

PROJECT
EDGE

MASTER PLAN

DRAFT



ACKNOWLEDGMENTS

CITY OF SAPULPA

Craig Henderson, Mayor
Carla Gunn, Vice Mayor
Jeff Molina, Council Member
Elizabeth Nicolas, Council Member
J. Brian Stephens, Council Member
Alexander Hamilton, Council Member
Marty Cummins, Council Member
Richard Hudson, Council Member
Hugo Naifeh, Council Member
Joan Riley, City Manager
Nikki Howard, Urban Development Director
Mark Lawson, Economic Development Director
Lucy Lawson, Marketing & Community Relations

STEERING COMMITTEE

Hugo Naifeh, Sapulpa City Council
Karen Keith, Tulsa County Commission
Leon Warner, Creek County Commission
Janet Birney, Sapulpa Chamber of Commerce
Holly Foreman, Tulsa Chamber of Commerce
Tammy Taylor, OG&E
Levi Lindsey, Bank Representative
Joshua Glesener, Development Representative
Ted Fisher, Community Member
Joan Riley, City of Sapulpa
Nikki Howard, City of Sapulpa
Mark Lawson, City of Sapulpa
Lucy Lawson, City of Sapulpa

CONSULTANT TEAM

TSW

Adam Williamson, Principal-in-Charge
Katy O'Meilia, Lead Planner
Jill Ferenc, Project Manager, Community Planner
Jia Li, Community Planner, Urban Designer
Jamie Pierson, Community Planner
David Argo, Landscape Architect

CONSULTECON, INC.

James Stevens, Principal
David Versel, Market Analyst

CEC ENGINEERS

Doug Glenn, President
Shannon Hanks, Streets & Stormwater Engineer

MEDIUM GIANT

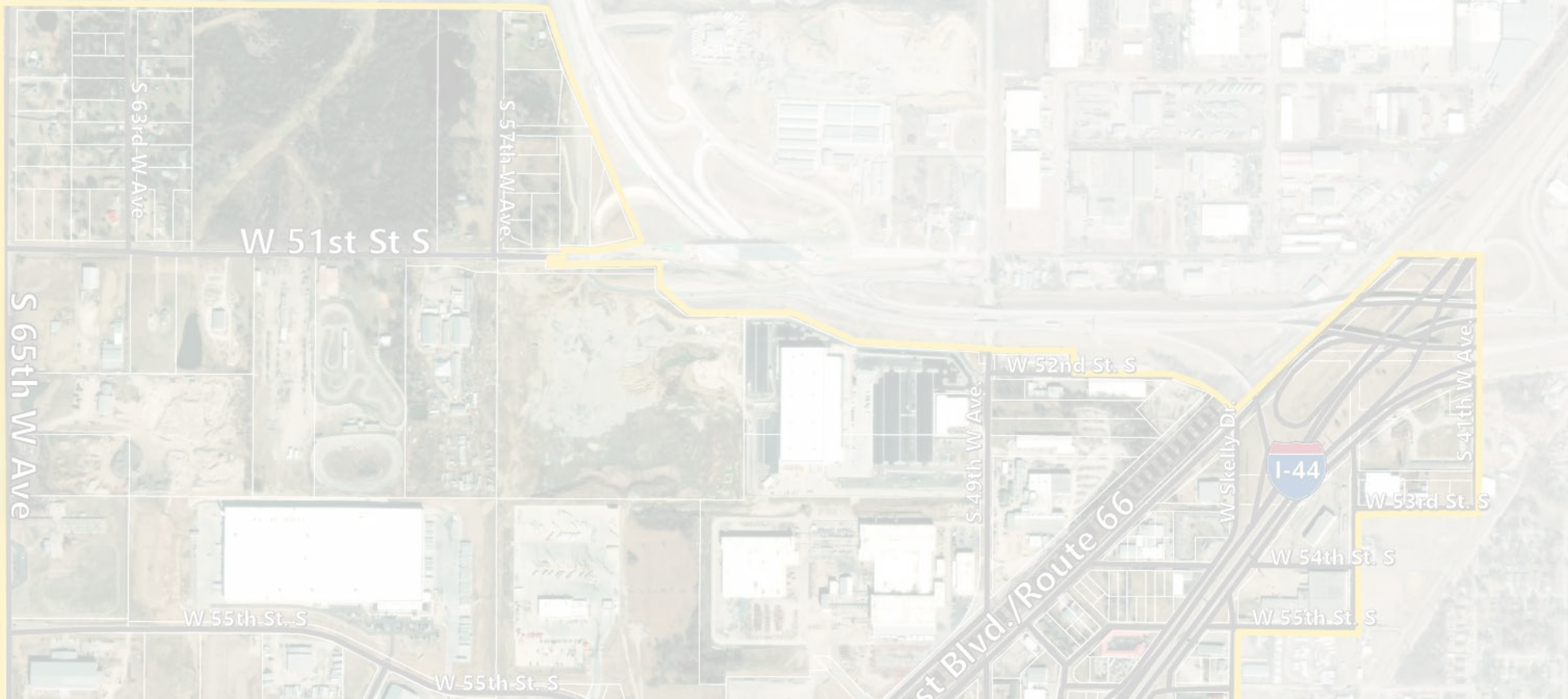
Winston Peraza, Chief Creative Officer
Shawn Kruggel, Vice Pres. of Creative Strategy
Amber Row, Account Director





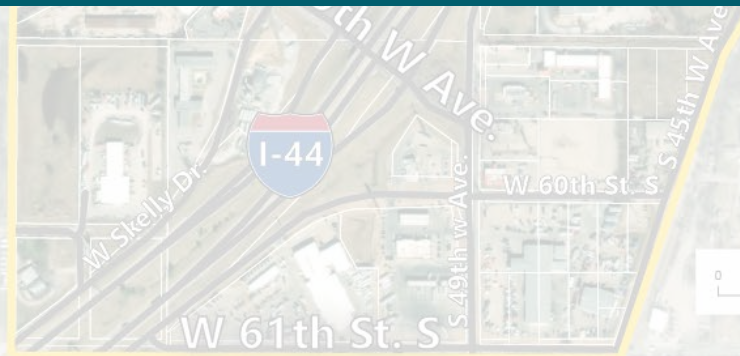
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INTRODUCTION

EXECUTIVE SUMMARY

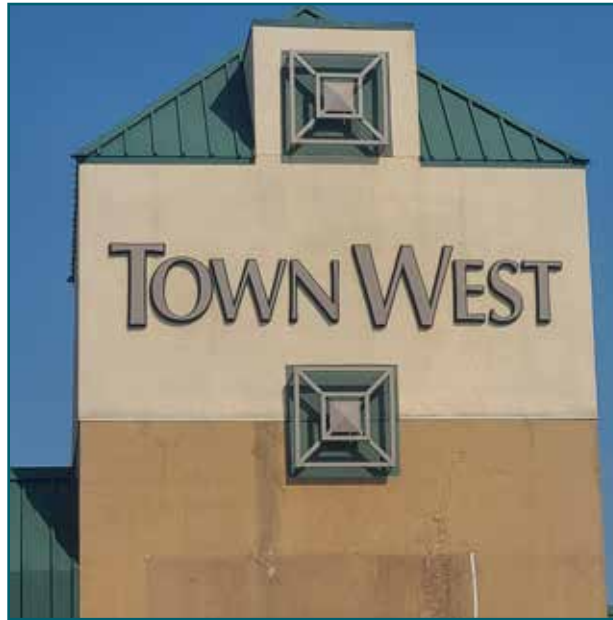


OVERVIEW

The City of Sapulpa charged the consultant team, comprised of TSW, ConsultEcon, Civil & Environmental Consultants, Inc., and Medium Giant, to create a master plan for the “Town West” planning area and to create a brand strategy for the project and future district.

Through the master planning and branding strategy process, the name “Project Edge” was established to describe this initiative. Project Edge Master Plan (Master Plan) is intended to outline a clear vision with achievable action items to facilitate and attract the best quality development and redevelopment to the future Edge District.

Built upon previous planning efforts and recent public and private investments, the Master Plan was fully vetted through stakeholders and the public and aims to carry forward the local and regional momentum to create a unique destination in Sapulpa and Tulsa County. It is a plan that establishes brand identity and provides a roadmap to improve connectivity, bolster a sense of place, expand a mix of land uses, and further support redevelopment.



HOW TO USE THIS PLAN

The Introduction section provides an overview of the Master Plan.

Project Edge Today profiles the existing conditions that impact the area. It includes information about previous planning efforts from the City of Sapulpa, physical and regulatory conditions, and a market study that examines demographics, market trends, and real estate trends.

The Planning Process outlines the process and methods used by the consultant team to solicit community and stakeholder input, reports on those findings, and includes summaries of meetings and workshops conducted.

The Plan shapes the vision and goals based on community feedback and set with the stakeholder advisory committee and recommendations for the future District.

The Actions sets forth the implementation strategies for Project Edge Master Plan. It includes a phasing plan and an action matrix that outlines the City’s long-range master plan with regards to projects and funding sources.

WHY FOCUS ON PROJECT EDGE?

Project Edge is located within Tulsa County, at the northeast edge of Sapulpa city limits, and is a primary gateway entry point into the community. The name Project Edge is a representation of two areas, Sapulpa and Tulsa, coming together.

The planning area is a regional transportation hub with multiple transportation nodes coming together within its boundaries. The area has experienced successes and challenges in its history. Today, the Project Edge area shows potential to become a regional destination with its recent investment and energy in its industrial employment base, coupled with untapped potential along Historic Route 66 and properties that are not fully developed to their highest potential.

VISIBILITY & ACCESS

With Interstate-44, Interstate-244, Gilcrease Expressway, Route 66, and two railroads all within the project area, the transportation nodes create properties that are accessible and highly visible from roadways with high traffic counts. In the past, this has spurred auto-oriented industrial, commercial, and motel uses with little integration of residential uses. Through the master planning process, a vision, brand identity, mix of land uses, and a recommended standard will be provided for further development and redevelopment in the project area.

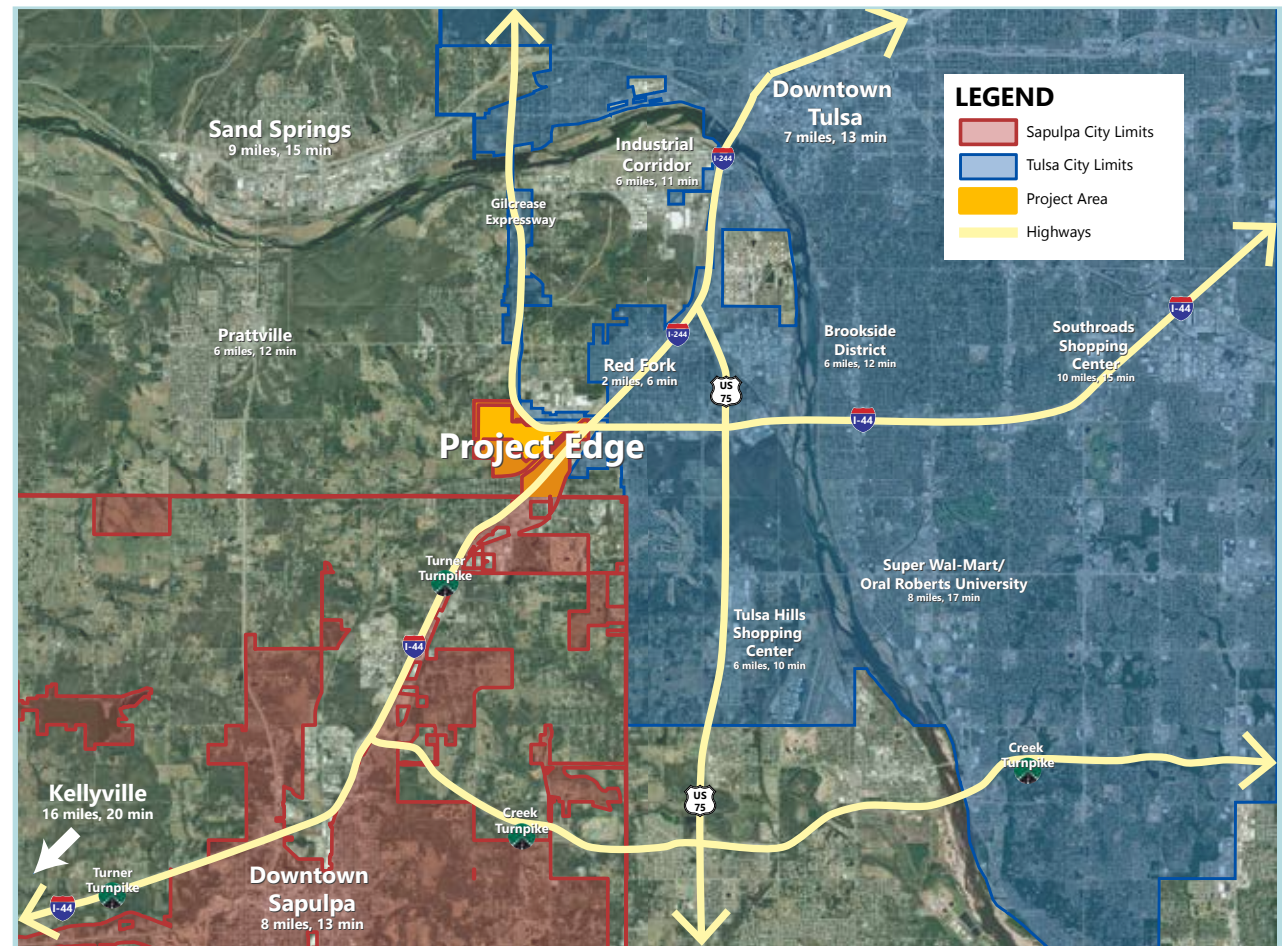
GATEWAY

Project Edge offers a perfect opportunity to lay out the welcome mat for travelers visiting Sapulpa and locals returning home. Gateway enhancements provide a canvas to showcase the community and to create a unique identity and

sense of place. Gateway features can include improvements, such as signage, landscaping, fencing, lighting, and public art.

ROUTE 66

There is opportunity to leverage the roadway's unique role and location while elevating



and unifying the experience. This can be a combination of public improvements and private developments that are oriented toward Historic Route 66.

IMPROVED CONNECTIONS

Project Edge offers convenient and fast travel on highways for travelers passing through and on railroads for shipping freight. However, improvements are needed to improve connections for driving, walking, or biking. Connectivity between the east and west portions of the planning area is limited; the primary interesections along 49th W. Avenue are in need of improvement; and, there is a lack of infrastructure to accommodate for people walking or biking through planning area.

TRAILS

Project Edge has the advantage of the recently constructed Gilcrease Expressway Multi-Use Trail within the planning area. The trail begins at the corner of 51st Street and the Gilcrease Expressway, continues north for 4.57 miles, and connects with other trails and bike paths along the way, further enhancing the regional connection. The INCOG GO Plan recommends additional trail connections from the Gilcrease Expressway trail to and along Route 66 and ultimately a connection to the east through 49th W. Avenue and south to Downtown Sapulpa.

The Sapulpa 2030 Comprehensive Plan further recommends a trailhead and a Route 66 trail.

RECENT MOMENTUM

In recent years, the Polson Industrial Park has spurred momentum and investment. The investment has led to an increase in the employment base in Sapulpa and quality design that enhances the aesthetics in the area.

On the public side, the Gilcrease Expressway project is substantially complete and includes a new 5 mile toll road to facilitate connection and travel along the west loop in Tulsa. This also included widening 51st Street from two lanes to four lanes near the expressway.

The Oklahoma Department of Transportation (ODOT) is currently improving I-44 within the area through a heavy maintenance project to replace pavement that had reached the end of its life.

POTENTIAL

The planning area includes properties that are vacant or are underutilized. With all of the qualities of the planning area mentioned above, there is potential to unlock the emerging value of underutilized and vacant properties along a corridor with a level of visibility and a capacity to serve as a community gateway and Route 66 destination.

PROJECT EDGE HIGHLIGHTS

Historic Route 66

Interstate & highway access

Polson Industrial Park

Town West Commercial

Gilcrease Expressway Trail

Mid-century motels

Trucking industry

Freeway Cafe

SquareOne Compassion

Amazon Delivery Station

MARKET CONDITIONS SUMMARY

KEY MARKET ISSUES IMPACTING PROJECT EDGE

- The residential base within the planning area is very limited.
- The primary market area has 337,000 residents, but lower income levels and slower growth than the Tulsa region.
- Home prices and rents around the Town West area are far lower than in other locations in the Tulsa region.
- Commercial real estate markets remain soft and commercial retail rents are low.
- As with much of the country, the office market in the Tulsa region has suffered due to the pandemic.

OPPORTUNITIES

- The planning area is well positioned to capture demand for multi-family housing.
- The addition of new residential development could drive some demand for neighborhood-serving commercial uses.
- The regional industrial market remains strong. The southwest submarket's vacancy rate is 0.8%.
- The southwest submarket has a very low vacancy rate for office, at 2.7%.
- Institutional/non-profit entities appear willing and ready to invest further in the project area.

- There is community and multijurisdictional commitment to revitalize the area.
- Tollway and Interstate improvements were recently completed to enhance access and visibility.
- The resurgence in Route 66 tourism presents an opportunity.

PRIMARY ECONOMIC BASE

At the planning area level, Project Edge's current economic base is primarily comprised of heavy industrial, trucking, and highway-oriented commercial uses. The presence of the trucking industry is particularly prominent, as the area is home to a major truck stop, multiple truck dealerships and several truck maintenance shops.

MARKET POTENTIAL

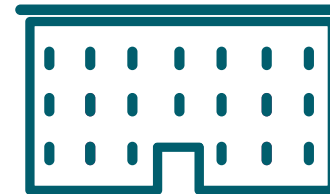
Based on population and employment projections, it is estimated that the market in the planning area can support the following over the next five years:

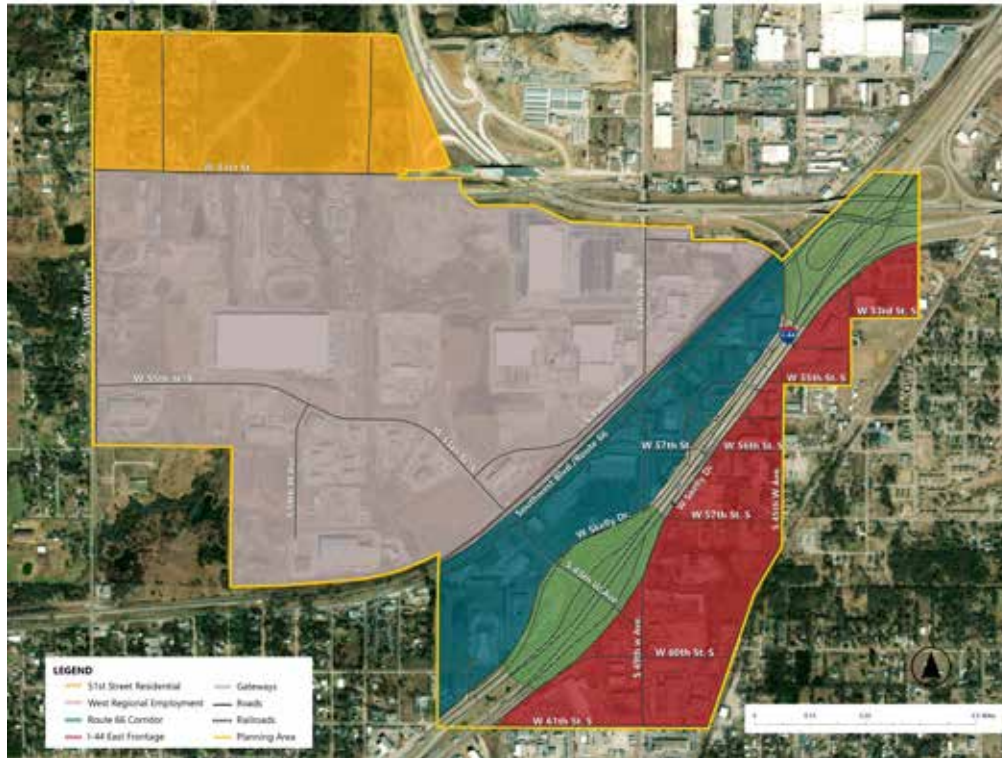
Residential

- 28 for-sale units (single-family residential/ townhouse)
- 247 rental units (multi-family)

Retail Commercial

- 15,000 square feet of retail commercial in addition to the existing inventory of retail and commercial space





FRAMEWORK PLAN

10 BIG IDEAS

01. Reimagined Route 66 destination
02. Welcoming community gateway
03. Central common
04. More retail and restaurants
05. Variety of housing
06. Branding and marketing
07. Route 66 trail
08. Enhanced traffic circulation and mobility
09. Streetscape improvements and beautification
10. Supporting social and cultural character

Graphics on the left show the Future Development Framework Map and a portion of the Concept Plans for the Route 66 Destination, I-44 Redevelopment, and 51st Street Residential. More details can be found in Chapter 3.



ROUTE 66 & I-44 DEVELOPMENT CONCEPT PLAN



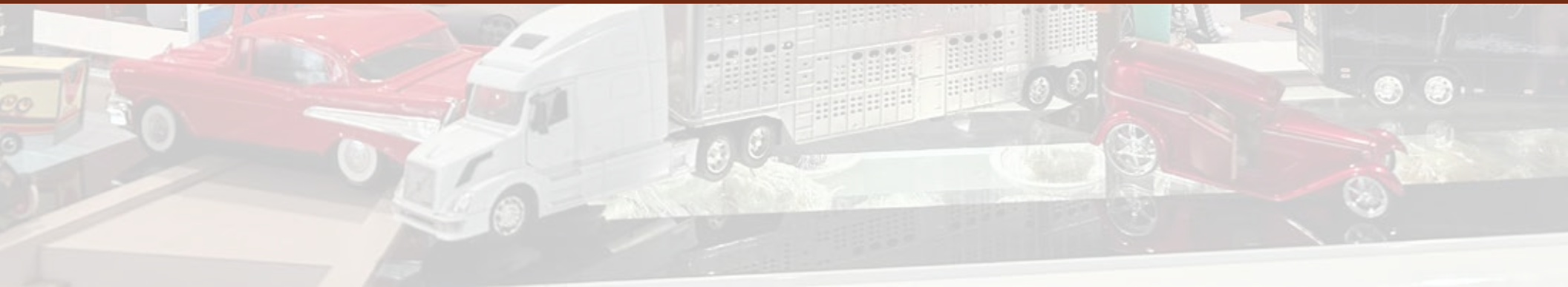
51ST STREET RESIDENTIAL CONCEPT PLAN



Freemway Cafe

CHAPTER 1

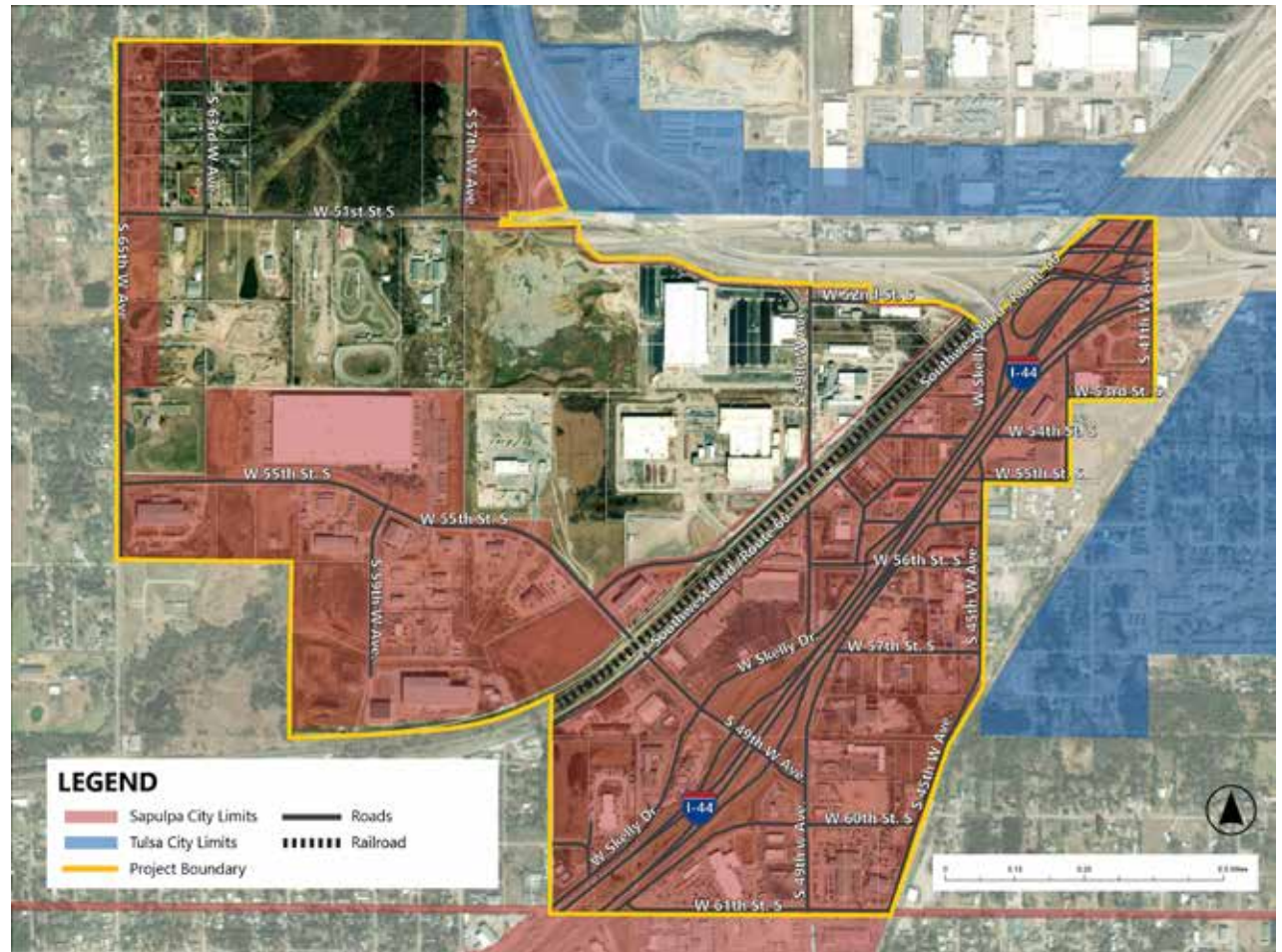
PROJECT EDGE TODAY



EXISTING CONDITIONS

As a gateway to the City of Sapulpa and a crossroads of Interstates, expressways, routes, local streets and railroads, Project Edge is located in Tulsa County at the northeast corner of Sapulpa city limits. The planning area boundary map, shown on the right, is generally bounded at the furthest extent by 65th W. Avenue to the west, 45th W. Avenue and 41st W. Avenue to the east, Gilcrease Expressway and properties to the north of 51st Street S. to the north, and 61st Street (east of Route 66) and Polson Industrial Park to the south. The total land area is 450 acres.

The planning area is multi-jurisdictional and includes land within Sapulpa's city limits and land in unincorporated Tulsa County. The project area map highlights the project boundary as well as the jurisdictional boundaries within Project Edge and the neighboring city limits of Tulsa. A pivotal component of the planning process and future implementation of the Master Plan is intergovernmental coordination by aligning efforts. Both the City and County have specific purviews, requirements and maintenance responsibilities within their jurisdiction, but an aligned effort allows the City and County to work together toward a common goal.



PROJECT EDGE BOUNDARY MAP

EXISTING LAND USE

EXISTING STRUCTURES

The development within the planning area spans approximately 100 years, with the oldest structure being built in 1925, up to modern industrial buildings being constructed today. The average year of building construction is 1984. According to the Tulsa County Assessor's records, there are 211 tracts of land, 92 property owners, and 106 structures.

CURRENT LAND USE

The map on the facing page shows the planning area's current land use with mostly industrial, commercial, and hotel/motel land uses, followed by residential, office, and religious assembly. Public and institutional uses are primarily limited to rights-of-way related to the Gilcrease Expressway, I-44, and local streets. In addition, the City of Sapulpa's Bushyhead Memorial Park is located in the planning area. Pictures on pages 14-15 show examples of current land use in the planning area.

INTERSTATE 44

Interstate 44 runs northeast to southwest through the planning area, bisecting the eastern portion of Project Edge with only one east-west path through the I-44 corridor, 49th W. Avenue. The primary uses east of I-44 include trucking,

industrial, motels, service stations, convenience stores, and quick service restaurants and extend generally to the Tulsa-Sapulpa Union Railway. The primary uses to the west of I-44 include a mix of commercial, industrial, motels and vacant tracts that extend to Route 66.

ROUTE 66

The famous Route 66 runs northeast to southwest and is west of I-44, it is currently an underutilized asset within the project area. The Burlington Northern-Santa Fe railroad is adjacent and parallel to the west side of Route 66. The current land uses around Route 66 are primarily industrial, commercial uses (primarily the back door of commercial), and motels. The roadway is a two-lane street characterized with bar ditches for stormwater drainage and no pedestrian or bicycle amenities as shown in the image below:



NORTHWEST INDUSTRIAL

The northwest industrial area is west of Route 66 and includes a stretch of frontage along Gilcrease Expressway. Industrial is the primary land use in this area with Polson Industrial Park, but the area also includes an outdoor go-kart track, flea market, and undeveloped tracts of land.

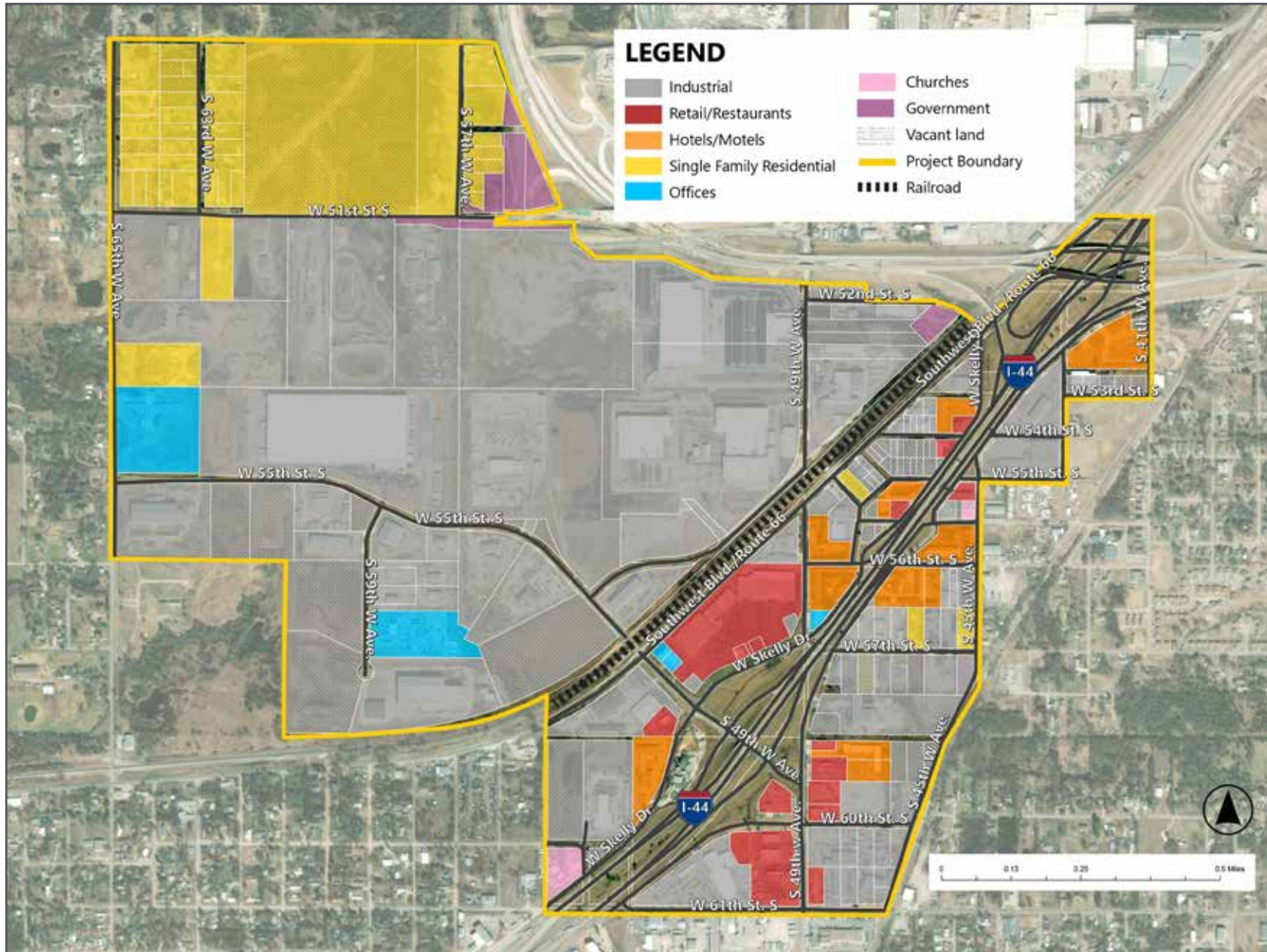
51ST STREET RESIDENTIAL

Land in the planning area located north of 51st Street is residential in nature, with existing houses and a 40-acre undeveloped tract of land. The vacant property includes sloping topography and an opportunity for future development that could take advantage of the site's natural features.

GATEWAYS

Given that the planning area is at the northeastern edge of Sapulpa city limits, there is an opportunity to create community gateways to mark entry into the City of Sapulpa. Gateways are often monumentation features, landscaping, and other streetscape enhancements that reinforce identity for a community. Adding gateway features along I-44 and 49th W. Avenue is an opportunity to create a unique placemaking experience for Sapulpa visitors residents returning home.

EXISTING LAND USE MAP



CURRENT LAND USE



INTERSTATE 44
I-44 AND 49TH W. AVENUE



TOWN WEST COMMERCIAL SHOPPING CENTER
WEST OF I-44 ON SKELLY DRIVE AND 49TH W. AVENUE



POLSON INDUSTRIAL PARK DEVELOPMENT
49TH W. AVENUE



AUTO-ORIENTED COMMERCIAL
49TH W. AVENUE AND SKELLY DRIVE, EAST OF I-44



OUTDOOR RECREATION
51ST STREET



BUSHYHEAD MEMORIAL PARK
ROUTE 66/SOUTHWEST BOULEVARD AND SKELLY DRIVE



MOTEL AND INDUSTRIAL
SKELLY DRIVE/I-44



RESTAURANT
49TH W. AVENUE, EAST OF I-44



TRUCKING INDUSTRY
49TH W. AVENUE, EAST OF I-44



NON-PROFIT MEDICAL OFFICE, DAY CARE, AND RECREATION
65TH W. AVENUE



CONVENIENCE STORE, GAS STATION
49TH W. AVENUE, EAST OF I-44



51ST STREET RESIDENTIAL

AREAS OF POTENTIAL CHANGE

A number of factors can be considered to identify properties that aren't likely to change and those that may transition over time. For this effort, a parcel-level analysis was conducted including a comparison of condition of property, vacancy, and the date of last sale utilizing the most up to date Tulsa County appraisal data. Geographic Information Systems (GIS) software was utilized to create three categories to apply to each parcel, as described below, to identify parcels that may or may not be susceptible to change or redevelopment in the future.

1

Low Susceptibility to Change

Represents parcels that are not likely to redevelop. Parcels that are categorized as “low” are stable properties with high improvement values or properties that have been recently developed.

2

Moderate Susceptibility to Change

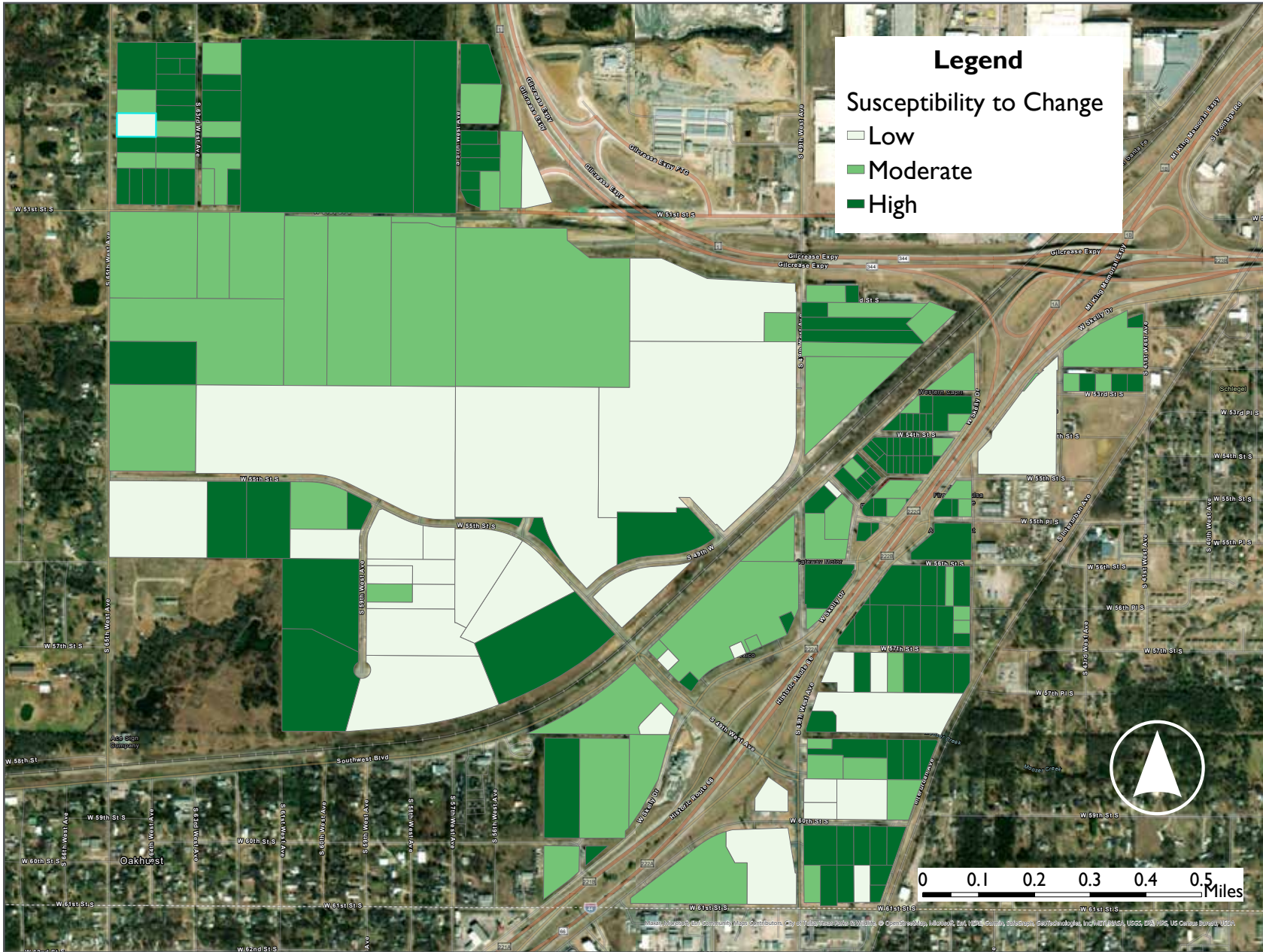
Represents parcels that may be candidates for redevelopment or new development. Parcels that are categorized as “moderate” may be not fully developed, recently sold, or with deteriorating buildings.

3

High Susceptibility to Change

Represents parcels that are most likely to support redevelopment or new development. Parcels that are categorized as “high” may be vacant, recently sold, or with vacant or deteriorating buildings.

SUSCEPTIBILITY TO CHANGE MAP



EXISTING ZONING

Existing zoning designations in the planning area are primarily industrial, commercial, agriculture, and single-family residential. The following is a list of zoning classifications in the planning area based on the City of Sapulpa's and Tulsa County's Zoning Ordinance descriptions.

(IM) INDUSTRIAL MODERATE DISTRICT

This district is intended for a wide range of industrial uses which may produce moderately objectionable environmental influences or hazards.

(IL) INDUSTRIAL LIGHT MANUFACTURING DISTRICT

This district is intended for areas suitable for manufacturing, wholesaling, warehousing, and other industrial activities which have no objectionable environmental influences.

(CH) COMMERCIAL HIGH INTENSITY DISTRICT

This district is intended for high intensity commercial and related uses in areas designed High Intensity by the Comprehensive Plan (Tulsa County Zoning Ordinance).

(CG) COMMERCIAL GENERAL DISTRICT

This district is intended for existing development of mixed commercial uses which are well established, while providing a degree of protection to adjacent residential areas; and, to accommodate the grouping of certain commercial and light industrial uses which are compatible with one another.

(CS) COMMERCIAL SHOPPING CENTER DISTRICT

This district is intended for convenience, neighborhood, sub-community, community, and regional shopping centers providing a wide range of retail and personal service uses.

(RS) RESIDENTIAL SINGLE-FAMILY DISTRICT

The RS district is intended for allowing and conserving single-family detached dwellings in suitable environments on large lots at suburban densities (Tulsa County Zoning Ordinance).

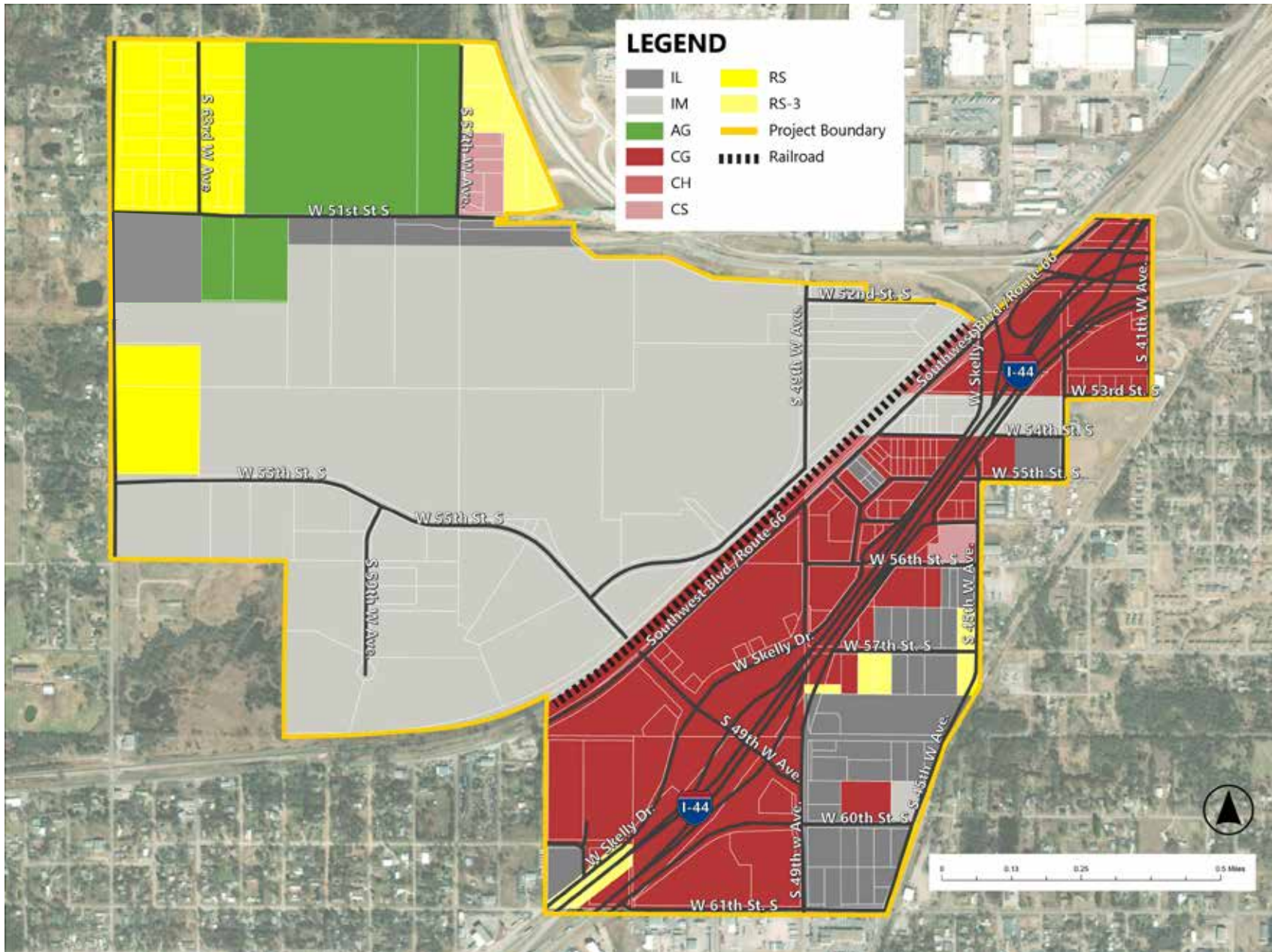
(RS-1, RS-2, RS-3) RESIDENTIAL SINGLE-FAMILY

The RS districts (RS-1, RS-2, and RS-3) are intended to permit the development and conservation of single-family detached dwellings in suitable environments in a variety of densities to meet the varying requirements of families.

(AG) AGRICULTURAL DISTRICT

This district is intended to protect agricultural land, discourage wasteful scattering of development in rural areas, and obtain economy of public fund expenditures for improvements and services.

EXISTING ZONING MAP



EXISTING PLANS

The City of Sapulpa has produced several long-range plans over the years. The consultant team reviewed the plans that relate to the planning area and incorporated those recommendations which are still valid. The following is a list of plans relating to the planning area:

2030 SAPULPA COMPREHENSIVE PLAN (2014)

The Sapulpa 2030 Comprehensive Plan establishes a community vision, existing conditions, goals, policies, and objectives, and a plan for future implementation. The Comprehensive Plan underscores the importance and potential of the growth and development along transportation corridors, including Historic Route 66. Tulsa County's Comprehensive Plan, adopted in 2021, also does not currently have any future land use designations within the planning area. The key future land use highlights and recommendations from the Sapulpa 2030 Comprehensive Plan relevant to the planning area are summarized below:

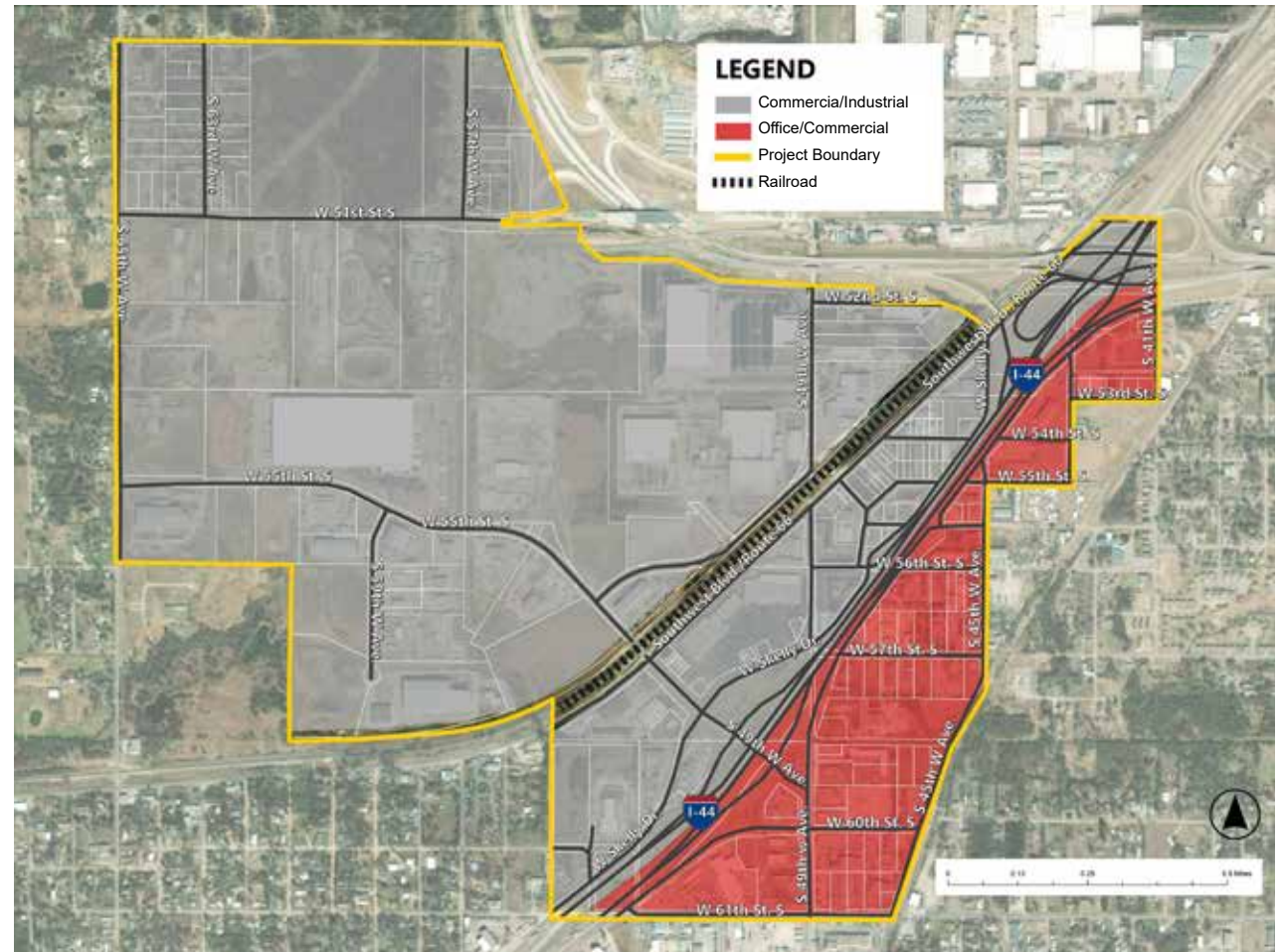
Corridors and Gateways

Corridors and Gateways are designated for commercial development that will contribute positively and aesthetically to the appearance, economic vitality, convenience, and safety of the community.

Major highways and corridors are 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.

Frontage roads or shared points of access should be provided to assure safe and convenient access to businesses in some cases.

FUTURE LAND USE MAP



EXISTING PLANS

Importance of Trafficways, Corridors, Gateways and Railways to Planning

- Corridors form the main avenues of transportation and access within and through an 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 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
- Trafficways and railways are used as tools to guide and stage the development and growth of an area and can serve as buffers between different types and intensities of land use.

Route 66

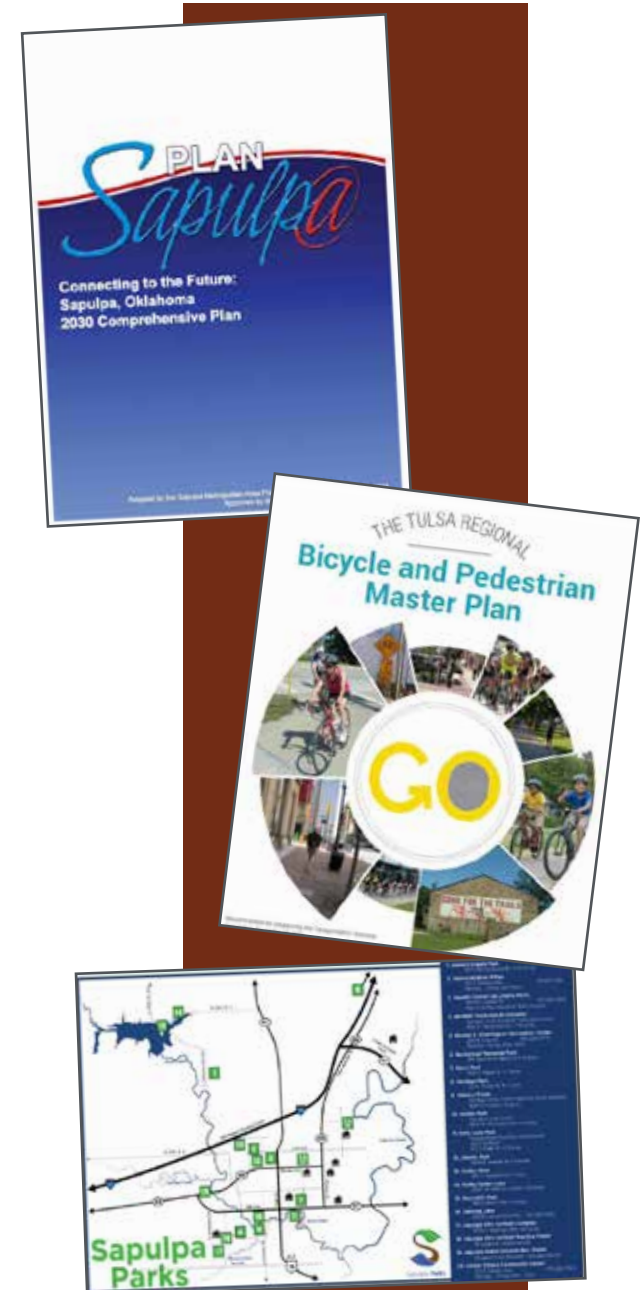
- Highway commercial and tourist commercial services should be developed along Route 66 and other major roads and highways that feature adjacent historic, natural or physical resources.
- Development of Route 66 Scenic Byway and Historic Route 66 should be supported as a transportation corridor as well as for an economic development and tourism resource.

2030 SAPULPA PARKS, RECREATION, TRAILS, AND OPEN SPACE PLAN (2017)

This plan is also long-range and includes a specific recommendation in the district: 3.2 mile Town West Trail to that included a trail head located at the Town West Shopping Center.

INCOG GO PLAN: BICYCLE/ PEDESTRIAN REGIONAL MASTER PLAN (2015)

This plan establishes vision and goal to make the Tulsa metropolitan area a place where walking and biking are viable and appealing choices for transportation and recreation.



COMMUNITY RESOURCES

The Project Edge planning area includes the following important community resources.

TRANSPORTATION CROSSROADS

The location of Project Edge is a transportation crossroads in the Tulsa Metropolitan Area. The transportation convergence is at the north end of the project area where Interstate-44, Interstate-244, Gilcrease Expressway, Route 66, St. Louis-San Francisco Railway, and the Tulsa-Sapulpa Union Railway come together within less than a 2,000 linear foot distance. This makes connectivity from the east to the west of the planning area a challenge, but it also presents the potential to reinvigorate the area. The high volume of travelers along I-44 and recent expansion of the Gilcrease Expressway provide a setting that is highly accessible and visible to a large number of people. In addition, the railroad continues to support industrial properties.

HISTORIC ROUTE 66

Route 66 reflects the origin and evolution of roadway transportation in the United States. The Route 66 Study Act of 1990 recognized that it “has become a symbol of the American people’s heritage of travel and their legacy of seeking a better life.” Historic Route 66 runs through the planning area, providing the opportunity to

contribute to the community’s sense of the place. The roadway currently has bar ditches without sidewalks and many of the adjacent properties have developed with the “back door” of buildings along Route 66. This presents opportunities for redevelopment, adaptive reuse, and infrastructure improvements to accommodate motorists and pedestrians.

INDUSTRIAL PARK

The Polson Industrial Park includes roughly 150 acres of land, and it began with the first purchase of land in 2005. Fast forward to today, and a majority of the industrial park is fully developed. The industrial park continues to contribute to the job base and inject major investment into the planning area.

COMMERCIAL AREAS

The primary commercial areas provide substantial sales tax generation, and they include a bustling convenience store and a variety of retail shopping options. However, there are vacant commercial suites and large swaths of parking areas do not fully utilize the potential in the planning area.

OUTDOOR RECREATION

There is a unique, established recreation business on 51st Street, JRP Speedway, that offers high speed go-karts with an outdoor track. This use provides an offering to the local community and serves as an attraction to the regional area. There is an opportunity to attract complementary and other recreation uses to the area.

ESTABLISHED NON-PROFITS

There is an established presence of mission-focused non-profits within and in close proximity to the planning area. SquareOne Compassion is located on S. 65th W. Avenue in a renovated school building that includes a medical center, early learning center, and fitness center. In addition, Tulsa Dream Center (TDC)-West Campus opened in 2022 on 55th Place in close proximity to the planning area. The primary services offered by TDC include food, medical, educational, clothing, sports, and character development. TDC also hosts monthly community meetings on various topics and invites area residents.

ENVIRONMENT & UTILITIES

ENVIRONMENT

The Project Edge land area has sloping elevations that range from 740 to 811 feet above sea level, according to the United States Geological Society's website. According to the most recent FEMA firm panel, no land within the planning area is within the 0.2% or the 1% annual chance flood hazard area.

As shown on the map below, the planning area includes two riverines as classified by the U.S. Fish & Wildlife Service's National Wetlands Inventory. A small portion of a riverine is located along Mooser Creek to the east of I-44 and another riverine is located on undeveloped

property located north of 51st Street as shown on the map below. Future planned improvements along and within the riverines should take a proactive approach in working with applicable public agencies to ensure all federal, state, and local regulations are accommodated.

UTILITIES

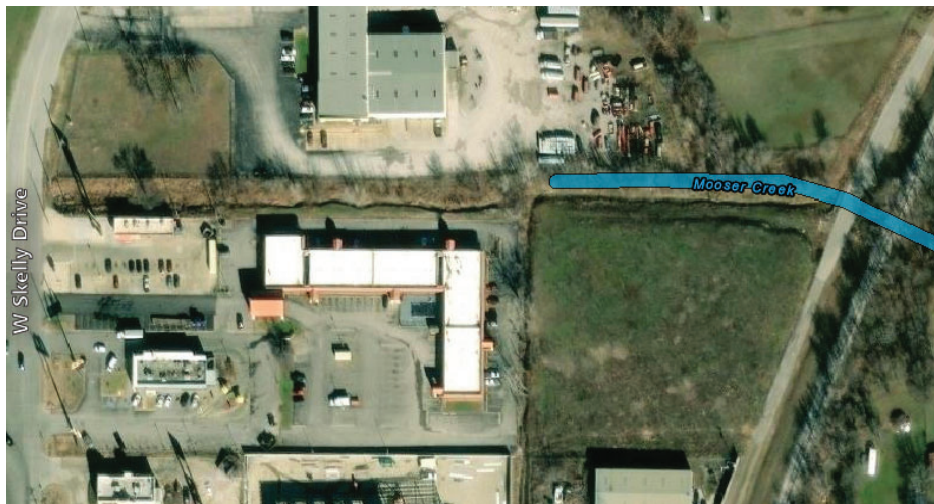
With the planning area being at the edge of Sapulpa city limits, there are several entities that provide water and sanitary sewer service.

- Tulsa: The City of Tulsa provides these services primarily east of Route 66/Southwest Boulevard and north along S 49th W. Avenue.

- Sapulpa: The recently developed Polson Industrial Park is served by the City of Sapulpa.
- Tulsa County Rural Water District #2: Unincorporated Tulsa County is served by Rural Water District #2.

Future development and redevelopment should take also proactive approach in confirming and coordinating the existing utility access and capacity with the appropriate jurisdiction and utility provider as early in the development process as possible.

NATIONAL WETLANDS INVENTORY MAPS: EAST OF I-44



Source: United States Geological Society

NATIONAL WETLANDS INVENTORY MAPS: NORTH OF 51ST STREET



Source: United States Geological Society

TRANSPORTATION

EXISTING CONDITIONS

In order to determine the future transportation needs of Project Edge, the existing vehicular and non-vehicular networks were studied. Existing roadway classifications, traffic counts, crash data, pedestrian and bicycle facilities, and public transit within the planning area were examined.

VEHICULAR NETWORK

Roadway Classifications

The roads in the planning area fall under four roadway classifications:

- Interstates/Highways: Roadways that provide mobility to allow traffic to move from one state to another quickly and safely.
 - Highest vehicular mobility
 - Lowest degree of access
- Arterials: Roadways that provide mobility to allow traffic to move from one place to another quickly and safely.
 - Higher vehicular mobility
 - Lower degree of access
- Collectors: Roadways that link arterials and local roads and perform some of the duties of each.
 - Balance between vehicular mobility and access
- Local: Roadways that provide access to homes, businesses, and other properties.
 - Lower vehicular mobility
 - Greater degree of access

ODOT designates I-44 as an interstate; Gilcrease Expressway as a principal arterial/other highway; Southwest Boulevard/U.S. Route 66 as a minor arterial; and, 51st Street, 61st Street, 65th Avenue, and 49th W. Avenue as major collectors. The remaining roadways are classified as local streets.

Traffic Counts

Traffic data from ODOT's Average Annual Daily Traffic (AADT) Map and Indian Nation Council of Governments (INCOG) AADT maps were used to determine the AADT along the roadways in the Study Area. AADT is determined by dividing the total number of vehicles on a roadway in a year by 365 days. The estimated data showed the following:

Roadway	Source	Year	AADT (vehicles/ day)
Interstate-44	ODOT	2021	51,200
S 49th W. Avenue (West of I-44)	ODOT	2020	8,800
S 49th W. Avenue (East of I-44)	ODOT	2017	7,800
Southwest Boulevard (South of S 49th W. Avenue)	INCOG	2022	4,850
Southwest Boulevard (North of S 49th W. Avenue)	INCOG	2022	2,352
51st Street	INCOG	2022	7,283
61st Street	INCOG	2022	6,203

TRANSPORTATION

Crash Data

Crash data from the INCOG transportation planning maps was analyzed to better understand of which areas have the greatest need for safety improvements within the planning area. The data provided in these maps was collected from January 2011 to January 2020.

The heaviest concentration of accidents is along S 49th W. Avenue between W. 61st Street and W. Skelly Drive. Accident numbers along the S 49th W. Avenue corridor and other intersections in the area are found in the table on the following page.

Accident Location	Number of Accidents
S 49th W. Avenue and W 61st Street intersection	14
S 49th W. Avenue and W 60th Street intersection	15
S 49th W. Avenue and W Skelly Drive intersection	8
Southwest Boulevard and S 49th W. Avenue intersection	3
Southwest Boulevard and S 49th W. Avenue intersection (NE)	8
S 65th W. Avenue and W. 51st Street intersection	18

PARKING

Off-street parking is provided on private property as development or redevelopment occurs. There are parking areas throughout Project Edge which are not consistently used. While recent development meets the Zoning Ordinance for parking material and landscaping, there are a number of parking lots along highly visible corridors that are considered nonconforming parking areas that do not meet current standards for landscaping and parking lot design. Overall, parking in the Project Edge area is generally underutilized and available.

ONGOING TRANSPORTATION PROJECTS

Gilcrease Expressway/Toll

The Gilcrease Expressway project is a 5-mile toll road to facilitate travel along the west loop in Tulsa. This also included widening 51st Street from two lanes to four lanes near the expressway. The Gilcrease Expressway Trail was installed parallel to the roadway, allowing for walking and biking. The project is considered substantially complete.

Interstate 44

Interstate 44 is currently under construction through ODOT for heavy maintenance. The existing pavement reached the end of its life cycle and is currently undergoing a full reconstruction.

TRANSPORTATION

NON-VEHICULAR NETWORK

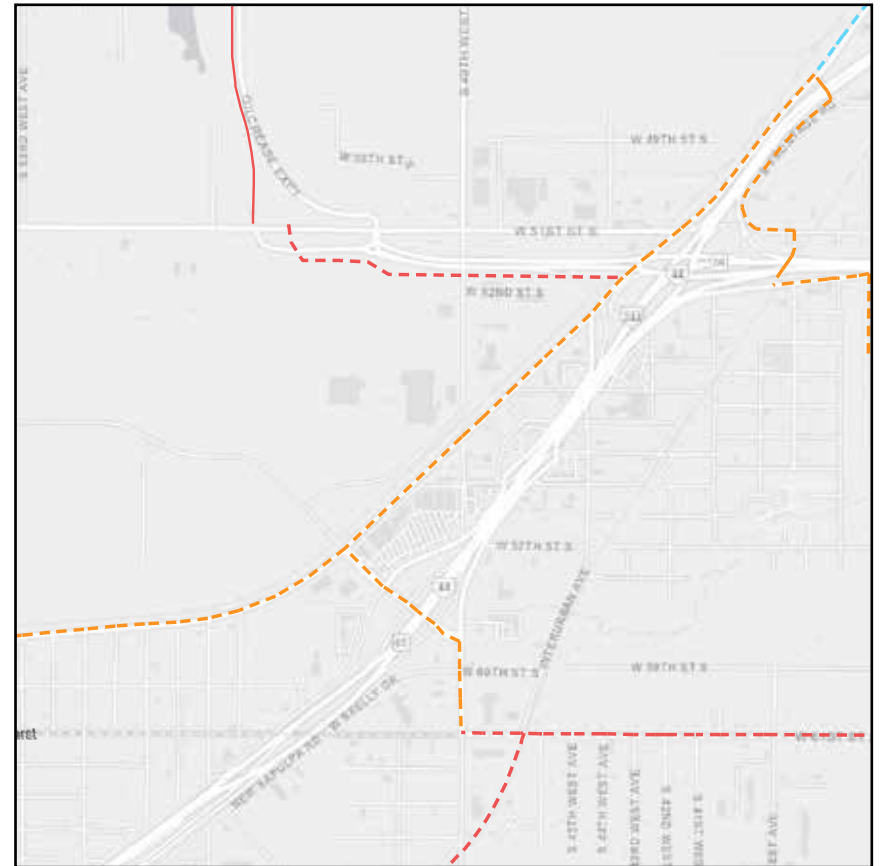
Pedestrian & Bicycle Facilities

In general, the planning area lacks a non-vehicular network to allow people walking or riding a bicycle on a safe path to their destination. The only existing sidewalks in the planning area is directly abutting 49th W. Avenue as it crosses under the I-44 bridge, but the sidewalk does not continue on past I-44 in either direction.

There is a new connection to a regional trail network at the north edge of the planning area. A multi-use trail was recently constructed along the new Gilcrease Expressway corridor. The trail begins at the corner of 51st Street and Gilcrease Expressway and continues north for 4.57 miles. The trail ultimately connects with the Katy Trail that leads to downtown Tulsa.

The INCOG GO Plan and the 2030 Sapulpa Parks, Recreation, Trails and Open Space Plan call for additional pedestrian and bicycle facilities along Route 66. In addition, the GO Plan also recommends a connection to the eastern portion of the planning area that would ultimately go south to downtown Sapulpa as a shared off-street path running parallel along the Tulsa-Sapulpa Union railway. The INCOG GO Plan also denotes sidewalk gaps along the minor arterials and major collectors in the planning area.

INCOG GO PLAN BICYCLE FACILITIES



- | | |
|-------------------------|-----------------|
| GO Plan Recommendations | Existing Trails |
| Bike Lane | Shared Use Path |
| Signed Route | |
| Sidepath | |
| Shared Use Path | |

Source: INCOG's GO Plan Webmap

TRANSPORTATION

PUBLIC TRANSIT

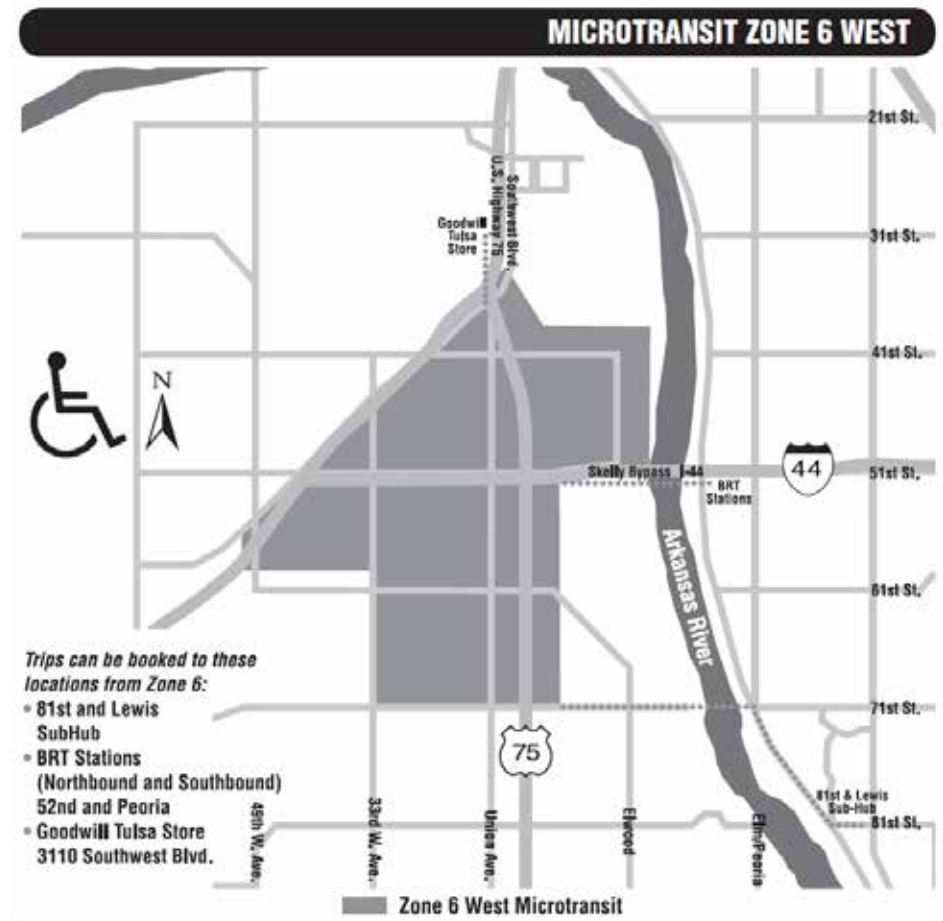
Tulsa Transit is a public transit service in the Tulsa MSA that operates fixed route bus services, paratransit bus services, and the recently launched micro transit service. The fixed route system does not currently reach the study area. The closest bus stop is located east of the project area on S. 33rd W. Avenue, between W. 61st Street and W. Skelly Drive. However, micro transit service was recently extended into a portion of the planning area.

Micro transit is an on-demand, curb to curb service available to the general public in certain geographic parts of the Tulsa MSA. Micro transit is used as a complement to fixed route service, providing transportation during time periods or in geographic regions not typically served by regular fixed route service. The service also uses an app-enabled trip request and fare payment functions, similar to ride share apps, such as Uber or Lyft, but a pickup request can also be made through a call center. The service responds to most ride requests within 30 minutes and offers ride fares similar to bus trip fares. The current hours of operation for micro transit service are:

- Monday – Saturday from 6a.m. to 6:30pm; 8p.m. to 12:00a.m.
- Sunday from 8a.m. to 6:30p.m.
- The micro transit service was extended into the planning area by the launch of Zone #6 in August of 2023. The Zone #6 Map is provided at the right, and it includes the current locations that trips can be booked to from Zone #6.

The City of Sapulpa also contracts with Cimmaron Transit to provide public transit mobility on demand service in Creek County. Because this project area is outside Creek County, Cimmaron Transit does not serve the area.

TULSA TRANSIT MICROTRANSIT ZONE 6 WEST MAP



Source: Tulsa Transit Authority

MARKET ANALYSIS

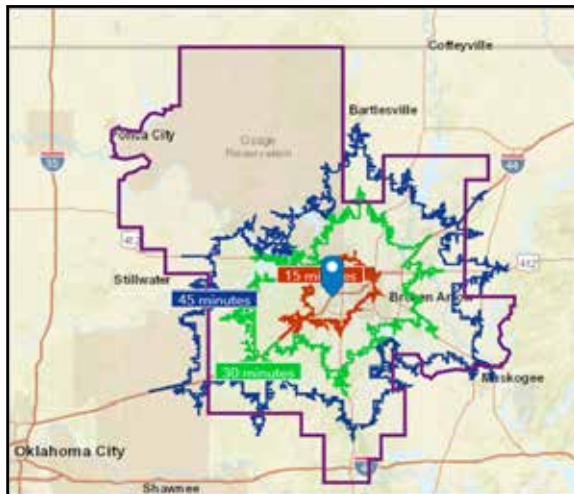
SUMMARY FINDINGS

Based on the data and analysis detailed in the Market Analysis Report (Appendix A), the following provides a high-level summary of demographic, economic, and real estate trends that currently impact Project Edge's built environment and its economy.

DEMOGRAPHICS

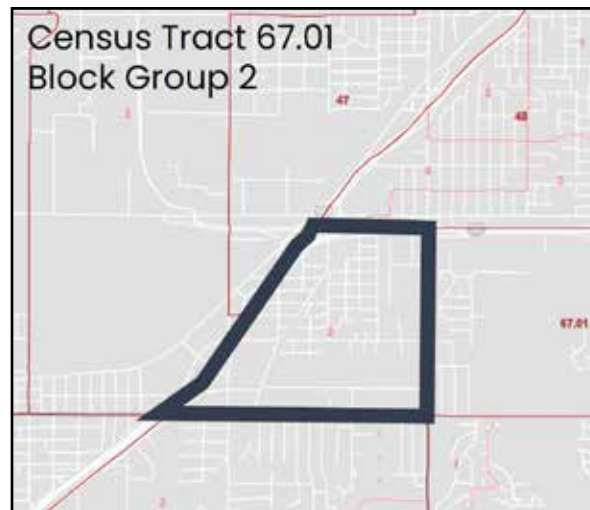
One impediment to the long-term economic health of Project Edge is that although there are 981,000 residents within a 45-minute drive of Town West (Tertiary Market), the residential base within the planning area is very limited. Growing the district and the surrounding area's economy and population is a top priority.

MARKET AREA MAP



The Primary Market Area covers the area within 15 minutes of Town West, and it includes 337,000 residents. This area is characterized by having smaller households, a lower income level and a higher share of renters than the surrounding region.

For the purpose of evaluating demographic characteristics, Census Tract 67.01, Block Group 2 is used as a proxy for the residential area. The defined Project Edge study area also includes portions of other block groups, but there is very little residential development in the planning area west of I-44.



The planning area is also generally younger and more diverse in comparison to the population at the local and regional level.

- The median age in the planning area is 25.9, while the median age in the City of Sapulpa is 39.1 and Tulsa MSA is 37.7.
- Sixty percent of the population in the planning area identified as a race other than white alone, in comparison to the City of Sapulpa at 30% and the Tulsa MSA at 39%.
- Of the 1,207 residents, 54.6% are females, while the City of Sapulpa and Tulsa Metropolitan Statistical Area are closer to the typical range, at 50.8% and 50.6%.

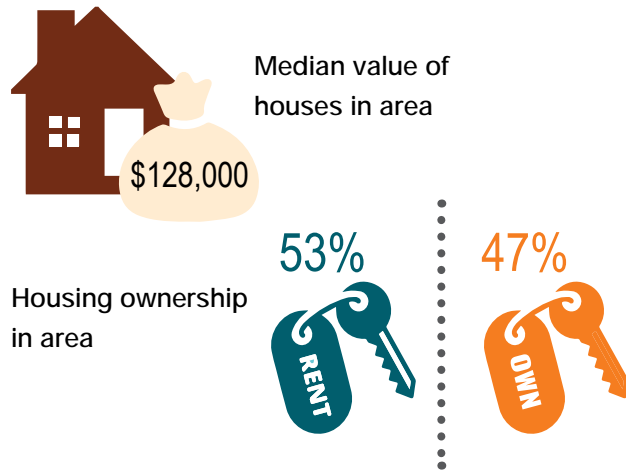
The population in the planning area is lower income, with 29% of the population below poverty. The median household income in the planning area is \$44,432 in comparison to the Sapulpa at \$57,169 and the Tulsa MSA at \$59,696.

HOUSING

Residential Growth

The residential market is strong and has experienced substantial growth over the last 5 years in Sapulpa and in the Tulsa MSA. According to the SOCDs Building Permit Database, more than 4,900 residential building permits were issued in the Tulsa MSA in 2020 and 2021, which was more than 30% above the previous 10-year average. In Sapulpa, the average number of residential building permits issued per year is 178 from 2018 to 2021 which is nearly triple the 2010

SUMMARY FINDINGS



to 2017 annual average of 68 permits.

Home Values

Home values within the planning area's zip code (74107) are significantly lower than regional area. The median home value in March of 2023 in the 74107 zip code was \$128,000, 41% below the Tulsa MSA median of \$216,000. However, the 74107 zip code has shown a higher annual value increase between 2018-2023 than the Tulsa MSA, State of Oklahoma, and the United States

Multi-family Market

The multi-family market is performing very strongly in the Tulsa region with demand that is outpacing the supply. The regional vacancy rate is low at 6.4% and effective rates have increased 7% from 2021 2022, according to Nar Commercial

Real Estate Report.

EMPLOYMENT

Employment Base

The regional employment bases for both the State of Oklahoma and the Tulsa Metropolitan Statistical Area (MSA) have fully recovered from the impacts of the COVID-19 pandemic. As of Quarter 3 of 2022, the Oklahoma Employment Security Commission reported 385,000 jobs in the Tulsa MSA, which was equal to the pre-pandemic employment level at the end of 2019 and 12% above the 2011 level of 344,000 jobs (Source: Oklahoma Employment Security Commission). Employment figures at the local level have also increased. From 2011 to 2020 the number of jobs in the city increased from 8,200 to 9,300, a growth rate of 13% (Source: Census on the Map Application).

Employment Sectors

The employment base in Sapulpa differs greatly from the employment base for the MSA and State. About half (50%) of jobs in Sapulpa are concentrated in either the Education & Health Services or Trade, Transportation, and Utilities sectors, compared with 41% for both the state and region. Sapulpa also has a higher concentration of Manufacturing jobs (19%) than

the MSA (13%). Conversely, Sapulpa has a very small share of Professional and Technical Services jobs (11%) compared to the MSA share of 24%. Jobs in the Tulsa region are heavily concentrated around Downtown Tulsa, the Tulsa International Airport, and the Broken Arrow area – employment density is relatively low in the planning area, compared to the Tulsa regional market.

Primary Economic Base

At the planning area level, Project Edge's current economic base is primarily comprised of heavy industrial, trucking, and highway oriented commercial uses. The trucking industry is particularly prominent, as the area is home to a major truck stop, multiple truck dealerships and several truck maintenance shops.

COMMERCIAL REAL ESTATE

Retail

The retail market in the Tulsa region has recently been characterized by strong rent growth, modest absorption, and very little new development. As of year-end 2022, the regional vacancy rate was 4.6% and average rents increased 10% from the previous year, reaching \$14.49/square foot (SF). The West submarket, which includes Project

SUMMARY FINDINGS

Edge, has a very low vacancy rate of 2.6%, but also has low rents, with a median asking rent of \$10.99/SF as of year-end 2022. There has been no significant retail development in this area in several years (Source: CBRE).

Office

As with much of the country, the office market in the Tulsa region has suffered from the aftereffects of the pandemic. The regional office vacancy rate remains high, at over 11%, and absorption has been limited. As a result, there has been little new development in the region. The Southwest submarket accounts for less than one percent of the regional inventory but has a very low vacancy rate of 2.7% and asking rents of \$20.00/SF, compared with \$16.82/SF for the region (Source: Cushman & Wakefield).

Industrial

The Tulsa metro area industrial market is stable but has cooled in the past year. Although the overall vacancy rate is just 3.7%, vacancy did increase slightly during 2022. Demand in the region is now being driven more by the energy and aerospace sectors, with demand from the logistics/trucking sector decreasing over the past two years. The average asking rent in the region is \$5.36/SF, and rents were flat during 2022. The Southwest submarket has virtually no space available, with a vacancy rate of 0.8%, but the

overall inventory in this area is a small share of the regional market.

COMMERCIAL REAL ESTATE AVERAGE RENT RATES

	Southwest Submarket	Tulsa MSA
Retail	\$10.99/SF	\$14.49/SF
Office	\$20.00/SF	\$16.82/SF
Industrial	-	\$5.36/SF

COMMERCIAL REAL ESTATE VACANCY

	Southwest Submarket	Tulsa MSA
Retail	2.6%	4.6%
Office	18.3%	11%

MARKET OPPORTUNITIES

OPPORTUNITIES FORWARD

While there have been long-term trends impacting Project Edge that have been negative, there are several emerging opportunities and reasons for optimism that revitalization efforts can be successful. These include:

- The residential market in the region is very tight, with very low inventory and rising prices. Project Edge is well positioned to capture demand for multi-family housing. Well-designed new housing developments that are buffered from heavy industrial and trucking could be competitive with alternatives in Tulsa County.
- The regional industrial market remains strong, and Project Edge has had recent success with the development of the Polson Industrial Park. There are few sites in the study area that could accommodate the larger buildings that modern heavy industrial users would demand. However, there are vacant and potential redevelopment sites that provide opportunities for light industrial, coworking spaces, and office warehouse uses.
- There is little pressure for new retail or commercial development in the Project Edge area from a regional market perspective – the addition of new residential development could drive demand for neighborhood-serving commercial uses. Visibility from highly traveled roadways and land with a high susceptibility to change provide opportunity to generate economic interest and investment.
- “Institutional”/non-profit entities appear willing and ready to invest further in Project Edge. Recent examples of non-profits in the area are beginning to demonstrate what is possible when intentional community-building takes place.
- The public sector has prioritized the Project Edge area for reinvestment and has earmarked funding for the effort. The earmarked funding can be used for community gateway features, beautification, public improvements, or possible public/private partnerships.
- Recent tollway and interstate improvements only enhance the high traffic counts and visibility of Project Edge which will assist in creating viable redevelopment projects along the I-44 corridor.
- The resurgence in Route 66 tourism is currently an untapped resource in the planning area. Investing in enhancing Route 66 for people driving, walking and biking through will cultivate a positive sense of place and front door to the community.

REAL ESTATE DEMAND FORECAST

As part of the Master Plan Market Analysis, ConsultEcon prepared forecasts of development (demand) potential over five-year planning horizon with the following land uses:

- New For-Sale Residential (Single-Family and Townhouses)
- New For-Rent Residential (Multi-Family)
- Commercial Retail

These real estate demand forecasts are based on household growth projections for the Primary Market Area (less than 15 minutes from the center of the planning area) under various assumptions, including the region’s recent history and the planning area’s potential capture rate of a reasonable share of the MSA’s population, households, estimated disposable income, and future real estate development.

These forecasts do not necessarily assume that (a) physical improvements proposed in the Master Plan will be implemented in some form and (b) City and County officials will undertake more proactive policies to revitalize the district. Implementing the Master Plan will be an important component to achieve development beyond the projections over the long term.

RESIDENTIAL MARKET CAPTURE

Calculations of projected potential residential

market capture for the Project Edge study area are shown in Table 1. These figures are based on the following assumptions regarding the local housing market:

- The Primary Market Area (less than 15 minutes from the center of the study area) will gain about 2,200 households over the next five years, based on projections of population growth by ESRI and current household sizes.
- Based on available land and expected development patterns, 75% of new household

demand in the Primary Market Area will be for rental units and 25% will be for ownership units.

- The Project Edge planning area will be able to capture 5% of total demand for ownership units and 15% of demand for rental units.

Applying these assumptions, the planning area is projected to be able to capture demand for 28 for-sale units and 247 rental units over the next five years.

5-Year Residential Demand Forecast in Project Edge Planning Area

Population Growth in Primary Market Area		
2022 Estimate	336,564	
2027 Projection	341,597	
Projected Growth	5,033	
Average Household Size, 2022	2.29	
Projected Household Growth	2,198	
Study Area Projected Capture	Owner	Renter
Projected Share of New Growth	10,000-12,000	90,000-100,000
Projected 5-Year Household Growth	5,000	50,000-75,000
Projected Study Area Capture	2,500	25,000-35,000
Projected 5-Year Capture in Study Area	28	247

Source: ESRI and ConsultEcon, Inc.

REAL ESTATE DEMAND FORECAST

COMMERCIAL MARKET CAPTURE

Projected population growth in the Primary Market Area would drive some additional demand for additional commercial development. Calculations of expected demand gains in the Study Area are shown in Table 2. The net increase in supportable commercial space is projected to be about 15,000 square feet in addition to the existing inventory of the current retail and commercial space. The Town West shopping center itself includes about 162,000 SF of existing space, of which about 115,000 SF is reported to be occupied as of June 2023. There are also multiple outparcel or standalone retail spaces in the Study Area – this figure is estimated to be about 20,000 SF.

5-Year Commercial Demand Forecast in Project Edge Planning Area

Population Growth in Primary Market Area	
Projected Household Growth in Primary Market Area	2,198
Median Household Income in Primary Market area, 2022	\$54,224
Estimated Disposable Income as Share of Income	20%
Disposable Income per Household	\$10,845
Projected Increase in Disposable Income	\$23,836,870
Estimated Spending Capture in Study Area	25%
Projected Capture of New Spending in Study Area	\$5,959,200
Estimated Sales per Square Foot	\$400
Projected 5-Year Net Gain in Study Area	14,898

Source: ESRI and ConsultEcon, Inc.



CHAPTER 2

THE PLANNING PROCESS



THE PLANNING PROCESS

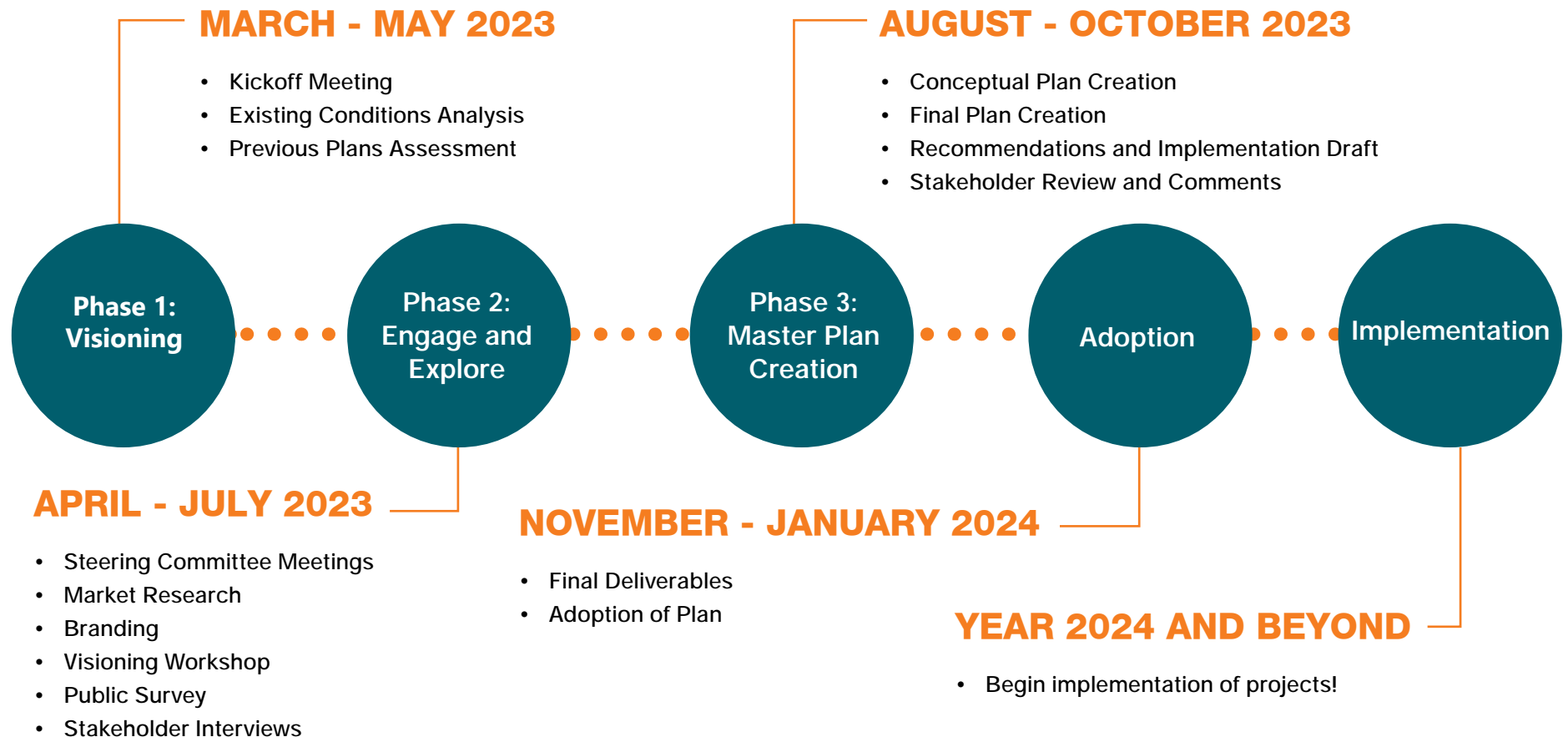
During the planning process (outlined in the diagram below and described in more detail on the following pages), the planning team:

- Conducted a kick-off meeting for the project with City staff to craft the project schedule and public outreach plan.
- Interviewed a variety of stakeholders to gather input on issues, challenges, and future visions for Project Edge.

- Coordinated with local, regional, and state organizations and entities about ongoing plans and initiatives.
- Facilitated four stakeholder advisory committee meetings and a visioning workshop with committee members.
- Hosted an online community input survey.
- Conducted community outreach by advertising the public invite through the City's

website and social media, and through emails and printed flyers distributed to community hubs, such as non-profits and businesses in the area.

- Presented and held a public hearing at Planning Commission and City Council meetings.
 - Planning Commission, January 23, 2024
 - City Council, February 19, 2024



STEERING COMMITTEE

STEERING COMMITTEE KICK-OFF MEETING

The City of Sapulpa established a Steering Committee to lead the effort, consisting of the following community representations:

- City of Sapulpa Staff
- Tulsa County Board of County Commissioners
- Creek County Board of County Commissioners
- Tulsa Regional Chamber
- Sapulpa Chamber
- Banking
- Private Development
- Civic Leadership
- Utility Franchise Holder



On April 27, 2023, the consultant team facilitated the Steering Committee Kickoff Meeting with a presentation on initial existing conditions analysis and initial market research and branding findings.

The consultant team also lead a visioning, goals, and branding exercise to inform the master plan

and branding process. For the visioning and goals exercise, the committee members identified strengths, weaknesses, opportunities and threats through post-its and dots to specify locations. For the branding exercise, members voted on the dominant traits of the district to help inform the tone of the brand. The photos from the kick-off meeting are on this page.

In addition to the Kick-Off Meeting, the committee continued meeting for a Visioning Workshop and at key milestones to review and provide input on findings, conceptual diagrams, branding and plan recommendations.



STAKEHOLDERS

INTERVIEWS & COORDINATION

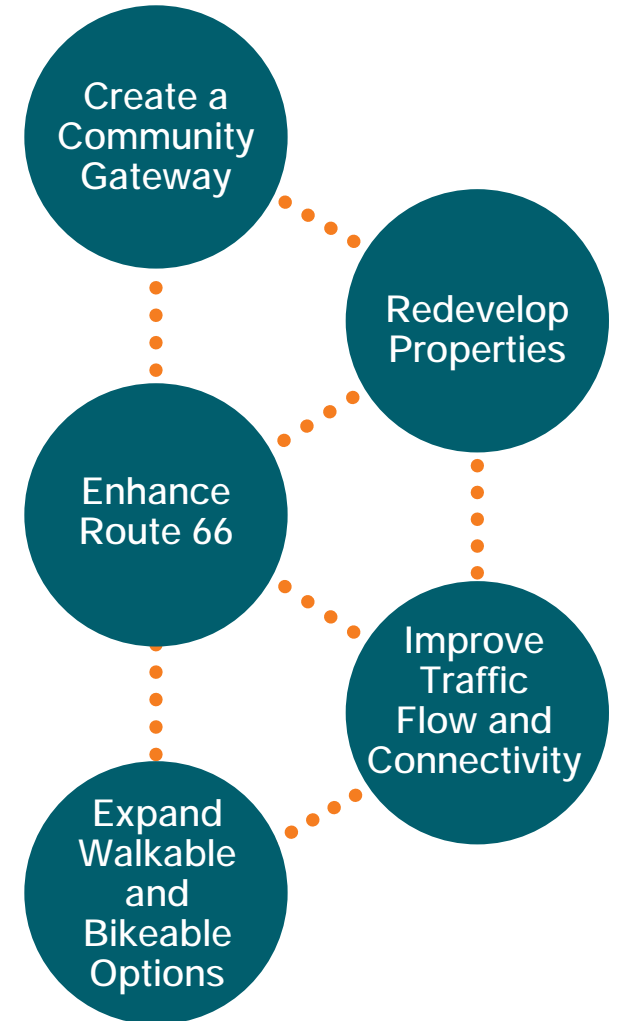
During the planning process, the City and consultant team conducted interviews and coordinated with a variety of stakeholders through in-person and virtual meetings and phone calls. Below is a list of major stakeholders the consultant team met with during the process:

- Tulsa Regional Chamber of Commerce
- City Management and Parks Department
- Multi-family residential developers
- Business and property owners
- Town West Shopping Center
- Square One Compassion
- Tulsa Dream Center West Campus
- ODOT
- Indian Nation Council of Governments (INCOG)
- Tulsa Transit

COMMON THEMES

- Create an attractive and inviting gateway
- Redevelop vacant buildings and properties that have not been adequately maintained
- Highlight and enhance Route 66
- Develop a solution of assistance for people experiencing homelessness
- Improve the image and perception of the area
- Maximize the value of the high traffic counts and visibility from Interstate
- Improve traffic flow intersections along 49th W. Avenue
- Connect to the regional trail system and create a walkable and bikeable network
- Attract more retail and restaurants, include a grocery store, pharmacy, and medical clinic
- Create green spaces that serve the needs of the planning area
- Coordinate with other jurisdictions on the implementation of the plan
- Specify areas to further enhance or redevelop for trucking and industrial industries
- Increase the residential population by attracting different types of residential development
- Develop an Oakhurst neighborhood plan

BIG IDEAS



VISIONING WORKSHOP

A visioning session was held with the Steering Committee on August 8, 2023.

The meeting began with a presentation on public survey results to-date and master plan design ideas and branding design concepts. There were followed by a visual preference survey. The members were asked to view a set of eight images for varied topics (commercial development, multi-family residential, park elements, placemaking, etc.) and use dots to indicate what they feel is appropriate or inappropriate for Town West.

Input gathered from this workshop was synthesized into recommendations.

The photos on the right reflect the most-liked images for each topic.

COMMERCIAL



ACTIVATED ROOFTOP SPACE



STAND-ALONE BUILDING, MASONRY MATERIAL,
UNIQUE LOCAL BUSINESS



TWO-STORY MIXED USE,
RETAIL BELOW WITH RESIDENTIAL ABOVE

MULTI-FAMILY



DUPLEX WITH LANDSCAPING

SINGLE-FAMILY



TOWNHOUSES FRONTING COMMON GREENSPACE, ALLEY
LOADED GARAGE

OFFICE & INDUSTRIAL



URBAN STYLE OFFICE



QUADPLEX - POTENTIAL LIVE/WORK SPACE



TWO-STORY HOUSES, ALLEY LOADED GARAGE

PLACEMAKING & GATEWAYS



PUBLIC ART



DECORATIVE PAVERS AND LANDSCAPE TREATMENTS



INTERSTATE CORRIDOR GATEWAY MONUMENTS

SIGNS



NEON SIGN



HANGING SIGN

VISIONING WORKSHOP

PARK ELEMENTS



PAVILION



COURTYARD PLAZA WITH OUTDOOR SEATING



LARGE MULTI-PURPOSE COMMUNITY GREENSPACE

TRAILS



MULTI-USE TRAIL BUFFERED FROM ROADWAY



RAISED TRAIL WITH PAINTED DRIVEWAY CROSSINGS
SOURCE: CITY OF MISSOULA

SURVEY RESULTS

OVERVIEW

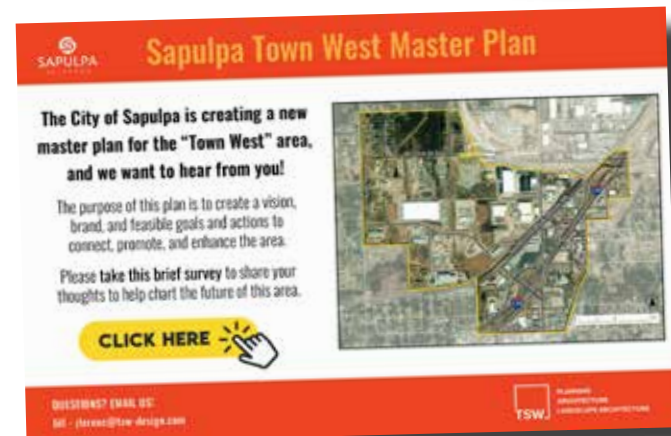
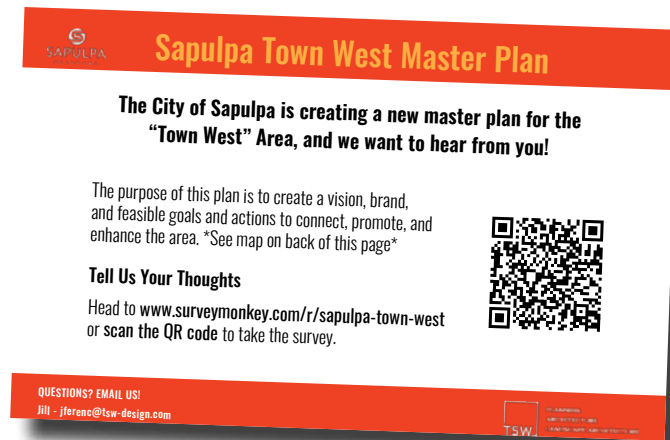
An online public survey was launched through the month of July 2023 and resulted in 75 responses.

The survey included eighteen questions that covered multiple topics, such as what brings people to the Town West area, what people think Town West has the potential to become in the future, and a ranking of the highest priority and need rankings (see the appendix for a full list of questions). The infographics on the next pages illustrate the survey results.

Input from the public survey was synthesized and used to inform the recommendations and implementation plan.

MARKETING THE SURVEY

All members of the planning team worked together to conduct marketing and communications. The survey was promoted through the City of Sapulpa's website and social media pages. Printed flyers with QR codes to the online survey were distributed to area businesses, churches, and non-profit agencies. The survey was also promoted through email and encouraged to be shared with employees of businesses in the district.



SURVEY RESULTS

 **75**
SURVEY
PARTICIPANTS

WHO WAS THE TYPICAL SURVEY RESPONDENT?

The results on the following pages reflect only the opinions and preferences of those who took the survey, which tended to include a majority of people that are white, middle-aged, have an advanced degree, and are on the higher end of the income spectrum.

WHAT BRINGS THE SURVEY RESPONDENTS TO PROJECT EDGE TODAY?



Based on the optional demographic section, a profile of the typical respondent was determined:

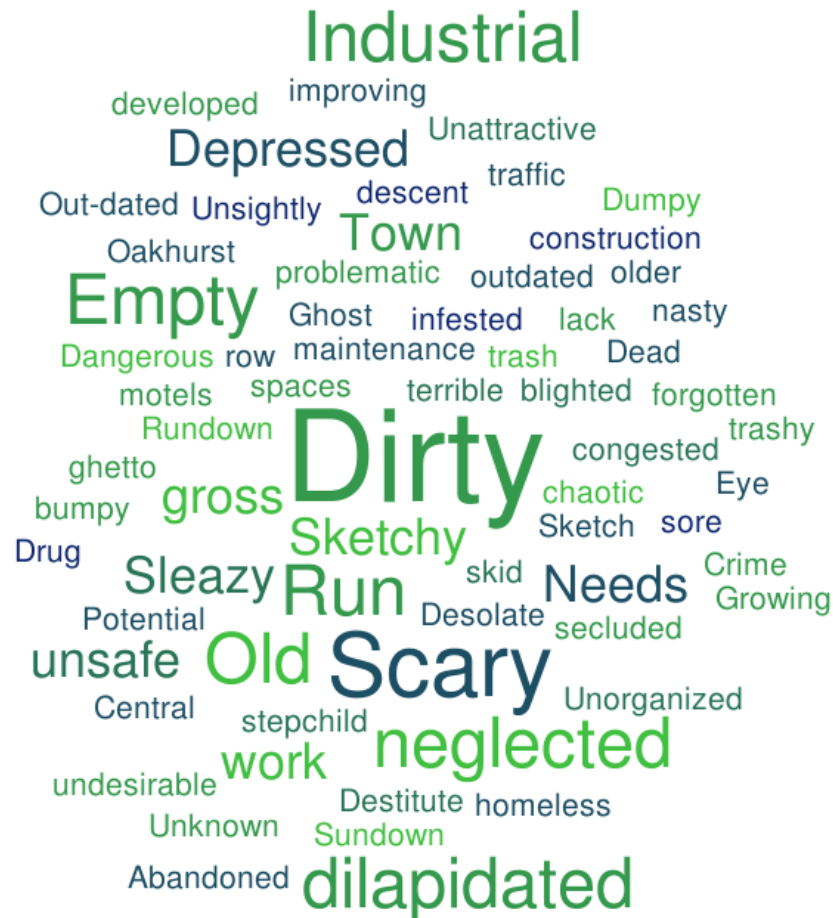
- Is white and non-hispanic (67.57%, respectively)
- Is around 51 years old
- Is likely to have a Bachelor's degree and/or advanced degree (52% of respondents)
- Has at least three total people living in their household (54% of respondents)
- Has a household income of over \$100,000 (51% of respondents)

SURVEY RESULTS

TOWN WEST TODAY AND IN THE FUTURE

Two of the questions asked on the survey were “What one word or phrase would you use to describe Town West today?” and “What one word or phrase would you use to describe Town West could become in the future?” The below graphics illustrate the words that people wrote more than once. The size of the words represents how frequently that word was written relative to the others.

TODAY



FUTURE



SURVEY RESULTS

WHAT ARE THE TOP ATTRIBUTES OF TOWN WEST?

The survey asked respondents the open-ended question of “What are some of the positive attributes of this area?” The responses were categorized by topic and prioritized based on the number of responses in the category. Access to major roadways and the location of the study area emerged as the top two attributes, followed by its commercial offerings, the potential of the area, and industrial development/employment opportunities.



“Location and traffic - We (Sapulpa) have the opportunity to collect a significant amount of sales tax revenue from this area if we utilize the amount of traffic that flows through on a daily basis. Not just from locals and residents, but truck drivers, commuters, and travelers.”

WHAT ARE THE TOP NEEDS & DESIRES FOR THE AREA?

Survey participants were asked to rate the priority of needs and desires for each of the options listed on a sliding scale from highest priority to lowest priority for the Town West district. Over 90% of respondents rated “increased measures to prevent crime and enhance safety” as the highest priority. The top five priorities indicate the need to focus on safety from a crime, walkability and traffic flow perspective and commercial redevelopment that heightens the standards and attracts locals and travelers to the district.

- Increase measures to prevent crime and enhance safety.
- More shopping and services.
- Quality design/appearance of new development
- Safety when walking/biking
- Target travelers for growth in tax base to fund services

AREAS NEEDING IMPROVEMENT

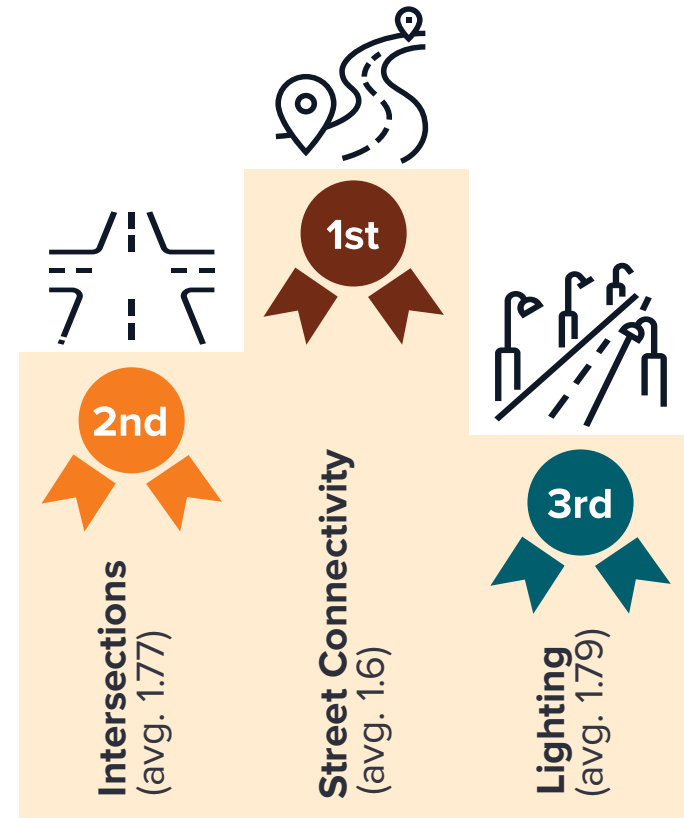
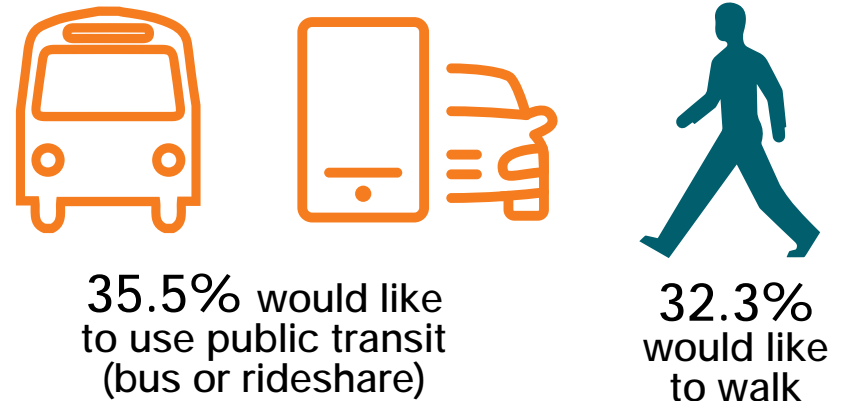
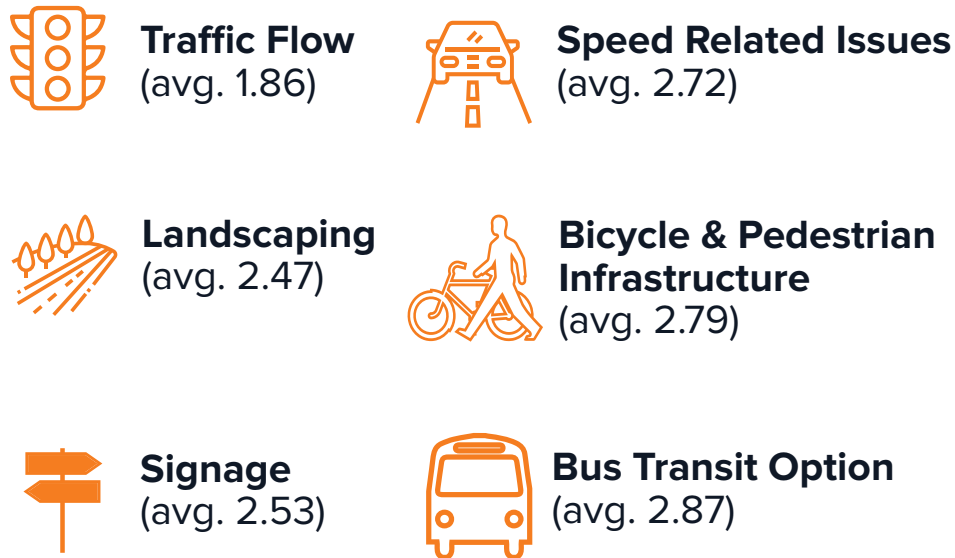


SURVEY RESULTS

WHAT ABOUT TRANSPORTATION?

Survey takers were asked to share their primary mode of transportation. Not surprisingly, most people said they drive (97.3%). When asked what mode(s) (other than the one they already use) they would like to use more to get around, 22.6% said they would still like to drive, but over 35% said they would like to be able to use public transit (shuttle or ride share) and 32.3% said they would like to walk. The other options included taxi/rideshare at 27.4%, biking at 22.6%, other at 6.5%, and lastly, other and carpooling at 4.8%.

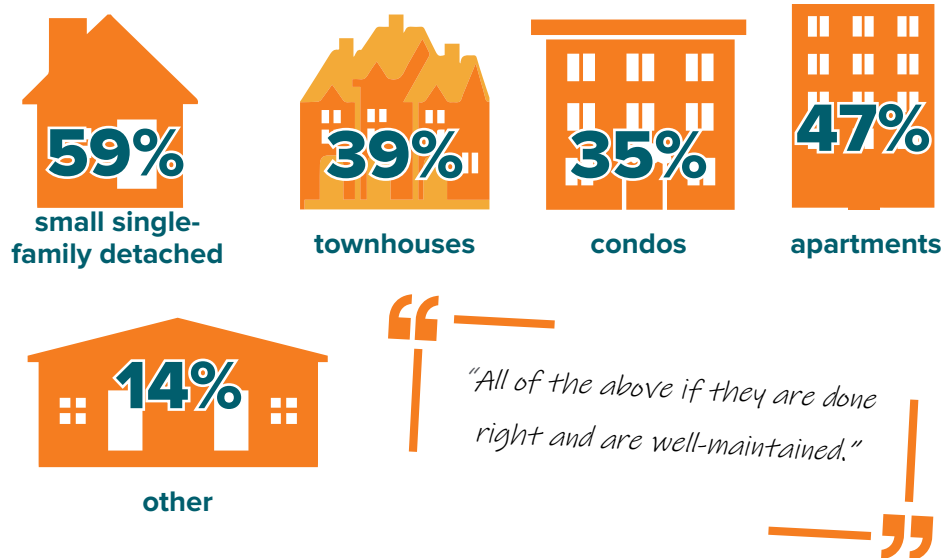
Respondents were asked to rate transportation improvements from 1 to 5 based on how much of a priority they thought they were (1 being the highest priority and 5 being the lowest priority). Respondents prioritized improved street connectivity, intersections, and lighting out of the nine improvements provided.



SURVEY RESULTS

WHAT ABOUT HOUSING?

Survey takers were asked if housing were to be developed in the study area, what kinds of housing would be most appropriate to develop. Fifty-nine percent of the respondents indicated they believed single-family residential would be appropriate. Apartments also ranked high at 47% followed by townhouses at 39% and condos at 35% for being considered appropriate in the planning area. The survey includes the option "other" where respondents were able to elaborate on this topic. The responses include four survey takers that felt that housing is not an appropriate use in the study area, and the responses also include four statements about the price range of housing that would appropriate.

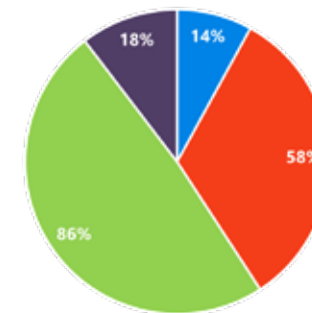


WHAT NEW BUSINESSES OR SERVICES ARE NEEDED?

Survey takers were asked what type of businesses are needed in Town West. The responses were categorized into high level categories based on commonalities that are represented in the chart below. Retail uses were listed the greatest number of times in the survey, with 86% of survey respondents listing retail, shopping, or a specific retail store as a need in the study area. Restaurants, including a variety of quick service and sit-down restaurants, were listed by over a majority of respondents at 58%, followed by commercial service uses at 18% and hotels at 14%. The most common specific retail and commercial service uses listed by survey respondents include:

- Grocery Stores (20 respondents)
- Entertainment (9 respondents)
- Rest Stops/Large Convenience Store (5 respondents)

Although the rest stop/large convenience store use was mentioned specifically by several survey takers, the number was not high. This is most likely due to the main customer draw to a destination rest stop are tourists and people traveling the through the area.



Hotels Restaurants Retail Commercial Service



CHAPTER 3

THE PLAN



THE VISION

VISION STATEMENT

The Vision of the Project Edge Plan is to cultivate growth and enhancements along the I-44 and Route 66 corridors to create a welcoming gateway and vibrant destination for residents, employees, and visitors.

The Project Edge Master Plan is a comprehensive, long-term blueprint designed to provide guidance for the community, local government, developers, property owners, and non-profit organizations. It is a strategic framework that puts into action strategies focusing on growth and development, nurturing community culture and character, and bolstering economic vitality. The Master Plan not only articulates a vision shaped by community input but also tailors a strategic approach for future development in the district while aligning them with broader trends in local and metropolitan growth.

The implementation of a master plan typically doesn't result in immediate, sweeping changes. Instead, change tends to unfold gradually and naturally, as vacant properties are developed or individual property owners opt to redevelop in the years to come. The master plan serves as a means for the City to prioritize initiatives and coordinate capital projects, laying the groundwork for future private investments. These public investments to enhance livability and create appealing places can trigger subsequent private investments, both along the Route 66 corridor and across the entire planning area. Private redevelopment projects will often require future zoning changes and building permit applications, leveraging the vision and foundation established by the master plan to align with future land use designations, improved building designs, and enhanced public spaces. Furthermore, building permit proposals must adhere to all codes and regulations established either by the City of Sapulpa (for areas within city limits) or by Tulsa County (for unincorporated areas).

KEY THEMES

To achieve this vision, the Master Plan recommendations are framed around these six themes:

- 1 **Reimagined Route 66 destination**
- 2 **Thriving retail and industrial corridor**
- 3 **Attractive and welcoming community gateway**
- 4 **Livable and connected built environment**
- 5 **Safe and pleasant mobility**
- 6 **Inviting social and cultural character**

FUTURE DEVELOPMENT

APPROACH

As the Project Edge planning area continues to grow and develop, the City will need a solid, flexible, and sustainable approach to future development that establishes:

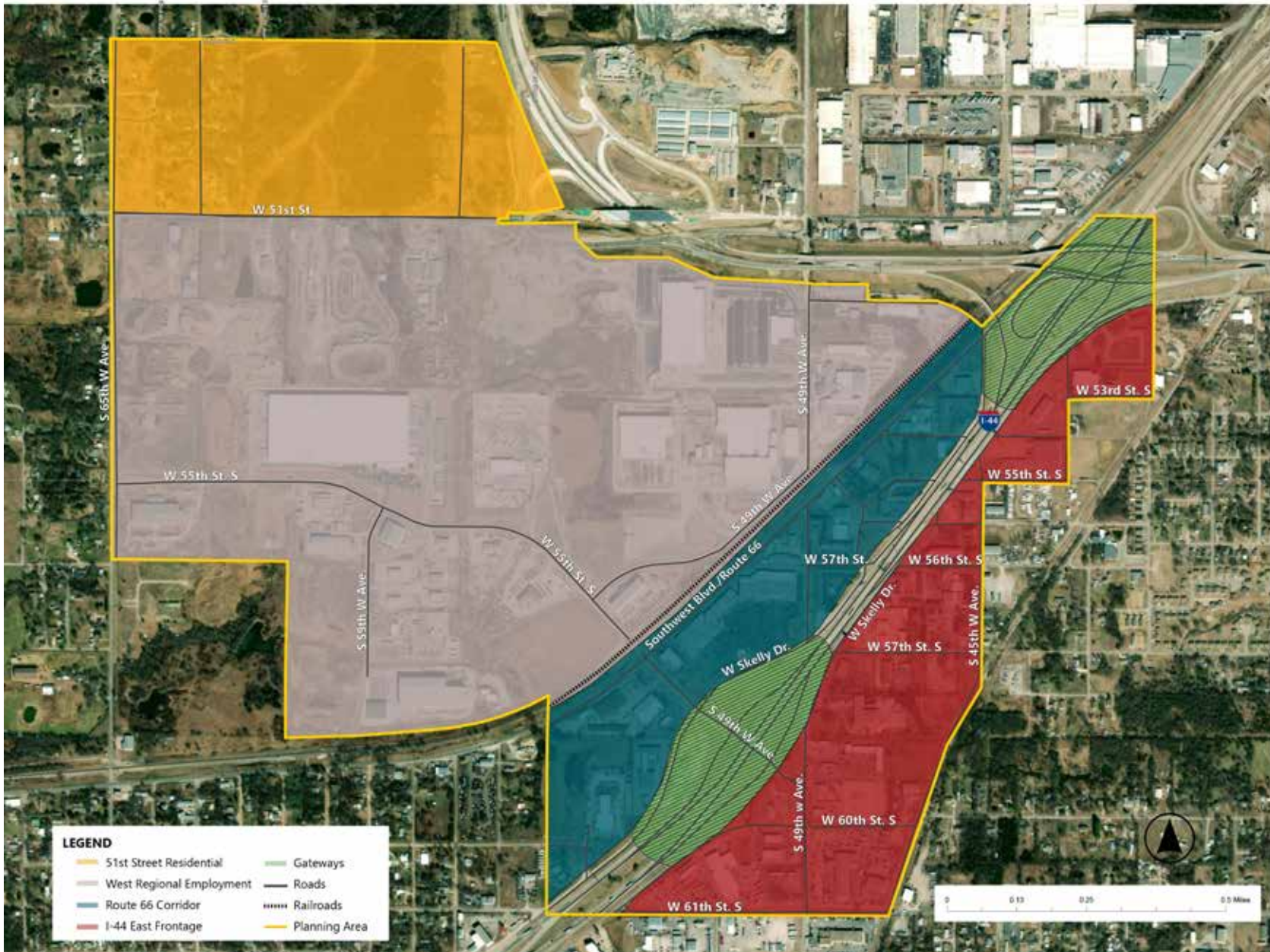
- Where redevelopment and new development is most likely to occur;
- The location of new land uses; and
- The density and intensity of land uses.

The future development framework breaks down the planning area into five land use areas (see the map on the facing page), which exist to guide the City about whether a proposed development or redevelopment would be appropriate. For each designation, there is a list of appropriate land use and development types (refer to page 50-62) and a list of the most compatible current zoning districts to guide rezonings, zoning ordinance updates, and implementation measures.

The Comprehensive Plan, Master Plan, & Development Regulations Connection

The primary purpose of development regulations is to implement the Comprehensive Plan. As a policy document and addendum to the Comprehensive Plan, Project Edge Master Plan should be used to guide decisions regarding growth and development. Zoning ordinances and subdivision regulations are considered to be in accordance with the Comprehensive Plan if land use types and intensities and development patterns are compatible with the goals, objectives, strategies, and land use types specified by the plan. The development regulations should not be contradictory to the Comprehensive Plan nor prevent its implementation. This is important when property owners need to rezone their property to undertake new development. If the plan for a development does not line up with the vision of this plan, the City may choose to deny the rezoning. The table on page 50 shows the zoning districts that are most compatible with the future development area designations.

FUTURE DEVELOPMENT FRAMEWORK



FUTURE DEVELOPMENT AREAS

As the Project Edge planning area continues to grow and develop, the City will need a solid, adaptable, and sustainable approach to the future. The descriptions provide insight into the expected forms of development within each future development area-shedding light on the desired character and compatibility of land uses within those areas.

Specific standards for land development based on these development areas are articulated through the City’s implementing regulations (zoning and subdivision) as they currently exist and may be further amended over time to create better alignment based on this planning guidance.

Zoning Compatibility Table

FUTURE DEVELOPMENT AREA	AG	RE	RS-1	RS-2	RS-3	RD	RM-1	RM-2	RMT	RMH	OL	OM	CBD	CS	CG	IR	IL	IM	IH	RT-66 MX*
51st Street Residential		X	X	X	X	X	X		X											
Route 66 Corridor							X	X			X	X		X	X					X
I-44 East Frontage							L	L			X	X		X	X	X	X			
West Employment Corridor												X			X	X	X	X	X	
Gateways	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X

x = Encouraged

L = Limited

*Route 66 Mixed Use is a recommended new zoning designation

FUTURE DEVELOPMENT AREAS

ROUTE 66 CORRIDOR

The Route 66 Corridor is intended to be a focal point for activity and provide a destination setting with retail, office, community facilities, higher-density housing, and above-retail housing in a walkable setting and with buildings oriented to the street. A destination travel plaza is also proposed to cater to Route 66 travelers and those passing through along I-44.

Implementation Measures

- Implement and enforce a zoning overlay or new zoning district with design guidelines to encourage higher quality development and redevelopment.
- Connect the proposed Route 66 trail to the existing Gilcrease Expressway trail.
- Locate, design, and build pedestrian pathways and sidewalks to permit movement within the area and to connect to nearby areas.
- Incorporate bicycle facilities, where safe and feasible, into available major road right-of-ways with clear trail markings.
- Limit big-box and other styles of development typically associated with suburban sprawl.
- Incorporate placemaking features, such as parks and plazas, signage and wayfinding, and art into the design of developments.

- Improve subdivision regulations for the purpose of improving the design of roadway, pedestrian, and trail infrastructure systems and promote connectivity.
- When commercial development occurs, prioritize neighborhood-serving businesses.
- Establish a common green space for programming, events and park amenities.
- When feasible, bury new utilities.
- Support local initiatives, in particular the enhancement of Route 66, to improve the appearance, historical character, and multi-modal connectivity as an important and unique economic resource and asset.

Development Types

- Parks
- Conservation areas
- Apartments/condominiums
- Offices
- Retail
- Mixed-use developments with residential component
- Civic uses (schools, places of assembly, etc.)

Compatible Zoning

- RM-1 - Residential Multi-Family Low Density
- RM-2 - Residential Multi-Family Medium Density
- OL - Office Low Intensity
- OM - Office Medium Intensity
- CS - Commercial Shopping Center
- CG - Commercial General
- R-66 MX - Route 66 Mixed Use



ROUTE 66 CORRIDOR





FUTURE DEVELOPMENT AREAS

I-44 EAST FRONTAGE

The I-44 East Frontage area includes all property within the planning area located east of I-44. It is envisioned that I-44 East Frontage should become a hub of trucking activity with complementary commercial uses and light industrial uses.

While the I-44 corridor includes frontage on the west side of I-44 as well, this area is different in that it is intended to meet the specific needs of the trucking industry and higher intensity commercial developments.

Implementation Measures

- Prioritize the location of trucking industry-serving businesses, industries, and employment along the corridor.
- Locate, design, and build pedestrian pathways and sidewalks to permit movement to neighboring properties and nearby residential, commercial, and employment areas.
- Engage an engineering consultant and coordinate with ODOT to complete a transportation study and evaluate multimodal safety, access, connectivity, intersections and curbside management along 49th W. Avenue to determine specific recommended improvements (e.g., traffic signal, roundabout, design modifications).

- Develop access management standards to minimum curb cuts and promote interconnectivity among properties.
- Establish a new trail that connects to the proposed Route 66 trail with spurs to the residential area located east of the planning area along 55th Place and to the south along the Sapulpa Tulsa Union railway.
- Amend ordinances to increase the minimum standards for commercial and industrial projects to enhance the visual appeal.
- When economically viable, encourage buried utilities with new development.

Development Types

- Parks
- Conservation areas
- Offices and office parks
- Service retail
- Light industrial
- Trucking
- Warehousing
- Manufacturing
- Utilities

Compatible Zoning

- OL - Office Low Intensity
- OM - Office Medium Intensity
- CS - Commercial Shopping Center
- CG - Commercial General
- IR - Industrial Research
- IL - Industrial Light Manufacturing



I-44 EAST FRONTAGE



FUTURE DEVELOPMENT AREAS

WEST REGIONAL EMPLOYMENT

The West Regional Employment area's primary current land use is industrial, but the area also includes a non-profit community hub, outdoor go-kart track, flea market, and two residences. This area should continue to house industrial space, offices, and complexes providing employment for area residents and the region. This area can also accommodate supportive uses like retail and service commercial to serve employees and fulfill complementary community needs.

Implementation Measures

- Assure that the necessary infrastructure and transportation is available to support existing, expanded, and new commercial and industrial developments.
- Ensure that industrial areas are sited to minimize impacts on nearby residential areas.
- Plan and develop medium-density uses requiring less direct access to transportation systems as buffers between lower and higher density uses.
- Locate higher intensity uses requiring direct access and visibility directly along major roads.
- Buffer and screen from industrial developments from surrounding residential neighborhoods with landscaping or commercial uses
- Prioritize the location of regional-serving

businesses, industries, and employment in this area.

- When commercial uses are located in this area, prioritize supportive uses like retail and service commercial to serve employees and fulfill complementary needs for other users.
- Continue to provide and maintain rail facilities to this area in an efficient and environmentally sound manner.
- Connect the existing Gilcrease Expressway trail and the proposed Route 66 trail to employment areas through trail spurs.
- Amend ordinances to increase the minimum standards for commercial and industrial projects to enhance the visual appeal.

Development Types

- Parks
- Conservation areas
- Offices and office parks
- Service retail
- Light industrial
- Warehousing
- Manufacturing
- Utilities

Compatible Zoning

- OM - Office Medium Intensity
- CG - Commercial General
- IR - Industrial Research
- IL - Industrial Light Manufacturing
- IM - Industrial Moderate
- IH - Industrial Heavy



WEST REGIONAL EMPLOYMENT



FUTURE DEVELOPMENT AREAS

GATEWAYS

I-44 is the most highly traveled corridor in the planning area, with over 50,000 vehicles per day. I-44 bisects the east and west planning area but also connects the City of Sapulpa to Tulsa to the northeast and is the primary route between Tulsa and Oklahoma City. The planning area is also at the northeast edge of Sapulpa's city limits. As such, this area is a natural gateway to Sapulpa and the larger Tulsa region.

Gateways are an opportunity to mark entry into the City of Sapulpa and reinforce a unique sense of place for the community. Gateways can be large and scaled for vehicles traveling at fast speeds, or they can be smaller scale for pedestrians.

In addition, the overall design of the planning area will also be a gateway onto itself. If it is noticeable when entering a place that it is different than the surrounding areas, it contributes to the community gateway. Quality development and streetscape enhancements in the planning area will become part of the community gateway and identity.

Implementation Measures

- Locate, design, and establish gateway monumentation features along I-44 and at 49th W.Avenue.
- Incorporate landscaping and other

streetscape improvements within the gateways.

- Coordinate with the Oklahoma Department of Transportation to implement the goals and actions recommended in the plan.

Development Types

- Parks
- Nature preserves
- Conservation areas
- Public Improvements/Utilities

Compatible Zoning

- All zoning districts



GATEWAYS



FUTURE DEVELOPMENT AREAS

51ST STREET RESIDENTIAL

The 51st Street Residential development area includes existing platted single-family residential lots and an undeveloped tract that is approximately 40 acres. The undeveloped tract should comprise of denser and more diverse housing options with walkability within and to nearby areas. It is recommended that the City prioritize “missing middle” housing types (see pages 84-85 for description) in this area and alley-loaded single-family residential design. New development should be designed to mitigate adverse impacts on any natural resources.

Implementation Measures

- Plan and develop medium density uses requiring less direct access to transportation systems as buffers between lower and higher density uses.
- Improve subdivision regulations for the purposes of improving the design of roadway and infrastructure systems and promote connectivity.
- Incentivize the construction of missing middle housing types and infill, where appropriate.
- Connect sidewalks and on- and off-street trails system to the regional trail system (918 Trails)
- Locate, design, and build pedestrian pathways and sidewalks to permit movement

from residential areas to other neighborhoods, community hubs, and shopping and employment areas.

- Incorporate neighborhood-serving parks and open space, where feasible.
- Consider completing a drainage study on the undeveloped tract as a public/private partnership and development incentive.

Development Types

- Parks
- Nature preserves
- Conservation areas
- Conservation subdivisions
- Single-family residential subdivisions
- Limited high-density residential
- Townhomes
- Utilities
- Civic uses (schools, places of assembly, etc)

Compatible Zoning

- RE - Residential Estate
- RS-1 - Residential Single-Family Low Density
- RS-2 - Residential Single-Family Medium Density
- RS-3 - Residential Single-Family High Density
- RD (Residential Duplex)
- RMT - Residential Multi-Family Townhouse
- RM-1 - Residential Multi-Family Low Density



51ST STREET RESIDENTIAL



51ST STREET RESIDENTIAL



RECOMMENDATIONS

This recommendations subsection presents a series of goals and strategies related to the six themes necessary to achieve the vision that, when implemented, will help spur additional investment in the Project Edge planning area. The themes of the recommendations include the following below:

1 Reimagined Route 66 Destination

The reimagined Route 66 destination is envisioned as the vibrant cultural hub of the Edge District. Over time, the area is intended to be redeveloped to a mix of commercial, residential, and park space fronting on an enhanced and welcoming Route 66 streetscape.

2 Thriving Commercial and Industrial Corridor

With the existing high traffic counts lining I-44, Historic Route 66, recent investments in Polson Industrial Park, and the trucking industry, the planning area has the potential to become a thriving retail and industrial corridor for the City of Sapulpa and the region.

3 Attractive and Welcoming Gateway

As a gateway to the City of Sapulpa and a crossroads of Interstates, expressways, routes, local streets and railroads, there is an opportunity lay out the welcome mat to visitors and welcome home to residents with attractive community gateways and placemaking features.

4 A Livable and Connected Built Environment

A livable and connected area needs a range of opportunities to live, work, and play in a setting that is connected within and to neighboring areas.

5 Safe and Pleasant Mobility

Safe and pleasant mobility is critical to address current transportation needs and to create an inviting destination that accommodates all modes of transportation.

6 Inviting Social and Cultural Character

An inviting social and cultural character helps to establish a strong sense of place and belonging to an area. Sharing the vision for the future, honoring the past, promoting programs and placemaking, and working with local and regional partners will be important for the planning area to flourish.

RECOMMENDATIONS

Overview

A summary of all the recommendations is included in an implementation matrix in the next chapter that incorporates the relative timeline and task leader for each. This section and the implementation matrix should be used as a constant resource for City of Sapulpa staff, developers, and property and business owners to continue revitalization in the planning area.

The following pages represent a series of recommendations aimed at fostering both public and private sector investment within the Project Edge planning area. These strategies encompass a range of initiatives, including regulatory changes, developer incentives, programmatic adjustments, and promotion/branding efforts, all of which can be implemented with the support of City staff. Notably, a key recommendation involves revising the existing regulatory environment within the Route 66 Corridor to make it more conducive for private sector development in the area. The current framework involves a myriad of city-wide standard development regulations not intended to result in development outcomes envisioned for the future of the Route 66 corridor, leading to time-intensive and complex planned development processes that hinder progress. To address this, the document suggests the importance of creating

a zoning framework that allows for “by-right” development consistent with the envisioned goals.

In addition to regulatory changes, the recommendations emphasize the significance of visible changes to the area through a proactive approach to code enforcement and establishing community gateways as part of the revitalization process. The recommendations underscore the necessity of a comprehensive toolbox of actions, including future long-term physical improvements, be considered. These improvements could either be shared with developers or financed in the future. Collectively, these recommended strategies are designed to revitalize the planning area, aligning it with the community’s vision.

REIMAGINED ROUTE 66 DESTINATION



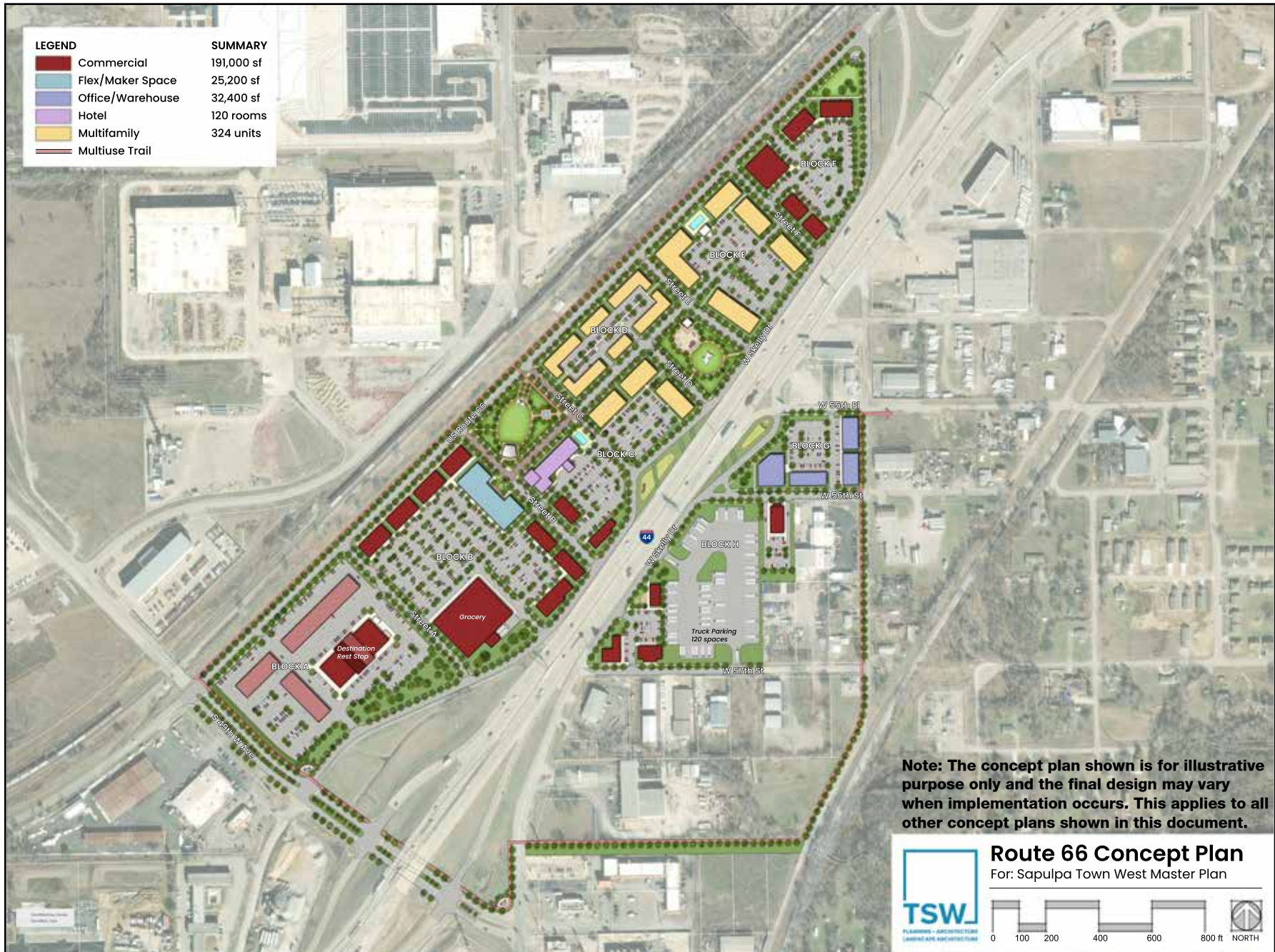
Four goals are identified specific to achieving a reimagined Route 66 destination, followed by specific objectives to achieve the goals on the subsequent pages.

1.1 Promote and enhance Route 66 to visitors and locals through themed businesses, activities, and capital improvements.

1.2 Pursue redevelopment that reinforces a vibrant streetscape and pedestrian-oriented shopping and residential areas.

1.3 Prioritize streetscape improvement to enhance safety and convenience for all modes of transportation and to spur redevelopment.

1.4 Establish open spaces and a central green that serve the needs of the district and encourage creative placemaking efforts.



The Route 66 conceptual redevelopment plan above and following pages is intended to illustrate a coordinated redevelopment strategy that meets the intent of the Master Plan. It includes detail on a redevelopment along Route 66/Southwest Boulevard and north of 49th W. Avenue, trail installation and streetscape improvements, and an example redevelopment strategy in the I-44 East Frontage area.



Perspective: Looking Northeast



Perspective: Looking Southwest

REIMAGINED ROUTE 66 DESTINATION

Goal #1.1: Promote and enhance Route 66 to visitors and locals through themed businesses, activities, and capital improvements

The Route 66 corridor between Tulsa and Oklahoma City is already one of the premier destinations for Route 66 tourism. As this area develops, it has the potential to become a destination for Route 66 shopping, dining, and lodging.

The following is a list of specific objectives of the goal to promote and enhance Route 66:

- a. Take an active role in Route 66 marketing efforts in the planning area. The City will need to ensure that regional, statewide, and national marketing outlets for Route 66 are aware of the emerging opportunities in the area and that it is “on the map” for these organizations in the future.
- b. Foster the development of businesses that cater to Route 66 travelers and strengthen the brand of Route 66 and the Edge District. Businesses that meet the needs and delight the Route 66 travelers will strengthen the brand and experience in this area, such as a Route 66 themed RV park and Route 66 themed dining experiences and unique shops.
- c. Consider encouraging the installation of exterior signs that use neon and era appropriate materials and promote the Route 66 character through a sign grant program. There is currently a successful neon sign grant program through the City of Tulsa that could be used as a case study or model. The City of Tulsa provides a matching grant for neon signs that meet specific design requirements.
- d. Install a new Route 66 trail connection and request Route 66 U.S. bike route signs be installed through the ODOT, the Federal Highway Administration (FHWA), and the Oklahoma Transportation Commission approved the U.S. Bike Route designation along the full length of Route 66. ODOT is currently working with cities across Oklahoma to get more U.S. Bike Route 66 signs installed ahead of the centennial in 2026.
- e. Encourage Route 66-themed placemaking elements through partnerships with property/business owners and capital projects, such as public art, programming, and unique Route 66 streetscape elements.

Goal #1.2. Pursue redevelopment that reinforces a vibrant streetscape and pedestrian-oriented shopping and residential areas.

A coordinated development strategy and new development regulations specific to this area lay the foundation to recruit a variety of new retail, office, restaurants, and residential development to serve the surrounding area and attract visitors.

The following is a list of objectives of the goal to pursue redevelopment that creates a vibrant streetscape:

- a. Attract commercial uses retail, dining, and entertainment options that meet community needs (e.g., grocery store). Pursue a variety of new retail, office, and makerspaces to accommodate different needs and rent costs (month-to-month leases, pop-up spaces, open air markets). Makerspaces are collaborative work spaces inside a facility for making, learning, exploring, and sharing, such as co-working spaces for small businesses or artists. It is important to attract a variety of commercial uses that activate the corridor on weekdays, evenings, and on weekends.
- b. Take action to recruit a destination travel plaza. There is a clear market opportunity to provide a destination travel plaza on the

REIMAGINED ROUTE 66 DESTINATION



REIMAGINED ROUTE 66 DESTINATION

west side of I-44, as identified in the Route 66 Corridor planning area. Since there are a limited number of companies that develop and operate this type of facility, marketing activities will need to directly target these companies and respond to their specific needs.

- c. Promote new-build opportunities in the hospitality sector. The revitalization of the area will create market opportunity for quality modern lodging properties to serve those visiting for local businesses, sports tournaments, and pass-through travelers. The City will need to undertake a targeted effort to present the new vision and development opportunities to hospitality owners and operators.
- d. Encourage higher-intensity, urban residential and mixed-use development that is designed with unity and coherence with adjacent uses. Incorporating higher-density residential development into the corridor will meet a need in the housing market and help drive local and steady customers to the commercial businesses in the district.
- e. Create a new zoning overlay or zoning district between Route 66 and I-44 and amend subdivision regulations as needed to implement the intent of the Master Plan with design guidelines and standards to address building forms, streetscape enhancements, and the removal of barriers for quality redevelopment. Example design guidelines are on the following page.
- f. Foster a coordinated development strategy with shared and coordinated parking, public and private infrastructure investments, and connectivity through the corridor. Consider on-street parking along Blocks B through F as shown in the Route 66 Concept Plan.



REIMAGINED ROUTE 66 DESTINATION

Goal 1.3: Prioritize streetscape improvements to enhance safety and convenience for all modes of transportation and to spur development.

This area includes both platted and unplatted property without strong and welcoming connectivity between Route 66 and Skelly Drive. Establishing a new street grid system, coordinating all necessary public improvements, and setting a high standard of quality for all.

The following is a list of specific objectives of the goal to prioritize streetscape improvements to enhance safety and convenience:

- a. In partnership with the Intergovernmental Coalition, complete roadway and streetscape improvements that are generally consistent with the new street sections. Certain roadways and streetscapes in the planning area are owned and maintained by the City of Sapulpa, while others are owned and maintained by Tulsa County or ODOT. To ensure a coordinated effort for the district, it is important for an intergovernmental coalition (referenced on page 99) to be formed and focused on the implementation of shared goals and responsibilities. The new street sections illustrated on page 92-96 include Route 66/Southwest Boulevard, 49th W.Avenue,

Skelly Drive, and new commercial and local streets within this corridor.

- b. Establish a grid of streets, sidewalks, and blocks to improve vehicular circulation, promote a pedestrian scale of development, and enhance safety. Developers should also upgrade sidewalks and streetscape along adjoining streets as part of the redevelopment process.
- c. Create a high-quality and comfortable pedestrian/bicycling realm to encourage multi-modal activity within the planning area and to neighboring areas.
 - i. Encourage or require new development to provide bicycle racks that are convenient and easily accessible.
 - ii. Fund and install Route 66 trail that ultimately connections to the regional system.
- d. Explore options to bury utility lines, or if not possible, relocate them to less visible areas.
 - i. Coordinate with franchise utility providers to determine viable options to potentially relocate utilities through a coordinated utility master plan, with a focus on placing utilities underground

EXAMPLE DESIGN GUIDELINES:

- i. Buildings front the street and building entries to be located along the street frontage.
- ii. Parking be screened with active uses to at least 30 feet in depth from Route 66 and from park open space frontage.
- iii. Maintain a level of flexibility in ordinance updates.
- iv. New development maximize open spaces, vegetation, and sustainable practices, including through minimizing surface parking.
- v. Each building provide articulation and porosity to enliven the street and support locations for pedestrians to gather.
- vi. Building breaks be provided to avoid long, uninterrupted building elevations unless, during the development review process, it is determined that a comparable level of benefit can be provided through other forms of architectural variation.
- vii. Building materials for all building facades facing a street be brick, glass, stone, wood, metal, precast, ceramic panels, or similar material as permitted by the Director of the Urban Development Department.

REIMAGINED ROUTE 66 DESTINATION

- ii. Develop cost estimates and priorities for utility relocation, looking for strategic opportunities through development projects or other infrastructure investment.

Goal #1.4: Establish open spaces and a central green that serves the needs of the planning area and encourages creative placemaking efforts.

There is currently a shortage of parks, green spaces, and recreational amenities in the area. Providing open spaces and a central green space that serve the needs of the area and host visitors for a special event, creates a well-rounded and welcoming experience.

The following is a list of specific objectives of the goal to establish open spaces and a central green:

- a. Incorporate a large flexible community green space, courtyard plaza with outdoor seating, and pavilion in the central green space. These elements “set the stage” for a public space that supports the surrounding land uses and can be used in a variety of ways (e.g., music events) to add value to the community and draw in visitors.

- b. Encourage creative placemaking efforts such as block parties, festivals, markets, public art, and pop-up retail. Help inform community organizations, individuals, and area businesses about how to implement such programs in public spaces. Programming the new central green space will provide is a community building opportunity to serve those visiting and living in the District. Curating unique placemaking efforts will aid in creating a unique destination and experience.
- c. Consider installing a trailhead to support the Route 66 trail. The Sapulpa Comprehensive Plan recommends a trailhead be installed in this area as a complement to a new bike trail in the project area and as recommended in this plan as a Route 66 trail.

THRIVING RETAIL & INDUSTRIAL CORRIDOR



Four goals are identified specific to achieving a thriving retail and industrial corridor, the following goals are recommended throughout the planning area.

2.1 Encourage redevelopment of vacant and underutilized properties.

2.2 Recruit new commercial business and support existing businesses to bring more activity, jobs, and tax dollars to Sapulpa.

2.3 Develop and promote a targeted package of development incentive options to attract new development that aligns with the community's vision.

2.4 Consider ordinance amendments to increase the minimum standards for commercial and industrial projects to enhance the visual appeal in the planning area.

THRIVING RETAIL AND INDUSTRIAL CORRIDOR

Goal #2.1: Redevelop vacant and underutilized sites.

A number of properties in the planning area exhibit traits of land that are susceptible to change. The City will need to work proactively to identify key sites for catalyst projects to be ready as opportunities arise.

The following is a list of specific objectives to encourage redevelopment of vacant and underutilized properties:

- a. Identify priority sites and catalyst projects for infill development and incentivize private investment in the development of these sites. Identifying key sites and catalyst projects for infill development is the key initial step to moving toward encouraging the redevelopment of vacant and underutilized properties.
- b. Leverage acquisition opportunities when properties in the Master Plan study area come up for sale. The City and community partners should position their organizations to be able to act quickly as opportunities arise to potentially acquire key sites in the planning area.
- c. Work with non-profit partners to create an informational resource to assist residents displaced by redevelopment. There are

non-profit organizations and other agency partner within the planning area and the Tulsa region. Pooling together the information to provide a comprehensive list of resources will be important to assist individuals that may be displaced.

- d. New development should submit a sanitary sewer adequate outfall analysis to determine the impact of the project on available sewer capacity as outlined in the City's guidance in effect at the time of development. If adequate capacity does not exist, the project will provide all necessary sewer infrastructure improvements to accommodate the project's sewer flows.

Goal #2.2: Recruit new businesses and support existing businesses to bring more activity, jobs, and tax dollars to Sapulpa.

The planning area includes 450 acres primarily used for commercial and industrial purposes. There are established industries in this area but there is opportunity for growth to bring more economic activity within the planning area.

The following is a list of specific objectives to recruit new business and support existing businesses:

- a. Promote trucking-oriented opportunities east of Interstate-44.
 - The trucking and logistics industry is very well established in the area. Continue capturing business activity from this sector by highlighting opportunities for trucking businesses in the City's economic development marketing materials and activities.
 - Work with existing trucking related businesses to promote the area to operators. Explore ways to increase visibility to truck owners and operators to capture additional demand, including billboards, digital advertising, social media, and promotion in industry publications and groups.
- b. Encourage and support convenient neighborhood-serving development, such as grocery stores, corner stores, restaurants and cafes, retail, personal and professional services. There is no grocery store within the planning area, and a portion of the planning is located in a "food desert", as designated on the Oklahoma Department of Commerce's online incentives map. Providing for the needs of residents, such as a grocery store, will help to bring consistent economic activity to the area.

THRIVING RETAIL AND INDUSTRIAL CORRIDOR

- c. Continue to support industrial development, particularly west of BNSF railroad. The southwest submarket of the Tulsa metropolitan area has very little space available for industrial use, with a vacancy rate of only 0.8%. With the recent success of industrial projects in the planning and the minimal space currently available, the industrial industry has the opportunity to exhibit more growth in the future.
- d. Work with the Chamber of Commerce to advertise commercial spaces that are available to rent or purchase. A potential partnership with the Chamber of Commerce to expand advertising of existing and future commercial spaces will provide support to existing and future commercial businesses in the planning area.

The conceptual redevelopment plan on the right is intended to illustrate a coordinated redevelopment strategy that meets the intent of the Master Plan.



THRIVING RETAIL AND INDUSTRIAL CORRIDOR

Goal #2.3: Develop and promote a targeted package of development incentive options to attract new development that aligns with the community's vision.

To move the needle on economic growth in the planning area, development incentive options should be considered to support the recruitment and retention of businesses based on the economic impact for the area.

The following is a list of specific objectives to create a targeted package of development incentive options:

- a. Communicate development and business incentives to prospective developers and business owners. Once a list of potential incentive options for the planning area is created, ensure that the potential incentives are communicated in a variety of ways, such as through partnering agencies, economic development website and the website for the District.
- b. Tie incentives for investment to performance measurement and reporting. The fiscal impact of a development project should be a significant factor in determining the potential of incentives. Ensuring that incentives are tied to performance measurements and reporting will help align the incentive package with the desired

outcome.

- c. Explore and consider a variety of incentive strategies, such as partnering with brokers, installing public improvements and enhanced amenities as part of roadway improvements, lease purchase agreements (for City-owned land), and using incentive options and funding sources listed starting on page 115. There are a number of approaches that can be taken for incentive strategies. Exploring a variety of options will arm the City and its partners with readiness to act as opportunities arise.

Goal #2.4: Amend ordinances to increase the minimum standards for commercial and industrial projects to enhance the visual appeal in the planning area.

- a. Increase minimum landscaping requirements to enhance the visual aesthetic along the street frontage and screen parking areas.
- b. Create minimum standards on the placement and screening of dumpsters and screening for mechanical equipment and storage.
- c. Establish a minimum standard for facade materials for commercial, office, and industrial zoning districts.
- d. Explore reducing the maximum allowable height for signs to maintain a public viewshed that emphasizes quality of the overall built environment.

ATTRACTIVE AND WELCOMING COMMUNITY GATEWAY



To achieve an attractive and welcoming community gateway, the following goals are recommended:

3.1 Create gateway features for the City of Sapulpa and the district that create a sense of arrival.

3.2 Beautify the area with improved streetscapes, landscaping, and public art.

3.3 Work proactively to enhance the safety and upkeep of existing buildings and properties.

3.4 Increase personal and property security to identify and address public safety.

ATTRACTIVE AND WELCOMING COMMUNITY GATEWAY

Goal #3.1: Create gateway features for the City of Sapulpa and the district that create a sense of arrival.

Gateways are intended to establish a positive first impression by creating a welcoming atmosphere and promoting placemaking identity and branding, and community pride.

The following is a list of specific objectives to create gateway features that create a sense of arrival:

- a. Design and fund entrance/gateway features at key entrances along I-44 for the City of Sapulpa. Potential gateway locations include:
 - I-44 & Gilcrease Turnpike intersection
 - 49th W. Avenue – east and west of I-44
- b. Design and fund entrance/gateway features at key entrances along and within the reimagined Route 66 Corridor. Potential gateway locations include:
 - 49th W. Avenue & W. Skelly Drive
 - 49th W. Avenue & Route 66/Southwest Boulevard intersection
 - Route 66/Southwest Boulevard and Skelly Drive intersection
 - Along W. Skelly Drive (subject to the I-44 exit to W. 57th Street closing)

Goal #3.2: Beautify the area with improved streetscapes, special landscaping, lighting, and public art.

Improving the public realm is critical to creating a sense of identity and promoting aesthetics.

The following is a list of specific objectives to beautify the area:

- a. Use the design elements from the new street sections recommended in the Master Plan.
- b. Focus beautification improvements along highly visible/key corridors in the planning area:
 - W. Skelly Drive
 - 49th W. Avenue
 - Route 66/Southwest Boulevard
- c. Incorporate gateway improvements and beautification into corresponding road improvement projects.
- d. Integrate native and easy to maintain street trees and landscaping.

Goal #3.3: Work proactively to enhance the safety and upkeep of existing buildings and properties.

For this plan to succeed, the perceptions (and realities) of some of the older commercial and lodging properties in the area must be overcome. While the new branding and marketing effort will be critical, tangible change must occur as well.

Proactive efforts will be essential for occupant safety, property value, legal compliance, disaster resilience, and overall community well-being. It will promote the longevity and functionality of structures while contributing to the attractiveness and sustainability of neighborhoods and communities.

The following is a list of specific objectives to enhance the safety and upkeep of buildings and properties:

- a. Explore creating an ordinance to establish a hotel/motel business license program that establishes criteria for issuing a license to operate and includes routine monitoring for compliance with federal, state, and city codes and review of emergency calls for service.
- b. Work with the City of Sapulpa's code enforcement program to ensure the quality of structures for the health, safety, and well-

ATTRACTIVE AND WELCOMING COMMUNITY GATEWAY

being of occupants and residents.

- c. Initiate proactive code enforcement program for the planning area that includes citing dumping, graffiti, dilapidated structures, property maintenance, and other code issues.

Goal #3.4: Increase personal and property security to identify and address public safety.

This is an essential element to deter criminal activity, create a sense of safety, foster social cohesion, and promote economic growth in the planning area.

The following is a list of specific objectives to increase personal and property and address public safety:

- a. Work with property owners to identify safety issues such as vandalism and theft of businesses.
- b. Explore public/private partnership to address safety issues and increase security through collaboration with public safety officials.
- c. Provide public education programs on increasing safety and security in residential and business areas.

- d. Partner with area non-profit organizations to expand the outreach and solutions to identify and address public safety issues.

What is Placemaking?

Placemaking is the process of creating quality places that people want to spend their time living, working, playing, and learning. It capitalizes on a community's assets, inspiration, and potential, with the intention of creating public spaces that promote people's happiness, well-being, and attachment to an area. The Project for Public Spaces (PPS), a non-profit organization dedicated to educating people on the topics of placemaking, identifies four key qualities needed to create a successful place:

Access & Linkages: A successful public space is visible and easy to get to and around. Physical elements can affect access; a continuous row of shops along a street is more interesting and generally safer to walk by than a blank wall or empty lot. Perceptions also affect access: the ability to see a public space from a distance is important.

Comfort & Image: Comfort and image are key as to if a place will be used as intended. Perceptions about safety and cleanliness, the context of adjacent buildings, and a place's character or charm are often the first in people's minds.

Uses & Activities: Activities that occur in a place—friendly social interactions, free public concerts, and community art shows—are its basic building blocks. They are the reasons why people come in the first place and why they return.

Sociability: When people see friends, and meet and greet their neighbors, they tend to feel a stronger sense of place or attachment to their community and to the place that fosters these types of social activities.



LIVABLE AND CONNECTED BUILT ENVIRONMENT

To achieve a livable and connected built environment, the following four goals are recommended:

-
- 4.1 Encourage residential growth in key areas and ensure a variety of housing options to accommodate all types of residents.

 - 4.2 Connect residential areas to district attractions, commercial retail and services, and employment areas through sidewalks, trails, and open space networks while maintaining adequate buffers between land uses.

 - 4.3 Explore options for providing attainable housing for renters and homeownership.

 - 4.4 Reduce homelessness in the planning area.

LIVABLE AND CONNECTED BUILT ENVIRONMENT

Goal #4.1: Encourage residential growth in key areas and ensure a variety of housing options to accommodate all types of residents.

There is market demand for residential in the primary market area, most notably in the rental market. Supporting a variety of residential uses responds to market demands and promotes community diversity.

The following is a list of specific objectives to encourage residential growth with a variety of housing options:

- a. Encourage a range of housing types within the proposed 51st Street Residential Plan area to meet current and future housing demand and to accommodate different household sizes, compositions, ages, and abilities. The 51st Street Residential Plan on page 83 is intended to illustrate a coordinated residential development strategy with a range of housing types that meets the intent of the Master Plan.
- b. Promote residential and mixed use opportunities, particularly at the proposed 51st Street residential tract and multi-family/mixed use residential in the Route 66 Corridor to residential developers. The new brand and vision for the area will need to be effectively packaged and marketed to these

parties. This will include significant staff time invested in meeting with and touring prospects around emerging opportunity sites.

- c. Review and amend ordinances as needed to support the development of an expanded range of housing types, including single family housing such as cottage housing, clustered houses, and narrow-lot homes and appropriately scaled “missing middle” (mid-density) housing types such as townhomes, multi-unit houses (duplexes, triplexes, quads), live-work units, and accessory dwelling units.
- d. Develop an annexation plan for land around the planning area and neighborhood plans for any existing neighborhoods that are annexed.

Goal #4.2: Connect residential areas to district attractions, commercial retail and services, and employment areas through sidewalks, trails, and open space networks while maintaining adequate buffers between land uses.

Connections are important for enhancing accessibility, promoting active transportation, and supporting economic vitality.

The following is a list of specific objectives to connect residential areas to attractions and employment areas with appropriate buffering:

- a. Fund, design, and construct trail connections that link residential areas with attractions and places of employment.
- b. Require new developments to provide recreational and open space amenities or develop an open space developer contribution policy. (Since there is an acute shortage of parks, green spaces, and recreational amenities in the area, new developments will need to provide these facilities for both private and amenities that will need to be included as part of any development.)
- c. Require sufficient buffering for areas adjacent to potential residential development. Consider vegetated screening adjacent and east of the BNSF rail line to mitigate visual and noise impacts from these uses. Any residential development will need to be adequately screened from busy roads and less compatible adjacent uses.

LIVABLE AND CONNECTED BUILT ENVIRONMENT

Goal #4.3: Explore options for supporting attainable housing for renters and homeownership.

A focus on attainable housing promotes economic mobility, community stability, wealth building, quality of life, and overall well-being in a community. It also contributes to economic growth and social equity, making it an important component of a healthy and thriving area.

The following is a list of specific objectives to explore options for supporting attainable housing:

- a. Build partnerships between property owners interested in redevelopment and affordable housing developers.
- b. Support and encourage a mixed-income community that includes market-rate and dedicated affordable housing.
- c. Explore developing a program to support future homeowners, such as a revolving loan fund to assist low-income and first-time homebuyers who wish to buy in the planning area or a targeted homeownership loan program to assist potential owners in down payments, closing costs or other homeownership expenses.

Goal #4.4: Reduce homelessness in the planning area.

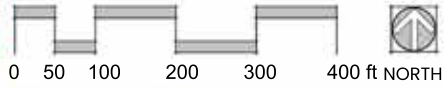
A comprehensive approach is needed that combines housing solutions with support services to help homeless individuals regain stability and self-sufficiency.

- a. Develop a “Paths to Housing” awareness program that provides information on local, regional, state and federal housing resources for individuals experiencing homelessness.
- b. Partner with local and regional area agencies and non-profits to develop ongoing strategies to assist individuals experiencing homelessness.



51st Street Concept Plan

For: Sapulpa Town West Master Plan



MISSING MIDDLE HOUSING

What Is It?

A concept gaining significant traction nationwide is “missing middle housing.” Missing middle housing describes a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable neighborhoods. There are many types of housing that fall under this idea:

- Cottage courts
- Townhomes
- Duplexes (2 units), triplexes (3 units), and quadplexes (4 units) with units either stacked or placed side-by-side
- Multiplexes (5+ units), with units either stacked or placed side-by-side
- Courtyard-style apartments
- Live/work units
- Accessory dwelling units (ADUs)

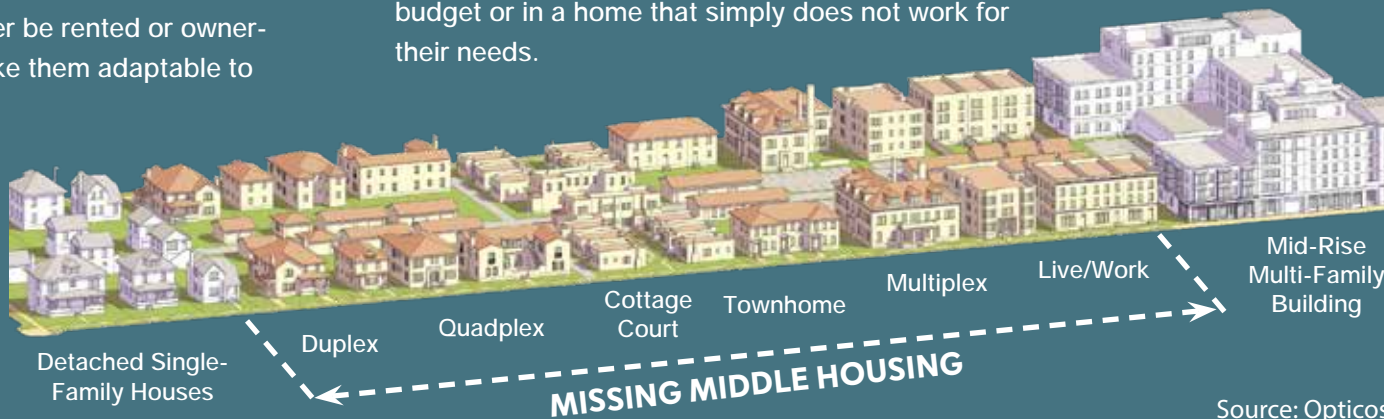
These units can either be rented or owner-occupied, which make them adaptable to changing markets.

Why Is It Important?

In many places, the only types of housing allowed by zoning are single-family houses, and/or large, multi-family buildings that do not fit everyone’s needs as they relate to size, accessibility, and, most importantly, cost. This type of housing promotes various options that exist along a spectrum of sizes and densities, which contrasts with how many communities were originally developed.

The rise of housing costs in many communities for both rental and for-sale units, combined with a growing housing shortage, an unpredictable economy, higher material costs, and a growing number of younger households, has left a demand for housing that has a more attainable cost and meets the growing demand for walkable neighborhoods. However, many find themselves having to compromise and as a result they end up in housing that is either too expensive for their budget or in a home that simply does not work for their needs.

What building more missing middle housing can do for communities like Sapulpa is provide a solution to the mismatch between the available housing stock and shifting demographics, combined with the growing demand for walkability. This can be in the form of increasing residential density in select areas and building smaller units, which can help builders keep their costs down and attract a different market of buyers and renters whose needs are currently not being met.





Cottage Court (credit: Ross Chapin)



Quadplex (credit: Ryan Terry)



Accessory Dwelling Unit (credit: Brandy Morrison)



Duplex



Live./Work Units



SAFE AND PLEASANT MOBILITY

To achieve a safe and pleasant mobility, the following four goals are recommended:

5.1 Improve traffic flow and multi-modal connectivity for people driving, walking, and biking within the planning area.

5.2 Prioritize targeted infrastructure projects to support health, safety, and welfare and to catalyze development.

5.3 Consider coordinated parking management strategies that balance adequate parking to meet demand from all users.

5.4 Explore expanding access to public transit in the planning area.

SAFE AND PLEASANT MOBILITY

Goal #5.1: Improve traffic flow, safety, and multi-modal connectivity for people driving, walking, and biking within the planning area.

Traffic circulation and safe multi-modal connectivity play a key role in improving accessibility, health, economic development, and community well-being. These improvements help create an environment that is more livable, sustainable, and attractive environment for all residents and visitors.

The following is a list of specific objectives to improve traffic flow and multi-modal connectivity:

- a. Consider completing a Transportation Analysis with build-out scenario to examine the transportation impacts within the planning area.
- b. Engage an engineering consultant and coordinate with ODOT to complete a transportation study and evaluate multimodal safety, access, connectivity, intersections and curbside management along 49th W. Avenue to determine specific recommended improvements. (e.g., traffic signal, design modifications).
- c. Work with an engineering consultant and ODOT to explore the potential of closing Exit 222C (57th Street South) and Exit 222B (55th Place).
- d. Fund and construct improvements recommended as a result of targeted studies referenced in Objectives 5.1a-5.1c.
- e. Require vehicular and pedestrian connectivity between commercial parcels where feasible. This should include reducing curb cuts along major roads and providing inter-parcel connections for both vehicles and pedestrians. Land use regulations should support connectivity between neighboring parcels and a minimum driveway separation on arterial and collector streets.
- f. Require new development to provide a continuous, connected, and accessible network of sidewalks or shared-use paths
- g. To prioritize the safety and experience of people walking and biking, establish a standard detail requirement for driveways with a trail/shared use path crossing that include painted trail paths and markings. (include photo example)
- h. Continue to improve the planning area's streetscapes with enhanced sidewalks and bicycle facilities that provide connection within the district and to nearby neighborhoods, arterial streets, and regional trail systems (918 Trails). Street trees are also an important component of streetscape improvements to provide shade for sidewalk and trail users and enhance aesthetics.
- i. Develop a trail and sidewalk improvement plan to prioritize capital funding to build, replace, and restore and sidewalks in the planning area.
 - Work with the Public Works Department to update and maintain the inventory of pedestrian infrastructure, including sidewalk locations and conditions, pedestrian lighting, ADA issues, and other safety needs.
 - Invest in sidewalk infrastructure to install new connections and reduce gaps in the sidewalk network and address ADA compliance issues, prioritizing access to public assets, such as park spaces and employment centers.
 - Secure funding and install trails as designated in the INCOG Go Plan.

SAFE AND PLEASANT MOBILITY

Goal #5.2: Prioritize targeted infrastructure projects to support health, safety, and welfare and to catalyze development.

Targeted infrastructure improvements can improve quality of life for people living, working and shopping in the area and to incentivize redevelopment projects.

The following is a list of specific objectives to prioritize targeted infrastructure projects:

- a. Improve corridors to support economic activity and improve mobility options. Focus on basic infrastructure, such as street maintenance, sidewalks, crosswalks, lighting, and connections, while working toward long-term catalytic streetscape improvement.

The new street sections illustrated on the following pages include recommended streetscape design concepts for Route 66/ Southwest Boulevard, 49th W. Avenue, Skelly Drive, and new commercial and local streets within the Route 66 corridor. The street section recommendations are illustrated to meet the intent of the Master Plan by enhancing safety, convenience, and the experience of traveling within the planning area.

- b. Ensure that street improvements are coordinated with other necessary utility

upgrades in the area.

- c. Support efforts to provide necessary infrastructure to accommodate commercial and industrial growth in the area.
- d. Fund and implement road improvements that support heavy truck traffic.
- e. Enhance the public realm with landscaping, hardscaping, signage, lighting, public art, street trees, street/sidewalk materials and/ or painting
- f. Install pedestrian lighting to increase access to retail, employment, and other amenities.
- g. Create an LED street lighting standard for the planning area, and require all new development implement pedestrian scale street lighting that meets adopted design standards.

Important Factors for Streetscape Design:

- ① Ease of accessibility
- ② Separation between vehicles and people walking and biking
- ③ Safety
- ④ Space for rest
- ⑤ Landscaping
- ⑥ Distinct design

SAFE AND PLEASANT MOBILITY

Goal #5.3: Consider coordinated parking management strategies that balance adequate parking to meet demand from all users.

A coordinated parking strategy is essential to optimize land use, improve traffic flow, and enhance accessibility which contributes to an economically vibrant planning area.

The following is a list of specific objectives to coordinate parking management strategies:

- a. Develop a coordinated parking plan that takes advantage of new and existing parking lots, particularly in the reimagined Route 66 destination and east of I-44 for better utilization throughout the day and night, week and year. Shared parking is encouraged to reduce single-purpose parking.
- b. For the 51st Street Residential concept, avoid front loaded garages as much as feasible. Require all parking for townhouses to be in rear loaded garages accessed from an internal alley.
- c. Encourage the installation of electric vehicle-charging stations.
- d. Evaluate the demand and potential of establishing a ride-share parking program.

Goal #5.4: Explore expanding access to public transit in the planning area.

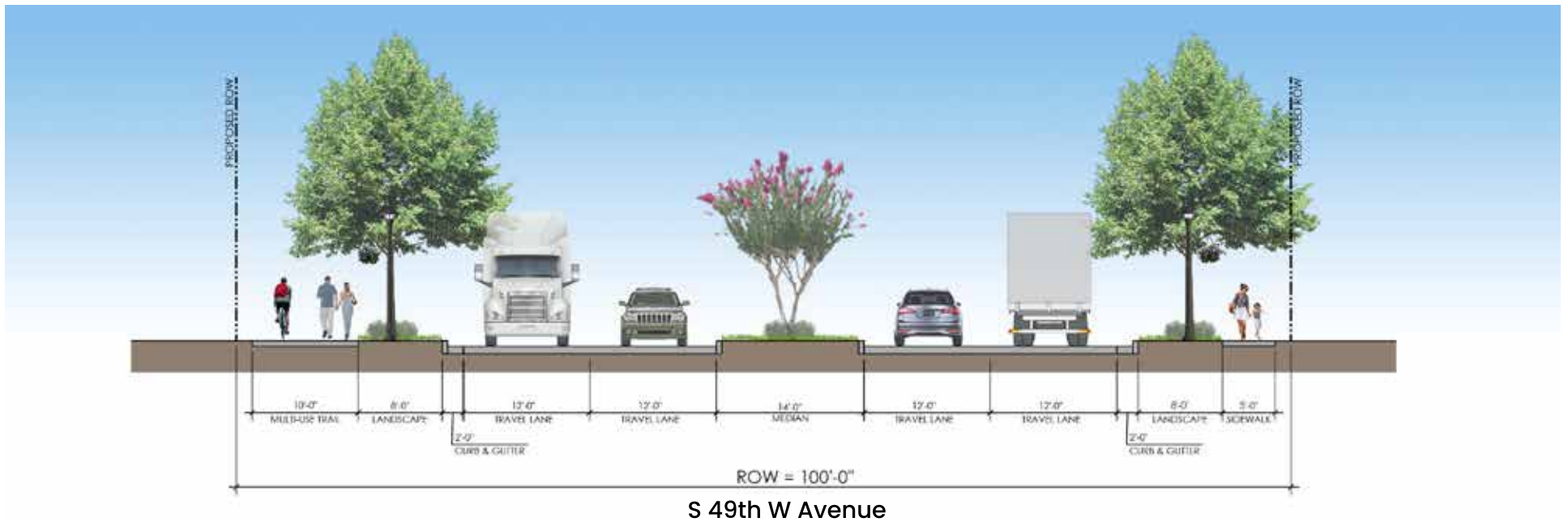
The public survey indicated a substantial proportion of respondents desire more public transit options in the planning area. Expanding public transit access would promote social equity, lower transportation costs for residents, and expand transportation options.

The following is a list of specific objectives to expand access to public transit:

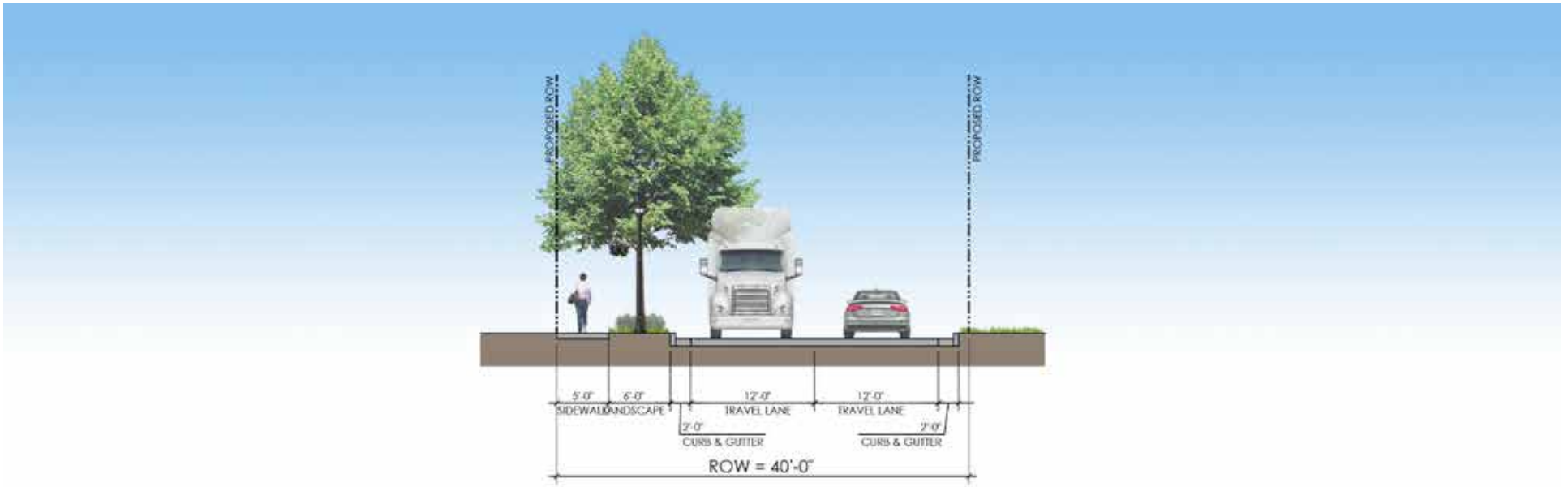
- a. Coordinate with Tulsa Transit to explore the following options:
 - Adding a bus rapid transit stop in the Study Area along Route 66. Consider multimodal access to the proposed transit stop location, seating, well-marked crossings, transit shelters, garbage receptacles, shade trees, public art, and murals.
 - Extending the microtransit program into a broader area.
- b. Explore the use of a bike share program in the planning area.

SAFE AND PLEASANT MOBILITY

STREET SECTIONS



SAFE AND PLEASANT MOBILITY

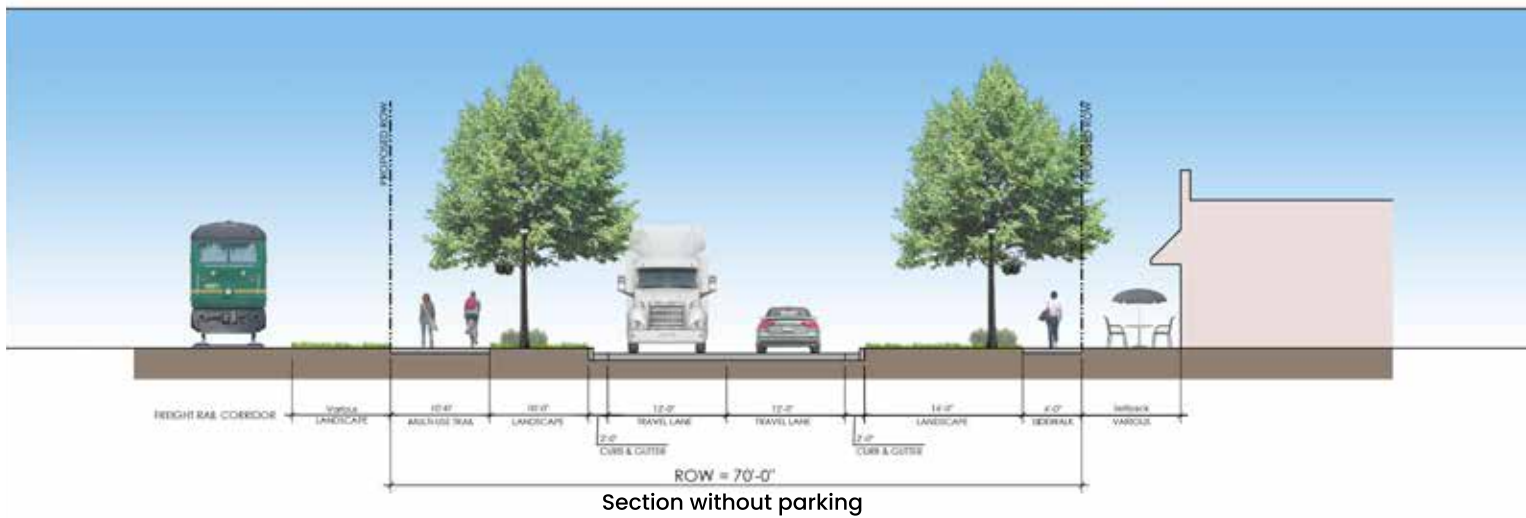
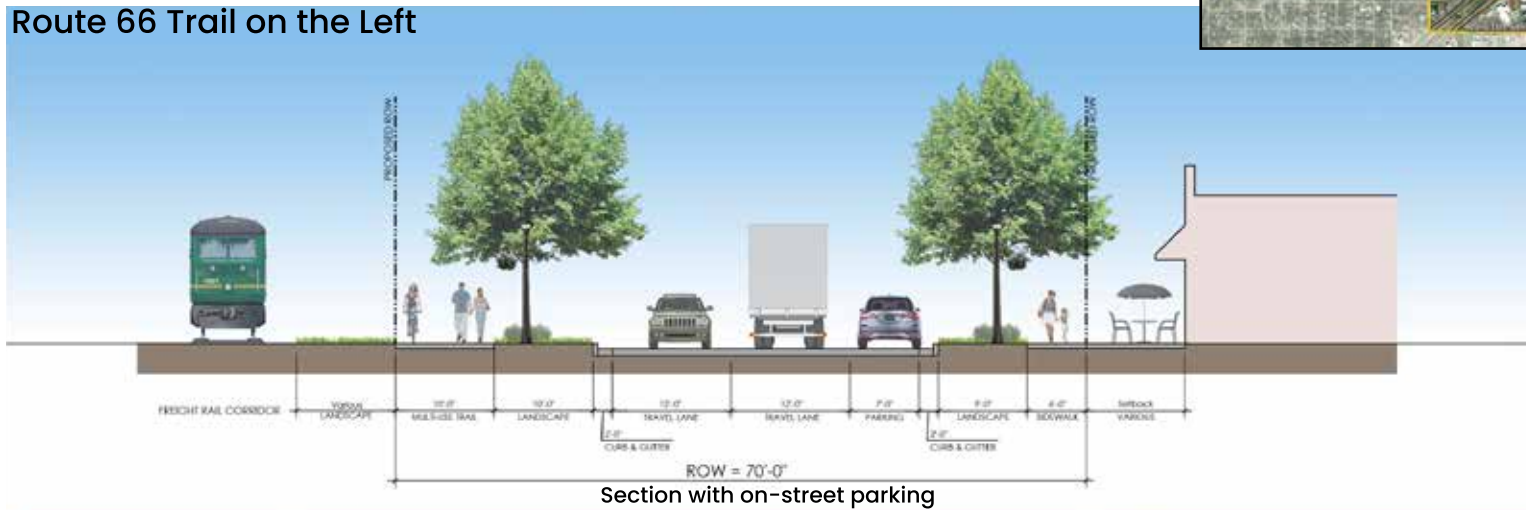


Skelly Drive

SAFE AND PLEASANT MOBILITY



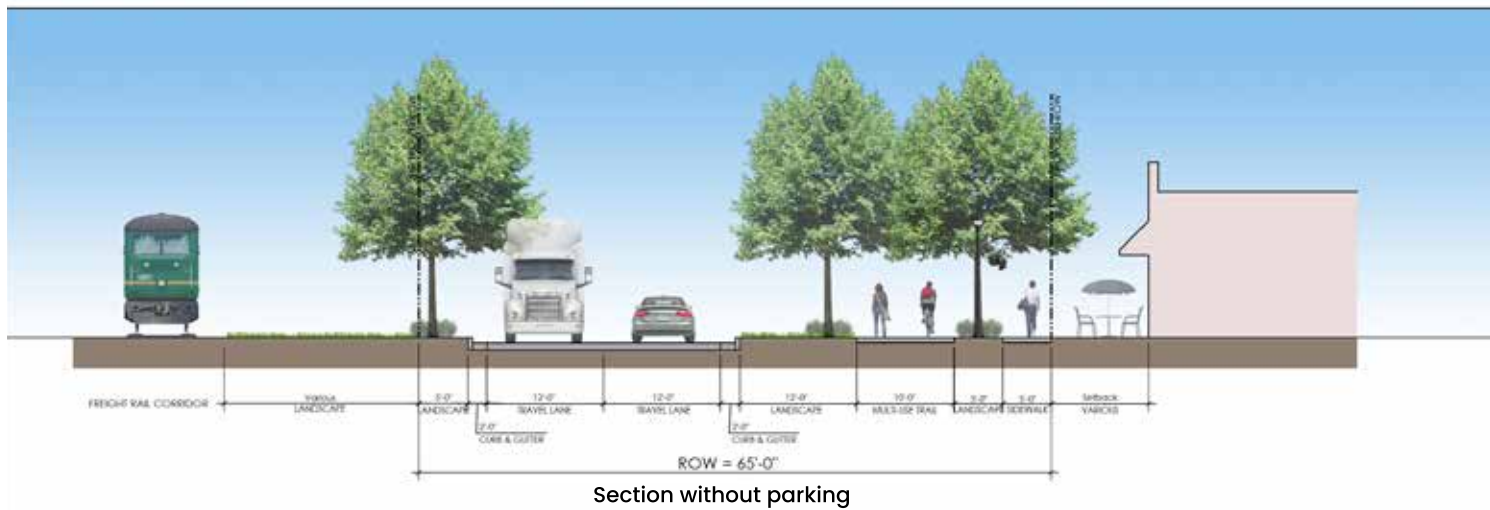
Route 66 Trail on the Left



SAFE AND PLEASANT MOBILITY

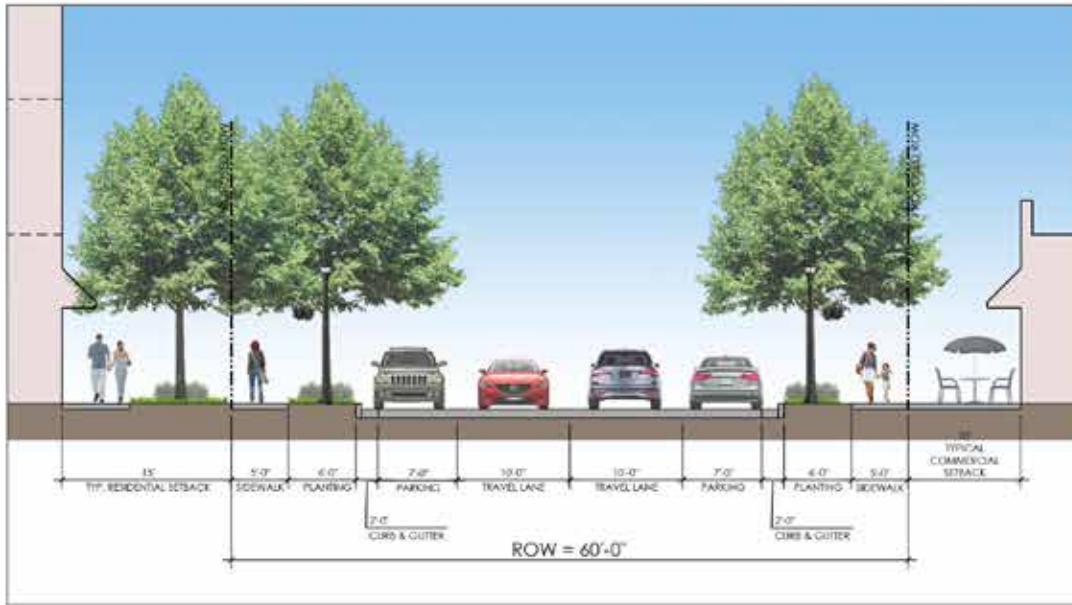


Route 66 - Trail on the Right

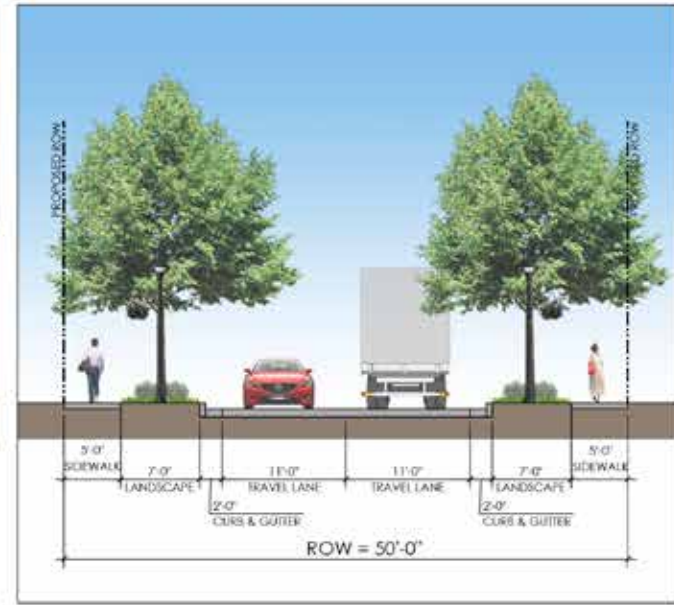


STREET SECTIONS

New Streets



Commercial/Mixed-use Street



Local Street



INVITING SOCIAL AND CULTURAL CHARACTER

To achieve an inviting social and cultural character, the following four goals are recommended:

6.1 Develop a public awareness campaign and platform to tell the district's story, share the vision for the future, and provide resources for implementation.

6.2 Encourage regular programming and events in parks and open spaces for area residents and to attract visitors to the district.

6.3 Acknowledge and honor the history and uniqueness of the area with public art installations, murals, and community programming.

6.4 Establish an intergovernmental coalition to coordinate and oversee the implementation of shared goals within the district and surrounding planning area.

INVITING SOCIAL AND CULTURAL CHARACTER

Goal #6.1: Develop a public awareness campaign and platform to tell the district's story, share the vision for the future, and provide resources for implementation.

A public awareness campaign and platform is essential for inclusive governance, informed decision-making, and the long-term success of a district's master plan by fostering community engagement, transparency, and support.

The following is a list of specific objectives to develop a public awareness campaign:

- a. Establish a website that shares the vision, master plan document, resources for implementation, incentives, and resources to available properties within the planning area.
- b. Send a press release to announce the new Edge District, branding, and Master Plan.
- c. Develop and implement consistent social media content to expand outreach, education, and excitement for the future of the area.

Goal #6.2: Encourage regular programming and gathering spaces in parks and open spaces for area residents and to attract visitors to the district.

Programming and events help to promote community cohesion, well-being, economic growth, cultural enrichment, and environmental sustainability, ultimately making the area a more vibrant and desirable destination.

The following is a list of specific objectives to encourage regular programming and gathering spaces for all:

- a. Develop partnerships with the Chamber of Commerce and local businesses to assist or lead the implementation of regular programming.
- b. Market the events and programming through all media outlets.
- c. Incorporate gathering spaces that provide passive and active recreational opportunities for people of all ages and abilities.

Goal #6.3: Acknowledge and honor the history and uniqueness of the area with public art installations, murals, and community programming.

Offering a variety of recreational opportunities for all people helps to bring vitality to gathering spaces and promotes a culture of inclusiveness.

The following is a list of specific objectives to acknowledge and honor the history and uniqueness of the area:

- a. Support and encourage public art and programming that reflects its site or its history and helps contribute to a sense of place unique to that area.
- b. Allow for interim placemaking that incorporates public art and/or programming for existing surface parking areas and interim uses to activate existing buildings.

INVITING SOCIAL AND CULTURAL CHARACTER

Goal #6.4: Establish an intergovernmental coalition to coordinate and oversee the implementation of shared goals within the district and surrounding planning area.

The planning area includes land within the city limits of Sapulpa and unincorporated Tulsa County, land owned and maintained by the ODOT, and the neighboring jurisdictions of the City of Tulsa and Creek County. For the Project Edge planning area to flourish and revitalize, it is essential that the implementation of the plan be a joint effort among multiple jurisdictions and agencies.

The following is a list of specific objectives to establish an intergovernmental coalition:

- a. Work with Tulsa County, Creek County, City of Tulsa, and the ODOT to create an ad-hoc committee to identify shared goals and develop a framework for establishing a new intergovernmental coalition.
- b. Approve the establishment of the intergovernmental coalition and remain engaged throughout the implementation of the Master Plan.



CHAPTER 4

THE ACTIONS



IMPLEMENTATION



Adopting a master plan marks the beginning of a process to implement the plan's recommendations and make the vision a reality.

This chapter identifies the actions and direction needed to ensure the Edge District continues to move forward. Through analysis, community engagement, vision, and goal setting in the planning process, this section takes those elements and answers the "how" by providing a blueprint of action steps to achieve the vision.

There are four key strategies for implementing each action step. It is critical to use these strategies on the right to set the initiative or project up for success.



USE THE PLAN CONSISTENTLY

The Master Plan should be actively used and incorporated into daily decision-making and policy guidance for future land use, development, and redevelopment, as well as transportation, economic development, and housing. Care should be taken to ensure that the community's vision is honored and respected as these decisions are made.



ACTIVELY COMMUNICATE

There should always be transparency in all matters regarding implementation of this plan. City staff, elected and appointed officials, citizens, and other key stakeholders should always be kept in the loop about the plan and its progress.



CELEBRATE WINS

As projects and initiatives are completed, big or small, the City should honor and celebrate those achievements!



ENGAGE COMMUNITY CHAMPIONS

Just because the planning process ends does not mean the conversations have to end too. As the plan is implemented, the City should continue to engage with the members of the community who had a hand in shaping this plan to ensure forward momentum.

IMPLEMENTATION ROLES

The Project Edge Master Plan will be implemented through private development and public investment, led by government agencies, property owners, and community groups, over several years and decades.

PRIVATE DEVELOPMENT & PUBLIC INVESTMENT

Upon the approval of the Master Plan by the City Council, the transformation of the physical landscape within the district will predominantly be driven by two main factors: public investment and private redevelopment. Many of the plan's recommendations will come to fruition through the revitalization of properties and infrastructure and beautification in public rights-of-way.

The pace of property redevelopment will be influenced by market conditions and numerous public and private considerations. Given the cyclical nature of market conditions, physical changes in the built environment may occur in intermittent waves. It is important to note that while the construction of new structures may appear swift, the process involves years of preliminary work, including site planning, financing, and permitting, which often occurs behind the scenes.

Public investments also follow a deliberate process, often commencing with budget

allocations for planning and design. While some public investments may yield rapid results, many capital improvements are long-term endeavors that begin with the allocation of funding for initial studies.

ROLE OF GOVERNMENT AGENCIES

The City of Sapulpa has taken the lead in developing the Master Plan, from its inception to its submission to the City Council. However, other governmental entities and federal agency partners will contribute significantly to realizing the Master Plan's recommendations. These contributions will manifest through construction projects, funding mechanisms, regulatory processes, and operational programs. One of the City's key roles is to consistently monitor the progress of the Master Plan's recommendations and advocate for their implementation.

Approval authorities hold a critical position in the Master Plan's implementation, serving as decision-makers for updates to local regulations, development, and public space enhancements. Entities such as the Sapulpa Planning Commission, Sapulpa City Council, Tulsa Metropolitan Area Planning Commission, and Tulsa County Commissioners are potential approval authorities that will evaluate prospective changes in the built environment within the

Project Edge planning area.

ROLE OF COMMUNITY GROUPS

Community groups, serving as advocates and stewards, play a pivotal role in the execution of the Master Plan. Non-profit organizations contributed to the development of the Master Plan and remain essential to its ultimate success. These community groups will put the Master Plan into action by organizing community programs and events, actively maintaining public spaces, supporting social and economic initiatives, providing services to specific and vulnerable populations, advocating for future research efforts, and participating in public processes related to discretionary development applications. Their dedication is central to fostering community engagement and ensuring the effective realization of the Master Plan's goals.

IMPLEMENTATION PROGRAM

Based on the vision, goals, and recommendations outlined in the previous chapters, a series of project and policy recommendations and tasks are developed for implementation of this Master Plan. The implementation matrix beginning on the following page outlines the action items with the category of task, anticipated phasing, and the task leader.

TIME FRAME

While some tasks should be started immediately to continue to build momentum in the planning area, other tasks have a longer time horizon, ranging from short-term to long-term. The immediate tasks are those that are easier to implement, directly advance other tasks, or address a critical issue. With appropriate planning, the short, mid, and long-term horizons can be implemented in the following timeframes:

- Short-Term: 1-3 years (Priority tasks are recommended to commence within 1 year)
- Mid-Term: 3-7 years
- Long-Term: 7+ years

CATEGORY

The tasks in the implementation matrix have been categorized based on involvement in the following areas: (1) capital investment, (2) initiative, (3) regulation, (4) partnership, and (5)

targeted planning/study. Most capital projects will include additional feasibility analysis, construction documents, and detailed cost estimates.

TASK LEADER

A City Department or the Chamber of Commerce is identified as a task leader for each item in the implementation matrix. However, as outlined on the previous page, partnering with multiple government agencies, private developers, and community groups is critical to successfully implement the Master Plan.

REDEVELOPMENT TOOLS & FUNDING SOURCES

Most of the action items in the implementation program require a funding source or redevelopment tool or, at a minimum, staff time to complete. The last section of this chapter lists a series of redevelopment tools and funding sources that can be explored by the City, local organizations, and the private sector to help carry out the implementation of this plan.

HOW WILL THESE RECOMMENDATIONS BE IMPLEMENTED?

Implementing these recommendations will involve many actors working both independently and together to fulfill the City's vision and goals.



IMPLEMENTATION MATRIX

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER*	SHORT-TERM	MID-TERM	LONG-TERM
1	REIMAGINED ROUTE 66 DESTINATION					
1.1	Market and enhance Route 66 through themed businesses, activities, and capital improvements					
1.1a	Take an active role in Route 66 marketing efforts.	Initiative	ED, Chamber	✓	✓	✓
1.1b	Foster the development of businesses that cater to Route 66 travelers and strengthen the brand of Route 66 and the District.	Initiative	UD, ED, Chamber	✓	✓	✓
1.1c	Consider encouraging the installation of exterior signs that use neon and era appropriate materials and promote the Route 66 character through a sign grant program.	Project	UD, ED	✓	✓	
1.1d	When construction of the Route 66 trail is underway, install Route 66 U.S. bike route signs.	Project	PW, P&R		✓	
1.1e	Encourage Route 66 themed placemaking elements through partnerships with property/business owners and capital projects.	Partnership, Capital Investment	UD, ED		✓	✓
1.2	Pursue redevelopment that reinforces a vibrant streetscape and pedestrian-oriented shopping and residential areas.					
1.2a	Attract commercial uses retail, dining, and entertainment options that meet community needs.	Initiative	ED, Chamber	✓	✓	✓
1.2b	Take action to recruit a destination travel plaza.	Initiative	ED, Chamber	Priority		
1.2c	Promote new-build opportunities in the hospitality sector.	Initiative	ED, Chamber	✓	✓	
1.2d	Encourage higher-intensity, urban residential and mixed-use designed with unity and coherence with adjacent uses.	Initiative	UD	✓	✓	
1.2e	Create a new zoning district or zoning overlay between Route 66 and I-44 and amend subdivision regulations as needed to implement the intent of the Master Plan	Regulation	UD	Priority		

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
1.2f	Foster a coordinated development strategy with shared and coordinated parking, public and private infrastructure investments, and connectivity through the corridor.	Regulation, Partnership	UD, PW	✓		
1.3	Prioritize streetscape improvements to enhance safety and convenience for all modes of transportation and to spur development.					
1.3a	Complete roadway and streetscape improvements that are generally consistent with the new street sections.	Capital Investment, Regulation	UD, PW	✓	✓	✓
1.3b	Establish a grid of streets, sidewalks, and blocks to improve vehicular circulation, promote a pedestrian scale of development, and enhance safety.	Capital Investment, Regulation	UD, PW	✓	✓	✓
1.3c (i)	Encourage or require new development to provide bicycle racks that are convenient and easily accessible.	Partnership, Regulation	UD	✓	✓	✓
1.3c (ii)	Fund and install Route 66 trail that ultimately connections to the regional system.	Capital Investment	P&R		✓	
1.3d	Explore options to move electric power lines underground, or if not possible, relocate them to less visible areas.	Capital Investment, Partnership	UD, PW	✓	✓	
1.4	Establish open spaces and a central green that serves the needs of the planning area and encourages creative placemaking efforts.					
1.4a	Incorporate a large flexible community green space with a courtyard plaza with outdoor seating, and pavilion.	Capital Investment	P&R, UD		✓	
1.4b	Encourage creative placemaking efforts such as block parties, festivals, markets, public art, and pop-up retail.	Partnership, Capital Investment	UD, ED	✓	✓	✓
1.4c	Consider installation of a trailhead to support the Route 66 trail.	Capital Investment	P&R		✓	

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER*	SHORT-TERM	MID-TERM	LONG-TERM
2 THRIVING RETAIL AND INDUSTRIAL CORRIDOR						
2.1	Redevelop vacant and underutilized properties.					
2.1a	Identify priority sites and catalyst projects for infill development and incentivize private investment in the development of these sites.	Initiative, Partnership	ED, Chamber, UD	✓	✓	
2.1b	Leverage acquisition opportunities when properties in the Master Plan study area come up for sale.	Capital Investment	ED, Chamber	Priority	✓	✓
2.1c	Work with non-profit partners to create an information resource to assist residents displaced by redevelopment.	Partnership	UD	✓		
2.1d	New development will submit a sanitary sewer adequate outfall analysis to determine the impact of the project on available sewer capacity as outlined in the City's guidance in effect at the time of development.	Regulations	PW, UD	✓	✓	✓
2.2	Recruit new business and support existing businesses to bring more activity, jobs, and tax dollars to Sapulpa.					
2.2a	Promote trucking-oriented opportunities east of Interstate-44.	Initiative	ED, Chamber	✓	✓	✓
2.2b	Encourage and support convenient neighborhood-serving development, such as grocery stores, corner stores, restaurants and cafes, retail, personal and professional services.	Initiative	ED, Chamber	✓	✓	✓
2.2c	Continue to support industrial development, particularly west of BNSF railroad.	Initiative	ED, Chamber	✓	✓	✓
2.2d	Work with the Chamber of Commerce to advertise commercial spaces that are available to rent or purchase.	Initiative	ED, Chamber	✓	✓	✓

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
2.3	Develop and promote a targeted package of development incentive options to attract new development that aligns with the community's vision.					
2.3a	Communicate development and business incentives to prospective developers and business owners.	Initiative	ED, Chamber	✓	✓	✓
2.3b	Tie incentives for investment to performance measurement and reporting.	Initiative	ED	✓	✓	✓
2.3c	Explore and consider a variety of incentive strategies	Initiative	ED	✓		
2.4	Amend ordinances to increase the minimum standards for commercial and industrial projects to enhance the visual appeal in the planning area.					
2.4a	Increase minimum landscaping requirements to enhance the visual aesthetic along the street frontage and screen parking areas.	Regulation	UD	✓		
2.4b	Create minimum standards on the placement and screening of dumpsters and screening for mechanical equipment and storage.	Regulation	UD	✓		
2.4c	Establish a minimum standard for facade materials for commercial, office, and industrial zoning districts	Regulation	UD	✓		
2.4d	Explore reducing the maximum allowable height for business signs to maintain a public viewshed that emphasizes quality of the overall built environment.	Regulation	UD	✓		

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
3	ATTRACTIVE AND WELCOMING COMMUNITY GATEWAY					
3.1	Create gateway features for the City of Sapulpa and the district that create a sense of arrival.					
3.1a	Design and fund entrance/gateway features at key entrances along I-44 to the City of Sapulpa.	Capital Investment	CM, UD		✓	
3.1b	Design and fund entrance/gateway features at key entrances along and within the reimaged Route 66 Corridor.	Capital Investment	CM, UD		✓	
3.2	Beautify the area with improved streetscapes, special landscaping, lighting, and public art.					
3.2a	Use the design elements from the new street sections recommended in the Master Plan.	Initiative, Regulation	UD, PW		✓	
3.2b	Focus beautification improvements along highly visible/key corridors.	Initiative	UD, PW		✓	
3.2c	Incorporate gateway improvements and beautification into corresponding road improvement projects.	Capital Investment	PW		✓	✓
3.2d	Integrate native and easy to maintain street trees and landscaping.	Initiative	PW, P&R		✓	✓
3.3	Work proactively to enhance the safety and upkeep of existing buildings and properties.					
3.3a	Consider establishing a hotel/motel business license program.	Regulation	UD	Priority		
3.3b	Work with the City of Sapulpa's code enforcement program to ensure the quality of structures for the health, safety, and well-being of occupants and residents.	Initiative	UD	Priority	✓	✓
3.3c	Initiate proactive code enforcement program for the planning area that includes citing dumping, graffiti, dilapidated structures, property maintenance, and other code issues.	Initiative	UD	Priority	✓	✓

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
3.4	Increase personal and property security to identify and address public safety.					
3.4a	Work with property owners to identify safety issues such as vandalism and theft of businesses.	Initiative	PD	✓	✓	✓
3.4b	Explore public/private partnership to address safety issues and increase security through collaboration with public safety officials.	Partnership	PD	✓		
3.4c	Provide public education programs on increasing safety and security in residential and business areas.	Initiative	PD	✓	✓	
3.4d	Partner with area non-profit organizations to expand the outreach and solutions to identify and address public safety issues.	Partnership	PD	✓	✓	

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
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4 LIVABLE AND CONNECTED BUILT ENVIRONMENT

4.1	Encourage residential growth in key areas and ensure a variety of housing options to accommodate all types of residents.					
4.1a	Encourage a range of housing types within the proposed 51st Street Residential Concept Plan area.	Initiative	UD	✓	✓	✓
4.1b	Promote residential and mixed use opportunities, particularly at the proposed 51st Street residential tract and multi-family/mixed use residential in the Route 66 Corridor to residential developers.	Initiative	UD	✓	✓	✓
4.1c	Review and amend ordinances as needed to support the development of an expanded range of housing types.	Regulatory	UD	✓		
4.1d	Develop an annexation plan for land around the planning area and neighborhood plans for any existing neighborhoods that are annexed.	Targeted Planning/Study	UD		✓	✓
4.2	Connect residential areas to district attractions, commercial retail and services, and employment areas through sidewalks, trails, and open space networks while maintaining adequate buffers between land uses.					
4.2a	Design and construct linear park and trails.	Capital Investment	P&R			✓
4.2b	Require new developments to provide recreational and open space amenities or develop an open space developer contribution policy.	Regulation	UD, P&R	✓		
4.2c	Require sufficient buffering for areas adjacent to potential residential development.	Regulation	UD	✓		

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
4.3	Explore options for supporting attainable housing for renters and homeownership.					
4.3a	Build partnerships between property owners interested in redevelopment and affordable housing developers.	Partnership	UD	✓	✓	✓
4.3b	Support and encourage a mixed-income community that includes market-rate and dedicated affordable housing.	Initiative	UD	✓	✓	✓
4.3c	Explore developing a program to support future homeowners.	Initiative	UD			✓
4.4	Reduce homelessness in the planning area.					
4.4a	Develop a path to housing awareness program that provides information on local, regional, state and federal housing resources.	Initiative	UD	✓		
4.4b	Partner with local and regional area agencies and non-profits to develop ongoing strategies to assist individuals experiencing homelessness.	Partnership	UD	✓	✓	✓

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
5 SAFE AND PLEASANT MOBILITY						
5.1	Improve traffic flow, safety, and multi-modal connectivity for people driving, walking, and biking within the planning area.					
5.1a	Consider completing a Transportation Analysis with build-out scenario to examine the transportation impacts within the planning area.	Targeted Planning/Study	PW	✓		
5.1b	Engage an engineering consultant and coordinate with ODOT to complete a transportation study 49th W. Avenue.	Targeted Planning/Study	PW	✓		
5.1c	Work with an engineering consultant and ODOT to explore the potential of closing Exit 222C (57th Street South) and Exit 222B (55th Place).	Targeted Planning/Study	PW	✓		
5.1d	Fund and construct improvements recommended as a result of targeted studies referenced in Objectives 5.1a-5.1c.	Capital Investment	CM, PW		✓	✓
5.1e	Require vehicular and pedestrian connectivity between commercial parcels where feasible and a minimum separation between driveways on collector and arterial streets.	Regulation	UD	✓		
5.1f	Require new development to provide a continuous, connected, and accessible network of sidewalks or shared-use paths.	Regulation	UD	✓		
5.1g	Establish a standard detail requirement for driveways with a trail/shared use path crossing that include painted trail paths and markings.	Regulation	PW	✓		
5.1h	Continue to improve the area's streetscapes with enhanced sidewalks and bicycle facilities that provide connection within the district and to nearby neighborhoods, arterial streets, and regional trail systems (918 Trails).	Regulation, Capital Investment	PW	✓	✓	✓

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
5.1i	Develop a trail and sidewalk improvement plan to prioritize capital funding to build, replace, and restore and sidewalks.	Targeted Planning/Study	PW		✓	
5.2	Prioritize targeted infrastructure projects to support health, safety, and welfare and to catalyze development.					
5.2a	Improve corridors to support economic activity and improve mobility options, focusing on basic infrastructure, such as street maintenance, sidewalks, crosswalks, lighting, and connections, which working toward long-term catalytic streetscape enhancements along key corridors.	Capital Investment	PW	✓	✓	✓
5.2b	Ensure that street improvements are coordinated with other necessary utility upgrades in the area.	Capital Investment	PW	✓	✓	✓
5.2c	Support efforts to provide necessary infrastructure to accommodate commercial and industrial growth in the area.	Initiative	PW, ED	✓	✓	✓
5.2d	Fund and implement road improvements that support heavy truck traffic.	Capital Investment	PW		✓	✓
5.2e	Enhance the public realm with streetscape improvements, such as landscaping, hardscaping, signage, and lighting.	Capital Investment	PW		✓	✓
5.2f	Install pedestrian lighting to increase access to retail, employment, and other amenities.	Capital Investment			✓	✓
5.2g	Create an LED street lighting standard for the planning area, and require all new development implement pedestrian scale street lighting that meets adopted design standards.	Regulation	PW, UD	✓		
5.3	Consider coordinated parking management strategies that balance adequate parking to meet demand from all users.	Regulation	UD	✓		
5.3a	Develop a coordinated parking plan that takes advantage of new and existing parking lots, particularly in the reimagined Route 66 Corridor and east of I-44 for better utilization throughout the day and night, week and year.	Targeted Planning/Study	UD		✓	

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
5.3b	Avoid front loaded garages as much as feasible. Require all parking for townhouses to be in rear-loaded garages accessed by an internal alley. (51st St. Residential Concept)	Regulation	UD	✓		
5.3c	Encourage the installation of electric vehicle-charging areas.	Initiative	UD		✓	
5.3d	Evaluate the demand and potential of establishing a ride-share parking program.	Initiative	UD		✓	
5.4	Explore expanding access to public transit in the planning area.					
5.4a	Coordinate with Tulsa Transit to explore adding a bus rapid transit stop along Route 66 and expanding the microtransit program into a broader area.	Initiative	UD		✓	
5.4b	Consider the use of a bike share program in the planning area.	Initiative	UD		✓	

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
6 INVITING SOCIAL AND CULTURAL CHARACTER						
6.1	Develop a public awareness campaign and platform to tell the district’s story, share the vision for the future, and provide resources for implementation.					
6.1a	Establish a website that shares the vision, master plan document, resources for implementation, incentives, and resources to available properties within the planning area.	Initiative	ED, UD	✓		
6.1b	Send a press release to announce the new Edge District, branding, and Master Plan.	Initiative	ED, UD	✓		
6.1c	Develop and implement consistent social media content to expand outreach, education, and excitement for the future of the area.	Initiative	ED	✓	✓	✓
6.2	Encourage regular programming and gathering spaces in parks and open spaces for area residents and to attract visitors to the district.					
6.2a	Develop partnerships with the Chamber of Commerce and local businesses to assist or lead the implementation of regular programming.	Partnership	ED, UD		✓	
6.2b	Market the events and programming through all media outlets.	Partnership	ED, Chamber		✓	✓
6.2c	Incorporate gathering spaces that provide passive and active recreational opportunities for people of all ages and abilities.	Capital Investment	P&R		✓	✓
6.3	Acknowledge and honor the history and uniqueness of the area with public art installations, murals, and community programming.					
6.3a	Support and encourage public art and programming that reflects its site or its history and helps contribute to a sense of place unique to that area.	Initiative	UD, P&R	✓	✓	✓

TASK #	IMPLEMENTATION TASK	CATEGORY	TASK LEADER	SHORT-TERM	MID-TERM	LONG-TERM
6.3b	Allow for interim placemaking that incorporates public art and/or programming for existing surface parking areas and interim uses to activate existing buildings.	Regulation	UD	✓	✓	✓
6.4	Establish an intergovernmental coalition to coordinate and oversee the implementation of shared goals within the district and surrounding planning area.					
6.4a	Work with Tulsa County, City of Tulsa, and the Oklahoma Department of Transportation to create an ad-hoc committee to identify shared goals and develop a framework for establishing new intergovernmental coalition.	Partnership	CM, UD	Priority		
6.4b	Approve the establishment of the intergovernmental coalition and remain engaged throughout the implementation of the plan.	Partnership	CM, UD	✓	✓	✓

*Task Leader Abbreviations:

CM = City Manager's Office

UD = Urban Development Department

ED = Economic Development Department

P&R = Parks and Recreation Department

PW - Public Work Department

Chamber - Sapulpa Chamber of Commerce.

REDEVELOPMENT & FINANCING TOOLS

The Project Edge planning area can attract future commercial, industrial, and residential development by introducing City-led initiatives. Through intentional action, Sapulpa can attract additional businesses and households seeking the vision for the planning area and with easy access to employment centers and a large metropolitan area.

Sapulpa has already fostered a positive environment in the development community, and elected officials and staff must now work to extend the reach of that development activity to attract destination-based and neighborhood-serving retail and commercial offerings and a wider variety of household types.

The following information includes a summary of potential redevelopment and redevelopment tools and funding options that can enhance the quality and timing of new development and expand the economy in the Project Edge planning area.

REDEVELOPMENT TOOLS AND STRUCTURES

Implementing long-term plans requires a vision backed by the selection of administrative, economic, and financial tools. Often, the bottleneck slowing progress lies in:

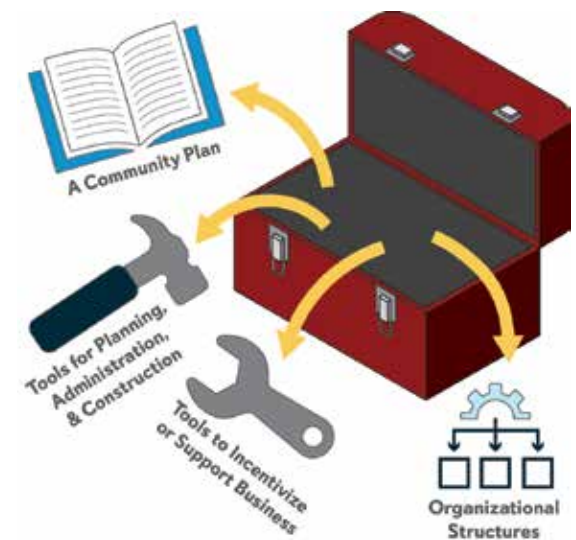
- Deciding which tools to use and when to use them;
- Garnering community political and financial support;
- A commitment to utilize those tools; and
- Following through with a plan.

The City of Sapulpa has a set of economic development tools, as well as the ability to acquire more tools, necessary to achieve the future vision detailed in this master plan. The challenges will include utilizing those tools best suited to each particular element of the overall plan, determining what group or organization is best positioned to manage or implement that tool, and how to structure funding for that element.

REDEVELOPMENT TOOLBOX

Economic development tools can be grouped into four categories:

- A plan;
- Tools for planning and administration
- Organization structures that have a role in the administration, financing, development, construction, or operations; and
- Financing options to support business and implement the plan.



REDEVELOPMENT TOOLS

PLAN

The most important tool is a plan that defines the community's vision for the Edge District. For Sapulpa, it is this Project Edge Master Plan, the document that guides all of the near and far-ranging tasks that implement the vision.

Additionally, the Economic Development Department and Sapulpa Chamber of Commerce assist in making the most efficient use of all local economic resources. These groups can conduct studies and plans relating to the future economic growth and development of the City. Thus, this group has the power to extend the reach of this Master Plan by analyzing the potential for undertaking successful initiatives and determining a path to implementation of those initiatives.

TOOLS FOR PLANNING & ADMINISTRATION

Some tools are available to cities in Oklahoma to fund, administer, or facilitate land acquisitions, infrastructure, buildings, and public space. These are the zoning and entitlements that will later support the businesses, homes, activities, events, and culture that will define the spirit of the Edge District.

Special Districts, Overlays, and Bonuses

Establishing a new mixed-use base zoning or an

overlay district for the Route 66 Corridor is critical to achieve the built environment as envisioned in this master plan.

An overlay district functions as an additional layer of zoning regulations applied to an existing zoning district or districts. Its primary purpose is to introduce additional or supplemental development requirements tailored to suit the specific area and steer the course of development in a way that traditional zoning may not adequately cover. This overlay approach simplifies the process of adding new regulations across multiple areas without the need to revise the codes for various districts. However, if taken to an extreme, they have the potential to impede development, inflate development expenses, and create delays in essential projects. It's crucial to strike a balance and incorporate a level of flexibility to harness their benefits effectively.

Height and density bonuses allow municipalities to use zoning codes to incentivize development projects aligned with local public policy goals. In these cases, the zoning code allows developers who meet certain criteria to build more units than would ordinarily be allowed on a site by the underlying zoning code (typically by allowing increased density or building height). They also allow the local government to encourage things that cannot legally be mandated to zoning. In exchange, the developer will commit to meeting

public policy goals. This arrangement enables developers to recoup some or all of the foregone revenue associated with meeting that policy goal. For density and height benefits to be effective incentives, the market conditions must be sufficiently robust that market pricing would make building beyond the permitted zoning envelope economically feasible.

These tools may be potentially effective in helping to achieve the vision for Project Edge as described in this master plan.

Expedited Approval Processes

Delays during any stage of the development process increase overall development costs. Expedited approval processes can decrease the time required for pre-development and construction, thus reducing the overall costs of development. Expedited approvals also reduce uncertainty in projects, increasing efficiency which further reduce costs. Expedited approvals can include prioritized permit review and approval, the acceleration or reduction of public hearing dates for rezoning requests, special use permits, variance requests, and increased responsiveness for building inspections during construction.

Fee Waivers or Reductions

Waivers or reductions of impact fees or building permit fees reduce barriers associated with

REDEVELOPMENT TOOLS

development projects, such as development costs.

ORGANIZATIONAL STRUCTURE FOR ECONOMIC DEVELOPMENT INITIATIVES

Rarely in smaller cities does a single agency or organization take control of economic development and accomplish goals single-handedly. In most successful economic development initiatives at this level, a multi-layered organizational structure is built, with different organizational partners handling specialized tasks that they are best suited to manage. These tasks can include administration, public outreach, communications, and financing.

Control of land

Ultimately, control and oversight of any element of a large-scale redevelopment that includes a public-sector partnership falls under the authority of whoever controls the underlying land. In many cases of large-scale development, the land underlying a master-planned project area will be owned by a blend of public and private owners, with either concurrent or opposing interests. These cases present an opportunity for the leading organization to utilize partnerships to leverage tools (both regulatory and financial) to

incentivize all land partners to work towards a common interest.

Land owned by a public agency, such as the City government, can be conveyed for redevelopment in several ways:

- **Direct ownership.** The City or a public development authority can act as owner and developer, usually for a public purpose such as a government facility, library, or park.
- **Large-parcel sale.** The public owner would convey a large parcel (or assemblage of parcels) to a private-sector master developer, typically through a Request For Proposals (RFP) or Request for Qualifications (RFQ) process. In both of these cases, the public sector agency initiating the project would have an opportunity to frame a vision for the resulting redevelopment through restrictions to be negotiated through a development agreement.
- **Sale of building pads.** A public sector owner could work through its own internal master planner to install underlying infrastructure on the site to define building pads within the master plan. The infrastructure and master plan would add value to the individual building pads. These building pads could be conveyed to individual “vertical developers” through a similar RFP or RFQ process.

- **Ground lease.** The public sector owner could retain ownership of the underlying land and instead lease the right to develop on that land (typically for 99 years) to a master developer or vertical developer. While ground lease arrangements allow the public sector owner to maintain ownership and control of the underlying land, developers building on leased land frequently encounter more difficulty qualifying for financing.

FINANCING OPTIONS TO SUPPORT BUSINESS AND IMPLEMENT THE PLAN

Public Spending on Infrastructure

Direct spending on infrastructure by public agencies enhances the property values and marketability of adjacent and nearby properties. This is one of the most direct ways that local jurisdictions (including public agencies, development authorities, and organizations such as Business Improvement Districts) can incentivize redevelopment projects that align with public policy goals.

The City can also use normal funding channels to direct departments to build infrastructure, such as roads, sidewalks, stormwater infrastructure, and

POTENTIAL FUNDING SOURCES

parks, in priority areas that lack these amenities. This reduces the burden on private development partners to fund these public amenities and increases value and market potential to redevelopment areas.

Many of the recommended implementation strategies for this plan will require funding for capital projects, ongoing management and administration, and incentives offered in the district. The planning area is also located in qualifying areas for multiple state and federal tax incentive programs that are tied to capital investments and/or job creation. The majority of the projects will receive some level of funding through the City of Sapulpa's funds.

The following is a list of potential additional funding sources that can be explored to assist in the implementation of this master plan:

Local Government Options

Economic Development Infrastructure Financing (EDIF)

The EDIF program is part of the Community Development Block Grant (CDBG) program, a federal grant that is administered by the Oklahoma Department of Commerce. This program provides funds for public infrastructure required for the creation of jobs and is specifically targeted to areas with high concentrations of

low to moderate income residents. Eligible uses for EDIF funding include property acquisition, development of infrastructure, and development of publicly owned commercial or industrial buildings. Up to \$10,000 in funding is available per job created.

Tax Increment Financing (TIF)

TIF is a mechanism that funds capital improvements by earmarking the increase in future property tax or sales tax revenue within a specific area to fund capital improvements. A TIF is typically established for a 25-year period, with the local government issuing a bond at the outset, and the future tax revenue servicing the debt over time.

How Do TIFs Work?

"A TIF subsidizes companies by refunding or diverting a portion of their taxes to help finance development in an area or (less frequently) on a project site. Usually, TIF helps to pay for infrastructure improvements (streets, sewers, parking lots) in the area near a new development. In some states, TIF can also be used for acquiring land (including eminent domain), paying for planning expenses (legal fees, studies, engineering, etc.), demolishing and rehabbing buildings, cleaning up contaminated areas ("brownfields"), or funding job training programs.

TIF is authorized at the state level and administered by local governments. The local government designates an area it wants to target for redevelopment as a "TIF district" (sometimes also called by other names such as

tax allocation district, or TAD). As businesses locate in a TIF district and the area redevelops, the property values rise. Rather than simply collecting the increased taxes from TIF district properties, the city splits the property tax revenues into two streams. The first stream is set at the original amount of the property value before redevelopment, known as the "base rate." This stream continues to go where it did before, typically to the school district or the city's general fund that pays for local services such as police and fire departments. The second stream contains the additional tax money generated by the higher property value, or the "tax increment." This stream does not go to the city or schools, but is kept separate and used to pay for the redevelopment."

Source: www.goodjobsfirst.org

POTENTIAL FUNDING SOURCES

TIF allows public revenue growth within a designated area to be captured and reinvested back into that area. In this way, the value growth resulting from public and private investment can be recirculated to incentivize further growth. Growth in tax collections generated by new investment in the TIF district, create higher local fiscal revenues, which are allocated to pay infrastructure costs or certain private development costs within the district. TIF funding can also be capitalized through debt in using revenue bonds or loans to provide additional funding in the early phases of a project, with the ensuing TIF revenue dedicated to satisfying those debt obligations. TIFs can be very effective tools, but they are only effective if the property assessment in the area increases over time.

A thorough evaluation of TIF as a tool to be used to accomplish large and small economic development goals is recommended.

Business Improvement District (BID)

A BID is a district formed by business property owners within a specific area to fund infrastructure improvements and provide ongoing maintenance and management of the area. BIDs are funded by a special tax assessment that must be approved via a majority vote among owners of commercial property within the district. The collection of revenue for a BID is administered by the local government, but all

funding and management decisions are made by the BID's independent board. The services are typically managed by a non-profit association whose purpose is to steward the district and its prosperity.

BIDs deliver supplemental services within a defined district such as:

- Maintenance and sanitation;
- Public safety;
- Marketing and promotion;
- Capital improvements; and
- Landscaping and beautification.

Creating a new BID requires a community-driven approach by property owners, business owners, other interested stakeholders, and support from elected officials. After the local elected body approves a BID, delivering the services and affecting change in the district requires coordination and management.

General Obligation (G.O.) Bonds

The most common and traditional means of funding public improvements is using G.O. bonds, which pledge revenue from local government's tax base to retire debt. G.O. bonds require no collateral, and any shortfalls can be recouped via future tax increases.

State and Federal Incentives

New Markets Tax Credits (NMTC):

NMTC's provide a tax credit valued at 39% of the total investment over a 7-year period of any Qualifying Equity Investment (QEI). Any use of NMTC would require the participation of a Qualified Community Development Entity (CDE) that has already been granted an allocation of tax credits.

Oklahoma Quality Jobs Opportunity Zone

This program provides a cash rebate to qualifying employers of up to 5% of new payroll for a 10-year period.

Oklahoma Enterprise Zone

Enterprise zones offer employers double the amount for the Investment/New Jobs Tax Credit, as well as eligibility for an extra ad valorem tax exemption and access to low interest loans.

Federal Opportunity Zone

The federal opportunity zone allows investors in Qualified Opportunity Funds to waive or reduce the payment of capital gains taxes and to defer income taxes.

POTENTIAL FUNDING SOURCES

Route 66 Related Opportunities

There are multiple current and proposed future sources of funding related to Historic Route 66. The Governor's office has established a Centennial Commission in advance of the 100th anniversary of Route 66 in 2026 – this program is funding signage improvements. Separately, the state approved legislation in 2022 to establish the Oklahoma Route 66 Commission – this bill also authorized \$6.6 million to establish a revolving loan fund for projects along Route 66. At the federal level, the U.S. Route 66 Centennial Commission is expected to announce plans for 2026, which may include funding for local improvements.

Route 66 Corridor Preservation Program

The National Park Service provides cost-share grant assistance to support preservation of Route 66 buildings, structures, road segments, and cultural landscapes. Assistance is also available to support research, planning, oral history, and educational outreach projects related to preservation of Route 66. (nps.gov)

Grant Programs

Oklahoma Arts Council

The State arts council provides multiple grant programs for arts projects, such as community arts experience grants and community arts learning grants. (arts.ok.gov)

Oklahoma Humanities

The State humanities council provides grants for humanities-based cultural and education programs such as history exhibits, lectures, walking tours, oral history projects, etc. (www.oklahomahumanities.org)

National Endowment for the Arts (NEA)

NEA is a national organization with multiple grant programs for arts projects. Grants for Public Arts program awards project-based funding of up to \$100,000 for a broad range of projects that improve the overall capacity and capabilities within the arts sector. The Challenge America program awards up to \$10,000 for projects that extend the reach of the arts in underserved communities. Lastly, the Our Town awards up to \$250,000 for creative place-making projects. (www.nea.gov)

National Endowment for the Humanities (NEH)

NEH is a national organization with multiple grant

programs for humanities projects. (www.neh.gov)

USDA

The USDA's Urban Agricultural and Innovative Production program awards grants of up to \$250,000 for projects that further the urban agricultural and innovation production efforts. In addition, the Rural Placemaking Innovation Challenge (\$250,000 grant maximum) helps rural communities create plans to enhance capacity for broadband access; preserve cultural and historic structures; and support the development of transportation, housing, and recreational spaces. (www.usda.gov)

AARP

AARP offers a Community Challenge Grant to provide to fund flagship projects, capacity-building microgrants, and demonstration grants to support communities becoming more livable for people of all ages. (www.aarp.org)

T-Mobile Hometown Grants

In partnership with Main Street America and Smart Growth America, the T-Mobile Hometown Grant provides up to \$50,000 to help build stronger and more prosperous small towns. (<https://www.t-mobile.com>)

KABOOM

Nonprofit that helps to build playgrounds in

POTENTIAL FUNDING SOURCES

communities through KABOOM! Grants. (kaboom.org/grants)

Project for Public Spaces

This organization often provides community placemaking grant opportunities. (pps.org)

National Association of Realtors

The association offers placemaking grants to fund state and local projects that create new, outdoor public spaces and destinations in a community on unused or underused sites. (<https://www.nar.realtor/grants/placemaking-grant>)

Healthy Food Financing Initiative (HFFI)

USDA's HFFI Partnership Program provides loans, grants, and technical assistance resources to improve and support access to fresh, healthy and affordable food. Grants range from \$200,000 to \$3 million. (rd.usda.gov).

Crowdfunding

Patronicity combines community support through crowdfunding with grants to make projects a reality. (patronicity.com)

IOBY "In Our Backyards" is a crowdfunding program targeted for placemaking projects. (ioby.org)

Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

The U.S. DOT's RAISE discretionary grant program is for communities of all sizes for transportation infrastructure projects. (transportation.gov/RAISE grants)

Multimodal Project Discretionary Grant (MPDG)

The U.S. DOT's MPDG program provides grant opportunities for transportation projects designed to strengthen supply chains, spur economic development, and improve safety and daily life. communities of all sizes for transportation infrastructure projects. (transportation.gov/grants/mpdg-program)

Transportation Alternatives Program (TAP)

ODOT partners with the FHWA in facilitating and providing a grant opportunity for local governments to pursue non-traditional transportation-related activities such as pedestrian facilities, bicycle facilities, and pedestrian streetscape projects. (incog.org)

TSET Healthy Incentives Program

The program provides assistance to municipalities to adopt and implement best and promising practices for tobacco-free environments, access to healthy foods and physical activity

opportunities in an effort to improve the health and quality of life for residents. The grant award range is based on population.

Surface Transportation Block Grant (STBG)

INCOG administers the funds through a competitive application process for projects that maintain and enhance transportation, including active transportation. (incog.org)

Safe Streets and Roads for All (SS4A)

SS4A is a U.S. DOT discretionary grant program is focused on improving roadway safety for all users by reducing and eliminating serious injury and fatal crashes through comprehensive safety action plans and their implementation. \$5 billion in funds have been allocated from 2022-2026 for this program to prevent roadway deaths and serious injuries. (transportation.gov/grants/ss4a)

Community Development Block Grant (CDBG)

The CDBG program is administered by the U.S. Department of Housing and Urban Development to support community development activities through grants by providing decent housing and a suitable living environments, primarily focused for persons of low and moderate incomes. Grants can be applied to public facilities, infrastructure, housing, and blight remediation. (hudexchange.info/programs/cdbg)



Contact:

Nikki Howard

Urban Development Director

Phone: 918-248-5917

Email: nhoward@sapulpaok.gov