members of the Business Improvement District.

## **CONTINUED STREET IMPROVEMENT PROGRAMS AND COMPLETE STREETS**

A significant number of citizens responding to the Online Survey stated that congestion on local streets was a major impediment to improving and growing the City. Street improvement programs result in increased traffic safety and an improved appearance to the roadway and the abutting right-of-way. Although it might be difficult to think of local street congestion in view of traffic conditions in the larger metropolitan area, local public perceptions are important to creating a sense of place by area residents and also for giving positive first impressions to tourists and visitors. Street improvements programs in developed areas should also be combined with the “Complete Streets” concepts for new residential development to increase the quality of life in the City’s neighborhoods.

## **CAPITAL IMPROVEMENT PROGRAM (CIP)**

The importance of a comprehensive Capital Improvement Program (CIP) to the development of City and Planning Area cannot be over-emphasized – it is the CIP that is essential for meeting the objectives of the 2030 Plan as it relates to large capital expenditures for infrastructure. A major such example in process mentioned in the 2030 Plan is the improvement of W. 81<sup>st</sup> Street from Frankoma Road to SH-97. The recently completed S. 49<sup>th</sup> W. Avenue extension and bridge over Polecat Creek was a joint project of the City and Creek County combined with state and federal funding. Projects such as the W. 81<sup>st</sup> and S. 49<sup>th</sup> projects require years of planning and funding that can only come from a CIP. A CIP is based on a specific program of priorities for all areas of the City or respective County. Priorities may range from needs that are of a mandatory basis due to possible life threatening conditions that should be met immediately, to those needs that are considered essential, desirable or deferrable to some undetermined future point in time.

The basic element of a comprehensive CIP is a current inventory of capital assets. Upon completion of the inventory, an analysis and prioritization is needed. The adopted CIP should be maintained and utilized as a tool of capital construction as well as a fiscal tool of reference during the time of budget preparation. The CIP is a **physical plan** (in the sense of buildings, infrastructure and large equipment) and a **fiscal plan** (in the sense of funding and budgeting) that supports implementation of the 2030 Plan in the following ways:

- Staging and planning major future capital improvements

- Guiding development by the timing of the construction of public improvements – roads and bridges in particular
- Keeping capital spending and investment level
- The goals, policies and objectives of the 2030 Plan should guide the actions of the governing body
- The CIP should be adopted as an element of the 2030 Plan

## **MASTER PLANS**

Implementation of the 2030 Plan will require preparation of short term, mid-term and long term master plans for the various major elements of the City and Planning Area's infrastructure and physical facilities. As discussed in Chapter III, master plans for storm water management and drainage are important Master Plan elements. Phased development of Master Plans is recommended and typically required due to the scope and cost of the work.

## **HISTORIC PRESERVATION AND ENHANCEMENT OF THE CENTRAL BUSINESS DISTRICT (CBD)**

Perhaps the best example of a historic icon under the umbrella of the City is the CBD area which is the core of retail and professional services, and also the location of the Historic Route 66 along Dewey Street. Such an historic icon for Creek County is the Creek County Courthouse also located in the CBD – the Courthouse is listed on the National Register of Historic Places. A major renovation of the Courthouse was completed in 2013. Preservation and enhancement of the historic character of the CBD will support its continued vitality as an economic asset serving residents and tourists in the years to come.

## **AFFORDABLE HOUSING STRATEGIES**

The incorporation of Affordable Housing Strategies into the planning and development of neighborhoods and housing in the City and Planning Area will assure that persons at all income levels have the maximum opportunity to live and work within the City and Planning Area. Comprehensive programs to maintain the infrastructure of the original and older residential areas will also be needed to support the investment of property owners in these areas and to arrest any possibility of decline in value or in attractiveness of these areas.

## **PARK, RECREATION, TRAILS AND OPEN SPACE**

The City of Sapulpa Parks and Recreation Department is responsible for more than 400 acres of combined land surface and water area. More information about the Sapulpa parks and recreation programs and facilities is available on the webpage: [www.cityofsapulpa.net/parksoverview.asp](http://www.cityofsapulpa.net/parksoverview.asp)

The recent completion of the Aquatics Center at Liberty Park exemplified broad public and private support for the City's parks and recreation program. Parks, recreation areas, trails and open space areas contribute in a major way to the quality of life and the health and welfare of area residents. The City has also become a venue for sports and sporting events, including fishing tournaments at Sahoma Lake and Pretty Water Lake; these events contribute in a major way to the economy of the City and Planning Area. Currently, the Parks Department is preparing a park master plan which when completed should be adopted as an element of the 2030 Plan. Parks, recreation areas, open spaces and trails contribute positively to the image of the Planning Area and to the health and welfare of persons of all ages. An important pending project to the parks and recreation program is the completion of the trail along the south side of Pretty Water Lake. The successful implementation of the parks, recreation and trails program will include forming a strong local network of on-and off-street trails with connections to the INCOG Regional Trails Plan and program.

## SUSTAINABLE DEVELOPMENT

According to the U.S. Environmental Protection Agency website:  
<http://epa.gov/sustainability>

“Sustainability is based on a simple principle: Everything that we need for our survival and well-being depends, either directly or indirectly, on our natural environment. Sustainability creates and maintains the conditions under which humans and nature can exist in productive harmony, that permit fulfilling the social, economic and other requirements of present and future generations. Sustainability is important to making sure that we have and will continue to have, the water, materials, and resources to protect human health and our environment.

EPA Sustainable communities' research is providing decision tools and data for communities to make strategic decisions for a prosperous and environmentally sustainable future, and providing the foundation to better understand the balance between the three pillars of sustainability-environment, society and economy. Supporting development and conservation strategies that help protect our natural environment and make our communities more attractive, economically stronger and more socially diverse.”

The test of Sustainability has also been described as what we build for today will not cause us to mortgage the future - weighing the **benefit** of a short-term gain against what might be a related long-term cost is application of the principles of Sustainability. The principals of Sustainability have been incorporated into the 2030 Plan as related to wise use, good stewardship and conservation of the natural and built environment.

## **GREEN BUILDING**

Green Building brings together a vast array of practices and techniques to reduce and mitigate the impacts of building construction on the environment and utilization of those practices and techniques which support the human health. It often emphasizes taking advantage of renewable resources, such as using sunlight through passive solar, active solar, and photovoltaic techniques and using plants and trees through green roofs, rain gardens and for reduction of rainwater run-off. Many other techniques, such as using packed gravel for parking lots instead of concrete or asphalt to enhance replenishment of ground water can be considered. Effective green buildings are more than just a random collection of environmentally friendly technologies. These Green Building techniques require careful, systemic attention to the full life-cycle impacts of the resources embodied in the building and to the resource consumption and pollution emissions over the complete life cycle of the building.

The conservation and preservation principals of Green Building are important elements in implementing the 2030 Plan; however, it is noted that these approaches depend largely on an educated and informed public on a voluntary and with a “just good business” approach. Information and resources on Green Building practices can be found at the United States Green Building Council website: [www.usgbc.org](http://www.usgbc.org)

## **LOW IMPACT DEVELOPMENT (LID)**

Low Impact Development (LID) is a cost-effective and visually appealing approach to site design that involves innovative land planning practices and technologies for managing stormwater and wastewater. LID techniques are designed to reduce stormwater runoff, protect watersheds, and to lower installation and infrastructure maintenance costs while preserving or adding aesthetic value. For example, developers may rely on minimum structural approaches to managing runoff preserving drainage areas as natural open space and as amenities to the development.

The primary goal of LID is to protect the natural and pre-development water flow in order to minimize the ecological impacts of urbanization. LID is an important tool for implementing the 2030 Plan. The principals of LID can be incorporated into the growth and development of the Planning Area by considering the goals, policies and objectives of the 2030 Plan as related to the Land Use Planning elements taken in combination with the goals, policies and objectives of Development Sensitive and Conservation Areas. Information and resources for Low Impact Development can be found at the Low Impact Development Urban Design Tools website: [www.lid-stormwater.net](http://www.lid-stormwater.net)

## **DETAILED PLANNING FOR CORRIDORS, GATEWAYS, SPECIAL DISTRICTS AND DEVELOPMENT SENSITIVE AND CONSERVATION AREAS**

The criteria established in the plans for designated Corridors, Gateways, Special Districts and Development Sensitive and Conservation Areas are general in nature and express an

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intended result as opposed to a more detailed design for improvement of such areas. Therefore, further detailed planning is required as development occurs as well as a prioritized program for implementation of the various Corridors and Gateways. More detailed planning can also be facilitated by applying the PUD Concept as referred to in the previous chapters. The PUD Concept can be used to grant developers flexibility in the arrangement of buildings, mixed use, increased heights, increased intensity/density and inclusion or exclusion of uses otherwise allowed by conventional zoning regulations. Such additional detailed planning will also increase the compatibility of new development with existing development, cause areas where the public enters the Planning Area to be more attractive and appealing and increase the safety of both motorists and pedestrians.

### **ADOPTING THE 2030 PLAN FOR UNINCORPORATED AREAS OF CREEK AND TULSA COUNTY**

As noted in Chapter IV, the City's adopted land use plan for the unincorporated areas of Creek County and Tulsa County included within the Planning Area are only advisory to those counties. Upon approval and adoption of the ordinance by the City, the 2030 Plan should also be presented to the Tulsa Metropolitan Area Planning Commission (TMAPC) and the respective governing bodies for adoption. In the interim until the adoption by TMPAC and Creek and Tulsa County, a strong program of referral of planning applications prior public hearing by the SMAPC and City should be established – such a program is in place now by the City with Creek County. When the 2005 Plan was adopted by the City in 1989 it was also adopted by the Creek County Board of County Commissioners. It is important that the separate governing bodies which are party to the 2030 Plan be on the same land use planning page.