

Our Heart.
Our Historic Tomorrow.

Draft - March 2021





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Section 1

Our Historic Tomorrow

Section 1 sets the stage for the Plan. This section answers why this Plan was necessary, what key issues needed to be addressed, how the Plan was developed, and what the planning process looked like.



The Downtown Sapulpa Master Plan (Plan) is an articulation of the community leaders' goals for downtown Sapulpa over the next 10-20 years. During the past 12 months, the downtown planning process has engaged residents, business owners, and property owners through a variety of engagement exercises and events to identify issues, opportunities, and values related to land use; development, redevelopment, and rehabilitation; design and aesthetics; connectivity; parking; parks and open space; programming; and economic development.

In addition to public input, community leaders have a goal for downtown Sapulpa: to attract and retain businesses, visitors, residents, and developers. To meet this goal and other aspirations for downtown Sapulpa, a focus on improvement is pertinent.

Section 1 lays out the vision for downtown Sapulpa and discusses the guiding principles that are integrated into the Plan's recommendations. Additionally, this section sets the scene for the Plan, answering why this Plan was necessary, how the Plan will be used, and how the planning process took place.

Downtown is our heart and historic tomorrow!



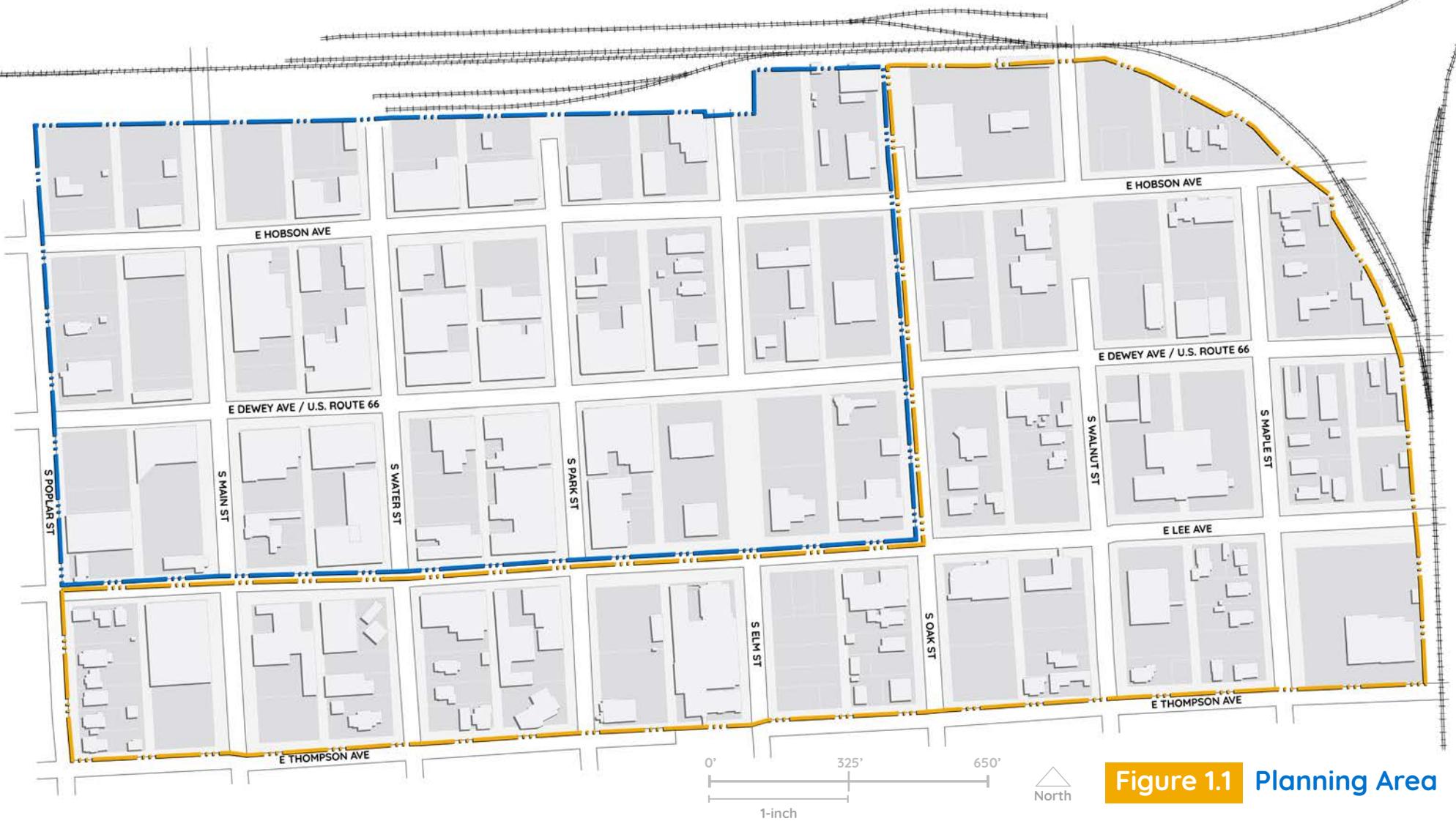


Figure 1.1 Planning Area

Data Sources: City of Sapulpa; Creek County; and Ochsner Hare and Hare, the Olsson Studio

The Planning Area

The downtown Sapulpa planning area consists of two interrelated geographic areas, the “downtown core” and “downtown transition area.” The downtown core represents the principal planning area and consists of a 12-block area bounded by the rail line to the north, Lee Avenue to the south, Oak Street to the east, and Poplar Street to the west. Much of the downtown core is designated as a National Historic District. The downtown transition area incorporates roughly a 30-block area bounded by rail lines to the north and east, Thompson Avenue to the south, and Poplar Street to the west. This larger area is impacted by the downtown core’s economic trends and land use patterns. **Figure 1.1** shows the two interrelated planning boundaries.

- [Blue line] Downtown Core
- [Yellow line] Downtown Transition Area

Downtown Master Plan Overview

This Plan builds upon and brings together existing planning efforts (explored further in [Appendix A](#)) to create a unified vision for the future of downtown Sapulpa. The Plan demonstrates a path forward for downtown Sapulpa – using both physical recommendations as well as policy guidance.

The Plan will address a wide variety of topics critical to downtown's continued and improved success, including the following:

- Direct the type, location, and scale of new development;
- Address existing vacancy and best use of existing building space;
- Incorporate more green space and outdoor public gathering areas;
- Best utilize existing publicly-owned properties;
- Capitalize on Route 66's presence;
- Address infrastructure improvements necessary to support the future development and redevelopment;
- Understand travel patterns and parking to accommodate residents and visitors;
- Acknowledge physical and political constraints to downtown potential; and
- Renew urban design standards and improvements to the overall look and feel with a streetscape design plan.

The process will culminate in an integrated document that reflects the needs and desires of the community and helps direct future decision making as it relates to the orderly growth, revitalization, and sustainable development of downtown Sapulpa.

What is a Downtown Master Plan?

This type of planning document has a narrow focus on the most productive part of the community – downtown. A downtown master plan examines many of the same topics that other long-range planning documents assess, such as infrastructure, land use, and transportation. However, the focus of these topics is more detailed and specific as the study area is at a smaller scale. Additionally, downtown master plans place a greater emphasis on economic development, business retention and recruitment, tourism, and entertainment as they are – or, should be – the economic powerhouses of a community.



The Why

The intent of the Sapulpa Downtown Master Plan is to create a vision to reinforce and magnify downtown's role as the economic and cultural heart of the community. As part of an ongoing community initiative known as "It's Time Sapulpa," this Plan sets the vision for the downtown embraced by the surrounding community. The process built consensus among different groups including, but not limited to, property owners, business owners, public agencies, city advisory groups, the Chamber of Commerce, Sapulpa Main Street, educational institutions, and residents.

Document Organization

This document is organized into seven sections, detailed as follows.

Section 1 – Our Historic Tomorrow. This section presents an introduction to the Plan, including the Plan's purpose and timeline and a summary of the "why" behind the Plan.

Section 2 – Our Vision for Downtown. This section narrates and illustrates the desired future state of downtown Sapulpa.

Section 3 – Our Path to Tomorrow / Land Use and Development Plan. This section identifies the preferred and appropriate land uses and development areas throughout downtown.

Section 4 – Our Path to Tomorrow / Urban Design, Aesthetics, and Street Life. This section presents the streetscape plan for the downtown core to address the look and feel.

Section 5 – Our Path to Tomorrow / Transportation and Parking. This section examines transportation routes and types, parking demand, alternative transportation modes, and capacity of the existing roadway system.

Section 6 – Our Path to Tomorrow / Economic Development and Vibrancy. This section describes how downtown can attract additional investment, bolster and capitalize on existing businesses, and enhance overall district operations to create a sense of vibrancy.

Section 7 – Our Steps to Tomorrow / Strategic Implementation. This section presents specific actions to achieve the goals and strategies of the previous sections.

(Appendix A) Downtown Yesterday and Today This section describes the history and current state of downtown, including details on existing plans and studies, current and forecast demographic factors, market potential, and physical, natural, and regulatory conditions.

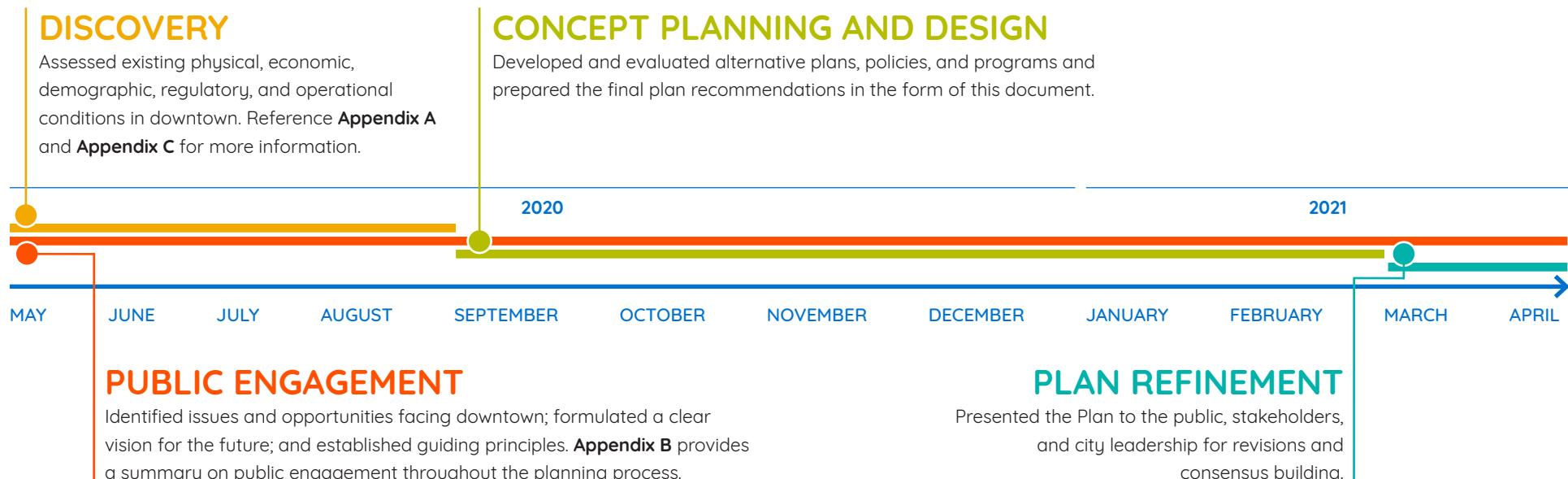
(Appendix B) Downtown Heart This section presents a summary of the input received from the community through a variety of engagement tools, both in-person and online.

(Appendix C) Downtown Market This section is the full Economic and Market Analysis for downtown that evaluates long-term market potential and redevelopment opportunities based on economic and demographic factors and market forces.

Planning Process and Timeline

The Plan development process followed a four-step program that included Discovery; Public Engagement; Concept Planning and Design; and Plan Refinement, each detailed below.

Figure 1.2 demonstrates the timeline of this planning process.



Section 2

Our Vision for Downtown

Section 2 lays out the vision for downtown Sapulpa's robust future; it answers the question, "What does Sapulpa want their downtown to be?" The vision was developed based on the input gathered throughout the public engagement process on the issues, concerns, and opportunities facing downtown, as detailed in **Appendix B Downtown Heart**.

The vision narrative is an expression of future aspirations and paints a picture of what downtown is hoped to be. Identifying the vision is critical to the planning process, as it can be referred to as a guide for recommendations that will define the Plan. Each recommendation put forth in the Plan aims to achieve the vision, at least in part. The ability to articulate and visualize the possible future state of downtown is a vital component for its successful revitalization. The vision narrative is written in the present tense - signifying the strong commitment to make the vision a reality.



Our Vision for Downtown

Building upon its history and location along **historic Route 66**, downtown Sapulpa is a **vibrant, pedestrian-oriented, and mixed use regional destination**. Downtown's attractiveness as a place to live, be entertained, and work is strong due to a **lively mixture of retail, restaurants, entertainment, service, recreation, office, residential, and civic uses** all within proximity to each other. Our public spaces are unique, attractive, and inviting, enhanced with landscaping, public art, and pedestrian amenities. **We encourage creativity** through multiple formats: business type, public art, marketing strategies, and more.

Downtown is **buzzing with activity** year-round as a focal point for the community and a weekday and weekend destination, providing the ideal location for a wide range of family-friendly festivals, events, and activities.

New growth and development respect the existing **sense of place and character** that has defined downtown Sapulpa for decades by offering new architectural styles that blend into the existing built form. Pedestrian activity and interest are maximized by prioritizing retail, restaurant, and entertainment uses on the first floor of existing and new buildings. Uses in downtown also include businesses providing daily goods and services for permanent residents of downtown and the city.

**Our Heart.
Our Historic Tomorrow.**

What is Downtown's Role?

Downtown Sapulpa serves a variety of different roles that, together, make it the heart of the Sapulpa community. These roles represent the uses and destinations that bring people to downtown. People may come to downtown for different reasons, and as such, experience downtown in varied ways. For example, a Sapulpa resident going to dinner in downtown will have a different experience than a tourist visiting the Sapulpa Historical Museum. By recognizing the different roles that downtown plays in peoples' lives, the Plan seeks to enhance the experiences of all those who visit the area.



Community Heart

Downtown Sapulpa is a defining landmark for the entire city. Through a variety of uses and activities and its historic built form, downtown has a special place in the hearts of Sapulpanians. Downtown can foster social interaction and community pride – causing residents to feel invested in its revitalization and success. Downtown's significance as the heart of Sapulpa is a core tenet of the Plan and central to the goals and strategies presented in later sections.



Dining, Shopping, and Entertainment

Downtown can become a thriving retail, dining, and entertainment district that offers a range of goods and services that appeal to both visitors and residents. Capitalizing on current and planned private reinvestment along Dewey Avenue and Hobson Avenue, downtown can create an experience for residents and visitors alike that allow them to stay downtown for longer periods of time and more days of the week.



Civic

Downtown is home to many public uses and institutions that contribute to civic life within Sapulpa and Creek County, such as Sapulpa City Hall and the Creek County Courthouse. Together, these institutions provide amenities, services, and employment opportunities that bring people downtown daily – not just on the weekends.



Regional Tourist Destination

With enhanced marketing and destination creation, downtown can strengthen its role as a regional tourist destination. Capitalizing on its location along historic Route 66, downtown can draw tourists by adding reasons for them to stop, such as unique dining experiences, desirable retail, boutique lodging, and public spaces that stand out from other regional communities.



Community Activities and Events

Community organizations host numerous events, festivals, and activities throughout the year, including Rock the Route concerts, Jingle N' Mingle, the Sapulpa Christmas Parade, Ladies Night Out, and more. These events attract residents, visitors, artists, performers, and vendors from across the region and contribute to the vibrancy and desirability of downtown.



Employment

Downtown is also an employment center within the Sapulpa community, largely in part due to the number of civic uses. The Creek County Courthouse draws many employees. This use brings people to downtown throughout the week and provides the weekday population to support commercial businesses within downtown.



Data Sources: City of Sapulpa; Creek County; Ochsner Hare and Hare, the Olsson Studio; and Studio Architecture



Figure 2.1 Illustrative Master Plan

Illustrative Master Plan

The illustrative master plan for downtown Sapulpa, as shown in **Figure 2.1 Downtown Sapulpa Illustrative Master Plan**, offers a visual representation of the goals and strategies that follow. It identifies development and redevelopment projects, transportation and connectivity improvements, streetscape enhancements, future parking considerations, and more. That said, the illustrative master plan cannot possibly capture the full breadth of the recommendations that define the Plan and should only be viewed as a supplement to the recommendations themselves. These topics are explored with additional text and graphics in **Section 3** through **Section 6**.

- Parking area (existing and proposed)
- Existing building
- Proposed infill building

How Do We Achieve Our Vision?

Section 3 through Section 6 are organized by a series of Key Issues, Goals, and Strategies, definitions of which follow.

Key Issues that summarize downtown concerns

Key Issues are the primary considerations for each topic of the Plan (e.g., land use and development, transportation and parking, etc.); they are what the Goals address and solve. Analysis of existing conditions revealed some Key Issues, such as vacancy levels in the existing building stock, but the public engagement process revealed a deeper level of concerns, such as a poor public perception of downtown. Key Issues are summarized at the beginning of each section (and detailed at length in the appendices) so that it is clear what the accompanying Goals and Strategies are addressing.

Goals to address the Key Issues

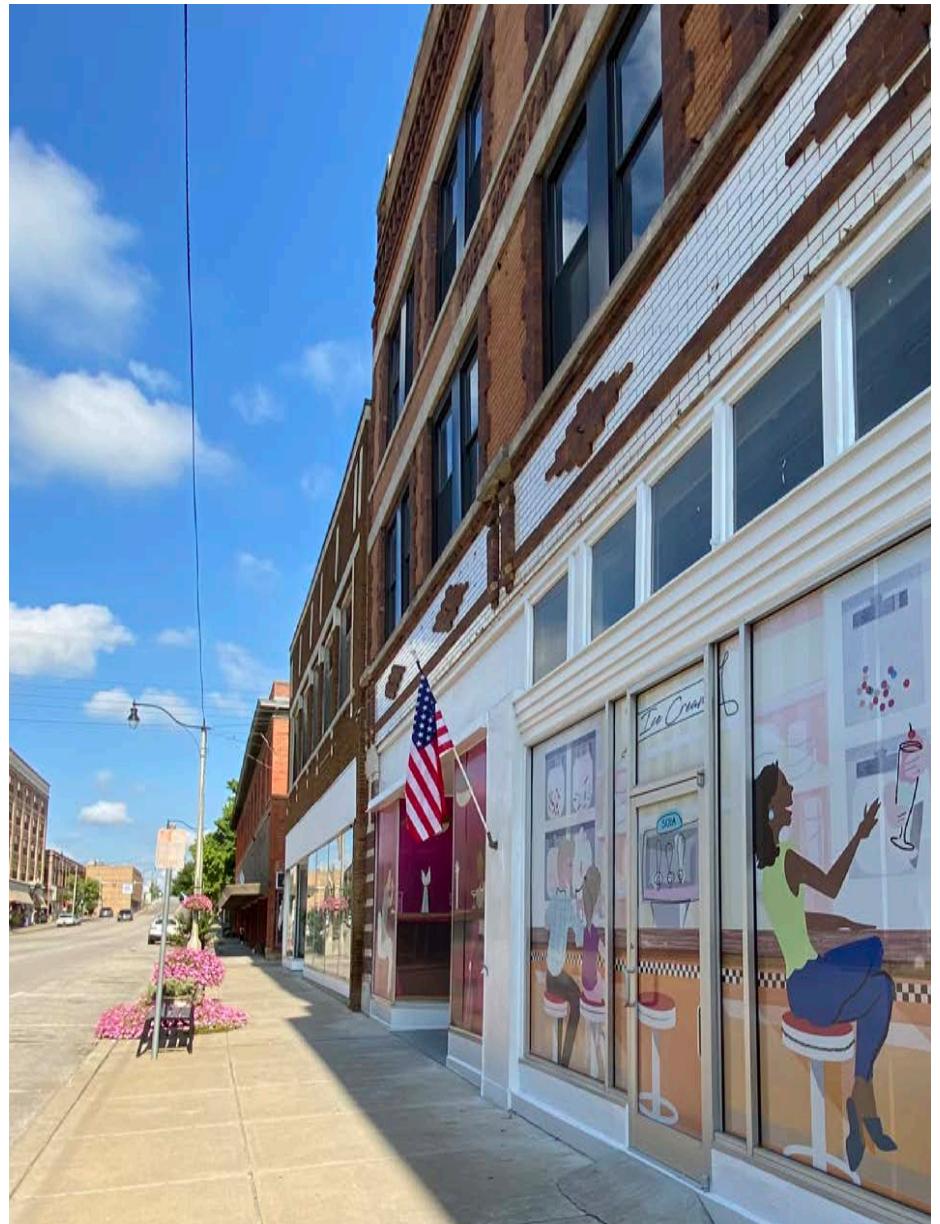
Goals are what Sapulpa would like downtown to accomplish; they are the big ideas that will move downtown forward for the next 10 to 20 years. Goals are more qualitative than quantitative and answer the “what” rather than the “how.” Goals specifically address the Key Issues and provide a general solution.

Strategies to achieve the Goals

Strategies present an approach or method for reaching or exceeding the Goals. Strategies answer the “how” and can be broken down into tasks for individual organizations and/or responsible parties. Oftentimes, multiple strategies are used to accomplish each goal.

“Our goals can only be reached through a vehicle of a plan, in which we must fervently believe, and upon which we must vigorously act. There is no other route to success.”

Pablo Picasso



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Section 3

Our Path to Tomorrow

Land Use and Development

Historically developed between Elm Street and Main Street in a traditional street grid, downtown Sapulpa is accessible and generally walkable. A mixture of storefronts and other uses line Dewey Avenue. As the blocks extend east of Elm Street, development patterns change and uses vary more greatly, including a mixture of commercial and office buildings with large accessory parking lots. This area tends to be more vehicle-oriented, while development west of Elm Street tends to be more pedestrian-oriented.

Throughout the public engagement process, Sapulpans have voiced a strong desire to maintain and strengthen downtown Sapulpa as a vibrant and energized year-round community center with a critical mass of retail, restaurants, and residential. By embracing traditional planning principles such as a mixed use environment, walkability, density, and higher design quality, downtown Sapulpa can be positioned for success in the coming years.

To that end, **Section 3 - Land Use and Development** sets a framework for land use and development within downtown Sapulpa that respects and supports reuse of existing development and encourages various new development projects to catalyze downtown's resurgence.



Key Issues

As it relates to land use and development within downtown, the primary identified key issues are:

1. Little reinvestment has been made by property owners for much of downtown Sapulpa's building stock. The lack of quality commercial space places constraints on the ability to attract office tenants and achievable rents.
2. Even with the historic tax credits, the cost to renovate historic buildings is high, particularly for buildings that have not been well maintained and are not ADA compliant.
3. Given the condition of downtown buildings that are vacant or partially vacant, some property owners have an over inflated expectation of the value of their properties, which may restrict the inventory of buildings in the near-term available for redevelopment and reuse.
4. Many downtown businesses own their properties, placing constraints on the ability of developers to acquire and redevelop buildings. Businesses that own their properties may also not have an incentive to reinvest and improve their properties.
5. Downtown Sapulpa currently supports a small retail market, including very little dining options. There is an overall lack of business diversity. Because Sapulpa is the Creek County seat, professional and service businesses account for a large portion of downtown's tenant mixture. According to Sapulpa Main Street, downtown's business mix consists of 74 professional and service businesses and 36 retail businesses. Many businesses own the buildings they occupy.
6. There is little business activity after 5:00 p.m.
7. Given the limited entertainment and dining options in Sapulpa, many residents patronize Tulsa Hills or downtown Tulsa, instead of downtown Sapulpa.
8. Limited housing options existing within downtown.
9. No hotel operates in downtown Sapulpa; the 61-room Super 8 is the only hotel in Sapulpa. The lack of lodging limits the ability of the downtown to foster heritage tourism.
10. Sapulpa's small population and modest growth over the past four decades has constrained the size, depth, and growth of the local retail and restaurant markets. Escalated employment and population growth will be required to fuel redevelopment opportunities for commercial space and housing in downtown Sapulpa.

Goals

1. Reinforce downtown's **distinct character and sense of place** while accommodating **desirable infill development**.
2. Ensure that future land uses and development create a **mixed use environment** that serves the employment, residential, recreational, entertainment, and commercial needs of Sapulpan and visitors.
3. Facilitate **redevelopment, reuse, and reinvestment** at key locations within downtown that will **stimulate future private investment**.
4. Encourage the **development of vacant parcels** and the **reuse of vacant buildings** in line with market demand.
5. Support **inclusive, stable, and diverse housing types** throughout downtown that serve all generations and income levels.
6. Develop properties in a way that prioritizes the **pedestrian experience**.
7. Infuse the downtown fabric with indoor and outdoor public areas that provide for **social connection and cohesion**.

Strategies

Strategy 3.1 Regulate downtown as functional subareas to more appropriately guide preferred uses, development, character, and built form.

Although all considered part of one downtown, several areas within downtown are unique and function quite differently from one another. Each area has its own defining characteristics, built form, traffic patterns, priorities, and potential. The need for a cohesive and connected downtown must be balanced with respect to the role and function of each geographic area.

To better address the peculiarities of each downtown area, seven different “functional subareas” are identified, as shown on **Figure 3.1**. They include:

- Central Core Subarea
- Hobson Redevelopment Subarea
- Hobson Development Subarea
- Central Core Approach Subarea
- West of Main Subarea
- West Residential Transition Subarea
- East Residential Transition Subarea

Analyzing downtown within the context of these subareas allows more detailed identification of issues and recommendations, compared to a traditional future land use plan that would largely paint downtown as a “mixed use” area. To address land use and development throughout downtown, this section of the Plan defines the role of each subarea, the recommended uses and development, and preferred character and built form.

Pages 16 through 23 provide detail on each subarea.

Strategy 3.2 Explore and support priority development and redevelopment opportunities to catalyze improvements and additional private investment within downtown.

Both infill development and redevelopment of existing properties will play a large role in the renaissance of downtown. The consolidation of properties will be a necessary component of many of the infill and redevelopment projects.

As a primary downtown revitalization strategy, various priority projects have been identified based on their potential to catalyze and spur additional private investment. A description of each catalyst project is provided as follows.

Pages 24 through 31 provide detail and illustrations for the catalyst sites and projects.

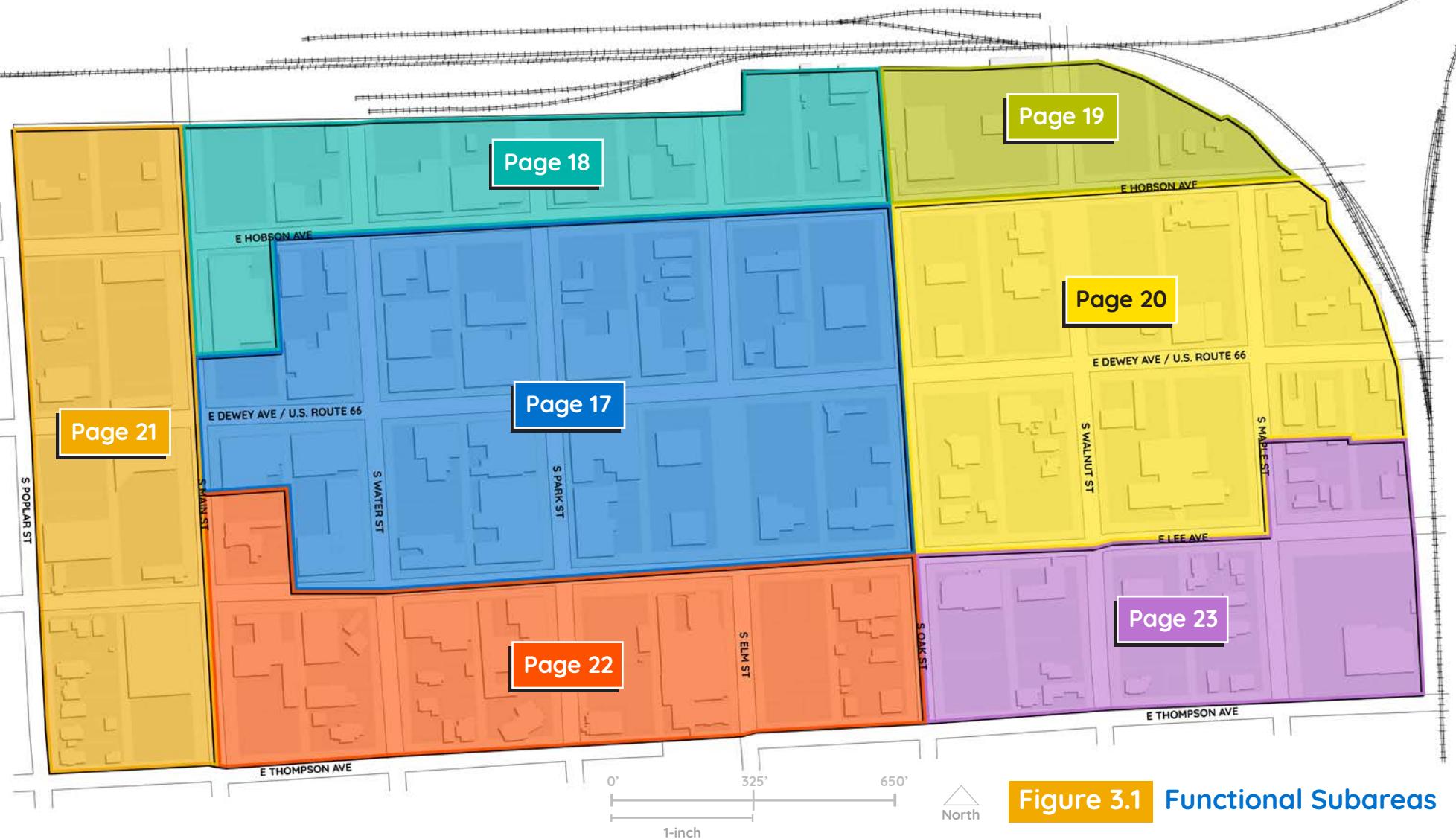


Figure 3.1 Functional Subareas

Data Sources: City of Sapulpa; Creek County; Ochsner Hare and Hare, the Olsson Studio; and Studio Architecture

- Central Core Subarea
- Hobson Redevelopment Subarea
- Hobson Development Subarea
- Central Core Approach Subarea
- West of Main Subarea
- West Residential Transition Subarea
- East Residential Transition Subarea



Central Core Subarea

Encompassing the dense core of downtown, this subarea consists mostly of historic two to five-story brick buildings built up to the sidewalk. Buildings are well-maintained with active ground floor uses and apartments or offices above. Sidewalks are comfortably wide and most parking is on-street. Numerous buildings in this subarea require only minor facade enhancements to become model structures contributing to the lively, historic downtown atmosphere. This is an area where one can comfortably park once and walk everywhere.

What is a “street wall?”

As it relates to urban design, the street wall is the condition of enclosure along a street, created by the fronts and consistent setbacks of buildings. The street wall is enhanced by the continuity and height of the enclosing buildings along a street. Traditional downtowns have a consistent street wall.

Preferred Uses and Development Patterns

- Mixed use (commercial on ground floor, office and residential on upper floors)
- Retail
- Restaurants
- Service (limited ground floor presence)
- High density multifamily residential (in upper floors of existing buildings or new buildings)
- Institutional (primarily existing [civic buildings], new institutional uses should be concentrated at east end of the Central Core Subarea near other institutional uses)
- Office (primarily on upper floors of mixed use buildings)
- Boutique hotel
- Parks, open space, and recreation (a new pedestrian mall created by closing Elm Street to vehicular traffic between Hobson Avenue and Dewey Avenue)

Preferred Character and Built Form

- Continuous traditional street wall should be maintained with buildings located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages.
- Buildings primarily two to four stories in height, with taller buildings (five to six stories) possible in select locations.
- Parking should be oriented to the rear of properties and accessed from alleys or side streets where feasible. Surface parking should not be located fronting Dewey Avenue or Hobson Avenue.
- Adaptive reuse of existing structures should be encouraged where feasible and appropriate.
- Mixed use development should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets. In general, residential and office uses should be discouraged in favor of commercial businesses on the ground floor.
- Residential uses should be in the form of multi-level mixed use buildings with ground floor commercial.
- New development and renovations of existing buildings should seek to imitate in materials, form, and details as much of the pattern of historic architecture present in downtown as possible and appropriate. This is more important for the ground floor than upper floors.



Hobson Redevelopment Subarea

This subarea has potential to be as dense and even more lively than the Central Core Subarea, due to the large stock of historic brick buildings that are abandoned or in disrepair. Historically-sensitive facade improvements and the right commercial tenant mixture can energize this subarea into the perfect complement to the Central Core Subarea. The size and shape of the existing buildings and available open space make this area a strong candidate for a restaurant/bar district. A few buildings in this subarea have already been revitalized and are case studies of the potential this area holds. The large areas of open space hold potential to be developed into parks, plazas, courtyards, or parking. The substation at the east end of this subarea is an eyesore and obstacle to walkability that can be overcome with playful artistic screening.

Preferred Uses and Development Patterns

- Mixed use (commercial on ground floor, office and residential on upper floors)
- Retail
- Restaurants (several existing buildings and infill sites can accommodate outdoor patio or rooftop dining)
- Service (limited ground floor presence)
- High density multifamily residential (in upper floors of existing buildings or new buildings)
- Office (primarily on upper floors of mixed use buildings)
- Boutique hotel
- Parks, open space, and recreation (a new park, preserving as many existing trees as possible, as well as a hike/bike trail along the railroad track right-of-way)

Preferred Character and Built Form

- Continuous traditional street wall should be maintained with buildings located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages.
- Buildings primarily two to four stories in height, with taller buildings (five to six stories) possible in select locations.
- Parking should be oriented to the rear of properties and accessed from alleys or side streets where feasible. Surface parking should not be located fronting Hobson Avenue.
- Adaptive reuse of existing structures should be encouraged where feasible and appropriate.
- Mixed use development should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets. In general, residential and office uses should be discouraged in favor of commercial businesses on the ground floor.
- Residential uses should be in the form of multi-level mixed use buildings with ground floor commercial.
- New development and renovations of existing buildings should seek to imitate in materials, form, and details as much of the pattern of historic architecture present in downtown as possible and appropriate. This is more important for the ground floor than upper floors.



Hobson Development Subarea

This subarea is an extension of the Hobson Redevelopment Subarea, but largely on a blank canvas. This area is proposed to include higher density, new multifamily housing development with a vibrant mixture of accessory uses. The trail and park system that winds through the back of the Hobson Redevelopment Subarea continues through this subarea.

Preferred Uses and Development Patterns

- High density multifamily residential (including residential complex amenities, such as a pool, clubhouse, and subgrade structured parking)
- Mixed use (commercial on ground floor, residential on upper floors, concentrated along Hobson Avenue frontage)
- Parks, open space, and recreation (connection to the new hike/bike trail along the railroad track right-of-way)

Preferred Character and Built Form

- New development should seek to establish a continuous traditional street wall with buildings located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages. Surface parking should not be located fronting Hobson Avenue.
- Buildings should primarily be three to five stories in height.
- Due to the tight physical constraints of this site, subgrade structured parking is preferred.
- Mixed use development should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets.
- New development and renovations of existing buildings should seek to imitate in materials, form, and details as much of the pattern of historic architecture present in downtown as possible and appropriate. This is more important for the ground floor than upper floors.



Central Core Approach Subarea

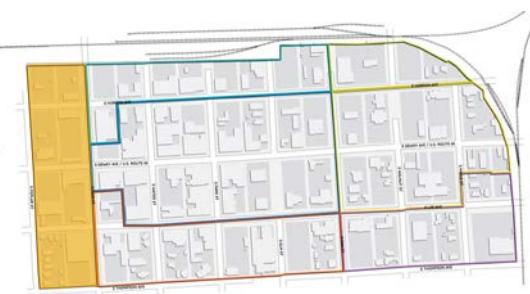
This subarea is a continuation of the visual corridor and traffic flows from the Central Core Zone, but without the same density or architectural quality. The primarily auto-oriented development is less walkable, due in part to the large distances between buildings and lack of destinations. The major functions that currently exist in this subarea are city buildings. New development in this area should aspire to the same architectural quality and urban fabric as the Central Core Subarea, though a tapering down in height is acceptable.

Preferred Uses and Development Patterns

- Mixed use (commercial on ground floor, office and residential on upper floors)
- Retail
- Restaurants
- Service (limited ground floor presence)
- Multifamily residential (in upper floors of existing buildings or new buildings)
- Institutional (primarily existing [civic buildings], new institutional uses should be concentrated around existing institutional uses)
- Office (primarily on upper floors of mixed use)

Preferred Character and Built Form

- Continuous traditional street wall should be maintained or reestablished, with buildings located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages. Surface parking should not be located fronting Dewey Avenue or Hobson Avenue.
- Buildings should primarily be two to four stories in height.
- Parking should be oriented toward the rear of properties and accessed from alleys or side streets where feasible. Surface parking should not be located fronting Dewey Avenue.
- Adaptive reuse of existing structures should be encouraged where feasible and appropriate.
- Mixed use developments should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets. In general, residential and office uses should be discouraged in favor of commercial businesses on the ground floor.
- Residential uses should be in the form of multi-level mixed use buildings with ground floor commercial.
- New development and renovations of existing buildings should seek to imitate in materials, form, and details as much of the pattern of historic architecture present in downtown as possible and appropriate. This is more important for the ground floor than upper floors.



West of Main Subarea

This auto-oriented, neighborhood transition subarea is separated from the rest of downtown by a wide, pedestrian-unfriendly highway. A few of the buildings on Main Street create nice pieces of a visual street wall, but the wide street, fast traffic, largely inactive ground floors, and spread out buildings make this subarea unwalkable. The half blocks at the northwest and southwest corners of this subarea begin to transition into single-family residential neighborhoods. The east half of this subarea could be redeveloped into commercial uses (given enough parking is provided) with medium- to high-density housing on the western half.

Preferred Uses and Development Patterns

- Mixed use (commercial on ground floor, office and residential on upper floors)
- Retail
- Service
- Institutional (primarily existing [library])
- Medium-density multifamily residential (e.g., townhouses, multiplexes, etc.)

Preferred Character and Built Form

- New construction should be located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages.
- Buildings should primarily be two to four stories in height.
- Adaptive reuse of existing structures should be encouraged where feasible and appropriate.
- Mixed use development should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets.
- Residential uses should be in the form of multi-level mixed use buildings with ground floor commercial, townhouses, or stacked multiplexes.
- New development and renovations of existing buildings should seek to imitate in materials, form, and details as much of the pattern of historic architecture present in downtown as possible and appropriate. This is more important for the ground floor than upper floors.



West Residential Transition Subarea

This subarea is lower density and largely institutional in nature, with several churches and museums. The uses in this subarea have the potential to create a gradual and pleasant transition from downtown to the neighborhood-scale development to the south. Surface parking lots should be screened from Lee Avenue with buildings, where possible. Appropriate new development might include medium-density housing, such as duplexes, quadplexes, townhouses, and live-work units, along with pharmacies, convenience stores, markets, and other such uses. Architectural form and style should still match the quality of downtown but does not need to be quite as dense.

Preferred Uses and Development Patterns

- Institutional (primarily existing [museums and religious facilities])
- Service
- Mixed use (commercial on ground floor, office and residential on upper floors)
- Medium-density multifamily residential (e.g., townhouses, multiplexes, cottage courts, accessory dwelling units [ADUs], etc.)
- Retail
- Restaurants

Preferred Character and Built Form

- Continuous traditional street wall should be maintained with buildings located at or near the sidewalk, with minimal or no front and side yard setbacks, and oriented to the front of the property.
- All surface parking lots should utilize screening, landscaping, and other treatments to provide a street wall effect along roadway frontages.
- Buildings should primarily be two to four stories in height.
- Parking should be oriented to the rear of properties and accessed from alleys or side streets where feasible. Surface parking should not be located fronting Lee Avenue.
- Adaptive reuse of existing structures should be encouraged where feasible and appropriate.
- Mixed use development should be encouraged with ground floor uses that contribute to the activity and excitement along the sidewalks and streets.
- Residential uses should be in the form of townhouses, cottage courts, multiplexes, or ADUs.



East Residential Transition Subarea

This subarea at the southeast corner of the Plan boundary is solidly neighborhood scale. Entirely detached from downtown, this subarea could support some low- to medium-density housing or neighborhood-scale commercial. There is currently a large Presbyterian church in this subarea, which keeps with the character of the area, and several large metal buildings, which are not appropriate for this area.

Preferred Uses and Development Patterns

- Low-density residential (single-family detached housing to match adjacent neighborhood development)
- Medium-density multifamily residential (e.g., townhouses, multiplexes, cottage courts, ADUs, etc.)
- Mixed use (neighborhood scale commercial ground floor with residential upper floors)
- Institutional (primarily existing [religious facilities])

Preferred Character and Built Form

- This zone is primarily residential in nature and should be designed to transition into the surrounding neighborhood development pattern. Residential uses in the form of multiplexes, cottage courts, or ADUs are preferred to single-family detached units.
- Parking should be oriented toward the rear of properties and accessed from side streets or alleys where feasible.
- Attached garages should not be located on the front façade of a house. Detached garages should be located at the rear of the property.



Figure 3.2 Development and Redevelopment Plan

Building Condition and Appropriateness to Subarea

■ Building facade is in good condition and is appropriate to the development scale and style of its subarea

■ Building facade has potential to be restored or improved to be appropriate to the development scale and style of its subarea

■ Building facade does not have potential to be restored or improved to be appropriate to the development scale and style of its subarea

Catalyst Site #1: New Overhead Gateway

Detailed further in **Section 4 Urban Design, Aesthetics, and Street Life**, a new overhead gateway should be designed and constructed for the east side of the intersection of Dewey Avenue and Main Street. One of the most powerful ways to establish a brand or identity within a downtown is through the incorporation of gateway elements. Gateways are a form of monumentation that is typically located at major intersections, nodes, or boundaries.

Figure 3.3 shows a conceptual primary gateway that references the history of downtown, as well as the historic Route 66 that runs through it. The gateway can be built to complement the existing “Crossroads of America” monument at the northeastern corner of Dewey Avenue and Main Street.

Catalyst Site #2: SeneGence Block Redevelopment

Largely under the ownership of SeneGence, this half-block plays an important role in the vibrancy along Dewey Avenue. By providing an event venue, upper story offices, and a potential food hall, the redevelopment of this site will create the necessary mixture of uses that contribute to a revitalized downtown. This redevelopment should be supported and capitalized on. Fortunately, the condition of the three buildings on this site matches the development scale and style of the Central Core Subarea.

Figure 3.3 Proposed Primary Gateway Concept



Catalyst Site #3: Southwest Corner of Park Street and Dewey Avenue Building Reuse

Because the existing building has potential to be restored or improved to be appropriate to the scale and style of the Central Core Subarea, the reuse of this building should be in the short-term. The building is well suited for apartment and/or loft development, with retail or dining on the bottom floor.

Catalyst Site #4: 9 North Water Street Building Reuse

Because the existing building has potential to be restored or improved to be appropriate to the scale and style of the Central Core Subarea, the reuse of this building should also be in the short-term. The building is well suited as a boutique hotel, with its placement off of Dewey Avenue. See **Figure 3.10** for illustrative detail.

Catalyst Site #5: Street/Streetscape Redevelopment

As a priority project, downtown’s streetscape should be overhauled. A complete description of each streetscape (priority one, two, and three) is provided in **Section 4 - Urban Design, Aesthetics, and Street Life**. The streetscape is a catalyst project as such projects can often spur additional private reinvestment in the surrounding area. By installing streetscape enhancements, a city signals to surrounding developers and property owners that it is “safe” and supported to reinvest into the area. All improved streetscapes should have unifying characteristics that accentuate the vision for downtown. Improvements should also address the basic functionality of the street, as necessary.



Figure 3.4 Proposed Alley Redevelopment Rendering

Catalyst Site #6: Alley Redevelopment

As shown in **Figure 3.4**, The existing northern half of the alley from Dewey Avenue to Lee Avenue between Park Street and Water Street should be closed to vehicular traffic, creating a pedestrian zone. The alley should be paved with brick and lighting installed in the form of street lamps and festoon lights between the buildings. Landscaping in the form of street trees and concrete planters will help to define and soften the space. Outdoor dining zones are proposed adjacent to the coffee shop at the north end of the alley and between the old City Hall and former jail, which could be renovated into a restaurant. The alley space could be further enlivened with signage, murals, and artwork. The southern end of this pedestrian zone should have bollards or concrete planter barricades to protect pedestrians from vehicles.

Catalyst Site #7: Hobson Avenue West Building/Site Redevelopment

This site will anchor the western end of the Hobson Avenue Redevelopment Subarea, making it an important “bookend” to the district. Based on a preliminary façade assessment, the four buildings that are part of this site have potential to be restored or improved, so that they are an appropriate style for the subarea. Each building is also at least two stories tall, creating an opportunity for a mixture of uses, including retail, restaurants, service, high density multifamily residential, or office. Reference the Hobson Redevelopment Subarea preferred uses, development patterns, character, and built form for more detail. Upper story residential is especially appropriate to increase downtown housing options. Keen attention to the pedestrian realm and experience around the buildings on this site is critical. With varied building depths, it is possible to include an interior courtyard for residents, restaurant patrons, or the like.

Catalyst Site #8: Hobson Avenue Center Building/Site Redevelopment

This site will play a critical role in the development of the Hobson Avenue Redevelopment Subarea’s entertainment hub (restaurants, bars, and entertainment), as it lines one of the primary alleys targeted for enhancement within downtown. Additionally, this site fronts a proposed public gathering space/park, providing ample opportunities for pleasant back patio/deck dining. Reference the Hobson Redevelopment Subarea preferred uses, development patterns, character, and built form for more detail. Restaurants, bars, and entertainment venues are especially appropriate within this site, to capitalize on the pedestrian traffic along the alley and take advantage of the green space just north of the buildings. Like Catalyst Site #7, the existing buildings have potential to be restored or improved, making this site’s redevelopment highly feasible and encouraged.

Catalyst Site #9: Hobson Avenue East Building/Site Redevelopment

As the complement to Catalyst Site #8, this site will also play an important role in the development of the Hobson Avenue Redevelopment Subarea’s entertainment hub. Like Catalyst Site #4, this site fronts a proposed public gathering space/park, creating an appealing opportunity for restaurant, bar, and entertainment development and users to offer aesthetically pleasing outdoor dining opportunities and views of green space. Three out of the four the existing buildings have potential to be restored or improved, making this site’s redevelopment highly feasible and encouraged.



Examples of inviting store and building fronts (**Image Sources:** www.architecture359.com; www.aaronleitz.com)



Figure 3.5 Proposed Redevelopment of Southeast Corner of Park Street and Hobson Avenue

Catalyst Site #10: Southeast Corner of Park Street and Hobson Avenue Building/Site Redevelopment

In the long-term, this site at the southeast corner of Park Street and Hobson Avenue should clear the existing buildings and parking lot and replace them with multistory buildings that contribute to the traditional street wall along Hobson Avenue and Park Street. Currently, the large setback and architecture style reflect a seemingly suburban site and building design. Ideally, a redeveloped site would locate the building closer to Hobson Avenue and match the scale of those buildings to the north and east. The architecture of the buildings should keep with the historic style present in much of downtown, with tall commercial ground floors and office or residential space above. The foreground in **Figure 3.5** shows outdoor dining and the closed portion of Park Street across Hobson Avenue to the north.

Catalyst Site #11: Elm Street Pedestrian Mall Redevelopment

Elm Street, between Dewey Avenue and Hobson Avenue, should be closed to vehicular traffic, creating a wide pedestrian mall that acts as a central public downtown gathering space. Currently, no such large plaza exists within downtown. The plaza will provide a vital and welcoming pedestrian walkway to functionally and mentally connect Dewey Avenue and Hobson Avenue.

The mall could include an amphitheater, site furnishings, landscaping (including shade trees), public art (traditional or interactive), green space, and outdoor dining areas for adjacent restaurants, bars, or coffee shops. Events and festivals can take place along the mall, as well. Alternatively, the mall could house a permanent, multipurpose pavilion, providing a covered space for community events.



Creative activation of underutilized spaces (**Image Sources:** www.pps.org; www.oc.edu)



The proposed Elm Street pedestrian mall will connect Dewey Avenue to Hobson Avenue.





Figure 3.6 Proposed Electric Avenue West Redevelopment

Catalyst Site #12: Electric Avenue West Redevelopment

This large block, bounded by Elm Street, Walnut Street, Hobson Avenue, and the railroad tracks, is envisioned as a thriving new mixed use community. In the west, the existing tree-filled empty lot should be developed into a park serving the downtown area, containing gardens, playgrounds, and a connection to the new hike/bike trail that is proposed along the railroad track right-of-way. The eyesore that is the existing electrical substation could be mitigated and transformed by wrapping it in tall art-covered screen walls, providing a canvas for local artists to brighten this portion of downtown. The historic ice house building should be renovated and repurposed as a restaurant with outdoor patio dining. The existing OG&E building should be adapted into a food hall and farmers' market with the addition of two new covered outdoor pavilions. The eastern portion of this site is envisioned to house new development in the form of multi-level mixed use buildings with ground floor commercial uses and upper floor multi-family residential. A green lawn could exist between the buildings, with a splash pad and playground equipment to provide space for all kinds of neighborhood activities.



Figure 3.7

Proposed Electric Avenue
East Redevelopment

Catalyst Site #13: Electric Avenue East Redevelopment

This site, bounded by Walnut Street, Hobson Avenue, and the railroad tracks, is proposed as a high-density multi-family housing complex, including amenities such as a common swimming pool and recreation space, a clubhouse that could house workout and laundry facilities, and subgrade structured parking. Sidewalks cutting through the site should connect to the new hike/bike trail that is proposed along the railroad track right-of-way. This proposed development will create a dense village and anchor the northeast corner of downtown, giving people a place to walk to and from.

Strategy 3.3 Ensure new development does not negatively impact downtown's character, is appropriate, and considers building scale, height, architectural style, the street wall, and built form.

The existing built form of downtown Sapulpa is enviable. The historic brick buildings, especially along Dewey Avenue, create a solid downtown core to build upon and out from. As development is proposed within downtown, it is important that each building and site proposed is analyzed for its appropriateness to its subarea. The site layout and setbacks, parking location, and architectural style should complement traditional downtown development.

Building and site elements to encourage include, but are not limited to:

- Appropriate and historically sensitive window size, placement, and style;
- High transparency at the street/pedestrian level;
- Appropriate and historically sensitive building materials;
- Minimal to no setback;
- Parking located at the rear or side of the building; and
- Appropriate and historically sensitive awnings, signage, and lighting.



Modern infill development that capitalizes on otherwise underutilized space. (**Image Source:** www.semplebrown.com)



Infill development between two existing buildings that has minimal setback and large, open windows that allow for high visibility from passersby. (**Image Source:** www.medium.com)

Strategy 3.4 Preserve and expose historic architecture and landmark buildings and structures.

Since the early 1900s, many buildings within downtown Sapulpa have undergone significant architectural changes to align to the current decade's architectural paradigm. Though, there is a national movement to reinvigorate downtowns across the country, as we are understanding the value and desirability of walkable, dense areas. Alongside that movement is the desire to uncover historical building facades. Downtown Sapulpa is no stranger to this movement and has much opportunity to expose historic architecture and preserve what remains. The following figures illustrate examples of façade improvements that are in line with historic architecture and focus on the pedestrian experience.

Pages 33 through 38 provide detail and illustrations for potential facade enhancements.



A brick facade update with modern awnings elevates an existing building's exterior while being historically sensitive. (**Image Source:** www.dnainfo.com)

Figure 3.8 2 North Main Street Facade Enhancement Concept

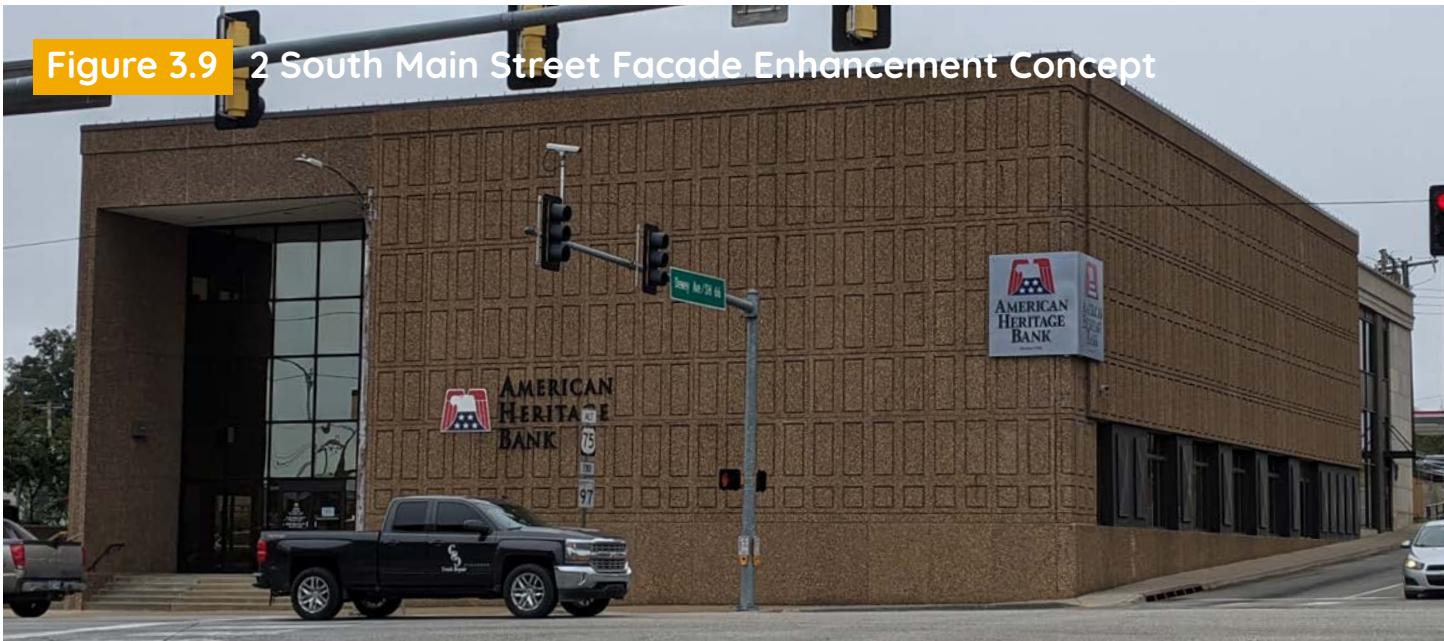


2 North Main Street Facade Enhancement Concept

The historic window openings should be completely filled with historically-accurate wood windows. Square glass blocks are not a period-appropriate material for this historic district. The original storefront openings between the brick columns have been infilled with a newer brick - these openings should be reopened and historically-accurate wood-framed storefronts installed. Awnings, signage, and lighting should all be historically-appropriate.



Figure 3.9 2 South Main Street Facade Enhancement Concept



2 South Main Street Facade Enhancement Concept

When it was constructed, this bank building stood as a landmark welcoming visitors to downtown with its grand, classical architecture. The concrete panels should be removed and the historic facade should be restored, along with historically-appropriate signage. The modern building addition should be designed in a sensitive manner to be complementary in scale, detail, and materials to the original while still secondary in hierarchy.



Figure 3.10 9 North Water Street Facade Enhancement Concept



9 North Water Street Facade Enhancement Concept

The building located at 9 North Water Street has been identified as a catalyst project for downtown, holding potential to become a boutique hotel. The building next to it also has a beautiful facade with potential to be renovated into a commercial building. The window openings on both buildings should be completely filled with historically-accurate wood windows. The original storefront openings between the brick columns have been infilled with metal panels - these openings should be reopened and historically-accurate wood-framed storefronts installed and carried up to the cornice above.



Figure 3.11 101 East Hobson Avenue Facade Enhancement Concept



101 East Hobson Avenue Facade Enhancement Concept

The original storefront openings on this building should be replaced with historically-accurate frames and glazing. Existing wood and metal panel infill above the storefronts should be removed and the storefronts should extend up the facade up to the cornice. A second story addition is proposed on the rear of the building to add commercial space and create an identifiable commercial entry along the secondary street facade. A roof deck could be added above the main building to create further usable public space. The brick infill at the angled corner entry should be removed and the overall entry and storefront is to be restored.



Figure 3.12 106 East Hobson Avenue Facade Enhancement Concept



106 East Hobson Avenue Facade Enhancement Concept

This building's unique form and iconic signage lends itself to a restaurant use with outdoor dining. The original overhead doors should be replaced with glass overhead doors. Concrete planters along Water Street are used to enclose a few parking spaces into a patio, creating an edge between the outdoor dining and the street. Appropriate canopies should be used above the outdoor dining that do not overpower the existing architecture. The small existing building and alley next door should be removed and replaced with a building that reflects the historical character of the surrounding context, while continuing the street facade above.



New contextually-appropriate building

Appropriate canopies

Glass overhead doors

Vegetative planters

Outdoor dining patio

Figure 3.13 123 East Hobson Avenue Facade Enhancement Concept



123 East Hobson Avenue Facade Enhancement Concept

In a pedestrian-focused district, this building would be well-suited to a restaurant use with outdoor dining. To accommodate this, a patio area could be provided along the sidewalk in the front of the building with large glass overhead doors creating an indoor/outdoor dining area. Raised planters between the sidewalk and the outdoor dining creates a buffer and green edge. Decorative string lighting could be added above the patio for outdoor illumination. Decorative signage should be provided on the building and the unique two-story portion at the rear of the building. The existing canopies over the entries should be removed and the storefront entry framing replaced with something more historically-appropriate.



- New contextually-appropriate building
- Decorative string lighting
- Decorative signage
- Overhead glass doors
- Outdoor dining area
- Landscaped planters

Strategy 3.5 Encourage and capitalize on private investment in downtown through public/private partnerships (PPPs).

Public dollars can only fund so much, and downtown revitalization strategies are typically highly dependent on upfront public investment to attract private investment. Often, public sector investment is required to acquire, clear, and develop sites or subsidize and offer tax incentives to attract private investment.

Successful downtown revitalization is a function of joint ventures between the public and private sectors who partner in planning, financing, and implementing revitalization strategies (e.g., public sector investment in infrastructure working with private investment in shopping, hotel, and restaurant development). This revitalization strategy cannot fall stagnant and fail to consider implementation of the Plan over the coming years.

To jump start downtown Sapulpa's renaissance, consider structuring viable PPPs. A PPP is when the public sector and the private sector (typically a business) partner to more efficiently and effectively solve a problem than either could do on their own.

It is important to note that no two PPPs are the same. They come in many forms, including up-front incentives, tax abatement, publicly provided infrastructure, low-interest loans, grants, and many others. In each partnership there is risk and there are ways to mitigate risk to the city.

PPPs have helped keep century-old buildings safe and occupied, and have worked to draw private investment into downtowns, which leads to a growth in a city's tax base without the expense of building new infrastructure.

It is important to do the following:

- **Understand the private sector needs.** Strong partnerships are based on finding the right alignment of interests, which is why it is essential to understand what makes a project appealing to private sector investors.
- **Pick politically smart projects.** A successful PPP requires a pragmatic understanding of what is feasible in a constantly evolving political environment.
- **Find the right revenue stream.** PPPs are not free money; they require localities to find durable and resilient revenue streams that will pay for the investment over the long-term.
- **Actively engage with stakeholders.** PPPs are inherently complex deals that require significant public engagement to ensure that the deal is in the best interest of the community and executed at the highest standards at all time.
- **Thoroughly analyze the return on the public's investment.** Do not stop with short-term calculations. Look out a couple decades to determine if the public's investment will be recouped and if it provides a positive return to the city and its people.

Strategy 3.6 Increase the downtown population by encouraging new and diverse residential development in and around downtown.

Over the past decade a trend has emerged for downtown living in both small suburban communities and the downtown cores of large urban areas. Young adults to empty nesters are attracted to downtown living and convenient access to dining, entertainment, culture, and sporting events. The influx of urbanites helps activate the street life and extend the hours of activity. Downtown Sapulpa's large stock of vacant upper floor commercial space provides the opportunity to accommodate residential housing units through adaptive reuse. In addition, new construction is viable on currently underutilized properties. Three potential new residential construction sites include: (1) northeast corner of Main Street and Hobson Avenue; (2) the northeast corner of Walnut Street and Hobson Avenue; and (3) northeast corner of Dewey Avenue and Oak Street. Opportunity exists for new infill residential construction in the form of single-family homes, duplexes, and small townhome developments in the West Main Street, West Residential Transition, East Residential Transition, and Central Core Approach Subareas.

Strategy 3.7 Encourage mixed use development that incorporates commercial, office, and residential uses in appropriately designed, higher density buildings.

Many existing buildings within downtown have multiple uses within. While the mixing of uses is the first step, the makeup of the businesses in the mixture is equally—if not more—important. First, it is important to define the term “mixed use,” as it has different meanings in different places. A common misunderstanding is that mixed use equates, on any street or in any context, to a shopfront with housing above.

Rather, mixed use makes for three-dimensional, pedestrian-oriented places that layer compatible land uses, public amenities, and utilities together at various scales and intensities. This variety of uses allows for people to live, work, play, and shop in one place, which then becomes a destination for people from other areas of the city.

While mixed use can take on many forms, it is typically categorized as either (1) vertical mixed use buildings; (2) horizontal mixed use blocks; or (3) mixed use walkable neighborhoods.

- **Vertical Mixed Use Building.** Combines different uses in the same building. Lower floors should have more public uses with more private uses on the upper floors. For example, the ground floor could have retail, second floor and up having professional offices, and uppermost floors being some form of residential, such as flats or a hotel. In more urban areas, such as downtown Sapulpa, an entire block or neighborhood may be composed of vertical mixed use buildings.
- **Horizontal Mixed Use Blocks.** Combines single-use buildings on distinct parcels in a range of land uses within one block. In more urban areas, this approach avoids the financing and coding complexities of vertical layered uses while achieving the goal of placemaking that is made possible by bringing together complementary uses.
- **Mixed Use Walkable Neighborhoods.** With the infinite number of various possibilities, mixed use walkable neighborhoods combine vertical and horizontal use mixing in an area ideally within a 5-to-10-minute walking distance.

Each type of mixed use has its place within downtown Sapulpa. It is critical that each type of mixed use is permitted by right within downtown Sapulpa. Mixed use must be permitted within downtown, and should be permitted within the property and building (but not required).

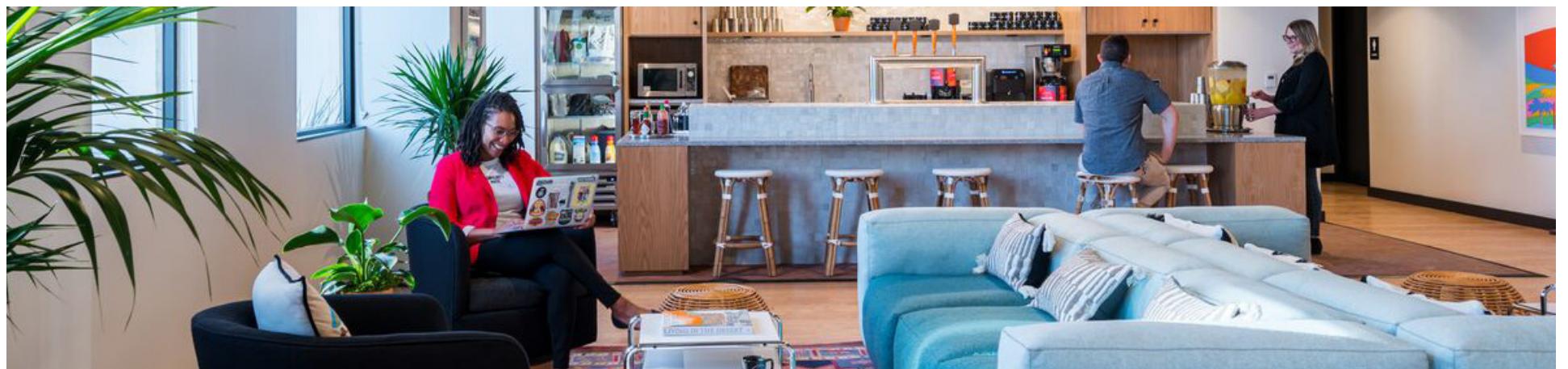
Strategy 3.8 Support multiple types and sizes of commercial rental options and business incubators throughout downtown to attract varied businesses.

Little business diversity exists within downtown Sapulpa currently as there is minimal draw to the area. One cause is that many of the historic buildings in downtown are over 100 feet deep, creating large commercial spaces that are difficult for single-tenant occupancy. To attract small businesses to downtown, it will be important to create commercial spaces that can be subdivided in increments of approximately 500 to 1,000 square feet. This can be done by subdividing ground floor commercial space in those buildings that abut an alleyway with a back suite opening onto the alleyway. This approach will also create small commercial spaces facing onto the street that are more suitable for today's businesses. Another option is new construction with the commercial space measuring at a depth of 50 feet, allowing for 1,000 square foot suites that can be expanded in increments of 500 square feet.

Another major challenge for small businesses is having sufficient operating capital to make it through the first year or so. Even the most successful businesses are often not profitable in the beginning. Small startups may not last long enough to reach their potential. One way to mitigate this challenge is by starting business incubators. These programs can remove or lower the businesses' occupancy expenses. City governments and local economic development agencies can work with building owners to accommodate these startups, who can become permanent rent-paying occupants in downtown if they are successful.

A recent trend for more office-oriented business startups (as opposed to retail) is co-working. Co-working spaces can be well-suited for older vacant buildings and are similar to incubators in that they lower the space rental and overhead expenses for these small businesses.

A good example of co-work space is Block 22 in downtown Pittsburg, Kansas. Developed through a partnership between Pittsburg State University, the City of Pittsburg, and the Vecino Group, Block 22 transformed four historic buildings at 4th and Broadway into an entrepreneurial epicenter. Block 22 now offers over 16,000 square feet of co-work and business incubator space, meeting rooms and conference space, ground floor retail space, and student housing. The City of Pittsburg committed \$1.5 million in funding from its Revolving Loan Fund, Pittsburg State University committed \$1 million in fundraising, and the Vecino Group secured \$10.05 million in tax credits. The remaining balance of \$5.4 million took the form of a loan assumed by the Vecino Group and will be paid through a long-term lease agreement with Pittsburg State University.



Interior of a co-working space (**Image Source:** www.wework.com)

Strategy 3.9 Consider the creation of an overlay district and downtown design guidelines to better guide downtown reinvestment and encourage appropriate downtown development.

To promote mixed use development and reinvestment in downtown, the city should consider developing an overlay district and accompanying downtown design guidelines that contribute to the existing historic fabric and character. An overlay district is a tool that can be used to establish alternative land development requirements within a specific area of a community that requires special attention, such as downtown Sapulpa. The creation of a downtown overlay—superimposed over the conventional zoning districts—is recommended, as it will supply the use flexibility necessary to create a thriving downtown. The downtown overlay should incorporate the entire Plan area (defined at the parcel level), but subdivided into the recommended subareas to more keenly guide aesthetics, form, frontages, and use.

The design guidelines—focused more largely aesthetics—could address architectural detailing, construction materials, building transparency, design principles for adaptive reuse and infill construction, signage, integrating multiple transportation modes into the existing streets, parking design and placement, lighting, street trees, and street furniture.

The overlay district—focused more on form, frontages, and use—could include the following development regulation revisions (primarily for the Central Core, Hobson Redevelopment, Hobson Development, Central Core Approach, and West of Main Subareas).

- **Establish a maximum front setback.** Buildings must be located adjacent to sidewalks in downtowns. When buildings are set back too far from the sidewalk, streetscape enclosure is eroded and vibrancy suffers. In such districts, a maximum front setback is necessary, rather than a minimum front setback. A maximum front setback is different than a build-to line, allowing for flexibility while ensuring streetscape enclosure. A 10-foot maximum front setback works for most downtowns and is recommended.
- **Permit 100 percent lot coverage.** Most downtown buildings occupy most if not all of their lots, therefore lot coverage restrictions are often not appropriate in traditional downtowns. To address this issue, the city should consider the removal of maximum lot coverage regulations within downtown. Most technical considerations are addressed in building and life safety codes.
- **Eliminate density/floor area ratio and unit size restrictions.** Per-property density or floor area ratio restrictions are unnecessary in downtowns where intensive activity and vibrancy are desired. Density and floor area ratio requirements typically restrain the business and housing market as they are often set unreasonably low and with a limited product type in mind that may not fit market demand.
- **Set a minimum façade height.** Street enclosure – the framing of a street by building facades – significantly impacts the success and comfort of downtowns. Comfortable streets feel like outdoor rooms, where the height of buildings is at least half the width of the street. Along sidewalks, ensure that building facades are no less than 24 feet high. A common misstep is to require a minimum number of stories, but this can cause development stagnation. A minimum facade height achieves the goals of enclosure and avoids the economic pitfall of minimum story requirements.

The overlay district will require additional development review procedures to ensure compliance. For this reason, it is important to set clear procedures for application and standards for review and approval for any development or redevelopment taking place within the overlay district.

The creation of this overlay should take high priority as the next step in the downtown planning process to not deter downtown momentum, especially as stakeholder-identified issues indicating troublesome relations with the city can be resolved through this overlay.

Section 4 *Our Path to Tomorrow*

Urban Design, Aesthetics, and Street Life

The character and design of a downtown can define its success. While downtown Sapulpa is already charming, opportunities exist to further enhance and expand this environment, strengthening downtown's reputation and draw as a welcoming and vibrant space for Sapulpanians and visitors.

At its core, the goal of quality urban design and planning is to create better places for all, which can be as simple as reimagining an existing part of a community. **Section 4** explores ideas and principles of urban design, aesthetics, and street life. Combined, these topics share a common goal: enhance the downtown Sapulpa experience for all of its users.

NOTE: This is a planning-level document and the dimensions shown within this section are for illustrative purposes only. Final decisions on parking locations and configurations, lane widths, sidewalk locations and widths, turn lanes, etc. will be made during a design process.



Key Issues

As it relates to urban design, aesthetics, and street life within downtown, the primary identified key issues are:

1. There is a lack of physical and structural momentum to revitalize downtown. Although much excitement and energy for the potential of what downtown could be exists, the challenge of securing funding, rallying groups or property owners to implement physical changes to their buildings, and incentivizing new businesses to locate downtown is a reality that must be faced.
2. From the vacancy rate to the lack of restaurants and walkability, there are more pressing issues facing downtown than the design and aesthetics. This poses a catalyst challenge of prioritizing less immediate needs - like landscaping, street furniture, and façade improvements.
3. The investment and upkeep of the aesthetics of downtown Sapulpa are imbalanced. For instance, the area around the courthouse features a fountain, pedestrian seating, and wide paved paths for walking and bicycling, whereas just a few blocks away there are buildings in disrepair and crumbling infrastructure.
4. A fundamental component of successful urban design and aesthetics is maintenance. Much of downtown provides evidence of a reactive attitude when it comes to upkeep. Maintaining investments is critical to the momentum of downtown Sapulpa and currently there is not a widespread adopted culture of protecting assets.
5. Manufacturing and industrial uses are inherently not pedestrian oriented nor are they usually aesthetically pleasing. Separating these existing uses from the downtown environment is necessary for downtown to feel and act like a pedestrian- and business-oriented environment.
6. There is a lack of green space and green coverage to provide refuge to downtown users.
7. Streetscaping in downtown is largely non-existent and inconsistent.
8. The alleyways in downtown are neither functional nor welcoming to pedestrians, largely due to a lack of lighting.

Goals

1. Plan and design the urban environment with longevity to **sustain investments**.
2. Establish a downtown aesthetic that represents Sapulpa's **historic past** and **desires for the future** while honoring best practices in architectural design.
3. Promote downtown as the **social, civic, and business heart** of Sapulpa.
4. Create healthy corridors throughout downtown that fuse and concentrate on **mobility, urban design, aesthetics, and entertainment**.
5. Complement **public and private realm improvements** to achieve an overarching and **unified downtown aesthetic**.

Healthy Corridors Should Achieve...

- Greater multimodal connectivity within sites and to adjacent areas;
- Managed access along busy corridors;
- Concentrated retail into nodes only at favorable locations;
- Effective land use transitions; support concentrated retail nodes with supporting residential or employment uses;
- Improved aesthetics of the streetscape to emphasize it as valuable civic space;
- Incorporated community gathering spaces as the anchor for focused centers; and
- Organized redevelopment around a block structure to support future infill development.



Image Source: www.wacotrib.com



Data Sources: City of Sapulpa; Creek County; Ochsner Hare and Hare, the Olsson Studio; and Studio Architecture

Strategies

Strategy 4.1 Construct streetscape improvements that contribute to downtown's pedestrian-orientation and sense of place, including pedestrian amenities, crosswalks, pavement treatments, landscaping and street trees, signage, lighting, and other improvements.

Figure 4.1 identifies the varying levels of streetscape enhancement that should be implemented within downtown.

Figure 4.1 Aesthetic Enhancement Plan

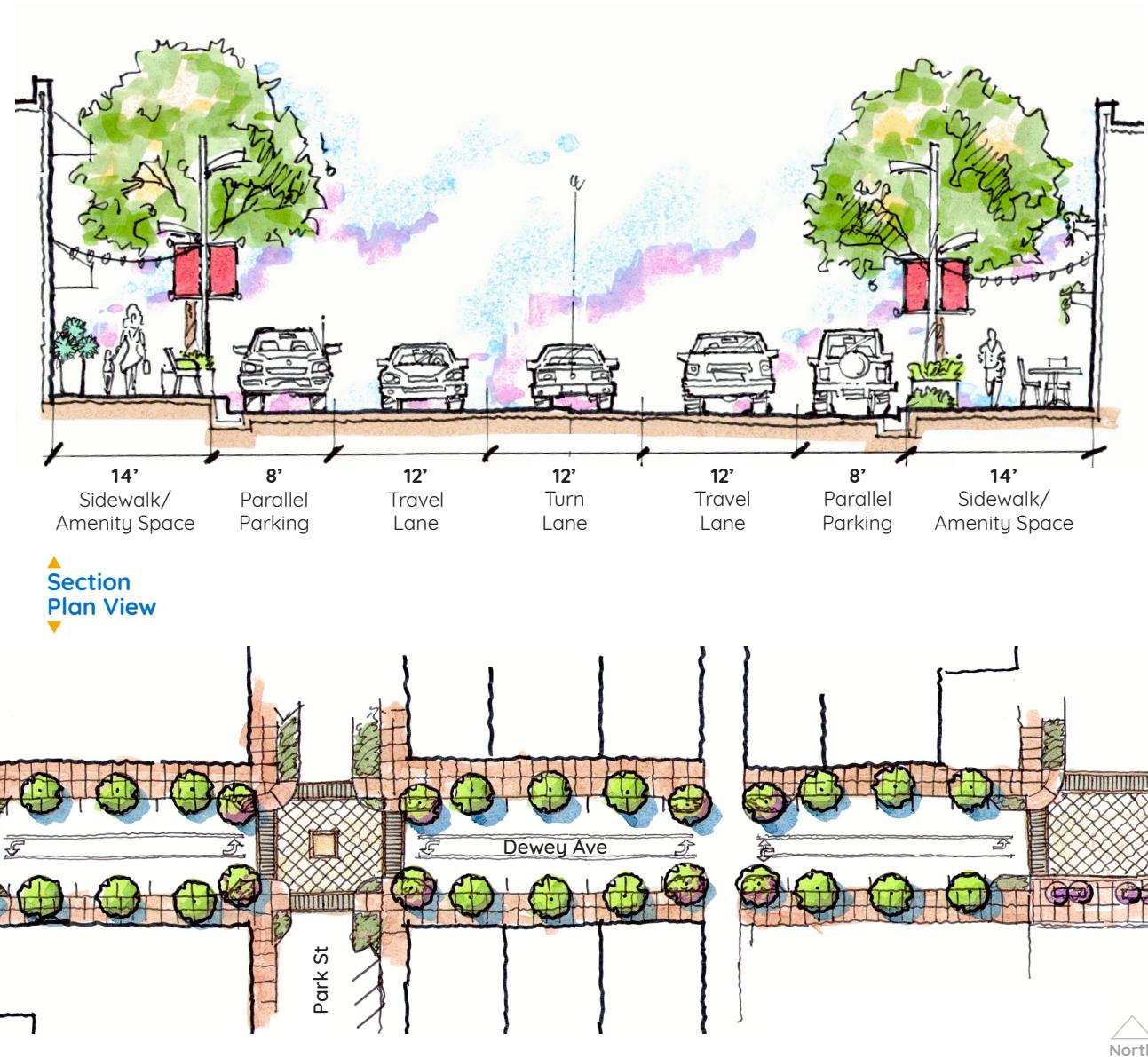
- Priority One Streetscape
- Priority Two Streetscape
- Priority Three Streetscape
- Elm Street Pedestrian Mall
- Primary Gateway/Monumentation
- Secondary Gateway/Monumentation

Priority One Streetscape

This is the highest level of streetscape enhancement proposed within downtown Sapulpa, as shown in **Figure 4.2**. It includes street trees, pedestrian lighting, 14-foot pedestrian pathways on each side of the street, sidewalk dining areas, planters, decorative intersection treatments, decorative crosswalks, branded banners on streetlights, pedestrian site furnishings, and other fixtures.

In other words, Priority One Streetscape refers to the most attention given – meaning the streetscape features on Dewey Avenue would include features beyond that of those labeled Priority Two or Priority Three. By including more streetscape features along the street that is most heavily utilized and where the majority of traffic currently is and should continue to be directed, the investment is maximized. Framing Dewey Avenue at Maple Street and Main Street are Primary Gateways/Monumentation that create bookends to further highlight this important corridor within downtown Sapulpa.

Figure 4.2 Priority One Streetscape Section and Plan View Concept



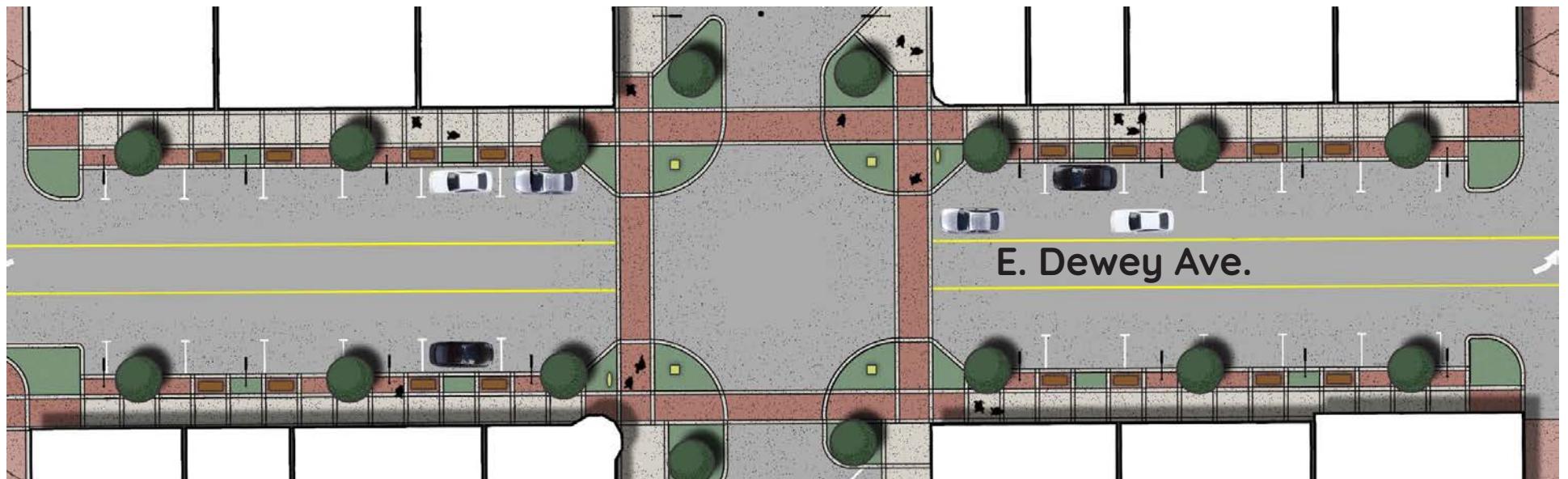


Figure 4.3 Priority One Streetscape Concept Blowup (Intersection of Dewey Avenue and Park Street)

North



Figure 4.4 Priority One Streetscape Concept Blowup (Intersection of Dewey Avenue and Main Street)

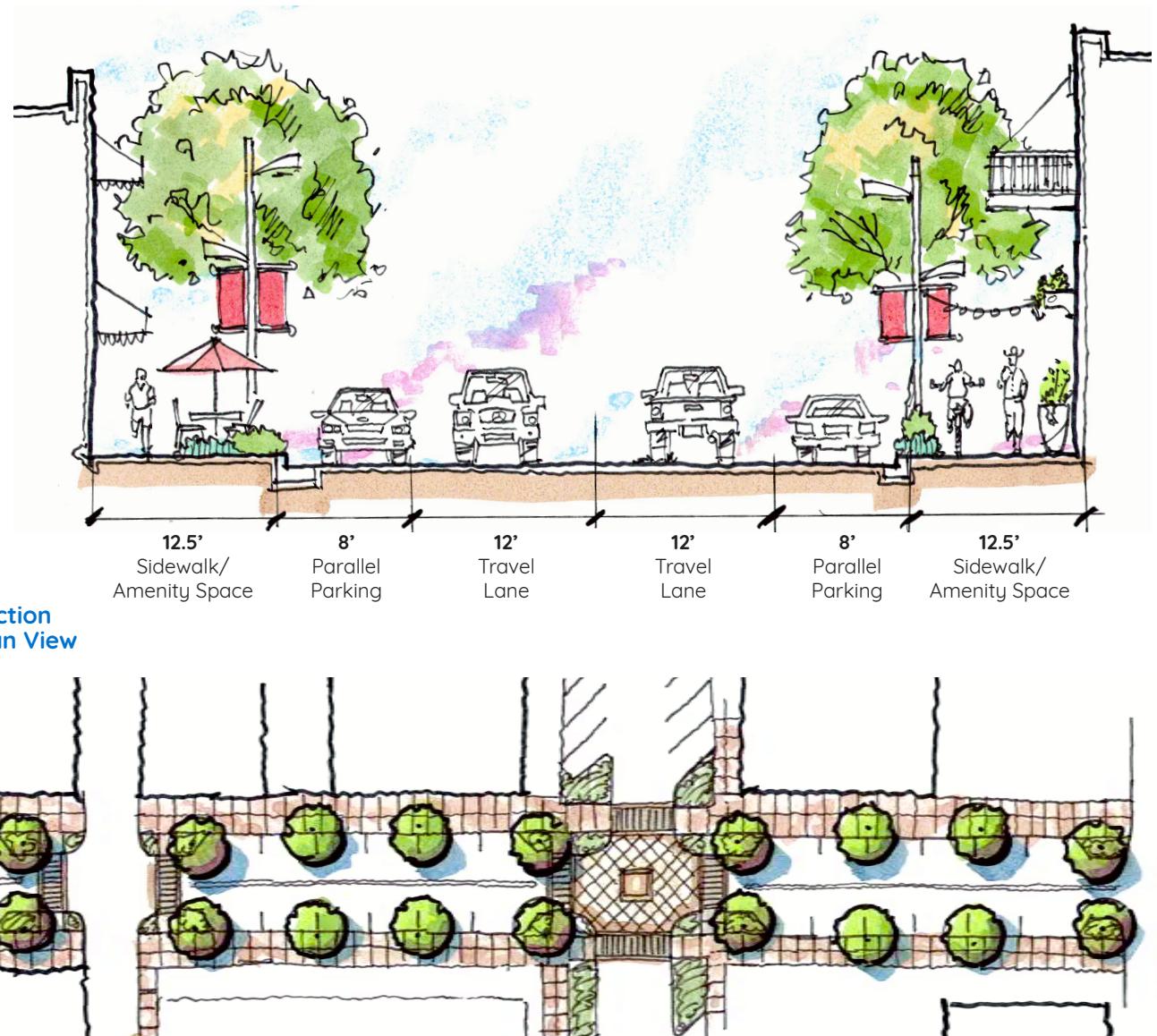
North

Priority Two Streetscape

The second highest level of streetscape enhancements include street trees (where permitted), pedestrian lighting with branded banners, 12.5-foot pedestrian pathways on each side of the street, decorative intersection treatments and crosswalks, and sidewalk dining areas. This level of streetscape does not feature landscaped medians, but rather makes use of less permanent planters and planting beds on the pedestrian pathways to bring color to the street environment.

Priority Two streetscape features, as shown in **Figure 4.5**, are proposed along Hobson Avenue between Main Street and the railroad tracks, as well as north and south along Water Street and Park Street. Secondary Gateways/Monumentation are used to transition from Priority Two streetscapes to Priority Three streetscapes and would be smaller in size when compared to the Primary Gateways, but still serve as identifiers of downtown Sapulpa.

Figure 4.5 Priority Two Streetscape Section and Plan View Concept



Note: Priority Two Streetscape applies to several streets within downtown Sapulpa. Therefore, direction and street labels are intentionally not provided.

Priority Three Streetscape

The lowest level of streetscape enhancements closely follow local roads that need to be prioritized for regular street, sidewalk, and curb maintenance. Although this level of streetscape has the least features, it still provides much improvement compared to the existing condition along these streets within downtown Sapulpa. The pedestrian pathways are 10-feet wide on each side of the street that both feature pedestrian amenities such as benches, street trees (where permitted), and decorative planters. The pedestrian lighting with branded banners are still recommended for the Priority Three streetscape as these serve as a unified enhancement throughout all of downtown.

Priority Three streetscape features, as illustrated in **Figure 4.6**, are shown in all directions on all other streets within downtown Sapulpa.

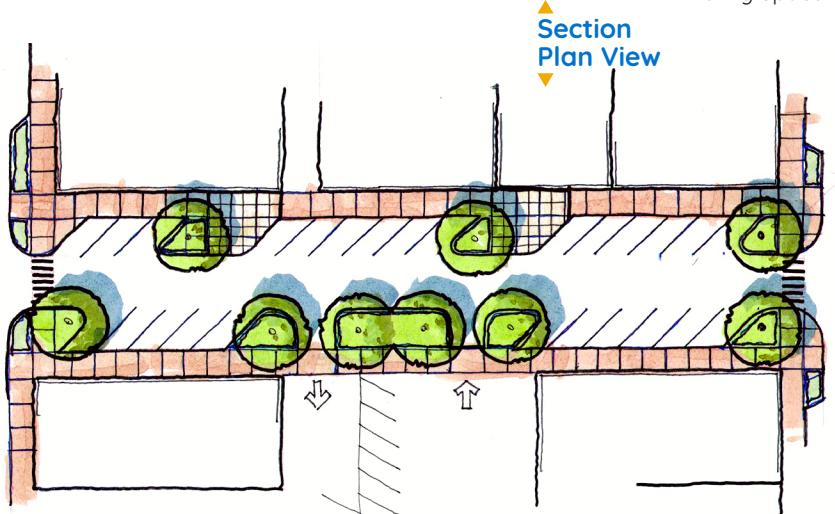
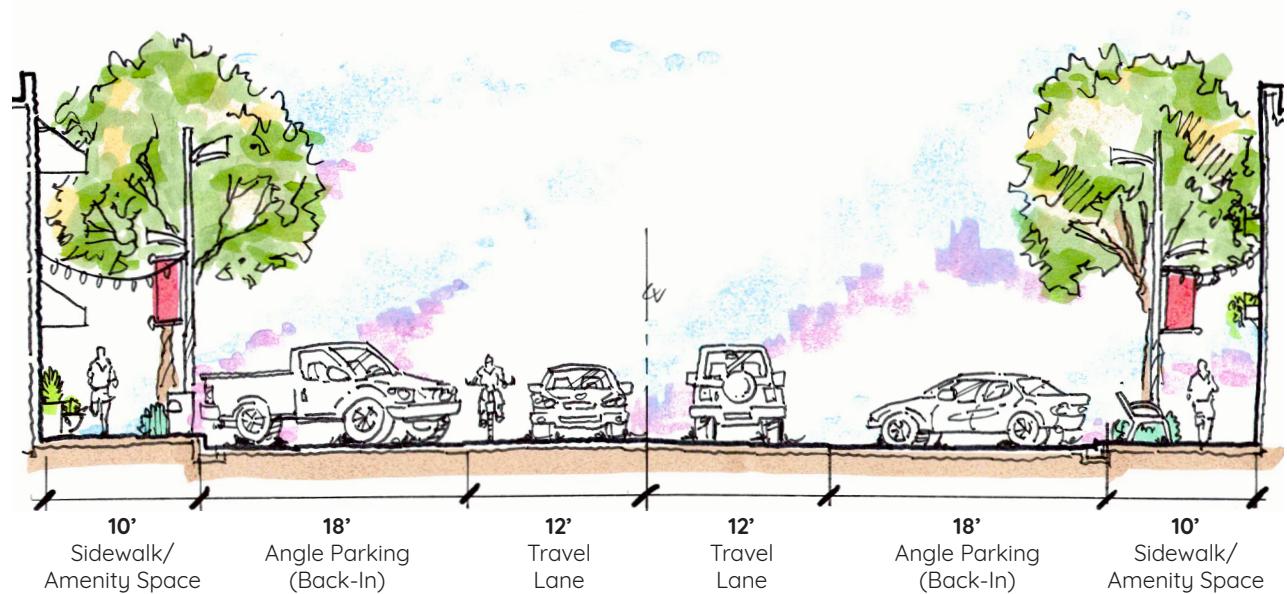


Figure 4.6 Priority Three Streetscape Section and Plan View Concept



Landscape, Hardscape, and Site Furnishings Palette

A preferred landscape and hardscape palette are provided on pages 50 to 52. The landscape palette offers more specific recommendations for the types of trees and plants to be used within the various streetscape improvements. The landscape palette considers the local climate, maintenance, watering, and other factors to ensure its build out is sustainable - both from a cost and maintenance perspective.

The hardscape palette offers visuals for pedestrian amenities, including seating, decorative planters, bicycle racks, and vehicle restriction mechanisms. These are not meant to be the exact type or style of amenity instituted within downtown Sapulpa, but rather offer a sampling of what should be considered.

Note: Priority Three Streetscape applies to several streets within downtown Sapulpa. Therefore, direction and street labels are intentionally not provided.

Preferred Landscape Palette

Deciduous Shrubs



Double Take Flower Quince



Arctic Fire Dogwood



Little Henry Virginia Sweetspire



Diabolo Ninebark



Little Princess Spirea

Evergreen Shrubs



Green Velvet Boxwood



Grey Owl



Golden Ticket Privet



Firepower Heavenly Bamboo



Dense Spreading Yew

Groundcover



Golden Variegated Sweet Flag



Variegated Bishopweed



Palm Sedge



Liriope



Periwinkle

Ornamental Grasses



Blue Grama Blonde Ambition



Regal Mist Muhly



Mexican Feather Grass



Little Bluestem



Prairie Dropseed

Preferred Landscape Palette (Continued)

Ornamental Trees



Autumn Brilliance Serviceberry



Redbud



Fringetree



Star Magnolia



Ivory Silk Japanese Tree Lilac

Perennials



Butterfly Milkweed



Aromatic Aster



Purple Coneflower



Red Yucca



Black Eyed Susan

Shade Trees



Tulip Tree



London Plane Tree



Chinkapin Oak



Shumard Oak



Littleleaf Linden

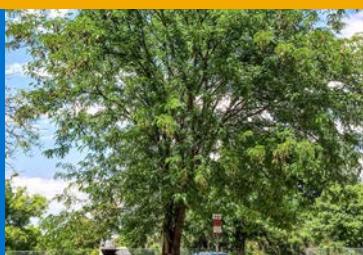
Street Trees



Red Maple



Maidenhair Tree



Shademaster Honeylocust



Chinese Pistache



Allee Elm

Preferred Hardscape Palette

Pavers and Concrete



Herringbone Pavers with Banding



Herringbone Pavers with Banding



Integral Color Concrete



Stamped Colored Concrete



Standard Concrete (Brush Finish)

Preferred Site Furnishings



Bench "Melville"
(Landscape Forms)



Bench "Melville"
(Landscape Forms)



Bench "Melville Backless"
(Landscape Forms)



Bike Rack "Emerson"
(Landscape Forms)



Bollards "Hawthorne"
(Landscape Forms)



Bollard "Morano"
(Hess)



Bollard "Bollard 400"
(Dumor)



Planter "Downtown Planter"
(Tournesol)



Planter "Rendezvous"
(Anova)



Trash Receptacle "Poe"
(Landscape Forms)

Strategy 4.2 Design and construct a system of gateways.

Gateways serve as bookends that frame key corridors, locations, or destinations. Gateways should be located at high-traffic nodes to welcome visitors and clearly identify entry points to downtown. The style of the gateways should portray the desired vision for downtown and be developed as a family - including primary gateways, secondary gateways, and complementary district monumentation.

Gateway elements are one of the most powerful ways to establish a brand or identity for a corridor or place. Monumentation can be located at important intersections, nodes, or boundaries that act as entry points to an area. Given the size of downtown Sapulpa, it is not enough to have a single gateway. Instead, an entire system or family of gateways that range in scale and significance are recommended. All elements should all fit within an overall hierarchy that reinforces an identity and improves first impressions.

The primary gateway featured in **Figure 3.3** frame Dewey Avenue at Main Street and Maple Street. It features sturdy brick pillars on either side that support the metal archway across the street. On the left side, a monument that illustrates Route 66 and its subsequent influence on Sapulpa is shown with the caption “Crossroads of America.”



Figure 4.7 Proposed Secondary Gateway Concept

This secondary gateway element is meant for non-primary streets, such as an alleyway, that should also be highlighted. **Figure 4.7** illustrates a gateway with similar features as the primary gateway concept, but in lieu of standalone pillars use the brick buildings as its anchor. The metal sign across the alley is not curved and offers a simpler design, but still clearly signals the entrance to a new area.

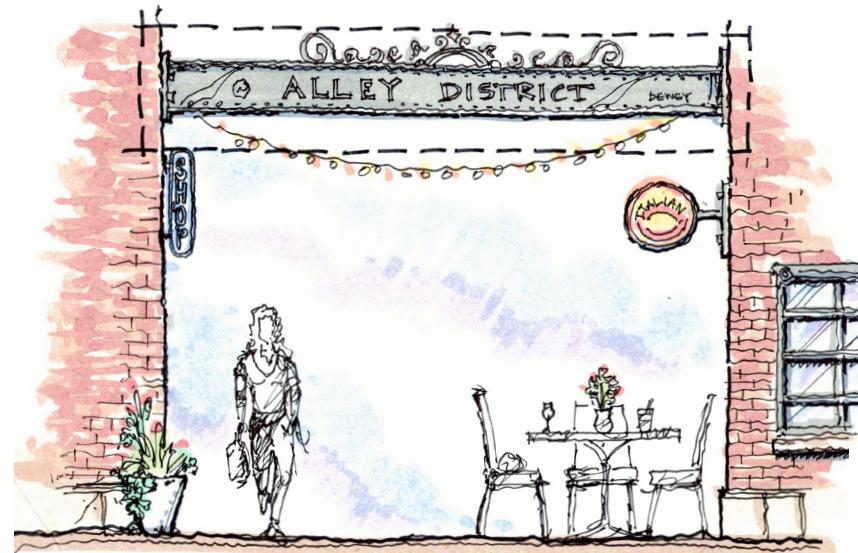


Figure 4.8 Proposed District Marker Concept

Figure 4.8 represents other proposed district monumentation. This sort of monumentation is low to the ground and does not span across an alley or street. Rather, they are pillars whose base is secured to the ground. These are meant to mark places, such as a park or outdoor public dining area, rather than a corridor.

Strategy 4.3 Continue to incorporate different mediums of public art throughout downtown as part of parks and open spaces, streetscape improvements, private development, and public gathering areas, including but not limited to mural, permanent or temporary art installations, and interactive art.

Public art is another opportunity to reinforce downtown's brand and identity. It is a way for users of an area to express their love for the space in a playful manner.

Public art should consider its location, audience, environmental conditions, the history of its location, and other contextual concerns. Scale, height, and visibility are also important factors. In addition to being aesthetically pleasing and representative of downtown, public art can also be functional. For example, a mural could be painted on a screening element.

As public art can be both a furnishing and part of a branding effort, it is important that the art tells a story of downtown Sapulpa's rich history, present, and future; the art must acknowledge and be true to its culture. Public art should be located at high activity and high visibility locations, especially where pedestrians can interact with it (e.g., play on it, take a picture with it, etc.).



Although public art is typically thought of as a physical piece of work, there are opportunities to exercise more creativity. This image illustrates a unique way to calm traffic that puts art on the street – literally! Traffic calming art does not compromise the actual roadway available to automotive users but serves as a fun and unique visual cue to drivers that they are in an area where pedestrians are abound. (**Image Source:** CityScene KC)



With the industrial and manufacturing uses that border downtown Sapulpa on the east, it is important to protect the heart of downtown. Screening and fencing are two ways that can visually separate unsightly uses and incorporating public art is a way to make something functional a vibrant piece. (**Image Source:** Peter Kageyama Flickr)



Just as public art can be playful and make an inviting space out of a previously underutilized one, it must be carefully applied. For instance, inviting graffiti or organic community in dedicated areas of a downtown can result in wonderful displays that brighten previously mundane areas. However, a concept like this must be carefully considered. Inviting graffiti in an alleyway that does not have plans for investment otherwise looks unintentional and perhaps even less attractive to passersby. (**Image Source:** Peter Kageyama Flickr)

Strategy 4.4 Activate the alleys to facilitate connectivity to other parts of downtown while simultaneously serving as a destination of their own.

Alleys are narrow lanes for pedestrians or service that are found between or behind buildings. Originally, alleys were integrated into cities to provide functional services, including trash access, deliveries, utilities, and parking. Now, cities are taking their alleyways back and converting them to more exciting and pedestrian-forward uses.

Alleyways may seem daunting to activate since they can be dark as they are shielded from natural light, have uneven surfaces from heavy vehicle use, and the presence of overhead utilities. However, some simple upgrades can go a long way. Some suggestions include the following:

- Overhead string lights offer a cost-effective solution that bring ambiance as well as much needed brightening.
- Flower and plant boxes underneath windows bring life into the space.
- Simple seating options, such as weatherproof chairs offer places for people to sit or mingle.
- Outdoor rugs by shops and restaurants conceal unsightly areas of the ground while elevating the aesthetic and making the alley feel like a place instead of a forgotten corridor.
- Fencing and screening around trash and recycling receptacles or utility boxes make the alleyway feel more intentional and pedestrian-oriented while still allowing space for functional needs of shops and restaurants.
- Enhanced pavement can signify importance in the pedestrian network.

Reference **Figure 3.4** for an illustration of a potential alley enhancement. **Figure 4.8** illustrates one way in which additional alleys within downtown could be enhanced, providing space for outdoor dining.



Image Source: www.huffpost.com



Image Source: www.lostinaustin.com



Image Source: Flatland KC

Strategy 4.5 Prioritize a downtown design, aesthetic, and function that is simple and cost-effective to maintain.

Streetscape enhancements are a poor investment without a proper maintenance plan and funding in place. It is recommended that an appropriate maintenance and sustainability plan be developed, funded, and executed to ensure the public improvements provide long-term benefits and to maintain and secure investor and developer confidence in the surrounding private property. The plan should provide targeted and manageable strategies for the following:

- Irrigation, using drip irrigation systems with rain sensors, and maintenance of street trees and understory, drought-tolerant landscape material;
- Regularly scheduled cleaning of gateways and public spaces;
- Regular rotation and replacement of streetlight banners (if installed);
- Repair or restoration of all public art pieces, murals, screens, or other installations;
- Repair or replacement of damaged site furnishings and amenities;
- Repair or replacement of damaged sidewalks;
- Emptying of trash and recycling receptacles;
- Clearing of outdated marketing materials from informational kiosks or other posting areas;
- Collection of other trash and debris; and
- Removal of graffiti.

The role that ongoing maintenance will play in the long-term success of downtown should not be overlooked or undervalued. No matter how impressive the improvements may initially be, their impact will fade without the benefit of a comprehensive approach to maintenance. To ensure the longevity of the investment, dedicated funding should be set aside annually in city's budget for upkeep of downtown. A little bit over time makes for a long-lasting investment that gives back more than it takes.

Strategy 4.6 Increase and disperse outdoor public gathering spaces.

Outdoor public gathering spaces fulfill a basic human need, which is to be around other people. This is why public spaces may have different aesthetics over time as trends and design best practices shift, but the concept of intentionally bringing people together outdoors is timeless. Outdoor public spaces essentially serve as the downtown's living room – they offer places for people to sit, mingle, grab a bite, wait for their table to be ready, and so on. These gathering spots are places people naturally gravitate toward when they are located and designed thoughtfully.

Outdoor public gathering spaces should be easy to find, accessible, and located at high traffic nodes and along well-traveled corridors. Although the space itself can vary in size and amenities offered, what should remain consistent is what they are surrounded by – trees, landscaping, retail, public art, work places, restaurants, and other forms of entertainment. This is what differentiates a space that people gravitate toward and one they do not. A space could be well-designed, landscaped, and lit, but if it is a standalone feature that holds no other draw, it will be underutilized.

On Elm Street, this is exactly what is proposed, as shown on page 29. An outdoor public gathering space that is nestled amongst pedestrian pathways, greenery, and mixed use establishments that have much to offer. The design and intent of the Elm Street pedestrian mall is to provide a playful, yet useful way to move and interact with downtown.

The Elm Street pedestrian mall is the largest and grandest example of an outdoor public gathering space in downtown, but many other opportunities exist to apply this concept. A public park and green space is proposed along the north side of Hobson. This will be integrated with convenient parking and paved pedestrian pathways that facilitate ease of mobility to downtown. In addition to the proposed public green spaces, there is an existing park on the southwest corner of Dewey and Water Streets that will remain as is.

Strategy 4.7 Capitalize on outdoor spaces for low-cost and inviting dining options.

Outdoor dining is a fun, seasonal way to attract passersby to sit down for a meal or beverage while maximizing the space available for the restaurant to earn profits. Due to the COVID-19 pandemic, there are more models than ever now of how restaurants can claim space outside of their brick-and-mortar establishment to serve more customers in an open-air environment.

This type of dining provides many benefits, including:

- Reaching pedestrians who are simply walking by that find it easy to stop and dine.
- Increasing revenue producing areas for the restaurant.
- It is inherently more interactive with the sights and sounds of downtown all around.
- It can be created in a temporary manner to accommodate the seasons during months of the year when outdoor dining may not be comfortable for patrons

In addition to outdoor dining that is affiliated with an adjacent establishment, this style of dining or gathering can be used cooperatively as well. Taking advantage of underutilized lots within the city where picnic tables, lighting, and trash and recycling receptacles can be easily accommodated create a low-cost space for pedestrians to enjoy food or to simply hang out. An example of this in downtown Sapulpa is the proposed is the redevelopment opportunity for the two parking lots south of the City Park at Dewey and Hobson Street. This offers a perfect opportunity for a destination venue.



The opportunity exists for the development of a micro-retailing/shipping container/micro shopping village and entertainment venue as a destination with unique offerings in an outdoor/open courtyard environment. This would allow for entrepreneurs to bring smaller footprint retail and eating concepts to downtown. This will also allow for an opportunity for those concepts that could never be sustainable in a traditional large storefront to exist in a small village of other micro retailing offerings, thus also creating variety and additional interest in Downtown as a destination. (**Image Sources:** www.kshb.com; www.dangtravelers.com)

A Kansas City, MO example of outdoor dining that is cost-effective, easy to install, and inviting to pedestrians. The addition of heat lamps in cooler months make this a year-round dining option. (**Image Source:** Visit KC)

Strategy 4.8 Use decorative and aesthetic means to conceal unsightly uses.

Downtown is bordered by railroads to the north and south, and while the railroad provides many benefits in terms of economic development, it is an undesirable use in the downtown area. Additionally, east of Walnut Street, there are many industrial and manufacturing uses that do not blend well with the intended uses of downtown. Albeit on a smaller scale, other unsightly – but necessary – uses within downtown include items such as trash and recycling areas and utility boxes. As such, the differing needs and aesthetics of downtown must find creative ways to coexist while still allowing one another to reach their fullest potential from a land use and development perspective.

The following ideas can be applied to varying uses throughout downtown that distract from the pedestrian environment, be it through noise, odors, and/or visual intrusion:

- Decorative screens and fences, as seen in **Figure 4.9**;
- Landscaping elements, including trees, understory plants, or planters; or
- Public art

Strategy 4.9 Sustain and enhance downtown's historical architecture.

Several strategies exist for historic preservation and building enhancement that could be utilized in downtown Sapulpa. Specifically, revolving loan funds and modified development codes are two strategies that many small towns use to encourage private investment in making building enhancements and preservation of existing buildings in their historic downtowns.

- **Revolving Loan Funds.** Investors and businesses often do not have the amount of cash available to deal with the costs of property rehabilitation and renovation. Revolving loan funds can help fill the gap by providing capital to one property or business owner who pays the loan back over time to replenish the funds which can then be lent to others who are working to renovate or restore another building. These loan funds can be capitalized on by local governments, private financial institutions, federal grant programs, or local philanthropic organizations.
- **Modified Development Codes.** A town's building and zoning codes may be unintentionally creating extra hurdles to the economic feasibility of reusing historic buildings. Conversion of the upper floors of buildings to residential uses are often the most negatively affected by these regulations. While having good standards of health and safety is paramount, municipal codes can be modified, or subsidies offered, to make such reuse less financially burdensome to building owners.



Figure 4.9 Public Art Screening Concept

Strategy 4.10 Require signage that is appropriate and useful.

No detail is too small to consider when it comes to enhancement, which is why signage is an important strategy to consider. Many of downtown's buildings feature signage that does not correlate with or honor the historical nature of the building. For instance, the bank building at 2 South Main Street currently has signage that is flat against the building whose only purpose is to provide the name of the institution. As shown in **Figure 3.9**, this is not historically appropriate and downplays the overall aesthetic of the building. Replacing signage like this with a feature that stands out – literally – is not only historically sensitive, but much more visually appealing.

Signage is also a way to add personality to buildings. For new developments and/or redevelopments, decorative signage can be used to draw attention to the establishment while informing users of what that entity serves or provides. Although signage should be uniquely applied to represent a business' unique personality and offerings, a cohesive strategy to what types of signs, how to display them, what colors to use, and so on, should be applied throughout downtown. The unity offered by utilized some shared and standardized signage guidelines will further solidify the idea that downtown is a district.

Although signage serves the very necessary and functional role of relaying information, it can also be an opportunity to get creative and express an area's unique identity. Signs can also be used to complement gateways as they can be strewn between buildings to indicate the beginning of a new place. The following images show how to elevate the types of signage used in downtown.



Neon. Brightly lit and colored signs are a quick way to catch a prospective patron's eye. These signs use neon colors and back lighting to make them pop. (**Image Source:** www.facebook.com/automobilealley)



Rooftop. These signs are best applied closer to higher traffic settings. Although still visible to pedestrians, rooftop signs will be easily read by those in cars or trucks. (**Image Source:** www.velocityokc.com)



Landmark. These signs are similar to gateways in that they can be used to mark a specific area, such as a public park. They can be easily embedded within landscaping elements, as shown by this example. (**Image Source:** www.riverdistrictnews.com)



Mural. Signs do not have to be a standalone structure, but can also be painted on or affixed to an existing building. (**Image Source:** www.littlefamilyadventure.com)



Gateway. Similar to a landmark sign, gateway signs mark a specific area or entryway to a place. (**Image Source:** www.wildwomewanderers.com)

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Section 5

Our Path to Tomorrow

Transportation and Parking

The transportation system for downtown Sapulpa provides an abundance of on-street parking combined with roadways that operate well under capacity, the most notably of which is Dewey Avenue (Route 66) that features a wide cross-section, numerous traffic lanes, and the presence of on-street parking. While accommodating vehicular traffic extremely well, this auto-centric focus strikes an imbalance with other transportation modes, in particular pedestrian activities, that create barriers to a vibrant community.

Section 5 - Transportation and Parking explores how to make downtown Sapulpa more accessible to other modes of transportation, including those on foot, bicycle, or even perhaps even scooters. By clearly defining where to direct auto-oriented traffic, all modes have an enhanced user experience.



Key Issues

As it relates to mobility within downtown, the primary identified key issues are:

1. The lack of local control for the local roadway network – namely Dewey Avenue – which is currently controlled and maintained by the Oklahoma Department of Transportation (ODOT), a historical remnant of U.S. Route 66 whose importance on a regional basis has diminished with the construction of new higher speed and higher capacity routes. Returning Dewey Avenue to local control will allow the City of Sapulpa more flexibility in design and operation of this roadway.
2. Better utilize parking as a downtown investment / incentive tool. The current abundance of parking in downtown Sapulpa can be considered an asset to the community, but as growth and reinvestments continue, parking should strike a balance between demand and location to ensure highest turnover parking demands are located near commercial properties, with longer-term parking for employees and residents located strategically and conveniently throughout the area.
3. Much of the infrastructure in downtown Sapulpa is aging and in need of repair and/or upgrades to meet current standards and demand. Most notably, there is a lack of ADA ramps for pedestrians.
4. A better balance between automotive and active (pedestrian, bicycle, etc.) transportation modes must be found. Downtown currently caters primarily to automotive users, which both limits mobility and discourages access to non-automotive users.

Goals

1. Make getting around and to downtown **easy, safe, and efficient for all modes** of transportation.
2. Protect and provide **parking as an asset** to investments within downtown.
3. Plan for those with mobility challenges in mind.
4. Maintain transportation infrastructure with **longevity, accessibility, and financial sustainability** in mind.
5. Create and maintain a transportation network that is **intuitive and inviting** for all users.

Strategy 5.1 Transfer ownership and maintenance of Dewey Avenue (Route 66) to the City of Sapulpa.

Dewey Avenue (Route 66) has historical relevance as part of the famous Chicago to Los Angeles highway from the early 20th century. Currently, however, it functions in downtown Sapulpa as a local roadway with little to no regional or statewide transportation purpose. As such, consideration should be given to turn over the maintenance and ownership of this section of Route 66 (from Mission Street to Main Street) from ODOT to the City of Sapulpa. See **Figure 5.1**.

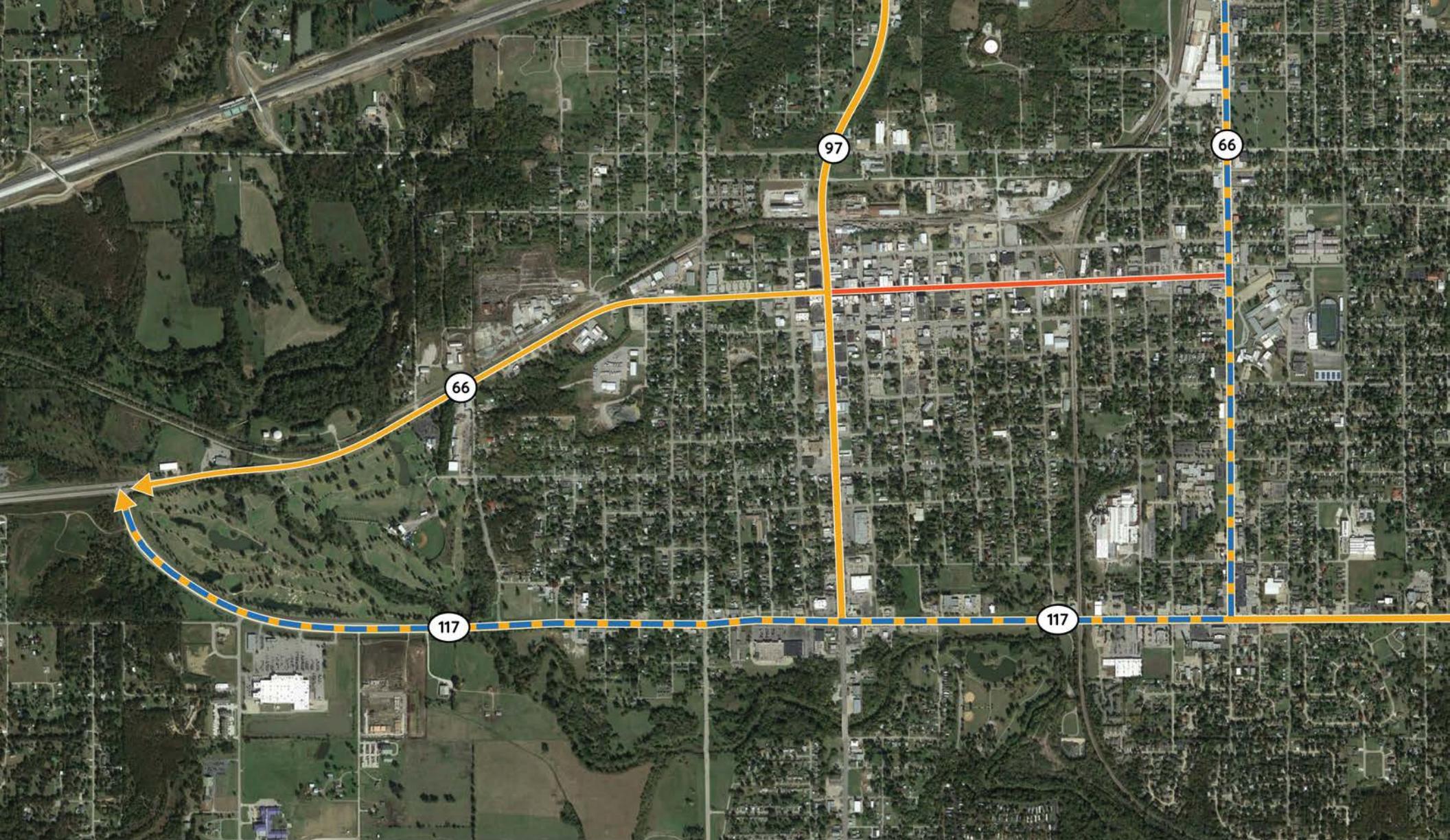
This devolution (relinquishment of state designation) would give the city direct control over changes in the number of travel lanes, on-street parking accommodations, and intersection controls (including stop signs, traffic signals, and so on). The Route 66 designation would be relocated to Taft Avenue (U.S. Route 117), although signage regarding the historic Route 66 could be maintained for historical and aesthetic purposes.

Strategy 5.2 Fund, develop, and implement a wayfinding plan.

Fund and develop a pedestrian and vehicular wayfinding plan to effectively and attractively inform and direct downtown visitors. Wayfinding signage should be developed separately for pedestrians and vehicles as each user has unique needs and requirements.

For vehicular signage, it should be developed in accordance with the Manual on Uniform Traffic Control Devices (MUTCD), published by the Federal Highway Administration (FHWA). It should address local attractions, amenities, and places of significance, such as government buildings, public libraries, parking, etc.

Pedestrian wayfinding should be more focused on attractions and businesses within or nearby downtown, such as restaurants, public plazas, parks, pedestrian pathways, etc. Wayfinding hubs can also be located at select activity centers within downtown – like the proposed pedestrian mall – providing non-automotive users with a directory map and relevant news and information. Potential locations for this level of information should be considered where there is maximum exposure to pedestrian and/or vehicle traffic.



What is Devolution?

Formally speaking, devolution refers to the transfer or delegation of power to a lower level, especially by central government to local or regional administration. For the City of Sapulpa, this means that ODOT, which currently owns U.S. Route 66, would formally transfer ownership of that section of the roadway (as illustrated by the red line in Figure 5.1) to the City of Sapulpa.



Figure 5.1 Route 66 Devolution Concept

- Existing State of Oklahoma route
- Proposed Route 66 relinquishment of state designation
- Proposed truck route

Data Sources: City of Sapulpa; Creek County; and Ochsner Hare and Hare, the Olsson Studio

Strategy 5.3 Improve the character, function, and safety of downtown Sapulpa's transportation network.

Improvement of the downtown's character, function, and safety – specifically as it relates to transportation – has different considerations than other topics. These ideals can be achieved for the transportation network through an enhanced streetscape, intersection/traffic lane reconfigurations, and pedestrian crossings.

More specifically, "bump-outs," intersections, and crosswalks should be incorporated throughout downtown to increase visibility of pedestrians, shorten pedestrian exposure to vehicular traffic, and define on-street parking locations. Further, given the age of the existing infrastructure, a proactive attitude to upgrade infrastructure to meet current standards should be taken. This would include ADA accommodations for pedestrian crosswalks and parking (on-street and off-street), among other considerations.

Illustrations of how to functionally enhance how one travels to, within, and from downtown Sapulpa are shown in **Figures 4.2, 4.5, and 4.6**.

Streetscape 80-Foot Right-of-Way Typical Section (Three-Lane): Intended for Dewey Avenue to accommodate its higher traffic volumes, this cross-section accommodates a travel lane in each direction, a center left-turn lane, and on-street parking. This would provide for approximately 14 feet of amenity space for sidewalks, landscaping, and street side activities.

Streetscape 60-Foot Right-of-Way Typical Section: For much of downtown Sapulpa, a more compact right-of-way can accommodate a travel lane in each direction, on-street parking, and amenity zones of 12.5 feet on each side.

Streetscape 80-Foot Right-of-Way Typical Section (Two-Lane): Intended for lower-volume roadways with wider available right-of-way, this cross-section accommodates a travel lane in each direction and angled, versus parallel, on-street parking. This would provide for approximately 10 feet of amenity space for sidewalks, landscaping, and street side activities.

Strategy 5.4 Strategically provide and locate downtown parking.

Parking downtown should be easy to find and use, highly accessible, meet the needs of the mixture of uses and activities, and be readily available throughout the year. **Figure 5.2** identifies areas that could provide 300 to 450 off-street parking spaces (depending on their eventual consideration) that could be utilized by multiple tenants and businesses throughout the area.

Parking is distributed throughout the core of downtown, as well along the north side embedded within the proposed park and green space.

Strategy 5.5 Amend the parking requirements for new developments in downtown.

Given that parking is currently underutilized in downtown Sapulpa, a new strategy is recommended as buildings and/or subareas are developed or redeveloped. Parking requirements in downtown should reflect the needs of its most active users, which include employees and patrons of current businesses.

While the new developments can utilize existing public parking in the area, shared parking should be required for new developments and major redevelopments within downtown. Shared parking simply means that tenants and/or buildings would share parking facilities in lieu of creating and/or maintaining separate parking lots. Shared parking should be especially encouraged for multi-use developments where parking spaces can be utilized by more than one use throughout the course of a day and week.

Finally, it may be desirable to allow new developments in downtown to submit an independent parking study to determine if additional parking is needed or if there already exists an ample supply of available parking spaces. This could encourage additional development and offset some of the costs for new investments.



Data Sources: City of Sapulpa; Creek County; Ochsner Hare and Hare, the Olsson Studio; and Studio Architecture



Figure 5.2 Proposed New Parking Areas

- P Proposed parking area
- P Existing parking area
- New parking square footage
- Proposed infill building

Strategy 5.6 Institute and enforce employee parking rules.

Currently, employees park in the most valuable parking spaces for convenience and safety; however, this leaves customers with less parking choice when frequenting downtown. Downtown must cater to its patrons while still providing adequate employee parking.

As such, the use of existing on-street parking that is adjacent to store fronts should be reserved for customer use. Conversely, employees should park off-street or on roadways with less parking demand. Signage or paint can be used to indicate customer parking areas to clearly denote these premium spots. It may become necessary to introduce parking restrictions, such as two-hour limits, in high-demand locations. This could be applied to high-demand corridors initially, such as Dewey Avenue, to see if it improves the availability of premium parking spots for customers.



Downtown Sapulpa does enforce some parking restrictions, just none that direct where employees should or should not park. (**Image Source:** Ochsner Hare & Hare, the Olsson Studio)



Much of downtown Sapulpa's parking is free and available for use by any patron. (**Image Source:** Ochsner Hare & Hare, the Olsson Studio)



An Erie, Pennsylvania parking lot example that shows how trees, plants, and rockscaping can transform an otherwise unsightly use. The dry creek bed in the middle of this example also illustrates the functionality that can be integrated into the design for stormwater management. (**Image Source:** Penn State University)

Strategy 5.7 Make downtown a biking destination.

Promote biking downtown by developing amenities and infrastructure that improve safety, visibility, and convenience for bicyclists. This could include everything from dedicated bicycle routes, bicycle parking, sharrows (share the road signage and pavement marking), and improved signage that reminds automotive to beware of on-road cyclists.

It is no secret that downtown caters to cars and trucks, which effectively and actively discourages bicycling as a realistic commuting or recreational option to, within, and from downtown. With no existing bicycle infrastructure – on- or off-street – bicycling simply is not safe. To encourage biking and maximize safety and comfort for bicyclists in the area, signed bike routes and sharrows are recommended on less busy streets, including Hobson Avenue, Lee Avenue, Water Street, Park Street, and Oak Street.

Another critical component of making downtown a biking destination includes bicycle racks at convenient locations, some of which could feature a bicycle share program. These sharing programs host bicycles that are available for rent at dedicated docking stations. There are many third-party companies that offer bicycle share programs that could ease the burden of the City of Sapulpa providing, maintaining, and managing this type of infrastructure. Newer concepts of bicycle share programs have eliminated the need for docking stations, which offers even more flexibility to users.



There are different options to facilitate a successful bicycle share program. Standard or electric bikes (often referred to as e-bikes) can be offered to suit the different needs of the user. Longer trips can be made easier with the use of an e-bike, for instance. Bicycle share programs can also feature different pick up and drop off styles. Designated bicycle docking stations can be required for pick up and drop off or locks can be provided with each bicycle that allows the user to pick up and drop them off at any bicycle rack (or other secure object). (**Image Source:** www.ridekcbike.com)



Above is an example from a community in Minnesota that uses signage to indicate when bicyclists are likely to be encountered. Bicycle route signage and accompanying bicycle lanes (in this instance, they are painted) allow for a safer environment for non-motorists, especially on busier streets in the downtown. This particular sign indicates there is an official bike lane, and also features a no-parking sign. Coupled together, this creates an environment that prioritizes a portion of the roadway specifically for non-motorists. (**Image Source:** www.locallygrownnorthfield.org)



The term “sharrow” is short-hand for Shared Lane Marking. It is a road marking that indicates a shared lane environment for bicycles and automobiles. Similar to bicycle signage, sharrows are a low cost option that paint symbols on an existing roadway facility. With this type of marking, a bicyclist would literally be sharing the lane with motorists. (**Image Source:** Ochsner Hare & Hare, the Olsson Studio)

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Section 6

Our Path to Tomorrow

Economic Development and Vibrancy

Without sound strategies for how to fund and sustain initiatives in downtown, revitalization will be stunted. Simply put, downtown must be invigorated to maintain its relevancy in the future. While the morale and excitement surrounding downtown's future is important, its long-term viability will depend heavily on some more traditional economic measures, such as the recruitment of businesses and services that appeal to prospective customers and incentivizing people to locate downtown.

Coupled with the economic initiatives to revitalize downtown, quality of life enhancements cannot be overlooked as a critical economic development tool. Increasing options for entertainment, access to green space, and enhanced pedestrian mobility are just as important. This comprehensive approach, as detailed in **Section 6**, tackles revitalization from all sides, which increases the chance for success. As such, this section focuses on both short- and long-term strategies downtown can implement to get people excited to go there.



Key Issues

As it relates to economic development and vibrancy within downtown, the primary identified key issues are:

1. Downtown attractions, establishments, and destinations are not widely marketed within the city nor are they known within the region.
2. Entertainment businesses, such as restaurants, bars, or breweries, have little incentive to locate in downtown because of the low foot traffic, especially after 5:00 p.m.
3. Downtown Sapulpa's market niche has not been formally defined, which has had the unintended consequence of it becoming a service-based destination (instead of retail and/or entertainment based).
4. Sapulpa's culture is wrapped up with the historic Route 66, however the presence of this major transportation route has – over time – negatively influenced pedestrian mobility in and around downtown.
5. Much of the building stock downtown is in "fair condition" (refer to **Figure A.5**) but without maintenance and improvement funds, they will ultimately reach "repair" or "dilapidated conditions".
6. There are limited economic incentives and business assistance programs for downtown Sapulpa.
7. Downtown lacks a destination attraction(s) and community gathering place that generates a large and consistent visitation.
8. Housing is almost non-existent in downtown which inherently limits the number of people who are there after business hours.
9. Commercial spaces in downtown are outsized (over 100 feet deep) for prospective single tenant occupancy, limiting new business.

Goals

1. Capitalize on the **updated downtown Sapulpa brand** as a marketing tool for new opportunities.
2. Make it clear and visible that downtown is **open and excited for new business**.
3. Use Sapulpa's **rich history to stand out** compared to regional downtowns.
4. Define downtown Sapulpa's niche market to draw a **unique customer base** that sustains downtown's business environment.
5. Refine and **define downtown's target audience** to provide the best experience possible.
6. Promote business and development practices that reinforce the **importance of the public realm**.
7. Make downtown Sapulpa a **destination every day of the week**.
8. Position downtown as a place with a big personality that **embraces its authenticity** to become a regional destination.

Strategy 6.1 Define downtown Sapulpa's market niche.

A niche is a specialization that allows a downtown to gain dominance in specific categories of the retail market. Niche strategies help a downtown compete in the local and regional retail market. Successful downtowns often support more than one market niche. These downtowns also benefit from an expanded trade area as their specialization draws customers from outside the community. Once a niche is established, other businesses are often attracted to the downtown in hopes of catering to the same targeted consumer segments. A strong downtown niche provides consumers a large selection, though within a limited range of merchandise and services.

A niche can be based on a certain type of consumer who works, resides in, or visits a community's downtown. Examples of these consumer-based niches include:

- College students
- Retirees
- Heritage tourists
- Residents and families
- Ethnic groups
- Out-of-town visitors and tourists
- Office workers
- Artists and crafters
- Government users
- Medical facility users

Some downtowns develop a niche focusing on specific goods and services. Examples of niches based on categories of goods and services include:

- Home furnishings
- Pamper niches
- Antiques
- Arts and crafts
- Children's products
- Food-for-the-home
- Jewelry
- Entertainment and culture
- Restaurants and breweries

Downtown Sapulpa currently lacks an existing brand and market niche. Successful revitalization hinges on establishing an identity, introducing new market niches, and providing consumers a larger selection of merchandise, services, and experiences.

One strategy to accomplish this is to better capitalize on downtown Sapulpa's rich history. Downtown's historic character and association with Route 66 sets it apart from other Tulsa area suburban downtowns, such as Jenks and Broken Arrow, as well as commercial districts like Tulsa Hills. These distinguishing assets have the potential to attract investment, businesses, customers, and tourists to downtown Sapulpa. Creating cultural, entertainment, and recreation attractions will be key to downtown's successful revitalization.

Strategy 6.2 Define downtown's target audience.

Defining downtown Sapulpa's market niche is a crucial step in downtown's revitalization and a parallel effort of defining the target audience for this niche market is equally as important. Understanding who the market niche is directed toward is key. Without a customer base, the downtown establishments will not thrive.

Based on downtown's location, assets, and demographics, the principal customer base recommended to be targeted includes Sapulpa and Creek County residents, as well as heritage tourists attracted to the historic character and Route 66. A secondary customer base includes residents of the metropolitan Tulsa area.

Strategy 6.3 Use downtown Sapulpa's historical assets to attract customers.

Some communities are using historic preservation to help rejuvenate their downtowns. This is where heritage and cultural tourism come in to play. Heritage and cultural tourism are branches of tourism oriented towards the cultural heritage of the location where tourism is occurring. The National Trust for Historic Preservation in the U.S. defines heritage tourism as "traveling to experience the places and activities that authentically represent the stories and people of the past," and cultural heritage tourism is defined as "traveling to experience the places and activities that authentically represent the stories and people of the past and present."

Downtown has the potential to tap into the heritage and cultural tourism markets by leveraging both historic preservation and Route 66 nostalgia. To foster heritage and cultural tourism, authentic experiences must be created. Downtown walking tours, self-guided tours, and interactive plaques/historic markers could be utilized to encourage visitors. To tap into the Route 66 tourism market, a Route 66 visitors center could be established that complements the existing Route 66 Auto Museum west of downtown Sapulpa.

Strategy 6.4 Provide boutique experiences that encourage overnight stays.

As the target audience is refined and elements of heritage and cultural tourism are utilized, people must have places to stay for the night or weekend. As such, a critical component of building and maintaining these new local and tourism markets, lodging must be prioritized.

There is no shortage of historic buildings in downtown. Adaptive reuse of an existing historic building into a hotel is therefore a preferred. In addition to traditional overnight lodging, such as hotels, making downtown a desired location for vacation rentals is also recommended. Through services such as AirBnB and VRBO, privately-owned buildings that are either underutilized or vacant could be converted into lodging options that encourage overnight or weekend long stays.



Printer's Alley in downtown Nashville, Tennessee, was once the home of printing houses, publishers, and other journalistic enterprises. After those industries left the district, the alley transitioned into a nightclub and live music destination. Printer's Alley has maintained its gritty urban appeal and continues to be a destination. (**Image Source:** www.printersalley.com)



A Kansas City, Missouri recent development provides an excellent example of how to create a boutique stay that can easily be replicated in downtown Sapulpa. As part of an historic building renovation, a new apartment development integrated short-term stay units into its long-term unit rentals, providing many amenities to those visiting for weekend trips. Short-term guests can use all the amenities afforded to long-term residents. (**Image Source:** CitySceneKC)

Strategy 6.5 Establish a branded downtown district.

Currently, no sit-down restaurants, themes bars, or entertainment venues operate in downtown Sapulpa resulting in no evening activity. Downtowns that offer a new, exciting district – even if it's just a small area of a couple of blocks – provide residents with a reason to check out what is going on in the center of their community. A major upside of this strategy is that it can help to turn around the perceptions of downtowns. An excellent example of a branded entertainment district is The Rose District in downtown Broken Arrow.

Much like downtown Broken Arrow's Rose District, establishing a branded district in downtown Sapulpa is recommended that includes restaurants, breweries and wine bars, themed bars, entertainment, professional office, and housing. Hobson Avenue's building stock, ample parking, and availability of land make it an ideal candidate as downtown's branded district. The creation of a branded district would provide downtown Sapulpa with an identity from which to design a marketing and promotions plan.

A branded district within downtown serves as a huge draw and focal point. Ideally, this district has something to offer everyone – from families to young professionals. The downtown district would bring to life all of the branding and streetscaping concepts found throughout the rest of downtown Sapulpa.



In 2013, downtown Denver restaurant Rialto Cafe decided to hold an event to celebrate craft beer in the alley behind its restaurant location. It was such a success, that other restaurants and breweries were recruited to participate. Now it's an annual event that fills "Brewers Alley" to capacity with the sights and sounds of breweries and related attractions. (**Image Source:** www.digstudio.com)

Strategy 6.6 Enhance the events, festivals, and outdoor community gathering opportunities in downtown.

The goal of increasing downtown Sapulpa's event schedule is to attract more people downtown, which in turn could improve the business climate. Ongoing public events help drive positive awareness of a city's downtown. Bringing people downtown on a regular basis, once per week or even just once per month, serves to make citizens aware of the unique amenities that exist in the heart of their community.

Events like a weekly farmers market or a monthly art walk can draw thousands of people downtown on a regular basis. By expanding the event calendar, a wider portion of the community can be exposed to the downtown. These citizens are then more likely to visit downtown for shopping, dining, or entertainment on other occasions. Further, they are more likely to consider living downtown or perhaps locating their business there. An added benefit of these types of events is that they engage local merchants, artists, and entrepreneurs, helping to make them champions for downtown revitalization.

The downtown core currently hosts a farmer's market at a parking lot at the corner of Main Street and Dewey Avenue. A permanent farmer's market is recommended that could be incorporated into a mixed-use destination attraction. Major annual events hosted in downtown Sapulpa include the Route 66 Blowout, Rock the Route, St. Paddy's on Dewey, Autumn Harvest, and Lights ON! Expanding this list of events would increase downtown's exposure.

Much like the existing events, new programming should be coordinated with the Sapulpa Chamber of Commerce and Sapulpa Main Street. A collaborative spirit should be utilized to ensure the sustainability of single day events, monthly programs, and festivals.

Strategy 6.7 Market downtown as a commercial and entertainment destination that attracts regional attention and visitors.

The most successful downtowns have major functions including employment, residential, entertainment, shopping, etc. A key ingredient for creating a diverse downtown is to have major destinations that draw people for reasons other than employment.

Downtown currently lacks destination attractions and community gathering spaces that generate a large and consistent visitation. An initial objective of revitalization efforts must be to attract more people that enhances the prospects of supporting increased sales for existing businesses and improving the climate for attracting new businesses and residents. One method of increasing pedestrian activity is to create a family-friendly allure of sufficient size to program a wide variety of events and activities. The community attraction should house permanent facilities, such as a farmer's market, engaging playground, performance stage, and eating and drinking establishments.

Strategy 6.8 Create an advertising and promotions campaign for downtown.

No amount of creative business pop-ups or intriguing new dining establishments can make up for getting the word out. Downtown Sapulpa has not had the external perception of being a vibrant place. However, that can change with proper advertising and promotion of what is happening in downtown. The following campaign suggestions should focus both on local and regional markets.

- Develop a local advertising and promotions campaign targeting heritage tourism and special events that leverages the historic district designation and Route 66.
- Establish and advertise downtown as the preferred destination to live, work, and recreate by showcasing the exciting range of activities and experiences available.
- Launch a financial incentive campaign that targets young professionals, borrowing from the excellent example provided by Tulsa Remote. This program offers a cash amount to young professionals to live in the city.
- Create a social media campaign that utilizes a series of coordinated activities aimed at achieving a specific goal over a defined period of time (in this case, driving people downtown) through social media or across multiple platforms.
- Launch a weekly newsletter and/or podcast that interviews business owners in downtown. An interactive question and answer portion can be integrated to encourage people unfamiliar or wary of downtown to ask questions.

Strategy 6.9 Foster business diversity that balances seasonal and tourism-focused uses with businesses that provide daily goods and services throughout the year.

Vibrant parts of a city do not thrive by only have daytime or nighttime business and service offerings. Rather, a diverse mix of establishments must be available to appeal to the different audiences of the downtown. Additionally, there must be something for everyone to do - both during the day and in the evenings and on weekends. It cannot be stressed enough that diversification of the restaurant, service, employment, hospitality, and entertainment options within downtown to support seasonal tourism, events and festivals, and entertainment businesses.

Recommended goods and services to be offered in downtown include:

- Hair salons
- Antique shops
- Home furnishings
- Boutiques
- Gift and collectible stores
- Live/work collectives
- Boutique fitness experiences
- Eating and drinking establishments (includes restaurants, cafes, wine bars, microbreweries, etc.)
- Unique entertainment experiences, such as outdoor concerts, virtual reality, organized exercise events, etc.
- Lawyers
- Financial services
- Creative professions such as technology, architects, and interior designers



Prioritizing development that combines multiple uses into one - like this live and work space concept building - diversifies a single space. (**Image Source:** CitySceneKC)



The Pearl Brewery district in San Antonio, Texas provides an example of how different, yet complementary businesses, thrive when physically close to one another. (**Image Source:** www.sanantonioreport.org)

Strategy 6.10 Use economic incentives and business assistance to position downtown as an employment hub that offers the services and amenities that attract and retain existing employers, businesses, and professional firms.

Proposition 4 for Economic Development provides \$4.0 million to offer incentives, purchase property, and attract new businesses, restaurants, and industries to Sapulpa. This economic development initiative should focus on supporting small businesses and encouraging entrepreneurship. Potential economic incentives could include revolving loan funds, property tax abatement, and tax increment financing (TIF). Additional education and use of historic tax credits should be encouraged as a way to restoring derelict historic properties and adaptive re-use of upper floor commercial space.

It will be important for downtown to encourage the development of entrepreneurs and home-grown businesses. Business assistance programs could include workshops for downtown merchants on topics such as merchandising and marketing techniques, as well as technical assistance for entrepreneurs and property owners on subjects such as writing a business plan, making loan applications, and using computers for business.

A business retention and expansion program for downtown Sapulpa must be established. This program should be managed by the Sapulpa Chamber of Commerce.



Small business assistance is more important than ever. With the right support, small business owners will be encouraged to locate in downtown Sapulpa. (**Image Source:** www.forbes.com)

Strategy 6.11 Take advantage of temporary and pop-up businesses to foster an entrepreneurial spirit.

Downtown has a large inventory of vacant ground floor commercial space that adversely effects public perception and reduces pedestrian traffic, retail sales, and the viability of attracting businesses.

One low-cost solution is to encourage property owners to accommodate pop-up businesses, which could be startups or simply secondary locations of existing businesses. These pop-up businesses can occupy empty commercial spaces or vacant lots during traditional happy hour times, weekends, or holidays to increase their visibility. Concurrent, small scale events can include concerts, food truck gatherings, wine or beer tastings, and craft or farmers' markets. Any leftover empty spaces can feature passive attractions by local artists or student projects from nearby schools.

In addition to utilizing vacant commercial space, due to their temporary and low infrastructure nature, pop-ups can also utilize vacant outdoor spaces. In fact, downtown Sapulpa has already had success doing just that. On Shop Small Saturday, a sidewalk adjacent wooden structure was temporarily constructed to promote the purchase of local goods. Another way to capitalize on the temporary nature of the pop-up spirit is to have events in locations that may not seem initially obvious. For example, exercise classes that require minimal equipment, such as yoga, can easily be done in a park, alleyway, or closed off street.

While some existing businesses may feel uneasy at first about the new competition, the increased traffic downtown will benefit all, potentially leading to new private investment and new longer-term tenants.



Downtown Sapulpa recently created their first temporary parklet on Small Business Saturday in 2020. (**Image Source:** Sapulpa Chamber of Commerce)



Yoga, or other forms of exercise that do not require much equipment, are perfect for the outdoors in unlikely spaces. (**Image Source:** www.bloomberg.com)



A fun, temporary - and temperate! - way to host small and unique businesses that have goods and services to sell. (**Image Source:** www.journalrecord.com)

Strategy 6.12 Improve walkability of downtown and activate the alleyways.

Several north-south streets in the downtown area possess considerable right-of-way that could be utilized to widen sidewalks or create walking paths, as illustrated in **Figures 4.2, 4.5, and 4.6**. In addition, alleyways should be designed to promote increased pedestrian activity that link to the walking trail that parallels the railroad track at the north end of downtown.

The north-south alleyways in downtown Sapulpa, particularly north of Dewey Avenue, possess the opportunity to support pedestrian traffic and a unique urban setting for outdoor dining and entertainment.

Strategy 6.13 Emphasize that downtown is open for nightlife.

As many business owners during the COVID-19 pandemic are aware, having your doors open for customers even one extra hour of the day has been a business saving measure. Many bars and restaurants – especially when faced with limits on indoor dining and closing early – made the case to be open just one hour later for customers. In most cities the sweet spot was being open for service until 10:00 p.m. This is because from 9:00 p.m. to 10:00 p.m., the restaurants and bars stood to earn the most revenue by being open (as compared to 10:00 p.m. and later). Although there are not establishments currently in downtown Sapulpa that are open that late in the evening the point is that finding the sweet spot of being open just one hour later can justify the expense of the business being available.

To support businesses in the transition to later opening hours, especially those in retail, restaurants, and other forms of entertainment, the City of Sapulpa could provide marketing assistance to advertise the increased operating hours, free or reduced booth fees at events, and financial planning tools for sustaining during the transition to longer hours of operation.



Alley Fair is a community event in downtown Fargo, North Dakota that works to activate and transform the alleyways by bringing together the area's best food, music, and art. The event's mission is to "design an environment that encourages guests to rethink urban landscapes." (**Image Source:** www.travelboulevard.be)



Bismarck, North Dakota is also experimenting with ways to activate its alley ways. An art project has been deployed in downtown Bismarck in Alley 5.5, affectionately known as Art Alley, to engage local artists in the creation of an outdoor art gallery along a previously desolate alley in the city's urban core. (**Image Source:** www.walkingontravels.com)

Strategy 6.14 Create a Business Improvement District (BID).

Business Improvement Districts (BIDs) are organizations formed by private property owners and businesses within a legally constituted city district. Members pay a special tax to cover the expense of providing their BID with services beyond what the local government offers in their area. The legalities of forming a BID vary from state to state, but the organizations are often created simply by the approval by a majority of local business and property owners, by those who control a majority of the land area, or by owners responsible for the majority of the fees assessed.

BIDS, which are sometimes referred to as business improvement zones, as well as special improvement, special assessment, special services, and/or business assistance districts, can range in size and scope. Some are independent of local government, having almost complete autonomy to finance, construct, and manage specific projects, while others are dependent on local government, created only to raise revenue for specific projects.

The benefits of belonging to a BID vary as well. Some BIDs simply supplement the district's maintenance offerings, providing extra sanitation and landscaping services, while others expand into economic and community development. Additionally, BIDs deliver supplemental services within a defined district such as:

- Provide welcoming services and extra security for public spaces and private businesses. This can come through introducing "ambassadors" to assist visitors to the area, financing extra security guards, and setting up neighborhood watch groups.
- Advocate and lobby on behalf of downtown businesses.
- Generate financing for capital improvements (such as raising money to build a performance stage in a public park) or for infrastructure alterations (like funding historic street lighting).
- Commission research and marketing services, collect and analyze economic and demographic data, and promote businesses in the area.
- Embark on integrated planning efforts.
- Allow BID businesses to experiment with innovative practices, implement strategies at a faster pace than if they had to engage with the full mechanisms of local government, and tailor-make solutions to their own needs.

Creating a BID requires a community-driven approach by property owners, business owners, other interested stakeholders, and support from City Council. After City Council approves the BID, delivering the services and affecting change in the district will require continued coordination and management. The services are typically managed by a non-profit association whose purpose is to steward the district and its prosperity.



Maintenance crews - funded by a BID - provide important upkeep of a district. (Image Sources: www.downtownnewhaven.com; www.cityofnoblesville.org)

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Section 7 *Our Steps to Tomorrow*

Strategic Implementation

Section 7 ...



Section 7 to be included in future submittal

Appendix A

Downtown Yesterday and Today

Long-range planning must be founded on an understanding of a community's past and present. **Appendix A** presents a summary of the analysis of the current state of downtown Sapulpa, including a look into its history. This section acknowledges the importance of well-informed recommendations and strategies that properly respond to existing realities.

Appendix A provides an overview of the downtown's place and role within the region and its history, other regulating and guiding plans, demographic and economic trends, and physical and natural environment.



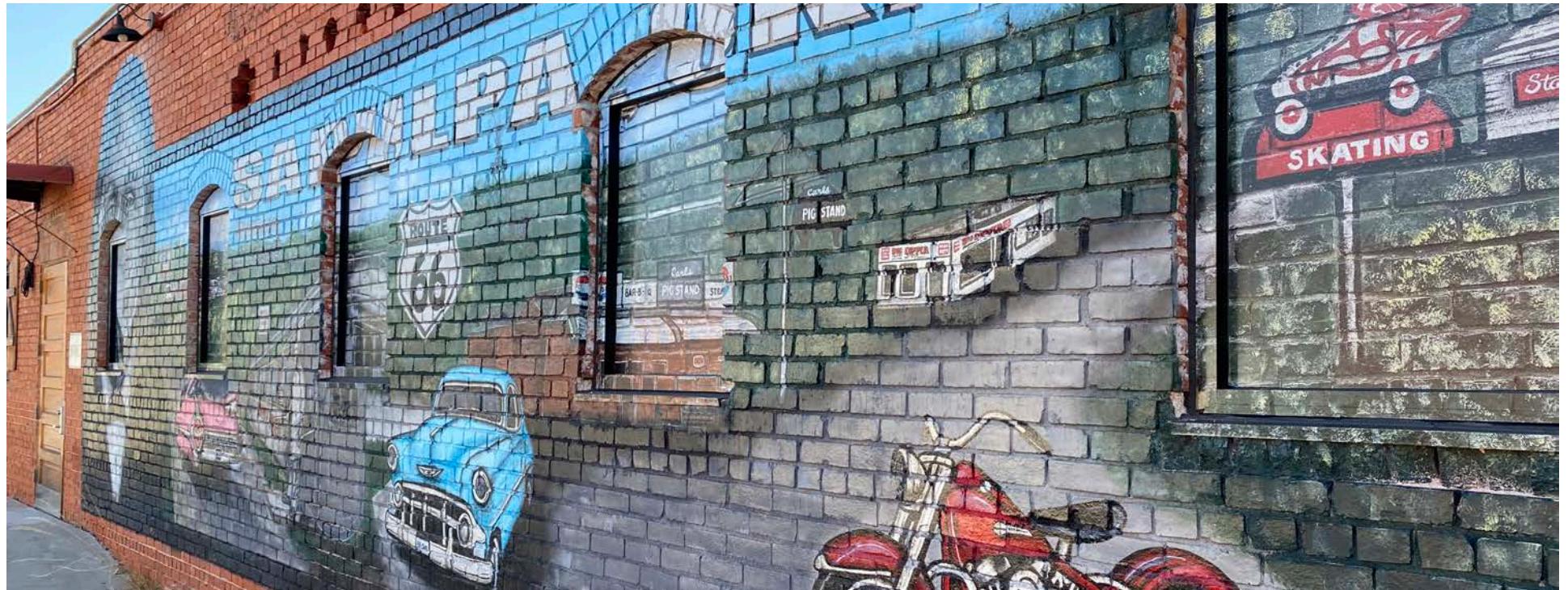
History and Districting

Route 66

Created in 1926 by linking a series of roughly east/west pre-existing roads and trails, Route 66 was originally established to provide a direct, year-round connection between the Midwest and the Pacific Coast. Passing through Illinois, Missouri, Kansas, Oklahoma, Texas, New Mexico, Arizona, and California, Route 66 eased the transportation of goods, encouraged domestic tourism, and further facilitated large-scale settlement of the West. By 1938, it became one of the first interstate highways in the country to be completely paved.

As the popularity of Route 66 increased, the mom and pop shops, quirky roadside architecture, motels, theaters, and gas stations sprung up in main streets, urban centers, and rural areas. This roadway thus represents a unique moment in history that continues to define the nation's identity: the rise of the automobile and its implications of freedom, mobility, and a quintessential American story.

Prior to the construction of the interstate highway system, Route 66 was the main east/west highway and U.S. Route 75 was the main north/south highway in the country. Sapulpa is located at the intersection of these two very important roads, and Route 66/Dewey Avenue is the main roadway that runs through downtown Sapulpa. In 1985, Route 66 was officially removed from the U.S. Highway System after it had been replaced in its entirety by segments of the Interstate Highway System.



Downtown Historic District

The Sapulpa Downtown Historic District was designated as a national historic district on September 14, 2002 and is approximately bounded by Hobson Avenue, Elm Street, Lee Avenue, and Main Street. The boundaries of the downtown historic district are illustrated in **Figure A.1**.

Prior to the establishment of the historic district, the Creek County Courthouse and the Berryhill Building had individually been designated on the National Register of Historic Places (NRHP). The NRHP is the official list of the U.S. sites, districts, buildings, structures, and objects significant in American history, architecture, archeology, engineering, or culture worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archaeological resources. Listing in the NRHP provides recognition, limited protection, and possible financial incentives for designated properties.

The State Historic Preservation Office identifies and nominates properties, including historic districts, to the NRHP in accordance with National Park Service regulations (36 CFR Part 60). A residential neighborhood, a downtown commercial district, a rural environment, or a concentration of archaeological sites are examples of historic districts included in the NRHP.

Main Street District

In addition to downtown's historic district designation, in 1990, Sapulpa became an official Main Street community (the boundary of which can be seen on **Figure A.1**). Since that designation was established, \$35 million in private and public funds have been invested into downtown. The Main Street program's (known as Sapulpa Main Street) current focus is on continued recruitment of diversified and specialized retail, development of upper floor spaces into housing and offices, and image promotion.

The purpose of Sapulpa Main Street is to preserve and enhance the cultural heritage of Sapulpa, and to improve the quality of life by revitalizing the Central Business District as the center of the community. This is done through education and management in organization, promotion, design and economic vitality. Sapulpa Main Street helps maintain the cultural richness and vitality of downtown by providing financial assistance, programming, and promotion to downtown merchants. As part of the National Main Street program, Sapulpa Main Street has access to interior designers, architects and many other professionals to help downtown businesses plan restoration projects, or remodels of their businesses, at no cost to the building owner. Each year, monies are set aside to award façade grants to those applicants that have projects that require financial aid. Façade grants are available for those trying to make repairs, clean up existing or deteriorated façades, or those trying to preserve the historic exterior of their building.

Sapulpa Main Street also puts on many events throughout the year, including the Route 66 Farmer's Market, St. Paddy's on Dewey, Ladies Night Out, Route 66 Blowout, Rock the Route, Let's Wine About Summer, Autumn Harvest, Lights ON!, Jingle N' Mingle, and Jingle Bell Sweepstakes (more on these events in **Programming**).

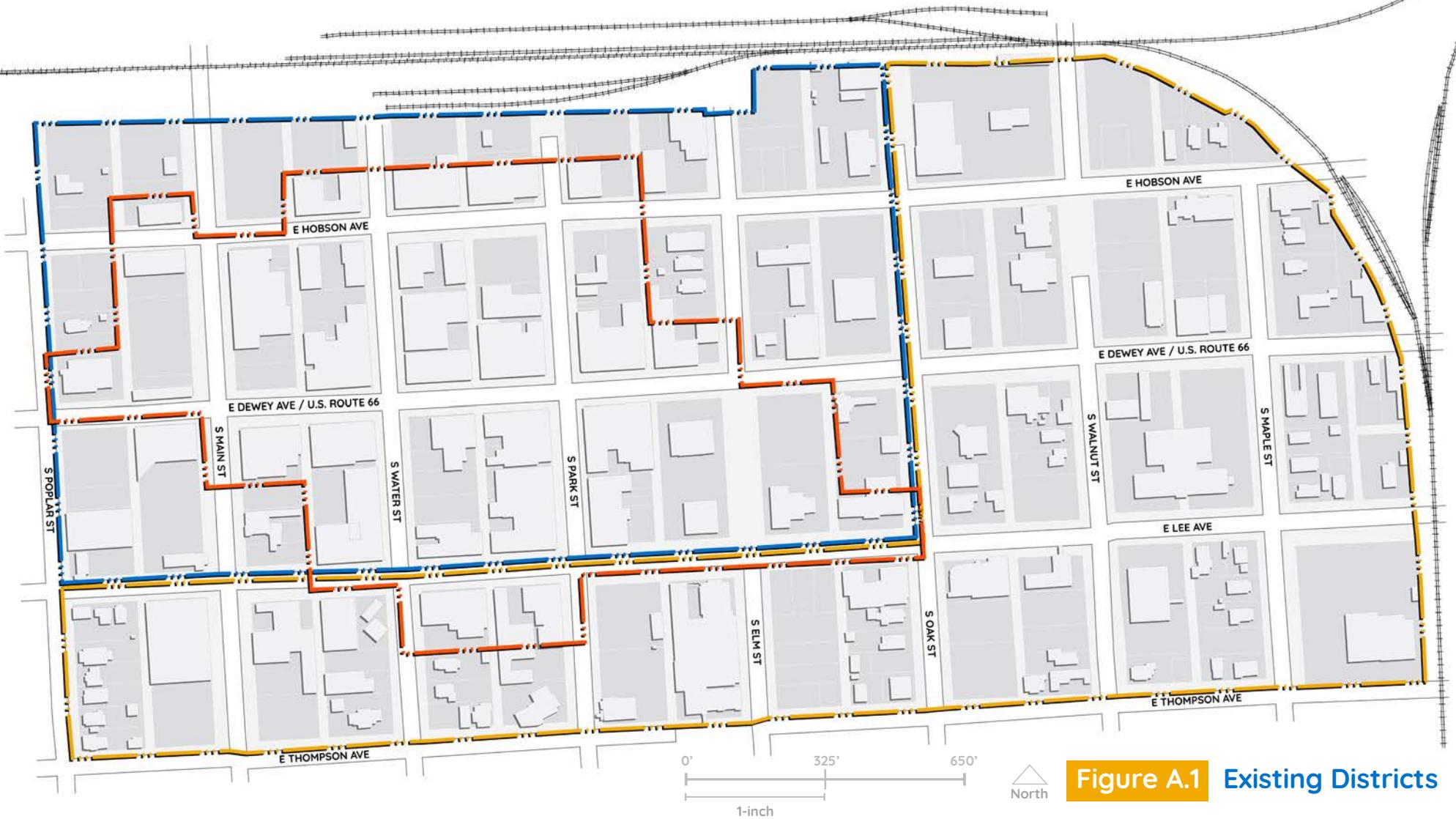


Figure A.1 Existing Districts

Data Sources: City of Sapulpa; Creek County; and Ochsner Hare and Hare, the Olsson Studio

- Downtown Core
- Downtown Transition Area
- National Historic District

Main Street District

The entire area shown on this map is within the Main Street District.



Walter Realty

One of the few stone buildings at the time (currently Martha's Corner)



Downtown Sapulpa



Labor Day Parade on Dewey Avenue



Sapulpa High School

The administration building is the former Washington Elementary



The Fair Store

"Sapulpa's Greatest and Largest" Department Store
(currently the Whimsical Willow Boutique & Spa and Matheson Law Offices)



Woodbury Hotel

A tornado struck the building in 1960, damaging the top two stories, which were then removed (currently it is a one-story building, home to Ram Machine)

Note: Some dates are approximations.



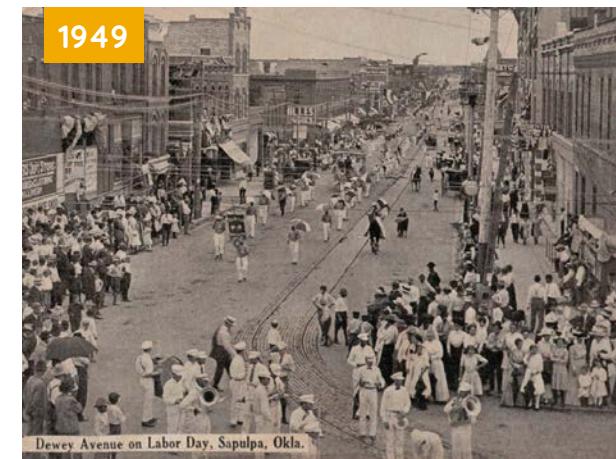
Band Stand by Gazebo

Large crowd behind courthouse



Berryhill Building

Constructed in 1909 as Sapulpa's second "skyscraper"



Lorraine Hotel

Burned down in the worst fire in Sapulpa's history
(currently HHH Transmission and Kennedy Used Cars)



Bovaird Supply Co.

(Currently Farmers Feed Lot Store)



Standard Chevrolet Company

Joe Bacon, Pete Belk, and Bob Wadley at Standard Chevrolet Company (currently Cecil and Sons Discount Tire located at Main Street and Lee Avenue)



Yale Theater

Destroyed by fire

Existing Plans and Studies

Connecting to the Future: Sapulpa 2030 Comprehensive Plan

Year Adopted: 2014

Purpose: Connecting to the Future: Sapulpa 2030 Comprehensive Plan (2030 Plan) was an update of the Sapulpa, Oklahoma Comprehensive Plan 1988-2005 (2005 Plan). This document provides an overarching statement of land use policies, goals, and objectives regarding development for both incorporated and unincorporated areas within the city's annexation fenceline.

Relationship to this Plan: The 2030 Plan crafted several community vision statements, several of which relate to downtown Sapulpa, including:

- A well-maintained, viable, and walkable downtown offering a unique shopping experience.
- Existing business and industry that is supported while attracting new and expanded retail, commercial and industrial development.
- A destination offering visitors and residents exciting opportunities for living, working, and shopping as well as for recreation and entertainment.
- A living experience, which offers opportunities for participation by all ages.
- An exciting place to call home.

The 2030 Plan designates planning corridors for the expansion of existing businesses and for new commercial developments to positively contribute to the appearance, economic vitality, convenience, and safety of the community. The Corridor and Gateway Development Plan - a component of the 2030 Plan - designates portions of Route 66 (from the Municipal Golf Course to Highway 117) and the South Main Redevelopment Corridor on Highway 75 (from Taft Avenue to Teel Road) as planning corridors, which includes downtown Sapulpa.

Interfacing with other plans

A critical component of any new planning process is examining what has already been done. By reviewing the recommendations of recent plans, the work of this Plan can be more focused and tailored to the specific needs that have yet to be addressed. The evaluation of other plans also allows for continuity at a broader scale instead of multiple plans for the same general area that take an individualistic approach.

Recent planning efforts, documents, and recommendations thus serve as an integral starting point for this Plan. They provide context on downtown, the City of Sapulpa, and the broader region. While this Plan's focus is on downtown, this larger context allows for a better understanding of downtown Sapulpa's role holistically.

In addition to the focus on designated planning corridors, specific goals, policies, and objectives are outlined for each land use type. The following statements describe the residential, office, and commercial goals and objectives that relate to downtown Sapulpa.



Residential. These objectives intend to maintain and enhance the neighborhood feel of Sapulpa, while being mindful of surrounding natural systems and how to address accessibility between neighborhoods and from neighborhoods to activity centers:

- Utilize Low Impact Development (LID) and green building techniques to protect development sensitive and conservation areas and preserve the natural environment.
- Conserve existing residential areas, rehabilitate substandard structures, mitigate declining structures, remove dilapidated housing, and maintain the integrity and livability of the existing housing stock and neighborhoods.
- Design and build residential areas based on the Complete Streets concept for roads, sidewalks, bicycle and multi-use routes, and public transit.



Office. The following objectives support office area goals of providing conveniently accessible office spaces:

- Locate office areas as buffers and transitional uses between medium and high intensity areas and adjacent or abutting low intensity residential areas.
- Plan for the development of office uses in special districts, activity centers, planning corridors, gateways, or medium intensity nodes at the intersection of major streets and highways and in combination with other non-residential uses to avoid strip or spot development.



Commercial. The following objectives support commercial area goals of preserving the small town character of Sapulpa and the Central Business District, becoming a destination for retail shopping and other commercial services, and providing a healthy range of commercial uses:

- Attract new retail and commercial activity to support the continued success of existing local businesses.
- Implement measures to make Sapulpa a retail/commercial destination for local retail and tourism based on programs of sustainable and balanced growth with a major regional retail development in place.
- Create a Business Improvement District (BID) to maintain the infrastructure in downtown Sapulpa in a high-quality state to support existing businesses as well as to encourage the location of new businesses.
- Develop multi-media marketing campaigns promoting that the city is open for business based on strong positive relationships with existing business and reaching out to new businesses.
- Seek public and private funding to implement a downtown master streetscape plan that includes multi-use provisions within the downtown area and other commercial areas for bicycle and pedestrian traffic with connections to the local and INCOG Regional Trails System.
- Concentrate commercial land uses within special districts, activity centers, planning corridors, and gateways to discourage strip commercial or spot commercial development.
- Comprehensively administer the National Historic District requirements to enhance the historic character of downtown as an economic resource that contributes to a small town character and sense of place.
- Assure the highest and best use of all land by avoiding spot commercial, strip commercial, leapfrog, or other unplanned commercial development.
- Remove clutter and improve the safety and appearance of commercial areas by the comprehensive administration of sign regulations.
- Increase the occupancy and use of many of the now vacant second and third floors of downtown buildings in cooperation and coordination with property owners and area businesses.

Zoning Code of the City of Sapulpa, Oklahoma

Year Adopted: 2019

Purpose: The Zoning Code is in place to promote the public health, safety, and general welfare through appropriate land use and development of the community in accordance with the 2030 comprehensive plan.

Relationship to this Plan: Downtown Sapulpa lies within the Central Business District, the purpose of which is to:

- Accommodate and encourage the most desirable, productive, and intense use of land, without regard to the regulations of building height, floor area, or parking space requirements, within the downtown area, or the central core designated by the comprehensive plan;
- Encourage a variety of high intensity, customer-centric uses which mutually benefit from proximity to each other and from the available service of the uptown corridor district; and,
- Preserve and promote the public and private investment of the existing central core area.

The following uses are allowed by right within the Central Business District:

- Public protection, utility, and public parks
- Community services and similar uses
- Off-street parking areas
- Offices and studios
- Drive-in restaurants
- Restaurants other than drive-ins
- Convenience goods and services
- Gasoline service stations
- Hotel and recreation facilities
- Business signs and outdoor advertising

The following uses are allowed with a Special Exception within the Central Business District:

- Automotive and allied activities
- Intensive commercial recreation
- Research and development

Stormwater Master Plan Recommended Project Prioritization

Year Adopted: 2010

Purpose: The Stormwater Master Plan identifies and analyzes problem areas within the Sapulpa stormwater system. Following the identification of these problem areas, multiple alternatives were developed to address deficiencies. The alternatives were then compared and ranked using a scoring system with variables such as length of time the problem has existed, cost effectiveness, increased level of service, and improved access per number of houses.

Relationship to this Plan: The downtown basin encompasses downtown Sapulpa. Four problem areas were identified within this basin due to ongoing flooding and stormwater capacity issues:

- Dewey Avenue between Park Street and Elm Street
- Water Street between Dewey Avenue and Lee Avenue
- Park Street between Dewey Avenue and Lee Avenue
- Lee Avenue at Park Street

A stormwater detention center is planned just north of the railroad tracks on Main Street. This project is the top priority for the downtown basin, as most proposed alternatives are largely dependent on a new or upgraded facility. Additionally, the Stormwater Master Plan calls for inlet replacement or additions at the following sites:

- Hobson Avenue and Park Street
- Hobson Avenue and Oak Street
- Dewey Avenue and Park Street
- Dewey Avenue and Oak Street
- Park Street and Lee Avenue
- Park Street and Thompson Avenue
- Thompson Avenue between Park Street and Elm Street
- Thompson Avenue and Oak Street
- Thompson Avenue between Oak Street and Walnut Street
- Water Street and Lincoln Avenue
- Elm Street and Lincoln Avenue
- Poplar Street and McKinley Avenue

Programming

Sapulpa Main Street hosts many annual events that have become community staples, including the Route 66 Blowout, Autumn Harvest, Downtown Walking Tour, Let's Wine About Summer, and more. In addition to these yearly events, Sapulpa Main Street also hosts seasonal events, including:

Route 66 Farmers Market. Open every Saturday in May through August at the Creek County Courthouse parking lot, this is an Oklahoma Grown registered market and accepts SNAP, DUO, and Senior Nutrition benefits.

Tasty Tuesday. This event hosts food trucks on Tuesdays during lunch hour in Martha's Corner throughout the spring through fall.

Rock the Route Concerts. These musical events take place on the third Thursdays of the month in May through August. Located in the parking lot at Hobson and Park Street, the event was successfully developed to bring people to Hobson Street and encourage redevelopment to the historic buildings.

Jingle N' Mingle. Held on Route 66, this event occurs the first three Thursdays in December and provides extended shopping hours, along with carriage rides and pictures with Santa.

Sapulpa Christmas Parade. Each year in early December, an old-fashioned holiday parade takes place in downtown Sapulpa with floats sponsored by local businesses and civic groups. This traditional event featuring horse-drawn buggies, a marching band, and classic cars dates back to the 1920's.

Ladies Night Out. On the second Tuesday of each month, stores stay open later for shopping and provide special discounts and refreshments. This event is sponsored by downtown retailers.

In addition to the programming provided by Sapulpa Main Street, downtown Sapulpa is home to other community amenities and festivities, including:

- The **Sapulpa Bartlett Carnegie Library**, which hosts events throughout the year including the summer reading program, family movie nights, and classes.
- The **Sapulpa Community Theatre**, which performs four productions each season.
- **Sapulpa Arts**, which hosts events downtown, including the annual Route 66 Art Show and Sale that takes place each summer. Sapulpa Arts partners with **Sapulpa Parks** to host the Rock Creek Music Festival each year at Kelly Lane Park with live music, artist booths, food vendors, and local brewery and winery booths.
- Sapulpa is also a part of the **Oklahoma 100 Mile Yard Sale Tour**, a dedicated weekend where participating towns have citywide yard sales.
- The **Sapulpa Chamber of Commerce** hosts the annual Christmas parade, as well.



Route 66 Blowout (**Image Source:** Sapulpa Main Street)



Jingle Bell Sweepstakes (**Image Source:** Sapulpa Main Street)

Land Use and Building Stock

While downtown is certainly defined by its commercially-focused core, a closer look reveals downtown is in fact made up of a rather diverse mixture of uses. Understanding the differences between these land uses and how they do and do not work together is important when analyzing an area.

Existing land use by building and acreage was gathered for downtown Sapulpa and the National Historic District using the Creek County Assessor Office records (refer to **Figure A.1** to see these district boundaries). Portions of the National Historic District, located east of Elm Street and south of Lee Avenue, are just outside of downtown Sapulpa. Property information gathered included the land area, land use (in square feet), building size (in square feet), and year built. The property data is summarized in **Table A.1** by land use type.

Except for public right-of-way, downtown Sapulpa and the National Historic District occupy approximately 25 acres of land supporting just over half-a-million (569,261) square feet of building area. Existing buildings consist of one- to five-story structures with Dewey Avenue, Hobson Avenue, and Main Street housing most of buildings and building area. Retail stores account for approximately 42 percent of the building area (238,050 square feet of space). Government and municipal buildings total 60,457 square feet while office buildings account for 59,301 square feet. Much of the office space is occupied by businesses (e.g., law firms, abstract companies, etc.) due to the presence of county government buildings. Residential uses include the Wells and Berry Hill Apartments.

Sapulpa Main Street identified 110 businesses operating in downtown Sapulpa, including 74 service businesses, 36 retail businesses, and one restaurant. The current business mixture is influenced by the status of the city as the Creek County seat and home to the County Courthouse, as well as a variety of other county offices. As a result, a host of related professional service businesses such as attorneys, bail bonds, social services, and title abstract companies operate in downtown. Additional professional service businesses in downtown include accountants, financial advisers, insurance agencies, engineering, and more.

Downtown supports a modest and narrow retail business community. Existing retail businesses include hair salons and barber shops, antiques and collectibles, consignment shops, and a coffee shop. The predominance of professional service firms and modest presence of retailers operating in downtown Sapulpa does not promote a vibrant pedestrian environment. Moreover, the absence of restaurants and just one drinking establishment places severe constraints on evening activity.

SeneGence – a national skincare and makeup company – is in the process of relocating its corporate office from Orange County, California, to downtown Sapulpa. Once the move is completed, approximately 100 employees will be housed at the new downtown Sapulpa headquarters office. To accommodate the move, the company has purchased four buildings, including 116, 117, 119, and 125 Dewey Avenue. The buildings will be converted into office space, ground floor commercial space, event space, and potentially some residential.

Table A.1 Property Inventory and Land Use Summary

Land Use	Land Area Square Feet	Building Square Feet	Percent of Total
Retail Store	364,276	238,050	41.8%
Bar/Tavern	3,087	2,794	0.5%
Bank	90,945	50,310	8.8%
Office	115,663	59,301	10.4%
Storage/Repair Garage	28,306	14,779	2.6%
Warehouse/ Manufacturing	74,999	41,187	7.2%
Residential	91,327	102,383	18.0%
Government/Municipal	174,518	60,457	10.6%
Parking	99,418		
Vacant Land	36,872		
Total	1,079,411	569,261	100%

Data Sources: Creek County Assessor; Canyon Research Southwest

Zoning

The City of Sapulpa regulates land uses via zoning to protect the health, safety, prosperity, and general welfare of their residents. **Figure A.3** illustrates zoning designations for downtown Sapulpa. Land use intensity is broken into high, medium, and low Intensity. High intensity areas may include zoning classifications IL - Industrial Light Manufacturing District, IM - Industrial Moderate District, and IH - Industrial Heavy District and are typically found in more urbanized and developed parts of the city. Medium intensity areas may include zoning classifications CG - Commercial General District, CS - Commercial Shopping Center District, and OM - Office Medium Intensity District and are typically located at the intersection of major roads or highways, in special districts, in activity centers, or in corridors planned and set aside for such development. Low intensity areas may include zoning classifications RS - Residential Single-Family District, RM - Residential Multi-Family District, and OL - Office Low Intensity District and typically are planned in conjunction with parks or schools and provide accessibility to governmental and financial services, transportation, health care facilities, and libraries.

Much of the Plan area is zoned as CBD – Central Business District to encourage intense land use within the central core area of downtown Sapulpa. The southern boundary of the Plan area is zoned for dense single and multi-family residential uses that complement the downtown environment. Additionally, the areas zoned for office use allow for mixed-use development alongside office space.

The following districts lie within the Plan boundary:

CBD – Central Business District. This is a commercial zoning district specific to downtown intended for the most desirable, high-intensity customer uses that benefit from proximity to each other, such as shops, cafes, and restaurants. This district is meant to preserve and promote the public and private investment of the existing downtown core.

CG – Commercial General District. This is a commercial zoning district that accommodates for mixed commercial and certain light industrial uses that provide a degree of protection to adjacent residential areas.

CS – Commercial Shopping Center District. This is a commercial zoning district designed for convenience, neighborhood, sub-community, and regional shopping centers to provide a wide range of retail and personal service uses.

OM – Office Medium Intensity District. This is an office zoning district intended to provide area for offices together with compatible community facilities and uses.

RM-1 – Residential Multi-Family Low Density District. This is a residential zoning district designed for multi-family dwelling units such as garden apartments or townhouses.

RD – Residential Duplex District. This is a residential zoning district near single-family residential and other neighborhood uses, which because of size, topography, or adjacent land use, are not ideally suited for single-family use.

RS-3 – Residential Single-Family High Density District. This is a residential zoning district permitting the development of single-family detached dwellings in dense environments, such as downtown.



Figure A.3 Existing Zoning

- █ CBD Central Business District
- █ CG Commercial General District
- █ CS Commercial Shopping Center District
- █ OM Office Medium Intensity District
- █ RM-1 Residential Multi-Family Low Density District
- █ RD Residential Duplex District
- █ RS-3 Residential Single-Family High Density District

Building Values and Vacancy

A tour of downtown Sapulpa and the National Historic District identified a large inventory of vacant space, particularly along Dewey and Hobson Avenues. The upper floors of many of the multi-story buildings appeared to not be in use. Dewey Avenue and Main Street appear to be the most heavily traveled streets. No real public gathering space is present as open space is limited to Martha's Corner Public Park located at Dewey Avenue and Water Street.

Thirty buildings within downtown Sapulpa possess vacant space totaling close to 100,000 square feet of building area, of which an estimated 27,298 square feet is on the ground floor with the remaining 71,583 square feet located in the upper floors. **Figure A.4** demonstrates vacancy patterns by parcel throughout downtown.

Several properties in downtown Sapulpa have recently sold. **Table A.2** lists recent transactions as provided by the Creek County Assessor. Property values in downtown Sapulpa are very affordable with recent property sale transactions ranging from \$55,500 to \$415,000. On a per square feet basis, the sales ranged from \$11.15 to \$71.58, averaging just \$31.21 per square feet. The modest property values are due in part to the generally poor condition, high vacancies, and limited demand for commercial space in downtown Sapulpa.

Table A.2 Recent Property Sales

Property Address	Year Built	Building Square Feet	Sale Date	Sale Price	Per Per Square Foot
17 East Dewey Avenue	-	2,794	3/1/2019	\$200,000	\$71.58
19 East Hobson Avenue	1909	13,900	8/9/2019	\$155,000	\$11.15
117 East Hobson Avenue	1912	5,000	10/1/2019	\$175,000	\$35.00
117 East Dewey Avenue	1910	12,446	11/1/2019	\$415,000	\$33.34
24 East Dewey Avenue	1975	2,000	12/31/2019	\$110,000	\$55.00
107 East Hobson Avenue	1908	5,220	1/1/2020	\$150,000	\$28.74
111 South Main Street	1922	2,000	1/29/2020	\$55,500	\$27.75
19 South Main Street	-	3,986	3/3/2020	\$135,000	\$33.87
18-20 North Park Street	1947	8,103	4/10/2020	\$335,000	\$41.34

Data Source: Creek County Assessor



Data Sources: City of Sapulpa; Creek County; Studio Architecture; and Ochsner Hare and Hare, the Olsson Studio

Figure A.4 Existing Vacancy by Parcel

- █ **Fully Occupied**
Buildings on the parcel are fully occupied.
- █ **Partially Occupied**
One or more buildings on the parcel are vacant.
- █ **Completely Unoccupied**
All buildings on the parcel are vacant.
- █ **Undeveloped/Vacant**

Building Conditions and Character

In general, downtown Sapulpa contains an impressive inventory of historic structures, most of which are in fair to good condition. A visual sidewalk survey of building conditions and the environment which surrounds them was conducted and is summarized below. **Figure A.5** illustrates the general conditions of buildings by parcel.

Most of the development along Dewey Avenue between Main Street and Oak Street is dense and historic, with two- to five-story brick façades built up to the sidewalk. Visually, the buildings appear well maintained. Several buildings have been recently restored or are in the process of renovation/restoration. Most of the upper stories on multi-level buildings appear unoccupied, many with boarded-up windows. The upper stories that seem to be occupied are residential or office uses. Investments such as new awnings, signage, and landscaping are apparent on many buildings. This type of urban fabric extended one-half to one full block north and south from Dewey Avenue on most cross streets. The intersections along Dewey Avenue at Park and Water Streets feature tall, mature trees at all four corners reaching up out of shady beds filled with river rocks and a few small shrubs. The southeast corner of Dewey Avenue and Water Street contains a small landscaped and hardscaped park named Martha's Corner that provides shade, picnic tables, benches, and a small gazebo.

Many buildings on Hobson Avenue have historic brick façades that match the style of architecture and development seen along Dewey Avenue, but with a much higher vacancy rate. The buildings are also in poorer condition. There are more industrial or automotive uses, as well as frequent empty lots. The three blocks east of Elm Street are almost entirely vacant, with the most prominent uses being an electrical substation and a few single-family houses. East of Elm Street, the average building footprint is larger and the buildings are spaced further apart and set back from the street. In place of the street trees, there are more surface parking lots.





Data Sources: City of Sapulpa; Creek County; Studio Architecture; and Ochsner Hare and Hare, the Olsson Studio

Figure A.5 Building Conditions by Parcel

Good Condition

Building is in good condition with no significant exterior deficiencies.

Fair Condition

Building is in fair or sound condition, but has minor deficiencies that could be resolved with limited investment by the owner. Deficiencies may include chipped paint, damaged exterior walls, cracked or broken windows, minor roof damage, or nonfunctioning facade lighting and signage.

Repair Condition

Building needs repair and requires significant rehabilitation. Deficiencies may include major damage to the roof, foundation, or exterior walls, and widespread window damage, visible flooding issues, or general disrepair stemming from inadequate building maintenance.

Dilapidated Condition

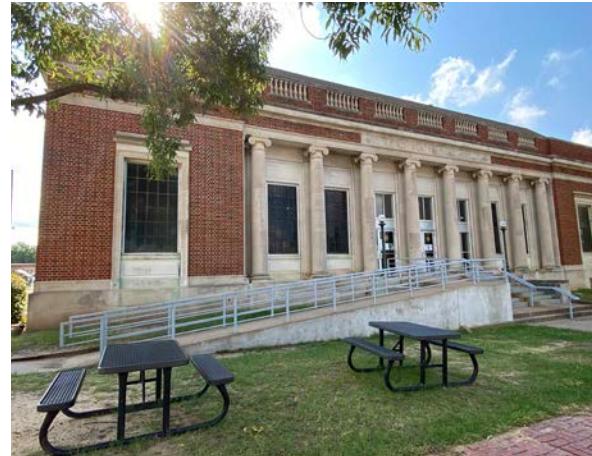
Building is dilapidated to the extent that demolition may be the only realistic alternative.

Undeveloped/Vacant

Elm Street has been vacated between Dewey Avenue and Lee Avenue, creating a superblock between Park Street and Oak Street that is home to several Creek County government buildings, including the Courthouse, the Sheriff's Office, the Treasurer's Office, and the County Clerk's Office. There is a large amount of surface parking on this block, though the Courthouse is surrounded by a grassy lawn and the Elm Street right-of-way serves as a green space with a fountain and a small covered pavilion.

Another large block is present where Thompson Avenue has been vacated between Park Street and Elm Street. The north end of this block is home to First Christian Church of Sapulpa. The former Thompson Avenue right-of-way is now a parking lot and a playground.

Lee Avenue hosts several large and institutional buildings, including a school administration building, the County Clerk's Office, the County Sheriff's Office, several museums, and three churches.



Transportation and Parking

While the recent pandemic attributed to COVID-19 has impacted travel patterns and parking demands, making new traffic counts unreliable to document normal conditions, there is sufficient documentation from the Oklahoma Department of Transportation (ODOT) on many of the corridors to provide general guidance on traffic volumes and operations in and around downtown Sapulpa. Similarly, while parking demands cannot be accurately measured at this time, models can be developed to compare the current land uses with national parking demand trends to assess the general availability of parking to support the existing and proposed businesses in the area.

Roadway Capacity and Traffic Volumes

It is important to understand the capacity of different roadway facilities when considering this type of analysis. For surface streets, as compared to freeways, roadway capacity is measured in terms of vehicles per day, which is impacted primarily by the number of travel lanes and the presence of left-turn lanes to accommodate traffic. It is also important to understand that the number of lanes does not directly correlate with capacity. In other words, widening a two-lane roadway to four-lanes does not necessarily double the capacity. **Table A.3** illustrates general capacities of roadways.

Generally, the capacity of a three- and four-lane facility are the same because the inside through lane of a four-lane facility often functions as a left-turn lane, as drivers waiting to turn left off the roadway will impede through traffic in the same lane.

While **Table A.3** represents the general capacity of a certain roadway facilities, most communities, Sapulpa included, find operating at capacity to be undesirable. Instead they aim to accommodate traffic volumes that operate within 50 to 80 percent of the daily capacity (i.e., under capacity). In comparing the historic ODOT traffic volumes (see **Figure A.6**) with these ranges, the majority of downtown Sapulpa has daily traffic volumes that support the existing two-lane facility.

Table A.3 General Roadway Capacities

Roadway Facility	Description	Capacity (Vehicles Per Day)
Two-lane	One lane in each direction	10,000 – 12,000
Three-lane	One lane in each direction plus a center left-turn lane	15,000 – 18,000
Four-lane	Two lanes in each direction	15,000 – 18,000
Five-lane	Two lanes in each direction plus a center left-turn lane	20,000 – 25,000

Pedestrian Facilities

Sidewalk infrastructure in downtown Sapulpa exists, but with many gaps and often in poor condition, particularly in the downtown transition zone. Downtown features long vacant blocks with little to no walk up destination. Further, pedestrian crosswalks are very poorly defined or non-existent. With the addition of on-street parking, downtown Sapulpa creates a dangerous and uncomfortable situation for pedestrians wishing to cross the street and overall challenges for those traversing by foot. The existing sidewalk network is illustrated on **Figure A.6**.

The density along Dewey Avenue between Main Street and Oak Street, coupled with a fairly consistent sidewalk network, facilitates a walkable environment that features frequent stops and destinations. This type of pedestrian-forward environment continues one-half to one full block north and south from Dewey Avenue on most cross streets. One block north of Dewey Avenue on Hobson Avenue, the building density decreases and the number of empty lots increases, especially in the three blocks east of Elm Street where sites are prominently vacant. The sidewalk infrastructure along Dewey Avenue echoes this existing development pattern with more frequent gaps, and east of Walnut Street, no sidewalk at all on the north side of the road. The replacement of street trees with surface parking lots further deters a walking-friendly environment.

The sidewalk network on Elm Street is bisected by the superblock created by Creek County government buildings creating a physical north/south barrier, particularly for those with accessibility considerations. However, the green space around these buildings does offer a pedestrian refuge from the urban downtown environment. Another large block exists on Thompson Avenue between Park Street and Elm Street, again cutting off pedestrian access.





Figure A.6 Existing Traffic Network and Volumes

Data Sources: City of Sapulpa; Creek County; Oklahoma Department of Transportation; and Ochsner Hare and Hare, the Olsson Studio

Parking

The availability of parking is a common issue among downtown business districts, whether perceived or real. **Figure A.7** provides a visual inventory of on-street, public off-street, and private off-street parking spaces and **Table A.4** summarizes the parking space inventory counts within downtown Sapulpa.

Downtown Sapulpa supports a total of 1,028 parking spaces, including 1,002 open spaces and 26 designated American with Disabilities Act (ADA) spaces. On-street public parking totals 420 spaces, including 11 ADA spaces. An additional 157 parking spaces are available within off-street public lots. Private off-street parking totals 451 spaces, including 10 ADA spaces.

Excluding the National Historic District properties located outside of downtown Sapulpa, the inventory of existing buildings totals 531,499 square feet. The existing inventory of 1,028 parking spaces within the downtown core equates to 1.93 parking spaces per 1,000 square feet of building area. It is worth noting that the existing number of ADA spaces appears low overall (less than three percent).

Most of the large public parking lots are concentrated in the center of downtown Sapulpa between Hobson and Lee Avenues, with much smaller, private lots dispersed throughout and more prominent within the downtown transition zone. In addition to dedicated surface lots, a total of 67 on-street parking spaces (including one loading zone space) exist along Dewey Avenue between Main Street and Elm Street, one of the densest areas of downtown Sapulpa. East of Elm Street along Hobson Avenue, there are more surface parking lots (as compared to buildings). One block south of Dewey Avenue, on Lee Avenue, most of the street frontage is occupied by parking lots, with inconsistent on-street parking that is seemingly not heavily utilized. Further south on Thompson Avenue, former right-of-way between Park and Elm Street is now a parking lot.

Overall, a variety of parking types are easy to come by despite weekday traffic observations. In most places, parking in downtown Sapulpa is free of charge.

Table A.4 Inventory of Available Downtown Core Parking Spaces

Parking Space Type	Open Spaces	ADA Spaces	Total Spaces
On-Street Public	409	11	420
Off-Street Public	152	5	157
Off-Street Private	441	10	451
Total	1,002	26	1,028

Data Sources: Sapulpa Main Street

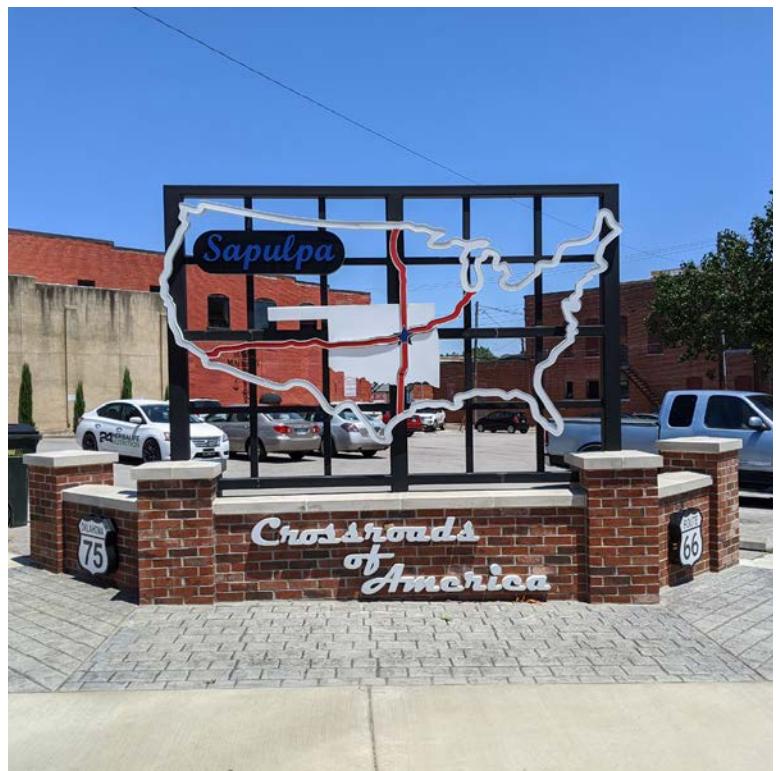




Figure A.7 Existing Parking

Data Sources: City of Sapulpa; Creek County; Sapulpa Main Street; and Ochsner Hare and Hare, the Olsson Studio

Parking Type

- Public
- Private
- No Parking

Parking Count

+ #H Number of Parking Spots
The number of ADA parking spots is included after the plus sign.

Environmental Features

Topography

The highest point in the downtown area is 730 feet above sea level, occurring at the intersection of Dewey Avenue and Poplar Street. The maximum variation in grade across downtown is 40 feet. While relatively flat, elevation decreases slightly in the center of downtown Sapulpa, offering multiple vantage points and natural gateways into the core of downtown. The lowest point is 690 feet above sea level, occurring at Thompson Avenue and Park Street. The land generally slopes south toward Rock Creek.

Flooding

Downtown lies within a Federal Emergency Management Agency (FEMA)-designated Flood Zone X, which indicates an area with "Minimal Flood Hazard." Due to elevation changes, the core of downtown may experience increased stormwater runoff. In 2004, Ordinance No. 2435 was passed by the City Council adopting the Flood Damage Prevention Program to serve as a guide to future development and policymaking to help solve flooding problems within developed areas.

Vegetation

The vegetation found throughout downtown is typical of Midwestern landscapes with a variety of mature trees and shrubs. The size and density of vegetation increases with proximity to residential areas as one transitions out of downtown. Though, there is a concentration of established street trees in landscaped beds along Dewey Avenue at the intersections of Water Street and Park Street, in the heart of the downtown core, which creates a softening effect. The downtown core, and especially Dewey Avenue, features some landscape enhancements, but are largely limited to semi-permanent treatments, such as large planters along the sidewalk and hanging planters from street lights.



Utilities and Infrastructure

Figure A.8 shows the network of water distribution, sewer and stormwater collection lines in downtown.

Water Distribution System

Water for downtown Sapulpa is provided by the City of Sapulpa Water District. The largest water lines, measuring between 12 to 24 inches in diameter, run underneath Dewey Avenue and Water Street. The water supply meets current demand; however, facilities will require expansion and replacement, as necessary, to provide adequate water access alongside population growth. The 2030 Plan also recommends completing a water system study to understand steps that must be taken to increase water supply to meet the future needs of the city and its service area.

Sanitary Collection System

The primary drainage basin for the City of Sapulpa is Polecat Creek and the tributaries of other local creeks which drain into that basin, including Rock Creek directly south of downtown Sapulpa. The gravity flow public collection and disposal sanitary system is located just north of downtown Sapulpa. The wastewater treatment plant for Sapulpa is north of City Park.

Electrical Utility Service

Electric service for downtown Sapulpa is provided by Oklahoma Gas and Electric. Downtown is crossed by overhead power lines along major streets and alleyways. The electrical utility service capacity is explored in other plan sections to assess its ability to meet future downtown development demand.

Stormwater Management

Downtown is covered by the downtown basin, which is a combination of concrete pipes and box culverts, and clay and masonry pipes. Currently, the stormwater system is underutilized due to an insufficient number of inlets draining into the storm sewers. Additionally, most of the system carries a 10-year (or less) storm event.

As previously referenced in **Existing Plans and Studies**, the Stormwater Master Plan Recommended Project Prioritization identified several problem areas within its six major systems, one of which was downtown Sapulpa. The Stormwater Master Plan Recommended Project Prioritization identified priority areas for improvement to fully utilize the stormwater collection system's capacity, the most noteworthy of which is a new stormwater detention center just north of the railroad tracks on Main Street. The Stormwater Master Plan Recommended Project Prioritization also included the development of a stormwater utility fee to fund future projects and improvements to existing drainage basins.



Figure A.8 Existing Utilities

- Water Line
- Stormwater Line
- Sewer Gravity Main
- Stormwater Structure
- Sewer Manhole

Demographic and Market Profile

This section of the Plan examines the economic and demographic factors impacting real estate development trends downtown. Economic and demographic characteristics are centered around the City of Sapulpa, however for comparison's sake, figures from Creek County, the Tulsa metropolitan statistical area (MSA), and the State of Oklahoma are also presented. Data trends provided include historic population and forecast growth, household composition, age distribution, household income, educational attainment, and employment trends.

Quantifying these economic and demographic characteristics assists in forecasting the future demand for commercial space and multi-family residential housing units within downtown. Trends are assessed at a macro scale (city-, county-, MSA-level) - as compared to a micro scale (downtown-level) - because for downtown development and redevelopment to occur, residents and business from the City of Sapulpa, Creek County, and the Tulsa MSA must be drawn in. The current demographics of downtown Sapulpa are not discussed because a different resident profile must be attracted into downtown to warrant development or redevelopment. **Appendix C** provides more detail on downtown's business mix.

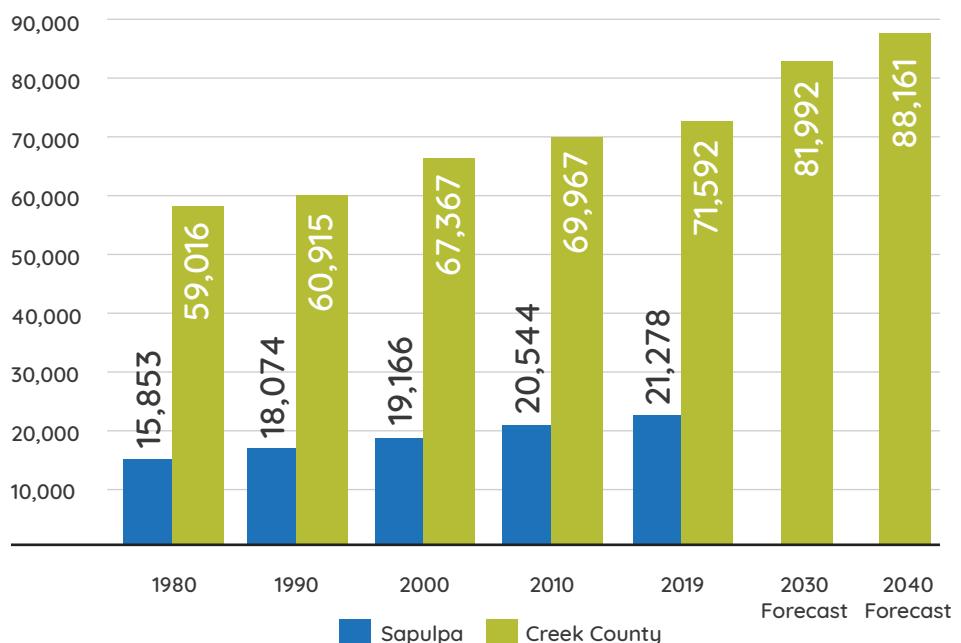
Note: Sources for the following data include the U.S. Census Bureau, American Community Survey, and U.S. Department of Labor.

Population Growth

Despite its location at the urban edge of the Tulsa MSA, over the past four decades Sapulpa has experienced modest population growth, adding just 5,425 residents since 1980, as seen in **Figure A.8**. By 2019, the U.S. Census Bureau estimated Sapulpa's population at 21,278. The Tulsa MSA and Creek County experienced similar growth rates for population during this same time.

Despite modest population growth over the past several decades, the Tulsa MSA, Creek County, and the City of Sapulpa have experienced steady urban growth and subsequent development of housing, commercial, and industrial land uses. Forecasted population growth over the coming two decades will drive further urban expansion and development opportunities - both locally and within the region.

Figure A.8 Population Growth Trends and Forecast (Sapulpa vs. Creek County)



Household Composition

Household formation and the mixture of household types have a direct impact on the composition of retail sales and housing needs.

During 2018, a reported 7,784 households resided in Sapulpa with an average household size of 2.62 persons. **Table A.4** summarizes households by type for the state of Oklahoma, Creek County, and City of Sapulpa. Family households accounted for nearly three-quarters (68.7 percent) of all households with just over one-quarter (28.9 percent) of those households having children present, both slightly above statewide averages (**Figure A.9**). Married couple families accounted for almost half (47.0 percent) of all households, of which one-fifth (18.2 percent) had related children, both below statewide norms (**Figure A.9**).

Sapulpa's household composition characteristics would suggest a bedroom community populated with households with children and propensity for detached single-family housing and above average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books, and other family-related goods and services.

Age

Age is an important factor in consumer identity, since consumption patterns, housing needs, and financial situation change significantly throughout an individual's lifetime. Change in the relative proportions of age groups throughout the U.S. is expected to have an important impact on the retailing and housing industries.

Figure A.10 depicts a comparison of population by six primary age groups for Creek County and the City of Sapulpa. Each of the six age groups possesses distinctively different retail consumption and housing needs. Overall, Sapulpa's age composition is consistent with a bedroom community populated largely by families with children, as well as empty nesters. In 2018, median ages were as follows:

- City of Sapulpa: 37.7 years
- Creek County: 40.2 years
- State of Oklahoma: 36.4 years

Figure A.9 Family Households and Married Couple Families

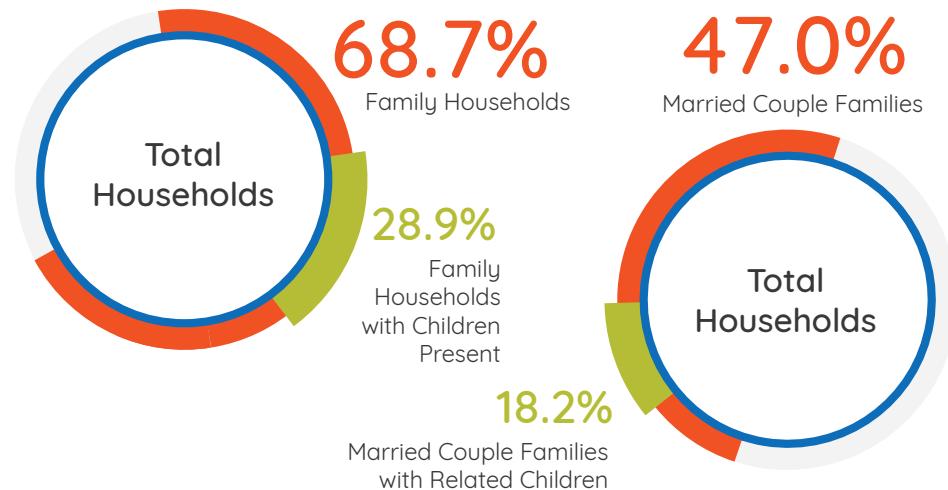
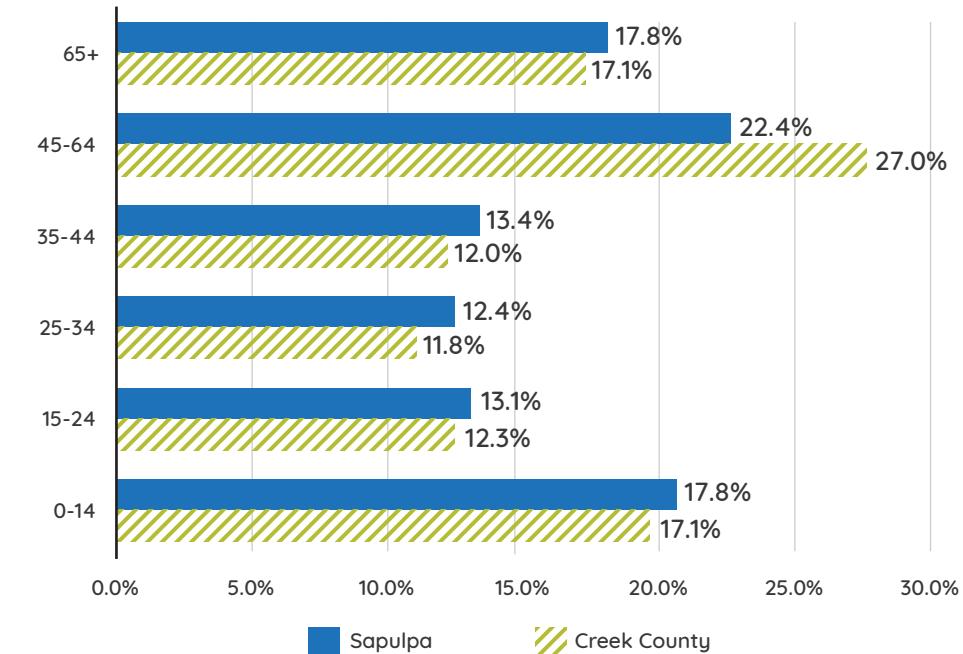


Figure A.10 Population by Age Group (Sapulpa vs. Creek County)



Understanding the Different Age Groups

Children 0-14 years

This age group is not generally a consumer, but their presence within a household generates retail expenditures on items such as apparel and accessories, and groceries. This age group accounts for approximately one-fifth of both Creek County (19.8 percent) and Sapulpa's populations (21.1 percent).

Young Adults 25-34 years

Generally new to the workforce, these technology savvy young adults are heavy consumers of electronics, apparel and accessories, entertainment, and rental housing. Young adults account for 11.8 percent of the Creek County population and 12.4 percent of the Sapulpa population. This age group will have a growing impact on the local workforce, retail goods and services, and housing market.

Empty Nesters 45-64 years

Empty nesters comprise both Sapulpa and Creek County's largest age group with 22.4 percent, and 27.0 percent of the total population, respectively. People over the age of 45 are generally less consumers of apparel, consumer electronics, furniture, home furnishings, and entertainment when compared to younger consumers. This age group provides opportunities for home downsizing, restaurants, entertainment, and travel, as well as a growing need for healthcare services and continuing care housing facilities.

Adolescents 15-24 years

This population is key for supporting the sales of apparel and accessories, groceries, sporting goods, music, consumer electronics, eating and drinking places, and general merchandise. Adolescents account for 12.3 percent of the Creek County population and 13.1 percent of the Sapulpa population.

Family/Working Adults 35-44 years

This population is in their child raising and principal consumer years, with expenditures favoring hardware, furniture and home furnishings, consumer electronics, department stores, and eating and drinking places. Family/working adults account for 12.0 percent of the Creek County population and 13.4 percent of Sapulpa's population.

Seniors 65+ years

Both Creek County and Sapulpa support an above average senior population. Per capita retail expenditures by seniors is 18.0 percent lower than those under the age of 35 years, and 41 percent lower than people ages 35 to 64 years. This demographic accounts for 17.1 percent of the Creek County population and 17.8 percent of the Sapulpa population. By comparison, seniors account for 15.2 percent of the U.S. population. The growing senior population will generate increased demand for medical goods and services, as well as downsized housing.

Among the six major age groups, those ages **35 to 64 possess the highest incomes and per capita consumer spending levels**, earning an annual income 51.0 percent greater than those under the age of 35. Adults ages 35 to 64 years account for 35.8 percent of Sapulpa's population and are in their peak spending years.

Educational Attainment

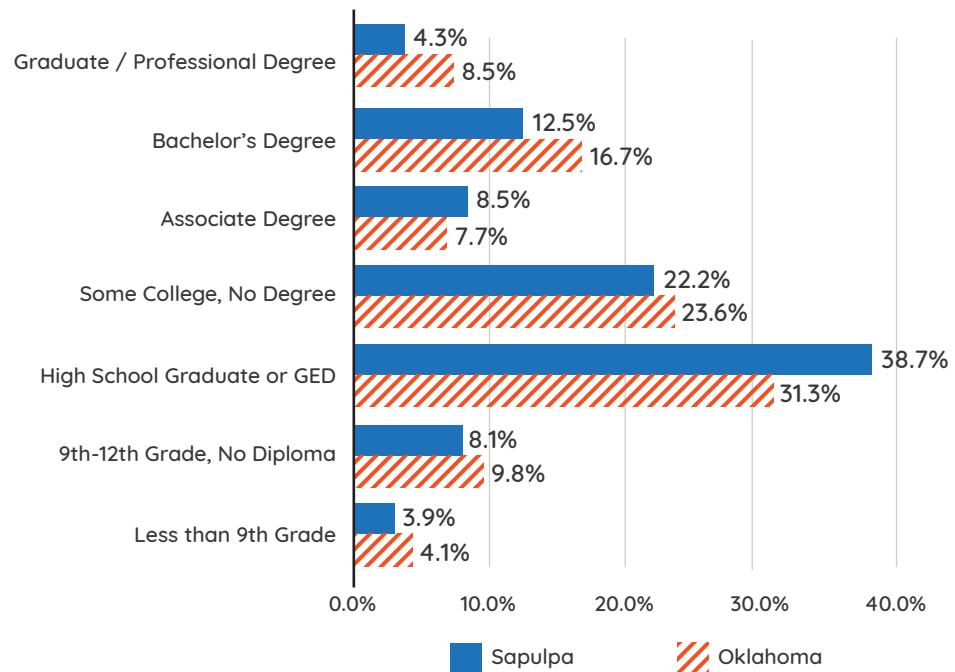
Educational attainment levels of a market area's labor pool are becoming increasingly important in the ability to attract and retain knowledge-based industries as well as the ability to support above average wages. **Figure A.11** provides a comparison of educational attainment levels between the City of Sapulpa and State of Oklahoma.

Educational levels have a direct impact on achievable income levels, retail expenditure patterns, housing values, and the demand for commercial space. The demand for retail space increases as income and retail sales levels rise. The type of retail space is also impacted as high-income households support increased demand for higher valued goods and services. The demand for office space improves at higher educational attainment levels as a larger percentage of residents are more likely to be employed in professional service and medical professions.

When compared to statewide averages, the City of Sapulpa population is less educated with 16.8 percent of the population attaining a bachelor's degree or graduate/professional compared to 25.2 percent statewide. Conversely, just over half (52.4 percent) of Sapulpa residents attained a high school diploma or less compared to 43.5 percent of the statewide population. Sapulpa does support a higher rate of residents attaining an associate degree.

Sapulpa's below average educational attainment levels may translate into supporting slightly below average spending on certain retail categories, including personal services, apparel, household furnishings, entertainment, dining, automobiles, and healthcare. The educational attainment levels may slightly limit Sapulpa's ability to meet the employment needs of the changing technology-based economy.

Figure A.11 Educational Attainment (Sapulpa vs. State of Oklahoma)



Income

Household income levels have a direct impact on retail sales volumes, housing demand, for-sale housing values, and residential rents.

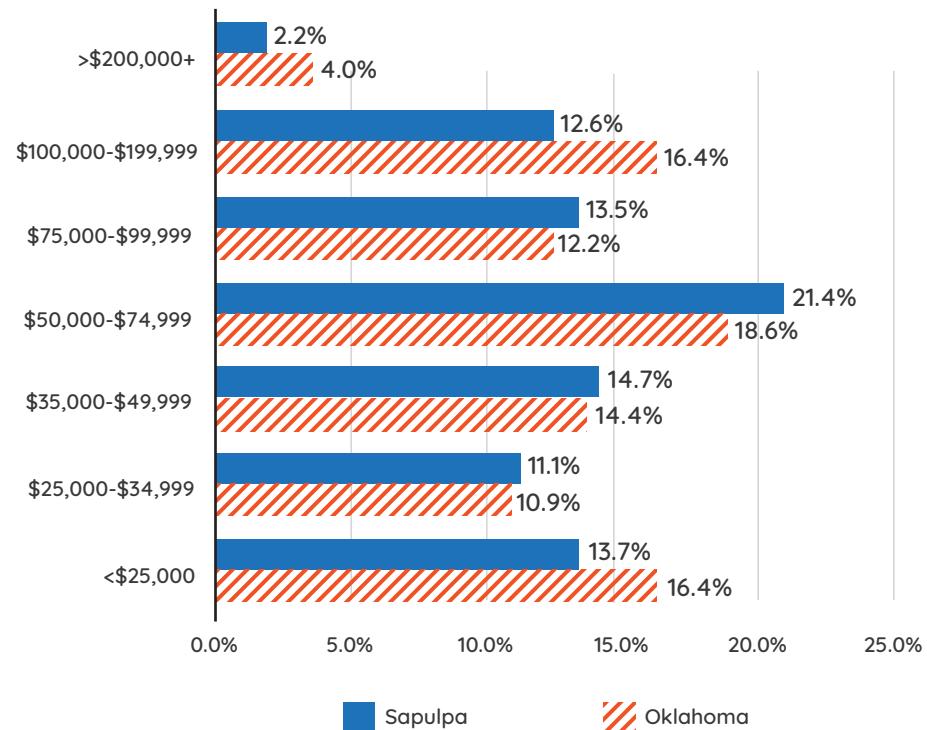
Sapulpa's median household income of \$66,142 compares favorably to \$60,293 for the U.S. and \$51,424 for Oklahoma. Sapulpa supports below average levels of low-income and high-income households, but middle-class incomes of \$50,000 to \$99,999 well exceed the statewide average. Sapulpa's household income levels are likely to support slightly above average retail sales per capita, housing values, and residential rents. A comparison of household income distribution estimates for the City of Sapulpa and State of Oklahoma are outlined **Figure A.12**.

Households with incomes of less than \$25,000 annually account for 13.7 percent of all City of Sapulpa households, compared to 16.4 percent of Oklahoma households. Sapulpa's rate of low-income households suggests a moderate need for affordable and income-based housing.

Households with annual incomes of \$50,000 to \$99,999 account for 34.9 percent of all City of Sapulpa households compared to 30.8 percent for Oklahoma. These middle-class households represent potential demand for move-up for-sale housing, luxury apartments, and retail goods and services.

High-income households with annual incomes of \$100,000 or more account for 14.8 percent of all City of Sapulpa households compared to 20.4 percent for Oklahoma. These affluent households represent potential demand for luxury housing and automobiles, retail goods and services, travel, and entertainment.

Figure A.12 Household Income (Sapulpa vs. State of Oklahoma)



Employment

Since gains in employment generally fuel growth in population, income, and retail expenditures. Job growth is a reliable indicator of general economic conditions and demand for housing, commercial, and industrial space. Typically, households prefer to live near work for convenience. Affordable housing costs, reduced commute times, and higher quality of life can also motivate employees to relocate from elsewhere in a metropolitan area to the community where their job exists.

Employment Rate. After peaking in 2008 at 425,284 jobs and an unemployment rate of 3.7 percent, employment within the Tulsa MSA hit a low in 2009 of 405,148 jobs and a 7.5 percent unemployment rate. The job market has since steadily improved reaching 466,365 jobs by 2019 and a healthy unemployment rate of 3.3 percent. Annualized employment levels for the Tulsa MSA from 2008 through 2019 are depicted in **Figure A.13**.

From 2008 to 2019, the Tulsa MSA added over 41,000 new jobs, an increase of 9.7 percent. This compares favorably to statewide job growth of 6.2 percent during the same time.

COVID-19 Impact. In response to the COVID-19 pandemic and the national economic shutdown, both Oklahoma and the Tulsa MSA sustained significant job losses during the first five months of 2020. From a height of nearly 1.8 million jobs and an unemployment rate of 3.2 percent in February 2020, Oklahoma lost 270,780 jobs in March and April, inflating the unemployment rate to 14.7 percent. May 2020 produced a slight uptick in job creation with the addition of 76,872 new jobs.

The Tulsa MSA experienced a similar trend in job loss through May 2020. During February 2020, employment totaled 464,000 jobs with a 3.0 percent unemployment rate. By April, the Tulsa MSA lost 69,800 jobs and the unemployment rate reached 15.1 percent. During May 2020, 19,000 new jobs were added and the unemployment rate improved to 12.9 percent. Since 2010, annual job growth rate patterns for the Tulsa MSA has trended higher than the statewide average. Since 2017, annual job growth has ranged from 0.78 percent to 1.31 percent. By comparison, annual employment growth in Oklahoma since 2017 ranged from 0.28 percent to 1.67 percent.

Economic Development. The Tulsa MSA possesses ample advantages for attracting businesses, jobs, and development activity. The principal economic development benefit assets include a central location within the U.S.; low cost of living; low tax burden; strong entrepreneurial spirit; talented and growing labor force; convenient highway and rail access; availability of shovel-ready building sites and economic incentives; presence of several colleges and universities; and low cost of doing business. Quality of life advantages include affordable housing costs, quality healthcare system, good schools, ample recreational and entertainment amenities, and moderate commute times.

What is a metropolitan statistical area (MSA) and why consider it?

MSAs, established by the U.S. Office of Management and Budget, represent a region that consists of a city and surrounding communities that are linked by social and economic factors. MSAs are configured to represent contiguous geographic areas with a relatively high population density.

Typically, they consist of a core city with a large population and its surrounding region, which may include several adjacent counties. The area defined by an MSA experiences significant social and economic interaction, meaning people living in outlying areas of the MSA may commute considerable distances to work, shop, or attend social activities in the urban center.

The Tulsa MSA includes seven counties, shown to the right. This area is made up of approximately one-quarter of Oklahoma's total population and covers 6,460 square miles. Ten cities in the MSA have populations of 10,000 residents or more, including Tulsa, Broken Arrow, Owasso, Bixby, Sapulpa, Sand Springs, Jenks, Claremore, Okmulgee, and Glenpool.

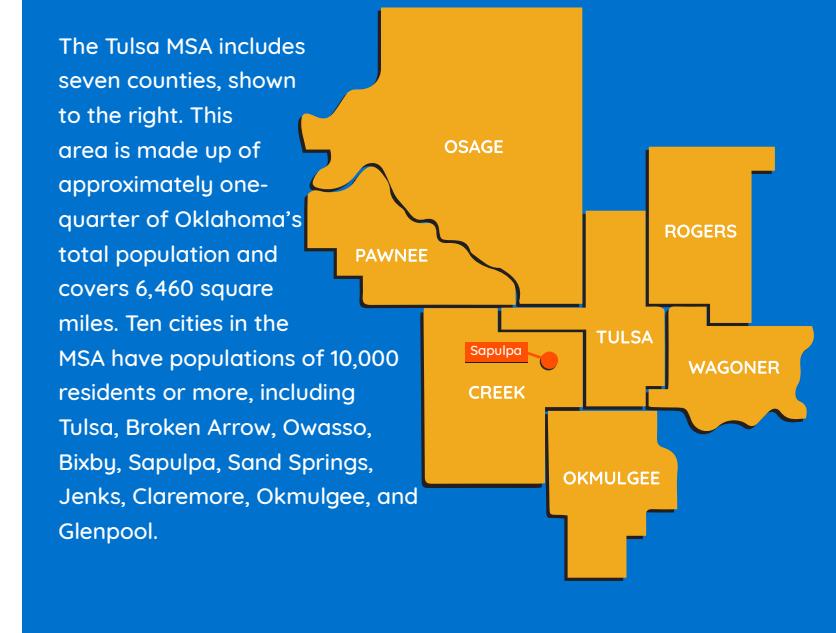


Figure A.13 Employment Trends (Tulsa MSA)

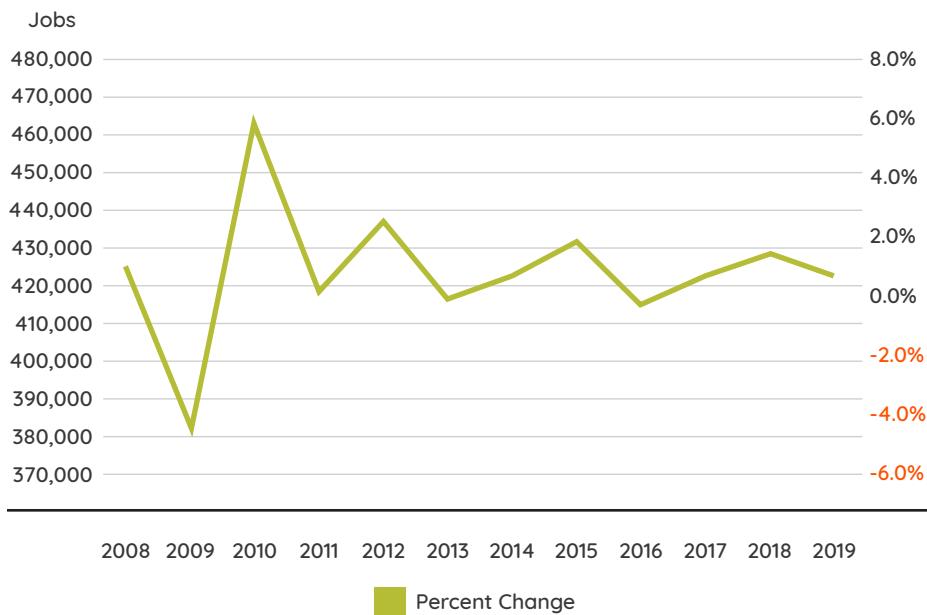
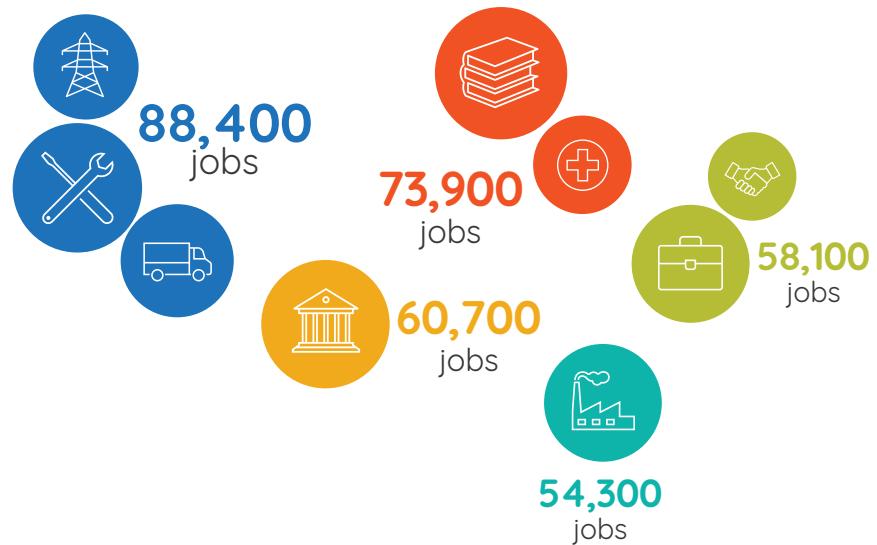


Figure A.14 Employment Growth Rate (State of Oklahoma vs. Tulsa MSA)

As of year-end 2019, leading employment sectors in the Tulsa MSA include **trade, transportation, and utilities** (88,400 jobs), **education and healthcare** (73,900 jobs), **public administration** (60,700 jobs), **professional and business services** (58,100 jobs), and **manufacturing** (54,300 jobs).



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Appendix B

Downtown Heart

Sapulpa has heart. To understand Sapulpa's heart for downtown, community engagement was woven throughout the life of the planning process. Good community engagement lies at the heart of successful planning. It is a conversation by one side that has the technical understanding to help problem solve and by the other side that has the on-the-ground real world knowledge of a place. It is collaborative, engaging, personal, and it involves much listening.

In the end, a good plan is developed with the community, and not just for it. This Plan was developed with the community and stakeholders. Through a series of online and in-person workshops, surveys, meetings, open houses, interviews, and charrettes, the planning team was able to collaborate with the community on the thoughts, ideas, and comments that became the recommendations put forth in this Plan; the Plan is better for it. **Appendix B** summarizes both that process and its outcomes.

Each engagement opportunity allowed participants to share their ideas for the future of downtown. After each engagement opportunity, the planning team analyzed the comments and graphics and documented the formal and informal conversations that took place. This information then shaped and reshaped the Plan's priorities and recommendations.



Getting the Word Out

Multiple media outlets were utilized to ensure Sapulpa residents were aware of the opportunities to be involved in the downtown planning process. Such outlets included a dedicated project website, the city's existing social media accounts, a postcard mailer, the Route 66 Blowout event, press releases, and email blasts.



Project Website

The project website (www.downtownsapulaplan.com) was the electronic hub for project news and information. The site provided detailed and regularly updated information on the project including goals, schedule, and relevant documents, graphics, and maps. Email list sign ups, the public survey, and open house registrations were generated through the site as well. The site also provided direct contact with Nikki Howard, the Urban Development Director for the City of Sapulpa, for anyone with comments or questions about the project.



Social Media

Social media outlets helped spread the word on project status and events. The planning team designed graphics to match project branding and wrote captions for the posts, which were then posted by the City of Sapulpa, Sapulpa Chamber of Commerce, and Sapulpa Main Street social media accounts. Community businesses and residents were able to share the posts on their personal accounts to generate awareness of the project and ways to get involved.



Postcard Mailer

A postcard mailer was designed early in the planning process to spread awareness about the project, generate excitement, and encourage participation. The postcard briefly explained the project and the significance of a downtown master plan. The postcard also provided ways for community members to get involved including reviewing the project website, taking the public survey, attending the open houses, and joining the email list. Postcards were sent to area residents and businesses the week of July 27, 2020.



Route 66 Blowout

The 31st Annual Route 66 Blowout took place on September 12, 2020. Members of the planning team were present to engage with the community and promote the Plan. City staff members tabled at the event to distribute information, provide hard copies of the survey, hand out copies of the postcard mailer, and encourage members of the community to get involved with the planning process.



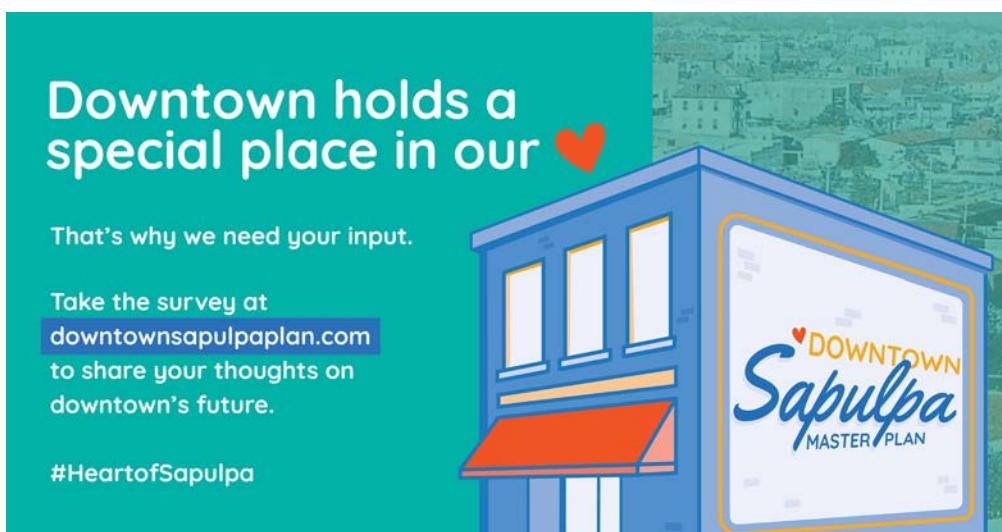
Press Releases

Multiple press releases were published by the city throughout the project timeline, beginning in early July 2020. They provided an overview of the project, current project status, and any action that was currently available for public involvement, such as the public survey or open houses.



Email Blasts

A project email list was generated to quickly spread project information throughout the planning process. Anyone interested was able to join the list by submitting their email address through the project website. Periodic emails were sent sharing news such as current project status, open house information, and website updates.



Marketing Material Examples
Facebook posts (left); postcard mailer (top right); and website homepage (bottom right)

The homepage features the "DOWNTOWN Sapulpa MASTER PLAN" logo at the top left. A large "We ❤️ our downtown." heading is centered. To the right, a section titled "What is a downtown plan, and why should it matter to me?" is followed by a detailed paragraph about the master plan's purpose. Below this are three call-to-action boxes: "Take the Survey" (blue), "Join the Email List" (orange), and "Participate in an Open House" (blue). At the bottom, the website address "DowntownSapulpaPlan.com" is displayed.



Visioning Workshop

Why Visioning?

Visioning serves as a critical milestone in any planning process. Not only is the visioning workshop the first in-person opportunity for community members, stakeholders, and city staff members to meet, it is the time when the collective tone for the process to come is set. The goal of visioning is to guide the development of the Plan, ensuring it is reflective of overarching community goals.

While it is imperative to be realistic about what can be implemented, visioning is a time when participants are encouraged to ignore the price tag and timing concerns. The process is meant to uncover needs, wants, and desires without being clouded by the constraints, at least initially. Visioning intentionally strips away what often holds people back from being truly honest about what they want to see. This is a time to be playful and let go of the “ifs,” “buts,” and “hows,” – it is a time to dream.

Once the needs, wants, and desires of the community have been fully explored, the constraints and roadblocks can be discussed. With the dream in mind and the openness that comes from sharing with one another about what is desired, a more informed conversation can be had about impediments, obstacles, and dislikes.

In addition to providing a dedicated time and space for community members to participate actively in the visioning process, this time is also important for the planning team, allowing them the opportunity to listen intently to what the community hopes to achieve from the project. Although the facilitated dialogue and exercises provide rich input, the act of simply listening to conversations being had between neighbors, acquaintances, city staff members, and city leadership with their constituents is invaluable to shaping the Plan.



Visioning Workshop Overview

Before a downtown master plan's vision and ultimate plan can be crafted, it is important to meet with stakeholders to (1) ensure a clear understanding of their desires for the future of downtown; (2) to gather local knowledge related to the issues and opportunities facing downtown; and (3) to build consensus around a multifaceted solution. As the first step in this master planning process, a visioning workshop was held by the planning team.

The visioning workshop was held on August 6, 2020, from 8:30 a.m. to 12:00 p.m., at the SeneGence Event Center (117 East Dewey Avenue, Sapulpa, Oklahoma 74066). Attendees included the planning team, stakeholder committee members, and technical committee members.

The stakeholder committee is made up of downtown property owners, business owners, and other key stakeholders who have a vested interest in the future of downtown. The Technical Committee is made up of representatives from various city departments that would, in part, be responsible for implementing portions of the Plan.

In preparation for the visioning workshop, the planning team designed a project brand and logo, developed a project website, created a public survey, and visited downtown multiples times. These matters were presented to both committees at the visioning workshop, allowing all participants to provide input on and ask questions about these initial findings. After presenting this information, the planning team led a series of exercises. These sessions are described and illustrated in the following subsections.

Opening Inspiration

Special opening remarks for the visioning workshop were given by Lieutenant Governor Matt Pinnell, who also serves as the Secretary of Tourism and Branding on Governor Kevin Stitt's cabinet. In his role of Secretary of Tourism and Branding, Pinnell oversees the Oklahoma Department of Tourism and Recreation and the state's efforts to promote tourism, the third largest industry in Oklahoma. Pinnell also serves on the Department of Commerce executive committee focusing on small business growth, entrepreneurship, and workforce development.

As a strong advocate for Route 66 (its history and tourism potential), Pinnell inspired the visioning workshop attendees to think big about their downtown, capitalize on the fact that Route 66 runs directly through downtown Sapulpa, and get excited about reinvesting in the original areas of the city.



Session Summaries

Word Cloud. The first exercise simply asked the attendees – in three, single-word answers – what made them most proud of downtown Sapulpa. Attendees responded on sheets of paper and the planning team compiled the responses into a word cloud (see **Figure B.1**). The larger the word size in a word cloud, the more times it was repeated as a response to the question. Word clouds are helpful in finding similar trains of thought between respondents.

Trends that emerged included the stakeholder and technical committees' appreciation for downtown Sapulpa's history, the Route 66 connection, their close-knit community, and downtown's unique character.

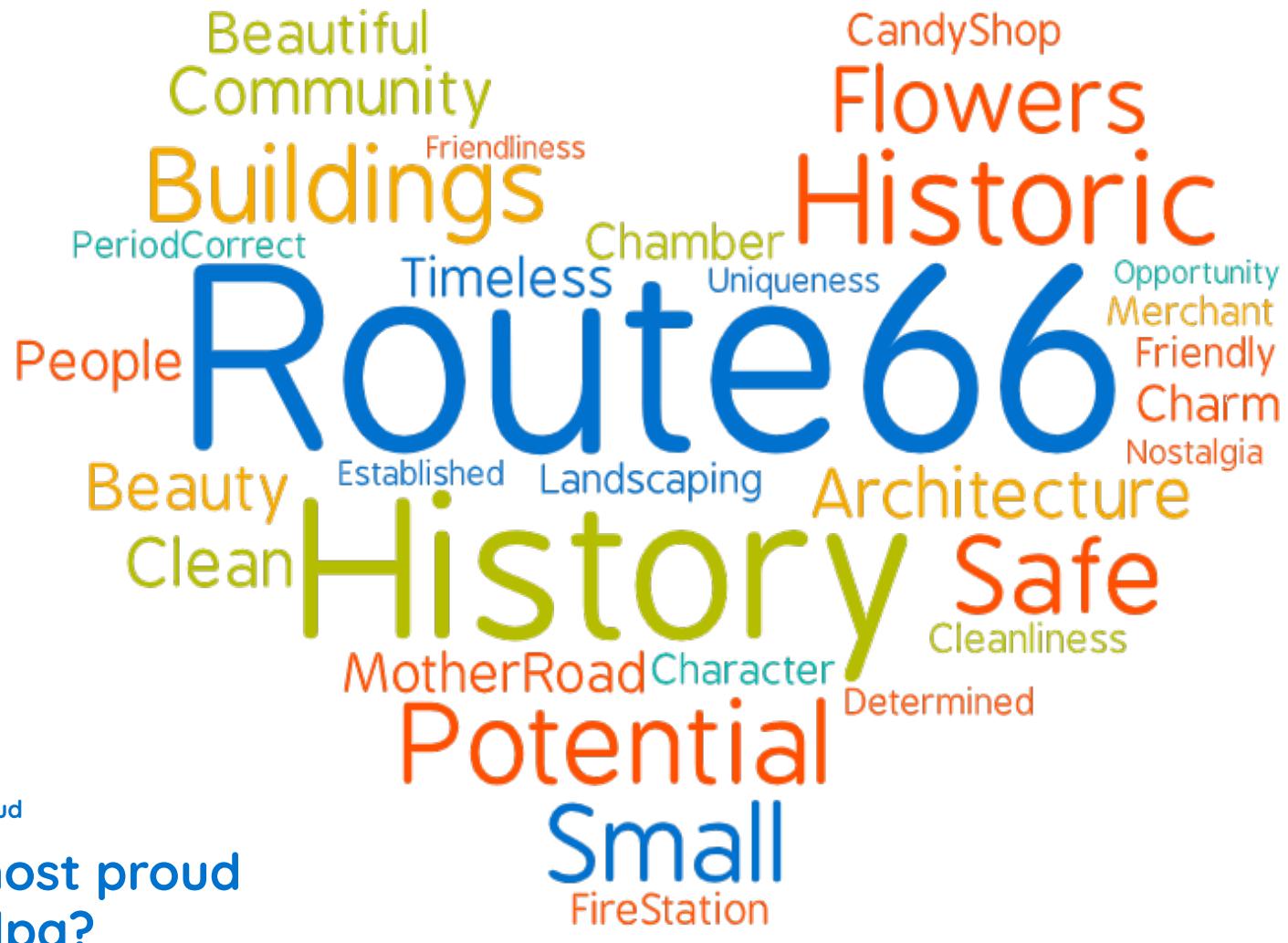


Figure B.1 Visioning workshop word cloud

**What makes you most proud
of downtown Sapulpa?**

Needs, Wants, Desires, Impediments, Obstacles, and Dislikes. The next exercise asked attendees, in their small groups, to use sticky notes to write down their needs, wants, and desires, impediments, obstacles, and dislikes for downtown, defined as follows:

- **Needs:** We need to address this critical issue.
- **Wants:** If we had the choice, we would choose to have this...
- **Desires:** Wouldn't it be nice if..., but if we don't get it, that's okay.
- **Impediments:** Immovable objects or obstructions that we must go around. (We cannot simply eliminate them; we must define a path that minimizes or mitigates them.)
- **Obstacles:** Things that can be surmounted or changed (hopefully in our best interest); get in the way of what we want to accomplish (but not just a nuisance). (We can go over, through, or around them, but we must engage directly with them.)
- **Dislikes:** Things we just do not like; tend to be nuisances and personal; do not prevent you from achieving your goals.

Each small group was given ample time to record their responses on individual sticky notes, and then place each one on the appropriate sheet - needs, wants, desires, impediments, obstacles, and dislikes. An electronic version of the note pads was available online for additional commenting after the in-person workshop for approximately one-week on a real-time virtual commenting software called Konveio. All these responses – in-person and virtual – are recorded in **Full Documentation of Responses**.

After the small groups placed all of their sticky notes on their respective poster, the groups cycled through the stations once more to review other group responses and picked their top two favorite for each category. Each group placed their favorite responses on their own group sheet. This exercise began the narrowing process to determine which items were most important. Then, every group chose a spokesperson to report back their priorities to the entire group. **Table B.1** through **Table B.4** detail each groups' priorities, by category.

Table B.1 Group One Priorities

+ **Needs**

Anchor restaurant and retail
Parking and walkability day and night

+ **Wants**

Overall beautification and common area/plaza/green space
Better/more marketing of Route 66

+ **Desires**

Family friendly and young adult evening entertainment
Update building facades

- **Impediments**

Demographics
Proximity to Tulsa

- **Obstacles**

Lack of public relations and negative perceptions
Lack of enough downtown events

- **Dislikes**

Vacancies
Loitering

Table B.2 Group Two Priorities

+ Needs

People
Alleys and sidewalks (walkability)

+ Wants

Destination night life
Healthy business (variety) of goods and services

+ Desires

Define space, close blocks and/or brick road, alley scape, lit-up (example: Pearl Street in Boulder)

- Impediments

We refuse to all say things can't change for the good, we are made up of can-do people; Will is our hero!

- Obstacles

Parking and walkability
Philosophical differences

- Dislikes

Building upkeep and lack of enforcement
Lack of community

Table B.3 Group Three Priorities

+ Needs

Parking
Branding

+ Wants

Consistent restoration
Outdoor options

+ Desires

Nightlife
Upperhousing

- Impediments

Building owners
Rules are not consistent

- Obstacles

Perception
Infrastructure

- Dislikes

More diversity in retail business
Vacancy

Table B.4 Group Four Priorities

+ Needs
Attractions Higher median income
+ Wants
Destination district - dining, shopping, entertainment, and night life Improved walkability with alleys
+ Desires
Downtown hotel/Airbnb/short-term rentals Rooftop restaurant and brewery
- Impediments
Diverse mindset change Low median income
- Obstacles
Feasibility, money Increase market diversity
- Dislikes
Short shop hours in evenings Human skills location

Six-Word Story. The final exercise asked attendees to paint a picture of their ideal downtown using only six words. This writing exercise is attributed to Ernest Hemingway and challenged attendees to create "...an entire story told in six words. While these quick stories do not have the classic beginning, middle, and end of a traditional storyline, they have a subject and verb that give the reader a sense of what has happened..." Themes that emerged from the attendees' stories include a revived, welcoming, historic downtown community, and destination along Route 66. All stories are as follows:

- Sapulpa reminds you of good life
- Strong people, working hard, building a future
- Vibrant destination you can experience now
- Active, progressive, growing, and friendly community downtown
- Small town, big atmosphere
- The tweakers are gone, life is good
- Economic renewal of a timeless town
- Welcoming, beautification, historic downtown, revitalization, destination, tourist
- A beautiful, vibrant downtown with nightlife
- Sapulpa's vision, desires, wants and needs, future
- Discover the Route, experience yesteryear
- Sapulpa Route 66 heartbeat
- It's time for action and change
- A Route 66 community you must visit
- Change, growth, sacrifice, dedication, patience, togetherness
- Sapulpa: Get your Kicks on Route 66
- Your hometown on Route 66
- Historic town revived, see you soon
- Sapulpa: a beautifully historic transformed destination
- Restore classic beauty in a modern way
- Big city downtown in your hometown!
- Discover Sapulpa's historic Route 66
- Thriving community promoting prosperous, enriched families
- Promotes revenue and growth
- Quaint town that meet your needs
- Sapulpa is a Route 66 destination
- Sapulpa is beautiful, wonderful, and period correct
- Historic buildings, re-imagined vitality, crafted simplicity
- Sapulpa is a happening place!
- Significant increase in our downtown sales tax revenue
- Stroll through courtyard string lights, greenery and music

Full Documentation of Responses: Visioning Workshop

The following pages fully list the responses received regarding needs, wants, desires, impediments, obstacles, and dislikes. If a certain item was listed more than once, the number of times mentioned is listed in parentheses. Items are also groups by theme to identify common threads of thought.

+ Needs

Infrastructure Improvement (x17)

- Two-lane road on Dewey
- Fix railroad tracks
- Drainage

Funding/Incentives (x15)

- Investors
- Revolving fund for financing improvements; consortium of banks and possible grant from Bartlett Foundation
- Sales tax revenue
- Private and public funding
- Investment

Dining Options (x12)

- Brunch (x2)
- Local brewery
- Coffee

Parking (x7)

- Angled parking instead of parallel parking on Dewey (x2)
- More spaces
- Better enforcement

Walkability

- Pedestrian infrastructure (x10)
- Pedestrian alley (x2)
- Walkable downtown night and day
- Improved street crossings
- Traffic control for walkability
- Painted crosswalk

Destinations/Entertainment

- Entertainment and events (x10)
- Night life (x3)
- Live music
- Major draw attraction
- Something like Mother Road market

Business Diversity

- Business (x4)
- Art studios (x2)
- Convenience store
- More retail
- Hotel

Demographics/Customer Base

- Retain young families (x4)
- Customers
- Higher median income
- Influx of wealth
- Family
- Young adults
- Improve schools
- Jobs

Housing

- Residences (x3)
- Nicer places to rent
- More living areas downtown
- More family neighborhoods

Building Renovation/Reuse

- Utilize upper stories of buildings (x2)
- Help low/fixed income folks with their properties
- Abandoned properties
- Building beautification

Marketing/Branding

- Public relations (x7)
- Promote Route 66 (x3)
- Public relations campaign aimed at Tulsans
- Total community branding

Regulations

- Code relaxation
- Enforcement on properties that are not maintained
- Requirement for a percentage of building space with store front to be retail/restaurant

Communication/Attitudes

- Community (x8)
- Better communication from government (x3)
- Better communication overall
- Unite both halves of Sapulpa
- Support
- Physical connection
- Be different
- Vibrance

Public Space

- Patio and roof space (x2)
- Outdoor space (x2)

Aesthetics/Signage

- Landscaping (x5)
- Streetscaping (x3)
- Better signage (x3)
- Improve alleys

+ Wants

Dining Options

- Restaurants (x11)
- Rooftop/outdoor dining (x3)
- Brewery
- Ice cream
- Sports bar

Business Diversity

- Retail and services (x12)
- Food market
- Barber/nail salon
- Retail destination
- Weekend flea market
- Convenience store downtown
- Office spaces/office jobs

Business Operations

- Later hours for businesses (x3)

Funding/Incentives

- Lower sales tax/create special taxing district in target area (x2)

Walkability

- Pedestrian infrastructure (x26)
- Connectivity (x3)

Public Space/Street Life

- Improve alleys (x4)
- Pet-friendly (x2)
- More benches
- Community garden
- Kid area

Infrastructure Improvement

- Improve side streets
- Striping of streets

Lighting (x5)

- Use of neon lighting for Route 66 emphasis (x2)
- More historic lighting downtown

Building Renovation/Reuse

- Restored buildings/refurbish upstairs (x2)
- Low vacancy

Communication/Attitudes

- Community involvement in downtown

Transportation (x3)

- Move truck route from downtown
- Transportation shuttle
- Trolley
- Streetcar

Parking

- Angled parking (x4)

Regulations

- Less restrictions from National Preservation
- Open container laws

Aesthetics/Signage

- Beautification (x8)
- Wayfinding (x3)
- Highly attractive/facelift (x2)
- Signage (x2)
- New robust landscaping (x2)
- Murals
- Decorations on Route 66
- Overhead signs spanning Dewey on each end of target area celebrating Route 66

Destinations/Entertainment

- Events (x8)
- Entertainment (x8)
- Night life (x3)
- Family attractions (x2)
- Destination attraction
- Music mecca
- Enough to do that you could spend the whole day downtown
- Community event board

Public Space

- Outdoor gathering spaces (x18)

Lodging (x3)

- Short-term rentals
- Boutique hotels

Marketing/Branding (x2)

- Capitalize on association with Route 66 – good photo places for visitors that are uniquely Sapulpa (x3)
- To be the jewel of Route 66
- Increased awareness and better utilization of Chamber of Commerce and Main Street
- Map showcasing key areas (museums, chamber, parks, library, community theater, restaurants, etc.)

Technology

- Wi-Fi connectivity
- Better communication community-wide, more than internet, more TV coverage

Housing

- More living spaces (x2)
- Residents

+ Desires

Parking (x13)

Need parking plan
Improve street parking
Shuttle to/from parking areas
Parking authority
Parking garage

Destinations/Entertainment (x9)

Events (outside music, Rock the Block, movie nights) (x11)
Night life (x4)
Family friendly activities downtown (x3)
Route 66 roadside attraction (x2)
Photo booth
Promote the lake
Engage events to coordinate with food/drinks
Something like Mother Road market in Tulsa
Improve community theater coordinating with events, food, etc.

Business Diversity

Retail (x12)
Vintage arcade
Concert hall
Sports bar
Trampoline/rock climbing place
A few big chains as anchors
Shopping district
Men's clothing
Apothecary from Schitt's Creek
Sporting goods
Record store
Cigar shop
Walk-up ATM

Aesthetics/Signage

Wayfinding and fun/neon signage (x6)
Murals
Light pole banners
Restore more of the "ghost signage"
Landscaped Highway 97
Additional greenery
Courtyards with string lights and potted plants
Eco-friendly
Visually appealing trash cans, pet waste stations

Lighting

Historic lighting (x2)
Additional lighting on Dewey (x2)
Additional lighting on north-south streets (x2)
Permission from ODOT to implement lighting on Route 66

Marketing/Branding

Improve marketing (x4)
SeneGence is investing in us, let's invest in showcasing them (x3)
Branding (x2)
Radio/local podcast
Main Street focus

Dining Options

Restaurants (x21)
Outdoor dining (x4)
Microbrewery/tap room/restaurant with bar (x3)
Ice cream parlor (x2)
Brunch (x2)
Roof top areas/bar (x2)
Small deli shop
Bakery
Brick oven pizza
Chocolatier
Sushi
Business incubator with food options

Housing (x3)

High end living spaces
Remodel houses around downtown

Walkability

Pedestrian improvements (x2)
Connected trail system
New sidewalks

Public Space/Street Life

Outdoor spaces (x14)
Alleyscapes and repairs (x3)
Created gathering space on Route 66
Patios
Pavilion
Resting area at courthouse

Funding/Incentives

Money (x2)
Business incentives

Transportation

No large trucks on Dewey (x2)
Striping of streets and crosswalks

Infrastructure Improvement (x19)

Underground utilities
Green roofs or rain gardens for stormwater management projects - capture rooftop rainwater to water the greenery

Building Renovation/Reuse

Refurbished facades and storefronts (x4)
Clean up slum buildings - comfort walking downtown
Keep improving/updating big buildings, parking, etc.

Lodging (x7)

Airbnbs (x2)
Boutique hotel

- Impediments

Current Businesses (x14)

Building/business owners (that do not keep their properties up or work for the common good) (x12)
Property owners unwilling to sell property
No common vision

Parking (x3)

Public Relations (x4)

Lack of hard marketing

Housing (x3)

Low income housing in downtown

Business Operations

Operating hours (x3)

Walkability (x2)

Funding/Incentives

Money (x5)

No resources to fix buildings/high renovation costs (x2)

High sales tax

Attractiveness to entrepreneurs with money

Business Diversity

Lack of retail variety

Better outline for new businesses coming to town

No requirement on business types on Dewey

Public Space/Street Life

Spaces (x4)

Lack of green space

Transportation

Route 66 (x2)

Truck route

Too many changes affecting the road - we must receive approval for any changes

Traffic flow

ODOT

Traffic enforcement

Building Stock/Condition

Dilapidated properties (x2)
Vacant or under maintained buildings

Competition with Tulsa (x2)

Infrastructure

Infrastructure (poor roads, sidewalks, etc.) (x19)
Flooding/insufficient downtown drainage due to topography (x6)
Railroad tracks (x2)
Burying electrical and phone lines
Lack of manpower to build infrastructure

Lack of Tech Savviness

Demographics/Customer Base

Demographics (x8)
Community median household income (x3)
Lack of foot traffic
Client market/customers

Government/Regulations

Codes and government (x5)
Government regulation
City Council
Rules need to be consistent

Communication/Attitudes

Negative attitudes (people set in their ways, unwilling to change) (x4)
Negative perceptions (x3)

Homeless/Drug Use

Parole office and drug testing place
Homelessness
Drug use

- Obstacles

Funding/Financing

Money (x9)
High tax rates (x4)
Sales tax dependence
No incentives/partnering from city (x2)
Funding options for improvements to buildings
Lack of partnership and support (x4)

Housing (x4)

Low income housing (x2)
Rent rates
Downtown apartments

Parking (x5)

Demographics/Customer Base

Lack of people (x12)
Low median income (x2)
More young people (x2)

Lack of Outdoor Gathering Spaces (x13)

Business Diversity

Retail (x2)
Service business in prime retail
Too many dispensaries
Lack of diversity

Building Stock/Property Condition

Blight/worn down structures (x3)
Vacant buildings (x2)
Old Sonic building
Lack of buildings with restaurant potential
Fix water problems in buildings
Northeast and southeast corners of Maple and Dewey

Building Ownership

Building owners (x5)
Absentee ownership (x2)
Building owners not selling
Business owners parking in front of their businesses

Business Operations

Downtown open later

Government/Regulations

Zoning (x2)
City needs business advocate to troubleshoot
Status quo, especially "Good Ole Boys" City Council

Technology

Feasibility of internet

Infrastructure Improvement

Infrastructure (x5)
Electrical lines
Railroad track repairs

Transportation (x2)

Truck routes
ODOT

Communication/Attitudes/Perception

Communication (between government, residents, investors, and owners) (x6)
Attitudes (resistance to change, low morale, negative social media) (x4)
Changing opinions of Sapulpa (x2)
Public perception/poor image (x2)
False information
More church involvement with downtown

Marketing/Branding

Public relations and marketing (x8)
Huge need for branding unity (x2)
Lack of positive publicity
School pride - drive teens from high school down Main Street other than parades

Lack of Lighting (x2)

Aesthetics/Lighting

Hobson
Dewey
Property signage

Drug Use/Loitering (x3)

Drug court location

- Dislikes

Marketing/Branding

Lack of community pride/Sapulpa does not toot its own horn (x6)

Need more positive community public relations

Community/Attitudes/Perception

Negative attitudes ("stuck in the past," social media ugly attitudes) (x6)

Lack of communication (x2)

Lack of involvement

Tulsa's image of Sapulpa

Infrastructure Improvement

Infrastructure (x16)

Rough railroad crossing

Walkability (x2)

Lack of pedestrian infrastructure (sidewalks, crossings) (x7)

Technology

Need better internet

Funding

Not enough funds for maintenance (x2)

Cost of doing business

Building Stock/Property Condition

Worn down buildings, disrepair (x3)

Aesthetics/Lighting

Landscaping (x3)

Alleys (x2)

Dog poop (x2)

Size and type of trees downtown

Government/Regulations

Code enforcement

No opportunity provided by city for good quality franchise or new business

Government competing with private sector for local acquisition of property

Transportation (x5)

Trucks (x3)

Permitted oversize semi loads (x2)

Not using the trolley

Downtown speed limit

Parking (x3)

Occupants taking prime parking spots

Public Space/Street Life

Lack of public spaces/gathering areas (x2)

Lack of green space

Business Diversity (x15)

Restaurants/lack of dining (x4)

Current Businesses

Vacancy (x3)

Pablo's Storage Lot

Unwanted businesses (dispensaries, Human Skills, bail bonds, drug rehab, auto mechanics, DUI, and drug testing) (x4)

Business Operations

Operating hours (stores are not open late enough, closed Sundays) (x11)

Customer Base

Nobody to stay open for

Loitering

Homelessness (x3)

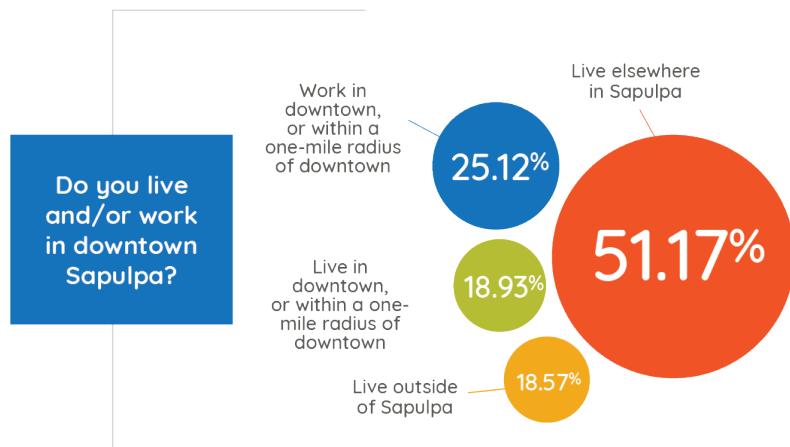
Loitering/smoking in front of businesses (x3)

Housing

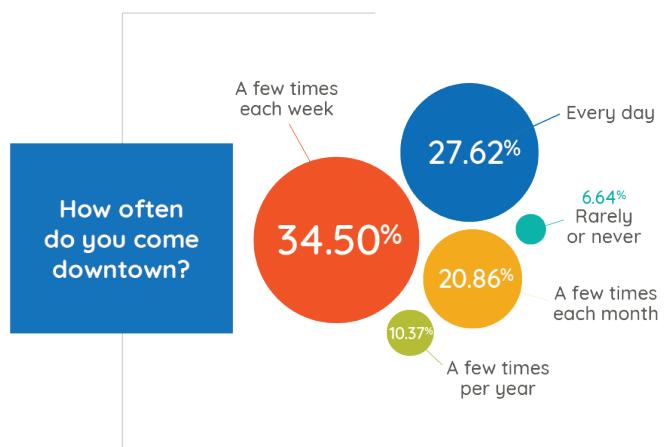
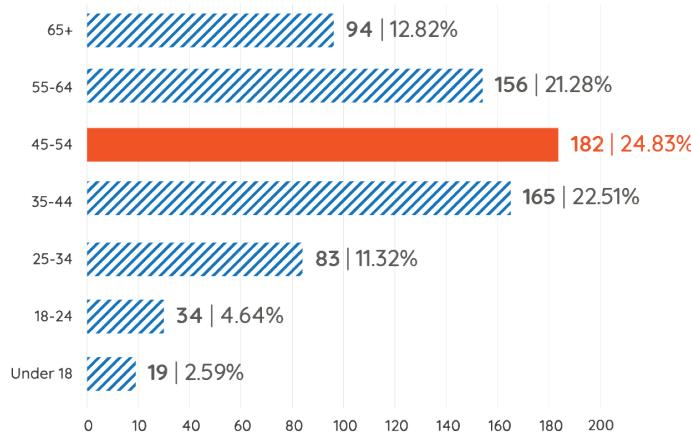
Low-income housing downtown (x2)

Public Survey

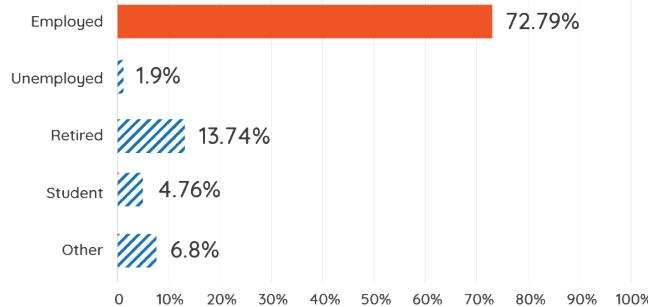
The public survey was conducted from July 9, 2020 to September 27, 2020 and received 863 responses. Given Sapulpa's population, the public survey is statistically significant with a 95 percent confidence interval and a 3.25 percent margin of error. The survey was available online at the project website (www.downtownsapulaplan.com) or via paper copy, and was advertised by direct mailers, the project website, the city website, press releases, social media, the Route 66 Blowout, and email blasts. The following pages illustrate a summary of the findings through graphics.

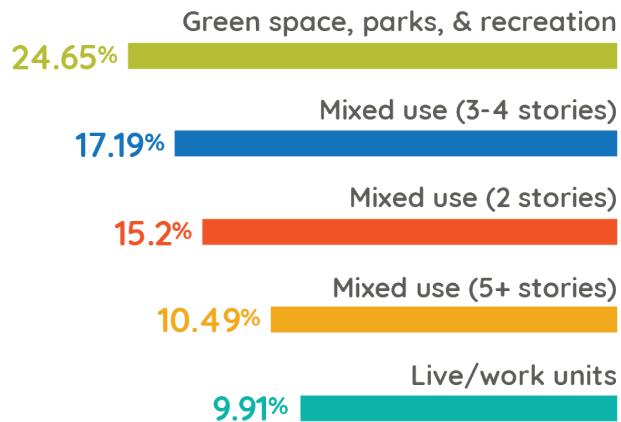


How old are you?

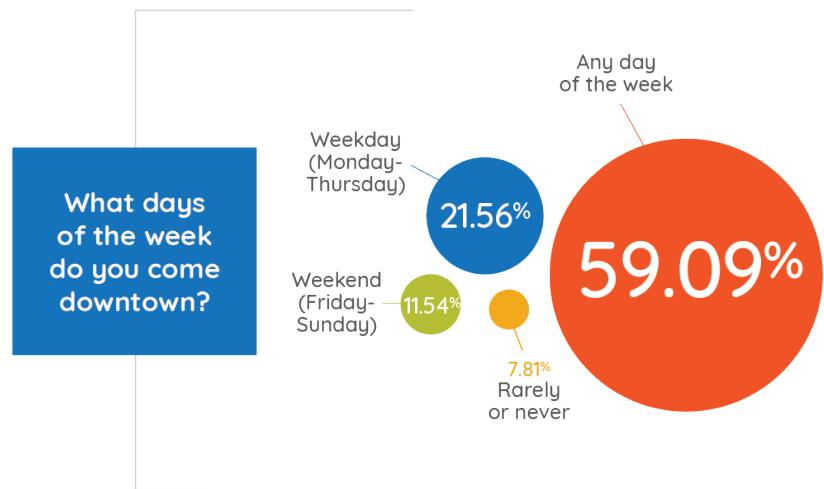
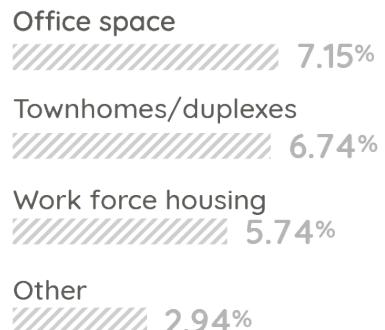


What is your employment status best described as?





Which development types are most needed and appropriate in downtown Sapulpa?



18.65%
ENTERTAINMENT & NIGHTLIFE

3.14%
DOWNTOWN HOUSING OPTIONS

22.57%
MIXTURE OF BUSINESS & SERVICES

12.50%
BUSINESS OPERATIONS

16.01%
DESIGN & APPEARANCE

11.39%
WALKING ENVIRONMENT

3.47%
EMPLOYMENT

12.29%
TOURISM

When thinking about downtown, what is important to you?

How You Rated...

(1 = poor / 5 = excellent)

Current level of satisfaction
with **business operations**:

 2.45 Parking

 2.26 Business Variety

Desirability of **entertainment/
nightlife activities**:

 3.46 Events & Festivals

 3.00 Nightlife
(e.g., pubs, bars, live music, concerts, etc.)

Support for downtown **housing types**:

 2.72 Apartments

 3.56 Mixed-Use Residential
(e.g., retail on the first floor with apartments on the floors above)

Support for downtown **business types**:

 4.18 Restaurants & Nightlife

 3.55 Mixed-Use with Housing
(e.g., retail on the first floor with apartments on the floors above)

Importance of:

 4.46 Lighting & Safety

 4.29 Comfortable Outdoor Seating & Sidewalk Dining

 4.24 Events & Festivals

 3.81 Start-ups

Support for downtown **design approaches**:

 4.36 Building Rehabilitation

 4.23 Exterior Facade Enhancements of Downtown Buildings

Planning and Design Charrette

Purpose and Overview

While the visioning workshop lays a sturdy foundation for what the Plan should consider and include in the final product, the charrette takes a deeper dive into specific topics of the Plan. The charrette produces a consensus-built conceptual plan (but not final!) based on iterative feedback.

Members of the public, Stakeholder Committee, Technical Committee, and elected officials worked together to ensure a clear understanding of their desires for the future of downtown, to gather local knowledge related to the issues and opportunities within downtown, and to build consensus around a multifaceted solution: this Plan. The charrette advances the creation of the Plan through conversations and responses to the data presented by the planning team. The locals' insight, combined with the planning team's expertise, focuses the plan on preferred transportation, land use, development, redevelopment, and enhancement concepts.

The charrette took place over three days, October 20-22, 2020, at the SeneGence Event Center (117 East Dewey Avenue) in downtown Sapulpa. The Stakeholder Committee and Technical Committee met with the planning team multiple times in order to pass on their insight into the downtown's issues and opportunities and crucial aspects to the Plan.

Between each session with the committees, the public, and Sapulpa staff members, the planning team was able to study the information given, summarize the feedback, create concepts for the plan, and/or alter the concepts according to the input received. A summary of each day's activities and outcomes is provided on the following pages.



Day One

The charrette started with a brief presentation detailing the charrette's purpose and process. The planning team then presented the existing conditions of downtown; an analysis on positive and negative building elements; a breakdown and summary of market assets and constraints, market positioning strategies, and revitalization opportunities; the public survey analysis; and a recap of the Visioning Workshop.

From there, the committees completed a series of exercises generally focused on identifying the opportunities and constraints within downtown.

The planning team split the committees into six groups and asked the groups to cycle through series of questions categorized by topic based on the existing conditions presented by the planning team. These six topics included:

- Land Use and Development;
- Urban Design, Aesthetics, and Street Life;
- Transportation and Parking;
- District and Business Operations;
- Economic Development and Vibrancy; and
- Architecture and Facades.

These topics were arranged in stations; the groups answered specific questions related to each topic. Their responses were recorded on large post-it sheets for everyone to see. This way, each person could visibly see the thought process; this is a critical element of a charrette. The full record of all charrette exercises is included in **Full Documentation of Responses: Planning and Design Charrette**.

In the afternoon, the Technical Committee included representatives from ODOT and allowed for interaction and discussion between technical experts to discuss the unique placement of Route 66 through the center of downtown Sapulpa and explore options for how to best celebrate the history of the Mother Road while creating a safe and vibrant downtown. This meeting allowed the planning team to ask technical questions, prior to concept generation. The discussion focused on Dewey Avenue/Route 66, and its current designation as a state highway. The planning team needed to know the constraints and challenges facing a streetscape project on a state controlled highway and what steps the city may need to take to achieve the collective vision that the Plan would capture.

What's the purpose of a charrette?

ASSEMBLE

Assemble decision makers, such as city staff members, elected officials, business owners, developers, property owners, neighborhood associations, and other stakeholders.

COLLABORATE

Collaborate with the decision makers in information sharing about downtown, iterative improvement concepts, and feedback and revisions.

FINE TUNE

Fine tune development and other improvement concepts through strategic conversations with stakeholders, the public, the city, and involved agencies.

CREATE

Create a community-driven, realistic plan, grounded in market and economic reality.



Day Two

Day two started with a review session with the Stakeholder Committee and Technical Committee to review themes and concepts that emerged from poster comments, analysis from the planning team, and the meeting with ODOT. After a brief presentation, the group was able to review and comment on the concepts and initial streetscape designs. The planning team spent the remainder of the afternoon reviewing and compiling information to begin generating ideas and conceptual plans for the public open house that evening. The public open house was the primary activity scheduled for day two but required the creation of initial concepts from the planning team. They produced street section concepts to visualize layouts of different sidewalk widths, amount and widths of driving lanes, and other pedestrian infrastructure options for downtown. They also developed proposed prioritization levels for streetscape project locations, with Dewey Avenue being priority one.

Prior to the open house, the committees were brought back to preview the public open house and encouraged to stay and act as champions for the Plan by explaining and discussing the topics and ideas with the public. The two-hour public open house finished the day and resulted in much feedback from the community on the existing conditions and future of downtown Sapulpa. Detail on Public Open House #1 is provided in **Public Open Houses**.

Day Three

The last day of the charrette began with an internal review among the planning team of the feedback generated during both prior days of the charrette with a focus on the ideas and content generated by the public during the open house. The planning team studied the feedback and began to integrate it into the maps and policy recommendations.

The planning team took time in the morning to discuss and deliberate over the direction and content of what would be integrated into the Plan based on the engagement activities completed throughout the earlier sessions. The conceptual future land use plan combined the interactions and public engagement and feedback gathered by the planning team.

The final session of the charrette gave the Stakeholder Committee and Technical Committee a chance to review the narrowed concepts and recommendations to provide comments and direction. Attendees provided written and verbal reactions to the content as they reviewed the critical ideas and issues facing downtown Sapulpa and the conceptual plans.



Full Documentation of Responses: Planning and Design Charrette

The following pages fully list the responses received regarding the various station topics. Please note that the following comments are only from the Stakeholder Committee and Technical Committee members. If a certain item was listed more than once, the number of times mentioned is listed in parentheses.

Transportation and Parking

Where is traffic congested? High crash locations?

XXX

Complete Appendix B to be included in future submittal

Public Open Houses

Public Open House #1

The public open house was on October 21, 2020 from 5:30 p.m. to 7:30 p.m. at the SeneGence Event Center in downtown Sapulpa. The open house was advertised to the public through the city's social media accounts, partner organizations' social media accounts, the project website, email, a press release, and other various outlets, resulting in over 100 attendees.

The participants were greeted by a member of the planning team and given an introduction to the downtown planning process and directions for the evening. There were a number of stations created for the public to inspect and give feedback on. During the open house, the public had the opportunity to answer all the same questions the committees had answered the day prior. Their responses were captured in the same way as the committee's answers. There was much overlap between the public's responses and committee's responses. For a list of all responses, see [Full Documentation of Responses: Public Open Houses](#).

As the event was informal and did not include a formal presentation, members of the planning team were stationed around the room to clarify information, answer questions, and gather additional input through written comments and one-on-one or group conversations.

Public feedback was plentiful. While topics of interest and conversation were mixed, the necessity of preserving the historic character of downtown, increasing attractions and programming, and improving pedestrian infrastructure and traffic conditions rose to the surface as prominent sentiments shared by the varied groups represented at the open house.



Public Open House #1 Stations

The first public open house was set up in a circular fashion, allowing attendees to start at the beginning station and flow around the room to work their way through all the stations. Seven stations were included in the open house and at least one representative from the planning team was stationed at each area to answer questions and engage with attendees. These stations included:

1. Sign In
2. About the Project
3. What's Going On?
4. What We've Heard
5. Issues/Opportunities
6. Initial Ideas
7. What Did We Miss?

Public Open House #2

XXX

Complete Appendix B to be included in future submittal

Full Documentation of Responses: Public Open Houses

The following pages fully list the responses received regarding the various station topics at both public open houses. If a certain item was listed more than once, the number of times mentioned is listed in parentheses.

XXX

XXX

XXX

Complete Appendix B to be included in future submittal

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Appendix C

Downtown Market

XXX



Appendix C to be included in future submittal

DOWNTOWN
Sapulpa
MASTER PLAN