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### **LINKS AND SOURCES CONSULTED**

## **ACKNOWLEDGEMENTS**

Appreciation is formally expressed to the following individuals and organizations for their contribution of time and effort, which has resulted in the completion of Connecting to the Future: Sapulpa 2030 Comprehensive Plan:

### CITY OF SAPULPA MAYOR AND CITY COUNCIL

Mayor Reg Green	Ward 4
Craig Henderson	Ward 4
Bill Rollings	Ward 1
Theresa Jones	Ward 1
Charles Stephens	Ward 2
John Anderson	Ward 2
Vice Mayor Lou Martin	Ward 3
Marty Cummins	Ward 3
Alan Jones	Ward 5
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### CREEK COUNTY BOARD OF COMMISSIONERS

Chairperson Newt Stephens	District 1
Rick Stewart	District 2
Danny Gann	District 3

### SAPULPA METROPOLITAN AREA PLANNING COMMISSION

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## THE COMMUNITY VISION

The strategies drafted by the City Council have been translated into the following “Community Vision” for Connecting to the Future: Sapulpa 2030 Comprehensive Plan (2030 Plan):

A safe place with a sense of community in which to live, 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 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 exciting opportunities for living, working, and shopping as well as for recreation and entertainment

Livability and quality neighborhoods are 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

Development and growth is taking place in harmony with the natural environment

## PREFACE

Connecting to the Future: Sapulpa 2030 Comprehensive Plan (2030 Plan) is the first major update of the Sapulpa, Oklahoma Comprehensive Plan 1988-2005 (2005 Plan). The 2030 Plan is a comprehensive statement of land use policies, goals and objectives for the incorporated areas presently annexed by the City of Sapulpa (City). It is also a policy statement regarding land use development within the City's unincorporated areas included within the Annexation Fenceline; this particular element of the 2030 Plan will be a recommendation to Creek County and Tulsa County about how these areas should develop. The unincorporated areas included within the Annexation Fenceline and the City's incorporated areas are referred to as the Planning Area.

It is recommended that upon adoption of the 2030 Plan by the City for the unincorporated portions of the Planning Area that the 2030 Plan is presented to for adoption to the Creek County Board of County Commissioners and the Tulsa County Board of County Commissioners.

The City's 2005 Plan was adopted by the City Council on March 7, 1988 and by the Creek County Board of County Commissioners on August 8, 1988. The Community Planning Division of INCOG prepared the 2005 Plan. The City established a strong and early tradition of land use planning, zoning, and development. The Sapulpa Metropolitan Area Planning Commission (SMAPC) formed by the City Council and Creek County Board of County Commissioners has supported the basis for that planning tradition. The membership of the SMAPC is composed of four (4) members from the City and four (4) from Creek County plus the City's Mayor or designee and the Chairperson of the Creek County Board of County Commissioners or designee, a total to ten (10).

In 2004, the City and Creek County adopted the 2025 Sapulpa-Creek County Major Street and Highway Plan and the Sapulpa/Creek County Master Trails Plan (2025 MSHP and Trails Plan). The 2025 MSHP and Trails Plan were amended in 2004 to include the now completed Centennial Trail, Plaza, and Buffalo Sculpture on New Sapulpa Road/SH-66. The 2025 MSHP and Trails Plan is an official element of the 2030 Plan.

During the Planning Process, two (2) main activities took place that formed the major platforms for preparation of the 2030 Plan. First, a strategic planning process was conducted by the City Council (which resulted in a "Community Vision"). Secondly, an interactive online survey (Survey) was conducted to gather public input on specific topics as well as to offer citizens an opportunity to leave comments about the future development of the City.

The strategic planning process was initiated by the City Council in late 2010 and continued into early 2011 and identified a draft set of key factors and community strategies bearing upon the future development the City and the Planning Area. The major community strategies identified by the City Council were as follows:

- Growth and Development
- Economic Health
- Transportation
- Community Culture and Character
- Downtown Vitality
- Neighborhood Character/Quality/Livability
- Safety and Wellness

The goals, policies, and objectives based on the above strategies are presented in Chapters III and IV of the 2030 Plan.

The interactive online survey was available in an electronic long and short form on the INCOG website: [www.incog.org/CommunityEconomicDevelopment/SapulpaPlan/home.html](http://www.incog.org/CommunityEconomicDevelopment/SapulpaPlan/home.html) and on the City website: <http://www.cityofsapulpa.net/> . Paper copies were also distributed.

The online responses were automatically updated to the results as they are received; the data from the paper forms was also entered onto the webpage as it was received. A capsular overview of selected Survey results as of January 15, 2013 is as follows while the very latest results continue to be available on the INCOG webpage:

- 64%** - Lived in Sapulpa more than 20 years
- 77%** - Registered voters in Sapulpa
- 56%** - Image of Sapulpa to non-residents was Very Good, Good
- 92%** - Sapulpa should maintain the appearance and atmosphere of a small town through balanced growth
- 74%** - Availability of housing for sale was Good, Adequate
- 59%** - Availability of rental housing was Good, Adequate
- 67%** - Quality of life in Sapulpa was Good, Adequate
- 80%** - Appearance and availability of Sapulpa's parks was Good, Adequate
- 32%** - Shopped in Sapulpa's Central Business (CBD) more than once per week
- 68%** - Would shop more often in the CBD if more retail shops were available
- 47%** - Would shop more often in the CBD if more restaurants were available
- 59%** - Hospitality and entertainment - type of jobs needed
- 64%** - Advanced manufacturing and industrial – type of jobs needed
- 67%** - Additional retail development is important to the future development of Sapulpa
- 62%** - Dinner and local theater type of hospitality, entertainment, and tourism needed
- 52%** - Greatest public improvements needed was for roads and street conditions
- 26%** - Funding by dedicated sales tax for public improvements preferred option
- 37%** - Sidewalks important on residential streets
- 89%** - Possibly/definitely support a system of City-wide on- and off-street trails for bicycles and pedestrians
- 71%** - Land use planning is important
- 72%** Improving and maintaining City's infrastructure (streets, water, sanitary sewer, stormwater, parks/recreation)
- 70%** - City must be pro-growth through quality development

The INCOG webpage was also used for posting the elements of the 2030 Plan as they were completed to allow for public comment and input; the webpage remains available to the public. Public meetings were also held during the Planning process to gather face-to-face participation with stakeholders.

The 2030 Plan is a policy guide for the future physical and socio-economic development of the Planning Area that will be built by an essential and dynamic public-private partnership. The 2030 Plan provides a firm basis for effective, informed, and consistent land use policy decisions that take place in both the public and private sector. The 2030 Plan also provides public officials and the citizenry with essential information about the City and its Planning Area. It is important that the 2030 Plan be reviewed and revised on a regular basis for it to remain current and viable and to reflect the appropriate and likely changing land use planning policies for five (5), ten (10) or fifteen (15) years in the future during the Planning Period and until 2030.

## CHAPTER I

### INTRODUCTION TO THE 2030 PLAN

#### THE PLANNING AREA

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

##### Sapulpa Planning Area

Total Square Mileage	92.8 square miles
Creek County Part	91.7 square miles
Tulsa County Part	01.1 square miles

##### Sapulpa Corporate Limits

Total Square Mileage	23.14 square miles
Creek County Part	22.57 square miles
Tulsa County Part	00.57 square miles

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

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

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

### THE HISTORY OF COMPREHENSIVE LAND USE

#### PLANNING IN SAPULPA

The City of Sapulpa's first comprehensive land use plan was dated December 1964 and is referred to as The Planning Document for Sapulpa Oklahoma (1964 Plan). The Oklahoma Center of Urban and Regional Studies through the University of Oklahoma Research Institute prepared the 1964 Plan. The Sapulpa Metropolitan Area Planning Commission (SMAPC)

formed by the City of Sapulpa and Creek County officially adopted the 1964 Plan. According to the 1964 Plan:

The planning movement in the United States was born out of the necessity for rearranging space allocated to the various functions within the community. The architect has been concerned with the design and orientation of an individual building on a single site. He has no control over [the] off-site environment. The mixture of architectural forms in the central business district of most cities indicates the difficulty of relating one use to another. In contrast with the architect, the planner is concerned with a larger scale, [being] the integration of the functional areas of the city.

His tools are not as precise [as the] blueprints and construction materials and structural forms of the architect and engineer, but rather the more general Master Plan with policy statements for coordinating the development of residential, commercial, industrial and public uses and transportation facilities. Public planning deals with [the] physical environment but planning as a process, as a method of approaching public problems on a long range, comprehensive, and coordinated basis is as significant as the plans produced by the process. Therefore, planning should be an approach to dealing with urban problems. The development of the comprehensive Master Plan is one of the important end products.

(Source: 1964 Plan, page 3)

The 1964 Plan received its first major update in June 1971 with the completion of the Comprehensive Plan: Sapulpa Metropolitan Area and Creek County, Oklahoma (1971 Plan):

Part I – The Comprehensive Plan for the Sapulpa Metropolitan Area

Part II – Supplementary Information - Description of the Comprehensive Plan, Development of the Comprehensive Plan and Implementation of the Comprehensive Plan

The purpose of the 1971 Plan was stated as follows:

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

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

The purpose of the Comprehensive Master Plan is to provide for orderly and coordinated physical growth of Sapulpa's 72 square mile [annexation] fence line, referred to hereinafter as the "planning area". It addresses present and future needs; encourages orderly growth and protection of natural resources; promotes the general health, safety, and welfare of area citizens, and provides a format that will best utilize public and private funds.

(Source: 2005 Plan, page 1)

In 2011, the City officially launched the current and third major update of the comprehensive land use plan and planning process called Connecting to the Future: Sapulpa 2030 Comprehensive Plan (2030 Plan). The 2030 Plan builds upon the City's strong past planning traditions and serves as the policy guide for the future physical and socio-economic development of the City based on present and future needs. The 2030 Plan is built upon an essential public-private partnership, which effective, informed, and consistent policy decisions may take place in both the public and private sector. As with the 1964 Plan, the 1971 Plan and

the 2005 Plan, the 2030 Plan document and process provides public officials and the citizenry with important information about Sapulpa and that portion of Creek County and Tulsa County included within the growth boundaries of the City and Creek County.

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

## AUTHORITY AND JURISDICTION

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

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

## THE PLANNING PROCESS

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

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

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

## AREA-WIDE AND REGIONAL PLANNING

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

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

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

### CONFORMANCE TO THE 2030 PLAN

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

### ZONING: RELATIONSHIP TO THE 2030 PLAN

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

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

### AMENDMENTS TO THE 2030 PLAN

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

- ❖ It is the official policy of the SMAPC and Sapulpa City Council that whenever a zoning or rezoning application is submitted that is not in accordance with the 2030 Plan, a public hearing should be held to consider such an application a request to amend the 2030 Plan.
- ❖ In those cases where an amendment is appears to be required, sufficient data and information necessary to support the application for the amendment must be provided by the applicant with the rezoning application.
- ❖ Upon approval of an application to amend the 2030 Plan, the SMAPC shall consider the application for zoning or rezoning; however, a zoning or rezoning application will be considered by the SMAPC regardless of the decision on the amendment.
- ❖ Rezoning requests which may be found in accordance with the 2030 Plan, if approved, do not require amendments to the 2030 Plan.
- ❖ Major updates to the 2030 Plan should be performed every five (5) years and the 2030 Horizon Year should be extended accordingly. It is recognized by the SMAPC and City Council that the 2030 Plan is a policy document as opposed to a regulatory document.
- ❖ The 2030 Plan is intended to be a policy guide to the public and private sectors. However, every effort should be made to bring a requested action into conformance with the 2030 Plan or to amend the Plan as growth and development take place.

## CHAPTER II

### BASIS FOR CONNECTING TO THE FUTURE: SAPULPA 2030 COMPREHENSIVE PLAN

#### INTRODUCTION

Major forces which have shaped the development of the Planning Area in the past and which can be expected to be determinants of development during the Planning Period form the basis for the 2030 Plan. The present development of the Planning Area has been referred to as the “physical facts” which must be considered in public policy decisions related land use planning. The future development of the Planning Area will be shaped by the public policies adopted as a result of the Planning Process which results in “Connecting to the Future: Sapulpa 2030 Comprehensive Plan” (The 2030 Plan).

The location of the Planning Area and Corporate Limits Boundary are shown on the Location and Planning Area Map (**Map 1**). The Sapulpa Corporate Limits contains 24.6 square miles, and the unincorporated area within the Annexation Fenceline including Creek and Tulsa County is 68.2 square miles.

The total area included within the Planning Area is 92.8 square miles. The largest part of the Planning Area is in Creek County, encompassing 69.1 square miles, and 22.57 square miles of incorporated area. Approximately 1.1 square mile is included in the northern part of the Planning Area and Tulsa County. Maps referred to in this section are included at the end of this Chapter except for Map 1, which is included at the end of Chapter I.

This Chapter will present, discuss, and analyze the following physical, social, and economic determinants of development:

- Physical Features:
- Physical Features and the Natural Environment
- Man-Made Physical Features and the Built Environment
- Social Factors and Demographic Factors
- Economic Factors

#### PHYSICAL FEATURES

The physical features of the Planning Area are discussed below in terms of natural and man-made physical features and determine to a large extent the nature and type of development that will occur and the general direction and areas within which future growth will take place.

##### NATURAL PHYSICAL FEATURES AND THE ENVIRONMENT

The natural physical features discussed in this section include the following:

- Soils
- Depth to Bedrock
- Drainage Basins and Watersheds
- Floodplains
- Slopes and Topography

- Major Geologic Formations
- Wetlands and Impaired Streams

## SOILS

Information concerning the different soil types found within the Planning Area is useful in planning and constructing sites for residences, roads and highways, water, and sewer systems. From the soil data, the potential of each soil for specified land uses can be determined and any soil limitations associated with these land uses can be identified and mitigated if construction is to proceed.

Soil formations are shown on the Major Soil Formations Map (**Map 2**). A further detailed breakdown of soil characteristics is available in the Natural Resources Conservation Services (NCRS) at <http://websoilsurvey.nrcs.usda.gov>. Soils are grouped based on soil characteristics, including, but not limited to permeability, percolation, ponding, drainage conditions, shrink-swell potential, depth to cemented pan, depth to hard/soft bedrock, soil texture, flooding frequency, filtering capacity, topography, seepage, subsistence, and organic content. Soil characteristics also influence the future construction for roads, residences, small commercial structures, and septic tank absorption.

**Map 2** identifies the following six (6) primary soils found within the Planning Area:

The most common soils are the Darnell and Niotaze soils and the Dennis, Okema, and Carytown loams. These soils are not generally conducive to septic systems, lagoons, sanitary landfills, or fill for roads. Residential development on these soils is severely limited due to the underlying sandstone; however, these soil classifications do not prohibit development, but measures must be taken during site planning and construction phases to mitigate the limiting factors of the soils.

The Dennis, Okema, and Carytown loams are the next most commonly occurring soil classifications. These soils are very clayey, percolate slowly, are not conducive to septic systems, lagoons, sanitary landfills, or fill for roads. The shrink-swell factor of these soils is severe, and can contribute to the deterioration of roads. This classification does not prohibit development, but measures must be taken during site planning and construction to mitigate the limiting factors of the soils.

The remaining portions of the Planning Area include over 25 soil types and include the Mason Silt loam that is located in the floodplain areas. The Mason Silt loam is deep, well drained, and permeable and follows Rock and Polecat Creek. This particular soil type is best suited for agricultural or recreational land.

Soil Limitations on Roads Map (**Map 3**). The majority of the soils found within the Planning Area have a Very Limited Rating for road construction. Soils in areas classified as the Very Limited Rating do not prohibit road construction, but if roads are to be built and stand the test of heavy use and time, measures must be taken during site planning and construction to mitigate the limiting factors of the soils. The two (2) primary measures that will assure that the roads will withstand the test of use and time are the testing of the soils prior to construction and proper preparation of the roadway base.

Soil Limitations on Dwellings and Small Commercial Structures Map (**Map 4**). The majority of the Planning Area has a Somewhat Limited to Very Limited Rating for construction of dwellings and small commercial structures. These limiting factors do not prohibit construction but if such construction is to take place, measures must be taken in the site planning and construction phases of the improvements to mitigate the limiting factors of these soils.

Soil Limitations on Septic Tank Absorption Map (Map 5). The vast majority of the Planning Area has a Very Limited Rating for septic tank absorption and use; however, and in some cases, this limitation can be overcome by reducing the density of development, increasing the area of septic fields, or by the use of aerobic onsite systems and lagoons. If development is to take place, all options should be explored to extend and connect to a public collection and wastewater disposal system.

Soil Permeability. According to the NRCS Soil Survey of Sapulpa found at <http://websoilsurvey.nrcs.usda.gov> the majority of the soils in the Planning Area is classified as having a Moderate (0.6"-2" per hour) and Moderately Rapid (2"-6" per hour) permeability. The permeability of soil is an indication of the suitability of such soils for development using on-site septic or aerobic disposal systems. Even if soils show Rapid permeability, the preferred and often mandated (depending on the distance of extension), type of wastewater disposal system for urban areas is a public sewer system, especially when such systems are available within a short distance.

The Oklahoma Department of Environmental Quality (ODEQ) allows development within areas not served by public sanitary sewer as follows: minimum 0.5-acre lot with public water and private sewer and 1.0-acre lot with private sewer and private water wells.

#### **Significance of Soils to Planning:**

- Soil surveys help make decisions that translate into comprehensive land use plans, zoning ordinances, subdivision regulations, authorizations for sewer extension, and other regulations that mold a growing community;
- Roads and highways can be routed to avoid major soil hazards and contractors can bid work more accurately when they consider soil suitability and limitations in planning and designing highway structures and roadways;
- Soil properties can be used to determine the suitability of areas for on-site septic tank absorption fields. When developed, areas for which sanitary sewer is not available should be developed at a much lower density than would otherwise be allowed if a public collection and disposal system was available; and
- Information about soil limitations helps prevent major mistakes in land use planning and can eliminate unnecessary future costs required to repair public infrastructure.

#### DEPTH TO BEDROCK

Depth to bedrock is shown on the Depth to Bedrock Map (Map 6). The majority of the Planning Area is included within the 0-20 inch Depth to Bedrock category as shown on Map 6. Depth to Bedrock is a major consideration for development, whether construction takes place on the surface or when excavation is required for the construction of roads, or for the installation of water and sewer lines and other utilities below ground.

#### DRAINAGE BASINS AND WATERSHEDS

The Drainage Basins and Watershed Boundaries Map (Map 7) shows that the Planning Area's primary drainage basin is Polecat Creek and the tributaries of other local creeks, which drain into that basin. Sub-basins of Polecat Creek include Rock Creek, Little Polecat Creek, Clear Creek - Polecat Creek, Euchee Creek, Skull Creek – Polecat Creek, City of Sapulpa – Polecat Creek, and Nickel Creek. The City's gravity flow public collection and disposal sanitary system

is located within the central portion of the Planning Area. The wastewater treatment plant is located in the eastern part of the incorporated area. Extension of the City's gravity flow sanitary system beyond the present boundaries of service could require costly lift stations and force mains and could require another pump station or even adding another wastewater treatment plant.

The Hydraulic Unit Code (HUC) shown on Map 7 is a system of delineating the size of watersheds. The smaller the number, the larger the watershed. Each HUC-8 watershed is subdivided into the next smaller size, HUC-11; a single HUC-8 watershed may have six (6) to ten (10) HUC-11 watersheds. The smallest watershed is the HUC-12, which has an area of ten (10) to twenty (20) square miles.

Meshek and Associates, PLC prepared the City of Sapulpa Stormwater, Utilities, and City Drainage Plan (Drainage Plan). The work was completed in three (3) phases and was adopted by the City Council in 2010. Phase I consisted of an "Impervious Area Study" including the development of a Stormwater Utility Fee to fund future Stormwater quality issues, capital improvements, and ongoing maintenance to the drainage system. Phases II and III focused on the study of the numerous drainage basins within the City and the Planning Area.

Twenty (20) drainage basins were identified for study. In order to study such a large number of drainage basins, the basins were aggregated within the Drainage Plan into six (6) major drainage systems: Downtown Systems, Rock Creek Systems, South Polecat Systems, East Polecat Systems, Nickel Creek, and North Polecat Systems. The total estimated cost for the Recommended Plans for all studied basins within the City of Sapulpa is \$30.34 million. The Drainage Plan is also discussed under Stormwater facilities below. Prior to the Drainage Plan, the Liberty School Drainage Basin Study (Liberty Study) was completed. The Liberty Study details storm drainage needs in the northeastern neighborhoods of Sapulpa lying east of Mission Street and north of Dewey Avenue.

## FLOODPLAINS

The 100 Year and 500 Year Floodplains Map (Map 8), depicts 100-year and 500-year "Special Flood Hazard Areas" as identified by the Federal Emergency Management Agency (FEMA) and as shown on the Flood Insurance Rate Maps (FIRMs). A "Special Flood Hazard Area" is defined by FEMA as "...that area subject to inundation by the 1% annual chance floods...also known as the base flood." The FIRM maps for the City were last updated by FEMA in 2009.

On March 15, 2004, Ordinance No. 2435 was passed by the City Council adopting the Sapulpa Flood Damage Prevention Program. The Sapulpa Flood Damage Prevention Program and the above-mentioned Drainage Studies serve as guides to future development and serve as a policy-guide and template to solving flooding problems within developed areas. The City has completed a Floodplain Buyout Program, which purchased and cleared properties located within the floodplain of Bivens Creek.

Heyburn Lake was constructed in 1950 by the U.S. Army Corps of Engineers and serves as a flood control structure protecting the Planning Area. Heyburn Lake and Dam is located approximately ten (10) miles west of the City and at river mile 48.6 on Polecat Creek. The flood control storage capacity of Heyburn Lake is equal to about 7.5 inches of runoff from the upstream drainage area, which provides storage for runoff somewhat greater than that resulting from a 100-year storm.

### **Significance of Drainage Basins, Watersheds, and Floodplains to Planning:**

- Absent expansion of the public sanitary sewer system, future development within drainage basins and watersheds lacking such public systems will continue using on-site disposal systems in conjunction with large lot and low-density development, which increases the cost for provision of City services;
- Development is allowed within the 100 year floodplain; however, must conform to the City's regulations and be otherwise permitted as required;
- Lands subject to flooding and along streams that carry watershed runoff effectively dispose of stormwater and should be preserved and protected to prevent damage to the natural and built environment, and to protect the safety of residents of the Planning Area;
- If development is allowed in flood prone areas, such development should receive special consideration to properly mitigate the hazards of flooding to residents and improvements to property; and
- Land along creeks and drainage ways typically contain significant trees and vegetation that can serve as amenities to urban development with proper design and mitigation of flooding.

### SLOPES AND TOPOGRAPHY

This section discusses slope of the land within the Planning Area in terms of the percent of slope. Just as knowledge of area drainage basins, watersheds, and soils is important to planning and development, so is the knowledge of the slope of the land. The Planning Area is comprised of level to steep terrain as shown on the Percent Slope Map (**Map 9**). The slope of the ground within the Planning Area is expressed on **Map 9** in terms of the percentage of the slope of the land within the following categories:

<u>Categories of Percent Slope</u>	<u>Percent of the Planning Area</u>
0.00%	Less than 1%
0% to 2.00%	32.01%
2.01% to 4.00 %	14.59%
4.01% to 10.00%	27.86%
10.01% or Greater	24.96%

As shown on **Map 9** the land with the steepest slope (10.01% or Greater) is found in the southwest portion of the Planning Area, much of which is presently unincorporated. Land can be considered relatively flat if the slope is, 0.00% to 4.00% and 46.6% of land within the Planning Area would be included in that combined category. **Map 9** also shows that almost one-third (32.01% of the total) of the Planning Area is found within the 0% to 2.00% category and is land that would typically be located along the floodplains of the major creeks. While the 4.01% to 10.00% slope category may present some special challenges to development, it would not preclude development with proper land planning and design.

During the Planning Process, it is important to consider carefully the slope and topographic limitations of each specific area to assure that any constraints that are present are properly addressed. In some cases, land with steep slopes may also include highly erodible soils. The Planning Process may determine that such areas should be designated as Development Sensitive and Conservation Areas requiring careful engineering and construction techniques if

development is to take place.

### **Significance of Slopes and Topography to Planning:**

- Construction of streets and other public and private infrastructure must take into account the slope of the land in combination with the characteristics of the soil;
- Development of areas with moderate slopes should follow the contours of the land to reduce construction costs;
- The slope of the land will have a significant impact on the planning, design, and construction of large-scale industrial projects; and
- Incorporation of Development Sensitive and Conservation Areas into developments where possible is an important element in planning, design, and construction and can add fiscal and aesthetic value to the finished product.

### MAJOR GEOLOGIC FORMATIONS

The major geologic formations found within the Planning Area are shown on the Major Geologic Formations Map (**Map 10**). As shown on **Map 10**, the pattern of the major geologic formations is predominantly found in strips lying adjacent to each other in a north-south pattern. The descriptions of the geological formations included in the text that follows were found at <http://search.usgs.gov/geology/state/oklahoma>.

The Coffeyville, Checkerboard Formation, or Limestone Formations dominate the eastern portion of the Planning Area; Limestone is a crystalline formation from 2” to 15” thick. The Nellie Bly Formation and Hogshooter Limestone Formation, which is mainly composed of shale with many fine-grained sandstone beds and limestone beds, dominate the western portion of the Planning Area. The western portion of the Planning Area located west of Main Street/SH-97 is dominated by Hogshooter Limestone that is a massive cranial limestone formation 1’ to 50’ thick. Alluvium (loose gravel, sand, or clay deposited by streams) is found along Polecat and Rock Creeks. Areas of Alluvium are also typically classified as floodplains and should be designated as Development Sensitive and Conservation Areas requiring special attention if allowed to develop.

### **Significance of Major Geologic Formations to Planning:**

According to Tulsa’s Physical Environment published by the Tulsa Geological Society (at page 487), the significance of knowledge of and respect for the geology of the Planning Area should be expressed in The 2030 Plan as follows:

*“By planning to cooperate with nature, and by properly using rather than abusing our physical environment, [thereby] our growth can proceed with the minimum of chaos, cost, and confusion.”*

### WETLANDS AND IMPAIRED STREAMS

Wetlands and impaired streams within the Planning Area are shown on the Wetlands and Impaired Streams Map (**Map 11**). Wetlands are found throughout the Planning Area along lake shorelines, major creeks, and streams. As shown on Map 11, wetlands exist along the reaches and tributaries of Polecat Creek and Nickel Creek within the eastern regions of the Planning Area. Wetlands are also shown along the shores of the Sahoma Lake, Pretty Water Lake, and Country Club Lake.

Wetlands are among the most significant physical features of the natural environment. According to the U.S. Fish and Wildlife Service:

*“Wetlands slowly release flood water and snow melt, recharge groundwater, act as filters to cleanse water. Wetlands... provide a multitude of ecological, economic, and social benefits. They provide habitat for fish, wildlife, and a variety of plants. Wetlands are nurseries for many saltwater and freshwater fishes and shellfish of commercial and recreational importance. Wetlands are also important landscape features because they hold ... impurities, recycle nutrients, and provide recreation and wildlife viewing opportunities for people.”*

National Wetlands Inventory ([www.fws.gov/wetlands](http://www.fws.gov/wetlands))

**Map 11** shows that streams classified as “impaired” within the Planning Area include portions of the southern and eastern reaches of Polecat Creek and the northeastern reaches of Nickel Creek. Impaired streams within the Planning Area would be included on the 303(d) List compiled by the ODEQ as required by EPA. The “Water Quality in Oklahoma 2012 Integrated Report” listing impaired streams is updated every two (2) years by the ODEQ. The 303(d) List is a compilation of lakes and streams that are not meeting one or more beneficial uses assigned in the Oklahoma Water Quality Standards, or lakes or streams that might be expected to exceed water quality standards within the next two-year period.

ODEQ - Water Quality in Oklahoma - 2012 --

[http://www.deq.state.ok.us/WQDnew/305b\\_303d/index.html](http://www.deq.state.ok.us/WQDnew/305b_303d/index.html)

#### **Significance of Wetlands and Impaired Streams to Planning:**

- Wetlands and impaired streams carry watershed runoff and effectively dispose of stormwater;
- Wetlands should be preserved and protected to prevent damage to the natural and built environment, and to protect the safety of residents of the Planning Area;
- Areas which include wetlands and impaired streams, if developed, require special measures to mitigate any negative or unintended outcomes; and
- Wetland areas should be designated as Development Sensitive and Conservation Areas on the 2030 Plan.

### **MAN-MADE PHYSICAL FEATURES AND THE BUILT ENVIRONMENT**

This section discusses major man-made and physical features, sometimes referred to as the “built environment.” The man-made and physical features of the built environment discussed in this section are as follows:

- Public Facilities
- Water Distribution and Water Treatment Facilities
- Wastewater Collection and Treatment Facilities
- Solid Waste
- Stormwater Management and Drainage
- Transportation Systems
- Oil and Gas Well Drilling and Mining Activities
- Environmental

## PUBLIC FACILITIES

The following major public facilities and buildings are discussed in this section and the locations of the listed public facilities are shown on the Public Facilities Map (**Map 12**):

- Sapulpa City Hall
- Sapulpa Police Department
- Sapulpa Fire Stations
- Sapulpa Public Works Facilities
- Sapulpa Parks, Recreation, Trails, and Open Spaces
- Senior Citizens Centers
- Booker T. Washington Community Center
- Sapulpa Historical Museum
- Bartlett-Carnegie Sapulpa Public Library
- St. John's Medical Center in Sapulpa
- Creek County Courthouse
- Creek County Collins Building
- Creek County Fairgrounds

**Map 12** also shows the location of Sahoma Lake, Pretty Water Lake, Country Club Lake, the locations of City parks, and the location of the Aquatics Center located in Liberty Park. The schools shown on Map 12 include only those facilities within the Sapulpa School System. The Allan Bowden, Tulsa, Jenks, Kiefer, Mounds, Kellyville, Pretty Water, Lone Star, and Mounds School Districts also serve the incorporated and unincorporated portions of the Planning Area.

The Sapulpa City Hall was built in 1986 on the eastern edge of the Downtown and Central Business District (CBD). The City Hall houses the City's Administrative offices, City Clerk, City Attorney, Human Resources, and Finance. In 2006, upon completion of the new Police Department facilities, the City Hall Offices were expanded into the remodeled former Police facility, which is located north of the City Hall Building.

The former Police Department headquarters is now home to the Public Works Administrative Offices, Building Permitting and Inspections, Stormwater Management Department, Code Enforcement, GIS and Mapping, and the Urban Development and Planning Department and is referred to as the Annex Building.

The Sapulpa Police Department Headquarters is located north of Dewey and east of the City Hall. The relatively new home for the Police Department houses the Police Administrative Offices, Detective, and Traffic Divisions. The Sapulpa Police Department has 47 fulltime/commissioned police officers.

The Sapulpa Fire Department currently has four (4) Fire Stations and a fifth station is in the planning stages to serve the growth of the City during the Planning period. The Central Fire Station (Station 1) is located east of the CBD at 800 E. Dewey Avenue. Station 2 is located at 911 North 9th Street and Station 3 is located at 10 East Murphy Avenue. Stations 2 and 3 serve the north and south sides of the City respectively. Station 4, the City's newest Fire Station, is located at 7400 New Sapulpa Road, and was constructed in November 2006 to serve the north and east sides of the City. The Fire Department has completed the location study for future Station 5 which is planned for the vicinity of Hilton Road and South 49th West Avenue. The City currently has 49 fulltime firefighters.

The Fire Department has three (3) ladder trucks: one model 2001 (105 feet long), one model 1991 (65 feet long), and one model 1949 (85 feet long). According to the Insurance Services Office (ISO), the Sapulpa Fire District is currently rated as a 4/9 (City 4/Rural 9). In a continuing

effort to lower the ISO rating, the Fire Department has added more foam firefighting capabilities, increased the number of inspections, and increased the emphasis on public education. The Fire Department also plans to add an increased emphasis on a Pre-Planning/Risk Assessment Program with additional documentation.

The main location of the Sapulpa Public Works Facilities is 410 S. Hawthorne; the Central Garage, Parks Maintenance, Street Department, Storage Shed, and Inventory Control Department are all housed here. The equipment used by the City's Stormwater Department is also housed and maintained at this location.

**Map 12** also shows the location of the following larger public parks and recreation facilities: Sapulpa Municipal Golf Course – 18-holes, Aaron's Angels Park, Kelly Lane Park, East Kelly Lane Park, Liberty Park which is the site of the Aquatics Center and splash pad, the private Oaks Country Club, and the private Clary Fields Golf Course. The Sapulpa Parks and Recreation Department is responsible for a total land area of 384 acres and 364 surface acres of water. The webpage of the Sapulpa Parks and Recreation Department is [www.cityofsapulpa.net/parksoverview.asp](http://www.cityofsapulpa.net/parksoverview.asp). Additional information about the Sapulpa Parks and Recreation is included in a section that follows.

The City's community centers include the Senior Citizen's Center located at the intersection of Taft and Bixby Streets and a Senior Center housed at the offices of the Sapulpa Park and Recreation Department, 515 East Dewey Avenue east of the Central Business District. The Senior Citizen's Center provides daily noontime meals during the weekday and recreational programs for the City's seniors. A senior citizen's bus is operated to enable many area seniors to utilize the Center on a regular basis.

The Booker T. Washington Community Center is located at the intersection of Line and Grey Streets and originally served as Sapulpa's African American High School. This historic building has important cultural, historical, and community significance and provides space and programs for indoor recreational games. The gym provides daily users with a variety of activities for school age children and physical fitness programs for adults.

The Sapulpa Historical Museum (Historical Museum) is centrally located south of Dewey Street in the Wills Building. The Wills Building was built in 1910 is located at 100 East Lee Avenue. The Historical Museum has three (3) floors of exhibits depicting Sapulpa's history, including a small historical village exhibit that highlights some of Sapulpa's early businesses. The small historical village includes an early-day blacksmith shop, a sheriff's office, the John F. Egan General Merchandise Store, Rock Creek Indian Methodist Church, Euchee Mission Boarding School, and a diorama of the Frisco Railroad shops that were located in Sapulpa in the early 1900's. Other Historical Museum exhibits include Creek and Euchee Native American artifacts, an early territorial courthouse, a military room, and some artifacts dedicated to prominent early Sapulpan.

The Bartlett-Carnegie Sapulpa Public Library (Library) was built in 1917 and expanded in 1969. In 1997 and 1998, the Library was completely remodeled and returned to the quiet elegance of the early 1900s with a major expansion and ground level access. The Library provides area residents with traditional library services and has 52,354 titles. Library resources also include the genealogy collection of the U.S. Census, history and genealogy texts, and Creek County newspapers on microfilm. The Library also provides access to online services via six (6) public use computers and has extensive collections of video, audio cassettes, and CDs. The Library Annex located north of the main Library offers literacy services to those who need to learn how to read, and it offers classes for volunteers who would like to help serve as volunteer teachers/tutors.

The Sapulpa Library Five Year Plan was adopted in 2010 by the Sapulpa Library Board and included plans for a Community Center/Library Branch; plans for connection to the Tulsa City/County System and the other six (6) libraries in Creek County, and plans for a bookmobile for reaching small communities in Creek County. According to conversations in February 2012 with Martha Stalker, Director, Sapulpa Public Library, library staff are proactively pursuing grants for the library connection project and funding for the bookmobile.

In June 1997, St. John's Health System acquired the City's former Bartlett Memorial Medical Center. In April 2000, the Bartlett name was changed to St. John's Medical Center at Sapulpa, and ground was broken on the first phase of a master plan to provide expanded and improved health services to the City and the surrounding area. Plans for growth included the renovation of the existing building, a surgery suite addition, a new central plant, a dialysis treatment center, and a new medical office building. Additional improvements also include new parking areas, a new helicopter landing port, perimeter and courtyard landscaping, sidewalks, site lighting, and improved signage. St. Johns serves as a modern medical campus located in the heart of the City and the Planning Area.

Sapulpa serves as the Creek County Seat of government. The historic Creek County Courthouse (Courthouse) and the Creek County Collins Building (Collins Building) are located in the CBD. The Courthouse houses courtrooms and offices of the Creek County District Judges, the Creek County District Attorney, and the Creek County Court Clerk. In March 1986, the Court House was placed on the National Registry of Historic Places. A major renovation of the Courthouse was completed in March 2013. The Collins Building was constructed in 1928 as a Masonic Lodge. The County first occupied the Collins Building in 1996. Currently, it houses the administrative offices of the Creek County Commissioners, Creek County Clerk, Creek County Treasurer, Creek County Assessor, and the Creek County Planning Department. The Collins Building has a magnificent ballroom on the second floor that is available for public and private events.

Creek County facilities serving the Planning Area also include the Creek County Fairgrounds located south of the City on SH-66. The 50-acre Creek County Fairground has two (2) barns, a banquet facility, and an indoor arena with seating capacity for 1,000 spectators. The Oklahoma State University Extension office is located at the Fairgrounds.

#### **Significance of Public Buildings to Planning:**

- Public buildings and spaces become important places of community gatherings and identity;
- The location and planning for public buildings contributes to and supports the pattern of existing and future development of the City;
- Public buildings provide points for the provision of important public services to City and area residents; and
- Public buildings provide locations for delivery of services to help improve the health and safety for the City residents and contribute to the overall quality of life of the residents of the Planning Area.

### PARKS, RECREATION, TRAILS, AND OPEN SPACE

The City of Sapulpa Parks and Recreation Department (Parks Department) is responsible for 19 public parks and recreation facilities, totaling 384 acres; fifteen (15) facilities are currently developed, and they are open to the public. These developed parks and recreation facilities total

approximately 152 acres of developed parkland and 364 surface acres of water. Sahoma Lake and Pretty Water Lake are owned by the City and operated by the City Park Department and provide open space and an RV campground and opportunities for boating and fishing. The City has four (4) additional undeveloped park and recreation areas that the Department oversees including Aaron's Angels Park, Dorcas Park, an Unnamed City Park, and the Overlook Park at Sahoma Lake; some of these areas are open to the public on a limited basis. (Source: Sapulpa Parks Facilities/Amenities Inventory July 31, 2012).

Parks range in function from tot lots to large baseball facilities. An 18-hole golf course operated by the City provides the Planning Area with a recreation facility that draws from Creek County and from across the region. A centerpiece of the Parks Department program is the recently completed Aquatics Center located in Liberty Park. The latest addition to the Parks inventory is the pedestrian bridge over Rock Creek to Kelly Lane Park. The Sapulpa School system owns an additional 22.5 acres of recreational space.

The revenues from the recreation and sports programs provide an important contribution to the City's budget and to the funding for the respective programs supported and managed by the Parks Department. The Parks Department also supports Citywide programs for softball, football, and soccer.

The City currently has 3.85 miles of developed recreational trails, some of which are lighted, located in several City parks and at Pretty Water Lake. There is an additional 7.15 miles of recreational trails planned for development during the Planning Period.

The City's recreational trails will be connected to the additional planned bike and multi-use trails included in the Sapulpa/Creek County Trails Master Plan, which is discussed in Chapter IV. The City's trails network will be connected to the INCOG Regional Trails Plan.

The 2030 Sapulpa Parks, Recreation, Open Space and Trails Plan (2030 Sapulpa Parks Plan) is being prepared under the direction of the Parks Superintendent. When completed, the 2030 Sapulpa Parks Plan should be adopted as an official element of the Connecting to the Future: Sapulpa 2030 Comprehensive Plan (The 2030 Plan).

#### **Significance of Park and Recreation Areas to Planning:**

- A high quality, balanced and well-managed park and recreation program is essential to the quality of life of Sapulpa;
- The level of public investment in parks and recreation programs and facilities reflect the importance to the community;
- A strong park and recreation system is essential for a thriving and healthy community; and
- Parks and recreation facilities provide both passive and active programs for all ages to stimulate physical and mental health.

## WATER DISTRIBUTION AND WATER TREATMENT FACILITIES

Water service to the Planning Area is provided by the City's public system, several rural water districts and from private water wells. The network of City and rural water systems and facilities is shown on the City Water Distribution System and Treatment Facilities Map (Map 13). The service area of the rural water service districts included within the Planning Area is shown on the City and Rural Water District Service Areas Map (Map 14). Within the City limits and the

Planning Area, water is supplied by the City from surface water stored at Sahoma Lake and delivered from Skiatook Lake, the City of Tulsa serving the northeast section of the Planning Area and the City of Sand Springs serving the in the northwest section of the Planning Area.

The City also stores water in above and below ground storage tanks: two (2) two million (2,000,000) gallon standpipes, one (1) 0.25 million gallon elevated tank and two (2) two million (2,000,000) gallon ground tanks for a total storage capacity to 8.025 million gallons. The City's potable water treatment plant (located on Rock Creek) has an average demand of 3.5 MGD with a peak daily capacity of 12 MGD, a limit frequently reached on extremely hot days in summer. The Sapulpa Water Distribution and Water Treatment Facilities are shown on Map 13.

A key to supporting the City's growth during the Planning Period will be increasing the allocation and capacity to deliver water from Skiatook Lake or the identification of another water source not determined at this time.

Major existing City water distribution lines are shown on Map 13. Map 13 shows that the core incorporated areas of the City are well served by the City's public distribution system. The City has adopted a schedule and plan of water line improvements for each quadrant of the City.

### **Significance of Water Facilities to Planning:**

- Major improvements and expansion of the capacity of the water system require long periods of advance engineering and fiscal planning;
- The orderly extension of the City's water distribution system to the surrounding areas secures an important source of revenue for the City from which to provide companion City services such as police and fire;
- Water facilities play a significant role in the future growth and in forming and shaping the developed pattern of the Planning Area;
- Growth and development is limited by the capacity of the City's water system;
- The capacity of the water storage and treatment facility is a major factor in supporting the growth of the City and service to the immediately surrounding areas; and
- An adequate supply of potable water for both domestic and emergency purposes is basic to the quality of life of the City.

## WASTEWATER COLLECTION AND TREATMENT FACILITIES

The City's wastewater collection system is shown on the City Wastewater Treatment System and Facilities Map (**Map15**). **Map15** shows that the core of the City's incorporated and most densely populated areas are well served by public wastewater facilities. The City's gravity flow public collection and disposal sanitary system is located within the central portion of the Planning Area. The wastewater treatment plant is located in the eastern area of the incorporated area. Extension of the City's gravity flow sanitary system, beyond the present boundaries of service, could require costly lift stations and force mains and could require another pump station or even adding another wastewater treatment plant.

**Map 15** shows the location of the City's Wastewater Treatment Plant (WTP) and Pump Station. The WTP treats sewage and uses an extended aeration process to achieve secondary treatment of the wastewater. The total capacity flow of the WTP is 7 million gallons per day (MGD) and the current daily average flow is 3.0 MGD; treated water is discharged to Polecat Creek, which ultimately flows to the Arkansas River. The Pump Station is the collection point for

wastewater collected in the south and southeast areas of the City, which is then pumped by force main to the WWTP for treatment.

In portions of the northeastern area of the City, citizens are served by the Taneha Utilities Authority (TUA) sewer collection system; the TUA is also classified as a “rural sewer district.” Effluent from the TUA system is collected and treated at the City’s WWTP. TUA has the authority to serve areas not served by the City and presently services the industrial areas that have been developed in the north and northeast portions of the Planning Area. The TUA is an important element of the public and quasi-public utility system serving the Planning Area in combination with the City.

### **Significance of Wastewater Facilities to Planning:**

- Major improvements and expansion of the City’s wastewater treatment and collection system require long periods of planning, engineering, and fiscal advance planning;
- The orderly extension of the City’s wastewater system to the surrounding areas secures an important source of revenue for the City which provides companion City services such as police and fire;
- Wastewater facilities play a significant role in the future growth of a community and in forming and shaping the development pattern of the Planning Area;
- The capacity of the wastewater collection and disposal system and the ability of that system to meet the federal and state mandated treatment levels are key factors in the growth of the City;
- Premature extension of wastewater facilities into undeveloped areas can negatively impact the quality and sustainability of future growth and development;
- Development on private on-site sewer systems reduces urban densities for residential development which can reduce the potential for future commercial and retail development; and
- Presently, significant new residential development is taking place on private on-site treatment systems within the Planning Area resulting in decreased densities and increased cost in the long-term to the City for provision of public services.

## SOLID WASTE

Presently, private contractors collect and dispose of solid waste within the City. There are no multi-purpose landfills for disposal of municipal waste located within the Planning Area, but there are several construction and demolition landfills available. The Creek County Construction Landfill is located north of the Creek Turnpike and west of South 33rd West Avenue and provides a location for disposal of construction material only.

## STORMWATER DRAINAGE SYSTEM

Sapulpa’s stormwater drainage system is shown on the City Stormwater Drainage System (**Map 16**). Curb, gutter, and underground pipes along City streets serve to divert stormwater to area creeks and tributaries. In newly platted subdivisions, curb and gutter is mandatory where developed lots have an area of less than one (1) acre and prior to grading the City requires approval of an Earth Change and Sediment Control Permit.

Meshek and Associates, PLC prepared the City's Stormwater Utilities Plan and Drainage Plan. The work was completed in three (3) phases and was adopted by the City Council in 2010. The total cost for the Recommended Plans and improvements was estimated to be \$30.34 million. Phase I consisted of the Impervious Area Study, including the development of a Stormwater Utility Fee to fund stormwater, capital improvements and ongoing maintenance of the drainage system. Phase II and III focused on the study of the numerous drainage basins within the City. In 1991, the EPA developed regulations aimed at curbing the pollution of stormwater run-off. Contaminated stormwater run-off was known to be a major contributor to pollution of surface waters. Contamination of stormwater can result from exposure of stormwater to materials such as fuels, chemicals, raw materials, fertilizers, pesticides, and wastes. It can also result from dirt and debris accumulated on streets and in municipal storm sewer systems.

In August of 2006, the City entered into an agreement with the Creek County Board of Commissioners (BOC) to develop, operate, and maintain a combined program as co-permittees to monitor stormwater runoff from the areas designated as "Urban Areas."

Under the co-permit, the City and County were required to develop a comprehensive Stormwater Management Program (SWMP) that addresses six (6) Minimum Control Measures (MCM). They include public education and outreach; public participation and involvement; illicit discharge detection and elimination; construction site stormwater runoff control; post construction management in new development and re-development; and pollution prevention, and good housekeeping for City and County operations.

Presently, the areas included within the Urbanized Area (UA) and included within the Planning Area are as follows:

- Sapulpa City Limits UA - in Creek County: 14.8 square miles
- Sapulpa City Limits UA - in Tulsa County: 0.45 square miles
- Creek County UA - outside the City Limits: 9.2 square miles

### **Significance of Stormwater Drainage to Planning:**

- Urbanization affects the amount and quality of stormwater runoff and can increase the variety and amount of pollutants in streams, rivers and lakes;
- Stormwater drainage facilities play a significant role in future growth;
- Drainage basins/watersheds are basic elements in determining the best locations for stormwater detention systems;
- Land along creeks and drainage ways typically contain significant trees and vegetation that if protected can serve as amenities to urban development while supporting the natural cleansing of pollutants and reducing the impacts of flooding and soil erosion;
- Porous and varied terrain of natural landscapes like forests, wetlands and grasslands, traps rainwater and snowmelt and allows them to filter slowly into the ground;
- Controlling runoff from existing urban or improperly developed areas can be more costly than controlling runoff from new developments;
- Pollutants can harm fish and wildlife populations, kill native vegetation, foul drinking water supplies and make recreational areas unsafe and unpleasant; and
- Developers and the City should attempt to control the volume of runoff from development by using Low Impact Development (LID), structural controls and pollution

prevention strategies including measures that conserve natural areas, reduce development impacts, and reduce site runoff rates.

## TRANSPORTATION SYSTEMS

The transportation of goods, services, and pedestrians within and through the Planning Area is a major source of support for economic development and livability. The following transportation systems presently serve the City and the Planning Area and will be discussed in the section that follows:

- Trafficways
- Corridors and Gateways
- Railways

### TRAFFICWAYS

The Major Street and Highway Plan and Map (**Map 17**) illustrates the 2025 Sapulpa/Creek County Major Street and Highway Plan and Trails Plan (MSHP) and was adopted as an official element of the Sapulpa Comprehensive Plan:1988–2005 ( 2005 Comprehensive Plan). The MSHP Plan was prepared by INCOG at no cost to the City or Creek County in conjunction with the Public Participation Work Element of the INCOG Transportation Work Program. The MSHP was completed in 2004 and adopted by Resolution No. 2004-28 by the County and by City Resolution No. 2507.

The MSPH was amended in 2004 to include a map of planned trails and trailheads, and the existing and planned routing of local trails with connections to the INCOG Regional Trails Master Plan. The MSHP was amended by the County by Resolution 2004-79 and by the City by Resolution 2573 to add the now completed Centennial Trail, Plaza, and Buffalo Sculpture that is located north of the City on SH-66.

**Map 17** shows the location of expressways/freeways, primary arterials, secondary arterials, collectors and railroads. The most dominant man-made transportation feature impacting the Planning Area is the Interstate Highway 44/Turner Turnpike (I-44). I-44 runs northeasterly across the Planning Area and connects to SH-66, SH-33, and SH-97.

Sapulpa has the additional following points of access: one in the north central area at SH-97, and one at a westbound ramp at West 91st Street South and one at the junction of I-44 and West 61st Street South and the Creek Turnpike, which runs east/west across the area. These highways provide excellent access from Sapulpa to the metropolitan area, region, and nation. SH-66 runs east/west and south of the Planning Area while connecting to US-75 and US-75A. SH-97 runs north and south between Sapulpa and Sand Springs and provides excellent access to I-44 and to the US 64/Sand Springs Expressway north of Sapulpa.

The trafficways in the Planning Area are also mapped on the Functional Classification for Roads Map (**Map 18**). Map 18 shows the following functional classifications of trafficways within the Planning Area:

- Interstate I-44/Turner Turnpike;
- Freeway/Expressway;
- Principal Arterial;
- Minor Arterial;

- Urban Collector;
- Minor Collector; and
- Streets/No Classification

Oklahoma Route 66 Scenic Byway (Byway) runs through the State of Oklahoma and is divided into eight (8) segments starting from the northeast corner to the southwest corner of the State. The original Route 66 from Tulsa through the Planning Area to Stroud is included in Segment 3 of the Byway.

Significant and contributing resources to the Byway in the Sapulpa area are the Rock Creek Bridge, Frankoma Pottery, West Sapulpa Highway (New Sapulpa Road), Sapulpa Historical Museum and Waite Phillips 1922 Filling Station, Heritage Park, Sapulpa Trolley and Rail Museum and the Guardian of the Plains Buffalo Statue.

“The Oklahoma Byways programmatic focus is centered on the community and the importance of transportation to the economic livelihood of our cities and towns. A variety of direct support is provided to businesses along the route to encourage innovative growth and small business development.”

Oklahoma Route 66 Corridor Management Plan - Oklahoma Scenic Byway program:  
([www.okscenicbyways.org](http://www.okscenicbyways.org))

## CORRIDORS and GATEWAYS

The Sapulpa Corridor and Gateway Development (Map 19) show the planned locations of ten (10) designated Corridors and eight (8) Gateways. Corridors and Gateways are designated for expansion of existing businesses and for new commercial developments that will contribute positively and aesthetically to the appearance, economic vitality, convenience, and safety of the community. During the Planning Period, development is expected to occur at the intersections of the major highways. Major highways and corridors are also expected to develop in a linear fashion along either side of the trafficways with commercial and industrial activities locating in close proximity to the highways because of good visibility and access. In some cases, frontage roads or shared points of access should be provided to assure safe and convenient access to businesses.

Also important to the major transportation facilities are the primary and secondary arterial streets serving the interior portions of the Planning Area. The system of arterial streets and section line roads within the Planning Area form the framework for primary and secondary arterial streets now and in the future.

The adopted Corridor Design Criteria (Criteria) are included under the heading of Planning, Zoning, and Development in Chapter 12 of the City of Sapulpa Municipal Code. The purposes of the Criteria are as follows:

Identify issues that commercial developers should address in preparing their plans;  
Clarify the standards which the City expects private developers to meet; and  
Assist Staff, the Sapulpa Metropolitan Area Planning Commission (SMAPC), and the City Council in evaluating expanded and new commercial projects.

The Sapulpa Corridor and Gateway Development Map identifies the following Planning Corridors:

- Taft /SH-117: 33rd West Avenue to Brenner Road/ South 81st West Avenue

- SH-97: West 61st Street South to West 101st Street South
- Historic Route SH-66: Municipal Golf Course to South 177th West Avenue
- Sapulpa West Creek Turnpike
- South Main Redevelopment Corridor: SH-117/Taft to Teel Road
- US-75A: South of Teel on US 75-A
- Teel Road: Main to Wickham
- SH-66: 51st Street South to Taft/SH-117
- Wickham Road: Taft/SH-117 to Teel Road
- Hickory Street: Taft/SH-117 to 141st Street

The Sapulpa Corridor and Gateway Development Map identify the following Gateways:

- Taft/SH-117 and 49th West Avenue
- 49th West Avenue and West Creek Turnpike
- SH-66/New Sapulpa Road and West Creek Turnpike
- SH-97 and West 91st Street South
- SH-97 and I-44 (Turner Turnpike)
- SH-117 and SH-66/SH-33
- US-75 A South of Main Street
- I-44 and South 49th West Avenue

The draft West Creek Turnpike Corridor Plan includes general corridor plan goals and objectives as well as a zoning matrix that illustrates the district plan map categories relationship to zoning districts. The purpose of the West Creek Turnpike Plan is to provide for the orderly growth and coordinated public-private physical development of the corridor area located generally one mile north and south of the Creek Turnpike. When completed the West Creek Turnpike Corridor Plan should be adopted as an official element of Connecting to the Future Sapulpa 2030 Comprehensive Plan.

## RAILWAYS

Railways in the Planning Area are shown on the Railway Systems Map (**Map 20**). Two (2) major railroads serve the Planning Area, the Burlington Northern (BNRR), and the Tulsa Sapulpa Union (TSU) Railroad. The BNRR and TSU are freight lines and do not provide passenger service.

Jurisdiction over rail track quality is under the Federal Railroad Administration (FRA), which first began overseeing track standards after the passage of the Railroad Safety Act of 1970. Rail lines are inspected and maintained by the railroad companies as well as FRA. As part of its jurisdiction, the FRA categorizes all rail track into six (6) classes based on maximum speed limits for both freight and passenger service. Although the railroads have to meet certain standards for the track, the classification of specific segments of rail is determined by each railroad based on the maximum permissible speed.

The BNRR is a Class 1 railroad (10 mph for freight, 15 mph for passengers) and maintains a line running in a northeast to southwest direction serving the middle portion of the Planning Area and the middle portion of the City. BNRR services Sapulpa to Tulsa with two (2) main lines and operates west beyond the Creek County line into Payne County and beyond to trans-continental locations. Additionally, the tracks go south through Kiefer to Okmulgee County and beyond to intersect with the BNRR's national railroad system.

The TSU is a Class 2 railroad (25 mph for freight, 30 mph for passengers) and maintains a line that runs along SH-66, northeast of downtown Sapulpa, serving the 350-acre Polson Industrial

Park in the northeast quarter of the Planning Area. It continues into Tulsa County and then continues north to Bartlesville and beyond to intersect with trans-continental locations.

**Significance of Trafficways, Corridors, Gateways, and Railways to Planning:**

- Corridors form the main avenues of transportation and access within and through the Planning Area and should be well planned and present a quality image for the City;
- Gateways form the entrances to the City and should be well maintained and distinctive while giving a positive first impression to residents and visitors alike;
- The Planning Area's existing and proposed system of trafficways provides the means of access between working, living, recreation, shopping areas, and commercial/industrial areas;
- The type of trafficways in an area determines the land use type and intensity of potential land uses; therefore, land use and transportation must be planned together;
- Movement systems for goods and people are principal determinants of urban form. Trafficways and railways are used as tools to guide and stage the development and growth of an area; and
- Trafficways and railways can serve as buffers between different types and intensities of land use.

**OIL AND GAS WELL DRILLING AND MINING ACTIVITIES**

The location of oil and gas well drilling activities is shown on the Oil and Gas Wells Map (**Map 21**). Oil and gas wells are common in and around the Sapulpa area and are especially concentrated in the southeastern portion of the Planning Area. Oil and gas well sites can best be identified by consulting an area geologist, well records of the Oklahoma Corporation Commission, Sooner Well Log Service, or field checking and surveying specific areas of interest.

The location of oil and gas pipelines is shown on the Oil and Gas Pipelines Map (Map 22) and information that is more detailed can be secured from the various owners and operators doing business within the area and surface markers placed along the alignment of pipelines.

**Significance of Oil and Gas Well Drilling to Planning:**

- Development over oil and gas fields requires careful research and site studies;
- Consideration must be given to providing continued access to active and inactive oil and gas well drilling areas;
- Abandoned or closed oil and gas wells must be properly capped and the location accurately noted when urban development of these areas is planned and proper setbacks must be established from these locations to surface development;
- Development over existing oil and gas pipelines and their rights-of-way is generally greatly restricted and often not possible for reasons of continuing oil or gas production or for reasons of safety;

- The rights of subsurface owners are protected by law and must be considered by surface owners and developers; and
- Construction of major trafficways and railway improvements over pipelines is sometimes prohibited and if allowed will typically be more expensive than if these facilities were not present.

## ENVIRONMENTAL

The following environmental considerations are discussed in this section:

- Sensitive environmental sites and areas
- Water quality
- Air quality
- Noise
- Odor
- Climate
- Fishes
- Birds
- Mammals
- Endangered species

### Sensitive Environmental Sites and Areas

The Planning Area includes Development Sensitive and Conservation Areas with certain unique environmental and aesthetic qualities that should be protected and preserved; any significant change within these areas could have a negative impact on the environment, whether natural or fabricated. Natural areas include lands designated within the 100-year and 500-year floodplains of area creeks and rivers. Floodplain areas are typically designated as Development Sensitive and Conservation Areas within which limitations should be placed on development to protect these areas and to mitigate any negative impacts from development if development is allowed.

### Water Quality

According to Oklahoma Department of Environmental Quality, Polecat Creek and its tributaries, which flow east to the Arkansas River near the City of Jenks, predominantly drain the Planning Area. Rock Creek is the major tributary of Polecat Creek and drains 71 square miles into Polecat Creek. Sahoma Lake is a City-owned reservoir and water supply on Rock Creek. Pretty Water Lake is located on Polecat Creek west of the City. Country Club Lake (Sapulpa Lake) is located west of Sapulpa on Euchee Creek, which is a tributary of Rock Creek. ([www.deq.state.ok.US/wqdnew/index.htm](http://www.deq.state.ok.US/wqdnew/index.htm))

There are no active water quality sampling sites on Rock Creek or its tributaries at present and no water quality assessments have been done for Rock Creek or its tributaries. However, Sahoma Lake has five (5) active sampling stations used by the Oklahoma Water Resources Board (OWRB). The OWRB sites are sampled approximately monthly to assess the Lake's "beneficial uses"; Sahoma Lake is presently listed by the OWRB as impaired for dissolved oxygen and turbidity.

Nickel Creek is located north and east of the City and is listed as impaired for bacteria (*E. coli*) in the 2010 Oklahoma 303(d) List generated by the Oklahoma Water Resources Board. The segment of Polecat Creek from the eastern City limits boundary towards Jenks is listed as impaired for bacteria (*Enterococcus*). No other streams or tributaries within the Planning Area are listed as impaired for any OWRB parameter.

During the 2000s, INCOG performed water quality studies of several segments of Polecat Creek and did not find any evidence of beneficial use impairment for the parameters that were measured. In years past, water quality data for Rock Creek and its tributaries as well as for Polecat Creek had been collected by INCOG for determining impacts from the Sapulpa WWTP and for aiding in modeling by INCOG to revise, if necessary, WWTP discharge permit limits. The ODEQ established new advanced treatment discharge limits in the 1990s for the Sapulpa WWTP that were based upon the waste load allocation (WLA) modeling performed by INCOG. If problems are identified in the monitoring program, they are dealt with by ODEQ's permit inspection and enforcement process.

The City also has a Phase II stormwater permit that requires the City to implement a suite of best management practices (BMPs) to control pollutants in urban stormwater runoff. The Phase II stormwater program and permit is discussed above in the Stormwater section of this Chapter.

### Air Quality

According to Oklahoma Department of Environmental Quality, the Planning Area is affected by ground level ozone pollution and is included in the regional Tulsa Air Quality Management Program supported by Sapulpa and area cities and is staffed by INCOG.

According to INCOG, due to the presence of ozone-forming emissions, such as motor vehicles, in combination with the Planning Area's climate and topography, the overall region must take important measures to reduce emissions and avoid being classified as "non-attainment" based on EPA's air quality standards for ozone. A non-attainment designation could pose a significant negative impact on growth and economic development for the Planning Area and for the entire Tulsa Metropolitan Area. [www.incog.org/EnvironmentalPlanning/environmentairquality.html](http://www.incog.org/EnvironmentalPlanning/environmentairquality.html)

The effectiveness of INCOG's voluntary program has been and will continue as vital for continued compliance with EPA's ozone standards and avoiding the "non-attainment" designation during the Planning Period. The "Tulsa Area Ozone Alert" Program has received national recognition, and it is considered a model air quality program for the nation. [www.ozonealert.com/index.htm](http://www.ozonealert.com/index.htm)

Air quality data in the Planning Area also indicates that another source of air pollution is suspended particles (dust) due mainly to agricultural, construction and mining activities. However, these pollutants are considered minimal, and levels recorded are in compliance with EPA's air quality standard for particle pollution. Presently, the EPA has not adopted regulatory standards for the suspended particles.

### Noise

The Planning Area is relatively free from any major noise pollution problems. Noise pollution could be a problem for any low-density development that might take place along or in close proximity to highway and railroad corridors. Noise is experienced throughout the Planning Area due to construction activities, oil or gas drilling activities, existing active oil and gas wells and

vehicle noise from traffic along major highways.

### Odor

There are no odor problems in the Planning Area other than occasional odor incidental to agricultural or oil or gas drilling activities.

### Climate

According to Oklahoma Climatological Survey, the climate in the Planning Area is characterized by moderate winters and comparatively long summers with relatively high temperatures. Summer rains usually occur as thunderstorms of short duration and limited extent, but with intense rainfall. Winter rains and precipitation are generally of low intensities, but can cover large areas and be of several days duration. (<http://climate.ok.gov/index.php>)

The average annual precipitation in Oklahoma is 40.56 inches. The maximum annual precipitation was 61.28 inches in 1941 and the minimum was approximately 15.02 inches in 1924. The average temperature for the area is approximately 60°F with an average maximum of 72F and an average minimum of 49 degrees. The average date of the first freeze is between November 1 and November 10 and the earliest first freeze is between October 2 and October 11. The prevailing winds in the area are southerly and the greatest wind movements occur in the spring months.

### Fish

According to U.S. Fish and Wildlife Service, there are 73 species of fish listed by U.S. Fish and Wildlife Service in the Planning Area. The most important species of sport fish in this region include channel catfish, flathead catfish, crappie, largemouth bass, spotted bass, and various small sunfish. (<http://www.fws.gov/southwest/refuges/Plan/planindex.html>)

### Birds

According to U.S. Fish and Wildlife Service, there are approximately 300 species of birds that inhabit the Planning Area: only 50 species are permanent residents while the remaining species are transitory or migratory. (<http://www.fws.gov/southwest/refuges/Plan/planindex.html>)

### Mammals

According to U.S. Fish and Wildlife Service, there are about 50 species of mammals indigenous to the Planning Area number while approximately 31 other species are widespread throughout the regional area. White-tailed deer are the most important hunting resource of the region. Other species inhabiting this region and important to hunting activities include fox, squirrel, cottontail rabbit and swamp rabbit. In the past, some trapping was done in the area, and important fur-bearing species included mink, raccoon, skunk, fox, opossum, beaver, and muskrat. [fws.gov/southwest/refuges/Plan/planindex.html](http://www.fws.gov/southwest/refuges/Plan/planindex.html)

### Endangered Species

According to U.S. Fish and Wildlife Service, there are no known rare or endangered non-bird species within the Planning Area. The only species that might be considered rare and/or endangered is the Slenderhead Darter fish; however, the Committee on Rare and Endangered Species indicates that additional information is needed before making a final determination. Endangered bird species whose range includes the Planning Area are the Southern Bald Eagle and possibly the Peregrine Falcon. [www.fws.gov/endangered/](http://www.fws.gov/endangered/)

### **Significance of Environmental Considerations to Planning:**

- As an area that combines the advantages of a rural life style, good accessibility to urban services, and abundant natural resources, the Planning Area can expect to experience continued new growth, which should occur only in harmony with the natural environment in order to preserve these unique physical features;
- Environmental problems associated with and experienced by older urbanized cities can be avoided or mitigated by adopting best management practices that includes proper design and development guidelines intended to preserve natural features as an amenity to development e.g. Low Impact Development ;
- The preservation of natural features contributes positively to the beauty of the natural environment and the livability and sustainability of the built environment;
- Urbanization of undeveloped areas must include consideration of both the surface and subsurface conditions that are present; and
- The quality of life and livability of the City and the Planning Area can be positively improved and enhanced by preservation of natural environmental features within the man-made physical environment.

## **SOCIAL AND DEMOGRAPHIC FACTORS**

The data in this section includes detailed demographic and economic data for Sapulpa, Creek County and the Tulsa Metropolitan Statistical Area (MSA) population as follows:

- 2030-Projected Populations
- Population Change 2000-2010
- Percent of Population Change by Census Block Group
- Population Growth
- Median Age
- Race/Ethnicity

### **2030-PROJECTED POPULATIONS**

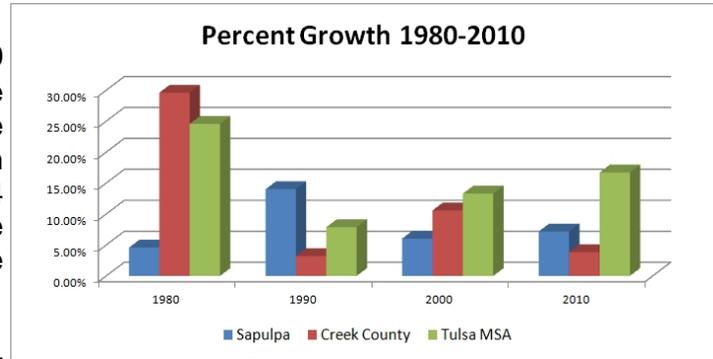
The 2030-projected population by INCOG for Sapulpa is 23,392. The 2030-projected population by INCOG for Creek County is 83,448.

### **POPULATION CHANGE 2000-2010**

Map 24 identifies the percent change in population based on the Census Block Group data from 2000-2010; areas of negative percent changes on Map 23 correlate to areas designated as experiencing a “Population Decrease” on Map 23. Map 24 adds a category to show which parts of the Planning Area and incorporated City Limits are experiencing the greatest negative population change (-9.99% to 0 and -10.00% or Greater) within areas experiencing a “Population Decrease”.

### PERCENT OF POPULATION CHANGE BY CENSUS BLOCK GROUP

- According to the 2000 and 2010 Census Block Group Data for the Planning Area, the areas of the largest percent changes from 2000-2010 shown on Map 24 were concentrated to the northeast and southeast of the downtown Sapulpa area.



- **Map 24** also shows the corridor with the greatest percent change to be located along South Hickory Street within which two (2) of the City’s largest subdivisions were developed between 2000-2010. Areas in the northwest portion of the Planning Area (north, south, and west of Sahoma Lake) showed percent changes from of 5.00% to 19.99% demonstrating the middle highest percentage. It is noted that the actual numbers of persons added to a small base will demonstrate a much larger percent change than would that same number added to a larger population base.

### POPULATION GROWTH

Table 1

Population Growth by Place & County 1980 - 2010										
Community	Population				% change 1980-2010	Average Annual Growth Rate 1980-2010	% change 1990-2010	Average Annual Growth Rate 1990-2010	% change 2000-2010	Average Annual Growth Rate 2000-2010
	1980	1990	2000	2010						
Sapulpa	15,853	18,074	19,166	20,544	29.59%	0.99%	13.7%	0.68%	7.19%	0.72%
Creek County	59,016	60,915	67,367	69,967	18.56%	0.62%	14.9%	0.74%	3.86%	0.39%
Tulsa MSA*	657,367	708,954	803,235	937,478	42.61%	1.42%	32.2%	1.61%	16.71%	1.67%

Source: US Bureau of the Census

\*The Tulsa MSA prior to June 6, 2003 consisted of only 5 counties, Creek, Osage, Rogers, Tulsa & Wagoner

- The 2010 Census shows that Sapulpa had a total population of 20,544 residents, which is an increase of 7% from the 2000 population of 19,166 persons. From 2000-2010 Creek County had an increase of 4% in population and the MSA had an increase of 17%. Therefore, Sapulpa is growing faster than the County but not as rapidly as the MSA from 2000-2010.
- Census data from 1980-2010 shows Sapulpa increased in population by 30% from 15,853 to 20,544. Creek County increased in population by 19% and the MSA 43%. During this time, Sapulpa grew faster than the County but not nearly as rapidly as the MSA. (A comparison of the Census from 1980-1990 shows a large population increases due to the annexation of large areas of Creek County into the City. The Sapulpa population increased 14% from 15,853 in 1980 to 18,074 in 1990, which exceeded the

3% rate of growth for Creek County, and the 8% growth of the MSA during that same period.

- The MSA was expanded in 2003 to include Pawnee and Okmulgee Counties and that accounts for a portion of the population increase.
- Based on current patterns of growth in the MSA to the south, Sapulpa can be expected to continue to grow during the Planning Period due to the presence of excellent transportation and access to the overall metropolitan area by state and interstate highways.

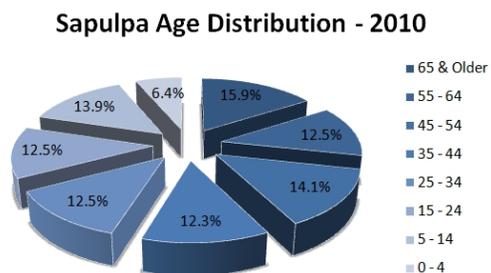
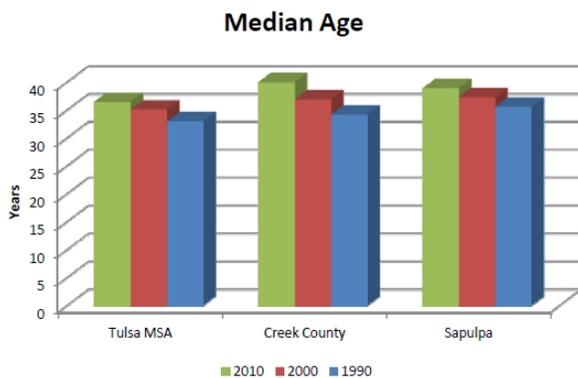
Table 2

Age Groups	Totals			% Growth Total Pop 1990-2000	% Growth Total Pop 2000-2010
	1990	2000	2010		
65 & Older	2,844	2,844	3,268	0.0%	14.9%
55 - 64	1,662	1,917	2,572	15.3%	34.2%
45 - 54	1,974	2,624	2,888	32.9%	10.1%
35 - 44	2,725	2,795	2,518	2.6%	-9.9%
25 - 34	2,546	2,478	2,559	-2.7%	3.3%
15 - 24	2,441	2,347	2,578	-3.9%	9.8%
5 - 14	2,609	2,800	2,853	7.3%	1.9%
0 - 4	1,273	1,361	1,308	6.9%	-3.9%
Totals	18,074	19,166	20,544		

Source: US Bureau of the Census, 1990, 2000, 2010

### MEDIAN AGE

- In 1990, the Median Age of Sapulpa was 35.6 years, higher than Creek County at 34.2 years and the MSA at 33 years.
- In 2000, the Median Age of Sapulpa was 37.3 years, Creek County was 36.9 years, and the MSA was 35.1 years, showing Sapulpa to be older than the County and the MSA.
- In 2010, the Median Age of Sapulpa was 38.9 years compared to Creek County was 40 years and the MSA was 36.5 years, showing an increasing Median Age that is also the nationwide trend.
- The trends in the population age groups from 1990-2010 for Sapulpa show an increase in the 45 and Older Populations, with the largest increase in the 55-64 age groups of 55%. Population age groups 44 and Younger show a decrease, with the largest decrease in the 35-44 age group from 2.6% in 1990 to – 9.9 % in 2010, a decrease of 7.6%.



## RACE/ETHNICITY

2010 Census data shows the race/ethnicity populations for Sapulpa, Creek County, and the MSA to be as follows:

- White population for Sapulpa is 77.5% compared to 79.7% in Creek County and 70.9% in the MSA.
- African American population for Sapulpa is 3.0% compared to 2.2% for Creek County and 8.4% for the MSA.
- American Indian/Alaskan Native population for Sapulpa is 10.9%, compared to 10.0% for Creek County and 8.3% for the MSA.
- In 2010, the percent of white population in Sapulpa and Creek County was quite comparable. The African American percent of the population was larger in Sapulpa than Creek County but less than one-half that of the MSA; and the American Indian/Alaska Native population for both Sapulpa and Creek County was a moderately larger percentage of the total population compared to the MSA.

**Table 3**

<b>Race of Sapulpa, Creek County and Tulsa MSA: 2010</b>						
<i>Race/Ethnicity</i>	<i>Sapulpa</i>		<i>Creek County</i>		<i>Tulsa MSA</i>	
	<i>Total #</i>	<i>%</i>	<i>Total #</i>	<i>%</i>	<i>Total #</i>	<i>%</i>
<i>Total Population</i>	20,544		69,967		937,478	
<i>White</i>	15,928	77.5%	55,764	79.7%	664,988	70.9%
<i>African American</i>	623	3.0%	1,544	2.2%	78,928	8.4%
<i>American Indian &amp; Alaska Native</i>	2,233	10.9%	7,001	10.0%	77,388	8.3%
<i>Asian</i>	117	0.6%	230	0.3%	16,546	1.8%
<i>Native Hawaiian &amp; Other Pacific Islander</i>	31	0.2%	45	0.1%	577	0.1%
<i>Other</i>	316	1.5%	734	1.0%	39,270	4.2%
<i>Two or More Races</i>	1,296	6.3%	4,649	6.6%	59,781	6.4%
<i>Hispanic</i>	845	4.1%	2,152	3.1%	78,446	8.4%

*Source: US Bureau of the Census 2010*

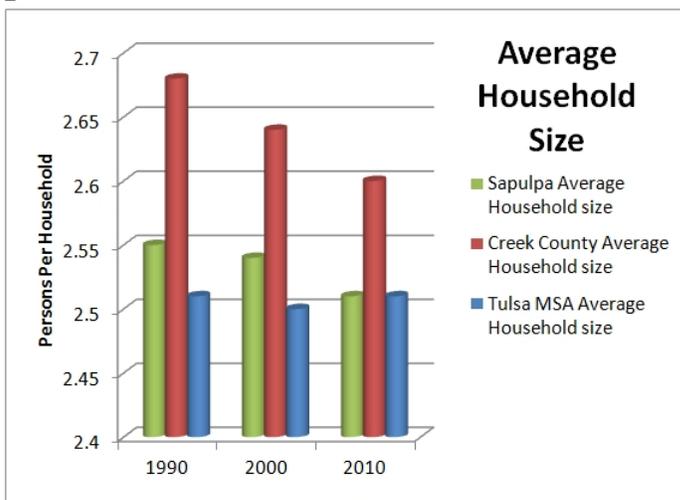
## ECONOMIC FACTORS

This section presents and discusses the following economic factors that bear upon the economy of the City and the Planning Area and future economic development as follows:

- Average Persons per Household
- Labor Force
- Population Trends and Projections 1970 to 2030
- Household Income
- Educational Attainment
- Employment by Industry
- Occupational Structure Trends
- Housing Data
- Building Permits
- Growth in Net Assessed Valuations

## AVERAGE PERSONS PER HOUSEHOLD

## AVERAGE HOUSEHOLD SIZE



Source: U.S. Bureau of the Census, 1990, 2000, 2010

In 1990, the Average Persons per Household was 2.55 in Sapulpa, 2.68 in Creek County, and 2.51 in the MSA.

In 2000, the Average Persons per Household was 2.54 in Sapulpa, 2.64 in Creek County, and 2.50 in the MSA.

In 2010, the Average Persons per Household was 2.51 in Sapulpa, 2.6 in Creek County and 2.51 in the MSA

From 1990-2010, the Average Persons per Household in Sapulpa declined 0.04 persons, Creek County declined 0.08 persons and the MSA remained steady at 2.51 persons.

## LABOR FORCE

Table 4

	Sapulpa			Creek County			Tulsa MSA		
	1990	2000	2010*	1990	2000	2010*	1990	2000	2010*
<b>Population 16 years &amp; over</b>	13,900	14,574	16,378	45,644	51,175	54,658	538,637	613,503	725,912
<b>Percent Population 16 yrs &amp; over</b>	77%	76%	80%	75%	76%	78%	76%	76%	77%
<b>Percent in Labor Force</b>	61%	60%	57%	62%	61%	61%	66%	66%	65%
<b>Percent Employed</b>	57%	57%	50%	58%	58%	55%	62%	63%	60%
<b>Percent Unemployed</b>	4%	3%	7%	4%	3%	6%	4%	3%	5%
<b>Average Household Size</b>	2.55	2.54	2.51	2.68	2.64	2.6	2.51	2.50	2.51

Source: U.S. Bureau of the Census, 1990 & 2000, \*ACS for 2009-2011

- 1990 Labor Force data for Sapulpa shows the percent of population over 16 years as 77% with 61% of that population in the labor force (57% were employed and 4% were unemployed).
- 1990 Labor Force data for Creek County shows 75% of the population is over 16 years of age with 62% were in the labor force (58% were employed and 4% unemployed).
- 1990 Labor Force data for the MSA shows a total of 76.0% of the population over 16 years old with 66% in the labor force (62% were employed and 4% unemployed).
- 2000 Census data for Sapulpa shows 76% of the population over 16 years old with 60% in the labor force (57% were employed and 3% were unemployed).
- 2000 Labor Force data for Creek County shows 76% of the population over 16 years old with 61% in the labor force (58% were employed and 3% unemployed).
- 2000 Labor Force data for the MSA shows 76% of the population over 16 years of age with 66% in the labor force (63% were employed and 3% unemployed).

- 2010 Labor Force data for Sapulpa shows 80% of the population over 16 years of age with 57% in the labor force (50% were employed and 7% unemployed).
- 2010 Labor Force data for Creek County shows 78% of the population over 16 years of age with 61% in the labor force (55% were employed and 6% unemployed).
- 2010 Labor Force data for the MSA shows 77% of the population over 16 years of age with 65% in the labor force; (60% were employed and 5% were unemployed).
- From 1990-2010 the Population over 16 years of age in Sapulpa increased from 77% to 80%, in Creek County from 75% to 78% and the MSA increased from 76% to 77%.
- From 1990-2010, the percent of the Labor Force employed decreased from 57% to 50% for Sapulpa, decreased from 58% to 55% for Creek County, and from 62% to 60% for the MSA.
- From 1990-2010, the percent of the unemployed in the Labor force increased from 4% to 7% for Sapulpa, increased from 4% to 6% for Creek County, and 4% to 5% for the MSA.

### POPULATION TRENDS AND PROJECTIONS: 1970 TO 2030

Table 5

Population Trends & Projections 1970 to 2030										
	1970	1980	1990	2000	2010	2015	2020	2025	2030	
<b>Sapulpa</b>	15,159	15,853	18,074	19,166	20,544	21,280	21,984	22,688	23,392	<i>Estimated Trend*</i>
	15,159	15,853	18,074	19,166	20,544	21,220	21,910	22,500	23,020	<i>ODOC Projection</i>
<b>Creek County</b>	45,532	59,016	60,915	67,367	69,967	74,865	77,726	80,587	83,448	<i>Estimated Trend*</i>
	45,532	59,016	60,915	67,367	69,967	74,600	77,000	79,100	80,900	<i>ODOC Projection</i>
<b>Tulsa MSA**</b>	525,852	657,367	708,954	803,235	937,478	968,857	1,017,313	1,065,769	1,114,225	<i>Estimated Trend*</i>
	525,852	657,367	708,954	803,235	937,478	956,300	987,400	1,015,500	1,040,300	<i>ODOC Projection</i>

Source: US Bureau of the Census, Oklahoma Department of Commerce

\*Estimated trends were computer generated by INCOG 2012

\*\*The Tulsa MSA prior to June 6, 2003 consisted of only 5 counties, Creek, Osage, Rogers, Tulsa & Wagoner; after June 6, 2003 Pawnee and Okmulgee counties were added to the existing Tulsa MSA

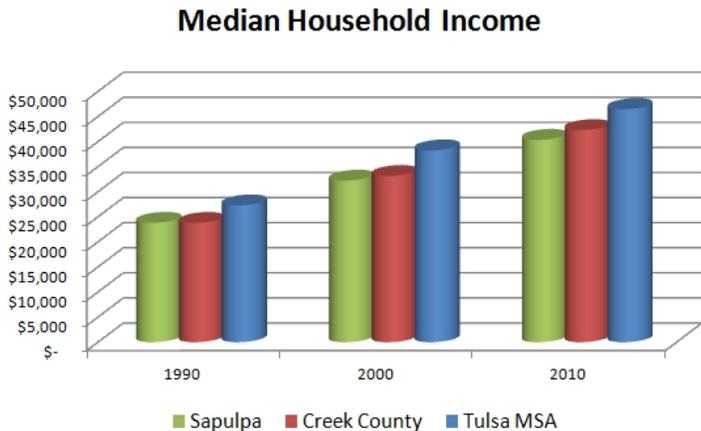
- The 2012 INCOG population projections for 2030 are as follows: Sapulpa 23,392, and Creek County, 83,448. The 2030-projected population by the Oklahoma Department of Commerce (ODOC) for Sapulpa is 23,020 and the projected population for Creek County in 2030 is 80,900.
- Population projections from INCOG for 2010 to 2030 for Sapulpa shows a 14% increase from 20,544 to 23,392.
- Population projections from INCOG for 2010 to 2030 for Creek County shows a 19% increase from 69,967 to 83,448.
- Population projections from INCOG for 2010 to 2030 for the MSA shows a 19% increase from 937,478 to 1,114,225.
- Projections from 2010-2020 by the Oklahoma Department of Commerce (ODOC) show Sapulpa to grow at 7%, as compared to Creek County at 10%, and the MSA, losing 2%. Negative growth in the MSA would not be unexpected as area cities annex and incorporate their adjacent areas in the coming decades.
- ODOC projections for 2020-2030 show Sapulpa to grow at the rate of 5%, an identical rate for Creek County of 5%, and 5% for the MSA.

## HOUSEHOLD INCOME

- In 1990 Median Household Income was \$23,810 in Sapulpa, \$23,795 for Creek County and \$27,288 for the MSA.

- In 2000 Median Household Income was \$32,245 for Sapulpa, \$33,168 for Creek County and \$38,261 for the MSA.

- In 2010 Median Household Income was \$40,372 for Sapulpa, \$42,314 for Creek County and \$46,494 for the MSA.



- From 1990-2010 Median Household Income in Sapulpa increased from \$23,810 to \$40,372(70%), in Creek County from \$23,795 to \$42,314(70%) and in the MSA from \$27,288 to \$46,494(77%).

## EDUCATIONAL ATTAINMENT

Table 6

Year and Place	Total Population 25 years and over		Less than 9th Grade		9th to 12th Grade, No diploma		High School Graduate (includes equivalency)		Associates Degree or some college with no bachelors degree		Bachelors, Graduate or Professional Degree		Median School Years Completed
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
<b>1990</b>													
Sapulpa	11,733	100%	1,303	11.1%	2,157	18.4%	4,126	35.2%	2,691	22.9%	1,456	12.4%	12.6
Creek County	38,689	100%	4,284	11.1%	7,764	20.1%	14,536	37.6%	8,020	20.7%	4,085	10.6%	12.5
Tulsa MSA	453,071	100%	29,447	6.5%	64,017	14.1%	135,975	30.0%	131,449	29.0%	92,183	20.3%	12.9
<b>2000</b>													
Sapulpa	12,583	100%	853	6.8%	1,843	14.6%	4,632	36.8%	3,584	28.5%	1,671	13.3%	12.7
Creek County	43,523	100%	3,024	6.9%	6,722	15.4%	17,425	40.0%	11,254	25.9%	5,098	11.7%	12.7
Tulsa MSA	514,373	100%	24,130	4.7%	58,552	11.6%	151,467	29.4%	159,803	31.1%	119,421	23.2%	13.1
<b>2010</b>													
Sapulpa	13,895	100%	624	4.5%	1,462	10.5%	5,079	36.6%	4,251	30.6%	2,479	17.8%	13.0
Creek County	46,115	100%	2,117	4.6%	5,517	12.0%	18,322	39.7%	13,283	28.8%	6,876	14.9%	12.8
Tulsa MSA	597,920	100%	24,550	4.1%	50,609	8.5%	183,868	30.8%	189,760	31.7%	149,133	24.9%	13.2

Source: US Bureau of the Census, 1990 & 2000; ACS 2006-2010

Median School Years Completed in Sapulpa increased from 12.6 to 13.0, increased from 12.5 to 12.8 in Creek County and increased from 12.9 to 13.2 in the MSA.

- From 1990-2010 the percentage of the population in the High School Graduate and Equivalent categories in Sapulpa increased from 35% to 37%, Creek County increased from 38% to 40% and the MSA increased from 30% to 31%.
- In 1990, Sapulpa had 23% of the population with an Associate's Degree or Some College with No Bachelor's Degree, Creek County had 21%, and the MSA had 29% of the population with an Associate's Degree or Some College with No Bachelor's Degree.
- In 2010, Sapulpa had 31% of the population with an Associate's Degree or Some College with No Bachelor's Degree, Creek County had 29%, and the MSA had 32%.

From 1990-2010

- From 1990-2010 Sapulpa showed an increase from 12% to 18% in the Bachelors, Graduate or Professional Degree category, Creek County had an increase from 11% to 5% and the MSA had an increase from 20% to 25%.

## EMPLOYMENT BY INDUSTRY

**Table 7**  
**Employment by Industry for Sapulpa 1990-2010**

Industry	Sapulpa					
	1990		2000		2010 (est)	
	No.	%	No.	%	No.	%
<i>Agriculture, forestry, fishing, hunting &amp; mining</i>	319	4.0%	71	0.9%	188	2.1%
<i>Domestic Services*</i>	9	0.1%	1,558	18.8%	905	10.0%
<i>Manufacturing</i>	1,453	18.2%	1,153	13.9%	1,142	12.6%
<i>Construction</i>	528	6.6%	696	8.4%	579	6.4%
<i>Transportation, warehousing &amp; utilities</i>	635	8.0%	487	5.9%	587	6.5%
<i>Wholesale &amp; retail trade</i>	1,893	23.8%	1,400	16.8%	1,410	15.5%
<i>Government**</i>	801	10.1%	1,965	23.6%	2,212	24.4%
<i>All Other ***</i>	2,332	29.3%	979	11.8%	2,048	22.6%
<i>Total Employed</i>	7,970		8,309		9,071	

Source: US Bureau of the Census 1990, 2000 & ACS 2010; Universe - Civilian Employed Population 16 years or older

\*1990 category called domestic services, self-employed, & unpaid workers, for 2000 and 2010 estimate it included arts, entertainment, recreation, accommodation & food services

\*\*Government includes Educational Services, healthcare services & social assistance and public administration for 2000 and 2010 estimate

\*\*\*All other includes information, finance, insurance, and real estate (FIRE), professional, scientific, management, administrative, and waste management services and other except public administration

- From 1990-2010, Sapulpa showed an increase in Total Employed of 14%.
- From 1990-2010, the three largest categories of employment for Sapulpa were Other, Wholesale and Retail Trade and Manufacturing.
- From 1990-2010, Sapulpa showed a decline of the total employment by industry categories: Other declined from 29% to 23%, Wholesale and Retail Trade from 24% to 16% and Manufacturing from 18% to 13%.
- From 1990-2010, Sapulpa showed the greatest increase of all the categories in the Domestic Services 0.1% to 10% due to additional classifications being added to the Domestic Services Category in 2000 (arts, entertainment, recreation, accommodation and food services).
- From 1990-2010, Sapulpa showed an increase in Government, which includes Educational services, healthcare, social assistance and public administration, from 10% in 1990 to 24% in 2010.

## OCCUPATIONAL STRUCTURE TRENDS

- From 2000-2010, Sapulpa increased in Management, Professional and Related Occupations from 26% to 30%
- From 2000-2010, Sapulpa increased in Service Occupations from 14% to 19%.

- From 2000-2010, Sapulpa decreased in Sales Occupation and Office Occupations from 30% to 29%.
- Farming, Forestry, and Fishing Occupations were not recorded in 2010 for Sapulpa and were only 0.03% in 2000.
- From 2000-2010, Sapulpa decreased in Construction, Extraction and Maintenance occupations 12% to 11%.

Table 8

Occupational Structure Trends Sapulpa 2000-2010				
Occupational Group	Sapulpa			
	2000		2010 (est)	
	No.	%	No.	%
<i>Management, Professional, and related occupations</i>	2,151	25.9%	2,697	29.7%
<i>Service Occupations</i>	1,149	13.8%	1,679	18.5%
<i>Sales and Office Occupations</i>	2,497	30.1%	2,612	28.8%
<i>Farming, Fishing, and Forestry Occupations</i>	21	0.3%	-	0.0%
<i>Construction, Extraction, and Maintenance occupations</i>	1,021	12.3%	1,008	11.1%
<i>Production, Transportation and Material moving occupations</i>	1,470	17.7%	1,075	11.9%
<i>Total Civilian Employed Population 16 years and over</i>	8,309		9,071	

Source: US Bureau of the Census 2000, ACS 2006-2010

- From 2000-2010, Production, Transportation and Material Moving occupations decreased from 18% to 12% for Sapulpa.
- For Sapulpa in 2010, the two (2) highest percent of Occupational Categories of the six (6) categories were Management, Professional and Related Occupations with 30% and Sales and Office occupations at 29%, which represents a combined total of 59% of the total occupations.
- In Sapulpa for 2010 the two (2) smallest Occupational Categories (Farming, Forestry and Fishing occupations were not recorded), were Construction, Extractions and Maintenance at 11% and Production, Transportation and Material Moving occupations at 12% which represents a combined total of 23% of the total occupations.

### HOUSING DATA

- From 1990-2000, Total Housing Units in Sapulpa increased from 7,614 to 8,114 units, a percentage change increase of 7%.
- From 2000-2010, Total Housing Units increased from 8,114 to 9,244, a percentage change increase of 14% for Sapulpa.
- From 1990-2010, in Sapulpa Total Housing Units had a percentage change increase of 21%.
- From 1990-2000 Sapulpa showed an increase in Vacant Units from 668 to 684, an increase of 2%.
- From 2000-2010, total number of Vacant Units was 813, an overall increase of 19% of vacant housing units for Sapulpa.
- From 1990-2010, in Sapulpa, total number of Vacant Units increased 22%.
- From 1990–2000 the number of Owner Occupied Units in Sapulpa increased 4,990 to 5,256, an increase of 5% for Sapulpa.

Table 9

Housing Data Sapulpa, Creek County, and Tulsa MSA 1990-2010			

- From 2000-2010, the total number of Owner Occupied Units increased from 5,256 to 5,512, an increase of 5% for Sapulpa.
- From 1990-2010, in Sapulpa total number of Owner Occupied Units increased 10%.
- From 1990-2000, Renter Occupied Units increased from 1,956 to 2,174, a total increase of 11% for Sapulpa.
- From 2000-2010, Renter Occupied Units from 2,174 to 2,919, an increase of 34%
- From 1990-2010, in Sapulpa, Renter Occupied Units increased 49%.
- In 2010, Sapulpa showed the highest percent of Units in Structure at 78% as Single Family compared to 72% in the MSA, and 71% in Creek County.
- In 2010, Sapulpa showed Units in Structures as Multiple Family as 17% compared to 9% in Creek County and 21% in the MSA.
- In 2010, Sapulpa showed 5.4% of Units in Structure Mobile Home or Trailer, 20% for Creek County 20% and 7% in the MSA.
- Median Gross Rent for Sapulpa showed increases from 1990 (\$334), 2000 (\$455) and 2010 (\$688); the increase from 1990-2010 was 106%.
- In 2010, Sapulpa showed the highest Median Gross Rent at \$668 per month, the lowest was \$621 in Creek County and the MSA was \$677.
- From 2000-2010 Median Value for Owner Occupied Housing in Sapulpa increased from \$45,800 to \$99,600, a median and average percentage increase of 117%, in Creek County from \$44,500 to \$100,600 a median and average percentage increase of 126% and in the MSA from \$58,800 to \$121,900, a median and average percentage increase of 107%.

## BUILDING PERMITS

**TABLE 10**

**Building Permit Activity for Residential Single-family  
and Commercial Construction: 2000-2012**

Permit Category	# of permits	Valuation
COM (Commercial)	70	\$15,680 874
COM-AMU (Amusement)	14	\$4,615,500
COM-APT	3	\$300,000
COM-CHUR ( Church)	19	\$6,618,000
COM-ETC (Storage)	34	\$9,683,000

COM-GAR (Garage)	1	\$481,000
COM-HOSP (Hospital)	8	\$178,139,101
COM-IND (Industrial)	6	\$51,861,600
COM-ODD	4	\$165,000.00
COM-OFFICE (Office)	19	\$3,668,850
COM-PARK	1	\$80,000
COM-RET (Retail)	11	\$2,347,870
COM-SCH (School)	13	\$33,074,251
COM-UTIL (Utility)	7	\$880,000
MFAM (Multifamily)	9	\$4,665,000
RAB (Residential Access Bldg.)	292	\$2,703,837
ROW (Right of Way)	14	\$0.00
SFR (Single Family Residential)	987	\$136,870,710
SWM (Swimming Pool)	4	\$50,595
Totals	1,450	\$445,884,188

The five (5) categories with the largest permit value from 2000-2012 was as follows:

- Commercial-Hospital - \$178,139,197
- Single Family Residential - \$136,871,000
- Commercial-Industrial - \$51,862,000
- Commercial-School - \$33,074,000
- Commercial – \$15,681,000

Based on the 987 permits issued in the Single Family Residential (SFR) category and a total permit value of \$136,870,710, the average value of a Single Family Residential permit was \$138,673.

Based on the six (6) permits in the Commercial Industrial (COM IND) issued and a total permit value of \$51,861,600, the average value for an Industrial permit was \$8,643,600.

### GROWTH IN NET ASSESSED VALUATION

The trend in growth of net assessed valuation is a strong indicator of the growth in the City in terms of dollars and percent as well as measuring trends, past or present, that have taken place. The Net Assessed Valuation is also an important measure of the City's ability to incur general obligation bonded indebtedness for capital improvements and the millage that would be required to be paid by property owners in support of that debt.

**TABLE 11**  
**Summary of Net Assessed Valuation for Sapulpa**

Year	Net Real*	Personal	Public	Grand Total	% Change of
2001	\$48,248,790	\$7,284,303	\$5,800,084	\$59,333,177	
2002	\$49,069,820	\$7,321,108	\$6,486,210	\$62,877,138	5.97%
2003	\$51,367,443	\$7,240,852	\$6,617,547	\$65,225,842	3.74%
2004	\$62,667,788	\$7,725,210	\$6,863,336	\$77,266,334	18.46%
2005	\$66,946,047	\$14,023,368	\$11,163,226	\$92,132,641	19.24%
2006	\$71,171,767	\$14,149,143	\$7,343,203	\$92,664,113	0.58%
2007	\$90,285,519	\$25,744,036	\$12,608,166	\$128,637,721	38.82%
2008	\$97,202,090	\$24,395,545	\$12,327,684	\$133,925,319	4.11%
2009	\$102,834,161	\$27,360,004	\$13,129,284	\$143,323,449	7.02%
2010	\$102,834,161	\$27,360,004	\$13,159,420	\$143,353,585	0.02%
2011	\$107,136,993	\$25,638,765	\$13,453,598	\$146,229,356	2.01%
2012	\$114,763,328	\$27,773,120	\$13,859,498	\$156,395,946	6.95%

\* Homestead and other exemptions have been calculated

Average Annual Growth in Net Assessed Valuation

From 2001-2012, taking out the low and high percentages of change and dividing the remaining total by ten (10), the projected Average Annual Rate of Growth in Net Assessed Valuation for Sapulpa in Creek County was 6.81%.

Years of Double-Digit Annual Growth from 2001- 2012

During this period, double-digit growth in Net Assessed Valuation was experienced in the following years:

- 2004 at 18.46%
- 2005 at 19.24%
- 2007 at 38.82%

In summary:

- 2007 was the highest period for the Actual Average Annual Rate in Growth of Net Assessed Valuation of 38.82%.
- 2005 Actual Average Annual Growth in Net Assessed Valuation is the second highest of 19.24%.

- 2004 Actual Average Growth in the Net Assessed Valuation is the third highest of 18.46%.
- 2012 Actual Average Annual Rate in Growth of Net Assessed Valuation is the fourth highest of 6.95%.

## CHAPTER III

### GOALS, POLICIES, AND OBJECTIVES OF THE 2030 PLAN

#### INTRODUCTION

The detailed goals, policies, and objectives of the 2030 Plan have been developed based on extensive public input with the main element of which was an Online Survey. However, input from public meetings and utilizing the materials developed by the City Council pertaining to a strategic planning exercise were used. For purposes of the 2030 Plan, the terms goal, policy, and objective are defined as follows:

A **Goal** is defined as a broad statement of what is desired to be accomplished.

A **Policy** is defined and identified as the official procedures, guidelines, and regulations that will be the basis for decision-making in the pursuit of implementing local goals.

An **Objective** is defined and described as a specific course of action or accomplishment that is the intended result of the application of a particular goal and policy.

#### GOALS, POLICIES, AND OBJECTIVES OF THE 2030 PLAN

The goals, policies, and objectives of the 2030 Plan form the framework for development during the Planning Period. This Chapter presents the goals, policies, and objectives of the following major elements of the 2030 Plan:

- Land Use
- Land Use Intensity
- Public Facilities
- Public Utilities
- Transportation
- Housing
- Economic Development
- Image and Appearance
- Quality of Life

*The summary of selected objectives for Growth and Development are presented in **Chapter IV**.*

#### GOALS, POLICIES, AND OBJECTIVES FOR LAND USE

The goals, policies, and objectives of the 2030 Plan are expressed in both words and on a map referred to as the “comprehensive plan land use map” or “future land use map” (Map 32) which is presented in Chapter IV. The comprehensive plan land use map is not intended to have the specificity of a zoning map; a zoning map is developed based on the application of the policies of the comprehensive plan. Therefore, the 2030 Plan is the expression of the desired patterns of

development according to the use of the land.

The following categories of land use have been designated in the 2030 Plan:

- Agriculture
- Residential
- Office
- Commercial
- Industrial
- Development Sensitive and Conservation Areas

### AGRICULTURAL AREA LAND USE

Significant portions of the land within the Planning Area are presently dedicated to agricultural uses and are otherwise undeveloped for any urban or suburban purposes. It is likely that marginal agriculture lands and in particular, areas adjacent to and abutting the developed areas of the City will be developed for urban purposes once public utilities become available. The timing of the extension of utilities into undeveloped areas is important; premature and unplanned development prior to development of the necessary public roads and utilities should be avoided.

#### **Agriculture Area Goals**

1. Preserve and protect land used for agriculture in a manner that supports these elements during the predevelopment urbanization period.
2. Protect agricultural areas from premature development until a full range of public services is available.
3. Discourage wasteful scattering of non-agricultural development within agricultural areas.
4. Concentrate the development of Medium and High Intensity land uses within or in close proximity to the existing urbanized areas of the City.
5. Emphasize matters of compatibility of agriculture with abutting or adjacent residential areas.
6. Development of agriculture areas to residential or other non-agricultural uses should only take place in an orderly manner.

#### **Agricultural Area Policies**

1. Consider the impact upon agricultural areas when planning the extension of urban services into agriculture areas.
2. Protect soil and water quality in agriculture areas from erosion, uncontrolled runoff, pollution, and other problems sometimes associated with the initial stages of urban development or poor agricultural practices.
3. Support orderly transition in the development of agricultural areas to suburban and urban areas.

#### **Agricultural Area Objectives**

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.
3. Plan for and implement the orderly transition of differing types of development of agricultural areas to suburban and urban areas.

### RESIDENTIAL AREA LAND USE

Residential land use includes areas where people live and maintain their single-family homes, duplexes, townhouses, condominiums and apartment units. According to a regional transportation survey done by INCOG entitled CONNECTIONS 2035 Regional Transportation Plan Updated (adopted in 2012)

**78%** of those responding stated that the appearance of the neighborhood was the most important consideration when selecting a place to live;

**75%** said access to medical care;

**73%** said cost of housing; and

**67%** each said quality of public schools and property taxes.

According to the results of the Online Survey (Long Form 01-15-13) as it pertained to the appearance of Sapulpa's neighborhoods:

**34%** said Needs Improvement;

**26%** said Adequate; and

**27%** said Good.

The majority of respondents to the Online Survey stated that the availability of houses for sale, the availability of rental housing, and the overall condition of housing in Sapulpa was Good/Adequate.

*The Neighborhood Unit is the basic residential building block of the 2030 Plan for residential areas.*

### **Residential Area Goals**

1. Support the Neighborhood Unit as the basic residential building block with convenient travel time and distance to employment centers, office and shopping areas, schools, community and recreational facilities, health care facilities, cultural areas, and churches.
2. Create and maintain Medium and High Intensity residential areas that are well served by public services and utilities.
3. Provide a variety of types of dwelling units including Affordable Housing to meet the needs of all citizens.
4. Assure the freedom of choice for all persons in the sale, rental or leasing of residential property without regard for race, sex, color, religion, national origin, handicap, or familial status according to the U.S. Fair Housing Act.

5. Maintain the existing housing stock in a safe and standard condition and where this is not presently the case, support proactive programs to rehabilitate and improve such areas or to remove derelict or deteriorated structures.
6. Promote the stability of existing and planned residential areas by addressing matters of compatibility between residential and non-residential uses and by planning for the orderly transition of land uses and intensities.
7. Support the concept of Complete Streets (roads, sidewalks, multi-use trails, and public transit) in the development of residential areas

### **Residential Area Policies**

1. Utilize the design and development principles of the Neighborhood Unit for residential development.
2. Design and develop sustainable residential areas with public services and proper transitioning from Medium or High Intensity non-residential land use by buffering with proper setbacks, open spaces, and natural or man-made screening.
3. Enforce the Fair Housing Ordinance, City Code, Chapter 9, which prohibits any public or publicly supported project or program that produces housing or restricts the sale or rent to anyone based on race, sex, color, religion, national origin, handicap, or familial status.
4. Support Affordable Housing initiatives and improvement programs for housing and infrastructure for low and moderate-income persons.
5. Preserve the natural environment using Low Impact Development (LID) and Green Building techniques to protect Development Sensitive and Conservation Areas.
6. Seek local, state, and federal assistance and grants to conserve existing residential areas, to rehabilitate, arrest decline, remove dilapidated housing, and maintain the integrity and livability of the existing housing stock and neighborhoods.
7. Encourage the use of the PUD Concept if Development Sensitive and Conservation Areas are to be developed limiting the intensity of development, reducing densities, and incorporating the features of the natural environment where possible.
8. Discourage cut-through traffic patterns within residential areas.
9. Incorporate the Complete Streets concept into the review and approval process of all residential development proposals.
10. Administer a comprehensive building permit approval and inspection program in support of high quality residential development.
11. Provide the public with information on the minimum code standards for maintenance of private property as related to the storage of junk and derelict vehicles and proactively administer code enforcement where violations are found.

### **Residential Area Objectives**

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. Support the Federal Fair Housing Act and City Code, Chapter 9 that prohibits any public or publicly supported project or program that produces housing or restricts the sale or rent of housing to anyone based on race, color sex, religion, national origin, handicap, or familial status.
4. Offer Affordable Housing initiatives and improvement programs for housing and infrastructure for low and moderate-income persons.
5. Utilize LID and Green Building techniques to protect Development Sensitive and Conservation Areas and preserve the natural environment.
6. 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.
7. Incorporate the natural environment into development encouraging the use of the PUD Concept for Development Sensitive and Conservation Areas limiting the intensity of development, and incorporating the features of the natural environment where possible.
8. Prohibit cut-through non-residential traffic patterns within residential areas by proper design and layout of internal neighborhood street patterns.
9. Design and build residential areas based on the Complete Streets concept for roads, sidewalks, bicycle and multi-use routes, and public transit.
10. Support a comprehensive and user-friendly building permit approval and inspection program in support of high quality residential development.
11. Include public information on the City's webpage related to the minimum code standards for maintenance of private property such as pertaining to the mowing of grass and the storage of junk and derelict vehicles. Continue to administer proactively code enforcement where violations are found.

### OFFICE AREA LAND USE

Office areas include medical, veterinary, general office, office professional, banking, and insurance uses. City and County offices, the City Hall and the Creek County Courthouse and Creek County Collins Building are discussed under the section entitled "Public and Quasi- public facilities." Office areas are often developed to form buffers and transitional areas between less intense and more intense uses.

#### **Office Area Goals**

1. Locate Office areas to be conveniently accessible from residential, commercial, and industrial areas.
2. Buffer shopping and commercial areas from residential areas with well-designed and attractive office developments.

3. Office development should contribute positively to the appearance of the areas along major streets and on the perimeter of residential neighborhoods by landscaping and proper signage.
4. Prevent Office uses and the associated non-residential traffic from encroaching or cutting through abutting residential neighborhoods.

### **Office Area Policies**

1. Office areas should be well designed and conveniently located to serve City residents and businesses from across the Planning Area.
2. Office areas shall be screened, well landscaped and of a low-rise or lesser intensity when used as a buffer and transitional area between Medium and High Intensity areas and residential areas.
3. Protect residential areas from the encroachment of non-residential Office development and traffic.
4. Concentrate Office development in Special Districts, Activity Centers, Corridors, Gateways, or Medium Intensity nodes at the intersection of major streets and highways in combination with other non-residential uses to avoid strip development.

### **Office Area Objectives**

1. Develop well-designed and conveniently located Office areas to serve City residents and businesses.
2. 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.
3. 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 AREA LAND USE

Commercial land use includes the retail commercial establishments and service areas that serve residents within the Planning Area. The expansion of existing retail services was a major desire expressed by persons attending public participation meetings and completing the surveys during the Planning Process. Population served and “rooftops” are always a major consideration for the support and development of retail Commercial in particular. According to the City’s webpage, 118,555 persons (2009 data) live within the regular trade area of Sapulpa. The following goals, policies, and objectives have been adopted for Commercial area land use:

### **Commercial Area Goals**

1. For the City to become a destination for retail shopping and other commercial services by having a major regional retail development in place.
2. To preserve the small town character of the City and the Central Business District (CBD) while diversifying the menu of retail services and increasing the amount of retail services available to City residents, visitors, and tourists.
3. Develop a new/expanded diverse and economically healthy range of retail commercial uses to serve the needs of existing and future residents.

4. Provide increased opportunities for employment of local residents within the Planning Area.
5. Develop highway commercial and tourist commercial services along Route 66 and other major roads and highways that feature the historic and adjacent natural and physical environment.
6. Promote the development of the concept of 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.
7. Concentrate Commercial land uses within Special Districts or Activity Centers at the intersection of major streets and highways discouraging strip commercial or spot commercial development.
8. Support and enhance the historic character of the City's buildings and CBD as a basic economic resource to create a sense of place upon which to build tourism and entertainment venues for visitors as well as local residents.
9. Support development of the Route 66 Scenic Byway and Historic Route 66 as a transportation corridor as well as for an economic development and tourism resource.
10. Promote and publicize the diverse historic and cultural assets of the Planning Area and the City's historic CBD in particular.
11. Develop plans and programs that will increase the occupancy and use of many of the vacant second and third floors of the CBD buildings as office space or loft apartments.

### **Commercial Area Policies**

1. Support the continued success of existing local businesses while proactively attracting new retail and commercial activity.
2. Develop and implement plans and programs in support of the City becoming a destination for shopping, retail services, and tourism with a major regional retail development in place.
3. Maintain the infrastructure supporting the CBD in a high quality state to support existing business and to encourage the location of new businesses.
4. Encourage career technical institutions and the Central Technology Center to coordinate closely with existing and potentially new businesses and employers and to provide programs to develop an expanded base of qualified local candidates for employment.
5. Promote and publicize that the City is open for business and business friendly based on strong positive relationships with existing business while reaching out to new businesses.
6. Develop the concept of 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.
7. Discourage strip commercial or spot commercial development by concentrating Commercial land uses within Special Districts, Activity Centers, Corridors, and Gateways to the City.

8. Enhance the historic character of the CBD as an economic resource that contributes to the unique sense of place in accordance with the Historic District provisions of City codes.
9. Develop the Route 66 Scenic Byway as a transportation corridor and an economic development/tourism resource and reduce the clutter of outdoor advertising signs.
10. Discourage leapfrog or unplanned commercial development and uses throughout the Planning Area and avoid spot commercial or strip commercial zoning.
11. Administer sign regulations to remove clutter and improve the safety and appearance of Commercial and business areas.
12. Mitigate the impact of Commercial development upon residential areas by using screening fences, landscaping, setbacks, preservation of open spaces, and natural areas where possible, including modification of exterior lighting and noise reduction.
13. Proactively support implementation of plans and programs that will result in increased occupancy and use of many of the now vacant second and third floors of the CBD buildings.

### **Commercial Area Objectives**

1. Attract new retail and commercial activity and support the continued success of existing local businesses.
2. 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.
3. 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.
4. 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.
5. 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.
6. Seek 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.
7. Concentrate Commercial land uses within Special Districts, Activity Centers, Corridors, and Gateways to the City to discourage strip commercial or spot commercial development.
8. 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.

9. Enhance the Route 66 Scenic Byway transportation corridor as an economic development/tourism resource by keeping it free of the clutter of outdoor commercial advertising signs.
10. Assure the highest and best use of all land by avoiding spot commercial, strip commercial, leapfrog, or other unplanned commercial development.
11. Remove clutter and improve the safety and appearance of Commercial areas by the comprehensive administration of sign regulations.
12. Require screening fences, increased setbacks, landscaping, and the preservation of open spaces and natural areas where possible to include the modification of exterior lighting, and noise reduction to mitigate any negative impact from Commercial development upon abutting or adjacent less intense uses.
13. 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.

### INDUSTRIAL AREA LAND USE

Industrial areas form basic local and regional centers for employment and investment. Planning for the development of industrial areas is particularly important because of the external impact such uses can have on abutting less intensely developed areas. Industrial areas also present special needs for public and private services such as access and transportation, water, natural gas, solid waste disposal, electric services, sanitary, and stormwater services.

#### **Industrial Area Goals**

1. Support the Sapulpa Industrial Foundation and the Creek County Industrial Authority in plans and programs for industrial and economic development by supporting strong measures of public and private coordination and communication.
2. Incorporate the regional economic development goals of the Comprehensive Economic Development Strategy (CEDS) with the local economic development strategies.
3. Develop Industrial areas with good accessibility and access to a balanced transportation network of interstate and state highways, air and water, rail, and transit transportation modes for the safe and efficient movement of people and goods.
4. Locate region-serving industries and employment centers within planned industrial parks and business parks.
5. Expand the economic, employment and industrial base with clean and environmentally friendly industries that will offer area residents the opportunity for local employment and investment.
6. Provide opportunities for the continued and complete development of local industrial parks to assure the highest and best use of land.
7. Support and encourage the development of opportunities for training in partnership with local industries and the Central Technology Center.
8. Avoid “smoke stack” industrial uses that would negatively impact the natural and man-made environment.

## **Industrial Area Policies**

1. Maintain strong lines of communication and coordination with the Sapulpa Industrial Foundation and the Creek County Industrial Authority as it regards opportunities for plans and programs for industrial and economic development.
2. Support implementation of the industrial and economic development strategies of the CEDS.
3. Set aside areas for future development as Industrial Special Districts and business and industrial parks.
4. Protect industrially planned areas from the adjacent or abutting location of Low Intensity uses to assure the highest and best use of the land and compatibility with adjacent uses.
5. Support the location of clean and environmentally friendly industries and the expansion of the economic, employment, and industrial base to afford increased opportunities for local employment and investment.
6. Support and encourage the development of opportunities for job training in partnership with the Central Technology Center.
7. Publicize that Sapulpa is open for business and business friendly by supporting existing industrial development and expansion while encouraging the location of new industrial activities.
8. Seek state and federal grant monies or funding from private foundations to assist in providing the necessary public infrastructure for expanded and new industrial development
9. Adopt and maintain standards for the proper treatment and regulation of industrial wastes to protect the quality of the environment.

## **Industrial Area Objectives**

1. Increase the opportunities for industrial and economic development by maintaining strong lines of communication and coordination with the Sapulpa Industrial Foundation and the Creek County Industrial Authority.
2. Implement the industrial and economic development strategies of the CEDS.
3. Designate areas for future development as Industrial Special Districts and business and industrial parks for the location of region-serving industries and employment centers.
4. Protect industrially planned areas from the adjacent or abutting location of Low Intensity uses to assure the highest and best use of Industrial land or land with the potential for Industrial development from the encroachment of Low Intensity uses in the abutting and adjacent areas.
5. 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.
6. Partner with the Central Technology Center and local business and industry for expanded opportunities for training and employment of local residents.

7. Develop strong marketing programs publicizing that Sapulpa is open for business and business friendly by supporting existing industrial development and expansion while encouraging the location of new industrial activities.
8. Plan ahead to design and build the necessary public infrastructure for expanded and new industrial development seeking all available state and federal grant monies or funding from private foundations while allowing for the long lead time required for such improvements.
9. Maintain compliance with federal, state, and local regulations to protect the quality of the environment by properly disposing of industrial wastes.

### DEVELOPMENT SENSITIVE AND CONSERVATION AREAS

Development Sensitive and Conservation Areas require special attention to properly preserve natural areas and address environmental concerns of flooding, severe topography, mining, past or present intense oil and gas production, contaminated soils, steep slopes, or erodible soil types. Areas included within the FEMA Zone A, the 100-year floodplain, should be designated as Development Sensitive and Conservation Areas. A Development Sensitive and Conservation Area designation may be superimposed over High, Medium, or Low Intensity land use designations.

- Areas subject to frequent flooding as defined by the Federal Emergency Management Agency (FEMA) and shown on the City and County Flood Insurance Rate Maps (FIRM).
- Slopes in excess of 15 percent and/or erodible soils as determined from Natural Resource Conservation Service (NRCS) topographic, soils and geologic maps.
- Natural areas having unique environmental qualities, wildlife and wildlife habitat, flora and fauna, forested areas, wetlands, or areas with special aesthetic qualities, views, vistas, and overlooks.
- Areas where development involves special considerations of public safety such as floodplain areas, areas of past intense oil and gas production, strip mining, airport approach zones, closed landfills, sewage lagoons or contaminated sites.

#### **Development Sensitive and Conservation Area Goals**

1. Identify, protect, and preserve Development Sensitive and Conservation Areas during the Planning Process such as areas characterized by steep slopes and topography, floodplain/drainage areas, wetlands, soils, or other physical or natural features.
2. Respect the natural environment and maintain the public safety for the pre-development and post-development phases.
3. Perform detailed studies of Development Sensitive and Conservation Areas and preserve unique areas of the natural and/or man-made environment, which should be preserved and protected if development takes place.
4. Recommend and encourage the use of the PUD Concept to allow development only at reduced intensities within Development Sensitive and Conservation Areas.
5. Preserve and maintain those areas in their natural state that have historic, cultural, architectural, archaeological, or geological significance.

## **Development Sensitive and Conservation Area Policies**

1. Protect and preserve Development Sensitive and Conservation Areas.
2. Require detailed environmental review of major projects during the development review and permitting process.
3. Allow development in Development Sensitive and Conservation Areas only at reduced intensities and incorporate those natural features into the development where possible and feasible.
4. Preserve and maintain those buildings and areas that have historic, cultural, architectural, or archaeological significance for future generations.

## **Development Sensitive and Conservation Area Objectives**

1. Incorporate the following measures into strategies for preserving and protecting Development Sensitive and Conservation Areas.
2. Private donations or limited public acquisition.
3. Utilization of the PUD Concept or Supplemental Zoning District for reduced development intensities.
4. Compliance with federal, state, and local safety regulations such as floodplain programs
5. Incorporation of Development Sensitive Areas and Conservation Areas into the Parks, Recreation, Trails, and Open Space Plan.
6. Minimum structural improvement of natural features during the development process.
7. Expand the development review and permitting process for major projects to include detailed review of environmental factors.
8. Incorporate natural features found in Development Sensitive and Conservation Areas into development with reduced intensities and densities, (LID or PUD) if development is allowed and where feasible and appropriate.
9. Implement strategies to preserve and maintain those buildings and areas that have historic, cultural, architectural, or archaeological significance for future generations.

## **GOALS, POLICIES, AND OBJECTIVES FOR LAND USE INTENSITY**

Different levels of Land Use Intensity are required to support the population of the City and Planning Area, to relate the functions placed on the land to each other and to the existing or new infrastructure planned to be available during the Planning Period. Land Use Intensity is described as the measure of the level of activity connected with the various land use activities.

Typically, a “High Intensity” industrial or commercial use would require a higher level of public services and infrastructure than would a Medium Intensity industrial or commercial use; a High Intensity use would also have a greater impact on the surrounding area than a Medium Intensity use. Agricultural Areas are the areas of lowest intensity land use. However, High Intensity areas also merit protection from Low Intensity areas and each of these Intensity areas require areas of transition to exist and operate at their full potential. The list of land use intensity designations for

the 2030 Plan is shown on the future land use maps (**Maps 32, 33, and 34**) presented in Chapter IV.

This section of the 2030 Plan presents the following classifications of Land Uses and Development Areas:

- High Intensity Land Use
- Medium Intensity Land Use
- Low Intensity Land Use
- Agricultural Land Use
- Development Sensitive and Conservation Areas
- Neighborhoods
- Activity Centers
- Special Districts
- Mixed Use Development Areas
- Open Space
- Corridors and Gateways

### HIGH INTENSITY LAND USE

High Intensity areas are areas of the greatest and most intense activity requiring the highest level of accessibility and services while being buffered and transitioned from less intense areas by location of Medium Intensity areas, screening, buffering, and preservation of open space or natural physical features. The zoning classifications that may be included in High Intensity areas include IL, IM, and IH. High Intensity areas should be located 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

Medium Intensity land use should be located only 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 Medium Intensity areas may be used as transitional uses between High and Low Intensity areas. The Zoning classifications often associated with Medium Intensity land uses are CG, CS, and OM.

### LOW INTENSITY LAND USE

Low Intensity Residential areas should be planned 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. Zoning classifications that may be associated with Low Intensity are RS, RM, and OL.

### AGRICULTURE LAND USE

The development of Agriculture areas should be planned only upon the provision of public and private utilities in conjunction only with orderly development. However, the preservation of portions of the areas of Agriculture Land Use is important and adds to the diversity of the character of development during of the Planning Period. It is also important that certain of these areas may have their highest and best use as Agriculture and should be preserved and

protected for that use throughout the Planning Period.

## DEVELOPMENT SENSITIVE AND CONSERVATION AREAS

Development Sensitive and Conservation Areas are areas of the natural or manufactured environment within which the public safety and benefit is protected prior to allowing development. Development Sensitive and Conservation Areas are characterized by:  
Areas subject to frequent flooding as defined by the Federal Emergency Management Agency (FEMA) and shown on the City and County Flood Insurance Rate Maps (FIRM)

Slopes in excess of 15 percent and/or erodible soils as determined from Natural Resource Conservation Service (NRCS) topographic, soils and geologic maps.

Unique environmental qualities of natural areas, wildlife and wildlife habitat, flora and fauna, forested areas, wetlands, or areas with special aesthetic qualities, views, vistas, and overlooks.

Areas where development involves special considerations of public safety such as floodplain areas, areas of past or present intense oil and gas production, strip mining, airport approach zones, closed landfills, sewage lagoons, or contaminated sites.

Land where development or redevelopment involves special consideration of preserving significant historic, architectural, archaeological, or geographical features

Urban development of Development Sensitive and Conservation Areas is generally discouraged and these areas should be preserved and protected in perpetuity for their present uses or for agriculture, parks, open space, and natural areas. Prior to allowing development, detailed analysis and planning proposals should be required to describe how any negative impacts upon those sensitive factors present will be mitigated. All zoning designations may have an overlay land use for Development Sensitive and Conservation Areas.

## NEIGHBORHOODS

A Neighborhood is characterized as a predominantly residential living area; however, such areas may or may not be incorporated into the City. The proximity of homes to each other can lend meaning and a sense of place and belonging within the City or in areas outside the City. The Neighborhood Unit is the basic Low Intensity and Low Density residential planning and building block. Commercial areas should be planned and developed based on the Neighborhood concept with consideration of developing a unique neighborhood formed by the residents of the upper floors of the buildings. A good example is the CDB due to 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. The boundaries of neighborhoods may include major roads and highways or physical features such as a lake or creek. Residential Land Uses are categorized by density (units per acre). Typically Single-Family Housing will be considered as Low Intensity; however, Multi-family or densely constructed neighborhoods may be classified as Medium Intensity.

## ACTIVITY CENTERS

Medium Intensity development should be planned in Activity Centers at designated intersections of major roads or highways. Activity Centers are classified as Type 1, 2 or 3, depending upon the classification of the road or highway according to the MSHP; differing areas (Type 1–20 acres; Type 2-40 acres; Type 3-60 acres) of Medium Intensity Land Use may be planned. Not all major intersections are designated as Activity Centers and zoning for any new Activity Center designation should not take place until the required public services are available and only then in accordance with the 2030 Plan.

### SPECIAL DISTRICTS

Medium and High Intensity development should be planned in Special Districts for industrial and business districts, business parks, and airports; as development proposals are received, the detailed requirements of the Special District should be formulated.

### MIXED USE DEVELOPMENT AREA

Areas designated as Mixed Use Development Areas on the 2030 Plan are located in various parts of the City and Planning Area. A Mixed Use Development Area may be characterized as large or small areas partially developed with no prospect of further development, as an area completely developed but in serious decline, or areas which have been developed as single-family residential which now exist as small islands surrounded by large areas of Medium or High Intensity uses. The majority of these areas were designated as “Commercial/Industrial” on the 2005 Plan. Some of these areas are experiencing decline in value and desirability for the current use and redevelopment to a higher intensity, for example single-family residential to townhouses or perhaps even apartments combined with improvements in the infrastructure, would be a way to arrest any further decline within the policies of the 2030 Plan.

A major redevelopment policy for Mixed Use Development Areas is the redevelopment is orderly and does not pose an even greater threat to the remaining value of such an area. In the past rezoning has been allowed; however, the rezoning allowed would be considered spot zoning and was not in accordance with the 2005 Plan. The designation as a Mixed Use Development Area is not a blank check in support of any submitted rezoning or redevelopment proposal. It must be based on orderly redevelopment, be consistent with any established trend in redevelopment and be compatible with existing uses in combination with any necessary improvements to support the new development.

### OPEN SPACE LAND USE

Open Space Land Use areas contribute in a positive way to the quality of life and to the livability of the City and Planning Area. Open Space areas would typically abut areas designated as Development Sensitive and Conservation Areas and could be formed by expansion upon such areas already designated as a floodplain; upon public purchase Open Space areas could offer opportunities for active or passive recreation, multi-use trails, outdoor amphitheaters, and natural areas.

### CORRIDORS AND GATEWAYS

Corridors are designated areas located along expressways and major highways and may include Gateways at the major points of entrance to the City and Planning Area. Corridors should provide areas for the location of major employment and region serving businesses and

industries or concentrations and clustering of such uses. Gateways should be located at major entrances to the City and Planning Area and be improved to be attractive while conveying a positive first impression.

A Corridor area may also be an area along a highway designated as a “Scenic Byway” that must be protected from unregulated commercial development and sign clutter in the Corridor Management Plan. An example, which travels through the Planning Area, is the Oklahoma Route 66 Scenic Byway.

The “C” in Corridor does not specifically mean only Commercial, Medium or High Intensity non-residential uses nor is it in accordance with the 2030 Plan to strip or spot zone Corridor areas along these highways for commercial uses. Corridors often provide unique views, vistas and overlooks along local roadways that become tourist attractions and economic resources as would be expected along the Oklahoma Route 66 Scenic Byway.

## **PUBLIC FACILITIES**

Public facilities are basic support elements of the City and Planning Area. High quality and up to date Public Facilities are required for the continuing health, safety, welfare, and quality of life of all residents and visitors. The goals, policies, and objectives of the 2030 Plan for the following categories of Public Facilities are included in the sections that follow:

- Public Facilities
- Parks, Recreation, Trails, and Open Space
- Public Safety: Law Enforcement, Fire, Emergency Medical Services, and Multi-hazard Mitigation
- Education and Schools

## **PUBLIC FACILITIES**

### **Public Facility Goals**

1. Maintain the location of the City Hall, Central Fire Station, Headquarters Police Station, Municipal Court, Sapulpa Parks Department and Senior Centers, Bartlett-Carnegie City of Sapulpa Library, Creek County Courthouse, Creek County Collins Building, and Creek County Emergency Medical Services within and/or within close proximity to the CBD.
2. Maintain the Booker T. Washington Recreation and Community Center in a high quality condition and continue to support the programs and outreach provided to the City and community.
3. Maintain a comprehensive capital improvement infrastructure, public facilities and fiscal plan to serve best the needs and interests of the public and private sector.
4. Continue to network with the Sapulpa Industrial Foundation and Sapulpa Chamber of Commerce in identifying, planning, and developing Public Facilities and services.
5. Maintain the Public Facilities that serve the CBD in a high quality state in support of the vitality and sustainability of this unique and historic area.
6. Seek broad public participation in the location, planning, design, and development of the City’s Public Facilities to include decisions about preferred funding mechanisms.

7. Locate Public Facilities to have high visibility and to be conveniently accessible to all residents, businesses, industries, and tourists.
8. Identify and preserve sufficient lands for public and quasi-public areas and facilities in advance of need to secure the best possible locations at a reduced cost to the public.
9. Provide a high quality of City services and utilities to existing developed areas and extend services into growth areas in an orderly manner.
10. Support the Sapulpa Parks Department in its program of maintaining and developing Parks, Recreation, Trails, and Open Space areas.
11. Plan to develop the Route 66 Scenic Byways Corridor Management Plan during the Planning Period.
12. Plan for the development of an emergency shelter facility and a sports complex
13. Plan for the development of a performing arts center and community theater
14. Plan for the development of an outdoor amphitheater

### **Public Facility Policies**

1. Integrate a comprehensive Public Facility capital infrastructure and fiscal plan into the annual budgeting process to address the long term capital needs of the City, adopting such plans as elements of the 2030 Plan.
2. Seek broad public input about funding preferences for the costs of maintaining and supporting existing Public Facilities as well as when initiating new such programs and facilities.
3. Plan for the optimal location of new or expanded Public Facilities far in advance of need to protect and preserve the best locations, to set aside sufficient lands and to reduce the future cost of such land to the public.
4. Pro-actively network with other public and quasi-public agencies in identifying, planning, and developing Public Facilities, and services
5. Maintain and develop the Parks, Recreation, Trails, and Open Space facilities in support of a high quality of life and livability for all City residents and visitors.
6. Preserve the viability and sustainability of the CBD by a high level of maintenance and upkeep of the Public Facilities and infrastructure.
7. Communicate and coordinate the use of the City's Public Facilities with Creek and Tulsa County, area school districts, and other public and private agencies for the convenience of those served and for the most cost-effective expenditure of public and quasi-public funds.
8. Mitigate any negative impacts from Public Facilities upon abutting and adjacent public and private areas.
9. Support the Sapulpa Historical Museum in documenting and making available to the public the record of the historical and cultural character of the City and Planning Area.

10. Avoid prematurely extending public services (roads and utilities in particular) into undeveloped areas in the City, and support and encourage development of land for its highest and best use.
11. Prepare, adopt, and expand capital infrastructure and fiscal plans in support of the development of high quality sustainable City services and utilities for developed as well as developing areas.
12. Maintain the public infrastructure within the CBD in a high quality state to support to and enhance the sustainability, viability, attractiveness, and value of this area.
13. Secure the optimum location and land area for Public Facilities well in advance of need and at a reduced cost to the public.
14. Provide convenient and easy access for local residents and user groups to Public Facilities within the City and Planning Area.
15. Improve and maintain the compatibility of Public Facilities with surrounding areas by buffering, screening, and proper setbacks from adjacent and less intense uses.
16. Study the feasibility of the development of a senior center/emergency shelter and develop a new City-wide sports complex with construction, as funds are available.
17. Preserve and commemorate the record of local and regional events of historical significance within the Sapulpa Historical Museum.
18. Pursue those actions, programs and funding to implement the Route 66 Scenic Byways Corridor Management Plan during and throughout the Planning Period.
19. Support the livability and sustainability of developed areas by maintenance and improvement of Public Facilities.
20. Develop plans for a performing arts center, community theater, and outdoor amphitheater.
21. Communicate and coordinate the use of the City's public and quasi- public facilities with Creek and Tulsa County, area school districts and other public and private agencies for the convenience of those served and for the most cost-effective expenditure of public and quasi-public funds.

### **Public Facility Objectives**

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 plans 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. Seek broad public input about funding preferences for the costs of maintaining and supporting existing Public Facilities as well when developing funding programs for new or expanded Public Facilities.
3. Plan for the optimal location of new or expanded Public Facilities far in advance of need to protect and preserve the best locations, to set aside sufficient lands and to reduce the future cost of such land to the public.

4. Identify, plan, and develop Public Facilities and services in coordination and cooperation with other public and quasi-public agencies.
5. 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.
6. Provide a high level of maintenance and upkeep of the CBD to assure the viability, sustainability, attractiveness, and values of the area's Public Facilities and infrastructure.
7. Coordinate the use of the City's Public Facilities with Creek and Tulsa County, area school districts, and other public and private agencies for the convenience of those served and assure the most cost-effective expenditure of public and quasi-public funds.
8. Mitigate any negative impacts from construction of Public Facilities to include buffering, screening, proper setbacks and noise abatement.
9. Preserve and record events of historical significance and culture about the City and Planning Area with the Sapulpa Historical Museum.
10. Extend roads and utilities into undeveloped areas in an orderly manner to encourage development of land for its highest and best use and to avoid premature sprawl development.
11. Develop a high quality and sustainable level of City services and utilities for developed as well as developing areas based on comprehensive infrastructure and capital planning.
12. Locate public areas within the City and Planning Area with convenient and easy access for local residents and user groups.
13. Support the full development of a senior center/emergency shelter and a Citywide sports complex with construction proceeding as funds are available.
14. Proactively pursue those actions, programs, and funding initiatives for implementation of the Route 66 Scenic Byways Corridor Management Plan during and throughout the Planning Period.
15. Support the livability and sustainability of developed areas by the maintenance and improvement of Public Facilities and infrastructure.
16. Complete feasibility studies for a performing arts center, community theater, and outdoor amphitheater.
17. Coordinate the use of the City's public and quasi- public facilities with Creek and Tulsa County, area school districts, and other public and private agencies for the convenience of those served and for the most cost-effective expenditure of public and quasi-public funds and avoid duplication of efforts.

#### PARKS, RECREATION, TRAILS, AND OPEN SPACE AREAS

Natural and man-made recreation and open space areas contribute significantly to the quality of life, image, livability, and natural beauty of the City and Planning Area. Natural and man-made recreation and open space areas also add to the economic development potential for tourism and recreation activities for residents and visitors. Sahoma Lake and Pretty Water Lake provide

area residents and visitors alike with unique and special opportunities for active and passive recreation activities. Annual trout fishing tournaments, held by the Sapulpa Parks Department, attract large numbers of visitors as does the City's organized sports programs for softball, soccer, and football.

### **Parks, Recreation, Trails, and Open Space Area Goals**

1. Provide a viable and diverse system of Parks, Recreation, Trails, and Open Space areas to enhance the quality of life and the livability of the City and Planning Area.
2. Become a local, regional, and national destination for tourism and recreation.
3. Identify and protect areas, which have the potential for public and private Parks, Recreation, Trails, and Open Space for the future enjoyment of residents, visitors, and tourists.
4. Preserve significant natural features in the undeveloped state and create development plans to utilize such areas as buffers between less intense and more intense uses.
5. Preserve natural open space areas around Sahoma Lake and Pretty Water Lake allowing only passive recreational uses such as camping and pedestrian trails where appropriate.
6. Incorporate the natural open space around area lakes, along the streams, and in floodplain areas into ribbons of open space for multi-use trails with both on-street and off-street routes.
7. 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
8. Protect Development Sensitive and Conservation Areas that would lend themselves to natural open space amenities and incorporate such areas into public and private development plans and proposals encouraging LID.
9. Provide active and passive recreational activities and programs for all ages considering the recreational needs of the elderly, persons with disabilities, and low-income households.

### **Parks, Recreation, Trails, and Open Space Area Policies**

1. Complete the Sapulpa Parks, Recreation, Trails, and Open Space Plan (Parks Plan).
2. Provide a sustainable, viable, and diverse system of parks, recreation, trails, and open space areas to enhance the quality of life and the livability of this area.
3. Become a local, regional, and national destination for tourism and recreation by planning and building the improved and new facilities required to support such a goal while building upon those programs presently in place that have the potential for becoming destinations.
4. Identification and protection of areas with the potential for public and private parks, recreation, trails, and open space as Development Sensitive and Conservation Areas for the present and future enjoyment of residents, visitors, and tourists
5. Incorporate preservation of natural features into the development review process and that such features should remain in the undeveloped state and/or be incorporated into

development plans where possible by utilizing such areas as buffers between less intense and more intense uses.

6. Develop detailed plans for passive recreational uses along the shores of Sahoma Lake and Pretty Water Lake.
7. Seek funding for completion of the construction of the Pretty Water Lake Trail Loop.
8. Prepare and adopt an improvement program to support the detailed design and programming of construction of recreation facilities that incorporates the natural open space around area lakes, along streams, and in floodplain areas into a Citywide ribbon of open space for multi-use trails.
9. Plan and develop a network of parks, trails and open space areas connecting schools, libraries and other public and private activity areas to the INCOG Regional Trails System.
10. Encourage LID and reduced densities and intensities in Development Sensitive and Conservation Areas requiring a PUD and LID type development plan where appropriate to protect and preserve natural and open space amenities.
11. Encourage broad public participation and input into the planning, design, and development of Parks, Recreation, Trails, and Open Space areas to provide active and passive recreational opportunities for all ages considering the recreational needs of the elderly, persons with disabilities, and low-income households.

#### **Parks, Recreation, Trails, and Open Space Area Objectives**

1. Complete the Sapulpa Parks, Recreation, Trails, and Open Space Plan (Parks Plan) in support of a sustainable, viable, and diverse system of Parks, Recreation, Trails, and Open Space areas to enhance the quality of life and the livability of the City and Planning Area.
2. Expand upon those programs presently in place and build new programs, which have the potential for becoming a local, regional, and national destination for tourism and recreation.
3. Identify, preserve, and protect Development Sensitive and Conservation Areas for public and private Parks, Recreation, Trails, and Open Space areas for enjoyment by present and future residents, visitors, and tourists incorporating such areas into development where appropriate and feasible.
4. Plan and develop passive recreational areas along the shores of Sahoma Lake and Pretty Water Lake.
5. Complete construction of the Pretty Water Lake Trail Loop.
6. Adopt the Sapulpa Parks, Recreation, Trails, and Open Space Plan as an element of the 2030 Plan upon completion to include a Citywide ribbon of open space for multi-use trails.
7. Connect the City's parks, recreation, open space and trails plan and program to the INCOG Regional Trails System.

8. Require a PUD type development plan and LID where appropriate to protect and preserve natural and open space amenities in Development Sensitive and Conservation Areas.
9. Provide a comprehensive plan and program for active and passive recreational opportunities for all ages, based on broad public participation and input considering the recreational needs of the elderly, persons with disabilities, and low-income households.
10. Incorporate the stormwater management and floodplain mitigation program into the Parks, Recreation, Trails, and Open Space program of the City.

PUBLIC SAFETY: LAW ENFORCEMENT, FIRE,  
EMERGENCY MEDICAL SERVICES, and MULIT-HAZARD MITIGATION

**Public Safety: Law Enforcement, Fire and Emergency Medical Services, and Multi-Hazard Mitigation Goals**

1. Support area agencies and functions that protect the public health, safety, and welfare by providing highly trained law enforcement, firefighting and fire prevention, emergency medical services, and protection from multi-hazards.
2. Develop a responsive municipal and district court system combined with programs of public education, crime prevention, and improved traffic safety.
3. Incorporate elements of the adopted Multi-Hazard Mitigation Plan (such as flood damage prevention) into the public safety program and land use planning program with comprehensive programs of coordination and cooperation between the public and private sectors.
4. Proactively seek available funding from public and private sources to supplement scarce local dollars in support of public safety programs and services.

**Public Safety: Law Enforcement, Fire and Emergency Medical Services, and Multi-Hazard Mitigation Policies**

1. Provide a high quality of public safety functions and services to protect the public health, safety, and welfare with highly trained law enforcement, firefighting and fire prevention services, emergency medical services, and protection from multi-hazard events.
2. Support development of a responsive municipal and district court system combined with programs of public education, crime prevention, and improved traffic safety.
3. Implement comprehensive programs of coordination and cooperation between the public and private sectors from the Multi-hazard Mitigation Plan into the land use and transportation planning program.
4. Capture all available funding from public and private sources for public safety programs and services.

**Public Safety: Law Enforcement, Fire and Emergency Medical Services, and Multi-Hazard Mitigation Objectives:**

1. Protect the public health, safety, and welfare with highly trained law enforcement, firefighting and fire prevention services, emergency medical services, and protection from multi-hazard events.
2. Combine programs of public education, crime prevention, and improved traffic safety with a responsive municipal and district court system.
3. Incorporate the Multi-hazard Mitigation Plan into the land use and transportation planning program
4. Proactively seek and support initiatives for public and private funding for public safety programs and services.

## EDUCATION AND SCHOOLS

### **Education and School Goals**

1. Support a strong and continuing working relationship between the City and area school districts.
2. Support access to existing school locations with well-maintained roads and public infrastructure.
3. Shared use of City and school facilities where feasible and appropriate, in the best interests of school patrons and City residents to reduce the duplication of effort and cost to the public.
4. Create partnerships with the Central Technology Center in the implementation of programs supporting higher education, economic development, and expanded training opportunities for local employment and investment.
5. Partner with regional colleges and/or junior colleges to locate satellite secondary educational facilities within the City and/or Planning Area.
6. Coordinate the City's public programs with those of the area school districts to share facilities where feasible and appropriate maximizing the public's use and resulting in reduced costs by avoiding unnecessary duplication.
7. Coordinate the location of public schools between the school system and the City to assure that the necessary public infrastructure and support facilities are in place and well maintained.

### **Education and School Policies**

1. Maximize opportunities to bring expanded local academic and career tech classes to the City and Planning Area.
2. Provide well-maintained and safe routes of travel within the City and Planning Area to the various school campuses.
3. Proactively participate with the officials of area school districts in the location of future educational facilities and incorporate such locations into the 2030 Plan.
4. Be an active partner with the Central Technology Center officials supporting the implementation of higher education programs for expanded opportunities for local employment and investment.

5. Advocate and support initiatives to locate secondary educational satellite facilities within the City and/or Planning Area.

### **Education and School Objectives**

1. Coordinate with local academic and technological centers to network with area businesses and industry in order to provide curriculums for expanded training and employment of local residents.
2. Maintain safe routes of travel within the City and Planning Area to all school campuses in cooperation and coordination with local school officials.
3. Incorporate the planned location of future schools into the 2030 Plan in cooperation and coordination with local school officials.
4. Create increased opportunities for local employment and investment by being an active partner with the Central Technology Center and area business and industry.
5. Locate a secondary educational satellite facility within the City and/or Planning Area.

## **PUBLIC UTILITIES**

The City provides a “full service” menu of public utilities including potable water for domestic and emergency services, wastewater collection and treatment, floodplain regulation and management, and storm water drainage regulation and management. Solid waste collection is provided within the City by private haulers on a contractual basis; the City does not operate a sanitary landfill. The general location and service area of the City’s public utilities are shown on maps included and discussed in Chapter II. A current and comprehensive Capital Improvement Plan (CIP) and Master Plan for each of the City’s major public utility systems is a recommended element of the 2030 Plan.

This section of the 2030 Plan presents the goals, policies, and objectives for the following public utilities:

- Water System
- Wastewater System
- Electrical System
- Gas System
- Floodplain Management
- Stormwater Management
- Solid Waste Management

### **WATER SYSTEM**

Water is provided by the City, five (5) Rural Water Districts, the City of Sand Springs, and the Tulsa Metropolitan Area Utility Authority within the Planning Area. Private water wells are also common on private property in the agriculture and rural areas. Strong measures of cooperation and communication are required between the City and the Rural Water Districts to assure that residents of the City and Planning Area receive the best possible and most dependable water service.

### **Water System Goals**

1. Provide a high quality potable water system for domestic and emergency needs, which meets local, state, and federal regulations in a cost effective, reliable, efficient, and economical manner for existing and future needs.
2. Provide public water service for existing and developing areas in support of orderly growth and operate the water utility in a cost-effective manner to provide revenues necessary to support other City services such as parks, police, and fire.
3. Develop 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.
4. Maintain and upgrade water supply, delivery and storage facilities as needed in order to assure a continued and adequate water supply for domestic and firefighting capabilities.
5. Complete water system studies to increase the future supply water and the capacity of the existing system to transport, treat, and store water identifying new sources of water as needed to meet the future needs of the City and service area.

### **Water System Policies**

1. Plan for an adequate supply of water for domestic and firefighting needs in all developed and developing areas
2. Support comprehensive programs of maintenance and improvement to the water system to support the needs of area residents, businesses, and industries.
3. Plan budgets for new and replacement water facilities well in advance of need allowing for the long lead-time required designing, fund, and constructing such systems.
4. Consult with and contract with other public and private agencies if and as necessary to determine alternative sources of water supply for existing and future needs during the Planning Period.
5. Maintain and improve the water distribution system as necessary for existing needs and plan for the extension of the municipal system into developing areas not presently served by alternative sources.
6. Update and modify as necessary the water system design criteria to provide sound development standards and assure that all new development will be provided a high quality of water service and supply.
7. To provide water to customers in a cost effective manner allowing rates to be reasonable and reflective of the cost of services while providing important revenues required for the support of other critical City services.
8. Secure local, state, and federal assistance, whenever feasible and appropriate, to plan, design and construct new and replacement water system improvements.

### **Water System Objectives**

1. Provide all developed and developing areas with an adequate supply of water for domestic and firefighting needs of area residents, businesses, and industries.
2. Support the water needs of area residents, businesses, and industries with a comprehensive program of maintenance and improvement of the water system.

3. 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.
4. Determine alternative sources of water supply, if and/or as needed, for existing and future needs.
5. Plan for the extension of the municipal system into developing areas not presently served by alternative sources.
6. Assure that all new development will be provided with a high quality of water service and supply and modify, as necessary, the water system design criteria to comply with current ODEQ standards.
7. Establish and maintain fees for water service that are reasonable and reflective of the cost of services while providing important revenues required for the support of other critical City services.
8. Plan, design, and construct new and replacement water system improvements utilizing all available local, state, and federal assistance.

## WASTEWATER SYSTEM

Public wastewater services are provided by the City and the Taneha Utilities Authority (Taneha); effluent collected by Taneha flows to the City's Wastewater Treatment Plant (WWTP) for treatment. Private on-site septic systems are common on private property in agriculture and rural areas. Strong measures of cooperation and communication are required between the City and Taneha to assure that residents receive the best possible and most dependable public/private wastewater service.

### **Wastewater Goals**

1. Provide developed and developing areas public wastewater service in compliance with all local, state, and federal regulations.
2. Develop plans for new and replacement wastewater facilities well in advance of need allowing for the long lead-time required to design, fund, and construct such systems.
3. Maintain and improve the wastewater system in developed areas at a high level while planning for expansion into the unincorporated portions of the Planning Area as growth takes place.
4. Develop new and replacement wastewater facilities based on existing and future needs in accordance with all local, state, and federal regulations.
5. Provide capacity in the wastewater system for residential, commercial, and industrial development to support continued growth and economic development during the Planning Period.
6. Operate the wastewater collection system as a gravity flow system while planning for variations of the gravity system when it is determined to be in the best interest of the City.

7. To provide wastewater services to customers at reasonable rates reflective of the cost of services while providing important revenues required for the support of other critical City services.

### **Wastewater Policies**

1. Operate the WWTP and system in accordance with the permitting provisions of the National Pollutant Discharge Elimination System (NPDES).
2. Plan for new and replacement wastewater facilities well in advance of need allowing for the long lead-time required designing, fund, and constructing such systems.
3. Secure all available local, state, and federal assistance to plan, design and construct new and replacement wastewater improvement. Include upgrades the existing system.
4. Design and construct the wastewater collection system whenever possible as a gravity flow system to assure economy of construction, operation, and maintenance, while identifying and planning for alternative systems where such systems are in the best public interest.
5. Provide service in a cost effective manner at rates that are reasonable and reflective of the cost of services while providing important revenues required for the support of other critical City services.

### **Wastewater Objectives**

1. Assure that public wastewater service is provided to developed and developing areas in accordance with all local, state, and federal regulations and permits.
2. 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.
3. Plan, design, and construct new and replacement wastewater improvements, including upgrades the existing system, utilizing all available local, state, and federal assistance.
4. Where possible, design and construct the wastewater collection system as a gravity flow system while identifying and planning for alternative systems where such systems are in the best public interest of the City.
5. Provide wastewater service in a cost effective manner at reasonable rates and reflective of the cost of services and provide important revenues required for the support of other critical City services.

## **ELECTRICAL SYSTEMS**

Public utility companies provide electric service to the City and residents of the Planning Area. The central City areas receive electric service from Oklahoma Gas and Electric (O. G. & E.) while AEP PSO, East Central Electric, and Indian Electric serve the majority of the surrounding areas. Electric companies are regulated by the Oklahoma Corporation Commission and operate locally based on franchises approved by voters in the respective areas. Electric companies commonly operate within rights-of-way and easements granted by the City or County; therefore, it is important that strong public/private measures of cooperation and communication are in place to assure that residents of the City and Planning Area receive the best possible and most dependable electric service in an economical, safe, efficient and reliable manner.

## GAS SYSTEMS

The Oklahoma Natural Gas Company (ONG) provides the majority of the natural gas service for the City and Planning Area while areas not having access to that system purchase propane from private companies which is stored on their private property. The central City areas are served by ONG. The Oklahoma Corporation Commission regulates natural gas and propane companies; ONG operates locally based on a franchise approved by City voters. ONG commonly operates its underground system within rights-of-way and easements granted by the City or County; therefore, it is important that strong public/private measures of cooperation and communication be in place to assure that residents of the City and Planning Area receive the best possible and most dependable service in an economical, safe, efficient, and reliable manner.

## FLOODPLAIN MANAGEMENT

The City and each County included within the Annexation Fenceline is responsible for floodplain management and regulation under the National Flood Insurance Program (NFIP). The City has adopted Master Drainage Plans, which in some cases extend into unincorporated parts of the Planning Area as discussed in Chapter II. City and County staff also often share responsibilities in answering questions from the public about Flood Insurance Rate Maps (FIRM's) and whether a particular property is located within a Special Flood Hazard Area often referred to as "Zone A" or "AE" and the 100-year floodplain.

The most current FEMA floodplain maps for the City and Creek County were adopted May 2009. The regulations of the City and County each set a general minimum requirement that construction with "Zone A" or "Zone AE" and the 100-year floodplain shall be a minimum of 2' above the Base Flood Elevation (BFE). Approval of Floodplain Development Permits by the City and/or Creek County is required prior to any development within the Special Flood Hazard Area.

### **Floodplain Management Goals**

1. Plan and prioritize 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. Provide proper flood control in conjunction with stormwater drainage facilities to safeguard the citizenry and their property from the hazards of flooding, erosion, siltation, and standing water.
3. 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.
4. 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.

### **Floodplain Management Policies**

1. Designate flood-prone areas as Development Sensitive and Conservation Areas and allow development only in accordance with the adopted flood damage prevention regulations and permitting requirements.

2. Properly manage and regulate development within areas subject to flooding in accordance with local, state, and federal regulations to protect area residents and property from the hazards of flooding.
3. Apply the principals of LID and PUD to development within Development Sensitive and Conservation Areas requiring reduced intensities and minimum structural solutions with development preserving natural features (trees and vegetation in particular) and incorporating them into the urban fabric adding beauty and livability while reducing the costs of development
4. Discourage the provision of public utilities for new development in areas subject to flooding unless it is determined to be in the best interests of the City and the public health, safety and general welfare is protected.
5. Implement the projects included within the adopted Master Drainage Plans in a timely manner and subject to funds available to remedy any existing creek flooding of developed areas.
6. Secure local, state, and federal assistance, whenever feasible and appropriate, in the planning, design and construction of local flood control facilities.
7. Include the Multi-Hazard Mitigation Plan and its principals and policies as adopted elements of the 2030 Plan.

### **Floodplain Management Objectives**

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. Provide proper flood control in conjunction with stormwater drainage facilities to safeguard the citizenry and their property from the hazards of flooding, erosion, siltation, and standing water.
3. 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.
4. 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

The task and mission of the Stormwater Management program is to maintain the quality of the stormwater runoff within the City and Planning Area in a high quality manner and in accordance with mandated federal and state minimum requirements. The City and Creek County were issued a Stormwater Discharge Co-permit (Co-permit) from the ODEQ in 2006; under this Co-permit the County contracts with the City for staff services within the federally defined “Urbanized Area” of Creek County. The details of the elements of the Co-permit program were discussed in Chapter II. The City is also responsible for Urbanized Areas within the City limits in Tulsa County.

### **Stormwater Management Goals**

1. Properly manage and regulate stormwater runoff from development in accordance with the federal, state, county, and city regulations.
2. Implement the projects and provisions of the adopted Master Drainage Plans in the best interests of the public health, safety, and welfare of all residents and as funds are available.
3. Maintain the quality of the stormwater runoff as required by the Co-Permit and in the best public interest and the public health safety and welfare of area residents.
4. Integrate the Stormwater Management program into the land use planning program, the Floodplain Management program and the Parks, Recreation, Trails, and Open Space Plan and program for a more comprehensive approach to each.
5. Preserve the natural features of floodplain areas (trees and vegetation in particular) while addressing Stormwater Management BMP requirements to maintain water quality and incorporating the results into the urban fabric adding value, beauty and livability and reducing development costs by applying the principals of LID.
6. Apply the BMP's of Stormwater Management in Development Sensitive and Conservation Areas for regulatory compliance and protection of the flora and fauna of the natural environment.

#### **Stormwater Management Policies**

1. Maintain compliance with the BMP's of the Stormwater Discharge Co-permit issued for the City's incorporated areas and the Creek County portion of the federally defined Urbanized Area.
2. Preserve the flora and fauna in Development Sensitive and Conservation Areas to maintain water quality and reduce erosion in accordance with local, state, and federal regulations.
3. Apply Stormwater BMPs and the principals of LID within Development Sensitive and Conservation Areas requiring reduced intensities and minimum structural solutions if development is allowed.
4. Implement the projects included within Master Drainage Plans in a timely manner and as funds are available to protect water quality within developed and developing areas.
5. Proactively seek local, state, and federal assistance, whenever feasible and appropriate, in the planning, design and construction of stormwater management facilities and programs.
6. Apply the principals of the Multi-Hazard Mitigation Plan and Floodplain Management Program within the BMPs of the Stormwater Management program to maximize the potential and results from each program.

#### **Stormwater Management Objectives**

1. Maintain water quality and reduce erosion in accordance with local, state, and federal regulations while preserving flora and fauna in Development Sensitive and Conservation Areas.

2. Require reduced intensities and minimum structural solutions for any development within Development Sensitive and Conservation Areas Stormwater based on BMPs and the principals of LID.
3. Implement the projects included within Master Drainage Plans in a timely manner and as funds are available.
4. Secure all available local, state, and federal assistance, whenever feasible and appropriate, in the planning, design, and construction of stormwater management facilities and programs.
5. 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.

## SOLID WASTE

Solid Waste service is contracted to private companies by the City. Presently, there are no Solid Waste (sanitary landfills) disposal sites located within the City. Only one site for the disposal of construction materials is located within the Planning Area north of the Creek Turnpike and west of South 33rd West Avenue. The major solid waste management function of the City is to assure the proper location of landfill facilities by administration of the Zoning Code.

### **Solid Waste Goals**

1. Assure the proper future location of solid waste disposal facilities in accordance with the policies of the 2030 Plan.
2. Adopt and administer land use and zoning regulations that properly regulate landfills and mitigate any negative impacts upon area properties and uses.
3. Cooperate with and support state and federal agencies that permit and regulate landfills and related operations.

### **Solid Waste Policies**

1. Implement and administer local land use planning, zoning, and special permit processes to regulate the location of and to address, control and mitigate negative impacts of landfills and their operations on abutting and adjacent land.
2. Rezone areas for solid waste disposal only in accordance with the 2030 Plan.
3. Support local, state, and federal agencies in the administration of their permitting and regulatory programs for collection and disposal of solid waste.

### **Solid Waste Objectives**

1. Locate solid waste disposal facilities only in accordance with the policies of the 2030 Plan in order to mitigate any negative impacts upon abutting and adjacent properties and uses.

2. Support state and federal agencies that permit and regulate landfills and related operations to assure compliance with all required local, state, and federal regulations.

## **TRANSPORTATION**

The transportation element of the 2030 Plan includes these transportation goals, policies, and objectives:

- General Transportation
- Trafficways
- Pedestrian Pathways and Multi-Use Trails
- Public and Rural Transit
- Air Transportation
- Railway Transportation
- Water Transportation via the Tulsa Port of Catoosa

The 2025 MSHP on Map 17 shows the existing and planned network of highways, major streets, and roadways that are the basis for the existing and future development and land use planning. The success of the land use planning program is very dependent upon the success of the transportation planning program. The INCOG Connections 2035 Regional Transportation Plan is the currently adopted transportation plan for the INCOG Region and the Transportation Management Area (TMA).

### GENERAL TRANSPORTATION

#### **General Transportation Goals**

1. Focus all available resources on the maintenance and improvement of the roads and bridges that serve the City and its Planning Area.
2. Develop a multi-modal, integrated, and efficient transportation system that safely and economically moves people and goods throughout all parts of the City and Planning Area.
3. Address the transportation needs of all residents and in particular the needs of the elderly, persons with disabilities and low-income households.
4. Coordinate City transportation plans and programs with the regional transportation planning program of INCOG and other local, state and federal transportation planning and improvement programs.
5. Where needed, improve the appearance of transportation Corridors to include improvements to the streetscape and Gateway entrances to the City.
6. Reduce congestion on City streets.
7. Establish a balanced and overall Citywide system of pedestrian pathways and multi-use trails connecting areas of high and low activity, working areas, public facilities and schools and parks, assuring accessibility by the elderly, persons with disabilities, and low income persons.
8. Develop a marketing plan and program for of the Oklahoma Route 66 Scenic Byway as a regional and national tourist attraction.

## **General Transportation Policies**

1. Assure that the City and Planning Area is provided with a well-maintained and high-quality transportation system of roadways, pedestrian pathways, multi-use trails, and public and rural transit.
2. Form a public/private partnership for implementation of those plans and programs, which address the special transportation needs of the elderly, persons with disabilities, and low-income households.
3. Participate with the INCOG Regional Transportation Program and coordinate balanced local
4. Prepare and adopt plans and implement measures to make the streetscape within designated Corridors more aesthetically pleasing (such as removal of sign clutter, mowing of right-of-way, etc.) and to plan and implement measures to construct and improve the appearance of Gateways to the City.
5. Identify areas where traffic congestion is present within the City and develop plans and programs to mitigate and/or eliminate the problems.
6. Develop plans for the Route 66 Bicycle Trail to connect to the INCOG Route 66 Bicycle Trail and the INCOG Regional Trails System as an alternate means of transportation from home to work, to school, and for recreation.
7. Develop recommendations found in the Oklahoma Route 66 Corridor Master Plan for the Oklahoma Route 66 Scenic Byway through the Planning Area.

## **General Transportation Objectives**

1. 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.
2. Address the special transportation needs of the elderly, persons with disabilities, and low-income households by supporting a public/private partnership for implementation of the respective and related plans and programs.
3. Proactively coordinate local transportation plans and programs with other local, county, state, and federal programs and in particular the INCOG Regional Transportation program.
4. Plan and implement public and private measures to improve the appearance of City's Gateways and Corridors to improve the appearance as well as the economic vitality of these areas by removal of sign clutter, mowing of right-of-way, and cleanup of trash and debris.
5. Develop plans and programs to identify, mitigate, and/or eliminate traffic congestion for improved traffic safety and flow.
6. 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.

7. Maintain and improve local roads and bridges at the highest level for the safety of motorists and in support of the business, commerce, and industry of the City and its Planning Area.
8. Develop a multi-modal, integrated, and efficient transportation system that safely and economically moves people and goods throughout all parts of the City and Planning Area.
9. Connect areas of high and low activity, working areas, public facilities, and schools and parks, assuring accessibility by the elderly, persons with disabilities, and low-income persons with a balanced and overall City-wide system of pedestrian pathways and multi-use trails.
10. Market the Oklahoma Route 66 Scenic Byway (Byway) as a regional and national tourist attraction.
11. Implement recommendations from the Oklahoma Route 66 Corridor Master Plan for the Byway through the Planning Area.

## TRAFFICWAYS

### **Trafficways Goals**

1. Assure that a safe, efficient, and economical street and highway system is provided to serve the City and Planning Area in accordance with the adopted MSHP, the 2030 Plan, and the INCOG Connections Regional Transportation Plan 2035.
2. Proactively seek state and federal funds to supplement local dollars to maintain and improve local roads and bridges in cooperation and coordination with Creek and Tulsa County.
3. Improve the streetscape and appearance of the following twelve (12) designated local Corridors:
  - Taft /SH-117: 33rd West Avenue to Brenner Road/ South 81st West Avenue
  - SH-97: West 61st Street South to West 101st Street South
  - Historic Route SH- 66: Municipal Golf Course to South 177th West Avenue
  - Sapulpa West Creek Turnpike
  - South Main Redevelopment Corridor: SH-117/Taft to Teel Road
  - US-75A: South of Teel on US 75-A
  - Teel Road: Main to Wickham
  - SH-66: 51st Street South along SH-66/New Sapulpa Road and Mission Street south to Dewey
  - Dewey: SH-66 and Mission west along Dewey to Main Street and SH-97
  - Mission Street: Intersection of SH-66 and Dewey south along Mission/SH-117 to Taft/SH-117
  - Wickham Road: Taft/SH-117 to Teel Road
  - Hickory Street: Taft/SH-117 to 141st Street
4. Improve the appearance of the following eight (8) designated Gateways to the City:
  - Taft/SH-117 and 49th West Avenue
  - 49th West Avenue and West Creek Turnpike
  - SH-66/New Sapulpa Road and West Creek Turnpike
  - SH- 97 and West 91st Street South

- SH-97 and I-44 (Turner Turnpike)
  - SH-117 and SH-66/SH-33
  - US-75 A South of Main Street
  - I-44 and South 49th West Avenue
5. Assure that a safe, efficient, and economical street and highway system is provided to serve the City and Planning Area in accordance with the adopted MSHP, the 2030 Plan, and the INCOG Connections 2035 Regional Transportation Plan.
  6. Establish public-private partnerships to plan design and build the trafficways to support the efficient, safe, and effective movement of people and goods across and within the City and Planning Area along major roadways.
  7. Support programs for the development of Complete Streets within residential areas.
  8. Develop recommendations of the Oklahoma Route 66 Corridor Management Plan for the Byway through the Planning Area.

### **Trafficways Policies**

1. Proactively coordinate with other local jurisdictions while seeking assistance from state and federal agencies to construct new and replacement roadway facilities.
2. Maintain and improve local trafficways as needed to reduce congestion and to support the convenience and safety of local residents, businesses, and economic development and tourism.
3. Amend the MSHP and the INCOG Connections 2035 Regional Transportation Plan as needed to reflect changes in local and regional development patterns and similar changes in other local and regional areas.
4. Update the City of Sapulpa Subdivision Regulations (Subdivision Regulations) and Engineering Design Criteria as necessary to better serve development and reflect changes in technology, design and construction practices for streets and roadways.
5. Preserve and maintain the traffic-carrying capacities of roadways and the safety of motorists by preventing strip and spot commercial development.
6. Coordinate with the Oklahoma Department of Transportation (ODOT) for the improvement of State and U.S. highways within the INCOG TMA, the City, and Planning Area.
7. Support the completion of current and planned projects according to the MSHP Plan.
8. Ensure compliance with local, state, and federal regulations for proper signage and outdoor advertising as noted in the Corridor Management Plan for Route 66.
9. Pursue those plans and actions to implement the Route 66 Bicycle Trail plan and program with connections to the INCOG Regional Trails System.
10. Improve the streetscape and appearance of the twelve (12) designated local Corridors as listed above based on the adopted Corridor Design Criteria to provide clear examples to developers, builders, and the public on the style, type, and placement of new commercial buildings in combination with voluntary improvements by the property owners.

11. Improve the streetscape and appearance of the eight (8) designated local Gateways to the City as listed above based on adopted Corridor Design Criteria in combination with voluntary improvements by the property owners.

### **Trafficways Objectives**

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. 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. Prepare, adopt, and prioritize plans to improve the streetscape and appearance of the twelve (12) designated local Corridors.
4. Prepare, adopt, and prioritize plans to improve the appearance of the eight (8) designated Gateways to the City.
5. Plan, design, and construct a safe, efficient, and economical street and highway system to serve the movement of people and goods within and across the City and Planning Area in accordance with the adopted MSHP, the 2030 Plan, and the INCOG Connections 2035 Regional Transportation Plan.
6. Develop streets within residential areas based on the concept of Complete Streets.
7. Implement the recommendations of the Oklahoma Route 66 Corridor Master Plan for the Byway through the Planning Area.

## PEDESTRIAN PATHWAYS AND MULTI-USE TRAILS

### **Pedestrian Pathways and Multi-use Trail Goals**

1. Establish a balanced and overall Citywide system of pedestrian pathways and multi-use trails connecting areas of high and low activity, working areas, public facilities schools, and parks, assuring accessibility by the elderly, persons with disabilities, and low-income persons.
2. Pursue those plans and programs to complete the design, funding, and construction of the Pretty Water Lake Trail.
3. Incorporate trail planning into the floodplain and stormwater management programs where feasible and appropriate. Plan to develop the Oklahoma Route 66 Bicycle Trail to connect to the INCOG Regional Trails System.

### **Pedestrian Pathways and Multi-use Trail Policies**

1. Provide sidewalks, pedestrian pathways and multi-use trails and routes in residential areas to and from living and working areas to public facilities and non-residential high activity areas, where feasible and practical, as an appropriate and alternative means of transportation with linkages to the INCOG Regional Trails Plan and system.

2. Integrate, plan, and program the pedestrian pathways, and multi-use trails into the floodplain and stormwater management program.
3. Develop signage and designation for an on street and off-street bicycle, and multi-use trails route system to promote safety and increased usage.
4. Complete construction of the trail around Pretty Water Lake.
5. Seek funding for the implementation of the Oklahoma Route 66 Byway Bicycle Trail plan and program with connections to the INCOG Regional Trails System as an alternate means of transportation from home to work, to school, and for recreation.

### **Pedestrian Pathways and Multi-use Trail Objectives**

1. Plan, design, and construct a balanced system of on-street and off-street multi-use trails within ribbons of open space across the City which is accessible to all residents and in particular the elderly, low-income, and persons with disabilities.
2. Complete the design, funding, and construction of the Pretty Water Lake Trail.
3. Expand and coordinate the floodplain and stormwater management programs with the trails and open space programs where feasible and appropriate.

## PUBLIC AND RURAL TRANSIT

### **Public and Rural Transit Goals**

1. Determine the feasibility and demand for expanded multi-modal local public and rural transit systems 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.
2. Determine the feasibility, demand and level of service for expanded multi-modal local public and rural transit systems which would be responsive to the local demand while providing safe, convenient, and economical access to local and regional employment centers, businesses, cultural, educational, and health care facilities.
3. Promote the use of services provided by Cimarron Transit (the multi-modal local public and rural transit system, operated by the United Community Action Program), for the convenience and well-being of the general public, as to the particular use and transit needs of the elderly, persons with disabilities, and low-income households.

### **Public and Rural Transit Policies**

1. Focus on and study the public and rural transit needs of the elderly, persons with disabilities and low-income households, proactively seeking funding and other assistance from local, state, and federal agencies to determine the feasibility and demand for the level of a multi-modal local public and rural transit service.

2. Determine the demand for expanded multi-modal local public and rural transit systems for the convenience and well-being of the public, with particular consideration of the transit needs of the elderly, persons with disabilities and low-income households and coordinate with Cimarron Transit programs.
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. 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. Promote the use of 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 public and private funding for continued service.
6. 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.

### **Public and Rural Transit Objectives**

1. Complete feasibility and demand study for the level of service for multi-modal local public and rural transit system for the convenience and well-being of the public, with particular consideration of the transit needs of the elderly, persons with disabilities, and low-income households.
2. Complete feasibility and demand study for expanded multi-modal local public and rural transit systems that would be responsive to the local demand while providing safe, convenient, and economical access to local and regional employment centers, businesses, cultural, educational, and health care facilities.
3. Develop an aggressive marketing program in support of the services provided by Cimarron Transit (the multi-modal local public and rural transit system operated by the United Community Action Program) for the convenience and well-being of the general public, as to the particular use and transit needs of the elderly, persons with disabilities, and low-income households.
4. Continue to use the services provided by Cimarron Transit to provide free public transit from the Sapulpa Senior Citizens Center or other central City locations for Senior Citizens to link with local and other major hospitals and health care facilities in the metropolitan area, as well as shopping, and social trips seeking public and private financial support.
5. Identify a location for a Park and Ride public transit terminus for an express transit route to connect Sapulpa with downtown Tulsa using I-44 and I-244.

## AIR TRANSPORTATION

### **Air Transportation Goal**

Provide local residents, businesses, and industries with good access to the Tulsa International Airport (TUL) as well as to other local and area airports such as the Jones Riverside Airport in Jenks and the Pogue Airport in Sand Springs.

### **Air Transportation Policy**

Maintain local major streets and highways in a high quality state to safely access and efficiently carry local residents and goods to and from the City and Planning Area to TUL, as well as to other local and area airports such as the Jones Riverside Airport in Jenks and the Pogue Airport in Sand Springs.

### **Air Transportation Objective**

Promote safe, convenient, and economical access to and from area airports to the City and Planning Area in support of economic development.

## RAIL TRANSPORTATION

### **Rail Transportation Goals**

1. Coordinate with, communicate, and support the Burlington Northern Santa Fe Railroad (BNSF) and the Tulsa Sapulpa Union Railroad (TSU) in the maintenance and expansion of rail service to local businesses and industries.
2. Develop any railroad rights-of-way that might be abandoned in the future for multi-use trails as feasible and appropriate.
3. Determine the demand for and feasibility of passenger rail service from Sapulpa and the Planning Area to Tulsa, Oklahoma City, and other cities within the Tulsa Metropolitan Area (TMA).

### **Rail Transportation Goals Policies**

1. Support the BNSF and the TSU in the maintenance and expansion of rail service to local businesses and industries.
2. Seek opportunities for public-private partnerships to develop abandoned railway rights-of-way for multi-use trails.
3. Pursue courses of action to determine the demand for and feasibility of passenger rail service from Sapulpa and the Planning Area to Tulsa, Oklahoma City other cities within the metro areas.

### **Rail Transportation Objectives**

1. Support the maintenance and expansion of rail service to local businesses and industries by putting in place programs of coordination and cooperation with the BNSF and TSU.

2. Plan and develop multi-use trails along any abandoned railroad rights-of-way as feasible and appropriate.
3. Complete feasibility studies for the demand for passenger rail service to the Tulsa, Oklahoma City, and other cities within the metro areas.

### WATER TRANSPORTATION: THE TULSA PORT OF CATOOSA

The Tulsa Port of Catoosa (Port) is located in an Enterprise Zone in Rogers County approximately 25 minutes from the City at the head of the McClellan-Kerr Arkansas River Navigation System. The Port offers barge service on the ice-free river with flow levels controlled by the U.S. Army Corps of Engineers. The Port is located in a 2,000-acre industrial park with more than 4,000 employees. Manufactured goods and agricultural products are shipped from Oklahoma and surrounding states to the rest of the world. The Port is the largest port of its kind in Oklahoma handling international cargo entering from the Gulf of Mexico traveling north along the Mississippi River, to the Arkansas River and then connecting to the McClellan-Kerr Arkansas River Navigation System. One eight-barge tow on the navigation channel, with each barge holding an average of 1,400 to 1,500 tons, is the equivalent of 480 semi-trailer trucks.

### HOUSING

The housing element sets forth strategies for the maintenance and provision of housing and reaffirms the guidelines presented above in the residential land use element for the provision of affordable, safe, and standard housing. The housing stock of the City and Planning Area is generally considered to be in an Adequate/Good condition by respondents to the 2030 Plan Online Survey; however, a field analysis was not performed. A comprehensive housing evaluation includes consideration not only of the housing structures, but also the condition of the public infrastructure of residential areas, the make-up and condition of the private property, and the level of maintenance and uses present in the surrounding environment.

The City has a building permit and inspection program that assures that residential construction is done in accordance with local and international building codes. The unincorporated parts of the Planning Area in Creek County are not subject to the requirements for a building permit and inspection program, while the unincorporated parts of the Planning Area in Tulsa County are subject to the requirements for building permits and inspections.

The housing goals, policies, and objectives stated in this section are directly related to the public health, safety, welfare, educational, recreational, cultural, and quality-of-life programs that contribute to the setting within the City and Planning Area into which housing is placed.

#### **Housing Goals**

1. Assure that residents of the City have access to safe, affordable and standard housing with programs for rehabilitation of substandard housing where possible and removal of derelict and deteriorating housing where rehabilitation is not possible.
2. Provide a variety of dwelling types, styles, and costs to meet the needs of all residents of the City and Planning Area.
3. All residents shall have the freedom of choice as to location and residence.

4. Maintain the public infrastructure of residential neighborhoods at a high level to support the ongoing stability of the living environment and the economic vitality of the private and public investment in these areas.
5. Promote infill development and redevelopment in residential neighborhoods as a strategy for revitalization and way of arresting any decline that might otherwise occur.
6. Administer zoning regulations and code enforcement programs to protect the value, integrity, and investment of local residents in their homes and property.
7. Encourage and support voluntary programs for community improvement and neighborhood revitalization.

### **Housing Policies**

1. Aggressively seek private and public funding for the conservation of existing housing and the rehabilitation of substandard housing, while demolishing and removing housing that due to its deteriorated condition may not be rehabilitated.
2. Prohibit any program or plan that would promote the development of unsafe housing or contribute to the deterioration of the condition or value of the existing housing stock in residential neighborhoods.
3. Pursue zoning and other code enforcement programs to support the continued integrity, stability, value, image, and livability of residential neighborhoods.
4. Enforce the Federal Fair Housing Act and not allow any public or publicly supported projects or programs that produces housing or restricts the sale or rental to anyone based on race, sex, color, religion, national origin, handicap, or familial status.
5. Address, in particular, the needs of the disabled, senior citizens, and those on fixed incomes in the formulation of housing assistance programs.
6. Expand and improve the housing opportunities for all residents and minimize the concentration of low and moderate-income housing with emphasis on Affordable Housing programs.
7. Adopt and administer programs and policies that contribute to the construction of Affordable Housing.
8. Pursue the implementation of voluntary programs that could be conducted by the Homeowner's Association to maintain and restore the economic vitality and attractiveness of the residential areas in the City and the Planning Area.

### **Housing Objectives**

1. Secure private and public funding for the conservation of existing housing and the rehabilitation of substandard housing, while demolishing and removing dilapidated housing.
2. Protect against any program or plan that would promote the development of unsafe housing or contribute to the deterioration of the condition or value of the existing housing stock in residential neighborhoods.
3. Support the continued integrity, stability, value, and livability of residential neighborhoods by administration of zoning and other code enforcement programs where appropriate.

4. Avoid participation in any public or publicly supported projects or programs that produce housing that restricts the sale or rental to anyone based on race, sex, color, religion, national origin, disability, or familial status.
5. Implement and support housing assistance programs that address in particular, the needs of the disabled, senior citizens, and those on fixed incomes.
6. Minimize the concentration of low and moderate-income housing, expand, and improve the housing opportunities for all residents with emphasis on Affordable Housing programs.
7. Implement and encourage voluntary programs for community improvement and neighborhood revitalization in residential areas.

## **ECONOMIC DEVELOPMENT**

Formulation of successful economic strategies and economic development is the function of a coordinated effort between the public and private sector. In the City and Planning Area, the City's Economic Development Department and Program, the Sapulpa Chamber of Commerce, Sapulpa Main Street, the Sapulpa Industrial Foundation, and the Creek County Industrial Authority each perform important functions in support of economic development. The success of economic development depends upon developing and implementing initiatives to retain and support the expansion of existing business and industry while proactively attracting new business and industry.

As a part of the public participation process an Online Survey was developed and posted on a webpage hosted and maintained by INCOG – 77% responded that they were registered voters in the City.

A brief summary of the results (Long Form 01-15-13) pertaining to **Economic Development** is as follows:

- 83%** - Lived in Sapulpa more than 10 years
- 77%** - Registered voters in Sapulpa

Moved to Sapulpa because:

- 57%** - Longtime resident
- 25%** - Employment opportunities
- 23%** - Proximity to Tulsa Metro Area
- 31%** - Proximity to family
- 22%** - Small town atmosphere
- 74%** - Availability of housing for sale is Good/Adequate
- 59%**- Availability of housing for rental (single-family, duplex, apartments, condominium) is Good/Adequate
- 67%** - Quality of life in Sapulpa is Good/Adequate
- 52%** - Appearance of the CBD is Good/Adequate
- 56%** - Appearance of business areas outside the CBD is Good/Adequate
- 56%** - Appearance of residential areas is Good/Adequate
- 41%** - Gave quality of life in Sapulpa the highest rating
- 32%** - Shopped in the CBD once per week

Would shop more often in the CBD if:

- 68%** - More retail shops were available
- 47%** - More restaurants were available
- 42%** - More parking was available
- 31%** - Shops were open later during the week and on weekends

Which developments are important for the future of Sapulpa?

- 67%** - Additional retail selections
- 44%** - Employment opportunities
- 24%** - Affordable Housing
- 19%** - Programs for youth
- 17%** - Increased recreational opportunities
- 11%** - Better schools

Our City needs more of which type of development?

- 84%** - Retail shopping and restaurants
- 54%** - Hospitality and entertainment
- 40%** - Tourism and Route 66 emphasis

Our City needs which type of hospitality, entertainment, and tourism activities:

- 65%** - Amphitheater and outdoor concerts and events
- 62%** - Dinner and local theater
- 52%** - Route 66 events
- 52%** - Our City's greatest public improvement need is streets and roads
- 26%** - If public funding is needed for public improvements, it should come from a dedicated sales tax

Residential growth in the last 10 years:

- 54%** - About right
- 41%** - Too slow

Growth in retail/restaurant development in the last 10 years:

- 16%** - About right
- 82%** - Too slow

Growth in commercial development in the last 10 years:

- 27 %** - About right
- 71%** - Too slow

If rail transportation were available with access to Tulsa, Oklahoma City and other locations in the metropolitan area how likely would you use it?

- 34%** - Definitely support
- 31%** - Possibly support
- 72%**- Improving the City's infrastructure (streets, water, sanitary sewer, stormwater, parks/recreation) is Important for growth and development (highest ranking)

**92%** - Maintain the appearance of a small town for growth and development

Sapulpa must do the following for economic development:

**70%** - Be pro-growth through quality development

**55%** - Keep sales tax rates low

**33%** - Keep the cost of City services low versus initiating development

**14%** - Increase the taxes and/or fees for growth and development

The City must do the following to increase employment in Sapulpa:

**72%** - Increase retail, commercial, and entertainment opportunities

**69%** - Increase the variety of employment opportunities

**30%** - Increase the tourist opportunities through emphasizing Route 66

**12%** - Increase educational advancement opportunities

### **Economic Development Goals**

1. Enhance the historic character of the CBD as a place and point of attraction and retail services for residents and as a destination for visitors from across the nation along Historic Route 66.
2. Apply the open for business and business friendly approaches to economic development.
3. Become familiar with those goals included in the CEDS as growth and development opportunities occur that can be utilized for funding resources.
4. Create a public-private partnership with local and area businesses in support of a positive climate for the retention and expansion of existing business as well as for the attraction of new business, industry, and tourism.
5. Put in place academic/technology programs as needed for a locally based and trained workforce in response to the needs of local and regional employers.
6. Construct and maintain the necessary public and private infrastructure to support existing, expanded, and new economic development and growth in the local and regional economy.
7. Continue to market the advantages of Sapulpa as “Oklahoma’s Most Connected City.”
8. Support those courses of action for the City to become a destination for those seeking a quality living and working experience and for recreation and tourism.
9. Market the Oklahoma Route 66 Byway as an attraction to the Planning Area and a regional and national tourist destination.
10. Increase the vitality of the CBD by encouraging the expansion and utilization of vacant second and third floors for residential loft apartments, office, and business uses.
11. Expand the economic, employment and industrial base with clean and environmentally friendly industries that will offer area residents the opportunity for local employment and investment.

12. Put in place academic/technology programs as needed for a locally based and trained workforce in response to the needs of local and regional employers.
13. Explore the feasibility of pursuing the design of a downtown master streetscape plan to accommodate pedestrians and bicyclists, provide ADA accessibility, lighting, and landscaping.
14. Pursue the location of a satellite secondary education facility in the City or Planning Area.

### **Economic Development Policies**

1. Develop and enhance the historic character of the CBD as a point of attraction providing unique retail and shopping opportunities for residents and as a destination for visitors from across the nation along the Oklahoma Route 66 Scenic Byway.
2. Develop the Route 66 Bicycle Trail that links with the INCOG Regional Trails system as an alternate means of transportation to and from work.
3. Be pro-growth, open for business, and business friendly by providing easy and convenient access to information with open channels of communication for prospective businesses and work with other local economic development organizations: Chamber of Commerce, Main Street, Sapulpa Industrial Foundation, and Creek County Industrial Foundation.
4. Maintain a small town character while supporting balanced and quality economic growth and development.
5. Provide incentives to encourage the development of businesses that will provide employment opportunities for local residents in the areas of hospitality, local theater, and entertainment and in industrial and advanced manufacturing.
6. Create a positive climate for the retention and expansion of existing businesses as well as for the attraction of new retail business, industry, and tourism.
7. Develop academic/technology programs for a locally based and trained workforce in response to the needs of local and regional employers.
8. Develop industrial areas with good accessibility and access to a balanced transportation network of interstate and state highways, air and water, rail, and transit transportation modes for the safe and efficient movement of people and goods.
9. Explore opportunities with owners of CBD properties to expand the utilization of vacant second and third floors for loft apartments, office, and business uses.
10. Support the creation of a Business Improvement District (BID) for the CBD to enhance the appearance and expand the resources for the maintenance and improvement of the CBD.
11. Pursue implementation of regional economic development goals of the CEDS during the Planning Period.
12. Research and apply for all local, state, and federal funding available to support continued and expanded economic development in the Planning Area.

13. Develop a downtown master streetscape plan to improve the conveyance of pedestrians and bicyclists as well as improve the appearance of the CBD.
14. Develop a working relationship with one or more secondary education facilities and explore locations for a satellite facility in the City or Planning Area.

### **Economic Development Objectives**

1. Create a destination in the historic CBD for visitors from across the nation as a point of attraction that provides a unique retail shopping opportunity along the Oklahoma Route 66 Scenic Byway.
2. Provide local links to the INCOG Regional Trails system from the Route 66 Bicycle Trail that can serve as an alternate means of transportation to and from work.
3. Be pro-growth and offer City programs that 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.
4. Supporting quality economic growth and development by creating a sense of place while maintaining a small town character
5. Encourage the development of businesses that will provide employment opportunities for local residents in the areas of hospitality, local theater, and entertainment and in industrial and advanced manufacturing.
6. Maintain and support existing facilities for the retention and expansion of existing businesses as well as for the attraction of new retail business, industry, and tourism.
7. Develop academic/technology programs to create a locally based and trained workforce in response to the needs of local and regional employers in coordination and cooperation with local schools and the Central Technology Center.
8. Set aside and develop industrial areas and business parks with good accessibility and access to a balanced transportation network of interstate and state highways, air, water, rail, and transit transportation modes for the safe and efficient movement of people and goods.
9. 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.
10. Support the creation of a Business Improvement District (BID) for the CBD to maintain and improve the vitality and historic integrity of the CBD.
11. Implement the CEDS goals for Sapulpa and the Planning Area to:
  - Ensure a healthy, attractive, and sustainable environment with 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 excellent 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.
- Seek public and private funding to implement the construction of the downtown master streetscape plan.
- Seek public and private funding to locate a satellite secondary education facility in the City or Planning Area.

### IMAGE AND APPEARANCE

As a part of the public participation process an Online Survey was developed and posted on a webpage hosted by INCOG – 77% responded that they were registered voters in the City.

A brief summary of the results (Long Form 01-15-13) pertaining to **Image and Appearance** is as follows:

- 84%** - Image and appearance of the City to Sapulpa residents is Excellent, Very Good, Good
- 56%** - Image and appearance of the City to people who do not live in Sapulpa is Excellent, Very Good, Good
- 71%** - Overall condition of housing in Sapulpa is Good, Adequate
- 70%** - Image and appearance of the CBD and Downtown is Good, Adequate
- 56%** - Image and appearance of Sapulpa's business areas outside the CBD and Downtown is Good, Adequate
- 56%** - Image and appearance of Sapulpa's residential areas is Good, Adequate
- 80%** - Image, appearance and availability of Sapulpa's parks is Good, Adequate

#### Sapulpa must do the following to improve the image and appearance of the City

- 55%** - Improve the image and appearance of the City's residential neighborhoods
- 52%** - Improve the image and appearance of business/commercial properties
- 53%** - Preserve the historic image, appearance, and character of the CBD and Downtown
- 46%** - Improve the image and appearance of the City by assuring the stability and integrity of residential areas
- 92%** - Sapulpa should maintain the image, appearance, and atmosphere of a small town through balanced growth

#### **Image and Appearance Goals**

1. Avoid spot commercial development and urban sprawl by orderly extension of public infrastructure and utilities to developing areas.
2. Improve the image and appearance of the City by improving the appearance of the City's residential neighborhoods.
3. Improve the image and appearance of the City by improving the appearance of the City's business/commercial properties.

4. Create a downtown master streetscape plan to improve the image and appearance of the City, to enhance the historic image and appearance/character of the CBD and Downtown as an important local and unique economic resource and asset, and to provide bicycle and pedestrian safety and access.
5. Improve the image and appearance of the City by supporting measures, which assure the stability and integrity of residential areas.
6. Improve and maintain the image, appearance, and atmosphere of a small town by supporting quality balanced growth and development that creates a sense of place.
7. Maintain the appearance and condition of existing residential areas and the housing stock in a high quality manner.
8. Encourage the use of the PUD Concept and LID as means to offer incentives to local developers (such as increased intensities and densities) as well as to gain amenities in landscaping and construction of improvements and to protect better the natural environment.
9. Implement the provisions of the twelve (12) Corridors and eight (8) Gateways within and across the City and the Planning Areas as discussed previously in this Chapter.

### **Image and Appearance Policies**

1. Encourage and plan for commercial and business uses to be located at the intersection of major roads and highways in conjunction with the availability of public utilities to avoid unplanned spot commercial development and urban sprawl.
2. Improve the appearance of the City's residential neighborhoods by voluntary programs carried out Neighborhood and Homeowner Associations including code enforcement by the City as needed.
3. Improve the image and appearance of the City's business and commercial properties by removal of sign clutter and other actions by voluntary groups of property owners participating in beautification programs aided by City Code Enforcement as needed.
4. Support the enhancement of the historic image, appearance, and character of the CBD as an important local and unique economic resource and asset.
5. Implement a Downtown Streetscape Master Plan to improve the image and appearance of the CBD and to provide safe access for bicyclists and pedestrians.
6. Support measures of neighborhood improvements for public infrastructure (streets, sidewalks, signage, and drainage ways) and support private property (removal of derelict structures) to assure the continued stability and integrity of residential neighborhoods.
7. Plan and implement a program of sustainable and quality balanced growth and development while supporting a small town image that conveys a sense of place.
8. Encourage the use of the PUD Concept and LID as means to offer incentives to local developers such as increased intensities and densities.
9. Allow increased densities and intensities based on requirements for landscaping, screening, facade treatments, setbacks, and incorporating features of the natural environment into development plans.

10. Stabilize and restore the value of declining-developed areas by encouraging mixed-use and infill redevelopment where feasible and appropriate.
11. Support programs for the cleaning of trash and junk from along major roads and highways and from within neighborhoods.
12. Continue to support code enforcement programs to improve the maintenance, appearance, and value of residential neighborhoods and business property.
13. Conserve existing residential areas by eliminating and preventing the spread of blight using code enforcement, housing rehabilitation programs and other regulatory and voluntary programs while proactively seeking funds for housing improvements for low and moderate-income persons.
14. Support, develop, and implement measures to improve the twelve (12) designated Corridors and the eight (8) Gateways by combined programs of public, private, and voluntary actions.

### **Image and Appearance Objectives**

1. Locate Medium Intensity commercial and business uses at the designated intersections of major roads and highways in conjunction with the availability of public utilities to avoid unplanned spot commercial development and urban sprawl.
2. Encourage property owners in the City's residential neighborhoods to maintain and improve their appearance by supporting voluntary programs carried out by Neighborhood and Homeowner Associations and include code enforcement by the City as needed.
3. Encourage property owners in the City's business and commercial areas to maintain and improve their appearance by supporting beautification and improvement programs and include code enforcement by the City as needed.
4. Preserve the historic image, appearance, and character of the CBD as an important local and unique economic resource and asset along Historic Route 66.
5. 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).
6. Support a small town image in combination with sustainable and quality balanced growth and development that creates a sense of place.
7. Offer the PUD development concept and encourage LID as incentives to local developers for increased intensities and densities, where appropriate, in combination with requirements for landscaping, screening, facade treatments, setbacks, and incorporating features of the natural environment into development plans.
8. Plan for mixed-use and infill redevelopment, where feasible and appropriate, to stabilize and restore the value of declining-developed areas.
9. Clean trash and junk from along major roads and highways and from within neighborhoods using public and private volunteer based programs.

10. Prevent the spread of blight using code enforcement, housing rehabilitation programs, and other regulatory and voluntary programs while proactively seeking funds for housing improvements for low and moderate-income persons.

## QUALITY OF LIFE

As a part of the public participation process, an Online Survey was posted on a webpage hosted by INCOG.

A brief summary of selected results (Long Form – 01-15-13) pertaining to Quality of Life is as follows:

- 83%** - Lived in Sapulpa more than 10 years
- 77%** - Registered voters in Sapulpa

### Moved to Sapulpa for what reason:

- 57%** - Longtime resident
- 25%** - Employment opportunities
- 23%** - Proximity to Tulsa Metro Area
- 31%** - Proximity to family
- 22%** - Small town atmosphere
- 74%** - Availability of housing for sale is Good, Adequate
- 59%** - Availability of a variety of rental housing (single-family, duplex, apartments, condos) is Good, Adequate
- 67%** - Quality of life in Sapulpa is Good, Adequate
- 52%** - Our City's greatest public improvement needs are streets and roads
- 51%** - Sidewalks on residential streets are Most Important, Important
- 44%** - Definitely support a system of City-wide trails for pedestrians and bicycles
- 45%** - Possibly support a system of City-wide trails for pedestrians and bicycles

### Residential growth in the last 10 years:

- 54%** - About right
- 41%** - Too slow

### Growth in retail/restaurant development in the last 10 years:

- 16%** - About right
- 82%** - Too slow

### Growth in commercial development in the last 10 years:

- 27 %** - About right
- 71%** - Too slow
- 71%** - Land use planning is Important
- 65%** - Transportation planning is Important
- 61%** - Environmental planning is Important
- 69%**- Community development is Important (housing, education, neighborhood participation, grants)
- 67%** - Traffic signals on Dewey improve safety

### Priority transportation issues:

- 62%** - Street pavement and condition
- 48%** - Traffic signals and crosswalks
- 42%** - Sidewalks and trails
- 72%** - Improving the City's infrastructure is Important
- 54%** - Reducing traffic congestion is Important

### **Quality of Life Goals**

1. Support the development and maintenance of a high quality of life for residents and visitors alike within the City and Planning Area.
2. Offer a variety of housing types and styles for purchase or rental, while encouraging development of Affordable Housing for low and moderate-income residents.
3. Preserve the small town image of Sapulpa and sense of place through balanced growth while maintaining the public infrastructure in developed areas.
4. Maintain the quality of the public infrastructure, streets and roads in particular, in a high quality state for the safety and convenience of area residents, businesses, and visitors.
5. Develop a system of Citywide trails for pedestrians and bicycles connecting to the INCOG Regional Trails System, including the Route 66 Bicycle Trail, for the convenience and enjoyment of residents and visitors.
6. Development of a variety of expanded retail services for residents and visitors.
7. Develop the Route 66 Scenic Byway through the City and Planning Area.
8. Preserve and enhance the historic character of the CBD for the enjoyment of residents and visitors and as an economic resource.
9. Support a coordinated approach to land use and transportation planning in the best public and private interests.
10. Encourage the involvement and participation of all area residents in the formulation and implementation of public plans and programs in order to build a strong sense of community and belonging, communication and understanding.
11. Formulate LID plans and programs for both the man-made and natural environment while advocating measures of sustainability and environmentally friendly programs and practices that protect the quality of the land, air, and water.
12. Support the development of Complete Streets (roads, sidewalks, multi-use pathways and routes and public transit) in the development of residential areas.

### **Quality of Life Policies**

1. Develop and implement those public-private plans and programs in support of a high quality of life for residents and visitors alike within the City and Planning Area.
2. Encourage the development of Affordable Housing for low and moderate-income residents in conjunction with a variety of housing types and styles for purchase or rental.

3. Assure the freedom of choice for all persons in the sale, rental or leasing of residential property without regard for race, sex, color, religion, national origin, disability, or familial status according to the U.S. Fair Housing Act.
4. Support programs of quality and balanced growth within the City and Planning Area that will preserve the small town image and create a sense of place.
5. Protect the safety and convenience of area residents, businesses, and visitors by maintaining public infrastructure, streets, and roads in particular, in a high quality state.
6. Plan and develop a system of Citywide on-street and off-street and multi-use trails and ribbons of open space for pedestrians and bicycles connecting to the INCOG Regional Trails System and including the Route 66 Bicycle Trail for the convenience, health, and enjoyment of residents and visitors.
7. Expand the variety of retail services for residents and visitors.
8. Adopt and emphasize local programs in support of Historic Route 66 for the enjoyment of residents and visitors to the City and Planning Area.
9. Support those plans and programs that will enhance the historic character of the CBD for the enjoyment of residents and visitors and as an economic resource for the City.
10. Plan for the growth and development of the City and Planning Area based on a coordinated public-private approach for land use and transportation planning.
11. Support a strong sense of community, communication, and understanding by encouraging the involvement and participation of all area residents in the formulation and implementation of public plans and programs.
12. Incorporate environmentally friendly programs and practices into the development process to protect the quality of the land, air, and water using the principles of LID.
13. Improve the quality of life in the City's residential neighborhoods by programs carried out by voluntary neighborhood associations including code enforcement by the City as needed.
14. Improve the quality of life in the City's business and commercial areas by removal of sign clutter and other actions by voluntary groups of property owners with assistance from City Code Enforcement.
15. Develop Complete Streets (roads, sidewalks, multi-use pathways and routes and public transit) in residential neighborhoods (roads, sidewalks, multi-use pathways, routes, and public transit) for the safety, convenience, and enjoyment of residents.

### **Quality of Life 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. Enforce the freedom of choice for all persons in the sale, rental or leasing of residential property without regard for race, sex, color, religion, national origin, disability, or familial status according to the U.S. Fair Housing Act.
3. Achieve quality and balanced growth that will preserve a small town image and sense of place while maintaining existing development.

4. 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.
5. Adopt and emphasize local programs in support of Historic Route 66 for the enjoyment of residents and visitors to the City and Planning Area.
6. 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.
7. 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 and belonging, and communication and understanding.
8. 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.
9. Implement neighborhood revitalization programs carried out by voluntary residential neighborhood associations and include City code enforcement as needed.
10. Improve the appearance of the City's business and commercial areas by removal of sign clutter and other actions by voluntary associations of property owners and include City code enforcement as needed.
11. Plan and develop a system of Citywide trails for pedestrians and bicycles connecting to the INCOG Regional Trails System to include the Route 66 Bicycle Trail, for the convenience, health, and enjoyment of residents and visitors.

## **CHAPTER IV**

### **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
- Population Projections and Residential Attractiveness
- Employment Projections and Employment Attractiveness
- Economic Development
- Selecting a Place to Live and Work
- 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 that 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. Unplatted acreage lots ranging in size from less than one acre typically characterize development in these areas 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 that lack public utilities 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 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 that 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. 61st 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. 81st Street between Frankoma Road and New Sapulpa Road/SH-66 and located along the I-44/New Sapulpa Road/SH-66 corridor from W. 91st Street to W. 61st Street. The largest Urban Commercial/Industrial area currently being developed is located within the Planning Area north of W. 61st and west of I-44 and New Sapulpa Road/SH-66 in the Polson Industrial Park.

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. 61st Street has been annexed by Sand Springs and is vacant. The Town of Kellyville has annexed the one-half square mile shown to be Tax Exempt in the southwest part of the Planning Area.

## 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 49th 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 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: ([www.census.gov/geo/reference/zctas.html](http://www.census.gov/geo/reference/zctas.html))

- 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 payback 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 "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**

“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. The data present population projection methodologies that allocate the total projected 2035 population throughout the INCOG Region to create a Residential Attractiveness Index (RAI). 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%.

## **EMPLOYMENT PROJECTIONS and EMPLOYMENT ATTRACTIVENESS**

“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 part of the process to update the INCOG Long Range Transportation Plan. The data present population projection methodologies that allocate the total projected 2035 employment throughout the INCOG Region to create an Employment Attractiveness Index (RAI). 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 assisted in establishing a large energy related manufacturing base in the Planning Area. The Department has worked and collaborated with the other local organizations to develop Industrial parks including the Polson Industrial Park, located north of 61st 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. The project is one of the largest energy related businesses in the Park, which has generated a total of \$20 million of private investment and created 85 new jobs.

The Economic Development Department subscribes to a daily Opportunity Gap report that highlights areas of demand in retail 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.*“ (Page I –7)

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 81st 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. 81st 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. 81st 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. 81st 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:

1. Ensuring a healthy, sustainable environment, vibrant, thriving communities, and a high quality of life
2. Fostering a regional business climate that supports high quality private investment and job creation
3. Ensuring residents have better access to living wage jobs and employers have access to world class talent
4. Harness and capitalize on the entrepreneurship and technology innovation assets in the region
5. 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 1960s, 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:

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 that 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	<b>78%</b>
Access to Medical Care	<b>75%</b>
Cost of Living	<b>73%</b>
Quality of Public Schools	<b>67%</b>
Property Taxes	<b>67%</b>
Access to Major Highways	<b>67%</b>
Employment Opportunities	<b>65%</b>
Type of Housing	<b>58%</b>
Distance to Work	<b>56%</b>
Availability of Shopping	<b>49%</b>
Availability of Adequate Public Transportation	<b>48%</b>
Availability of Sidewalks/Bike Trails	<b>47%</b>
Availability of Arts/Culture/Parks/Recreation	<b>46%</b>
Availability of Large Lots	<b>33%</b>
Similarity of People in Area	<b>30%</b>

## **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.
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.
3. Design and build residential areas based on the Complete Streets concept for roads, sidewalks, bicycle and multi-use routes, and public transit.
5. 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 neighborhood beautification of 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. 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.
2. Encourage property owners in the City's business and commercial areas to maintain and improve their appearance by supporting neighborhood beautification programs and include code enforcement by the City as needed.
3. 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

### **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.

## **PUBLIC FACILITIES**

### **Short Term Objective**

Support the full development of a Citywide 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 Citywide ribbon of open space for multi-use trails.
3. Support the full development of a Citywide 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, 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 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 for the demand for passenger rail service to the Tulsa, Oklahoma City, and other cities within the metro areas.

## HOUSING

### Short Term Objectives

Utilize the design and development principles of the Neighborhood Unit for Residential development.

1. Support and encourage local participation and voluntary programs to help neighborhood beautification of residential areas.
2. Support the continued integrity, stability, value, and livability of residential Neighborhoods by administration of zoning and other code enforcement programs where appropriate.
3. Secure private and public funding for the conservation of existing housing and the rehabilitation of substandard housing, while demolishing and removing dilapidated housing.
4. 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, 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, and 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 considering 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.

Implement the CEDS goals for Sapulpa and the Planning Area:

- Ensure a healthy, attractive, and sustainable environment; vibrant and 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 excellent 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 neighborhood beautification 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 neighborhood beautification 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 neighborhood

beautification programs along with City code enforcement.

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 the development of parks, recreation, trails, and open space areas and provide active and passive recreational opportunities for all ages considering 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**

Plan and develop a system of Citywide 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:

### **(Map 32)**

2030 Plan Future Land Use Plan and the Matrix – Land Use and Land Use Intensities

### **(Map 33)**

2030 Plan Future Major Streets and Highway Plan – Classification of Streets and Highways, Corridors, and Gateways

### **(Map 34)**

2030 Plan Future Parks, Recreation, Trails, and Open Space Plan – Parks, Trails, and Open Space Areas

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

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 classifications which are discussed in the forgoing 2030 Plan text and now shown on the Legend of **Map 32**.

The Future Land Use Map controls the overall development pattern within the Planning Area. As such, the purpose of the future land use map is to ensure the efficient use of land and infrastructure, and protect the natural, economic, social, and cultural resources. The Future Land Use Map also ensures that adjacent land uses are compatible with one another and that land use densities and intensities relate to the availability of services and facilities.

As a significant component of the comprehensive plan, the Future Land Use Map defines the physical plan for the future development of the Planning Area. In so doing, this map designates the appropriate location for future land uses and sets forth the policies regulating growth and development. These policies are not just limited to the density and intensity of appropriate land uses, but also address other land use development factors, including timing and location of future development.

Agriculture/Open Space Agricultural land use includes land used for the production of food, crops, and supportive uses; land used for agricultural sales, rangeland and pastureland; as well as land lying fallow, which is part of a parcel that is currently or previously was agriculturally productive. This category also includes single-family houses that may be associated with active

agricultural operations.

Residential The residential land use category includes: single-family, duplex, and multi-family housing units; group quarters; mobile home parks and subdivisions; and condominium and cooperative housing developments.

This category does not include recreational vehicle and recreational campgrounds; hotels, motels and other transient housing, such as shelters or time-share facilities; seasonal units such as hunting or fishing cabins; nor farm residences on active farms.

Office/Commercial The office/commercial land use is a new land use classification in the 2030 Plan; Office land use is intended to provide areas for the development of restricted office activities in a manner, which will be compatible with surrounding neighborhoods. This land use provides areas for the development of highly restricted commercial activities to serve primarily the residents of the immediate area while minimizing the impact of such activities on any nearby residential areas.

Within that same land use areas for the development of general retail sales and selected service activities. More specifically, it includes land uses for retail and wholesale trade, hotels, motels, restaurants, service outlets, automobile service stations, and repair facilities. The land use designation is not intended to provide for heavy commercial activities nor industrial uses.

Commercial/Industrial In the Planning Area, heavier commercial land uses are confined primarily to commercial/industrial areas in a non-linear pattern surrounded by other land uses. The industrial land use category includes manufacturing, processing, warehousing, storage, and supply activities.

Like commercial uses, industrial uses are located in commercial/industrial areas. Because of their need to quickly and easily receive and distribute both raw and processed materials, industrial uses usually are locate near transportation facilities such as major highways, airports, and railroad tracks. Since both industrial uses and major transportation facilities may adversely impact nearby residential uses, those uses often locate away from residential development.

Conservation Conservation land use includes publicly owned and publicly managed conservation lands. Many of these lands are estuarine wetlands, spoil islands, and other environmentally sensitive and important wetlands and uplands. Within these areas, development is restricted and may be prohibited. Typically, to assure compatibility with adjacent land uses and expected future uses, a Special Exception or Variance from the City or County Board of Adjustment is required.

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.

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

Mixed Use Development Areas Areas either developed or undeveloped that allow mixed uses of land use and intensity based on compatibility with other land uses and that such redevelopment be orderly and that the supporting infrastructure be improved in conjunction with any development or redevelopment.

## LAND USE INTENSITIES AND DENSITIES

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

Land use intensity in the 2030 Plan is divided into the following land use intensity classifications:

- ❖ Agriculture/Open Space
- ❖ Residential
- ❖ Office/Commercial
- ❖ Commercial/Industrial

#### Agricultural/Open Space Land Use – **GREEN**

Agriculture/Open Space Land Use The following Agriculture zoning districts would be In Accordance with the 2030 Plan –

City – Sapulpa  
AG

County – Creek County  
A-1  
A-2

Depending on the existing development, the availability of utilities and quality of the roads in the area, the following zoning districts May Be Found in Accordance with the 2030 Plan.

City -- Sapulpa  
RE District

County – Creek County  
R-1 District

#### Residential Land Use – **YELLOW**

Low Density Residential The following Residential zoning districts would be In Accordance with the 2030 Plan –

City – Sapulpa  
RE Residential Estates  
RS-1 Single-Family Low Density

County – Creek County  
R-1 Single Family Dwelling  
RMH-1 Single Family Manufactured Home – May be found In Accordance

Medium Density Residential The following Residential zoning districts would be In Accordance with the 2030 Plan –

City – Sapulpa  
RM-1 Residential Multifamily Low Density District  
RS-2 Residential Single-Family Medium Density District  
RS-3 Single-Family High Density  
RD Residential Duplex District

RMH Residential Mobile Home District  
RMT Residential Multifamily Townhouse District

County – Creek County  
R-2 Multiple Family District  
RMH-1 Single Family Manufactured Home

High Density Residential The following Residential zoning districts would be In Accordance with the 2030 Plan –

City – Sapulpa  
RS-3 Residential Single Family High Density District  
RM-2 Residential Multi-Family Medium Density District

County – Creek County  
R-3 General Residential District  
RMH-2 Multiple Family Mobile Home District

Office/Commercial Land Use – **BLUE**

Light to Medium Intensity Office/Commercial The following Office and Commercial zoning districts, which are In Accordance with the 2030 Plan --

City – Sapulpa  
OL Office Low Density District  
OM Office Medium Density District  
CS Commercial Shopping Center District  
CBD Central Business District

County- Creek County  
O Office  
C-1 Neighborhood Commercial Shopping District

Commercial/Industrial Land Use – **RED**

Medium Intensity Commercial/Industrial The following Commercial and Industrial zoning districts, which are In Accordance with the 2030 Plan --

City- Sapulpa  
CG Commercial General District  
IL Industrial Light Manufacturing District  
IR Industrial Research District

County - Creek County  
C-2 General Commercial District  
I-1 Restricted Manufacturing and Warehousing

High Intensity Commercial/Industrial The following Industrial zoning districts, which are In Accordance with the 2030 Plan --

City – Sapulpa  
IH Industrial Heavy District

County- Creek County  
I-2 General Industrial District

## SPECIAL DISTRICTS, ACTIVITY CENTERS, and MIXED USE DEVELOPMENT AREAS

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 1st 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 because 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 177th West Avenue near the intersection of I-44 and SH-66. Special District 2 has an area of 160 acres. The location of Special District 2 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 2 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 2nd Street
- West - North 9th 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 -- 20 acres each corner of the intersecting primary arterial streets

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.

## Mixed Use Development Areas

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 Areas 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 in determining if 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.

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

An important tool in the process of implementing the 2030 Plan will be the Matrix – see Appendix B. 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 based on findings made by the SMAPC, City Council, and County Commissioners when an application is presented by comparing the specific Zoning Districts to the planned land use in the 2030 Plan. Land use and land use intensities are shown along the left margin of the Matrix and the Zoning Districts 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:

**X – The Zoning District, Land Use, and Land Use Intensity are *In Accordance* with the 2030 Plan.** In this case, the zoning request would be in accordance with the intent of the planned Land Use and Land Use Intensities of the 2030 Plan and no amendment to the 2030 Plan would be necessary to approve the request. For example, all requests for RE in the City or R-1 in the County are considered being in accordance with the 2030 Plan for Residential. However, a request for CS in the City or C-1 in the County would not be in accordance with the 2030 Plan in areas planned as Residential. The designated intensity of the 2030 Plan should also be considered along with the land use designation. Prior to approving such a request that was not in accordance with the 2030 Plan, an amendment to the 2030 Plan should be considered 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.

**0 – The Zoning District**, Land Use and Land Use Intensity *May Be Found In Accordance* with the 2030 Plan. In such cases, the zoning 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 such cases, no amendment to the 2030 Plan would be necessary to approve the request. For example, all requests for RS-1 in the City or R-1 in the County may be found in accordance the 2030 Plan for areas designated as Agriculture if supported by the existing zoning or other physical facts of the area.

--      --      **The Zoning District**, Land Use, and Land Use Intensity are *Not In Accordance* with the 2030 Plan. In such cases, a request for IL in the City or I-1 in the County would not be found in accordance with the intent of the Land Use and Land Use Intensities of the 2030 Plan for Residentially planned areas. 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. For example, not all requests for Medium Intensity C-2 or CG Commercial zoning in the areas planned for the Residential category would be in accordance with the 2030 Plan.

### 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 shows the location and designations of Corridors and Gateways. The classification of the major streets and highways was shown previously in Chapter III and 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. 51st 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 96th Street, Kellyville, SH-97 and W. 61st Street. A southbound entrance ramp is located at W. 96th Street and I-44 and an off ramp is located at I-44 and W. 96th/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. 65th W. Avenue, and an off to west bound and an on to east bound at S. 49th 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. 81st 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 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:

- Taft /SH-117: 33rd West Avenue to Brenner Road/ South 81st West Avenue
- SH-97: West 61st Street South to West 101st Street South
- Historic Route SH- 66: Municipal Golf Course to South 177th West Avenue
- Sapulpa West Creek Turnpike
- South Main Redevelopment Corridor: SH-117/Taft to Teel Road
- US-75A: South of Teel on US 75-A
- Teel Road: Main to Wickham
- Wickham Road: Taft/SH-117 to Teel Road
- Hickory Street: Taft/SH-117 to 141st Street
- SH-66: 51st Street South on SH-66/New Sapulpa Rd & Mission south to Dewey
- Dewey: SH-66 and Mission west along Dewey to Main Street and SH-97
- Mission Street: Intersection of SH-66 and Dewey south along Mission/SH-117 to Taft/SH-117

Corridors are areas designated along local streets and highways for specific purposes such as for region serving business and industry, or may (in 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, which resulted 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:

- Taft/SH-117 and 49th West Avenue
- 49th West Avenue and West Creek Turnpike
- SH-66/New Sapulpa Road and West Creek Turnpike
- SH- 97 and West 91st Street South
- SH-97 and I-44 (Turner Turnpike)
- SH-117 and SH-66/SH-33
- US-75 A South of Main Street
- I-44 and South 49th West Avenue

Gateways were 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 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 with the concept of neighborhood beautification 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 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. Twenty (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.

## CHAPTER V

### 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 City of Sapulpa and INCOG websites. 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 public about the goals of the process and equally important to receive input regarding 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. Extensive 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 is posted on the INCOG webpage.

[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 distinguish officially 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. Trained and qualified local officials must enforce the housing codes to be most 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 Business 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 so referrals of who to contact prevents 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 neighborhood beautification 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 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 as Business Improvement Districts in combination with voluntary beautification 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 improve. Significant improvement is possible through widespread participation 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 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 – the CIP is essential for meeting the objectives of the 2030 Plan as it relates to large capital expenditures for infrastructure. A major example in process mentioned in the 2030 Plan is the improvement of W. 81st Street from Frankoma Road to SH-97. The recently completed S. 49th 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. 81st and S. 49th 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 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:

*“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 understand better 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.” <http://epa.gov/sustainability>*

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.

## **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 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, the Creek County Board of County Commissioners also adopted it. It is important that the separate governing bodies, which are party to the 2030 Plan, be on the same land use planning page.

## CHAPTER VI

### MAINTAINING THE 2030 PLAN AND COMPLETION OF RELATED ELEMENTS

The 2030 Future Land Use Plan is included within this text and shown graphically on the 2030 Future Land Use Map – Map 32, the 2030 Major Street, and Highway Plan Map – Map 33, and the 2030 Future Parks, Recreation, Trails, and Open Space Map – Map 34. The 2030 Plan has been prepared to be adopted by the SMAPC and City Council and presentation to Creek County and Tulsa County could still be pending.

Planning is a process which continues long after adoption of the 2030 Plan and throughout the Planning Period. The future planning process may also include preparation and adoption of future elements related to land use development policy. In the case of the related elements and now that the land use part of the planning process is complete, the attention could again be turned to work on the strategic plan while the Parks Department completes the Sapulpa Park Plan (2030) Parks, Recreation, Trails, and Open Spaces Plan and detailed plans are prepared for Special Districts.

For the 2030 Plan to be effective and meaningful, it must become a tool in the everyday business of the current planning activities. The existence of the 2030 Plan must be well known in the public and private sector as a land use policy guide to the future development of the City and Planning Area.

The 2030 Plan should be evaluated and updated on a regular basis with continuing citizen participation as an important element of that process. Effective citizen participation is based on transparency and an open and broadly based decision-making process pertaining to the development of plans for physical development combined with selection of preferred methods of funding. The official policy of the City and those governments adopting the 2030 Plan is as follows:

It is the official policy of the City and those governments adopting the 2030 Plan that land use decisions will not be made which are contrary to the adopted 2030 Plan. If or when applications are submitted that are not in accordance with the intent of the 2030 Plan, public hearings will be held by the respective planning commission to consider amending the 2030 Plan. However, it is recognized that the 2030 Plan is a guide for public policy and is not considered to be written in stone. It is also recognized that it will likely be necessary to make changes and adjustments to the 2030 Plan throughout the Planning Period to assure its continued integrity and viability.

Processing requests for plan amendments as they are received should allow a current check of the adopted planning policies; however, such incremental changes, which result in major policy shifts, should be avoided. A case-by-case approach to this process is a recommended first approach to keeping the 2030 Plan current and viable.

The INCOG Regional Transportation Plan Update: 2032 (INCOG 2032 Plan) is revised every three (3) to five (5) years. The Connections: 2035 Regional Transportation Plan is the most current Plan adopted December 13, 2013. This new revision to the INCOG 2032 Plan will provide the City with a comprehensive body of the latest demographic, employment and transportation data; it was this INCOG data that created an important foundation for the 2030 Plan. The INCOG Regional Mobility planning process is a comprehensive combination of updates of the base data and public participation on a local and regional basis. The INCOG 2035 Plan process and the INCOG Regional Mobility planning processes should be incorporated into the City's planning process as a basis for the planned timing of such updates and local/City incorporation of the results. Therefore:

The first major overview of the base data for the 2030 Plan should take place and be based upon Connections: 2035 Regional Transportation Plan. Elements of the 2035 Plan should be assimilated into the local/City planning program as they become available.

An important part of the success of the Planning Process will be continuation of the Referral Process by the City Planning Staff to determine any trends in development within or in close proximity to the Planning Area. Therefore:

The referral of planning and development applications prior to public hearing will continue with those jurisdictions within the Planning Area and with those jurisdictions abutting or in close proximity to the Planning Area. However, no local application will be delayed pending the results of such input unless any delay is agreed to by the applicant or formally requested by the jurisdiction receiving that referral.

Cataloging of the results of referrals is recommended to track any changes in development patterns that may not be reflected on adopted comprehensive plans. These data could also be an indicator of the currency of the 2030 Plan.

The major basis for the land use and transportation elements of the 2030 Plan is also the demographic and economic data from the 2010 US Decennial Census with historical data as far back as 1940 and the American Community Survey (ACS). The data gathering for the 2020 US Decennial Census has already begun. The ACS provides data annually with grouping of annual results to form trends over periods of years. Future annual estimates of population and cohorts of that population will also be available throughout the Planning Period from the ODOC and INCOG. Therefore:

The results of updated demographic, population and employment data will be monitored such as for total population, age, gender, and ethnicity for comparison to base data used for the 2030 Plan to determine trends, which might not be consistent with those projected. If such trends are determined, the need for an update of the 2030 Plan will be assessed.

In summary and in accordance with the official goals, policies and objectives of the 2030 Plan, it is recommended that the following measures be put in place to keep the 2030 Plan current and viable:

It is the official policy that land use decisions will not be made which are contrary to the adopted 2030 Plan. If or when applications are submitted that are not in accordance with the 2030 Plan, public hearings will be held to consider amending the 2030 Plan. However, it is recognized that the 2030 Plan is a guide for public land use policy and is not considered to be written in stone. It is also recognized that it will likely be necessary to make changes and adjustments to the 2030 Plan throughout the Planning Period to assure its continued integrity and viability.

Prepare an annual report and recommendation on each requested zoning amendment, how the request conformed to the 2030 Plan and Matrix, what the recommendation of the SMAPC was and the final action by the City Council.

The current Zoning Code, Subdivision Regulations, and Development Regulations should be reviewed by the end of the short term of the Planning Period and a comprehensive listing made of any recommended changes, including preparing a plan of action to consider and make any necessary changes.

Subsequent to the initial review, all development regulations should be reviewed on a regular basis for any necessary changes.

Prepare an Annual Report summarizing public planning actions and development activity taking place in the previous year such as the number of zoning cases, Board of Adjustment cases, lot splits, plats, and building permits.

Based on the Annual Report, recommendations for any necessary updates of the 2030 Plan should be prepared and submitted to the SMAPC and City Council.

Citizen involvement and transparency of all planning processes should be encouraged throughout the Planning Period and included as an important element of the maintenance and implementation of the 2030 Plan.

The 2030 Plan should be reviewed every two (2) to three (3) years in light of rezoning, platting, and development activity. Growth and development trends, particularly those not anticipated, and progress on the CIP process should be noted to determine if updates are needed prior to the two (2) to three (3) year timeframe. Major updates to the 2030 Plan are only anticipated to be necessary every five (5) years or possibly in conjunction the update and publication of the INCOG Long Range Transportation Plan every three (3) years.

## APPENDIX A – ZONING DISTRICTS

### CREEK COUNTY

#### Agricultural Districts

- A-1** General Agricultural District
- A-2** Suburban District

#### Residential Districts

- R-1** Single Family Dwelling District
- R-2** Multiple Family District
- R-3** General Residential District
- RMH -1** Single Family Manufactured Home District
- RMH- 2** Multiple Family Manufactured Home District

#### Commercial Districts

- C-1** Neighborhood Commercial Shopping District
- C-2** General Commercial District

#### Industrial Districts

- I-1** Restricted Manufacturing and Warehousing District
- I-2** General Industrial District

#### Office Districts

- O** Office District

### CITY OF SAPULPA

#### Agricultural District

- AG** Agriculture District

#### Residential Single-Family Districts

- RE** Residential Estate District
- RS-1** Residential Single-Family Low Density District
- RS-2** Residential Single-Family Medium Density District
- RS-3** Residential Single-Family High Density District

#### Residential Multi-Family Districts

- RD** Residential Duplex
- RM-1** Residential Multi-Family Low Density District
- RM-2** Residential Multi-Family Medium Density District
- RMH** Residential Mobile Home Park District
- RMT** Residential Multi-Family Townhouse District

#### Office Districts

- OL** Office Low Intensity District
- OM** Office Medium Intensity District

#### Commercial Districts

- CS** Commercial Shopping District
- CG** Commercial General District
- CBD** Central Business District

#### Industrial Districts

- IR** Industrial Research District
- IL** Industrial Light Manufacturing District
- IM** Industrial Moderate District
- IH** Industrial Heavy District

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## GLOSSARY OF PLANNING TERMS AND ABBREVIATIONS

This glossary of planning terms and abbreviations is compiled from terminology that is used in this publication. The definitions in the glossary are not intended to be comprehensive and complete. Words used in the singular number include the plural, words used in the plural number include the singular, and words used in the present tense include the future tense. For the purposes of the 2030 Plan, the following abbreviations, usage, and definitions shall apply:

100-Year Frequency Flood See Base Flood.

2013 INCOG Economic Development Plan (EDD) – Comprehensive Economic Development Strategy (CEDDS) The Planning Area is a part of INCOG’s Regional Economic Development District (EDD) recognized by the US Department of Commerce, Economic Development Administration (EDA). The District includes Creek, Osage, and Tulsa Counties.

The CEDDS serves as a current description of the economic and workforce development status, in order to identify opportunities and employ local, state, and federal funds to meet current and emerging regional economic growth needs. INCOG submits a Comprehensive Economic Development Strategy (CEDDS) Plan and update for the EDD every three (3) years that focuses on goals and strategies that demonstrate regional partnerships and progress for economic development and growth for the EDD. Prepared by INCOG, Adopted May 2013.

2030 Plan the 2030 City of Sapulpa Comprehensive Plan – Connecting to the Future: Sapulpa 2030 Comprehensive Plan

Access Limited The condition of a street or highway where no direct access from an abutting property or street is permitted and denoted on the face of a subdivision plat as Limits of No Access (LNA).

Activity Center Areas on the 2030 Plan map for the location of Medium Intensity land use at designated intersections of major streets. Activity Centers are classified as Type 1, 2, or 3 depending upon the classification of the intersecting primary or secondary arterial streets. Differing areas and types of intensities and/or uses may be permitted.

Type 1 - The intersection of two (2) secondary arterials could qualify for 5-acres on each corner for a total of 20-acres.

Type 2 – the intersection of a secondary arterial and a primary arterial could qualify for 10-acres on each corner with a total of 40-acres.

Type 3 - the intersection of two (2) primary arterials could qualify for 15-acres for a total of 60-acres.

Not all arterial intersections are designated as Activity Centers in the 2030 Plan and the existing land use of the abutting areas must be considered. Premature zoning of major street intersections should be avoided.

Affordable Housing Programs designed to make safe, quality housing available to low-and moderate-income households.

Annexation Fenceline The unincorporated area enclosed by a strip of incorporated land that defines the area into which a city or town plans to grow. Preferably, the city or town and the applicable county, the case of Creek and Tulsa County will have a Referral Process within the Annexation Fenceline whereby the city or county will notify each other of any development

related requests located within the Annexation Fenceline.

For example, when a city or town is processing requests for rezoning, board of adjustment, or subdivisions allow the opportunity to comment by the respective planning commission or board of county commissioners on such actions prior to a public hearing and action. Comments received from the Referral Process are not binding on the city within the Annexation Fenceline area. However, if Creek and/or Tulsa County adopt the city or town comprehensive plan for the Annexation Fenceline area, that plan will become an element of the 2030 Plan and become the land use policy guide for Creek and/or Tulsa County.

Base Flood The flood that has a 1-percent probability of being equal to or exceed in any given year, also referred to by FEMA as the Special Flood Hazard Area; this area is also referred to as the 100-year Floodplain.

BFE - Base Flood Elevation See also Floodway – Regulatory Flood

Business Improvement District (BID) A Business Improvement District (BID) is a defined area within which businesses pay an additional tax or fee in order to fund improvements [including maintenance] within the district's boundaries. Grant funds acquired by the city for special programs and/or incentives such as tax abatements can be made available to assist businesses or to recruit new business. BIDs may go by other names, such as:

- Business Improvement Area (BIA),
- Business Revitalization Zone (BRZ),
- Community Improvement District (CID),
- Special Services Area (SSA)
- Special Improvement District (SID).

BMP – Best Management Practices A menu of adopted criteria and guides that are intended to support the implementation of a particular plan or program. In the Case of the City of Sapulpa such criteria is intended to guide the approach to implementation of the Stormwater Management Plan.

Board of Adjustment The Board of Adjustment of the City or respective County sometimes referred to as the “Zoning Board of Adjustment.” Such a Board operates within the guidelines of Oklahoma State statutes and functions in a quasi-judicial capacity to hear appeals from an administrative decision. This Board is also charged with hearing appeals for clarification of the Zoning Code and zoning district boundaries. Decisions by the Board on Variances and Special Exceptions are final and are not reviewable by an elected or other appointed board of commission. Appeal of decisions from the Board must be filed with the district court.

Capital Improvement Plan (CIP) A comprehensive inventory of all governmentally owned assets. Based on this inventory, a 5-year strategic capital improvement plan is developed and all assets are incorporated into the City's GIS mapping database.

CBD CBD refers to the Central Business District of a city or town where it is expected that the core of retail and business services will be located. Unless otherwise specified, CBD refers to the designated CBD zoning district and Special District in the City of Sapulpa.

City of Sapulpa (City) The incorporated City limits of the City of Sapulpa, Oklahoma.

Connections: 2035 Regional Transportation Plan Every five years, INCOG creates a transportation plan for the Tulsa Transportation Management Area (TMA), which includes parts of Creek, Osage, Rogers, and Wagoner Counties and all of Tulsa County. The Regional Transportation Plan (RTP) presents the improvements for roadways, freight, bicycle/pedestrian,

and public transportation within the next 25 years. The most recent RTP, Connections 2035 Regional Transportation Plan, was prepared by INCOG and adopted December 12, 2012.

Complete Streets Complete streets enable safe access for all users, in that pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to move safely along and across a street. Complete Streets function is to boost economic development through increased access to jobs, commerce, education, and entertainment; attract and retain young professionals. It can aid in increased property values; reduce transportation costs; provide independence for seniors, children, and others who cannot drive; reduce fatal and injury collisions as well as reduce healthcare costs by making it easier for Oklahomans to incorporate recommended physical activity into their daily routine.

Corridors Corridors are defined as areas designated in the 2030 Plan that are located along major highways. Corridors may contain major employment and region serving business and industry in concert with a relatively high intensity residential base. The “C” in Corridor does not specifically mean only Commercial or other Medium or High Density non-residential uses. Corridors can be developed as appropriate locations for Medium and High Intensity residential uses as well as Medium and High Intensity non-residential uses.

Corridor Management Plan The Oklahoma Route 66 Scenic Byway Corridor Management Plan (CMP) is intended to provide a collection of information that will assist in the preservation, promotion, interpretation, enhancement, and management of the intrinsic resources found throughout the Oklahoma Route 66 Scenic Byway corridor. The CMP fosters economic planning and activity within the Oklahoma Route 66 Scenic Byway communities and provides direction and foresight as to the proper course of promotion, use, and preservation of the corridor’s resources. The CMP addresses issues such as tourism development, historic and natural preservation, roadway safety, and economic development.

County Creek County or Tulsa County, Oklahoma, as applicable

County Commissioners – The Board of County Commissioners The governing body of Creek County and/or Tulsa County, Oklahoma as may be applicable.

Density The number of dwelling units or population per acres of residential land

Development Sensitive and Conservation Area An area, which if developed deserves special attention. A Development Sensitive and Conservation Area designation may be superimposed over any land use classification. The use of the Planned Unit Development Concept (PUD) and reduced development densities or intensities is generally recommended for development in a Development Sensitive and Conservation Area. Unless measures are put in place to mitigate any negative impacts from development, the development of these areas is not recommended.

Engineering Design Criteria (Also referred to as Standards and Specifications for Construction of Public Improvements) the minimum engineering standards and criteria adopted by the City for design and construction of public infrastructure as required in conjunction with the subdivision or development of land. The document includes criteria for streets, stormwater, water, and wastewater.

FAR - Floor Area Ratio The total square feet of a building divided by the total square feet of the lot on which the building is located. – See also Density.

FEMA the Federal Emergency Management Agency

Federal Land Land that is owned by the Federal Government. This does not include trust lands administered by the US Bureau of Indian Affairs. No data are collected for any year that land is

in this ownership. (Source: National Resource Conservation Service, National Resources Inventory, 1997)

FIRM the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map.

Floodplain An area subject to inundation by floodwaters from any source defined by FEMA as A Special Flood Hazard Area subject to inundation by the 1% annual chance flood (100-year flood)

Floodplain Management The operation of an overall program based on an adopted ordinance for corrective and preventative measures for improving public safety and reducing flood damage, including but not limited to emergency preparedness plans, flood control works, and floodplain management regulations.

Floodway - Regulatory Floodway a Regulatory Floodway means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height.

Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations. For streams and other watercourses where FEMA has provided Base Flood Elevations (BFEs), but no floodway has been designated, the community must review floodplain development on a case-by-case basis to ensure that increases in water surface elevations do not occur.

Flood Fringe The portion of the 100-year floodplain that is not within the floodway and in which development and other forms of encroachment may be permitted in accordance with local floodplain management regulations and under certain other circumstances such as by reduced densities or intensities. In the case of the 2030 Plan, Floodway and Flood Fringe areas are designated as Development Sensitive and Conservation Areas.

Goal a broad statement of a desired accomplishment

Green Building (Also known as Green Construction or Sustainable Building) the practice of creating structures and using processes that are design concerns of economy, utility, durability, and comfort. Although new technologies are constantly being developed to complement current practices in creating greener structures, the common objective is that green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by:

Efficiently using energy, water, and other resources;  
Protecting occupant health and improving employee productivity; and  
Reducing waste, pollution, and environmental degradation

Horizon Year The year established by the 2030 Plan as the end of the Planning Period. The Horizon Year for Connecting to the Future: Sapulpa 2030 Comprehensive Plan is 2030.

Impaired Streams Section 303(d) of the federal Clean Water Act requires each state to submit biannual reports on all impaired water bodies within the state. By definition of the Oklahoma Water Resources Board (OWRB), an impaired stream is any stream on which a “beneficial use” is not possible. A beneficial use for a stream could be considered as a use for fishing or swimming.

Indian Nations Council of Governments (INCOG) INCOG is one of eleven officially created sub-state planning districts in the State of Oklahoma. INCOG provides local and regional planning

and support, information, coordination, communications, implementation, and management services to member governments and their constituent organizations. Sapulpa, Creek, and Tulsa Counties are full members of INCOG.

Industrial Authority The authority created by the board of county commissioners under Oklahoma State Law to support the development and expansion of industrial uses. In the case of the 2030 Plan, Industrial Authority refers to said authority of Creek or Tulsa County.

Intensity Intensity of land use refers to the concentration of activity, traffic generated, amount of impervious surface, bulk of the structures, number of employees, density, or nuisances such as pollution, noise, light etc. of a property or area of land. Land Use Intensity Designation is expressed in the 2030 Plan in terms of High Intensity, Medium Intensity, Low Intensity, and Agriculture Intensity.

Low Impact Development (LID) LID is a term used to describe a land planning and an engineering design approach to managing stormwater runoff. LID emphasizes conservation and use of on-site natural features to protect water quality. This approach implements engineered small-scale hydrologic controls to replicate the pre-development hydrologic regime of watersheds through infiltrating, filtering, and storing, evaporating, and detaining runoff close to its source.

Long Term and Throughout the Planning Period The length of a term is defined as beginning at the start of the Planning Period and continuing throughout the Planning Period and as follows:

Short Term for development would begin at the adoption of the 2030 Plan and end at 2018.

Mid-term for development would begin in 2018 and extend to 2023.

Long Term and Throughout the Planning Period for development would begin in 2023 and extend to 2030.

Major Streets Those categories of street and roadway classifications included on the adopted Major Street and Highway Plan (MSHP) 2030 Plan. The classification of major streets is shown on Map 17 as per the 2025 MSHP and 2025 Plan and on Map 33 for the 2030 Future Major Street and Highway Plan, Corridors and Gateway Plan.

Metropolitan Statistical Area The Tulsa Metropolitan Statistical Area (MSA) includes Creek, Osage, Tulsa, Rogers, and Wagoner County. The MSA is the area for gathering of census related data as defined by the US Department of Commerce. In 2000, the MSA area was expanded to include Pawnee County.

Mid-term See Long Term

Multi-Hazard Mitigation Plan Multi-hazard mitigation plans address natural hazards and hazardous materials events. The City of Sapulpa has adopted a Multi-Hazard Mitigation Plan, which provides guidance for hazard recognition and understanding for the identification of hazard mitigation activities. The responsibility for multi-hazard mitigation planning and administration is assigned to the City of Sapulpa Fire Department.

Natural Resources Conservation Service (NRCS) The NRCS works with landowners through conservation planning and assistance to benefit the soil, water, air, plants, and animals for productive lands and healthy ecosystems. Local field offices of USDA Service Centers are located in nearly every county in the United States. NRCS employees' understanding of local resource concerns and challenges result in conservation solutions that last. Seventy percent (70%) of the land in the United States is privately owned, making stewardship by private landowners critical to the health of our Country's environment.

Neighborhood Improvement Program a comprehensive program intended to focus public and private resources on the stabilization and improvement of the neighborhood, including housing rehabilitation programs, code enforcement, improvements to public and private utilities, street improvements, and public and private property maintenance. The foundation for such programs is typically a Homeowners Associations and may include Community Policing Programs and Neighborhood Watch Groups with implementation through organized Neighborhood Improvement and Beautification groups.

Neighborhood Unit Concept – Neighborhood As used in the 2030 Plan, Neighborhood is a term, which describes a predominantly residential living area that may include various types of living units (single-family attached or detached, duplexes, townhouses, condominiums, and apartments). These areas are served by local area streets (often curvilinear) designed for low speeds and pedestrian friendly with sidewalks and on- and off-street trails. Cut-through traffic is avoided and the encroachment of non-residential uses is not allowed.

Non-Attainment Any area in which the national primary or secondary ambient air quality standard is not met (or that contributes to ambient air quality in a nearby area that does not meet).

Oklahoma Department of Environmental Quality (ODEQ) ODEQ is a department of the government of Oklahoma under the Governor of Oklahoma. It is responsible for protecting human health and for safeguarding the natural environment: air, water, and land. DEQ is chiefly responsible for the environmental policy of Oklahoma. A thirteen member Environmental Quality Board appointed by the Governor, which in turn appoints an Executive Director to administer the Department, governs it.

Oklahoma Department of Transportation (ODOT) ODOT is primarily funded by motor vehicle fuel taxes, legislative appropriations, and a return of federal matching dollars from the Federal Highway Trust Fund. ODOT's annual budget of both federal and state funds is applied to highway construction and maintenance activities, railways, waterways, public rural transit programs, and administration statewide. While the primary business is construction and maintenance of the state's highways, the agency also promotes intermodal transportation such as railroads and waterways.

Oklahoma Turnpike Authority (OTA) Oklahoma has an extensive turnpike system that is maintained by the state government through the Oklahoma Turnpike Authority. All of Oklahoma's turnpikes are controlled-access. Tolls on Oklahoma's turnpikes are collected through several methods, particular to each turnpike, involving mainline, and side gate toll plazas.

Oklahoma Water Resources Board (OWRB) OWRB is a state government agency under the Governor of Oklahoma. OWRB is responsible for managing and protecting the water resources of Oklahoma as well as for planning for the state's long-range water needs. The Board is composed of nine members appointed by the Governor with the consent of the Oklahoma Senate. The Board, in turn, appoints an Executive Director to administer the agency.

Objective a specific task, aim, project or program, which will be the result of the implementation of the goals and policies set forth in the 2030 Plan.

Oklahoma Route 66 Scenic Byway is a part of the Oklahoma Scenic Byways Program to recognize outstanding roadways as part of the National Scenic Byways Program. The story of Oklahoma's Route 66 is the story of American transportation in the 20th Century.

The Oklahoma section of the Mother Road includes several miles of the original 9-foot road segment that served travelers across the U.S. starting in the first half of the 20th century. The existing roadbed includes unique trestle bridges and architectural wonders such as Arcadia's round barn, the elegance of the Oklahoma State Capitol, the grandeur of Miami's Coleman Theater and the fifth of Buckminster Fuller's Geodesic dome buildings. The story of Oklahoma is not complete without the story of Route 66.

PUD - Planned Unit Development the PUD concept is a discretionary form of development consisting of a zoning overlay applied in combination with the underlying zoning and requiring specific conditions of approval to be met before development can take place.

Planning Area The Planning Area is that area enclosed by the boundaries of the City of Sapulpa's Annexation fenceline, which includes unincorporated areas of Creek and a small part of Tulsa County.

Planning Period the period from which the Connecting to the Future: Sapulpa 2030 Comprehensive Plan is adopted until the year at which the period of applicability of the 2030 Plan is scheduled to end. In the case of the City of Sapulpa, this period is scheduled to begin at the adoption of the 2030 Plan until the year 2030, which is also the Horizon Year. The Planning Period is further divided into Short Term, Mid-term, and Long Term periods.

Policy the official procedures, guidelines, and regulations that will be the basis for decision-making in the pursuit of implementing local goals and the intended objectives

Potential Growth Area See Annexation Fenceline.

Pride in Sapulpa a Chamber of Commerce Committee that addresses programs that enhance city beautification and seeks to make the community attractive to all who visit

Referral Process The process whereby the Planning Commission shares information on applications for development with an affected County, city, or town seeking comment and input prior to holding public hearings and deciding or making recommendations to the County Commission on such applications. It is also anticipated that area cities and towns will share such information with the County and reciprocate by adopting such a practice.

Sapulpa Metropolitan Area Planning Commission (SMAPC) The official ten (10) member Planning Commission composed of representatives from the City of Sapulpa (including the Mayor or Mayor's designee) and Creek County (including the Chairperson of the Board of County Commissioners or designee) which was established in accordance with Oklahoma Statutes Title 19: Section 866 and referred to herein as the SMAPC.

Short Term See Long Term

Spot Zoning Zoning not in accordance with the 2030 Plan, which generally results in serious cases of incompatibility with existing or planned adjacent or abutting land use and often results in such further unplanned zoning on adjacent and abutting properties.

Strip Zoning Zoning of those areas along streets and roadways in an arbitrary manner and otherwise not in accordance with the 2030 Plan. Strip zoning is common to areas where residential development has been allowed to front arterial streets. Redevelopment of such areas causes an inordinate number of curb cuts on lot depths not suited for other than residential development, poor and unsafe ingress and egress to the abutting streets and incompatibility with abutting less intense development.

Subdivision Regulations The Subdivision Regulations adopted by the City of Sapulpa and/or Creek or Tulsa County regulate the platting and division of land into lots and blocks setting minimum design standards and requirements for physical improvements such as streets and utilities. Companion regulations that work in concert with the Subdivision Regulations are the Zoning Code and the Engineering Design Criteria and/or the Construction Standards and Specifications.

Sustainability Sustainability is based on a simple principle: Everything that a community needs for survival and well-being depends on our natural environment. Sustainability creates and maintains the conditions under which humans and nature can exist in productive harmony that permits the fulfillment of 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. Additionally it provides the foundation to understand better the balance between the three pillars of sustainability: the 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.

Transportation Management Area (TMA) The TMA is established by federal regulations, administered, and managed by INCOG.

Turbidity Turbidity is the measure of relative clarity of a liquid. It is an optical characteristic of water and is an expression of the amount of light that is scattered by material in the water when a light is shined through the water sample. The higher the intensity of scattered light results in higher turbidity. Material that causes water to be turbid includes clay, silt, finely divided inorganic and organic matter, algae, soluble colored organic compounds, and plankton and other microscopic organisms.

Urban Sprawl Also referred to as Suburban Sprawl characterized as development, which includes the spreading outwards from a city in an unplanned manner into low density areas creating an auto-dependent development on otherwise rural land.

Wetlands According to the Classification of Wetlands and Deepwater Habitats of the United States Abstract, and in general, wetlands are lands where saturation with water is the dominant factor determining the nature of the soil development and the types of plant and/or animal communities living in the soil and on its surface.

Zoning Code The officially adopted Zoning Code of the City of Sapulpa, Oklahoma

## LINKS AND SOURCES CONSULTED

### LINKS

American Planning Association – [www.planning.org](http://www.planning.org)

Cimarron Transit – United Community Action Program – [www.ucapinc.org](http://www.ucapinc.org)

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